

Webster, NY
WEBSTER ECONOMIC ACCESS PROJECT
2019 BUILD Transportation Program Application

I. Project Description

Summary Overview

The Village of Webster, NY is seeking Federal Highway Administration assistance through the BUILD Transportation Program to rehabilitate an existing, disinvested industrial roadway network currently under private ownership by Xerox Corporation. Xerox Corporation and the Village are negotiating to bring this infrastructure into the public domain to expand access within the campus and throughout the larger 1,400-acre industrial zone within the Town and Village of Webster, NY. With over 5.7MSF of buildings, the Xerox Webster Campus is the second largest singular industrial facility in New York State's 9-County Finger Lakes Region. The contemplated roadway network provides critical access between the campus and the adjacent collector and arterial network. Further, the closure of this network to public traffic would negatively impact mobility within the community.

Detailed Overview

Xerox Corporation began development of its Joseph C. Wilson Campus (Campus) in Webster, NY in the late 1950s, and was largely built out by 1985. By the late 1990s, the then 1,000-acre campus employed over 17,000 within approximately 6 million square feet of space interconnected by over 11 lane-miles of private roadway. Since 2000, the company has shifted away from manufacturing its own products and has largely focused on in-house digital technologies. This has resulted in significant layoffs, building closures and land divestments; today the campus employs fewer than 3,000 individuals sporadically occupying less than 60 percent of the Campus' footprint.

While Xerox continues to consolidate its operations on the campus, the company's oversized physical plant, including several lane-miles of roadway, are approaching their useful life. To reduce the need for costly maintenance, Xerox Corporation has indicated the potential closure of these roads to public, non-campus traffic. To maintain unrestricted traffic flows, the Village desires to take dedication of a portion of this roadway network, including three primary east-west corridors.

The transfer of these corridors to the public domain is anticipated to have the following benefits:

1. Enhance access for internal Campus buildings;
2. Enhance mobility across the community; and
3. Facilitate redevelopment and reuse of underutilized campus assets to stimulate private investment and job creation.

The Village of Webster, Town of Webster and Xerox both believe that the establishment of a public roadway network through the campus is a key component of a larger revitalization strategy that will make the site an attractive location for investment and job creation within the community's 1,400-acre, 7.1MSF North East Area for Technology (NEAT) industrial zone, that is also within a designated Federal Opportunity Zone.

Challenges and how they are to be addressed

1. Maintain/enhance accessibility, including multi-modal access to/from public transportation system

Although viable and having marketable value, there has been difficulty to transfer and reactive much of the now vacant structures/land to third-parties due in part to a lack of frontage on a public roadway and the complexities of establishing private, reciprocal access easements. Bringing these important east-west roadways into the public realm will ensure that all future portions of the industrial facility have well-maintained access to the public transportation system. Additionally, the initial design and construction of these corridors in the early 1970s did not consider bicycle or pedestrian access. Improvements to multi-modal access and safety will likely increase modal shift and reduce vehicle miles traveled. These improvements will also make the employment zone more attractive for private sector investment and will facilitate job creation in a Federal Opportunity Zone.

2. Maintain/enhance mobility through community, while reducing short-trips on the adjacent limited access highway network.

The Orchard Street, Mitcheldean Drive and San Jose Drive corridors provide important east-west connections between the industrial complex and State and County north-south collector roadways, and ultimately to the NYS 104 limited access principal arterial expressway. Efficient and well-maintained transportation infrastructure is critical to the performance and viability of economic centers such as Webster's NEAT.

Several important recreational assets are also located within this zone, including the Town's Recreation Center, the School District's Basket Road Stadium, and a major private-sector soccer complex. The closure of the Xerox private roads to public travel would be detrimental to the economic viability of the community's industrial zone, and would also hinder public access to community recreational resources.

The community's industrial zone spans from SR 250 on the west to CR 4 on the east, yet the only logical means of travel between these north-south connectors is the NY 104 limited access principal arterial expressway. The current phase of the Webster Economic Access Project will also prepare the community for two future components that would help solve current mobility issues while reducing the number of short trips and turning movements across NY 104. Two short extensions

of the private roadway network are contemplated to provide logical and efficient transportation connections to/from the existing local arterial network. These extensions are located in the Town of Webster, and are not included in this funding request for BUILD monies. However, they are integral to the overall success of Webster's Economic Access strategy that is a joint partnership of the Town and Village of Webster to the benefit of all 44,000 local residents.

The first of these connections was originally envisioned decades previously during the planning of the NYS 104 limited access principal arterial expressway, which proposed a direct exit from the expressway to the then burgeoning industrial campus. The current proposal is the construction of a new 950 LF segment to connect Chiyoda Drive (local) with the NYS 250 minor arterial to the west (Figure X). The second connection is a further extension of Boulter Industrial Park (local) via 1,650 LF of new construction west to an intersection with Salt Road (CR 4) at Mitcheldean Drive (Figures 4 and 5).

These future new construction efforts will create a 2-mile long east-west corridor through the heart of Webster's industrial and employment zone and will facilitate further investment and job creation in a Federal Opportunity Zone. This 2-mile long corridor will also service the broader population, as community-wide destinations including the Town's Recreation Center and other significant recreation assets that currently can only be accessed via circuitous routes.

The engineering, right-of-way and environmental scope of work for the current phase (this request) of the Webster Economic Access Project will include preliminary investigative work for these extension corridors, but will not include final design or construction.

3. Scale of rehabilitation is beyond the capacity of the Village

The 8.5 lane-miles of roadway proposed to transition into the public realm were constructed in 1973/1974 to serve as industrial access roadways within the Xerox campus and are nearing the end of their life-cycle. These corridors were not constructed for multi-modal use, and require additional investments to facilitate safe bicycle and pedestrian access within the community's primary employment zone. Additionally, the function of these corridors has expanded over time to include mobility for local residents, employees and businesses into and through the campus to the adjacent transportation network and other community resources. The scale of the undertaking to rehabilitate these corridors is beyond the budgetary capacity of the Village of Webster without funding assistance from State and/or Federal government.

II. Project Location

The Town and Village of Webster are located in Monroe County, within the Rochester, NY census designated urban area (FIPS 75664). The roughly 2 square mile Project Area extends from SR 250 (Webster Road) on the west, to CR 4 (Basket Road) on the east, from NY 104 on the south, to CR 5 (Klem Road) on the north (See Attachment A, Figures 1-4). The Project Area includes lands within both the Town and Village. Since the 1990s, Webster has been one of the fastest growing suburban community's in the Rochester MSA. The Town and Village of Webster have a combined population of 44,224, with the Village accounting for 12.5 percent or 5,558, according to 2017 Census estimates. The Project Area is centered on a large zone of industrial uses, and is bounded on the west and north by residential uses, on the south by the NY 104 Expressway, and on the east by industrial and recreational uses.

III. Grant Funds, Sources and Uses of all Project Funding

This section of the application should describe the project's budget. This budget should not include any previously incurred expenses. At a minimum, it should include:

A. Project costs;

The Webster Economic Access Project includes several activities across the community's industrial zone. Attachment C includes a Detailed Estimate of Project Cost, a Summary Estimate, and a Budget of Sources and Uses.

These estimates quantify materials, quantities, unit costs, engineering and survey fees, and construction inspection costs. Cost estimates were obtained by pavement contractors for the resurfacing/rehabilitation aspects of the project based upon on-site visits, core samples and laboratory analysis of pavement conditions. Costs were also derived from an engineering analysis completed in 2017 on Orchard Street, and adapted for the remainder of the roadways in similar condition. For some items, cost estimates were calculated using typical cross-sections and engineering best practices, bid tabulations from recently awarded projects, and unit prices as reported in the New York State Department of Transportation Web-Based Pay Item Catalogue.

The Village of Webster is currently applying for NYS Economic Development Assistance funding for the majority of the required non-Federal funds. A portion of non-Federal funding is currently being negotiated with the current owner of the roadway network to be rehabilitated and dedicated to the Village of Webster. The Village of Webster, Town of Webster and Xerox Corporation have executed a joint Memorandum of Understanding (Attachment D) related to the transfer of the roadways, and are currently negotiating the terms, conditions and responsibilities of each party related to the public dedication.

IV. Selection Criteria

Applications that do not demonstrate a potential for moderate long-term benefits based on these criteria will not proceed in the evaluation process. DOT does not consider any selection criterion more important than the others.

A. Safety

The Department will assess the project's ability to foster a safe transportation system for the movement of goods and people. The Department will consider the projected impacts on the number, rate, and consequences of crashes, fatalities and injuries among transportation users; the project's contribution to the elimination of highway/rail grade crossings, or the project's contribution to preventing unintended releases of hazardous materials.

The proposed project will ensure that these existing east-west corridors remain available for public use and mobility through the community's industrial zone. The closure of these corridors to public access would shift a large portion of through traffic onto the NY 104 Expressway for short trips of one mile or less. The project will also address deficiencies in the multi-modal accessibility of the community's primary employment zone through the addition of sidewalks and multi-use pathways to support pedestrian and bicycle traffic. As a major industrial and employment zone, there is a direct enhancement to safety by separating pedestrian/bicycle and truck/vehicular traffic.

B. State of Good Repair

The Department will assess whether and to what extent:

- (1) The project is consistent with relevant plans to maintain transportation facilities or systems in a state of good repair and address current and projected vulnerabilities;*
- (2) if left unimproved, the poor condition of the asset will threaten future transportation network efficiency, mobility of goods or accessibility and mobility of people, or economic growth;*

The continued deterioration and/or closure of these roadway corridors through Webster's primary industrial and employment zone will negatively impact the efficient flow of products and goods, reduce the mobility of people through the Town, and will severely hamper economic growth potential in the Federal Opportunity Zone.

In 2017, a pavement evaluation was conducted by LaBella Associates on Orchard Street, which was last reconstructed in 1974. The evaluation was conducted visually utilizing the Pavement Surface Evaluation and Rating System (PASER) developed by the University of Wisconsin. The conditions encountered on Orchard Street are typical to conditions found throughout the project corridors, and include signs of various types of cracking and other distresses. The majority of the roadways have low to medium severity longitudinal cracking along with block and alligator cracking. Additionally there are locations where the pavement is rutting along wheel paths. Segments have also been identified where the pavement is raveling along the concentrated areas of cracking. Overall pavement conditions rate as fair to poor, with a PASER rating of 4. This rating indicates that some structural improvement is needed in the form of a mill and overlay. Further laboratory analysis conducted in July 2019 indicate the need for modest pavement section rehabilitation via Cold In-Place Recycling and HMA overlay. Spot full depth reconstruction may be needed for particularly deteriorated areas. As of July 2019, it is estimated that 8 percent of the project corridors will require spot, full-depth reconstruction.

The continued disinvestment in these roadways if left in the private realm will ultimately lead to the need for their complete reconstruction within the next decade at a significantly greater cost.

The Village of Webster will require New York State and/or Federal assistance in the initial rehabilitation and improvement of these corridors. The Village of Webster will utilize its existing Highway Department administration and staff resources for on-going post-rehabilitation operations and maintenance. The Transportation budget is a function of the Village's General Fund and is sourced by property taxes collected by the Village. The Village Highway Department conducts regular crack sealing, micropaving and chip sealing on its existing 28 lane-mile roadway network. This regular maintenance cycle is a proven method to extend the life-cycle of its infrastructure. The Village of Webster's approach to Highway Department asset

management is to maximize the value of the investments made. The two-pronged approach follows the recommendations of the Cornell Local Roads Program (CLRP). Pavement Management- according to CLRP, is Doing the right repair in the right place at the right time. While it remains important to target limited funds based upon the Pavement Management approach, a more important aspect of a holistic asset management program is Pavement Maintenance. Pavement Maintenance is where dollars spent become investments rather than straight costs. As described by the CLRP, Pavement Maintenance is- Doing inexpensive repairs on good roads to keep them good. A Pavement Maintenance Study completed in 2006 by the Cornell Local Roads Program found that each \$1 spent on Pavement Maintenance on 'good' roads saves \$4- \$5 on rehab on 'fair' or 'poor' roads.

C. Economic Competitiveness

The Department will assess whether the project will:

- (1) decrease transportation costs and improve access, especially for rural communities or communities in Opportunity Zones, through reliable and timely access to employment centers and job opportunities;*

The public dedication and future extension of these roadway corridors will improve access between industrial and job creation centers and the local/regional transportation network. The Orchard Street, San Jose Drive and Mitcheldean Drive corridors are significant transportation resources within Webster's Opportunity Zone that link the industrial zone with the broader community.

- (2) improve long-term efficiency, reliability or costs in the movement of workers or goods;*

- (3) increase the economic productivity of land, capital, or labor, including assets in Opportunity Zones;*

The expansive Xerox Campus spans approximately 1.4 sq miles and includes 5.7 MSF of space, much of which Xerox Corporation no longer utilizes or desires to maintain. Currently, significant assets sit vacant and underutilized. The public dedication of the Orchard Street, San Jose Drive and Mitcheldean Drive corridors will permit lands and building interior to the campus to be readily divested to private, third parties for reactivation to support economic development and job creation.

- (4) result in long-term job creation and other economic opportunities; or*

The reactivation of the over 2 million square feet of vacant structures on the campus could support the creation of hundreds, potentially thousands of jobs. There are also over 200 acres of vacant industrial land within the Opportunity Zone that are already serviced by a full complement of utility infrastructure. New investment in these areas will also support job creation opportunities in one of the Nation's largest clusters of optics, photonics and imaging companies.

An analysis of potential employment generated by the reactivation/redevelopment of vacant structures and land on the Xerox Campus was conducted utilizing data from both the US Department of Labor for the Rochester metro and typical building occupancy as recorded by the US Energy Information Administration. The analysis projects that based on the reactivation of 1.6 MSF of vacant space and the new construction of 500,000 SF on vacant land that approximately 1,900 new jobs could be generated on the campus over 10 years, or just shy of 200 per year. The New York Branch of the Federal Reserve indicates metro area job growth at approximately 1,500 jobs per year. The projected revitalization scenario would absorb approximately 13 percent of job growth annually within the metropolitan region. However, given the size and scale of the campus as the 2nd largest

industrial/office facility in the region, and the existing infrastructure in place, these projections are not unreasonable.

Xerox Campus Revitalization Project

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| Anticipated Benefits (10 Years) | |
| Employment (New Jobs) | 1,914 |
| Renovated Structures (SF) | 1,600,000 |
| New Construction (SF) | 520,000 |
| Development Investment | \$122,500,000 |
| Potential Annual Wages | \$90,186,207 |
| Potential Annual Consumer Spending | \$69,415,400 |

(5) help the United States compete in a global economy by facilitating efficient and reliable freight movement. Projects that address congestion in major urban areas, particularly those that do so through the use of congestion pricing or the deployment of advanced technology, projects that bridge gaps in service in rural areas, and projects that attract private economic development, all support local or regional economic competitiveness.

D. Environmental Sustainability

The rehabilitation of the roadways and subsequent revitalization of the industrial zone is a sustainable economic development strategy that leverages in-place infrastructure and assets. The reactivation of this campus would also reduce the need for expansion onto regional greenfield sites, reducing impacts on habitat, wetlands and the generation of stormwater flows.

The Xerox Campus is also an identified USEPA Hazardous Waste Cleanup site, (**EPA ID:** NYD002211324). Corrective Measures began in 1986 and have been completed as of 2009, yet groundwater collection and monitoring continue. The site does not pose a threat to continued human exposure or groundwater. Enhancements and improvements to the roadways on campus would assist in the redevelopment of the brownfield site.

E. Quality of Life

The Department will consider the extent to which the project:

- (1) Increases transportation choices for individuals to provide more freedom on transportation decisions;*
- (2) expands access to essential services for communities across the United States, particularly for rural communities; or*
- (3) improves connectivity for citizens to jobs, health care, and other critical destinations, particularly for rural communities.*

Webster's Economic Access Project will maintain and improve transportation choices for residents via improvements to the poor conditions of the roadways. The project's multimodal improvements will increase safe choices for residents/employees that would prefer to walk or bicycle through the campus to work or to adjacent recreational destinations.

F. Partnership

The Department will consider the extent to which projects demonstrate strong collaboration among a broad range of stakeholders. Projects with strong partnership typically involve multiple partners in project development and funding, such as State and local governments, other public entities, and private or nonprofit entities. DOT will consider applicants that partner with State, local, or private entities for the completion and operation of transportation infrastructure to have strong partnership. DOT will also assess the extent to which the project application demonstrates collaboration among neighboring or regional jurisdictions to achieve local or regional benefits. In the context of public-private partnerships, DOT will assess the extent to which partners are encouraged to ensure long-term asset performance, such as through pay-for-success approaches. DOT will also consider the extent to which projects include partnerships that bring together diverse transportation agencies or are supported, financially or otherwise, by other stakeholders that are pursuing similar objectives. For example, DOT will consider the extent to which transportation projects are coordinated with economic development, housing, water and waste infrastructure, power and electric infrastructure, broadband and land use plans and policies or other public service efforts.

V. Project Readiness

During application evaluation, the Department may consider project readiness to assess the likelihood of a successful project. In that analysis, the Department will consider significant risks to successful completion of a project, including risks associated with environmental review, permitting, technical feasibility, funding, and the applicant's capacity to manage project delivery. Risks do not disqualify projects from award, but competitive applications clearly and directly describe achievable risk mitigation strategies. A project with mitigated risks or with a risk mitigation plan is more competitive than a comparable project with unaddressed risks.

VI. Benefit Cost Analysis

The Department may consider the costs and benefits of projects seeking BUILD Transportation grant funding. To the extent possible, the Department will rely on quantitative, data-supported analysis to assess how well a project addresses this criterion, including an assessment of the project's estimated benefit-cost ratio and net quantifiable benefits based on the applicant-supplied BCA described in Section D.2.vi.