

City of Dunkirk Comprehensive Plan

Adopted by the City of Dunkirk Common Council
December 17, 2019



HON. MAYOR WILFRED ROSAS

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EXECUTIVE SUMMARY



COMMUNITY CELEBRATION

"Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody."

- Jane Jacobs

INTRODUCTION

With the most recent Comprehensive Plan for the City of Dunkirk being prepared in 1976, City officials recognized their community was long overdue for a new plan in order to understand current conditions and to identify and prepare for future growth and development. Through an extensive planning process that brought together diverse stakeholders, partners, community leaders, and the public at large, the City has successfully completed this endeavor and is proud to present the ***City of Dunkirk 2019 Comprehensive Plan***.

The ***City of Dunkirk Comprehensive Plan*** establishes the Community's Vision, identifies specific development and revitalization goals and associated recommendations, and sets forth clear steps to implement those recommendations necessary to achieve the City's Vision.

The planning process has allowed the City to better understand changing economic conditions and identify local attitudes toward community characteristics and needs. In addition, the process has identified development opportunities along with potential regulatory and land use adjustments for the purposes of protecting public health, safety, and general welfare. ***This well-developed Comprehensive Plan is the City of Dunkirk's Plan for Action.***



ATHENEX

WHY IS THIS PLAN NECESSARY?

The City of Dunkirk has seen many changes since the 1976 Comprehensive Plan was prepared, including ongoing population loss, an aging housing stock and deteriorating infrastructure system, and a diminishing downtown district with several empty storefronts and buildings. Additionally, there have been notable demographic shifts, an ever changing economic climate and associated loss of industrial and manufacturing jobs that were once a staple of this community. In an attempt to address these issues, the City has prepared and participated in numerous land use, recreation, economic development, transportation, pedestrian and environmental related planning initiatives.

To date, the City has made significant advancements through strategic infrastructure and recreational investments, aggressive and successful grant procurement efforts, partnerships to improve access to quality housing and education, and economic revitalization initiatives to enhance existing and attract new industrial, manufacturing and associated research and development businesses. The City also maintains a major focus on outdoor and lakefront festivals, events and associated tourism.

The City is experiencing positive growth pressures as Athenex, a global pharmaceutical company, is in the process of constructing a 300,000 square foot state-of-the-art facility on the edge of the City. This project is expected to result in 450 direct and 450 more indirect jobs. In addition, the Athenex facility is expected to attract pharmaceutical-related support businesses to the area and the City will need to ensure there is adequately zoned land, infrastructure, and suitable housing opportunities for employees.

While recent progress has been made to move the City of Dunkirk forward, recent events continue to highlight difficulties the City faces. Specifically, the NRG former coal powered generation plant along Lake Erie has permanently closed and Brooks Memorial Hospital is in the process of relocating to the Village of Fredonia. While both events are likely to negatively impact the City, they also present redevelopment, economic development and recreational opportunities.



MAYOR ROSAS

Preparing a new comprehensive plan is even more of a necessity at this stage to help balance the impacts of negative and positive events the City is facing and to establish a well-organized approach for sustained housing and economic revitalization. The City of Dunkirk has determined that preparing this Comprehensive Plan is the appropriate strategy to guide its way forward and to be inclusive of the community's desires.

THE CITY OF DUNKIRK PLANNING PROCESS

The preparation of this Plan was led by a Comprehensive Plan Steering Committee (the "Committee") that included Mayor Wilfred Rosas, the City's Planning and Development Office, City Council members and representatives from local non-profit agencies, Jamestown Community College, and Chautauqua County. The Committee was assisted by the City's Planning Consultants, led by Laberge Group.



ISSUES CONFIRMATION AND DESIGN WORKSHOP

COMMUNITY AND STAKEHOLDER ENGAGEMENT

The City of Dunkirk Comprehensive Plan included multiple opportunities for public engagement, including the July 31, 2018 Visioning Open House events (attended by over 100 people), a Community Survey, interviews and meetings with over 18 stakeholders, and the two-day Issues Confirmation and Design Workshop in February of 2019 (attended by over 150 people).

Input received through this process has been evaluated and arranged into the following main topic areas to help guide the overall development of this Comprehensive Plan: Downtown Dunkirk, Housing and Neighborhoods, Jobs and the Economy; Parks, Recreation, and the Waterfront; and Traffic and Pedestrian Safety. A summary of key input obtained during the public outreach process is provided below.

Downtown Dunkirk

- The City needs to preserve the “historic” feel of Downtown.
- The City’s historic buildings, historically significant architecture, ethnic diversity, walkability and access to Lake Erie contribute to making Downtown Dunkirk unique.
- Vacant lots, buildings and storefronts, combined with a lack of stores and restaurants and the loss of older buildings are Downtown Dunkirk’s major weaknesses.
- The waterfront, harbor, and historic and architecturally significant buildings are among Downtown Dunkirk’s major strengths.
- New stores, restaurants and other businesses are needed for local shopping and job creation.
- The City’s ethnic diversity needs to be capitalized upon.
- Both the NRG facility/site and Brooks Memorial Hospital needs to be successfully repurposed.
- Property maintenance and code enforcement needs to be enhanced.
- The City’s arts and cultural resources, including the Adams should be better supported and capitalized upon.
- The City needs to continue investing in improving the downtown streetscape, including roads, sidewalks and the train underpasses.

The following Stakeholders were interviewed:

- Fieldbrook Foods (Wells Enterprises)
- Specialty Metals Corp.
- Athenex
- Chautauqua County IDA
- Real Estate Professionals
- Dunkirk Senior Center
- Holiday Harbor at Chadwick Bay Marina
- Northern Chautauqua Conservation Club
- Boat Charter Companies
- Local Businesses
- Chautauqua Opportunities, Inc.
- Northern Chautauqua Community Foundation
- CHRIC
- City of Dunkirk Police Dept.
- City of Dunkirk Fire Dept.
- City of Dunkirk Dept. of Public Works and Engineering
- City of Dunkirk Planning Board, Zoning Board of Appeals and Building Dept.
- City of Dunkirk Parks and Recreation Dept.



CENTRAL AVENUE DOWNTOWN DUNKIRK

Housing and Neighborhoods

- The public cited the poor quality and appearance of neighborhoods, including vacant/abandoned homes and insufficient property maintenance as major concerns impacting the character of the City.
- There are limited quality affordable homes for new residents, recent graduates, young families and seniors.
- Homeowners in challenged neighborhoods may be delaying property improvements due to surrounding poor quality homes – this may create a cascading effect of deferred maintenance.
- Local business owners believe the lack of suitable housing is negatively impacting their ability to hire enough qualified employees.
- The lack of suitable senior housing may be limiting the necessary turnover of homes from seniors and empty-nesters to young families.
- Rental property costs are going up even at the lower end – renters are struggling.
- Central Avenue has been identified as an ideal location for mixed use projects.
- New housing should be built within walking distance of the waterfront, downtown and shopping alternatives.
- There is a strong desire to preserve historic and architecturally significant buildings, homes and neighborhoods.

Jobs and the Economy

- Quality of life was identified as a major draw for new employees, especially for younger generations.
- The City must continue focusing on improving the quality of life for existing and future residents through infrastructure investments, improved property conditions, well-maintained parks, sidewalks, biking opportunities and more events and festivals.
- Examples of new employment opportunities and initiatives that would benefit the City include:
 - » More businesses that offer apprenticeships;
 - » Specialty retail, restaurants and services;

- » Capitalize upon the City's ethnic diversity and encourage ethnic restaurants and retail;
- » Sporting events as an economic driver;
- » Build up and capitalize more on the waterfront area; and
- » More arts and culture-focused opportunities.
- The City's waterfront should be a primary focus for economic investment followed by downtown and Central Avenue.
- Outdoor recreation, especially water-based recreation, including boating and fishing/ fishing tournaments should also be a focus of the City's economic development initiatives.
- Lake Erie water quality must be protected to preserve the City's key recreational asset.
- Off-season events should be regularly held and improved to draw people into the City year-round.



MUSIC ON THE PIER



POINT GRATIOT PARK

Parks, Recreation and the Waterfront

- The City has an unparalleled systems of parks, beaches and associated recreational resources focused on Lake Erie, along with numerous neighborhood parks, all of which contribute to the City's positive quality of life.
 - The public gives the City high marks for the system of parks and recreational facilities.
 - The Dunkirk City Pier/Harbor area and Wright and Point Gratiot Parks are the City's top three recreational destinations for residents.
 - There is a need for more youth and teen programs and facilities along with additional recreational programs.
 - Identified concerns include litter, pollution and beach health, need for additional maintenance and cleaning at City beaches, additional dog waste bag dispensers, more recycling and garbage bins and improved/ additional parking for City events.
- City residents enjoy biking to the City Pier, City events, Point Gratiot Park, Dunkirk Lighthouse, Memorial Park, Wright Park, City events, the Chautauqua County Fairgrounds and along Central Avenue.
 - A few locations identified by the public as unsafe for pedestrians and bicyclists include:
 - » The Roberts Road underpass which needs improved lighting and regular cleaning;
 - » The pedestrian tunnel at the corner of 3rd and Robin Streets;
 - » Broken and uneven sidewalks in the 4th Ward;
 - » Intersection of Main Street and East 4th Street; and
 - » Lake Shore Drive (LSD) and the intersections of LSD/Central Avenue and LSD/Main Street.
 - Additional bike lanes and other bicycle safety improvements are needed to provide safer places to bike in the City.
 - The CARTS bus system requires improvement, including increased hours of service, provision of services between SUNY Fredonia, Downtown and the waterfront, as well as a shuttle service linking the colleges with shopping areas and the waterfront.

Traffic and Pedestrian Safety

- City residents identified walking to and from City Parks, events, stores and work as a popular form of exercise.



DOWNTOWN DUNKIRK - DATE UNKNOWN

COMMUNITY PROFILE

A Community Profile was prepared that summarizes and evaluates the City's existing conditions, including, but not limited to, land uses, infrastructure, environmental resources, recreation and the waterfront, local and regional economic conditions, and the City's sociodemographics. The following is a brief overview of Key Observations from the Profile.

Demographic and Growth Trends Analysis

A demographic and growth trends analysis for the City and surrounding areas was prepared to help understand current conditions.

- The City's population peaked in 1920 at just under 20,000 residents. A sustained decrease in population began in the 1960s.
- The rate of the City's population decline is slowing. New projects, including the Athenex Plant and anticipated job creation is expected to continue slowing the decline of the City's population.
- Dunkirk has a higher percentage of households headed by a single parent, demonstrating a higher demand for day care and other child care related services.

- Dunkirk's share of Hispanic/Latino residents (of any race) has increased by 11% since 2000 to over 31% of the total City population and is expected to increase to 37% by 2022. Comparison communities share of Hispanic/Latino residents remain below 10%.
- Growth in the Hispanic/Latino population increases the need for services tailored to this demographic.
- More than one in four (28%) of all Dunkirk residents live below the federal poverty line, compared to 19% for the County as a whole.

Housing and Neighborhood Stability

A detailed evaluation of the City's housing environment was conducted to help understand current neighborhood conditions, affordability and other housing challenges facing renters, owners, businesses and the City at large.

- Approximately 57% of the City's housing stock was built before 1940, with 82% built before 1960.
- Fifty nine percent of homes (2016 data) in the City are owner-occupied compared to Fredonia (64%), Jamestown (50%) and Chautauqua County (70%).



CENTRAL AVENUE NEIGHBORHOOD

- The City’s median home value has increased by 14% since 2010, faster than Chautauqua County and comparison communities.
- The City conducted an analysis of the conditions of housing structures with the results published in the March 2018 **Choosing Dunkirk Study**:
 - » One out of every six homes in the City were identified as displaying some outward signs of disinvestment and distress (referred to as “problem properties”).
 - » The 725 problem properties are highly concentrated along the edges of downtown and near the lakefront, forming large areas of blight that adversely affect the well-being of the people living in these neighborhoods.
 - » The most distressed areas are found near downtown where the housing stock is generally the oldest and where prices and rents are the lowest.
- Thirteen structures were demolished in 2017 and 12 new residential structures were constructed.
- The City’s median monthly rent is higher than all comparable communities which may be due to a high demand for rental property, possibly in response to the presence of SUNY Fredonia and limited choices of suitable homes for purchase in the City.
- Fifty-eight percent of renters in the City are considered housing cost burdened – paying more than 30% of their income on housing expenses – while 23% of homeowners are cost burdened.

Municipal and Public Services

An assessment of municipal and public services was conducted to evaluate existing conditions, potential issues and deficiencies.

- The City has a combined professional/volunteer firefighting force. The number of qualified volunteers continues to drop, due in part to existing volunteers aging out and a limited number of qualified and interested recruits. The Fire Department operates out of three fire stations, all of which are in need of renovations.
- The City Police and Fire Departments are both in need of fleet and equipment management plans.
- Brooks Memorial Hospital is planning to relocate outside of the City, which would result in a major loss of employees, visitors, and related individuals coming into the City on a daily basis, having direct and indirect negative economic impacts.



4TH ST AND MAIN ST

Transportation and Pedestrian Connectivity

A review of the City's transportation and pedestrian network was conducted based on existing information and site visits to obtain a better understanding of conditions, deficiencies, and safety concerns.

- The City is wrapping up improvements to Central Avenue between the City Pier and the Village of Fredonia (The Central Connections Project) which includes intersection improvements, repaving of Central Avenue, and striping of bike lanes, among other improvements.
- Lake Shore Drive (NY Rt. 5) is considered a barrier to pedestrians seeking to travel between Downtown and the waterfront, including seniors that live at the Dunkirk Housing Authority's Joseph J. Steger Apartments at the corner of N. Main Street and Lake Shore Drive.
- In 2019, the City received \$1.5 million from NYS DOT to plan, design and implement the Lake Shore Drive Complete Streets Project.
- The ten railroad underpasses leading to Lake Shore Drive become covered with soot, oil, and dirt from the trains and cover the sides of the bridges and walls of the underpasses. The City, Norfolk Southern and CSX need to establish a regular maintenance plan to keep these areas clean as they represent major gateways.

City of Dunkirk Fiscal Conditions

An evaluation of the City's current budget, capital improvement plans and other fiscal elements was conducted to obtain an understanding of current fiscal conditions.

- Dunkirk's fixed costs are equal to 72.7% of their total revenue sources, which is slightly higher than the average of Western NY Cities (70.4%). These costs cannot be adjusted without reorganizing work to achieve productivity gains, or by reducing levels of services.
- A comprehensive review of the City by the State's Financial Restructuring Board for Local Government (FRB) was conducted. The FRB identified several external environmental threats that are beyond the City's direct control, and which may be making the

- The percentage of the student population identifying as Hispanic/Latino is at 53% for the 2016/2017 school year, placing significant pressure on the school district to provide quality language education and sufficient bilingual staff.
- The P-TECH STEM College and Career Academy located in the City is a promising collaborative effort between area school districts and local companies.
- SUNY Fredonia and Jamestown Community College add to the City's attractiveness as an educational center, providing a steady pool of educated young adults that could aid in revitalizing the City.
- The City is now the primary provider for drinking water in the Northern Chautauqua County Water District and the City's water treatment plant has recently undergone \$23 million in upgrades.
- The majority of the City's water lines are more than 60 years old, with several areas reported to be in poor condition and undersized, with 75% being 50 or more years old.
- The City is in the middle of a \$14 million upgrade to the wastewater treatment plant. However, the City-wide wastewater collection system was built around 1890 and a long-term capital improvement plan is necessary.



NRG FACILITY

- City “susceptible” to financial stress: high regional unemployment, high rates of child poverty, low property value per capita and population loss.
- The largest financial threat facing Dunkirk is the loss of the NRG Facility and associated PILOT payments. The City is facing a significant revenue shortfall beginning in 2024 when it will no longer be receiving NRG PILOT revenue nor state Mitigation Aid, unless the lost revenue is replaced.

Local and Regional Economic Development

A detailed assessment of the local and regional economy was conducted to help understand the drivers of regional employment and directional trends, and for a stronger understanding of local job market dynamics.

- The City’s share of manufacturing employment has declined more than Jamestown and the County from 24% in 2000 to 18% in 2015.
- Despite this decline, manufacturing remains the largest employment sector for Dunkirk residents – providing jobs for up to 18% of the City’s working residents (2015 data). Healthcare and social services account for 15% of the City’s working residents, while retail trade and education account for 12% each.
- The City is home to advanced manufacturing techniques in steel including Dunkirk Specialty Steel and Special Metals Corporation. These advanced steel-related firms could serve as the spark for a future clustering of related companies.
- Dunkirk is also known for its food and dog food related production including Fieldbrook Foods (recently acquired by Wells Enterprises), Dunkirk Flavors, Nestle Purina (which is located on the City’s eastern border) and Refresco. Additional notewor-



SPECIAL METALS

thy manufacturing firms include ECR and Lakeside Precision.

- SUNY Fredonia is the largest local employer providing approximately 900 jobs, followed by the City School District (450), Nestle Purina (350-400), Re-fresco (400), and Fieldbrook Foods/Wells Enterprises (350).
- The Athenex pharmaceutical facility (under construction) is expected to generate 450 direct jobs and another 450 indirect jobs. It is estimated that approximately 1/3 of Athenex's jobs will be filled by non-City residents.
- Tourism is becoming a major economic development focus for the City. The City is a natural destination for tourists, boaters, and water sport enthusiasts. The improvements along the waterfront combined with the increased number and diversity of festivals is beginning to make a positive difference by attracting more and more visitors.
- Since 2014, the City has been able to secure over \$2 million in CDBG grant funding for various projects. Over the same time period, the City has obtained almost \$5 million in additional funding through various state grant programs, including, but not limited to the Brownfield Opportunity Area Program, Empire State Development and NYSDOT.

Natural and Environmental Resources

The City's natural and environmental resources were discussed to ensure they are protected and utilized appropriately.

- Lake Erie is the City's most significant natural resource as a source for drinking water, recreation, tourism, and business opportunities.
- Improved water quality conditions in Lake Erie have brought an increase in Lake Trout, Walleye and Lake Sturgeon, resulting in a resurgence of recreational and sport fishing including ice fishing.
- Dunkirk Harbor is a deep draft functional safe harbor with a 17 ft. draft in the outer channel and 1.3 miles of breakwaters.
- There has been a noticeable increase in wave action within Dunkirk's Inner Harbor areas, and if left unchecked, will have profound impacts on the City of Dunkirk's Harbor businesses. The USACOE is in the processes of studying this problem to find a solution which could include new breakwalls or repairs to breakwalls already installed to the north of the harbor.
- Point Gratiot is considered to be one of the most visited regions in western New York by birders for the spring migration of small song birds including, orchard oriole, whip-poor-will, and over 30 species of warblers, including prothonotary, prairie and worm-eating. In addition, red-headed woodpeckers nest at Point Gratiot.



DUNKIRK HARBOR

Parks, Recreation and Open Space

A detailed evaluation of the City's parks, recreation and open space resources was conducted to provide an up-to-date inventory, review recent investments and improvements, and begin to set the stage for continued enhancements and the preparation of a long-term parks and recreation master plan.

- The City of Dunkirk offers its residents and visitors a wide variety of recreational opportunities with several major parks and recreational facilities including Point Gratiot, Wright Park, Washington Park, Memorial Park, Hazelton dog park, and several neighborhood parks.
- Recent improvements at Point Gratiot Park include new roofs on the park's six pavilions, improved electrical infrastructure, upgraded restrooms to make them fully accessible, and kitchen renovations at the main pavilion. Additional improvements includes a raingarden/vegetation swale project to improve the lake's water quality by capturing rain and runoff and reducing erosion.
- The City recently completed major improvements to Wright Park.
- The City's waterfront is a major destination for residents and visitors and provides a 1.5 mile boardwalk beginning at Wright Park Beach and ending at the City Pier, which provides fishing and boat access and is a major attraction year-round.
- A \$1.7 million renovation of the City Pier was completed in 2019.
- Public access to Lake Erie for boating, sightseeing, swimming, fishing and other recreational opportunities is unmatched in the region.

Historic and Cultural Resources

While the City may have lost many of its historically-significant buildings, there is much to preserve, revitalize, and repurpose for the benefit of residents and economic development needs.

- There are three sites listed on the National Register of Historic Places in the City: Point Gratiot Lighthouse Complex, School #7 and the Dunkirk Post Office.

A fourth site is the Dunkirk Schooner, an underwater archaeological site located 20 miles off shore.

- The Dunkirk Historical Museum, located on Washington Avenue is dedicated to the promotion of the City's historical, cultural and artistic heritage.
- The Adams (Arts and Cultural Center) is located at the corner of Central Avenue and E. 6th Street, near the Historical Museum, Washington Park, the Dunkirk Post Office and architecturally-significant Dunkirk Public Library. Together, these historic buildings and locations create a concentration of art and historic resources that could be capitalized upon to create an arts district.
- The residential neighborhoods in the vicinity of W. 6th and Swan Streets have been identified as a historic neighborhood by residents who desire to have it formally recognized as the Academy Heights Neighborhood. Such recognition is for the accomplishments and contributions made by George Dotterweich, a skilled brewmaster, and his family who started many successful local businesses, including a brewery in the late 1800's.



DOWNTOWN EVENTS



CITY HALL

VISION STATEMENT AND GUIDING PRINCIPLES

The City of Dunkirk Vision Statement is based on information collected through the City's public outreach process and organized into common themes and topics. This information helped set the tone for the Comprehensive Plan and guided the preparation of the Vision Statement for the City of Dunkirk.

A VISION FOR THE CITY OF DUNKIRK

- *Is characterized by welcoming, clean and well-maintained neighborhoods and a sense of individual belonging;*
- *Meets the housing needs of all existing and future residents;*
- *Embraces the heritage, ethnic diversity and natural beauty of the City and values its strategic location;*
- *Has a thriving arts and culture scene;*
- *Has a great Downtown and Waterfront that are attractive, livable and memorable;*
- *Has an innovative Downtown that is attractive to young professionals, families and older populations;*
- *Meets the needs of its youth and offers wide ranging educational opportunities;*
- *Is a major industrial and manufacturing center with a strong and diverse economy;*
- *Offers ample employment and business opportunities for all;*
- *Is a well-planned and environmentally sensitive City, where all citizens have equal access to services and amenities, including unmatched recreational and cultural activities;*
- *Is a City where all residents and visitors feel safe and welcomed;*
- *Is served by outstanding infrastructure, facilities and services;*
- *Is a leader in meeting regional challenges through partnerships and collaboration; and*
- *Encourages active public involvement and is responsive to the needs of its citizens.*

GUIDING PRINCIPLES

The City of Dunkirk Vision has led to the identification of eight Guiding Principles that reflect the goals and values of the community. Collectively, the City of Dunkirk Vision and Guiding Principles serve as the foundation for this document and guide day-to-day decision-making by local officials throughout the planning horizon. The Guiding Principles are as follows:

Ensure a Safe and Healthy Community

Meet Community Housing Needs

Encourage Business Growth and Retention

Plan for Reinvestment and Redevelopment

Managing Financial Resources

Promote Excellence in Education

Plan for an Effective Transportation System

Enhance and Protect Our Parks and Natural Resources

GOALS AND STRATEGIES

The City of Dunkirk Goals and Strategies respond to the critical issues raised during Committee and stakeholder meetings, the community survey and public workshops and the conditions observed and researched during the planning process. The Goals of this Comprehensive Plan represent measurable conditions that the City should strive to achieve in approximately ten years and are organized into the six (6) Planning Elements as follows:

Housing and Neighborhood Stability

Goal 1: Reverse the trend of deteriorating housing conditions and improve property maintenance.

Goal 2: Increase opportunities for quality affordable housing.

Downtown Dunkirk

Goal 1: Reverse the trend of vacancies in Downtown Dunkirk.

Goal 2: Attract new investment in Downtown Dunkirk through commercial, educational, and entertainment opportunities that will result in increased vitality, more visitors and new residents.

Job Opportunities and the Local Economy

Goal: Develop and maintain a strong, diversified, and sustainable local economy.

Public Facilities and Services

Goal: Provide high quality government services and infrastructure such that existing and future developments can be served and to facilitate private investment and economic development.

Pedestrian and Bicycle Safety

Goal: Provide a safe and connected pedestrian and bicycle system throughout the City.

Parks and Recreation

Goal: Maintain and enhance high quality, safe and unique park and recreational opportunities for residents and visitors of all ages and abilities.

For each Planning Element, the Plan recommends several Strategies that provide the focus and direction needed to achieve the Goals and obtain the preferred future. These Strategies more specifically define how a goal will be achieved. Together, the Goals and Strategies will assist public officials in guiding their decisions. The Strategies can be found in **Section V: Goals and Strategies**.



MEMORIAL PARK

IMPLEMENTATION

The adoption of the City of Dunkirk Comprehensive Plan is only the beginning. The mere statements of Goals and Strategies included in this Plan will not produce the desired results unless the City and its partners implement the recommendations through local policies, public investments and cooperation, and the continuation of existing and formation of new partnerships.

Therefore, the Comprehensive Plan includes a detailed Implementation Plan. The Implementation Plan highlights a number of “next steps” that should be undertaken to begin the process and plan implementation and fulfillment, including General Implementation Strategies followed by the detailed Implementation matrix for the Plan’s Goals and Strategies. For every Strategy, the Implementation Matrix identifies responsible parties and partners, lists potential funding sources, and provides a timeline column for the City to allocate a desired time-frame for completing the recommendation.

The key first step is to formally establish responsibility for implementation. Therefore, it is recommended that the Common Council form an Implementation Committee that would be responsible for providing overall guidance and coordination for implementing the recommendations of the Plan, particularly when they involve multiple boards, committees, and departments. After Plan adoption and the establishment of the Implementation Committee, additional General Implementation strategies are as follows:

- Develop and utilize a Capital Improvement Plan;
- Continually promote cooperation and participation;
- Prepare and annually update a five-year action plan;
- Continually explore additional potential funding sources and implementation techniques; and
- Update the Comprehensive Plan on a regular basis and as changing land use, economic and social conditions require.



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SECTION I: INTRODUCTION AND PLAN OVERVIEW



CENTRAL AVE. DOWNTOWN DUNKIRK, CIRCA 1945 (DUNKIRK HISTORICAL SOCIETY)

"We haven't lost our sense of proportion. We're a small town and we know it, but Dunkerque Day showed us that even a small town can set something big in motion."

- Wally Brennan, "The One-World Town."
The Reader's Digest. August 1947

SECTION I: INTRODUCTION AND PLAN OVERVIEW

A PLAN FOR ACTION

A comprehensive plan, sometimes referred to as a master plan, is the official long-range planning document for communities, guiding zoning and land use ordinances, investments in public infrastructure, economic development programs, natural resource use and protection, housing policy and other issues. Comprehensive plans also provide the legal foundation for a community's ordinances, programs, and capital investment plans. Furthermore, comprehensive plans represent the community's desired future and guides decision-making by elected and appointed officials on how development, conservation, and public investment take place within their community. Plans are subject to change and revision with the passage of time and events, and its adequacy and appropriateness should always be considered when contemplating future community changes.

**COMPREHENSIVE PLANS PROVIDE
A FRAMEWORK AND CONTEXT
WITHIN WHICH TO MAKE
DECISIONS RELATING TO FUTURE
LAND USE AND DEVELOPMENT**

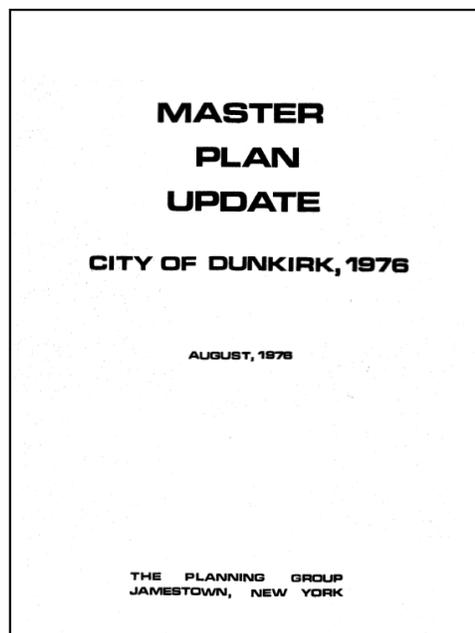
The City of Dunkirk's last comprehensive plan was prepared in 1976. Municipalities should update their comprehensive plans approximately every five to ten years (or when conditions warrant) and the City of Dunkirk is well overdue for a new plan. City of Dunkirk officials recognized their community was in need of a new plan in order to understand current conditions and to identify and prepare for future growth and development. The City has successfully completed this endeavor and is proud to provide the City of Dunkirk 2019 Comprehensive Plan.

New York State City Law gives cities the power to create a comprehensive plan, should they so desire. City Law describes the legal requirements for approval and what elements may be included within the comprehensive plan, but does not firmly require every comprehensive plan include each element. Therefore, comprehensive plans vary from community to community and many focus upon elements and issues deemed important to the

local population at the time of creation and adoption. Each comprehensive plan in New York State is unique and tailored to their individual community. This is no different for the City of Dunkirk, and this document shall prove instrumental for the City moving forward.

The City of Dunkirk Comprehensive Plan establishes the community's Vision, identifies specific development and revitalization goals and associated recommendations, and sets forth clear steps to implement those recommendations necessary to achieve the City's Vision.

The planning process has been used to understand changing economic conditions and identify local attitudes toward community characteristics and needs. In addition, the process has identified development opportunities along with potential regulatory and land use adjustments for the purposes of protecting public health, safety, and general welfare. This well-developed Comprehensive Plan is the City of Dunkirk's Plan for Action.



1976 MASTER PLAN UPDATE

WHY IS THIS PLAN NECESSARY?

The City of Dunkirk has seen many changes since the 1976 Comprehensive Plan was prepared, including ongoing population loss, an aging housing stock and deteriorating infrastructure system, and a diminishing downtown district with several empty storefronts and buildings. Additionally, there has been notable demographic shifts, an ever changing economic climate and associated loss of industrial and manufacturing jobs that were once a staple of this community. In an attempt to address these issues, the City has prepared and participated in numerous land use, recreation, economic development, and transportation, pedestrian and environmental related planning initiatives. In the past, the City's planning approach has been scattered and not conducted in a collaborative and comprehensive manner.

The City has now embraced the value of long-range planning and the need to make strategic investments for the benefit of existing residents and businesses and to attract new residents and economic opportunities. To date, the City has made significant advancements through strategic infrastructure and recreational investments, aggressive and successful grant procurement efforts, partnerships to improve access to quality housing and education, and economic revitalization initiatives to enhance existing and attract new industrial, manufacturing and associated research and development businesses. The City also maintains a major focus on outdoor and lakefront festivals, events and associated tourism. The State of New York has also formally designated 15 locations as Brownfield Opportunity Areas (BOA). These designations will assist the City and associated property owners with remediation and redevelopment efforts.

Recent events continue to highlight difficulties the City faces. Specifically, the NRG former coal powered generation plant along Lake Erie has permanently closed and Brooks Memorial Hospital is in the process of relocating to the Village of Fredonia. While both events are likely to negatively impact the City, they also present redevelopment, economic development and recreational opportunities.

The City is also experiencing positive growth pressures as Athenex, a global pharmaceutical company, is in the process of constructing a 300,000 square foot state-of-the-art facility on the edge of the City. This project is expected to result in 450 direct and 450 more indirect jobs. In addition, the Athenex facility is expected to at

THE CITY OF DUNKIRK HAS DETERMINED THAT PREPARING THIS COMPREHENSIVE PLAN IS THE APPROPRIATE STRATEGY TO GUIDE ITS WAY FORWARD AND TO BE INCLUSIVE OF THE COMMUNITY'S DESIRES.

tract pharmaceutical-related support businesses to the area and the City will need to ensure there is adequately zoned land, infrastructure, and suitable housing opportunities for employees. In anticipation of this new facility and the associated housing needs it will generate, the 80-unit Battery Point Villas is already under construction along Lake Erie in the northeast corner of the City.

Preparing a new comprehensive plan is even more of a necessity at this stage to help balance the impacts of these negative and positive major events the City is facing and to established a well-organized approach for a sustained housing and economic revitalization. The City of Dunkirk has determined that preparing this Comprehensive Plan is the appropriate strategy to guide its way forward and to be inclusive of the community's desires.



ATHENEX FACILITY UNDER CONSTRUCTION



NRG FACILITY VIEWED FROM MEMORIAL PARK

CITY OF DUNKIRK PLANNING PROCESS

The preparation of this Plan was led by a Comprehensive Plan Steering Committee (the “Committee”) that included Mayor Wilfred Rosas, the City’s Planning and Development Office, City Council members and representatives from local non-profit agencies, Jamestown Community College, and Chautauqua County. The Committee was assisted by the City’s Planning Consultants. Together, the Committee and the City’s Planning Consultants are referred to in this Plan as the “Planning Team.”

FOUR METHODS WERE USED TO SOLICIT INPUT THROUGHOUT THE PLANNING PROCESS:

1. COMPREHENSIVE PLAN STEERING COMMITTEE
2. FOCUS GROUP/STAKEHOLDER DISCUSSIONS
3. ONLINE COMMUNITY SURVEYS; AND
4. PUBLIC VISIONING AND GOAL SETTING WORKSHOPS

These individuals participated in numerous committee meetings and dedicated several hours to this Comprehensive Plan, each bringing their unique background to the process and ultimately to this final Plan as written. The Planning Team conducted a tour of the City to provide an introduction of the community and begin evaluating areas of interest. Follow-up site visits were conducted on an as-needed basis to key areas of interest to document and photograph existing conditions as well as evaluate needs and future opportunities.

To ensure the Comprehensive Plan accurately reflects the needs and desires of the public, a **Comprehensive Public Outreach Process** was conducted to craft the Plan’s foundation. During this process, the City utilized an extensive and broad community outreach process to

inform the public about the Plan and to begin soliciting their concerns, issues and recommendations.

The City sought to inform residents, business owners, and other stakeholders about the planning process and to invite them to public workshops through fliers posted around the City, targeted emails, newspaper articles, social media platforms, and the Project and City websites. In addition to gathering key information important to the public, the outreach process worked to build consensus on key issues and assisted in the development of recommendations for improving the City’s quality of life.

A Community Profile was prepared that summarizes and evaluates the City’s existing conditions, including, but not limited to, land uses, infrastructure, environmental resources, recreation and the waterfront, local and regional economic conditions, and the City’s sociodemographics. The Key Observations of the Community Profile are found below in **Community Profile Key Observations** and the entire Community Profile is found in **Appendix A. City of Dunkirk Community Profile**.

The public outreach program, combined with the work of the Committee, the Community Profile and site visits all contributed to establishing a foundation for developing the **Vision Statement, Guiding Principles**, as well as the **Goals and Strategies**.

The formulation of guiding principles and goals are key outcomes of the planning process. Not only do they provide direction to the Plan and articulate the community’s vision for its future, guiding principles and goals help define priorities and provide common ground between diverse groups, creating a solid framework for the Plan to move forward using the guidance provided by the detailed strategies.



2018 OPEN HOUSE EVENT AT THE KOSCIUSZKO SOCIAL CLUB



2019 ISSUES CONFIRMATION & DESIGN WORKSHOP

IMPLEMENTING THIS PLAN

The adoption of this Plan by the City Common Council is the first step towards fulfilling the City’s Vision. The guiding principles, goals and strategies included in this Plan will not produce the intended results unless City officials, residents, and business owners support the directions provided within the document through local policies, regulations, and public investments. The continuation of existing and the formation of new partnerships between City, regional and state agencies, non-profit organizations, and other stakeholders is also critically important.

The City of Dunkirk has the great responsibility and opportunity to enhance the quality of the community as a whole. This will be achieved by strengthening the economic benefits and opportunities for local businesses, and increasing the recreational and cultural resources for all to enjoy. To properly take advantage of these opportunities, the City must prioritize the recommendations that have been produced by this Comprehensive Plan and be prepared to adjust these priorities based upon the availability of funding sources.



DUNKIRK HARBOR

New York State City Law states that all land use regulations “must be in accordance with a comprehensive plan...” Subdivision and zoning regulations, including site plan review and special permits are the primary regulatory methods for implementing land use recommendations in the Comprehensive Plan. Other land use tools include, but are not limited to, overlay districts, architectural and site design guidelines/standards, sign control, and property maintenance regulations. With an updated Plan in place, the City will have a clearer direction for revising land use regulations, budget allocation, capital improvement programming, and other functions

to achieve its desired goals and allow the community to grow and change in positive ways.

Looking ahead, it is important to periodically reexamine this Comprehensive Plan in accordance with current conditions and changes within the City of Dunkirk. That said, this Plan should not only continue to build on the foundation achieved by former plans and projects the City has undertaken, but should clearly visualize a new future that examines the needs of Dunkirk’s residents today. It is recommended that the Common Council designate and establish a Comprehensive Plan Implementation Committee to review the Plan Vision, Guiding Principles, Goals and Strategies and associated Implementation Plan, and ensure they remain relevant to the changing conditions within the City. The Plan should be updated or re-written at least once every five to ten years, or as necessity dictates.

The Implementation Plan highlights a number of “next steps” that should be undertaken to begin the process of plan implementation and fulfillment, including General Implementation Strategies followed by the detailed implementation Matrix for the Plan’s Goals and Strategies.



CENTRAL AVENUE

General Implementation Strategies

Based upon input and dialogue throughout the comprehensive planning process, the following general actions have been identified which should be undertaken by the City:

- Adopt and use the Plan on a day-to-day basis;
- Establish a Comprehensive Plan Implementation Committee (CPIC);
- Develop and utilize a Capital Improvements Plan;
- Continually promote cooperation and participation;
- Prepare and annually update a five-year action plan;
- Continually explore additional potential funding sources and implementation techniques; and
- Update the Comprehensive Plan on a regular basis and as changing land use, economic and social conditions require.

Goals and Recommended Implementation Matrix

The Plan's Implementation Matrix identifies potential initial funding sources and possible partners for implementing each Strategy. The Strategies are assigned a recommended timeline for implementation as follows:

- Short-term: Year 0-1
- Medium-term: Years 2-5
- Long-term: 6+ Years
- Ongoing: Continuously Implement

This Implementation Plan should be amended and updated annually by the CPIC as new actions are introduced, and strategies are implemented in concert with preparing the annual budget and capital improvement program.



CHADWICK BAY LOFTS

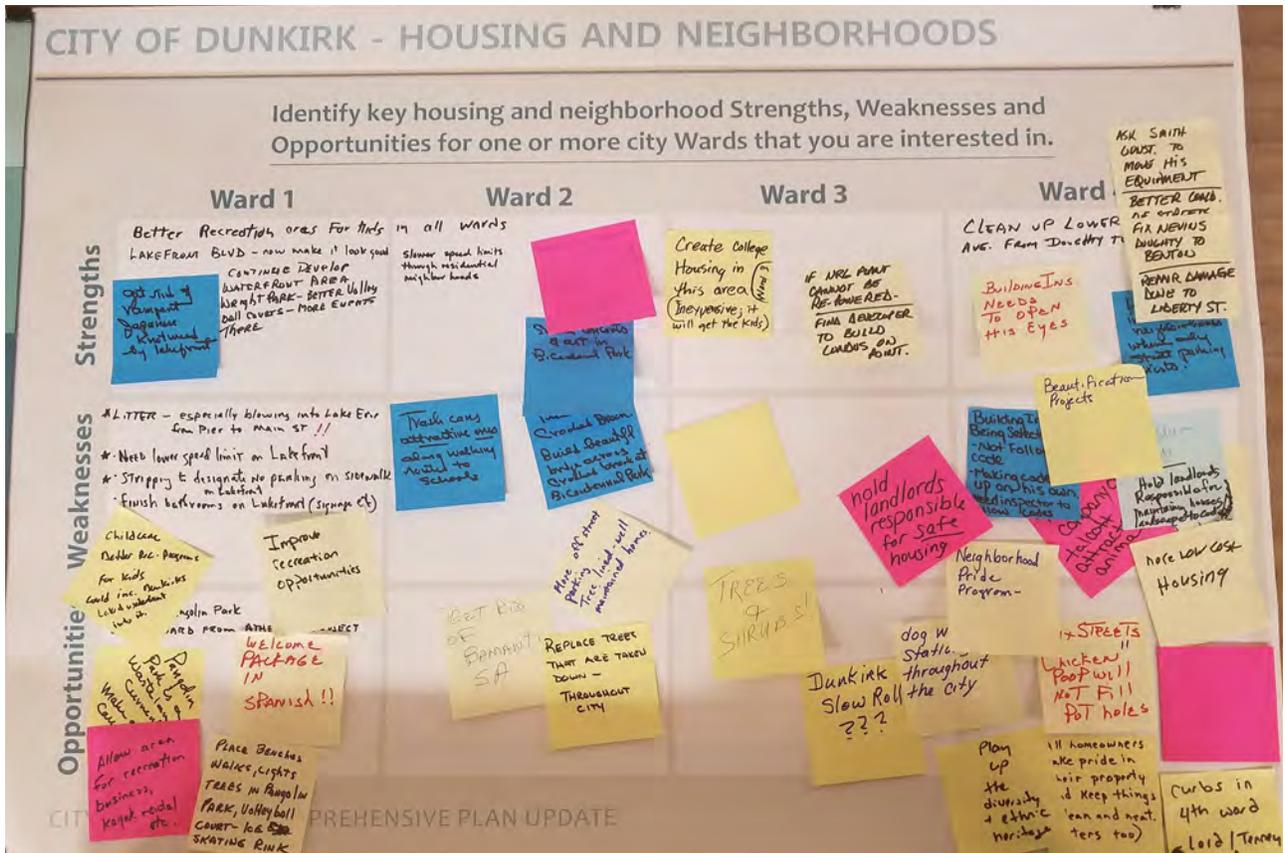


RENOVATED CITY PIER

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SECTION II: PUBLIC OUTREACH PROCESS AND SUMMARY



VISIONING OPEN HOUSE COMMENTS

"I want each and every citizen of Dunkirk to be able to say with pride, 'I live, work and raise my family in Dunkirk.'"

- Mayor Wilfred Rosas, Inaugural Speech, January 8, 2016

SECTION II: PUBLIC OUTREACH PROCESS AND SUMMARY

PUBLIC OUTREACH METHODS

The City of Dunkirk Comprehensive Plan included multiple opportunities for public engagement, including the Visioning Open House events, Community Survey, Stakeholder Interviews, and the two-day Issues Confirmation and Design Workshop. Input received through this process has been evaluated, arranged into main topic areas and helped guide the overall development of this Comprehensive Plan.

The following is an overview of the outreach techniques followed by a summary of the public outreach results. A detailed summary of all public participation results can be found in **Appendix B: Public Input Results** (Under Separate Cover). The Planning Team also met with the City's key departments and boards: Police, Fire, Planning Board, Zoning Board, Building Department, Parks and Recreation, and Engineering. Summaries of these meetings have been integrated into the Community Profile, presented later in this Plan.

Visioning Open House Events

Two public open house events (Visioning Open Houses) were held in the City of Dunkirk on July 31, 2018. The first open house was held between 10am and 2pm at the Iglesia Getsemani, Asambleas De Dios, located at 115 Central Avenue. The second event was held between 4pm and 8pm at the Kosciuszko Club, located at 252 Nevins Street.

Members of City's Planning Consultants, along with City representatives were present to assist the public, answer questions and provide additional information regarding the comprehensive planning process. Project staff also included two Spanish-speaking interpreters. In addition, all information was provided in both English and Spanish. Community surveys in both English and Spanish were also available for the public to complete. Based on the sign in sheets, the two open house events were attended by over 111 individuals.

During the Open House events, residents, business owners and other stakeholders were presented with varied maps and interactive boards seeking focused information on the following major topics: Downtown Dunkirk, Housing and Neighborhoods, Jobs and the Economy, Parks, Recreation and the Waterfront, and Traffic and

Pedestrian Safety. All of the information received during the Open House events was collected and analyzed.

Community Survey

A Community Survey was conducted as part of the City of Dunkirk Comprehensive Plan process. The survey was prepared by the Planning Team. Questions covered a variety of issues, including, but not limited to: parks and recreation, economic development, jobs and the local economy, rating of City services, and questions dealing with major issues facing the City. The survey also included questions to obtain information about each respondent for the purposes of understanding their sociodemographic circumstances and to assist in cross-tabulation of results.



2018 OPEN HOUSE EVENT AT IGLESIA GETSEMANI, ASAMBLEAS DE DIOS

The survey was made available in both English and Spanish, and could be completed online or on paper between July 31, 2018 and November 30, 2018. The survey was not mailed to homes and businesses and therefore is not, nor intended to be a statistically valid survey. Rather, the survey serves as an additional source of public input in combination with the other public outreach methods used during the comprehensive planning process. A total of 148 surveys were completed and returned.

The following Stakeholders were interviewed:

- Fieldbrook Foods (Wells Enterprises)
- Specialty Metals Corp.
- Athenex
- Chautauqua County IDA
- Real Estate Professionals
- Dunkirk Senior Center
- Holiday Harbor at Chadwick Bay Marina
- Northern Chautauqua Conservation Club
- Boat Charter Companies
- Local Businesses
- Chautauqua Opportunities, Inc.
- Northern Chautauqua Community Foundation
- CHRIC
- City of Dunkirk Police Dept.
- City of Dunkirk Fire Dept.
- City of Dunkirk Dept. of Public Works and Engineering
- City of Dunkirk Planning Board, Zoning Board of Appeals and Building Dept.
- City of Dunkirk Parks and Recreation Dept.

Stakeholder Meetings

Members of the Planning Team met with numerous stakeholders representing multiple issues and causes. A total of nine meetings were held on February 13, 2018 and July 30 and 31, 2018 with various City departments and boards, along with realtors and representatives of non-profit housing agencies, harborfront/waterfront representatives, civic and non-profit groups, senior citizens, and local business owners. The purpose of these meetings were to supplement existing data, gain a better understanding of stakeholder views, concerns, needs, and recommendations, and to build support for the implementation of the Plan's recommended strategies.

Issues Confirmation and Design Workshops

The City of Dunkirk Planning Team conducted the Issues Confirmation and Design Workshops on February 25 and 27, 2019, at the Dunkirk High School. Draft Goals and Strategies were prepared and displayed on poster boards. Over 150 people attended the two-day event. The public was asked to identify which strategies they supported and to provide additional comments. The Goals and Strategies covered the following Priorities:

- Housing and Neighborhood Stability;
- Downtown Dunkirk;
- Enhancing Job Opportunities and the Local Economy;
- Pedestrian and Bicycle Safety;
- Parks and Recreation; and
- Enhancing Public Facilities and Services.

In addition, the Planning Team sought public ideas and concerns related to redeveloping Brooks Memorial Hospital and the NRG Facility. The public was also asked to provide guidance on improvements to Memorial Park, streetscape enhancements and design opportunities for improving the appearance of railroad underpasses throughout the City.

Members of the Planning Team were available to assist the public, answer questions and provide additional information regarding the comprehensive planning process. A Spanish-speaking interpreter was also present to assist with the Workshop events. A presentation by the City's Planning Consultant, Laberge Group, was provided on the second night summarizing public input results.



2019 ISSUES CONFIRMATION AND DESIGN WORKSHOP

PUBLIC INPUT HIGHLIGHTS

The City's robust public outreach process resulted in the collection of a significant amount of feedback that helped contribute to and build the City's Comprehensive Plan. The following is a summary of key input received, organized by the identified priorities.

Downtown Dunkirk

- The City needs to preserve the “historic” feel of Downtown.
- Key elements that make Downtown Dunkirk Unique:
 - o Historic buildings and historically significant architecture;
 - o The City's history;
 - o Ethnic diversity;
 - o Walkability; and
 - o Access to Lake Erie.
- Downtown Dunkirk's major weaknesses:
 - o Numerous vacant lots, buildings and storefronts;
 - o Lack of stores and restaurants; and
 - o Loss of older buildings.
- Major strengths of Downtown Dunkirk:
 - o Waterfront;
 - o Harbor; and
 - o Historic and architecturally significant buildings.
- To improve Downtown, the following actions were recommended by the public:
 - o New stores, restaurants and other businesses are needed for local shopping and job creation;
 - o The ethnic diversity of the City needs to be capitalized upon;
 - o The NRG facility needs to be repurposed;
 - o Brooks Hospital either needs to remain or be successfully repurposed;
 - o Property maintenance and code enforcement needs to be enhanced;
 - o Capitalize on and support the Adam's Art Center; and
 - o The City needs to continue investing in the appearance of the downtown streetscape, including roads, sidewalks, and the train underpasses.
- Central Avenue was identified as an ideal location for new mixed use residential/commercial projects.
- SUNY Fredonia students need to be encouraged to visit downtown more often and there is a need for a regular shuttle bus between campus and downtown/waterfront.



COBURN BLOCK BUILDING

Housing and Neighborhoods

- Poor quality and appearance of housing and property maintenance, including vacant/abandoned homes were cited as major concerns of the public.
- Code enforcement and absentee landlords were also identified as major issues that need to be addressed to improve the overall condition of buildings and property within the City.
- City Wards 3 and 4 were identified by residents as having major housing condition/property maintenance issues.
- There is a limited number of quality affordable homes for sale.
- Many homes require moderate to significant upgrades in order to make them “move-in ready.”
- There is a lack of 2-3 bedroom homes in move-in condition from \$55K-\$59K – the price range for young families.
- There is insufficient quality housing for recent graduates, young families and seniors.
- Single family homes and mixed use residential/commercial are the preferred styles of housing, followed by senior housing, townhomes, apartments and duplex/two-family homes.
- Homeowners in challenged neighborhoods may be delaying property improvements due to surrounding poor quality homes – this may create a cascading effect of deferred maintenance.
- Local business owners believe the lack of suitable housing is negatively impacting their ability to hire enough qualified employees.
- The Athenex project is and will continue to increase the demand for housing locally and the current supply is not considered sufficient to accommodate the anticipated number of new employees that will be relocating to the area.
- There is a market for senior housing, and the lake makes for an attractive location. However, there is a lack of suitable senior housing.
- The lack of suitable senior housing may also be negatively impacting the necessary turnover of homes from seniors and empty-nesters to young families, etc.
- Home owners may be unable to sell their homes due to poor conditions of the surrounding neighborhoods and/or are unable to afford to make necessary improvements.
- Rental property costs are going up even at the lower end – renters are struggling.
- Good apartments fill up quickly.
- Central Avenue was identified as an ideal location for mixed use projects. The Coburn Block Building is in the early stages of a major renovation by a private developer.
- New housing should be built within walking distance of the waterfront, downtown and shopping alternatives.
- The City’s Community Development Block Grant (CDBG) funds are fully expended each year for housing rehabilitation projects.
- Approximately 10-15 homes are repaired with CDBG funds per year.
- Residents described future visions of their neighborhoods as: Bustling and economically stable, with young families, clean tree-lined and well lighted-streets with good sidewalks, well-maintained homes and yards with a mixture of historic and new buildings/infill; an attractive arts scene and pocket gardens and parks.
- There is a strong desire to preserve historic and architecturally significant buildings and homes, and recommendations were to formally establish and protect the



STRESSED NEIGHBORHOOD

Academy Heights Historic District for neighborhoods in the vicinity of 6th and Swan Streets.

Jobs and the Economy

- Major local employment and economic challenges facing the City include:
 - o Lack of child care opportunities;
 - o Limited full-time jobs that provide benefits and a living wage;
 - o Some employers use temp agencies to hire employees who are then considered “temporary employees.” This can negatively impact employees’ ability to establish credit and invest in their community;
 - o Insufficient public transportation system;
 - o Limited suitable/quality housing choices for middle to upper income families;
 - o Lack of sufficient job training opportunities; and
 - o Development sprawling into the Town of Dunkirk, thereby limiting closer job opportunities and the loss of City tax revenue.
- According to local businesses, it remains difficult to find qualified employees (basic math skills lacking and difficulty passing a drug test).
- Language was not identified as a major barrier to employment by local businesses, although it may be an issue for some residents who desire to start a business.
- Quality of life was identified as a major draw for new employees, especially for younger generations. As a result, the City must continue focusing on improving the quality of life for existing and future residents through infrastructure investments, improved property conditions, well-maintained parks, sidewalks, biking opportunities and more events and festivals.
- Examples of new employment opportunities that would benefit the City:
 - o More businesses that offer apprenticeships;
 - o Specialty retail, restaurants and services;
 - o Capitalize upon the City’s ethnic diversity and encourage ethnic restaurants and retail;



NEW LOCAL BUSINESS

- o Sporting events as an economic driver combined with an all-purpose indoor sports facility;
- o Build up and capitalize more on the waterfront area; and
- o More arts and culture-focused opportunities including continued support for the Adams Art Center.
- New business and location recommendations provided:
 - o Restaurants along Central Ave, W. 4th St., E. 3rd St., and at the NRG site;
 - o Hotel along Lake Shore Drive, E. Front and Main Streets, and at the NRG site;
 - o Breweries on Lake Shore Drive, near the waterfront on Eagle, Washington Streets, and at the end of Deer Street; and
 - o Clothing stores and coffee shops along Central Avenue and Lake Shore Drive.
- The City’s waterfront should be a primary focus for economic investment followed by downtown and Central Avenue.
- Outdoor recreation, especially water-based recreation, including boating and fishing/fishing tournaments, should also be a focus of the City’s economic devel-

opment initiatives. Water quality of the Lake must be protected to preserve the City's key recreational asset.

- Off-season events should be regularly held and improved to draw people into the City year-round.

Parks, Recreation, and the Waterfront

- The City has an unparalleled system of parks, beaches and associated recreational resources focused on Lake Erie, along with numerous neighborhood parks, all of which contribute to the City's positive quality of life.
- The public gives the City high marks for the system of parks and recreational facilities and there is support for continued parks and recreation facility improvements.
- The Dunkirk City Pier/Harbor area and Wright and Point Gratiot Parks are the City's top three recreational destinations for residents.
- There is a need for more youth and teen programs and facilities along with additional recreation programs.
- Additional requests include a year-round, indoor sports complex, more basketball courts, an outdoor swimming pool, tennis courts, sitting benches, a sun shelter at the Pier, soccer fields, improved bathrooms, better grills and picnic tables, and additional children-focused playgrounds and interactive/learning opportunities.



WRIGHT PARK NEW SPLASH PAD



DETERIORATING/UNEVEN SIDEWALK

- Identified concerns include litter, pollution and beach health, need for additional maintenance and cleaning at City beaches, additional dog waste bag dispensers, more recycling and garbage bins, additional and more affordable pavilions at Point Gratiot Park, and improved/additional parking for City events along the waterfront.

Traffic and Pedestrian Safety

- Walking to and from City Parks, events, stores, work and for exercise is popular in the City.
- A lesser amount of residents' bike around the City. Residents that do bike identified the following destinations: City Pier, Point Gratiot Park, Dunkirk Lighthouse, Memorial Park, Wright Park, the Chautauqua County Fairgrounds, City events, and along Central Avenue.
- Identified unsafe locations for pedestrians and bicyclists include the following:
 - o The Roberts Road train underpass which needs improved lighting and regular cleaning;
 - o The pedestrian tunnel at the corner of 3rd and Robin Streets which also needs improved lighting; removal of graffiti and regular maintenance;
 - o Broken and uneven sidewalks in the 4th Ward; and
 - o Main Street and East 4th Street.

o Lake Shore Drive (LSD) and the intersections of LSD/Central Avenue and LSD/Main Street.

- There is a need for enhanced wayfinding signage throughout the City.
- More bike lanes and/or other bicycle safety improvements are needed to provide safer places to bike in the City.
- Public recommendations to improve the CARTS bus system including increasing the hours of service (e.g., no way to get home after the movies on Saturday night), provide bus service between SUNY Fredonia and Downtown and the waterfront, and offer a shuttle service that links the colleges with shopping areas and the waterfront.

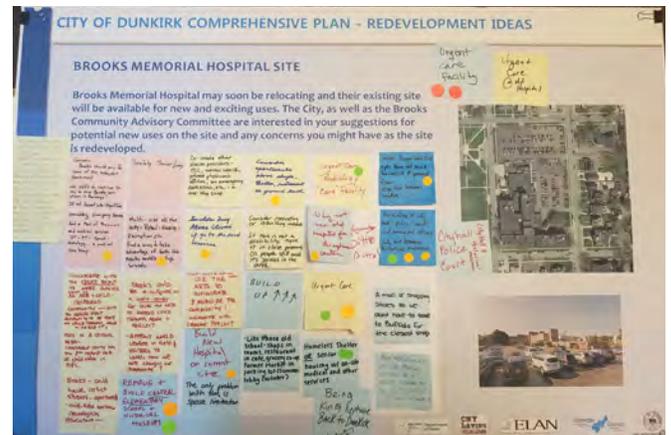
NRG Power Plant Site – Redevelopment Ideas

A key observation based on comments provided is that the public is not seeking to maintain the facility for power generation or future industrial/manufacturing uses. Recreation, both public and private were popular recommendations, including maintaining the area as open space. Continuation of the walking/biking trail along the shoreline to connect Wright Park to Pt. Gratiot Park was recommended and demonstrates the importance of preserving public access to the shoreline for future recreational uses.

The City received grant funds in the spring of 2019 through the Appalachian Regional Commission to prepare the NRG Redevelopment Strategy and Feasibility Study. The intent of the study is to begin the process of



BROOKS MEMORIAL HOSPITAL



BROOKS MEMORIAL REDEVELOPMENT IDEAS



NRG FACILITY

identifying feasible reuse options for the closed facility. The analysis is anticipated to be complete by the beginning of 2020.

Brooks Memorial Hospital – Redevelopment Ideas

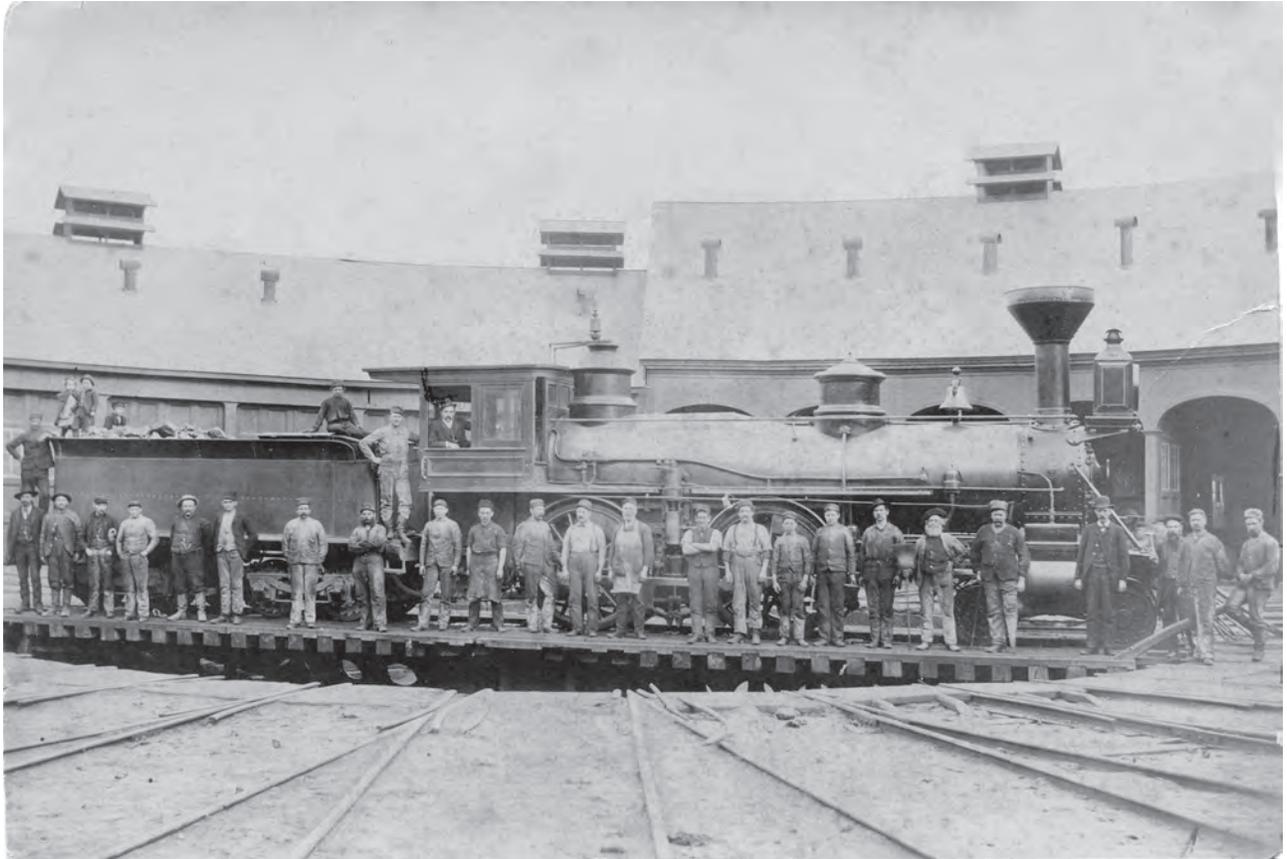
Relocating City Hall, police, courts, the establishment of a public safety building, and maintaining some form of medical services at the hospital, including urgent care, were the most popular comments provided. In addition, Jamestown Community College is pursuing grant funding to look at the feasibility of locating their Northern Chautauqua location to downtown Dunkirk. The Brooks Hospital Site is one of multiple potential sites being considered.

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SECTION III: COMMUNITY PROFILE

KEY OBSERVATIONS



TURNTABLE AT BROOKS LOCOMOTIVE (DUNKIRK HISTORICAL SOCIETY, DATE UNKNOWN)

"Anything is easy to the man who sees.... The open eye of the open mind—that has more to do with real detective work than all the deduction and induction and analysis ever devised."

- Samuel Hopkins Adams, Author (born in Dunkirk January 26, 1871) Quote from Average Jones. 1911

SECTION III: COMMUNITY PROFILE

KEY OBSERVATIONS

LAND USE AND DEVELOPMENT PATTERNS

In an effort to better understand the existing conditions of the City and help identify issues, concerns, and opportunities for revitalization, a Community Profile was prepared. The Community Profile provides an overview of key existing condition information including land use, zoning, transportation and infrastructure, environmental resources, recreation and open space, socio-demographics, the City's fiscal health and governmental structure, economic development efforts along with an evaluation of local economic conditions and a historical overview of the City. The full Community Profile, which includes a summary of the City's past planning documents can be found in **Appendix A: City of Dunkirk Community Profile**. The following is a summary of key results from the Community Profile.

A land use analysis was conducted for the City of Dunkirk using 2017 Real Property data provided by Chautauqua County. The analysis provides a snapshot of current land uses and development patterns, and allows for an evaluation of the effectiveness of existing land use regulations. In addition, the analysis sheds light on the frequency and concentration of uses, potential areas for new development and infill, and areas of potential land use conflicts. Furthermore, the evaluation takes into consideration the need for possible zoning modifications to alleviate land use concerns and stimulate desired growth.

Key Observations

- Approximately 38% of land within the City of Dunkirk is occupied by Residential uses, while 17% is classified as Vacant. Together, Residential and Vacant lands account for the majority of land uses in the City.
- At 33%, Single Family is the largest classification of Residential use by acreage in the City.
- Since the 1976 Comprehensive Plan was prepared, the number of commercial structures have decreased while there has been an increase in the amount of land devoted to commercial use. The increase in commercial

land cover is likely a product of larger retail footprints.

- The property of the former Masonic Temple and an adjacent building destroyed by fire in 2010 is the largest contiguous vacant area (that is not a parking lot) in Downtown Dunkirk at approximately 0.63 acres.
- While the overall acreage of industrial lands has increased, the intensity of these uses has decreased, with many industrial properties currently vacant, designated as Brownfield Opportunity Areas, and/or significantly underutilized.
- A total of 15 sites and over 500 acres was designated as Brownfield Opportunity Areas by New York State in September of 2018. These designations will allow access to tax incentives and other resources to assist with cleanup and redevelopment of the sites.
- The City lacks design guidelines and standards to adequately protect historically/architecturally-important buildings and to preserve the City's various downtown districts.
- A rental property law is needed to ensure all rental property is safe and well-maintained, that landlords can be contacted, and conditions of substandard housing can be alleviated.



FORMER MASONIC TEMPLE LOT

DEMOGRAPHIC AND GROWTH TRENDS ANALYSIS

A demographic and growth trends analysis for the City of Dunkirk and surrounding areas was prepared. To assist in the evaluation and understanding of current issues, comparisons were made to the Village of Fredonia, the City of Jamestown, and Chautauqua County. Data, mainly from the 2000 and 2010 U.S. Decennial Census, and the most recent 2012-2016 American Community Survey (hereinafter referred to as the “2016 ACS”) 5-year estimates were used to show trends over time. ACS data are estimates from samples of the population and therefore have a higher margin of error than the Decennial Census. While conclusions drawn from them should take into consideration data collection methods, these data sources are the most current and accurate statistics available.

Key Observations

- The City’s population peaked in 1920, with just under 20,000 residents.
- A sustained decrease in Dunkirk’s population has occurred since the 1960 Census. While the City’s population numbers are expected to continue declining, the rate appears to be slowing. New projects, including the Athenex Plant and anticipated job creation is expected to help offset the City’s declining population.
- The City’s young adult population (ages 18-34) has been growing since 2000 and the 45-65 age cohort grew by 5%, the largest increase of any age cohort. Continued increases in these age cohorts are key to stabilizing the City’s population.
- Dunkirk has a higher percentage of households headed by a single female or single male than comparable communities (with the exception of single females in Jamestown). These figures demonstrate the likely higher demand for day care and other child care related services.
- Dunkirk’s share of Hispanic/Latino residents (of any race) has increased 11% since 2000 to over 31% of the total City population. These figures are unique among the comparison communities which have seen growth, but whose share of Hispanic/Latino residents remains below 10%.

- The City’s Hispanic/Latino population is anticipated to increase to 37% by 2022.
- As the City’s Hispanic/Latino population continues to grow, so does the need for services tailored to this demographic. Schools will also need to ensure there are sufficient bilingual staff and educators trained in teaching English to non-English speaking students.
- Education levels of City residents trail all comparable communities, with only 15% having achieved a Bachelor’s or advanced degrees, compared to 42% in Fredonia, 18% in Jamestown and 21% for Chautauqua County. These figures may be a product of the City’s past and current reliance on manufacturing industries/ blue collar jobs that do not require more advanced degrees.
- Approximately one in four (28%) of all Dunkirk residents live below the federal poverty line, compared to 19% for the County as a whole.



STUDENTS ATTENDING THE ISSUES CONFIRMATION AND DESIGN WORKSHOP



FREDONIA TECHNOLOGY INCUBATOR

HOUSING AND NEIGHBORHOOD STABILITY

The Housing and Neighborhood Stability Section describes the housing environment in Dunkirk, including the age ranges of the City’s housing stock, types of housing, vacancy rates, values and affordability of owner- and renter-occupied housing units. This evaluation also included a detailed summary of the City’s housing condition report, **Choosing Dunkirk**.

Key Observations

- Approximately 57% of the City’s housing stock was built before 1940, with 82% built before 1960.
- The City has 5,762 housing units (2016 Data), with 59% being single-family detached homes.
- Fifty nine percent of homes (based on 2016 data) in the City are owner-occupied compared to Fredonia (64%), Jamestown (50%) and Chautauqua County (70%).
- A high percentage of older homes can be a benefit to the community if the structures are well maintained. However, having a large number of older homes combined with a high proportion being poorly maintained places the community at a disadvantage on many levels.



STRESSED NEIGHBORHOOD

- The City conducted an analysis of the condition of housing structures. The results of this analysis are detailed in the March 2018 Report: **Choosing Dunkirk**
 - o 725 residential properties (one out of every six homes in the City) were identified as displaying some outward signs of disinvestment and distress – referred to as “problem properties.”
 - o The 725 problem properties are highly concentrated along the edges of downtown and near the lakefront, forming large areas of blight that adversely affect the well-being of the people living in these neighborhoods.
 - o The average market value of Dunkirk’s 725 problem properties is approximately \$40,335, or approximately 29% lower than the average value of all residential properties in the City.
 - o The most distressed areas are found near downtown where the housing stock is generally the oldest and where prices and rents are the lowest.
 - o The healthier markets are located near the edges of the City, where housing is newer.
- The number of building permits issued by the City has increased by almost 40% between 2014 and 2018.
- Between 2014 and 2016, a total of six permits were issued for the conversion of two-family homes into one-family homes, compared to only two permits issued for single-family to two-family conversions.



NEW HOME CONSTRUCTION



CHADWICK BAY LOFTS - RECENT DOWNTOWN CONSTRUCTION

- The City issued a total of 421 building permits and 13 demolition permits in 2017. The permits allowed for 12 new residential structures, consisting of four single-family, three two-family, one three-family, three four-unit and one five-unit residential structures. Eleven of the residential structures were constructed by STEL, Inc., a non-profit that owns and manages residences for persons with mental illness and other disabilities.
- Current housing problems in the City include cost burdened owners and renters, a lack of quality, affordable rental housing (based on available data), substandard housing, health and safety issues in residences, declining homeownership rates, vacant/abandoned properties, and deferred housing maintenance.
- The City of Dunkirk needs additional higher quality housing to help with establishing a healthier and more sustainable housing market to attract middle and higher income residents and to accommodate the anticipated demand for higher income housing for Athenex employees.
- The City's median home value of \$65,300 is low, although it has increased by 14% since 2010, faster than Chautauqua County and comparison communities – possibly indicating a sustained improvement in the housing market. However, the City's low housing values remain an indication of a stressed housing market in terms of housing quality and value.
- Based on 2016 vacancy rates, the City is considered to have a tight rental market.
- The City's median monthly rent is higher than all comparable communities, including Fredonia. This figure is likely due to a high demand for rental property, possibly in response to the presence of SUNY Fredonia. The high demand for rental property may also be due to the limited choices of suitable homes for purchase in the City.
- Fifty-eight percent of renters in the City are considered housing cost burdened (paying more than 30% of their income on housing expenses) while 23% of homeowners are cost burdened.
- Based on available data, 100% of homeowners in Dunkirk are considered cost burdened when making less than \$20,000 annually, while 75% are cost burdened when making between \$20,000 and \$34,999. These figures are dramatically higher than those found in Jamestown and Fredonia and slightly higher than Chautauqua County as a whole. The percentage of cost burdened homes in Dunkirk drops dramatically when homeowners earn more than \$35,000.
- A large percentage of renters in Dunkirk earning below \$35,000 are also cost burdened, dropping off significantly when earning above \$35,000.
- There appears to be a high demand for additional rental properties.
- The existing housing stock must continue to be improved to become more attractive to recent graduates, young professionals and families seeking affordable homes that do not require significant initial investments. Quality housing for seniors and empty-nesters is also necessary.

MUNICIPAL AND PUBLIC SERVICES

An assessment of municipal and public services was conducted to evaluate available types and levels of services provided by the City and other entities, including but not limited to, fire and police protection, library services, health services, education, water and sewer, and City-sponsored events and festivals, among others.

Key Observations

- The City Police Department facility is in need of further improvements and adequate funding remains a primary concern to ensure the Department supplies its officers with suitable vehicles, equipment, training and facilities.
- The City has a combined professional/volunteer fire-fighting force. The number of qualified volunteers continues to drop, due in part to existing volunteers aging out and a limited number of qualified and interested younger recruits.
- The Fire Department operates out of three fire stations, all of which are in need of renovations.
- A joint public safety building (Police, Court, and Jail) has and continues to be considered.
- The City Police and Fire Departments are both in need of fleet and equipment management plans. A City-wide fleet management plan is also considered necessary.
- Vacant and abandoned buildings are a public safety concern as they are known to result in increased crime rates and probability of structure fires.
- Brooks Memorial Hospital is planning to relocate outside of the City, which would result in a major loss of employees, visitors, and related individuals coming into the City on a daily basis, having direct and indirect negative economic impacts. A reuse committee has been formed by Brooks Hospital to evaluate possible future uses for the site and an Expression of Interest has been sent out to potential developers.
- The NRG power facility has officially closed and there are no plans to re-power the plant. The City and school district continue to receive PILOT payments (albeit reduced) along with state aid. These payments will eventually stop and the City will need to fill the property tax gap left by the closed plant to avoid additional financial stress.
- The City's school district provides Pre-K through 12th grade education for students within the City and the Towns of Dunkirk and Sheridan. The school district includes four elementary schools (Schools #3, 4, 5 and 7), a middle school and the senior high school.
- The percentage of the student population identifying as Hispanic/Latino is at 53% for the 2016/2017 school year. This percentage places significant pressure on the school district to provide quality language education and sufficient bilingual staff.
- The P-TECH STEM College and Career Academy located in the City is a promising collaborative effort between area school districts and local companies designed to introduce students to industries in the region, project-based learning, and career exploration, along with industry terminology, standards and employment soft skills. The goal is to increase the areas employee pool for manufacturing and technology trades.
- SUNY Fredonia and Jamestown Community College add to the City's attractiveness as an educational center and provides a steady pool of educated young adults that could aid in revitalizing the City.
- The City is now the primary provider for drinking water in the Northern Chautauqua County Water District. The water treatment plant has recently undergone \$23 million in upgrades.
- The majority of the City's water lines are more than 60 years old, with several areas reported to be in poor



DUNKIRK MIDDLE SCHOOL

condition and undersized, with 75% being 50 or more years old. A long-term plan to replace the City's water distribution infrastructure is needed.

- The City is in the middle of a \$14 million upgrade to the wastewater treatment plant.
- The City's wastewater collection system was built around 1890 with a 100-year life expectancy, and therefore requires a long-term capital improvement plan to ensure regular replacements occur to properly maintain the system.
- Based on available data, the City of Dunkirk and surrounding areas have significantly slower broadband internet speeds when compared to New York State as a whole. As a result, business development may be at a disadvantage in the City. If these figures are confirmed, solutions for increasing speeds will be necessary.
- The City sponsors a wide variety of festivals, especially along the waterfront, including Music on the Pier. Recently, the City has increased the amount and variety



DUNKIRK CITY HALL

of events which has resulted in significant numbers of visitors coming into the City – a major economic benefit. The City plans to improve existing events and add additional ones as it recognizes the immense economic value they provide to local businesses, along with the positive benefits to resident quality of life, all of which contribute to increasing the City's attractiveness to future residents, businesses and investors.



MUSIC ON THE PIER

TRANSPORTATION AND PEDESTRIAN CONNECTIVITY

A review of the City's transportation network was conducted based on available information, reports and site visits. Elements included, but were not limited to traffic volumes, congestion, intersections of concern, bicycle travel, truck routes, public transportation, rail, and pedestrian safety concerns.

Key Observations

- The City of Dunkirk has a total of 21.8 miles of road, including 7.3 miles of City-owned roads, seven miles of County-owned roads, and five miles of State-maintained roads, along with another 2.6 miles of privately-owned roads.
- The busiest road in the City is NY Rt. 60 (Main St, Maple Ave., and Lamphere St.), which serves as the main access route into the City from the New York State Thruway (I-90).
- Of the 28 streets in the City measured for volume, truck usage averages 3.2%. Truck traffic is most significant (74.8%) on Main Street between Marsden Street and E. 7th Street.
- Portions or whole stretches of the following streets are brick paved: Antelope Street, Canary Street, Howard Avenue, King Street, Leming Street, Lucas Avenue, Nevins Street, Plover Street, Temple Street, N. and S. Beagle Streets, N. and S. Gazelle Streets, N. Martin Street, and N. Ocelot Street.
- While brick streets may add to the aesthetic character of a neighborhood, such streets require a greater degree of maintenance compared to asphalt. The City paved some of the remaining brick streets in the summer of 2018, although a long-term plan to address the remaining brick streets is needed in order to provide a safer and more efficiently maintained surface, improving maintenance practices and improving neighborhood road conditions.
- The Great Lakes Seaway Trail, a National Scenic Byway runs through the City via NY Rt. 5 and connects Dunkirk with several other communities, historic locations, family attractions, cultural heritage sites, and restaurants and shops. NY Rt. 5 in Dunkirk is also the path of State Bicycle Route 517 which connects into other designated State Bike Routes.
- The City is in the middle of improvements to Central Avenue between the City Pier and the Village of Fredonia (The Central Connection Project) which includes intersection improvements, repaving of Central Avenue, and striping of bike lanes along the entire length of Central Avenue and into the Village of Fredonia, among other improvements.



CENTRAL AVE IMPROVEMENTS
CENTRAL CONNECTION PROJECT



MAIN ST. AND LAKE SHORE DR.



RAILROAD UNDERPASS - CENTRAL AVE

- There is a designated bike lane on both sides of Lake Shore Drive between Main Street and Central Avenue. There are “share the lane” markings (sharrows) for the remainder of Lake Shore Drive within the City.
- There are also sharrows on Main Street/Maple Avenue.
- Sidewalk maintenance is the responsibility of property owners fronting the sidewalk. Since 2016, the City has offered a Sidewalk Replacement Program that allows property owners to be reimbursed up to \$2.00 per square foot for replaced sidewalks. This program has been very successful and available funds are fully utilized each year.
- The City commissioned two pedestrian-safety related studies: the 2014 Walkability Survey Summary Report and the 2018 Complete Streets Report. Both reports identified streets, sidewalks and intersections that are unsafe for pedestrians and provided recommendations for improving safety.
- Lake Shore Drive (NY Rt. 5) is considered a barrier to pedestrians seeking to travel between Downtown and the waterfront, including seniors that live at the Dunkirk Housing Authority’s Joseph J. Steger Apartments at the corner of N. Main Street and Lake Shore Drive. As a result, the intersection of Main St. and Lake

- Shore Drive is a highly traversed intersection for pedestrians.
- In 2019, the City received \$1.5 million from NYS DOT to plan, design and implement the Lake Shore Drive Complete Streets Project.
 - The lack of sidewalks along Central Avenue north of Lake Shore Drive and the lack of crosswalks at this intersection will both be addressed with the upcoming Pier improvement and Central Connection Projects.
 - The pedestrian tunnel under the railroad tracks at W. 3rd Street is in need of improvements including tree maintenance, lighting, along with an evaluation of any potential structural deficiencies and a continuous maintenance plan to address graffiti and the overall poor interior and exterior appearances.
 - The ten railroad underpasses leading to Lake Shore Drive become covered with soot, oil, and dirt from the trains and cover the sides of the bridges and walls of the underpasses. The City, Norfolk Southern and CSX need to establish a regular maintenance plan to keep these areas clean as they represent major gateways.
 - There is no direct bus/shuttle service between Fredonia and Downtown Dunkirk.

CITY OF DUNKIRK

FISCAL CONDITIONS

In an effort to understand the City's current fiscal conditions, an evaluation of the City's current budget, capital improvement plans and other fiscal documentation and reports was conducted based on the following data sources:

- NYS Office of the State Comptroller (OSC), Financial Restructuring Board for Local Governments, Comprehensive Review Report, June 2018;
- NYS OSC, Open Source Database and Financial Stress Monitoring System information; and
- City of Dunkirk 2018 Adopted Budget.

Key Observations

- The City's cost for providing government services of \$1,852 per resident (per capita) is higher than Fredonia and Jamestown. These higher costs may be due to unique local conditions, existing collective bargaining agreements and slightly more diverse revenue streams from the peer group municipalities.
- Dunkirk's fixed costs are equal to 72.7% of their total revenue sources, which is slightly higher than the average of Western NY Cities (70.4%). These costs cannot be adjusted without reorganizing work to achieve productivity gains, or by reducing levels of services.
- The City Council requested the NYS OSC conduct a comprehensive review of the City by the State's Financial Restructuring Board for Local Government (FRB).
- The FRB identified several external environmental threats that are beyond the City's direct control, and which may be making the City "susceptible" to financial stress: high regional unemployment, high rates of child poverty, low property value per capita and population loss.
- The largest financial threat facing Dunkirk is the loss of the NRG Facility and associated PILOT payments. The City is facing a significant revenue shortfall beginning in 2024 when it will no longer be receiving NRG PILOT revenue nor state Mitigation Aid, unless the lost revenue is replaced.
- The resulting anticipated budget impacts in 2024 are projected to be negative \$2.2 million, representing

15.8% of the total 2018 Adopted General Fund expenditures.

- The City of Dunkirk School District will also experience fiscal stress as a result of the loss of the NRG PILOT payments.
- The FRB's Report included specific recommendations that were coupled with grant opportunities including:
 - o Converting the street lighting infrastructure to LED technology (currently underway);
 - o Modifications to long-term labor and health-care cost structures;
 - o Temporary stabilization of the City's 2018-2020 finances and tax levies with additional state funding of up to \$1.77 million per year; and
 - o Seek and implement shared service plan(s) with neighboring municipalities with financial assistance from the Local Government Efficiency Grant program and up to \$600K per project.
- Additional recommendations were provided in the FRB report such as reevaluating cost recovery opportunities for its services, including:
 - o Downtown parking fines and fees;
 - o Emergency ambulance insurance reimbursement; and
 - o Potential expansion of sanitation services to provide commercial services as an additional revenue source.



DUNKIRK AMBULANCE

LOCAL AND REGIONAL ECONOMIC DEVELOPMENT

A detailed assessment of the local and regional economy was conducted to help understand the drivers of regional employment and directional trends to gain a strong understanding of the local job market dynamics, as well as major stakeholders in order to develop practical implementation strategies that leverage and factor these dominant external components. This evaluation includes a description of the City's economic development context, including the major industries that employ its residents, recent commercial and industrial trends, commuting patterns, economic development projects and programs, and economic development policy priorities. This analysis can be used by the City to refine and target its economic development, marketing and long-term planning, and business recruitment efforts.

Key Observations

- Dunkirk is located within a ten hour drive of major population centers, including New York City, Boston, Washington DC, Baltimore, Philadelphia, Cleveland, Pittsburgh, Detroit and Chicago and the majority of the Canadian population concentrated in southern Ontario.
- The City's shoreline location, access to excellent freight rail, and easy interstate access to more than 50% of the US population by overnight truck service, all combine to provide a solid foundation for a sustainable economy.
- The City's share of manufacturing employment has declined more than Jamestown and the County from 24% in 2000 to 18% in 2015.
- Despite this decline, manufacturing remains the largest employment sector for Dunkirk residents – providing jobs for up to 18% of the City's working residents (2015 data). Healthcare and social services account for 15% while retail trade and education account for 12% each.
- The City is home to advanced manufacturing techniques in steel including Dunkirk Specialty Steel and Special Metals Corporation. These advanced steel-related firms could serve as the spark for a future clustering of related companies.
- Dunkirk is also known for its food and dog food related production including Fieldbrook Foods (recently acquired by Wells Enterprises), Dunkirk Flavors, Nestle Purina (which is located on the City's eastern border) and Refresco. Additional noteworthy manufacturing firms include ECR and Lakeside Precision.
- SUNY Fredonia is the largest local employer providing approximately 900 jobs, followed by the City School District (450), Nestle Purina (350-400), Refresco (400), and Fieldbrook Foods/Wells Enterprises (350).
- The Athenex pharmaceutical facility (under construction) is expected to generate 450 direct jobs and another 450 indirect jobs. It is estimated that approximately 1/3 of Athenex's jobs will be filled by non-City residents.



FIELDBROOK FOODS/WELLS ENTERPRISES



FORMER AL-TECH BROWNFIELD

- Athenex is also expected to have additional major regional economic impacts by spurring new related business growth, both in Dunkirk and throughout the region. Already, Athenex has spurred the construction of the luxury condominiums at Battery Point.
- The Fredonia Incubator building was constructed in 2009 in Downtown Dunkirk and offers a range of practical services and assistance in areas that are in demand for start-up businesses and also serves as a regional hub for technology small business innovation and entrepreneurship. The facility has the potential to spur and anchor new growth in Downtown Dunkirk and more specifically along Central Avenue if the correct mixture of new businesses and residential uses can be attracted.
- At this stage, the Incubator does not appear to have “spun off” businesses into the City’s Downtown or facilitated private investment. The City and the Incubator should focus more on identifying opportunities and funding sources to assist existing businesses to move into vacant and underutilized buildings.
- Tourism is becoming a major economic development focus for the City. The City is a natural destination for tourists, boaters, and water sport enthusiasts. The improvements along the waterfront combined with the increased number and diversity of festivals is beginning to make a positive difference by attracting more and more visitors.
- In addition to the local beaches, the City’s scenic views, waterfront concerts and festivals, being a lakefront downtown, growing agritourism industries, improved Lake Erie recreational fishing, nearby shipwreck dive sites, and a growing wine region, all add to the City’s strong tourism growth potential.
- Local economic development progress is directed by the City of Dunkirk Planning and Development Department, City of Dunkirk Local Development Corporation, the Dunkirk Industrial Development Agency, and the Chautauqua County Industrial Development Agency.
- While the City has not yet formalized a specific economic development action plan, the 2019 Downtown Revitalization Initiative (DRI) application lays out the City’s current primary strategic objectives: increasing the number of businesses and attractions in the central business district (CBD); placing a particular focus on developing waterfront and tourism-related assets; increasing visitor volumes from surrounding areas; and enhancing the connectivity of the waterfront and CBD.
- Additional components of the City’s economic development focus include:



NEW DUNKIRK CITY PIER

- o Facilitating greater connections between Dunkirk and Fredonia by linking downtown and the Lake Erie waterfront (Central Connection Project);
 - o Further expansion of waterfront amenities and businesses;
 - o Expanded partnerships with local businesses, City and private schools and nearby colleges/universities to enhance education and workforce training programs and generate a ready-workforce necessary for supporting the advanced manufacturing industry; and
 - o Developing small business economic development incentives, such as micro-enterprise grants that are complimentary to the Fredonia Incubator program for related startups and other small business entrants towards an ultimate goal of establishing the City as a business incubation hub.
- The City of Dunkirk is a Community Development Block Grant entitlement community grantee, giving the City access to annual federal funding that can be used to create jobs and housing opportunities, for poverty alleviation, economic development, and certain other community improvements.
 - Since 2014, the City has been able to secure over \$2 million in CDBG grant funding for various projects. Over the same time period, the City has obtained almost \$5 million in additional funding through various state grant programs, including, but not limited to the Brownfield Opportunity Area Program, Empire State Development and NYSDOT.

NATURAL AND ENVIRONMENTAL RESOURCES

Land use decisions and infrastructure investments have the power to greatly affect the quality and sustainability of the natural environment. To this end, the City’s natural and environmental resources were evaluated in an effort to ensure future investments do not result in adverse impacts and these important resources are protected and utilized appropriately.

Key Observations

- Lake Erie is the City’s most significant natural resource as a source for drinking water, recreation, tourism, and business opportunities.
- There were ongoing concerns about the lake’s health from overfishing, pollution, excessive nutrients, and algae blooms, among other issues. Recently, improved conditions have brought an increase in Lake Trout, Walleye and Lake Sturgeon, which has created a resurgence in recreational and sport fishing including ice fishing.
- There are three streams and five small wetlands (not under the jurisdiction of NYSDEC) within the City limits and areas within the 100- and 500-year floodplains. Development has generally avoided these areas over

the years, although there are some instances of flooding in certain neighborhoods.

- Dunkirk Harbor is a deep draft functional safe harbor with a 17 ft. draft in the outer channel and 1.3 miles of breakwaters. The channel is dredged approximately every two years by the US Army Corps of Engineers (USACOE).
- In recent years there has been a noticeable increase in wave action within Dunkirk’s Inner Harbor areas. This wave action, if left unchecked, will have profound effects on the City of Dunkirk’s Harbor businesses. The US-ACOE is in the processes of studying this problem to find a solution which could include new breakwalls or repairs to breakwalls already installed to the north of the harbor.
- Point Gratiot is considered to be one of the most visited regions in western New York by birders for the spring migration of small song birds including, orchard oriole, whip-poor-will, and over 30 species of warblers, including prothonotary, prairie and worm-eating. In addition, red-headed woodpeckers nest at Point Gratiot.
- Lakefront Boulevard is subject to icing in the winter as a result of wave action against the bulkhead. As a result, the road is often closed during the winter for safety reasons. Consideration for improvements to reduce the wave action along Lakefront Boulevard should be considered.



DUNKIRK HARBOR



INTERPRETIVE SIGNAGE AT CITY PIER

PARKS, RECREATION AND OPEN SPACE

A detailed evaluation of the City's parks, recreation and open space resources was conducted to provide an up-to-date overview, review recent investments and improvements and begin to set the stage for continued enhancements and the preparation of a long-term parks and recreation master plan.

Key Observations

- The City of Dunkirk offers its residents and visitors a wide variety of recreational opportunities with several major parks and recreational facilities including Point Gratiot, Wright Park, Washington Park, Memorial Park, Hazelton Dog Park, and several neighborhood parks.
- These parks are maintained by the City Parks Department year round which includes a staff of two full-time employees and 8 to 15 seasonal staff. The beaches are staffed with City-employed lifeguards.
- The City leases space at the County Fairgrounds for the City's recreational facility which provides space for sports, instruction, private events, and adult recreational offerings in the winter months.
- The City recognizes the value of its parks not only for quality of life purposes but also as an economic development engine for tourism opportunities. As such, the City has and continues to make significant improvements to its parks through state and federal funding and local investments.
- Recent improvements at Point Gratiot Park include new roofs on the park's six pavilions, improved electrical infrastructure, upgraded restrooms to make them fully accessible, and kitchen renovations at the main pavilion.
- Additional Point Gratiot improvements scheduled to occur in 2019 with the assistance of an EPA funded \$169,000 grant includes a raingarden/vegetation swale project to improve the lake's water quality by capturing rain and runoff and reducing erosion.
- The City also recently completed major improvements to Wright Park, including an interactive splash pad, futsal court, pickleball courts, newly resurfaced basketball courts, and a multi-purpose court that could be used in winter as an ice rink.

- The City's waterfront is a major destination for residents and visitors and provides a 1.5 mile boardwalk beginning at Wright Park Beach and ending at the City Pier, which provides fishing and boat access and is a major attraction year-round. The City Pier is currently undergoing a \$1.7 million renovation project (2019).
- The City's recreational amenities serve all of the northern Chautauqua County region and provide some of the most accessible and free recreation sites along Lake Erie.
- Public access to Lake Erie for boating, sightseeing, swimming, fishing and other recreational opportunities is unmatched in the region with the beaches, City Pier, Boardwalk, boat launch and the multiple waterfront parks and related amenities.



POINT GRATIOT PARK



TUG BOAT AT CITY PIER

HISTORIC AND CULTURAL RESOURCES

The City of Dunkirk is rich in history as a major industrial community on the Great Lakes during the late nineteenth and early twentieth Centuries. While the City may have lost many of its historically-significant buildings, there is much to preserve, revitalize, and repurpose for the benefit of residents and economic development needs. Therefore, the Comprehensive Plan includes an overview of the City's historic and cultural resources, including sites on the National Register of Historic Places and other areas of historic and cultural significance.

Key Observations

- There are three sites listed on the National Register of Historic Places in the City: Point Gratiot Lighthouse Complex, School #7 and the Dunkirk Post Office. A fourth site is the Dunkirk Schooner, an underwater archaeological site located 20 miles off shore.
- The Dunkirk Historical Museum, located on Washington Avenue is dedicated to the promotion of the City's historical, cultural and artistic heritage.
- The Adams (Arts and Cultural Center) is located at the corner of Central Avenue and E. 6th Street, near the Historical Museum, Washington Park, the Dunkirk Post Office and architecturally-significant Dunkirk Public Library. Together, these historic buildings and locations create a



WELL-PRESERVED HOME ON CENTRAL AVE.

concentration of art and historic resources that could be capitalized upon to create an arts district.

- The residential neighborhoods in the vicinity of W. 6th and Swan Streets have been identified as a historic neighborhood by residents who desire to have it formally recognized as the Academy Heights Neighborhood. Such recognition is for accomplishments and contributions made by George Dotterweich, a skilled brewmaster, and his family who started many successful local businesses, including a brewery in the late 1800's.



DUNKIRK PUBLIC LIBRARY AND ADAMS ART CENTER

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SECTION IV: VISION STATEMENT AND GUIDING PRINCIPLES



THE JOHN DESMUND TUG (DUNKIRK HISTORICAL SOCIETY - DATE UNKNOWN)

*"And on Point Gratiot, by our bay,
We can with truth sincerely say,
That on no other chosen ground,
Can more salubrious place be found."*

- Henry Severance, Local Poet, 1891

SECTION IV: VISION STATEMENT AND GUIDING PRINCIPLES

A VISION FOR THE CITY OF DUNKIRK

The Vision Statement was created based on information collected through the City’s planning process for developing the Comprehensive Plan, including the July 31, 2018 Visioning Public Open House, Community Survey and Stakeholder Meetings. The information generated through the public input process was organized into common themes and topics that were important to the participants. This information helped set the tone for this Plan and guided the preparation of the following *Vision Statement for the City of Dunkirk*.

A VISION STATEMENT DESCRIBES A COMMUNITY’S VALUES AND ASPIRATIONS AND A SHARED IMAGE OF WHAT THEY WANT THEIR COMMUNITY TO BECOME OVER THE NEXT 10 TO 20 YEARS IN THE FUTURE. VISION STATEMENTS SHOULD ADDRESS ALL ASPECTS THAT MAKE UP A COMMUNITY SUCH AS THE SOCIAL, CULTURAL AND ECONOMIC FABRIC.

The City of Dunkirk:

- *Is characterized by welcoming, clean and well-maintained neighborhoods and a sense of individual belonging;*
- *Meets the housing needs of all existing and future residents;*
- *Embraces the heritage, ethnic diversity and natural beauty of the City and values its strategic location;*
- *Has a thriving arts and culture scene;*
- *Has a great Downtown and Waterfront that are attractive, livable and memorable;*
- *Has an innovative Downtown that is attractive to young professionals, families and older populations;*
- *Meets the needs of its youth and offers wide ranging educational opportunities;*
- *Is a major industrial and manufacturing center with a strong and diverse economy;*
- *Offers ample employment and business opportunities for all;*
- *Is a well-planned and environmentally sensitive City, where all citizens have equal access to services and amenities, including unmatched recreational and cultural activities;*
- *Is a City where all residents and visitors feel safe and welcomed;*
- *Is served by outstanding infrastructure, facilities and services;*
- *Is a leader in meeting regional challenges through partnerships and collaboration; and*
- *Encourages active public involvement and is responsive to the needs of its citizens.*

GUIDING PRINCIPLES

Through a lens of creating an effective and sustainable plan, the City of Dunkirk Vision has led to the identification of eight Guiding Principles. The Comprehensive Plan's Guiding Principles are intended to reflect the goals and values of the community. Collectively, the City of Dunkirk Vision and Guiding Principles serve as the foundation for this document and guide day-to-day decision-making by local officials throughout the planning horizon. The Guiding Principles are as follows:

Ensure a Safe and Healthy Community: The well-being of Dunkirk's residents is a fundamental objective of the City's Comprehensive Plan. Providing a place that is safe and healthy involves more than having adequate police and fire services. Safe and connected neighborhoods form the building blocks for the renewed City of Dunkirk. The current development pattern, which must be preserved, focuses on community life and encourages people to know their neighbors. The street system allows vehicles to operate safely while sidewalks, bike lanes, the boardwalk, trails and other integrated systems encourage people to traverse the City without an automobile. Municipal infrastructure systems provide clean water and protect the water supply. The City is prepared to respond to emergencies and other conditions that threaten the safety and health of the community.

Meet Community Housing Needs: The City of Dunkirk will continue to encourage the development of a diversity of housing to accommodate people of all ages, income levels, ability and family status. To this end, the City will continue partnering with local and regional housing assistance groups and state and federal agencies to secure adequate funding and move aggressively to renovate existing and construct new quality housing in existing neighborhoods.

Encourage Business Growth and Retention: The City of Dunkirk will continue to grow and strengthen if its residents have ample opportunities to both live and work in the community. Therefore, the City shall continue its efforts to attract, retain, and expand a diversified industrial, manufacturing, and overall business sector which will provide a variety of jobs and strengthen the community's tax base. Furthermore, the City of Dunkirk will have the infrastructure and related services to support these efforts.

Plan for Reinvestment and Redevelopment: As the City of Dunkirk continues to age, neighborhoods, manufacturing areas, the Downtown and Waterfront Districts, along with neighborhood and City-wide parks will continuously require long-term planning, reinvestment and in certain circumstances, redevelopment. Reinvestment and maintenance of property and the infrastructure that serves these areas are required to enhance and preserve Dunkirk's positive identity. In order to effectively facilitate reinvestment and redevelopment, Dunkirk must also commit to quality design and development.

Managing Financial Resources: Achieving the City of Dunkirk's Vision requires sufficient financial resources to create and maintain municipal infrastructure, facilities and services. Aging infrastructure requires more funding for maintenance and replacement. A growing local economy produces needed financial resources and helps keep the cost of local government affordable. The City must always be planning for future changes as slower growth and the loss of major commercial and industrial operations negatively impact the property tax base, as does an aging housing stock and deferred property maintenance. Changes in the composition of the local population may alter service demands that affect the ability to pay for governmental services. The City faces these challenges with innovation and collaboration with community, governmental and other institutional partners and with a commitment to long-term planning.

Promote Excellence in Education: Excellence in education is part of the City of Dunkirk's core values, quality of life and identity. The City strives to encourage a



VACANT DOWNTOWN STOREFRONT

variety of options for educating children, providing opportunities for learning at all stages of life and preparing students for the evolving industrial and manufacturing industries. Dunkirk's City government will continue to work collaboratively with SUNY Fredonia, the City of Dunkirk School District, Erie 2 BOCES, P-TECH STEM College and Career Academy, Jamestown Community College, private schools and other stakeholders to create an innovation neighborhood, provide quality and safe learning environments and to make the best use of public financial resources.

Plan for an Effective Transportation System: The City of Dunkirk is dedicated to providing diverse and effective multi-modal transportation systems that ensure the accessibility and connectivity of community amenities. As the City evolves and transportation needs change, Dunkirk must ensure that the transportation system serves all community stakeholders, including residents who lack access to vehicles. Growth will increase demand on the City's existing transportation systems and it will not be possible, desirable, nor responsible to accommodate this demand by solely focusing on roads themselves. While the City will accommodate the demand through safe, well-maintained roadways and pedestrian infrastructure, it also recognizes that creative solutions are necessary to balance safe and efficient transportation with other aspects of life in Dunkirk, such as aesthetics, stormwater management and adjacent land uses. Furthermore, the City believes alternative forms of transportation such as public transportation (busing), biking and walking are essential to the quality of life in Dunkirk. As such, the City will continue its commitment to pedestrian accessibility, safe bike infra-

structure, and actively participate in efforts to enhance/expand the CARTS public transportation system.

Enhance and Protect Our Parks and Natural Resources: The City of Dunkirk is committed to preserving and expanding open space, natural areas and an interconnected trail system that supports the City's varied and accessible parks and recreational system. These community assets connect residents to nature, encourage an active and healthy lifestyle and promote community interaction. They are also evidence of the City's commitment to environmental stewardship and resiliency. Facilities will continue to be designed, coordinated and maintained to offer a variety of active and passive recreational opportunities for people of all ages and balance enduring qualities with the ability to adapt as the needs of the population change. The City will devote appropriate resources to the ongoing maintenance of Dunkirk's robust parks and natural resource systems.



BIKING ON LAKE SHORE DRIVE



WRIGHT PARK NEW SPLASH PAD

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SECTION V: GOALS AND STRATEGIES



DUNKIRK HARBOR AT NIGHT

"Looking at a map of Dunkirk and the surroundings, Lake Erie seems to lie within the outstretched arms of the city."

- Diane Andrasik. *Dunkirk*. Arcadia Publishers, 2008. Pg. 7

SECTION V: GOALS AND STRATEGIES

The Goals developed for this Plan respond to the critical issues raised during Committee and stakeholder meetings, the community survey and public workshops and the conditions observed and researched during the planning process. With consideration of all feedback generated, these Goals were prepared and tailored to reflect the City's desired Vision of the future as supported through community input. The Goals of this Comprehensive Plan represent measurable conditions that the City should strive to achieve in approximately ten years and are organized into the following six (6) Planning Elements:

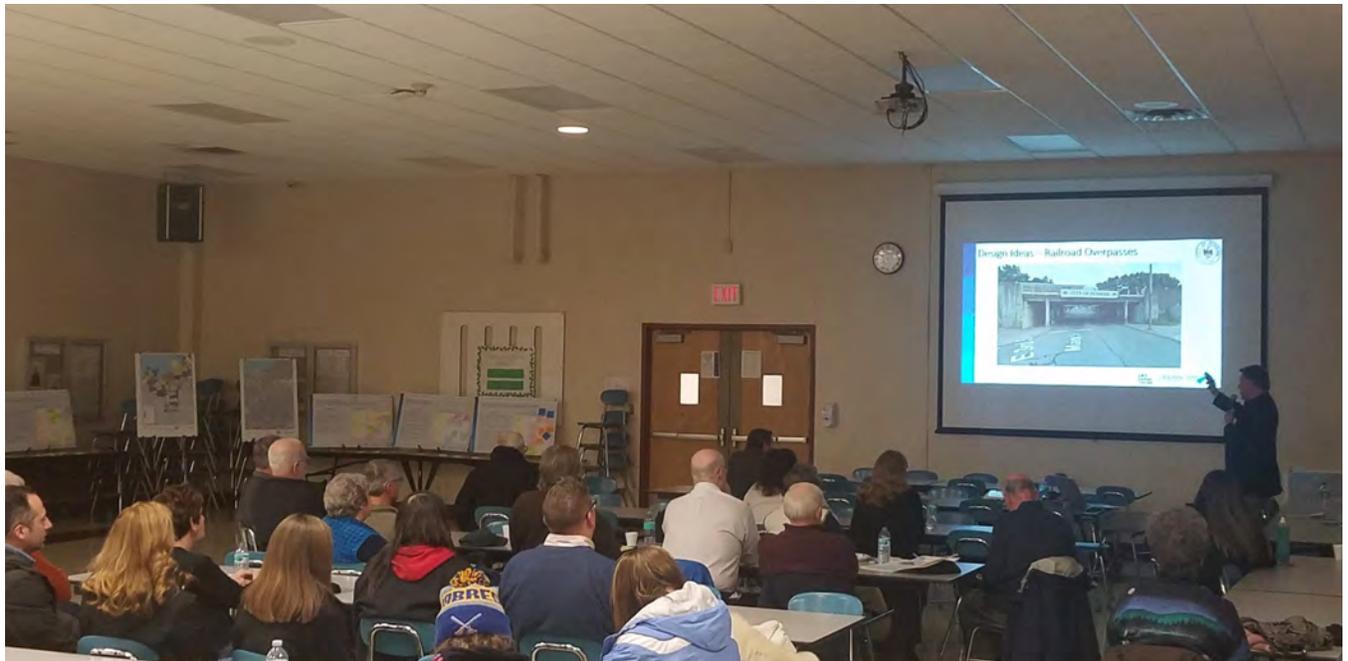
1. Housing and Neighborhood Stability;
2. Downtown Dunkirk;
3. Job Opportunities and the Local Economy;
4. Public Facilities and Services;
5. Pedestrian and Bicycle Safety; and
6. Parks and Recreation.

For each Planning Element, the Plan recommends several Strategies that provide the focus and direction needed to achieve the Goals and obtain the preferred future. The Plan Goals provide the framework upon which



REVIEWING STREETScape AND PARK IMPROVEMENTS AT THE ISSUES CONFIRMATION AND DESIGN WORKSHOP

these Strategies are based. Strategies more specifically define how a goal will be achieved. Together, the Goals and Strategies will assist public officials in guiding their decisions. Achieving these goals will require coordination and leadership at all levels and types of government, both internal and external to the City, plus strong support from community groups and private enterprise.



WORKSHOP PRESENTATION

HOUSING AND NEIGHBORHOOD STABILITY

While a place to live is a basic human need, not all City of Dunkirk residents have safe and healthy housing. Ensuring a fair and equitable housing market is essential to providing the opportunities and security people need to live healthy and successful lives. Economic, social, and physical barriers limit many residents' access to adequate housing. The purpose of the following recommendations is to provide policies that will help the City of Dunkirk meet its need for quality, affordable homes for a growing and socioeconomically-diverse population, and to help ensure equitable access to housing.

The City of Dunkirk faces a complex and challenging housing problem. Specifically, the City is saddled with an aging housing stock, deteriorating housing and neighborhood conditions, limited new housing construction, and an overall lack of quality and affordable housing options. In addition, a large percentage of residents live at or below the poverty level. Together, these issues present a significant challenge for the City.

If the City is going to capitalize on its urban advantage, lakefront location, renewed interest in walkable neighborhoods, and the anticipated increased demand for quality housing, it must aggressively respond to these housing conditions and implement strategies to provide an array of quality housing choices and more urban living options. While housing is provided primarily by the private sector, strong public policies and partnerships with non-profit and state agencies will continue to be necessary to ensure a healthy balance of mixed-income

housing. This strategy will also involve taking a stronger position on working with landlords and continued short-term ownership of buildings and lots in key neighborhoods in order to facilitate a coordinated approach for neighborhood revitalization and ultimate stability.

Refer to the **Neighborhood Conditions Map** (on the following page) for a representation of the current conditions of each neighborhood, based on the City's **Choosing Dunkirk** Report. This Map is intended to guide the City in prioritizing neighborhood improvements.

Goal 1: Reverse the trend of deteriorating housing conditions and improve property maintenance.

Strategies:

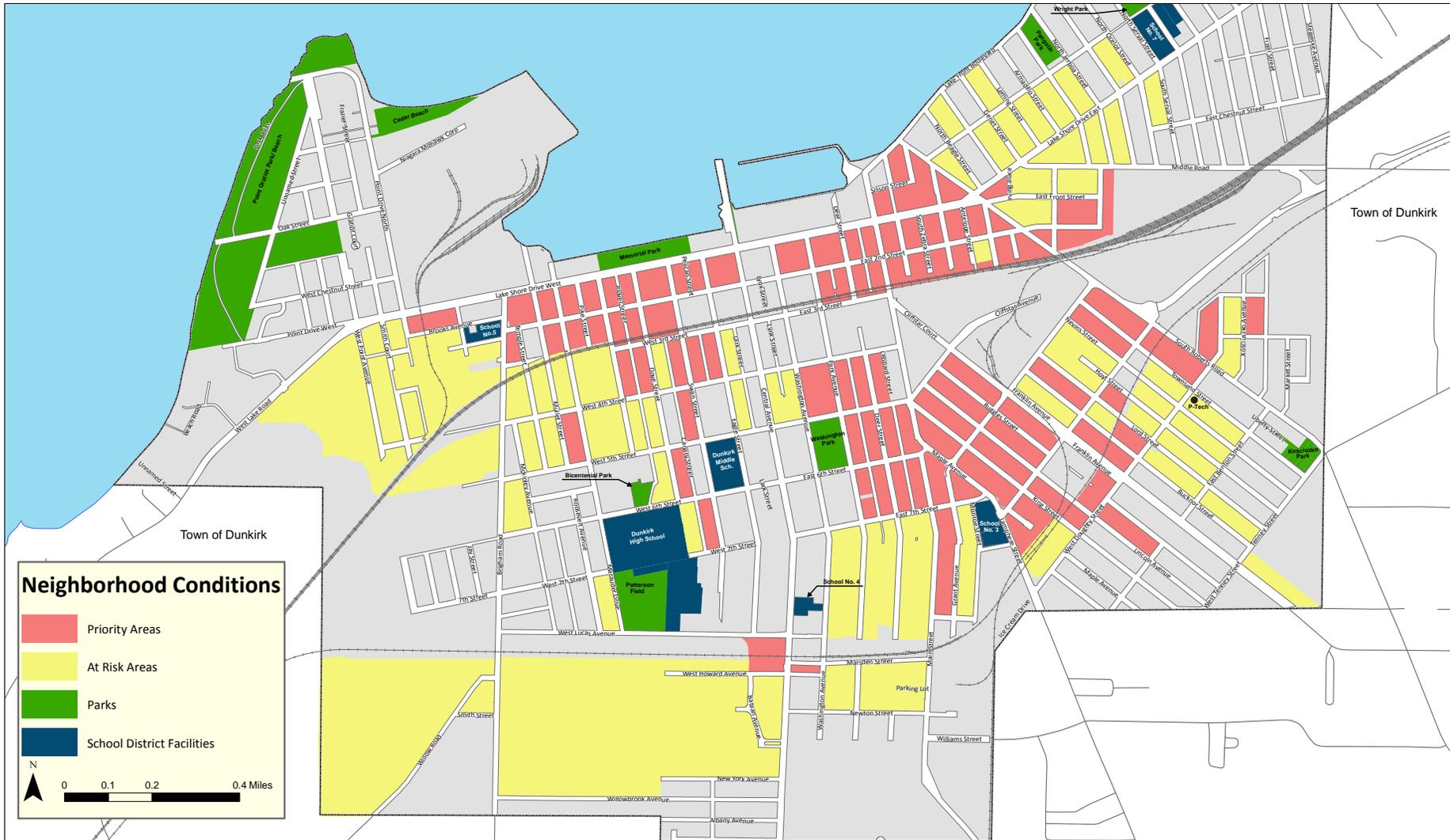
HN1: Using the information and recommendations in the City's Community Development Block Grant and **Choosing Dunkirk** reports, agree upon a formal comprehensive neighborhood targeted strategy in partnership with non-profit home assistance organizations and the Chautauqua County Land Bank, to improve the condition and quality of housing and reduce and eventually eliminate blighted properties. This strategy should be memorialized into a concise document that has clear and actionable items and measurable goals.

HN2: Improve property conditions and prevent further deterioration of neighborhoods through increased presence of code enforcement officers and the consistent enforcement of City codes.

HN3: Develop and implement a City-wide rental registration law for the purposes of improving code compliance, increasing the speed of resolving



OVERGROWN LOT ON CENTRAL AVE.



Laberge Group, 11-2018 Map for Illustrative Purposes Only Project: 2017123.
 Data Source: City of Dunkirk, NY 2017, NYS GIS Clearinghouse 2018, Choosing Dunkirk 2018.
 Map Based on "Choosing Dunkirk: A Strengths Based Strategy for Problem Properties in Dunkirk NY" March 2018

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City of Dunkirk Comprehensive Plan

Neighborhood Conditions

violations, and to improve overall neighborhood conditions.

HN4: Formalize and regularly schedule community-wide clean up days in partnership with non-profit organizations and other volunteers.

HN5: Consider and revise the City's applicable zoning regulations to implement creative and alternative strategies for repurposing vacant/abandoned buildings and lots (e.g., space for community groups, shared working spaces, live-work units, pocket parks, and gardens).

HN6: Implement a strategy to identify, stabilize and improve the condition of the City's aging historic and architecturally significant buildings.

HN7: As recommended in the *Choosing Dunkirk* housing report, consider offering reinvestment incentives such as temporary tax exemptions for eligible homeowners, including Section 421-f, which authorizes a partial exemption from real property taxation of the increased value attributable to reconstruction, alterations, or improvements made to residential property.

HN8: Continue aggressively pursuing state and federal funding for neighborhood revitalization efforts in coordination with City and non-profit housing organizations to improve streets, sidewalks and other infrastructure in stressed neighborhoods.

Goal 2: Increase opportunities for quality affordable housing.

Strategies:

HN9: Continue strengthening existing partnerships with housing assistance organizations and the Chautauqua County Land Bank to facilitate access to quality affordable housing for owner-occupied and rental units.

HN10: Increase access to quality affordable housing for recent graduates, young families and seniors.

HN11: Support and actively facilitate the construction of senior housing, including independent and assisted living opportunities.

HN12: Strongly encourage the construction of market-rate and higher income housing choices in and around the City core to improve housing diversity and to attract higher income residents.

HN13: Strategically target neighborhoods for new quality affordable, market-rate and higher income housing to build on the strengths of each location and to give stressed neighborhoods opportunities to prosper. The City should also be guided by the *Choosing Dunkirk* housing study when making decisions on where to encourage and incentivize new construction. Using the Study as a guide, specific neighborhoods should be targeted for new housing as follows:

- Development should be targeted around and within walking distance of the City's major amenities (e.g., Downtown, Waterfront, neighborhood parks);
- Existing housing stock that the community determines is worth preserving should be maintained/improved in select areas;
- Infill housing should be encouraged in both healthy neighborhoods as well as those suffering from neglect and poor housing conditions; and
- New housing construction on the periphery of the City should be minimized in the short-term to provide sufficient opportunity for the revitalization of existing neighborhoods.

HN14: Consider holding neighborhood-focused open houses, tours and forums targeting local businesses, developers and housing organizations to inform them of available housing/properties, local affordability issues, and neighborhoods most in need of improvements.

HN15: Consider allowing "tiny homes" and other smaller residential structures to increase access to quality affordable housing options.

HN16: Continue monitoring the City's homeless population and work with non-profit organizations to ensure adequate facilities and resources are available.

HN17: Continue to allow accessory apartments and consider allowing them in the R-1 Single Family Neighborhood District with certain provisions to ensure compatibility.

DOWNTOWN DUNKIRK

Downtown Dunkirk was once the economic center and historic heart of the Dunkirk Community. As the industrial and manufacturing climate changed and the national economy ebbed and flowed over the past several decades, Downtown Dunkirk began to lose its local and regional prominence. Downtown now competes with new commercial and business areas within and outside the City and is dominated by vacant and underutilized buildings, storefronts and lots. The number of residents calling Downtown Dunkirk home has also drastically declined, further impacting the viability of the City's once proud economic center.

Increasingly, people are drawn to urban communities that are compact, have a variety of ways to get from place to place, and mix different land uses together. A strong Downtown helps the City compete on a regional and national level with other communities for the attention of corporations, investors, developers and future residents.

Recently, the City has been actively engaged in enhancing its Downtown including the construction of the SUNY Fredonia Incubator in partnership with the College. In addition, the City has aggressively been pursuing grants and other partnerships to improve Downtown,



NEW DOWNTOWN BUSINESSES

specifically Central Avenue streetscape and pedestrian/bicycle safety improvements through the Central Connection Project in collaboration with the Village of Fredonia. There has also been increasing private investment interest, including the pending renovation of the Coburn Block Building. Despite the recent positive momentum, the City has more work to achieve the degree of revitalization needed to become an attractive location for new businesses and residents and regain its position as a major regional downtown. The following Goals and Strategies are intended to set a framework for achieving a revitalized Downtown Dunkirk.

Goal 1: Reverse the trend of vacancies in Downtown Dunkirk.

Strategies:

- D1:** Conduct and regularly update an inventory of vacant storefronts and commercial buildings in the downtown area to help understand where they exist, why they are vacant and how they might be repurposed.
- D2:** Evaluate opportunities to lower applicant costs associated with, and streamline the approval process for, new businesses locating in existing storefronts.
- D3:** Partner with commercial building owners to create a “Pop-Up Store Front” program or consider similar programs to offer affordable short-term leases for new businesses along with artists seeking a place to display their work.
- D4:** Encourage repurposing of one or more vacant storefronts and buildings into coworking and shared workspaces that provide locations for start-ups, freelancers, entrepreneurs and more established businesses at affordable rents.
- D5:** Consider limiting future expansions of commercial zoning districts outside Downtown in an effort to avoid further weakening of Downtown Dunkirk's retail market.
- D6:** Encourage and assist the Fredonia Incubator to spinoff and/or partner with new businesses in Downtown Dunkirk, with a focus on filling vacant storefronts and buildings.
- D7:** Encourage and facilitate preserving and repurposing historically significant vacant structures through various strategies.

D8: Consider rezoning the Brooks Memorial Hospital property from R-3 Multi-Family District, to a new zoning district necessary to increase opportunities for successful repurposing.

D9: Evaluate and, if needed, adjust the current land use regulations along Central Avenue, south of 6th Street to ensure existing health-related businesses can be repurposed if they relocate due to the anticipated move of Brooks Memorial Hospital.

Goal 2: Attract new investment in Downtown Dunkirk through commercial, educational, and entertainment opportunities that will result in increased vitality, more visitors and new residents.

Strategies:

D10: Promote high density residential development in existing spaces above stores and through new multi-use construction.

D11: Evaluate opportunities for and support the creation of an “Arts District” in Dunkirk, leveraging existing resources, including the Adams Art Center, Dunkirk Historical Museum, and the Dunkirk Public Library and Post Office.

D12: Facilitate and support new and grow existing businesses with a focus on Hispanic and Latino owned businesses through mentoring and technical assistance with grants, permitting, marketing and other elements needed for success.

D13: Support the creation of an ethnic restaurant and retail hub in Downtown Dunkirk.

D14: Increase the availability of public parking within walking distance of the waterfront.

D15: Ensure existing and future parking lots are adequately maintained with sufficient directional signage to each lot along with lighting and wayfinding signage to attractions and businesses.

D16: Continue the current program for waiving off-street parking requirements and evaluate the current process to determine if changes are needed as there does not appear to be adequate public lots within 500-feet of Central Avenue. In addition, consider waiving fees for new uses proposed in existing vacant storefronts.

D17: Prepare site and design guidelines and standards to preserve existing structures and facilitate infill development compatible with the City’s urban form.

D18: Continue to focus City investments, supported by state and federal grants on improving Downtown infrastructure, aesthetics, and public spaces.

D19: Strengthen existing and facilitate new partnerships with higher education institutions and encourage them to locate and invest in Downtown Dunkirk to create an Innovation Neighborhood District.

D20: Continue supporting the City’s partnership with Jamestown Community College including the proposed feasibility study of locating the JCC North Campus in Downtown Dunkirk.

D21: Partner with other funding sources on economic development projects such as Southern Tier West, Chautauqua County IDA, COI (CODI), Dunkirk Local Development Corporation and the Dunkirk IDA.

D22: Create an Economic Development Zone focused on creating new development incentives within the downtown and waterfront districts.

D23: Identify vacant and underutilized parcel(s) that could benefit from long-term development analyses, including a Generic Environmental Impact Statement (GEIS) process to identify potential redevelopment obstacles, impacts and mitigation to establish shovel-ready sites.



DUNKIRK POST OFFICE

JOB OPPORTUNITIES AND THE LOCAL ECONOMY

Maintaining and improving economic growth should always be a top priority for communities. Positive economic development can contribute to a more stable tax base, opportunities for new businesses and the expansion of goods and services available to residents. Economic development also promotes job growth through attracting and retaining employers to the area, both supporting the community's tax base and contributing to a sustainable live-work experience.

The City of Dunkirk has weathered major swings in the national economy, the closing of large manufacturing facilities and associated job loss, a declining population, a retail and residential exodus from Downtown and Central Avenue, and economic development competition from surrounding communities. Despite these challenges, the City remains a vibrant urban community that offers affordable housing, walkable neighborhoods, lakefront amenities and a solid and now growing industrial and manufacturing base. The following Strategies are intended to continue and accelerate job growth and economic prosperity for the City.

Goal: Develop and maintain a strong, diversified and sustainable local economy.

Strategies:

J1: Continue to encourage and support a diversity of businesses and employment opportunities in and around the City that provide a living wage (refer to the Community Profile in Appendix A for Chautauqua County's current living wage), expands opportunities for minority populations, increases the City's tax base, including, but not limited to

manufacturing, food industries, tourism and hospitality, education, research and technology, and pharmaceuticals.

J2: Encourage compatible neighborhood commercial uses that support economic opportunities and neighborhood vitality.

J3: Continue to implement City projects that focus on quality of life for the benefit of existing residents and to attract new residents (e.g., festival and waterfront events, park improvements, pedestrian and bicycle safety improvements, City beautification, and other infrastructure improvements).

J4: Support various strategies, in partnership with local companies, educational institutions and non-profit organizations to increase the educational attainment of residents, including an aggressive marketing campaign to attract highly educated residents.

J5: Continue to support the P-TECH STEM College and Career Academy and related job training programs and encourage routine evaluation of their effectiveness in partnership with educational institutions and local employers.

J6: Focus on leveraging the City's Brownfield Opportunity Area (BOA) Designation to obtain future grants and attract new industries and prioritize the BOA sites located in and around Downtown and the Waterfront.

J7: Establish a robust micro-enterprise grant program that includes a partnership with the Fredonia Incubator, the SUNY Fredonia Campus, and the Jamestown Community College Small Business Development Center with a goal of locating new businesses throughout Dunkirk that originate at the Incubator and focus on culinary and the arts.

J8: Evaluate feasible reuse options for the NRG Facility and Brooks Memorial Hospital and strongly support compatible new uses that will benefit surrounding neighborhoods, the City and region.

J9: Encourage SUNY Fredonia and Jamestown Community College to offer educational programs specific to the needs of Dunkirk's employer workforce and its City residents.



ATHENEX UNDER CONSTRUCTION

PUBLIC FACILITIES AND SERVICES

The condition and adequacy of public facilities, services and associated infrastructure directly impact City residents, visitors, and property and business owners. The City has been making significant investments in its water and sewer infrastructure, although additional improvements are needed as the majority of its distribution and collection systems are well past their useful life. Other facilities and services such as fire and police protection are also in need of continuous improvements and investments. The provision of all City facilities and services is essential to a high quality of life and the health, safety, and welfare of the community. Their availability is also vital to promoting and sustaining a strong local and regional economy. For these reasons, the City and its partner agencies and districts must efficiently plan for the impacts of future growth and development on the facilities and services provided.

Goal: Provide high quality government services and infrastructure such that existing and future developments can be served and to facilitate private investment and economic development.

Strategies:

- FS1:** Continually evaluate options to reduce City costs while not reducing needed services or necessary infrastructure repairs and maintenance.
- FS2:** Aggressively seek opportunities to share and/or (when practical) consolidate services with surrounding communities to improve the quality of services and balance City fiscal commitments.
- FS3:** Support the City's Police and Fire Departments in seeking grants to help fund new equipment upgrades, repairs, training and other needed items to ensure both departments have necessary resources.

- FS4:** Pursue Local Government Efficiency funding to assist in funding a feasibility study for a joint public safety building that would accommodate the City's Police Department, Court and Jail.
- FS5:** Prepare a City-wide vehicle fleet management plan.
- FS6:** Prioritize future street and sidewalk improvements with other City-planned projects and housing rehabilitation plans in partnership with local housing assistant organizations.
- FS7:** Continue to plan for and implement flood resiliency projects, including the consideration of off-shore improvements to protect Wright Beach, the bulkhead and to limit winter closures of Lake Front Boulevard.
- FS8:** Consider preparing a long-range water and sewer infrastructure improvement plan.
- FS9:** Implement a coordinated City-wide street tree planting, replacement and maintenance program with a goal of reestablishing the City's urban forest conditions.
- FS10:** Continue to implement Inner Harbor and breakwater improvements in partnership with the USACE.
- FS11:** In cooperation with CSX and Norfolk Southern Railroads, and when State roads are involved, NYSDOT, make aesthetic and lighting improvements to the City's ten railroad underpasses and refer to ***Railroad Underpass Enhancement Concept***, as a template to make these improvements.
- FS12:** Work with public and private entities to improve the quality and quantity of docking spaces and related amenities for transient boaters.
- FS13:** Develop and improve Dunkirk's marketing materials by updating the City's website and the City's social media platforms.



DUNKIRK HARBOR AND BREAKWALL

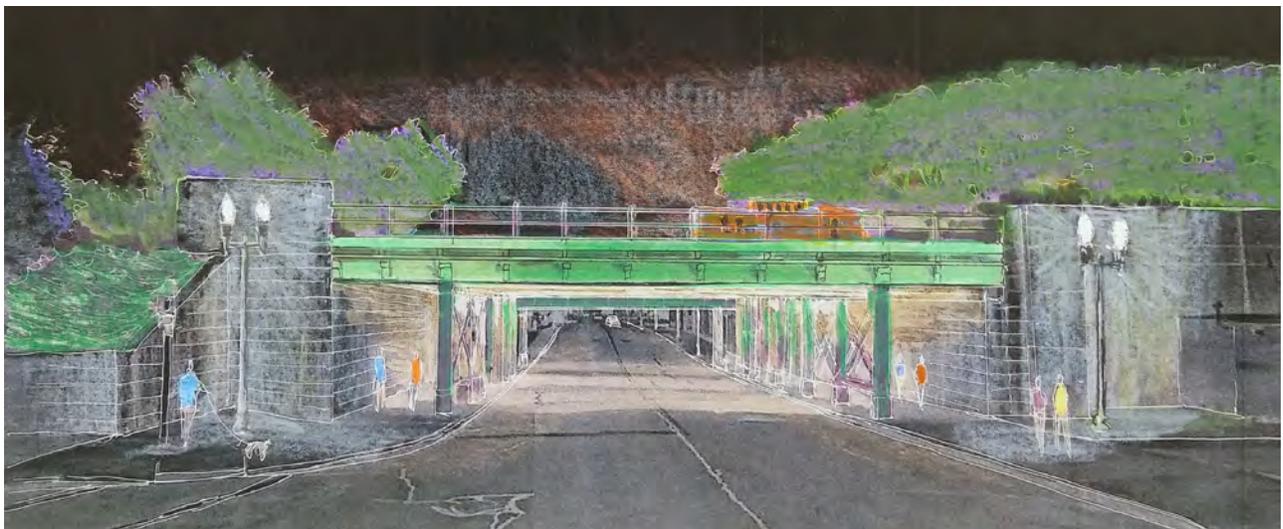
RAILROAD UNDERPASS ENHANCEMENT CONCEPT



RAILROAD UNDERPASS EXISTING CONDITIONS



RAILROAD UNDERPASS RECOMMENDED ENHANCEMENT



RECOMMENDED ENHANCEMENT NIGHTTIME VIEW

PEDESTRIAN AND BICYCLE SAFETY

Alternative transportation modes continue to grow in popularity. With more pedestrians and cyclists on poorly designed roadways and intersections, the probability of accidents are increased. The City of Dunkirk is a very walkable community, and while some streets lack sidewalks, a majority of City residents are able to walk to a variety of destinations using a combination of sidewalks, the Boardwalk and trails. Walking and cycling are very efficient ways to make shorter trips in urbanized areas. A built environment that is less accommodating to non-motorized transport, however, reduces travel choices. Recently, the City has been investing in safety improvements including sidewalk repairs, improved intersections and the installation of bike lanes, with additional improvements planned for 2019. There are key sections of missing sidewalks that should be infilled, as discussed below, among other recommendations.

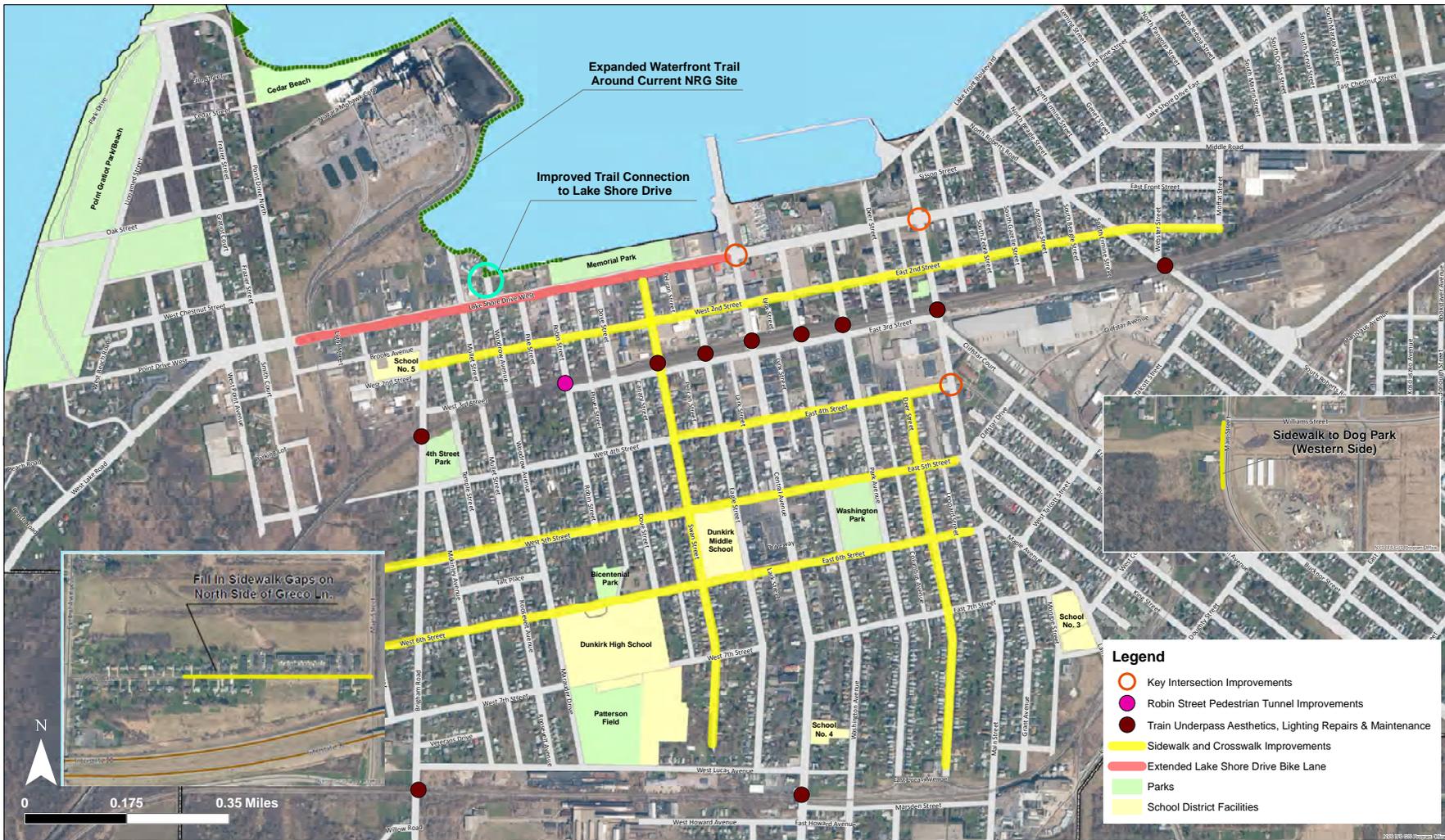
Despite the walkability of the City and recent and planned safety improvements, City residents expressed safety

concerns in many areas, including unsafe intersections, missing and deteriorated sidewalks, poorly lighted rail-road underpasses, lack of shaded seating areas and limited bicycle infrastructure, among other concerns. In addition, there is a significant segment of the City's population that do not drive and are therefore dependent on non-motorized transportation options, in addition to public transportation. The City understands the varied needs and abilities of the local population, recognizes continued deficiencies and that a lack of sufficient bicycle and pedestrian infrastructure will mean increased dependence on automobiles and the associated traffic and related adverse impacts that could result.

Refer to the **Priority Pedestrian & Bicycle Safety Improvements Map** for a visual representation of all recommended improvements to intersections and pedestrian and bicycle infrastructure. Refer to the **Neighborhood and Pedestrian/Bicycle Safety Improvement Plan Map** depicting priority areas for making City investments in road and sidewalk infrastructure in combination with housing and neighborhood investments.



PEDESTRIAN AT LAKE SHORE DRIVE INTERSECTION



Legend

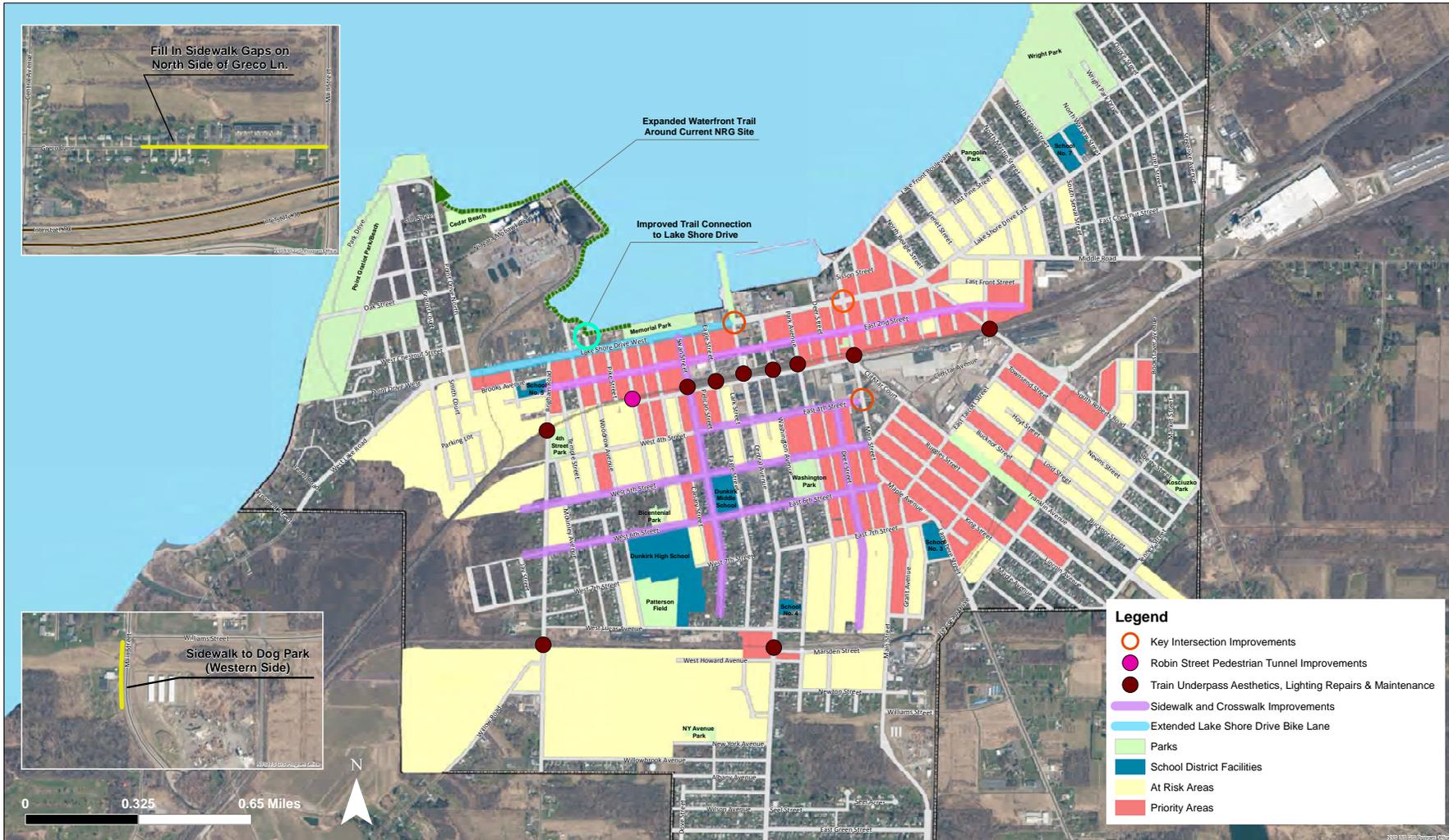
- Key Intersection Improvements
- Robin Street Pedestrian Tunnel Improvements
- Train Underpass Aesthetics, Lighting Repairs & Maintenance
- Sidewalk and Crosswalk Improvements
- Extended Lake Shore Drive Bike Lane
- Parks
- School District Facilities



City of Dunkirk Comprehensive Plan
Priority Pedestrian & Bicycle Safety Improvements

Laberge Group, 11-2018 Map for Illustrative Purposes Only Project: 2017123.
Data Source: City of Dunkirk, NY 2017. NYS GIS Clearinghouse 2018. Choosing Dunkirk 2018.

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**City of Dunkirk Comprehensive Plan
Neighborhood and Pedestrian/Bicycle Safety Improvement Plan**

Laberge Group, 11-2018 Map for Illustrative Purposes Only Project: 2017123.
Data Source: City of Dunkirk, NY 2017. NYS GIS Clearinghouse 2018. Choosing Dunkirk 2018.

This document was prepared with funding provided by the
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Goal: Provide a safe and connected pedestrian and bicycle system throughout the City.

Strategies:

PB1: Prepare and implement a targeted sidewalk and pedestrian improvement plan utilizing the recommendations from the **2018 Complete Streets Report** with an initial focus on stressed neighborhoods, Downtown and connections to and from other neighborhoods.

PB2: Consider streetscape, sidewalk, intersection and aesthetic improvements to the City's main gateways, beginning first with Maple Avenue, Main St., E. 4th St., Ruggles St., and Lake Shore Drive. Refer to **Intersection of E 4th St. & Main St. Concept Plan** and **Intersection of Lake Shore Dr. & Main St. Concept Plan** for initial recommendations. Refer to **Appendix C: Intersection Improvement Plans** for additional information on these two intersection improvement projects including order of magnitude cost-estimates.

PB3: Install sheltered bike racks along the waterfront and in Downtown which can be combined with kiosks that includes bike repair kits, wayfinding, and local attraction signage.

PB4: In partnership with NYSDOT, conduct a Complete Streets Analysis to improve the overall condition of Lake Shore Drive through the City with a focus on pedestrian and bicycle safety improvements and

consider extending the designated bike lane on Lake Shore Drive west of Central Avenue to Point Drive N. to make a connection to Point Gratiot Park.

PB5: Evaluate feasible options for improving the trail along the northern edge of Memorial Park including its western terminus at Woodrow Avenue with direction signage, adequate space for bicyclists to turn around and identify a safe pedestrian/bicycle connection to Lake Shore Drive. Ultimately, a shoreline trail connection to Point Gratiot Park is desired and future planning should take this connection into consideration.

PB6: Clean up and establish a regular maintenance plan for the W. 3rd and Robin Street pedestrian tunnel.

PB7: Coordinate with CARTS to identify feasible options for improving service within the City, including, but not limited to extending service times and providing service between SUNY Fredonia, the new hospital, the waterfront, and Downtown Dunkirk. In addition, the City and CARTS should work cooperatively to identify priority areas for, and seek to construct, bus stop shelters.

PB8: Evaluate the feasibility of the City taking over maintenance of sidewalks, including repairs and shoveling/plowing.

PB9: Battery Point Nature Trail System – Implement a nature trail at the City-owned property at Battery Point.

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CITY OF DUNKIRK COMPREHENSIVE PLAN
INTERSECTION OF LAKE SHORE DR & MAIN ST CONCEPT PLAN

Date: 03 13 2019



PARKS AND RECREATION

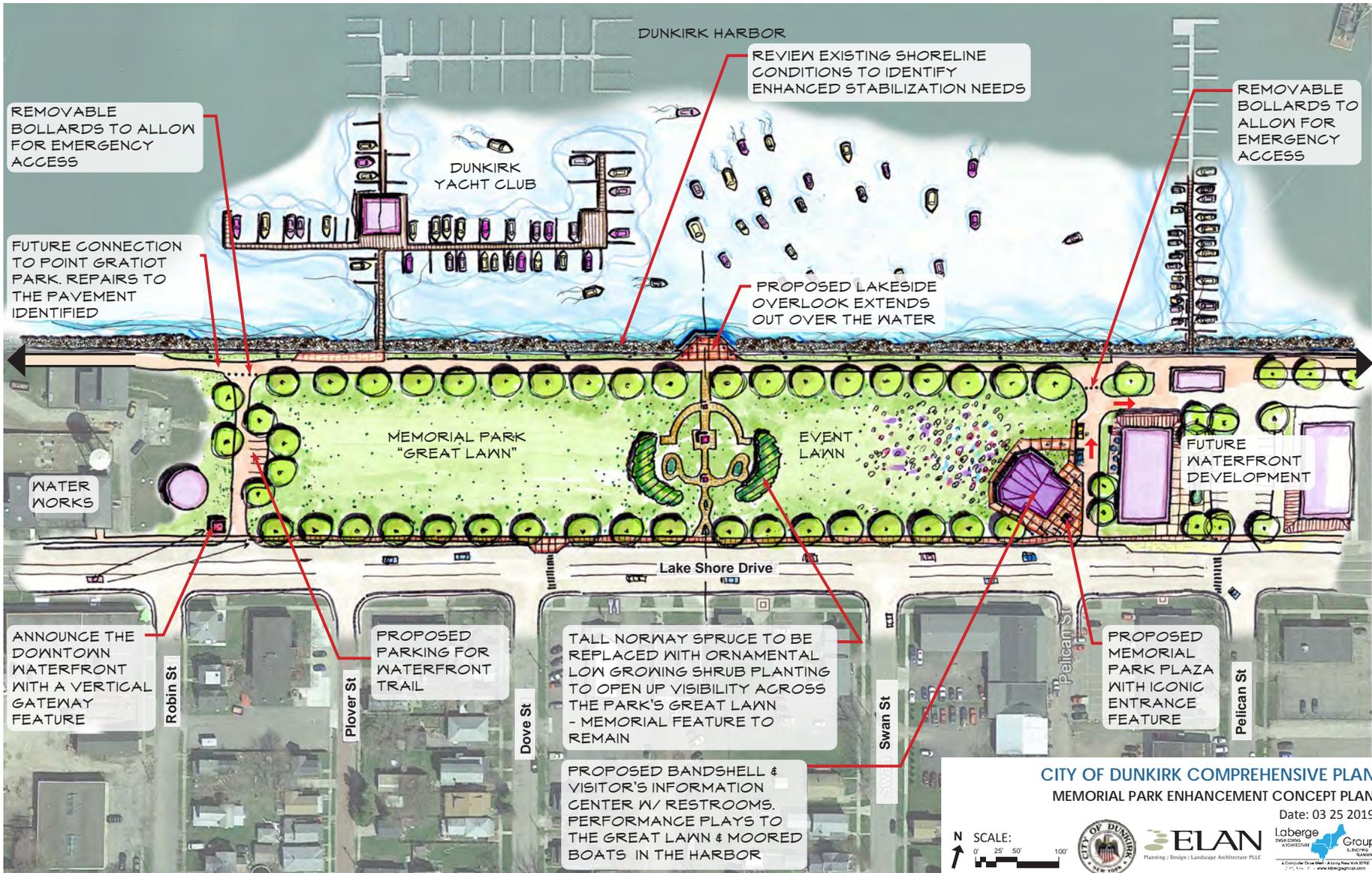
Parks and other recreation areas are known to provide communities with direct and indirect benefits, including opportunities for improved health, economic development and tourism, neighborhood safety, and education opportunities, among others. In New York State, parks have consistently been shown to have a positive economic impact and data shows that, state-wide, for every one dollar of investment, nine dollars of sales related to a park facility are raised. This has a greater impact at the community level where park patrons utilize nearby stores, restaurants, and other businesses.

The City of Dunkirk has an unmatched system of parks and recreational facilities and recognizes not only the positive benefit they provide to its residents, but also the economic benefits it offers. Lake Erie also presents major recreational and tourism opportunities for the City, which has embraced its locational advantage. Significant investments in the City's park infrastructure has and will continue to occur with the assistance of local, state and federal funding assistance. The following recommendations are intended to assist the City in a coordinated approach for future improvements and long-term maintenance.

Goal: Maintain and enhance high quality, safe and unique park and recreational opportunities for residents and visitors of all ages and abilities.

Strategies:

- PR1:** Consider preparing and regularly update a City-wide parks and recreation masterplan that will allow the City to conduct a comprehensive assessment of recreation needs, identify deficiencies and prioritize resource allocation for improvements and new facilities in a fiscally responsible manner.
- PR2:** Evaluate the feasibility of constructing a year-round recreation center to replace the City's existing facility at the Fair Grounds.
- PR3:** Approach the YMCA to determine if there is sufficient demand to construct a YMCA facility in the City of Dunkirk.
- PR4:** Provide additional trash and recycling bins in and around City parks that are affixed to the ground to prevent vandalism.
- PR5:** Point Gratiot Park: Evaluate options to improve circulation and access to Point Gratiot Park and consider constructing one or more additional pavilions.
- PR6:** Main St. Beach: Determine if Main Street Beach (area adjacent to Lake Front Blvd. between N. Main St. and N. Beaver St.) should become a formal beach with lifeguards and other necessary improvements.
- PR7:** Memorial Park: Pursue establishing a permanent concert venue at the park as an alternative location for Music on the Pier and additional concerts and events, and consider additional improvements as depicted in *Memorial Park Enhancement Concept Plan*. Refer to *Appendix D: Memorial Park Enhancement Plan* for additional information and order of magnitude cost estimates for proposed improvements.
- PR8:** Pangolin Park: Evaluate possible improvements to Pangolin Park to better serve surrounding neighborhoods or repurpose the land for alternative uses that will benefit the community.
- PR9:** Wright Park: Continue improvements at Wright Park including implementation of the Phase II improvements.
- PR10:** Adopt and support the implementation of the Northern Chautauqua County Local Waterfront Revitalization Program (LWRP) Plan.



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SECTION VI: IMPLEMENTATION PLAN



MEMORIAL PARK PATH ALONG LAKE ERIE

"Located on the beautiful Lake Erie (one of the handsomest inland seas in the world), backed by an agricultural region of surpassing fertility, with ample lake and railroad transportation facilities, Dunkirk naturally should become a metropolitan city of large importance."

- Historical Descriptive Review of Dunkirk,
NY. The Commercial Association of Dunkirk. 1889, Pg. 2

SECTION VI: IMPLEMENTATION PLAN

GENERAL IMPLEMENTATION STRATEGIES

Based upon input and dialogue throughout the comprehensive planning process, the following general actions have been identified which should be undertaken by the City:

- Adopt and use the Plan on a Day-to-day Basis;
- Establish a Comprehensive Plan Implementation Committee;
- Review and Update the City of Dunkirk's Land Use Regulations (Zoning);
- Develop and Utilize a Capital Improvements Plan (CIP);
- Promote Cooperation and Participation;
- Prepare a 5-year Action Plan;
- Continually Explore Additional Possible Funding Sources and Implementation Techniques; and
- Update the Comprehensive Plan on a Regular Basis (approximately every five to ten years).

Adopt and Use the Plan on a Day-to-Day Basis

The Comprehensive Plan should become the City of Dunkirk's official policy guide for future investment, growth and conservation. The Plan provides guidance for coordinating new growth and development, enhancing the local economy, reinvestment in infrastructure and other services, pedestrian and bicycle connectivity improvements, correcting housing issues and promoting quality housing options, preserving and protecting important existing natural and culture resources, and establishing a positive community identity.

To achieve the goals set-forth, it is essential that the Plan be adopted by the City of Dunkirk Common Council and used on a regular basis by City officials, staff, all City departments, boards, and committees to guide policy making, budgeting, decision making, and to review, evaluate, and enhance future growth and development proposals within the community in the years ahead. The Comprehensive Plan should also be used as a marketing tool to promote the City's unique assets and attract new businesses and residents.

Establish a Comprehensive Planning Implementation Committee

Without a specific entity or committee charged with overseeing the implementation of a new comprehensive plan, the responsibility generally falls to the governing board and a patchwork of boards and committees with no central direction or person(s) officially responsible for measurable progress. Therefore, it is recommended that the City establish a Comprehensive Plan Implementation Committee (CPIC). The CPIC can include members of the existing Comprehensive Plan Steering Committee (the "Steering Committee"), led by the City's Office of Planning and Development and should continually be enhanced with additional members to ensure an on-going, healthy cross-section of the City's demographics, business owners, stakeholders, and resident needs and views. A decision on the formal makeup of the CPIC should be made immediately upon the adoption of the Comprehensive Plan.

While the ultimate charge and responsibilities of the CPIC can be established by the Common Council, the CPIC should be responsible for providing overall guidance and coordination for implementing the recommendations in the Plan, particularly when they involve multiple boards, committees, and departments. In addition, the CPIC should be charged with the following:

- Develop timetables for various projects and activities recommended by the Plan, taking into account the recommended priorities set-forth in the Implementation Matrix.
- Provide support to and act as the liaison between the City Planning and Zoning Boards, along with Departments and Committees involved in the actual work to implement the strategies, thereby helping City officials with their roles and responsibilities in the process as needed.
- Periodically evaluate the continued relevance of the Plan's major recommendations, advising whether the City should consider revising them due to economic, demographic, or other changing conditions and circumstances over time.
- Provide bi-annual status reports to the Common Council (along with the Planning Board, Zoning Board of Appeals, and other relevant boards

and committees) with respect to progress in implementing the Plan strategies, and the effectiveness of actions undertaken to determine if adjustments or subsequent follow-up recommendations would be appropriate going forward.

- The CPIC will be the conduit through which any and all amendments to the Plan will be vetted, and shall have the responsibility for making formal recommendations to the Common Council.
- Beginning in 2025, the CPIC will conduct a formal review and recommend an approach and work plan to update the Comprehensive Plan.
- The CPIC will meet internally and communicate with all active boards and committees with sufficient frequency to ensure the Comprehensive Plan remains a “living document.”

Review and Update the City of Dunkirk Land Use Regulations (Zoning)

Zoning and related land use controls are important tools in implementing planning policy. It establishes the types of uses to be allowed on specific properties, and prescribes the overall character and intensity of development to be permitted.

Adoption of a new Comprehensive Plan should be followed by a review and update of the City’s various development controls including zoning, subdivision regulations, and other related codes and ordinances. It is essential that all development controls be in accordance with and compliment the new Comprehensive Plan.

The Comprehensive Plan sets forth policies and recommendations regarding the use of land within the City and establishes general guidance for the quality, character, and intensity of new development to be promoted in the years ahead. Specific zoning and related land use recommendations have also been provided to guide the City’s land use regulatory update. The recommendations should greatly assist the City in formulating new zoning and development code regulations that can better reflect the unique needs and aspirations of the Dunkirk community.

Develop and Utilize a Capital Improvements Plan (CIP)

The City should follow the Comprehensive Plan with the preparation of a Capital Improvements Plan (CIP) which identifies public improvements and projects that will be carried out over the next five years. The main vehicle for implementing the Comprehensive Plan’s recommendations will be the City’s annual budget. As part of the budget planning process, the CIP should be managed within available budget resources.

The CIP typically schedules the implementation of a range of specific projects related to the Comprehensive Plan, particularly the restoration and upgrading of existing utilities and infrastructure facilities, including the water system, sanitary sewers, storms water facilities, the street and sidewalk system and related streetscape enhancements. Improvements to City parks and recreational facilities should also be taken into consideration in the CIP as well as the City’s Police, Fire and Public Works Departments for facilities, equipment, vehicles, and related needs.

Promote Cooperation and Participation

For any plan or program in a community to be successful, there must be strong community support. The Comprehensive Plan incorporates many of the goals and desires identified by City officials, residents, business owners, and other stakeholders, and is indicative of community support. However, a sense of stewardship must be fostered to ensure the Plan’s long-term success and realization. The City of Dunkirk should assume the leadership role in implementing the Comprehensive Plan and build support for the Plan among various agencies, organizations, community groups and individuals.

To ensure the Plan is successful, it must be based on support and participation between the City, other public agencies, various groups and organizations, the local business community and the private sector. The City should be the leader in promoting cooperation and collaboration needed to implement the Comprehensive Plan. At a minimum, the City’s partners and supporters should include:

- Governmental entities and other agencies, including, but not limited to the Village of Fredonia and the Towns of Dunkirk, Pomfret and Sheridan, the City School District, SUNY Fredonia, Jamestown

Community College, private schools, the Sheriff's Department and NYS Police, the Dunkirk Public Library, Chautauqua County, utility companies, various State of New York Agencies, CSX Transportation, and NYSDOT;

- Non-profit institutions and advocacy groups, including, but not limited to, the Southern Tier Environments for Living, Inc. (STEL), Chautauqua County Land Bank Corporation (CLBC), Revitalize Dunkirk, Chautauqua Home Rehabilitation and Improvement Corporation (CHRIC), Chautauqua Opportunities, Inc. (COI), Hispanics Organized for Progress and Education (HOPE), the Northern Chautauqua Community Foundation (NCFF), the Hispanic Community Council of Chautauqua County, the United Way, and the Boys and Girls Club of Northern Chautauqua County.
- Local and regional banks and financial institutions which can provide assistance in upgrading existing properties, facilitating desirable new development, and packaging assistance programs for residents and businesses;
- Builders and developers who should be encouraged to undertake improvements and new construction that conforms to the Plan and enhances overall quality and character of the community; and
- The City of Dunkirk Community – as all residents, business owners, and local organizations should be encouraged to participate in the on-going process, and all should be given the opportunity to voice their opinions on improvement and development decisions within the community.

Prepare a 5-Year Action Plan

Using the Implementation Matrix provided in this Plan as a starting point, the City, and more specifically the CPIC, should prepare and annually update an implementation “action agenda” to prioritize objectives, list accomplishments of proceeding years, and highlight improvement and development projects and activities to be undertaken during the next five years. For example, the “action agenda” might consist of:

- A detailed description of the projects and activities to be undertaken;
- The priority of each project or activity, including a suggested date of completion (revised annually);

- An indication of the public and private sector responsibilities for initiating and participating in each activity;
- Identification of additional possible funding sources and assistance programs that might potentially be available for implementing each project or activity.
- In order to remain current, the “action agenda” must be updated annually.

Continually Explore Possible Funding Sources and Implementation Techniques

While some strategies called for in the Comprehensive Plan can be implemented through administrative and policy decisions, or funded through existing budget allocations, other recommendations will require special technical and/or financial assistance.

Although the Implementation Matrix below outlines potential funding sources, they should not be considered a full account of opportunities. Funding may be available through partnerships with businesses, other organizations, and non-profit organizations in addition to the normal state and federal sources. In addition, many funding sources vary from year-to-year, with new opportunities arising and existing sources discontinued.

The process by which state and federal funds are distributed varies from year to year and continues to be a competitive environment. As funding becomes available, the City of Dunkirk and local partners, including businesses, should be prepared to submit applications. Each year the City of Dunkirk should be prepared to apply for annual grants and those that are released periodically throughout the year. Therefore, the City should continue to explore and consider a wide range of local, county, state, and federal resources and programs that may be available to assist in the implementation of the Plan's strategies.

GOALS AND RECOMMENDATIONS IMPLEMENTATION MATRIX

The Plan's Implementation Matrix identifies initial potential funding sources and possible partners for implementing each Strategy. As several abbreviations are used in the Matrix, please refer to the Abbreviations Key.

The Strategies are assigned a recommended timeline for implementation as follows:

- Short-term: Year 0-2
- Medium-term: Years 2-5
- Long-term: 6+ Years
- Ongoing: Continuously Implement

Matrix Definitions:

ARC: Appalachian Regional Commission
BLP: Dunkirk Local Development Corporation – Business Loan Program
CCIDA: County of Chautauqua Industrial Development Agency
CCLBC: Chautauqua County Land Bank Corporation
CDBG: Community Development Block Grant
Chamber: Chautauqua County Chamber of Commerce
CODI: Chautauqua Opportunities
County: County of Chautauqua
DBZ: Department of Building and Zoning
DCC: Dunkirk Common Council
DEC: New York State Department of Environmental Conservation
EJ: Environmental Justice
WQIP: Water Quality Improvement Program
DHA: Dunkirk Housing Authority
DHS: Department of Homeland Security
AFG: Assistance to Firefighters Grant Program
SAFER: Staffing for Adequate Fire and Emergency Response
FP&S: Fire Prevention and Safety
DIDA: Dunkirk Industrial Development Agency
DLDC: Dunkirk Local Development Corporation
DOJ: Department of Justice
DOS: New York State Department of State
BOA: Brownfield Opportunity Area Program
LGE: Local Government Efficiency Program
LWRP: Local Waterfront Revitalization Program

DOT: New York State Department of Transportation
CS: Complete Streets
TIP: Transportation Improvement Program
TAP: Transportation Alternative Program
CHIPS: Consolidated Local Street and Highway Program
PaveNY: Pave New York Program
DPD: Dunkirk Department of Planning and Development
DPW: Dunkirk Department of Public Works
DSD: Dunkirk City School District
EFC: Environmental Facilities Corporation
EPG: Engineering Planning Grant
ESD: Empire State Development
RestoreNY: Restore New York Program
PFS: Planning and Feasibility Study
GF: Grant Funding
EJP: Empire Jobs Program
FD: Dunkirk Fire Department
FEMA: Federal Emergency Management Agency
HCR: New York State Homes and Community Renewal
NSP: Neighborhood Stabilization Program
HOME: New York State Home Program
NYMS: New York Main Street
SENIOR: New York State Senior Housing Program
HUD: Housing and Urban Development
JCC: Jamestown Community College
MNY: Market New York Program
NYSDHS: New York State Department of Homeland Security
NYSERDA: New York State Energy Research and Development Agency
NYSOPRHP: New York State Office of Parks, Recreation and Historic Preservation
EPF: Environmental Protection Fund
RTP: Recreational Trails Program
NYSCA: New York Council on the Arts
PARKS: Dunkirk Parks Department
PD: Dunkirk Police Department
PPP: Public Private Partnerships
PTNY: Parks and Trails NY
STW: Southern Tier West Regional Planning and Development Board
SUNY: State University of New York at Fredonia
TRL: AL-Tech-Revolving Loan Fund
USACOE: United States Army Corp of Engineers

Implementation Matrix

No.	Recommendation/Action	Responsible Parties and Partners	Potential Funding Sources and Programs	Timeline (Years)
Housing and Neighborhood Stability-Goal 1: Reverse the trend of deteriorating housing conditions and improve property maintenance.				
HN1	Using the information and recommendations in the City's Community Development Block Grant and <i>Choosing Dunkirk</i> reports, agree upon a formal comprehensive neighborhood targeted strategy in partnership with non-profit home assistance organizations and the Chautauqua County Land Bank, to improve the condition and quality of housing and reduce and eventually eliminate blighted properties. This strategy should be memorialized into a concise document that has clear and actionable items and measurable goals.	DPD, DCC, CCLBC	PPP, HUD	
HN2	Improve property conditions and prevent further deterioration of neighborhoods through increased presence of code enforcement officers and the consistent enforcement of City codes	DBZ, DCC, CCLBC		
HN3	Develop and implement a City-wide rental registration law for the purposes of improving code compliance, increasing the speed of resolving violations, and to improve overall neighborhood conditions.	DCC, DBZ, DPB		
HN4	Formalize and regularly schedule community-wide clean up days in partnership with non-profit organizations and other volunteers	DCC, DPW	PPP; County; DEC	
HN5	Consider and revise the City's applicable zoning regulations to implement creative and alternative strategies for repurposing vacant/abandoned buildings and lots (e.g., space for community groups, shared working spaces, live-work units, pocket parks, and gardens).	DPD, DCC, DBZ	DOS-LWRP; HUD	
HN6	Implement a strategy to identify, stabilize and improve the condition of the City's aging historic and architecturally significant buildings.	DPD, DCC	ESD-NYMS, RestoreNY; NYSOPRHP-EPF	
HN7	As recommended in the <i>Choosing Dunkirk</i> , housing report, consider offering reinvestment incentives such as temporary tax exemptions for eligible homeowners, including Section 421-f, which authorizes a partial exemption from real property taxation of the increased value attributable to reconstruction, alterations, or improvements made to residential property.	DPD, DCC, DLPC,	CDBG, HCR-HOME	
HN8	Continue aggressively pursuing state and federal funding for neighborhood revitalization efforts in coordination with City and non-profit housing organizations to improve streets, sidewalks and other infrastructure in stressed neighborhoods.	DCC, DPD, DPW	HUD	

Implementation Matrix

No.	Recommendation/Action	Responsible Parties and Partners	Potential Funding Sources and Programs	Timeline (Years)
Housing and neighborhood Stability-Goal 2: Increase opportunities for quality affordable housing.				
HN9	Continue strengthening existing partnerships with housing assistance organizations and the Chautauqua County Land Bank to facilitate access to quality affordable housing for owner-occupied and rental units.	DCC, DPD, DHA	PPP, HUD	
HN10	Increase access to quality affordable housing for recent graduates, young families and seniors.	DPD, DCC, DHA	HCR-HOME HUD, NYSERDA; PPP	
HN11	Support and actively facilitate the construction of senior housing, including independent and assisted living opportunities.	DPD, DCC, DHA	HCR-SENIOR, HOME; NYSERDA; HUD; PPP	
HN12	Strongly encourage the construction of market-rate and higher income housing choices in an around the City Core to improve housing diversity and to attract higher income residents.	DPD, DCC, DPD	PPP	
HN13	<p>Strategically target neighborhoods for new quality affordable, market-rate and higher income housing to build on the strengths of each location and to give stressed neighborhoods opportunities to prosper. The City should also be guided by the <i>Choosing Dunkirk</i> housing study when making decisions on where to encourage and incentivize new construction. Using the Study as a guide, specific neighborhoods should be targeted for new housing as follows:</p> <ul style="list-style-type: none"> • Development should be targeted around and within walking distance of the City’s major amenities (e.g., Downtown, Waterfront, neighborhood parks); • Existing housing stock that the community determines is worth preserving should be maintained/improved in select areas; • Infill housing should be encouraged in both healthy neighborhoods as well as those suffering from neglect and poor housing conditions; and • New housing construction on the periphery of the City should be minimized in the short-term to provide sufficient opportunity for the revitalization of existing neighborhoods. 	DPD, DCC, CCLBC	HCR, HUD, PPP	

Implementation Matrix

No.	Recommendation/Action	Responsible Parties and Partners	Potential Funding Sources and Programs	Timeline (Years)
HN14	Consider holding neighborhood-focused open houses, tours and forums targeting local businesses, developers and housing organizations to inform them of available housing/properties, local affordability issues, and neighborhoods most in need of improvements.	DPD, DCC, CCLBC, Neighborhood Associations; Chamber	PPP	
HN15	Consider allowing “tiny homes” and other smaller residential structures to increase access to quality affordable housing options.	DPD, DBZ, DCC		
HN16	Continue monitoring the City’s homeless population and work with non-profit organizations to ensure adequate facilities and resources are available.	DCC	PPP	
HN17	Continue to allow accessory apartments and consider allowing them in the R-1 Single Family Neighborhood District with certain provisions to ensure compatibility.	DCC, DPB, DBZ		
Downtown Dunkirk-Goal 1: Reverse the trend of vacancies in Downtown Dunkirk.				
D1	Conduct and regularly update an inventory of vacant storefronts and commercial buildings in the downtown area to help understand where they exist, why they are vacant and how they might be repurposed.	DPD, DBZ, DLDC	ESD-PFS, DOS-LWRP	
D2	Evaluate opportunities to lower applicant costs associated with, and streamline the approval process for, new businesses locating in existing storefronts.	DPD, DCC, DBZ, DLDC		
D3	Partner with commercial building owners to create a “Pop-Up Store Front” program or consider similar programs to offer affordable short-term leases for new businesses along with artists seeking a place to display their work.	DLDC, DPD, DCC	BLP, TRL, PPP	
D4	Encourage repurposing of one or more vacant storefronts and buildings into coworking and shared workspaces that provide locations for start-ups, freelancers, entrepreneurs and more established businesses at affordable rents.	DLDC, CCIDA	PPP, BLP; TRL	
D5	Consider limiting future expansions of commercial zoning districts outside Downtown in an effort to avoid further weakening of Downtown Dunkirk’s retail market.	DCC, DPD, DBZ		
D6	Encourage and assist the Fredonia Incubator to spinoff and/or partner with new businesses in Downtown Dunkirk, with a focus on filling vacant storefronts and buildings.	DLPC, DPD, CCIDA, DCC	PPP, ESD-GF,EJP	
D7	Encourage and facilitate preserving and repurposing historically significant vacant structures through various strategies.	DPD, DBZ, DCC	NYSOPRHP-EPF; ESD-	

Implementation Matrix

No.	Recommendation/Action	Responsible Parties and Partners	Potential Funding Sources and Programs	Timeline (Years)
			RestoreNY, PFS,GF; HCR-NYMS	
D8	Consider rezoning the Brooks Memorial Hospital property from R-3 Multi Family District, to a new zoning district necessary to increase opportunities for successful repurposing.	DPB, PBZ, DCC		
D9	Evaluate and, if needed, adjust the current land use regulations along Central Avenue, south of 6 th Street to ensure existing health-related businesses can be repurposed if they relocate due to the anticipated move of Brooks Memorial Hospital.	DPB, PBZ, DCC		
Goal 2: Attract new investment in Downtown Dunkirk through commercial, educational, and entertainment opportunities that will result in increased vitality, more visitors and new residents.				
D10	Promote high density residential development in existing spaces above stores and through new multi-use construction.	DPD, DCC, DPZ, DLDC	NYMS; ESD-RestoreNY	
D11	Evaluate opportunities for and support the creation of an “Arts District” in Dunkirk, leveraging existing resources, including the Adams Art Center, Dunkirk Historic Museum, and the Dunkirk Public Library and Post Office.	DCC, DPD	ESD-GF, PFS; NYSCA	
D12	Facilitate and support new and grow existing businesses with a focus on Hispanic and Latino owned businesses through mentoring and technical assistance with grants, permitting, marketing and other elements needed for success.	DLDC, DCC, DPD	ESD-GF, PFS; CDBG; BLP,TRL	
D13	Support the creation of an ethnic restaurant and retail hub in Downtown Dunkirk.	DLPC, DCC, DPD; Chamber	ESD-GF, NYMS	
D14	Increase the availability of public parking within walking distance of the waterfront.	DCC, DPD, DLDC	ESD-GF, CDBG	
D15	Ensure existing and future parking lots are adequately maintained with sufficient directional signage to each lot along with lighting and wayfinding signage to attractions and businesses.	DCC, DPW, DPD	ESD-GF	
D16	Continue the current program for waiving off-street parking requirements and evaluate the current process to determine if changes are needed as there does not appear to be adequate public lots within 500-feet of Central Avenue. In	DPD, DCC	ESD-PFS	

Implementation Matrix

No.	Recommendation/Action	Responsible Parties and Partners	Potential Funding Sources and Programs	Timeline (Years)
	addition, consider waiving fees for new uses proposed in existing vacant storefronts.			
D17	Prepare site and design guidelines and standards to preserve existing structures and facilitate infill development compatible with the City's urban form.	DCC, DPD, DPZ	ESD-PFS, NYMS; NYSERDA, DOS-LWRP	
D18	Continue to focus City investments, supported by state and federal grants on improving Downtown infrastructure, aesthetics, and public spaces.	DCC, DPD, DPW	CDBG; NYSOPRHP-EPF; NYSCA	
D19	Strengthen existing and facilitate new partnerships with higher education institutions and encourage them to locate and invest in Downtown Dunkirk to create an Innovation Neighborhood District.	JCC, SUNY, DCC, DLDC, CCIDA, DPD	ESD-GF	
D20	Continue supporting the City's Partnership with Jamestown Community College including the proposed feasibility study of locating the JCC North Campus in Downtown Dunkirk.	JCC, DCC, DPD	ESD-PFS	
D21	Partner with other funding sources on economic development projects such as Southern Tier West, Chautauqua County IDA, COI (CODI), Dunkirk Local Development Corporation and the Dunkirk IDA.	DPD, CCLBC, STW, CCIDA, CODI, DLDC, DIDA	ESD-GF, CDBG, DOS-LWRP, DLDC	
D22	Create an Economic Development Zone focused on creating new development incentives within the downtown and waterfront districts.	DPD, DCC, DIDA, DLDC	DLDC, ESD-GF, RestoreNY, PFS, EJP; DOS-LWRP	
D23	Identify vacant and underutilized parcel(s) that could benefit from a long-term development analyses, including a Generic Environmental Impact Statement (GEIS) process to identify potential redevelopment obstacles, impacts and mitigation to establish shovel-ready sites.	DPD, DCC, DIDA, DLDC	DLDC, ESD-GF, DOS-LWRP	
Job Opportunity and the Local Economy-Goal 1: Develop and maintain a strong, diversified and sustainable local economy.				
J1	Continue to encourage and support a diversity of businesses and employment opportunities in and around the City that provide a living wage and increase the City's tax base, including, but not limited to manufacturing, food industries, tourism and hospitality, education, research and technology, and pharmaceuticals.	DLDC, DCC, DPD, Chamber	CDBG; ESD-EJP; MNY	

Implementation Matrix

No.	Recommendation/Action	Responsible Parties and Partners	Potential Funding Sources and Programs	Timeline (Years)
J2	Encourage compatible neighborhood commercial uses that support economic opportunities and neighborhood vitality.	DPD, DCC		
J3	Continue to implement City projects that focus on quality of life for the benefit of existing residents and to attract new residents (e.g., festival and waterfront events, park improvements, pedestrian and bicycle safety improvements, City beautification, and other infrastructure improvements).	DCC, DPD, DPW, PARKS	MNY; NYSCA; CDBG, DOS-LWRP, DOT-TAP	
J4	Support various strategies, in partnership with local companies, educational institutions and non-profit organizations to increase the educational attainment of residents, including an aggressive marketing campaign to attract highly educated residents.	DLDC, DCC, JCC, DSD, SUNY	MNY	
J5	Continue to support the P-TECH STEM College and Career Academy and related job training programs and encourage routine evaluation of their effectiveness in partnership with educational institutions and local employers.	DCSD, SUNY, JCC, DCC, DSD	CDBG	
J6	Focus on leveraging the City's Brownfield Opportunity Area (BOA) Designation to obtain future grants and attract new industries and prioritize the BOA sites located in and around Downtown and the Waterfront.	DCC, DPD	DOS-BOA NYSDEC-EJ, DOS-LWRP	
J7	Establish a robust micro-enterprise grant program that includes a partnership with the Fredonia Incubator and the SUNY Fredonia campus with a goal of locating new businesses throughout Dunkirk that originate at the Incubator and a focus on culinary and the arts.	SUNY, DCC, DLDC, CCIDA	CDBG, MNY	
J8	Evaluate feasible reuse options for the NRG Facility and Brooks Memorial Hospital and strongly support compatible new uses that will benefit surrounding neighborhoods, the City and region.	DCC, DPD,	ARC, ESD-RetoreNY, CDBG, DOS-BOA, DOS-LWRP	
J9	Encourage SUNY Fredonia and Jamestown Community College to offer educational programs specific to the needs of Dunkirk's employer workforce and its City residents.	SUNY, JCC, DPD, DCC		

Implementation Matrix

No.	Recommendation/Action	Responsible Parties and Partners	Potential Funding Sources and Programs	Timeline (Years)
Public Facilities and Services-Goal 1: Provide high quality government services and infrastructure such that existing and future developments can be served and to facilitate private investment and economic development.				
FS1	Continually evaluate options to reduce City costs while not reducing needed services or necessary infrastructure repairs and maintenance.	DCC, DPD, DPW	DOS-LGE	
FS2	Aggressively seek opportunities to share and/or (when practical) consolidate services with surrounding communities to improve the quality of services and balance City fiscal commitments.	ALL DEPTS.	DOS-LGE	
FS3	Support the City's Police and Fire Departments in seeking grants to help fund new equipment upgrades, repairs, training and other needed items to ensure both departments have necessary resources.	FD, PD, DCC, DPD	FEMA/DHS-AFG; SAFER; FP&S, DOJ; NYSDHS	
FS4	Pursue Local Government Efficiency funding to assist in funding a feasibility study for a joint public safety building that would accommodate the City's Police Department, Court and Jail.	DCC, PD, FD, DPD	DOS-LGE	
FS5	Prepare a City-wide vehicle fleet management plan.	ALL DEPTS.	NYSERDA; DEC	
FS6	Prioritize future street and sidewalk improvements with other City-planned projects and housing rehabilitation plans in partnership with local housing assistant organizations.	DCC, DPW, DPD	PPP, DOT-TIP, TAP, CHIPS	
FS7	Continue to plan for and implement flood resiliency projects, including the consideration of off-shore improvements to protect Wright Beach, the sea wall and to limit winter closures of Lake Front Boulevard.	DPW, DCC, PARKS	DEC-WQIP; EFG-EPG; ESD-PFS; HUD; FEMA, DOS-LWRP	
FS8	Prepare and implement a long-range water and sewer infrastructure improvement plan.	DPW, DCC, DPD	CDBG, EFC-EPG	
FS9	Implement a coordinated City-wide street tree planting, replacement and maintenance program with a goal of reestablishing the City's urban forest conditions.	DPW, DPD, PARKS	DEC, PPP	
FS10	Continue to implement Inner Harbor and breakwater improvements in partnership with the USACE.	USACOE, DPW, DCC	DEC-WQIP, DOS-LWRP	

Implementation Matrix

No.	Recommendation/Action	Responsible Parties and Partners	Potential Funding Sources and Programs	Timeline (Years)
FS11	In cooperation with CSX and Norfolk Southern Railroads and when State roads are involved, NYSDOT, make aesthetic and lighting improvements to the City's seven railroad underpasses and refer to <i>Railroad Underpass Enhancement Concept – Main Street</i> as a template to make these improvements. Also refer to <i>Nighttime Lighting – Railroad Underpass Enhancement Concept</i> . Refer to <i>Appendix C: Railroad Underpass Enhancement Plan</i> for additional information and order of magnitude cost estimates.	DPW, DCC, DPD	PPP, DOT-TIP, TAP CHIPS, PaveNY	
FS12	Work with public and private entities to improve the quality and quantity of docking spaces and related amenities for transient boaters.	DPD, PPP, DCC	DOS-LWRP, DLDC	
FS13	Develop and improve Dunkirk's marketing materials by updating the City's website and the City's social media platforms.	DCC, DPD		
Pedestrian and Bicycle Safety-Goal 1: Provide a safe and connected pedestrian and bicycle system throughout the City.				
PB1	Prepare and implement a targeted sidewalk and pedestrian improvement plan utilizing the recommendations from the 2018 Complete Streets Report with an initial focus on stressed neighborhoods, Downtown and connections to and from other neighborhoods.	DPW, DPD, DCC,	DOT-TIP, TAP, CHIPS, CDBG, DOS-LWRP	
PB2	Consider streetscape, sidewalk, intersection and aesthetic improvements to the City's main gateways, beginning first with Maple Avenue, Main St., E. 4 th St., Ruggles St., and Lake Shore Drive. Refer to <i>Intersection of E 4th St. & Main St. Concept Plan</i> and <i>Intersection of Lake Shore Dr. & Main St. Concept Plan</i> for initial recommendations. Refer to <i>Appendix D: Streetscape Improvement Plans</i> for additional information on these two intersection improvement projects including order of magnitude cost-estimates.	DPW, DCC, DPD	DOT-TIP, TAP CHIPS, PaveNY; ESD-PFS	
PB3	Install sheltered bike racks along the waterfront and in Downtown which can be combined with kiosks that includes bike repair kits, wayfinding, and local attraction signage.	DPD, DPW, DCC	DOT-TAP, PTNY, DOS-LWRP	
PB4	In partnership with NYSDOT, conduct a Complete Streets Analysis to improve the overall condition of Lake Shore Drive through the City with a focus on pedestrian and bicycle safety improvements and consider extending the	NYSDOT, DCC, DPD, DPW, PARKS	DOT-TIP, TAP, CMP	

Implementation Matrix

No.	Recommendation/Action	Responsible Parties and Partners	Potential Funding Sources and Programs	Timeline (Years)
	designated bike lane on Lake Shore Drive west of Central Avenue to Point Drive N. to make a connection to Point Gratiot Park.			
PB5	Evaluate feasible options for improving the trail along the northern edge of Memorial Park including its western terminus at Woodrow Avenue with direction signage, adequate space for bicyclists to turn around and identify a safe pedestrian/bicycle connection to Lake Shore Drive. Ultimately, a shoreline trail connection to Point Gratiot Park is desired and future planning should take this connection into consideration.	DPD, PARKS, DCC, DPW	NYSOPRHP-RTP, NYSDOT, TIP, TAP, DOS-LWRP	
PB6	Clean up and establish a regular maintenance plan for the W. 3 rd and Robin Street pedestrian tunnel.	DPW, DCC, DPD	PPP	
PB7	Coordinate with CARTS to identify feasible options for improving service within the City, including, but not limited to extending service times and providing service between SUNY Fredonia, the new hospital, the waterfront, and Downtown Dunkirk In addition, the City and CARTS should work cooperatively to identify priority areas for and seek to construct bus stop shelters.	CARTS, DCC, DPD	DOT-TAP	
PB8	Evaluate the feasibility of the City taking over maintenance of sidewalks, including repairs and shoveling/plowing.	DPW, DCC	DOT-TAP, TIP	
PB9	Battery Point Nature Trail System – Implement a nature trail at the City-owned property at Battery Point.	PARKS, DPD, DPW, DCC	NYSOPRHP-RTP, NYSDOT-TIP; TAP, DOS-LWRP	
Parks and Recreation-Goal 1: Maintain and enhance high quality, safe and unique park and recreational opportunities for residents and visitors of all ages and abilities.				
PR1	Consider preparing and regularly updating a City-wide parks and recreation masterplan that will allow the City to conduct a comprehensive assessment of recreation needs, identify deficiencies and prioritize resource allocation for improvements and new facilities in a fiscally responsible manner.	PARKS, DPD, DCC	ESD-PFS	
PR2	Evaluate the feasibility of constructing a year-round recreation center to replace the City's existing facility at the Fair Grounds.	DCC, PARKS, DPW, DPD	ESD-PFS	

Implementation Matrix

No.	Recommendation/Action	Responsible Parties and Partners	Potential Funding Sources and Programs	Timeline (Years)
PR3	Approach the YMCA to determine if there is sufficient demand to construct a YMCA facility in the City of Dunkirk.	YMCA, DCC, DPD	PPP;CDBG	
PR4	Provide additional trash and recycling bins in and around City parks that are affixed to the ground to prevent vandalism.	DPW		
PR5	Point Gratiot Park: Evaluate options to improve circulation and access to Point Gratiot Park and consider constructing one or more additional pavilions.	PARKS, DPW, DCC	ESD-PFS, DOT-TIP TAP; NYSOPRHP-EPF, RTP, DOS-LWRP	
PR6	Main St. Beach: Determine if Main Street Beach (area adjacent to Lake Front Blvd. between N. Main St. and N. Beaver St.) should become a formal beach with lifeguards and other necessary improvements.	PARKS, DPW, DCC, DPD	ESD-PFS, DOS-LWRP	
PR7	Memorial Park: Pursue establishing a permanent concert venue at the park as an alternative location for Music on the Pier and additional concerts and events, and consider additional improvements as depicted in Memorial Park Enhancement Concept Plan . Refer to Appendix E: Memorial Park Enhancement Plan for additional information and order of magnitude cost estimates for proposed improvements.	PARKS, DCC, DPD	NYSOPRHP-EPF, DOS-LWRP	
PR8	Pangolin Park: Evaluate possible improvements to Pangolin Park to better serve surrounding neighborhoods or repurpose the land for alternative uses that will benefit the community.	PARKS, DCC, DPD	NYSOPRHP-EPF	
PR9	Wright Park: Continue improvements at Wright Park including implementation of the Phase II improvements.	PARKS, DCC, DPW, DPD	NYSOPRHP-EPF	
PR10	Adopt and support the implementation of the Northern Chautauqua County Local Waterfront Revitalization Program (LWRP) Plan.	DCC, DPD	DOS-LWRP	

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APPENDICES

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APPENDIX A: CITY OF DUNKIRK COMMUNITY PROFILE



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HON. MAYOR WILFRED ROSAS

**City of Dunkirk, NY
Comprehensive Plan Update
Community Profile
December 2019**



This document was prepared with funding provided by the New York State Department of State under Title 11 of the Environmental Protection Fund. Contract: T1000935



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INTRODUCTION

The following Community Profile provides an overview of Dunkirk's existing conditions, including land use, zoning, transportation and infrastructure, environmental resources, recreation and open space, socio-demographics, the City's fiscal health and governmental structure, economic development efforts along with an evaluation of local economic conditions and a historical overview of the City. In an effort to understand the existing conditions of the City and help identify issues, concerns, and opportunities for revitalization, the following Community Profile was prepared.

HISTORICAL OVERVIEW AND GOVERNMENTAL STRUCTURE

City of Dunkirk Historical Summary

The City of Dunkirk is located on Chadwick Bay along Lake Erie in the northern section of Chautauqua County. Original European settlers came upon the harbor area in the mid-1600s and used the area as a safe haven during rough Lake Erie storms. Prior to this point, the area was utilized as hunting grounds by the indigenous natives, the Erie people, an Iroquoian group.

European settlement intensified in the early nineteenth century. In 1837, the lakefront community was formally incorporated as the Village of Dunkirk and was inhabited by approximately 300 people. The Erie Railroad, which originated in New York City, selected Dunkirk as its western terminus in the late 1840's. The railroad was completed and operational in Dunkirk by 1851. During the late 1850's, Italian immigrants found Dunkirk and the employment opportunities, followed by Polish immigrants during the 1870's. With the introduction of the railroad along with a burgeoning transportation and manufacturing economy and the associated increase in population, the village was chartered as the City of Dunkirk in February 1880. The population of the City by 1880 was over 7,000.^{1, 2}



AERIAL ILLUSTRATION OF THE BROOKS LOCOMOTIVE WORKS. CIRCA 1899. SOURCE: BROOKS LOCOMOTIVE CATALOG

Dunkirk was a major transportation hub and population center, being located at the intersection of key shipping, rail and highway transportation routes. This provided the infrastructure necessary for the locomotive, coal, steel, silk, and radiator industries to move into the area and stimulate economic activity. The railroad was the primary industry driver in the City and the inherent development of a steel production industry fostered the development of Brooks Locomotive Works in 1870, with more than 13,000 locomotives produced between 1870 and 1926. In 1901, a transfer of ownership of Brooks Locomotive Works resulted in the creation of the American Locomotive Company (ALCO) which became the dominant factor in Dunkirk's prosperity. More than 4,500 residents (out of a total of 7,000 residents in

Dunkirk) were employed by ALCO at its peak. Locomotive production boomed until the conclusion of the First World War.

The manufacturing base of the City of Dunkirk and surrounding communities became more diversified by 1925, and became best known for tools, bearings, food products, specialty metals and precision instruments. Some of the major employers during this era of the 1920's included Atlas Steel Company (1,200 employees); Merril Silk Mills (300 employees); US Radiator Corporation (350 employees); Van Raalte Silk (600 employees); and Dunkirk Radiator (500 employees).

When diesel was invented, locomotive manufacturing moved to Schenectady, NY and ALCO built its last engine in 1928. The company remained in Dunkirk to produce heat exchangers, pressure vessels and pipe for the oil in-

¹ <http://www.dunkirktoday.com/history>, Accessed October 2018

² <http://www.dunkirkhistoricalmuseum.org/1626-to-1798.html>, Accessed October 2018

dustry. ALCO manufactured the towers for the TriBorough Bridge in New York City and several tunnels under the river in Manhattan. ALCO also produced gun carriages, masts and machinery during World War Two, employing more than 2,500 workers.³

With a changing economic landscape and shifts in technology and consumption beginning in the late 1970's, many old businesses in the region disappeared. However, new businesses began to step in to take their place. The area continued to thrive in the specialty steel and food processing industries. At that time, the most significant businesses included AL-Tech Specialty Steel (1,200 employees); Roblin Steel (500 employees); Petri Bakery (150 employee); and Ralston Purina (150 employees).³

Automation and computerization continued to bring about changes in all categories of mass production. Eventually, many companies merged or joined corporate conglomerates with the controlling company often located outside of the City and usually at a considerable distance. By 1976, Chautauqua County had lost over 2,000 manufacturing jobs. To help combat the decrease in manufacturing activity, County and local governments began to step in, assisted by State and Federal sources through tax incentives, consultation and funding.

The decline in manufacturing jobs in the City of Dunkirk continued through the 1980s and 1990s as more pronounced economic impacts began to take hold. Residents saw their jobs disappear and local purchasing power and economic clout began drying up. The City's population has been in a downward trend since the 1970s. Currently, approximately half of the City's industrially-zoned land is considered underutilized, especially due to the large footprints that several companies left behind after years of intensive usage.⁴

City of Dunkirk Governmental Structure

The City is governed by a Mayor and a five-member Common Council. The Mayor is elected City-wide for a four-year term. The Council is elected for two-year terms, with four representatives representing specific Wards (refer to the summary of City Wards below for more information) in the City and one representative who is elected City-wide and presides over the Council.



ORIGINAL CITY HALL

The Common Council is charged with approving the City's Budget, presiding over the City's Charter and other legislative matters. In addition, the Council has the authority to enact local laws, ordinances and resolutions. The Mayor is the City's Chief Executive Officer and is responsible for the proper administration of all City affairs including appointment of all appointive officers, commissioners, members of boards and other employees; supervision of all administrative departments, offices, commissions and boards; implementation and execution of all local laws, ordinances and resolutions adopted by the Common Council; and the preparation and submission of an annual budget to the Common Council, among other duties.

The City has several primary departments integral to the successful operation of the City, including: Personnel, Law, Assessment, Finance and Treasury; City Clerk, Public Works, Planning and Development; Economic Development, Youth and Recreation, Parks, Building and Zoning; along with the Police and Fire Departments.

As of the 2018 adopted budget, the City has 148 full-time-equivalent (FTE) employment positions, the same number of FTEs in 2010. The City's Public Works department has the most employees at 61, followed by the Police Department at 32. Several unions represent the unionized workforce of City employees, with various contract terms and salary increases. In total, 136 out of 148 total City positions are represented by a collective bargaining unit, totaling approximately 92 percent of the City of Dunkirk municipal workforce.

The City is divided into four wards (as depicted on the **City of Dunkirk Wards Map**) and each Ward is represented by an elected Council person.

³ Chadwick Bay Region Comprehensive Plan, 1997.

⁴ City of Dunkirk, New York Brownfield Opportunity Area Step II Nomination Plan, January 2018.

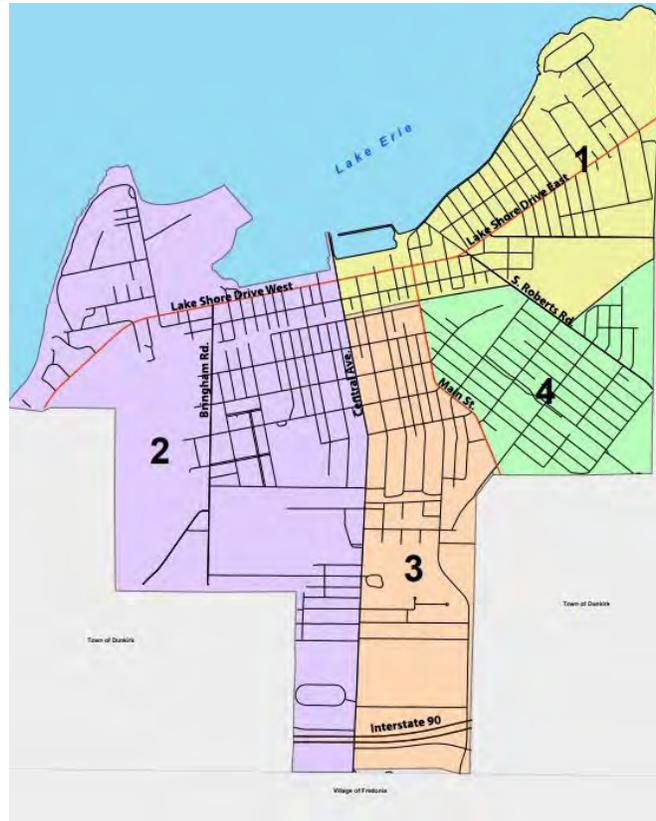
Ward One occupies the northeastern corner of the City and borders Lake Erie. The area is comprised of residential, industrial, commercial and recreational uses, including Wright Park, Dunkirk Pier and the eastern section of Dunkirk Harbor.

Ward Two occupies the entire City west of Central Avenue and includes Point Gratiot and Memorial Parks, the closed NRG facility, several residential neighborhoods, scattered commercial sites, and some of the City's largest industrial uses (e.g., Dunkirk Specialty Steel and Special Metals). The ward also includes large tracts of vacant, former industrial parcels that are within Dunkirk's recently designated Brownfield Opportunity Area.

Ward Three occupies the center of Dunkirk and is roughly bounded by East 3rd Street and the CSX railroad tracks to the north, the City/Village of Fredonia boundary to the south, Central Avenue to the west and Main Street and the City boundary with the Town of Dunkirk to the east. This ward includes pockets of dense residential neighborhoods, industrial uses such as Fieldbrook Foods (Wells Enterprises), and several commercial establishments.

Ward Four is located in the eastern section of the City and is roughly bounded by the CSX railroad tracks to the north, Main Street to the west, and the Town of Dunkirk to the south and east. Large moderately dense residential neighborhoods are located in this ward, along with large industrial/manufacturing uses including Cott Beverages and several brownfield sites.

A land use analysis was conducted for the City of Dunkirk using 2017 Real Property data provided by Chautauqua County. This analysis provides a snapshot of current land uses and development patterns, and allows for an evaluation of the effectiveness of existing land use regulations. In addition, this analysis sheds light on the frequency and concentration of uses, potential areas for new development and infill, and areas of potential land use conflicts. Furthermore, this evaluation takes into consideration the need for possible zoning modifications to alleviate land use concerns and stimulate desired growth. The first element of the land use and development pattern analysis includes a discussion of the City's Downtown Districts.



CITY OF DUNKIRK WARDS MAP

⁵ NYS Office of the State Comptroller, City of Dunkirk Comprehensive Review, June 2018.

LAND USE AND DEVELOPMENT PATTERN ANALYSIS

City of Dunkirk Downtown Districts

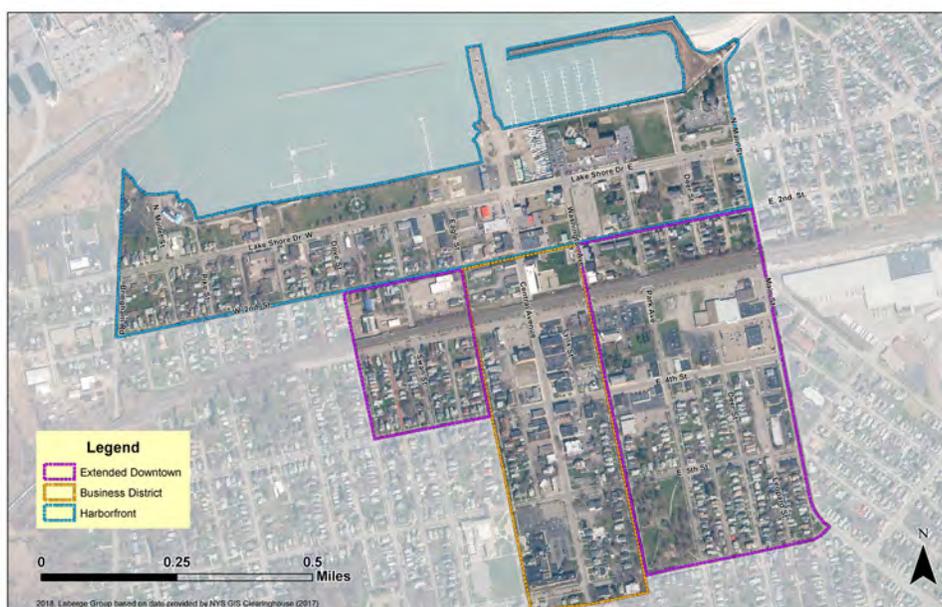
For planning and economic development purposes, the City's Downtown District is comprised of three main sub-districts: the **Business District**, the **Extended Downtown District**, and the **Harbor District**. Refer to the **City of Dunkirk Downtown Districts Map** (below) for the following discussion.

Central Avenue serves as the center of the City's Business District, which is bounded by Washington Avenue and Eagle Street to the east and west respectively, 2nd Street to the north, and 6th Street to the south, including lots fronting on the south side of 6th Street. The Business District is a combination of commercial, residential, and public uses, with multi-family residential accounting for the majority of residential uses. Properties of significance within this eleven-block (0.8 square mile) area include City Hall, the Fredonia Incubator, the City of Dunkirk Library, Adams Art Center, Brooks Memorial Hospital, and the site of the former 1908 Masonic Temple, destroyed by fire in February 2010.

The Extended Downtown District comprises two separate areas, bordering the Business District to the east and west as seen on the Downtown Districts and Neighborhoods Map. The western Extended Downtown District is only 0.3 square miles and contains six City blocks, bordered by West 2nd Street to the north, West 4th Street to the south, Dove Street to the west and Eagle Street to the east. This district is primarily comprised of single-, two- and multi-family dwellings, though it also includes the City of Dunkirk Fire Department Headquarters and a machine shop (Lakeside Precision). It is bisected by the CSX Railroad tracks.

The eastern Extended Downtown District is approximately 0.11 square miles and is comprised of 14 City blocks, bounded by East 2nd Street to the north, East 6th Street to the south, Washington Avenue to the west and Main Street to the east. Compared to the western Extended Downtown District, the eastern district has a greater mix of residential, commercial and public uses. Specifically, this district includes Washington Park, the Dunkirk Shopping Plaza, concentrations of single- and two-family dwellings, multi-family homes and apartments, banks, a church, and professional and medical offices, among other uses.

The last sub-district in Downtown Dunkirk is the Harborfront, which starts at East 2nd Street and extends north to Lake Erie, bounded by North Main Street to the east and Brigham Road to the west. This approximately 0.14-square mile, 19-block district is comprised of residential, commercial and recreational uses, including Memorial Park, the City Pier, the City Marina, and the Clarion Hotel.



CITY OF DUNKIRK DOWNTOWN DISTRICTS MAP

Land Use Analysis

The New York State Office of Real Property Services has developed a simple and uniform classification system that is used in assessment administration in the State of New York. The system of classification consists of numeric codes in the following nine primary categories:

- **100 Agriculture** – Property used for the production of crops or livestock.
- **200 Residential** – Property used for human habitation. For the purposes of this evaluation, residential land uses have been broken down into single-family, two-family and multi-family units (3 or more units).
- **300 Vacant Land** – Property that is not in use, is in temporary use, or lacks permanent improvements.
- **400 Commercial** – Property used for the sale of goods and/or services. A subcategory identified for the City is mixed-use, which includes property readily adaptable for more than one use or purpose. Such structures may include a mix of retail, office, residential and other uses, generally in multi-story buildings.
- **500 Recreation & Entertainment** – Property used by groups for recreation, amusement, or entertainment and generally includes parks, playgrounds, athletic fields, fairgrounds, amusement parks, game farms, social organizations, public golf courses, and camps. This category does not include state parks, local parks, and recreation areas or lands protected by conservation easements (see 900 Wild, Forested, Conservation Lands and Public Parks).
- **600 Community Services** – Property used for the wellbeing of the community and generally includes libraries, schools and other educational facilities; cultural facilities, religious uses and hospitals along with government facilities and buildings.
- **700 Industrial** – Property used for the production and fabrication of durable and nondurable man-made goods.
- **800 Public Services** – Property used to provide services to the general public and generally include water and wastewater treatment facilities; electric and gas facilities; infrastructure, communication infrastructure and railroads; along with landfills and dumps.
- **900 Wild, Forested, Conservation Lands & Public Parks** – Includes forest land under Section 480 and 480-a of the Real Property Tax Law, private hunting and fishing clubs; local, state and county-owned forest lands; parks and recreation areas; and land under conservation easements.

Based on the most recently available real property data (2017) from Chautauqua County, the breakdown of the City’s different land use types including acreage and percentages is depicted in **Table 1: Existing Land Uses**. In addition to analyzing different land use types, it is also helpful to understand how the various land uses are organized throughout the City. To assist with this visualization, refer to the **Land Use Map** (on the following page), which provides a graphic representation of the different land uses throughout the City. The land use analysis does not account for the acreage of roads and right-of-ways.

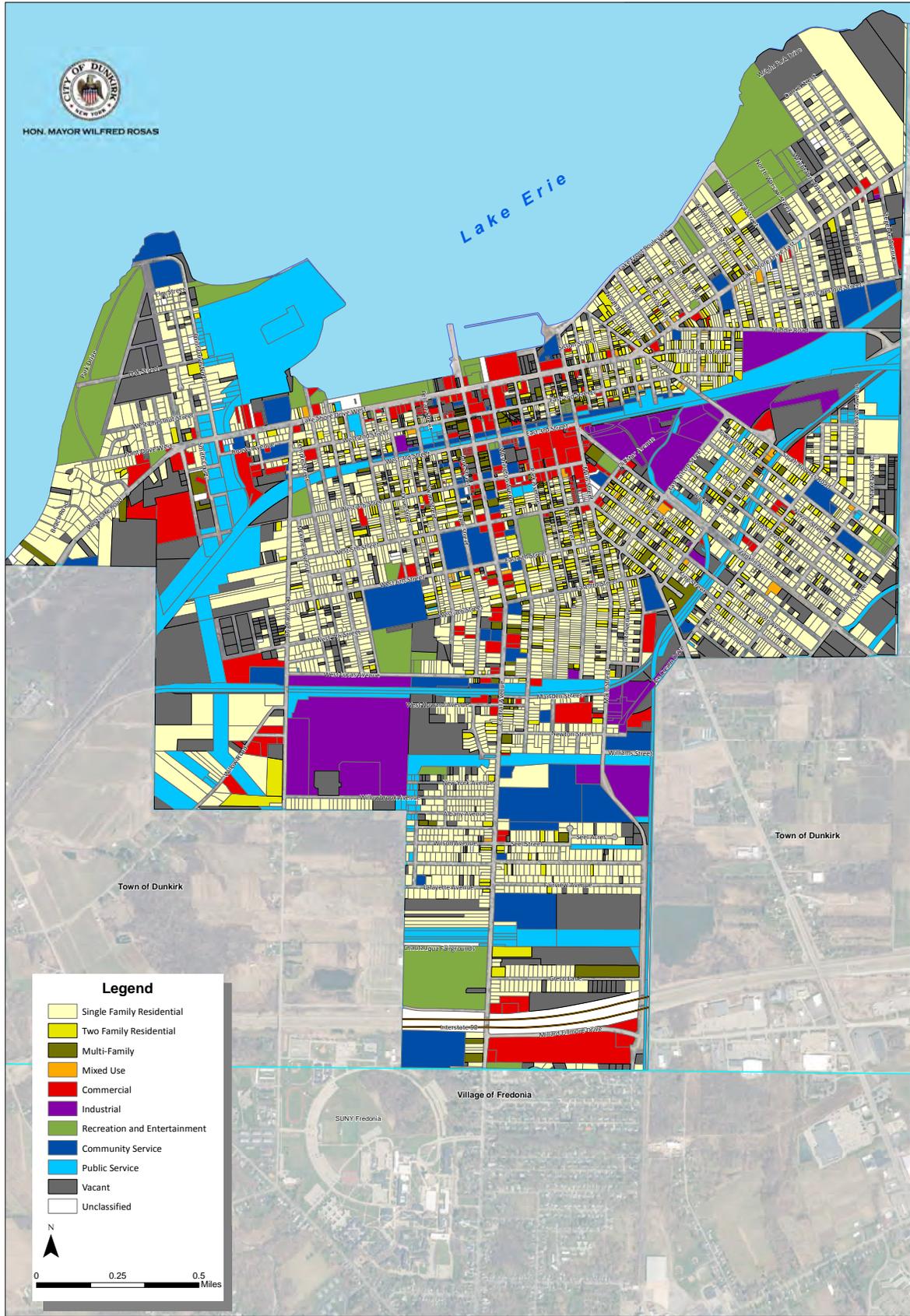
When useful comparisons could be made, the following land use discussion includes an analysis of how land uses may have changed since the 1976 Comprehensive Plan. It is important to note that there are differences in how data was collected, categorized and evaluated in 1976 as compared to today.

Table 1: Existing Land Uses		
Land Use Classification	Acres	Percentage
Residential	924	38.4%
Single Family	804	33.4%
Two Family	102	4.2%
Multi-Family	18	0.8%
Mixed Use	6	0.3%
Commercial	171	7.1%
Industrial	162	6.7%
Recreational and Entertainment	180	7.5%
Public Service	333	13.8%
Community Service	167	6.9%
Vacant	411	17.1%
Unavailable	53	2.2%

Source: 2017 Chautauqua County Real Property Database



HON. MAYOR WILFRED ROSAS



City of Dunkirk Comprehensive Plan
LANDUSE MAP

Laberge Group, 11-2018 Map for Illustrative Purposes Only, Project: 2017123. Data Source: City of Dunkirk, NY 2017. NYS GIS Clearinghouse 2018

This document was prepared with funding provided by the New York State Department of State under Title 11 of the Environmental Protection Fund. Contract: T3000935

Residential

Based on the analysis completed for the 1976 Comprehensive Plan (hereinafter “the 1976 Plan”), approximately 29% of the City’s total land area was devoted to residential uses. Today, residential land uses account for approximately 38% of the total land area, covering approximately 924 acres, up from around 837 acres identified in the 1976 Plan. Residential remains the largest land use category in the City and includes three sub-categories: Single-Family, Two-Family and Multi-Family.

Single Family Residential is the largest residential use in the City, making up 87% of the residential land use category. Single-family structures are found throughout the City and have an average lot size of 2.6 acres. Historically, many single-family residences were built on small lots ranging from 3,000 to 6,000 square feet with only 30 to 35 feet of road frontage, a characteristic of late 19th and early 20th century development patterns. Today, many single-family residences have acquired adjoining lots to build garages or increase yards, which may account for a larger average lot size. The majority of dense single-family development is seen south, east and west of the Downtown Business District. Most of the larger single-family lots are found in the western area of the City and in the northeastern neighborhoods along the lake.

Two-family residential structures account for 4.2% of the total residential land area (102 acres) and are found throughout the City. Major concentrations are seen in the Downtown District and in the eastern and northeastern residential neighborhoods (Wards 1 and 4). Additional two-family units are spread at lower densities throughout the remainder of the City to the south and west of the downtown district. Many of these two-family homes were once single-family structures that have been converted.

The smallest residential classification at 0.75% (18 acres) of the total residential land use category, is multi-family residential, with major concentrations in the Downtown District, located along and to the east and west of Central Avenue. Larger multi-family dwelling complexes are found along Maple Avenue and at the intersection of Main Street and Ruggles Street (4th Ward), Smith Court (2nd Ward), and Greco Lane (southern portion of the 3rd Ward).

Commercial and Mixed Use



VACANT STOREFRONT

Land classified as Commercial totals 171 acres (approximately 7.1% of the City’s total land area) while Mixed-Use parcels account for only six acres. The 1976 Plan identified approximately 75 acres or 2.5% of the total land area in commercial use. As previously noted, the land use analysis in the 1976 Plan used different data collection measures than what has been used in this Comprehensive Plan Update and therefore, any conclusions drawn from comparisons should take this into account. However, it is likely that an increase in the overall acreage of property in commercial use has occurred due to the shift from smaller structures, including mixed-use buildings, to the larger footprint stores and retail shopping plazas more common today.

The majority of property classified as Commercial and Mixed-Use is found in and around the Downtown District. Specifically, major commercial concentrations include the retail plaza at the corner of East 4th and Main Streets, the Clarion Hotel, and several other businesses along Lake Shore Drive and the Harbor. Commercial uses are also found outside the Downtown District. This includes the retail plaza along Millard Fillmore Drive in the southern portion of the City and a parking lot used by Fieldbrook Foods along Main Street in the center of the City. There are several smaller properties classified as commercial throughout the City including neighborhood businesses and mixed-used buildings.

Overall, there are few mixed-use parcels, making up just 0.3% of the total land area. These parcels are dispersed throughout the City. The 1976 Plan indicated higher concentrations of mixed-use parcels in the City, principally along Central Avenue from 4th Street to Howard Avenue and along certain sections of Lake Shore Drive. It appears that many of the structures that once accommodated a mix of commercial, residential and other uses have been converted into single-use residential or commercial buildings.

The 1976 Plan observed that the City of Dunkirk did not have a strong retail core, and that commercial uses in the Business District were either allowed to locate or were unknowingly scattered along primary transportation arteries. This was likely due to lax land use controls and the negative impact of urban renewal efforts. The 1976 Plan suggested that businesses could not compete effectively with emerging suburban commercial areas at that time. It appears that the number of commercial establishments in the City has continued to decline, especially along and adjacent to Central Avenue, with large retail stores becoming more predominant, particularly in surrounding communities.

The shift towards larger footprint retail may account, at least in part, to the overall increase in land classified as Commercial. This increase has occurred despite an observed decrease of commercial establishments throughout the City, and most notably, along Central Avenue and the City's surrounding downtown area.

Industrial



Land classified as Industrial covers approximately 6.7% of the City's total land area, or 162 acres. This is in comparison to the approximately 151 acres or 5% of land area identified as manufacturing in the 1976 Plan, a slight increase. This increase may be partially attributable to how lands were classified.

The large concentrations of land classified as industrial in 1976 have not changed and two locations remain the City's primary industrial centers. The first is the square-shaped grouping of parcels between West Lucas and Willowbrook Avenue, which includes Dunkirk Specialty Steel and Special Metals. This area also includes the former AL-Tech facility, which is partially vacant and designated a Brownfield Opportunity Area.

SPECIAL METALS COMPANY

The second large grouping of industrial parcels is bordered by Franklin Avenue to the west, East Talcott and Stanislaus Streets to the south, and the CSX railroad tracks to the north, with South Roberts Street dividing the currently-occupied area from partially-vacant industrial lands. Specifically, this area includes the existing Cott Beverages plant and the former Roblin Steel plant, the Alumax Extrusions site and Edgewood Warehouse. The former Roblin Steel property east of South Roberts Road is now a designated Brownfield Opportunity Area. A more detailed overview of the City's Brownfield Opportunity Areas is provided later in this report under "Brownfield Opportunity Areas."

Additional industrial property includes the Fieldbrook Foods Corporation (Wells Industries) at the corner of Main Street and Ice Cream Drive, and an underutilized site for the storage of construction equipment south of Williams Street. Lakeside Precision, Inc., located at the corner of West 2nd and Dove Streets in the Downtown District, is also classified as industrial.

As stated above, the overall amount of land classified as Industrial has increased slightly from 1976, although the number of jobs associated with industrial businesses in the City has decreased. Portions of these areas are now vacant, underutilized, and/or brownfields. However, the manufacturing industry remains an integral component of the City's economic development strategy providing hundreds of employment opportunities, as discussed in more detail later in this document. Future growth and diversification in the local manufacturing industry is occurring and is expected to continue.

Vacant

The second largest land use in the City is vacant land, which makes up approximately 17% of the total land area, or 411 acres. More than 25% of the City's total land area was classified as vacant in the 1976 plan. This included undeveloped land, wooded areas with open water, and vacant buildings. Today, the property classified as vacant is made up of a combination of former industrial/commercial lands, undeveloped lands, and vacant residential lots. Many vacant parcels are found in residential neighborhoods. Some parcels are vacant as a result of the removal of structures for various reasons. Other parcels have small accessory structures associated with a contiguous residential lot. These small vacant lots are found throughout the City, with some neighborhoods having more vacant parcels than others. A large number of vacant lots also appear to be previously created lots along paper streets never developed.

There are numerous vacant lots in and around the Downtown District, with the largest of these lots being the site of the former Masonic Temple building on Central Avenue. Additional high concentrations of other smaller downtown vacant lots are found along Lake Shore Drive and along Main Street from the Lake Shore Drive intersection to the railroad overpass.

Other areas with vacant parcels are found on the City's periphery including within the 100-year flood plain. The large vacant parcels in the northeast corner of the City along Lake Erie is the site of Battery Point Villas, a proposed residential development that will include twelve, eight-unit luxury apartment buildings.

Recreation and Entertainment



WRIGHT PARK

Parcels identified as Recreation and Entertainment make up 7.5% of the total land area or 180 acres, with the majority being City of Dunkirk Park and recreational lands. A significant majority of the City's parkland can be found along Lake Erie and includes Point Gratiot Park and the Dunkirk Lighthouse located at the western end of the City; Memorial Park, located in the Harbor District between the Lake and Lake Shore Drive; and Wright Park, located in the northeast corner of the City, also along Lake Erie.

There are numerous additional park, recreational, and open space lands in the City of Dunkirk including smaller neighborhood pocket parks; the Chautauqua County Fairgrounds, in the southern portion of the City, located off Central Ave and just north of the New York State Thruway; several Dunkirk School District recreational fields throughout the City; Veterans Park located within the grounds of the historic Dunkirk Lighthouse just off Route 5 on Point

Drive North; and Washington Park in the center of the City. Refer to the ***Parks, Recreation and Open Space*** section of this report for more detailed information.

Public Services

The public services land classification comprises around 333 acres and almost 14% of the land area in the City. Generally, this land is a combination of overhead electric lines and railroad lines. The NRG facility at the northwest corner of the City is the largest public service parcel. The CSX railroad tracks and overhead utility lines make up the majority of the remaining public service lands, crisscrossing through the City.

Community Services

Lands classified as community service constitute approximately 167 acres of land or almost 7% of the total land area in the City. Among the larger parcels are properties owned by the Dunkirk City School District, the City of

Dunkirk (e.g., City Hall, DPW, Police and Fire, etc.), and the Dunkirk Housing Authority; Brooks Memorial Hospital; the Dunkirk Lighthouse and NYSDEC Dunkirk Field Station on Point Gratiot; Willowbrook Cemetery; and the northern portion of the SUNY Fredonia campus. Additional smaller community services properties include churches and other non-profit organizations found throughout the City. The State of New York owns several narrow parcels along the northern border of the CSX tracks at East and West 3rd Street. Property classified as community services is generally exempt from real property taxes.

Unclassified

The remaining 2.2% of land or approximately 53 acres in the City is unable to be classified. In these cases, real property data provided by the County is missing land classifications and therefore, these parcels cannot be accurately evaluated. The largest unclassified parcel is the City of Dunkirk water treatment plant, located on Shoreline Drive.

Land Use Observations

Since the 1976 Plan, the number of small commercial structures has decreased, while there has been an increase in the amount of land in commercial use, likely a product of larger retail footprints. The number of properties with two- and multi-family dwellings, including single-family homes converted to multi-family, has increased. While the number of industrial/manufacturing jobs has decreased since 1976, manufacturing remains a key economic driver for the City, providing hundreds of employment opportunities. Future growth and diversification is occurring and expected to continue. The ability of industrial/manufacturing uses and non-industrial/manufacturing uses to co-exist is a significant local asset and will help facilitate the continued focus on maintaining and growing industrial and manufacturing jobs.

BROWNFIELD OPPORTUNITY AREAS

New York State's Brownfield Opportunity Areas (BOA) Program is a three-step planning process designed to provide the resources necessary for municipalities like the City of Dunkirk to address the presence of brownfield, vacant, and underutilized properties within a designated area. In January 2018, the City of Dunkirk completed and submitted to the NYS Department of State (NYSDOS) a Step 2 Nomination, the City of Dunkirk, New York Brownfield Opportunity Area Step II Nomination Plan (the "Nomination Plan"). This Plan assessed the existing conditions and future development potential of the BOA comprised of 15 sites totaling more than 500 acres.

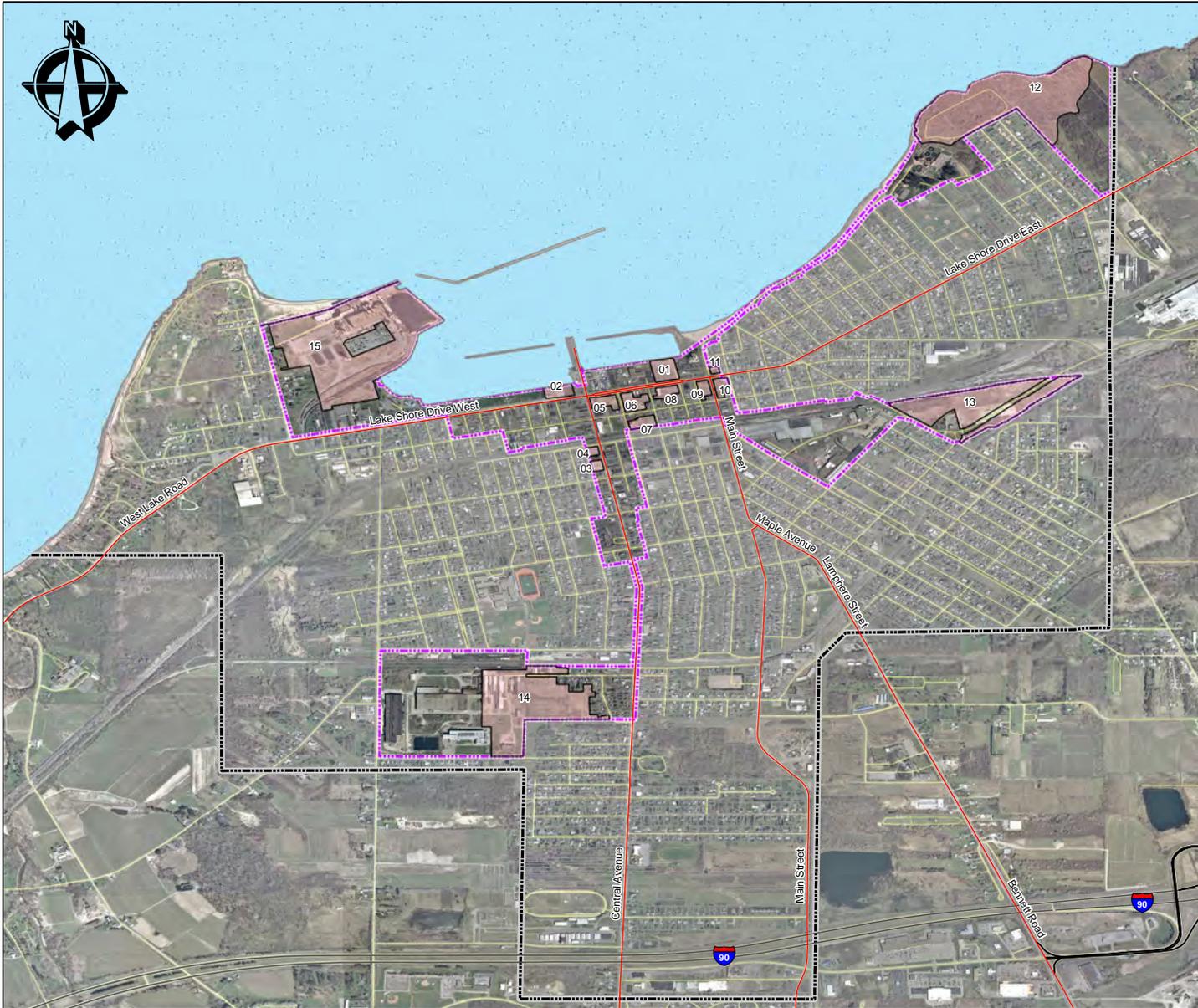
Based on the BOA Nomination Plan, NYSDOS designated all 15 sites as Brownfield Opportunity Areas in September 2018. With these designations, tax incentives will be available to those looking to cleanup and develop brownfield sites identified in the City's BOA Plan. The BOA program can facilitate the transformation of these sites from liabilities to community assets that generate businesses, jobs and revenue for the City's economy and provide new housing and public amenities. The repurposing of these sites are dependent upon the severity of contamination and the degree of remediation required and feasible.

The BOA includes six focus areas:

- The Waterfront District;
- The Central Business District;
- Three former industrial areas (Roblin Steel, AI-Tech, and NRG); and
- A large undeveloped area known as Battery Point, in the northeastern most part of the City, between Wright Park Drive and Otter Street.

The 15 sites evaluated in the Step 2 BOA Nomination Study are identified on the ***Brownfield Opportunity Area Boundary Map*** (located on the following page). Seven of the sites (many of which are made up of multiple parcels)

⁶ City of Dunkirk, New York Brownfield Opportunity Area Step II Nomination Plan, January 2018, page 70.



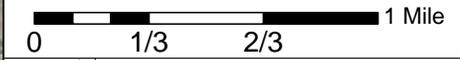
Brownfield Opportunity Area Boundary Map

Figure No. 3

Legend

- Dunkirk City Line
- ID Preliminary Target Sites
- B.O.A. Boundry

ID	SITE NAME
01)	Waterfront Block
02)	Stefans Block
03)	Former Masonic Temple
04)	County Parking Lot
05)	Central Ave Teminus Block
06)	Faith Baptist Church Block
07)	Mulholland Block
08)	Sam Family Farm
09)	Main Street Corner West
10)	Main Street Corner East
11)	Main Street Corner North
12)	Woodlands
13)	Former Robin Steel
14)	Former Al-tech
15)	NRG



Prepared by: GPI
 Date: 11/11/2016
 New York State Plain West GCS NAD 83
 Imagery, Roads Networks, Rail Networks
 and Streams provided by NY GIS
 Parcel Data provided by Chautauqua County



Source: City of Dunkirk, NY Brownfield Opportunity Area Step II Nomination Plan

are identified as known or suspected brownfields: The Stefans Block (ID 02), Central Avenue Terminus Block (ID 05), Faith Baptist Church Block (ID 06), Sam Family Farm (ID 08), the former Roblin Steel facility (ID 13), the former AL-Tech site (ID 14), and the NRG site (ID 15).

The remaining sites are characterized as vacant and underutilized: The Waterfront Block (ID 01); Former Masonic Temple (ID 03); County Parking Lot (ID 04); Mulholland Block (ID 07); Main Street Corner West, East and North (IDs 09 through 11); and the Woodlands (ID 12).

The Roblin Steel Industrial Corridor includes the former steel plant, the former Edgewood Warehouse on South Roberts Road where cleanup work is currently underway as part of the NYSDEC Brownfield Cleanup Program. This site will be the new location of a cold storage warehouse for Fieldbrook Foods. . The Roblin Steel Industrial Corridor is also home to the former Alumax Extrusions facility that previously underwent remediation along with the Cott Beverages Plant. The former AL-Tech Specialty Steel site on Lucas Avenue has also previously undergone remediation.

A market analysis was conducted in coordination with the BOA Nomination Study to inform recommendations for the redevelopment of target sites, noting that “impediments to redevelopment in the BOA have less to do with environmental contamination and more to do with changing demographic and socioeconomic conditions compounded by a steadily deteriorating, underutilized built environment.” Potential opportunities identified in the analysis include new housing for young professionals and retirees with income levels above the median; additional retail uses to better serve downtown residents that lack access to suburban shopping centers; modern industrial space to accommodate further growth in small manufacturing businesses; and waterfront development and revitalization, with a mix of residential, retail/dining, lodging, and recreational uses.

The primary community revitalization objectives identified in the Nomination Plan include:

- Focus and strengthen development within the Central Business District and Waterfront;
- Reuse and upgrade vacant and underutilized land;
- Create a distinctive waterfront community;
- Guide development decisions in a clear, cost effective and equitable manner;
- Encourage community and stakeholder collaboration on development decisions;
- Improve access to and along the waterfront and establish year-round development and activities; and
- Spur development that creates employment opportunities and expands the tax base.

LAND USE REGULATIONS

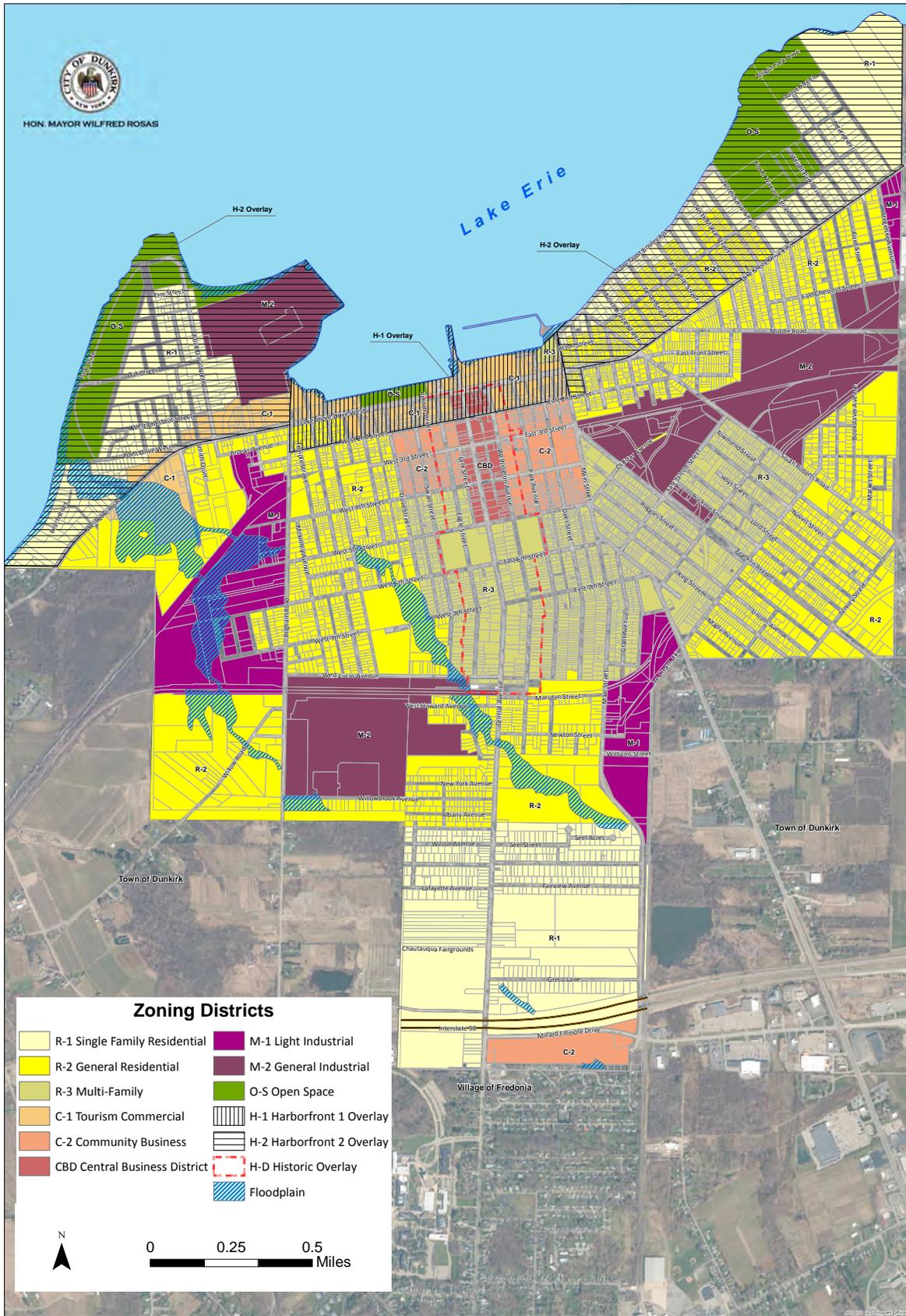
The City of Dunkirk manages land use and development through a number of different municipal tools in accordance with New York State General Municipal Law (GML), City Law, as well as regulations within the City of Dunkirk City Code, including Building Construction (Chapter 15); Unsafe Buildings or Structures (Chapter 18); Flood Damage Prevention (Chapter 34A); Landmark Preservation (Chapter 46); Property Maintenance Code (Chapter 56); Subdivisions (Chapter 67); Billboards and Advertising (Chapter 11) and Zoning (Chapter 79). The following is a brief overview of the City’s land use regulations. For a more detailed understanding of the regulations, refer to the respective Chapters of the City Code.

The City of Dunkirk Zoning Law (Chapter 79) was most recently amended in 2009. The current zoning regulations comprise nine zoning districts and three overlay districts. Within these districts, certain uses are allowed through different review and approval processes, including site plan review and special use permits. Article XIX of the Zoning Law allows for Planned Unit Developments (PUD). The PUD regulations are intended to provide more flexibility for development on a minimum of five acres of contiguous vacant or underutilized lands within any Zoning District.

The City of Dunkirk regulates new land use and development within the following nine (9) zoning districts. Refer to the **Zoning Map** (on the following page), for the locations and extent of each district.



HON. MAYOR WILFRED ROSAS



City of Dunkirk Comprehensive Plan
ZONING MAP

Laberge Group, 11-2018 Map for Illustrative Purposes Only Project: 20171223. Data Source: City of Dunkirk, NY 2017. NYS GIS Clearinghouse 2018.

This document was prepared with funding provided by the New York State Department of State under Title 11 of the Environmental Protection Fund. Contract: T1000955

Residential Districts

- **R-1 Single Family District:** The R-1 District was established to provide for the development of neighborhoods dominated by single-family residences. Single-family dwellings are the only permitted uses (allowed as-of-right with a building permit) while churches and other religious institutions, public and semi-public facilities, and home occupations are allowed through site plan review, with essential facilities and bed and breakfast establishments allowed as special uses. The maximum building height within the R-1 District is 2.5 stories or 30 feet, with a minimum lot size of 8,400 sq. ft.
- **R-2 General Residential District:** The R-2 District is intended to provide for the development of neighborhoods that include a mixture of single- and two-family housing and complementary services. Permitted uses include single- and two-family dwellings and accessory apartments. Site plan review is required for accessory offices, day care centers and uses permitted by site plan review in an R-1 District. Tourist homes are allowed as special uses along with special uses allowed in the R-1 District. The maximum building height is up to three stories or 35 feet for two-family dwellings, with a minimum lot size of 6,000 sq. ft.
- **R-3 Multi Family District:** The R-3 District is intended to guide the development of neighborhoods with a mixture of all housing types, neighborhood commercial and complementary uses. Permitted uses are the same as those allowed in the R-1 and R-2 Districts. In addition to uses allowed through site plan review in the R-2 District, the R-3 District allows multi-family dwellings, attached single-family dwellings, public garages, private clubs, nursing homes, mobile home parks and convenience stores. Special permitted uses include boarding and rooming houses and fraternity or sorority houses along with special uses allowed in the R-2 District. The minimum lot size is 5,000 sq. ft. for single family; 3,000 sq. ft. per unit for two-family; 2,500 sq. ft. per unit for 3-4 units, and 1,500 sq. ft. per unit for 5+ units. Maximum building height for single family structures is 2.5 stories or 30 ft.; three stories or 35 ft. for two-family; and five stories or 55 feet for three or more unit residential structures.

Commercial/Business Districts

- **C-1 Tourism Commercial District:** The C-1 District is designed to provide for the development of commercial areas to attract tourists and tourist related activities to the City of Dunkirk. Uses permitted through Site Plan Review include residential, commercial, office, hotel and marina uses. The C-1 District allows through Special Permit, all uses subject to Special Permits in the R-3 District, along with amusement enterprises not conducted within a completely enclosed building. The minimum lot size in C-1 is 4,000 sq. ft. with a maximum height up to five stories or 55 feet for residential uses and 35 feet for all other uses.
- **C-2 Community Business District:** The C-2 District is designed to provide for the development of commercial areas to service the general needs of City residents. All uses permitted in the R-3 District are permitted in the C-2 District. In addition, the district permits residential uses and various commercial and office uses including drug stores, supermarkets and automotive uses (car dealers, gas stations, etc.) through Site Plan Review. All uses subject to Special Permits in the R-3 District are permitted through Special Permits in C-2. The minimum lot size in C-2 is 5,000 sq. ft., with the maximum building height consistent with the R-3 District for residential uses and up to 35 feet for other uses.
- **CBD Central Business District:** The CBD is designed to provide for the concentration of general retail, personal services, finance, insurance, real estate and related uses for residents and visitors in the City of Dunkirk. Permitted uses in the CBD include all those allowed within the C-1 District, and additional neighborhood-focused commercial, uses such as coin-laundry and dry cleaning facilities, department stores, and medical offices all subject to Site Plan Review. All Special Uses allowed in the C-1 District are allowed in the CBD as Special Permitted Uses. The minimum lot size in CBD is 4,000 sq. ft., with a maximum building height the same as in the C-1 District. The Planning Board is authorized to provide incentives or bonuses to applicants for specified community benefits or amenities provided in the CBD.

Industrial Districts

- **M-1 Light Industrial District:** The M-1 District provides for a limited range of light industrial uses and associated administrative offices. The district is intended to encourage the development of non-noxious industry which pro-

vides local employment and an expanded local tax base. Residential uses are not permitted in the M-1 District to minimize or eliminate potential conflicts that may occur. Certain uses are allowed through Site Plan Review, including, but not limited to offices of industrial uses, light-manufacturing, contractor's offices, laboratories, warehouses, bottling works, wholesale establishments and other uses. Junkyards are permitted as Special Permitted Uses. The minimum lot size in M-1 is 10,000 sq. ft. with a maximum building height of 30 feet.

- **M-2 Heavy Industrial District:** The M-2 District provides for a wider range of industrial uses and associated administrative offices. All allowed uses in the M-2 District are subject to site plan review. All Special Uses allowed in the M-1 District are allowed in M-2 along with certain adult uses. The minimum lot size in M-2 is 10,000 sq. ft., with a maximum building height of 40 feet.
- **O-S Open Space District:** The O-S District is established to provide for park, recreation and open space uses within the City and is intended to ensure these areas continue as parks and open space for residents and visitors. Allowed uses include park and recreational uses as well as public or private boat facilities. The City Council has final approval authority for projects proposed in the O-S District. There is no minimum lot size and all uses require site plan or special use permit approval.

Overlay Districts (All Overlay Districts Require Planning Board Review)

- **H-1 Central Harborfront Overlay District:** The H-1 Overlay District applies to areas along Lake Erie, bounded by Brigham Avenue, 2nd Street and Main Street. All improvements, except single family residences within the H-1 District are subject to Site Plan Review. In addition to uses allowed in the C-1 District, parks, refreshment and service buildings, boat landing ramps, yacht clubs, boat rental and boat charters are allowed through Site Plan Review. The associated regulations are in addition to the regulations of the underlying principal zoning districts. The H-1 District also requires a written statement be submitted as part of an application, describing how the project is consistent with the City of Dunkirk's Local Waterfront Revitalization Program (LWRP).

- **H-2 Harborfront Overlay District:** The H-2 Overlay District expands further than the H-1 District and includes areas distant from the downtown, but along the water. Within this overlay district, uses having frontage on Lake Erie shall include an easement with public access along the entire frontage of the Lake. All improvements except single family residences are subject to Site Plan Review and all uses permitted in the underlying district shall be permitted in the overlay district except that non-residential uses are limited to those which are specified in the H-1 Overlay District.

- **H-D Historic Overlay District:** The H-D Overlay District encompasses properties along Central Avenue, Eagle Street and Washington Avenue and allows for uses subject to architectural review as part of the Site Plan Review process for any new construction, demolition, relocation or material change in the exterior appearance of buildings. The associated regulations are in addition to the regulations of the underlying principal zoning districts. The Planning Board must make specific findings in accordance with the regulations prior to approving any proposed construction, demolition, relocation or material change in the exterior appearance of building and structures.

In addition to the Historic Overlay District, the City's Landmark Preservation regulations (Chapter 46) are intended to preserve the historical and architectural character of designated structures or districts within the City of Dunkirk; to prevent the impairment of or injury to their historical, architectural and cultural value to the community; and to guide modifications of existing designated buildings and the construction of new buildings within any designated district so that the City's overall historical, architectural and cultural values and character are properly maintained and enhanced. Unfortunately, the Landmark Preservation Board was never established and no structures or districts have formally been designated as Landmarks. As a result, the Law has not been effective in preserving the City's historic character.

The City should consider enhanced protections for the preservation and protection of historic properties, including, but not limited to design guidelines and standards for the Historic Overlay District. These guideline and standards would provide better guidance for property owners and developers on the type of architecture and development patterns the City prefers. In addition, the guidelines and standards would provide the Planning Board with better direction regarding the approvability of certain projects within the Historic Overlay District.

The City of Dunkirk Property Maintenance Code (Chapter 56) also plays a key role in the City's effort to revitalize stressed neighborhoods that have signs of blight, deferred maintenance and overall poor property upkeep. The regulations address the storage of unregistered/uninspected motor vehicles; storage of rubbish, refuse or garbage including discarded appliances, furniture and building materials; and unkempt lawns. These regulations also allow the City to take corrective action to remedy a violation if the property owner fails to address a code violation.

Draft City Local Law #6-2017, addressing the registration of rental property in the City was proposed but never adopted. Based on the large numbers of rental property in the City and the deteriorating conditions of many, the City should consider adopting a rental registration law similar to proposed LL #6-2017.

The purpose of the proposed rental registration law was to establish a procedure and standards for the identification and registration of rental properties, to ensure that the City has a meaningful, efficient and effective means of communicating with those persons and companies who own rental properties, to provide for the inspection of certain residential property when there is a change in occupancy, and to fix the responsibilities on owners to ensure that residential property is properly maintained. Owners of rental property would be required to register with the Housing, Building and Zoning Officer. The goal is to ensure that rental property is safe and well maintained, that landlords can be contacted, and that conditions of substandard housing, including slums and blight, can be alleviated.

Land Use Observations

- Approximately 38% of land within the City of Dunkirk is occupied by Residential uses, while 17% of land is classified as Vacant. Together, Residential and Vacant lands account for the majority of land uses in the City.
- Single Family Residential is the largest classification of Residential uses by acreage in the City at 33%.
- Since the 1976 Comprehensive Plan was prepared, the number of commercial structures have decreased while there has been an increase in the amount of land in commercial uses. The increase in area is likely a product of larger retail footprints.
- The site of the former Masonic Temple and adjacent building were destroyed by fire in 2010. These two lots are now the largest contiguous vacant area (that is not a parking lot) in Downtown Dunkirk at approximately 0.63 acres.
- While the overall acreage of industrial lands has increased, the intensity of these uses has decreased, with many industrial properties currently vacant, designated as Brownfield Opportunity Areas, and/or significantly underutilized.
- A total of 15 sites and over 500 acres were designated as Brownfield Opportunity Areas by New York State in September of 2018. These designations will allow access to tax incentives and other resources to assist with cleanup and redevelopment of the sites.
- Land use and development is controlled through a variety of tools including Zoning (Chapter 79), Property Maintenance Code (Chapter 56), and Subdivisions (Chapter 67).
- The City lacks design guidelines and standards to adequately protect historically/architecturally-important buildings and preserving the City's various downtown districts.
- A rental property law is needed to ensure all rental property is safe and well-maintained, that landlords can be contacted, and that conditions of substandard housing, including slums and blight can be alleviated.

DEMOGRAPHIC & GROWTH TRENDS ANALYSIS

The following Section is an overview of demographic trends in the City of Dunkirk and surrounding areas. To assist in the evaluation and the understanding of current issues, comparisons are made to the Village of Fredonia, the City of Jamestown, and Chautauqua County. Data, mainly from the 2000 and 2010 U.S. Decennial Census, and the most recent 2012-2016 American Community Survey (hereinafter referred to as the “2016 ACS”) 5-year estimates are used to show trends over time. ACS data are estimates from samples of the population and therefore have a higher margin of error than the Decennial Census. While conclusions drawn from them should take into consideration data collection methods, these data sources are the most current and accurate statistics available.

Population Trends

The City of Dunkirk experienced its population peak of 19,336 in 1920, only to see it decline rapidly to 17,713 by 1940. The City’s population began climbing again and peaked at 18,205 (it’s second highest population on record) in the 1960 Census, after which it experienced a 7.4% drop between 1960 and 1970, followed by another 22.1% decline from 1970 to 2000. As depicted in **Table 2: Total Population**, the City had 12,563 residents by 2010, a net loss of 5,600 residents, or more than 30% of its population, over the last five decades.

According to results from the 2016 ACS, the City’s population is estimated to have declined an additional 3.0% since the 2010 Census. Chautauqua County as a whole has lost 2.3% of its residents, consistent with population trends observed throughout Western New York. The City of Jamestown and the Village of Fredonia have also lost population since 2010. Specifically, the Village of Fredonia is estimated to have lost 3.8% of its population (a higher rate than the City of Dunkirk) between 2010 and 2016, while the City of Jamestown experienced a 2.6% population decline.

Projections indicate continued population decline in Chautauqua County: by 2020, the County is expected to lose more than 2,000 residents, an approximate 2% decline. Dunkirk is predicted to lose population at a rate of 0.7% per year from 2017 to 2022, reaching a population of 11,698 by 2022. Over the same time period, Jamestown is projected to lose population at a similar rate of 0.8% per year. The Village of Fredonia is only expected to lose 0.2% of its 2017 estimated population by 2022.

Attracting new residents to Dunkirk is essential to mitigate the population decline and expand the local tax base. While the City will continue to focus on economic development as a tool for recruiting new residents, workers, and business owners, it will also need to address issues associated with long-term decline, including the impacts on property (as previously discussed), infrastructure, and school enrollment.

Location / Year	2000	2010	2016 ACS	Percentage change 2010-2012/2016	Projected Rate of Growth/Year 2017-2022	Projected Population 2022 (2020 for County)
City of Dunkirk	13,131	12,563	12,186	-3.0%	-0.71%	11,698
Village of Fredonia	10,706	11,230	10,801	-3.8%	-0.2%	10,981
City of Jamestown	31,730	31,146	30,345	-2.6%	-0.81%	28,380
Chautauqua County	139,750	134,905	131,748	-2.3%	N/A	129,056

Sources: US Decennial Census 2000, 2010; American Community Survey 5-Year Estimates 2012-2016; Projections 2017-2022: ESRI Demographics; Projection 2020: Chautauqua County Profile 2017, Cornell Program in Applied Demographic.

Age Distribution

The 2016 median age in Dunkirk of 37.9 years is similar to the statewide and national medians (38.2 and 37.7, respectively), but lower than the Chautauqua County median age (42.0). The City of Jamestown has a slightly lower median age than Dunkirk, at 36.8. The median age in the Village of Fredonia is much lower than the comparison areas at 24.9 years due to the presence of SUNY Fredonia. Refer to **Table 3: Age Distribution**.

Table 3: Age Distribution			
Location/Year	2000	2010	2016 ACS
City of Dunkirk			
Median Age	37.3	38.7	37.9
17 & under	25%	23%	23%
18-34	22%	23%	24%
35-44	14%	12%	12%
45-65	22%	27%	27%
65+	18%	15%	15%
Village of Fredonia			
Median Age	22.9	22.8	24.9
17 & under	16%	13%	15%
18-34	46%	50%	43%
35-44	10%	8%	7%
45-65	16%	18%	21%
65+	12%	12%	14%
City of Jamestown			
Median Age	36.2	36.9	36.8
17 & under	26%	25%	25%
18-34	23%	23%	23%
35-44	15%	12%	12%
45-64	21%	26%	25%
65+	16%	15%	16%
Chautauqua County			
Median Age	37.9	40.9	42.0
17 & under	25%	22%	21%
18-34	22%	22%	22%
35-44	15%	12%	11%
45-64	23%	28%	28%
65+	16%	17%	18%

Source: US Decennial Census 2000, 2010, American Community Survey 5-Year Estimates 2012-2016

Dunkirk’s young adult population (ages 18-34) has grown by 2% since 2000, while the 45-65 age cohort of grew by 5%, the largest change of any age cohort and identical to the increases seen in Chautauqua County (and throughout upstate New York). Both age cohorts contribute to the workforce population and the 45-65 cohort includes residents considered to be in their prime income-earning years.

The 65+ senior population in Dunkirk has decreased its share of the population by 3 percentage points since 2000, while the same population increased its share by 2 percentage points in Chautauqua County. Dunkirk’s population is not aging at the same rate as the County. However, the population share of those aged 17 and under has decreased in both Dunkirk and the County. Future projections for 2022 show the median age of Dunkirk increasing to 39.7. The increase in median age is most likely correlated to the decrease in population under 17 and increase in population over 45. Overall, no major shifts in the City’s population cohorts are expected through 2022.

Household Composition

Household composition in Dunkirk is similar to the other geographies, as demonstrated in **Table 4: Household Composition** (2010-2016). In Dunkirk, 58% of households are family households. The majority of these households are married-couple households, making up 34% of total households. This number is lower than the County rate which is 46% married-couple households.

Table 4: Household Composition (2010-2016)								
	City of Dunkirk		Village of Fredonia		City of Jamestown		Chautauqua County	
Households:	5,113	N/A	3,547	N/A	12,694	N/A	52,718	N/A
Family Households:	2,975	58%	2,055	58%	7,105	56%	32,750	62%
Married-Couple Family	1,735	34%	1,700	48%	4,273	34%	24,062	46%
Other Family:	1,240	24%	355	10%	2,832	22%	8,688	17%
Male Householder, No Wife Present	349	6.8%	64	2%	732	6%	2,463	5%
Female Householder, No Husband Present	891	17%	291	8%	2,100	17%	6,225	12%
Nonfamily Households:	2,138	42%	1,492	42%	5,589	44%	19,968	38%
Male Householder	948	19%	567	16%	2,536	20%	9,121	17%
Female Householder	1,190	23%	925	26%	3,053	24%	10,847	21%
Householder Living Alone	1,770	35%	1,026	29%	4,605	36%	16,309	31%
Householder Not Living Alone	368	7%	466	13%	984	8%	3,659	7%

Source: US Decennial Census 2000, 2010, American Community Survey 5-Year Estimates 2012-2016

Dunkirk has a higher percentage of households headed by a single female or a single male than the comparable communities. The only exception is the percentage of single female households in Dunkirk which is equal to the numbers seen in Jamestown. These figures underscore the likely demand for day care and other related child-care services to assist the nearly 1,250 single-parent households in Dunkirk.

Race and Ethnicity

The City of Dunkirk, similar to Fredonia, Jamestown, and Chautauqua County, is 86% white, based on the 2012-2016 ACS. However, Dunkirk’s share of Hispanic or Latino residents (of any race) has increased by 11 percentage points since 2000 to over 31%. See **Table 5: Race and Ethnicity Comparisons** (2016). This is unique among

the comparison geographies which have seen growth, but whose share of the Hispanic population remains below 10%.

Table 5: Race and Ethnicity Comparisons (2016)*			
	2000	2010	2016 ACS
City of Dunkirk			
White, only	82.7%	77.5%	86.0%
Black or African American, only	5.1%	6.1%	6.0%
Asian, only	0.2%	0.4%	0.4%
American Indian and Alaska Native Alone	0.5%	1.0%	0.4%
Other	10.0%	11.2%	4.0%
Two or more races	2.3%	3.7%	4.0%
Hispanic or Latino (of any race)	19.9%	26.4%	31.0%
Village of Fredonia			
White, only	96.4%	93.8%	91.0%
Black or African American, only	1.0%	1.8%	3.4%
Asian, only	1.1%	1.6%	2.0%
American Indian and Alaska Native Alone	0.3%	0.3%	0.0%
Other	0.5%	1.2%	1.0%
Two or more races	0.7%	1.3%	2.3%
Hispanic or Latino (of any race)	1.7%	3.9%	5.9%
City of Jamestown			
White, only	91.5%	88.4%	87.7%
Black or African American, only	3.4%	4.1%	4.6%
Asian, only	0.6%	0.4%	0.5%
American Indian and Alaska Native Alone	0.6%	0.6%	0.5%
Other	1.8%	2.3%	3.6%
Two or more races	2.2%	4.1%	3.1%
Hispanic or Latino (of any race)	4.9%	8.8%	9.1%
County of Chautauqua			
White, only	94.0%	92.6%	92.8%
Black or African American, only	2.2%	2.4%	2.6%
Asian, only	0.4%	0.5%	0.6%
American Indian and Alaska Native Alone	0.4%	0.5%	0.4%
Other	1.7%	2.0%	1.6%
Two or more races	1.2%	2.0%	1.8%
Hispanic or Latino (of any race)	4.2%	6.1%	7.0%

Source: US Decennial Census 2000, 2010, American Community Survey 5-Year Estimates 2012-2016.

* Percentages may not add to 100% as this table depicts a combination of Race and Ethnicity selected by survey respondents.

Dunkirk’s share of the population that identifies as “other” has decreased from 10% to 4% between 2000 and 2016. This may be a result of the ACS 5- year estimates, which could indicate a wider margin of error. According to the US Census Bureau, many who identify as “some other race” are Hispanic or Latino, though it is unclear how many. The drop from 2010 to 2016 in the “other” category may have been caused by a shift in how Hispanic/Latino residents answer the race and ethnicity question rather than an actual change in population.

Based on ESRI population projections, the City of Dunkirk’s Hispanic/Latino population is anticipated to increase to 37% (up from the current estimated figure of 31%) of the City’s population by 2022. As Dunkirk’s Hispanic/Latino population grows, so does the need for services tailored for this demographic. Providing City services and information in Spanish, where practical, is essential to reaching and serving Hispanics/Latinos. In addition, schools will have an increased need for bilingual staff and educators trained in teaching English to non-English speaking students.

Educational Attainment

As seen in **Table 6: Educational Attainment, Population 25+ (2016)**, only 15% of residents over the age of 25 have a bachelor’s degree or advanced degree and 16% of residents are reported to have less than a high school education. Dunkirk has the lowest percentage of residents with a bachelor’s degree or higher among comparison communities.

Dunkirk’s educational attainment is most similar to Jamestown, with 18% having achieved at least a 4-year college education. The Village of Fredonia has a much higher rate of educational attainment, due to the presence of SUNY Fredonia, with 42% having a bachelor’s or advanced degree. Nationally, close to 30% of adults over the age of 25 have obtained a bachelor’s degree or higher. Dunkirk’s lower educational attainment rate may be a product of the City’s past and current manufacturing-focused economy that has not historically required bachelor’s or advanced degrees to participate in the workforce.

	City of Dunkirk		Village of Fredonia		City of Jamestown		Chautauqua County	
	Total	%	Total	%	Total	%	Total	%
Less than high school	1,330	16%	174	3%	2,831	14%	10,646	12%
High school or equivalent, no college	6,761	40%	1,472	27%	7,036	35%	32,310	36%
Some college or Associate degree	3,498	29%	1,497	28%	6,867	34%	28,473	32%
Bachelor’s degree or advanced degree	1,179	15%	2,256	42%	3,568	18%	18,806	21%

Source: American Community Survey 5-Year Estimates 2012-2016.

Income, Poverty and Unemployment

Median household income in the City of Dunkirk has seen an increase of around \$7,500 since 2000. Each of the comparison geographies also saw an increase in median household income over this period, with Fredonia showing the largest growth. The median household income in Dunkirk (\$35,858) is higher than Jamestown (\$30,935), but lower than in Fredonia (\$48,136) and the County (\$43,211), see **Table 7: Median Household Income**.

Table 7: Median Household Income			
Location / Year	2000	2010	2016 ACS
City of Dunkirk	\$28,313	\$33,849	\$35,858
Village of Fredonia	\$34,712	\$39,838	\$48,136
City of Jamestown	\$25,837	\$33,092	\$30,935
County of Chautauqua	\$33,458	\$40,639	\$43,211

Source: US Decennial Census 2000, 2010, American Community Survey 5-Year Estimates 2012-2016.

Between 2010 and 2016, Dunkirk’s median household income is estimated to have grown by around \$2,000, while Jamestown’s is estimated to have decreased by around \$3,000. Fredonia’s significantly higher median household income is likely due to SUNY Fredonia’s impact as an employer.

Overall, the median household incomes based on 2016 ACS data in all these geographies are significantly lower than the NYS median household income of \$60,741 and the national median of \$55,322. The lower median household income levels may be partially attributable to the low educational attainment levels in Dunkirk and Jamestown. Over 1 in 4 residents in Dunkirk are living below the poverty line, represented in **Table 8: Percentage of Population Below Poverty Level (2016)**. This percentage includes children and seniors. Dunkirk’s poverty rate is higher than that of Fredonia (24%) and the County (19%). Jamestown has the highest poverty rate at 30%, consistent with lower median household income. Approximately 43% of Dunkirk’s children (under age 18) are considered to be living below the poverty level. The current living wage in Chautauqua County is \$11.14/hour for a single adult and \$23.67/hour for two adults (one working) and two children. The living wage is the hourly rate that an individual must earn to support their family.⁷

Table 8: Percentage of Population Below Poverty Level (2016)				
	City of Dunkirk	Village of Fredonia	City of Jamestown	County of Chautauqua
Percentage of Residents Living Below Poverty Line	28%	24%	30%	19%

Source: American Community Survey 5-Year Estimates 2012-2016.

⁷ <https://livingwage.mit.edu/counties/36013> (accessed on September 20, 2019)

Table 9: HUD Income Limits

FY 2018 Income Limit Area	Median Family Income	FY 2018 Income Limit Category	Persons in Family							
			1	2	3	4	5	6	7	8
Chautauqua County, NY	\$63,500	Extremely Low (30%) Income Limits (\$)	\$13,550	\$16,460	\$20,780	\$25,100	\$29,420	\$33,740	\$38,060	\$42,380
		Very Low (50%) Income	\$22,550	\$25,750	\$28,950	\$32,150	\$34,750	\$37,300	\$39,900	\$42,450
		Low (80%) Income Limits (\$)	\$36,050	\$41,200	\$46,350	\$51,450	\$55,600	\$59,700	\$63,800	\$67,950

Source: US Department of Housing and Urban Development

The Community Development Block Grant (CDBG) program requires that each CDBG funded activity must either principally benefit low- and moderate-income persons, aid in the preservation or elimination of slums or blight, or meet a community development need having a particular urgency. With respect to activities that benefit all the residents of a given area, at least 51% of the area’s residents must be low and moderate income.⁸ As illustrated in Table 9, within Chautauqua County, a family of four is considered to have “Low” income if their median family income is no higher than \$51,450, a “Very Low” income at \$32,150, and an “Extremely Low” income at \$25,100.

Based on the City’s 2018-2020 CDBG Consolidated Plan, 1,120 households are considered “Extremely Low” income, 725 households “Very Low” income, and 960 households “Low Income.” This equates to 11 of the 13 Census Block Groups in the City of Dunkirk as being LMI eligible for this funding.

The unemployment rate in Chautauqua County which is considered the Jamestown-Dunkirk-Fredonia Micropolitan Statistical Area is 6%, an improvement from the 2010 figure of 9%.

Demographics and Growth Trend Observations

- The City’s population peaked in 1920, with just under 20,000 residents.
- Dunkirk’s population has been declining since the 1960 Census. While the population decline is projected to continue, the rate appears to be slowing. New projects, including the Athenex Plant and anticipated indirect job creation is expected to help offset the City’s declining population.
- The City’s young adult population (ages 18-34) has been growing since 2000 and the 45-65 age cohort grew by 5%, the largest increase of any age cohort. Continued increases in these age cohorts are key to stabilizing the City’s population.
- Dunkirk has a higher percentage of households headed by a single female or single male than comparable communities (with the exception of single females in Jamestown). These figures demonstrate the likely higher demand for day care and other child care related services.
- Dunkirk’s share of Hispanic/Latino residents (of any race) has increased 11% since 2000 to over 31% of the total City population. These figures are unique among the comparison communities which have seen growth, but whose share of Hispanic/Latino residents remains below 10%.

⁸ <https://www.hudexchange.info/programs/acs-low-mod-summary-data>, Accessed November 2018.

- The City's Hispanic/Latino population is anticipated to increase to 37% by 2022.
- As the City's Hispanic/Latino population continues to grow, so does the need for services tailored to this demographic. Schools will also need to ensure there are sufficient bilingual staff and educators trained in teaching English to non-English speaking students.
- Education levels of City residents trail all comparable communities, with only 15% having achieved a Bachelor's or advanced degree, compared to 42% in Fredonia, 18% in Jamestown and 21% for Chautauqua County. These figures may be a product of the City's past and current reliance on manufacturing industries/blue collar jobs that do not require more advanced degrees.
- Approximately one in four (28%) of all Dunkirk residents live below the federal poverty line, compared to 19% for the County as a whole.

HOUSING AND NEIGHBORHOOD STABILITY

This Section describes the housing environment in Dunkirk, including the age ranges of the City’s housing stock, types of housing, vacancy rates, values and affordability of owner- and renter-occupied housing units. This Section also includes a detailed summary of the City’s housing condition report, **Choosing Dunkirk**.

Age of Housing Stock

Approximately 57% of the City of Dunkirk housing units were built before 1940, with 82% built before 1960. The City’s predominantly older housing stock is a product of its economic and population booms of the early and mid-Twentieth Century. Refer to **Table 10: Housing Stock Age** for a breakdown of the different age categories.

Chautauqua County’s housing stock is also aged, but with a larger share of houses built after 1960. In Chautauqua County, 31% of housing units were built between 1960 and 1999, compared to 16% in Dunkirk. The same is true of the comparison communities with a majority of the housing built before 1940.

Table 10: Housing Stock Age				
Year Structure Built	Dunkirk	Chautauqua County	Jamestown	Fredonia
2014 or later	0.20%	0.20%	0.10%	0.0%
2010 to 2013	0.20%	0.50%	0.30%	0.0%
2000 to 2009	0.60%	6%	1.5%	5.8%
1980 to 1999	3%	14%	3.4%	11.6%
1960 to 1979	13%	17%	13.9%	11.4%
1940- 1959	25%	20%	9.4%	17.2%
1939 or earlier	57%	42%	58.6%	48.6%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2012-2016

Having an older housing stock is not necessarily an undesirable trait if a majority of the structures are properly maintained, which can be a significant asset to the community. Conversely, if a majority of structures are not sufficiently maintained, this situation can negatively impact neighborhoods and the community as a whole with cascading effects. A predominantly older housing stock may also be indicative of a sluggish economy, which appears to be evident in the City of Dunkirk. In addition, an older housing stock with pockets of deterioration is likely to result in a lack of suitable choices for recent graduates and young families seeking starter homes requiring limited initial improvements.

Housing Condition Analysis

The City of Dunkirk commissioned an analysis of the City's housing condition. In March 2018, the City released **Choosing Dunkirk – A Strengths-Based Strategy for Problem Properties in Dunkirk, NY** (“Choosing Dunkirk Study”). This report surveyed residential properties within the City and analyzed whether they were blighted or distressed. Distressed houses were defined as those that have begun to show signs of neglect, while blighted properties are those that are derelict and have been vacant after decades. The methodology and results of the **Choosing Dunkirk Study** are provided below.

The field survey was conducted in September and October 2017 by a dozen volunteers. Because the field survey was based only on exterior observations, interior conditions of each structure are unknown.

Based on the survey, the City identified approximately 725 residential properties (16.5% of the City's 4,406 residential properties) that displayed some outward signs of disinvestment and distress and referred to as “Problem Properties.” Refer to **Field Survey Results Map** (on the following page), representing the results of this initial survey. Stressed housing is found throughout the City, with concentrations located east of Central Avenue and north of 7th Street. Smaller concentrations of stressed housing are found west of Central Avenue, between 5th Street and Lake Shore Drive.

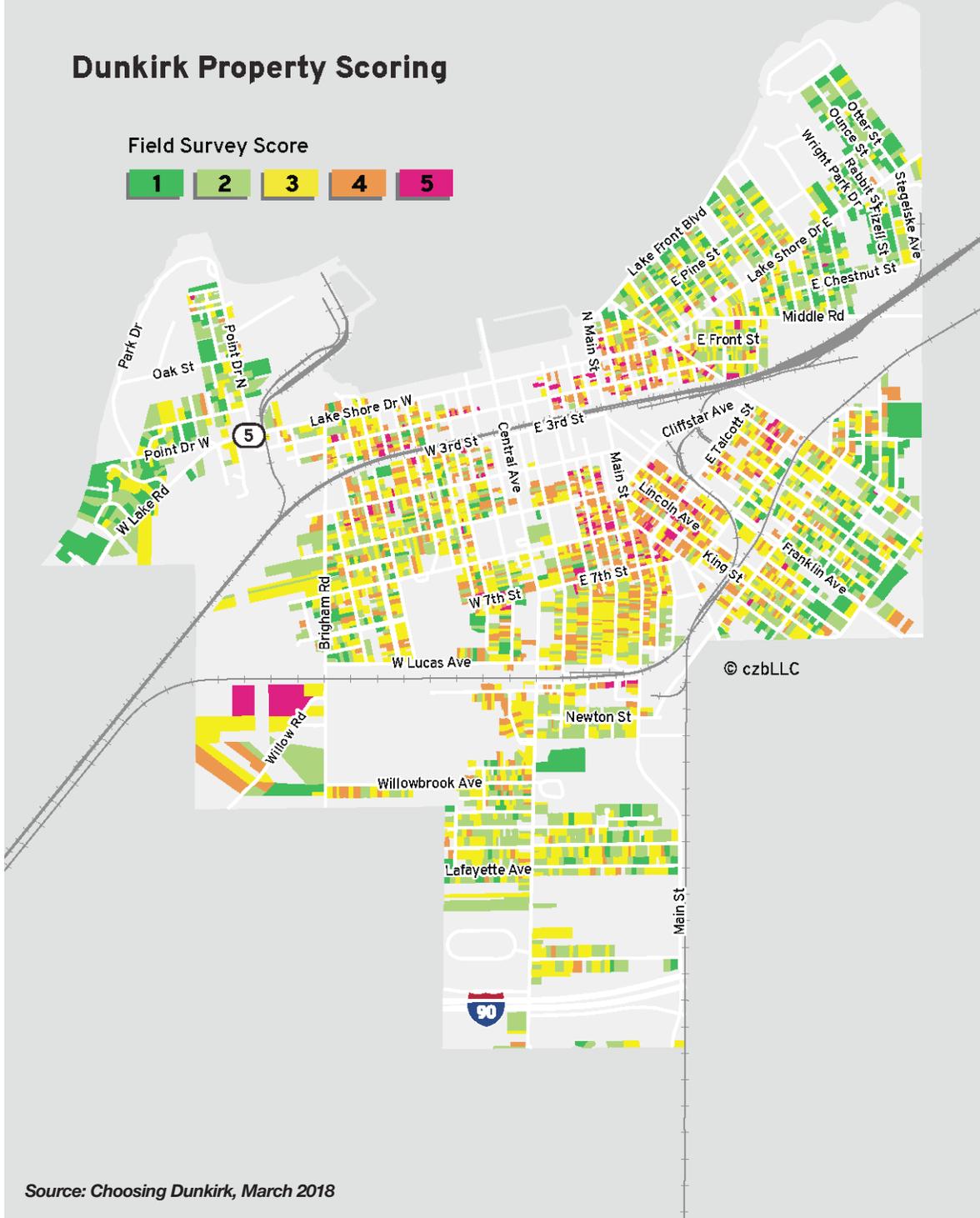
The 725 structures that were identified as having outward signs of distress were then broken down into three categories, **Type 1**, **Type 2**, and **Type 3**. The following is a summary of the detailed condition analysis results along with graphics depicting the locations of each identified structure.

Type 1: Vacant or High Risk of Vacancy: A total of 183 properties or 25% of Problem Properties (4.2% of all residential property in the City), were classified as Type 1. These properties are considered to be in a state of flux which leaves them vulnerable to continued deterioration (if they are already declining) or to a rapid slide from stable to distressed. Going forward, these properties are likely to require some form of public intervention to limit their negative impact on surrounding properties. See **Problem Properties Type 1 Map**.

Type 2: Troubled Rentals: The City identified a total of 372 properties or 51% of Problem Properties (8.4% of all residential property in the City) as “troubled rentals” that exhibit numerous signs of deferred maintenance and prolonged neglect. These properties are located in high-poverty areas, suggesting that rents are lower than they should be to support healthy levels of reinvestment. However, the rents are estimated to be higher than many of the occupants can afford without some form of subsidy. To the extent that these properties remain habitable, it is anticipated that they will be maintained at the bare minimum until the point where critical repairs exceed any remaining value. This situation can easily move neighborhoods in a downward spiral without intervention. See **Problem Properties Type 2 Map**.

Dunkirk Property Scoring

Field Survey Score



Source: Choosing Dunkirk, March 2018

Type 3: Owner-Occupied Slipping or Distressed.

Type 3 properties are owner-occupied and part of what needs to be a strong a growing base of homeowners in Dunkirk. The survey identified a total of 170 properties or 23% of Problem Properties (3.9% of all residential property in the City) as Owner-Occupied Slipping or Distressed. For these properties, deferred maintenance was visible with indications of an inability to invest in home repairs and improvements. See **Problem Properties Type 3 Map**. There are two possible causes for the state of these properties:

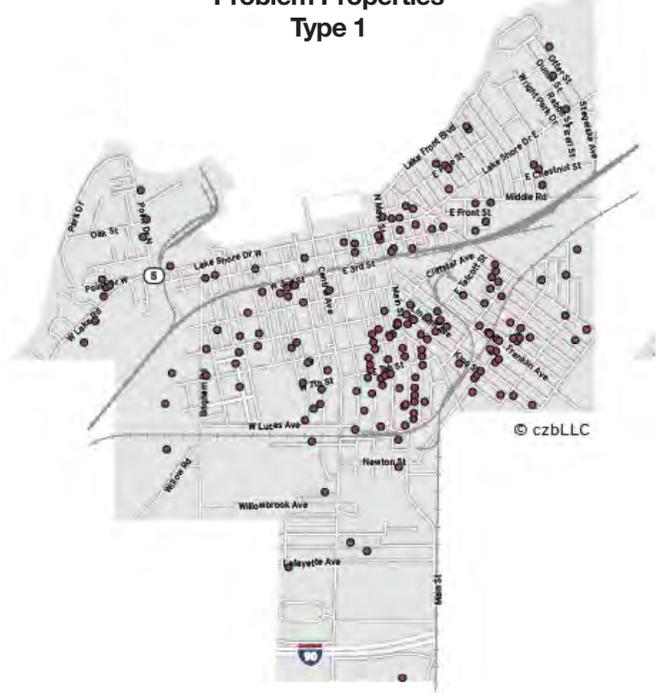
- (1) An inability to invest in home repairs and improvements. As previously noted, approximately 23% of homeowners spend 30% or more of their low incomes on housing costs and therefore have limited remaining funds to invest in maintenance.
- (2) An unwillingness to do so because of low levels of confidence in the direction of a neighborhood.

The properties identified in the Choosing Dunkirk Study represent a significant portion of the City’s housing stock, making up nearly one in six of all residential properties. There are some blocks without any distressed property, while there are also blocks that are completely overwhelmed by properties showing moderate to severe signs of distress or have an unstable ownership situation.

The problem properties are highly concentrated along the edges of downtown and near the lakefront, forming large areas of blight that adversely affect the well-being of the people living in these areas. Furthermore, the properties threaten the viability of key City assets and are likely diminishing general confidence in Dunkirk’s future. Specifically, the average market value of Dunkirk’s problem properties is approximately \$40,335, which is 29% lower than the average for all residential properties in the City.

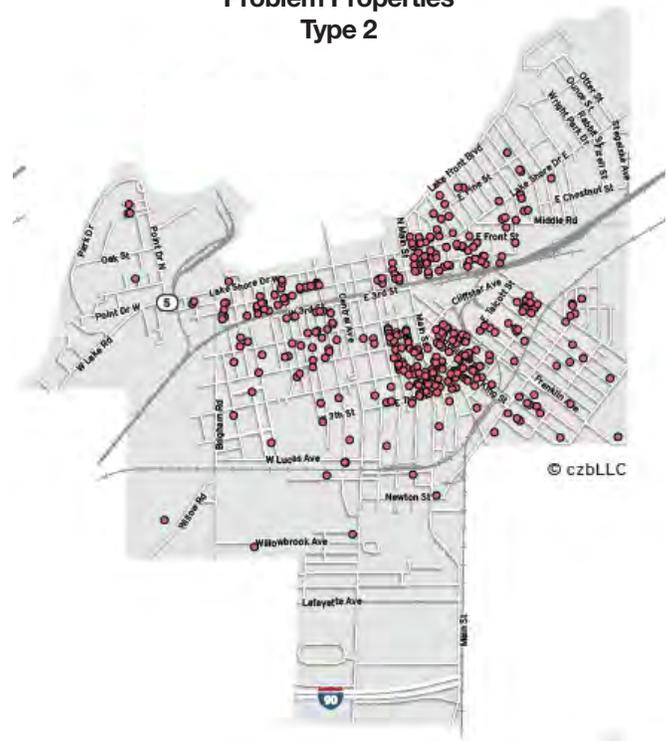
Even when these problem properties are more scattered and less concentrated, there remains the potential to destabilize otherwise healthy blocks critical to Dunkirk’s ability to retain and attract households. Homes in excellent condition on blocks with moderate levels of distress have an average market value of approximately \$60,000, while similar properties on blocks where distress is much more limited are worth an average of \$86,000. This average rises to approximately \$140,000 where distressed properties are absent.

Problem Properties Type 1



Source: Choosing Dunkirk, March 2018

Problem Properties Type 2



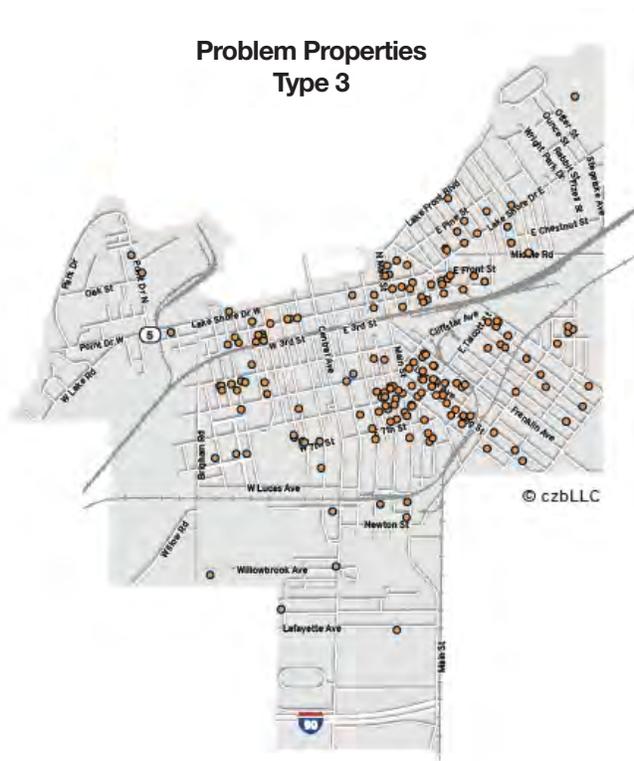
Source: Choosing Dunkirk, March 2018

The **Choosing Dunkirk Study** then evaluated the City's census geographies using several indicators of market health and identified five market types: **Healthy, Stable, At-Risk, Weak** and **Distressed**. Mapping these market types at the block level reveals a pattern familiar in most formerly industrial American cities like Dunkirk. As seen on **Market Type Evaluation Map**, the most distressed markets are found near downtown, where the housing stock is generally the oldest in the City and where prices and rents are the lowest. The healthier markets are located near the edges of the City, where the housing is newer. Of the City's 725 Problem Properties, 12% are found in these critical at-risk blocks with 34% of all problem properties found outside of Weak and Distressed markets.

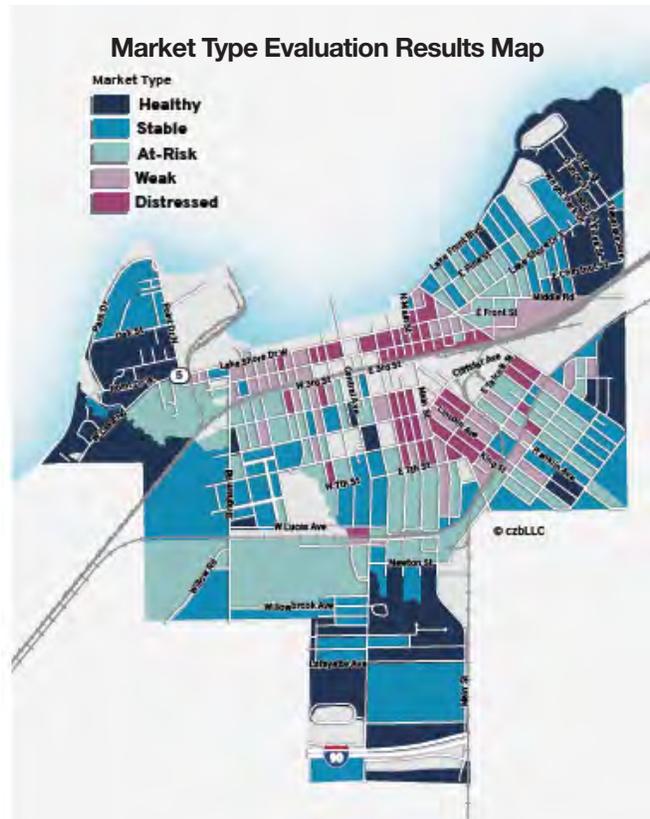
Many of the Weak and Distressed properties north of 3rd Street are located within or immediately adjacent to a majority of the City's Designated BOAs. South of 3rd Street, additional Weak and Distressed properties are directly adjacent to the Designated BOA west of Central Avenue. The past industrial and related uses along with deteriorated conditions of some of the BOA sites likely have and continue to contribute to the overall stressed characteristics of adjacent neighborhoods.

Furthermore, the market type evaluation shows that City-wide, residential properties are 12% Healthy, 25% Stable, 32% At-risk, 15% Weak, and 15% Distressed. When the five market categories are cross-referenced with the three types of distressed housing, the results show that within the Healthy market locations, more properties are Type 1. Within the Distressed market locations, the majority of properties are Type 2, or troubled rentals.

The **Choosing Dunkirk Study** included guidance and specific actions to consider related to improving the City's housing situation. These recommendations have been incorporated into the Goals and Strategies of this Comprehensive Plan.



Source: *Choosing Dunkirk*, March 2018



Source: *Choosing Dunkirk*, March 2018

Building Activity-Permits and Demolitions

As shown in **Table 11: City of Dunkirk Building Permits 2014-2017**, the number of building permits that the City of Dunkirk issues on an annual basis has been increasing since 2014, when it issued 303 permits. In 2017, the City issued 421 building permits for a variety of projects, an almost 40% increase since 2014. Compared to the 2014 through 2016 period where only one demolition permit was issued, the City issued 13 demolition permits in 2017. From 2014 to 2016, building permits were issued for the conversion of six two-family dwellings into one-family dwellings and only two instances where single-family dwellings were converted into two-family dwellings.

Table 11: City of Dunkirk Building Permits 2014-2017				
Permit Type	2014	2015	2016	2017
Total Building Permits	303	379	396	421
Demolitions*	1	0	0	13

*Residential or commercial demolition

Source: *City of Dunkirk Building Permit Data 2014-2017, Housing, Building, and Zoning Department's 2017 Annual Report*

The City of Dunkirk's *Housing, Building, and Zoning Department's 2017 Annual Report*, identified 36 notable permits granted for renovation, new construction, and expansion. Of the 36 non-demolition permits, 29 were for residential renovation, new construction, or expansion. The residential permits allowed 12 new residential structures to be built, consisting of 4 single-family residences, 3 two-unit residences, 1 three-unit residence, 3 four-unit residences, and 1 five-unit residence. Data available for 2014 and 2016 does not include a breakdown of permit types and therefore, cannot be directly compared to the City's 2017 Annual Report.

Southern Tier Environments for Living (STEL Inc.) obtained permits for 25 properties, including the renovation of 14 structures and the construction of 11 new single and multi-family residential structures. STEL Inc. is a non-profit that owns and manages residences for persons with mental illness and other disabilities. Some of STEL's affordable housing residences are open to low income people without disabilities, but preference is given to those with disabilities. STEL's new construction is concentrated along Main Street and Maple Avenue in central/northeastern Dunkirk.

All demolitions in 2017 were of residential structures and were concentrated in northeastern area of the City, with one unit located in the southern portion of Dunkirk. Three of the demolitions (132 Townsend Street; 35 St. Hedwig's Avenue; and 112 S. Beaver Street) were funded by Community Development Block Grants. Two demolitions (141 Lincoln Avenue and 959 Central Avenue) were funded by the Chautauqua County Land Bank.

Housing Units and Occupancy Characteristics

Housing Units

The City of Dunkirk had 4,647 housing units at the time of its 1976 Master Plan.⁹ As of the 2000 Census, the City had 6,071 housing units, which dropped to 5,993 by 2010 and 5,762 as of the 2016 ACS results. Refer to **Table 12: Total Housing Units**.

Jamestown saw a 5% increase in the number of housing units between 2000 and 2010, although they were estimated to have decreased 5% by 2016. These perceived reductions in both Jamestown and Dunkirk may be a combination of units being removed or destroyed and sampling errors by the US Census Bureau. Fredonia has consistently added housing units, growing 10% since 2000. The number of housing units in Chautauqua County grew 3% between 2000 and 2010, but is estimated to have had a marginal decline after 2010. The loss of housing units in the City of Dunkirk, combined with the deteriorated conditions of a large percentage of units, has and will continue to resulting negative impacts on housing values and real property tax revenues for both the City and the School district.

⁹ City of Dunkirk Master Plan Update, The Planning Group, Jamestown, NY, pg. 33.

Table 12: Total Housing Units				
Year	Dunkirk	Fredonia	Jamestown	Chautauqua County
2000	6,071	3,829	15,027	64,900
2010	5,993	4,099	15,738	66,920
2012/2016	5,762	4,238	14,987	66,722
2000-2010	-1%	7%	5%	3%
2010-2012/2016	-4%	3%	-5%	-0.3%

Source: US Census Bureau Decennial Census, 2010 and 2000; U.S. Census Bureau, American Community Survey 5-Year Estimates 2012-2016

Housing Types

Based on the 2012-2016 ACS, the majority of units in Dunkirk are single-family detached homes (59%), a higher share than in Jamestown and Fredonia, but lower than in the County as a whole. One-quarter of the housing units are in two-unit structures, while 12% are in multi-family units with three or more units. Dunkirk has a higher percentage of units in duplexes than all other comparable communities while having the lowest share of multi-unit structures, as seen in **Table 13: Housing Units by Type of Structure (2016)**. Fredonia has a larger percentage of housing with three or more units which can be attributed to student housing.

While there is a larger percentage of two-family units in the City of Dunkirk, the lack of comparable multi-unit structures may be a sign of limited housing choices for renters which may also result in higher rents. Looking back to the 1976 Plan, approximately 94% of all housing structures in the City were single-family dwellings at the time, with approximately 4% two-family.¹⁰

Table 13: Housing Units by Type of Structure (2016)				
	Dunkirk	Chautauqua County	Jamestown	Fredonia
1-unit, detached	59%	70%	52.3%	54.4%
1-unit, attached	3%	1.7%	1.7%	3.3%
2 units	25%	10.6%	21.8%	14.3%
3 or more	12%	11.4%	18.9%	30.1%
Mobile home	1%	6.9%	0.70%	1.2%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2012-2016

Housing Occupancy

There are more owner-occupied housing units (59%) in the City of Dunkirk than renter-occupied, based on 2012-2016 ACS data. The percentage of owner-occupied homes in the City has changed very little since 2010. The share of owner-occupied units is approximately 50% in the City of Jamestown, 64% in the Village of Fredonia, and 70% in the County as a whole. Refer to **Table 14: Housing Tenure (2016)**. It should be noted that since the 2008 recession, the percentage of renters and the demand for rental property has increased nationally.

¹⁰ Ibid., pg. 34

Neighborhoods and communities with a higher percentage of rental properties may cause property prices to stagnate or even drop. This might be partially due to the fact that tenants may not always maintain their property at the same level that owners do, although this is not always the case. Negative impacts on neighborhood and community character due to poorly maintained structures are closely correlated to property values. While the City of Dunkirk currently has more owner-occupied housing structures, it should seek strategies to increase homeownership while at the same time facilitate proper upkeep and maintenance of all property. In addition to stepped-up code enforcement, a landlord registration requirement could also be considered to ensure the City is able to contact all landlords, especially those that do not live in the City.

Housing Tenure	Dunkirk	Fredonia	Jamestown	Chautauqua County
Owner-occupied	59%	64%	50%	70%
Renter-occupied	41%	36%	49%	30%

Source: U.S. Census Bureau, American Community Survey 2012-2016.

Housing Vacancy Rates

Of the 5,762 total housing units in the City of Dunkirk, 5,113 were occupied resulting in an 11% vacancy rate, based on 2012-2016 ACS data. It is important to note that the vacancy rate includes all housing units, regardless of whether or not they are available for occupancy for a variety of reasons including, but not limited to model units, manager units, units in the process of being made available for occupancy and units being renovated. Therefore, it is more accurate to use the homeowner and rental vacancy rates. Refer to **Table 15: Homeowner and Rental Vacancy Rates** for detailed information.

Based on the 2010 Census, Dunkirk had a homeowner vacancy rate of 1.9% and a renter vacancy rate of 9.1%. According to 2012-2016 ACS data, the estimated homeowner vacancy rate has increased to 5.4%, while the rental vacancy rate decreased to 3.1%. The generally accepted standards for measuring housing availability and a healthy housing market are vacancy rates of 1% for owner-occupied units and 5% for rental units. Based on the available data, the City may have a tight rental market, with an approximately 3% vacancy rate.

Dunkirk's current rental vacancy rate is lower than all of the comparable communities by significant margins. This may be a further indication of a tight rental market in the City and higher rental costs. The City's homeowner vacancy rate, on the other hand, is higher than the comparable communities and may be due to a high number of abandoned homes, homes in foreclosure and a sluggish housing market.

Housing Values and Affordability

The following discussion includes pricing information for both owner-occupied housing and rental units followed by an analysis of housing affordability in the City of Dunkirk. A combination of census numbers and real estate industry data has been used in order to approximate the pricing for a cross-section of homes within Dunkirk and affordability for both renters and homeowners.

The City of Dunkirk's median home value of \$65,300 is low, although it has increased at a faster rate (14%) since 2010 and faster than Chautauqua County and comparison communities. This is a positive trend for the City, possibly indicating a sustained improvement in the housing market.

Home values in Dunkirk and Jamestown (\$64,700) are similar, while the median home value in Fredonia is twice as high at \$128,900, see **Table 16: Medium Home Values**. The City's median home value in comparison to surrounding communities and the County may be a sign of a stressed housing market which might be the result of several factors, including a significantly older housing stock, deteriorated conditions and the lack of sufficient upkeep of homes in certain neighborhoods. As noted however, the recent increase in overall home values for the City is a positive trend.

Table 15: Homeowner and Rental Vacancy Rates								
Type of Unit	Dunkirk		Fredonia		Jamestown		Chautauqua County	
2010								
Type of Unit	Total	Percentage	Total	Percentage	Total	Percentage	Total	Percentage
Total Units	5,993	100%	4,099	100%	14,738	100%	66,920	100%
Total Vacant	635	10.6%	288	7%	1,616	11%	12,676	18.9%
Homeowner Vacancy Rate	N/A	1.9%	N/A	2%	N/A	2.2%	N/A	2.1%
Rental Vacancy Rate	N/A	9.1%	N/A	6.4%	N/A	9.3%	N/A	9.7%
2012/2016								
Type of Unit	Total	Percentage	Total	Percentage	Total	Percentage	Total	Percentage
Total Units	5,762	100%	4,238	100%	14,987	100%	66,722	100%
Total Vacant	649	11.3%	691	16.3%	2,293	15.3%	14,004	21%
Homeowner Vacancy Rate	N/A	5.4%	N/A	3.6%	N/A	2.5%	N/A	2.6%
Rental Vacancy Rate	N/A	3.1%	N/A	13.2%	N/A	10.1%	N/A	7.6%

Source: U.S. Census Bureau, 2010 Census, American Community Survey 2012-2016.

Table 16: Medium Home Values			
	2010	2016	% Change
Dunkirk	\$57,400	\$65,300	14%
Fredonia	\$119,800	\$128,900	8%
Jamestown	\$63,500	\$64,700	2%
Chautauqua County	\$79,600	\$85,500	2%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2010, 2012-2016

Value of Owner Occupied Units

Another way to analyze home prices is to look at the distribution of housing values in the ACS. Over 50% of owner-occupied units in Dunkirk are valued between \$50,000 and \$100,000. Nearly one third of units are valued below \$50,000 and 16% are valued above \$100,000. Chautauqua County has more units in higher price ranges, with 18% of units valued below \$50,000, 42% between \$50,000 and \$100,000, and 35% between \$100,000 and \$300,000. In all areas, 5% or fewer units are priced at \$300,000 or more. The outstanding difference in the comparison communities is that Fredonia has a large number of owner-occupied units that range between \$100,000 and \$299,999.

The key takeaway from this breakdown is that the majority (84%) of owner-occupied units in the City of Dunkirk are valued under \$99,000, compared to 60% in Chautauqua County and 26% in Fredonia. The City of Jamestown also has 84% of all homes valued under of \$99,000. Refer to **Table 17: Value of Owner-Occupied Units (2016)**.

Table 17: Value of Owner-Occupied Units (2016)								
	Dunkirk		Chautauqua County		Jamestown		Fredonia	
	Total #	%	Total #	%	Total #	%	Total #	%
Owner-occupied units	3,005		36,888		6,384		2,360	
Less than \$49,000	902	30%	6,754	18%	1,769	28%	65	3%
\$50,000 to \$99,999	1,631	54%	15,502	42%	3,602	56%	559	23%
\$100,000 to \$299,999	423	14%	12,873	35%	912	16%	763	77%
\$300,000 or more	49	2%	1,759	5%	101	2%	62	2%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2012-2016.

Homeowner Housing Costs

Monthly homeowner housing costs includes payment for mortgages, real estate taxes, insurance, utilities, fuel, mobile home site costs and condominium fees. In Dunkirk, 87% of homeowners pay less than \$1,000 per month for these costs. This compares to 83% paying less than \$1,000 per month in housing costs in Jamestown.

As would be expected, the Village of Fredonia has a higher percentage of homeowners paying more than \$1,000 in monthly housing costs at 31%, while 21% of homeowners in Chautauqua County pay more than \$1,000. Refer to **Table 18: Monthly Housing Costs (2016)**. These results are consistent with median home values.

Table 18: Monthly Housing Costs (2016)								
	Dunkirk		Chautauqua County		Jamestown		Fredonia	
	Total #	%	Total #	%	Total #	%	Total #	%
Total Occupied Units:	5,113		52,718		5,384		3,646	
Less than \$399	975	19%	9,669	18%	1,648	26%	308	8%
\$400 to \$599	1,227	24%	12,168	23%	1,295	20%	679	18%
\$600 to \$699	789	15%	6,196	12%	573	9%	391	11%
\$700 to \$899	1,040	20%	9,393	18%	1,216	19%	871	24%
\$900 to \$999	398	8%	3,323	6%	559	9%	192	5%
\$1000+	636	13%	10,942	21%	1,093	17%	1,139	31%

Source: US Census Bureau, American Community Survey 5-Year Estimates, 2012-2016.

Rental Cost Trends

The median rent in Dunkirk (\$641) is slightly higher than in Chautauqua County (\$619). Rent in both areas has increased by close to 40% since 2000, with growth in Chautauqua County outpacing growth in Dunkirk. The median rent in Dunkirk is most similar to the median in Fredonia in both 2000 and 2010. This is a surprising finding, as home values and incomes are significantly higher in Fredonia than in Dunkirk. See **Table 19: Median Rent (2000 and 2016)**. This high median rent in Dunkirk and similarity to Fredonia may be a result of SUNY Fredonia and the associated demand for rental properties. With the higher median rent combined with a rental vacancy rate of 3.1%, renters may find it difficult to locate affordable and suitable rental properties in the City of Dunkirk.

	2000	2016	% Change
Dunkirk	\$468	\$641	37%
Fredonia	\$474	\$640	35%
Jamestown	\$407	\$590	45%
Chautauqua County	\$438	\$619	41%

Source: US Census Bureau Decennial Census 2000, American Community Survey 5-Year Estimates, 2012-2016

Rental Costs by Type of Unit

The higher cost of rentals in the City of Dunkirk is further confirmed when evaluating rental costs by type of unit as seen in **Table 20: Median Rent by Bedroom (2016)**. Dunkirk has the most expensive rentals when compared to other communities, with the exception of three bedroom apartments, where Fredonia has higher median rents.

Type of Unit / Location	Dunkirk	Jamestown	Fredonia	Chautauqua County
Median Rent	\$641	\$590	\$640	\$619
Studio	\$469	\$380	NA	\$381
1 bedroom	\$538	\$503	\$494	\$510
2 bedrooms	\$656	\$594	\$640	\$627
3 bedrooms	\$831	\$672	\$850	\$728
4 Bedrooms	\$844	\$812	\$729	\$801
5 or More Bedrooms	NA	\$915	NA	\$846

Source: US Census Bureau American Community Survey 5-Year Estimates, 2012-2016.

Distribution of Rental Costs

Rent distribution in Dunkirk is almost fully captured between \$300 and \$1,000, with 88% falling within this range. The rent distribution in Chautauqua County is similar, with 86% falling within this range. The greatest difference in rent distribution between Dunkirk and Chautauqua County is that 24% of units in Dunkirk are priced at \$800-\$1,000 per month while only 14% fall within the same range in Chautauqua County. Fredonia's rental distribution is concentrated around \$300-\$800, which is similar to Jamestown with 78% concentrated in that same range. Overall, these figures continue to demonstrate that rental costs in the City of Dunkirk exceed Chautauqua County and Jamestown and are fairly consistent with, if not slightly higher than the Village of Fredonia. Refer to **Table 21: Monthly Rent Distribution (2016)**.

	Dunkirk		Chautauqua County		Jamestown		Fredonia	
	Total	%	Total	%	Total	%	Total	%
With cash rent:	2,060		14,803		6,155		1220	
Less than \$300	96	5%	902	6%	363	6%	85	7%
\$300 to \$599	758	37%	5,909	40%	2,859	46%	421	35%
\$600 to \$799	550	27%	4,788	32%	1,972	32%	459	38%
\$800 to \$999	499	24%	2,037	14%	601	10%	136	11%
\$1,000 +	157	8%	1,167	8%	360	6%	119	10%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2012-2016.

Housing Cost Burden

Housing cost burden is a measure of monthly housing costs as a percentage of monthly income. The US Department of Housing and Urban Development defines cost burdened families as those who pay more than 30% of their income for housing and may have difficulty affording necessities such as food, clothing, transportation and medical care. Severe cost burden is defined as paying more than 50 percent of one's income on housing. It is important to note that the 30% and 50% figures are not the only determining factor of a homeowner's or renter's ability to afford their housing costs and must be evaluated in the context of a community's broader housing situation, including but not limited to median housing values, monthly mortgage and rent costs; vacancy rates and the condition of the local housing stock, among other factors.

Cost Burden for All Households

The share of residents with housing cost burden is low for homeowners with and without a mortgage in both Dunkirk and the comparison communities. However, 58% of Dunkirk renters, 57% of Jamestown renters, 45% of Fredonia renters, and 48% of Chautauqua County renters are housing cost burdened, based on the 30% rule. This indicates that rental prices may not be affordable for a majority of renters in Dunkirk and the surrounding area and underscores the need for measures to further evaluate the issue and consider appropriate and feasible measures to increase housing affordability for renters. Refer to **Table 22: Percentage of Households Experiencing Housing Cost Burden (2016)**.

For homeowners with mortgages, 23% are considered housing cost burdened in Dunkirk compared to 21% in Fredonia and 24% in both Jamestown and Chautauqua County. These figures indicated that homeowners in Dunkirk and comparable communities have much less financial stress.

Table 22: Percentage of Households Experiencing Housing Cost Burden (2016)				
	Dunkirk	Fredonia	Jamestown	Chautauqua County
Homeowners with mortgage spending 30% or more of income on housing costs	23%	21%	24%	24%
Homeowners without mortgage spending 30% or more of income on housing costs	13%	13%	17%	15%
Renters spending 30% or more of income on rent	58%	45%	57%	48%

Source: US Census Bureau, American Community Survey 5-Year Estimates, 2012-2016

Housing Cost Burden for Homeowners by Income

Separating housing cost burden by income level can help to show the income brackets that are most susceptible to affordability issues. In Dunkirk, 100% of homeowners with a mortgage are housing cost burdened when making less than \$20,000. The share of housing cost burdened homeowners' drops off drastically (13%) for those making \$35,000 or more. This analysis indicates that an income of \$35,000 or more is likely sufficient to manage homeowner housing costs in Dunkirk. Refer to **Table 23: Housing Cost as a Percentage of Income (2016)**.

Housing cost burden for homeowners in Chautauqua County affects more homeowners in higher income brackets than in Dunkirk. Specifically, the percentage of housing cost burdened homeowners does not drop below 20% until homeowners make more than \$50,000. This indicates that a slightly higher income is required in Chautauqua County as a whole than in Dunkirk to manage homeowner housing costs. In Fredonia, it appears that very few people of any income level are cost burdened. In Jamestown, those who have an income over \$35,000 are less likely to be cost burdened by a mortgage.

Table 23: Housing Cost as a Percentage of Income (2016)								
Housing Costs	Dunkirk		Jamestown		Fredonia		Chautauqua County	
	Total	%	Total	%	Total	%	Total	%
Total	3,005		6,384		2,360		36,888	
With a Mortgage	1,507	50%	3,513	55%	1,385	59%	19,402	53%
Less than \$20,000	94	3%	255	4%	57	2%	1,331	4%
30 Percent or More	94	100%	255	4%	57	2%	1,277	96%
\$20,000 to \$34,999	277	9%	561	9%	32	1%	2,344	6%
30 Percent or More	209	75%	408	6%	32	1%	1,730	74%
\$35,000 to \$49,999	249	8%	535	8%	144	6%	2,760	8%
30 Percent or More	33	13%	88	1%	104	4%	798	29%
\$50,000 to \$74,999	376	13%	782	12%	340	14%	4,791	13%
30 Percent or More	8	2%	74	1%	49	2%	651	14%
\$75,000 or More	511	17%	1,361	21%	812	34%	8,132	22%
30 Percent or More	0	0%	12	0%	32	1%	218	3%
Zero or Negative Income	0	0%	19	0%	0	0%	44	0%
Not Mortgaged	1,498	50%	2,871	45%	975	41%	17,486	47%
Less than \$20,000	313	10%	797	12%	53	2%	3,456	9%
30 Percent or More	168	54%	467	7%	20	1%	2,137	62%
\$20,000 to \$34,999	286	10%	467	7%	219	9%	3,381	9%
30 Percent or More	14	5%	7	1%	66	3%	409	12%
\$35,000 to \$49,999	356	12%	542	8%	213	9%	3,208	9%
30 Percent or More	14	4%	8	1%	35	1%	132	4%
\$50,000 to \$74,999	268	9%	444	7%	212	9%	3,245	9%
30 Percent or More	0	0%	0	0%	0	0%	11	0%
\$75,000 or More	275	9%	604	9%	278	12%	4,060	11%
30 Percent or More	0	0%	0	0%	0	0%	5	0%
Zero or Negative Income	0	0%	17	0%	0	0%	136	0%

Source: US Census Bureau, American Community Survey 5-Year Estimates, 2012-2016

Housing cost burden for homeowners without a mortgage is much lower than for those with a mortgage. At an income level of above \$20,000, the percentage of housing cost burdened homeowners' drops to 5% in Dunkirk and 12% in Chautauqua County.

Housing Cost Burden for Renters by Income

Renter incomes in Dunkirk and Chautauqua County are lower than homeowner incomes. In both Dunkirk and Chautauqua County, over 40% of renters make less than \$20,000. At this income level, 91% of renters in Dunkirk and 88% in Chautauqua are housing cost burdened. The percentage of housing cost burdened rents drops to below 10% in both areas when renters make more than \$35,000. The same is true for the comparison communities. Refer to **Table 24: Rental Housing Cost as a Percentage of Income (2016)**.

	Dunkirk		Chautauqua County		Jamestown		Fredonia	
	Total	%	Total	%	Total	%	Total	%
Renter-occupied housing units:	2,108		15,830		6,310		1,286	
Less than \$20,000:	928	44%	6,466	41%	3,337	53%	437	34%
30 percent or more	842	91%	5,699	88%	2,966	47%	354	28%
\$20,000 to \$34,999:	564	27%	3,577	23%	1,294	21%	399	31%
30 percent or more	365	65%	1,773	50%	599	9%	205	16%
\$35,000 to \$49,999:	357	17%	2,208	14%	785	12%	205	16%
30 percent or more	11	3%	63	3%	36	1%	28	2%
\$50,000 to \$74,999:	131	6%	1,516	10%	465	7%	53	4%
30 percent or more	11	8%	63	4%	36	1%	0	0%
\$75,000 or more:	62	3%	764	5%	213	3%	71	6%
30 percent or more	0	0%	0	0%	0	0%	0	0%
Zero or negative income	18	0.9%	272	2%	61	1%	55	4%
No cash rent	48	2%	1,027	6.5%	155	2%	66	5%
Total Housing Cost Burdened Renter Households	1,229	58%	7,598	48%	3,637	58%	653	51%

Source: US Census Bureau, American Community Survey 5-Year Estimates, 2012-2016

Housing and Neighborhood Stability Observations

- Approximately 57% of the City’s housing stock was built before 1940, with 82% built before 1960.
- The City has 5,762 housing units (2016 Data), with 59% single-family detached homes.
- Fifty nine percent of homes (based on 2016 data) in the City are owner-occupied compared to Fredonia (64%), Jamestown (50%) and Chautauqua County (70%).
- A high percentage of older homes can be a benefit to the community if the structures are well maintained. However, having a large number of older homes combined with a high proportion of poorly maintained homes places the community at a severe disadvantage on many levels.
- The City conducted an analysis of the condition of housing structures. The results of this analysis are detailed in Choosing Dunkirk Report (March 2018).
 - o 725 residential properties (one out of every six homes in the City) were identified as displaying some outward signs of disinvestment and distress.
 - o The 725 problem properties are highly concentrated along the edges of downtown and near the lakefront, forming large areas of blight that adversely affect the well-being of the people living in these neighborhoods.
 - o The average market value of Dunkirk’s 725 problem properties is approximately \$40,335, 29% lower than the average value of all residential properties in the City.
 - o The most distressed areas are found near downtown where the housing stock is generally the oldest and where prices and rents are the lowest.
 - o The healthier markets are located near the edges of the City, where housing is newer.
- The number of building permits issued by the City has increased by almost 40% between 2014 and 2018.
- Between 2014 and 2016, a total of six permits were issued for the conversion of two-family homes into one-family homes, compared to only two permits issued for single-family to two-family conversions.

- The City issued a total of 421 building permits and 13 demolition permits in 2017. The residential permits allowed for 12 new residential structures, consisting of four single-family, three two-family, one three-family, three four-unit and one five-unit residential structures. Eleven of the residential structures were constructed by STEL, Inc., a non-profit that owns and manages residences for persons with mental illness and other disabilities.
- Current housing problems in the City include cost burdened owners and renters, a lack of affordable rental housing (based on available data), substandard housing, health and safety issues in residences, declining homeownership rates, vacant/abandoned properties, and deferred housing maintenance.
- The City of Dunkirk needs additional higher quality housing to help with establishing a healthier and more sustainable housing market to attract middle and higher income residents and to accommodate the anticipated demand for higher income housing for Athenex employees.
- The City's median home value of \$65,300 is low, although it has increased at a faster rate (14%) since 2010 and faster than Chautauqua County and comparison communities – possibly indicating a sustained improvement in the housing market. However, the City's low housing values are another indication of a stressed housing market.
- Based on 2016 vacancy rates, the City is considered to have a tight rental market.
- The City's median monthly rent is higher than all comparable communities, including Fredonia. This figure is likely due to a high demand for rental property, possibly in response to the presence of SUNY Fredonia. The high demand for rental property may also be due to the limited choices of suitable homes for purchase in the City.
- Fifty-eight percent of renters in the City are considered housing cost burden (paying more than 30% of their income on housing expenses) while 23% of homeowners are cost burdened.
- Based on available data, 100% of homeowners in Dunkirk are considered cost burdened when making less than \$20,000 annually 75% are cost burdened when making between \$20,000 and \$34,999. These figures are dramatically higher than in Jamestown and Fredonia and slightly higher than Chautauqua County as a whole. The percentage of cost burdened homes in Dunkirk drops dramatically when homeowners earn \$35,000.
- A large percentage of renters in Dunkirk earning below \$35,000 are also cost burdened, dropping off significantly when earning above \$35,000.
- There appears to be a high demand for additional rental properties.
- The existing housing stock must continue to be improved to become more attractive to recent graduates, young professionals and families seeking affordable homes that do not require significant initial investments. Quality housing for seniors and empty-nesters is also necessary.

MUNICIPAL AND PUBLIC SERVICES

The following discussion is an overview of the services provided by the City of Dunkirk along with local health and education services and other public services available to the City's residents, business owners and visitors. Refer to the **Community & Public Services Map** on the following page for the location of some of the facilities and buildings discussed in this section.

Community Services

Dunkirk Public Library



DUNKIRK PUBLIC LIBRARY

The Dunkirk Library was built in 1904 with seed money from Andrew Carnegie and services the City of Dunkirk and northern Chautauqua County. Over the years, major repairs and energy saving renovations have been made with library services and construction grants. The library has expanded many times over the years and now includes a dedicated children's room and librarian in the downstairs portion of the building. In 2004, the children's room was upgraded with new oak bookshelves and carpeting.

In 1997 the Library began offering public internet access taking advantage of the information age. Supporting this early initiative of connectivity, in 2000 the Bill and Melinda Gates Foundation donated four state of the art computers to the library for public use and complementing this donation a grant was secured for funding to provide free computer instruction for adults, ensuring residents were ready for the coming computer age. This programming has continued into current times and in the past seven years, 7,000 adults have benefited from this free computer education service.

The Library as a very important community anchor continually has strived to make capital and programming improvements and in 2007 the library became fully ADA accessible. Currently the Library is in the early stages of a Strategic Planning Process.

Children's programs vary and include story time, musical instrument classes, take home crafts and other seasonally specific events. Adult programming includes a book club which meets the first Thursday of every month, computer programs including basic phone use courses to coding; along with the day adventure passes to locations such as the Buffalo Zoo, Fenton History Center, and Lucy-Desi Comedy Museum. The library also offers reading assistance through the Literacy Volunteers of Chautauqua County, a program for people 18 years or older to help improve literacy throughout Chautauqua County through group and individual instruction.

As of 2015, the Dunkirk Free Library became a School District Library and is funded through the School District budget line. Services have remained unchanged however all residents of the District may borrow from the library. This has led to greater collaboration between the district and the library.

City of Dunkirk Police Department

The City of Dunkirk Police Department is located at 342 Central Avenue and provides 24-hour support and services with 35 sworn officers (as of October 2018) and 4 civilian 911 dispatchers. The Department consists of three divisions: Patrol, Detective and Court, each with specific roles and responsibilities. The Patrol Division, the largest division, is made up of three platoons. Direct leadership for the division is provided by the Department's Captain and each platoon is made up of a Lieutenant, Sergeant, Desk Sergeant and six Patrolmen. The Detective Division is led by a Lieutenant and consists of four detectives. Currently, two of the Detectives are assigned to the Southern Tier Regional Drug Task Force. The final division is the Court Division. This group is comprised of two full-time



HON. MAYOR WILFRED ROSAS



1. Dunkirk Wastewater Treatment Plant
2. Former NRG Facility
3. Dunkirk Elementary Sch. No. 7
4. Dunkirk Fire Department Sta. No. 3
5. Dunkirk Water Treatment Plant
6. Dunkirk Department of Parks and Recreation
7. Dunkirk Elementary Sch. No. 5
8. Fredonia Technology Incubator
9. Chautaugua County Offices
10. Dunkirk Fire Department HQ
11. Dunkirk City Hall
12. Dunkirk Police Department and Court
13. Northern Chautaugua Catholic School
14. United States Post Office
15. United States Social Security Admin. Office
16. Brooks General Hospital
17. Dunkirk Public Library
18. Dunkirk Middle School
19. Dunkirk High School
20. Dunkirk Elementary Sch. No. 3
21. PTECH STEM College & Career Academy
22. Dunkirk Elementary Sch. No. 4
23. Dunkirk DPW
24. Dunkirk Fire Dept. No. 4
25. Central Christian Academy
26. Jamestown Community College
27. Chautaugua County Fairgrounds
28. SUNY Fredonia



City of Dunkirk Comprehensive Plan

COMMUNITY & PUBLIC SERVICES

Laberge Group, 11-2018 Map for Illustrative Purposes Only Project: 2017123. Data Source: City of Dunkirk, NY 2017. NYS GIS Clearinghouse 2018. This document was prepared with funding provided by the New York State Department of State under Title 11 of the Environmental Protection Fund. Contract: T1000935

officers which are charged with providing court security both inside and outside of the courtroom, protecting judges, court staff and the general public. The Department also maintains security cameras in strategic locations throughout the City.

Additionally, the Dunkirk Police Department partners with the Dunkirk Public School District to provide a secure educational environment. A School Resource Officer is assigned to the public school system and primarily works out of the Dunkirk High School. These officers are available to respond elsewhere in the school system as needed.

Police Department Areas of Concern

Based on a meeting between the City's Planning Consultants and the Police Department on February 13, 2018, the Department discussed the following issues and concerns.

The Department's headquarters are severely outdated and in need of significant improvements. The City recently took initial steps to improve the facilities through a renovation of the Department's Communication Center, replacing operations and equipment that were close to 30 years old. The entire Communications Center was gutted with all of the electrical, communications and computer/data systems as well as City Hall/Police Department security cameras and monitors upgraded. New shelving was built to house electrical and video equipment.

Despite these recent upgrades, the City of Dunkirk Police Department is in need of additional improvements. Based on discussions with the Department, the idea of a joint public safety building, combining Police, Court and Jail has been considered. The City recently purchased the Stearns building next to City Hall. This purchase will allow other departments to move from the basement of City Hall to the Stearns Building. The Police Department will then be able to expand their City Hall footprint to the entire City Hall basement. The site of the existing Brooks Memorial Hospital was identified as a possible location for a joint public safety building. Adequate funding has and remains a primary concern for the Police Department to ensure it supplies its officers with suitable vehicles, equipment, training and facilities.

Another area of concern are the Department's vehicles, especially patrol cars which have very high miles. Chief Ortolano prepared a fleet maintenance program in early 2018. To date, the plan has not been formally adopted by the City. In fact, a City-wide fleet management plan is needed.

The Police Department identified Ruggles Street and Lincoln Avenue along with The Dunkirk Motel as three primary areas of concern. Drug and domestic incidents are the primary calls the Department responds to. Specifically mentioned by the Department is the recent epidemic of drug overdoses, primarily opioid-related. The Department has noticed an increase in related calls, although the incidents "come in waves," and are not a continuous issue. Upon evaluation of 2013-2015 New York State Department of Health data, Western New York counties, especially Erie and Chautauqua Counties have seen higher rates of heroin overdose death rates. Conversely, opioid pain relief overdoses are lower in Chautauqua County when compared to the rest of New York State.¹¹

Furthermore, the Department identified the Robin Street and 3rd Street tunnel under the railroad tracks. This needs to be enhanced with more lighting and regularly cleaned up, including removal of graffiti. Vandalism does occur in the City, although not at regular intervals. Pedestrian safety was also discussed, including areas with poor or non-existing lighting and the need for a safer way for pedestrians to cross over Lake Shore Drive. A pedestrian bridge was recommended which would be especially helpful for seniors. Millard Fillmore Drive was also identified as a concern because it does not have sidewalks and students from SUNY Fredonia do walk to stores along the road.

The City's high percentage of stressed, vacant, abandoned and foreclosed homes not only negatively impacts surrounding neighborhoods and property values, they are also a source of public safety concerns. A 2014 report prepared by the National Bureau of Economic Research using data from Pittsburgh, reported a 19% increase in crime within 250 feet of a vacant property. This report also found that homes in foreclosure do not increase crime rates, it is only when those homes become vacant.¹²

¹¹ New York State Department of Health, New York State – Opioid Annual Report, October, 2017

¹² Cui, Lin & Walsh, Randall (October 2014) *FORECLOSURE, VACANCY AND CRIME. Working Paper 20593* National Bureau of Economic Research, available at www.nber.org/papers/w20593.pdf

City of Dunkirk Fire Department

The City of Dunkirk Fire Department is staffed with a combination of paid and volunteer members. The Dunkirk Fire Department has 24 career firefighters with all members being New York State EMT certified. The Department is divided into four platoons under the direction of the Fire Chief and Captain. Each platoon is led by a Lieutenant and shifts are two, nine-hour days followed by two, 15-hour shifts. Manpower on each shift consists of four firefighters plus a Lieutenant. In addition, Dunkirk has an automatic call back of “off-shift” personnel which results in an average of eight off-shift firefighters responding to alarms within the City. The volunteer fire service is directed by the Dunkirk Volunteer Fireman’s Association. Due to the decrease of the City’s population and the aging of current firefighters, which is typical for volunteer departments, the number of volunteers has been on the decline and there is only a limited number of active volunteers currently. The Association is made up from the five historic volunteer companies in the City: Dunkirk Hose No. 1, Citizens Hose No. 2, Daniel F Anson Hose Company No. 3, Murray Hose Company No. 4 and Pioneer Hook & Ladder.

With the City of Dunkirk being on Lake Erie, an active International waterbody, water-based response and rescue is critically important. Even more so as the City has recently increased the number and diversity of events on and along the lake. To ensure adequate protection, the Department is part of the City of Dunkirk Water Emergency Team (WET), a joint effort of the City Fire and Police Departments. To facilitate water-based responses, WET utilizes two donated jet skis. The Fire Department also has the Zodiac Rescue Boat which is docked at Chadwick Bay Marina during warm weather months and stored at Station 3 during the winter. The City of Dunkirk Fire Department also provides Basic Life Support transports and is an active member of the Chautauqua County Mutual Aid system.

The City of Dunkirk also hosts the Turk Murphy Training Center located on Brigham Road. Through a joint cooperation between the City and Chautauqua County, the facility has been renewed and expanded including a 2015 addition of a modern live burn trailer for firefighter training.

The City of Dunkirk Fire Department responded to a total of 2,043 calls in 2015. The number of calls increased to 2,147 in 2016 and decreased to 2,050 by 2017. The number of calls appeared to level off in 2018 at 2,054. EMS calls made up the vast majority of incident calls at 77% in 2015, 82% in 2016, 80% in 2017, and 78% in 2018. Refer to **Table 25: Dunkirk Fire Department Incident Calls (2015-2018)**. It should be noted that incidents labeled as “Fire” include all non-EMS calls and the actual percentage of structure and related fires have remained steady at approximately three percent of total incident calls since 2016. The Department also conducts annual fire safety inspections.

Incident Type	2015	2016	2017	2018
Total Incidents	2,043	2,147	2,050	2,054
EMS	1,571	1,760	1,634	1,595
Fire	472	387	416	459

Source: City of Dunkirk Fire Department

Fire Department's Areas of Concern

With the large percentage of vacant and abandoned homes and other structures along with several structures in poor condition, there is an increased risk of fire and other incidents in certain sections of the City that require the Fire Department’s attention. According to a 2018 report by the Federal Emergency Management Agency (FEMA), vacant residential building fires accounted for six percent of all residential fires between 2013 and 2015 with the majority of vacant residential fires are set intentionally. Furthermore, 53% of vacant residential building fires spread to involve the entire building with an additional 10% spreading to adjacent properties.¹³

¹³ Topical Fire Report Series, Vacant Residential Building Fires (2013-2015), U.S. Department of Homeland Security – U.S. Fire Administration National Fire Data Center, January 2018, Volume 18, Issue 9. Available at www.usfa.fema.gov/downloads/pdf/statistics/v18i9.pdf

Similar to the Police Department, the City's Fire Department's facilities have significant deferred maintenance and are in need of major upgrades. The Headquarters building is over 100 years old and the other two stations are 60 and 50 years old. The Department currently does not have a capital plan for replacing vehicles and equipment. In addition to vehicles, the Department has stated that it is in need of a new rescue boat. In 2018 the Fire Headquarters' façade was stripped and painted, Station 4 had a complete kitchen renovation, and kitchen renovations began at Station 3.

The Fire Department will be expected to answer calls to the Athenex facility, which will be located outside of the City. To date, no formal agreement has been reached. This situation may add additional stress to the Department and possibly result in the need for additional equipment/vehicles. A similar situation exists with the Nestle Purina plant where the facility is located on the City's border with the Town of Dunkirk. The majority of the plant is located within the Town of Dunkirk and the City's Fire Department is always first on the scene for emergency calls.

The anticipated relocation of Brooks Memorial Hospital will increase the drive time to the hospital, not only for to the ambulance, but also for City residents. There is a concern that residents without access to transportation will use the Fire Department as a transport service to the hospital, further stressing the Fire Departments resources and increasing the department's cost burden for these services.

Local and Regional Health Services

Brooks Memorial Hospital

The City of Dunkirk is served by Brooks Memorial Hospital, located at 529 Central Avenue. Brooks Memorial Hospital was incorporated on July 13, 1898 and officially opened on March 4, 1899. Eventually, a new hospital building was needed as the City's medical needs outgrew the original facility. Construction of the new building was started in October of 1940 and completed and ready for occupancy by the spring of 1942. As technology and medical requirements changed so did the hospital and in 1962 a new building was completed to replace the 1942 structure. The capacity of the hospital increased from 55 beds in 1942, to 110 in 1944, 143 in 1952 and 202 beds plus 26 bassinets by 1962. There has been a steady increase in the various services the hospital provides including pediatrics, obstetrics, dialysis services, and a recovery department with a walking deck for ambulatory patients.¹⁴



BROOKS MEMORIAL HOSPITAL

The current 180,000 square foot facility has 65 beds with a daily average of 22 inpatients. Brooks Memorial Hospital is an acute care hospital that now specializes in woman health services, including state-of-the-art digital mammography, ultrasound, Ob/GYN care and surgery; maternity/labor/delivery; orthopedic surgery and physical therapy. The hospital also includes an emergency department which includes the new "BrooksCare Express" fast-track process; and quick-turnaround laboratory services, among additional services.

The hospital currently employs approximately 200 people. In 2015, the hospital had a total of 465 employees.¹⁵

Between 2012 and 2015, Brooks Memorial Hospital ran an approximate deficit of almost \$11.5 million. During this period the hospital was contracting with the University of Pittsburgh Medical Center. The hospital is now an affiliate of Kaleida Health in Buffalo.¹⁶

¹⁴ Building a Healthy Community, Brooks Memorial Hospital ...The First 100 Years. (1998). Dunkirk, NY: Institutional Advancement Services

¹⁵ <http://www.observertoday.com/news/page-one/2017/04/deficit-for-brooks-at-3-5m-for-2015/>, accessed October 2018.

¹⁶ Ibid.

Brooks Memorial Hospital announced in 2017 that it would build a new facility outside of the City of Dunkirk, and close the Dunkirk facility. The hospital is currently before the Village of Fredonia Planning Board seeking approval to construct the new facility along US Rt. 20, just west of NY Route 60.

Based on available information, Brooks Memorial Hospital is seeking to downsize its current operation with the new 100,000 sq./ft. facility which would include 21 medical/surgical beds, four maternity beds, four intensive care beds, an imaging suite, four operating rooms, two procedure rooms and an 11-bay emergency department. The project is estimated to cost approximately \$67 million. According to Brooks Memorial Hospital, the existing building in Dunkirk is outdated and renovations would be extremely costly. In addition, new technologies needed to keep the hospital 'state-of-the-art' are difficult to incorporate into older structures. A certification of need was recently filed with the State Department of Health for the new hospital. The process is estimated to take up to 24 months, including a full review by the state, engineering, design and construction. Funding from the new hospital is being provided through a \$57 million NYS Department of Health Essential Health Care Provider Support Program grant award and \$17 million in additional funding from the Statewide Health Care Facility Transformation Program grant.¹⁷

According to Brooks Memorial Hospital officials, a reuse plan for the existing hospital building will also be prepared. On December 5, 2018, the Hospital Reuse Project Advisory Committee (PAC) held their first meeting. Therefore, no progress on evaluating reuse options have occurred. The loss of the hospital in the City will impact more than just accessibility to health care for residents.

The move will also result in the loss of hundreds of employees, patients, vendors, consultants and visitors that come into the City on a daily basis. In addition, there are numerous private medical practices located in the vicinity of the hospital which may ultimately need to relocate in response the Hospital leaving Dunkirk. As a result, the City and local businesses will lose the associated indirect economic benefits and there could be a cascading impact on the local economy.

As a result, the City will need to take into consideration the potential closing of several medical-related businesses surrounding the hospital and ensure reuse of these buildings are not inadvertently prohibited by existing zoning regulations. Currently, the hospital is located within the R-3 Multi-Family District where offices are not an allowed use, except accessory offices – as an accessory use of a dwelling. An overlay district in this area may be necessary to accommodate the repurposing of closed offices and new offices or another form of commercial. The types of commercial uses allowed in the R-3 District are very minimal.

The Chautauqua Center

The Chautauqua Center is a federally qualified health center that provides family medicine and wellness outpatient services to individuals of all ages. The Center provides primary care, dental, and behavioral health and is located at 319 Central Avenue. Their dental facility is located at 314 Central Avenue. The Chautauqua Center just announced receipt of a \$2 million NYS Department of Health grant that will assist in the construction a new health care facility in the City of Dunkirk.

In addition to Brooks Memorial Hospital and The Chautauqua Center, there are numerous private health care providers in the City including individual doctors' offices, physician groups, specialists and dentists.

Education

Dunkirk City School District



The Dunkirk City School District provides Pre-K through 12th grade education for students within the City and the Towns of Dunkirk and Sheridan. The school district includes four elementary schools (Schools #3, #4, #5 and #7), a middle school and the Dunkirk senior high school, all located within the City of Dunkirk. Refer to the **Community and Public Services Map** for their locations.

¹⁷ <https://www.bizjournals.com/buffalo/news/2017/09/29/brooks-memorial-selects-site-near-fredonia-for-67.html>, Accessed October 2018.

The Dunkirk City School District recorded a student enrollment of 1,953 (K-12th Grade) for the 2016/2017 school year with 53% of the student body identifying as Hispanic/Latino. Between the 2009/2010 and the 2013/2014 school years, student enrollment held fairly steady with a peak of 2,026 students during the 2013/2014 school year, thereafter declining. During this same time period, the percentage of the student population identifying as Hispanic/Latino increased from 40% to the 2016/2017 school year levels of 53%.

As of the 2016/2017 school year, 339 students or 17% of the student body are English Language Learners (unable to communicate fluently or learn effectively in English), 73% of the students are considered to economically disadvantaged and 60% are eligible for free lunch. The percentage of students eligible for free lunch was 46% during the 2009/2010 school year, peaking at 64% during the 2014/2015 school year.¹⁸ As previously stated, the Dunkirk Free Library became a School District Library in 2015, and is now funded through the School District budget line.

P-TECH STEM College and Career Academy



The City of Dunkirk is home to the P-TECH STEM College and Career Academy (P-TECH Academy) located at 55 East Benton Street. The P-TECH Academy is a partnership with the Erie 2-Chautauqua-Cattaraugus BOCES (E2CCB) and surrounding school districts. The Academy offers real work experience through project-based programs lead by specialized educators that work in tandem with higher education, business partners and component school districts. A cornerstone of these programs are additional hours of instructional time designed to introduce students to industries in the region, project-based learning, career exploration, along with industry terminology, standards and employment soft skills. High-rigor STEM (Science, Technology, Engineering and Math) curriculum is taught in a connected, collaborative environment, integrated with hands-on learning using state-of-the art manufacturing equipment. Students are able to receive OSHA certification, participate in job-shadowing and internship experiences and utilize 1:1 technology integrated in their education program.¹⁹

Business entities and their membership have pledged guidance, mentors and work-based learning opportunities. This program concentrates on the advanced manufacturing industries, which have experienced consistent growth in the region. These companies are seeking qualified employees who are fluid in technology, adaptable to change, and able to think on their feet. The P-TECH program will create “high-tech manufacturing athletes of the future” to help companies continue to grow and innovate. At the same time, the program engages young people at risk in exciting college and career pathways geared toward good careers and futures within our region and the global economy.²⁰

Having the P-TECH Academy located in Dunkirk is a major benefit for the City, students and the various manufacturing industries. As the City plans for continued growth in manufacturing and related STEM industries, the P-TECH Academy has the potential to enhance the attractiveness of the Dunkirk area and may ultimately result in positive impacts to the local economy. Students who commit to the P-TECH program will graduate with a NYS Regents Diploma and A.A.S. Degrees in Welding Technology or Mechanical Technology with specialization in CADD or machine tool from Jamestown Community College.

E2CCB recently expanded its P-TECH initiative by opening the Careers in Advanced Manufacturing P-TECH Academy in Springville. The CAM P-TECH Academy is in partnership with Alfred State College and offers career pathways in Computer Information Systems or Electrical Construction & Maintenance Electrician.

SUNY Fredonia



SUNY Fredonia, located at 280 Central Avenue in Fredonia (approximately 2 miles from Downtown Dunkirk) is a four-year liberal arts college that became part of the State University of New York system in 1948. There are 4,500 undergraduate students enrolled, of those, 2,300 students live on campus. The student population is 56% female, 44% male and 19% minority with a student to faculty ratio of 14:1. Majors include business, communication, education, music and visual arts & new media. SUNY Fredonia also has graduate programs in education, music and English.

¹⁸ <https://data.nysed.gov/>, Accessed October 2018

¹⁹ <https://www.e2ccb.org/PTECH.cfm>, Accessed October 2018.

²⁰ P-TECH 2015 Brochure, www.dunkirkcsd.org/cms/lib/NY19000564/CentriCity/Domain/661/ptech%20brochure%20with%20logo.pdf, Accessed October 2018.

The majority of student housing is located off Temple Street with many options for students. There are 14 residence halls, 6 are devoted to first year students, three of which are single sex buildings and three are co-ed. For upper-class students there are additional opportunities to live in coeducations buildings that include a suite and kitchen. There are also furnished townhouses on campus where students can live with an off-campus feel.

Fredonia Technology Incubator

The Fredonia Technology Incubator (FTI) is located at 214 Central Avenue in Dunkirk's central business district. FTI promotes economic growth in Western New York by supporting entrepreneurship and the development of new, innovative companies into successful business ventures. The FTI provides administrative and business services, professional consulting, mentoring, networking, education opportunities, access to capital and a work ready space. The facility is strategically located to bridge downtown Dunkirk and the SUNY Fredonia campus. Students can receive internships that are more in depth. The community is hoping that the center will encourage fewer layoffs and shutdowns of local businesses and even new hiring once the initial startups move beyond the incubator. Looking ahead, the FTI has the potential to provide many opportunities for new business growth and retention in the City and partnerships with the City and area employers should continue and expanded upon.



FREDONIA TECHNOLOGY INCUBATOR

Based on observations of the City's downtown office and commercial environment, it does not appear that the FTI has resulted in any measurable positive economic impacts for the City. No businesses have "spun out" of the FTI to locate in a vacant building. The City and the FTI need to identify strategies to increase opportunities to spin off FTI businesses into downtown. With the number of vacant and underutilized commercial buildings downtown, there should be a strong commitment by the City and the FTI to nurture business and help move them out of the FIT and into existing downtown building.

Jamestown Community College

Jamestown Community College (JCC) started in 1950 and is part of the State University of New York system. The total student enrollment is 2,515, with 60.6% female and 39.4% male, and a minority population of 18.8%. Students under 23 make up 62.4% of the student body while those 23 and older make up 37.5%. JCC's main campus is located in Jamestown (approximately 40 minutes from the City of Dunkirk) and additional campuses in Olean, the Town of Dunkirk and the Warren Center in Warren Pennsylvania. The Town of Dunkirk Campus is located at 10807 Bennett Road in the Town of Dunkirk. This campus has a student enrollment of 162 students, approximately 6.4% of the college's overall enrollment.



Many of the courses offered by JCC are offered at all of their locations and fall into majors such as arts & communication, business, computers, education, health, humanities & social sciences, manufacturing and math & science. There is a 17:1 student to faculty ratio.

Municipal Water, Supply and Storage

The City of Dunkirk uses Lake Erie as its source of water. The municipal water intake structure is located in the Lake approximately one mile northwest of the plant and approximately 1,800 feet from the shoreline north of Lighthouse Point. The City's treatment plant provides water for the entire City's population of about 12,000 and its many industries, along with approximately 3,000 out-of-City customers in the Towns of Dunkirk, Sheridan, Portland and the Village of Brocton for a total approximately 5,175 service connections. The City's water supply has also helped to augment the Village of Fredonia water supply during times of drought. The Water Treatment Plant utilizes a Granular Activated Carbon (GAC) treatment processes consisting of coagulation, flocculation, sedimentation and GAC filtration to treat water pumped from Lake Erie. The water is then disinfected and sent to the distribution system. The City of Dunkirk Water Treatment Plant was built in 1927 with upgrades made in 1993. A \$23 million upgrade continues which began in 2010 as a part of a Northern Chautauqua County Water District project.

The City's water treatment facility is made up of three major structures: the filter building; offices; laboratory, which is attached to the sedimentation tanks; chemical building housing the rapid mix tanks, flocculation basins, chemical storage tanks, chlorine room and a machine shop; and the high lift pump building across Lake Shore Drive which houses high lift pumps, an emergency generator and file storage.

Dunkirk's water treatment plant was designed to treat up to 10 million gallons (MG) of water per day. The daily average amount of water treated and pumped into the distribution system was 2.81 MG per day as of the most recent 2017 data.

The City has a 40-year contract with the Northern Chautauqua County Water District to supply water. Phase one of the project is complete, with phase two to include the construction of water mains east from the City of Dunkirk along NY Rt. 5 in the Town of Sheridan, completing a transmission of water from the City of Dunkirk to the Village of Silver Creek border. This phase is scheduled to be complete by the end of 2020 and includes the installation of a new water storage tank in the Town of Sheridan.

Effective in 2017, water customers in the City of Dunkirk paid on average \$689 annually (up from \$602 in 2016) for their water (based on EPA's average family of four quarterly usage of 36,000 gallons). The average customer outside the City was paying \$1,206 (up from \$1,055 in 2016) for the same amount of water.²¹

The City of Dunkirk has two water storage tanks holding a total of 4.4 MG of water and includes the Willowbrook Tank, a 2.2 MG steel tank constructed around 2014, and the Benton Tank, a 2 MG ground level riveted steel tank, built in 1935 and rebuilt to as-new in 2016. Additionally the industrial park has a 400,000 gallon tank constructed in the 1970's. The volume of the two tanks municipal tanks combined provides approximately one full day's storage. Design standards recommended minimum storage capacity for water systems be equal to or greater than the average daily water demand.

The majority of the water mains that serve the City are more than 60 years old and are made of both ductile and cast iron. Several areas of the distribution system are in poor condition and undersized along with 75% of the system being 50 or more years old. The amount of unaccounted water is approximately 30%, due to leaks, unmetered use or inaccurate meters, which is two times higher than the maximum recommended by the American Water Works Association. The City needs to develop a plan to reduce the unaccounted for water to acceptable levels and replace all of the meters on a rotating schedule. They must also plan to replace the areas of the distribution system that are in poor condition, are undersized, and have the most breaks.

Municipal Sewage

The City's existing wastewater treatment plant was constructed in the 1950s and 1970s with upgrades now underway. The plant is located just north of Wright Park and is currently undergoing an approximate \$14 million upgrade which is being funded through state grants and a zero-interest loan through the Environmental Facilities Corporation. The improvements are intended to increase the plant's capacity. The City is currently required to remove 95% of all pollution that comes into the plant before being discharged. The City is also looking into powering the facility with wind turbines and has reached out to NYSERDA for assistance.

²¹ www.dunkirktoday.com/wp-content/uploads/AWQR_2016_Dunkirk.pdf, and www.dunkirktoday.com/wp-content/uploads/AWQR2017_CityofDunkirk.pdf

Similar to the City's water distribution system, the wastewater collection system was built around 1890 with a 100-year life expectancy. A long term capital improvement plan is necessary to ensure regular replacements occur to properly maintain the system.

There are instances of stormwater infiltration. In July 2018, the City received two inches of rain in one hour, requiring the treatment plant to discharge close to 1 million gallons of stormwater into Lake Erie. This discharge did not release raw sewage and Wright Park was not impacted. The plant's discharge point is located one-half mile out past Battery Point which prevents any discharge from impacting the City's shoreline, and stormwater is disinfected before discharges such as this.

Street Lighting

The City is in the process of converting all City street and municipal-related fixtures to LED.

Telecommunications

The City of Dunkirk and surrounding areas are served by three primary telecommunication companies, Charter Spectrum, DFT Communications and Verizon High Speed Internet. All three offer wired internet service and use a variety of wired technologies including cable and DSL along with business telecommunication services. Charter Spectrum and Verizon also offer digital television service. Consolidated Communications provides limited residential internet service in and around the City. Hughes Net satellite internet service is also available in Dunkirk.²² There are four primary cell phone providers covering the City of Dunkirk, T-Mobile, Sprint, Verizon, and AT&T.

While the City of Dunkirk is well served by multiple telecommunications companies, the average download speed is reported at 13.23 Mbps, approximately 73.8% slower than the average in New York and 211% slower than the national average. The average internet download speed in New York State is 50.43 Mbps. Approximately 37% of residents in Chautauqua County have access to fixed wireless internet service and approximately 98% of Dunkirk residents are serviced by wired providers. The internet speed figures place the City at a disadvantage, particularly businesses, including home-based businesses. Charter Spectrum is listed as providing the fast speed at 100 Mbps, although actually speeds appear much slower based on available data.²³ Further clarification of actual internet speeds and potential negative impacts in the City will be needed.

Electricity and Natural Gas

National Grid USA Service Company provides electricity to customers in the City of Dunkirk. Natural gas is not available in the City.

NRG, Inc. Power Plant

The power plant in Dunkirk (now owned by NRG, Inc.) began generating power in 1950 as a coal-fired facility. In 2012, NRG, Inc. announced that it would mothball the facility's coal-fired units as the company was losing money. The facility was officially taken off line in 2016. There were initial plans to convert three out of its four coal units to run on natural gas. However, due to several factors including associated costs, NRG, Inc. formally stated in July 2018 that it will not repower the facility.

Since being mothballed, the City and School District have seen a significant decrease in collected property taxes. Prior to the 2016 closing of the power facility, the City received approximately \$2.6 million or 17.7% of 2016 General Fund revenue from the facility through a payment in lieu of taxes (PILOT) agreement. Since the plant's closure, NRG, Inc. reduced its scheduled 2017 PILOT to the City from \$2.7 million to \$404,846, a revenue loss of \$2.3 million, or 15.8% of the 2017 Adopted Budget General Fund Revenue. This payment was once again reduced

²² BroadbandNow, Available at: <https://broadbandnow.com/New-York/Dunkirk#>. Accessed December 2018

²³ Ibid.

²⁴ <http://www.observertoday.com/news/page-one/2018/07/nrg-reportedly-pulling-plug-on-repowering/>, Accessed October 2018.

²⁵ NYS Office of the State Comptroller, City of Dunkirk Comprehensive Review, June 2018

in 2018 to \$135,807. The City has also received State aid to help offset the loss of tax revenue. A more detailed discussion of the impacts of the NRG facility closing is provided below in ***City of Dunkirk Fiscal Condition Assessment***.

City-Sponsored Festivals and Events

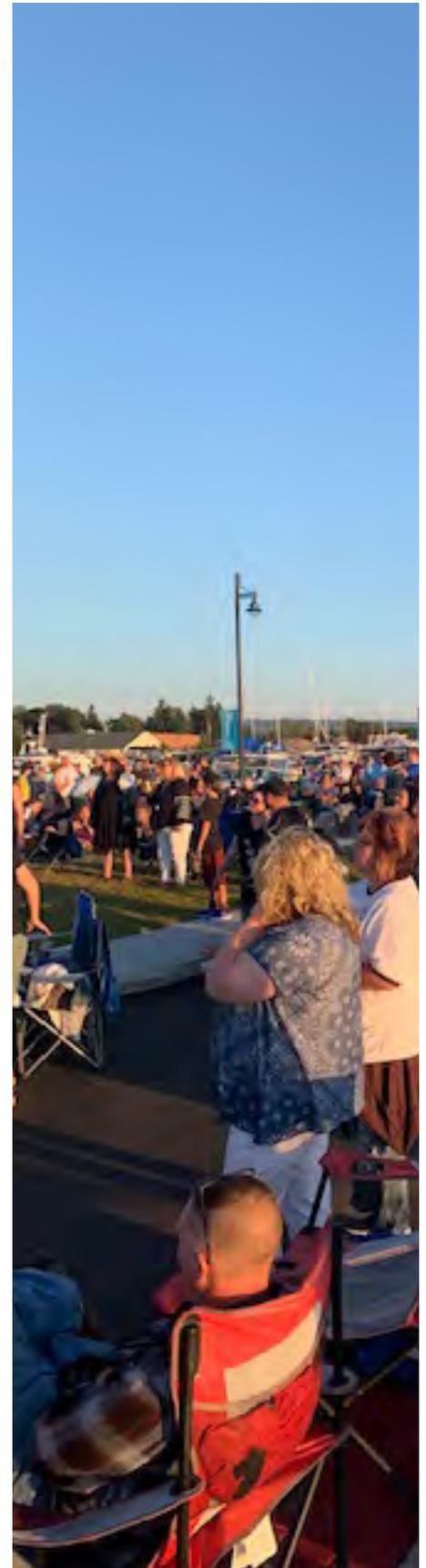
The City of Dunkirk recognizes the value of holding outdoor events and festivals. Through the Dunkirk Festivals/Special Events Coordinator position, Dunkirk has recently enhanced the diversity and number of events which are held throughout the City with a focus on the waterfront, harbor and pier.

The summer 2018 year was kicked off by the Spring Festival, a music festival that attracted nearly 10,000 people to the waterfront at Memorial Park. The Spring Festival was followed by the Music on the Pier Summer Concert Series. The 2018 summer season marked the 11th year of the concert series which takes place every Thursday night from June to September on the City's Pier. To date, the concert series has attracted over one million in total attendance. Based on this year's attendance, the concert series may be outgrowing its current location at the City Pier.

The 2018 summer festival and events season has attracted over 100,000 to the City of Dunkirk, including the annual Fourth of July celebration which saw record attendance and the City's inaugural Great Lakes Offshore Grand Prix 2018. The first ever Great Lakes Offshore Grand Prix was held from August 17th to 19th and was televised nationally by NBC Sports and streamed live in 103 countries. The race was very well-attended and to such a degree that hotel vacancies were hard to find in Dunkirk and Fredonia making attendees search for accommodations outside of the City. This event was a boost for local businesses and the City is planning to hold the event on an annual basis. During the Grand Prix, the City also held the Beach Bash, a weekend-long event with music and sand sculptures along the City's beaches. Due in major part to the success and popularity of the Great Lakes Offshore Grand Prix, the Dunkirk Local Development Council applied for, and was awarded, \$225,000 from the Market NY program for the commitment of continuing to bring the event to the City for the following two years.

Other events that take place during the summer include the Great Lakes Experience, which was held on June 17th along the waterfront with food vendors and over 40 exhibitors. The festival focused on the environment and ecology of the Great Lakes and the heritage of the region. In addition, the City hosted the Super Flea Market, the Juneteenth Festival and National Night Out. The National Night Out event is sponsored by the Dunkirk Police and has been going since 1993. The program is designed to strengthen neighborhoods against crime and help drug prevention efforts and it sends a message that neighborhoods are organized and fighting back.

The City's festivals and events are further discussed in the Local and Regional Economic Development Section of this Report and touches on their economic impact to the City.



DUNKIRK CONCERT SERIES

Community and Public Services Observations

- The City Police Department facility is in need of further improvements and adequate funding remains a primary concern to ensure the Department supplies its officers with suitable vehicles, equipment, training and facilities.
- The City has a combined professional/volunteer firefighting force. As the number of qualified volunteers continues to drop, due in part to existing volunteers aging out and a limited number of qualified and interested younger recruits.
- The Fire Department operates out of three fire stations, all of which are in need of renovations.
- A joint public safety building (Police, Court, and Jail) has and continues to be considered.
- The City Police and Fire Departments are both in need of fleet and equipment management plans. A City-wide fleet management plan is also considered necessary.
- Vacant and abandoned buildings are a public safety concern as they are known to result in increased crime rates and probability of structure fires.
- Brooks Memorial Hospital is planning to relocate outside of the City, which would result in a major loss of employees, visitors, and related individuals coming into the City on a daily basis, having direct and indirect negative economic impacts. A reuse committee has been formed by Brooks Hospital to evaluate possible future uses for the site.
- The NRG power facility has officially closed and there are no plans to re-power the plant. The City and School District continue to receive PILOT payments (albeit reduced) along with state aid. These payments will eventually stop and the City will need to fill the property tax gap left by the closed plant to avoid additional financial stress.
- The City's School District provides Pre-K through 12th grade education for students within the City and the Towns of Dunkirk and Sheridan. The school district includes four elementary schools (Schools #3, 4, 5 and 7), a middle school and the senior high school.
- The percentage of the student population identifying as Hispanic/Latino is at 53% for the 2016/2017 school year. This percentage places significant pressure on the school district to provide quality language education and must have sufficient bilingual staff.
- The P-TECH STEM College and Career Academy located in the City is a promising collaborative effort between area school districts and local companies designed to introduce students to industries in the region, project-based learning, and career exploration, along with industry terminology, standards and employment soft skills. The goal is to increase the area employee pool for manufacturing and technology trades.
- SUNY Fredonia and Jamestown Community College add to the City's attractiveness as an educational center and provides a steady pool of educated young adults that could aid in revitalizing the City.
- The City is now the primary provider for drinking water in the Northern Chautauqua County Water District. The water treatment plan has undergone \$23 million in upgrades.
- The majority of the City's water lines are more than 60 years old, with several areas reported to be in poor condition and undersized, with 75% being 50 or more years old. A long-term plan to replace the City's water distribution infrastructure is needed.
- The City is in the process of a \$14 million upgrade to the wastewater treatment plant.
- The City's wastewater collection system was built around 1890 with a 100-year life expectancy, and therefore requires a long-term capital improvement plan to ensure regular replacements occur to properly maintain the system.
- Based on available data, the City of Dunkirk and surrounding areas have significantly slower broadband internet speeds when compared to New York State as a whole. As a result, business development may be at a disadvantage in the City. If these figures are confirmed, solutions for increasing speeds will be necessary.
- The City sponsors a wide variety of festivals, especially along the waterfront, including Music on the Pier. Recently, the City has increased the amount and variety of events which has resulted in significant numbers of visitors coming into the City – a major economic benefit. The City plans to improve existing events and add additional ones as it recognizes the immense economic value they provide to local businesses, along with the positive benefits to resident quality of life, all of which contribute to increasing the City's attractiveness to future residents, businesses and investors.

TRANSPORTATION

The following Section provides an overview of the City’s transportation network based on available information, reports and site visits. This Section identifies transportation issues, including, but not limited to traffic volumes, congestion/intersections of concern, bicycle travel, truck routes, public transportation, rail, and pedestrian safety concerns. Refer to the **Transportation and Pedestrian Connectivity Map** on the following page for the following discussion.

Roads and Traffic

The City of Dunkirk is located 45 miles southwest of Buffalo and connected by the New York State Thruway (I-90), which passes through the southernmost part of the City. The City of Dunkirk has a total of 21.8 miles road miles including 7.3 miles of City-owned roads, seven miles of County-owned roads, and five miles of State-maintained roads along with another 2.6 miles of privately-owned roads.²⁵

The major routes that enter into the City include NY Route 5, NY Route 60/Maple Avenue/Main Street, Central Avenue and County Road 98B/Brigham Road. NY Route 60 enters the City from the southeast edge and serves as a main entrance/exit road from the New York State Thruway (I-90). Central Avenue connects the City of Dunkirk to the heart of Fredonia. County Road 98B/Brigham Road connects the City with Temple St. in Fredonia and runs parallel to Central Avenue.²⁶



CENTRAL AVE AND LAKE SHORE DRIVE

In 2014, the City of Dunkirk completed Millennium Parkway and Progress Drive, providing important connections from NY Rt. 60 to Nestle-Purina and other important industries on Roberts Road.

The busiest road within the City is NY Rt. 60, with an annual average daily traffic count (AADT) of between 10,001 and 25,000 vehicles. This road serves as the main access route into the City from I-90. Lake Shore Drive E. (NY Rt. 5) between Main Street and Central Avenue, which ends at the end of the City Pier, has an AADT of 10,001-25,000. Of the 28 streets that are measured for volume by NYSDOT, 15 roads measured under 1,000 average daily trips, with a truck usage average of 3.2%. There is one noticeable difference – on Main Street between Marsden Street and E. 7th Street, the average daily trips count is 2,597, however the percentage of truck usage is 74.8%. This drastic increase in truck usage could be attributed to the manufacturers along Main Street and easy access to I-90.²⁷ The busiest intersection in Chautauqua County is NY Rt. 60/20, located approximately 1.8 miles south of the City line.

Within the City there are a handful of streets that are brick paved: S. Zebra Street, N. and S. Gazelle Streets, Antelope Street and N. and S. Beagle Street, S. Margay Street, N. and S. Martin Street and N. Ocelot Street. The brick paving requires more maintenance than asphalt although they do add positively to the character of the surrounding neighborhoods. When bricks become loose and potholes form, the City appears to just patch the holes with asphalt. While a cost-effective approach, over time, these patches diminish the quality of the road. The City should establish a long-term plan to address these roads to ensure consistent maintenance.

NY Route 5 is part of the Great Lakes Seaway Trail, A National Scenic Byway that provides a beautiful drive along the shore of Lake Erie, the Niagara River and St. Lawrence River in New York and part of Pennsylvania. The Seaway Trail runs through Dunkirk as well as many other cities, small villages, with many historical locations, family attractions, cultural heritage sites, restaurant and shops found along the trail.

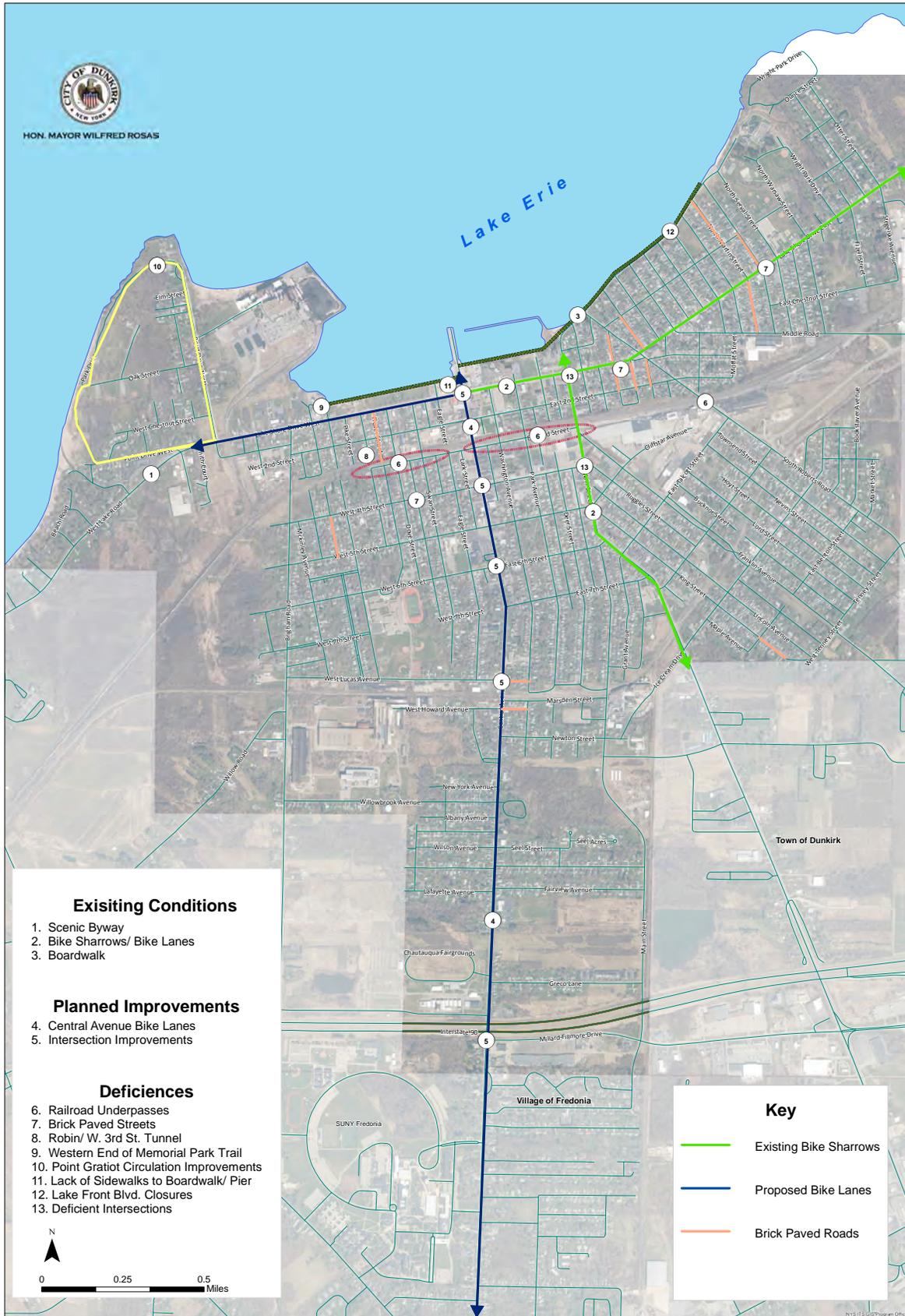
²⁵ 2011 Highway Mileage Report For New York State

²⁶ AADT Map <https://gis3.dot.ny.gov/html5viewer/?viewer=tdv>

²⁷ NYSDOT_2016TrafficVolumeReport-LocalRoads



HON. MAYOR WILFRED ROSAS



Existing Conditions

- 1. Scenic Byway
- 2. Bike Sharrows/ Bike Lanes
- 3. Boardwalk

Planned Improvements

- 4. Central Avenue Bike Lanes
- 5. Intersection Improvements

Deficiencies

- 6. Railroad Underpasses
- 7. Brick Paved Streets
- 8. Robin/ W. 3rd St. Tunnel
- 9. Western End of Memorial Park Trail
- 10. Point Gratiot Circulation Improvements
- 11. Lack of Sidewalks to Boardwalk/ Pier
- 12. Lake Front Blvd. Closures
- 13. Deficient Intersections

Key

- Existing Bike Sharrows
- Proposed Bike Lanes
- Brick Paved Roads



City of Dunkirk Comprehensive Plan
Transportation & Pedestrian Connectivity

Lagerbe Group. 6-2019 Map for Illustrative Purposes Only. Project: 2017123. Data Source: City of Dunkirk, NY 2017, NYS GIS Clearinghouse 2018

This document was prepared with funding provided by the New York State Department of State under Title 21 of the Environmental Protection Fund. Contract: T1000935

Central Avenue runs through the center of the City, beginning at the City's Pier. Along Central Avenue, old architecture, urban renewal buildings and vacant lots can be seen. Uses along the route vary from fire stations, cafes and restaurants, second hand stores, to City Hall and Brooks Memorial Hospital.

Central Connections Project

The Central Connections Project, a cooperative project between the City, the Village of Fredonia and the University, is intended to establish better connections and improve the movement of people between all three places and to establish a cohesive message and marketing system for Central Avenue to attract visitors and residents. The project includes bike lanes along the entirety of Central Avenue (from the Pier to downtown Fredonia, intersection/crosswalk improvements at Lake Shore Drive, 4th, 6th, Lucas and Millard Fillmore Drive; wayfinding signage, branding and marketing improvements; and beautification along the Central Avenue corridor, including repaving.



CENTRAL CONNECTION PROJECT

Bicycle Traffic

The bicycle routes that are in the City include two paths that connect Wright Park with N. Serval Street and Wright Park Drive. There are “share the lane” markings (sharrows) for bicyclist on Lake Shore Drive and Rt. 60 (Lamphere St., Maple Ave., and Main St.). As part of the Central Connections Project, bike lanes will be installed along the entire length of Central Avenue and into the Village of Fredonia in Barker Commons.

Lake Shore Drive (NY Rt. 5) and State Bike Route 517 through Dunkirk is what is considered a shared roadway as the two routes run concurrently through the City. This bike route serves as a major connecting route in the State Bike Route system linking Bike Routes 17 in the Village of Westfield to the south and Bike Route 5 in Lockport to the north. Both Bike Route 17 and 5 cut nearly across the whole of the State from east to west and are some of the longest routes making 517 a critical link between the two. Bike Route 517 runs along the shore of Lake Erie and further connects to Pennsylvania's State Bicycle Routes. Due to strategic location of this link much of New York State as well as Pennsylvania and points south and west are accessible to cyclists.

Although well served and accessible to bike transportation routes, bicyclists have noted some particular concerns they have when biking through the City of Dunkirk. When compared to other cities throughout the State and along the extensive State Bike Route 517 corridor, Dunkirk lacks some amenities that cyclists have come to enjoy in other locales. As NY Rt. 5 and State Bike Route 517 run concurrent, cyclist have encountered many problems particularly in the summer season. These cyclists have noted that there are no sheltered bike lanes on this route and cyclists and motor vehicles must be extra diligent to avoid accidents along this stretch in the City. Cyclists also lack a close place for repairs, tire fillings, or other basic needs related to maintenance for long range bike travel.

Pedestrian Connectivity

Sidewalks

The sidewalk system covers a majority of the City of Dunkirk and maintenance is the responsibility of property owners who front the sidewalk. Permits and approvals from the City are required to construct or repair sidewalks. A 2014 Walkability Survey Summary Report, by the Chautauqua County Health Network, found many deficiencies in sidewalks and lack of certain connections. The City commissioned a supplemental report and prepared the 2018 Complete Streets Report. This report identified key areas in the City where sidewalk and intersection improvements are needed for pedestrian safety. More information on the findings of this report are provided below.

In 2016 and 2017 the City introduced the Sidewalk Replacement Program where a homeowner could be reimbursed \$2.00 per square foot for replaced sidewalks provided all requirements were followed, until the City's funds were expended. The Central Connections Project will include new highly visible crosswalks at the following Central Avenue intersections: Lake Shore Drive, 4th Street, 6th Street, Lucas Avenue and Millard Fillmore Drive. Millard Fillmore Drive has been identified as a road that should have sidewalks to assist pedestrians walking to the numerous stores and services in the area.

Railroad Underpasses

There are eight pedestrian/vehicle railroad underpasses in the City: at East and West 3rd Streets: S. Roberts Rd., Brigham Rd., Main Street, Park Avenue, Washington Avenue, , Swan Street and two Central Avenue. These underpasses are owned and maintained by CSX and Norfolk Southern (NS) railroads. When trains drive over or park on the tracks above the underpasses, soot, oil and dirt are known to cover the sides of the bridges and walls of the underpasses. After many years of reaching out to CSX/NS, the City has been given permission to clean up and maintain the overpasses at the City's expense.



RAILROAD UNDERPASS CENTRAL AVE

At the end of W. 3rd Street there is a pedestrian only tunnel below the railroad tracks. The tunnel is plagued by vandalism and graffiti, has limited lighting and serves as a pedestrian connection from one neighborhood to another. In addition, there are structural integrity concerns that should be evaluated. To make sure that the tunnel and the underpasses are maintained and safe, the City should continue in their efforts to establish a more mutually beneficial relationship with CSX to create safe friendly pedestrian areas. There is also a pedestrian tunnel at Roberts Road that has similar graffiti issues and should be incorporated into the City's overall plan for improving tunnels and overpasses.

The 2014 Walkability Survey Summary Report found that railroad overpasses obscure views of crossing devices creating hazards for both pedestrians and traffic. The Study also found a pedestrian access was in very bad condition under the railroad bridges. This report further supports the need for the City to work closely with CSX/NS into the future.

Pedestrian Areas of Concern

The City of Dunkirk Compete Streets Report, a 2018 supplement to the 2013 Walkability Survey Summary Report, evaluated 14 streets for pedestrian safety concerns and provided recommended improvements. The primary areas of focus were neighborhoods that scored poorly on the Choosing Dunkirk housing report along with streets surrounding the High School which see significant amounts of pedestrian traffic. Major streets and intersections identified for improvements include: E. 6th St., Deer St., Swan St., W. 5th St. and E. 5th St. In addition, the Report recommended:

- Focusing on improving the streets surrounding the Middle School. Swan and E. 5th Streets would benefit from fixing the broken sidewalks and unmarked intersections. Benches and street trees would also increase appeal.
- Seek to make the residential areas of Deer and E. 5th Streets more walkable with wider sidewalks and clear walking paths for pedestrians. These improvements would encourage increased use of the sidewalks and exploration of nearby businesses and the pier/waterfront area.
- The area surrounding Washington Park can be more accessible for all if the intersections area clearly marked and free of potholes. Those using wheelchairs and pushing strollers will be able to cross the intersection more smoothly.

An additional street that is in need of pedestrian improvements, primarily at key intersections is E. 4th Street, between Central Ave. and Main Street. There are no crosswalks across E. 4th Street, except at the intersection of E. 4th/Main/Ruggles (the crosswalks at this intersection are faded and there are no pedestrian signals). Pedestrians may cross E. 4th Street on a regular basis to reach the various stores at the corner of E. 4th and Main Street and highly visible crosswalks should be considered in key locations. The intersection of E. 4th/Main/Ruggles should have a pedestrian timer and highly visible crosswalks as many pedestrians must cross Main Street in this location.

The 2014 Walkability Summary Report, surveyed 12 study areas that were considered a challenge or danger to pedestrians. Nearly 4 miles of streets were surveyed which included pictures, and a participant or device that was handicap to help with determining walkability. The ratings that could be assigned were excellent, good, fair, or poor, however none of the streets surveyed received an “excellent” rating.

The 2014 Report identified Lake Shore Drive (NY Route 5) as being an engineered barrier to pedestrians who might visit the waterfront from residential neighborhoods to the south. It is also a barrier to the residents of the Dunkirk Housing Authority high-rise apartments building who wish to walk to shopping areas, medical appointments and other destinations south of the road. Lake Shore Drive lacks marked and signed crosswalks, a pedestrian median or curb extensions to shorten crossing distance, trees, benches or murals/arts.

The major intersection of Lake Shore Drive and Central Avenue is an important intersection for tourists, pedestrian and vehicular traffic, and also represents the center of commercial activity on Lake Shore. There are no sidewalks along Central Avenue north of Lake Shore leading to the pier, requiring pedestrian to navigate along the side of the road, through parking lots and pass the busy boat launch to reach the pier and boardwalk. There is also no marked or signaled crossing for Central Avenue, curb extensions, and no pedestrian median. In addition, this intersection has wide curb radiuses which allow vehicles to turn at higher speeds. As it is currently configured, the Central Avenue/Lake Shore Drive intersection is dangerous for pedestrians.

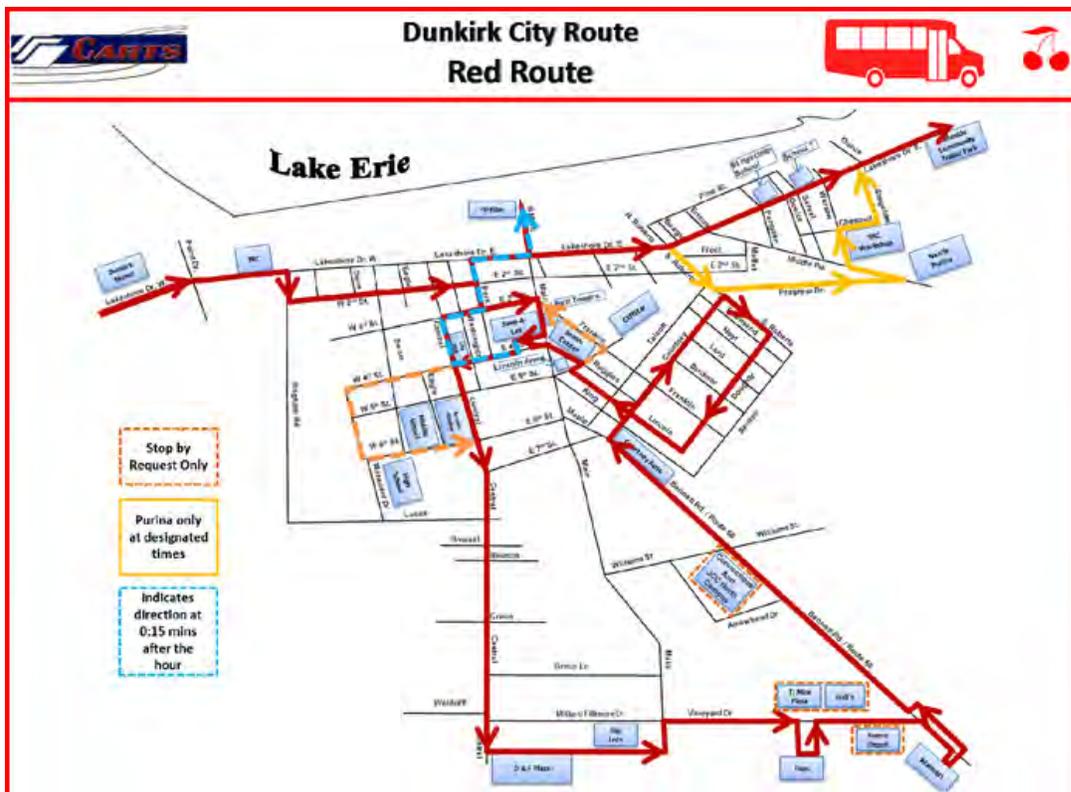
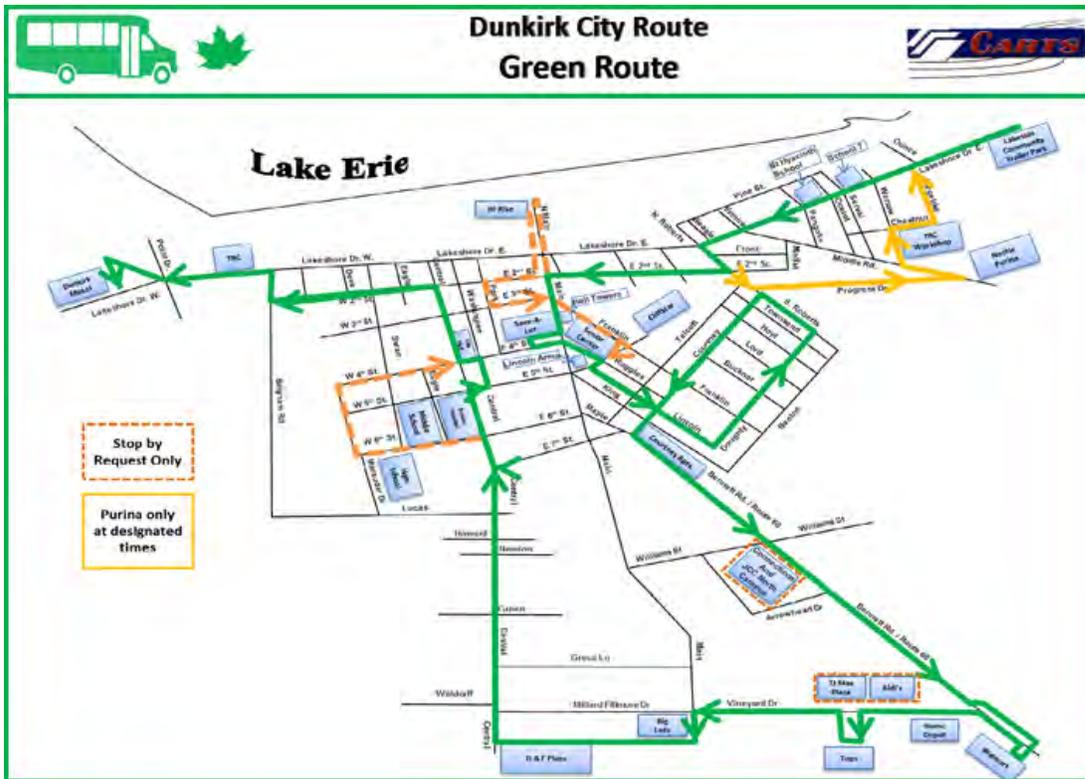
Further findings show that on E. 2nd Street there are serious deficiencies along the entire length of the 1.2 miles that were surveyed. The sidewalks are fractured, heaved, or generally inaccessible which inhibit use especially for people pushing baby strollers and handicapped pedestrians, sometimes forcing them to use the smoother road surfaces creating dangerous conflicts with vehicular traffic.

The Study put forth opportunities for the City to make better pedestrian accommodations. Dunkirk is a flat City and very bikeable/walkable and to further this the streets should be stripped with bike lanes and/or sharrows. The opportunity to partner with New York State DOT will help implement the DOT’s complete streets legislation for roads and find funding opportunities. The Lake Erie waterfront is a tremendous community asset and should be leveraged through improvements to the built environment to foster more pedestrian traffic, tourism, social and economic activity.

There were also recommendations to prioritize Swan, Park and Washington Streets to become north-south pedestrian corridors to the lakefront with proper sidewalks and marked/signed crossings. Having had already adopted a Complete Streets Ordinance, the City should further the intentions of the policy and begin to create a bike lane network that leads out toward the neighborhoods, ensuring a greater degree of safety for cyclists using city streets. Dunkirk should also request the NYSDOT to install pedestrian medians and signalized crossings along Lake Shore Dr./NY Route 5. Additionally, pedestrian corridors should have murals, artwork and trees as well as benches to provide resting places and to encourage more casual socialization. There should also be more walkability studies as well as education and enforcement of applicable laws for drivers and pedestrians to promote safety.

Public Transportation

Chautauqua Area Rural Transit System (CARTS) is the public bus system that runs within Chautauqua County with Jamestown and Dunkirk, the two main hubs. The system also provides service to the County’s towns and villages. The fleet of these services are small vans that run loops throughout the County on a weekday schedule. The loop is a fixed route that serves the hospitals, workplaces and shopping centers, with demand service up to one quarter mile from the fixed route. Refer to the **CARTS Green Route and Red Route Maps** on the following page. CARTS also offers an urban bus service in Jamestown, Fredonia, and Dunkirk. The urban service in Dunkirk runs



on weekdays from 7:30am to 5:30pm. If there is a desire to use the services outside of Dunkirk, City Hall (The Junction) can be used to transfer to other service routes. The service stops at several places, including the Dunkirk Motel, Save-a-Lot, Tops, TJ Maxx Plaza, Walmart, Aldi, Courtney Apartments, City Hall, Nestle Purina and the JCC North County Campus. The Green Line also stops at the ARC Resource Center and D&F Plaza, while the Red Line stops at the Lakeside Community, Dunkirk Senior Center, Home Depot, and Steger Apartments. Many of the stops are near major roadways that are easily accessible to those walking to the bus stops.

There are also six rural routes that cover the County, three of which stop in the City of Dunkirk making it easier for residents to get to surrounding places for work and/or leisure. The rural bus routes from Dunkirk to Jamestown can connect riders to the many Jamestown City Routes that exist as well. There are also services provided under the Americans with Disabilities Act which include Dial-A-Ride, a curb-to-curb or door-to-door services for persons with mental or physical impairment, wheelchair assistance, or an impairment-related condition that would prevent travel to or from a bus stop.

Railroad Infrastructure

Ever since the City became the western terminus for the Erie Railroad in 1851, railroads have played an important role in Dunkirk. Brooks Locomotive, later American Locomotive Company (ALCO), was a major employer and produced more than 13,000 locomotives between 1870 and 1926. More than 4,500 residents (out of a total of 7,000 residents in Dunkirk) were employed by ALCO at its peak. Locomotive production boomed until the conclusion of the First World War.

Railroad tracks crisscross through the City, with CSX and Norfolk Southern operating freight lines that also accommodate Amtrak's Lake Shore Limited passenger service between Buffalo and Cleveland. While there is no Amtrak station in Dunkirk, there are three stations nearby, one in Erie, Pennsylvania, and two in Buffalo, New York, each approximately one hour away.

The main set of tracks enter the City from the northeast and parallel 3rd Street (approximately 3,400 linear feet) before heading south, west of Brigham Road where the tracks link back up with a second set of tracks that traverse the City. This second set cuts through the City's southeastern and central residential neighborhoods, passing by Fieldbrook Foods Corporation and Dunkirk Specialty Steel, and once served the City's many steel and manufacturing operations. The railroads continue to serve the City's various industrial and manufacturing businesses and trains move through the City on a regular basis each day.

The tracks that follow 3rd Street cross over Swan Street and Eagle Streets; Central, Washington and Park Avenues, Main Street (NY. Rt. 60) and S. Roberts Road (County Rt. 136). CSX has been known to park railroad cars on these overpasses, resulting in eye sores through the center of the City, blocking views of downtown in one direction and the lake in the other. A recent major issue was the storage of cars on the line for approximately eight months in 2017, until they were finally removed after several requests by local and state officials. In addition, the railroad tracks and cars tend to leak oil, soot and other debris negatively impacting the visible portions of the overpass bridges and walls. This issue occurs regardless of whether or not the tracks have parked cars on them. A long-term maintenance plan is needed between the City and CSX to ensure the overpasses and bridges are regularly cleaned and painted. They are highly visible throughout the City and it is imperative that they are well maintained. An agreement that railroad cars will never be parked on the overpasses for extended periods of time is also needed from CSX.

Aviation

The airports near the City of Dunkirk include the Chautauqua County/Dunkirk Airport, a public airport three miles from downtown Dunkirk. There are three other airports within 30 miles of Dunkirk and one within 50 miles. The airports within 30 miles include: the Dart Airport and museum in Mayville, New York, a privately owned airport; the Gowanda Airport –D59 in Collins, New York, a privately owned airport; and the public Chautauqua County Jamestown Airport.²⁹ The Buffalo Niagara International Airport (BUF) is 51 miles from Dunkirk and has up to 100 nonstop flight per day serving 31 airports, including many in Canada. In Pennsylvania there are two airports within two hours of Dunkirk, Bradford Regional Airport, and Erie International Airport. Three hours south is Pittsburgh International Airport.

²⁹ Chautauqua County/Dunkirk Airport, <http://www.airnav.com/airport/KDKK>

Transportation and Pedestrian Connectivity Observations

- The City is responsible for maintaining approximately 7 miles of City roads, with a total of 21.8 miles of roads in the City, including five miles of State-maintained roads and seven miles of County-owned roads.
- The busiest road in the City is NY Rt. 60, which serves as the main access route into the City from the New York State Thruway (I-90).
- Of the 28 streets in the City measured for volume, truck usage averages 3.2%. Truck traffic is most significant (74.8%) on the Main Street between Marsden Street and E. 7th Street.
- Portions or whole stretches of the following streets are brick paved: Antelope Street, Canary Street, Howard Avenue, King Street, Leming Street, Lucas Avenue, Nevins Street, Plover Street, Temple Street, N. and S. Beagle Streets, N. and S. Gazelle Streets, N. Martin Street, and N. Ocelot Street.
- While brick streets may add to the aesthetic character of a neighborhood, such streets require a greater degree of maintenance as compared to asphalt. While the City paved some of the remaining brick streets in the summer of 2018, a long-term plan to address the remaining brick streets is needed in order to provide a safer and more efficiently maintained surface, improving maintenance practices and improving neighborhood road conditions.
- The Great Lakes Seaway Trail, a National Scenic Byway runs through the City via NY Route 5 and connects the Dunkirk with several other communities, historic locations, family attractions, cultural heritage sites, and restaurants and shops. NY State Route 5 in Dunkirk is also the path of State Bicycle Route 517 which connects into other designated State Bike Routes.
- The City is in the middle of improvements to Central Avenue between the City Pier and the Village of Fredonia (The Central Connections Project) which includes intersection improvements, repaving of Central Avenue, and construction of bike lanes along the entire length of Central Avenue and into the Village of Fredonia, among other improvements.
- There is a designated bike lane on both sides of Lake Shore Drive between Main Street and Central Avenue. There are “share the lane” markings (sharrows) for the remainder of Lake Shore Drive.
- There are also sharrows on Main Street/Maple Avenue.
- Sidewalks maintenance is the responsibility of property owners fronting the sidewalk. Since 2016, the City has offered a Sidewalk Replacement Program that allows property owners to be reimbursed up to \$2.00 per square foot for replaced sidewalks.
- The City commissioned two pedestrian-safety related studies: the 2014 Walkability Survey Summary Report and the 2018 Complete Streets Report. Both reports identified streets, sidewalks and intersections that are unsafe for pedestrians and provided recommendations for improving safety.
- Lake Shore Drive (NY Route 5) is considered a barrier to pedestrians seeking to travel between downtown and the waterfront, including seniors that live at the Dunkirk Housing high-rise apartments at the corner of N. Main Street and Lake Shore Drive. As a result, the intersection of Main St. and Lake Shore Drive is a highly traversed intersection for pedestrians.
- The lack of sidewalks along Central Avenue north of Lake Shore Drive and the lack of crosswalks at this intersection will both be addressed with the upcoming Pier improvement and Central Connections Projects.
- The pedestrian tunnel under the railroad tracks at W. 3rd Street is in need of improvements including lighting and continuous maintenance to address graffiti and the overall poor interior and exterior appearance.
- The five railroad underpasses leading to the lakeshore become covered with soot, oil, and dirt from the trains and cover the sides of the bridges and walls of the underpasses. The City and CSX need to establish a regular maintenance plan to keep these areas clean as they represent major gateways.
- There is no direct bus/shuttle service between Fredonia and Downtown Dunkirk.

CITY OF DUNKIRK FISCAL CONDITIONS

The following is an evaluation of the City of Dunkirk’s current budget, capital improvement plans and other fiscal documentation that reports on the fiscal condition of the City. As part of the Comprehensive Planning process, the City’s fiscal condition was reviewed using a combination of the following data:

- NYS Office of the State Comptroller (OSC), Financial Restructuring Board for Local Governments, Comprehensive Review Report, June 2018;
- NYS OSC, Open Source Database and Financial Stress Monitoring System information; and
- City of Dunkirk 2018 Adopted Budget.

In the following section, the major findings are summarized and takeaway conclusions are provided based on the detailed assessment.

Financial Overview

The City has a history of stable budgeting. The Key Financial Indicators that are presented in **Table 26: City of Dunkirk General Fund Key Financial Indicators**, indicate that the City property tax levy has remained nearly flat from 2013-2018, increasing only 0.85% (\$41,230). Expenditures during the same period increased only 0.5% (\$77,000). These increases are well below the compounded inflation rate during the same period which is 6.7%.³⁰

General Fund	2013	2014	2015	2016	2017	2018*
Expenditures**	\$14,728,516	\$15,530,031	\$15,479,912	\$14,443,842	\$14,562,441	\$14,805,628
Revenues	\$14,881,975	\$15,590,772	\$14,546,251	\$14,993,521	\$14,652,085	\$14,805,628
Fund Balance	\$6,206,087	\$5,676,764	\$5,770,427	\$6,366,542	\$4,590,725	N/A
Property Tax Levy	\$4,830,639	\$4,837,477	\$4,837,477	\$4,837,476	\$4,871,870	\$4,870,287
Full Valuation	\$340,489,467	\$340,971,424	\$340,951,983	\$342,041,818	\$348,726,383	TBD
Full Value Tax Rate (%)	14.19	14.19	14.19	14.14	13.97	TBD

Source: NYS Office of the State Comptroller; *City of Dunkirk 2018 Adopted Budget

** Expenditures exclude Water and other Special District funds.

In order to benchmark the City to any other municipality or a peer group, consideration must be given not only to the differences in the types and scale of the services provided, but also to the various obstacles/constraints, problems, and existing conditions that must be overcome in order to fulfill the service requirements. These can vary widely from one municipality to the next, and may impact related costs accordingly.

As noted in **Table 27: Total Cost Per Capita Comparison**, indicates, the cost per capita for providing government services is \$1,852 per resident, which is higher than Fredonia and Jamestown, two nearby municipalities providing similar government services. This reflects Dunkirk’s higher cost basis (due to local conditions and in-place collective bargaining agreements) and slightly more diverse revenue streams from the peer group municipalities.

While some municipal costs are variable and can be adjusted to meet demand peaks and lows, personnel and debt costs are fixed (constant) costs that do not vary despite any changes in service demand (without restructuring or refinancing). As depicted in **Table 28: Fixed Cost Percentage Comparison**, Dunkirk’s fixed costs are equal to 72.7% of their total revenue sources, which is in between Fredonia (75.7%) and Jamestown (35.2%), and is slightly

³⁰ US Department of Labor Bureau of Labor Statistics, Consumer Price Index (CPI) data.

higher than the average of Western NY Cities (70.4%). These costs cannot be adjusted without reorganizing work to achieve productivity gains, or by reducing levels of services.

Table 27: Total Cost Per Capita Comparison			
2018	Dunkirk	Fredonia	Jamestown
Population*	12,563	11,230	31,146
Total Expenditures**	\$23,264,252	\$9,130,495	44,949,963
Cost per Capita	\$1,852	\$813	\$1,443

Source: NYS Office of the State Comptroller; *2010 US Census

** Reflects Total Expenditures for all funds

Table 28: Fixed Cost Percentage Comparison				
2017	Dunkirk	Fredonia	Jamestown	Western NY Cities
Total Revenue	\$23,195,750	\$9,023,838	90,177,624	
Personnel Services and Employee Benefits	\$15,099,110	\$5,895,033	\$29,384,329	
Total Debt Service	\$1,753,323	\$935,645	\$2,336,718	
Total Fixed Cost	\$16,852,433	\$6,830,678	\$31,721,046	
Fixed Cost Percentage of Total Expenditures	72.7%	75.7%	35.2%	70.4%

Source: NYS Office of the State Comptroller Financial Stress Monitoring System

Fiscal Threats

Despite its stable budgeting history and financial performance, the City presently faces financial stress. The 2017 OSC Financial Stress Monitoring System identified several external environmental threats that are beyond the City’s direct control, and that may make the City “susceptible” to financial stress. These threats include: high regional unemployment, high rates of child poverty, low property value per capita, and population loss, and are presented in **Table 29: OSC Environmental Fiscal Stress Indicators excerpted from the OSC report.**³²

Another major threat that is beyond the City’s direct control is the recent decision by Brooks Memorial Hospital to relocate outside of the City. This will create job and economic activity loss that will be difficult to recapture until the downtown hospital complex becomes reactivated.

The largest financial threat facing Dunkirk, however, exists from the January 2016 NRG, Inc. (NRG) electric power plant closure. Previously, the City had been receiving an annual payment in lieu of taxes (PILOT) that totaled \$2.6 million in 2016, and represented 17.7% of the 2016 General Fund revenue. The PILOT has been significantly reduced since the closure however, and for 2018 amounted to only \$135,807, a 17.3% percent revenue loss of \$2.5 million. This significantly reduced PILOT is set to terminate in 2023 unless the plant becomes repowered, or the site is otherwise reactivated.

³² NYS Office of the State Comptroller, Financial Stress Monitoring System, 2017 City of Dunkirk Assessment Report.

As a result of this significant impact, the City has become eligible for a temporary state Mitigation Aid program, to partially offset the energy-plant related revenue loss. The City received \$1.8 million in Mitigation Aid in 2017, avoiding the need for the City to raise additional property taxes or appropriate additional Fund Balance to cover the NRG PILOT shortfall.

As the following **Table 30: City of Dunkirk Unreserved Fund Balance Ratio to Expenditures**, presents, the City has \$2.5 million available in unreserved Fund Balance as of 2017. Without continued State Mitigation Aid, or unless additional fund balance is replenished, the City only has sufficient unreserved fund balance to offset the NRG PILOT revenue loss for one full year going forward, absent other additional new revenue. Also, significantly reducing unreserved fund balance levels to below 10% of expenditures may trigger a rating agency downgrade, which likely would increase municipal borrowing costs.

	2015	2016	2017
Unreserved Fund Balance	\$5,312,598	\$4,468,530	\$2,495,595
Gross Expenditures	\$16,003,678	\$14,425,604	\$15,944,477
Unreserved Fund Balance % of Expenditures	33.2%	31.0%	15.7%

Source: NYS Office of the State Comptroller, Open Book New York database

Observations

Looking ahead, unless the NRG plant is repurposed, which will likely take several years, the City will face a significant revenue shortfall beginning in 2024 when it will no longer be receiving NRG PILOT revenue nor state Mitigation Aid. The anticipated budget impact at that time is projected to be negative \$2.2 million, which represents 15.8 percent of the total 2018 Adopted General Fund expenditures.³³ Also, while the scope of this financial analysis is limited to the City government, it should be noted that the Dunkirk City School District also faces significant NRG revenue shortfall issues that also present a similar significant fiscal challenge for the School District. This will likely create significant budgetary pressures for the City and the School District. Major restructuring or reductions may be needed to offset this large expected revenue shortfall.

Recognizing these issues, the Mayor and Council have been proactive to restructure City operations, renegotiate labor agreements and employee benefits, and seek out state assistance. In June 2017, the City Council also requested the OSC to conduct a comprehensive review of the City by the Financial Restructuring Board for Local Government (FRB). The City is eligible for such a review because its property tax rate exceeds 75% of other NYS cities, which is an automatic eligibility criteria.

The FRB’s Comprehensive Review Report contains valuable analysis and specific recommendations that are also coupled with grant award opportunities that are uniquely available at the FRB’s sole discretion (subject to specific terms). Recommended grant opportunities are depicted in **Table 31: Fiscal Restructuring Board Recommended Grant Opportunities**.

Financial Review Board Recommendations	Grant Award Amount
Convert the street lighting infrastructure to LED technology	\$1.1 million
Modify long-term labor and healthcare cost structures	TBD
Temporarily stabilize the City’s 2018 – 2020 finances and tax levies	Up to \$1.77 million per year
Implement shared service plan(s) with neighboring municipalities	TBD; LGE up to \$600K per project

³³ NYS Office of the State Comptroller, Financial Restructuring Board for Local Governments, Dunkirk Comprehensive Review Report, June 13, 2018.

The City should continue to prioritize and implement the FRB Comprehensive Review Report recommendations. In particular, the City and School District face an urgent need to reduce their cost base. Sharing services with other jurisdictions can be an effective way to reduce operating costs by eliminating redundant efforts and creating benefits from scale. This can require lead time to develop and implement any new process. The City and school district should accordingly prioritize and plan continued shared service discussions with neighboring municipalities as quickly as possible, so they can receive the associated benefits in time to offset these potential shortfalls. The City should also give priority consideration to those land use and implementation strategies within this Comprehensive Plan that will aid or facilitate re-activating the downtown Brook Memorial Hospital area, as well as to other strategies that are expected to drive revenue or productivity growth.

As also noted in the FRB report, the City should consider reevaluating cost recovery opportunities for its services, including downtown parking fines and fees; emergency ambulance insurance reimbursement, and to potentially expand sanitation services to provide commercial services as an additional revenue source.

City of Dunkirk Fiscal Conditions Observations

- The City's cost for providing government services is \$1,852 per resident (per capita) is higher than Fredonia and Jamestown. These high costs may be due to unique local conditions, existing collective bargaining agreements and slightly more diverse revenue streams from the peer group municipalities.
- Dunkirk's fixed costs are equal to 72.7% of their total revenue sources, which is slightly higher than the average of Western NY Cities (70.4%). These costs cannot be adjusted without reorganizing work to achieve productivity gains, or by reducing levels of services.
- The City Council requested the NYS Office of the State Controller conduct a comprehensive review of the City by the State's Financial Restructuring Board for Local Government (FRB).
- The FRB identified several external environmental threats that are beyond the City's direct control, and which may be making the City "susceptible" to financial stress: high regional unemployment, high rates of child poverty, low property value per capita and population loss.
- The largest financial threat facing Dunkirk is the loss of the NRG Facility and associated PILOT payments. The City is facing a significant revenue shortfall beginning in 2024 when it will no longer be receiving NRG PILOT revenue nor state Mitigation Aid, unless the lost revenue can be replaced.
- The anticipated budget impact by 2024 projected to be negative \$2.2 million, representing 15.8% of the total 2018 Adopted General Fund expenditures.
- The City of Dunkirk School District will also experience fiscal stress as a result of the loss of the NRG PILOT payments.
- The FRB's Report included specific recommendations that were coupled with grant opportunities including:
 - o Converting the street lighting infrastructure to LED technology (which is currently underway);
 - o Modifications to long-term labor and healthcare cost structures;
 - o Temporary stabilization of the City's 2018-2020 finances and tax levies with additional state funding of up to \$1.77 million per year; and
 - o Seek and implement shared service plan(s) with neighboring municipalities with financial assistance from the Local Government Efficiency Grant program and up to \$600k per project.
- Additional recommendations were provided in the FRB report including reevaluating cost recovery opportunities for its services, including:
 - o Downtown parking fines and fees;
 - o Emergency ambulance insurance reimbursement; and
- Potential expansion of sanitation services to provide commercial services as an additional revenue source.

LOCAL AND REGIONAL ECONOMIC DEVELOPMENT

A thorough assessment of the local and regional economy is vital for understanding the drivers of regional employment and directional trends. It is important to gain a strong understanding of the local job market dynamics, as well as major stakeholders in order to develop practical implementation strategies that leverage and factor these dominant external components. This section describes the City's economic development context, including the major industries that employ its residents, recent commercial and industrial trends, commuting patterns, economic development projects and programs, and economic development policy priorities. This summary can be used by the City to refine and target its economic development, marketing and long-term planning, and business recruitment efforts.

As depicted in **Figure 1: Distance from Major Population Centers**, Dunkirk is within a 10 hour drive or less to major population centers of New York City, Boston, Washington DC, Baltimore, Philadelphia, Cleveland, Pittsburgh, Detroit and Chicago in the U.S. and the majority of the Canadian population that is concentrated in Southern Ontario. It's shoreline location, access to excellent rail service, easy interstate access to more than 50% of the US population via overnight truck service, combine to provide a solid foundation for sustainable economic vitality.

Significant Industries and Major Employers

Despite several plant closures over the past 20 years, the manufacturing industry remains the largest employer of Dunkirk residents, providing approximately 845 jobs for 18% of the City's working residents. This is followed by health care and social assistance (15%), retail trade (12%), educational services (12%), and accommodation and food service (10%) industries. Refer to **Table 32: Top Industries that Employ Dunkirk Residents (2015)**.

In general, Dunkirk's top industries for jobs correlate with the top industries in Jamestown and in Chautauqua County overall. Specifically, manufacturing remains the top employment industry in Dunkirk, Jamestown, and Chautauqua, with Jamestown having a slightly higher share of manufacturing employment than Dunkirk or the County. As might be expected, the educational services industry is the largest source of jobs in Fredonia, home to Fredonia State University, and Dunkirk's next-door neighbor. Comparing Dunkirk with the Village, Jamestown, and the County may indicate that Dunkirk is not fully capturing/benefiting from SUNY Fredonia.

While manufacturing accounts for 18% of the employment for City residents and is considered the top employment industry based on US Census data, the largest local employer is Fredonia State University as noted in **Table 33: Top Local Dunkirk Employers (2018)**.

Table 32: Top Industries that Employ Dunkirk Residents (2015)							
City of Dunkirk		Village of Fredonia		City of Jamestown		Chautauqua County	
Industry	Share	Industry	Share	Industry	Share	Industry	Share
Manufacturing	18%	Manufacturing	13%	Manufacturing	20%	Manufacturing	18%
Health Care and Social Assistance	15%	Health Care and Social Assistance	14%	Health Care & Social Assistance	18%	Health Care and Social Assistance	15%
Retail Trade	12%	Retail Trade	14%	Retail Trade	13%	Retail Trade	12%
Educational Services	12%	Educational Services	16%	Educational Services	10%	Educational Services	12%
Accommodation & Food Services	10%	Accommodation & Food Services	10%	Accommodation & Food Services	8%	Accommodation & Food Services	8%
Public Administration	8%	Public Administration	9%	Public Administration	5%	Public Administration	7%
Administration & Support, Waste Management & Remediation	4%	Administration & Support, Waste Management & Remediation	4%	Administration & Support, Waste Management & Remediation	4%	Administration & Support, Waste Management & Remediation	4%
Other Services (excluding Public Administration)	4%	Other Services (excluding Public Administration)	3%	Other Services (excluding Public Administration)	4%	Other Services (excluding Public Administration)	4%
Professional, Scientific, and Technical Services	2%	Professional, Scientific, and Technical Services	3%	Professional, Scientific, and Technical Services	3%	Professional, Scientific, and Technical Services	3%
Finance and Insurance	2%	Finance and Insurance	3%	Finance and Insurance	3%	Finance and Insurance	2%
Wholesale Trade	2%	Wholesale Trade	3%	Wholesale Trade	3%	Wholesale Trade	3%
Construction	2%	Construction	2%	Construction	3%	Construction	3%
Transportation & Warehousing	3%	Transportation & Warehousing	2%	Transportation & Warehousing	2%	Transportation & Warehousing	3%
Arts, Recreation & Entertainment	0.8%	Arts, Recreation & Entertainment	1%	Arts, Recreation & Entertainment	2%	Arts, Recreation & Entertainment	1%
Management of Companies and Enterprises	1%	Management of Companies and Enterprises	1%	Management of Companies and Enterprises	1%	Management of Companies and Enterprises	1%
Information	1%	Information	2%	Information	1%	Information	1%
Real Estate & Rental & Leasing	1%	Real Estate & Rental & Leasing	1%	Real Estate & Rental & Leasing	1%	Real Estate & Rental & Leasing	1%
Utilities	0.5%	Utilities	1%	Utilities	1%	Utilities	1%
Agriculture, Forestry, Fishing and Hunting	2%	Agriculture, Forestry, Fishing and Hunting	1%	Agriculture, Forestry, Fishing and Hunting	0.4%	Agriculture, Forestry, Fishing and Hunting	1%
Mining, Quarrying, and Oil and Gas Extraction	0.2%	Mining, Quarrying, and Oil and Gas Extraction	0.2%	Mining, Quarrying, and Oil and Gas Extraction	0.2%	Mining, Quarrying, and Oil and Gas Extraction	0.3%

Source: US Census Bureau Longitudinal Employer Household Dynamics, On the Map, 2015

Table 33: Top Local Dunkirk Employers (2018)			
	Employer	Type	Employees
1	Fredonia State University	Education & Human Services	900
2	Nestle Purina	Manufacturing	350-400
3	Dunkirk City School District	Education	450
4	Refresco	Manufacturing	400
5	Fieldbrook Foods (Wells Enterprises)	Manufacturing	350
6	Brooks Memorial Hospital	Health	328
6	Walmart (150 FT and 165 PT Employees)	Retail	315
7	D & F Plaza (20 stores in complex)	Retail/Department Stores	300
8	Dunkirk Specialty Steel	Manufacturing	285
9	ECR International	Manufacturing	200-250
10	City of Dunkirk	Government Services	165
11	Tops Market	Food Service	150
12	Chautauqua Opportunities North County Complex	Human Services	150
13	Resource Center	Education & Human Services	100
14	Special Metals	Manufacturing	100
15	Inx International	Manufacturing	100
16	Jamestown Community College North County Complex	Education	100
17	Downtown Banks - Lake Shore, Key Bank, Community Bank & 3 Credit Unions	Banking	100
18	Remtronics	Manufacturing	65
19	Agricultural Transport	Production & Shipping	50
20	Clarion Hotel & Conference Center	Tourism	50-60
21	Chautauqua County North County Offices	Government Services	50
22	Walkable Employment Opportunities (local small businesses)	Estimated Total	1,000

Source: City of Dunkirk, Downtown Revitalization Initiative (DRI) Application, June 2018

The following section provides an analysis of the major Dunkirk employment industries and trends.

Industry Trends

Overall, manufacturing has remained the largest employment industry in and around Dunkirk for many decades. Although manufacturing employment has declined in Dunkirk, Jamestown, and Chautauqua County, Dunkirk's share of manufacturing employment has declined more than in Jamestown or the County from 24% in 2000 to 18% in 2015. Manufacturing employment in Jamestown on the other hand, despite a historical decrease overall, increased from 16% to 20% over the same period between 2000 and 2015.

The regional manufacturing economy began with the booming locomotive and steel industry, and by 1925 had expanded to include food products, specialty metals, precision instruments, and tools. Dunkirk's Lake Erie shoreline location provided easy access to nearby ports and the Erie Canal, combined with the newly constructed railroad infrastructure to give the City an important location and transportation advantage, which made it attractive and convenient for burgeoning manufacturing companies to receive their required materials and ship their finished goods.

Branch plants, owned by large multi-plant corporations, looked to areas like Dunkirk for low-wage workers and a favorable business climate. Over the years however, increased global competition from low-wage countries, and overseas transportation improvements have provided many of these manufacturing companies with a wider range of options for where to locate.

In one significant instance, ConAgra announced just 18 months after buying the Carriage House plants in 2012 that they would shut the plants down, eliminating 425 jobs. The plant was one of the largest employers in western New York and had existed there since 1909. The Chautauqua County Industrial Development Agency (IDA), a public benefit corporation described in the Economic Development section of this report, purchased the former food processing plant and leased part of the property to Cott Beverages, which was then acquired in 2017 by Refresco, a Netherlands beverage firm seeking to expand in the US market. Refresco currently employs around 400 employees.

Advanced Manufacturing

Today, as traditional manufacturing has declined throughout the country, it is the advanced manufacturing industry that remains as a major source of Dunkirk employment. Advanced manufacturing involves the use of technology to enhance the efficiency of production processes. The advanced manufacturing industry has been less susceptible to outsourcing because it requires a workforce with technical trade and engineering knowledge.

Two steel manufacturing plants are located within the City: Dunkirk Specialty Steel and Special Metals Corporation. Dunkirk Specialty Steel is one facility of Universal Stainless, which also has facilities in Pennsylvania and Ohio. Dunkirk Specialty Steel finishes semi-finished bar, rod, and wire products received from other facilities. The finished products are used as parts in equipment manufacturing, aerospace, power generation, and the oil and gas industry. Special Metals Corporation makes super alloys for use in aerospace and gas turbine applications.

Besides their role as large employers, these firms also provide potential for further plant expansion and for cluster development of small firms servicing them. Several prominent education, training, and incubator programs have been developed in partnership with local universities and the private sector in order to develop a trained and ready workforce to support the local advanced manufacturing industry.

While the manufacturing industry plays an overall major economic role in the City and region and serves as the primary jobs provider, long-term economic development planning should take into consideration the consistent nationwide trend of declining manufacturing jobs and ensure sufficient diversification.

Food Production

Surrounded by dairy farms, Dunkirk is a natural home to dairy food product manufacturers.

- Fieldbrook Foods (Wells Enterprises), an ice cream producer, has a 234,000 square feet facility in Dunkirk, one of its three factories. Supported by Excelsior Tax Credits, Fieldbrook Farms underwent a \$4 million expansion in 2016 that created 61 new jobs.³⁴ With the City's support, the company is expanding to the former Roblin Steel site (a former brownfield), to build a 110,000 square-foot freezer warehouse within the City. This development will create 50+ jobs in the first phase and 25 more jobs in a second phase. The project is estimated to be a \$15 million investment in the City. With the development of the cold storage warehouse, the existing space utilized for storage within the current plant will be used to expand the production line, adding additional jobs in the City.
- Dunkirk Flavors is another firm that produces ice cream bases, specialty syrups, dips, coloring, and flavored "swirls" for ice cream manufacturers as well as pastry fillings and other confectionary products.
- Nestle Purina maintains a plant that straddles the Town of Dunkirk and the City of Dunkirk boundaries that employs almost 600 full-time employees and contractors.
- Agricultural Transport, a trucking and logistics firm, is locating their offices in the City and will create approximately 50 jobs

Health, Education and Social Services

Like many small cities, essential service industries such as health care and social services employ a large number of Dunkirk residents. Current employers include health and mental health clinics, social service agencies, and non-profits institutions. Major local health industry-related trends include:

- Brooks Memorial Hospital is planning to relocate outside of the City to the nearby Village of Fredonia which will result in a significant loss of healthcare jobs in Dunkirk. Besides this direct employment loss, closing this bustling one-square block downtown facility will indirectly negatively impact businesses located near the hospital related to employees, patients, vendors, and others that come into the City for the hospital on a daily basis.
- Athenex, a publicly-traded pharmaceutical company, in partnership with SUNY Polytechnic Institute, is constructing a state-of-the-art high pharmacy oncology manufacturing facility just past the eastern border of the City, in the Town of Dunkirk to manufacture sterile high-potency oncology drugs. Athenex plans to invest a minimum of \$1.52 billion in the project, while New York State has committed about \$200 million to support construction. The 320,000 square foot facility is scheduled to open in 2019 with final completion in 2020, and is expected to create over 900 jobs within five years of the facility becoming operational. This includes 450 direct jobs at the facility, and an additional 450 indirect jobs needed to support the operation.
- Besides having a direct and indirect local economic impact from these jobs, the Athenex project is expected to have additional major regional economic impacts as well. It is anticipated that the facility will spur additional related business growth both in Dunkirk and throughout the region.
- Athenex and SUNY Polytechnic Institute have committed to working with other local universities as well as workforce training organizations to prepare as many local residents for the expected well-paying jobs as possible. The City of Dunkirk working population is not large enough to fully fill all future openings. It is estimated that at least 1/3 of these new jobs will be filled by persons living outside of the City of Dunkirk but also creates an opportunity to attract and relocate new residents.
- The City also stands to benefit as the water and sewer supplier for the Athenex facility, with related water supply and sewer rent revenues expected to increase.

³⁴ Office of Governor Cuomo, "Governor Cuomo Announces Fieldbrook Foods to Add 61 Jobs at Dunkirk Ice Cream Plant Following \$4 Million Expansion" December 29, 2016. <https://www.governor.ny.gov/news/governor-cuomo-announces-fieldbrook-foods-add-61-jobs-dunkirk-ice-cream-plant-following-4>

In addition to direct job creation, the Athenex project has sparked new development in the City:

- Battery Point Villas is an 80 unit residential development located in the northeastern corner of the City near the Athenex site. The Project expected to be completed in 2020 and will generate five permanent jobs as well as additional indirect economic benefits from its residents spending throughout the City.

P-TECH College and Career Academy

The education segment is also a large employer of Dunkirk residents. Besides SUNY Fredonia, education related employers of Dunkirk residents include the Dunkirk City School District, the P-TECH Academy, Jamestown Community College, the Northern Chautauqua Catholic School (Grades 1-8), as well as other nearby private schools and other local public school districts.

Besides contributing a large inventory of jobs to the local economy, educational partnerships plays an equally important role in Dunkirk to develop a trained and ready workforce to support technology innovation and advanced manufacturing jobs.

In 2015, Dunkirk City School District voters approved an \$8.3 million project to renovate the vacant School #6 into the P-TECH WNY STEM College & Career Academy, a manufacturing technology hub for the region. The project that is also described in the Education portion of the Municipal and Public Services section of this report, was mostly funded through NYS building aid, with a remaining \$1.29 Million local share provided by Erie2-Chautauqua-Cattaraugus BOCES through a 15-year lease agreement with the Dunkirk City School District.

The Dunkirk City School District, Jamestown Community College and Erie2 Chautauqua-Cattaraugus Board of Cooperative Educational Services won a \$2.8 million state grant to develop and implement the academy's program over six years. This program will allow students to obtain a Regents diploma and an Associate's Degree in mechanical technology or welding, in addition to several certifications and technical endorsements.

A high-rigor science, technology, engineering and math (STEM) curriculum will be taught and integrated with hands-on learning using state-of-the-art manufacturing equipment. Students will participate in job-shadowing and internship experiences throughout the program. The consortium includes the Chautauqua County Industrial Development Agency, the Manufacturers Association of the Southern Tier, and the Chautauqua Chamber of Commerce/Dream It Do It (business entities), as well as the public school districts of Bemus Point, Brocton, Cassadaga Valley, Chautauqua Lake, Clymer, Eden, Falconer, Fredonia, Forestville, Frewsburg, Gowanda, Holland, Jamestown, Lake Shore, North Collins, Pine Valley, Ripley, Sherman, Silver Creek, Southwestern and Westfield. This is intended to create a ready workforce with skills to support the advanced manufacturing industry jobs.

Fredonia Incubator

In 2009, SUNY Fredonia invested \$4.7 million of local, private, and state funds in the City to build a 21,000 square foot, Silver LEED Certified, SUNY Fredonia Business Technology Incubator within Dunkirk's downtown. This mixed use business incubator is helping to address the entrepreneurship issue that the WNY Regional Economic Development Council is focusing on. The incubator offers a range of practical services and assistance in areas that are in demand for start-up businesses and serves as a regional hub for technology small business innovation and entrepreneurship.

SUNY Fredonia is not only the largest employer of Dunkirk residents, but it is also a source of young adults for the local employment market. The City also benefits economically from serving as a downtown for the school's 5,000+ students. However, the City will need to make additional progress to attract students downtown more regularly, including living accommodations.

Recognizing the importance of these linkages among other reasons, the City is working with the Village of Fredonia to develop a shared vision for the Central Avenue corridor (Central Connections) that is described in the Transportation section of this report, in order to link both downtowns and Dunkirk's Lake Erie waterfront. Strengthening the connection between Fredonia and downtown Dunkirk is strategically important to enhance the economic potential of the end point destinations and the Central Avenue corridor, and will encourage and facilitate Fredonia residents and student access into to the City's downtown and waterfront districts. The vision also includes enhancing the City Pier (completed in the summer of 2019) as more of recreational destination than a parking lot. Continued focus on economic development efforts and strategic investments are necessary along the Central Avenue corridor to sufficiently leverage the benefits of current projects.

Tourism Industry

Located on Lake Erie, Dunkirk is a natural destination for tourists, boaters, and water sport enthusiasts. Along the boardwalk and near the water are a number of restaurants, gift shops, as well as the Clarion Hotel Marina and Conference Center, important tourism assets. Additional planned restaurant and hotel development will increase overnight accommodations capacity and provide additional amenities in the downtown waterfront area, further increasing tourism attractiveness and potential.

Dunkirk's Lake Erie waterfront is accessible to regional, national, and international markets with excellent transportation access. Focusing on travelers within a 200-mile radius, the Northern Chautauqua region has access to over 4.4 million U.S. households and a population of over 11.0 million. Add to that the Canadian market along the Southern Ontario lakeshore region, and there is very substantial buying power within reach. As previously stated, the region is within a day's drive of 50% of the nation's population, and I-90 accommodates over 6 million travelers per year. Approximately 1.8 million of these travelers pass through Chautauqua County following the 71-mile route from Pennsylvania to Buffalo.³⁵

The City has several significant tourist destination landmarks including the Dunkirk Lighthouse, Veterans Park Museum, and Point Gratiot Park, with additional tourist attractions in the immediate area as described herein. The City also attracts major tourism through a series of community-sponsored events that it hosts and described herein, attracting over 50,000 people annually, further increasing Dunkirk's visibility and potential as a major tourism destination.

The City's proximate waterfront location, easy transportation access, wide-varied tourism assets, and major tourism event successes make Dunkirk primed for increased tourism industry growth.

Successful tourism requires a community to offer an attraction that is viewed as a "destination" that encourages visitors to come. The "4-times rule" states that to attract out-of-towners, activities should be able to provide visitors with enough things to see and do to keep them busy for four times the amount of time it takes to get there. A specialty restaurant may be a strong enough attraction to draw someone within a 30-minute drive, but to draw people traveling from an hour or more, there should be enough activities to occupy visitors for at least four hours. Creating and encouraging the development of attractions, businesses and entertainment products that will enhance and extend a visitor's stay in the City and immediate region will translate into higher overnight occupancies, increased sales tax and small business revenues, and it will make the City a more attractive place to live and invest in. Visitors who stay overnight are shown to spend three to four times more than tourists who come only for the day, so developing a wide-variety of things to see and do, including evening activities and lodging components are critical for developing a successful tourism strategy.

There is plenty to see and do within Dunkirk and the surrounding region that provides a strong foundation for tourism. Dunkirk is part of the Great Lakes Seaway Trail, a designated National Scenic Byway that extends 518 miles from Sackets Harbor on Lake Ontario through Erie, PA, to the Ohio border. Along Lake Erie, the Seaway Trail follows the shoreline from Buffalo through Dunkirk to Erie, Pennsylvania, along NYS Route 5. In addition to its scenic views, the route promotes local historic points of interest and cultural heritage attractions. As one of the most

³⁵ City of Dunkirk DRI, June 2018.

successful byway programs in the country, the Great Lakes Seaway Trail heavily markets the trail to visitors with extensive interpretation, and hub and spoke itineraries. Highlights in Chautauqua County's portion of the Seaway Trail include the lighthouse at Dunkirk, museums, and several War of 1812 points of interest.

Besides the local beaches, scenic views, waterfront concerts and a lakeshore downtown, agri-tourism, improved Lake Erie recreational fishing, nearby shipwreck dive sites, and a growing wine region add to the strong tourism growth potential.³⁶

In the following we describe the major tourism attractions, trends, and observations.

- The City moved its signature summer music series from a nearby park to the City Pier, and rebranded the series as "Music on the Pier." This series successfully draws many residents and tourists to the parks and merchants along the waterfront every Thursday night throughout the summer months.
- The City hosts its annual Spring Fest on the Boardwalk in June, which draws on Dunkirk Harbor's history of shipwrecks, but also includes a fun youth basketball tournament, family activities, and outdoor movies, Fire Boat rides, and local firefighter hoses races.
- Beach Bash, the City's second largest festival is held at Wright Park Beach and along the Sea Wall every August. The Bash includes music, local food vendors, and a much anticipated Sand Castle Building Contest. Picnic at the Point brings families together at Point Gratiot to enjoy a picnic lunch and family friendly activities like face painting, bounce houses, and carnival games.
- The City also hosts the largest 4th of July fireworks display in all of Northern Chautauqua County. People travel from all over the Western New York region to watch the beautiful fireworks set off at the City Pier and over the Lake Erie harbor. Music and food vendors are set up in Memorial Park all weekend long.
- The City hosts an annual Memorial Day Parade beginning at Memorial Park and ending in Washington Park. As one of the few parades for Memorial Day weekend in Chautauqua County, a large number of residents from surrounding communities travel to Dunkirk for this celebration.
- The City also successfully inaugurated the Great Lakes Offshore Grand Prix, a highly successful hi-speed boat racing event off the Dunkirk lakeshore that attracted thousands of visitors to spend time in Dunkirk. Local businesses raised and donated over \$100,000 to fund and bring the event to Dunkirk in order to showcase the Dunkirk waterfront and increase downtown activity and tourism. This event was televised nationally and around the world. In 2018 the DLDC successfully secured \$275,000 in funding from the State through the Market NY program to support the Great Lakes Grand Prix for the next two years.
- These events combine to draw approximately 50,000 annual visitors to the City. The 2015 Dunkirk Festivals budget was \$124,518.28 and is made up almost entirely of local business sponsorships and donations. There has also been an increased push to advertise these events to the surrounding region as far as Buffalo, New York, and Erie, Pennsylvania, to increase tourism into the City.

Wine and Eco-Tourism

- Besides its proximity to Lake Erie, Dunkirk is also situated within the Lake Erie Wine Trail and Concord Grape Belt Heritage Area. The Concord Heritage Association has a well-defined plan to promote regional tourism growth that is described in the Review of Past Plans section of this report. The plan sees Dunkirk, with its waterfront downtown and amenities, beaches, and historic lighthouse, as a strategically important tourism asset within the area.
- The Lake Erie Concord Grape Belt is a designated "NYS Heritage Area," and creates a destination attraction around the region's grape-growing heritage. The Grape Discovery Center in Westfield (30 minutes southwest of Dunkirk via I-90), opened in May 2013, has the potential to become a catalyst for tourism through its displays, salesroom, and visitor amenities. Refer to **Figure 1: Opportunities Plan – Heritage Area Management Plan**, for additional details of the various destinations identified in the Lake Erie Concord Grape Belt Heritage Area Management Plan.

³⁶Concord Grape Belt Heritage Area Plan

- America’s Grape Country Wine Festival is an annual wine event held at the Chautauqua County Fair Grounds in Dunkirk that attracts many visitors from throughout the region for the festival’s wine samplings and sales, art and craft shows, educational wine seminars and live music.
- The City is also poised to participate in growing eco-tourism with not only Lake Erie as a world-class attraction, but also the farmers’ market, quality parks, nearby farms, and developing trails.

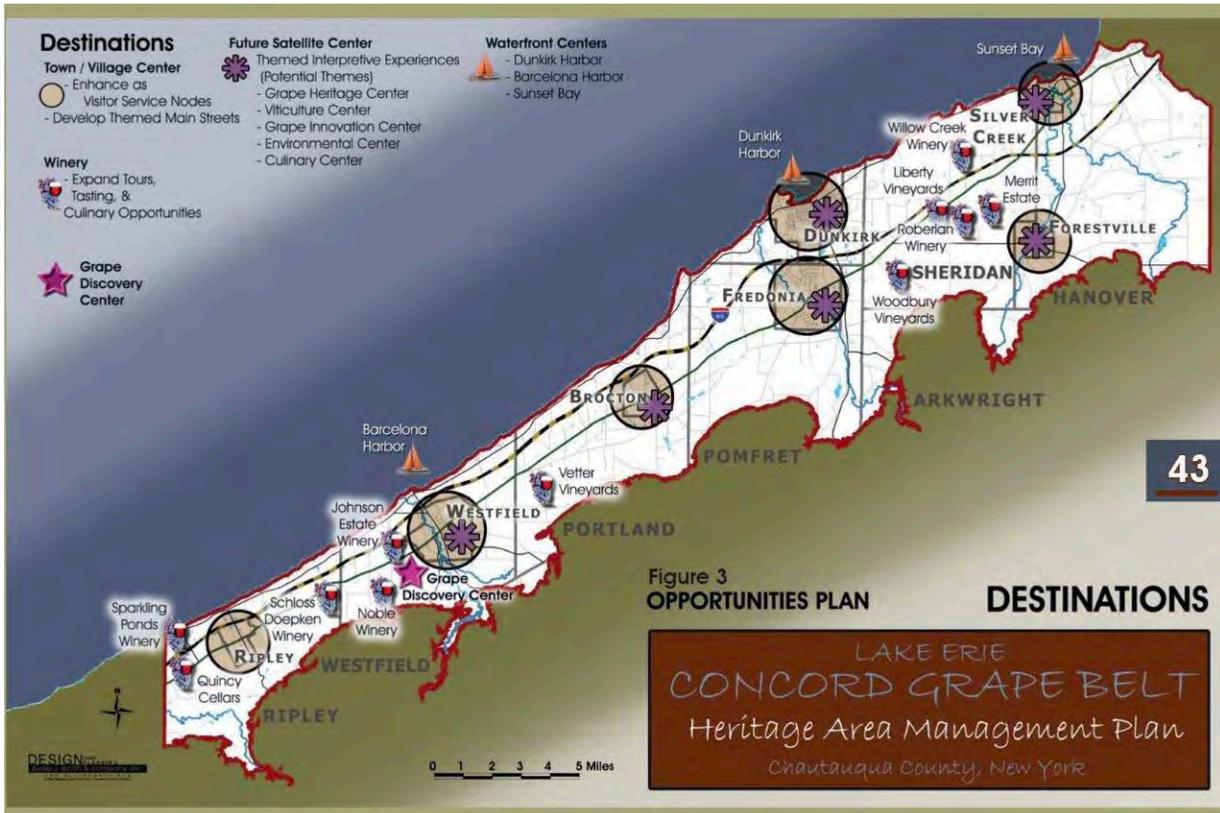


Figure 1: Opportunities Plan – Heritage Area Management Plan

Arts

The development of attractions and a burgeoning festival schedule also create opportunities for economic development in the arts sector. Arts and culture represent a growth opportunity for Dunkirk and the Northern Chautauqua region, both from a cultural tourism perspective and from a more general “creative economy” perspective. The “creative economy” is an evolving concept based on a community’s creative assets that generate economic growth and development. The North Shore Arts Alliance (NSAA), based out of Fredonia, is part of this “creative economy.” It facilitates the professional development and marketing of artists in the Northern Chautauqua Region, and has achieved success with its annual Arts Trail Studio Tour, now in its 13th year.

The Adams, located at 600 Central Avenue, is a new creative hub in Western New York that aims to regenerate the area’s cultural landscape. The center is located in a 1906 church and opened its doors in the fall of 2018 after sitting empty for eight years. Additional repairs are needed in the building and fundraising efforts are continuing. The building repairs are part of a five year plan to rebuild, restructure, and reimagine the Adams.³⁷ This facility has the potential to serve as a much needed catalyst for continued investment along Central Avenue and should be strongly supported by the community.

³⁵ <https://www.theadamsny.org/>, Accessed November 2018.

Dunkirk Harbor

Dunkirk Harbor is a tourism asset as well as an important economic engine serving commercial businesses throughout the region as an important functional harbor and transportation hub. Recent retail development and improvements at the Pier provide the foundation for further development of a waterfront “village” with retail and entertainment uses to expand the tourism and entertainment economy.

- The Dunkirk Harborfront Restoration project is a Western New York Regional Economic Development Council priority, and it is the site of significant private, local, and state investment.
- Nearby Lake Erie shipwrecks serve as a focal point for a dive center, and have the potential to become a significant regional attraction.
- The Dunkirk Historical Lighthouse, a historic and operational lighthouse, has tours, a nautical museum, and gift shop. Dunkirk has the ability to market its unique waterfront atmosphere across the state and region. Tourism is not only profitable for the businesses in the vicinity of the lake; it positively impacts all City businesses by increasing the number of potential customers.

Boating and Sport Fishing

The American Sport Fishing Association estimates that Lake Erie’s sport fishing expenditures top \$1 billion annually. This extremely productive fishery provides significant economic impact to a wide variety of businesses, including not only the charter and commercial fishing captains, but also to bait and tackle shops, grocery stores, lodging facilities, fish cleaning businesses, restaurants, and many other business segments

Recent improvements in Lake Erie conditions that are noted in the Water Resources section of this report have greatly improved the lake’s fishing opportunities. The State Department of Environmental Conservation (NYSDEC) has conducted annual angler surveys on Lake Erie to estimate fishing quality and harvest since 1988. In recent years, walleye fishing has been generally increasing. The 2017 survey revealed record-high walleye catch rates that are nearly three times greater than the 30-year average. NYSDEC estimates that anglers harvested more than 70,000 walleyes in 2017, a level not achieved since 1989. This is attracting significant attention and increasing notoriety and participation in both summer sport fishing and winter ice fishing in the City and surrounding lakeshore areas.

The owner/operator of Holiday Harbor entered into a long-term lease for the City’s marina and purchased the adjacent vacant marina property. The planned renovations include a boat ramp access, boat and kayak rentals, sale of fishing and boating supplies, and dock rentals. The same owner/operator also plans to develop the Stefans Block, one of the City’s designated Brownfield Opportunity Areas. The project, which has not been finalized, is expected to offer additional amenities to its slip owners and include a Skipper’s Lounge, shower and laundry facilities, and boating supplies. These improvements will complement a proposed boat showroom and a separate boat storage facility. Not limiting lakeside amenities to boat owners exclusively, Holiday Harbor will be opening up a bar and concession stand at the entrance of the City Pier, which will provide a place to enjoy drinks and other refreshments while taking in the views of Chadwick Bay. These improvements will increase access to the lake, provide additional lakeside amenities, increase the number of visitors to the City, all financial benefits to the community. In addition, this renovation will enhance a currently underutilized area along the City’s waterfront.

Retail

Dunkirk is within a one hour drive for over 500,000 people. More specifically, the City serves as the primary urban and downtown area for several neighboring communities including: Town of Dunkirk (1,263), Village of Fredonia (10,988), Town of Pomfret (14,698), Town of Sheridan (2,655) as well as the SUNY Fredonia student population (5,214). Of these people, over 3,000 commute daily into the City to be part of the full-time workforce. In addition, summertime brings a large number of Canadian boating visitors into the City to enjoy the downtown businesses,

³⁸ City of Dunkirk, 2018 DRI Application, June 2018.

restaurants, and activities.³⁸ This combines to be a sufficient size to support a vibrant year-round local retail economy. The key is to assemble the correct pieces of retail, entertainment, recreation and services to attract and keep visitors in the City.

The Dunkirk retail industry is well positioned to further benefit from the City's successful tourism marketing efforts, and from the additional 450 good-paying jobs at Athenex that are coming in the near future. The retail industry is certainly synergistic and complementary with tourism. This is a major strategic focus for Dunkirk. The following describes the major retail-related assets, recent projects, and directional trends.

- The City of Dunkirk Boardwalk Market, located on Lake Erie's shore at the northern end of Central Avenue, was built in 2008 for \$1 million, creating 8 seasonal (five months per year) business tenant rental opportunities through the Dunkirk Local Development Corporation (DLDC). Tenants presently include: a pizzeria, pastry shop, Mexican Restaurant, Pub, Seafood Restaurant, and two retail shops. This has increased notoriety of the boardwalk and waterfront area and has drawn new visitors into the downtown. The Boardwalk Market also has a common area with bathrooms, drinking fountains and brochures for local businesses and events. Picnic tables are placed in front of the Market to encourage shoppers to stay longer and also enjoy the scenery. There has been recent discussions by the City Council regarding annual financial losses at the Boardwalk Market. A long-term adjustment may be necessary to ensure the Market's future viability.
- The City of Dunkirk and Village of Fredonia shared vision to link both downtowns and Dunkirk's Lake Erie waterfront is a strategically important project to increase retail economic potential in the downtown district and Central Avenue corridor, by encouraging and facilitating Fredonia resident and student access into to the City's downtown and waterfront district through physical improvements and a related branding identity and marketing program. The vision also includes major City Pier improvements to shift the use away from parking to recreation, although the City is planning to continue allowing limited parking there. The City's plan to promote and entice additional mixed use infill development along the Central Avenue corridor will further increase expected retail supply and demand.

Place of Work

Based on 2015 data, most Dunkirk residents work outside of the City. Of the 4,617 employed residents in Dunkirk, 1,392 live and work in Dunkirk and 3,225 commute outside of the City. Of the 4,450 jobs in Dunkirk, 3,058 (69%) are occupied by people living outside of the City.

Dunkirk retains 30% of its workforce, which is more than the Village of Fredonia retains (21%) and less than the City of Jamestown (39%). Eleven percent of City of Dunkirk residents are employed in the Village of Fredonia. Jamestown, Buffalo, and Mayville each employ over 100 Dunkirk residents. However, it is important to note that over 2,000 residents (45% of total employed residents) work at various locations other than those listed in **Table 34: Dunkirk Resident Employment Location (2015)**.

An important fact is that Dunkirk is the second most common place of work for Chautauqua County residents, home to 7% of the County's jobs. In Fredonia, 15% of residents' jobs are located in Dunkirk. In Jamestown, only 1% of residents' jobs are located in Dunkirk. Most Jamestown residents' jobs (39%) are located in Jamestown.

Table 34: Dunkirk Resident Employment Locations (2015)							
Jobs Counts by Places (Cities, CDPs, etc.) Where Workers are Employed – All Jobs, 2015							
City of Dunkirk		Village of Fredonia		City of Jamestown		Chautauqua County	
Location	Share	Location	Share	Location	Share	Location	Share
Dunkirk City	30%	Fredonia Village	21%	Jamestown City	39%	Jamestown City	20%
Fredonia Village	11%	Dunkirk City	15%	Lakewood Village	4%	Dunkirk City	7%
Jamestown City	3%	Jamestown City	4%	Warren City, PA	0.80%	Fredonia Village	4%
Buffalo City	3%	Buffalo City	3%	Falconer Village	3%	Mayville Village	4%
Mayville Village	2%	Mayville Village	3%	Buffalo City	3%	Buffalo City	3%
Cheektowaga CDP	1%	Cheektowaga CDP	2%	Mayville Village	2%	Jamestown West CDP	3%
Westfield Village	1%	Westfield Village	2%	Dunkirk City	1%	Lakewood Village	2%
New York City	0.80%	Sunset Bay CDP	1%	Cheektowaga CDP	1%	Falconer Village	2%
Jamestown West CDP	0.70%	New York City	1%	Celoron Village	0.90%	Westfield Village	2%
University at Buffalo CDP	0.70%	Syracuse City	0.80%	Jamestown West CDP	4%	Cheektowaga CDP	1%
All Other Locations	46%	All Other Locations	48%	All Other Locations	41%	All Other Locations	52%

Source: US Census Bureau Longitudinal Employer Household Dynamics, On the Map, 2015.

Commuting Patterns

As shown in **Table 35: Community Time (2016)**, commuting time is low for most Dunkirk residents, as 46% have a commute of less than 10 minutes and 82% have a commute that is less than 20 minutes. Travel time for Dunkirk residents is similar to travel times for Fredonia residents. Compared to Dunkirk, a higher percentage of residents in Jamestown and Chautauqua County have longer commutes.

Around 90% of residents in Dunkirk, Jamestown, and Chautauqua County commute by personal vehicle. Fredonia has a smaller percentage of residents that commute by personal vehicle (80%). Fredonia also has a comparatively larger percentage of residents that walk to work or work from home. Public transportation use is low in all areas. Refer to **Table 36: Means of Transportation to Work for Workers 16 Years and Over (2016)**.

Table 35: Commute Time (2016)				
	City of Dunkirk	Village of Fredonia	City of Jamestown	Chautauqua County
Workers 16 Years and Over Who Did Not Work at Home:	4,779	4,114	1,547	53,275
Less than 10 Minutes	46%	44%	33%	28%
10 to 19 Minutes	36%	34%	44%	38%
20 to 29 Minutes	6%	8%	10%	15%
30 to 39 Minutes	6%	5%	7%	9%
More than 40 minutes	5%	10%	6%	10%

Source: US Census Bureau, American Community Survey, 2012-2016 5-Year Estimate.

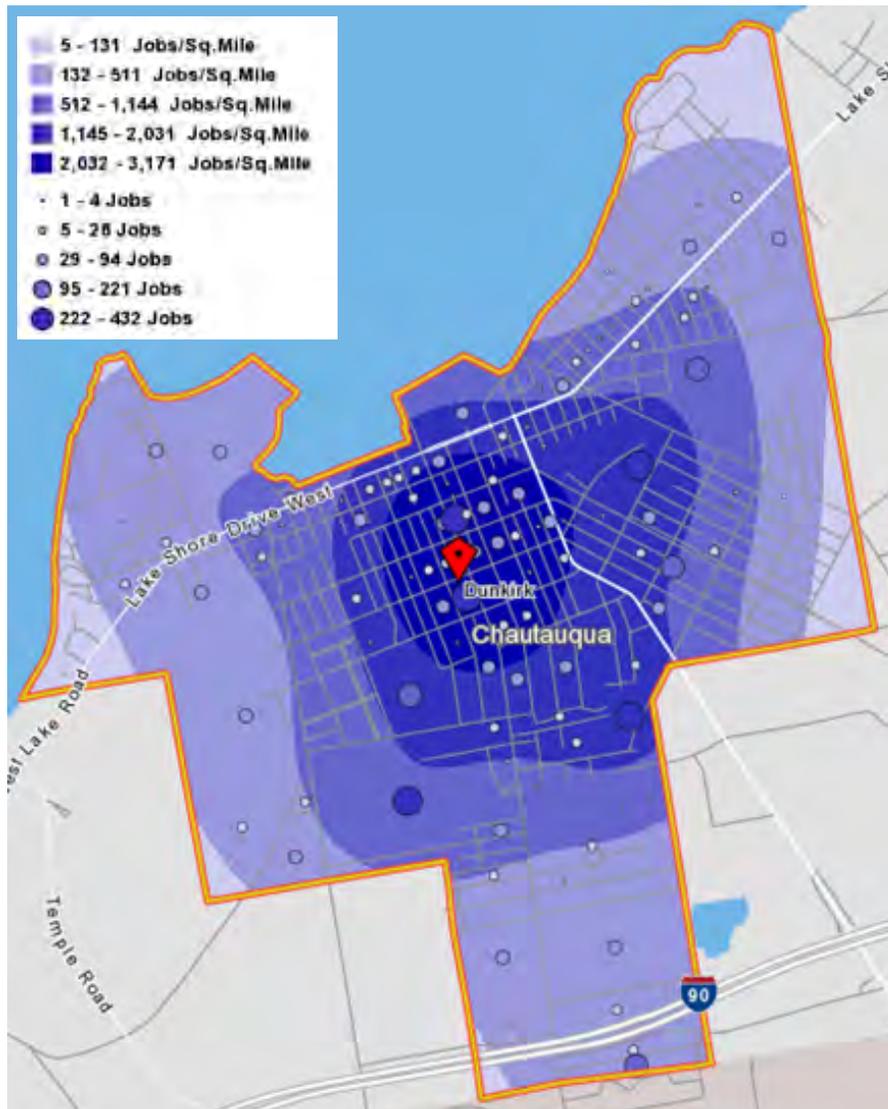
Table 36: Means of Transportation to Work for Workers 16 Years and Over (2016)				
	City of Dunkirk	Village of Fredonia	City of Jamestown	Chautauqua County
Workers 16 Years and Over:	4,858	4,368	11,878	55,259
Car, Truck, or Van	93%	80%	89%	91%
Public Transportation (Includes Taxicab)	0.5%	0.2%	1.2%	0.6%
Motorcycle	0.3%	0.0%	0.1%	0.1%
Bicycle	1.2%	1.3%	0.5%	0.4%
Walked	3.2%	13%	5.5%	4.3%
Other Means	0.2%	0.4%	0.7%	0.4%
Worked at Home	1.6%	5.8%	2.8%	3.6%

Source: US Census Bureau, American Community Survey, 2012-2016 5-Year Estimates.

Where Jobs are Located in Dunkirk

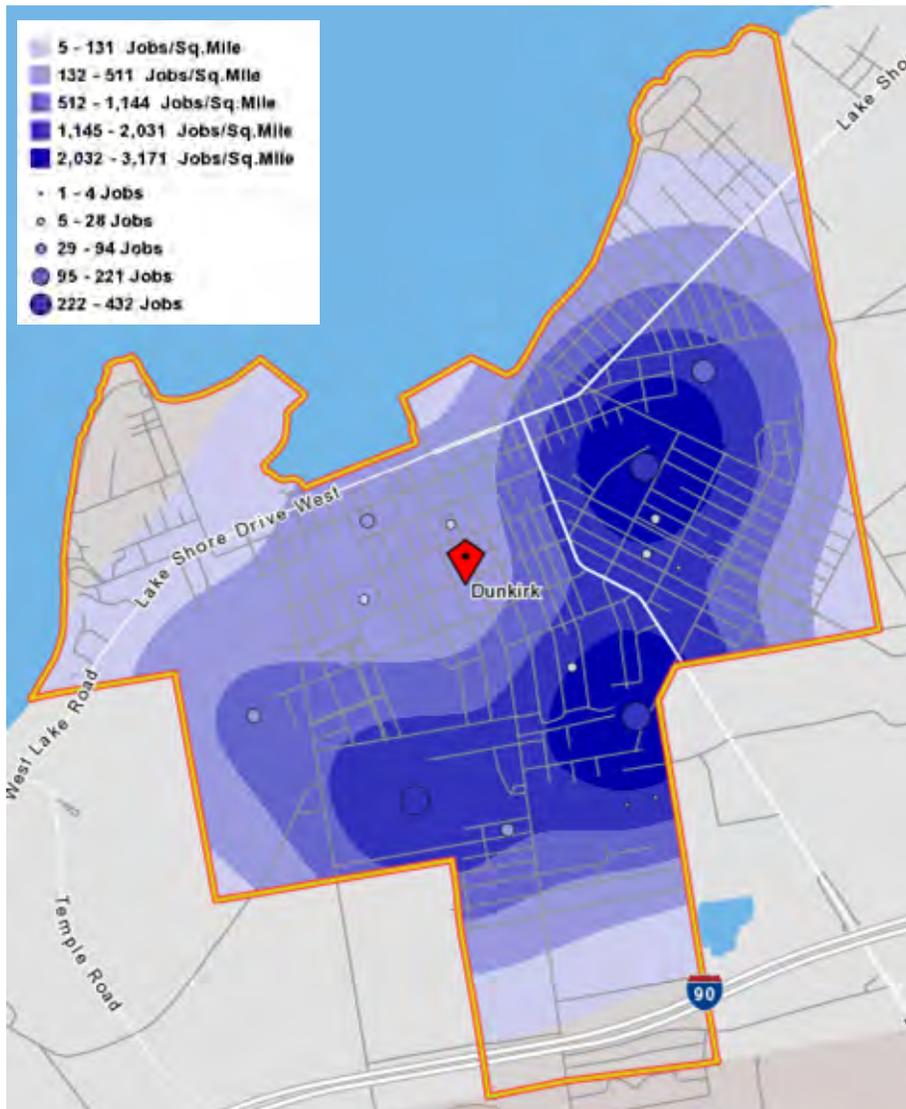
Figure 2: Where Jobs are Located (2015), shows the spatial distribution of jobs in Dunkirk. Jobs are concentrated in the center toward the waterfront at 2,200-3,400 jobs/sq. mile. The area with the highest concentration of jobs/square mile is comprised of many smaller employers and two larger employers. The circles represent the approximate number of jobs in each census block. The large circle in the southwest region of Dunkirk includes Dunkirk Specialty Steel and Special Metals Corporation. Other large blocks of employment include Fieldbrook Foods Corporation in the southeast, and the City and County buildings in north central Dunkirk. Refer to **Figure 3: Location of Manufacturing Jobs (2015)** for a depiction of the areas within the City having the highest concentration of manufacturing jobs.

Refer to **Table 37: Future City of Dunkirk Employer Workforce** for a breakdown of the future projects coming into the City and their associated employment opportunities.



Source: LEHD Map, US Department of Commerce

Figure 2: Where Jobs are Located (2015)



Source: LEHD Map, US Department of Commerce

Figure 3: Location of Manufacturing Jobs (2015)

	Employer	Type	Employees	Proximity
1	Athenex	Pharmaceutical Manufacturing	450	> 2 miles
2	Villas at Battery Point	Housing	5	> 2 miles
3	Cold Storage Warehouse	Food Manufacturing	50	> 1 mile
4	Fieldbrook Foods	Food Manufacturing	25	> 1 mile
5	Agricultural Transport	Transportation Brokerage and Logistics	84	> 1 mile
6	Hotel/Brewery/Winery	Tourism	50	In DRI
7	Small Businesses	Goods and Services	60	in DRI
Total			739	

Source: City of Dunkirk DRI Application 2018

Local and Regional Economic Development Plans and Programs

The major resources for direct business economic development assistance include the City of Dunkirk Local Development Corporation, the Dunkirk Industrial Development Agency, and the Chautauqua County Industrial Development Agency. Other funds and business assistance services are also available through various state and federal grants that can be pursued by the City individually, or sometimes in partnership with private sector employer partners. In addition, nearby non-profits and educational institutions provide workforce training through a variety of innovative programs.

City of Dunkirk Economic Development Strategy

Although the City has not yet formalized a specific economic development action plan, the primary strategic objectives include: increasing the number of businesses and attractions in the central business district (CBD), placing a particular focus on developing waterfront and tourism-related assets; increasing visitor volumes from surrounding areas; and enhancing the connectivity of the waterfront and CBD to surrounding areas. The approach is focused primarily on infill development and infrastructural improvements along the City's waterfront and CBD. This is described in greater detail in the June 2019 Downtown Revitalization Initiative (DRI) application. In fact, the 2019 DRI Application could be considered the initial framework for a comprehensive economic development approach.

In general, major redevelopment initiatives are led primarily by the City's Department of Planning and Development in close coordination with Chautauqua County's Industrial Development Agency. Chaired by a member of the Dunkirk Common Council, the Dunkirk Economic Development Committee also provides input on proposed economic development projects.

The following details the major components of the City's current economic development focus.

- The shared vision of Dunkirk and Fredonia to link their downtowns and the City's Lake Erie waterfront is a strategic part of Dunkirk economic development growth plan. Strengthening the connection between the Fredonia and Dunkirk downtown will enhance the economic potential of these end points and commercial retail destinations by expanding shopping/commercial variety and increasing visitor and SUNY student traffic across the expanded connected corridor and waterfront district.
- Other major waterfront improvements that are important for economic development include plans for a new hotel and restaurant development and expanded marina. Besides the hotel's direct and indirect economic benefits, further developing Dunkirk's marina and waterfront assets and amenities will enhance Dunkirk's position as a Lake Erie diving, recreational fishing, and tourism destination, just in time to benefit from improving Lake Erie sport and ice fishing conditions.
- Another strategically important part of the City's economic development direction is to continue and expand focus on partnerships with nearby Universities, Dunkirk City and private schools, and private enterprises to continue development of education and workforce training programs towards creating a ready-workforce to support the advanced manufacturing industry.

- In addition, developing small business economic development incentives, such as micro-enterprise grants, that are complementary to the SUNY Fredonia Technology Incubator program for related local start-ups and other small business entrants will serve to further define the City as a business incubation hub.

City of Dunkirk Community Development Block Grants

The US Department of Housing and Urban Development (HUD) has deemed Dunkirk a Community Development Block Grant (CDBG) entitlement community grantee. As such, the City has access to annual federal funding that can be used to create jobs and housing opportunities, for poverty alleviation, economic development, and certain other community improvements.

CDBG is geared to benefit low-to moderate-income people, areas and jobs. Programs that are always funded include: Economic Development, Housing Rehabilitation, Infrastructure and services such as Youth Services, Senior Services and Employment training.

Funding priorities are based on a 3-year planning cycle that includes a public participation process. The City's 2018-2020 Consolidated Plan identified six priority needs for the City to address through the CDBG program:

1. Quality, affordable housing;
2. Economic development;
3. Children's after school/education programs;
4. Community outreach;
5. Infrastructure/pedestrian infrastructure; and
6. Recreation opportunities.

These funds are available for both municipal and non-profit projects.

CDBG funds have been used to implement a number of programs that have improved the quality of life for many residents. These programs include:

- Hoyt St. and Seel St.-the replacement of lead waterlines and the repaving of the 300 block of Hoyt St.;
- Emergency Home Repair-Chautauqua Home Rehabilitation and Improvement Corp (CHRIC) has assisted 16 Dunkirk residents emergency home repairs;
- Boys and Girls Club/Chautauqua Striders-over 100 Dunkirk students have participated in educational and mentoring programs offered by Boys and Girls Club and Chautauqua Striders;
- Owner-Occupied Housing Rehabilitation-Chautauqua Opportunities, Inc. (COI) is assisting 6 Dunkirk homeowners with needed repairs and upgrades to their homes.
- Upgrades to Wright Park.

Dunkirk's CDBG program provides a major source of outside funding to improve housing, jobs, and infrastructure, particularly for low-moderate-income people. Table 38: City of Dunkirk Funding Details 2014 to Present, presents the major external grants that Dunkirk has received since 2014. As noted, the federal CDBG program serves as a significant recurring revenue source to fund important projects each year.

Table 38: City of Dunkirk Funding Details 2014 to Present					
Project	Year	Agency	Contract Dates	Contract #	Amount
CDBG	2014	US Department of Housing and Urban Development	4/1/14 – 3/31/15	B-14-MC-36-0014	\$472,735.00
CDBG	2015	US Department of Housing and Urban Development	4/1/15 – 3/31/16	B-15-MC-36-0014	\$388,047.00
CDBG	2016	US Department of Housing and Urban Development	4/1/16 – 3/31/17	B-16-MC-36-0014	\$386,801.00
CDBG	2017	US Department of Housing and Urban Development	4/1/17 – 3/31/18	B-17-MC-36-0014	\$448,163.00
CDBG	2018	US Department of Housing and Urban Development	4/1/18 – 3/31/19	C096004	\$449,620.00
BOA Phase 2	2014	NYS Department of State	3/1/14 – 2/28/18	C096004	\$303,750.00
Wright Park Improvements	2016	NYS Department of Parks, Recreation, and Historic Preservation	12/18/13 – 12/17/18	C130205	\$449,620.00
LISC Zombie Grant	2016	Local Initiatives Support Corporation (LISC)	1/1/2017 – 1/1/18	47411-0001	\$125,500.00
Comprehensive Plan	2016	NYS Department of State	Contract Under Execution	T1000935	\$45,000.00
Point Gratiot Park Improvements	2016	Dormitory Authority of the State of New York	Contract Under Execution	8314	\$500,000.00
Dog Park	2016	Purina	7/2017-7/19	NA	\$10,000.00
Smart Growth Funds	2017	Empire State Development	Dec-19	TBD	\$2,500,000.00
Crosswalk Trails Connection	2017	Chautauqua County Health Network	9/21/17 – 2/15/18	CHSC-17	\$1,395.00
DOT Intersection Improvements	2018	NYS DOT		5MA268.30N	\$50,000.00
Restore NY	2018	Empire State Development	Contract Being Developed		\$1,000,000.00
Point Gratiot Park Rain Garden/Veg. Swale Project	2018	Environmental Protection Agency	Contract Being Developed		\$169,000.00
Crosswalk Trails Connection	2018	Chautauqua County Health Network		CHSC-18	\$1,550.00
Tree Inventory and Management Plan	2018	NYSDEC	12/17/2018 – 12/16/2020	DCE01-T00606GG-3350000	\$49,500.00
Senior Center Improvements Grant	2018	Dormitory Authority of the State of NY	Contract Being Developed		\$750,000.00
NRG Strategic Plan	2018	Appalachian Regional Commission	Contract Being Developed		\$60,000.00
Grand Prix Boat Races	2018	Market NY	Contract Being Developed		\$225,000.00
2014-2018 Total					\$6,240,315.00
2014-2018 Total with CDBG					\$8,416,925.00

Source: City of Dunkirk, NY

Dunkirk Local Development Corporation:

The Dunkirk Local Development Corporation (DLDC) is a private, not-for-profit corporation that was created for the benefit of the City to promote local economic and community development. They are capable of distributing loans and grants; buying and developing properties; and offering other economic development incentives. DLDC owns multiple properties available for commercial development.

Current major DLDC initiatives include:

- Festivals and Events
- Dunkirk Farmer’s Market
- Dunkirk Dog Park
- Loan Funds to be Reactivated in Spring 2019

Table 39: DLDC Available Development Locations (April 2018)

Location	Development Status
307-315 Brigham Road	Vacant property ready for development; with railroad access.
760 Lamphere Street	Vacant property ready for development.
208-214 Washington Avenue	Once the site of a wholesale food market, the Flickinger building was purchased by DLDC in 2009. The property includes a phase 1 and 2 ESA. The Fredonia Incubator has proposed extending their program to food incubation at this location.
66-80 Lake Shore Drive East	Vacant Lake Erie waterfront available for development.
109 Main Street	Available for sale
523 Columbus Street	Available for Sale
Leopard Street	Available for Sale
105 Park Avenue	Available for Sale

Source: Dunkirk Local Development Corporation, dunkirktoday.com/City-offices/economic-development/property-information

Dunkirk Industrial Development Agency

The Dunkirk Industrial Development Agency (DIDA) is a public benefit corporation established under the Public Authorities Law of the state to foster local economic development. The DIDA mission is to attract and retain commercial industrial firms in Dunkirk that will create jobs and direct and indirect benefit through incentives that it is authorized under the law to grant. These include granting sales and mortgage tax exemptions on approved, justified projects. The DIDA can also negotiate and arrange a Payment in Lieu of Taxes (PILOT) with commercial property owners as an incentive instead of paying School District, City, and County property taxes for a limited period. Another beneficial development promoting activity is the ability to issue private activity bonds.

Chautauqua County Industrial Development Agency

The Chautauqua County IDA’s (CCIDA) mission is to attract and retain businesses and create jobs in Chautauqua County. Similar to the DIDA, the CCIDA is authorized to offer incentives in the form of PILOT tax abatements, low interest loans, bond financing, and sales and mortgage tax exemptions. Their industry areas of focus are manufacturing, agribusiness, technology, logistics, warehouse/distribution, and tourism. Recent major projects include:

- CCIDA approved a 20 year, \$2 million PILOT agreement for a \$16 million cold storage facility for Fieldbrook Foods that is expected to bring 150 short-term construction jobs and 6-10 additional permanent jobs in Dunkirk.
- CCIDA will facilitate real property tax and sales tax abatements for the 320,000 square foot Athenex biopharmaceutical facility that is expected to generate 100 short-term jobs and a total of 900 additional permanent jobs, including suppliers.

AL-Tech Revolving Loan Fund

The AL-Tech RLF provides low interest loans to eligible businesses to encourage investment. The loan has a capital base of \$11 million. Priority industries for this loan include, information and communications technolo-

gy, tourism, national defense and homeland security, commercial development, agriculture and related activities, manufacturing, industrial park development, brownfield remediation, and supplier to existing enterprises.

Fredonia Technology Incubator

The Fredonia Technology Incubator fosters the growth of technology start-ups committed to growing in Western New York. The incubator provides shared business services, networking, and technical expertise. The priority industries for this program are advanced manufacturing, environment and energy, agriculture, and suppliers to existing businesses. The Fredonia Technology Incubator is described in more detail in the Education Section of this report.

Chautauqua Works

Chautauqua Works is a one-stop workforce service center. They cater to job seekers with services that include skill training for better employment, certificate training programs, assistance with job placements, free informational workshops to support employment, and a resource library for job searches, online training, interview skills and resume and cover letter help. Job seekers can also get help with other types of employment support and family development if needed. Employers can request services for job postings, referrals, recruitment screening, and economic development referrals.

Chautauqua County Land Bank

Chautauqua County Land Bank (CCLB) offers a number of services to community members and municipalities fighting blight and vacancies. CCLB works with municipalities to identify, fund, and expedite the process of demolition of blighted properties. CCLB also acquires and sells properties in need of renovations to community members at a reduced rate if they commit to a renovation plan. To prevent blight and dumping in vacant properties CCLB helps neighbors acquire adjacent vacant lots in exchange for a commitment to maintain them. Current properties (as of November 2018) in the City of Dunkirk available from CCLB include:⁴⁰

- 727 Washington Ave. (Sale Pending)
- 209 Hoyt St. (Sale Pending)
- 318 Lake Shore Dr.
- 68 Armadillo St. (Sale Pending)
- 312 Bucknor St.

Local and Regional Economic Development Observations

- For a visual overview of ongoing and future projects in the City of Dunkirk, refer to the **Current Projects Map** (on the following page).
- Dunkirk is located within a 10 hour drive or less of major population centers, including New York City, Boston, Washington DC, Baltimore, Philadelphia, Cleveland, Pittsburgh, Detroit and Chicago and the majority of the Canadian population that is concentrated in southern Ontario.
- The City's shoreline location, access to excellent freight rail, and easy interstate access to more than 50% of the US population by overnight truck service, all combine to provide a solid foundation for sustainable economic vitality.
- The City's share of manufacturing employment has declined more than Jamestown or the County from 24% in 2000 to 18% in 2015.
- Despite this decline, manufacturing remains the largest employment sector for Dunkirk residents – providing jobs for up to 18% of the City's working residents (2015 data). Healthcare and social services account for 15% while retail trade and education account for 12% each.
- The City is home to advanced manufacturing techniques in steel including Dunkirk Specialty Steel and Special Metals Corporation. These advanced steel-related firms could serve as the spark for a future clustering of related companies.

⁴⁰ <https://chqlandbank.org/properties-map>, Accessed November 2018

- Dunkirk is also known for its food related production including Fieldbrook Foods (Wells Enterprises), Dunkirk Flavors, Nestle Purina (which is located on the City's eastern border) and Refresco. Additional noteworthy manufacturing firms include ECR and Lakeside Precision.
- SUNY Fredonia is the largest local employer providing approximately 900 jobs, followed by the City School District (450), Nestle Purina (350-400), Refresco (400), and Fieldbrook Foods (Wells Enterprises) (350).
- The Athenex pharmaceutical facility (under construction) is expected to generate 450 direct jobs and another 450 indirect jobs. It is estimated that approximately 1/3 of Athenex's jobs will be filled by non-City residents
- This facility is also expected to have additional major regional economic impacts by spurring new related business growth, both in Dunkirk and throughout the region. Already, Athenex has spurred the construction of the luxury condominiums at Battery Point and a planned 80-room hotel, restaurant and brewery along the Boardwalk in Dunkirk.
- The Fredonia Incubator building was constructed in 2009 in Downtown Dunkirk and offers a range of practical services and assistance in areas that are in demand for start-up businesses and also serves as a regional hub for technology small business innovation and entrepreneurship. The facility has the potential to spur and anchor new growth in Downtown Dunkirk and more specifically along Central Avenue if the correct mixture of new businesses and residential uses can be attracted.
- At this stage, the Incubator does not appear to have "spun off" businesses into the City's Downtown or facilitated private investment. The City and the Incubator should focus more identify opportunities and funding sources to assist existing businesses to move into existing vacant and underutilized buildings.
- Tourism is becoming a major economic development focus for the City. The City is a natural destination for tourists, boaters, and water sport enthusiasts. The improvements along the waterfront combined with the increased number and diversity of festivals is beginning to make a positive difference by attracting more and more visitors.
- In addition to the local beaches, the City's scenic views, waterfront concerts and festivals, being a lakefront downtown, growing agritourism industries, improved Lake Erie recreational fishing, nearby shipwreck dive sites, and a growing wine region, all add to the City's strong tourism growth potential.
- Economic development progress is directed by the City of Dunkirk Local Development Corporation, the Dunkirk Industrial Development Agency, and the Chautauqua County Industrial Development Agency.
- While the City has not yet formalized a specific economic development action plan, the 2019 Downtown Revitalization Initiative (DRI) application lays out the City's current primary strategic objectives: increasing the number of businesses and attractions in the central business district (CBD); placing a particular focus on developing waterfront and tourism-related assets; increasing visitor volumes from surrounding areas; and enhancing the connectivity of the waterfront and CBD.
- Additional components of the City's economic development focus include:
 - o Facilitating greater connections between Dunkirk and Fredonia by linking downtown and the Lake Erie waterfront;
 - o Further expansion of waterfront amenities and businesses;
 - o Expanded partnerships with local businesses, City and private schools and nearby universities to enhance education and workforce training programs and generate a ready-workforce necessary for supporting the advanced manufacturing industry; and
 - o Developing small business economic development incentives, such as micro-enterprise grants that are complimentary to the Fredonia Incubator program for related start-ups and other small business entrants towards an ultimate goal of establishing the City as a business incubation hub.
- The City of Dunkirk is a Community Development Block Grant entitlement community grantee, giving the City access to annual federal funding that can be used to create jobs and housing opportunities, for poverty alleviation, economic development, and certain other community improvements.
- Since 2014, the City has been able to secure over \$2 million in CDBG grant funding for various projects. Over the same time period, the City has obtained almost \$5 million in additional funding through various state grant programs, including, but not limited to the Brownfield Opportunity Area Program, Empire State Development and NYSDOT.

NATURAL AND ENVIRONMENTAL RESOURCES

Land use decisions and infrastructure investments have the power to greatly affect the quality and sustainability of the natural environment. Understanding the City and its surrounding natural and environmental resources is important to ensure future investments do not result in adverse impacts and are instead utilized appropriately. This section includes a summary of the City's natural and environmental resources, including, but not limited to water resources, topography, slope, soils, and geology. Refer to the **Natural Resources Map** on the following page for additional information.

Water Resources and Fisheries

The natural features in the City of Dunkirk are an important community asset, and their protection should be a priority. The most significant natural resource is Lake Erie, which provides the City with its source of water as well as recreation, tourism and business opportunities. Other valuable environmental resources include wetlands, streams and floodplains.

Streams

The City of Dunkirk has two streams that traverse the City, Hyde Creek and Crooked Brook. Both streams are Class C water bodies, according to the New York State Department of Environmental Conservation (NYSDEC). Class C waterbodies are generally considered well-suited for fishing, in terms of water quality if suitable areas exist along the shorelines and absent negative site-specific conditions.

Hyde Creek is located in the eastern portion of the City with its northern terminus located between County Rt. 121 and the CSX railroad tracks. This location is adjacent to the former Roblin Steel plant, now a designated Brownfield Opportunity Area (BOA). Crooked Brook runs through the City from the southeast to the northwest before linking up with a tributary and eventually emptying into Lake Erie at Point Gratiot. There are no officially designated fishing access sites along either Hyde Creek or Crooked Brook, including its tributary for fishing and neither waterbody is adequate for boating.

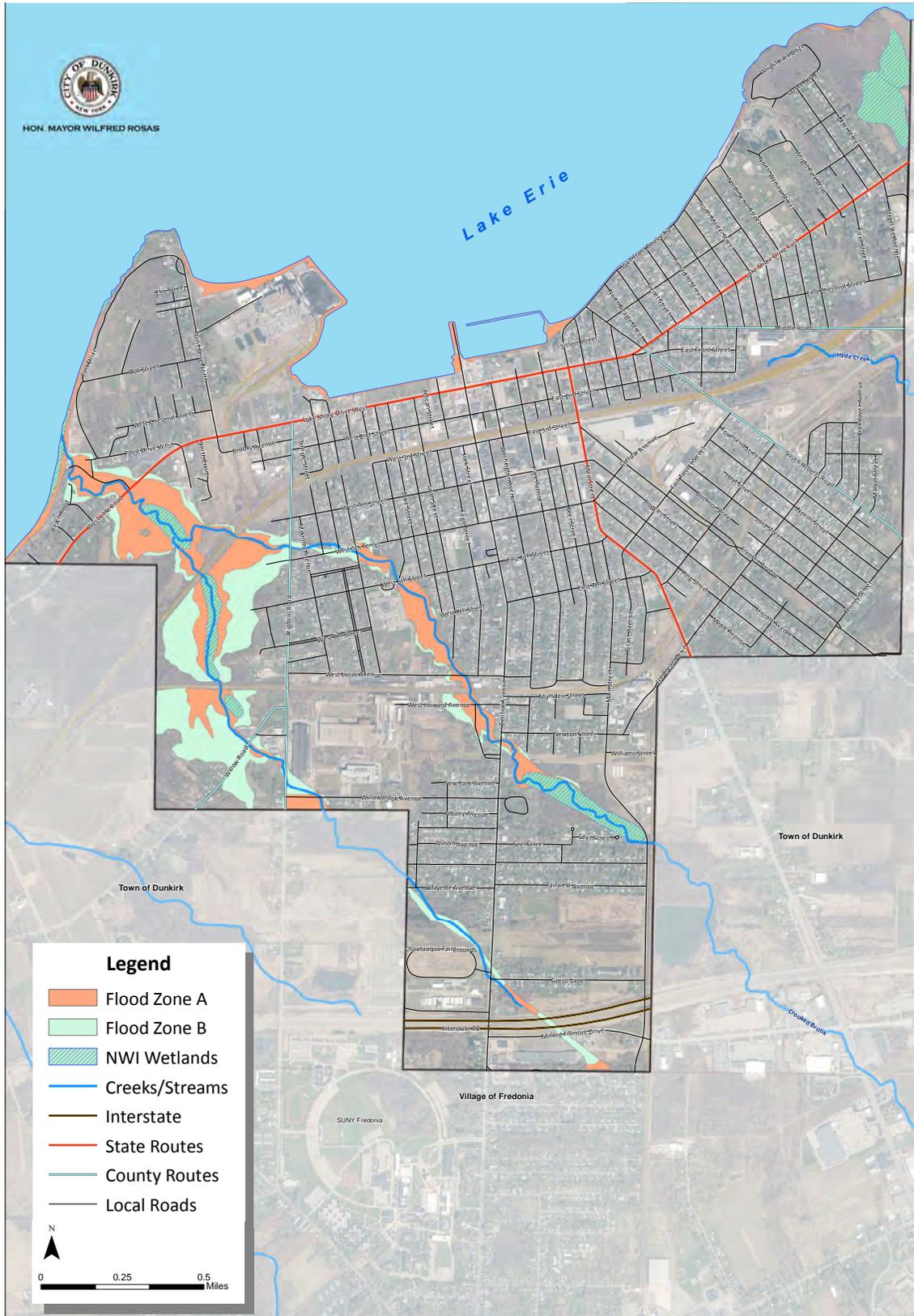
Wetlands and Floodplains

There are no NYSDEC jurisdictional wetlands within the City of Dunkirk. However, there are five wetlands based on National Wetland Inventory (NWI) data within the City which may also be subject to US Army Corps of Engineers Jurisdiction (ACOE).

The first wetland is located in the extreme northeastern corner of the City, near the proposed Villa's at Battery Point. The remaining wetlands are located in the southern and western portions of the City and are associated with 100- and 500-year floodplains. The wetland associated with Crooked Brook is located in the southern section of the City in an undeveloped, wooded area roughly bounded by Central Avenue, Main Street, Newtown Street and Seel Acres. The remaining wetlands are located along the City's western boundary, with one associated with Crooked Brook and the two with the tributary.

In addition to the floodplains in the western section of the City, there are 100- and 500-year floodplains associated with Crooked Brook as it runs through the center of the City and includes many residential neighborhoods and the Dunkirk High School Campus. The brook is prone to flooding, which closes roads and fills basements with water causing damaged to public infrastructure and private property. 100-year floodplains are also found along almost the entirety of Point Gratiot Park's shoreline. The largest stretch floodplain runs from Point Gratiot to Main Street Beach. Two smaller strips of floodplain are found along the City's shoreline to the east, including in front of the City's wastewater treatment plant.

The entire northern border of the City abuts Lake Erie which is the shallowest and warmest of the Great Lakes. The natural outflow of the lake is the Niagara River, which also serves as a hydroelectric power source for the



City of Dunkirk Comprehensive Plan

NATURAL RESOURCES

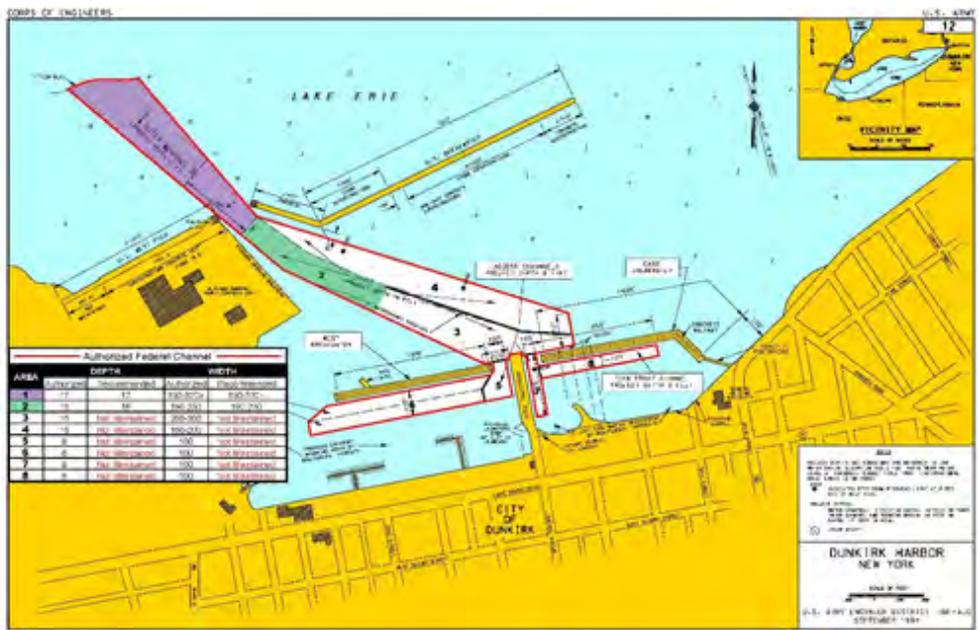
Lagerbe Group, 11-2018 Map for Illustrative Purposes Only. Project: 2017123. Data Source: City of Dunkirk, NY 2017. NYS GIS Clearinghouse 2018

This document was prepared with funding provided by the New York State Department of State under Title 14 of the Environmental Protection Fund. Contract: T1000935

United States and Canada. The water levels of the lake vary year-round, and are therefore important to monitor since the City is situated on low-lying flatland along the Lake’s shoreline. Besides being influenced by rain events and snowmelt, water levels are also affected by wind and storms, usually on the eastern shore of the lake.⁴¹

Dunkirk Harbor

Dunkirk Harbor is a deep draft functional harbor with a depth of 17 feet in the outer channel. The breakwaters total 1.3 miles. The channels that it protects must be dredged approximately every 2 years to maintain the channel needed for a functional harbor. If it is not dredged, it would result in the loss of the functional harbor, which would have lasting negative economic impact locally and regionally.⁴² **Figure 5: Dunkirk Harbor Map** depicts the harbor, including locations of channels and maintained areas.



Source: US Army Corps of Engineers Functional Great Lakes Harbor Map, Dunkirk, NY

Figure 4: Dunkirk Harbor

The City of Dunkirk is in the process of working with the United States Army Corp of Engineers (USACOE) on a Section 107 Project. Although Dunkirk’s harbor is considered a safe harbor, major wave action is taking place within the inner harbor. The City submitted a Letter of Intent to the Corps. In June of 2018. The USACOE is currently writing the Federal Interest Determination Study. If approved, a feasibility study would be conducted for options on reducing wave action into the inner harbor.

⁴¹ Great Lakes Storm Surges November 12–13, 2003”. Glerl.noaa.gov

⁴² US Army Corps of Engineers Fiscal Year (FY) 2016, 2017 and 2018 Dunkirk Harbor, New York

Fisheries

For many years there were ongoing concerns about the Lake's health, from overfishing, pollution, excessive nutrients, and algae blooms, among other things. These remain areas of concern and NYSDEC works diligently to restore and maintain the Lake's condition through the Lake Erie Fisheries Research Unit (See below). Recently, the improved conditions have brought an increase in Lake Trout, Walleye, and Lake Sturgeon, which has created a resurgence in recreational sport fishing and ice fishing on the lake.⁴³ This is also discussed in the Economic Development section of this report. Lake Erie is the most biologically productive of the Great Lakes, and has the largest sport fishing industry amongst them.⁴⁴

Dunkirk is the home of NYSDEC's Lake Erie Fisheries Research Unit, located at Point Gratiot. The principal function of the Unit is to help manage Lake Erie's fish resources, which includes evaluating the status of fish populations to enhance some fisheries and to restore others and to manage invasive species. NYSDEC also undertakes regular surveys to monitor the health of fish populations and to establish the effectiveness of stocking and harvest policies. The Unit works closely with other management agencies around Lake Erie through the Great Lakes Fishery Commission (GLFC) and the Lake Erie Committee.⁴⁵

The Lake Erie waterfront is part of the charm of Dunkirk and this can be seen by the many features that have been built along the waterfront. Dunkirk Harbor (Chadwick's Bay) is a fantastic feature for the City with restaurants, restrooms, boat launches, and recreational activities. The Dunkirk City Pier is a center piece of the waterfront where many festivals and outdoor concerts are held, public boat moorings are provided and fishing access is very popular. This is also described in the Economic Development section of this report.

Geology

The City of Dunkirk was once located in a shallow warm sea teeming with life. These lifeforms and thousands of years of pressure created the sandstone and shale that is found beneath much of Western New York. Beneath Chautauqua County, the bedrock consists of Devonian shales. These shales were formed in the Devonian Age and moving from deepest towards the surface there is, Sliver Creek Shales, Portland Gray Shales and Dunkirk Black Shale which is 53-55 feet thick.⁴⁶ Eventually, the ice age created many of the geologic features unique to New York. In Western New York, glaciers retreated and advanced several times. This movement cut through the earth producing valley and stream and river beds and deposited rock, sand and sediment that exist today.

Soils

Much of the soils found in Chautauqua County and Dunkirk remain from the glacial retreat which left piles of sediment with soil not native to the region. As noted in the Geology Section (above) the soils of Dunkirk sit atop three types of shale and are a variety of silt loam soils with names such as, Niagara Chenango, Chautauqua, and Valois.⁴⁷ These soils are characterized as poorly drained, indicating a potential for high runoff. By means of these soils the original vegetation that grew readily in Dunkirk would have been a blend of sugar maple, beech, white ash, hop hornbeam, elm, and other hardwoods. If these lands were to be used for agricultural purposes they would be good for growing hay, oats, corn, some vegetable crops, and pasture.⁴⁸

⁴³ From "State of the Great Lakes 2017", Canada-United States Collaboration for Great Lakes Water Quality <https://binational.net/2017/06/19/sogl-edgl-2017/>

⁴⁴ Ibid.

⁴⁵ <https://www.dec.ny.gov/outdoor/7967.html> , Accessed October 2018.

⁴⁶ US geologic names lexicon (USGS Bull. 896, p. 642-643)

⁴⁷ US geologic names lexicon (USGS Bull. 896, p. 642-643)

⁴⁸ https://soilseries.sc.egov.usda.gov/OSD_Docs/N/NIAGARA.html (Rev. CER-ERS-PSP 03/2013 NIAGARA SERIES)

Natural and Wildlife Resources

Native Species

The City of Dunkirk is part of an ecoregion designated by the World Wildlife Fund as the Southern Great Lakes Region which has similarities in soil, hydrology, physiography, climate, geology and vegetation. Historically, this area would have been populated by densely packed deciduous forests of sugar maple, beech, oaks, hickories, elms, ashes, and red maple. This region is now characterized by flat lake plains, low rolling landscapes, and human development including housing and industry.

Along with the terrestrial habitat there is also significant aquatic coastal habitat. Dunkirk Harbor has large shallow aquatic vegetation beds that are protected from wave action. This protected area is used by many fish species for spawning and as a nursery during the spring and summer. The return of Walleye, Lake Trout and Lake Sturgeon to Lake Erie has created many opportunities for both recreation sport fishing and ice fishing.⁴⁹

Dunkirk Harbor is not just an important fish habitat but also an important habitat for migratory birds. North American birds migrate predominantly in March – April and September – November. This is a popular migratory stop for a wide diversity of birds during winter migration because of the warm shallower Lake Erie and fish searching for food. The harbor and pier are easily accessible by the public and both are good vantage points for rare waterfowl sightings that are reported to include 14 species of gulls and 40 species of ducks, geese, swans, grebes and loons. Rarities are Harlequin Duck and Eared Grebe.⁵⁰ Point Gratiot is another common bird watching spot. The “Point” is considered to be one of the most visited regions in western New York by birders for spring migration of small song birds including, Orchard Oriole, Whip-poor-will, and over 30 species of warblers including Prothonotary, Prairie and Worm-eating. Red-headed Woodpeckers nest here.⁵¹

Water Quality and Invasive Species

Over the last few decades the health of Lake Erie has improved. After the Clean Water Act (1972) and the multitude of cleanup efforts in the late 1990’s, the presence of mayflies indicated an improvement in the Lake’s health.⁵² When mayflies are present it indicates the water in which they lay their eggs is clean and the larva can thrive. The increase in water quality in Lake Erie has been good for sport and commercial fishing, since previously the water had too little oxygen to support the species of fish that are sought in the commercial fishing industry.

Part of this increased water quality is attributed to an invasive filter feeder, the Zebra Mussel. There have been many invasive species, mostly coming in the ballast water of international ships. Some invasive species have found food sources in native populations and vice versa, some being the reason for the surge in population of some native species. The introduction of invasive species creates a complex mix of beneficial and detrimental interaction between native and invasive species.⁵³

Climate Change and the Great Lakes

The Greatlakes are home to 84 percent of North America’s surface freshwater, and for the 30 million of Americans and Canadians living in the Great Lakes basin climate change is a real threat. The Great Lakes Integrated Sciences Assessments (GLISA), a NOAA team, states the following changes are occurring across the Great Lakes Region:

- 2.0°F increase in surface water temperature between 1900-2012

⁴⁹ From “State of the Great Lakes 2017”, Canada-United States Collaboration for Great Lakes Water Quality <https://binational.net/2017/06/19/sogl-edgl-2017/>

⁵⁰ <https://www.tourchautauqua.com/Birding.aspx>

⁵¹ Ibid.

⁵² Don Hopey (July 26, 1999). Swarms of mayflies on wing over Lake Erie”. Pittsburgh Post-Gazette.

⁵³ National Geophysical Data Center, 1999. Bathymetry of Lake Ontario. National Geophysical Data Center, NOAA. doi:10.7289/V56H4FBH

- 11% increase in total precipitation between 1900-2012
- 37% increase in heavy storm precipitation between 1958-2012
- 9 day increase in the frost free season between 1958-2012
- 71% decrease in ice coverage between 1973-2010

These changes are attributed to human activities increasing greenhouse gas emissions and will have lasting effects on the population nearby in many aspects. In addition, extreme weather events have increased in frequency and intensity and this is expected to become more pronounced as the changes continue. The effect of this will be an increase in the cost of the damages, preparation, clean up and disruption of business because of these weather events.

With increased overall precipitation there will also be the opportunity for increased lake effect precipitation due to the decreasing ice coverage and increased water exposure during the winter. The increase in winter water exposure is believed to cause increased wet season precipitation. During the summer, however, precipitation is expected to remain the same or possibly decrease, increasing the probability of droughts.

Fluctuating weather patterns will have negative impacts on the agriculture of the region and will further adversely impact the local economy. As the summer months during the growing season dry, and as extreme weather events occur with increased precipitation, it is anticipated there will be increased erosion and sewerage overflow into the Great Lakes. As agricultural chemicals enter the water with increased surface temperature, this combination will lead to algal blooms. These blooms can be harmful to humans using the lakes for recreational purposes.

Climate change in the Great Lakes will further negatively affect humans as the evaporation rate of surface water increases, which in turn increases the humidity. High humidity and heat waves will increase the number of heat-related illness and death. As water evaporates from the lakes it will also evaporate from the soil decreasing soil moisture and ground water supply.

The economy of the region will also likely suffer due to climate change. Lower water levels will make it impossible for large shipping vessels to navigate diminished channels, creating great economic loss for aquatic and terrestrial transportation alike. Increased temperature and decreased snow and ice will hurt the winter tourism and recreation sectors. However, it may increase the demand for increased summer recreation as long as receding waters leave desirable beaches intact, and fish die off and algal blooms do not affect the health and safety of waters recreation.⁵⁴

Along the Dunkirk shoreline, prevailing waves come from northwest to northeast and impact all the breakwaters around the harbor. The breakwaters currently work to protect the harbor and marinas. With climate change and increased storm severity, however, these breakwaters may fail due to increased wave action. Increase wave action in these areas would lead to damage to the City Pier and all marina facilities behind the breakwaters. The biggest concern is that during sever winter storms northwest waves are reflecting off the City Pier and into the harbor, damaging public and private property making it hard to maintain a marina facilities.

The North Breakwater requires repairs to restore proper function. In addition, locally, there is concern that this breakwater was designed incorrectly and allows damaging wave actions within the harbor under certain wind and storm conditions. The US Army Corps of Engineers is currently preparing a Federal Interest Determination Study to make the case that plans for repairing or adding breakwaters are of federal importance to move the project forward. .

⁴³ The Great Lakes Integrated Sciences Assessments (GLISA)

Natural and Environmental Resources Observations

- Lake Erie is the City's most significant natural resource as a source for drinking water, recreation, tourism, and business opportunities.
- There were once ongoing concerns about the lake's health from overfishing, pollution, excessive nutrients, and algae blooms, among other issues. Recently, improved conditions have brought an increase in Lake Trout, Wall-eye and Lake Sturgeon, which has created a resurgence in recreational sport fishing and ice fishing.
- There are three streams and five small wetlands (not under the jurisdiction of NYSDEC) within the City limits and areas within the 100- and 500-year floodplains. Development has generally avoided these areas over the years, although there are some instances of flooding in certain neighborhoods.
- Dunkirk Harbor is a deep draft functional harbor with a 17 ft. draft in the outer channel and a 1.3 miles of breakwaters. The channel is dredged approximately every two years.
- In recent years there has been a noticeable increase in wave action within Dunkirk's Inner Harbor areas. This wave action, if left unchecked, will have profound effects on the City of Dunkirk's Harbor businesses. The US-ACOE is in the processes of studying this problem to find a solution which could include new breakwalls or repairs to breakwalls already installed to the north of the harbor.
- Point Gratiot is considered to be one of the most visited regions in western New York by birders for the spring migration of small song birds including, orchard oriole, whip-poor-will, and over 30 species of warblers, including prothonotary, prairie and worm-eating. In addition, red-headed woodpeckers nest at Point Gratiot.
- Lakefront Boulevard is subject to icing in the winter as a result of wave action against the breakwall. As a result, the road is often closed during the winter for safety reasons. Consideration for improvements to reduce the wave action along Lakefront Boulevard should be considered.

PARKS, RECREATION AND OPEN SPACE

The following Section provides an overview of the City’s vast parks and recreational amenities. Refer to the **Parks and Recreation Map** on the following page for additional information.

Local Parks and Recreation Facilities

The City of Dunkirk has several neighborhood and pocket parks, numerous beaches, a boat launch, Hazelton Dog Park and larger major parks serving all in the City and region. Park amenities include, but are not limited to pavilions, beaches, playgrounds, sport and ball fields, event space, and garden areas dependent on location. These parks and their associated facilities are maintained by the City Parks Department year round which includes a staff of two full time employees and eight to 15 seasonal staff. Parks are free to the public and admission is charged to use the City Boat Launch only. Beaches are staffed by City Lifeguards, typically there are three to four guards at Wright Beach Park, one at Main Street Beach, and two at Point Gratiot Beach. Through the Parks department the City also leases space at the County Fairgrounds for sports facility space, instruction, private events, and adult recreational offerings. Descriptions of more popular parks and recreational facilities can be found herein.

Point Gratiot

Point Gratiot Park is a 60 acre City-owned park that contains low bluffs to the north which give way to a wide, sandy beach to the south. The Park is considered the crown jewel of the City and is a popular area for various forms of recreation. In addition to the rocky bluffs, including black shale cliffs and coves, Point Gratiot is dominated by open mowed areas with scattered deciduous and coniferous vegetation. There are a number of trails through wooded, brushy areas and a fence on top of the bluff for visitor’s safety. An asphalt path follows along the waterfront from Point Drive W. north, terminating near the Dunkirk Lighthouse and NYSDEC Lake Erie Fisheries Research Unit. The park has multiple parking areas, a playground, ballfields, picnic pavilions, and restroom facilities. Park Drive separates the upland area of the park from the beach and waterfront.



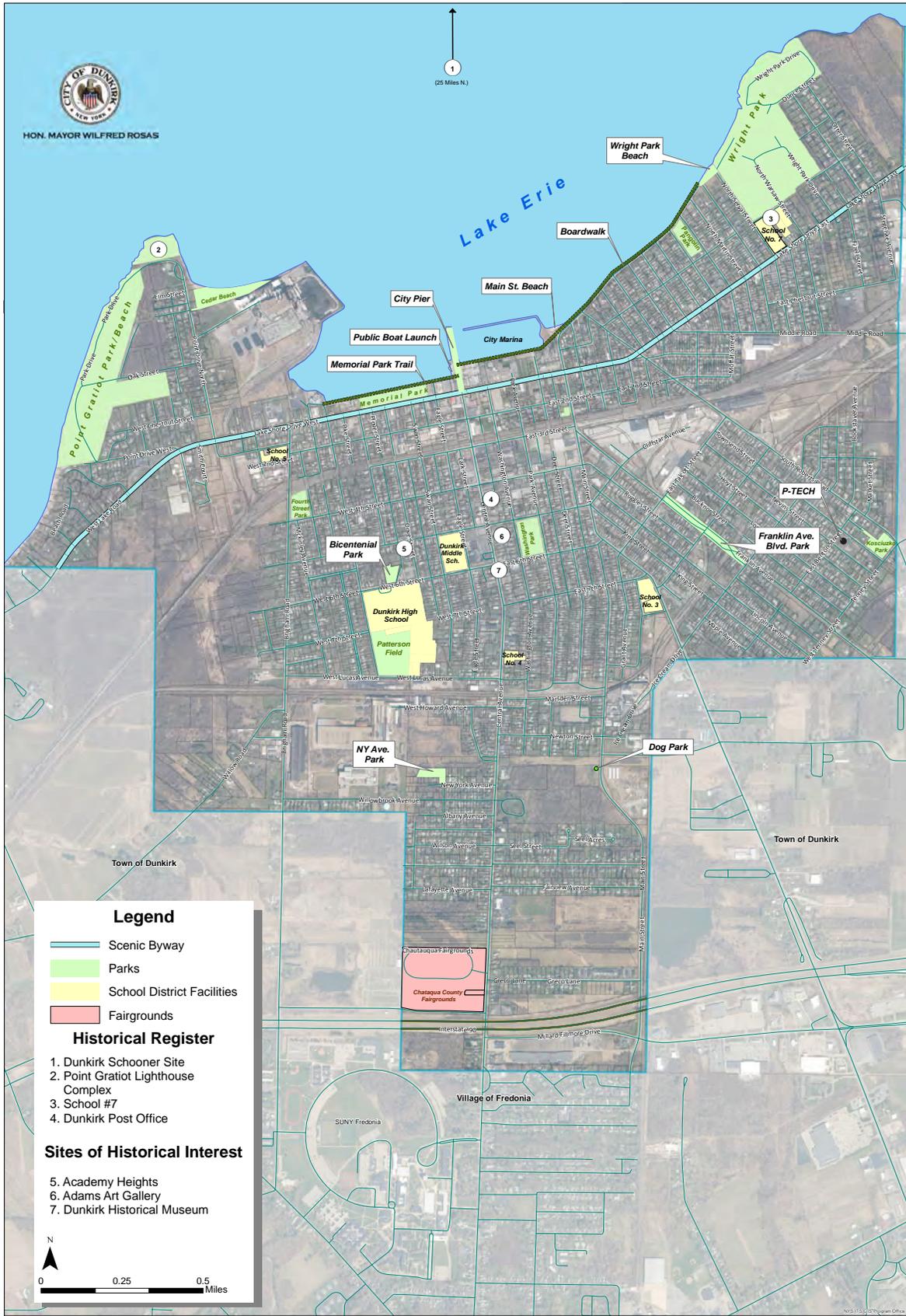
POINT GRATIOT MUSIC PAVILION

In 2016 the City received a \$500,000 state grant to make improvements and upgrades to the park. The funds have been used to put new roofs on six park pavilions and to make electrical improvements throughout the park. Restrooms were also be upgraded for people living with disabilities, and kitchen renovations at the main pavilion were also included. All improvements have been completed. An additional band stand was also built for musical events in the park.

Further improvements will occur in spring of 2019 with the Lake Erie Watershed Protection Alliance (LEWPA) administering a \$169,000 raingarden/vegetation swale project funded by the EPA. The project is meant to provide increased water quality to Lake Erie by capturing rain and runoff and reducing erosion.

Point Gratiot is a good place to see black, oil-bearing shale that was laid down during the upper Devonian Period, some 360 million years ago. The shale cliffs along the lake shore may be approached from the beach. Visitors who find a loose chunk of the dark, brittle rock and break it, may observe a kerosene-like odor it gives off. Some of the shoreline sedimentary rocks in the Dunkirk-Point Gratiot area are known to bear interesting fossils.

Point Gratiot is also an outstanding stopping point for migratory song birds, particularly during spring migration. As a result, the area is a great location for sightseeing. Point Gratiot’s geographical position sticking out into the south shore of Lake Erie means that birds heading north during the spring will stop there before, or instead of, attempting to fly over the water. These “trapped” birds, usually migrate at night and forage during the day. With cooperative weather conditions such as a southerly wind, hundreds of Neotropical birds on their way to northern breeding grounds, such as warblers, tanagers, and vireos, may stop here and fill the brushy woodlot bordering the park with their amazing colors and songs. Significant sightings have included Orchard Oriole, Eastern Whip-poor-will, Summer Tanager, Worm-eating and Prothonotary Warbler, and Ash-throated Flycatcher.



**City of Dunkirk Comprehensive Plan
PARKS, RECREATION & HISTORIC SITES**

Laberge Group, 11-2018 Map for Illustrative Purposes Only. Project: 2017123. Data Source: City of Dunkirk, NY 2017, NYS GIS Clearinghouse 2018
This document was prepared with funding provided by the New York State Department of State under Title 11 of the Environmental Protection Fund. Contract: T1000935

Within Point Gratiot Park is the Dunkirk Lighthouse & Veterans Museum, a prominent beacon and an active lighthouse established in 1826. The Dunkirk Lighthouse is open daily except Sunday. Visitors can explore the historic lighthouse, admire the magnificent view of Lake Erie from the observation deck and stroll through the park grounds. The Veterans Museum includes an extensive collection of military and maritime artifacts.

Wright Park

A second major City recreational facility is Wright Park, located in the northern area of Dunkirk along Lake Erie. The park is open year round and during the summer, people come to enjoy the beach staffed with lifeguards, ballfields, picnic areas, bicycling, fishing, and basketball and field sports. The City received a grant for major improvements. After two years of planning, the work began in early 2018. The new design includes an interactive splash pad, futsal court, pickleball courts, newly resurfaced basketball courts, and a multi-purpose court that can be used in winter as an ice rink. These improvements were completed in August 2018.

The City continues to seek additional funding to extend and improve the bike paths, install a lakeside playground, and improve the connection with the beach and the Park.

Washington Park

Many of the other parks in the City have picnicking, ballfields, and playgrounds, including Washington Park which is located in the middle of the City. This park is located one block from the Public Library on Washington Ave between E 5th and E 6th Streets. The park has a centrally located coniferous tree surrounded by seating and many walking paths. On the E 6th Street side of the park is a playground, and on the opposite side of the park is a gazebo. The central location of this park, its proximity to public facilities, and readily available seating makes the park a good gathering place.



Memorial Park

Memorial Park occupies approximately five acres along Lake Erie, just west of the City Pier. The park is comprised of an open maintained lawn with a centrally located war memorial, gardens and seating areas. The northern portion of the park is bordered by the boardwalk along the lake shore that provides pedestrian and bicycle access to the park. The park is also accessible from Lake Shore Drive and the adjacent sidewalk. Passive recreation, picnicking, fishing and sight-seeing are all allowed at Memorial Park. Memorial Park is also used as an alternative site for Music on the Pier. The City feels that they have outgrown the pier for events such as these and would like to create a permanent concert venue at Memorial Park



The Boardwalk

The City offers a 1.5 mile boardwalk along Lake Erie beginning at Wright Park Beach and ending at Woodrow Avenue, just west of Memorial Park. The Boardwalk provides residents and visitors a paved walking and biking trail along the shoreline, providing access to Wright Beach, Main Street Beach, the City Pier, and Memorial Park along with the Boardwalk Market Place. The Boardwalk is accessible from many locations and is a major amenity for visitors staying at the Clarion Hotel and eventually for patrons of the future hotel proposed along the waterfront.

The Boardwalk currently ends somewhat abruptly at Woodrow Avenue with no directional or informational signage directing pedestrians and bicyclists. In addition, there is no sidewalk leading out the Lake Shore Road from the end of the boardwalk. Signage and improved safety for users to reach Point Gratiot Park and the lighthouse should be considered.

The City Parks Department maintains all City Parks. Throughout the season additional staff are hired for the busy spring and summer months to meet the demand for care and maintenance at these highly utilized facilities.

Regional Parks and Recreational Facilities

The Great Lakes Seaway Trail, a National Scenic Byway, is a trail that consists of a series of highways and roads that travel along the Saint Lawrence Seaway. The Trail is a scenic drive along the shore of Lake Erie, the Niagara River and St. Lawrence River in New York and part of Pennsylvania. First designated in 1978, and at the time was only 80 miles, the Trail has since gained length and has become a National Scenic Byway. The Trail passes by cities, small villages, historical locations, family attractions, cultural heritage sites, restaurant and shops. The Seaway Trail is a major asset for Dunkirk and should continue to be promoted and capitalized upon to attract more visitors. Other regional recreational activities are in abundance and many are just a short drive away. Chautauqua Rails-to-Trails trail is located southwest of Dunkirk, beginning on State Rt. 76 in Sherman and ending on US Rt. 20 in Brocton. This is a 28.56 mile trail that is surfaced with concrete, crushed stone, dirt, grass, and/or gravel. The rail trail is a multiuse recreation trail that be used for more than just walking and biking. Activities along the trail include fishing, horseback riding, and during the winter - snowmobiling and cross country skiing.

Boutwell Hill State Forest, located approximately 30 minutes to the south, is significant recreational area covering 2,944 acres that provide forestry products and recreational opportunities. Timber production is ongoing to this day and might disrupt trail use throughout the year. Recreation opportunities within the forest include hiking, camping, horseback riding, hunting and trapping, snowmobiling, along with cross country skiing and snowshoeing. There is also a 0.8 mile trail in the southeastern part of the forest that is accessible for people with disabilities.

Just north of Boutwell Hill State Forest and 20 minutes from Dunkirk is the Canadaway Creek Wildlife Management Area, located at the intersection of Rt. 79 and Rt. 72. This facility is open year-round for recreation and wildlife viewing opportunities. Hunting and trapping are also allowed in this area as part of the management plan. Fishing is also permitted as sections of the Canadaway Creek are stocked with brook trout each spring. Sightseeing of birds, mammals, fish, reptiles, amphibians, and insects that inhabit or migrate through the state is very popular.

Aquatic recreational activities are a big part of Dunkirk and the region. There is a municipal boat launch in Dunkirk at the Harbor that grants access to Lake Erie. There are also launches that grant lake access in Westfield at Barcelona Harbor about 30 minutes to the south, and two launches in Hanover, 30 minutes to the east at Cattaraugus Creek that are half a mile apart.

Located closer but without boat launch facilities is Lake Erie State Park, seven miles west of Dunkirk. The state park covers three quarters of a mile of Lake Erie shoreline with breathtaking views from the high bluffs that overlook the Lake. Lake Erie Park caters to campers and day visitors to enjoy the scenery and utilize the many trails, picnic areas, playgrounds, swimming, biking, canoeing, kayaking, disc golf, fishing, hiking, and in the winter snowmobiling and cross country skiing. The park is another place to add to the list for birders as this is an excellent location for spotting rare migratory birds.

Waterfront Recreational, Commercial and Tourism Amenities

The Dunkirk waterfront has and continues to generate attention as a recreational and tourist destination, including boating, fishing, birding and sightseeing. In addition, the City has greatly increased its entertainment offerings along the waterfront, including the annual Music on the Pier Summer Concert Series. New events have been added to the summer agenda including an air show, nationally televised speedboat race, and multiple fishing tournaments.

⁵⁵ DRI Dunkirk Application

Commercial opportunities at the waterfront have increased since the City completed the Boardwalk Market, which is fully rented and has a waiting list. Not only is this a successful commercial venue, but it also serves as an anchor to attract locals and visitors to the waterfront. The access to Lake Erie has encouraged major commercial investment, from the City-owned Marina and Pier, to independent water-based recreation businesses. Along with a new hotel, the City approved a large residential development on Battery Point which will be an upscale housing community intended to accommodate, at least partially, new employees from the proposed Athenex project.⁵⁵

Public Access

Public access is provided along the waterfront at the City's Pier, Chadwick Bay Marina, the City's Boat Launch, Memorial Park, waterfront trails, and the Boardwalk. Chadwick Bay Marina has a long-term lease with the City to operate the marina and public boat launch. The waterfront trail follows the shoreline from Wright Park to Point Gratiot, both of which have public beaches open for swimming during the summer months. There is also a non-swimming beach that is behind the east breakwall, between N. Main Street and N. Roberts Road.

The accessible Dunkirk Seawall adds almost one mile of pedestrian and bicycle trails as a recreation amenity, creating a total of almost 7.5 miles of waterfront trails. The trail crosses the City Pier, which has parking and a multitude of year round recreation activities including a fishing access point. Fishing on or off the Pier is very popular and can be accessed on foot or by boat.

Private Access

The shoreline along Lake Erie has sections that are privately owned with no public access. NRG Dunkirk Operations Inc. is a large private industrial property located on the shore between the City Pier and Point Gratiot. The Holiday Harbor has plans to develop a vacant lot into a boat ramp, with stand up paddleboard (SUP), kayak, and canoe rentals, and to sell fishing and boating supplies. Bart's Cove Marina is privately owned with a boat launch. The Dunkirk Yacht club is also a privately owned facility with annual dues for membership. To the north on the shore is the City of Dunkirk's Water Filtration Plant.

Key Waterfront Opportunities

Opportunities in the Region for waterfront redevelopment begin with the Local Waterfront Revitalization Program (LWRP), a Chautauqua County plan for the region's natural, public and working waterfront communities, including the City of Dunkirk. The LWRP is the perfect opportunity for Dunkirk to address some of the critical issues it may face with flooding, economic development, recreation, public access, and natural resource protection. The LWRP also provides opportunities to apply for more grants to assist in the planning and implementation of waterfront redevelopment projects. In 2016 there were 15 properties along the waterfront that were vacant and identified as possible development sites. The available sites are a prospect for continued development. Although several of the parcels are brownfields, there are development incentive to clean and redevelop those sites.

Going forward the City sees many opportunities for key public waterfront opportunity areas. These include improvements at currently developed sites and at sites. Those areas identified include the following:

- Steger Apartments.
- Mixed Use Redevelopment between the Pier and Memorial Park.
- Memorial Park Concert Venue.
- NRG Revitalization.
- Expansion of the Waterfront Bike Trail.

Parks and Recreation Observations

- The City of Dunkirk offers its residents and visitors a wide variety of recreational opportunities with several major parks and recreational facilities including Point Gratiot, Wright Park, Washington Park, Memorial Park, Hazelton Dog Park, and several smaller neighborhood parks.

- These parks are maintained by the City Parks Department year round which includes a staff of two full-time employees and 8 to 15 seasonal staff. The beaches are staffed with City-employed lifeguards.
- The City leases space at the County Fairgrounds for the City's recreational facility which provides space for sports, instruction, private events, and adult recreational offerings.
- The City recognizes the value of its parks not only for quality of life purposes but also as an economic development engine for tourism opportunities. As such, the City has and continues to make significant improvements to its parks through state funding and local investments.
- Recent improvements at Point Gratiot Park include new roofs on the park's six pavilions, improved electrical infrastructure, upgraded restrooms to make them fully accessible, and kitchen renovations at the main pavilion.
- Additional Point Gratiot improvements scheduled to occur in 2019 with the assistance of an EPA funded \$169,000 grant includes a raingarden/vegetation swale project to improve the lake's water quality by capturing rain and runoff and reducing erosion.
- The City also recently completed major improvements to Wright Park, including an interactive splash pad, futsal court, pickleball courts, new resurfaced basketball courts, and a multi-purpose court that could be used in winter as an ice rink.
- The City's waterfront is a major destination for residents and visitors and provides a 1.5 mile boardwalk beginning at Wright Park Beach and ending at the City Pier, which provides fishing and boat access and is a major attraction year-round. The City Pier is slated to undergo major renovations in 2019.
- The City's recreational amenities serve all in the northern Chautauqua County region and provide some of the most accessible and free recreation sites along Lake Erie.
- Public access to Lake Erie for boating, sightseeing, swimming, fishing and other recreational opportunities is unmatched in the region with three beaches, City Pier, Boardwalk, boat launch and the multiple waterfront parks.

HISTORIC AND CULTURAL RESOURCES

The following Section provides an overview of the historic and cultural resources within the City of Dunkirk, including sites on the National Register of Historic Places and other areas of historic and cultural significance.

Historic Sites, Structures and Districts



DUNKIRK LIGHTHOUSE 1885
SOURCE: NATIONAL ARCHIVES

There are four sites listed on the National Register of Historic Places in the City of Dunkirk. One such site is located 20 miles off shore, and has been listed on the National Register since 2009. The Dunkirk Schooner Site is an archaeological site surmised to be a ship that in its last years was part of the Underground Railroad, until it sank in 1850, submerged in 170 feet of water.⁵⁶ The other sites include the Point Gratiot Lighthouse, School #7 and the Dunkirk Post Office.

The Dunkirk Lighthouse is listed on National Register of Historic Places and located on Point Gratiot. The lighthouse and associated complex cover 3.9 acres of land and was built in 1826. The active lighthouse has been lit since 1875. The original

building started to deteriorate and was in such bad condition that in 1875 a new lighthouse and keeper's residence was built. The keeper's residence is designed in the high Victoria Gothic style. The Lighthouse was rebuilt in a 61 foot square shape, the upper two thirds is painted white and the bottom third is unpainted.⁵⁷ The lantern housing is red and the light can be seen for 24 miles. In 1857, a Fresnel lens was installed, and is still used even after electrification in 1923 and automation in 1960.⁵⁸ This lighthouse was added to the National Register of Historic Places because it is a cultural asset and saved by a concerned group of citizens. The citizen's group entered into an agreement with the Coast Guard to turn the keeper's residents into a museum about the lighthouse, maritime artifacts, a souvenir shop and a Veteran's memorial.

Notable Site and Buildings

Neptune Fountain

Until 1967, a statue of King Neptune sat in the middle of Washington Park, and became an artistic symbol of classicism for the industrial city. The statue had a long association with the history and industrial development of the City of Dunkirk dating back to the mid-nineteenth century. In 1883, Haratio G. Brooks installed a fountain of Neptune to adorn the entry of his growing Brooks Company at the site's entryway. The fountain was made by J.W. Fiske Iron Works of New York City, one of the most prominent manufactures of cast iron at the time. The 960 pound fountain stood seven feet tall and cost at the time \$500 (a 2018 equivalent of \$1,200) and stood at Brooks Locomotive Works of Dunkirk until it was phased out by American Locomotive Company in the 1930's. The fountain was then donated to the City and placed in the Park and became a popular tourist destination, often the subject of city promotional items and personal photographs.

The fountain was removed from Washington Park due to many years of exposure to harsh weather and deferred maintenance and placed in storage. In the 1990's the City transferred the ownership of Neptune to the Dunkirk Historical Society which launched a restoration project in partnership with the Dunkirk Rotary, raising \$20,000 for restoration. With the expertise of SUNY Fredonia Professor Mark Booth restoration work was completed in 2001 and Neptune was placed on loan in the College's natatorium lobby, where it remains.

In the ensuing years, residents expressed interest in getting the fountain placed back in the City and ideas were floated to place the fountain at a variety of locations including the waterfront, City Hall, Washington Park, Memorial Park, the City Pier, and the History Museum, and numerous other sites. These locations were all

⁵⁶ Leslie G. Foschio, United States Magistrate Judge (2010-05-27). "Northeast Research, LLC, Report v. One Shipwrecked Vessel" (PDF). Lake Champlain Maritime Museum

⁵⁷ Historic Light Station Information and Photography: New York". United States Coast Guard Historian's Office

⁵⁸ Fresnel Lenses Still in Operation" (PDF). USCG.

studied in an Outdoor Feasibility Study of Neptune Fountain by the Dunkirk Historical Society in 2018 by the Dunkirk Historical Society.

The Feasibility study concluded that as of now, due to many factors the Neptune Fountain should be maintained at its current location due to many factors considered. Furthermore the Study recommended that an exhibit be prepared for the Dunkirk Historical Society Museum, an on-line video be created, and a historical marker be dedicated and installed somewhere in the city. Due to its long history as a City icon, the fountain is seen as an important piece of Dunkirk's developmental history.

Dunkirk Historical Museum

Dunkirk Historical Museum is dedicated to the promotion of the City of Dunkirk's historical, culture and artistic heritage. There are exhibits that depict the history of the American Locomotive Company's Brooks Works. Brooks Works built locomotives in Dunkirk for almost all the major rail lines. After financial difficulties, Brooks Works was purchased by American Locomotive Company (ALCO) and production changed from producing locomotives to manufacturing replacement parts for ALCO trains. In the Chautauqua County Fairgrounds sit a few of the Brooks Works manufactured railcars.



DUNKIRK HISTORICAL MUSEUM

Chautauqua County Fairgrounds

The Chautauqua County Fairgrounds is just north of the New York State Thruway (I-90) with a large portion of the fairgrounds in the City of Dunkirk. The county fair concept began in New York State as a way to exchange ideas and show new advancing agricultural techniques and equipment. The Chautauqua County Fair is now a well-known event that takes place every year. It still has an agricultural component with exhibitors completing in Horticulture, Livestock and for youth, 4-H. Complementing the strong agricultural focus is an extensive amusement area, attracting families and youth from around the region. This area includes rides, games, foods, live entertainment, and the demolition derby. The Chautauqua County Fair typically takes place in the middle to the end of July (Mon.-Sun.). Although the Fairgrounds get the most attention during the Fair Week, the grounds are utilized for events throughout the year, and major events include a wine festival, a dog show, and a flea market.

The City's Recreation Department leases space at the Chautauqua County Fairgrounds during the winter months and offers a range of services there, including open play, youth baseball and futsal clinics, open adult soccer and hockey games, adult private team sports games and practices, walking programs, and private birthday parties and events. There has been a proposal to develop a soccer complex on the fairgrounds, to be used similarly to Northern Chautauqua Soccer Association's Winter Futsal- a City and Club collaboration.

Historic and Cultural Resources Observations

- There are four sites listed on the National Register of Historic Places in the City:
 - o Dunkirk Schooner Site
 - o Dunkirk Lighthouse
 - o School #7
 - o Dunkirk Post Office
- The King Neptune Statue, originally installed by Horatio G. Brooks in 1883 has been restored and is currently located in SUNY Fredonia's Steele Hall Natatorium.
- The Dunkirk Historical Museum is dedicated to the promotion of the City's historical, cultural and artistic heritage and includes exhibits depicting the history of the American Locomotive Company's Brooks Works, among others.
- The Chautauqua County Fair draws in a significant amount of visitors during Fair Week and also provides space for the City's Recreation Department to offer indoor sporting opportunities during the winter months.

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**APPENDIX B: PUBLIC OUTREACH RESULTS
(Under Separate Cover)**

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APPENDIX C: INTERSECTION IMPROVEMENT PLANS

**CITY OF DUNKIRK COMPREHENSIVE PLAN
 INTERSECTION and CORRIDOR IMPROVEMENTS at EAST 4th STREET and the
 INTERSECTION with MAIN STREET**

**Concept Phase Construction Cost Assessment
 Date: 04.17.2019**

The commercial district of downtown Dunkirk has a minor gateway at East 4th Street where it intersects with Main Street. This intersection is a connecting point with the residential neighborhoods that lie immediately to the east and south. Many of the residents who live in these neighborhoods rely on walking as their primary mode of transportation and as such this intersection is crossed quite frequently by pedestrians and vehicles alike.

Proposed improvements to the intersection would address pedestrian safety and the landscaped setting of the area with the addition public art, improved streetlighting and street trees were both items would extend westward along both sides of East 4th Street. The suggested improvements are described as follows:

Improvement to Crosswalks: The existing crosswalks would be replaced with more highly visible pavement marking that delineate the 4 roadway pedestrian zones and approach vehicle lanes.

Crosswalk Improvement Value \$12,000.

Enhanced Street Lighting: Replace existing street lighting in the area of the intersection with pole mounted, energy efficient, color corrected LED street lights. The fixture style would be in-keeping with other recently installed street lights. 16 light standards proposed at the concept level for the intersection. 16 Street trees are proposed for installation at the immediate area of the intersection.

Street lighting Value \$64,000.

Street Tree Plantings: Recommendations for an improved street tree planting program that looks to install the improved soil mix to promote tree growth and endurance over time. The street tree planting would replace existing street trees and install a structured spacing of trees that begins at the main street intersection. Trees would be placed in locations that do not inhibit the viewing of building signage or street lighting function. The deciduous tree species selected would provide for a lower branch crown that was at least 9 feet above the ground surface to provide for unhindered views about and to avoid physical conflicts with pedestrians and vehicles.

Per Tree Installed Value \$1,800.

Tree Planting at Intersection Value: 30 trees at \$1,800 Value \$54,000.

Public Art Space: The lawn area located at the northeast corner of the intersection of Main and Ruggles Street is currently the site three large cast bells installed at grade. Consider enhancing the highly visible site with a vertical public art piece that contributes to the bringing excitement back to downtown.

Public Art Value \$ - Variable



CITY OF DUNKIRK COMPREHENSIVE PLAN

INTERSECTION of E 4th ST & MAIN ST CONCEPT PLAN

Date: 04 01 2019



**CITY OF DUNKIRK COMPREHENSIVE PLAN
INTERSECTION of LAKE SHORE DRIVE and MAIN STREET**

**Concept Phase Construction Cost Assessment
Date: 04.17.2019**

One of the key gateways to the City of Dunkirk’s waterfront is the roadway intersection of north/south oriented Main Street and Lake Shore Drive. This intersection defines, loosely, the east terminus of the downtown waterfront. This primary downtown intersection is bounded on its four corners with an open flat lot owned by the City; a private home and open parcel to the southeast; vacant commercial use to the southwest; and the Tim Horton’s coffee shop to the northeast.

In the immediate area of the intersection, Lake Shore Drive is approximately 60 feet wide with 4 travel lanes, and two designated bicycle lanes. On street, parallel parking exists on Lake Shore Drive beyond the immediate area of the intersection. Pedestrian walkways are located on both sides of the drive separated from the roadway curb with a 10 ft. wide green strip.

Main Street as it approaches the intersection from the north consists of two travel lanes and with the southern consisting of two lanes northbound and one lane south bound having a paved and delineated shoulder. Sidewalks are located on both sides of Main Street in both directional approaches.

Traffic at the intersection is controlled by three overhead signals and at each of the for pedestrian corners by post mounted, push button crossing lights. Pole mounted “Cobra Head” style lights provide street lighting at the intersection.

The primary concern regarding this intersection is the extensive pedestrian distance across the travel lanes of 60 lineal feet and the feeling that vehicle traffic is given priority over the pedestrians. To address pedestrian crossing comfort and safety the following recommendations are identified:

Reduce Pedestrian Crossing Distance in the Roadway: Along the Shore Line Drive it proposed to extend the walkway pavement area into the roadway pavement at the three of the four curbed corners, excluding the southwest corner so as to maintain vehicle turning south onto Main Street. The pedestrian pavement bump-outs would reduce the walking distance by 15 to 20 feet from the current 60 lineal foot length. Work includes demolition of existing pavements, new curbing, cast-in-place concrete ADA compliant walkway paving, and storm inlet structure relocation.

New Pavement & Curbing Value \$78,000.

Improvement to Crosswalks: The existing crosswalks would be replaced with more highly visible pavement marking that delineate the 4 roadway pedestrian zones and approach vehicle lanes.

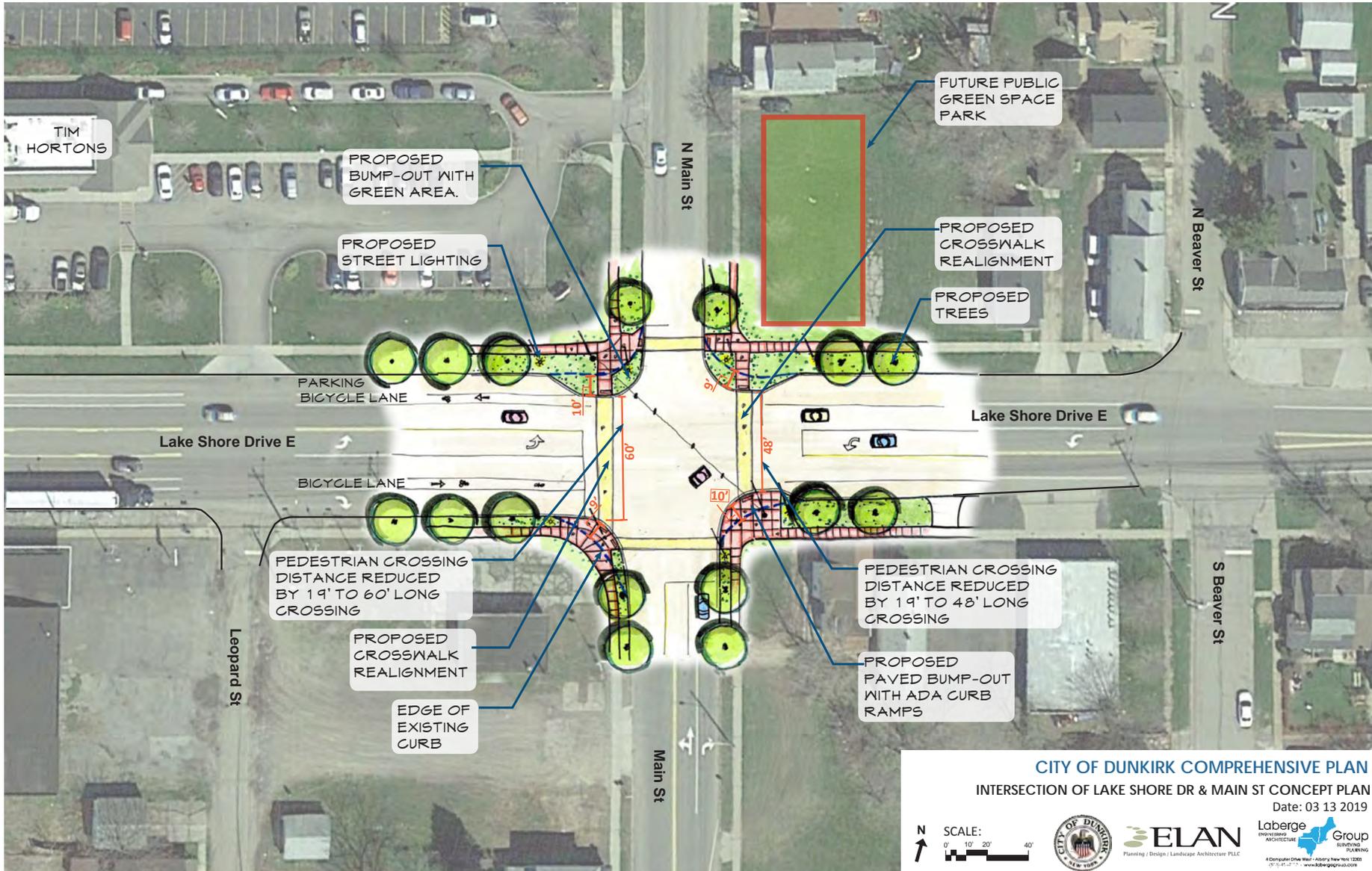
Crosswalk Improvement Value \$12,000.

Enhanced Street Lighting and Trees: Replace existing street lighting in the area of the intersection with pole mounted, energy efficient, color corrected LED street lights. The fixture style would be in-keeping with other recently installed street lights. 16 light

standards proposed at the concept level for the intersection. 16 Street trees are proposed for installation at the immediate area of the intersection.

Street lighting & Tree Value \$80,000.

Project Total Value \$170,000.



APPENDIX D: MEMORIAL PARK IMPROVEMENT PLAN

**CITY OF DUNKIRK COMPREHENSIVE PLAN
MEMORIAL PARK ENHANCEMENT ITEMS**

Concept Phase Construction Cost Assessment

Date: 04.17.2019

Memorial Park situated along the lake shore and bordered by Lake Shore Drive to the south is one of the City's premier waterfront recreational amenities. This well-established park commands tremendous views of the Lake and docks. The park's location also serves the roll as a gateway feature to downtown when arriving from the west along Lake Shore Drive.

The park is linear in form with a central memorial feature encircled by tall Norway Spruce trees at its center. These trees visually divide the space into two distinctly separate expansive lawn areas. The shoreline promenade that extends throughout downtown passes through the park along its waterside. The large lawn areas are used frequently to host summer concerts and events.

Proposed improvements to Memorial Park are described as follows:

Waterfront Trail parking: An existing drive accessing the site from Lake Shore Drive and connecting to the waterfront trail is considered for improvements to accommodate a 7-vehicle parking area west of the existing memorial park's "great lawn".

Item Value \$21,000.

Downtown Waterfront Gateway Feature: The gateway feature would be strategically placed on the west boundary of the park at a highly visible location for the vehicular traffic and pedestrians to welcome visitors to the downtown.

Item Value \$16,000.

Landscaping at the Memorial Feature: Removal of the existing Norway Spruce trees and replacing with a lower height shrub planting that will open visibility across the park's two great lawns.

Item Value \$15,000.

Lakeside Overlook and Shoreline Stabilization: Proposed overlook to provide a vantage point extending out over the lake shore. Further improvements include stabilizing the park's shoreline and the waterfront promenade.

Item Value \$180,000.

Performance Stage: To further enhance the musical events and festivals held in the park, consideration is given to construct a covered performance stage that would be placed near the southeast corner of the park. This location, with the stage facing out to the lake, is a key location that uses the east park lawn area as spectator seating space. The stage structure could consider providing restrooms and a visitor info space. The orientation of the stage facing the lake eliminates sound drifting into the adjacent

residential neighborhoods on the south side of the Lake Shore Drive and provides for boaters to partake in performances from the harbor.

Item Value \$720,000.

Memorial Park Entrance Plaza: A park entrance plaza developed as part of the stage structure and visitor’s information center on the east south corner of the park consists of a decorative pavement, seating, short term parking area, landscaping and iconic entrance feature.

Item Value \$75,000.

