CITY OF SYRACUSE

Hiawatha - Lodi Brownfield Opportunity Area

Step 2 Nomination Study

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EXECUTIVE SUMMARY

In 2010, the City of Syracuse Bureau of Planning and Sustainability received a grant from the New York State Department of State's Brownfield Opportunity Area (BOA) program to examine redevelopment options for a swath of underutilized industrial property in the City's Northside neighborhood. The BOA program provides eligible municipalities and community organizations with technical and financial assistance toward planning studies focused on areas where redevelopment is impeded by the presence of brownfields. Brownfields are individual properties that are either known or suspected to be contaminated. The purpose of the BOA program is to enable communities to analyze and pursue redevelopment options for their brownfields on an area-wide, rather than site-by-site, basis.

The benefit of this area-wide approach is that it more accurately reflects the relationships between property contamination, property disinvestment, and the economic and physical condition of the surrounding neighborhoods. Property contamination and disinvestment do not occur within a vacuum; both have lasting effects on adjacent and nearby properties that can influence others' investment decisions for years to come. The BOA program's contextual approach considers the obstacles within and around brownfields that are inhibiting new investments, and identifies an interdisciplinary set of strategies designed to overcome them.

The Hiawatha-Lodi BOA (hereafter, the "Hi-Lo BOA") is the third BOA initiative undertaken by the City of Syracuse. This report represents a Step 2 Nomination Study within the BOA program. The purpose of the Nomination Study is to advance a vision for the future of the Hi-Lo BOA that is compatible with the needs and desires of community members, responsive to market opportunities, and in keeping with the goals of the BOA program. The vision advanced herein is that of a revitalized and cohesive urban district featuring:

- a safe and active atmosphere;
- an appropriate mix of uses and amenities;
- an attractive environment for both businesses and residents;
- a sense of place reflective of the area's historic importance; and
- an engaged and thriving community.

Upon review and approval by the Department of State, this Nomination Study will be used to guide Step 3 Implementation Strategies.

E.1 Boundary Description and Justification

As shown in Figure ES.1, the Hi-Lo BOA is located primarily along a southwest-to-northeast axis parallel to Hiawatha Boulevard, in the Northside neighborhood of Syracuse. This boundary is justified in large part by the character of the properties it includes and abuts. The Hi-Lo BOA represents a contiguous district where the dominant visual and functional identity is that

of a transitioning neighborhood and landscape. The boundary features several key characteristics that contribute to its potential for growth, including two access points to a major transportation corridor, portions of Syracuse's fastest-growing Census tract, and several large parcels. In addition, the boundary is characterized by its adjacency to a number of highly visible regional attractions and emerging developments, including the Inner Harbor, Destiny USA, the Central New York Regional Market, the Regional Transportation Center, and NBT Bank Stadium.

E.2 Community Outreach

The engagement of residents and business owners within and around the BOA is a critical component of its revitalization. This hands-on approach was the focus of the Hi-Lo BOA Public Participation Plan (see Appendix A: Public Participation Plan), which outlined the stakeholder engagement process at the outset of the BOA initiative. The stakeholder engagement process facilitated active and meaningful outreach through a variety of events. The inclusion of a diverse assortment of stakeholders is in keeping with the purpose and objectives of the City's overall approach for community outreach and participation.

Public participation events included large workshops, small stakeholder roundtables, a walking tour of the district, and other platforms for sharing opinions and ideas. The input provided by community members and stakeholders served to guide the efforts of the entire Project Team. Several concerns regarding safety and quality of life, in particular, influenced the recommendations of this report. Throughout the course of this initiative, the assets and challenges noted by those who are most familiar with the Hi-Lo BOA area and the development process were supported by research efforts including site visits and the market analysis. The public participation process provided the Project Team with direct knowledge of neighborhood conditions that helped to sharpen the focus of the analysis and craft appropriate recommendations for this redevelopment initiative.

E.3 Analysis of the Brownfield Opportunity Area

As it exists today, the Hi-Lo BOA is the product of a long and varied history of natural resource formation and extraction, economic development, and social change. Throughout the settlement and subsequent growth of the City of Syracuse, these histories combined at multiple geographic scales to create a mixed-use district within the City's Northside that took full advantage of its placement at the heart of the Erie Canal. The industrial growth generated by the canal was further aided by the development of the railroads, then Interstate 81 and the New York State Thruway.

These transportation connections drew several of the region's largest manufacturers to the eastern portion of Hiawatha Boulevard. These businesses produced jobs, and the jobs brought new residents. Thousands of immigrants settled in the Northside, many in workforce housing and neighborhoods directly adjacent to the industrial district along Hiawatha Boulevard. These new residents built a thriving urban community, complete with schools, churches, cultural venues, and neighborhood services. Eventually, however, global economic patterns prompted many of their employers to close or relocate. Unemployment rose as employers started and continued to move from this corridor, and properties all along the Hiawatha corridor began to suffer from a period of disinvestment that has lasted the better part of three decades.

Despite this recent history, there are signs within local demographic and economic patterns that both the Hi-Lo BOA corridor and the area surrounding it may be growing once again. Recent and emerging developments at Franklin Square, the Inner Harbor, Destiny USA, and Downtown have led to the resurgence of several formerly blighted corners of the City of Syracuse. A number of valuable assets are helping to set the stage for redevelopment within the Hi-Lo BOA as well, such as the growth of the Central New York Regional Market, the William F. Walsh Regional Transportation Center, and substantial population growth within the surrounding neighborhood. Large parcel sizes, potential for adaptive reuse of structures, and the opportunity to take advantage of adjacent regional attractions all contribute to the prospects of redevelopment of this corridor.

E.3.1 Brownfield, Abandoned, and Vacant Sites

As described previously, brownfields are defined as sites where redevelopment is complicated by the real or perceived presence of contamination. The underlying

FIGURE ES.1: HI-LO BOA BOUNDARY

concern that complicates the redevelopment of a brownfield is the liability under the federal Superfund law, such that an owner, operator or purchaser of a contaminated site can be held responsible for the cleanup costs and potentially for damages as well. The presence of brownfields is often, though not always, coincident with the location of abandoned structures, although well-utilized structures and/or vacant lots may also be contaminated.

Due to past industrial, commercial and residential practices in the Hi-Lo BOA, it is highly likely there are several properties within the area that are impacted to some degree by environmental contamination yet do not appear in public records of impaired properties. As with many other industrial corridors, identification of brownfield sites in the Hi-Lo BOA is therefore aided by a search of other regulatory databases, historic maps, and preliminary observation of specific parcels in the district.

Figure ES.2, below, identifies a series of certain, probable, and possible brownfields within the Hi-Lo BOA. "Certain" brownfields are those that are known through the regulatory process to feature contamination. "Probable" brownfields sites occur where either the history of use, the type of activities at the site, the vintage of the operation, or applicable regulatory information raises concern that site contamination might exist. "Possible" brownfields have a still lower threshold of certainty, where only limited information may point toward potential contamination, or where the contamination may not be as widespread.

Like many other neighborhoods in the City of Syracuse, the Hi-Lo BOA also features a number of properties that are either tax delinquent or abandoned, or both. Figure ES.3 shows properties within the BOA that are classified as vacant land or vacant structures, as well as those that are tax delinquent or seizable as of the publication of this report. Properties that are tax delinquent for 36 months or more are considered seizable by law.

There are a total of 54 vacant parcels within the BOA district, six of which are seizable. Of these six, four are less than a quarter acre in size. The remaining two are part of the Quanta Resources site at 2802-2810 Lodi Street (see Section 3.2.1). The proximity of this area to Destiny USA and the Inner Harbor has contributed to some degree of property speculation within the real estate finance industry; although most speculative investment properties in the Hi-Lo BOA are tax-current, many are also noticeably underutilized or vacant.

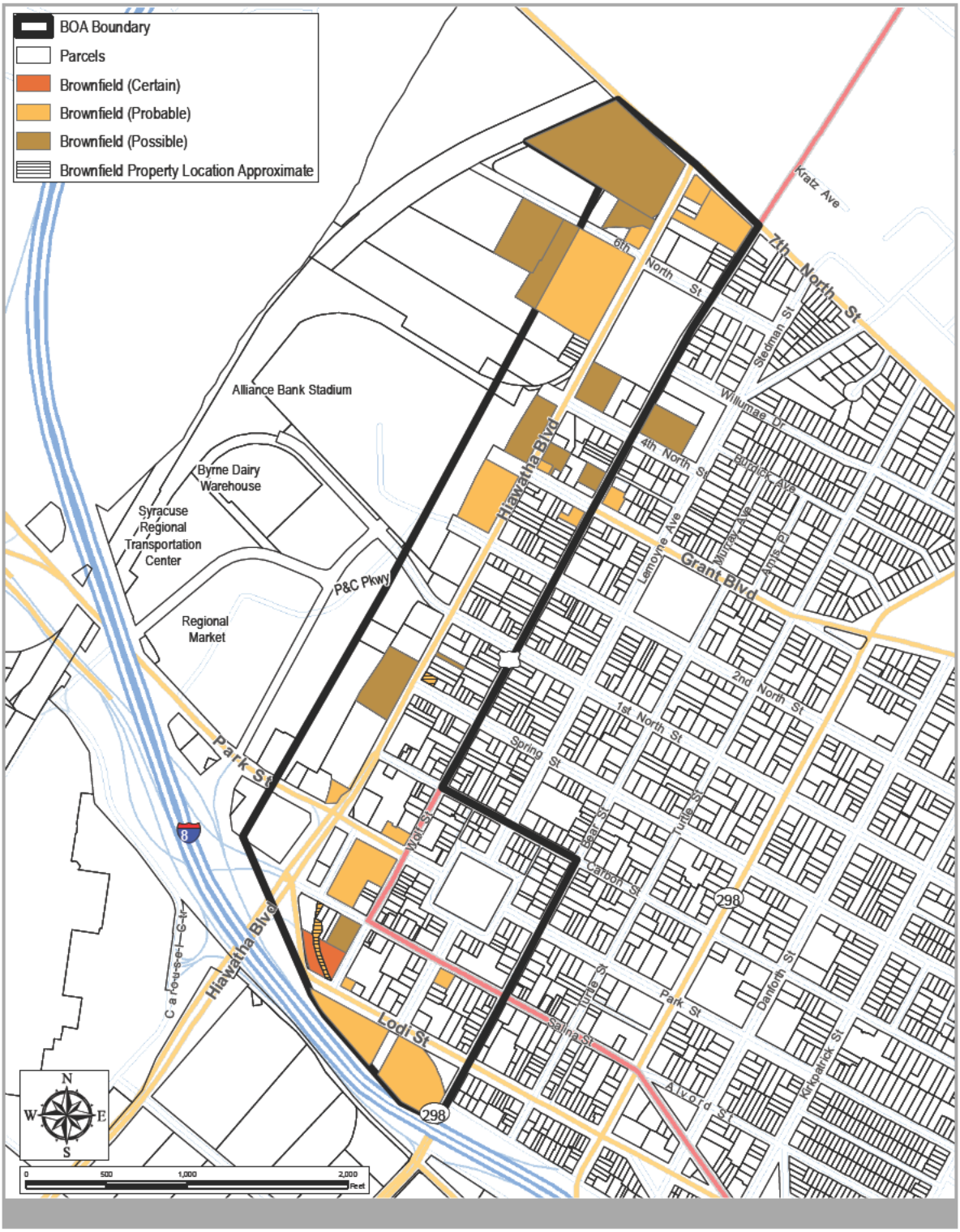
The presence of brownfields among other distressed commercial real estate, speculative investment properties, and vacant buildings presents a substantial obstacle for the attraction of new investments and the development of new, active uses. The complexity of the situation is fueled by the interrelated nature of each of these components, as well as an economic and regulatory climate that maintains access to artificially low-priced undeveloped land on the urban fringe, despite the natural economic advantages of density and existing infrastructure. While the market for reuse and new construction is gaining steam in areas such as Downtown and Franklin Square, development pressure has not extended to the Hi-Lo BOA. In the absence of much development pressure, and in the face of uncertainty with regard to the future of various brownfield tax credit programs, speculative interests have little incentive to take on the lengthy and expensive task of remediation.

This is the very cycle that the BOA program seeks to disrupt, by enabling local actions that make productive and active uses a greater value proposition than underutilized or idled properties. These efforts will be complemented by local initiatives such as the Greater Syracuse Property Development Corporation (GSPDC, also known as the Land Bank, a joint venture of the City of Syracuse and Onondaga County) and the City's Vacant Property Registry, both of which are aimed at returning underutilized and/or tax-delinquent parcels into productive use.

E.3.2 Necessary regulatory and infrastructural improvements

Advancements toward site remediation and productive uses, no matter how incremental, will depend on a strategic and comprehensive approach to improve both the underlying regulations and infrastructure that shape and support development along the corridor. Some portions of the City are regulated according to a form-based approach (e.g., Franklin Square); however, the five zoning districts included within Hi-Lo BOA feature largely use-based regulations. The majority of land within the Hi-Lo BOA (in terms of acreage) is located within an industrial zoning district. Although the

FIGURE ES.2: CERTAIN, PROBABLE, AND POSSIBLE BROWNFIELD SITES WITHIN THE HI-LO BOA



industrial district is the most flexible with regard to uses, it is also the least likely to produce the type of quality built environment that residents and neighborhood business owners desire (particularly in the southern portion of the corridor). Their preferences for an active atmosphere, an appropriate mixture of uses, and an attractive environment are not likely to be supported by the zoning code as it currently exists.

In addition, a number of infrastructural improvements will likely be necessary in order to support a more functional and attractive public realm, and to draw a diversity of users to the corridor. Several portions of roadways within the Hi-Lo BOA, including the entire southern span of Hiawatha Boulevard, are in need of repair. Many of these roadways need more than resurfacing; substantial improvements are necessary in order to better accommodate pedestrians and alternative modes of transportation, such as bicycles and public transit. Sidewalks are in disrepair, crosswalks are unsafe, and bicycle infrastructure is nonexistent.

Although improvements are necessary (particularly to the streetscape, transportation infrastructure, and the sewer system), they should not be considered a significant obstacle to redevelopment, as many repairs will be necessary regardless of the future use of the corridor. A creative approach to financing these improvements is warranted, however, in order to address existing infrastructural deficiencies in a manner that fixes short-term problems and stimulates longer-term property reinvestments.

E.4 Economic and Market Trends Analysis

The market analysis conducted for this Nomination Study provides evidence to support a synergistic set of uses that builds upon the industrial nature of the area and the assets that the area provides for job-producing uses, as well as creating a new mixed-use neighborhood over time, including larger-scale multifamily development and more extensive retail options. Realizing the latter development potential will require significant public investment in infrastructure, transportation, and public realm/open space improvements in the Hi-Lo BOA and adjacent residential neighborhoods, and may take place over 15 to 20 years or more.

Early public investments could help to capture current market demand (particularly for neighborhood and destination retail uses) and to draw on existing assets nearby. Such retail or food and beverage uses could take greatest advantage of these assets primarily in proximity to the stadium south of Fourth North Street, and/or off the Hiawatha corridor in infill locations with greater connections to the existing neighborhoods. Furthermore, there is opportunity to expand small to medium sized industrial/flex uses in the portion of the study area north of Fourth North Street in the near-term, which could house a mix of uses, including small-scale production, office, warehouse, and showroom uses. These uses can leverage the underutilized and vacant properties with the industrial zoning that are not widely available elsewhere in the City and the proximity to regional transportation, and could build on existing neighborhood industrial uses to create a destination district for home furnishing and improvement-oriented production and retail uses.

While existing socioeconomic and/or physical conditions in the BOA are challenging, they are not entirely limiting to near-term development. Figure ES.3 below summarizes the market value associated with each program use, as determined by market rents, vacancy rates, operating expenses and capitalization rates, and development cost associated with new construction or rehabilitation of each use type. The residual value serves as a proxy for development feasibility, where negative values suggest limited (or substantially limited) near-term feasibility. As detailed in Appendix E, feasibility is most dependent on market rents and vertical hard costs.

This assessment indicates that near-term feasibility of proposed program uses is limited to rehabilitation of existing buildings, with greatest opportunity in industrial/flex and neighborhood retail at or above $9.60 and $11.80 PSF annual rents, respectively, and multifamily residential at least $1.35 PSF per month. There is limited opportunity for private investment in new construction without subsidies, although there may be several potential means through which to address this gap, as discussed in below.

E.5 Recommendations

The intent of the proposed development plan is to account for a wide range of existing characteristics and opportunities along the corridor while guiding catalytic property reinvestments that will serve to benefit both the

FIGURE ES.3: DEVELOPMENT FEASIBILITY SUMMARY OF PROPOSED PROGRAMMATIC USES

1. Industrial/Flex (PSF)	New Construction		Rehab	
	Low	High	Low	High
Market Value	$67	$112	$67	$112
Development Cost	($122)	($122)	($86)	($86)
Residual Value	($55)	($11)	($19)	$26
2. Neighborhood Retail (PSF)	**New Construction**		**Rehab**	
	Low	High	Low	High
Market Value	$66	$121	$66	$121
Development Cost	($136)	($136)	($95)	($95)
Residual Value	($69)	($15)	($29)	$26
3. Multifamily Rental (PSF)	**New Construction**		**Rehab**	
	Low	High	Low	High
Market Value	$95	$148	$95	$148
Development Cost	($183)	($183)	($128)	($128)
Residual Value	($79)	($36)	($23)	$20

public and private sectors alike. Responsible investment decisions and innovative ideas for productive property uses along the corridor can help trigger broader investments in the Northside, and a strategic approach will improve the prospects for both their sustainability and success.

Four important elements will work together to create a stronger neighborhood, and ensure success of future investments:

1. *A safe, stable community for residents and businesses*

   Through community meetings, developer discussions, and one-on-one conversations with business owners, stakeholders have voiced growing concern regarding public safety and code enforcement throughout the corridor. The City of Syracuse (including the Police Department, Department of Neighborhood and Business Development, and Division of Code Enforcement) is actively engaged in these issues; BOA program resources could provide further assistance to the neighborhood residents and business owners that are already actively engaged throughout the community.

2. *A supportive regulatory framework aimed at advancing the community's vision for revitalization*

   Future investments in the Hi-Lo BOA will be best served by changes to the local regulatory framework that support creation of an active, high-quality, mixed-use development pattern. This will require a shift away from the predominantly use-based structure of the existing zoning code, toward a more flexible approach suitable for a transitional urban setting.

3. *A series of improvements to both the infrastructure and streetscape along Wolf Street, Hiawatha Boulevard, side streets, and critical intersections*

   The condition of transportation infrastructure and streetscapes throughout the corridor limits the likelihood that near-term development will be supported by an active and thriving public sphere. Baseline improvements should be made to all streets in the area with a priority on improving pedestrian safety, alternative transportation options, and the sense of security in the public realm. All infrastructural improvements (i.e., transportation and utility infrastructure) should

be coordinated to maximize the efficiency of maintenance and repair.

4. *Proactive investigation and remediation of environmental contamination*

   Implementation of this development plan can help the City of Syracuse and individual property owners mobilize funding for environmental site assessments and other proactive investigatory and remedial measures in an effort to locate, characterize, and mitigate or remove contaminants within the corridor. The implementation of the Hi-Lo BOA development plan can mitigate a number of institutional and/or financial barriers to proactive site investigation by providing assistance for site investigations and incentives for corrective actions.

E.5.1 Focused Development- Catalytic Nodes and Strategic Sites

This study identifies three primary areas within the Hi-Lo BOA where concentrated investments could help to catalyze a broader revitalization of the area:

- the "Neighborhood core" along Wolf Street between First North Street and Grant Boulevard;
- the "Park-Lodi" node which includes the streets and blocks between Park Street and Lodi Street from Hiawatha Boulevard to Washington Square Park; and
- the "Industrial / Regional Use" area which includes the northern edge of the Central New York Regional Market, NBT Bank Stadium, and a collection of large industrial parcels on the western side of Hiawatha Boulevard north of Fourth North Street.

These catalytic nodes are shown in Figure ES.4, below. Strategic redevelopment and investment in these three areas would support the community's vision for revitalization by taking full advantage of the corridor's existing assets.

Inside of these catalytic nodes are a wide variety of individual parcels that may be ideal candidates for specific development efforts or for other interventions aimed at increasing the productivity of vacant, abandoned, tax-delinquent, and/or contaminated properties. These strategic sites are proposed based on a series of objective criteria regarding the physical characteristics of each individual parcel, and their proximity to critical neighborhood assets and additional underutilized properties (i.e. their "assemblage" potential). These properties are shown in Figure ES.5, below. Other specific properties may feature high potential for productive uses, but do not rank as highly according to the criteria listed above. These include, but are not necessarily limited to, 608-610 Hiawatha Boulevard and 214 Fourth North Street.

E.5.2 Market and non-market development opportunities

In light of the findings of the market analysis, these sites may offer particular opportunities for a number of different development types. The market-driven development opportunities proposed within this plan include the following:

- Multifamily residential development, whether new or rehab, is most appropriate in the portion of the BOA below Fourth North Street.
- Retail uses (and craft furniture and home furnishing stores in particular) are well-suited for the existing building stock in and around the Park-Lodi area. Food and beverage retail would also be an important component of revitalization in any portion of the corridor, although it is most likely to be supported in the Park-Lodi area, the Neighborhood Core, or the area along Hiawatha Boulevard between the stadium and Wolf Street.
- Industrial/flex space development could take advantage of a number of unique opportunities within the corridor. Small-scale production, office space, showroom uses around a theme (e.g., furniture and home furnishings) could be located in the Park-Lodi area, while warehousing and distribution uses could be appropriately located in the Industrial/Regional Use zone.

Other "non-market" development could take the form of urban agriculture or biological remediation opportunities, according to the characteristics of individual properties. Urban agriculture refers to all manner of productive agricultural uses in urban areas. This can include both community gardens and larger

FIGURE ES.4: CATALYTIC NODES FOR FUTURE DEVLOPMENT OF THE HI-LO BOA

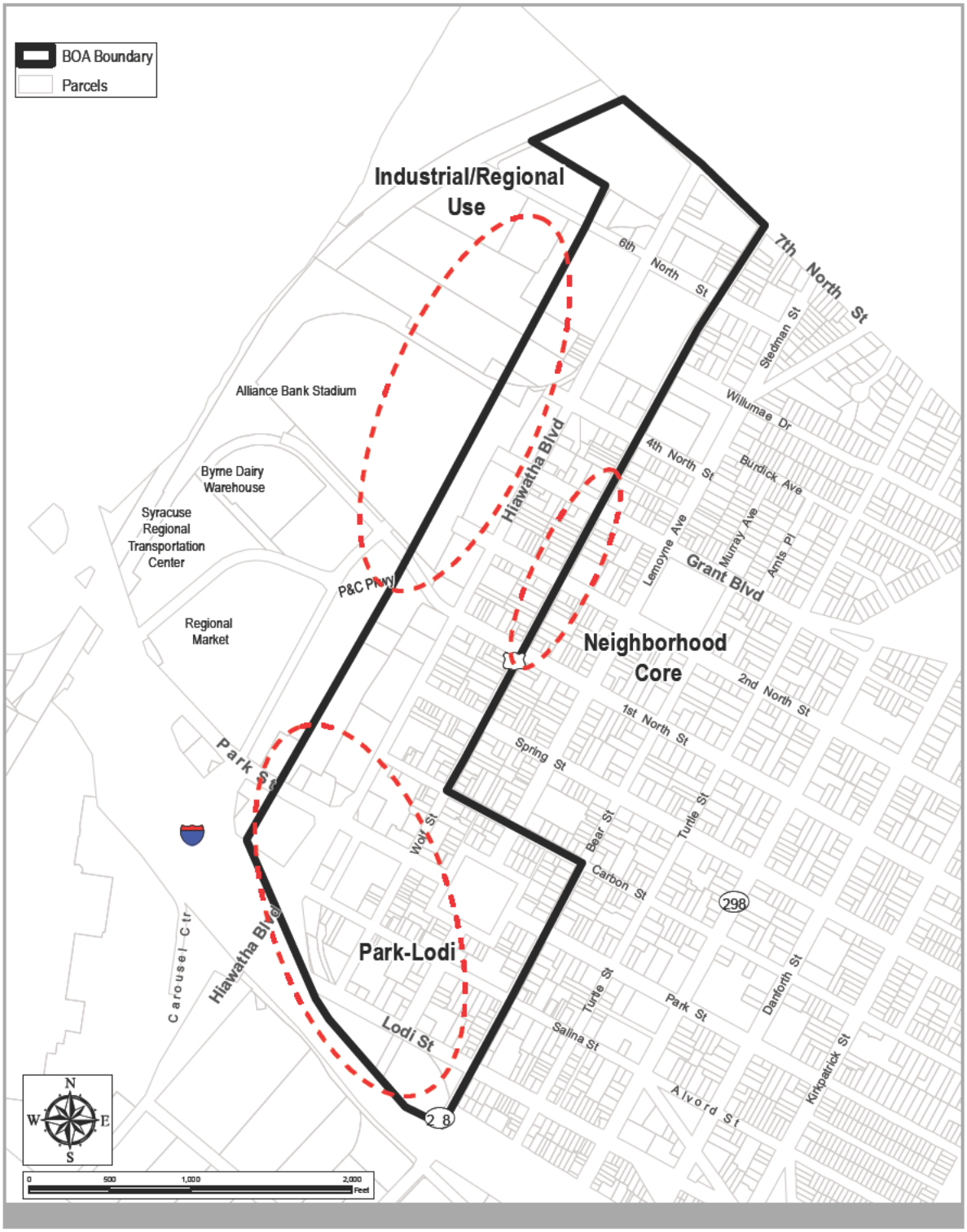
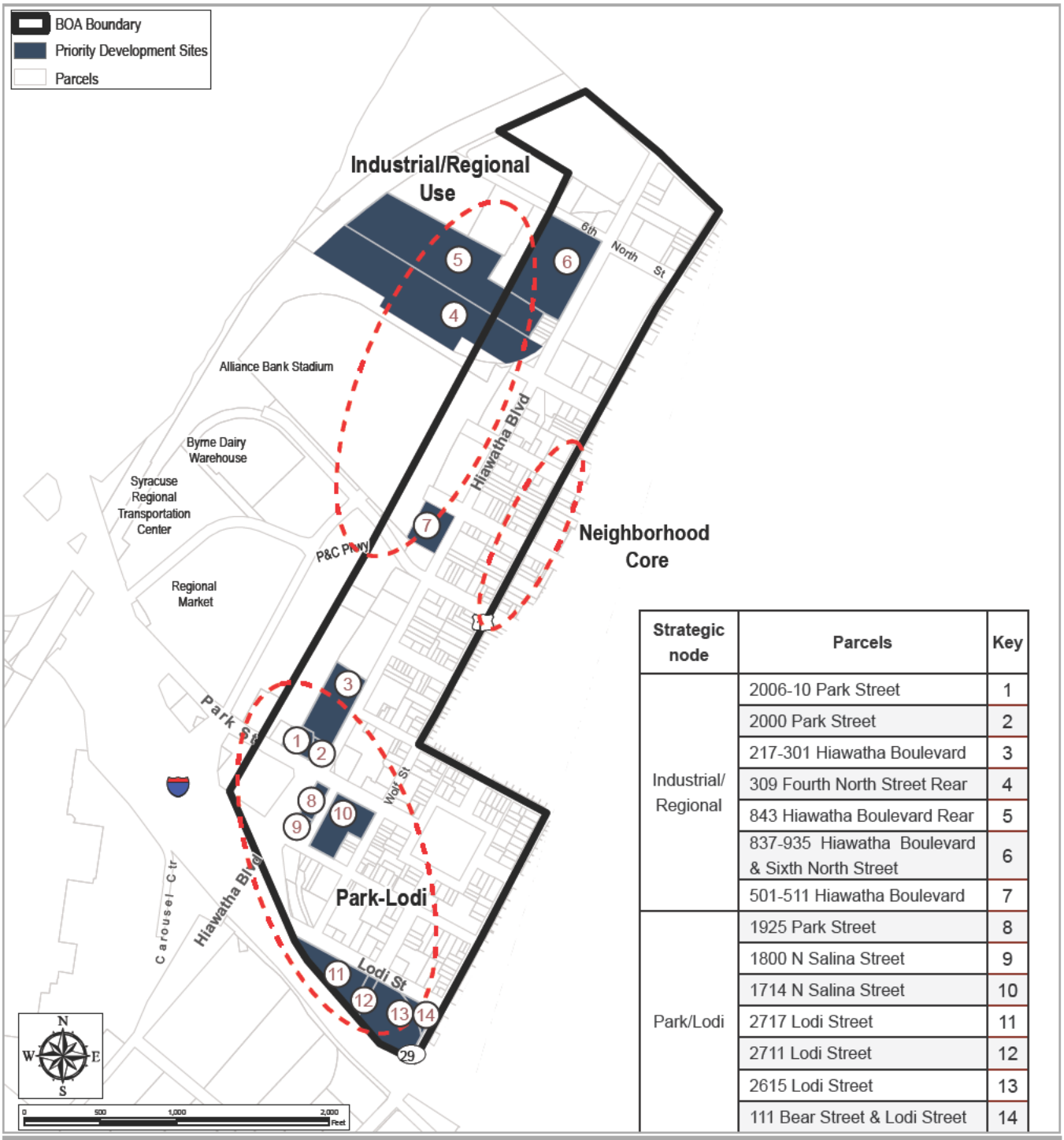


FIGURE ES.5: PRIORITY DEVELOPMENT SITES



Strategic node	Parcels	Key
Industrial/ Regional	2006-10 Park Street	1
	2000 Park Street	2
	217-301 Hiawatha Boulevard	3
	309 Fourth North Street Rear	4
	843 Hiawatha Boulevard Rear	5
	837-935 Hiawatha Boulevard & Sixth North Street	6
	501-511 Hiawatha Boulevard	7
Park/Lodi	1925 Park Street	8
	1800 N Salina Street	9
	1714 N Salina Street	10
	2717 Lodi Street	11
	2711 Lodi Street	12
	2615 Lodi Street	13
	111 Bear Street & Lodi Street	14

FIGURE ES.6: EXISTING STREETSCAPE, WOLF STREET

FIGURE ES.7: FACADE AND STREETSCAPE IMPROVEMENTS, WOLF STREET

scale food production operations, and can occur under individual, public, or cooperative ownership. Biological remediation opportunities, which involve the removal of pollutants from soil or water through plants, may be found at other sites where contamination is present and no near-term development is likely.

Figures ES.6 through ES.11 demonstrate the potential improvements that could result from strategic investments in both private properties and the public realm within the Hi-Lo BOA. These images depict the types of safe, activated spaces recommended by neighborhood stakeholders and supported by market analyses as part of this initiative. The resources made

available to the City of Syracuse through the BOA program have the potential to focus such improvements where they may have the greatest impact on surrounding properties.

E.5.3 Recommended Future Land Uses

Figure ES.12, below, presents a matrix of various development types that would be appropriate and productive uses given the preceding development vision for the area, assets and constraints evident throughout the corridor, and the market characteristics bearing on development. This list of potential development types contains recommendations only for priority properties as described in E.5.1, although any number of eligible properties may exist elsewhere within the corridor.

FIGURE ES.8: EXISTING INTERSECTION AT HIAWATHA BOULEVARD AND PARK STREET

FIGURE ES.9: INFILL AND TRANSPORTATION IMPROVEMENTS AT HIAWATHA BOULEVARD AND PARK STREET

E.6 Framework for Progress

If the community's vision for development can be achieved, the impact on the corridor will be broad and transformational. However, in light of existing limitations to both public resources and private-sector initiative, the City of Syracuse must approach this revitalization endeavor as a series of tasks – inter-related, yet discrete – that will help to facilitate incremental development on behalf of business owners, and residents. The following tasks represent a framework for progress that will allow the City to move forward in advancing the development plan for the Hi-Lo BOA:

- Actively improve public safety and security: Establish a public safety campaign specifically targeted toward the Hi-Lo BOA with an emphasis on property crimes, code enforcement, and illicit activities in and around Washington Square Park. A concerted effort within this area on behalf of partners such as Police Department's Community Policing unit, the Northside Tomorrow's Neighborhoods Today (TNT) group, the Washington Square Task Force, and the Division of Code Enforcement will

FIGURE ES.10: EXISITING STREETSCAPE, HIAWATHA BOULEVARD

FIGURE ES.11: GATEWAYS AND INFILL DEVELOPMENT, HIAWATHA BOULEVARD

help to stabilize the neighborhood and provide the foundation for secure property investments.

- Develop a capital improvement plan: In the near-term, several capital improvements should be made to transportation infrastructure and the public realm, particularly in the Park/Lodi catalytic node. These improvements include, but are not limited to: street reconstruction, sidewalk and crosswalk improvements, street lighting, green infrastructure installations, and pedestrian and bicycle infrastructure and amenities (e.g., bike racks, lanes, benches). Each will require funding for design and construction, and should be aligned with departmental budgets and the City of Syracuse's Capital Improvement Program.
- Modify zoning and land use regulations: Amend existing regulations to better facilitate context-sensitive development within each catalytic node of the corridor. The development vision of the Hi-Lo BOA could be better accommodated through a form-based or hybrid form- and use-based zoning code. A form-based approach will help to maintain the land use flexibility that appeals to current and future landowners, and generate a higher quality environment that would appeal to non-industrial site users. In the common terminology of form-based regulations, the City should consider calibrating T4 General Urban or T5 Urban Center zones for most of the Hi-Lo BOA, similar to the efforts that were undertaken relative to the Lakefront zoning district. Particular attention should be given to the design of the pedestrian domain of the southern and central portions of the corridor in an effort to create environments that are comfortable and safe for local users and visitors. Any modification of zoning regulations should maintain industrial opportunities within this area, resolve instances of spot-zoning and other inconsistencies that currently exist between adjacent parcels, and account for the potential for urban agricultural uses.
- Design economic development incentives for this BOA: Establish economic incentives that will help facilitate capital improvements to both public and private property within the BOA. The City of Syracuse has a number of potential financing strategies at its disposal, including but not limited to Tax Increment Financing (TIF), PILOT Increment Financing (PIF), and various façade improvement programs. These and others should be further examined for their potential application to either specific projects or the broader redevelopment of the corridor.
- Utilize existing development incentives, programs, and tools: Apply existing municipal tools such as the GSPDC, the Vacant Property Registry, and the Syracuse Industrial Development Agency's PILOT program to parcels within the BOA as appropriate. In addition, utilize resources that may be available through the BOA program to engage in Environmental Site Assessments as a way to incentivize remediation efforts at key properties.
- Generate strategic partnerships: Develop proactive partnerships with interested agencies, nonprofit organizations, and community members to advance each of the tasks described above. Similar to other community development and infrastructural improvement initiatives within the area (e.g., Save the Rain and the Connective Corridor), these partnerships should feature a range of representatives that are convened on a regular basis and update one another on progress toward implementation of these efforts.
- Develop a marketing plan: Develop coordinated marketing materials and recruit development projects within the Hi-Lo BOA.

These individual actions are summarized in Figure ES.13, which recommends a phased approach toward municipal actions in support of redevelopment within the Hi-Lo BOA. Near-term actions are those that may be addressed and completed soonest, in an effort to provide a foundation for subsequent mid-term actions. Continuous actions should be addressed in the near-term, but are likely to require commitments over a number of years in order to maintain progress toward redevelopment and stability within the community.

The NYS BOA program presents an opportunity to fund, in whole or in part, many of the efforts that are recommended in Figure ES.13. No matter how incremental some of these efforts may seem, BOA Step 3 funding resources and sustained initiative on behalf of neighborhood stakeholders will result in notable improvements to the quality of life throughout the

FIGURE ES.12: RECOMMENDED PRODUCTIVE LAND USES

Priority properties by strategic node	Multifamily Residential	Residential/Commercial Mixed Use	Furniture/Furnishings	Food & Beverage	Neighborhood Convenience	Thematic manufacturing/ production/retail	Warehousing/distribution	Urban Agriculture	Biological remediation
Industrial/Regional									
2006-10 Park Street		x		x		x			
2000 Park Street		x		x		x			
217-301 Hiawatha Blvd		x		x		x			
309 Fourth North Street Rear						x	x		
843 Hiawatha Blvd Rear						x	x		x
837-935 Hiawatha Blvd & Sixth North Street						x	x		
501-511 Hiawatha Blvd				x		x			
Park/Lodi									
1925 Park Street	x	x	x	x	x	x			
1800 N Salina Street	x	x	x	x	x	x			
1714 N Salina Street	x	x	x	x	x	x			
2717 Lodi Street						x	x		x
2711 Lodi Street						x	x		x
2615 Lodi Street						x	x		x
111 Bear Street & Lodi Street						x	x		x
Others (noteworthy, not highly ranked)									
608-610 Hiawatha Blvd				x				x	
214 Fourth North Street								x	

corridor over the long run. The opportunity to direct focused and strategic resources toward this corridor has not presented itself in many years, and the Hi-Lo BOA is ripe for reinvestment. With all of the comparative advantages for property development described throughout the pages of this report, these resources could help turn the community's aspirational vision for a safe, revitalized, and active corridor into reality.

FIGURE ES.13: NEAR-TERM, MID-TERM, AND CONTINUOUS ACTIONS

Elements of the Hi-Lo BOA development plan	Node	Phasing			Potential funding sources	Potential SOCPA partner agencies/ organizations	Next steps
		Near-term	Mid-term	Continuous action			
Safe, stable community for residents and businesses							
Neighborhood partnership to address public safety and code enforcement concerns	Park-Lodi; Neighborhood Core			x	NYS DOS	Police Dept.; Div. of Code Enforcement; Washington Square Task Force	Meet with partners to review current data regarding public safety and code violations; apply Step 3 funds toward public safety initiatives
Stabilization and security of vacant structures	All	x			Vacant Property Registry	Div. of Code Enforcement	Administrative foreclosure of abandoned properties, transfer of properties to GSPDC
Siting analysis and installation of urban agriculture	Park-Lodi; Neighborhood Core		x		NYS DOS	Syracuse Grows; SUNY ESF	Discuss community needs with Syracuse Grows, approach individual landowners to determine feasibility
Generate strategic partnerships to guide development and other initiatives	All			x	NYS DOS	(See Section 5.5.6)	Meet individually with Regional Market, Onondaga County, and Syracuse Chiefs to evaluate partnership opportunities; apply Step 3 funds to cooperative initiatives
Develop a marketing plan for property acquisition, disposition, and development	All		x		NYS DOS	Dept. of Neighborhood & Business Development; GSPDC	Meet with GSPDC and National Grid site selection staff regarding marketing needs; apply Step 3 funds toward marketing materials
Supportive regulatory framework aimed at advancing the community's vision for revitalization							
Modify existing zoning regulations to balance form and use considerations	All	x			NYS DOS	Dept. of Zoning	Apply Step 3 funds toward comprehensive zoning review, calibration of form-based zoning classifications, and creation of design standards for the Hi-Lo BOA
Utilize existing development incentives, programs, and tools	All			x	NYS ESD; SIDA;	Dept. of Neighborhood & Business Development; GSPDC; SIDA;	Meet with landowners to discuss funding resources appropriate for their individual needs

FIGURE ES.13 (CONTINUED)

Elements of the Hi-Lo BOA development plan	Node	Phasing			Potential funding sources	Potential SOCPA partner agencies/ organizations	Next steps
		Near-term	Mid-term	Continuous action			
Design and implement new/alternative economic development incentives (e.g. TIF, PIF, facade improvement initiative)	All	x			NYS DOS	Dept. of Neighborhood & Business Development; SIDA	Consult with bond counsel regarding the use of TIF/PIF within the BOA; apply Step 3 funds toward cost-sharing for conceptual design services
Improvements to infrastructure and streetscape							
Align infrastructure and streetscape projects with citywide Capital Improvement Program	All	x				Depts. of Public Works, Engineering, and Budget; Utility providers	Outline all planned capital improvements within the BOA as noted in the City's existing capital plan; identify opportunities in that schedule for coordinated improvements and improved design
Design streetscape improvements in catalytic nodes	Park-Lodi; Neighborhood Core	x			NYS DOS; (See also App. F)	Dept. of Public Works; NYS DOT; Save the Rain	Prepare grant applications for NYS Main Street, NYS Urban Initiative, and Save the Rain programs; apply Step 3 funds toward creation of design standards
Implement infrastructure and streetscape improvements to coincide with development initiatives	Park-Lodi; Neighborhood Core			x	(See also App. F)	Dept. of Public Works, Dept. of Engineering; Utility providers	Coordinate construction schedules per capital improvement plan, National Grid or other utility projects
Proactive investigation and remediation of environmental contamination							
Facilitate Phase I/Phase II environmental site investigations	All			x	NYS DOS	Participating landowners	Notify BOA landowners of funding availability
Siting analysis and installation of bioremediation measures	All		x		NYS DOS	SUNY ESF	Review range of potential contamination and treatment types with potential agency partners
Facilitate remediation of brownfield sites	All			x	NYS DOS and BCP; US HUD BEDI; EPA	NYS DEC	Review funding availability with landowners of probable brownfields; apply Step 3 funding toward cost of additional site assessments and due diligence
Commission and conduct additional site and feasibility analyses as necessary	All			x	NYS DOS	SMTC; Onondaga County; participating landowners	Apply Step 3 funds toward cost-sharing for landowners' feasibility studies for rede-velopment alternatives

PART No. 1

PART ONE: Program Description Hiawatha Boulevard/Lodi Street Brownfield Opportunity Area

1.1 Program Overview

In 2010, the City of Syracuse Bureau of Planning and Sustainability received a grant from the New York State Department of State's Brownfield Opportunity Area (BOA) program to examine redevelopment options for a swath of underutilized industrial property in the City's Northside neighborhood. The BOA program provides eligible municipalities and community organizations with technical and financial assistance toward planning studies focused on areas where redevelopment is impeded by the presence of brownfields. Brownfields are individual properties that are either known or suspected to be contaminated. The purpose of the BOA program is to enable communities to analyze and pursue redevelopment options for their brownfields on an area-wide, rather than site-by-site, basis.

The benefit of this area-wide approach is that it more accurately reflects the relationships between property contamination, property disinvestment, and the economic and physical condition of the surrounding neighborhoods. Property contamination and disinvestment do not occur within a vacuum; both have lasting effects on adjacent and nearby properties that can influence others' investment decisions for years to come. The BOA program's contextual approach considers the obstacles within and around brownfields that are inhibiting new investments, and identifies an interdisciplinary set of strategies designed to overcome them.

The program consists of three steps:

Pre-nomination. The pre-nomination study examines basic information about the proposed BOA. This may include a justification of the boundaries, current zoning and land use, descriptions of key sites, and a general assessment of the potential for redevelopment.

Nomination. The nomination study develops this information further. This step analyzes economic and market trends that may influence redevelopment within the BOA, opportunities for (and constraints on) property remediation and reuse, and options for programming and land use that may produce catalytic effects on area-wide revitalization. At the conclusion of the nomination step, applicants identify recommendations that will advance the redevelopment of strategic sites.

Implementation. In this third step, project sponsor moves forward with the strategies and techniques that were identified in the nomination study to implement the area-wide plan. These may include (but are not limited to) financial incentives, land use controls, public/private partnership arrangements, and some degree of site assessment work.

Through the BOA program, DOS may reimburse participating communities for up to 90% of their total eligible project costs. DOS will review products from each of the first two steps in order to determine if the community may proceed to the next program step. Once the BOA studies and strategies are finalized and accepted, redevelopment projects within the BOA boundary can receive additional tax incentives on top of those already associated with the state's Brownfield Cleanup Program. The Hiawatha-Lodi BOA (hereafter, the "Hi-Lo BOA") is the third such project within the City of Syracuse; the previous two, which are currently in the implementation phase, are located on South Salina Street and Erie Boulevard East.

Redevelopment plans developed within the BOA program must undergo New York State Environmental Quality Review (SEQR) while under consideration by the lead project sponsor. The City of Syracuse Bureau of Planning and Sustainability serves as the lead project sponsor for the Hiawatha Boulevard/Lodi Street Brownfield Opportunity Area project.

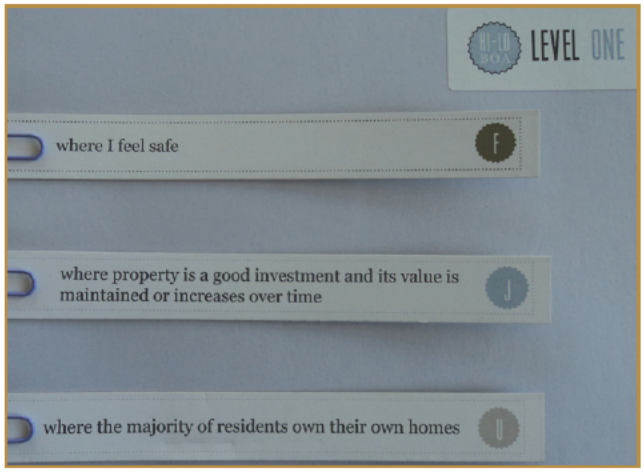
Project leadership is provided by Owen Kerney, who serves as the project manager for the City of Syracuse and the Syracuse-Onondaga County Planning Agency (SOCPA). Julie Sweet oversees the project as the Regional Director of DOS. The Project Team included EDR Companies and Sasaki as lead consultants, and HR&A Advisors, O'Brien & Gere, and DW Stoner & Associates as sub consultants. The Project Team assisted the City public engagement events, research and analysis, and the development of this plan. In addition, the nomination of this project has been guided by a Project Advisory Committee and a series of local and regional stakeholders (see Section 2.0, Community Outreach).

1.2 Community Vision

The purpose of this report is to advance a vision for the future of the Hi-Lo BOA that is compatible with the needs and desires of community members, responsive to market opportunities, and in keeping with the goals of the BOA program. The vision advanced herein is that of a revitalized and cohesive urban district featuring:

- a safe and active atmosphere;
- an appropriate mix of uses and amenities;
- an attractive environment for both businesses and residents;
- a sense of place reflective of the area's historic importance; and
- an engaged and thriving community.

This vision is entirely compatible with the City of Syracuse's Comprehensive Plan 2025, which serves as the basis for individual planning initiatives and studies undertaken within the City. It also incorporates the findings and recommendations of the City's draft Land Use and Development Plan 2040 and the Neighborhood Revitalization Strategy Area Plan. The BOA program offers the City the opportunity to implement action steps that will help to move all of these plans forward toward the goals set by community members.



Top priorities a neighborhood resident wanted to see happen in the future for this area.

FIGURE 1.1: HI-LO BOA BOUNDARY

1.3 Boundary Description and Justification

As shown in Figure 1.1, the Hi-Lo BOA is located primarily along a southwest-to-northeast axis parallel to Hiawatha Boulevard, in the Northside neighborhood of Syracuse. Beginning from the corner of North Salina and Wolf Streets, the BOA's eastern boundary follows Wolf Street to its intersection with Seventh North Street, which represents its northern terminus. From its most northerly point mid-block between Hiawatha and the CSX rail line, the boundary turns southwest parallel Hiawatha, set back approximately 150 yards from its centerline. Just past the I-81 access ramps off of Hiawatha Boulevard the boundary continues south crosses over Hiawatha Boulevard follows the southern property lines for those properties located south of Lodi Street (before the land drops off the I-81). The southern terminus of the BOA is located at the property line abutting I-81 and Bear Street; at this point, the boundary follows Bear Street northeast to Carbon Street, then northwest to Wolf Street.

This boundary is justified in large part by the character of the properties it includes and abuts. The Hi-Lo BOA represents a contiguous district where the dominant visual and functional identity is that of a transitioning neighborhood and landscape. The boundary features several key characteristics that contribute to its potential for growth, including two access points to a major transportation corridor, portions of Syracuse's fastest-growing Census tract, and several large parcels. In addition, the boundary is characterized by its adjacency to a number of highly visible regional attractions and emerging developments, including the Inner Harbor, Destiny USA, the Central New York Regional Market, the Regional Transportation Center, and NBT Bank Stadium (see Section 3.0, Analysis of the Brownfield Opportunity Area).

The position of the boundary reflects the City of Syracuse's desire to leverage the investment interest that is emerging adjacent to the Hiawatha Boulevard and Lodi Street corridors. With its unique set of circumstances and opportunities, the Hi-Lo BOA can become an attractive location for both businesses and residents seeking to capitalize on the assets both within and beside its boundaries.

1.4 Report Organization

This report is organized into five sections, each framed to address a particular set of issues:

Part 1: Program Description

Why has the City of Syracuse created this plan?

Part 2: Community Outreach

How was this plan created?

Part 3: Analysis of the Brownfield Opportunity Area

What kinds of assets and challenges exist within the Hi-Lo BOA?

Part 4: Economic and Market Trends Analysis

What kind of redevelopment is the market likely to support?

Part 5: Development Plan

What can the City and its partners do to support redevelopment in this particular area?

Appendices as noted throughout the report are included following Part 5.

PART No. 2

PART TWO Community Outreach

2.1 Public Participation Plan

The engagement of residents and business owners within and around the BOA is a critical component of its revitalization. This hands-on approach was the focus of the Hi-Lo BOA Public Participation Plan (see Appendix A: Public Participation Plan), which outlined the stakeholder engagement process at the outset of the BOA initiative. The stakeholder engagement process facilitated active and meaningful outreach through a variety of events. The inclusion of a diverse assortment of stakeholders is in keeping with the purpose and objectives of the City's overall approach for community outreach and participation.

Public participation events included large workshops, small stakeholder roundtables, a walking tour of the district, and other platforms for sharing opinions and ideas. A description of each meeting or event and a summary of the results from that event is provided below in Section 2.3. Outreach materials are included in Appendix B.

This study, including all community outreach, research and analysis of existing conditions, and development of recommendations and strategies was completed within 24 months.

Some of the materials used to gather information from neighborhood and regional residents.

2.2 Project Advisory Committee

A Project Advisory Committee (PAC) was established prior to the project kickoff meeting. The PAC served as a sounding board for ideas and provided guidance to the Project Team. The PAC met four times in addition to attending outreach events. The PAC consisted of City staff, elected officials, and community members, including the following:

Syracuse-Onondaga County Planning Agency (formerly the City of Syracuse Bureau of Planning & Sustainability):

Andrew M. Maxwell, Director

Owen Kerney, Deputy Director

Katelyn Wright, Land Use Planner

Rebecca Klossner, Environmental Planner

City of Syracuse Common Council:

Honorable Kathleen Joy

Honorable Jake Barrett

Honorable Patrick Hogan

City of Syracuse Planning Commission:

Linda Henley, Board Member

Division of Code Enforcement:

Corey Driscoll, Director

Dept. of Neighborhood & Business Development:

Ben Walsh, Deputy Commissioner

Dept. of Public Works:

Paul Mercurio, Transportation Planner

Northside Urban Partnership:

Dominic Robinson, Director

Syracuse Grows:

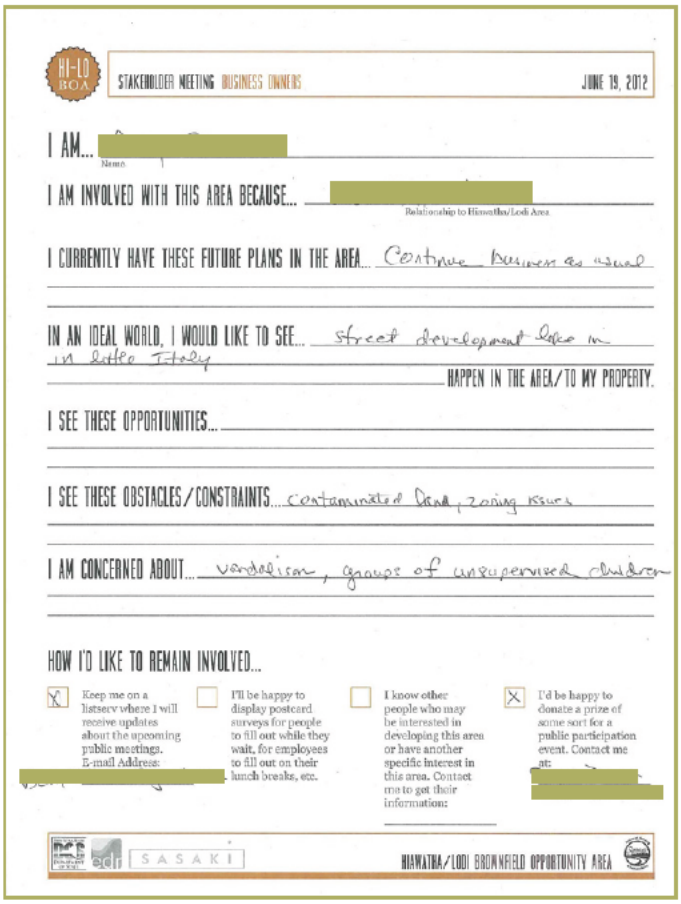
Jonathan Logan, Treasurer (also representing Northside UP)

2.3 Community Outreach Events

As indicated in the Public Participation Plan, stakeholders were encouraged to engage in the visioning process through several different events, all of which are described below.

2.3.1 Stakeholder meetings

In consultation with the PAC, a series of stakeholder roundtables was designed with the focus of engaging targeted stakeholder groups to identify and discuss potential opportunities within the Hi-Lo BOA district at both the local and regional level. Three separate meetings involving different stakeholder groups were held on June 19, 2012. The incorporation of diverse perspectives was of particular significance within this area, as it includes a diversity of small, neighborhood-oriented businesses and residential areas alongside large-footprint regional attractions. Both local and regional stakeholders were invited to participate in small group meetings held at the Second North Deli on Wolf Street. Invitees included local business owners from within the project area, neighborhood residents, and business development interests from the greater Syracuse region. Invitations were sent via email and phone contacts, as well as through flyers distributed to neighborhood businesses (see Appendix B).


HI-LO BOA

STAKEHOLDER MEETING BUSINESS OWNERS JUNE 19, 2012

I AM... [redacted]
Name

I AM INVOLVED WITH THIS AREA BECAUSE... [redacted]
Relationship to Hiawatha/Lodi Area

I CURRENTLY HAVE THESE FUTURE PLANS IN THE AREA... Continue business as usual

IN AN IDEAL WORLD, I WOULD LIKE TO SEE... street development like in in Little Italy HAPPEN IN THE AREA/TO MY PROPERTY.

I SEE THESE OPPORTUNITIES...

I SEE THESE OBSTACLES/CONSTRAINTS... Contaminated land, zoning issues

I AM CONCERNED ABOUT... vandalism, groups of unsupervised children

HOW I'D LIKE TO REMAIN INVOLVED...

- [x] Keep me on a listserv where I will receive updates about the upcoming public meetings. E-mail Address: [redacted]
- [ ] I'll be happy to display postcard surveys for people to fill out while they wait, for employees to fill out on their lunch breaks, etc.
- [ ] I know other people who may be interested in developing this area or have another specific interest in this area. Contact me to get their information:
- [x] I'd be happy to donate a prize of some sort for a public participation event. Contact me at: [redacted]

SASAKI HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA

Exit interview response from a neighborhood stakeholder.

The regional business development leaders offered a number of insights into the opportunities and resources that are available to interested developers, local business owners, and new entrepreneurs. Collectively, despite the 'distressed' nature of the area, the potential for future growth in the BOA was acknowledged as strong. These stakeholders noted that support for new and/or expanding businesses is available, and that growth and investment regardless of where it is located is an encouraging sign. During this meeting, attendees noted that the infrastructure and capacity for growth within the Hi-Lo BOA was one of its greatest assets; one attendee stated that the area is "made for manufacturing". Although the building stock is old, the regional business development leaders noted that incremental changes can be very easily accommodated.

The local business owners' stakeholder group offered a different perspective with direct insight into the Hi-Lo BOA's assets, as well as the challenges experienced along the corridor. These stakeholders noted that their proximity to NBT Bank Stadium is certainly an asset, although the potential to capitalize on visitors to the stadium has not materialized. Each attendee agreed that there is an opportunity to better coordinate with the events at the stadium, and several noted that connections to local institutions such as Syracuse University and St. Joseph's hospital could be strengthened as well. Many local business owners have been most concerned with securing their property against various acts of vandalism, and such security concerns were highlighted as an obstacle to investment within the area. They view the surrounding neighborhood as an asset, in that it provides customers as well as employees to staff their businesses.

Participants engaged in a prioritization exercise.

2.3.2 Community forums

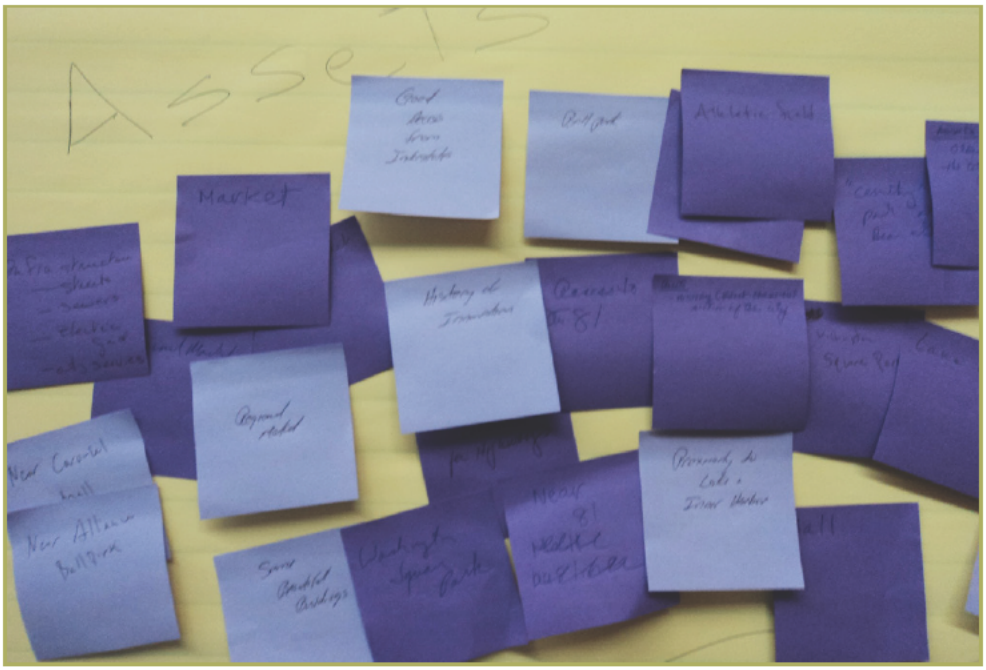
Two community forums were held to solicit residents' input in June and October of 2012, both at St. John the Baptist Church on Court Street. The structure of the forums allowed the Project Team to gauge public interest in various land use concepts throughout the project area, and to gather additional information regarding barriers to investment within the neighborhood from the people who know it best.

The first community forum included three interactive activities used to stimulate discussion of preferred uses and development priorities. The first activity was a simple identification of assets and challenges as experienced or perceived by neighborhood residents, wherein participants listed specific issues on Post-It notes and assigned each to the appropriate category.

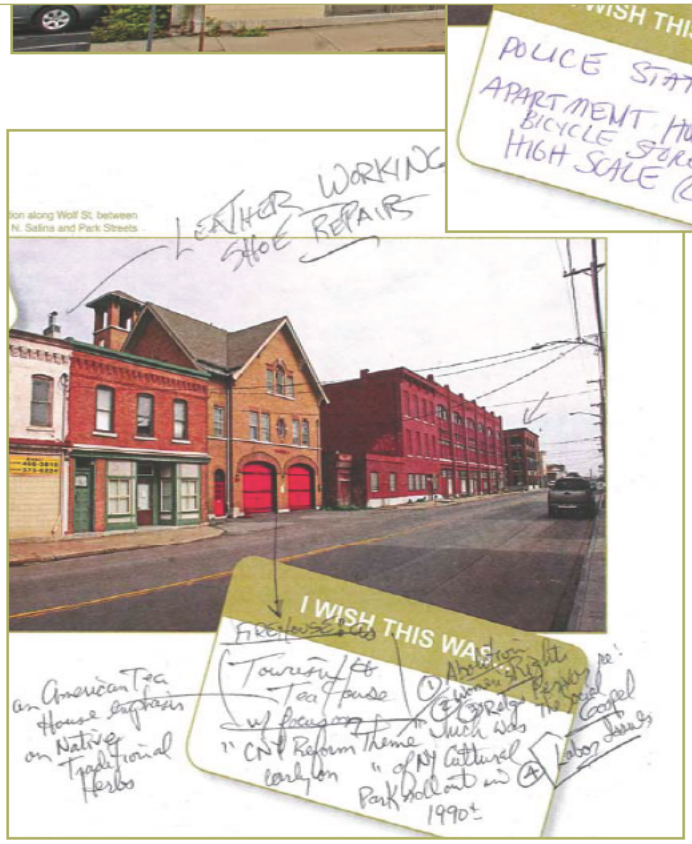
Through this fast-paced activity, the most common assets identified included the church (St. John the Baptist), the neighborhood's proximity to the CNY Regional Market, NBT Bank Stadium, Destiny USA, and easy access to Interstates 81, 90, and 690. The most prevalent concern noted during this exercise was the number of adult-oriented businesses in the area, including strip clubs and paraphernalia shops, as well as pawnshops. Attendees noted that the presence of these establishments, together with the illicit activities known to occur around Washington Square Park, contributes to a negative image of their community, which many perceive to be the greatest challenge to the district's revitalization.

The second activity, "Picture It", presented participants with a series of photographs of vacant or underutilized spaces or buildings throughout the neighborhood. Participants were asked to imagine potential uses for each space that would align with their future vision for their neighborhood. Results from the Picture-It activity ranged in complexity, from simple requests to much more detailed and specific responses tied to a cohesive vision for the neighborhood's future. The image on page 9 includes a sampling of the more detailed responses received from the activity.

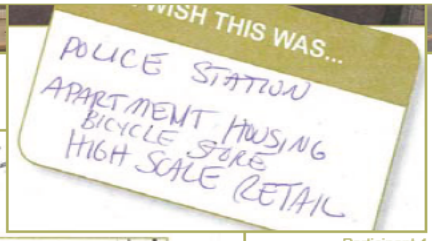
In the third activity, participants were asked to prioritize a series of 26 statements describing potential future conditions of the neighborhood. Participants selected 13 statements that reflected their priority conditions and organized them into three groups: important (7), more important (3), and most important (3). Likewise, they selected 13 statements that did not align with their vision, and organized those accordingly: not as important (7), less important (3), and least important (3). Through this activity, participants articulated a vision for the future of their neighborhood that included apartments, a grocery store, and mixed-use buildings with small business, retail, and residential components. Many participants clearly communicated that, above all, they want to see a safe neighborhood where home ownership is prioritized, property is a good investment, and its value is maintained or increases over time.



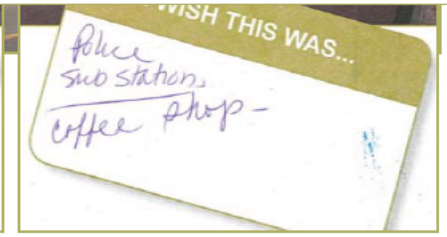
Examples or participant responses. At left, an identification of assets and challenges. Below, examples from the "Picture It" activity.



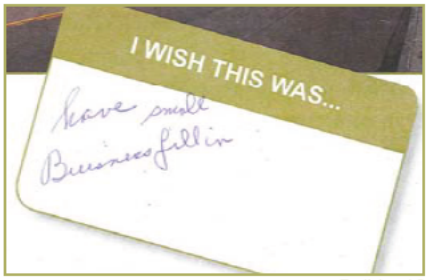
Participant 4



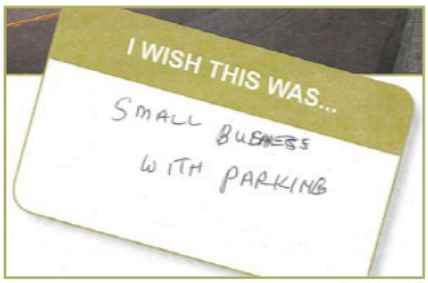
Participant 1



Participant 2



Participant 3

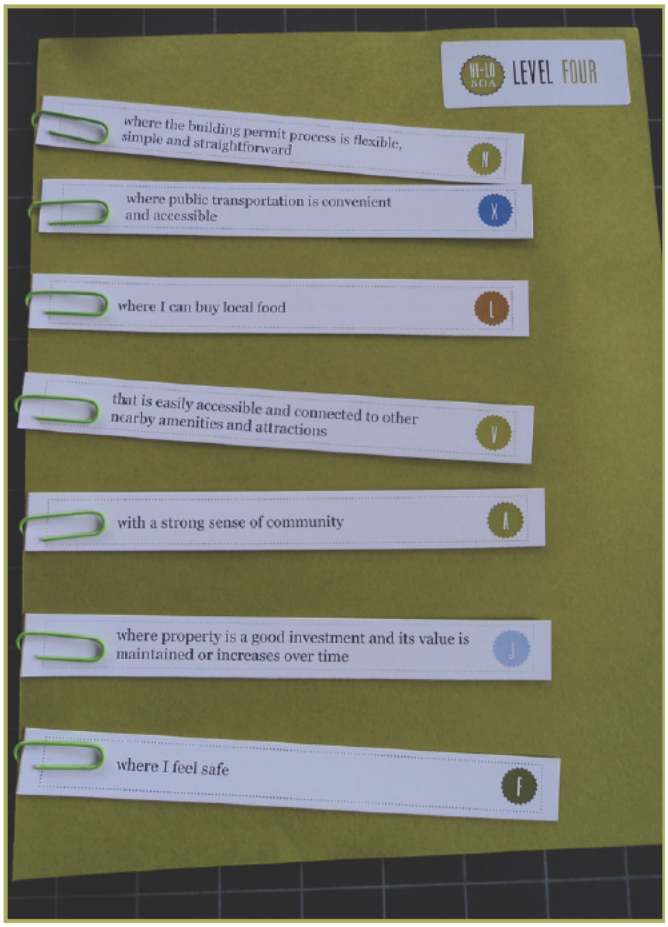


Participant 5

2.3.3 Community site walk

In addition to the community forums, the Project Team also conducted a site walk with interested members of the public. The site walk featured six stops throughout the project area, concentrating mostly on the southwestern portion of the Hiawatha Boulevard and Wolf Street corridor. Participants were asked to evaluate a number of characteristics that described the general environs of each stop, including: connectivity/accessibility; activity level; safety; appearance and physical conditions; architectural form and details. Each characteristic was rated along a spectrum (e.g. "difficult to connect" to "easy to connect"; "unsafe" to "safe", etc.).

The community site walk offered participants a departure from the planning exercises and dialogue of the forums, with a focus on first-hand analysis of existing conditions within the neighborhood. It provided participants with an additional opportunity to provide input directly to the Project Team, in full view of the objects of their concern. Both participants and Project Team members alike noted the deteriorating or dilapidated condition of public spaces and amenities throughout the corridor, including sidewalks, crosswalks, and several vacant structures. Key observations included the need for pedestrian infrastructure improvements, the potential for improved connections between the baseball stadium and the adjacent neighborhood, the presence of several notable architectural features, and a substantial difference between daytime and nighttime conditions with regard to safety.



Some of the materials used to gather information from neighborhood and regional residents.

2.3.4 Postcard for comments

Accompanying the community forums and site walk, postcard stations were placed at strategic locations throughout the project area. These stations featured informational booklets about the New York State Brownfield Opportunity Area program, multiple copies of three different postcard response types, pens, and comprehensive instructions on how to fill out the postcards. The first postcard type asked participants to rate ten statements in order of their importance to the future of the Hiawatha Boulevard/Lodi Street project area in accordance with the participant's own vision and wishes for the area. The second card type was designed to simulate a postcard dated fifteen years into the future. It asked participants to write a couple sentences completing the story with their vision for the area in 2027. The third postcard activity asked for a list of three of the respondents' favorite things about the area and three things they would like to see changed or improved. The opposite side of the third postcard requested participants to label a map of the study area with adjectives and activities they associate with specific places.

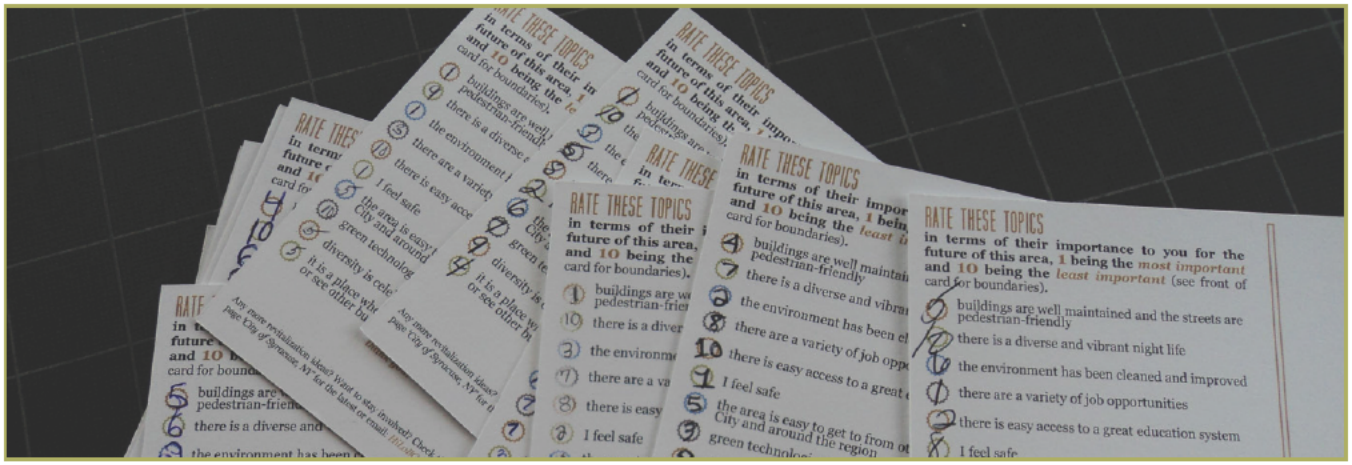
The purpose of these postcards was to gain input and perspective from residents, visitors, and employees in and around the neighborhood, and from people who may otherwise not be interested in or be able to attend events. The postcards were dropped off in the waiting areas or at the counters of Stella's Diner, Dully's Express Mart, and the Second North Deli and in the offices of Green Homes America and Village Office Supply.

Participants on the community site walk.

Many of the same observations made during the other outreach activities were reiterated on the postcards. Assets that were identified included the proximity to transportation networks, Destiny USA, Stella's Diner, the CNY Regional Market and NBT Bank Stadium. Respondents noted that they would like to see improvements in road conditions along Hiawatha Boulevard and Wolf Street, improved cleanliness in general, a "face-lift" for many building facades, and safer neighborhoods.

2.3.5 Developers' roundtable

The Developers' Roundtable, held on October 3, 2012, provided a platform for the development community and area landowners to review the Project Team's analyses and preliminary redevelopment concepts, as well as to provide input on the trends shaping the feasibility or attractiveness of redevelopment within the project area. Area developers, real estate professionals, finance professionals, and public officials discussed the purpose of the program, neighborhood details, market and nonmarket opportunities, and the potential for catalytic development at strategic locations. Attendees noted that speculation related to the neighborhood's adjacency to Destiny USA and the Inner Harbor may be driving property values higher than the condition of the building stock would seemingly warrant; however, several also discussed the recent evidence that market-rate development could eventually take



Some of the materials used to gather information from neighborhood and regional residents.

hold in the area, given adequate parallel investment in public spaces and infrastructure. Similar to the residents and local business owners, the stakeholders representing the development community also noted the need to increase public safety and property security as a precondition to substantial new investment within the neighborhood.

2.4 Community Influence on Recommendations

The input provided by community members and stakeholders served to guide the efforts of the entire Project Team. Several concerns regarding safety and quality of life, in particular, influenced the recommendations of this report. Throughout the course of this initiative, the assets and challenges noted by those who are most familiar with the Hi-Lo BOA area and the development process were supported by the research efforts including site visits and the market analysis. The public participation process provided the Project Team with direct knowledge of neighborhood conditions that helped to sharpen the focus of the analysis (Section 3) and craft appropriate recommendations (Section 5) for this redevelopment initiative.

PART No. 3

PART THREE Analysis of the Brownfield Opportunity Area

The conditions and opportunities within the City of Syracuse's Northside neighborhood are as diverse as the people who live there. This section provides the context within which the redevelopment recommendations were formed, beginning with a history of the neighborhood, a review of brownfield conditions, and an analysis of existing conditions with regard to land use, infrastructure, and natural and historic resources.

3.1 Regional and Community Context

The existing conditions apparent within and around the boundaries of the Hi-Lo BOA are the product of its natural and social histories. The factors that have influenced the development of the corridor range from the prehistoric to the very recent- from the formation of glaciers to the formation of neighborhood task forces. The evolution of regional resources, and their contribution to the development of the City of Syracuse and central New York State, can be described in terms of the natural, built, and social environment of the BOA.

3.1.1 Natural environment

The northern portion of Onondaga County (including the City of Syracuse) is located within the Erie-Ontario Lowland physiographic province, situated below the Onondaga Escarpment. Over the course of millions of years, the formation and eventual erosion of land masses, in addition to glacial formation and retreat throughout the area, produced rich mineral deposits, abundant water resources, fertile soils, and gently rolling topography- all of which would play a major role in the development of the region and state at large.

The discovery and exploitation of salt springs surrounding Onondaga Lake illustrates the influence of the natural environment on the settlement and eventual development of the region. The formation of the briny aquifers underneath the area surrounding the lake began between 500 and 300 million years ago, as the collision of two continents formed a large mountainous area across what is now the American east coast. Over time, thousands of feet of eroded sediment filled the inland sea at the base of this range, which was located south of what is now the City of Syracuse. These deposits became the shale, limestone, and sandstone formations that are the basis of the region's existing geology.

As shallow, muddy portions of eroded sediment evaporated, they left behind salt evaporites such as gypsum, calcium carbonate, and sodium chloride (also known as halite, or common salt). Continued erosion of the mountain range buried these evaporites under additional layers of shale throughout much of the area now known as the Tully Valley. The change in elevation between the upper portion of the Tully Valley and the lower Onondaga Creek Valley

contributed to the subterranean transmission of these deposits to the southern end of Onondaga Lake, aided by artesian pressure and the porosity of sediment formations near the outlet of the creek.

The discovery of these mineral resources was invaluable to the native Onondaga population, and their exploitation was a primary driver of non-native settlement. As the resources were developed, technological innovations spurred the founding and development of the Towns of Salina, Geddes, and Liverpool. One such innovation, known as the Solvay Process, combined the local salt and limestone resources in the manufacture of bicarbonate, and contributed greatly to industrial development throughout the region. The value of such abundant natural resources and the development they generated placed the City of Syracuse at the center of a rapidly expanding region for years to come.

The role of natural resources in the development of the Hi-Lo BOA and its surrounding neighborhoods did not end with industrialization, though it has changed dramatically since that time. Though many have been filled, some wetlands still remain, particularly in the areas northwest of the BOA near Ley Creek. Although phragmites and property access issues limit the public's use of those resources, they may offer a building block for reconnecting local residents with their natural resources in the future. In the meantime, the BOA features open spaces for passive and active recreation at Washington Square Park and the First Ward Cemetery Park. The existing conditions of natural resources within the Hi-Lo BOA are discussed in further detail in Section 3.6.

3.1.2 Built environment

The settlement and development of both the city and region are in direct response to the presence and accessibility of natural resources- not only salt brine, but also high-quality soils and abundant water. The combination of these factors and the physiographic setting of the City of Syracuse constituted the foundation supporting the defining element of the region's built environment: the Erie Canal.

From the formative years of the American colonies through the emergence of the new republic, non-native settlers on the American continent were confined primarily to the eastern coastal plains, hemmed in by the Appalachian mountain range. Even prior to European settlement, the only passage conducive to western access was the route north through the Hudson Valley, and west across the Mohawk Valley to the Lake Ontario plains. South of the Mohawk Valley, the Onondaga Escarpment and Allegany Plateau made western travel from colonial population centers inconvenient at best, and impassable at worst.

As these population centers grew, the route through these two long valleys took on national importance as a major trade corridor. And as the growing colonies became growing states, and New York in particular became a hub of national and international commerce, the trade corridor became not merely important but transformative. The topography that served as a convenient route for horse-drawn shipments of goods and people also outlined the route of the Erie Canal, and the development of feeder canals soon followed (including the Oswego, Chenango, Chemung, and Cayuga-Seneca canals). The canal system connected central New York's salt industry (among others) to Albany, Utica, Rochester, Buffalo, and most importantly to New York City. The impact of the canal system on the development of central New York cannot be overstated; its influence on the manner, pace, and location of development around Onondaga Lake in the early to mid-nineteenth century was unparalleled.

The combination of hundreds of salt sheds and the route of the Oswego Canal defined the built environment of what is now Syracuse's Northside neighborhood for several decades during this time. Although the salt industry and the canals made many positive contributions to the neighborhood, that legacy of development came at a price. Like the Inner Harbor and Downtown, the Hiawatha-Lodi corridor was situated on wetlands that were made useful for industry only when drained and filled, a common practice in Syracuse and elsewhere. The process of landfilling made use of any material available, frequently including coal ash, refuse, and industrial wastes. Similar practices were employed in filling the Oswego Canal following the opening of the Barge Canal in 1918. The long-term environmental issues caused by these fill materials still factor in the development prospects for properties within this corridor.

Once filled, the wetlands and canal in the Northside became a prime target for industrial development. The built environment of the neighborhood changed dramatically- not only with industrial buildings, but also with the transportation infrastructure that served them. The layout of railways and (later) roadways was largely a product of topography, in that their design tended to follow the glacial troughs of the Oneida and Onondaga Lakes and the Onondaga Creek Valley. However, they were also influenced by the location of industry, and in turn influenced the location of subsequent industrial development. The route of Interstate 81 (west and north of the Hi-Lo BOA) and the CSX rail line are prime examples of this phenomenon. Although freight rail service is limited within the BOA, the area is still well-served by passenger rail, and the influence of I-81 shapes both the northern and southern portions of the district by providing direct access for both personal and commercial vehicular traffic.

Lastly, the built environment of the Hi-Lo BOA is shaped most significantly by the arrangement, pattern, and style of its structures- the factories, warehouses, homes, and other buildings that have occupy the corridor. From enormous industrial complexes to tidy workforce housing, the character of the BOA has taken on that of its building stock. Several older structures remain, in various states of repair, as reminders of the neighborhood's industrial past; few are used to the extent or for the purposes that they were designed and built for. The Moyer Carriage Factory at 1710-1720 North Salina Street (later the Porter Cable or Penfield Manufacturing complex) stands as perhaps the most prominent example. Other newer industrial structures (including storage facilities, distribution centers, fabrication shops, etc.) exhibit the utility of those more recognizable buildings, though not the architectural distinction.

The built environment along Wolf Street, with its small business storefronts interspersed with small-lot urban residential structures, is substantially different than that of Hiawatha Boulevard. Along the former, an underutilized but still attractive industrial character in the southwest gives way to the heightened activity of corner stores and small houses. Along the latter, the industrial character remains relatively constant, though there is little continuity in the visual order of setbacks, lot sizes, bulk, or architectural style. Although the respective built environments of Wolf Street and Hiawatha Boulevard may be substantially different from one another in character, they are invariably tied together not just by cross-streets but by the shared history of the Northside as place of transitions and mixed uses. Additional details regarding the character, quality, and potential of individual buildings is provided in Sections 3.7 through 3.9.

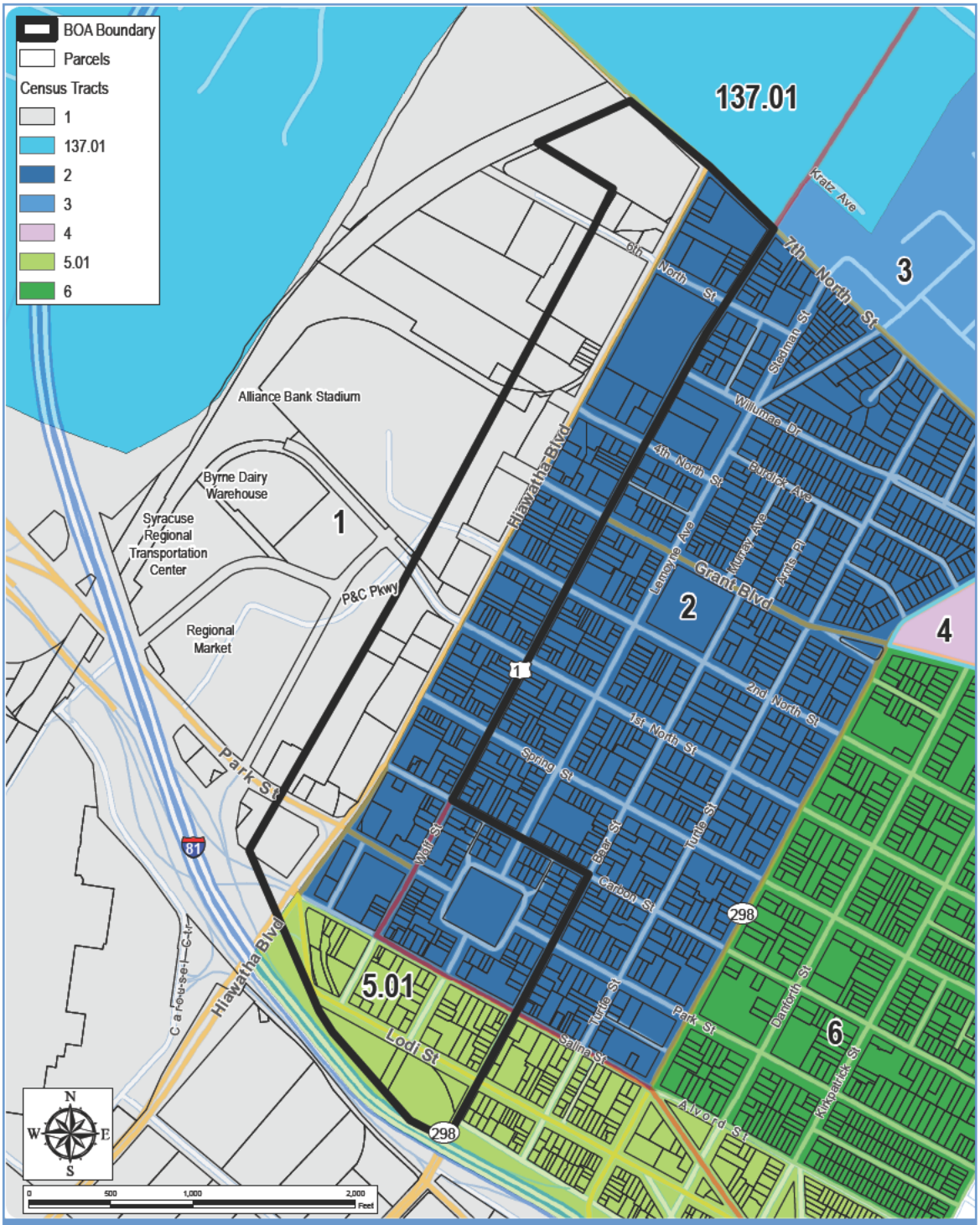
3.1.3 Social environment

As they are in any urban setting, the natural, built, and social environments of the Hi-Lo BOA are necessarily intertwined. Just as the city's natural resources enabled industrial growth on the Northside, that growth in turn attracted a labor force that settled around their workplaces. Many of those who settled in the neighborhood following industrialization were European immigrants. German immigrants were some of the first to populate the Northside, and went on to found and grow a large local candle industry based along what is now Hiawatha Boulevard. The Germans were followed by large numbers of Italians by the late nineteenth century. The Italians of the Northside were employed primarily by the local salt industry, railroads, and the building trades.

As the size and value of local industry grew, so did its workforce, and so did their neighborhoods- with housing, services, churches, schools, and places of entertainment. The trend was eventually reversed by the mid- to late-twentieth century, however; by this time, new industrial development and the expansion of existing industry shifted mainly to suburban industrial parks or the "sun belt" of the southeast and southwest, and many skilled workers followed suit. Other industries left the country entirely, or outsourced manufacturing to the developing world. As a result, unskilled laborers were left with fewer employment opportunities, churches eventually consolidated or closed, and businesses closed their doors.

However, over the past decade this trend has begun to turn again. In recent years the population of the Northside has begun to grow, due in large part to new groups of immigrants that have settled there. Figure 3.1 illustrates the boundary of the three Census tracts that contain the Hi-Lo BOA; for the purposes of this report, Census tract 1 is excluded from analysis, as

FIGURE 3.1: CENSUS TRACTS WITHIN THE HI-LO BOA



Source: *ESRI Business Analyst, 2012.*

FIGURE 3.2: POPULATION CHANGE, 2000-2010

	New York State	Onondaga County	City of Syracuse	Census Tract 2	Census Tract 5.01*
2000 pop.	18,976,457	458,336	147,306	3,279	2,381
2010 pop.	19,378,102	467,026	145,170	3,545	2,358
% change	2.1%	1.9%	-1.5%	8.1%	-1.0%

Source: *U.S. Census Bureau, 2012*
**Note: 2010 Census trac 5.01 includes 2000 census tracts 5 and 13*

FIGURE 3.3: FOREIGN-BORN POPULATION AND LANGUAGES SPOKEN AT HOME, 2011

	New York State	Onondaga County	City of Syracuse	Census Tract 2	Census Tract 5.01*
Foreign-born (%)	22%	7%	10%	4%	15%
Naturalized citizen	52%	51%	36%	11%	18%
Entered U.S. 2000 or later	29%	40%	55%	63%	71%
World region of birth					
Europe	18%	30%	19%	20%	5%
Asia	27%	38%	43%	47%	72%
Africa	4%	7%	11%	0%	13%
Oceania	0%	0%	0%	0%	0%
Latin America	50%	19%	24%	23%	10%
Northern America	1%	5%	3%	11%	0%
Language spoken at home					
English only	71%	90%	84%	93%	74%
Language other than English	29%	10%	16%	7%	34%

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

it contains only four residential properties. While other Census tracts throughout the city experienced decreased, stagnant, or slowly growing population, Census tract 2 (which includes most of the BOA) grew by more than 8% between 2000 and 2010. The population within Census tract 5.01 (which includes the southernmost portion of the BOA) declined during that time, but only by slightly less than 1%. Figure 3.2 illustrates the 2000-2010 population counts within Onondaga County, the City of Syracuse, and these two tracts. As shown in Figure 3.3, these tracts include a high proportion of foreign-born residents, many of whom have entered the country since 2000.

Although Census tracts 2 and 5.01 are similar in many ways, their respective demographic and economic characteristics highlight some important differences. Tract 5.01, which includes more of the "Little Italy" portion of the Northside neighborhood, is home to a larger proportion of foreign-born residents; this is due in part to the concentration of settlement and other social services available along the North Salina

Street corridor. This relationship likely influences other differences in social and economic patterns between the two tracts, as tract 5.01 exhibits a higher unemployment rate, lower household income, and different occupational characteristics.

New groups of immigrants have begun to arrive from central and northern Africa, southeast Asia, and the Middle East. The Northside attracts these new Americans in part due to the efforts of resettlement agencies, such as Catholic Charities and InterFaith Works, as well as institutions and non-profit organizations such as Northside UP, Syracuse University, and the Franciscan Church of the Assumption. The City of Syracuse has proposed new initiatives to foster such diversity and leverage its potential for growth, including an International Village and World Market. The story of the Northside is again a story of growth; in the wake of industrial decline, new economic opportunities are arising through the creative efforts of dedicated residents both new and old.

FIGURE 3.4: SOCIOECONOMIC CHARACTERISTICS, 2011

	New York State	Onondaga County	City of Syracuse	Census Tract 2	Census Tract 5.01
Median household income	$56,951	$52,636	$31,689	$30,841	$18,021
Unemployment rate*	8.2%	6.7%	10.4%	5.8%	20.4%
Occupation					
Management, business, science, and arts occupations	38%	40%	34%	24%	18%
Service occupations	20%	17%	25%	18%	32%
Sales and office occupations	25%	27%	23%	33%	21%
Natural resources, construction, and maintenance occupations	8%	7%	7%	10%	7%
Production, transportation, and material moving occupations	10%	10%	11%	15%	23%
Percent of residents below poverty in past 12 months	14.5%	13.8%	32.3%	44.3%	54.1%
Educational attainment					
No high school diploma or equivalency	15.4%	10.9%	18.8%	26.4%	38%
High school diploma or equivalency	27.8%	27.3%	28.2%	30.9%	36.1%
Some college, no degree	16.1%	17.9%	17.6%	19.4%	6.3%
Associate's degree	8.2%	11.3%	8.4%	6.4%	12.8%
Bachelor's degree or higher	32.5%	32.5%	25.9%	16.9%	6.8%
Homeowner vacancy rate	1.8%	1.6%	3.5%	3.6%	37.1%
Rental vacancy rate	4.6%	7.8%	9.5%	17.4%	19.1%
Median housing value	$301,000	$128,600	$84,600	$80,000	$46,900
Renting households with gross rent greater than 35% of household income	43.4%	41.2%	49.5%	63%	72.7%

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

*Note: Unemployment rate shown for reference purposes only. The U.S. Department of Labor's Bureau of Labor Statistics (BLS) estimates citywide unemployment at 10.0% for 2012, up from 9.7% in 2011; preliminary estimates in the early months of 2013 suggest that the rate has decreased to approximately 9.0%. While BLS estimates are more current than the ACS estimates provided above, BLS does not provide such information at the Census tract level.

3.1.4 Setting the stage for reinvestment

The population growth that is taking place in the Northside is just one of several positive indicators for the City of Syracuse. Immediately south, a former area of industrial blight along the shore of Onondaga Lake has been cleaned up and redeveloped into Destiny USA, a large regional shopping and entertainment destination; further south, in Franklin Square, a number of recent developments are helping to create a mixed residential and commercial attraction among old factories and warehouses. The Inner Harbor, located between the lakefront and Franklin Square, is in the midst of a transformation that is expected to bring retail, housing, and commercial/institutional development to this well-positioned yet underutilized area. This development will capitalize on waterfront public space, including a performance pavilion, piers, and the recently-developed Onondaga Creekwalk.

The area surrounding North Salina Street has also seen a number of developments, both physical and social. New buildings range from a small coffee shop to a large new wing of St. Joseph's Hospital, a major regional hospital. Directly adjacent to the project area, recent growth and investment in the Central New York Regional Market and the Regional Transportation Center have helped to renew interest in this area, and smaller businesses within the Hi-Lo BOA are doing the same.

Throughout the city, many "anchor" institutions are undergoing development initiatives that further strengthen local and regional economic growth. Educational institutions, including Syracuse University, the State University of New York's College of Environmental Science and Forestry, Lemoyne College, and Onondaga Community College, as well as healthcare institutions including Upstate Medical College, St. Joseph's Hospital, Crouse Memorial, and the Veterans Administration Hospital, are among the primary economic drivers within the community, and contribute substantially to the size and quality of the regional workforce.

There is a sense among many neighbors and business owners in the Northside that the neighborhood is primed to take advantage of these positive changes. It is acknowledged that the economic forces that precipitated industrial growth during the nineteenth and twentieth centuries are unlikely to repeat themselves in the same fashion, and that neighborhood reinvestment will not come easily. The nature of modern industry in general and of manufacturing specifically, has changed dramatically; the needs and desires of investors, residents, and municipal leaders of today are responding to a much different set of market conditions. Likewise, while the BOA district contains many successful businesses, there is a considerable amount of blighted, vacant, and potentially contaminated properties that have adversely affected the redevelopment of the area. However, this challenging context is also one of opportunity. The Hi-Lo BOA initiative aims to take advantage of this opportunity to organize both public and private resources to create meaningful, productive, and sustainable reinvestments in the neighborhood. In doing so, this initiative recognizes the value of local history, the vibrancy of its existing diversity, and the potential for economic development that capitalizes on both.

3.2 Brownfield, Abandoned, and Vacant Sites

As described in Part I of this report, a brownfield is defined as a site where redevelopment is complicated by the real or perceived presence of contamination. The underlying concern that complicates the redevelopment of a brownfield is the liability under the federal Superfund law, such that an owner, operator or purchaser of a contaminated site can be held responsible for the cleanup costs and potentially for damages as well. The presence of brownfields is often, though not always, coincident with the location of abandoned structures, although well-utilized structures and/or vacant lots may also be contaminated.

3.2.1 Brownfield sites

From a lay perspective, the identification of an individual brownfield may seem intuitive; most have (or had) an industrial land use and many are abandoned or otherwise appear to be contaminated. Many exhibit a level of disinvestment that leads neighbors and others to assume that they are contaminated. In practice, the identification of brownfield properties relies partly on such intuition,

but primarily on records regarding historic property uses and state and/or federal regulatory databases, all of which are thoroughly examined prior to official site assessments.

Multiple information sources are required during initial reviews, because any individual data source is unlikely to include all of the pertinent details required to make a preliminary brownfield determination. New York State does not require identification of brownfield sites per se, therefore state agency records may not suggest that a given site is contaminated. Mandatory regulatory reporting requirements in New York State are fairly narrowly defined, and there are very few laws that require a property owner to look for the presence of contamination regardless of the historic use of the property. Lending institutions, however, generally encourage some modest assessment for potential contamination on commercial and particularly industrial properties.

The reluctance of lenders to loan money for the purchase of a commercial or industrial property generally prompts environmental site assessments, however the majority of these assessments are unavailable to the public and do not describe the full extent of potential contamination. These assessments, known as ASTM Phase I assessments, are usually specific to single parcels, and often include data that may be inadequate in determining whether or not a particular property is impacted by various environmental contaminants. In some cases a Phase II assessment is performed to investigate site conditions in greater detail. Although they are of greater value in determining the extent of potential contamination, such assessments are rarely released for public consumption.

Due to past industrial, commercial and residential practices in the Hi-Lo BOA, it is highly likely there are several properties within the area that are impacted to some degree by environmental contamination yet do not appear in public records of impaired properties. As with many other industrial corridors, identification of brownfield sites in the Hi-Lo BOA is therefore aided by a search of other regulatory databases, historic maps, and preliminary observation of specific parcels in the district.

For the purposes of this report, a preliminary identification of brownfield sites in the district is based on a review of New York State Department of Environmental Conservation (NYSDEC) databases, Sanborn Fire Insurance Maps, Hopkins City Directories, and historic news reports. NYSDEC databases feature sites that have been registered for chemical and petroleum bulk storage, inactive hazardous waste sites that are regulated through the state Superfund program, sites where petroleum spills have occurred since 1978, and those that have participated in the NYS voluntary brownfield cleanup programs. Sanborn maps generally identify land uses that existed at the time of their publication (e.g. machine shop, cannery, etc.), as well as the name of property owners. These resources can be supplemented by city directories and historic news reports; news reports in particular are often a valuable source of information regarding incidents that may not be recorded in regulatory databases, such as structure fires and industrial accidents that may have resulted in property contamination.

In determining the likelihood that an otherwise unregulated property may be impacted by environmental contamination, the most valuable data source is often the historic use of the property. Historic land uses provide insight into the industrial practices that were likely used on site based on the nature of the operation, the era in which it operated, and the common materials and procedures used by industries during that time. In the absence of soil tests or such assessments, historic uses provide clues regarding a number of important details, including but not limited to: particular chemicals that may have been used or stored at that site; the ways in which former operations may have disposed of their industrial wastes; how long a site may have been exposed to certain contaminants; and whether or not those contaminants are likely to have spread within or among sites.

These clues should be viewed in concert with ASTM Phase I and Phase II site assessments when such assessments are available; when they are not, historic uses should be combined with appropriate regulatory data. Regulatory data sources are themselves somewhat problematic for these purposes, as sites or incidents (e.g. spills) are subject to mandatory reporting only when certain conditions are met, such as:

- observed spills of a reportable quantity of petroleum;
- knowledge of the release of a reportable quantity

of hazardous substance (an event that is often not quantifiable); or

- the release of a regulated material from a registered chemical bulk storage facility.

The reporting and monitoring of sites where these events have occurred is a necessary measure for the protection of public health. However, these conditions represent only a small number of potential opportunities for sites to become contaminated. In addition, most of the regulatory frameworks used to track contaminant exposure have been in place for only the past 20-30 years. Any activity prior to their adoption is not likely to be included in any regulatory database.

Based on these databases, historic records, and site observations, Figure 3.5 below includes a list of known, suspected or potential brownfield sites in the Hi-Lo BOA district. The brownfield status of each address represents the likelihood that the property is impacted by some degree of contamination. "Certain" brownfields are those that are known through the regulatory process to feature contamination. "Probable" brownfields sites occur where either the history of use, the type of activities at the site, the vintage of the operation, or applicable regulatory information raises concern that site contamination might exist. "Possible" brownfields have a still lower threshold of certainty, where only limited information may point toward potential contamination, or where the contamination may not be as widespread. This preliminary assessment is described in Figure 3.5 below, and shown in map form in Figure 3.6. Additional discussion regarding individual properties is provided throughout the remainder of Section 3.

FIGURE 3.5: CERTAIN, PROBABLE, AND POSSIBLE BROWNFIELD SITES WITHIN THE HI-LO BOA

Address	Business/ Name	Comments	Brownfield Status
2615 Lodi	Smith and Caffrey Steel	(1924) Foundry and structural steel manufacturing. Residual steel cutting oil and solvents may remain.	Probable
2713 Lodi	Superior Lubricants	Registered petroleum bu k storage (information withheld from public records).	Probable
2717 Lodi	Seitz Oil Company	Operated from at least 1930 – 1962. Distilled oil from crude. A large fire in 1962 destroyed facility and there were apparent spills during the fire.	Probable
2802-2810 Lodi, 103 Wolf	Quanta Resources	Class 2 Inactive Hazardous Waste Site, regulated through NYS Superfund program. Former waste oil recycling facility in operation from 1929-1981.	Certain
1525 No. Salina	Royal Auto Repair (currently)	Auto body shop (1950)	Probable
1701 No. Salina	Mack Miller Candle Co.	(1924) One 20,000 gallon tank removed in 1998.	Possible
1710-1720 No. Salina	Moyer/ Porter Cable/ Penfield manufacturing complex	At various points in its history, facility was used to manufacture carriages, automobiles, power tools, and mattresses. Also used for machining, plating and cleaning (degreasing).	Probable
1801 No. Salina	Tassones	Had four storage tanks (three 4,000 gal, one 6,000 gal) closed prior to 1991. Documentation does not indicate whether the tanks have been removed.	Probable

FIGURE 3.5 (CONTINUED)

Address	Business/ Name	Comments	Brownfield Status
100 Wolf	Vacant land	Former gas station	Probable
301-311 Wolf	Auto Lite Battery/ Owen Dyneto	Owen Dyneto machine shop (1953) made car starters. Building included a machine shop.	Probable
723 Wolf	Guy's Automotive Service (currently)	Former gas station	Probable
800 Wolf	Golys Motors	Three underground storage tanks (UST's) in place, 4,000, 6,000 and 8,000 gal respectively.	Probable
805 Wolf	Lanzi Auto Body	Gas spill into sewer (1991)	Poss ble
900 Wolf	NY Telephone	Tank test failure in 1988; 2,000 gallon UST closed prior to 1991.	Poss ble
400 Hiawatha	International Heater Co.	Industrial facility comprised a third of the block (1908); this building later became the NYS Railways Co machine shop.	Probable
405 Hiawatha	Chapman Lumber Co.	Chapman owned properties on both sides of Hiawatha Boulevard. If facilities treated lumber, potential contamination may have occurred near treatment areas.	Poss ble
418 Hiawatha	Penman-Littlehales Chemical Co.	Manufactured potash, aqua ammonia and Prussian blue.	Poss ble
617 Hiawatha	EJ Knapp Candle Co.	This location is later the Muench-Kreuzer Candle Company; one above ground storage tank (AST) in service (based on DEC data base).	Probable
701 Hiawatha	Greyhound garage and body shop, former location of Syracuse Safe (1921)	Five UST's removed; reported petroleum tank failure (1988).	Poss ble
708 Hiawatha	Machine shop		Poss ble
810 Hiawatha	Muench-Kreuzer Plant # 2 (1953)	Candle manufacturing operations.	Poss ble
837 Hiawatha	Syracuse Oil Engine Co.; Syracuse Container Co.	Part of the complex of sites housing Allis-Chalmers, GE, Benbow (see below).	Poss ble

FIGURE 3.5 (CONTINUED)

Address	Business/ Name	Comments	Brownfield Status
935 Hiawatha	Allis-Chalmers Manufacturing; GE Cathode Ray Tube Dept.; Benbow Chemical	Southwest corner of Sixth North Street and Hiawatha Boulevard; four UST's removed (1999), several spills recorded (1999 [2], 2001, 2005) including diesel and caustic chemicals.	Probable
1001 Hiawatha	Jones Engine Oil Co.; BG Sulze Surgical Needle	Northwest corner of Sixth North Street and Hiawatha Boulevard.	Probable
1015 Hiawatha	Meachern Gear Co.	Site located just north of Jones Engine Oil Company.	Possible
1025-1057 Hiawatha	Crouse-Hinds	Large manufacturing facility on the south side of Seventh North Street, west of Hiawatha Boulevard.	Possible
1050 Hiawatha	Vacant (currently used for parking)	Gas station at southeast corner of intersection of Seventh North Street and Hiawatha Boulevard.	Probable
West side of Hiawatha		Substantial landfilling known to have occurred on the west side of Hiawatha Boulevard to fill in former marsh areas north and south of the former location of the Oswego Canal.	Probable
Oswego Canal		Approximately where Route 81 runs along the southern boundary of the BOA.	Possible
130 Alliance Bank Parkway	Centro	West of Hiawatha Boulevard; one 12,000 gallon UST in place.	Probable
2000 Park	Vacant structure	Gas station (1953)	Probable
3130 Grant	Budget Truck Rental (currently)	Former gas station	Probable
319 Sixth North	Street Brothers Construction	UST's removed	Possible
361 Sixth North	R&L Carriers	Registered petroleum bu k storage (information withheld from public records).	Possible
539 Seventh North	New Process Gear	Northern portion of block; used for storage and machine shop.	Probable
539 Seventh North	Crouse-Hinds	Auto sheds and garage on south side of Seventh North Street between Hiawatha Boulevard and Wolf Street.	Probable

It should be noted that the only site listed in Figure 3.5 as a "certain" brownfield is the Quanta Resources site located at 2802-2810 Lodi Street. This solvent handling facility became the subject of a U.S. Environmental Protection Agency (EPA) emergency removal action because of the presence of abandoned drums of solvents. Based on current EPA records it does not appear that cleanup of the site has been completed. Responsibility for the site lies with numerous responsible parties and the site is subject to a lien by the EPA.

All other sites identified within Figure 1 are classified as either "probable" or "possible" brownfields. Notable issues of concern include the following:

- The former Moyer Carriage factory (which later became the Porter Cable factory, and eventually the Penfield Mattress Company in about 1960) is not tracked on any regulatory database. However, historic uses there included machining and fabrication, processes that likely produced metal wastes, and likely incorporated petroleum and solvents. Standard industrial practices in the era from 1910 -1960 often lead to leaks and spills that were a normal occurrence.
- Smith and Caffrey was a structural steel facility that is likely to have used petroleum and solvents, and may have generated metal waste.
- Seitz Oil was a petroleum refinery at a time when petroleum spills were unregulated except as a fire hazard. A large fire destroyed the facility in 1962, and it is likely that this event would have caused a petroleum spill that was never fully remediated.
- There were several candle companies in the area. Candle wax itself was and is not major environmental concern; however, most of these facilities stored petroleum, and that material may have spilled or leaked from storage tanks.
- Historic surveys collected by Onondaga County indicate that landfilling in areas west of Hiawatha Boulevard was a common practice in the development of this area. The former route of the Oswego Canal is adjacent to the BOA; the canal is known to have been filled in with whatever material was available at the time. Documentation of landfilling activities prior to the 1970's is rare, and the presence of historic fill material does not show up in most documentation related to the ownership or use of many properties.
- Cooper Crouse-Hinds has operated manufacturing facilities within and adjacent to the BOA for many years. Contamination related to Crouse-Hinds' manufacturing processes has occurred outside the BOA. It is not known whether a facility-wide assessment has ever been done of the likely or known presence of contamination.
- Besides impacts resulting from petroleum, solvents, or other environmental contaminants, many buildings within the BOA are likely to contain asbestos. While the presence of asbestos is not regulated as an issue of site contamination subject to Superfund liability, it is a strictly regulated material that must be carefully managed or removed in accordance with complex and expensive procedures. It should be assumed that all old industrial and commercial buildings are likely to have asbestos-containing materials and lead paint. Addressing these issues poses additional costs for redevelopment.

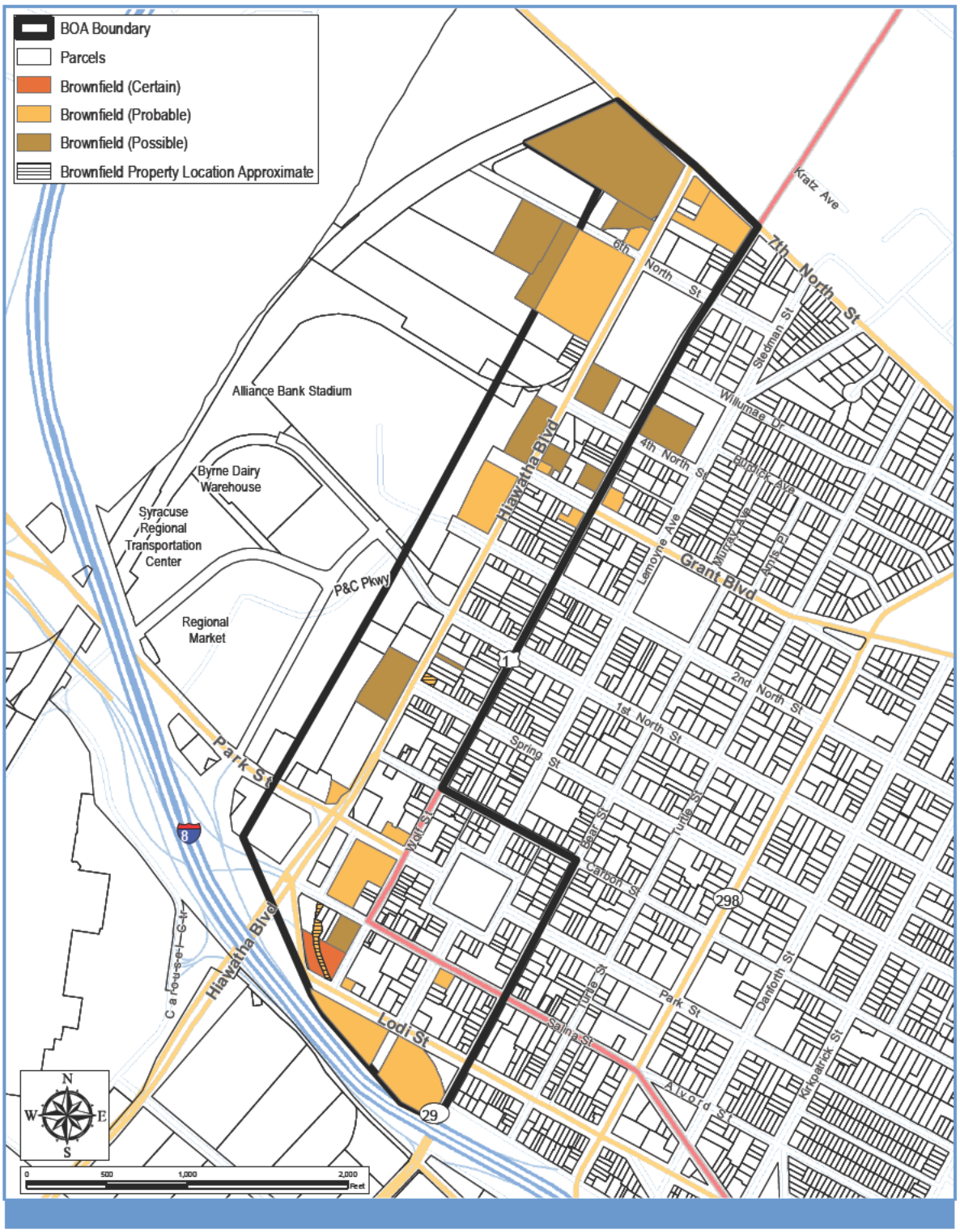
3.2.2 Abandoned, vacant, and seizable sites

Like many other neighborhoods in the City of Syracuse, the Hi-Lo BOA features a number of properties that are either tax delinquent or abandoned, or both. Figure 3.7 shows properties within the BOA that are classified as vacant land or vacant structures, as well as those that are tax delinquent or seizable as of the publication of this report. Properties that are tax delinquent for 36 months or more are considered seizable by law.

As discussed in Section 3.2, there are a total of 54 vacant parcels within the BOA district, six of which are seizable. Of these six, four are less than a quarter acre in size. The remaining two are part of the Quanta Resources site at 2802-2810 Lodi Street (see Section 3.2.1). The proximity of this area to Destiny USA and the Inner Harbor has contributed to some degree of property speculation within the real estate finance industry; although most speculative investment properties in the Hi-Lo BOA are tax-current, many are also noticeably underutilized or vacant.

Two industrial properties are also seizable for back taxes. These include 837-935 Hiawatha Boulevard, a 5.33-acre parcel featuring a large complex of manufacturing and storage facilities, and 1925 Park Street (0.49 acres), one of two properties currently operating as the Bodow

FIGURE 3.6: CERTAIN, PROBABLE, AND POSSIBLE BROWNFIELD SITES WITHIN THE HI-LO BOA



Recycling facility. The property at 1925 Park Street is located adjacent to a heavily-trafficked intersection in the southwestern gateway of the BOA district.

Ten properties feature vacant structures. These include some of the more notable properties within the BOA, including the Moyer/Penfield complex, a prominent and deteriorating former gas station at the corner of Park Street and Hiawatha Boulevard, and a light industrial/flex-space facility on Fourth North Street, between Hiawatha and Wolf Street.

There is limited overlap between brownfield sites and those that are tax delinquent. The Quanta Resources site at 2802-2810 Lodi Street (a certain brownfield) and the industrial site at 837-935 Hiawatha Boulevard (a possible brownfield) are both seizable. While the Bodow Recycling facility at 1925 Park and 1800 North Salina Streets is not listed under any regulatory program, it may warrant some level of environmental site assessment based on the nature of its current use and its proximity to the former Moyer facility. The limited number of tax delinquent brownfields has important ramifications with regard to actions that the City of Syracuse can take to facilitate redevelopment. Without the opportunity to establish site control through property seizure, the City must establish and develop relationships with property owners in an effort to assess the contamination of these properties and encourage their remediation and productive reuse.

Even in cases where site control is achievable through tax foreclosure, the City of Syracuse has traditionally lacked the financial resources necessary to process foreclosures, repair or demolish structures, and facilitate their return to the private sector. Without adequate public sector tools or private sector investments to respond to the increasing number of abandoned and seizable properties throughout the City, their negative impact on neighboring properties has grown substantially. This situation, coupled with its corresponding drain on property tax revenues, prompted the creation of both the Greater Syracuse Property Development Corporation (GSPDC; see inset) and the proposed Vacant Property Registry (see inset). Both are likely to serve important functions in generating productive use of property within the Hi-Lo BOA and elsewhere throughout the City of Syracuse.

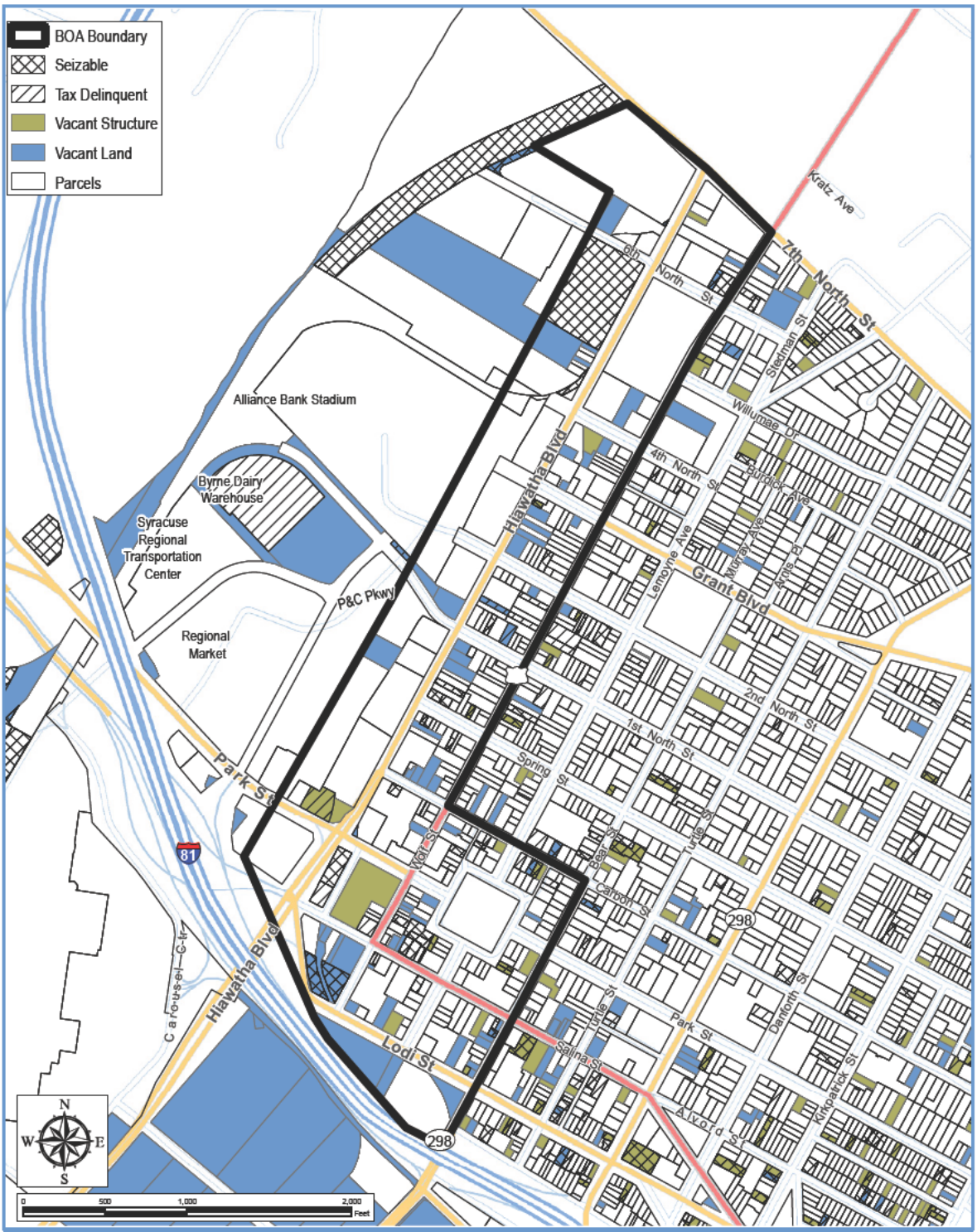
Greater Syracuse Property Development Corporation ("Land Bank")

In early 2012, the City of Syracuse and Onondaga County entered into an agreement to create the Greater Syracuse Property Development Corporation (GSPDC), one of the first five "Land Banks" to be created in New York State. Prior to its creation, the ability of the City and County to compel property owners to pay their delinquent property taxes had been hampered by increasing fiscal constraints and mounting liability concerns. For a number of years the City of Syracuse addressed the issue of delinquent properties through the sale of bundled tax liens. However, this practice failed to produce the level of property redevelopment it was intended to stimulate, and was eventually discontinued. Without the financial resources necessary to proceed with tax foreclosures, the number of seizable properties throughout the City has increased substantially in the last several years.

The passage of the New York State Land Bank Act of 2011 created a new option for the City and County in their approach to delinquent and seizable properties. The purpose of the GSPDC is to return delinquent properties to the tax rolls in a manner that is responsive to the needs of the community. The GSPDC will facilitate the tax-productive use of properties through two primary means: first, by creating a viable and actionable threat of tax foreclosure, the existence of the GSPDC will incentivize landowners to keep current on their property taxes; second, for those that remain seizable, the GSPDC will act upon its mandate to acquire and dispose of properties for tax-productive uses.

The GSPDC will acquire properties through an administrative foreclosure process commenced by the foreclosing jurisdiction (in most cases, the City of Syracuse). After acquiring properties, the GSPDC will determine an appropriate course of action for returning them back into productive use. Options may include property rehabilitation or structural demolition, if warranted, or simply marketing the property to new owners. Properties will be made available for sale to neighbors, community organizations, owner-occupants or investors, or may be reserved for public use. Together with parallel initiatives such as the Vacant Property Registry (see inset, Section 3.3), the authority of the GSPDC to acquire properties and return them to the tax rolls gives the City of Syracuse and Onondaga County an innovative suite of mechanisms to address both tax delinquency and vacancy throughout the City of Syracuse.

FIGURE 3.7: VACANT LAND, VACANT STRUCTURES AND SEIZABLE PROPERTIES



Source: City of Syracuse

3.2.3 Setting the stage for reinvestment

The presence of brownfields among other distressed commercial real estate, speculative investment properties, and vacant buildings presents a substantial obstacle for the attraction of new investments and the development of new, active uses. The complexity of the situation is fueled by the interrelated nature of each of these components, as well as an economic and regulatory climate that maintains access to artificially low-priced land on the urban fringe, despite the natural economic advantages of density and existing infrastructure. While the market for reuse and new construction is gaining steam in areas such as Downtown and Franklin Square, development pressure has not extended to the Hi-Lo BOA. In the absence of much development pressure, and in the face of uncertainty with regard to the future of various brownfield tax credit programs, speculative interests have little incentive to take on the lengthy and expensive task of remediation. This is the very cycle that the BOA program seeks to disrupt, by enabling local actions that make productive and active uses a greater value proposition than underutilized or idled properties.

3.3 Land Use, Zoning and Property Ownership

As described above, the Hi-Lo BOA has a long history as a mixed-use neighborhood. Unlike some other mixed-use districts within the city, the relationship between uses within the BOA is somewhat coarse. As opposed to the vertical integration of uses exhibited Downtown, or in Armory and Franklin Squares, the Hi-Lo BOA generally exhibits a more horizontal integration, wherein corners or entire blocks of complementary use types exist side by side. These patterns of use, along with zoning and ownership patterns within the area, bear directly upon the redevelopment potential of the corridor.

3.3.1 Land use pattern

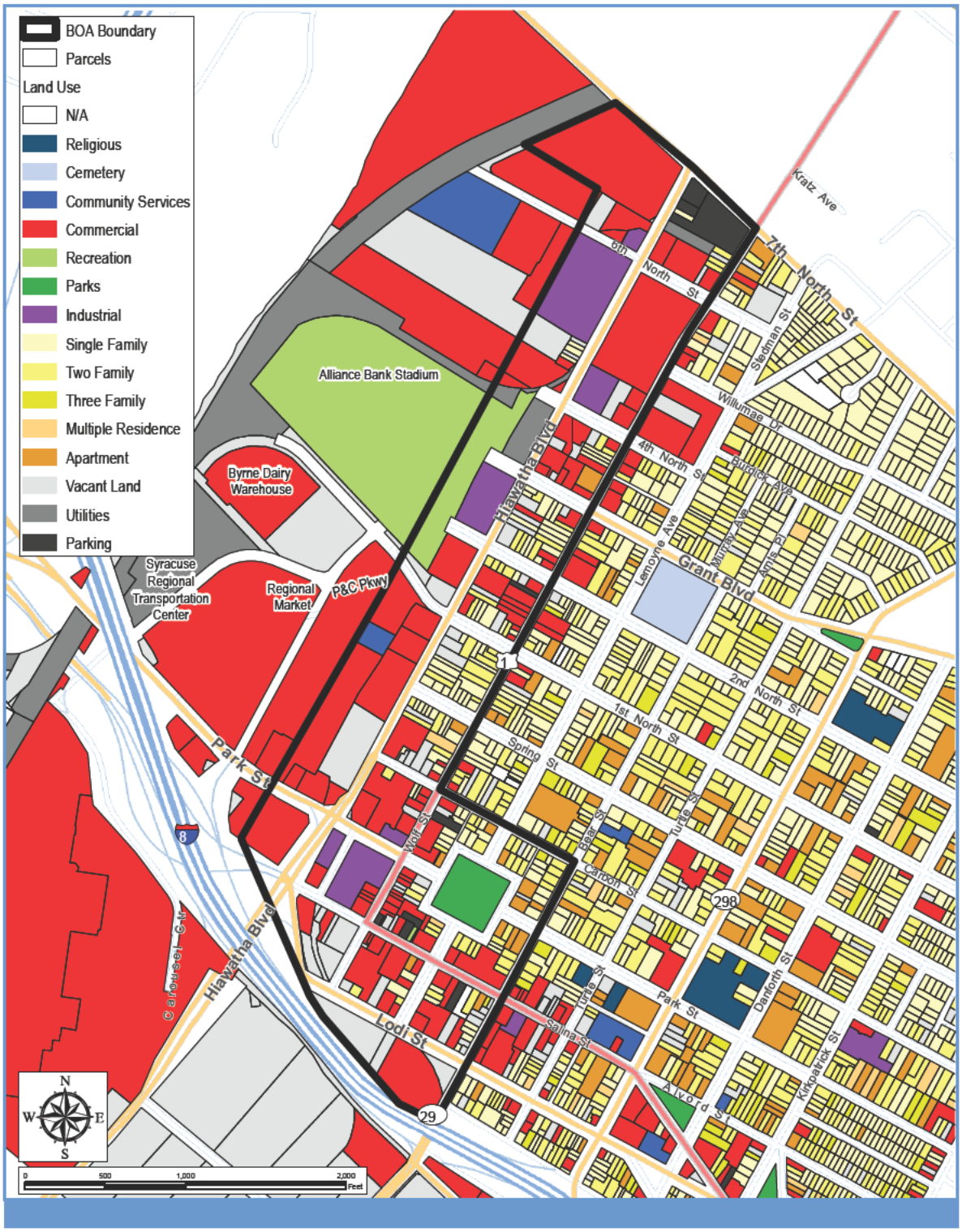
The Hi-Lo BOA contains a range of commercial, industrial, and residential uses, as well as vacant properties (see Figure 3.8A). Active industrial uses are much less common than historic levels, as most of the manufacturers, chemical companies, and other industrial uses have left the area or closed; however, it should be noted that the sparse pattern of industrial uses as shown in Figure 3.8A does not necessarily align with the perception of industrial uses in the area. Some properties, such as the former Muench-Kreuzer candle factory on Hiawatha Boulevard, are in the process of conversion (in this case, to residential use). Other businesses, such as Fox Hollow Movers or Roma Tile's fabrication shops, are classified as commercial uses despite their industrial character. Currently, industrial uses are more concentrated along Hiawatha Boulevard, with heavier and more active industrial uses located within the northern end of the BOA.

The largest of these uses, Cooper Crouse-Hinds' manufacturing facility, is located just outside of the BOA district. Other active industrial uses, though smaller in footprint than that facility, are still some of the more significant properties within the BOA. These include the Syracuse Packaging complex, Hiawatha Place (featuring a small number of fabrication and distribution businesses), Bodow Recycling, and Roma Tile. Other properties that had been designed and built for industrial use are currently underutilized or vacant, most notably the Moyer/Penfield manufacturing complex between North Salina and Park Streets.

Commercial uses are spread throughout the BOA, located on Lodi, North Salina, and Wolf Streets, as well as Hiawatha Boulevard and several of the cross-streets in between each. Commercial uses along Hiawatha Boulevard tend to feature larger parcel sizes than those located elsewhere within the district, while the neighborhood-serving commercial uses along Wolf Street tend to be smaller and more integrated with various adjacent use types (i.e. residential properties and vacant land).

Commercial uses contribute much to the level of activity along Wolf Street especially. Active uses include several neighborhood markets, the largest of which (Dully's Express) is located at Wolf and Second North Streets. In addition to the markets, the BOA includes several well-established food service businesses, including but not limited to Stella's Diner in the southwestern end of the district, the Second North Deli at midpoint, and Just One Bite at the northeastern end. Service businesses include gas stations, automobile sales and service, HVAC technicians, electronics dealers, and several others. Retail uses include apparel outlets, tattoo parlors, a sports training facility, and many more.

FIGURE 3.8A: EXISTING LAND USE



A more complete assessment of commercial and retail uses within and around the BOA is presented as part of the market analysis in Section 4.

The activity level surrounding different commercial uses varies greatly, dependent not only on each respective product or service type, but also on their hours of operation, geographic reach of their respective markets, and frequency of use by their clientele. Some, like the bodega-style markets midway along Wolf Street, are neighborhood-oriented, serving the daily needs of residents and local employees. Others, such as the Syracuse Antiques Exchange, Roma Tile, or Perfect Practice, may draw customers in from around the region- in many cases requiring more parking spaces but fewer hours of operation than neighborhood-serving businesses.

Still other commercial uses may not be supported or even welcome by some groups of residents, yet have managed to establish a niche within the BOA. During the public outreach sessions described in Section 2, several residents and business owners shared unfavorable perspectives regarding the adult-oriented businesses that have developed around the intersection of North Salina and Wolf Streets, including strip clubs and purveyors of smoking paraphernalia. Although these uses are permitted by the City's zoning ordinances, their concentration in this neighborhood has caused some concern for their impact on nearby uses and the character of the district.

Residential uses are uncommon along Hiawatha Boulevard, being more dominant along Wolf Street and the cross-streets in between the two. Nearly all residential uses within the boundary of the BOA feature one- to three-family structures, with only one multifamily apartment building (the Crown North complex) located on Wolf Street between Spring and Carbon Streets. The two- and three-family structures in the district are often converted single-family homes. Several residential-style buildings have also been converted for commercial uses.

Some residential nodes within the district were developed as workforce housing by the nearby industries, while other portions were developed by the laborers themselves. Unlike adjacent neighborhoods further south along Park and Grant Streets, the majority of the housing stock within the BOA district is small and undifferentiated; the area's history as a neighborhood of workforce housing has created a housing stock where no particular style dominates, and where the market retains potential for first-time buyers and both low- and middle-income workers.

The Hi-Lo BOA also features a large number of vacant properties, those without building improvements on site. Vacant properties are distributed relatively evenly throughout the district, often located either adjacent to or within close proximity to similarly undeveloped parcels. As shown in Figure 3.8A, there are approximately 54 vacant parcels within the BOA, ranging from small and narrow lots in the center of the district to larger, deeper lots near both the southern and northern ends.

From a redevelopment perspective, some of these vacant lots are strategically important, and others may

Vacant Property Registry

In an effort to address the growing number of vacant buildings throughout the City of Syracuse, and to incentivize landowners to make more productive use of them, the Division of Code Enforcement has proposed a Vacant Property Registry (VPR). If enacted, the VPR will require the owners of certain unoccupied properties to register those properties for an escalating annual fee. As drafted, the VPR will apply only to unoccupied properties with open code violations and no active building permits. Fees will be levied according to property type (e.g. 1-3 unit residential, 4-6 unit residential, commercial, etc.) and length of time on the registry.

The intent of the VPR is to disincentivize vacant and blighted structures, and to encourage the owners of these structures to manage their buildings responsibly. The VPR targets a subset of property owners that are difficult to reach through other measures: many properties are ineligible for the GSPDC because they are tax-current; existing efforts to monitor code violations do little to incentivize property utilization; and the available funding for property rehabilitation and/or demolition is inadequate in comparison to the scope of the vacancy problem. If adopted, the VPR is expected to become one of a number of efforts aimed at stemming the tide of vacant properties, mitigating their negative impacts on adjacent parcels, and stabilizing neighborhoods throughout the City.

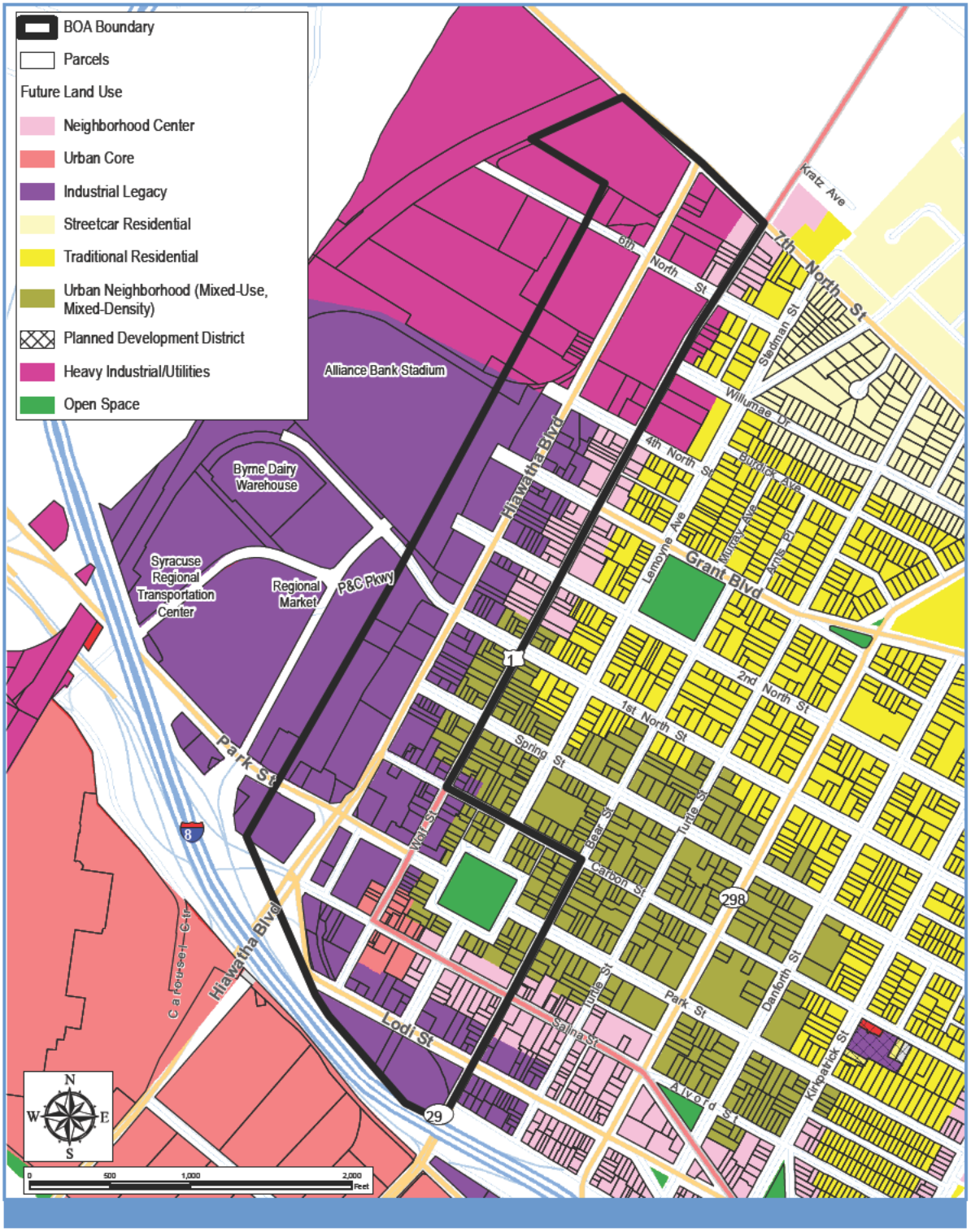
be less consequential for the purpose of reinvestment. The condition and use of these vacant lots varies substantially from those that may contribute adversely to the character of the corridor to those that may serve the functional requirements of neighboring properties and essential services. Some of the latter category may be the product of incremental subdivisions that "orphaned" small portions of the original property, or those that serve (or served) functional requirements of adjacent properties or the neighborhood as a whole. These would include the 0.05-acre lot at the eastern corner of Park Street and Hiawatha Boulevard, which currently houses a transformer and is not large enough to accommodate additional development. Others include a series of properties on the north side of Carbon Street between Wolf Street and Hiawatha Boulevard (currently as car storage for an adjacent automobile repair facility), and a landlocked parcel between Fourth North Street and Grant Boulevard (used as parking and storage for an adjacent construction company).

Other vacant properties may be more strategically important from a developmental perspective for the purposes of land assembly. A series of vacant parcels exists in the southern end of the BOA, featuring a number of large properties between Lodi Street and the I-81 right of way, as well as properties that are part of the Quanta Resources Superfund site at the corner of Lodi and Wolf Streets. Two other concentrations of vacant property exist at the corner of Hiawatha Boulevard and First North Street, and further up Hiawatha between Second North Street and Grant Boulevard.

A thorough inventory of land use patterns must consider not only those uses that exist currently, but also those that are proposed for the area. As shown in Figure 3.8B, the City of Syracuse's draft Land Use and Development Plan 2040 recommends five general "character areas" within the Hi-Lo BOA. The summary recommendations for development within these areas are as follows:

- Industrial Legacy- New construction should mimic the surrounding residential forms or the larger industrial forms (usually close to the sidewalk) depending on use. Fenestration patterns should respect surrounding precedent, as well. Setbacks, lot sizes, and parking arrangements will vary widely here since most projects are adaptive reuse of existing buildings, but every effort should be made to make development pedestrian friendly and provide ample landscaping and adequate screening in and around parking areas. Sidewalks here will often be narrower than in the Urban Core or Neighborhood Centers, but pedestrian spaces may be created on private parcels with ample open space.
- Neighborhood Center- Uses here include retail, services, restaurants, office, and residential. Active uses should be located on the ground floor whenever possible. Large new buildings are inserted into the streetscape should break up their sidewalk-facing façade with vertical articulation and windows to fit in with the smaller surrounding buildings and avoid visual monotony. Sidewalks should be wide enough to accommodate for heavy pedestrian traffic and, in some locations, café seating.
- Urban Core- This area is the most 'urban' feeling, built-up, mixed-use center of activity. Buildings come up to the sidewalk and feature large first-floor storefront windows. Upper floors may include residential, office, or commercial uses. Building façades and upper floor windows should be vertical in orientation. Wide sidewalks accommodate heavy pedestrian traffic and café seating in some locations. Parking is located behind buildings and well-screened when this is not possible. There are very few one-story or detached buildings in these areas. Building heights do not typically exceed six stories.
- Urban Neighborhood (Mixed Use, Mixed Density)- These are predominately residential neighborhoods, typically adjacent to former industrial and commercial employment centers... Small-scale retail was frequently scattered throughout the neighborhood (primarily at intersections). Other areas classified as Urban Neighborhood in this plan were developed as large single-family residences, but have been subdivided into multi-unit residential and offices. These areas also include row-houses, apartment blocks, and small apartment buildings... These areas include a broad variety of building forms; setbacks and lot size vary widely, but should be kept consistent with the rest of their block. Conversion to low-impact commercial uses is acceptable, but these should not exceed 1,500 sq. ft. These areas are typically found within walking distance of

FIGURE 3.8B: FUTURE LAND USE



Neighborhood Center, Urban Core, Adapted Mansion Corridor, and Industrial Legacy character areas. While the list of uses found here may be comparable to those in a Neighborhood Center or Urban Core, the neighborhood is predominately residential, building forms are residential in origin (although some converted residences may include storefronts), and siting includes front-yard style setbacks and dense tree-canopy.

- Heavy Industry/Utilities- Heavy industrial areas typically located near major rail and highway transportation corridors. They serve as an economic anchor of the community. Restrictions on building style are less relevant here, but screening and protection of the nearby pedestrian environment should still be taken into consideration.

Like the Hi-Lo BOA initiative, the draft Land Use and Development Plan recognizes the factors that have shaped the development of the corridor over time. Likewise, it also seeks to capitalize on those factors to guide future development in ways that produce value for residents, business owners, and investors, both in terms of financial return and the local quality of life. The draft Land Use and Development Plan accounts for the transitional nature of the areas within and adjacent to the Hi-Lo BOA, and aims to coordinate redevelopment and infill within the area to reinforce the urban character of this mixed-use district. To achieve such ends, both the Land Use and Development Plan and the Hi-Lo BOA will be used to inform the future revision of the zoning ordinance.

3.3.2 Zoning

The City of Syracuse currently administers land use regulation through its primarily use-based zoning code. As shown in Figure 3.9, five zoning districts apply throughout the corridor, in addition to one overlay district. Each of these districts features a number of permitted uses, as well as a series of bulk regulations, as follows:

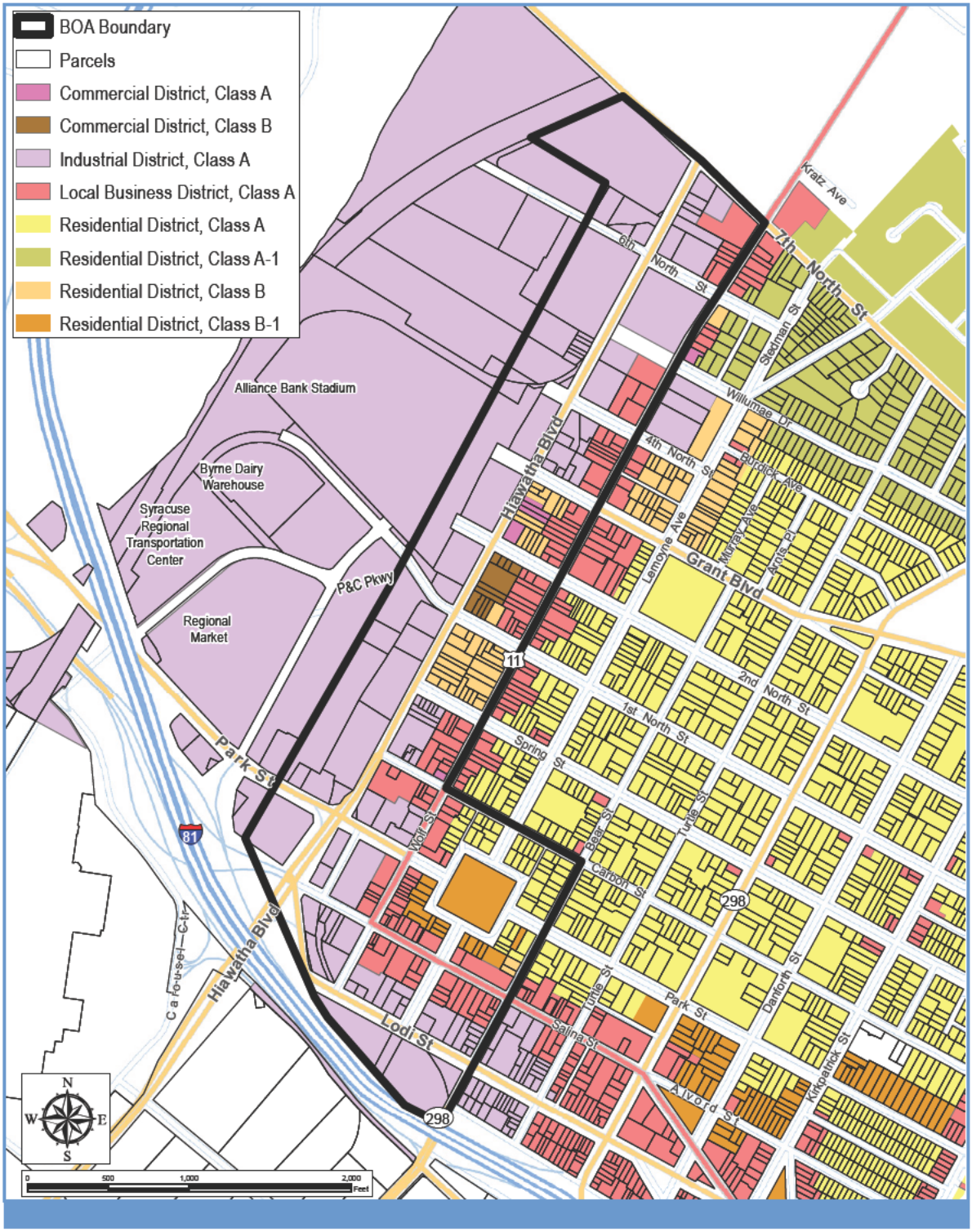
- Industrial District, Class A: The purpose and intent of this district is to provide appropriate areas on or near major routes within the City of Syracuse permitting the development and continued use of lands for compatible retail, commercial and industrial uses, while prohibiting land uses that are not compatible with the permitted land uses or considered to be hazardous, objectionable or offensive by reason of noise, vibration, dust, smoke, odors, and the like to the public health, safety, welfare and interests.
- A large block of IA district property is located to the west of Hiawatha Boulevard. Additional IA properties are located between Hiawatha and Wolf (generally abutting Hiawatha), with concentrations in the northern and southern portions of the corridor, and abutting both sides of Lodi Street.
- Local Business District, Class A: The intent of this district is to provide areas within the City of Syracuse, but outside of the Central Business District, which permit the intensive development of land for mixed residential, retail, service and certain industrial uses. The specific purpose of this district is to create local and general business areas which provide goods and services to the public requiring both direct and frequent access; and to provide compatibility of residential and nonresidential land uses by permitting retail business and service uses that have operating characteristics of such a degree so as not to be considered hazardous, obnoxious, deleterious or a nuisance to the uses permitted in and adjacent to this district, or to the public that this district is intended to serve.

  BA district properties are distributed in block-long concentrations along both sides of Wolf and North Salina Streets.

- Commercial District, Class A: The purpose of this district is to provide appropriate areas on or near major routes within the City of Syracuse which would permit the development and continued use of lands for compatible retail, commercial, and light manufacturing uses. In promoting the general purpose of this district, the specific intent is [to]: encourage land uses that are characterized by infrequent visits of both customers and clients; generally prohibit all residential uses normally found in residential districts to assure compatibility of permitted uses; [and] prohibit all development and the establishment of any uses which would be hazardous, objectionable, or offensive relative to noise, vibration, dust, smoke, odors, heat, glare and the like and thus to protect the public health, safety, welfare and interests.

  Only six CA district properties are located within

FIGURE 3.9: EXISTING ZONING DISTRICTS



the BOA boundaries, occurring in a cluster along Hiawatha Boulevard, between Second North Street and Grant Boulevard, and a single property at the northern corner of Wolf and Carbon Streets.

- Commercial District, Class B: The purpose of this district is to provide appropriate areas on or near major routes within the City of Syracuse which would permit the more intensive development and continued use of lands for compatible retail, commercial, and light manufacturing uses. In promoting the general purpose of this district, the specific intent is [to]: encourage land uses that are characterized by infrequent visits of both customers and clients; generally prohibit all residential uses normally found in residential districts to assure compatibility of permitted uses; [and] prohibit all development and the establishment of any uses which would be hazardous, objectionable, or offensive relative to noise, vibration, dust, smoke, odors, heat, glare and the like and thus to protect the public health, safety, welfare and interests.

  A concentration of 12 CB district properties is located along Hiawatha Boulevard, between First and Second North Streets.

- Residential District, Class B: The general purpose of this residential district is to provide for areas within the City of Syracuse which permit high density residential development consisting of a mixture of single-, two-, three-, four- and multiple-family dwellings, and other compatible land uses that are characterized by a similar high land use intensity. In promoting the general purpose of this Ordinance, the specific intent of this Article is [to] encourage the construction of, and the continuous use of the land for single-, two-, three-, four- and multiple-family dwellings; to encourage the development of recreational, religious and educational facilities required for, and compatible with a balanced high density residential neighborhood.

  In addition to the types of development the RB ordinance encourages, it also discourages any types of land uses (specifically commercial and industrial) that would interfere with high-density residential development. An entire block of RB district properties is located between Hiawatha Boulevard and Wolf Street, bounded by Spring and First North Streets. Additional RB properties are also located in the center of the corridor, with none located northeast of Grant Boulevard or southwest of Spring Street.

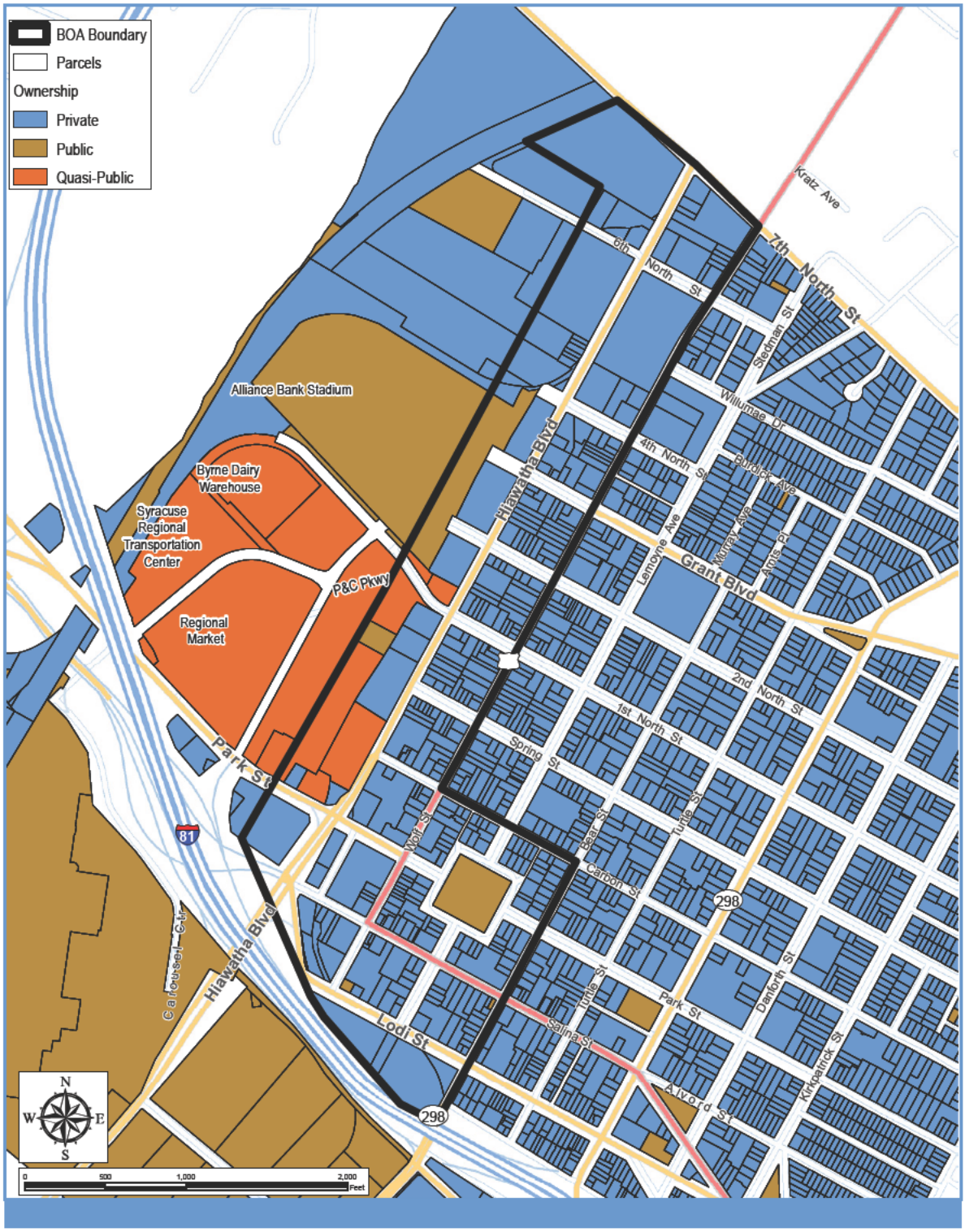
- Tourism Overlay District: Within the BOA boundary, the Tourism Overlay District applies to all properties between North Salina Street and the I-81 right of way. The Tourism Overlay regulations were drafted in relation to plans for a large-scale resort development formerly associated with Destiny USA. While this development is no longer proposed, the zoning changes it precipitated remain on the books

In addition to those districts listed above, two residential districts (Residential District Classes A-1 and B-1) occur in close proximity to the BOA boundary. While these districts' respective regulations do not bear directly on properties within the boundary, they are important considerations regarding the compatibility of future uses with adjacent uses.

Although the basic framework of the zoning code is closely related to land uses, the boundaries of these districts and their primary purposes (e.g. Industrial, Commercial, etc.) do not mirror existing land uses described in Section 3.2.1 and in Figure 3.8A. From one block to the next, residential uses can be found in industrial or commercially-zoned districts, industrial uses in local business districts, etc. A number of factors contribute to these conditions. First, the lists of permitted uses within industrial, commercial, and local business districts are not drafted for the purpose of excluding less intensive uses, but rather for the purpose of providing spaces within the city where such uses may be located. For example, Industrial District Class A regulations permit the development of not only manufacturing and warehousing, but also of restaurants, entertainment, residential dwellings, and community centers (among others). Local Business District Class A regulations also allow for residential development, religious facilities, institutional uses, and parking lots (among others). This type of use-based flexibility is critically important for creating and maintaining a mixed-use urban setting.

Second, city administrators may grant use variances for a given development proposal. Such requests are not routinely granted, and are subject to review through the Board of Zoning Appeals (BZA). Board members review applications for zoning variances in light of particular site conditions, compatibility with neighboring uses,

FIGURE 3.10: OWNERSHIP



and applicable development plans for the area. Lastly, some uses are neither permitted by right nor variance, but rather exist as nonconforming uses often subject to code enforcement actions.

Throughout the City of Syracuse (and in many other urban settings), such differences between the nominal purpose of a given zoning district and the existing uses within that district are generally more common in transitional or mixed-use neighborhoods such as the Hi-Lo BOA than they are in solidly residential districts. This distinction is visible between land use and zoning patterns southeast of the BOA, where the uses found in Residential District Class A are more consistently aligned with the general purpose of that zoning district.

As the nature of urban development in the post-industrial economy continues to evolve, the focus of existing zoning codes on the regulation of land uses may no longer fit the types of redevelopment options that the community prefers. Stakeholder feedback in favor of mixed uses and high-quality design suggests that a shift away from more stringent use-based regulation and toward more flexible form-based regulation may be a more appropriate tool in guiding redevelopment that is compatible with public preferences.

3.3.3 Ownership

Like land use and zoning patterns, ownership interests in properties are an important consideration regarding the potential for reinvestment throughout the Hi-Lo BOA. In many cases, the particular motivations of individual property owners can determine the extent to which a property will participate in public initiatives such as the Brownfield Opportunity Area or the Brownfield Cleanup Programs. For example, landowners that hold property solely for the purpose of speculation may not be as inclined to participate in such initiatives as those that are interested in turning marginal or contaminated property into productive and profitable uses. Likewise, existing owners that are aware of property contaminants may not see a financial advantage in disclosing any more information about such issues than what is required by law. In addition, fragmented ownership of several target parcels could present a barrier to some redevelopment efforts, whereas consolidated ownership may result in fewer barriers to land assembly. There are 22 property owners within the BOA that own more than two parcels each, and some that own as many as seven.

The Hi-Lo BOA features a variety of ownership interests, including private and public, individual and corporate. Of the 255 parcels included within the BOA boundary, the majority (approximately 95%) are held by private individuals, companies, or corporations. Many of these privately-owned parcels are held by limited liability corporations (LLC's). Some of these entities are speculative owners, others are active in managing properties, or may be paper corporations designed for the tax purposes of businesses or individuals with operations on site. Many LLC's are single-asset corporations, meaning that they are created solely for the purpose of owning one individual property. Although each is associated with a mailing address, limited information is available about these entities, including the identity of LLC shareholders and their location of origin (i.e. whether they are local, out-of-state, or in some cases held by foreign ownership interests). The concentration of single-asset LLC's within the corridor can complicate code enforcement actions on behalf of the city because owners are difficult to reach, and because the limited scope and speculative nature of their holdings does not incentivize diligent property maintenance.

As shown in Figure 3.10, 14 parcels within the BOA boundary are held by public entities or utilities. The largest public ownership interest within the BOA is that of the Regional Market Authority; the Authority owns six parcels totaling approximately 41 acres. Geographically, the Market Authority's largest holdings are outside of the BOA boundaries, although a few of its smaller parcels abutting Hiawatha Boulevard are wholly within the boundary. Other public ownership interests include Onondaga County (two parcels totaling approximately 10.5 acres) and the City of Syracuse (three parcels, less than a quarter acre total). National Grid owns a single half-acre parcel as well.

While municipal or county ownership may help to facilitate property remediation and/or other investments to some degree, the most meaningful opportunities for community and economic development are likely to arise from productive private land ownership. Both the City of Syracuse and Onondaga County have a role to play in encouraging productive and responsible property use; in certain circumstances, such as property abandonment or tax delinquency, this process may require public resources to return distressed and disinvested real property to the tax rolls. Given the extent of such cases throughout the City, and the limited

budgetary resources with which to address them, the GSPDC is likely to become an invaluable partner in this process (see inset in Section 3.2.2).

3.3.4 Building inventory

Though many are underutilized, vacant, or tax delinquent, the BOA district contains many buildings that are also well utilized, or otherwise attractive for redevelopment. Whether or not they are occupied, many of the buildings within the corridor may also be historically significant to some degree (see Section 3.7). Although it is difficult to know exactly how many structures have been erected and subsequently demolished over the course of this neighborhood's development, public records show that a significant portion of the extant building stock (37 of the 190 standing buildings) was built during World War II, perhaps in response to the ramping up of industrial and manufacturing capacity during that time.

Of the many residential structures in the corridor, a total of 62 were built in 1900 or earlier, and nine of these were built in 1850 or earlier. The oldest residential buildings in the BOA include a single family residence 640 Hiawatha that was built in 1810 (there were not many buildings of any type in this area at that time) and two-family residence at 1615 First North, built in 1837. Of the buildings classified as commercial, 37 were built in 1940 or earlier. The oldest of these (3110 Grant Street) was built in 1900.

Only a limited number of buildings within the BOA district are classified as "industrial" in city records; it is likely that many of the properties now classified as commercial were originally built for industrial purposes. The oldest industrial building in the BOA district is the Moyer building at 301 Wolf, built in 1909. This building is part of the historically significant Moyer/Penfield complex, designed by Ward Wellington Ward and described in Section 3.7. The Muench-Kreuzer building at 617 Hiawatha was built in 1920; at one time, this was one of a number of candle factories that operated in the city's Northside. As mentioned above, this building (also known as the "Emkay" building) is currently being redeveloped for loft condominiums. In addition to the Moyer and Emkay buildings, two other former industrial buildings at 1925 Park Street and 1714 North Salina Street (both built in 1935) may present attractive opportunities for adaptive reuse or some other form of redevelopment. Several of the buildings in this corridor may be eligible for various preservation programs at the local, state, or federal level.

Additional details regarding a number of key properties within the corridor are provided in Appendix C, including building characteristics and relevant real property data.

3.3.5 Setting the stage for reinvestment

The existing land use pattern evident throughout the Hi-Lo BOA provides a foundation for property reinvestment and development that capitalizes on urban character, existing infrastructure, and a mixture of use types. Although the land use patterns and inventory evident within the BOA are distinct from those found in other industrial (or formerly industrial) districts such as Franklin Square, the Hiawatha Boulevard and Wolf Street corridors exhibit at least two land use-related advantages that suggest that a similar degree of economic development is achievable:

- Early development within the BOA will have a greater variation of land use types and commercial/retail types within close proximity as compared to Franklin Square. Within a matter of blocks, any development within the BOA will have access to services (e.g. dry cleaners, gas station) and neighborhood retail (e.g. general merchandise, food, specialty stores). In addition, both the largest regional retail outlet and the nearest major grocery store are only a short distance from any location within the BOA.
- The BOA is directly adjacent to a larger number of regional draws. In addition to the nearby Destiny USA, a number of large regional facilities are within a short walk of most of the BOA, including the CNY Regional Market, the Regional Transportation Center, and NBT Bank Stadium.

While the two areas are dissimilar in many important respects, land use issues are worth noting in considering the prospects for early-stage property reinvestments within the BOA. To the extent that urban developments and adaptive reuse projects are becoming more attractive and increasingly common within the marketplace, these advantages can help to support future initiatives within this area.

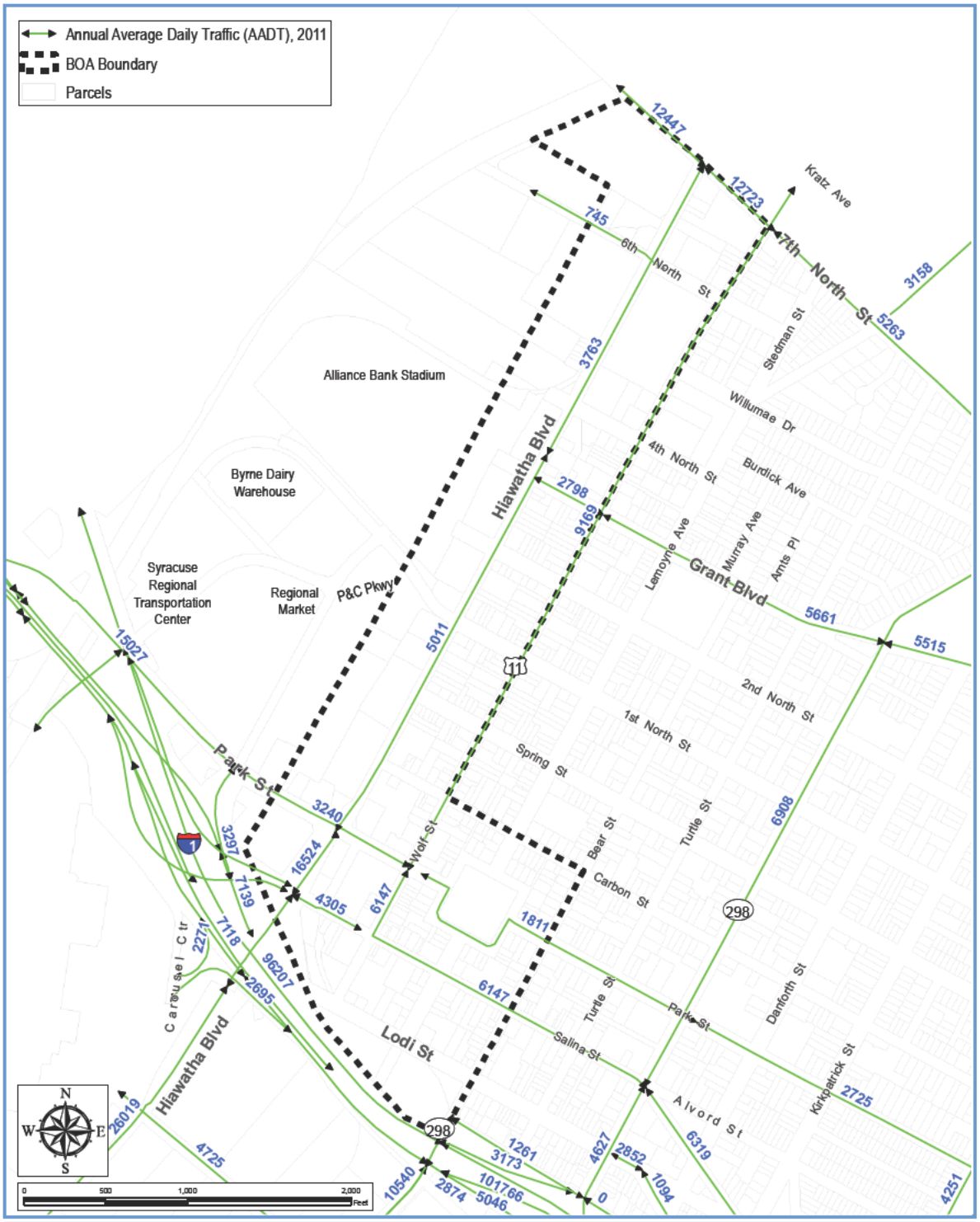
FIGURE 3.11: ROAD CONDITIONS

Source: *City of Syracuse*

FIGURE 3.12: FUNCTIONAL CLASSIFICATIONS

Source: *SMTC*

FIGURE 3.13: TRAFFIC COUNTS WITHIN HI-LO BOA



Source:*NYSDOT*

3.4 Transportation Systems

As with any other area in need of new investment, transportation systems and infrastructure within and adjacent to the project area will play a key role in the redevelopment of the Hi-Lo BOA. Roadways, rail, public transit, and pedestrian and bicycle networks are found throughout the district, although the quality and physical conditions of each varies dramatically from one location to the next. The existing conditions of roadways, public transit, pedestrian and bicycle systems, and railroads is discussed below, followed by a summary of the capacity for development that could be supported by these systems and their respective improvements.

3.4.1 Roadways and vehicular infrastructure

The infrastructure that supports automobiles is certainly the most prominent and the most widely used transportation network within the BOA district. In addition to passenger vehicles, it is used by commercial vehicles (e.g. delivery trucks), emergency vehicles (e.g. police, ambulance and other first-responders), and by public transit (buses). Automobiles also share the roads with pedestrian and bicycle traffic. As a result, much of the safe and efficient movement of goods and people in the BOA district is dependent upon the condition and of its roadway infrastructure. For the purpose of this assessment, roadway conditions are considered to include supporting infrastructure such as lighting, drainage facilities, traffic signals, signage, bridges, and barriers such as curbs and guiderail.

3.4.1 Existing Road Conditions

Transportation agencies evaluate the surface condition of road pavement, as well as existing and projected traffic demands, in order to best allocate maintenance resources. The New York State Department of Transportation (NYSDOT) rates road pavement conditions on an ascending scale of 1 to 10, with 1 being the worst and 10 being the best. Not all roads are rated by agencies. The roads in the BOA district that are rated range from Poor (1-5) to Good (7-8), as illustrated in Figure 3.11. Observations made during site reconnaissance generally corroborate these conditions ratings, though it should be noted these ratings do not account for the conditions of roadway infrastructure other than pavement.

Noteworthy conditions ratings of BOA roads include the Poor rating assigned to North Salina Street east of Hiawatha Boulevard and the entire span of Hiawatha from the southern extent of the BOA district to Second North Street (note: the segment of Park Street west of Hiawatha has been paved since the publication of this data). The remaining segment of Hiawatha Boulevard in the BOA, from Second North to Seventh North Street) is rated as Fair (a rating of 6 out of 10). The relatively low ratings assigned to these segments in the project area should not be considered a significant obstacle to redevelopment; repairs to the pavement will be needed regardless of the future use or redevelopment of the BOA district. There may be the potential to combine streetscape improvements with future road repairs along Hiawatha Boulevard with the objective of construction cost savings. Performing the work simultaneously could shorten the total duration of construction, and thereby shorten the duration of construction-related disturbance in the community. Roadway repairs should include improved pedestrian infrastructure. (e.g. crosswalks, countdown timers, etc.)

3.4.1.2 Functional Classifications

The Federal Highway Administration (FHWA) defines functional classifications to indicate the traffic volume that a given roadway is intended to support. The functional classification hierarchy, arranged from highest traffic volume to lowest, includes arterial, collector, and local roadways. These classes are defined by the FHWA as follows:

- Arterial – provides highest level of service/mobility at the greatest speed for the longest uninterrupted distance with some degree of access control.
- Collector – provides a less highly developed level of service at lower speeds for shorter distances by collecting traffic from local roads and connecting them with arterials.
- Local – consists of all roads not defined as arterials or collectors; primarily provides access to land with little or no through movement.

As illustrated in Figure 3.12, the Hi-Lo BOA district contains several Minor Arterial roads (Wolf Street, Hiawatha Boulevard, Seventh North Street, North Salina Street, Park Street west of Wolf, and Grant Boulevard), and one Major Collector (Park Street east of Wolf). These classifications are generally consistent with the traffic

FIGURE 3.14: PUBLIC TRANSIT SERVICES WITHIN THE BOA

volumes indicated in traffic count data described below.

3.4.1.3 Traffic Count Data

Traffic count data provide a basic depiction of traffic patterns throughout the corridor. Data from traffic counts performed by the NYSDOT is shown in Figure 3.13 This figure notes traffic counts measured in Annual Average Daily Traffic (AADT) and peak hourly travel. AADT represents the amount of bidirectional traffic (i.e. the total number of vehicles travelling in both directions) that can be expected on a given road on a typical day. The AADT values are daily traffic volume averages that are adjusted for seasonal and weekly trends.

The impact of the bifurcated development pattern in the Hi-Lo BOA district is evident in both the AADT and peak hour measurements. As shown in Figure 3.13, traffic levels are notably higher on Wolf Street than Hiawatha Boulevard. This trend is evident in both the peak hourly and the AADT values, indicating that Wolf has more vehicle traffic overall and a higher peak hourly rate. This relationship is primarily a product of the difference in development density between Wolf Street and Hiawatha Boulevard; Wolf Street features a denser development pattern with greater variation in land uses, which is likely to generate higher traffic volumes. In addition, Hiawatha Boulevard terminates at Seventh North Street, while Wolf Street (which is also US Route 11) continues north beyond municipal limits.

3.4.2 Public transit

The public transit network is a critically important feature of the Hi-Lo BOA district for a number of reasons. The availability, safety, and convenience of the public transit system will be an important component of any future development opportunities that take shape within the district. The William F. Walsh Regional Transportation Center (RTC), located west of the corridor near the CNY Regional Market, is the primary hub of public transit serving this area. The proximity RTC is an asset to be considered when evaluating redevelopment options for the BOA.

As shown in figure 3.14, the RTC facilitates interconnectivity between bus and rail transit while offering a variety of transportation options for both local and regional travel. Local travel is provided by the public bus system, Centro, while regional travel is provided by Amtrak, Greyhound, MegaBus and Trailways. Centro, a subsidiary of the Central New York Regional Transportation Authority (CNYRTA), provides bus routes throughout the City of Syracuse and the surrounding areas. By improving accessibility of the RTC to the BOA residents, Centro also improves the accessibility of regional travel, and provides the ability to bring customers to the BOA from nearby transit hubs such as Destiny USA and downtown Syracuse.

A Centro Park and Ride facility is located at the RTC, which offers Centro riders free parking. Centro routes and bus shelters within and adjacent to the BOA district are also illustrated on Figure 1. While there are several Centro routes that bisect the BOA district, access to stops along these lines can be challenging for those with impaired mobility or during bad weather. Pedestrian access along some of the broken sidewalks in the BAO district is difficult for able-bodied residents and can be impassible for residents with mobility impairments. Walking even short distances in bad weather, particularly when sidewalks are not shoveled, can be problematic and even dangerous for many residents. Due to the varying quality of many of the sidewalks and crosswalks in the district, residents' access to Centro buses is compromised in many locations. Centro does offer increased-accessibility options, such as Call-A-Bus and Onondaga Senior Call-A-Ride (OSCAR) Program, as well as reduced fares for disabled, elderly and children passengers on regular bus routes. These services improve the accessibility of public transit for those with impaired mobility, and should be supplemented with improvements to the condition of bus stops in and around the corridor.

Amtrak provides rail passenger service via three different routes: the Lake Shore Limited, Empire Service, and Maple Leaf. Through connections accessible along each of these routes, passengers can essentially travel by rail throughout North America. The RTC also features regional bus services, including Greyhound, MegaBus and Trailways, which are also connected to their respective national systems.

A high speed rail system known as the Empire Corridor is currently being evaluated for the 463-mile rail corridor between New York City and Niagara Falls. This New York State Department of Transportation (NYSDOT) led project is currently in the planning phase; a Draft Environmental Impact Statement, or DEIS, is expected to

be released for public comments in the first half of 2013. The project's objectives include reducing travel time for riders, increasing ridership, decreasing traffic demands on other transportation systems such as the New York State Thruway, and strengthening economic growth. Realization of such a project would require a substantial investment in the region's transportation infrastructure. The proposed system would allow for rail travel at speeds between 90 and 250 miles per hour (MPH); trains are currently limited to less than 80 MPH. Among other cities, Syracuse is identified as a "Major Travel Market" and would be a system hub, which would most likely be located at the Regional Transportation Center. If such a project were to materialize, regional transportation access via the RTC would increase, which could offer valuable economic development opportunities in and around the BOA. While the feasibility of such a project is not yet determined either at the state or local level, the potential opportunities for development in the area are significant.

3.4.3 Pedestrian and bicycle networks

Pedestrian and bicycle networks offer the lowest cost of all transportation options, from the perspective of both construction and use, while also featuring the greatest amount of environmental and health benefits for users. The City of Syracuse has prioritized the promotion of walking and cycling as both a means of transportation and as a recreational or fitness-related activity. The benefits of walking and cycling include reduced traffic congestion, better air quality, and lower construction and maintenance costs. When the infrastructure that supports these activities is safe and secure, it is an attractive and beneficial transportation alternative to driving. Pedestrian and bicycle networks are also critically important for community members that cannot afford personal vehicles.

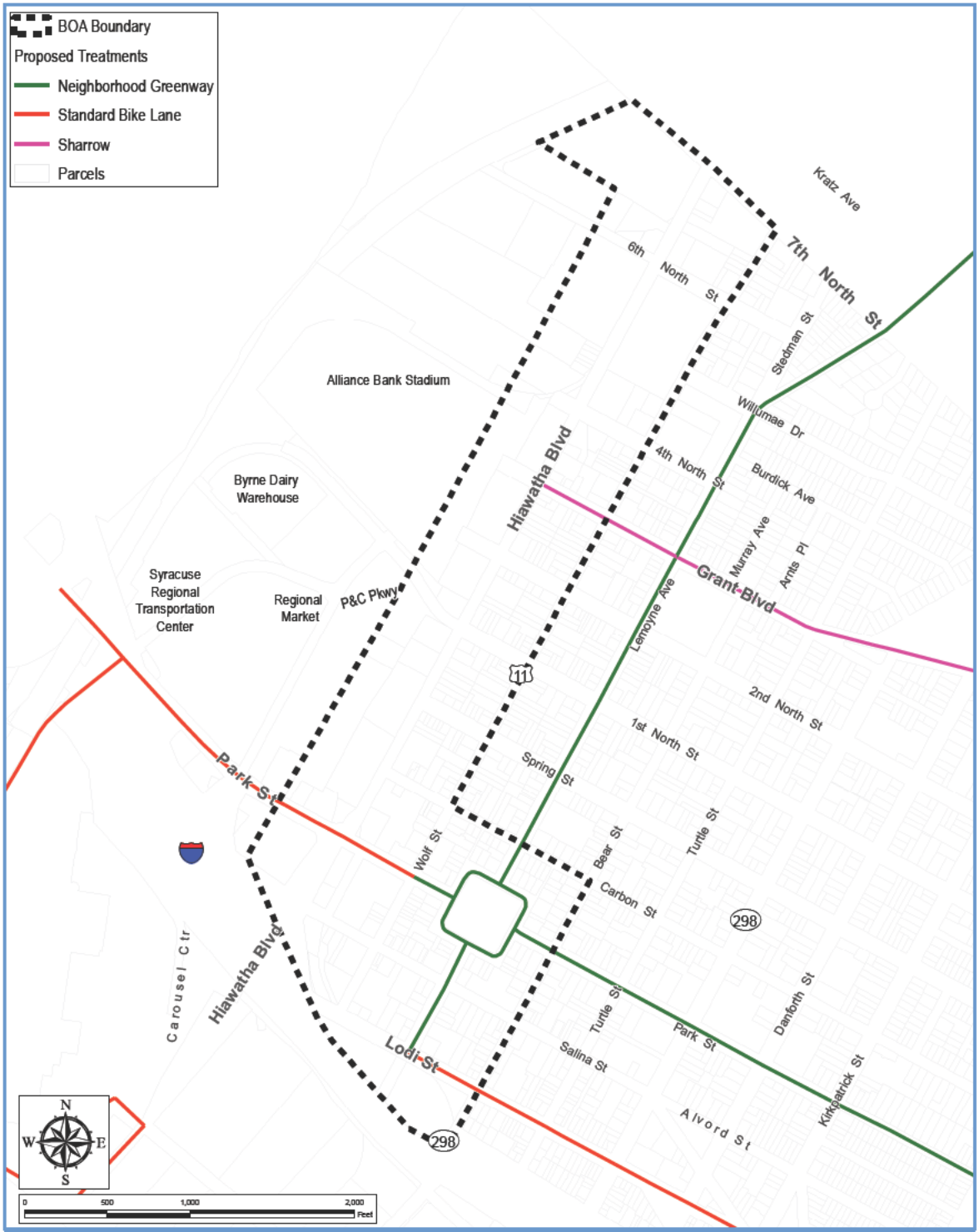
Walking and cycling are also important potential components to a comprehensive strategy for the BOA district because of its proximity to the existing Ley Creek/Bear Trap Creek Trail, and the proposed "Loop the Lake" trail around Onondaga Lake. The Ley Creek/ Bear Trap Creek follows Ley Creek then Interstate 81 in a north-south direction, and is accessible from the RTC. The Bear Trap Creek portion of the trail is located northwest of the BOA district and runs 1.6 miles from Seventh North Street to the Mattydale Plaza, all in the Town of Salina. The proposed trail around Onondaga Lake would eventually encompass the entire lake on a 12-mile course. If all trails were fully networked, users of the Ley Creek Trail could have access to both the Creekwalk in downtown Syracuse and Onondaga Lake Park in Liverpool.

The City of Syracuse's draft Bicycle Plan 2040 is a component of the Syracuse Comprehensive Plan and presents a thorough report on cycling and bicycle infrastructure throughout the City. The Bike Plan recommends the construction of standard bicycle lanes along Park Street and Lodi Street within the BOA district, and a "sharrow" bicycle lane on Grant Boulevard (see Figure 3.15). According to the Bicycle Plan, several streets within the BOA district feature good access to bus routes; the ability to network these two transportation options can increase transportation accessibility, as evidenced by the bicycle racks now featured on most Centro buses.

The Bicycle Plan also proposes two "Neighborhood Greenways" within the Hi-Lo BOA, located on Park Street and Lemoyne Avenue. The Bicycle Plan evaluates a number of factors determining which streets would be appropriate for such treatment, including but not limited to the existing level of vehicular traffic. Street modifications associated with greenways include pavement markings, signage, sidewalk, and curb improvements, as well as intersection improvements. Park Street was chosen because it facilitates cycling to or from Onondaga Lake Park and Liverpool, while Lemoyne Avenue is intended to offer a connection between the urban core and the northern suburbs.

Although the city's Department of Public Works and other public agencies have made walking and cycling a priority, the promotion of walking and cycling within the Hi-Lo BOA District still faces challenges. The existing roadways in the district were designed primarily for vehicular transport, though modifications to make roads more bicycle-friendly are relatively inexpensive. The quality of the sidewalks in the BOA varies and the intersections are not pedestrian-oriented for a variety of reasons. Crosswalk striping is not present at many intersections, and pavement striping within the BOA in general is often faded or entirely absent. In many areas it is difficult to distinguish between pedestrian sidewalks and street pavement, making it difficult for pedestrians and drivers to share the roadways safely.

FIGURE 3.15: BIKE PLAN RECOMMENDED TREATMENTS WITHIN THE NORTHSIDE



Source: *City of Syracuse*

Few sidewalk/street thresholds within the BOA have detectable warning surfaces, or specialized textured and brightly-colored surfaces that notify pedestrians with impaired vision when they are leaving sidewalks and entering streets. Detectable warning surfaces are required by the Americans with Disabilities Act (ADA) for newly constructed or rehabilitated walkways. Currently, the condition of sidewalks and crosswalks in the BOA district compromises the pedestrian's safe movement through the district.

In addition to safe pedestrian access, many neighborhood residents have expressed concern regarding personal and property security during the public outreach process described in Section 2. Ambient conditions such as deteriorating structures and amenities, as well as a lack of even modest security measures such as bicycle racks, contribute to the poor quality of the pedestrian and bicycle environment. The compounded effect of these safety and security issues renders the BOA district a neighborhood with considerable "walkability" limitations, especially since as children represent a major pedestrian and cycling demographic.

Even considering the challenges, the provision of clean and safe pedestrian and bicycle infrastructure in the Hi-Lo BOA district is an opportunity to bring people to the area. Given the many assets that draw residents and visitors to and through the corridor (including the Regional Market, RTC, restaurants, and other retailers), improvements to pedestrian and bicycle infrastructure present a low-cost, high-return investment within the area.

3.4.4 Railroads

The rail line adjacent to the RTC is used by Amtrak for passenger rail service, as described in Section 3.4.2. This rail cooridor also features freight service, operated by CSX Transportation.

While the proximity of major railroad lines potentially supports industrial development in or near the BOA, direct access to these lines is limited. Increasing access to the rail lines would require significant investment in infrastructure and coordination with CSX Transportation. CSX's site design professionals work with new and existing customers on rail site designs and operating guidance to ensure compliance with their engineering and operation requirements. Similarly, CSX's Regional Development division works to provide guidance on economic development aspects of projects. Given the limitations of existing infrastructure and industrial demand, expansions of freight rail service within the corridor is not a priority.

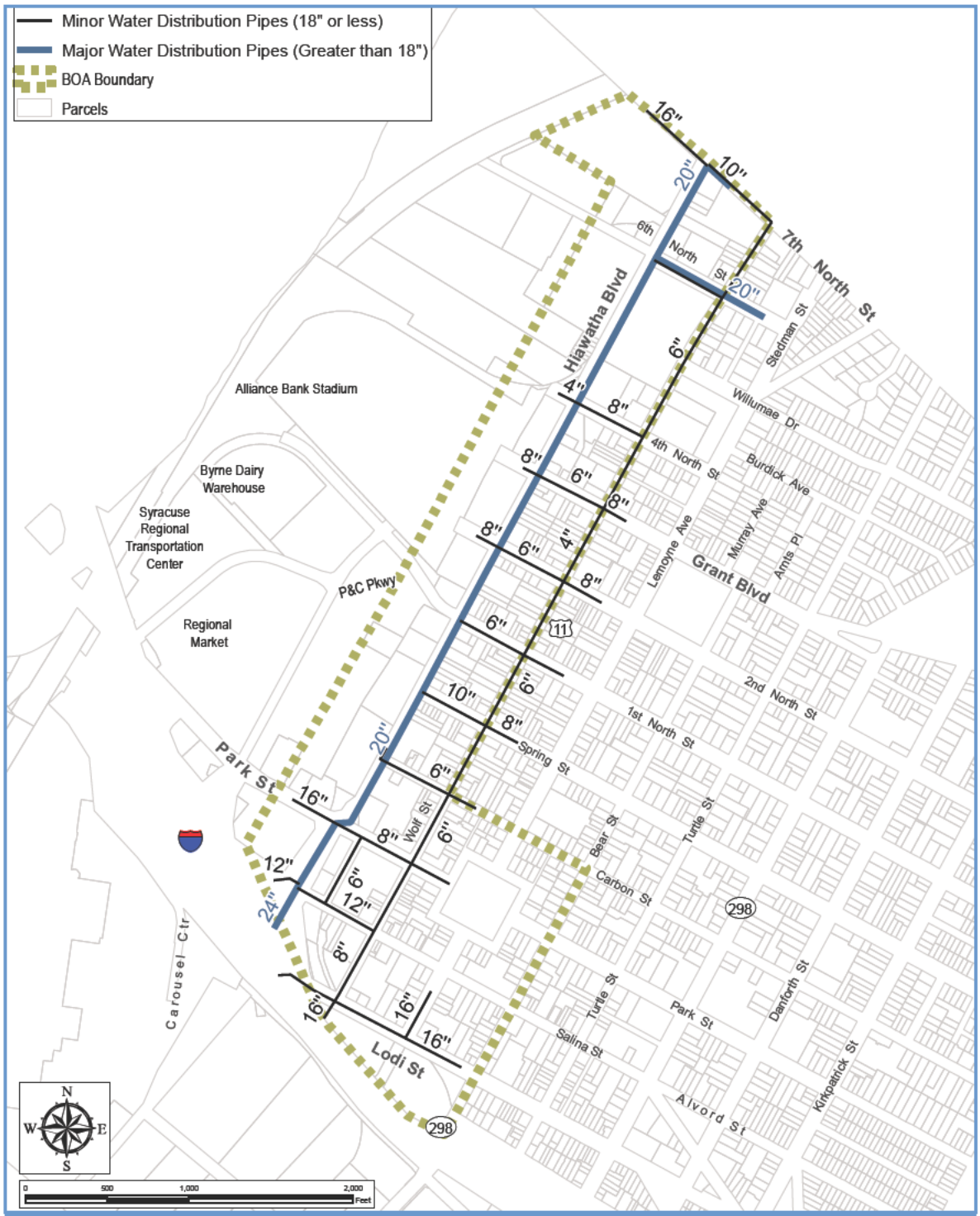
3.4.5 Transportation infrastructure capacity

The condition of existing transportation infrastructure within the Hi-Lo BOA suggests that there is sufficient capacity to accommodate redevelopment within the corridor. While each portion of the system described above varies with regard to its state of repair and functionality, these characteristics do not limit the potential for property investments. Rather, investments in transportation infrastructure are likely to leverage such private investments by creating a safer and more attractive environment for the efficient movement of goods, services, and people. While it is difficult to precisely quantify the additional capacity that a given development project within the BOA might require, or how such projects outside of the BOA might influence conditions within the corridor, such information would become available through project-specific feasibility analyses and/or site plan reviews. Regardless, it is likely that most redevelopment or infill would be supported by the existing transportation infrastructure, and/or leveraged by new public investments therein.

3.4.6 Setting the stage for reinvestment

The transportation network within the Hi-Lo BOA features a number of valuable assets, from both the regional and local perspectives, though deferred maintenance has contributed to some deterioration over time. The corridor has natural advantages in its access to regional travel, through I-81 and the RTC in particular, and these can serve as catalysts for future growth. However, existing sidewalks, bicycle infrastructure, crosswalks, and other pedestrian amenities are in need of much repair; in several areas, these network amenities are non-existent and could bring substantial improvement to the corridor. The lack of coherent spatial organization between vehicular and pedestrian/bicycle transportation (in the form of bike lanes, painted crosswalks, median islands, etc.) is an impediment to increased activity within the BOA.

FIGURE 3.16: WATER INFRASTRUCTURE



Source: *Onondaga County*

3.5 Utility Infrastructure

In addition to infrastructure related to transportation, utility infrastructure is also a key consideration for redevelopment. The physical conditions, capacity, and limitation of utility infrastructure within the corridor can either accommodate or constrain such efforts. Elements of this infrastructure include the following systems: Water supply

- Sanitary sewer
- Natural gas
- Electrical supply
- Telecommunications
- Cable
- Stormwater management

3.5.1 Water supply

3.5.1.1 City of Syracuse Water Infrastructure

The water system servicing the Hiawatha-Lodi BOA district is owned, operated and maintained by the City of Syracuse Water Department. The Syracuse Water Department is responsible for constructing, maintaining and operating all necessary and desirable facilities for the supply and distribution of a safe, potable water supply for the City of Syracuse. The City of Syracuse's water infrastructure generally includes a combined domestic and fire protection water supply and distribution system. The primary water supply is Skaneateles Lake, located approximately 19 miles southwest of Syracuse.

Because of the high quality lake water, filtration is not required. The lake water passes through coarse screening and receives chlorine for disinfection. In addition, hydrofluosilicic acid is added to the water in order to maintain a fluoride level (target level of 1 mg/l) in the water sufficient to meet Onondaga County Dental Health requirements for dental hygiene. From Skaneateles Lake the water is distributed to reservoirs located within the City of Syracuse. The water is re-chlorinated at the reservoirs, and phosphate is added for corrosion control prior to distribution.

In addition to Skaneateles Lake water, the City occasionally supplements its supply with Lake Ontario water supplied by the Metropolitan Water Board (MWB), an Onondaga County agency. The City normally relies on Lake Ontario water during times when drought conditions limit the available supply from Skaneateles, during emergencies, or during periods of high consumption. Since the MWB system is connected to the City's system on the north side of the City, this area may receive water from Lake Ontario from time to time.

3.5.1.2 Hi-Lo BOA Water Infrastructure

As shown in Figure 3.16, water supply infrastructure within the Hi-Lo BOA consists of a combined domestic and fire protection water supply and distribution system. Piping material is primarily ductile iron, but varies throughout the water system (primarily as a result of the vintage of specific system elements). The Water Department does not maintain a comprehensive record of the piping material for the water system.

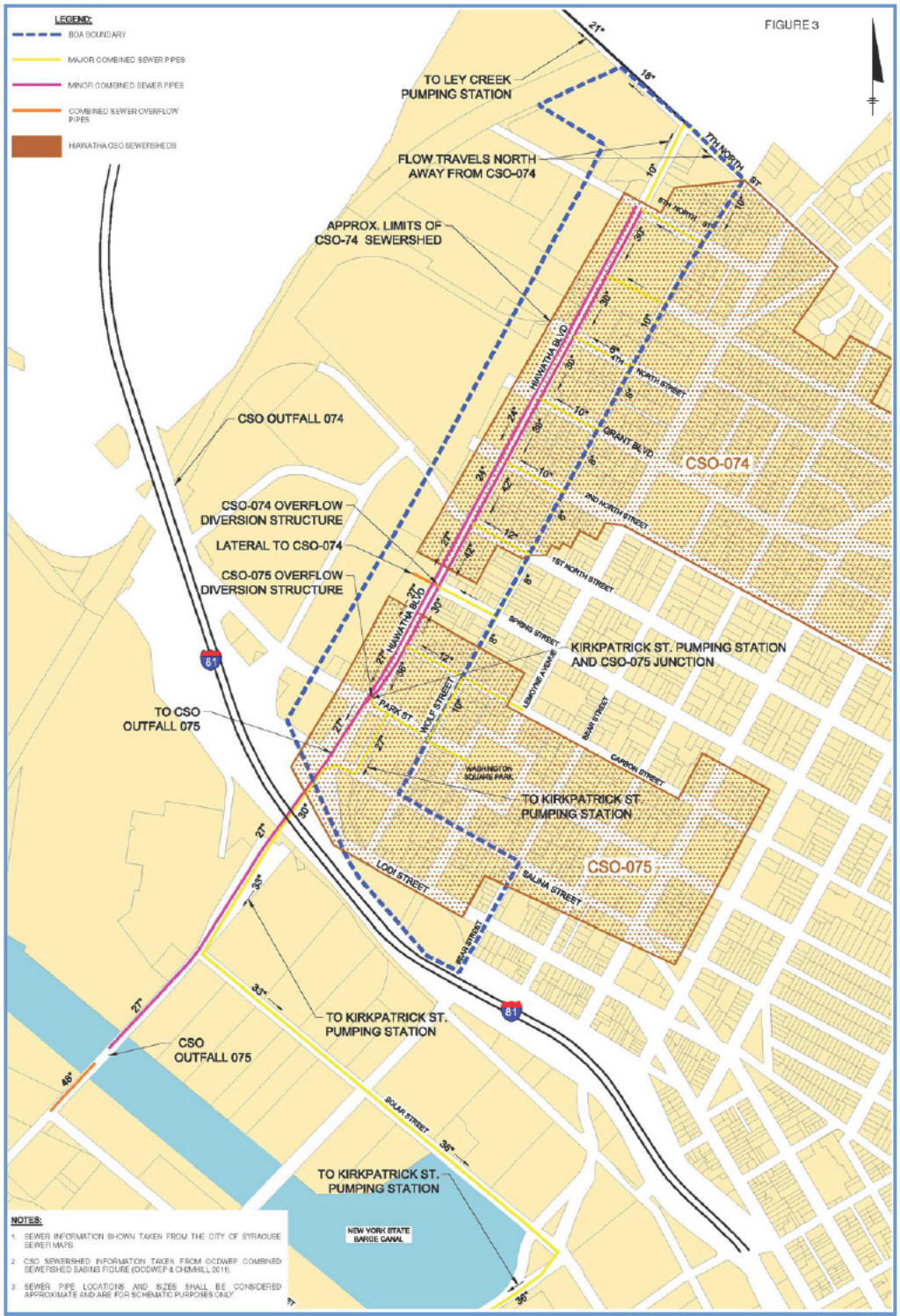
Water distribution piping throughout the BOA corridor includes a 24-inch diameter water main along Hiawatha Boulevard south of Carbon Street, and a 20-inch diameter main north of Carbon Street. As it reaches Seventh North Street, the 20-inch water main is reduced to a 16-inch main to the west, and a 10-inch main to the east. Water distribution piping along the streets parallel to Hiawatha Boulevard varies in size, typically between six and eight inches in diameter.

3.5.1.3 Water Infrastructure Capacity

Fire flow tests recently performed by the Water Department indicate that the corridor maintains sufficient water pressure levels. The results from a 2008 fire flow test performed at the intersection of Park Street and Hiawatha Boulevard indicates 86 pounds per square inch (psi) static pressure and 72 psi residual pressure at a flow rate of 2,050 gallons per minute (gpm). Static pressure refers to the pressure normally available at a location in a water distribution system, prior to water flowing. Residual pressure refers to the pressure left in a water distribution system, within the vicinity of one or more flowing hydrants. Residual pressure in a water distribution system varies depending upon the amount of water that may be flowing (from one or more hydrants and upon water consumption demands).

The projected flow rate for the water distribution system is estimated to be 4,700 gpm at 20 psi. The projected flow rate is derived from the fire flow test data provided, and identifies the estimated maximum flow rate

FIGURE 3.17: SEWER INFRASTRUCTURE



Source: *Onondaga County*

obtainable at the recommended minimum pressure for a distribution system (20 psi). Water usage for industrial/commercial facilities includes both domestic (potable) water demands and fire protection water demands. Peak water demands for industrial/commercial facilities are based on many variables (e.g., facility size, type of process/use, fire code occupancy classification, etc.), and typically reflect the fire protection water peak demands.

Industrial/commercial facilities typically include estimated peak flow rates ranging from 0.10 – 0.18 gpm per square foot (sf) of required fire sprinkler protected area building space, based on the facility type and fire hazard classification. Higher fire hazard classifications also exist. A conceptual commercial facility (of typical fire hazard classification) with an assumed 2,500 sf of required sprinkler area could have an estimated demand ranging from 400 to 800 gpm. Minimum pressures of 50 psi are typically required at the building service lateral of the water distribution system, to fulfill the fire protection peak water demands.

Peak water demands for residential buildings are typically based on domestic water usage and based on an estimated flow rate per number of bedrooms or per capita. Some residential buildings could require fire protection. For example, an 1,800 sf home with 3 bedrooms (without fire sprinkler protection) could have a peak water demand of 400 gallons per day (gpd).

The existing water infrastructure within the Hi-Lo BOA district is capable of supporting future redevelopment for a range of facilities exhibiting typical water consumption rates. However, facilities with high water-use demands may require water infrastructure improvements. Such requirements would become known during facility feasibility studies and/or site plan reviews.

3.5.2 Sewer

3.5.2.1 City of Syracuse Sewer Infrastructure

The sewer system servicing the Syracuse Area involves two owners/operators: the City of Syracuse Sewer Department, and the Onondaga County Department Water Environment Protection (OCDWEP). The City of Syracuse sewer system includes sanitary, stormwater and combined sewer collection systems. The sanitary sewers and combined sewers are connected to collection and treatment systems. The City of Syracuse owns and maintains the sanitary and stormwater sewers. OCDWEP owns and maintains the combined sewer overflows (trunk sewers) within the City of Syracuse. The wastewater treatment systems are owned and operated by OCDWEP.

The City of Syracuse's sewer system was largely built between 1875 and 1950, and was designed to discharge into area streams and drainage ditches. In 1955, the Syracuse Sewage Treatment Plant, along with the storm drains in the city, was transferred to Onondaga County. The plant was later upgraded in 1959-60 and renamed the Metropolitan Syracuse Wastewater Treatment Plant (Metro). Metro has been repeatedly upgraded since. In addition to the treatment plant upgrades, the overall wastewater system has been upgraded to reduce the number of discharge points to the county's lakes and streams, and to reduce the amount of untreated wastewater (from combined sewer overflows) discharge to the lakes and streams.

In addition to the City's sewer system, there are three County drainage districts that include portions of the City. These include the Harbor Brook Drainage District, Meadowbrook Drainage District, and Bear Trap/Ley Creek Drainage District. Each of these drainage districts contributes flow to the Metro plant. Metro treats an average of 84 million gallons per day (MGD), and the treatment capacity is 126 MGD. Flows greater than 126 MGD are sent to the by-pass chlorine contact tanks for disinfection. Metro has a total hydraulic capacity of 240 MGD during wet-weather events such as rainstorms.

The combined sewer collection system from the City of Syracuse – which collects sanitary discharge (domestic wastewater) from sanitary sewer drains and runoff from storm drains – ultimately contributes base flow to Metro. During periods of greater precipitation, the combined sewer collection system collects and conveys greater amounts of flow. The excess flow (i.e., flow exceeding the sewer system capacity that is conveyed to Metro) is diverted via combined sewer diversion structures to the combined sewer overflow (CSO) system. The CSO system discharges a mixture of domestic wastewater and stormwater runoff into lakes and streams.

Decades' worth of such discharges ultimately contributed to the deterioration of water quality in and around Onondaga Lake. In 1998, Onondaga County

was placed under an Amended Consent Judgment (ACJ) order to reduce and eliminate the occurrences of CSOs. Onondaga County originally sought to solve CSO issues with a single-purpose gray infrastructure approach developed by the City of Syracuse. The gray infrastructure approach included conventional measures such as sewer separation, addition of detention tanks, and four regional treatment facilities (RTFs) to store and treat increased flows during wet weather events. In 2009, the ACJ was amended to include both gray and green infrastructure improvements, with green infrastructure improvements intended to reduce stormwater runoff volumes and peak flow contribution to CSOs.

As a result of this amendment, Onondaga County established the Save the Rain program, a more comprehensive approach to the cleanup and restoration of Onondaga Lake with regard to CSO-related water quality and quantity issues. The program includes the construction of traditional gray infrastructure projects and the development of an innovative green infrastructure plan to reduce the effects of stormwater pollution to the lake and its tributaries. The Save the Rain Program's goal, including both gray and green infrastructure projects, is to achieve 85% capture of the CSO volumes by 2013, and ultimately 95% capture of the CSO volumes by 2018.

Save the Rain continues to develop new green infrastructure programs for both residential and non-residential properties in the City of Syracuse and in the suburbs. City residents, including those located in the Hi-Lo BOA, can take part in the Rain Barrel Program. The Rain Barrel Program is a green infrastructure initiative under the Save the Rain Program that involves distribution of free rain barrels to City homeowners to reduce contribution of runoff to CSOs and promote reuse. Grants supporting development and construction of green infrastructure and stormwater management techniques are available to property owners in the Clinton, Midland or Harbor Brook sewer districts, although such resources are not yet available to property owners within the Hi-Lo BOA.

3.5.2.2 Hi-Lo BOA Sewer Infrastructure

As shown in Figure 3.17, the sewer system within the BOA district includes sanitary, stormwater and combined sewer collection systems. The base flow from the sewer system is conveyed via gravity flow to the Kirkpatrick Street Pumping Station. The Kirkpatrick Street Pumping Station then pumps flow to Metro, via the main interceptor sewer (90-inch diameter sewer pipe) on Van Rensselaer Street. During periods of greater precipitation, the combined sewers exceed the capacity of the sewer system and are diverted to the combined sewer overflow system. The combined sewer overflow from the Hi-Lo BOA district is directed to two CSO area outfalls (074 and 075), as shown in Figure 3.17.

CSO 074 is diverted from the combined sewers to a solids-separation facility located in the vicinity of the Regional Market. For precipitation events up to a 1-year, 2-hour storm, CSO 074 is conveyed to Metro. During larger precipitation events CSO 074 discharges into Ley Creek, at the outfall near the Interstate 81 (I-81) overpass. During periods of greater precipitation, CSO 075 is directed to the outfall into the NYS Barge Canal near Hiawatha Boulevard.

As shown on Figure 3.17, a small section from the northern portion of the Hi-Lo BOA district (between Sixth and Seventh North Streets) includes sanitary, stormwater and combined sewer collection systems that contribute flow to the Ley Creek Pumping Station, and ultimately to Metro.

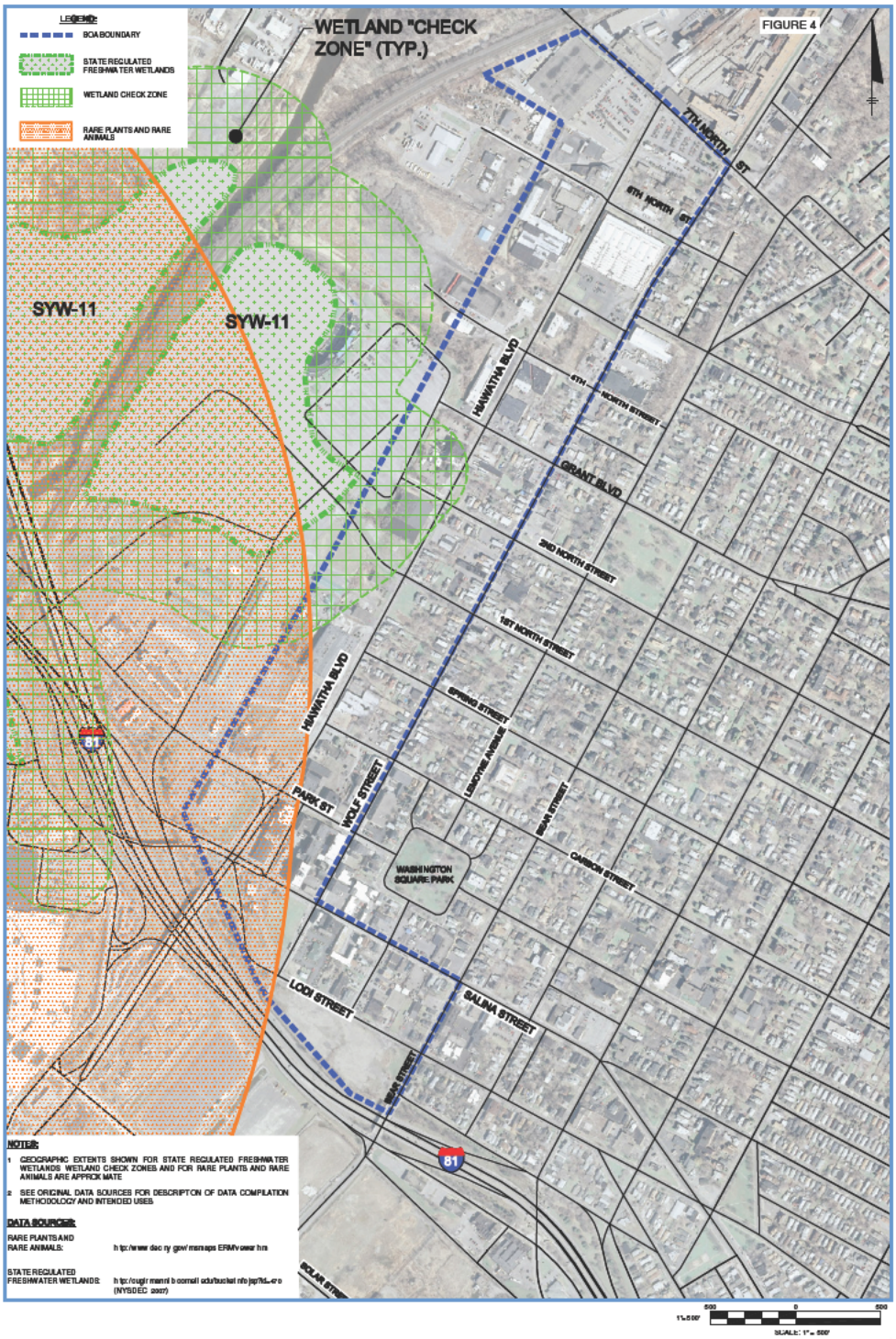
3.5.2.3 Sewer Infrastructure Capacity

In summary, the sewer system within the Hi-Lo BOA can generally support future redevelopment of relatively low water-use facility types (e.g., technology/light manufacturing facilities). Redevelopment featuring relatively high water-use facilities may require upgrades to existing sewer system capacity, and may require creative approaches to stormwater management such as those advocated by the Save the Rain program. Regardless of potential future facility types, further review based on actual water/sewer usage will be required to determine if the sewer system has sufficient capacity.

3.5.3 Gas

Natural gas infrastructure throughout the City of Syracuse is owned and operated by National Grid. Within the Hi-Lo BOA, a medium pressure gas distribution system provides natural gas to both residential and commercial customers. A 300-pound pressure transmission line provides gas to a regulating

FIGURE 3.18: NATURAL RESOURCES



Source: *O'Brien & Gere*

station located on the northern side of Park Street, west of the BOA in the vicinity of the RTC and NBT Bank Stadium. From the regulating station, a 16-inch gas main (trunk line) extends to the east along Park Street, and is reduced to a 12-inch trunk line at Wolf Street that extends northward up Lemoyne Avenue. From the 12-inch trunk line, an 8-inch gas distribution main runs along First North Street to an 8-inch gas main that runs along Hiawatha Boulevard. The 8-inch medium pressure gas main distributes gas to the BOA, with gas lines along each street ranging in size from 2 to 8 inches in diameter.

The existing gas line materials are typically either rigid steel or high density polyethylene (HDPE). National Grid has no known problems with the gas infrastructure in the BOA, and there are currently no future gas infrastructure improvement projects slated for the area.

The gas infrastructure in the Hi-Lo BOA district has a relatively large amount of medium pressure gas supply, with sufficient capacity to support future-use/redevelopment with typical gas usage demands. Gas demands for commercial facilities can vary widely based on the size and type of facility, and type of heat/ventilation system. For example, a 10,000 sf commercial warehouse facility with low occupancy and minimal heat/ventilation rates could require 250,000 British Thermal Units per hour (BTUh), while a 10,000 sf commercial auditorium or theatre with high occupancy and maximum heat/ventilation rates could require 3,000,000 BTUh. Gas demands for industrial facilities are difficult to estimate, as they can vary widely based on the process type. Peak demand for typical residential buildings range can range from 150,000 to 200,000 BTUh.

Regardless of potential future facility types, further review based on projected gas demand would be required to determine if the gas infrastructure would need upgrades to support such demands.

3.5.4 Electric

The City of Syracuse electrical infrastructure, inclusive of the Hi-Lo BOA district, is owned and operated by National Grid. The BOA district includes an overhead electrical distribution system that provides power to both residential and commercial customers. The existing infrastructure generally includes overhead wires and transformers supported by wooden power poles; individual services may be either overhead or underground.

The electrical infrastructure in the Hiawatha-Lodi BOA has sufficient capacity to support future redevelopment with typical residential or commercial electrical demands. Industrial and commercial facilities have many variables associated with electrical demands (e.g., facility size, type of process/use, type of heat), and therefore have a wide range of electrical demands. Typical electrical demands for commercial facilities could be anticipated to range from 2 – 17 watts per sf. Schools, offices and retail uses range from 2 – 6 watts per sf, while grocery and restaurant uses range from 8 – 17 watts per sf. A large commercial facility of approximately 10,000 sf could have an estimated demand of 20 – 170 kilowatts (kW), depending on the type of use. Electrical demands for industrial facilities are difficult to estimate, as they can vary widely based on the process type. Typical electrical demands for residential facilities generally range from 5 – 6 kW.

Regardless of potential future facility types, further review based on projected electrical power demand would be required to determine if the electric infrastructure would need upgrades to support such demands.

3.5.5 Telecommunications

Cable television and internet providers that offer services in the Hi-Lo BOA district include Verizon and Time Warner. Multiple options for both service types exist within the corridor.

3.5.5.1 Time Warner

High-speed internet and phone services are available for businesses and residents in the BOA through Time Warner. A variety of packages with combinations of high-speed internet, digital phone and digital cable television are available for residents. Multiple versions of Businesses Class Service are available for businesses in the BOA district. Business Class Service packages range from options similar to those of regular residential packages, to wideband internet or dedicated internet, which provide considerably more data flow capacity. The higher capacity associated with the Business Class packages are important for organizations that require greater computing capabilities, or those that have more

than 20 employees.

3.5.5.2 Verizon

While conventional phone service and DSL internet service is available from Verizon for properties in the BOA, the company's fiber optic "FiOS" service is not currently available. Verizon's DSL internet service uses conventional copper lines for data transmission, and has capacity up to 1.5 MB per second. This service level would be sufficient for average internet use in small households, but capacity limitations may exist for facilities with greater use demands.

3.5.6 Utility infrastructure capacity

The existing utility infrastructure can accommodate redevelopment and/or infill, with some limitations. Each respective component of the utility system is represented and maintained within the corridor, although some may be in need of repairs or upgrades. Some of these upgrades may be necessary regardless of future development within the corridor, and therefore any coordination between public, private, and utility investments could produce efficiencies for both the utility operators and tax/rate-payers. While utility components such as CSO's and fiber optic cable service present potential challenges for development, new investments in both systems are ongoing, and should not present insurmountable barriers for property reinvestments within the Hi-Lo BOA. Rather, a series of development projects within the corridor could present an opportunity for both public and private service providers to coordinate their scheduled or potential upgrades with regard to new services, relocations, or innovative solutions to existing constraints (e.g. FiOS, buried infrastructure, or green stormwater infrastructure).

3.5.7 Setting the stage for reinvestment

Most critical utility infrastructure is present and adequate within the Hi-Lo BOA. To the extent that water and sewer infrastructure may be in need of repair, replacement, or upgrade, there are numerous resources at both the state and local level that can be leveraged to incentivize these improvements or mitigate their cost. Sites may be eligible for funding through Onondaga County's Save the Rain program, New York State's Green Infrastructure Grant Program, or other funding resources. Utility providers such as National Grid are actively involved in infrastructure improvements both on-site and within the public right-of-way, and have economic development programs that may be leveraged as well.

3.6 Natural Resources

Natural resources and environmental features are important factors to consider when developing plans for the future of the Hi-Lo BOA. For the purposes of this report, these resources include regulated wetlands, floodplains, rare plant and rare animal species.

Figure 3.18 shows the approximate extents of New York State regulated freshwater wetlands that reside within or adjacent to the Hi-Lo BOA district, based on current state records. As the mapping of State regulated wetlands is approximate, the State wetland maps also include wetland check zones in the areas where the actual wetland boundaries may occur. While wetland SYW-11 is outside the boundaries of the BOA, a portion of its check zone extends into the BOA boundary, therefore a field investigation would be recommended prior to redeveloping land within the check zone to identify the geographic limit of the wetland. Most wetlands within this general area have been drained and developed over time, such that field investigation is likely to indicate the presence of small, fragmented wetlands, if any remain.

The Rare Plants and Rare Animals areas illustrated on Figure 3.19 represent generalized areas showing the vicinity of actual, confirmed observations of rare plants and/or rare animals. These areas are generalized from the New York Natural Heritage Program's Biodiversity Databases and are not necessarily the only areas where rare plants and animals may exist. In this context, rare plants and animals include species that are rare in New York State as a whole. These species include:

- all plants and animals listed by NYS as Endangered or Threatened;
- some animals listed by NYS as Special Concern;
- some plants listed by NYS as Rare; and
- some species not officially listed by NYS, but that are nevertheless rare in New York.

Figure 3.19 lists the four species known or believed to occur in Onondaga County that have been identified

FIGURE 3.19: RARE PLANTS AND ANIMALS WITHIN ONONDAGA COUNTY

Name	Group	Genus, species	Status
American hart's-tongue fern	Ferns and Allies	Asplenium scolopendrium var. americanum	Threatened
Indiana bat	Mammals	Myotis sodalis	Endangered
Eastern Massasauga rattlesnake	Reptiles	Sistrurus catenatus	Candidate
Bog (Muhlenberg) turtle	Reptiles	Clemmys muhlenbergii	Threatened

Source: NYSDEC

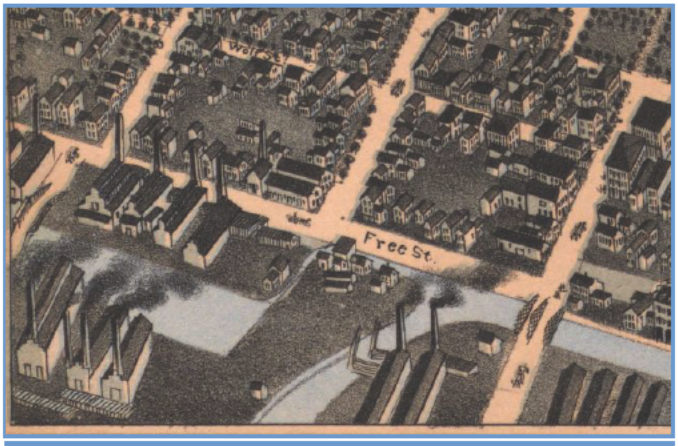
by the US Fish & Wildlife Service as being threatened, endangered or as a candidate for listing as threatened or endangered. This information was used to evaluate the potential presence rare, threatened, or endangered species and their habitats in or within the vicinity of the site. Individual development proposals will likely require coordination with the NYSDEC's Natural Heritage Program, as well as site reconnaissance to assess the potential presence of these resources on-site.

In addition to these natural resources, two parks are located within or adjacent to the BOA boundary: Washington Square Park at the intersection of Lemoyne Avenue and Park Street, and the nearby First Ward Cemetery Park, located one block outside of the BOA along Lemoyne Avenue between Second North Street and Grant Boulevard. Both provide a measure of open space within the adjacent neighborhood; Washington Square Park also includes a playground for neighborhood youth. Additional information regarding Washington Square Park is provided in Section 3.6.

3.6.1 Setting the stage for reinvestment

Development within the Hi-Lo BOA will likely be subject to standard regulatory reviews of natural resources, consistent with New York State SEQRA requirements. The impact of cumulative development within the area has greatly limited the presence of significant ecosystems and threatened or endangered species. Development initiatives should be responsive to such resources where they might occur, and should leverage parks and recreational resources to the extent possible; however, the presence of significant natural resources is unlikely to present a substantial hurdle to property investments.

FIGURE 3.20: HISTORIC BIRDS-EYE VIEW OF NORTHSIDE



Source: Library of Congress

3.7 Historic and Archaeologically Significant Areas

As discussed in Section 3.1, Syracuse's Northside has played a formative role in the development of the region. While its role in industrialization is the focus of this report, the history of the area surrounding Washington Square Park goes far beyond that era; first, as a settlement of the native Onondaga tribe, then as the first non-native settlement in the region (known originally as the Village of Salina).

Given this long and significant history, the New York State Office of Parks, Recreation, and Historic Preservation (NYSOPRHP) has determined that a large portion of the Northside, including the entire Hi-Lo BOA, is an archeologically sensitive area. It is not known if there are specific individual archeological sites located within the BOA, as the exact locations of archeological sites are obscured by a buffer zone to protect the sites and resources that may be contained

FIGURE 3.21: ELIGIBILITY OF HISTORIC RESOURCES WITHIN HI-LO BOA

Address	Eligible-Local	NR-Eligible	Not Eligible	Undetermined
1611 1st North Street			X	
712 2nd North Street			X	
713 2nd North Street			X	
720 2nd North Street				X
223-235 4th North Street			X	
309-311 4th North Street	X			
204 6th North Street			X	
3137 Grant Blvd.			X	
300-324 Hiawatha Blvd. East			X	
326-328 Hiawatha Blvd. East			X	
330 Hiawatha Blvd. East			X	
617 Hiawatha Blvd. East	X	X		
833 Hiawatha Blvd. East			X	
2802 Lodi Street			X	
1501-03 North Salina Street				
1601-05 North Salina Street				
1629-31 North Salina Street		X		
1639 North Salina Street				
1701-1711 North Salina Street				X
1710 North Salina Street		X		
1925 Park Street				X
111-113 Wolf Street			X	
120 Wolf Street				X
201 Wolf Street	X		X	
217-222 Wolf Street	X			
223-225 Wolf Street	X	X		
229 Wolf Street	X			X
239-249 (241-259) Wolf Street	X	X		
301-303 Wolf Street	X	X		
505 Wolf Street				X
517 Wolf Street				X

Source: NYSOPRHP, City of Syracuse

within. Additional research would need to be conducted at the NYSOPRHP office in Waterford, NY to determine if archeological sites are present within the Project area. Considering the importance of Onondaga Lake to the Onondaga Nation, it is possible that the archeological sensitivity determination relates to the potential for Native American sites or artifacts within the vicinity of the BOA.

Archeological sites within the area may also relate to the strong presence of salt manufacturing in the late 19th century within the corridor, particularly along the western border of the BOA, west of Hiawatha Boulevard (then known as Free Street). Figure 3.21 shows a historic bird's eye depiction of the BOA illustrating the salt sheds and manufacturing complexes throughout the area, particularly along the Oswego Canal. Other resources indicate historic uses such as a brewery on the southwest corner of Salina and Wolf Streets (Sanborn, 1892; additional discussion regarding the use of historic land use maps is provided in Section 3.7.1). This location was later used as one of several candle factories in the neighborhood (Sanborn, 1911; Sanborn, 1953). The parcel is currently vacant. Foundational or other remains may be located beneath the surface on this site.

The NYSOPRHP and the City of Syracuse Landmark Preservation Board both maintain lists of properties and districts that have been previously evaluated for their value as historic resources. Such properties and districts are detailed within the NYSOPRHP SPHINX database, and in the City of Syracuse's Historic Properties List. Historically significant properties are defined by the National Park Service (NPS) to include buildings, districts, objects, structures and/or sites listed, or that have been formally determined eligible for listing, on the State and/or NRHP, or that have been locally designated as historic landmarks. Criteria set forth by the NPS for evaluating historic properties (36 CFR 60.4) state that a historic property is significant (i.e., eligible for listing on the NRHP) if the property conveys:

> The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and
>
> A. that are associated with events that have made a significant contribution to the broad patterns of our history; or
>
> B. that are associated with the lives of persons significant in our past; or
>
> C. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
>
> D. that have yielded, or may be likely to yield, information important in prehistory or history (CFR, 2004; NPS, 1990).

Criteria for designation as a City of Syracuse Local Protected Site and/or Local Preservation District states that a site or district must possess one or more of the following characteristics:

1. association with persons or events of historic significance to the city, region, state or nation;
2. illustrative of historic growth and development of the city, region, state or nation;
3. in the case of structures, embodying distinctive characteristics of a type, period or method of construction or representing the work of a master, or possessing unique architectural and artistic qualities, or representing a significant and distinguishable entity whose component may lack individual distinction;
4. in the case of districts, possessing a unique overall quality of architectural scale, texture, form and visual homogeneity even though certain structures within the district may lack individual distinction;
5. in the case of interiors, possessing one (1) or more of the characteristics enumerated in 1, 2 or 3 above and, in addition, embodying distinctive characteristics of architectural scale, form and visual homogeneity, which are an integral part of the character of the structure in which the space is contained (City of Syracuse, 1993).

Using the New York State Historic Preservation Office (NYSOPRHP) SPHINX online database, and the City of Syracuse Historic Properties List, a total of 31 historic resources were found to have been reviewed for their level of eligibility for the National Register of Historic Places (NRHP), or eligibility for local protection by the City of Syracuse (see Figure 3.21). This table identifies properties that are:

- eligible for local protection;
- eligible for the National Register of Historic Places (NRHP);
- not eligible for the NRHP; or
- those whose eligibility was undetermined when the property was reviewed by the NYSOPRHP.

As the NYSOPRHP does not provide dates for when information was added to their files, it is unknown how recent these determinations of eligibility may be. It is important to note that properties determined NRHP-eligible may qualify for certain grants and tax incentives associated with historic preservation (assuming their eligibility determination was unchanged), and that they are located in qualified census tracts.

The properties determined eligible for local protection are of particular note as the determination comes from the City of Syracuse. Specific attention should be paid to these resources as potential assets for the City in redevelopment of properties within the BOA. Furthermore, a site visit to conduct a reconnaissance survey of these properties could be undertaken to assess their physical condition, integrity of historic features, and potential to contribute to a future historic district, or other planning initiatives within the BOA. More intensive research would be required to conduct NRHP nominations for eligible or potentially eligible properties within the Project area.

The following properties are eligible for local protection, and have also been determined eligible for listing on the National Register of Historic Places:

- 617 Hiawatha Boulevard East (Munch-Kreuzer Candle Company, also the former Knapp Candle Company)
- 231-249 Wolf Street (listed on SPHINX as a Manufactory, but part of the same parcel as below)
- 301-303 Wolf Street (Penfield building, formerly the H.W. Moyer Carriage Company, designed by Ward Wellington Ward)

Due to the dual nature of the eligibility determinations for these properties, intensive-level survey and documentation may be useful toward nomination for the National Register of Historic Places. Both Wolf Street properties comprise part of the former manufacturing complex of the H.W. Moyer Carriage Company, the buildings of which were designed by famed Syracuse architect Ward Wellington Ward in 1909, and are among his earliest commissions within the city. Ward was married to Moyer's daughter, which was likely among the reasons for his involvement. This manufacturing complex is one of the few industrial commissions of his extant within the city. As a Multiple Properties listing on the NRHP already exists for several Ward Wellington Ward properties in the City of Syracuse, it is possible that this building merits addition to that listing, or individual nomination.

The Munch-Kreuzer Candle building also speaks to the industrial heritage of the neighborhood and the City, particularly its once-burgeoning candle industry, and thus may merit individual nomination to the National Register of Historic Places. Verifying eligibility with the SHPO would be required before moving forward with the nomination process.

3.7.1 Setting the stage for reinvestment

The presence of at least ten locally and/or nationally significant historic properties signifies a substantial opportunity to leverage BOA resources with potential historic preservation funding resources. Several funding resources are available to both property owners and municipalities for property rehabilitation and renovation; although many of these resources are competitive, they can provide the necessary capital and/or tax credits to facilitate such initiatives. The presence of intact, high-quality historic resources within a neighborhood and/or commercial district can add value to nearby properties and help to distinguish the character of the district. Recent market-rate development in a former candle manufacturing plant on Hiawatha Boulevard indicates that adaptive reuse of properties may be an attractive and viable investment within the BOA, and several resources exist that could be marketed in such a manner.

PART No. 4

PART FOUR Economic and Market Trends Analysis

4.1 Market trends analysis

For the purposes of this analysis, this report examines the market demand potential for a range of real estate product types in the corridor, including residential, retail, and industrial/flex uses. The findings and recommendations in this report reflect a review of demographic and economic data, an assessment of study area assets, a review of real estate market data, conversations with real estate professionals and City stakeholders, and case studies of comparable neighborhood redevelopment efforts in Syracuse, Rochester, and Pittsburgh.

This analysis provides evidence to support a synergistic set of uses that builds upon the industrial nature of the area and the assets that the area provides for job-producing uses, as well as creating a new mixed-use neighborhood over time, including larger-scale multifamily development and more extensive retail options. Realizing the latter development potential will require significant public investment in infrastructure, transportation, and public realm/open space improvements in the Hi-Lo BOA and adjacent residential neighborhoods, and may take place over 15 to 20 years or more.

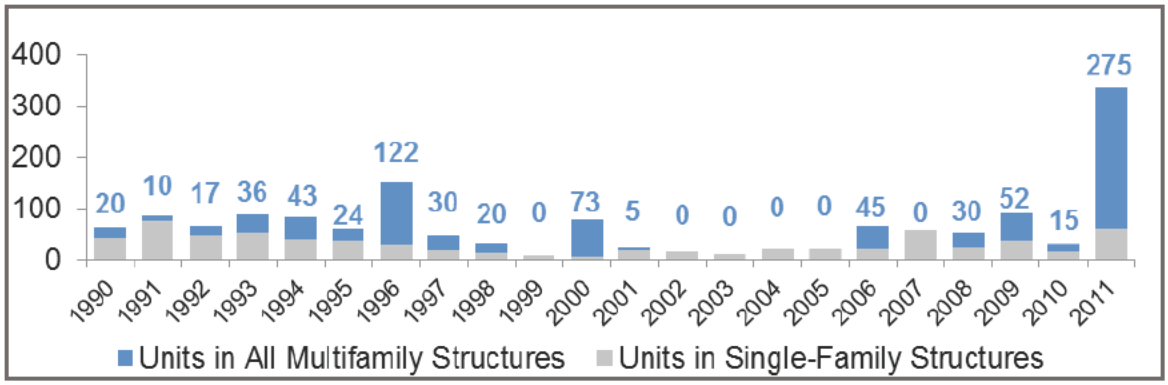
Early public investments could help to capture current market demand, particularly for neighborhood and destination retail uses, and to draw on existing assets, such as proximity to Destiny USA, NBT Bank Stadium, the Central New York Regional Market, and the Regional Transportation Center. Such retail or food and beverage uses could take greatest advantage of these assets primarily in proximity to the stadium south of Fourth North Street, and/or off the Hiawatha corridor in infill locations with greater connections to the existing neighborhoods. Furthermore, there is opportunity to expand small to medium sized industrial/flex uses in the portion of the study area north of Seventh North Street in the near-term, which could house a mix of uses, including small-scale production, office, warehouse, and showroom uses. These uses can leverage the underutilized and vacant properties with the industrial zoning that are not widely available elsewhere in the City and the proximity to regional transportation, and could build on existing neighborhood industrial uses to create a destination district for home furnishing and improvement-oriented production and retail uses.

4.1.1 Residential

4.1.1.1 Growth of the Multifamily market

Syracuse has experienced a significant amount of multifamily residential growth in several completed and pipeline projects over the past five years, particularly Downtown and in the Franklin Square neighborhood. Following consistent development of smaller multifamily projects in the 1990s and a lull in multifamily development in the early 2000's, the City of Syracuse added over 400 multifamily units from 2006 to 2011, as can be seen in Figure 4.1. Local developers indicate that the market-rate multifamily rental

FIGURE 4.1: SYRACUSE PERMITTED HOUSING UNITS BY TYPE, 1990-2011



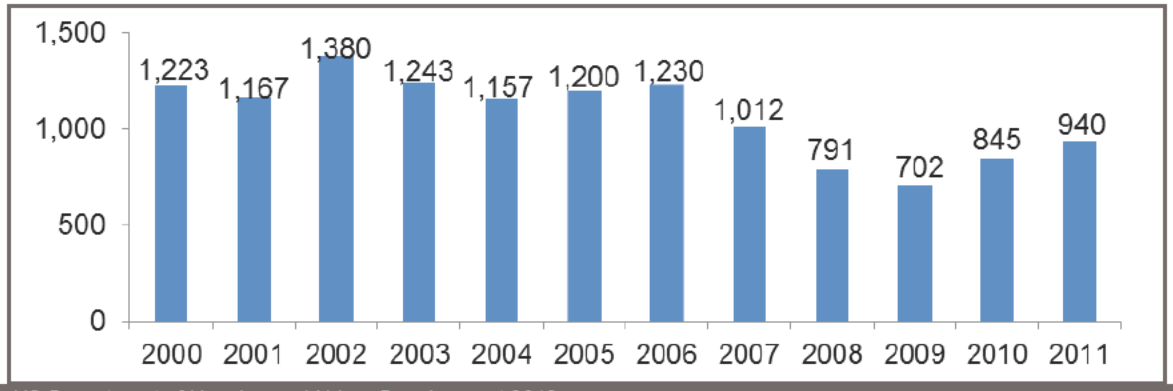
Source: *US Department of Housing and Urban Development 2012.*
Note: *Numbers on the graph reflect only permitted units in multifamily structures. A multifamily structure is defined as a building with 2 or more residential units.*

market in specific Syracuse submarkets – specifically Downtown and Franklin Square – is marked by relatively quick absorption and low vacancy.

Downtown contains the majority of multifamily residential housing, with nearly 1,500 units of housing dominated by a strong rental market of young professionals and students. There has been considerable redevelopment in recent years, such as the smaller mixed-use projects near Armory Square – the Butler Building (10-unit project with 8,500 square feet of commercial space) and Merchants Square in the heart of downtown (a 66-residential unit mixed-use building with 25,000 square feet of commercial space) – and a number of multifamily projects in the pipeline. There is over $180 million of private investment planned for downtown that will add about 180 market-rate apartments and condominium units and 550 hotel rooms, supported by nearly $265 million in planned public capital improvements for the downtown.

The redevelopment of Franklin Square, which began slowly in the early 1990's, has also brought a number of successful adaptive reuse multifamily residential projects, such as Plum Court, Mission Landing, One Franklin Square, and the Lofts at Franklin Square,

FIGURE 4.2: TOTAL PERMITTED HOUSING UNITS, ONONDAGA COUNTY, 2000-2011



Source: *US Department of Housing and Urban Development 2012.*

which total nearly 370 units of residential housing. Upon completion, units have been absorbed noticeably quickly; for example, the Franklin View Apartments' 87 units were fully leased within 15 months of completing the rehabilitation of the former industrial building. The projects have attracted a number of higher income young professionals and empty nesters.

Furthermore, there is a strong development pipeline in the City, with over 750 planned units, including two projects with 70 units of multifamily housing and 500 units at a proposed mixed-use development at Inner Harbor in the Lakefront neighborhood, 66 units in the Merchant Commons apartments (set for 2013) and 78 multifamily units in 4 buildings at the Pike Block project in downtown Syracuse, and 40 units of multifamily residential at the former Muench-Kreuzer candle factory in the Hiawatha-Lodi Brownfield Opportunity Area.

4.1.1.2 Stable growth in general residential market

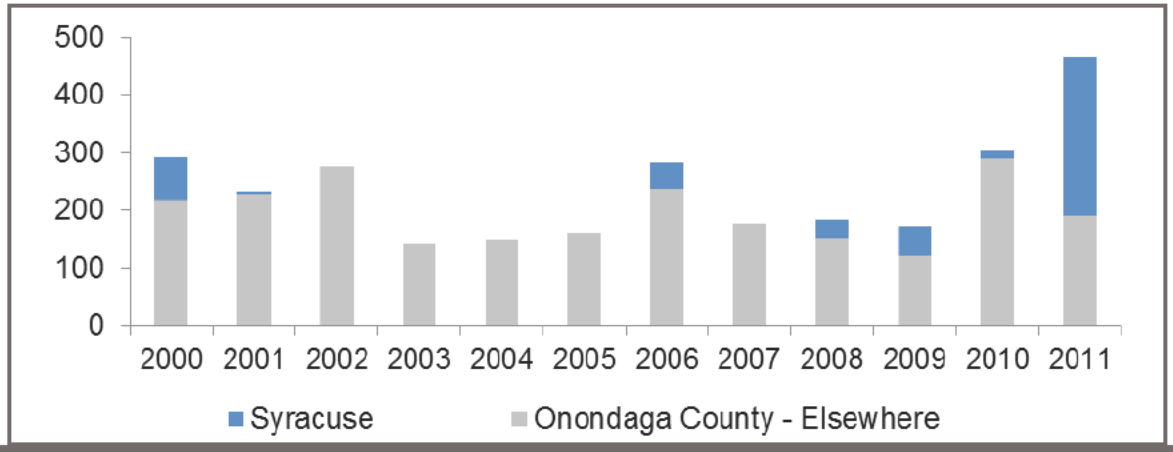
Unlike many other areas in the State of New York, residential growth in Onondaga County over the last decade has remained fairly constant, which helped its market avoid a glut of residential development. Furthermore, residential growth in the City of Syracuse – particularly multifamily development – has increased in the last five years, despite the national recession. As shown in Figure 4.2, approximately 1,200 units of single and multifamily housing were developed annually from 2000 to 2006. This constant development, rather than the rapid development that caused so many other markets to experience a bubble in the early 2000s, limited the effect of the recession on the County's residential development. Annual permitted units dropped by 42% from 2006 to 2009, but then increased by 34% from 2009 to 2011, stabilizing the majority of lost development.

With a significant lull in multifamily residential development in the City of Syracuse from 2001 to 2006, trends have indicated more consistent planned multifamily construction in the last 5 years. While there were no permitted Syracuse multifamily units in 2007, multifamily units in Syracuse accounted for 30% of total permitted Onondaga multifamily units in 2009 and nearly 60% of the total in 2011, as can be seen in Figure 4.3. However, a significant share of the City's housing stock is old; nearly 50% of total 68,200 residential units in the City were built in 1939 or earlier and 75% were constructed prior to 1960. This demonstrates that while residential development has occurred within the City, the overall quantity of new development has been limited to date.

4.1.1.3 Hi-Lo BOA as an "unproven" market

The Hiawatha-Lodi BOA is an unproven residential market and is not likely to support residential

FIGURE 4.3: PERMITTED MULTIFAMILY HOUSING UNITS, SYRACUSE AND ONONDAGA COUNTY,2000-2011



Source: *US Department of Housing and Urban Development 2012.*

development of significant scale in its current form. However, recent activity in adjacent areas such as the expansion of Destiny USA, planned development in the Inner Harbor area, and general development within the Northside coupled with investments in public infrastructure may better position this corridor for future residential development. To determine the potential absorption rate of new residential development within the corridor, this analysis relies on a variety of data sources (U.S. Census Bureau, ESRI Business Analyst, the Internal Revenue Service, and others) and assumptions to examine the following market indicators:

Total households in market area: Residential development within the Hi-Lo BOA would compete with other locations in Onondaga County and the City of Syracuse, primarily Franklin Square and Downtown, for households that are "in the market" for housing units. Based on 2010 migration data from the Internal Revenue Service, a large percentage of these households will come from Cayuga County, Madison County, Oneida County, Oswego County, and from within Onondaga County.

Turnover rate: Available data provided by the U.S. Census Bureau's American Community Survey indicate the number of households that moved to a new residence during the past year, and reflect the level of household migration taking place within a geographic area. Throughout the 2006-2010 survey period, approximately 150,000 (15%) of households within Cayuga, Madison, Oneida, Oswego and Onondaga Counties had moved to their residence during the past year. These individuals have moved from other states and other counties within New York, or have moved within the same county; this rate provides an indication of the number of households that are "in the market". The population between 18 and 25 has the highest turnover rate (40%), while the population between 65 and 74 has the lowest turnover rate, with only 5% moving in the last year. Based on these turnover rates, of the 377,300 households in the market area, 46,200 will be new to their residence each year.

Households within appropriate household income range: The U.S. Bureau of Labor Statistics estimates that within the Northeast, 35% of annual household income is spent on rent. Based on this figure, households within the Hi-Lo BOA would need a minimum household income of $25,000 to rent an apartment at comparable rent levels to recently-built newly constructed and adaptive reuse rental projects within three miles of the corridor.

Households without school-aged children: Young professionals, young couples without school aged-children, empty nesters, and retirees would be the primary target markets for residential development within the BOA, based on experience in other multifamily developments Downtown and in Franklin Square. For the purpose of this analysis, households with school-age children are not considered within the target market.

Households preference for mixed-use/walkable neighborhoods: To calculate the portion of residents "in the market" that might have a preference for the type of units offered in the BOA Corridor, the demand analysis separates the data by preference for living in a denser, mixed-use neighborhood. The National Association of Realtors surveyed 2,071 households in their 2011 Community Preference Survey, and asked respondents to choose between a neighborhood with single-family housing that requires driving to shopping and restaurants and a longer commute to work, and a neighborhood with apartments and townhouses where shops and restaurants can be reached by walking and a shorter commute to work. The percent of respondents, by age group, that prefer the walkable neighborhood with mixed housing options ranges from 32% in the 45 to 54 year old cohort to 50% in the under 25 age group.

Assess Renter Distribution: For the purpose of this analysis, it is assumed that new residential development within the BOA would most likely be rental units, similar to the amenitized residential product found in the Franklin Square area.

Figure 4.4 presents a summary of this analysis, which estimates the number of households that would be "in the market" and consider a rental unit within the corridor. The final column indicates that each year roughly 1,500 households in the defined five-county market area meet the established target criteria and may be "in the market" for a multifamily residential unit in Onondaga County. Of those, it is estimated

that approximately 20 households may choose a unit within the Hi-Lo BOA from among other choices within the City and County.

4.1.1.4 Characteristics of potential residential development

New residential product is likely to be rental, developed in phases, and located primarily south of Fourth North Street. Interviews with local developers and real estate professionals indicate that demand within the BOA would be primarily for rental units, as the market for condominium units (which was primarily demanded by empty nesters) has declined in recent years, and any revival of demand would likely be absorbed by more established, urban neighborhoods in the Downtown and Franklin Square markets. Furthermore, existing tenure data indicate that the corridor is a predominantly rental market, compared to the City of Syracuse overall and the greater Metropolitan Statistical Area, as shown in Figure 4.5 below.

Multifamily rental units would most likely be developed south of Fourth North Street, given proximity to a broad range of amenities, particularly retail and open space. Adaptive reuse or new construction of residential units in this section of the corridor could connect to existing commercial activity at the Central New York Regional Market, Destiny USA, and other offerings along Lodi and North Salina Streets. There is also an opportunity for residential development to connect to existing public realm assets, such as the Onondaga Creekwalk in the Inner Harbor area and Washington Square Park. A mixture

FIGURE 4.5: HOUSING TENURE FOR THE HI-LO BOA, CITY OF SYRACUSE AND MSA

Tenure	Hi-Lo BOA	City	MSA
Total Units	213	69,389	288,764
Owner Occupied	30%	41%	67%
Renter Occupied	70%	59%	33%

Source: *ESRI Business Analyst, 2012.*

FIGURE 4.4: QUALIFIED HOUSEHOLDS' ANNUAL DEMAND FOR MIXED-USE MARKET-RATE HOUSING IN THE REGION

Age of Householder	Total Households	Turnover Rate	In Household Income Range	Without School-Aged Children	Preference for Mixed-Use/ Walkable Neighborhood	Renter Distribution	Annual Demand
Step	**1**	**2**	**3**	**4**	**5**	**6**	**7**
< 25	19,069	40%	21%	77%	50%	88%	551
25-34	52,383	26%	19%	74%	43%	88%	696
35-44	64,151	14%	13%	43%	33%	46%	74
45-54	82,132	8%	10%	64%	32%	30%	42
55-64	69,769	7%	13%	92%	37%	12%	24
65-74	43,840	5%	21%	96%	40%	18%	30
75+	45,937	6%	23%	98%	40%	24%	65
Total Households	377,281						1,481
						Fair share for City Syracuse (est.)	**30%**
						Capture potential for Hi-Lo BOA	**5%**
						Annual absorption potential for Hi-Lo BOA	**22**

Source: *US Department of Housing and Urban Development 2012.*

of light industrial/manufacturing and single family homes currently lie to the north of Fourth North Street; multifamily residential construction is unlikely in this area, due to the existing and likely continued industrial character of this area.

New residential product in the study area is likely to be a mixture of one- and two-bedroom units, potentially ranging from 700 to 1,100 square feet and an average rent ranging from $0.95 to $1.10 per square foot per month. Comparable residential projects in the Franklin Square area (The Lofts at Franklin Square) and in Downtown Syracuse (Lofts on Willow and Pike Block), are shown in Figure 4.6 to gauge the range for unit mix, size, and monthly rent for a residential project in the Hi-Lo BOA.

While multifamily residential rental units in the study area may be built with similar quality to units in Franklin Square and Downtown, their rents will likely be significantly discounted by 20 percent or more compared to nearby Franklin Square, given the lack of neighborhood amenities and the quality of nearby housing (i.e. an aging housing stock in need of considerable rehabilitation). These rent levels may start around $1.00 per square foot, and may increase over time $1.20 to $1.25 per square foot as public and private investments continue to improve the area. It is less likely that the corridor will achieve rent levels that are similar to those for new development in Downtown Syracuse for some time.

While this analysis indicates modest demand for residential development in the corridor, further analysis will assess the financial feasibility of creating new residential units in the corridor through new construction or adaptive reuse of existing buildings.

4.1.2 Retail

In order to assess the retail market, the existing supply of retail within the neighborhood and the City of Syracuse was reviewed to identify opportunities to develop convenience and destination retail within the Hi-Lo BOA.

FIGURE 4.6: COMPARABLE RESIDENTIAL PROJECTS

Project		Unit Composition		SF	Rent/Month	Annual Rent PSF
1.	The Lofts at Franklin Square (Phase II)	1BR	28	900	$1,040	$1.16
	101 Solar St	2BR	22	1,150	$1,413	$1.23
	Built 2005	3BR	0	N/A	N/A	N/A
	0% Vacancy	Total	50		Average	$1.19
2.	The Lofts at Franklin Square (Phase I)	1BR	25	900	$1,040	$1.16
	525 Plum St	2BR	15	1,150	$1,307	$1.14
	Built 2004	3BR	0	N/A	N/A	N/A
	0% Vacancy	Total	40		Average	$1.15
3.	Lofts on Willow	1BR	40	430	$1,007	$1.59
	230 West Willow St	2BR	8	935	$1,251	$1.34
	Built 2006	3BR	0	N/A	N/A	N/A
	2% Vacancy	Total	48		Average	$1.46
4.	Pike Block	1BR	22	703	$1,225	$1.74
	300 South Salina St	2BR	52	977	$1,733	$1.77
	To Open 2013	3BR	4	1,250	$2,500	$2.00
	Vacancy N/A	Total	78		Average	$1.84

Source: *REIS 2012, Pike Block, HR&A Analysis.*

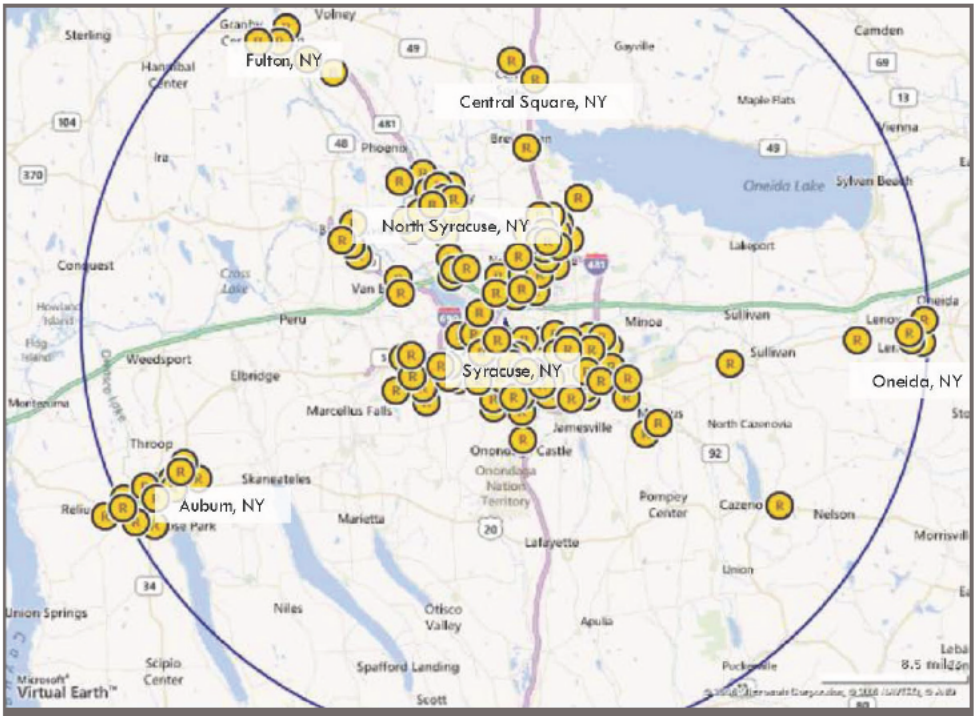
4.1.2.1 Existing supply

Within and proximate to the BOA neighborhood, there are considerable concentrations of retail offerings and other drivers of potential retail customers, but limited convenience retail and food and beverage options. The most notable concentrations of retail offerings are as follows:

- *Central New York Regional Market:* This market complex comprised of six shed structures, three buildings, a service center, an office, and several restaurant buildings. The Regional Market provides facilities, programs, and services to promote agricultural commerce in the Central New York region. The complex hosts a farmer's market on Saturday and a flea market on Sundays year round, and a seasonal farmer's market on Thursdays from May through November.
- *Destiny USA:* This retail and entertainment complex is adjacent to the southwest end of the BOA. At over 1.5 million square feet, it is the largest shopping destination in the region. Its 150 retailers are concentrated in the clothing, recreational (sports, toys, games), and food & beverage sectors.
- *NBT Bank Stadium:* This baseball stadium is home to the Triple-A Syracuse Chiefs of the International League. League statistics indicate that since 2005, the Chiefs' average attendance per home game has been approximately 5,700.
- *Neighborhood retail along Wolf Street:* Retail along Wolf Street includes limited neighborhood-serving food and beverage options, as well as a convenience market. Roma Tile is also located on Wolf Street, and attracts a citywide and regional customer base.

A considerable share of national big-box retailers are represented within 25 miles of the BOA, including the following: Walmart (6), Lowe's (7), Rite Aid (13), TJ Maxx (5), Marshalls (5), Wegman's (5), Bed Bath & Beyond (4), Home Depot (4), OfficeMax (4), Kmart (2), Target (2), and Home Depot. In addition to Destiny USA, there are two other "super-regional" malls within a 30 minute drive of the BOA – Shoppingtown Mall and Great Northern Mall. The area is saturated with neighborhood shopping centers, malls, and big box retail, as can be seen in Figure 4.7, which indicates the location of retail buildings with more than 50,000 square feet within 25 miles of the BOA.

FIGURE 4.7: RETAIL BUILDINGS WITH OVER 50,000 SQUARE FEET, WITHIN 25 MILES OF THE BOA



Source: *CoStar 2012*

4.1.2.2 Retail gap analysis

The potential for retail development within the corridor is driven in large part by the current supply and demand for different types of retail within two geographic areas, the convenience trade area and the destination trade area. The convenience

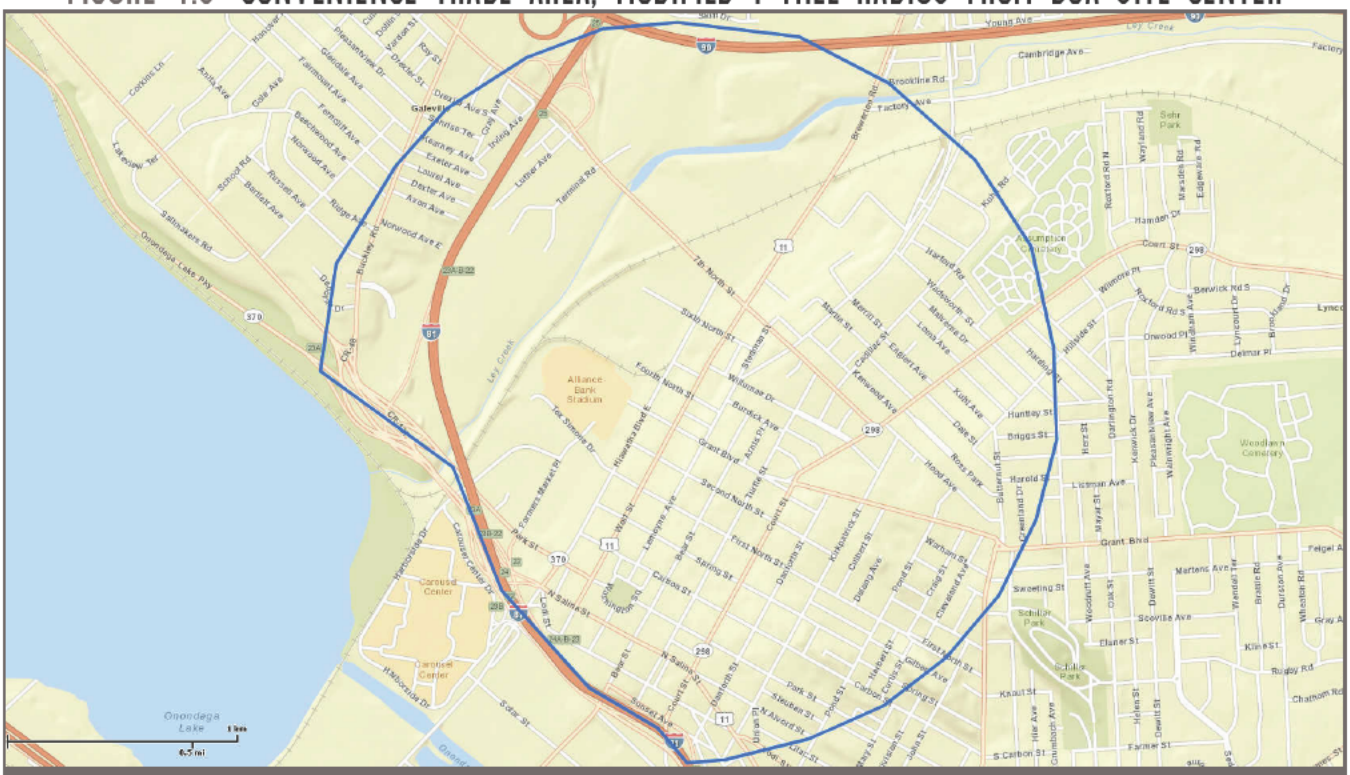
trade area, defined as a modified one-mile radius around the center of the BOA at Second North Street (not including Destiny USA), seen in Figure 4.8, is characterized by people living and working in this area who are most likely to make convenience purchases such as groceries, health and beauty, take-out food, as well as use services such as banks, shoe repairs and hair salons, within walking distance of their residence. The destination trade area is defined as the 30 minutes driving distance from the center of the BOA, as seen in Figure 4.9. People living in the destination trade area, which is within short driving or travel distance, are more likely to make a special trip to the corridor to purchase goods and services such as clothing, accessories, home furnishings, fine dining and entertainment, rather than to go there for their daily needs. In defining the destination trade area, this analysis considers the amount of time people would be willing to travel to buy goods and services in the study area, the ease of access to the site, and the competitive retail venues that currently serve this market.

For the purpose of this analysis, both the convenience and destination trade areas are characterized by their respective total annual spending potential contributed by residents within the defined trade area (demand), total annual sales volume within the trade area (sales), and the unmet spending potential (gap), which was identified by subtracting the sales from the demand. This gap does not reflect demand or sales by area workers or visitors unless those individuals work within the set trade area. These figures are supplemented by data reflecting sales per square foot by retail sector in the Northeast. The retail gap can be divided by the sales productivity per sector to calculate the additional supportable square feet of retail that might developed within the set trade area.

4.1.2.2.1 Convenience Trade Area

As shown in Figure 4.10, unmet retail spending potential of approximately $2.4 million in health and

FIGURE 4.8: CONVENIENCE TRADE AREA, MODIFIED 1-MILE RADIUS FROM BOA SITE CENTER



Source: *ESRI Business Analyst, 2012*

personal care stores could support an additional 5,000 square feet of locally-oriented retail in that category. In addition, there is unmet spending potential of approximately $6.1 million in food service and drinking places – specifically full-service restaurants and limited-service eating establishments – which could support up to an additional 15,000 square feet. Lastly, although the analysis indicates unmet potential for general merchandise stores, this potential would likely be met by Destiny USA if it were included in the trade area.

4.1.2.2.2 Destination Trade Area

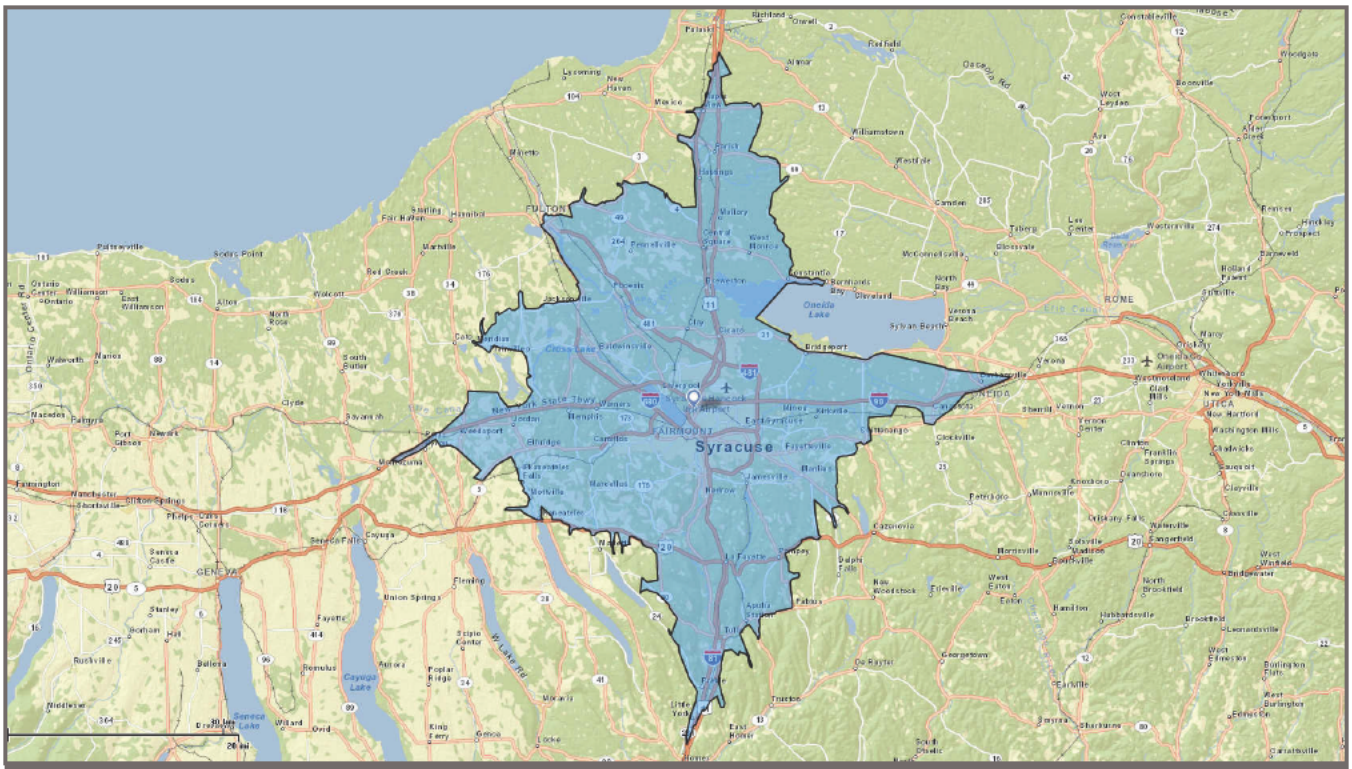
There is considerable unmet retail spending potential within a 30-minute driving time radius of the BOA, as shown in Figure 4.11. However, much of this demand is in categories that are likely to be met by the recently expansion of Destiny USA, including health and personal care, clothing and clothing accessories, sporting goods, hobby, and book and music stores, as well as food services and drinking places. However, there may be potential to capture some portion of regional demand for full service and limited service restaurants by creating a niche dining destination that builds upon the destinations within and directly adjacent to the Hi-Lo BOA and the activity on North Salina Street. In addition, there may be potential to capture some portion of regional demand for furniture and home furnishings, particularly in the market for specialty products and services that are not typically met by big box or mall retailers.

4.1.2.3 Opportunities

Based on this review of current supply of retail in neighborhood and region, as well as unmet spending potential in these areas, three key opportunities for retail development may be accommodated within the Hi-Lo BOA, as follows:

1. *Furniture and home furnishing stores:* The retail gap

FIGURE 4.9: DESTINATION/COMPARISON TRADE AREA, 30 MINUTES DRIVING DISTANCE FROM BOA SITE CENTER



Source: *ESRI Business Analyst, 2012.*

analysis indicates that within both the local and regional markets there is considerable unmet spending potential for furniture and home furnishing stores, nearly $40 million dollars translating to over 150,000 square feet of additional supportable retail space. While much of this demand is likely to be met by large-scale retailers and mall retailers, there may be potential to capture a portion of this demand within specialty home improvement, furniture, and home furnishings retailers within the BOA. Potential uses could combine small-scale production, office space, and showrooms, creating potential synergies with light industrial uses in the area and bridging commercial retail and employment opportunities. These uses could leverage mall visitation, existing businesses within the BOA, and considerable new construction and adaptive reuse in the City of Syracuse, while drawing a link to historical uses of the area as candle-making, home-furnishing manufacturers, and antiques.

2. *Food and beverage and/or entertainment linked to regional destinations:* The retail gap analysis identified unmet spending potential for food services and drinking places, both at the neighborhood convenience and destination market scales. The area might capture some of this potential activity in two ways:

   - build upon the food and beverage cluster along North Salina Street, a "Little Italy" corridor with a range of limited to full service Italian and international restaurants; and/or
   - leverage the activity existing adjacent to the

FIGURE 4.10: RETAIL GAP ANALYSIS, CONVENIENCE TRADE AREA

Retail Sector	Demand (2010)	Sales (2010)	Retail Gap (Demand - Sales)	Estimated Sales Productivity	Potential Additional Supportable SF
Furniture & Home Furnishings Stores	$2,558,844	$4,233,954	-$1,675,110	$242	0
Electronics & Appliance Stores	$2,841,366	$3,735,068	-$893,702	$349	0
Food & Beverage Stores					
Grocery Stores	$16,042,095	$32,871,236	-$16,829,141	$562	0
Specialty Food Stores	$782,198	$4,120,567	-$3,338,369	$223	0
Beer, Wine & Liquor Stores	$966,400	$2,616,102	-$1,649,702	$396	0
Health & Personal Care Stores	$4,460,605	$2,094,470	$2,366,135	$497	5,000
Clothing & Clothing Accessories Stores	$4,166,659	$8,422,279	-$4,255,620	$269	0
Sporting Goods, Hobby, Book & Music Stores	$1,335,293	$1,646,563	-$311,270	$176	0
General Merchandise Stores	$9,975,570	$3,509,881	$6,465,689	$173	37,000
Miscellaneous Store Retailers*	$1,556,561	$3,006,150	-$1,449,589	$238	0
Food Services & Drinking Places					
Full-Service Restaurants	$6,723,253	$3,341,902	$3,381,351	$414	8,000
Limited-Service Eating Places	$5,916,837	$3,890,800	$2,026,037	$273	7,000
Special Food Services	$1,015,636	$315,818	$699,818	$313	2,000

*Miscellaneous Store Retailers includes retail such as florists, office supply, and used merchandise.

Sources: *ESRI Business Analyst, 2012; Urban Land Institute; ICSC;HR&A Analysis.*

corridor, particularly the Central New York Regional Market, the Regional Transportation Center, and NBT Bank Stadium. The market generates heavy weekly traffic throughout its season; the regional transit hub sees an average of 1,500 to 2,000 daily travelers by train and bus; and turnout at the stadium could help to support a number of businesses along Hiawatha Boulevard and Wolf Street if more effective measures were in place to draw patrons into the neighborhood before or after games.

3. *Neighborhood convenience retail:* Neighborhood amenities are critical for supporting residential attraction and growth in areas pursuing substantial redevelopment. The retail gap analysis suggests that with the existing population within one mile of the corridor, there is an opportunity to add health and personal care stores, as well as full-service and limited-service restaurants. Capturing this unmet spending potential would both support the needs of existing residents and provide the amenities necessary to attract new residents to the area.

4.1.3 Industrial and Flex

The regional industrial and flex space market is stable, with some limited build-to-suit growth from existing users. There is approximately 44 million square feet of existing industrial space in the Syracuse regional industrial market, with the majority of that space in the northern and eastern portions of the region. Of this total, 2.1 million square feet (5%) is located within one mile of the Hi-Lo BOA, and 20.1 million square feet is within three miles, representing 46% of the regional market.

FIGURE 4.11: RETAIL GAP ANALYSIS, DESTINATION TRADE ANALYSIS

Retail Sector	Demand (2010)	Sales (2010)	Retail Gap (Demand - Sales)	Estimated Sales Productivity	Potential Additional Supportable SF
Furniture & Home Furnishings Stores	$135,245,509	$98,642,972	$36,602,537	$242	151,000
Electronics & Appliance Stores	$143,196,863	$128,156,978	$15,039,885	$349	43,000
Food & Beverage Stores					
Grocery Stores	$800,437,800	$877,072,765	-$76,634,965	$562	0
Specialty Food Stores	$40,600,906	$42,979,004	-$2,378,098	$223	0
Beer, Wine & Liquor Stores	$47,831,923	$64,119,688	-$16,287,765	$396	0
Health & Personal Care Stores	$226,395,054	$217,720,706	$8,674,348	$497	17,000
Clothing & Clothing Accessories Stores	$199,286,242	$127,977,275	$71,308,967	$269	265,000
Sporting Goods, Hobby, Book & Music Stores	$67,815,393	$56,519,326	$11,296,067	$176	64,000
General Merchandise Stores	$516,123,565	$661,366,484	-$145,242,919	$173	0
Miscellaneous Store Retailers*	$80,755,035	$84,213,129	-$3,458,094	$238	0
Food Services & Drinking Places					
Full-Service Restaurants	$337,320,715	$261,258,381	$76,062,334	$414	184,000
Limited-Service Eating Places	$301,843,731	$262,692,970	$39,150,761	$273	143,000
Special Food Services	$52,360,624	$57,716,937	-$5,356,313	$313	0

*Miscellaneous Store Retailers includes retail such as florists, office supply, and used merchandise.

Sources: *ESRI Business Analyst, 2012; Urban Land Institute; ICSC;HR&A Analysis.*

Approximately 1.25 million square feet of total space turned over in terms of leasing and sales activity in 2011 – representing less than three percent of the total inventory, while less than 35,000 square feet of that turnover was net absorption. Only one major new industrial or flex space facility was developed in 2011, Sysco's 130,000 square foot cold storage building in the Town of Van Buren.

Industrial rents have remained stable, with direct asking rents remaining around $3.40 per square foot since 2010 on average. This represents a decline from 2008, when average rents were close to $4.00 per square foot. Rents vary significantly across submarkets and types of space. Locations in the northern and eastern portions of the region command average rents of $3.80 and $3.35 per square foot, respectively, while locations in the southern and western portions of the region command direct asking rents of less than $3.00 per square foot. Office service/flex space commands rents that are nearly double the average (nearly $6.50 per square foot), and these rents are more stable across submarkets as compared to other space types. Industrial/flex vacancy rates continue to decline from nearly 13 percent in 2008 and 2009, to 10.5 percent in 2011.

4.1.3.1 Changes in the marketplace

Although employment is declining within the manufacturing sector, employment in warehousing and transportation is relatively stable, and both industry sectors contribute a significant share of jobs to the metro economy. In 2011, Manufacturing was the sixth largest industry in the Syracuse Metropolitan Statistical Area, having declined from being the second largest industry and largest private industry in 2002 (Government was and continues to be the largest employer, with about 60,000 individuals employed in the local, state and federal government).

Over the next five years, CenterState CEO will lead an effort aiming to double regional exports by $3 billion by increasing existing export activity of the area's top exporters, expanding capacity to export within small-medium sized organizations, and increasing exports from the area's major service providers. CenterState CEO and its partners throughout the region (including the City of Syracuse) are specifically looking to attract and grow advanced manufacturing enterprises such as environmental systems, indoor air quality and ventilation, and biomedical companies.

The Syracuse Industrial Development Agency (SIDA) has found that the largest scale manufacturing users and users seeking to locate primarily manufacturing uses often look for large "greenfield" (undeveloped) parcels, which the City of Syracuse is not positioned to accommodate. As a result, recent new industrial developments within the City have typically been small to medium scale enterprises that have manufacturing as a non-primary component of their program and often co-locate with office and other uses. Despite the decline in manufacturing employment in the MSA over the last decade, the City may seek to attract small- to medium-scale manufacturing users in a range of industries, including advanced manufacturing, construction, and home furnishings; the former is not currently significantly represented within the Hi-Lo BOA, while the latter exist but may offer an opportunity for additional growth. Transportation and warehousing also represent an opportunity for the City to leverage the availability of underutilized land and buildings that are zoned for industrial uses within the BOA.

4.1.3.2 Opportunities

The Hi-Lo BOA can leverage demand for small-scale office/flex space and warehouse and distribution space. The area benefits from access to regional transportation, availability of industrially-zoned land, proximity to similar companies, traffic from regional visitors and shoppers, and potential demand arising from new development in the City. In addition, brokers within the region report that there is a shortage of supply of modern, one-story warehouse and manufacturing spaces, as well as high quality office-industrial flex space. There is a perception in the market that a significant portion of the existing inventory for manufacturing and warehouse space is functionally obsolete. More than 60% of all industrial spaces within the Syracuse region were built before 1975. In recent years, market demand has been strongest for spaces offering 5,000 to 10,000 square feet of office service/flex space or 10,000 to 30,000 square feet of warehouse and distribution space.

The following two uses present the greatest opportunity for developing industrial or flex space

within the BOA corridor:

- *Small-scale production, office, and showroom uses around a theme:* Municipal representatives and stakeholders in the area have noted that home improvement, furniture, home furnishings, and fixtures, in particular, represent a number of potential retail opportunities within this corridor; these opportunities could extend into the market for industrial and/or flex space as well. Light industrial buildings that would support the types of uses envisioned tend to be relatively small, with an average of 11,000 square feet in proximity of the BOA. Previous proposals to create a central destination "district" for home improvement and furnishings-related businesses within this corridor have been supported by both the public and private sectors, however these proposals have not yet found a critical mass of financial or organizational initiative. Specific portions of the BOA could be marketed to promote industrial development toward this end, including a strategy for branding the area for the types of small- to medium-scale and mixed-use industrial/flex development that can create jobs while capitalizing on both the evident market opportunity and the industrial heritage of the neighborhood.
- *Warehousing and distribution:* Underutilized existing buildings, as well as some large parcels, which are not available elsewhere in the City might be repositioned for reuse for warehouse and distribution uses, connecting to regional transit opportunities. The employment generation of warehousing and distribution uses is less than that of manufacturing and production uses, therefore manufacturing uses are likely to remain a higher public priority for industrial properties. However, the industrially-zoned parcels in the BOA could potentially meet a demand for warehouse and distribution uses that cannot be met elsewhere in the City; where and when this opportunity exists in the corridor, it should not be overlooked.

4.1.4 Additional Land Use Consideration: Hotel

A number of stakeholders have expressed a desire for hotel development within the corridor, noting that hotels could take advantage of a number of nearby assets such as access to regional transportation, the State Fairgrounds, and Destiny USA. Although these assets make the concept of hotel development attractive, there are a number of near-term factors within the marketplace that limit the likelihood that such uses will gain support within the development community. These factors include the following:

- *Existing supply:* There are two hotels within one mile of Hi-Lo BOA ranging from $80 to $130 per night, and nearly 50 hotels within 5 miles with Average Daily Rates ranging from $60 (in Liverpool) to $300 (in Downtown Syracuse) per night. The hotels in the Syracuse area are primarily located in Downtown Syracuse, Liverpool, East Syracuse or near the airport.
- *Market demand:* Families and individuals traveling to shop at Destiny USA that stay overnight are frequently staying at hotels and motels not currently within the City limits, but at less expensive accommodations in the suburbs. Local real estate professionals noted that neighborhood safety was a considerable concern for hotel development in this area.
- *Preliminary feasibility:* During stakeholder outreach meetings, developers noted that under current conditions, it would be challenging to charge competitive room rates relative to the cost of hotel development and operations.

In the long-term, however, proximity to key assets coupled with investments in public realm improvement, primarily addressing safety concerns and pedestrian walkability, may leverage interest in hotel development.

4.1.5 Development vision for the Hi-Lo BOA

This analysis suggests that the Hi-Lo BOA is well positioned to support a synergistic set of uses that builds upon the character and assets of the corridor, while over time creating a new mixed-use neighborhood including larger-scale multifamily development and more extensive retail options. Realizing the full potential for mixed-use development will require significant public investment in infrastructure, transportation, and public realm/open space improvements in the BOA and adjacent residential neighborhoods, and may

take place over 15 to 20 years or more.

Key to realizing this vision will be public investment in, and commitment to, the redevelopment initiative. Critical threshold conditions for revitalization of the area include the following:

- *Significant public financial resources aimed at spurring private development:* Successful redevelopment in Syracuse (e.g. Franklin Square) and elsewhere has required public incentives and investment and taken significant time, as the case studies in Appendix D demonstrate. Necessary investments and initiatives in the Hi-Lo BOA are likely to include:

  Transportation investments to improve the quality of the roads, including access to and between regional destinations, and improvements and strategies to route truck traffic out of the corridor efficiently and away from future development south of Fourth North Street;

  Public realm and open space improvements that link regional destinations on Hiawatha Boulevard and improve pedestrian connections on Wolf Street and to the east of the BOA area;

  Marketing of and business development efforts for potential light industrial/flex uses in the northern portion of the BOA area, encouraging the development of job-producing uses, or warehouse and distribution uses where or when those uses cannot be accommodated; and

  Aggressive code enforcement and public safety efforts in the areas within and adjacent to the BOA area.

- *Balanced support for competing product types:* Successful development and absorption of competing projects elsewhere in the City (including the planned Inner Harbor mixed-use development) can help set the stage for the BOA area, but also introduces competition for resources and market demand. Application of BOA program resources to implement this initiative can demonstrate the City's commitment and investment in revitalization for large-scale development. However, public-sector decision-makers must also be careful not to spread resources too thin or to facilitate oversaturation with additional development in particular market types as the Inner Harbor is beginning to develop.

Appendix D includes case studies of similar transformative neighborhood development in Syracuse at Franklin Square, the High Falls Residential and Business District in Rochester, and the South Side Works development in Pittsburgh.

In the near-term, investments should leverage existing residential, retail and industrial demand indicated by the assessment of existing market conditions.

- Residential: This analysis indicates that the Hi-Lo BOA could support the development of one or more phased residential projects of approximately 20 units per year. The projects should provide rental units, 1- and 2- bedrooms, located south of Fourth North Street for increased proximity to existing neighborhood amenities.

- Retail: HR&A's analysis suggests three potential retail opportunities for the Hi-Lo BOA, including:

  Furniture and home furnishing stores: There may be potential to capture a portion of unmet spending potential within specialty home improvement, furniture, and home furnishings retailers within the BOA. Potential uses could combine small-scale production, office space, and showrooms, creating potential synergies with light industrial uses in the area and bridging commercial retail and employment opportunities. These uses could be located within areas of industrial character throughout the corridor or within mixed-use nodes.

  Food and beverage and/or entertainment linked to regional destinations: The retail gap analysis identified unmet spending potential for food services and drinking places, both at the neighborhood convenience and destination market scales. The area might capture some of this potential activity in two ways:

  Build upon the food and beverage cluster along North Salina Street, a "Little Italy" corridor with a range of limited to full service Italian and international restaurants.

  Leverage the activity existing within the corridor, particularly the Central New York Regional Market, the Regional Transportation Center,

and NBT Bank Stadium, and activity adjacent to the corridor, such as Destiny USA.

Neighborhood convenience retail: The retail gap analysis found that with the existing population within one mile of the BOA Corridor, there is opportunity to add health and personal care stores, as well as full-service and limited-service restaurants. Capturing this unmet spending potential would both support the needs of existing residents and provide the amenities necessary to attract new residents to the area.

- Industrial: The analysis identified two industrial development opportunities:

Light industrial/flex space: The combination of existing businesses and market opportunities within the area suggest that a themed district could be successful in this corridor, e.g. home improvement, artisan furniture, fixtures, or antiques. These uses could be developed within a mixed-use district, and could combine small-scale production, office, and showroom or retail uses.

Warehouse and distribution: The Hi-Lo BOA is one of the few areas in the City that has large industrially-zoned parcels available for development, and its proximity to regional transportation makes the area attractive for warehouse and distribution uses. Appropriate locations are likely to include parcels on Hiawatha Boulevard, particularly those between Fourth North and Seventh North Streets, consistent with existing active industrial uses. Large vacant and underutilized parcels on the north side of Hiawatha Boulevard may be more appropriate, given the adjacencies to residential neighborhoods on the south side of the street. In order to allow industrial and residential uses to co-exist within the BOA area, it is important to identify ways to mitigate urban design and transportation implications of warehousing and distribution uses within the corridor, which may limit future residential demand.

4.2 Conceptual Financial Analysis of Potential Land Uses

The feasibility of specific development opportunities would vary by program type throughout the area, particularly as it relates to positioning. For example, retail located southwest in the study area closest to Destiny USA might achieve higher rents as a result of proximity to a strong cluster of existing activity, whereas retail located northeast of the NBT Bank Stadium would likely see lower rents due to predominantly industrial surroundings. Therefore, this analysis presents low and high scenarios for the market value associated with industrial/flex space, retail, and multifamily residential property on a per square foot (PSF) basis. This is evaluated against the total development cost PSF by program type (i.e. new construction or building rehabilitation) to determine residual value. Residual value per square foot is used as a proxy for development feasibility; negative residual value implies limited opportunity for development, without any additional subsidies, while positive residual value implies opportunity for market supportable development.

As mentioned above, in order to determine the residual value of different programmatic uses, this analysis estimates market value per square foot based on existing rents, operating expenses and vacancy in comparable developments. Development costs are based on RS Means, which were then vetted by local real estate professionals. The market value less the development cost indicates residual value per square foot; negative residual value per square foot indicates limited feasibility without significantly decreasing the cost of construction or increasing rent. The rents and construction costs represented here are representative of the range the market currently supports. The following three-step process provides an overview of specific data points and sources of information, described in greater detail in Appendix E:

1. *Market Value:* First, rent spreads and vacancy rates indicated by local market reports for average monthly rent in Syracuse for the 2nd Quarter of 2012 are reviewed, as well as rents for individual comparable properties obtained through third-party data providers REIS and CoStar. Net operating income is calculated using industry standards for

operating expenses, and market capitalization rates for Syracuse by program type to estimate market value.

2. *Development Cost:* Vertical costs by program type are determined using RS Means to calculate vertical hard costs and industry standards to develop soft costs and developer profit considerations, as a percentage of hard costs, for new construction. For the purpose of this analysis, vertical soft costs are set at 20% of vertical hard costs, vertical site costs at 10% of vertical hard costs, and developer profit at 8% of total development cost. These estimates do not include cost of remediation and environmental improvements, which would increase total development cost. Vertical hard cost assumptions, such as the type of construction and size, by program type are described below in greater detail. Consultation with local engineering professionals suggested that comprehensive rehabilitation costs are typically 70% of new construction costs, with potential for variance depending on fit out.

3. *Feasibility Summary:* Finally, the plausible range of development feasibility is assessed by subtracting the total development cost per square foot from the market value per square foot by program type. This illustrates the range of potential residual value that may be achieved in the Hi-Lo BOA relative to rents and construction method.

4.2.1 Development Feasibility

The development feasibility assessment further corroborated the market and economic trends assessment of programmatic use opportunities as presented in Section 4.1. While existing socioeconomic and/or physical conditions in the BOA are challenging, they are not entirely limiting to near-term development. Figure 4.12 below summarizes the market value associated with each program use, as determined by market rents, vacancy rates, operating expenses and capitalization rates, and development cost associated with new construction or rehabilitation of each use type. The residual value serves as a proxy for development feasibility, where negative values

FIGURE 4.12: DEVELOPMENT FEASIBILITY SUMMARY OF PROPOSED PROGRAMMATIC USES

1. Industrial/Flex (PSF)	New Construction		Rehab	
	Low	High	Low	High
Market Value	$67	$112	$67	$112
Development Cost	($122)	($122)	($86)	($86)
Residual Value	($55)	($11)	($19)	$26
2. Neighborhood Retail (PSF)	**New Construction**		**Rehab**	
	Low	High	Low	High
Market Value	$66	$121	$66	$121
Development Cost	($136)	($136)	($95)	($95)
Residual Value	($69)	($15)	($29)	$26
3. Multifamily Rental (PSF)	**New Construction**		**Rehab**	
	Low	High	Low	High
Market Value	$95	$148	$95	$148
Development Cost	($183)	($183)	($128)	($128)
Residual Value	($79)	($36)	($23)	$20

Sources: *ESRI Business Analyst, 2012; Urban Land Institute; ICSC;HR&A Analysis.*

suggest limited (or substantially limited) near-term feasibility. As detailed in Appendix E, feasibility is most dependent on market rents and vertical hard costs.

4.2.2 Conclusion

This assessment indicates that near-term feasibility of proposed program uses is limited to rehabilitation of existing buildings, with greatest opportunity in industrial/flex and neighborhood retail at or above $9.60 and $11.80 PSF annual rents, respectively, and multifamily residential at least $1.35 PSF per month. There is limited opportunity for private investment in new construction without subsidies, although there may be several potential means through which to address this gap, as discussed in Section 5.

PART No. 5

PART FIVE Development Plan

5.1 Conceptual Basis for Development plan

The proposed development plan for the Hi-Lo BOA reflects the community vision and input noted in Sections 1 and 2, takes advantage of the assets and constraints identified in Section 3, and responds to the market conditions analyzed in Section 4. The intent of the development plan is to account for a wide range of existing characteristics and opportunities along the corridor while guiding catalytic property reinvestments that will serve to benefit both the public and private sectors alike.

The vision defined throughout the public outreach process (and described in Section 1.2) is that of a revitalized, safe and active atmosphere with an appropriate mix of uses and a sense of place that is reflective of the area's historic importance. To promote this vision, this development plan is structured as follows:

- Foundational elements of the plan are described in Section 5.1. These are the four general themes that will unite complementary efforts in various locations in the creation of a cohesive district identity.
- Strategically focused locations for development initiatives are discussed in Section 5.2. This section proposes a series of three general areas where various interventions could have the greatest impact on the corridor as a whole, and identifies specific properties within each of these areas where particular types of development or other interventions would likely be most feasible or appropriate.
- Specific development types and interventions are detailed in Section 5.3. These include traditional land uses (i.e., commercial, industrial, residential) as well as a series of non-traditional land uses that may also be appropriate given the existing market and environmental conditions in the area.
- The framework for progress is proposed in Section 5.4. This framework features individual action steps that can be taken at the policy, program, or property scales, each representing complementary approaches that will help the City of Syracuse and Hi-Lo BOA business owners and residents to achieve the vision for revitalization.
- Development plan phasing is proposed in Section 5.5. This phasing is intended to guide development initiatives in a manner that is most likely to be supported by the existing and emerging market within the corridor.

The BOA program offers the City of Syracuse a tremendous opportunity to reinvest in this corridor, and this development plan is designed to make the most of that opportunity. Responsible investment decisions and innovative ideas for productive property uses along the corridor can help trigger broader investments in the Northside, and the strategic approach outlined will improve the prospects for both their sustainability and success.

Four important elements will work together to create a stronger neighborhood, and ensure success of future investments:

1. A safe, stable community for residents and businesses;
2. A supportive regulatory framework aimed at advancing the community's vision for revitalization;
3. A series of improvements to both the infrastructure and streetscape along Wolf Street, Hiawatha Boulevard, side streets, and critical intersections; and
4. Proactive investigation and remediation of environmental contamination.

5.1.1 Stable Community

Although it is one of the most complex factors in neighborhood transformation, the social concerns of the Hi-Lo BOA cannot be overlooked as part of this process. Through community meetings, developer discussions, and one-on-one conversations with business owners, stakeholders have voiced concern regarding public safety and code enforcement throughout the corridor. The City of Syracuse (including the Police Department, Department of Neighborhood and Business Development, and Division of Code Enforcement) is actively engaged in these issues; BOA program resources could also provide further assistance to the neighborhood residents and business owners that are already actively engaged throughout the community.

Vendors and Consumers at the Central New York Regional Market, one of the largest and most active sites within the BOA.

Public safety and personal security issues, both real and perceived, serve as a substantial limiting factor on the vibrancy of the corridor, as well as the prospects for future property investments. In order for mixed uses to thrive in an urban setting, residents' and patrons' sense of personal security must be maintained from one site to the next. The existing atmosphere does not promote the types of active street-level engagement that would draw visitors into the corridor from the adjacent regional attractions.

Land use issues also play a role in the safety and stability of the community. Safe urban settings offer "safety in numbers" – a density of both uses and users that facilitates passive surveillance and limits opportunities for disruptive behaviors. Vacant structures and vacant lots undermine this natural advantage by creating gaps in the visual and functional environment; where an active storefront can serve as a welcoming feature, a boarded storefront becomes foreboding and inhospitable. In addition, transient and adult-oriented businesses contribute to the perception that the corridor attracts an unsavory crowd.

Conversely, a safe and stable community will have a positive impact on the success of early investments, and on the prospect for subsequent development. A safe and attractive public realm will help to tie large regional attractions to the adjacent neighborhood, facilitating the passage of visitors from one to the other by foot, bicycle, or car. Positive activity at the street level will provide a disincentive for both negligence and malfeasance, which will in turn protect and enhance property values. As described below, the BOA program should help the City of Syracuse address these issues.

5.1.2 Supportive Regulatory Framework

The City of Syracuse's draft Land Use and Development Plan shapes a vision for future development throughout the City, including a mixed use district in and around the Hi-Lo

BOA. The Land Use Plan allows for the diverse land uses that currently exist, and advocates for transition zones to better mediate changes in scale, form, and use. Although both the BOA initiative and the Land Use and Development plan advocate for a high-quality urban environment, that vision is not codified within the City's zoning ordinance, which place a much greater emphasis on the regulation of use than the encouragement and facilitation of quality urban form. Future investments in the Hi-Lo BOA will be best served by changes to the local regulatory framework that support creation of an active, high-quality, mixed-use development pattern.

The Land Use and Development Plan provides the foundation for a form-based or hybrid form-and-use based zoning ordinance, which would help guide the type of context-sensitive, asset-based community development that is needed to achieve transformational change within the BOA. The regulatory framework guiding development within Franklin Square serves as a model for a similar type of regulation within this corridor. With their abiding focus on building form, design, and the relationship between public and private spaces, the City's Lakefront zoning districts (T4 and T5) have helped to facilitate a thriving and attractive built environment that both responds to and reinforces the urban character and industrial heritage of Franklin Square. In addition to reinforcing the quality of the visual environment, these district regulations also allow for a greater range of use types – a flexible approach well-suited for a transitional urban setting such as the BOA.

A similar (though tailored) approach is appropriate in certain parts of the Hi-Lo BOA, specifically in the area south of Fourth North Street. It may be less practical to apply such a framework to the remaining area north of Fourth North, where the encouragement of manufacturing or other industrial uses will require less focus on site design. The regulatory framework guiding development in this more industrial setting does not require the exclusion of design or environmental quality, however; the principles guiding safe and attractive public spaces can be accommodated through other means such as performance standards, development guidelines, sidewalk construction standards, or other applicable ordinances.

5.1.3 Infrastructure and Streetscape Improvements

The quality of infrastructure networks within the BOA will help to drive new investments throughout the corridor. As described in Section 3, the existing infrastructure within the BOA includes both vehicular and pedestrian transportation networks, utilities, water supply and sewers, and telecommunications. Streetscape enhancements and improvements to transportation infrastructure are among those that require the most urgent attention. Curbs and sidewalks have become substantially deteriorated, blurring the boundary between road and sidewalk. An absence of amenities limits pedestrian activity and precludes a thriving mix of uses. A shortage of pedestrian lighting, safe crossings and continuous sidewalks presents dangerous conditions that should be addressed.

As a first step of the program, baseline improvements should be made to all streets in the area with a priority on improving pedestrian safety and the sense of security in the public realm. These foundational improvements include continuous connected sidewalks, pedestrian scale lighting, bus shelters or improved signage, and safe, well-marked street crossings. Curbs should clearly demarcate road edges. Sidewalks in high-traffic areas should be constructed at a minimum of six feet wide in constrained locations, and a maximum of twelve feet wide, and this width should be coordinated with build-to lines within the zoning code where appropriate. Surface parking should have a clear delineation from the pedestrian zone. Sidewalks should be improved and maintained to provide even, safe, and continuous surfaces. Pedestrian crossings should be striped and additional stop signs and signalized crossings should be considered, particularly as redevelopment brings new users to the corridor. These basic infrastructure improvements are critical to the success of all other investments and should be completed on both the major north-south streets that define the corridor and the east/west connections that link the regional uses and the neighborhood.

As improvements to the streets are made, the changes should build on the City's plans for bike lanes, integrating them along Park Street to link the BOA to Downtown, and to the future improvements in the Lakefront/Inner Harbor area. In order to support the Land Use and Development Plan and differentiate industrial zones from commercial / residential zones,

streets which are envisioned to accommodate a mix of uses, catalytic investments, and thriving pedestrian life should benefit from additional amenities. These include the zones around Park, Lodi, and North Salina Street, as well as other key east-west crossings. Pedestrian lighting, street trees, planting verges, bus shelters, benches and trash receptacles should be focused along Wolf Street and critical east/west connections including Park Street and First North Street. Finally, signage and wayfinding can be layered on to the existing baseline improvements to reinforce the sense of identity and place along the corridor.

One of the BOA's key assets for commercial and industrial development is its easy access to I-81. While this is an asset for industrial, retail, and large regional uses, it must be better coordinated with pedestrian-scaled transportation infrastructure to enhance safety. In order to allow both to co-exist successfully, policies should be considered to "bookend" truck traffic, encouraging direct access to I-81 from both ends of the site and minimize truck traffic through the neighborhood and between Grant Street and Carbon Street. This will decrease the impact on the central zone of the corridor for mixed use redevelopment, while still allowing critical interstate highway access for the large industrial parcels at the north and south ends.

While some infrastructural components are in greater need of repair or replacement than others, it is often most cost effective to coordinate preventative maintenance of functional components while replacing others outright. For example, transportation infrastructure could coincide with utility work such that road openings would be limited in both number and frequency. This would help to mitigate neighborhood disruption and to maintain the quality of life throughout the corridor.

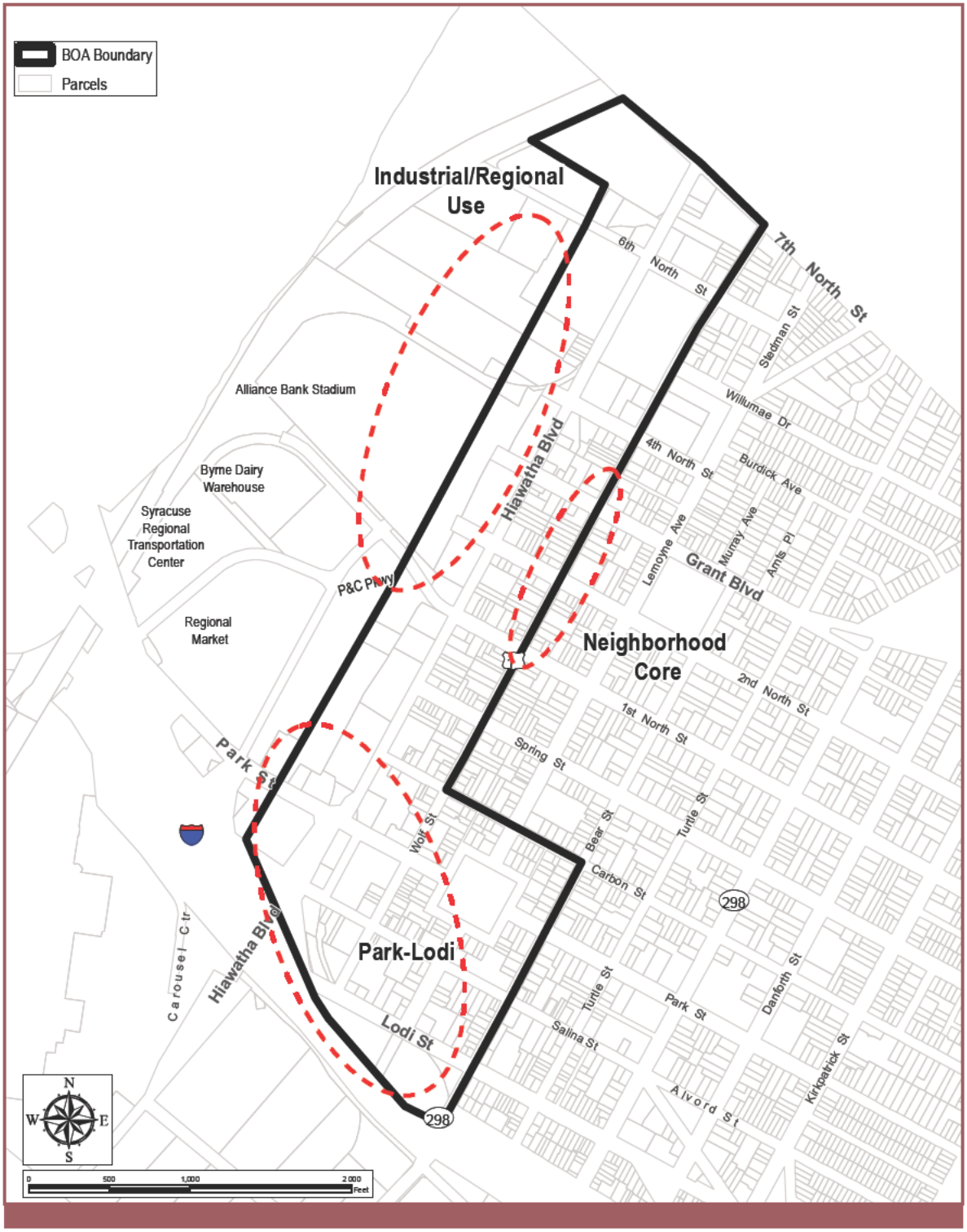
5.1.4 Investigation and Remediation of Environmental Contamination

The innovative area-wide focus of the BOA program allows qualified redevelopment initiatives to examine and account for market and physical factors outside of the strict boundaries of individually contaminated sites. Although the program is not singularly focused on issues of environmental contamination, it still serves as an effective mechanism to drive resources toward properties that have been (or may be) compromised by contaminants. Implementation of this development plan can help the City of Syracuse and individual property owners mobilize funding for environmental site assessments and other proactive investigatory and remedial measures in an effort to locate, characterize, and mitigate or remove contaminants within the corridor.

As described in Section 3.2, both historic and current industrial uses within the Hi-Lo BOA have resulted in the presence (or potential presence) of numerous contaminants within individual structures, soil, and groundwater. These may include, but are not limited to: various solvents, heavy metals, and petroleum or petroleum-derived chemicals. Each particular contaminant is associated with different levels of toxicity and pathways for environmental exposure, and each contaminated site will necessarily require a specific corrective action based on anticipated land use, development timelines, the medium in which contaminants are located (e.g., soil, groundwater, etc.), and a number of other factors. Treatment technologies vary widely according to site circumstances, from traditional land disposal and containment techniques to innovative treatment systems employing the extraction, desorption, or natural (biological) attenuation of contaminants.

Each of these factors and more must be considered in designing and implementing appropriate remedial measures in support of productive, environmentally sound property uses. Indeed, they must be considered and acted upon if the community's vision for increased quality of life and economic activity throughout the corridor is to be realized. However, a number of institutional and financial barriers exist (as described in Section 3.2) that inhibit or prevent proactive site investigations and participation in public programs created to facilitate site remediation (specifically, the New York State Voluntary Cleanup Program, Environmental Restoration Program, and Brownfield Cleanup Program). The implementation of the Hi-Lo BOA development plan will mitigate some of those barriers by providing assistance for site investigations and incentives for corrective actions.

FIGURE 5.1: CATALYTIC NODES FOR FUTURE DEVLOPMENT OF THE HI-LO BOA



5.2 Focused Development in Catalytic Nodes

Coordinated policies and physical improvements will serve to stimulate investment at a number of sites along the corridor. This study identifies three primary areas within the Hi-Lo BOA where concentrated investments could help to catalyze a broader revitalization of the area. Strategic redevelopment and investment in these three areas would support the community's vision for revitalization by taking full advantage of the corridor's existing assets. To that end, recommendations for each of these three areas are based on an understanding of specific economic opportunities, sites characteristics, and development opportunities.

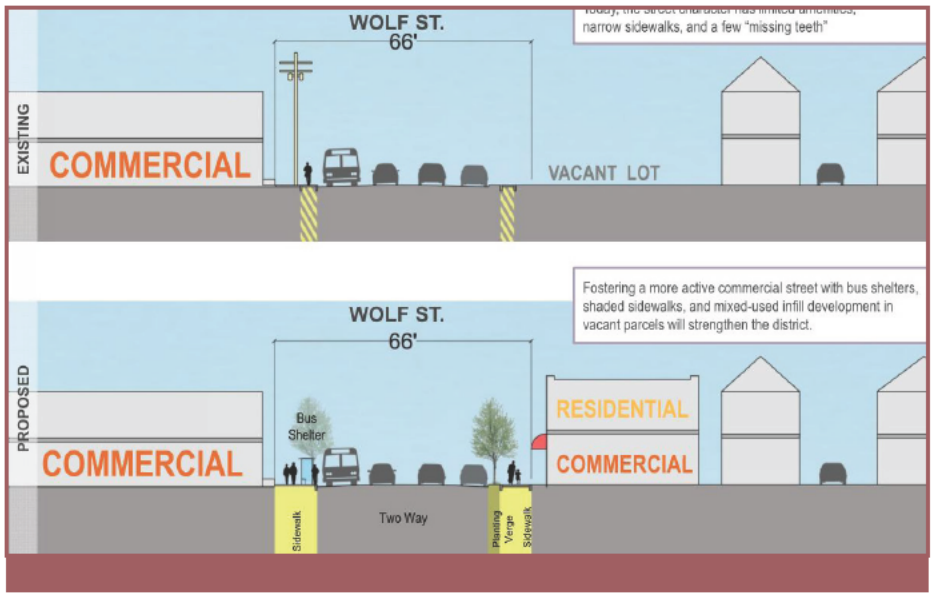
These areas include the "Neighborhood Core" node along Wolf Street between First North Street and Grant Boulevard, the "Park-Lodi" node which includes the streets and blocks between Park Street and Lodi Street from Hiawatha Boulevard to Washington Park, and the "Industrial / Regional Use" node which includes the northern edge of the Central New York Regional Market, NBT Bank Stadium, and a collection of large industrial parcels on the western side of Hiawatha Boulevard north of Fourth North Street. Each of these areas has its own specific assets and identity, and strategic investments within each will support the broader development vision for the Hi-Lo BOA as a whole. These catalytic nodes are illustrated in Figure 5.1.

5.2.1 Neighborhood Core

The blocks between First North Street and Grant Boulevard along Wolf Street have a mix of uses including neighborhood retail (e.g., Second North Deli, Dully's Express Mart), commercial uses (e.g. numerous auto sales and repair businesses) and residences. The market analysis identified the opportunity to develop neighborhood convenience retail in the corridor, such as health and personal care stores, as well as full-service and limited-service restaurants (see Section 4.1.2.3). These retail uses should be targeted to the neighborhood core, in order to both support the needs of existing residents and provide the necessary amenities to attract new residents to the area.

Improvements along Wolf Street must support pedestrian activity, ensure public safety, and provide amenities for all user groups. Pedestrian lighting, bus shelters, trash receptacles, benches, and street trees will all contribute to a more comfortable and inviting atmosphere and safe pedestrian environment, allowing Wolf Street to support a thriving mix of uses. As parcels redevelop, new development should reinforce Wolf Street's identity as a neighborhood core. Buildings should include commercial uses (e.g. retail, community services, food and beverage) at the ground level whenever possible, with residences above. Buildings should come close to lot lines, as many currently do, enforcing a continuous street wall. Urban design or streetscape guidelines for the BOA would be a useful tool to help create the desired development pattern and a high-quality public realm within this neighborhood setting. The recommended development pattern is illustrated in Figure 5.2.

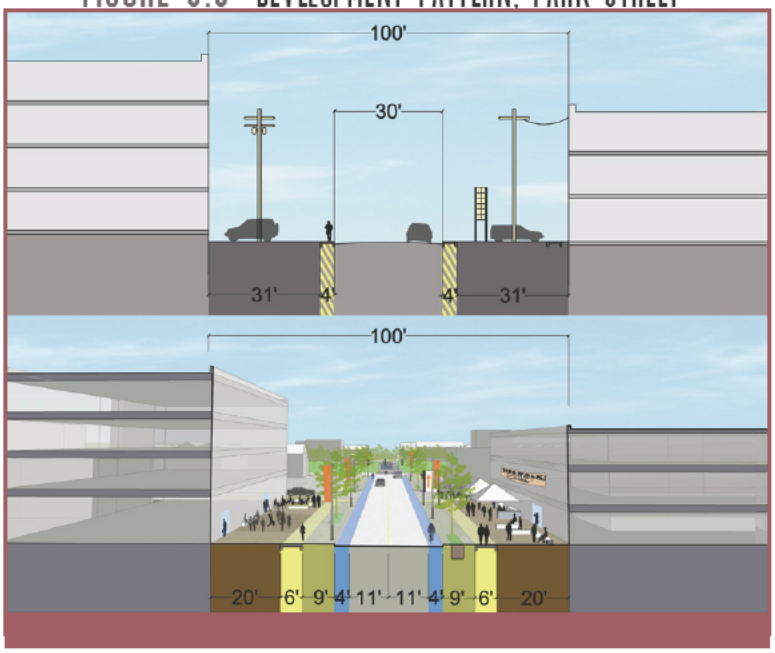
FIGURE 5.2: DEVELOPMENT PATTERN, WOLF STREET



5.2.2 Park-Lodi node

The Park-Lodi node contains many unique assets, including but not limited to Washington Square Park (the oldest park in Syracuse), the Moyer/Penfield complex, and popular retail and dining venues such as Syracuse Antiques Exchange and Stella's Diner. Proximity to the Central New York Regional Market, Destiny USA, and I-81 directly connect this corner of the BOA to larger regional uses. The node features a unique series of industrial structures, some of which exhibit a high degree of craftsmanship, and would be an ideal setting for the themed development (i.e. home improvement, artisanal furnishings, craft industry, etc.) recommended in the market analysis (see Section 4.1.3.2). These uses are appropriately scaled for reuse of existing structures here, and will create a bridge to historic and current uses of the area such as candle-making, home-furnishing manufacturers, and antiques.

FIGURE 5.3: DEVELOPMENT PATTERN, PARK STREET



Investments in the adjacent public realm should build on these assets; this is an especially critical intersection in the Hi-Lo BOA that merits special investments in streetscape and adaptive reuse of structures. Streetscape improvements such as street trees, new curbs that clearly define a pedestrian zone, reconstructed sidewalks, and signage that announces the identity of the BOA and provides clear direction to surrounding amenities would be appropriate in this area. Such improvements will help to identify this corridor as a destination within Syracuse and provide a framework for an active pedestrian realm that would serve emerging businesses and industry; a similar approach has been successfully implemented in areas such as the "Little Italy" portion of North Salina Street. Bike lanes along Park Street will enhance connectivity through this zone and into the rest of the City, and take advantage of forthcoming improvements to bicycle infrastructure along Lemoyne Avenue. A number of these design characteristics are exhibited in Figure 5.3, which illustrates a section cut of existing and proposed streetscape elements along Park Street in the direction of the Regional Market.

Adaptive re-use of existing buildings provides accommodation for new users – businesses, industry, and residences alike – and preserves the historic character of this area as a place where innovation and production happens. Building rehabilitation and adaptive reuse is a more viable strategy for the near-term since the cost of rehabilitation is typically 70% that of new construction, and may be even lower in the case of industrial/warehouse facilities repurposed for industrial/flex uses (see Section 4.2). Many cities are embracing adaptive reuse, both for construction cost-saving and to preserve historic buildings or character. Within Syracuse, inspiration can be found in the Syracuse University School of Architecture's Warehouse building in Armory Square, which was converted from a furniture warehouse to an academic and administrative building. The SoWa district (South of Washington) in Boston's South End has also become renowned as a local arts district through reuse of previous industrial buildings, and growth of arts galleries, restaurants, shops and open markets. In the 19th century, the district's brick and beam factories were home to manufacturers of pianos, canned goods, and shoes, but today they draw people to the area for weekly open markets and vintage markets.

Figures 5.4 through 5.7 illustrate the potential impact of development that features both adaptive reuse and infill within the Park-Lodi node.

FIGURE 5.4: EXISTING STREETSCAPE, WOLF STREET

FIGURE 5.5: FACADE AND STREETSCAPE IMPROVEMENTS, WOLF STREET

5.2.3 Industrial / Regional Use node

Large parcel sizes, industrial zoning classification, and efficient access to I-81 from Seventh North Street make the Industrial/Regional zone an ideal location for the development of larger-footprint light industrial uses. Although the existing building stock is not likely conducive to modern, advanced manufacturing, there may be opportunities to redevelop some properties for such purposes. In addition, in light of the citywide shortage of quality warehouse facilities, the Industrial/ Regional zone of the Hi-Lo BOA could offer an

FIGURE 5.6: EXISTING INTERSECTION AT HIAWATHA BOULEVARD AND PARK STREET

FIGURE 5.7: INFILL AND TRANSPORTATION IMPROVEMENTS AT HIAWATHA BOULEVARD AND PARK STREET

opportunity to rehabilitate existing outmoded industrial facilities for warehouse or distribution uses.

As new industrial uses locate within the Hi-Lo BOA over time, this area is likely to retain a distinctly industrial character as compared to Wolf Street, where a wider mix of uses will be supported. This distinction should not come at the cost of quality public space, however; as an employment center, it is important that this portion of the corridor remain connected to the large regional attractions and small-footprint neighborhood uses through safe and well-maintained streets and streetscapes.

As important as it is to tie these larger industrial uses to the surrounding neighborhood, it is especially critical to establish a more apparent and effective relationship between the regional attractions (e.g., NBT Bank Stadium and the Central New York Regional Market) and the urban fabric on the opposite side of Hiawatha Boulevard. Without the advantage of a Downtown location, the stadium is not surrounded by a density of venues that can capitalize on frequent seasonal crowds. A "stadium district" atmosphere will require more than

just branding/marketing efforts; a more intensive and productive use of properties along Hiawatha Boulevard abutting the stadium property is necessary in order to attract patrons out of the cars. This could include a reconfiguration of the current parking scheme, the incorporation of adjacent underutilized land, and the development of new mixed-use venues on or adjacent to stadium property, among other approaches.

Figure 5.9 illustrates the potential for improved pedestrian crossings at the intersection of Hiawatha Boulevard and Tex Simone Drive, the primary vehicular entrance to NBT Bank Stadium; such clearly defined pathways will draw patrons through a safe and attractive streetscape toward the food and beverage or other entertainment venues that could be developed from the stadium gateways up through to Wolf Street. Such treatments could help soften the transition between the industrial elements of Hiawatha Boulevard and the neighborhood-scale fabric along Wolf Street, and increase pedestrian safety.

FIGURE 5.8: EXISITING STREETSCAPE, HIAWATHA BOULEVARD

FIGURE 5.9: GATEWAYS AND INFILL DEVELOPMENT, HIAWATHA BOULEVARD

5.2.4 Priority Sites

The Neighborhood Core, Park-Lodi, and Industrial/ Regional Use areas are the general "nodes" within which concerted development initiatives could be most beneficial in terms of generating catalytic impacts throughout the entire corridor. Inside of these catalytic nodes are a wide variety of individual parcels that may be ideal candidates for specific development efforts or for other interventions aimed at increasing the productivity of vacant, abandoned, tax-delinquent, and/or contaminated properties.

For the purpose of identifying priority properties within the Hi-Lo BOA, a series of site criteria is shown in Figure 5.10. These criteria, which are similar to those previously used in the City of Syracuse's Erie Boulevard and South Salina BOA projects, represent preliminary objective measures by which the feasibility of development at particular sites may be assessed. Each criterion is assigned a value according to its likely impact on development feasibility; positive values indicate criteria of (increasingly) greater significance, or those that make market-rate private sector development more likely. Negative values indicate criteria that make market-rate private sector development less likely (e.g. severe contamination). These criteria and their respective weights result in a list of sites that are priority candidates for Step 3 BOA funding or other resources.

These and other important site characteristics for vacant, underutilized, and seizable properties within the Hi-Lo BOA are detailed within Appendix C. All of the properties listed in Appendix C have been ranked according to the criteria listed in Figure 5.10 to determine priority sites for strategic public and/or private investments, resulting in the identification of 14 key properties for specific redevelopment efforts, as noted in Figure 5.11. No properties within the Neighborhood Core node were ranked highly enough to be considered priority, largely due to smaller lot sizes, fewer opportunities for assemblage, lack of contamination, etc. Other specific properties may feature high potential for productive uses, but do not rank as highly according to the criteria listed above. These include, but are not necessarily limited to 608-610 Hiawatha Boulevard and 214 Fourth North Street.

5.3 Productive Land Use

As detailed in Section 4, a number of development opportunities may be supported in the Hi-Lo BOA. In addition to the traditional development scenarios described in Section 4, a number of other non-market development types may be supported or worth considering as well. Both are reviewed below.

5.3.1 Market and "opportunistic" development

Market-driven development includes development that responds to existing gaps in a given sector. As detailed in Section 4, three general land use types may feature market-driven opportunities within the Hi-Lo BOA: residential, retail, and industrial/flex space. The general recommendations provided in Section 4 are summarized below with additional information relative to the catalytic nodes that could be most supportive of each development type category.

5.3.1.1 Residential

In the near-term, market-driven development of new multifamily residential units is most appropriate in the portion of the BOA below Fourth North Street. The market analysis suggests that a limited volume of new residential development is likely, given existing vacancy, absorption, and migration patterns. Opportunities are available in a number of locations, generally within the Park-Lodi area and the portion of Hiawatha Boulevard between Spring Street and Grant Boulevard.

Per the findings of the market analysis, residential development in the Hi-Lo BOA is likely to be a mixture of one- and two-bedroom units, potentially ranging from 700 to 1,100 square feet. Rehabilitation of existing structures is likely to make residential development more feasible in this area; several existing underutilized structures between the Neighborhood Core and the Industrial/Regional use area may fit this bill, as would the building stock around the Park-Lodi area.

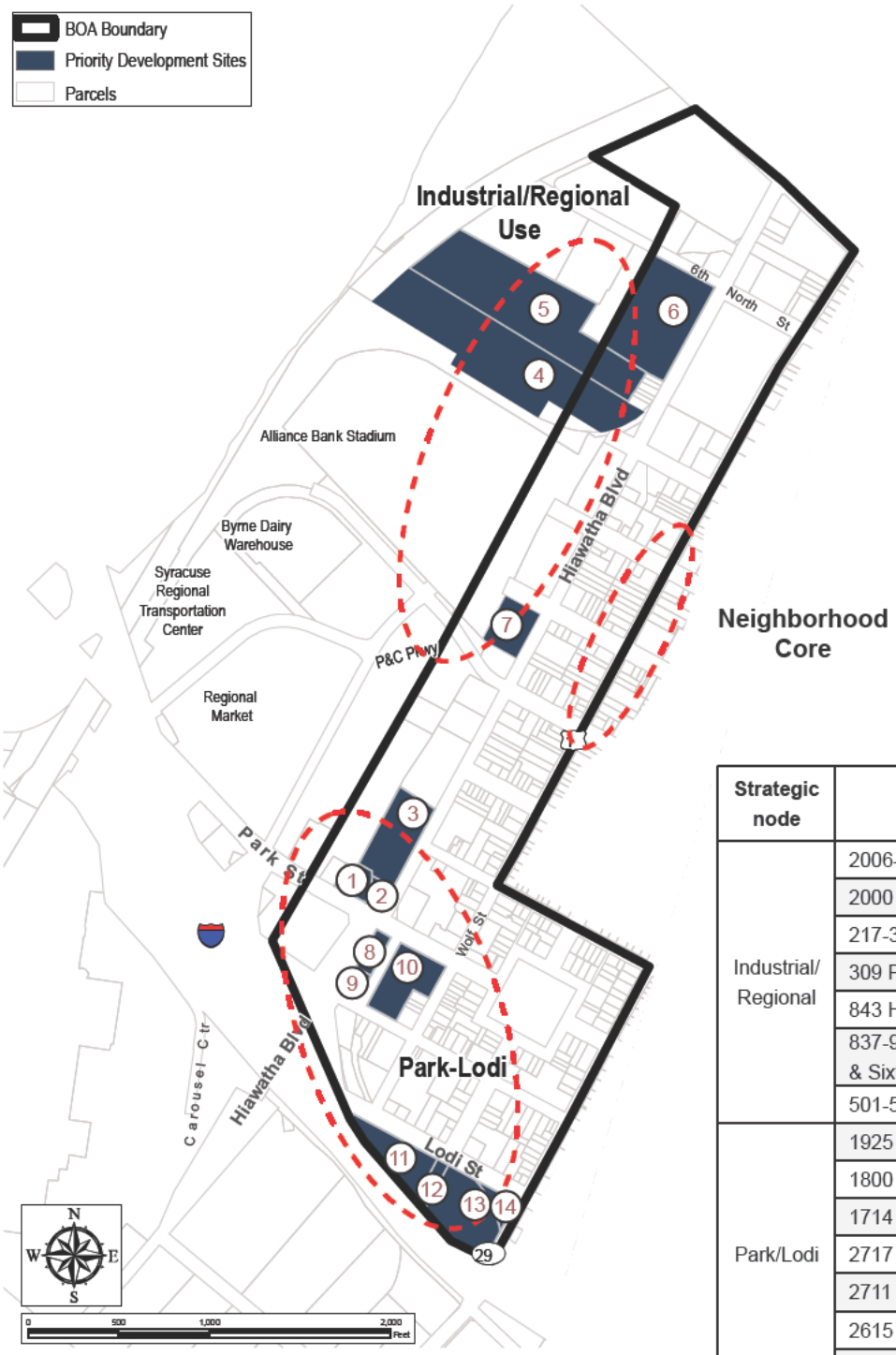
5.3.1.2 Retail

The existing building stock and available land within the Hi-Lo BOA is well-positioned to take advantage of a number of supportable retail development types noted in the market analysis. Craft furniture and home furnishing stores, in particular, are well-suited for the

FIGURE 5.10: RANKING CRITERIA FOR PRIORITY DEVLOPMENT SITES

Criteria Category	Criteria Description	Criteria Value
Current zoning	Industrial	1.5
	Commercial	1
	Business/Office	0.75
	Residential	0
Ownership	Publicly owned	1
	Privately owned	0.5
	Tax delinquent	0.5
Current site use	Vacant land	2
	Underutilized building (partially vacant)	1
	Abandoned building (< 10,000 sf)	0.25
	Abandoned building (> 10,000 sf)	0.5
	Occupied	0
Site infrastructure	Primary corridor frontage and access	1.5
	Secondary street frontage and access	1
	Corner site location	0.5
	Public water & sewer	0.5
	Gas, electric, and other utilities	0.5
	Safe pedestrian access	0.25
	Directly accessible by public transit	0.25
	Close proximity to regional transportation networks	0.25
Site size	7-10 acres	3
	4-6 acres	2
	1-3 acres	1
	< 1 acre	0.5
Assemblage potential	Clusters > 10 acres	4
	Clusters = 5 to 10 acres	3
	Clusters = 2 to 5 acres	2
	Clusters = 1 to 2 acres	1
	Clusters = 1/2 to 1 acre	0.5
Known or suspected environmental hazards	Known or suspected contamination based on historic use	-0.5
	Known or suspected contamination based on current use	-0.5
	Registered Petroleum or Bulk Chemical Storage	-0.5
	Other issues (identified during site inspections or interviews)	-1
	NYS ERP, BCP, or VCP site	-1
	NYSDEC spill/ leakage/ storage taks	-1

FIGURE 5.11: LOCATION OF PRIORITY DEVELOPMENT SITES



Strategic node	Parcels	Score	Key
Industrial/ Regional	2006-10 Park Street	8.5	1
	2000 Park Street	9.5	2
	217-301 Hiawatha Boulevard	8.75	3
	309 Fourth North Street Rear	10.75	4
	843 Hiawatha Boulevard Rear	10.75	5
	837-935 Hiawatha Boulevard & Sixth North Street	10.75	6
	501-511 Hiawatha Boulevard	9.25	7
Park/Lodi	1925 Park Street	8.75	8
	1800 N Salina Street	9.25	9
	1714 N Salina Street	9.75	10
	2717 Lodi Street	9	11
	2711 Lodi Street	9	12
	2615 Lodi Street	9.25	13
	111 Bear Street & Lodi Street	10.25	14

existing building stock in and around the Park-Lodi area. In addition to their proximity to Destiny USA, the high ceilings, open layouts, and commanding street presence of these former industrial structures would be ideal settings for mixed-use development focused around hybrid retail/industrial uses featuring furniture and/or home furnishings (see Industrial/flex space, below). It is important to note that existing zoning regulations in the Park-Lodi area would need reexamination if such operations were to be encouraged.

Food and beverage retail is likely the most flexible of the three retail programs recommended by the market analysis. It would be an important component of revitalization in any portion of the corridor, although it is most likely to be supported in the Park-Lodi area, the Neighborhood Core, or the area along Hiawatha Boulevard between the stadium and Wolf Street. Food and beverage retail and neighborhood convenience retail will be necessary elements of improved connectivity between the large-footprint regional attractions and the adjacent neighborhood.

5.3.1.3 Industrial/flex space

The market analysis recommends two specific industrial uses that may offer market-driven development opportunities: small-scale production, office, and showroom uses around a theme (e.g., furniture and home furnishings); and warehousing and distribution. As discussed above, the Park-Lodi area features a number of ideal opportunities in existing structures to suit the former, due in large part to the visibility of this portion of the corridor and the suitability of the built environment for urban retail. However, operations that are seeking new development, or those that are less dependent on foot traffic or showroom visibility, may be more suited to the Industrial/Regional Use area, where larger parcel sizes may accommodate higher volumes of truck traffic and/or customer parking and existing zoning would not pose an obstacle to development.

Market-driven industrial or flex space developments could include support facilities for large regional attractions, such as the Central New York Regional Market. Examples of such support facilities could include cold storage, a food distribution center, a commercial kitchen available for rent to market vendors (or others), or a compost facility. Parcel sizes, zoning regulations, proximity to the Regional Market, and transportation accessibility are likely to be the most important considerations for such facilities. Two general areas are most suited for development tied to the Regional Market, including the intersection of Park Street and Hiawatha Boulevard (in the northernmost portion of the Park-Lodi area) and the intersection of Hiawatha Boulevard and First North Street (in the southernmost portion of the Industrial/Regional Use area).

5.3.1.4 Opportunistic development

Beyond to these market-driven scenarios, both recent history and potential future prospects indicate the potential for "opportunistic" development to emerge. Opportunistic development refers to investments that are not necessarily grounded in market analyses such as those that are presented in Section 4. This type of development may be the result of unique circumstances, or calculated risks on behalf of early-market "pioneers", or simply due to the whims of an ever-changing marketplace. The recent rehabilitation and conversion of a former Muench-Kreuzer manufacturing facility into market-rate residential units is an example of opportunistic development. This project, undertaken by a local investor and aided by a payment in lieu of taxes (PILOT) agreement with the City of Syracuse, reflects the possibility that not all potentially catalytic investments will follow the path prescribed by market analyses.

5.3.2 Non-market development

In addition to both market-driven and opportunistic development types, a "non-market" development types could also contribute to the productivity of properties within the Hi-Lo BOA. Non-market amenities, specifically in the form of urban agriculture and biological remediation installations, could be employed to transform vacant parcels into productive community assets. Both can be employed in the near-term, as the market continues to develop within the corridor, and can be designed either as temporary or permanent uses for these sites. Urban communities throughout the country are encouraging measures such as these as innovative means toward revitalized neighborhoods. The Hi-Lo BOA features several characteristics that would make either or both an attractive option for increasing the productivity of underutilized land.

5.3.2.1 Urban Agriculture

Urban agriculture refers to all manner of productive agricultural uses in urban areas. This can include both community gardens and larger scale food production operations, and can occur under individual, public, or cooperative ownership. The City of Syracuse currently has a strong network of urban community gardens that is supported by Syracuse Grows, a grassroots organization that works with neighborhood residents and community groups to increase their access to healthy and affordable food. The existence of Syracuse Grows, combined with potential partners in the form of the Central New York Regional Market and a growing community of new Americans, makes the Hi-Lo BOA an ideal candidate for siting urban agriculture installations.

Vacant, non-contaminated sites are the most immediately feasible locations for the purpose of developing urban agriculture installations. Preliminary siting (as proposed in Section 5.3.3) is based on three basic criteria, as follows:

- Adjacency to one or more occupied properties: Stewardship responsibilities are an important consideration in siting urban agricultural installations. Siting urban gardens adjacent to occupied properties increases the prospect that interested neighbors could help care for it over the long term.
- Proximity to a community institution: Similar with the first criteria, close proximity to institutional uses such as schools, places of worship, or other community organizations' facilities increases the likelihood that one or more potential stewards could take responsibility for the installation. For the purpose of this exercise, a distance of two blocks or less represents close proximity.
- Capacity to support multiple installations: Several blocks within the BOA contain multiple vacant parcels that fit the first two criteria. However, it is important to consider practical limits to the number of installations that could be supported within this neighborhood. Urban agriculture requires a significant amount of organized and sustained support in order to be viable; even with the advantages of a growing population of new Americans, several potential institutional interests, and the assistance of organizations such as Syracuse Grows, there are practical limits to the number of installations that could be supported in the long term. For the purpose of this exercise, potential sites were limited to one installation per block.

Other important factors in site selection include the potential value of the land for future development, versus for productive open space. For example, sites located on key corners or that have possibilities as catalytic redevelopment sites are not recommended for urban agriculture; these sites should be reserved for development. The preliminary candidate parcels for urban agriculture installations are illustrated in Figure 5.13.

This preliminary consideration of sites must be supplemented with a closer examination with regard to the organizational needs of site stewards (e.g., Syracuse Grows, community groups) and the viability of individual sites for such purposes. Potential urban agriculture installations would require soil testing to determine if they would be suitable for food production. As the Hi-Lo BOA has been historically used for industrial purposes, it is likely that many sites have some degree of existing contamination, although many sites would probably be suitable for agricultural production without a concern for exposure. In certain cases, importing soil and using containers or raised beds for plantings would be sufficient to produce safe food supplies. In other cases, sites that are too contaminated for safe food production could be used for other types of agriculture (i.e. fiber production, as opposed to food production), agricultural support services, or for bio-remediation (see below).

5.3.2.2 Biological Remediation of Contaminants

Contaminated sites throughout the corridor may be suitable locations for phytoremediation, a type of remediation strategy involving the removal of pollutants from soil or water through plants. In the absence of other development initiatives that would provide an opportunity to engineer the remediation of contaminated soil and/or groundwater resources through other means (e.g. excavation, soil vapor extraction, etc.), phytoremediation offers an innovative near-term solution that merits further exploration for feasibility, site selection, and partnership formation.

A number of resources are available to help guide implementation of phytoremediation initiatives, at

both the local and national levels. Subject area experts at local universities, including SUNY ESF, could help inform remediation targets, site design, plant selection, and maintenance strategies. A potential partnership toward that end would not only assist in the removal of contamination but also help to cultivate institutional connections with residents and businesses along the corridor (see Section 2.3.1).

Case studies from Onondaga Lake to western Oregon are emerging as phytoremediation techniques are further refined. The process may involve a wide variety of different plant materials, from ferns and grasses to poplar trees and other woody specimens. Materials are carefully selected according to specific contaminants, remediation goals, and options for removal. Some measures are designed to absorb toxic materials into each plant; others help to degrade contaminants in the soils without removing them. Under certain conditions, still others are designed to absorb water soluble contaminants into each plant, which are subsequently released into the atmosphere through transpiration. This latter example is detailed in the EPA's study of Clackamas, Oregon, where a three to four acre vacant site was planted with hybrid poplar trees to clean contaminated soil resulting from industrial and commercial uses. After four years, testing revealed that these trees actively removed a substantial volume of volatile organic chemicals from the ground water and soil.

A series of preliminary potential candidate parcels for biological remediation measures are illustrated in Figure 5.12. Candidate parcels for biological remediation include vacant parcels that may feature a degree of soil or groundwater contamination based on historic uses, those that are not located adjacent to residential uses, and are not located near potential catalyst sites (in most cases). All parcels featuring contamination, regardless of location, are certainly candidates for remediation of some form; phytoremediation is but one strategy that may be suitable in particular circumstances.

5.3.3 Productive use of priority sites

Figure 5.13 presents a matrix of various development types that would be appropriate and productive uses given the preceding development vision for the area, the assets and constraints evident throughout the corridor, and the market characteristics bearing on development. This list of potential development types contains recommendations only for priority properties as determined in Section 5.2.4.

5.4 Framework for Progress

In the end, redevelopment of the Hi-Lo BOA is about much more than productive open space, and it will impact the future of more than just the catalytic sites identified here. If the development vision described in Section 5.1 can be achieved, the impact on the corridor will be broad and transformational. However, in light of existing limitations to both public resources and private-sector initiative, the City of Syracuse must approach this revitalization endeavor as a series of tasks – inter-related, yet discrete – that will help to facilitate incremental development on behalf of business owners, and residents.

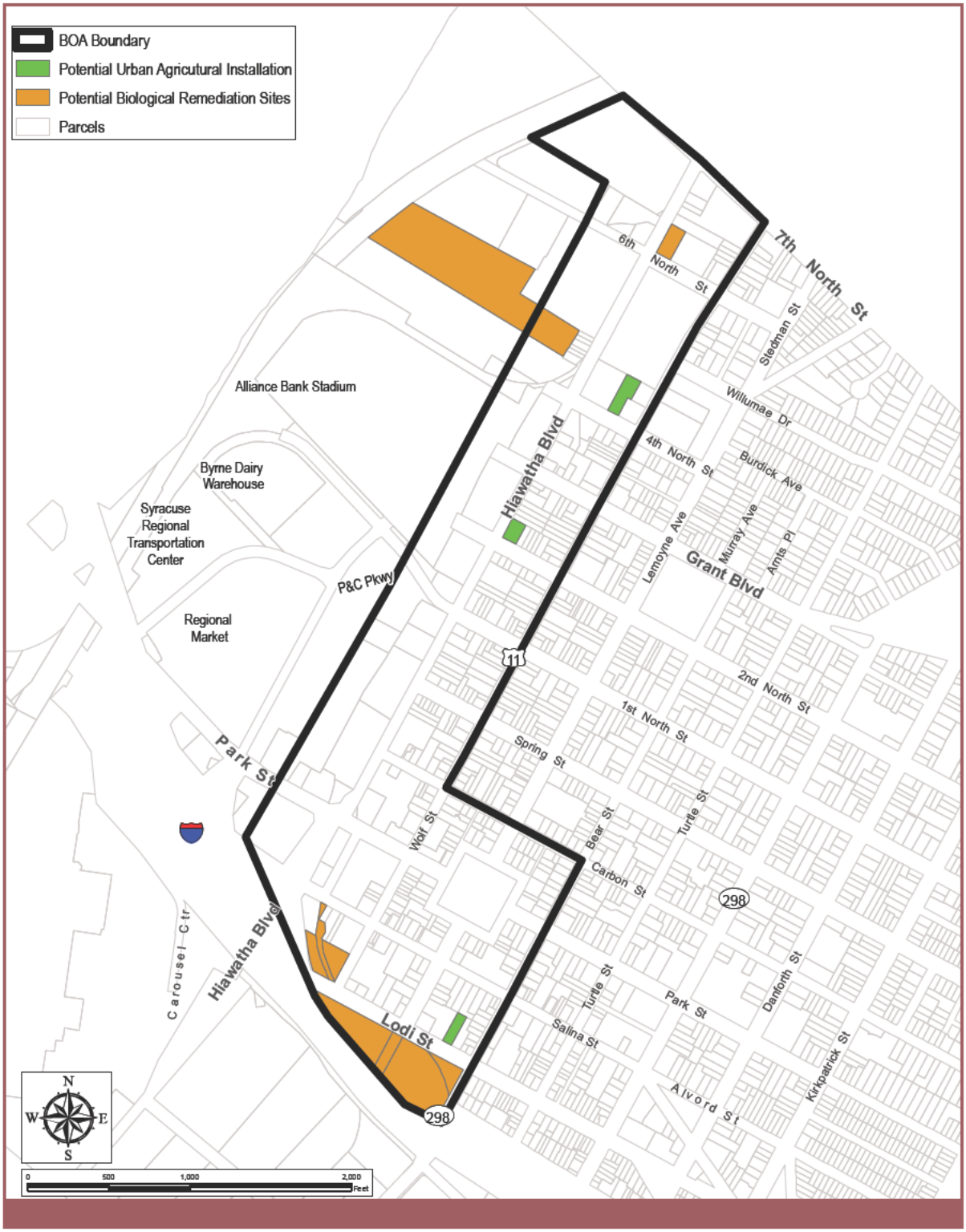
The commitment of public resources is essential for the purpose of attracting new development to the corridor. This is due to the market's unwillingness to assume a high degree of risk in an "unproven" market, as described in Section 4, and because the achievement of high-quality development consistent with the desires of neighborhood residents will require both policy and programmatic efforts on behalf of municipal interests. Municipal resources should be directed toward a series of undertakings, as follows.

5.4.1 Actively improve public safety and security

The City of Syracuse must continue to aggressively support code enforcement and public safety efforts in the areas within and adjacent to the Hi-Lo BOA. A public safety program targeted specifically to the corridor with emphasis on property crimes, code enforcement, and illicit activities in and around Washington Square Park should be developed. As the primary public space within the BOA and a resource of historical significance, public safety within the park is an essential element of community stability and revitalization.

The City of Syracuse has several elements in place designed to enhance public safety and promote the quality of life within other neighborhoods, and such elements could be adapted or focused for the purposes of the Hi-Lo BOA. These elements include the Police Department's Community Policing unit, the Northside Tomorrow's Neighborhoods Today (TNT) group, the Washington Square Task Force, and the Division of

FIGURE 5.12: POTENTIAL NON-MARKET DEVELOPMENT OPPORTUNITIES



Code Enforcement. These organizations and municipal agencies should be convened to closely examine the factors influencing quality of life within the Hi-Lo BOA, including but not limited to: vacant property maintenance and security, unsecured vacant structures, business operations influencing the character of the corridor, and patterns with regard to public safety incidents. Community outreach related to enforcement actions (e.g., the Vacant Property Registry, tax foreclosure, etc.) should be implemented to heighten public awareness of municipal actions in the corridor.

5.4.2 Develop capital improvement plan

Improvements to transportation infrastructure and streetscapes will require substantial capital expenditures in the near and mid-terms. A capital improvement plan will allow future budgetary requirements to be aligned with regard to amount and schedule, and coordinated among requirements throughout other departments.

The City's Office of Management and Budget administers the Capital Improvement Program, which outlines capital expenditures for each department over the course of five fiscal years and is updated annually; the

FIGURE 5.13: RECOMMENDED PRODUCTIVE LAND USES

Priority properties by strategic node	Multifamily Residential	Residential/Commercial Mixed Use	Furniture/Furnishings	Food & Beverage	Neighborhood Convenience	Thematic manufacturing/ production/retail	Warehousing/distribution	Urban Agriculture	Biological remediation
Industrial/Regional									
2006-10 Park Street		x		x		x			
2000 Park Street		x		x		x			
217-301 Hiawatha Blvd		x		x		x			
309 Fourth North Street Rear						x	x		
843 Hiawatha Blvd Rear						x	x		x
837-935 Hiawatha Blvd & Sixth North Street						x	x		
501-511 Hiawatha Blvd				x		x			
Park/Lodi									
1925 Park Street	x	x	x	x	x	x			
1800 N Salina Street	x	x	x	x	x	x			
1714 N Salina Street	x	x	x	x	x	x			
2717 Lodi Street						x	x		x
2711 Lodi Street						x	x		x
2615 Lodi Street						x	x		x
111 Bear Street & Lodi Street						x	x		x
Others (noteworthy, not highly ranked)									
608-610 Hiawatha Blvd				x				x	
214 Fourth North Street								x	

current program covers fiscal years 2013/14 – 2018/19. Most capital expenditures related to the implementation of the Hi-Lo BOA development plan will be included within the respective budgets of three primary municipal departments: Public Works, Engineering, and Police.

Transportation infrastructure investments within the roadway (i.e., curb-to-curb) will be split among Engineering and Public Works' budgets. Specific traffic studies (e.g. heavy truck routing out of large regional and/or industrial facilities) and design work will likely be performed out of the Department of Engineering, while other efforts such as street reconstruction, bike lanes, and crosswalks may be budgeted through the Department of Public Works. Public realm (i.e. public right-of-way inside curbs) investments will be concentrated primarily within the Department of Public Works. These include sidewalk improvements, street lighting, green infrastructure installations, and pedestrian and bicycle amenities (e.g., bike racks, benches). Individual project circumstances may require interdepartmental coordination with the Division of Sewers, Department of Parks, Recreation, and Youth Programs, or other municipal agencies.

These departments utilize a combination of cash capital, borrowed funds, special assessments, and grant funds to finance their respective projects. One of the most critical steps in advancing these capital improvements is to get them identified within their respective departments' budgetary queue; once proposed within the Capital Improvement Program, the exact method of financing may be a matter of planning and negotiation among project partners, sponsors (e.g., U.S. Department of Transportation's TIGER program; New York State Department of Transportation's Statewide Transportation Improvement Program), and local administrators and legislators (see below for additional financing resources).

5.4.3 Modify zoning and land use regulations

This effort should be undertaken in coordination with broader citywide efforts to revise the zoning code and bring it into alignment with the Land Use and Development Plan and the Comprehensive Plan. The process of amending existing zoning and land use regulations is likely to begin with an analysis on behalf of the Syracuse-Onondaga County Planning Agency (SOCPA) and the City of Syracuse zoning administration. This analysis should include a review of applicable precedents, both within and outside of the City of Syracuse, and address a number of potential options for reforming regulations to achieve the preferred land uses and urban form described herein.

Whatever form the zoning revisions take, the following issues should be addressed to align future land use and design characteristics with the redevelopment goals of both the BOA and the Land Use and Development Plan:

- Legacy uses and future development patterns: Several of the industrial legacy properties in the BOA, particularly those in the Park-Lodi node, are either unlikely to meet the needs of modern light industry or manufacturing, and are more likely to be redeveloped as mixed-use developments. While the industrial and commercial zoning regulations governing this area are quite flexible in terms of uses, they may not adequately support or encourage quality design for the types of uses (e.g., retail, office, residential) that would be more likely to draw residents, businesses, or visitors to engage with this neighborhood. A form-based approach will help to maintain the land use flexibility that appeals to current and future landowners, and generate a higher quality environment that would appeal to non-industrial site users. In the common terminology of form-based regulations, the City should consider calibrating T4 General Urban or T5 Urban Center zones for most of the Hi-Lo BOA, similar to the efforts that were undertaken relative to the Lakefront zoning district. Particular attention should be given to the design of the pedestrian domain of the southern and central portions of the corridor in an effort to create environments that are comfortable and safe for local users and visitors. Spaces within the public sphere outside of buildings should include:
  - wide sidewalks with raised curbs, accessible ramps, and consistently painted crosswalks;
  - intermittent vegetated planters and/or street furniture;
  - pedestrian-scaled lighting (e.g., post or column light fixtures);
  - narrow setbacks and/or build-to lines; and
  - street-facing entranceways.

- Maintaining industrial opportunities: It is important to maintain the opportunity for industrial uses to be sited within the corridor, particularly in the northern portion, and to ensure that they can be integrated into the fabric of the adjacent neighborhood. If the form-based code recommended within the Land Use and Development Plan is advanced, this portion of the BOA would likely require the application of Special District (SD) regulations, as opposed to the T4 or T5 regulations that may be applied elsewhere along the corridor. In advancing site characteristics appropriate for industrial districts abutting residential and/or neighborhood-scale business areas, such SD regulations could apply to multiple industrial areas throughout the City, including the Near Westside and Burnet Avenue.
- Consistency issues: There are a number of parcels within the BOA that are spot-zoned, such that adjacent parcels with no meaningful differences with regard to site characteristics or land uses are subject to different rules. Spot-zoning may cause inefficiencies during the development review process, land use conflicts between neighbors, and unnecessary hurdles for site assembly. Where such cases exist (e.g., the block bounded by Wolf Street, Grant Boulevard, Hiawatha Boulevard, and Second North Street), the City should consider whether the application of a consistent zoning district would be more appropriate.
- Urban agricultural issues: Urban agricultural operations should have the support of zoning ordinances in appropriate locations along the corridor. Whether urban agriculture is addressed as a citywide overlay district or as a permitted use within existing districts, it should be more directly supported by the City of Syracuse's zoning code in order to prevent or mitigate any potential land use conflicts related to the establishment of urban agricultural operations. Depending on both their spatial extent and the intensity of their operation, urban farms can be accompanied by regulatory issues regarding parking, refuse disposal, air quality, and other quality of life issues. These issues should not forestall their installation where and when they are appropriately planned and sited; such operations are being successfully integrated into the urban fabric in cities across the country. As it exists, the City's zoning code includes several barriers for siting urban agricultural installations, including the following:
  - Agriculture is not identified as a permitted use in any zoning district, and it is unclear as to whether it could be considered substantially similar to any other specifically permitted or special use;
  - Compost production is prohibited in commercial and industrial districts, where they may be most appropriate;
  - "Activities involving live or dead animals" (e.g., the keeping of backyard chickens) are prohibited from residential properties;
  - Parking and loading requirements are not defined for agricultural uses.

5.4.4 Design economic development incentives for this BOA

There are several financing tools commonly used to catalyze neighborhood-wide economic redevelopment. Two particularly effective tools are Tax Increment Financing and Business Improvement Districts; a third tool, PILOT Increment Financing, is less common but may be an appropriate option given the economic and environmental circumstances found within the City and the Hi-Lo BOA. Each of these are described in further detail below.

5.4.4.1 Tax Increment Financing (TIF)

Tax increment finance is an economic development tool involving the issuance of municipal bonds based on projected growth in property values within a given area. Many municipalities around the country have used TIF to help facilitate redevelopment within blighted areas, as it can be an effective means by which to capture the future tax benefits of development, and it provides capital for infrastructure investments where they are needed most.

TIF is particularly appropriate for areas where the private sector is unlikely or unable to address the full scope of revitalization needs. Although TIF is often initiated at the request of private developers, it may also be initiated by a municipality in cases of weak markets, or for the redevelopment of highly compromised or complicated sites, where private sector participation is impeded by risk factors.

The TIF process begins with the designation of a "TIF district" – the collection of parcels that will benefit from improvements to public infrastructure at a nearby site. Projected property tax revenues serve as the measure of these benefits, based on the assumption that nearby infrastructure improvements will generate increased property values. The difference in tax revenues between the creation and the dissolution of the TIF district (often 15 to 20 years after the initial investment) is known as the increment. The cumulative increment associated with all properties within the TIF district serves as the revenue source used by the municipality to repay the costs of infrastructure improvements.

TIF can be an ideal tool to facilitate redevelopment in the Hi-Lo BOA, as it can provide a powerful incentive for development, and helps to leverage investments by multi-agency public-private partnerships for strategic, a-wide development.[1] The common use of tax exemptions within the City of Syracuse complicates the use of TIF, because they effectively abate the increment that would otherwise provide the revenues necessary to repay municipal bonds; however, these two tools can also be combined in a hybrid economic development tool known as a PIF (see Section 5.4.4.2, below).

A more detailed analysis of the cost of individual improvements, the area of potential benefit, and the projected incremental growth of tax revenue within the Hi-Lo BOA would provide the basis for the issuance of bonds to capitalize infrastructure investments. As initial steps toward implementing TIF in the Hi-Lo BOA, the City of Syracuse should work with its partners at the state level to evaluate the prospects for this approach, and commission a review of capital needs related to implementation and the creation of a TIF district.

[1] *Recent changes to state statutes have made TIF a more attractive means to support the redevelopment of blighted areas by allowing school taxes to contribute to the increment. However, additional legislative actions will likely be necessary if this tool is to be implemented efficiently, as conflicts exist between Article VIII of the State Constitution (Local Finances) and Article 18-C of the General Municipal Law (Municipal Redevelopment Law) regarding the repayment of tax increment-financed bonds. In the meantime, just as it helped to lay the groundwork for statewide passage of the Land Bank legislation, the City of Syracuse should work with its partners and advocates in the State Legislature and elsewhere to identify and overcome these potential barriers.*

5.4.4.2 PILOT Increment Financing (PIF)

Payments in lieu of tax (PILOT) agreements are frequently used in many development projects within the City of Syracuse, and can be structured in a manner that applies the increment associated with increasing PILOT payments toward project costs or debt service. This method of financing (known as PIF) works in a similar manner to TIF, yet may offer advantages in some cases in that it avoids certain constitutional issues associated with TIF (see previous), and can provide greater certainty due to the scheduled nature of PILOT agreements.

PIF can also provide a powerful tool to leverage applicable state-level tax credit programs. For example, in cases where New York State's Brownfield Cleanup Program tax credits may be available, those resources can be used to reimburse project developers' PILOT payments. As these payments are made to the municipality, they can be diverted to repay project or financing costs directly, as opposed to being absorbed into the general tax collection revenue stream.

The common use of PILOT agreements within the City of Syracuse may complicate the prospects for TIF, because the growth of the tax increment is effectively abated during the lifetime of the agreement. PIF could offer an alternative approach that would keep the familiar and reliable structure of PILOTs in place, while putting PILOT revenues to work specifically within the project area. As an initial step toward structuring PIF arrangements within the Hi-Lo BOA, the City of Syracuse should investigate precedents where such programs have been applied specifically to brownfield redevelopment (e.g., Franklin Square and the Buffalo Lakeside Commerce Park), and discuss options for moving forward with its bond counsel and development partners.

5.4.4.3 Business Improvement Districts (BIDs)

Business improvement districts are an appropriate tool for supporting the revitalization and economic development of commercial or mixed-use districts. A BID is a public-private partnership in which business owners and property owners within a defined area elect to make a collective contribution to the maintenance, development and promotion of their commercial district. This contribution is typically in the form of an additional assessment to property taxes, and is directed

towards funding the improvement district.

BIDs use accrued funds for a range of activities, which often include sanitation and maintenance, public safety and visitor services, marketing and promotional programs, capital improvements, and neighborhood beautification projects. The Downtown Committee is an example of the effectiveness of BIDs; its membership funds a wide range of efforts (e.g., snow shoveling, flower baskets, the Downtown Living Tour, and retail recruitment programs) with the aim of promoting and enhancing the business environment inside of the district. Other areas within the City of Syracuse, such as the Crouse/Marshall BID, contract with the Downtown Committee to take advantage of these service offerings.

Because the creation of a BID involves special assessments, it will require the adoption of a local law and a subsequent review by the Office of the State Comptroller. As an initial step toward the creation of a BID within the Hi-Lo BOA, the City of Syracuse should engage in additional outreach with property owners to explain the process and gauge interest in the concept. In the near term, a Hi-Lo BOA BID could focus on security and maintenance, followed by capital improvements other projects in the future.

5.4.4.4 Façade improvement initiative

A façade improvement program should be initiated to assist landowners along the corridor in renovating or maintaining their properties to improve the aesthetic character of the area. There are a number of potential approaches by which the City could go about organizing such an initiative, some of which are incentive-based, while others may be more regulatory in nature. Examples of façade improvement initiatives may include, but are not limited to, the following:

- Support for applicants seeking grant funds for specific renovation projects, such as those made available through the New York Main Streets program (see Section 5.4.5.5), or through the creation of a local façade improvement grant fund;
- Creation of a façade easement program, whereby landowners could donate limited property interests to the City in exchange for tax credits; or
- Regulation of façade renovations through design guidelines or standards in conjunction with form-based zoning ordinances (see Section 5.4.3).

Local façade improvement and easement programs typically involve the capitalization of a revolving loan fund on behalf of either a municipal agency or local not-for-profit organization. Regional examples of similar programs include façade grants available through the Connective Corridor and the City of Auburn, and the façade easement program offered through the Neighbors of Watertown preservation organization. Both types of programs are usually tied to design guidelines or standards. Easement programs are typically only available to properties that contribute to the character of historic districts, as recognized by the National Register or a local entity such as the City of Syracuse Landmarks Preservation Board. A wide range of properties within the corridor may be appropriate for a general façade improvement program, and several (such as those identified in Figure 3-22) would also likely be eligible for an easement program, should such an initiative be created by the City.

A grant program could also include cost-sharing for conceptual design services for applicants, which may incentivize designs that are consistent with the character advanced by the Land Use and Development Plan, future zoning revisions, and/or potential design guidelines or standards. Also, in addition to their incorporation into zoning ordinances, façade design guidelines or standards could be incorporated into other municipal programs as well. For example, they could be used in negotiations between SIDA and applicants seeking tax exemptions (see Section 5.4.5.3), or could help inform property development plans developed as part of the Vacant Property Registry (see Section 5.4.5.2). While a façade program would only benefit a small number of the priority properties described in Figure 5.11, it is likely that it could be leveraged by several other non-priority properties as well.

5.4.5 Utilize existing development incentives, programs, and tools

Even if immediate actions are taken toward crafting the incentives described above, their adoption and implementation will take time to achieve, and their ultimate influence on development within the Hi-Lo BOA may not be realized for some years to come. In the meantime, the City of Syracuse has a number of tools at its disposal that could help to support the conversion of individual vacant properties and/or vacant structures

with the aim of creating jobs, improving the local housing stock, and generating tax revenue. Municipal tools should be matched to individual properties and proposed land uses accordingly, particularly between properties that are appropriate for market-driven development versus those that may be more appropriate for non-market amenities (e.g. urban agriculture). Each of these tools, and the manner in which they can be used and/or combined, are described in further detail below. Additional incentives, program, and tools available through state and federal funding agencies are identified in Appendix H.

5.4.5.1 Greater Syracuse Property Development Corporation (GSPDC; otherwise known as the "land bank")

Depending on the circumstances surrounding individual sites, the GSPDC will work in one of two ways to help convert seizable, underutilized properties for productive uses. The first is through the administrative foreclosure process, in which the City of Syracuse will foreclose on tax-delinquent properties (beyond 36 months) and transfer their titles to the GSPDC. The GSPDC will then rehabilitate properties as necessary and market them for return to private ownership. This process will rationalize the process of tax sales by allowing prospective buyers to inspect properties (as opposed to purchasing them sight-unseen), reducing transaction time, and creating a dedicated revenue stream that can be reinvested into other blighted properties.

The second manner in which the GSPDC will play a role in facilitating productive property use is through the judicial foreclosure process. In this scenario, the City of Syracuse will sell the tax liens of seizable properties to the GSPDC, which will then use its own resources to achieve clean title through the court system. The GSPDC may then sell applicable tax credits to capitalize any property improvements that may be required to facilitate the return of property to the private market (e.g., environmental remediation). This process may be a more appropriate route for contaminated properties within the Hi-Lo BOA for two primary reasons: first, because judicial foreclosure allows the City of Syracuse to remain out of the chain of title; and second, it is the only option that allows the GSPDC to extinguish existing debt associated with a given property. This approach for facilitating the remediation of contaminated properties without exposing the City of Syracuse to additional liability, and without saddling prospective buyers with additional debt in tandem with environmental complications, offers an attractive and innovative option for the revitalization of certain sites within the Hi-Lo BOA.

5.4.5.2 Vacant Property Registry (VPR)

The VPR is designed to encourage owners of tax-current abandoned structures to make more productive use of their property. In doing so, the VPR will work to mitigate the negative influence of properties that the GSPDC cannot address. The implementation and enforcement of the VPR will improve quality of life within the Hi-Lo BOA in one of three ways. First, escalating annual fees will incentivize the occupation of existing structures. Second, for structures that remain unoccupied, the VPR will require landowners to establish plans for rehabilitation, stabilization (i.e., improved maintenance standards), demolition, sale, or the "gifting" of properties to the GSPDC. Finally, it will provide a dedicated revenue stream to enable the Division of Code Enforcement to adequately monitor vacant structures along the corridor, to ensure that landowners are securing and maintaining structures to prevent further deterioration.

5.4.5.3 Syracuse Industrial Development Agency (SIDA) PILOTs

The Syracuse Industrial Development Agency administers a Uniform Tax Exemption Policy (UTEP) that outlines the structure of PILOT agreements for various types of development projects within the City of Syracuse. The UTEP consists of six project classes, as follows:

- Class 1, Commercial, applicable to most commercial, business, or industrial developments;
- Class 2, Green, applicable to LEED-certified development of commercial, business, or industrial projects;
- Class 3, Historic, applicable to commercial, business, or industrial properties designated by local or national historic registries;
- Class 4, Distressed, applicable to commercial, business, or industrial properties not included in Classes 1-3 that are either contaminated or substantially blighted;

- Class 5, Mixed Use, applicable to non-residential properties converted to mixed residential and commercial uses; and
- Class 6, "Jobs Plus", applicable to commercial, business, or industrial developments that satisfy a series of investment, job-creation, and local labor thresholds.

Each class features different qualification requirements, and the agreements become progressively more valuable from Class 1 to Class 6. Any one of the classes may apply in various sites throughout the Hi-Lo BOA; Class 4 and Class 5, in particular, may be the most attractive for small- to moderately-sized developments along the corridor, while Class 6 might be most appropriate for large projects involving significant land assemblage and redevelopment investments.

As detailed in the description of PIF arrangements (see Section 5.4.4.2), it is possible to structure PILOT agreements in such a manner as to divert their associated revenues back into public investments in the project or related infrastructural improvements. Such arrangements have been previously used in select areas within the City of Syracuse (e.g., Franklin Square), but are applied rather infrequently. To the extent that the use of PILOT revenues could be used to capitalize municipal investments directly related to qualified brownfield projects (through Class 4 exemptions or otherwise), the City of Syracuse could leverage the efficiency of the UTEP to advance the goals of this development plan.

5.4.5.4 Environmental Site Assessment (ESA)

Phase I and Phase II Environmental Site Assessments (ESAs) will assist in developing a more complete understanding of the extent and degree of contamination that exists within the BOA. The review of historic uses and probability of contamination described in Section 3 of this report may provide a general basis for such investigations; however, the process of estimating remediation costs and performing detailed site selection for preferred land uses will require more thorough assessments.

As discussed previously, Phase I and Phase II documents are not commonly publically available. Many properties along the corridor are likely to have already performed Phase I investigations as preconditions for commercial lending, and some may have performed Phase II investigations. In advancing the development plan for the Hi-Lo BOA, the City of Syracuse should leverage the resources of the New York State Department of State through the BOA program to assist interested property owners to perform site investigations.

5.4.5.5 New York State grant programs

The City of Syracuse has access to a number of potential grant resources through regional, state, federal, and private programs. Although the grant funding landscape has seen substantial changes in recent years, there is still a wide range of options for funding particular portions of a community investment initiative. Any number of these options may be more or less appropriate for particular purposes, due to funding eligibility, availability, priorities, and/or the nature of the resource (i.e., matching obligations, reimbursement schedules, etc.). Two grant programs available through the New York State Office of Community Renewal may be particularly appropriate for the purpose of capitalizing improvements to individual buildings or public spaces within the Hi-Lo BOA. These programs are discussed in additional detail below.

- New York Main Street (NYMS): Since 2004, NYMS has invested more than $84 million into communities across New York State. The administration of the program has shifted slightly within the last few funding cycles with regard to eligible projects and funding levels, however the program could be utilized by the City and its public and private development partners to advance a number of projects within the BOA. Eligible projects include building renovations, streetscape enhancements (in concert with building renovations), administrative funds, and project soft costs. Building renovations may include façade/storefront improvements and interior renovations for commercial or residential units. NYMS also offers technical assistance grants that can fund building reuse feasibility analyses and design guidelines.
- Urban Initiatives (UI): The UI program was created in 2008, and has recently been re-appropriated with up to $2 million in state funds to be reinvested into housing and other community-based initiatives in distressed neighborhoods. The program has a relatively wide mandate with regard to eligible activities, which include housing preservation,

the development of new housing, commercial and retail space upgrades, and innovative approaches to the revitalization of neighborhoods through the improvement of cultural and community facilities. The Hi-Lo BOA is an ideal fit for the UI program's geographic eligibility requirements, as funding is limited to areas that can demonstrate physical deterioration and disinvestment, substandard building conditions, and a concentration of lower-income residents.

Both of these resources (and many others) are made available to municipalities and not-for-profits through the Consolidated Funding Application, the recently enacted mechanism for directing targeted, leveraged, and regional investments to priority projects throughout New York State. Many opportunities exist throughout which these resources could be leveraged by others, including public-private investments, other grant resources, and landowner investments and/or equity.

5.4.6 Generate strategic partnerships

A range of representatives from within and around the Hi-Lo BOA should be convened on a regular basis to discuss ongoing implementation activities and future plans for the area. A preliminary assessment of strategic partners for individual portions of this development plan is as follows:

- Market-driven development: SIDA; GSPDC; Centerstate CEO; Central New York Regional Economic Development Council; Central New York Regional Market Authority; Greater North Salina Street Business Association; Home Builders of Central New York; Empire State Development; National Grid; Manufacturing Association of Central New York.
- Non-market development (urban agriculture and bioremediation): SOCPA; Department of Neighborhood and Business Development; Syracuse Grows; Northside UP; SUNY ESF; Syracuse University; Central New York Regional Market Authority; Save the Rain.
- Public safety: Police Department; Division of Code Enforcement; Washington Square Task Force; Northside TNT
- Capital budgeting: SOCPA; Department of Finance; Department of Public Works; Department of Budget
- Regulations and incentives: SOCPA; SIDA; Division of Code Enforcement; Department of Zoning; Downtown Committee; Centerstate CEO; Empire State Development; Small Business Association
- Additional studies:
  - Stadium District feasibility: Department of Neighborhood and Business Development; Syracuse Chiefs; Onondaga County; Syracuse Convention & Visitors Bureau
  - TIF/PIF feasibility: Department of Neighborhood and Business Development; SIDA; Corporation Counsel; municipal bond counsel

Strategic partnerships are much easier to prescribe than they will be to implement, yet the work of identifying partners, finding common objectives, and mobilizing resources will necessarily require the City of Syracuse to reach out to property owners and others with a long-term interest in the development of the Northside neighborhood. In broad terms, any strategic partnership must address two fundamental questions:

- What resources can be brought into the Hi-Lo BOA from outside of the area?
- How can the partnership (either as an organized entity or as individual members) reinvest revenues that are generated within the area to advance revitalization on a corridor-wide scale?

As a preliminary step toward a meaningful strategic partnership, SOCPA staff have met with representatives from the Central New York Regional Market during the course of the Hi-Lo BOA planning process. As described throughout this report, the Regional Market represents one of the primary stakeholders in the revitalization of the Hi-Lo BOA; it is a long-term, stable, and growing presence in the area, with considerable economic and social impacts on the surrounding neighborhood. The interests of the Regional Market are well-aligned with the strategic interests that have been identified for redevelopment within the corridor: a safe and welcoming environment for their patrons and vendors; the continued growth and development of key commercial/industrial sectors (e.g., agriculture, food and beverage); increased exposure for Market events; and synergistic development along the corridor

that is mutually beneficial for the continued growth of the Market itself. Such alignment could serve as the foundation for partnerships that take maximum advantage of the resources, institutional knowledge, and organizational capacity that each partner could bring to bear in the redevelopment of the corridor.

5.4.7 Develop a marketing plan

Coordinated marketing materials will help the City of Syracuse and its development partners (including but not limited to the GSPDC) to recruit potential buyers and developers toward projects within the Hi-Lo BOA. Among other things, marketing materials could include property information sheets, developed in partnership with property owners and brokers to advertise specific features and potential uses to prospective buyers. These individual property sheets, combined with brochures describing the various incentives and benefits associated with the Hi-Lo BOA and the BOA program in general, could be distributed at business recruitment events and other marketing venues. In addition, as the development plan is implemented, marketing activities should also include outreach to local media outlets to help drive attention toward the success of the program.

5.4.8 Near-term, mid-term, and continuous actions

Individual actions described throughout Section 5.4 are summarized in Figure 5.15, which recommends a phased approach toward municipal actions in support of redevelopment within the Hi-Lo BOA. Near-term actions are those that may be addressed and completed soonest, in an effort to provide a foundation for subsequent mid-term actions. Continuous actions should be addressed in the near-term, but are likely to require commitments over a number of years in order to maintain progress toward redevelopment and stability within the community.

The NYS BOA program presents an opportunity to fund, in whole or in part, many of the efforts that are recommended in Figure ES.13. No matter how incremental some of these efforts may seem, BOA Step 3 funding resources and sustained initiative on behalf of neighborhood stakeholders will result in notable improvements to the quality of life throughout the corridor over the long run. The opportunity to direct focused and strategic resources toward this corridor has not presented itself in many years, and the Hi-Lo BOA is ripe for reinvestment. With all of the comparative advantages for property development described throughout the pages of this report, these resources could help turn the community's aspirational vision for a safe, revitalized, and active corridor into reality.

FIGURE 5.15: NEAR-TERM, MID-TERM, AND CONTINUOUS ACTIONS

Elements of the Hi-Lo BOA development plan	Node	Phasing			Potential funding sources	Potential SOCPA partner agencies/ organizations	Next steps
		Near-term	Mid-term	Continuous action			
Safe, stable community for residents and businesses							
Neighborhood partnership to address public safety and code enforcement concerns	Park-Lodi; Neighborhood Core			x	NYS DOS	Police Dept.; Div. of Code Enforcement; Washington Square Task Force	Meet with partners to review current data regarding public safety and code violations; apply Step 3 funds toward public safety initiatives
Stabilization and security of vacant structures	All	x			Vacant Property Registry	Div. of Code Enforcement	Administrative foreclosure of abandoned properties, transfer of properties to GSPDC
Siting analysis and installation of urban agriculture	Park-Lodi; Neighborhood Core		x		NYS DOS	Syracuse Grows; SUNY ESF	Discuss community needs with Syracuse Grows, approach individual landowners to determine feasibility
Generate strategic partnerships to guide development and other initiatives	All			x	NYS DOS	(See Section 5.5.6)	Meet individually with Regional Market, Onondaga County, and Syracuse Chiefs to evaluate partnership opportunities; apply Step 3 funds to cooperative initiatives
Develop a marketing plan for property acquisition, disposition, and development	All		x		NYS DOS	Dept. of Neighborhood & Business Development; GSPDC	Meet with GSPDC and National Grid site selection staff regarding marketing needs; apply Step 3 funds toward marketing materials
Supportive regulatory framework aimed at advancing the community's vision for revitalization							
Modify existing zoning regulations to balance form and use considerations	All	x			NYS DOS	Dept. of Zoning	Apply Step 3 funds toward comprehensive zoning review, calibration of form-based zoning classifications, and creation of design standards for the Hi-Lo BOA
Utilize existing development incentives, programs, and tools	All			x	NYS ESD; SIDA;	Dept. of Neighborhood & Business Development; GSPDC; SIDA;	Meet with landowners to discuss funding resources appropriate for their individual needs

FIGURE 5.15 (CONTINUED)

Elements of the Hi-Lo BOA development plan	Node	Phasing			Potential funding sources	Potential SOCPA partner agencies/ organizations	Next steps
		Near-term	Mid-term	Continuous action			
Design and implement new/alternative economic development incentives (e.g. TIF, PIF, facade improvement initiative)	All	x			NYS DOS	Dept. of Neighborhood & Business Development; SIDA	Consult with bond counsel regarding the use of TIF/PIF within the BOA; apply Step 3 funds toward cost-sharing for conceptual design services
Improvements to infrastructure and streetscape							
Align infrastructure and streetscape projects with citywide Capital Improvement Program	All	x				Depts. of Public Works, Engineering, and Budget; Utility providers	Outline all planned capital improvements within the BOA as noted in the City's existing capital plan; identify opportunities in that schedule for coordinated improvements and improved design
Design streetscape improvements in catalytic nodes	Park-Lodi; Neighborhood Core	x			NYS DOS; (See also App. F)	Dept. of Public Works; NYS DOT; Save the Rain	Prepare grant applications for NYS Main Street, NYS Urban Initiative, and Save the Rain programs; apply Step 3 funds toward creation of design standards
Implement infrastructure and streetscape improvements to coincide with development initiatives	Park-Lodi; Neighborhood Core			x	(See also App. F)	Dept. of Public Works, Dept. of Engineering; Utility providers	Coordinate construction schedules per capital improvement plan, National Grid or other utility projects
Proactive investigation and remediation of environmental contamination							
Facilitate Phase I/Phase II environmental site investigations	All			x	NYS DOS	Participating landowners	Notify BOA landowners of funding availability
Siting analysis and installation of bioremediation measures	All		x		NYS DOS	SUNY ESF	Review range of potential contamination and treatment types with potential agency partners
Facilitate remediation of brownfield sites	All			x	NYS DOS and BCP; US HUD BEDI; EPA	NYS DEC	Review funding availability with landowners of probable brownfields; apply Step 3 funding toward cost of additional site assessments and due diligence
Commission and conduct additional site and feasibility analyses as necessary	All			x	NYS DOS	SMTC; Onondaga County; participating landowners	Apply Step 3 funds toward cost-sharing for landowners' feasibility studies for rede-velopment alternatives

APPENDICES

Appendix A:
Public Participation Plan

Appendix B:
Outreach Materials

Appendix C:
Site Data Sheets

Appendix D:
Case Studies

Appendix E:
Conceptual Financial Analysis of
Potential Land Use

Appendix F:
Additional Funding Sources

APPENDIX A

PUBLIC PARTICIPATION PLAN

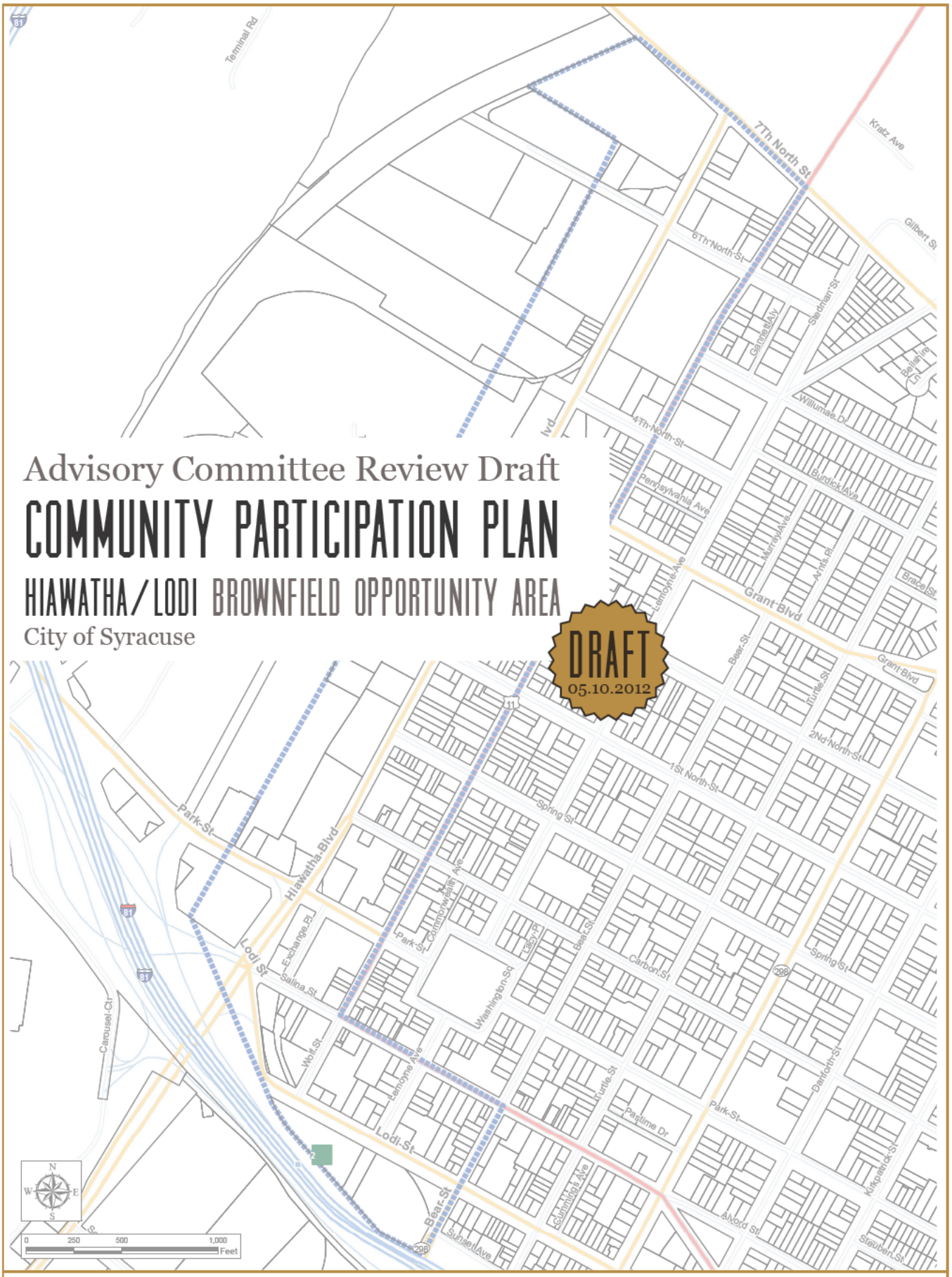
Advisory Committee Review Draft

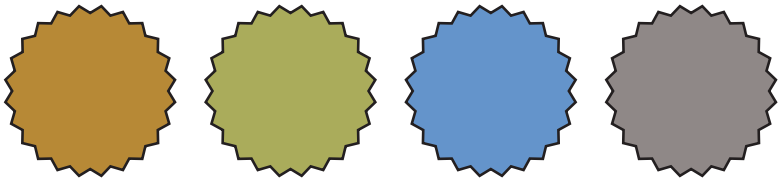
COMMUNITY PARTICIPATION PLAN

HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA

City of Syracuse

DRAFT
05.10.2012





COMMUNITY PARTICIPATION PLAN

A. Purpose and Approach

The purpose of this public participation plan is to ensure a transparent and inviting public engagement process that assures the opportunity for involvement in all phases and at all levels of the planning process. This will be achieved by providing early and continuing involvement, complete information, full access to key decisions, and multiple avenues for sharing opinions and ideas. The community participation events scheduled for the Hiawatha Boulevard/Lodi Street Brownfield Opportunity Area (BOA) planning initiative are in keeping with the main purpose and objectives of the City's overall policy for community outreach and participation.

Central to public outreach is the two-way communication of facts, ideas, and solutions. Availing the process to all interested stakeholders, from residents of all ages to business owners of all sizes, is essential to a successful outreach campaign. Understanding the physical, environmental, financial and public policy considerations that influence the success of redevelopment of the Hiawatha Boulevard/Lodi Street BOA is of paramount importance. We will study existing plans and reports and actively engage leaders in the public and private sectors to ensure that our basis of understanding is comprehensive and current. The edr/Sasaki Team will draw on our experience in urban planning and design, and resource (natural, cultural, scenic and historic) planning to bring new concepts, ideas, practices, and features to the larger community process of revitalizing the Hiawatha Boulevard/Lodi Street area. We will facilitate the necessary collaboration between consultants, city planners, stakeholders and agency representatives, with focus on the specific nuances unique to the Hiawatha/Lodi BOA.

A crowd at the Central New York Regional Farmer's Market purchase fruits, vegetables, flowers and a variety of homemade and imported goods.

B. Key Project Team Partners

edr/Sasaki Team will work closely with the City of Syracuse, the Project Advisory Committee (PAC), other agencies, consultants, and community stakeholders to gather and review existing information as we move forward with the community participation events. Of importance will be the coordination of relevant data to create a unified approach to the revitalization of the project area, which includes many of its significant brownfields. The key partners in this planning initiative are the City, the New York State Department of State, key stakeholders and community members, as outlined below:

New York State Department of State

As the primary sponsor of the BOA program, the New York State Department of State (DOS), Office of Communities and Waterfronts Brownfield Redevelopment will provide oversight, direction, and technical assistance throughout this project. The DOS representative Julie Sweet can be contacted at:

Julie Sweet

Office of Communities and Waterfronts, Brownfield Development
New York Department of State
1605 State Office Building
44 Hawley Street
Binghamton, NY 12231
(607) 721-8752 - phone, Julie Sweet
(607) 721-8755 – fax
julie.sweet@dos.ny.gov

City of Syracuse

The City of Syracuse is responsible for the day-to-day administration and project management. Representatives from the City will provide project oversight and technical expertise. In addition, city planning staff, together with Advisory Committee members will serve as public facilitators throughout the public planning process. The City's Project Manager Owen Kerney and Environmental Planner, Yasmin Guevara can be contacted at:

Owen Kerney

Deputy Director of Planning and Sustainability
315-448-8110
okerney@ci.syracuse.ny.us

Yasmin Guevara

Environmental Planner
(315) 448-8398
yguevara@ci.syracuse.ny.us

In addition to weekly communication with Mr. Kerney, edr expects to interact with other city staff, including the City's Department of Public Works, Department of Parks, Recreation, and Youth Programs, Department of Zoning, Department of Engineering, and Department of Neighborhood and Business Development.

Consultant Team

The consultant team will provide professional planning and design services towards the identification of important redevelopment projects, the development of concept plans for specific sites in the BOA, and the development of strategic implementation techniques that encourage the revitalization of Hiawatha Boulevard and surrounding neighborhoods. The consultant team consists of edr Companies, Sasaki Associates, DW Stoner, O'Brien & Gere, and HR&A Advisors. Primary contacts are:

edr Companies

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315.471.0688

Sasaki Associates

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Associate
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DW Stoner & Associates, LLC

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315.682.6394

O'Brien & Gere

Peter Grevelding
pgrevelding@ogb.com
315.956.6100

HR&A Advisors

Shuprotim Bhaumik
sbhaumik@hraadvisors.com
212.977.5596

Project Advisory Committee

The Project Advisory Committee will remain very involved during this planning initiative and will continue to meet on a monthly basis. The members of the Advisory Committee are listed below.

Andrew M. Maxwell, Director

Bureau of Planning & Sustainability
Office of the Mayor, City of Syracuse
203 City Hall
Syracuse, NY 13202
Phone: 315.448.8005
amaxwell@ci/syracuse.ny.us

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Paul S. Mercurio, Transportation Planner

Department of Public Works (DPW)
Canal Street Extension
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Ben Walsh, Deputy Commissioner

Division of Business Development
Washington Station
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Syracuse, NY 13202
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Corey Driscoll, Deputy Director

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201 East Washington Street, Room 300
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cdriscoll@ci.syracuse.ny.us

Dominic Robinson, Director

Northside Urban Partnership
800 N. Salina St. Syracuse, NY 13208
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drobinson@centerstateceo.com

Linda Henley

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Syracuse, NY 13202
Phone: 315.415.8287
lhenley@twcny.rr.com

Syracuse Common Council Members

Honorable Kathleen Joy
kjoy@ci.syracuse.ny.us

Honorable Jake Barrett - 1st District
jbarrett@ci.syracuse.ny.us

Honorable Patrick J. Hogan - 2nd District
phogan@ci.syracuse.ny.us
Room 314 City Hall
Syracuse, New York 13202
Phone: 315.448.8466

Farmers at the CNY Regional Market post flyers to support a young community member and active local food supporter diagnosed with a rare form of aggressive cancer.

Community Stakeholders

The interest and support of the property owners, business owners, residents, non-profits, and experts with both general and area-specific focus on economic revitalization, open space and recreation, and waterfront uses will be critical to the success of this effort. edr/Sasaki Team will assist the City in identifying and engaging important community stakeholders. While this outreach effort will frame the engagement process, the proposed design(s) will capture the creativity and interests of community leaders, stakeholders and local citizens. The consultants will exhibit flexibility in responding to the personality of the involved community, the relative interest of specific elements of the plan, and the pattern of past successful engagements in the City of Syracuse.

C. Public Engagement Principles

In addition to establishing strong working relationships between the City, Advisory Committee and community stakeholders, the edr/Sasaki Team will engage the community through an interactive two-way outreach process. Key attributes of our outreach process will be to:

Listen to the collective voices of community stakeholders, activists, and interested and concerned citizens through interactive workshops, charrettes, meetings, and social media. We will listen to their ideas, dreams and concerns as we build consensus for the future revitalization of the project area.

Educate the community of the natural, cultural, historic, and scenic resources in the brownfield revitalization area and alternative options for future land uses or innovative technologies for existing land uses. Important highlights will be shared throughout this process during meetings, site visits, and community forums.

Communicate to the Advisory Committee members the ideas, interests, and concerns of the community stakeholders, as well as to the community stakeholders and general public the opportunities and constraints relative to brownfield revitalization.

D. Project Schedule

During this planning initiative the community will be given multiple opportunities to participate in specific land use planning and design decisions focused on future revitalization of the Hiawatha/Lodi project area. This planning initiative will include a series of stakeholder meetings, two community forums, one community walk, and one developer forum. The public meetings will be interactive each with a specific focus. All Project Advisory Committee meetings will be held at the Atrium City Hall Commons and will run from 10:30am to 12:00pm unless otherwise stated. The time and venue for all other community outreach events will be determined as the project progresses.

TABLE 1: ORDER OF COMMUNITY PARTICIPATION MEETINGS

MAY 2012	05.10	Project Advisory Committee meeting No. 1	✓
JUNE 2012	06.19	Stakeholder meetings/interviews	
	06.20	Project Advisory Committee meeting No. 2	
	06.20	Community Forum No. 1	
	06.21	Community BOA Walk	
SEPTEMBER 2012	TBD	Project Advisory Committee meeting No. 3	
	TBD	Community Forum No. 2	
	TBD	Developer Roundtable No. 1	
	TBD	Project Advisory Committee meeting No. 4	
NOVEMBER 2012	TBD	Project Advisory Committee meeting No. 5	

The project schedule at the end of this section includes all Project Advisory Committee meetings and community outreach events. The expected purpose for each meeting is described below.

Project Advisory Committee Meeting No. 1:

Purpose: This meeting will serve as the initial "Project Kick Off" meeting for the Hiawatha Boulevard/Lodi Street Brownfield Opportunity Area (Hiawatha/Lodi BOA). We will review and discuss the Community Participation Plan, including the project schedule and community outreach events and strategies. If time permits we will also discuss the existing boundary for the Hiawatha/Lodi BOA.

Materials: Agenda and draft documents will be provided to the PAC prior to the meeting.

Stakeholder Meetings/Interviews:

Purpose: To learn, through direct interviews with targeted stakeholders, about opportunities and issues specific to the Hiawatha/Lodi BOA and its surrounding environs. This information will influence the community vision for redevelopment of the Hiawatha/Lodi area. Through stakeholder input we will identify priority goals deemed essential by the community to capture redevelopment opportunities. There will be a series of three group interviews during the course of one day. Each group will include 7 to 10 invited stakeholders with similar interests.

The interviews will be of the following groups:

1. Business owners, Chief Executive Officers, Chief Financial Officers or their representatives.
2. Residents, neighborhood associations/ group advocates, community representatives, Tomorrow's Neighborhoods Today representatives
3. CenterState CEO representatives, real estate developers, business developers.

Materials: Project related materials to inform the stakeholders of the history, purpose, current status, and ongoing process of this planning initiative.

Project Advisory Committee Meeting No. 2:

Purpose: To review the analysis of opportunities and constraints of the Hiawatha/Lodi BOA, the results of the stakeholder interviews, and to develop the vision for redevelopment of the BOA. The PAC will also review the agenda and detailed outline, including presentation materials, for the community forum which will occur the next day.

Materials: Agenda, Power Point (or equivalent) presentation and draft documents will be provided to the PAC prior to meeting.

A TYPICAL SUNDAY MORNING: People wait in line to get a table at Stella's Diner, located in the southern portion of the study area.

Community Forum No. 1:

Purpose: To inform the community about New York State's Brownfield Opportunity Area Program and about opportunities and issues specific to the Hiawatha/Lodi BOA. The forum will include a presentation generally explaining New York State's Brownfield Opportunity Area program and its application to the Hiawatha/Lodi BOA. After the presentation we will engage participants in a visioning exercise and policy/issue identification and prioritization.

Materials: Digital and hard copy invitations/notices will be distributed to interested individuals two weeks before the event. A Power Point (or equivalent) presentation will be utilized to inform the community of the purpose of this planning initiative, history of the area, and potential for redevelopment. Flip charts and markers will be used during interactive workshop sessions. An agenda, sign-in sheet, display boards and maps, and will be provided. Refreshments will be provided. A non-English language interpreter will be provided if determined necessary.

Community BOA Walk:

Purpose: We will conduct one day of site walks with key stakeholders who can offer expertise or interesting insight about existing conditions and potential future improvements and revitalization (social/cultural, economic and environmental). Our goal will be to sharpen the focus on specific issues, sub-areas, corridors, and/or properties. With input from the PAC we will develop a select list of stakeholders to invite to the BOA walk. This forum is not just for informational data gathering, issue identification, and project prioritization, but also to generate positive encouragement for future investment/improvements to strategic sections in the area.

Materials: Illustrative maps and other supporting materials. Predetermined route with refreshments at the end.

Project Advisory Committee Meeting No. 3:

Purpose: To review the draft land use plan alternatives, related strategies for brownfield redevelopment and the draft market analysis. We will review the format and presentation materials for the second community forum.

Materials: Agenda, Power Point (or equivalent) presentation, draft market study, and draft land use concept alternatives will be provided to the PAC prior to meeting.

Community Forum No. 2:

Purpose: To share with the community the draft market study and land use concept alternatives. After the initial presentation, the participants will be asked to break out into two or three small discussion groups to review the draft concepts in more detail with an interactive dialogue. We will target known issues and concerns previously voiced by the community, and encourage discussion on potential solutions. The participants will gather to share their comments.

Materials: Digital and hard copy invitations/notices will be distributed to interested individuals two weeks before the event. A Power Point (or equivalent) presentation will be utilized to inform the community of the history, purpose, current status, and ongoing process of this planning initiative. Flip charts and markers will be used during interactive workshop session. An agenda, sign-in sheet, display boards and maps, and will be provided. Refreshments will be provided.

Developer Roundtable No. 1:

Purpose: The focus will be to review and discuss redevelopment/reinvestment strategies. We will facilitate a discussion on strategic redevelopment incentives, priority sites, market barriers, and other existing impediments to redeveloping the critical brownfield sites. This will be an opportunity for creative brainstorming on tax and other reinvestment incentives and strategic use of land banking options (if available) etc. with a focus on properties in this BOA. A guest list of developers, investors, tax specialists, and realtors will be developed in collaboration with the City and PAC.

Materials: An agenda, sign-in sheet, display boards and maps, and power point and will be provided as needed. Refreshments will be provided.

Project Advisory Committee Meeting No. 4:

Purpose: This meeting will be to review the results of the second community forum and developer roundtable and to identify/confirm the strategic priority sites for targeted reinvestments.

Materials: Agenda and draft documents will be provided to the PAC prior to the meeting.

Project Advisory Committee Meeting No. 5:

Purpose: This meeting will be to review the draft Nomination Study for the Hiawatha/Lodi BOA and discuss advancement to Step 3 of the Brownfield Opportunity Area Program.

Materials: Agenda and draft documents will be provided to the PAC prior to the meeting.

TABLE 2: PROJECT SCHEDULE

	2012										2013		
	MARCH	APRIL	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.	JAN.	FEB.	MARCH
Phase 1: Scoping, Public Engagement and Visioning													
1.1 Project Scoping													
1.2 Community Participation Plan													
Phase 2: Draft Nomination-Inventory and Analysis													
2.1 Identify involved organizations													
2.2 Project Boundary and Description													
2.3 Community Vision, Goals and Objectives													
Project Advisory Committee Meeting No. 1													
2.4 Community Participation Plan													
2.5 Analysis of Opportunities and Constraint BOA													
2.5a Community Site Wa k													
2.5b Information Synthesis													
2.6 Project Advisory Committee Meeting No.2													
2.7 Stakeholder Meetings (3)													
2.8 Community Forum No. 1													
Phase 3: Site Development Alternatives													
3.1 Economic and Market Trend Analysis													
3.2 Draft Concept Plans													
3.3 Project Advisory Committee Meeting No. 3													
3.4 Community Forum No.2													
3.5 Developer Roundtable													
3.6 Project Advisory Committee Meeting No. 4													
Phase 4: Documentation of Preferred Strategy													
4.1 Development of the Study Area Master Plan													
4.2 Draft Nomination and Executive Summary													
4.3 New York State Environmental Quality Review													
4.4 Project Advisory Committee Meeting No. 5													
4.5 Final Nomination													
4.6 Advancement to Step 3													

APPENDIX B

OUTREACH MATERIALS

Outreach materials: BOA educational booklet

Visit the City of Syracuse Facebook page: *'City of Syracuse, NY'* for updates or email suggestions, questions or concerns to: *HiLoBOA@edrcompanies.com*

HI-LO BOA | STEP No. 2 | HI-LO BOA | HI-LO BOA

HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA

HISTORY AND OVERVIEW OF THE PROGRAM

SASAKI | edr COMPANIES | Bureau of Planning Syracuse | NEW YORK STATE DOS DEPARTMENT OF STATE

WHAT IS A BROWNFIELD?

Sites that are, or are perceived to be, contaminated. They can be found in almost every community throughout the U.S. Often seen as eyesores that consequently may stall an area's progress and development, they can also be thought of as **pockets of opportunity** with the potential to revitalize and bring new life to an area (APA, *Reuse: Creating community-based brownfield redevelopment strategies*).

WHAT ARE THIS PROGRAM'S GOALS?

HI-LO BOA

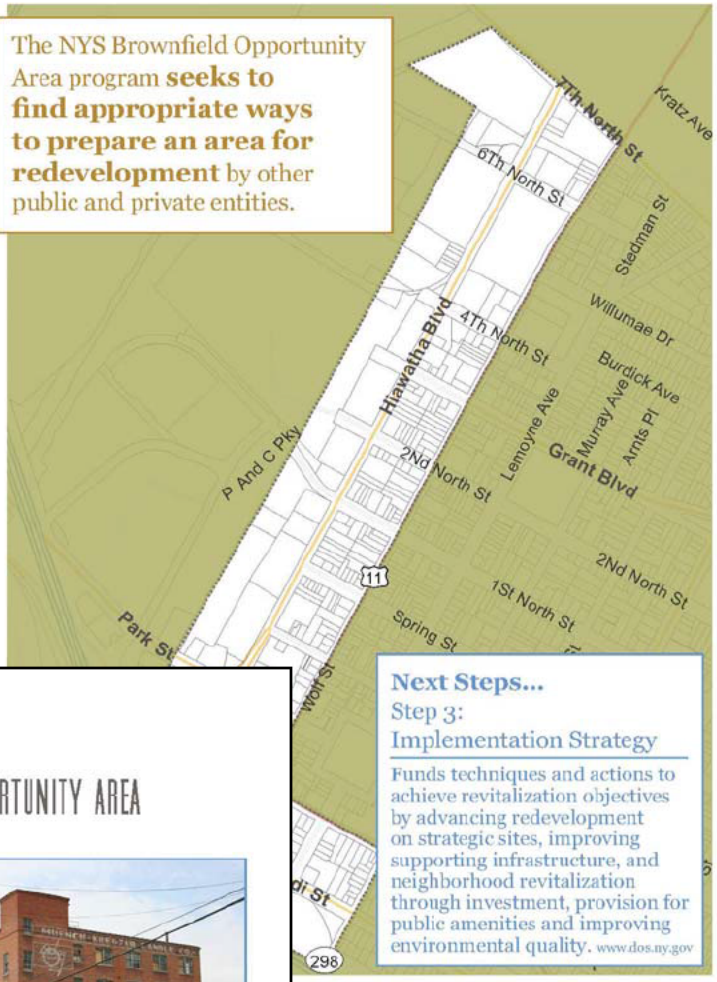
Step No. 2 of the New York State Brownfield Opportunity Area Program aims to:

- Analyze and identify solutions for a range of problems posed by brownfield sites- from environmental site contamination to potentially dangerous built environments to the public's negative perception of an area
- Identify strategic sites to be catalysts for revitalization from a collection of community insights
- Create partnerships that will leverage the successful future development of the area

WHY YOUR INPUT MATTERS:

A pool of great ideas and visions, concerns, observations of opportunities and needs, help the City and potential developers to realize what is wanted, needed and possible in a specific brownfield opportunity area. They **serve as the foundation to create a clear gameplan for the cleanup and basic framework that will restore these sites,** making them attractive to property investors and passers-by.

The NYS Brownfield Opportunity Area program **seeks to find appropriate ways to prepare an area for redevelopment** by other public and private entities.



Next Steps...
Step 3:
Implementation Strategy

Funds techniques and actions to achieve revitalization objectives by advancing redevelopment on strategic sites, improving supporting infrastructure, and neighborhood revitalization through investment, provision for public amenities and improving environmental quality. www.dos.ny.gov

FUN FACTS!

ABOUT THE HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA

617 Hiawatha Blvd.
The Muench-Kreuzer Candle Company took over the EJ Knapp Candle Company facility at this location.

Former Muench-Kreuzer Candle Company building.

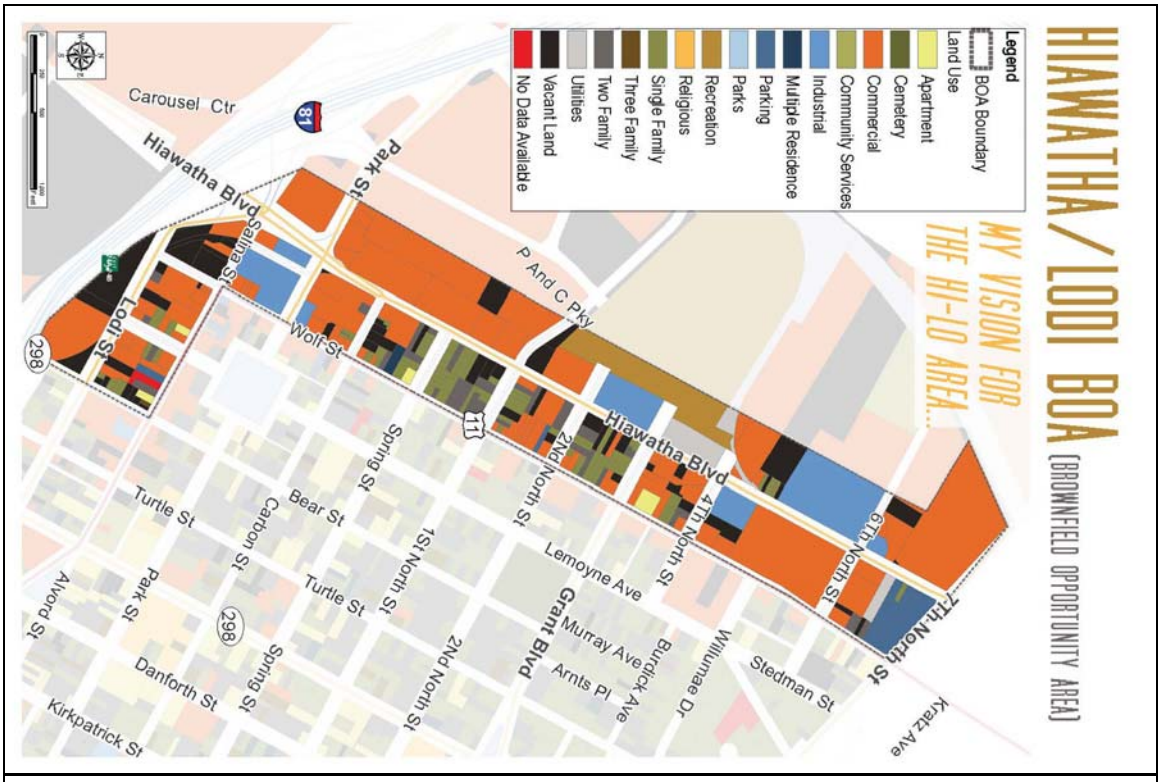
Because Muench-Kreuzer can be confusing and difficult to pronounce, the company gave itself a nickname, simplying **M**uench-**K**reuzer to **Emkay** Candles.

Stella's Diner was originally just down the road at 913 Wolf Street.
913 Wolf Street is now **Just-1-Bite Diner**. *I'm sensing a pattern here...*

2005 Penfield Manufacturing closes its doors.

Penfield Manufacturing wasn't the original occupant of the industrial-looking block bounded by N. Salina, Wolf, Hiawatha and Carbon Streets, split by Park St. Moyer Carriage Factory started there, later becoming Moyer Automobile Co. Porter Cable bought the set of four buildings and manufactured power hand tools from 1912-1958. Penfield Manufacturing didn't start making their mattresses in that location until they purchased the complex in 1958.

Outreach materials: Postcard surveys



How you would like to see Hiawatha Blvd./Lodi St. area in 15 years? Write a quick postcard describing your vision.

June 2027

Hi _____,

You should see the Hiawatha Blvd. and Lodi St. area today! Over the past 15 years there have been a number of great changes! Now it's... _____

_____

_____

_____

_____

_____

_____

_____

_____

Any more revitalization ideas? Want to stay involved? Check the City's Facebook page *'City of Syracuse, NY'* for the latest or email: *HiLoBOA@edrcompanies.com*

Bureau of Planning Syracuse & Sustainability

Hiawatha/Lodi BOA Project

c/o edr Companies

217 Montgomery Street, Suite 1000

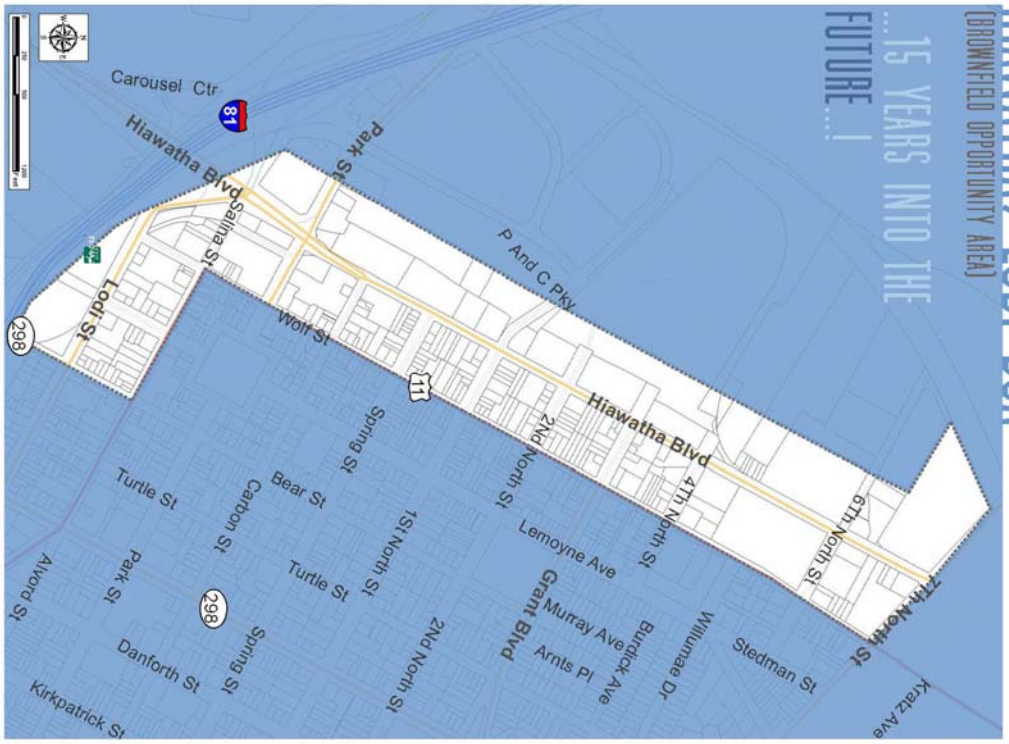
Syracuse, New York 13202

SASAKI edr NEW YORK STATE DOS DEPARTMENT OF STATE

HIAWATHA/LODI BOA

(BROWNFIELD OPPORTUNITY AREA)

...15 YEARS INTO THE FUTURE...!



RATE THESE TOPICS

in terms of their importance to you for the future of this area, 1 being the *most important* and 10 being the *least important* (see front of card for boundaries).

- ○ buildings are well maintained and the streets are pedestrian-friendly
- ○ there is a diverse and vibrant night life
- ○ the environment has been cleaned and improved
- ○ there are a variety of job opportunities
- ○ there is easy access to a great education system
- ○ I feel safe
- ○ the area is easy to get to from other places in the City and around the region
- ○ green technologies are incorporated
- ○ diversity is celebrated
- ○ it is a place where I would like to start a business or see other businesses start up

thank you!

Any more revitalization ideas? Want to stay involved? Check the City's Facebook page *'City of Syracuse, NY'* for the latest or email: *HiLoBOA@edrcompanies.com*

Bureau of Planning, Syracuse & Sustainability

Hiawatha/Lodi BOA Project

c/o edr Companies

217 Montgomery Street, Suite 1000

Syracuse, New York 13202

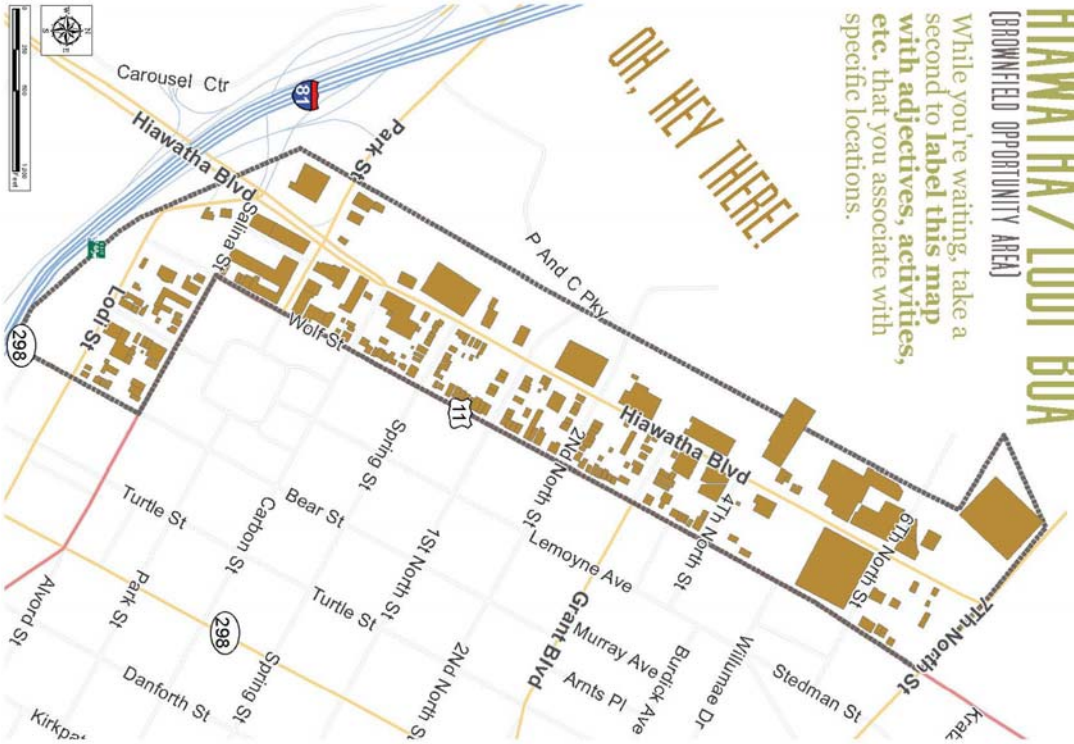
SASAKI edr NEW YORK STATE DOS DEPARTMENT OF STATE

HIAWATHA/LODI BOA

(BROWNFIELD OPPORTUNITY AREA)

While you're waiting, take a second to **label this map with adjectives, activities, etc.** that you associate with specific locations.

OH, HEY THERE!



While you're waiting, take a second to point out and label the front of this postcard with adjectives, things, activities, etc. that you associate with specific areas on the map. Ex. *'good food here!'*

Example

Now, list your **top 3 favorite things** about this area:

No. 01

No. 02

No. 03

Now, list **3 things you'd like to change or improve** about this area:

No. 01

No. 02

No. 03

thank you!

Any more revitalization ideas? Want to stay involved? Check out the latest on the City's Facebook page *'City of Syracuse, NY'* or email: *HiLoBOA@edrcompanies.com*

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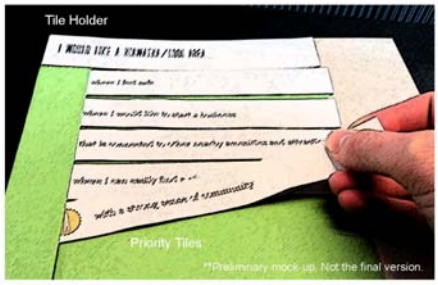
Outreach materials: Prioritization activity

PRIORITIZATION EXERCISE

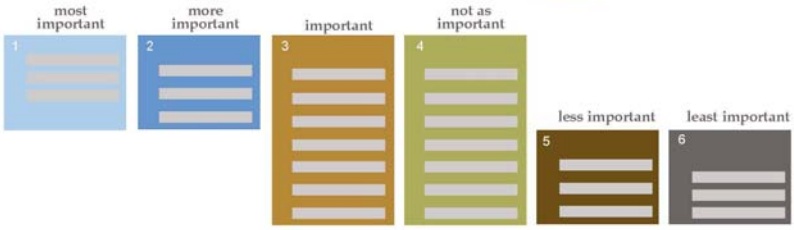
This activity is to be led be an activity leader. Each step will be read aloud to the group and completed before the next step is read or explained. Hand out 6 numbered tile holders and a set of 26 tiles to the participants. Blank tiles where participants can write in their ideas will also be available and should be made known.

Directions:

1. Read the stack of tiles and divide into two equal piles of 13 tiles each. The first pile will contain the things you think are important and would really like to see happen in the this area and one with the things that aren't quite as important.
2. Take the pile you care the most about and pick the top 6 most important to you.
3. Place the remaining 7 tiles from your initial pool of important tiles in the **orange tile holder labeled Level Three**. You do not need to prioritize them in any specific order in the holder.
4. Now pick the top 3 most important to you from your pile of 6.
5. **Prioritize your top 3 in order of importance**. First, second, and third place will go in the **light blue tile holder labeled Level One** as they hold your number one, or level one, priorities.
6. In no particular order, place the bottom 3 in the **blue tile holder labeled Level Two**.
7. Do the same with the remaining pile of 13 tiles working towards having the **last remaining tile is the least important characteristic or goal for this area being placed in the gray tile holder labeled Level Six.**
8. Have a picture taken of how you've prioritized the characteristics on the tiles.



This is how the prioritization tiers should be organized in the colored tile holders at the end of the activity.



with a strong sense of community	A
where I can live, work, socialize and walk where I need to complete these daily activities	B
that provides additional big-box shopping opportunities	C
that is multi-generational and celebrates diversity	D
that knows and values its history/roots	E
where I feel safe	F
that works with its residents to encourage home and yard maintenance and improvements	G
that has easy access to a great education system	H
that incorporates green infrastructure like community gardens or rain gardens	I
where property is a good investment and its value is maintained or increases over time	J
with a variety of opportunities to find a job or start a business	K
where I can buy local food	L
where I can easily find a spot to enjoy the outdoors, whether exercising or at my leisure	M

where the building permit process is flexible, simple and straightforward — N

that has a diverse and vibrant night life — O

where I can play sports with friends or on a team — P

where I can purchase unique items and services — Q

that has creative and constructive ways for youth to spend their time — R

where the streets are safe for pedestrians and bicyclists — S

where I can easily find a place to park my vehicle — T

where the majority of residents own their own homes — U

that is easily accessible and connected to other nearby amenities and attractions — V

where living is affordable — W

where public transportation is convenient and accessible — X

the environment has been cleaned and improved — Y

where vacant properties have been repurposed — Z

Outreach materials: "Picture It" activity

HI-LO BOA HI-LO BOA HI-LO BOA HI-LO BOA

'PICTURE IT'

On each page you will find a photo of a property found within the Hiawatha/Lodi Brownfield Opportunity Area. Some will be easy to recognize; some will be a little more difficult. The map in the lower left is there to help orient yourself.

Directions:

1. On the tag that says *'Right Now This Is...'* write **what you do** in that specific area, **how you feel** when you're there, different **adjectives and activities** that you associate with that area, or any other insights you want to share. If you're not familiar with the place on the photo, write that, too!

2. On the tag that says *'I Wish This Was...'* **write something for the specified location that you see potential for**, something you feel the area could benefit from, adjectives and activities that you want to do, feel and see there, etc.

3. Have **fun**! Your feedback matters!

SASAKI

HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA

Looking west toward Carousel Mall from Stella's Diner on Wolf St.

I WISH THIS WAS...

SASAKI

HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA

RIGHT NOW THIS IS...

On Hiawatha Blvd. at the end of 4th North St. looking North at vacant building between Green Homes America and Fox Hollow Movers.

I WISH THIS WAS...

SASAKI

HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA

RIGHT NOW THIS IS...

Looking at the corner of Hiawatha Blvd. and 2nd North St. toward former Muench Kreuzer Candle Company building.

I WISH THIS WAS...

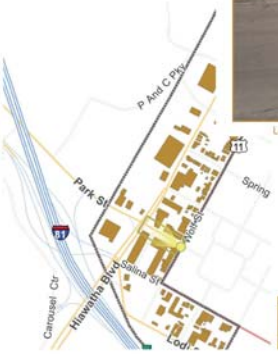
SASAKI

HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA

RIGHT NOW THIS IS...

Looking west down Park St. toward Carousel Mall from the intersection at Wolf St.

I WISH THIS WAS...

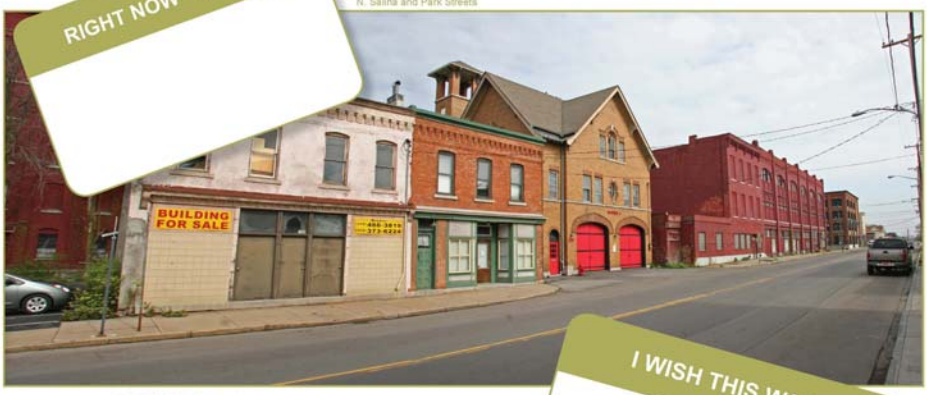


SASAKI

HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA

RIGHT NOW THIS IS...

Section along Wolf St. between N. Salina and Park Streets



I WISH THIS WAS...

SASAKI

HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA

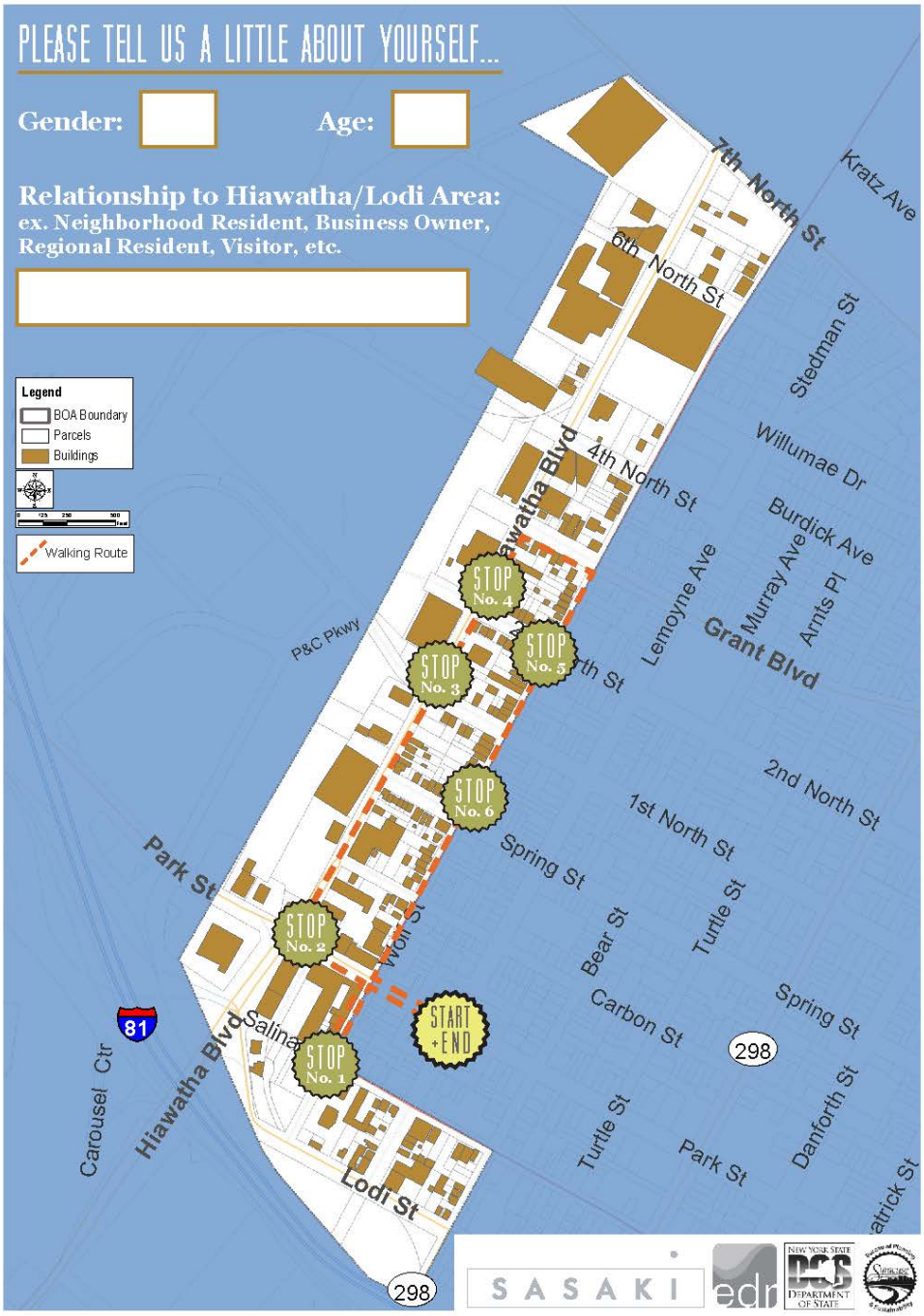
Outreach materials: Walking tour booklet

HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA
Walking Tour Feedback Booklet

PLEASE TELL US A LITTLE ABOUT YOURSELF...

Gender: **Age:**

Relationship to Hiawatha/Lodi Area:
ex. Neighborhood Resident, Business Owner, Regional Resident, Visitor, etc.



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STOP No. 1

INSIGHTS & OPPORTUNITIES

STOP No. 2

INSIGHTS & OPPORTUNITIES

STOP No. 3

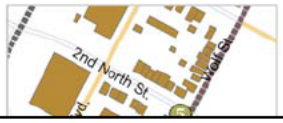
INSIGHTS & OPPORTUNITIES

STOP No. 4

INSIGHTS & OPPORTUNITIES

STOP No. 5

INSIGHTS & OPPORTUNITIES



STOP No. 6

INSIGHTS & OPPORTUNITIES

CONNECTIVITY / ACCESSIBILITY

Difficult to connect — Easy to connect

Comments:

ACTIVITY LEVEL

Inactive — Active

Comments:

SAFETY

Unsafe — Safe

Comments:

APPEARANCE & PHYSICAL CONDITIONS

Unkept — Well-kept

Comments:

ARCHITECTURAL FORM & DETAILS

Not preferable or unique — Preferable or unique

Comments:

HIAWATHA / LODI BOA

THANKS FOR YOUR PARTICIPATION!

INSIGHTS AND IDEAS:

Draw or comment on any ideas or suggestions you have for this area.

Outreach materials: Stakeholder questionnaires

HI-LO BOA

STAKEHOLDER MEETING BUSINESS OWNERS JUNE 19, 2012

I AM... _____
Name

I AM INVOLVED WITH THIS AREA BECAUSE... _____
Relationship to Hiawatha/Lodi Area

I CURRENTLY HAVE THESE FUTURE PLANS IN THE AREA... _____

IN AN IDEAL WORLD, I WOULD LIKE TO SEE... _____
_____ HAPPEN IN THE AREA/TO MY PROPERTY.

I SEE THESE OPPORTUNITIES... _____

I SEE THESE OBSTACLES/CONSTRAINTS... _____

I AM CONCERNED ABOUT... _____

HOW I'D LIKE TO REMAIN INVOLVED...

- ☐ Keep me on a listserv where I will receive updates about the upcoming public meetings. E-mail Address: _____
- ☐ I'll be happy to display postcard surveys for people to fill out while they wait, for employees to fill out on their lunch breaks, etc.
- ☐ I know other people who may be interested in developing this area or have another specific interest in this area. Contact me to get their information: _____
- ☐ I'd be happy to donate a prize of some sort for a public participation event. Contact me at: _____

New York State DOS Department of State · edr · SASAKI

HIAWATHA/LODI BROWNFIELD OPPORTUNITY AREA

APPENDIX C

SITE DATA SHEETS

Building and Property Features			
Address	1714 North Salina Street		
Ownership	G&K Trucking LLC 113 Hampshire Road Syracuse, NY 13203		
Year Built	1935	Building Type	Brick and steel; manufacturing
Number of buildings	4	Number of stories	2-5 per building
Number of units	unknown	Rentable area	Row storage- 166,968 sq ft, Walk-up Off- 2,540 sq ft, Light Mfg- 11,333 sq ft
Condition	Normal	Grade (per Assessor)	Average
Acreage	1.68	Gross floor area (sq. ft.)	8,904 sq ft
Power system	gas & electric; 1200A	Safety systems	100% sprinklered
Sewer	Comm/Public	Tax status	current
Water	Comm/Public	Current use	vacant
Site access (street)		Zoning & special districts	Industrial District- IA, FL001-Flushing
Improvements/amenities	Roof top cell tower lease. Carport- 3,000 sq ft, Shed- machine 380 sq ft, Fence- chain link, 3 loading docks		
Significant features			
Parking	Asphalt paving- 50 spaces	Adjacent uses	industrial, commercial/retail
Other	Based on discussions with agent, roof in need of repair. Five-story building houses three elevators.		

Reconnaissance Data	
Previous uses	Built originally as Moyer Carriage Factory, then Moyer Automobile Company. Also housed Porter Cable Company (1912-1958), manufacturing power tools, then became the Penfield Mattress company. Machining, plating and parts and equipment cleaning (degreasing) all occurred on site.
Phase I/II ESA availability	Current owner has a Phase I
Known spills	None
Known bulk storage	None
Applicable regulatory pgm.	None
Other observations	Build date: 1935 per Assessor's records; 1909 per historic records.

Development Plan Recommendations	
Prelim. Brownfield status	Probable
Ranking (points)	9.75
Use potential	Multifamily Residential; Residential-Commercial Mixed Use; Furniture/furnishings; Food & Beverage; Neighborhood Convenience; Thematic Manufacturing/Prod./Retail

Building and Property Features			
Address	217-301 Hiawatha Boulevard E		
Ownership	CNY Regional Mrkt Auth 2100 Park Street Syracuse, NY 13208		
Year Built	1988	Building Type	Warehouse
Number of buildings	1	Number of stories	1
Number of units	1	Rentable area	6,000 sq ft
Condition	Normal	Grade (per Assessor)	Average
Acreage	2.6	Gross floor area (sq. ft.)	6,000 sq ft
Power system	unknown	Safety systems	1005 sprinklered
Sewer	Comm/public	Tax status	Exempt
Water	Comm/public	Current use	storage (building) & vacant (land)
Site access (street)	Hiawatha & Carbon	Zoning & special districts	Commercial District- CA, FL001-Flushing
Improvements/amenities			
Significant features			
Parking	Asphalt paving- 2000 x 4	Adjacent uses	Warehouse/dist; public; comm.
Other			

Reconnaissance Data	
Previous uses	Property probably part of Chapman Lumber Company
Phase I/II ESA availability	Unknown
Known spills	None
Known bulk storage	None
Applicable regulatory pgm.	None
Other observations	Portions of foundation remaining on site; unfininshed access road continuing beyond Carbon St into CNY Regional Market; more than half of property currently vacant

Development Plan Recommendations	
Prelim. Brownfield status	Possible (if used for lumber treatment by Chapman Lumber Co)
Ranking (points)	8.75
Use potential	Residential/Commercial Mixed Use; Food & Beverage; Thematic Manufacturing/Prod./Retail

Building and Property Features			
Address	2006-10 Park Street		
Ownership	CNY Regional Mrkt Auth 2100 Park Street Syracuse, NY 13208		
Year Built	1960	Building Type	Commercial
Number of buildings	1	Number of stories	1
Number of units	1	Rentable area	1,632 sq ft
Condition	Normal	Grade (per Assessor)	Average
Acreage	0.83	Gross floor area (sq. ft.)	1,632 sq ft
Power system	gas/electric	Safety systems	None listed
Sewer	Comm/public	Tax status	Exempt
Water	Comm/public	Current use	Commercial
Site access (street)	Park Street	Zoning & special districts	Industrial District- IA, FL001-Flushing
Improvements/amenities			
Significant features			
Parking	Asphalt paving- 2000 x 4	Adjacent uses	commercial (vacant)
Other	Structure is currently vacant		

Reconnaissance Data	
Previous uses	Previously owned by Peters Grocery
Phase I/II ESA availability	Unknown
Known spills	None
Known bulk storage	None
Applicable regulatory pgm.	None
Other observations	

Development Plan Recommendations	
Prelim. Brownfield status	none
Ranking (points)	8.5
Use potential	Residential/Commercial Mixed Use; Food & Beverage; Thematic Manufacturing/Prod./Retail

Building and Property Features			
Address	2615, 2711, 2717 Lodi St and 111 Bear St		
Ownership	Triphammer Properties LTD 4 Clinton Square Syracuse, NY 13202		
Year Built	vacant lot	Building Type	N/A
Number of buildings	N/A	Number of stories	N/A
Number of units	N/A	Rentable area	N/A
Condition	Normal	Grade (per Assessor)	Average
Acreage	approx. 5.4 total	Gross floor area (sq. ft.)	N/A
Power system	N/A	Safety systems	N/A
Sewer	Comm/public	Tax status	current
Water	Comm/public	Current use	vacant lot; parking
Site access (street)	Lodi St	Zoning & special districts	Industrial District- IA, Tourist Overlay, FL001- Flushing
Improvements/amenities			
Significant features			
Parking	unpaved parking area	Adjacent uses	commercial; residential
Other	Significant building foundations remain on site		

Reconnaissance Data	
Previous uses	Seitz Oil Co. from at least 1930-1962; distilled oil from crude.
Phase I/II ESA availability	Unknown
Known spills	None in regulatory database (see below)
Known bulk storage	No
Applicable regulatory pgm.	Not currently regulated
Other observations	Seitz facility destroyed by fire in 1962; there were apparent spills during the fire but no record of subsurface cleanup.

Development Plan Recommendations	
Prelim. Brownfield status	Probable
Ranking (points)	9.25, 9, 9, and 10.25 for 2615, 2711, 2717, and 111 respectively
Use potential	Thematic Manufcturing/Prod./Retail; Warehousing/distribution; Biological remediation

Building and Property Features			
Address	2000 Park Street		
Ownership	Percy G. Decker and Ruth E. Decker 4901 Sherwood Drive Syracuse, NY 13215		
Year Built	1940	Building Type	former gas station
Number of buildings	1	Number of stories	1
Number of units	1	Rentable area	1,392 sq ft
Condition	Normal	Grade (per Assessor)	
Acreage	approx. 0.25	Gross floor area (sq. ft.)	
Power system	Gas & Electric	Safety systems	
Sewer	Comm/Public	Tax status	current
Water	Comm/Public	Current use	vacant building
Site access (street)	Hiawatha Blvd & Park St	Zoning & special districts	Industrial District- IA, FL001-Flushing
Improvements/amenities	Loading dock- 300 sq ft		
Significant features			
Parking	Asphalt paving- 1400 x 4	Adjacent uses	vacant structure; storage
Other	Building is boarded and vacant, and on the market for sale by the current owner. Corner location at Park and Hiawatha is a key location.		

Reconnaissance Data	
Previous uses	Gas station, automobile sales
Phase I/II ESA availability	Unknown
Known spills	None
Known bulk storage	None
Applicable regulatory pgm.	If tanks remain and are unregistered, they should be registered.
Other observations	There is no regulatory data on this property. Tanks may have been removed prior to implementation of UST regulations and therefore do not show up. However, vent pipes exist on the building. There is no evidence that pavement has been cut for tank removal.

Development Plan Recommendations	
Prelim. Brownfield status	Probable (if site is part of Oswego Canal landfilling)
Ranking (points)	9.5
Use potential	Residential/Commercial Mixed Use; Food & Beverage; Thematic Manufacturing/Prod./Retail

Building and Property Features			
Address	1925 Park Street and 1800 North Salina Street		
Ownership	Bodow Realty 1925 Park Street Syracuse, NY 13208		
Year Built	1909	Building Type	light manufacturing
Number of buildings	1	Number of stories	2
Number of units	unknown	Rentable area	43,466 sq ft total + 8,140 sq ft non-contrib. space
Condition	Normal	Grade (per Assessor)	Average
Acreage	approximately 0.8, total	Gross floor area (sq. ft.)	51,606 sq ft total
Power system	Gas & Electric	Safety systems	100% sprinklered & alarmed
Sewer	Comm/Public	Tax status	both delinquent; 1925 seizable
Water	Comm/Public	Current use	recycling facility
Site access (street)	Park, Hiawatha, Exchange Pl	Zoning & special districts	Industrial District- IA, FL001-Flushing
Improvements/amenities	Loading docks (2,240 sq ft); signage (1,100 sq ft)		
Significant features			
Parking	on-street (Exchange Pl)	Adjacent uses	vacant structures; commercial
Other			

Reconnaissance Data	
Previous uses	Unknown
Phase I/II ESA availability	Unknown
Known spills	Kerosene and fuel oil spill reported in 1985 at 1925 Park Street
Known bulk storage	None
Applicable regulatory pgm.	None
Other observations	

Development Plan Recommendations	
Prelim. Brownfield status	none
Ranking (points)	8.75 (1925); 9.25 (1800)
Use potential	Multifamily Residential; Residential-Commercial Mixed Use; Furniture/furnishings; Food & Beverage; Neighborhood Convenience; Thematic Manufacturing/Prod./Retail

Building and Property Features			
Address	309 Fourth North Street, Rear		
Ownership	309 Fourth North St, LLC P.O. Box 6986 Syracuse, NY 13217		
Year Built	1956	Building Type	Commercial
Number of buildings	1	Number of stories	1
Number of units	1	Rentable area	55,750 sq ft
Condition	Normal	Grade (per Assessor)	Average
Acreage	11.1	Gross floor area (sq. ft.)	55,750 sq ft
Power system	Gas & Electric	Safety systems	10% sprinklered
Sewer	Comm/Public	Tax status	current
Water	Comm/Public	Current use	commercial
Site access (street)	Fourth North, Hiawatha (unfin.)	Zoning & special districts	Industrial District- IA
Improvements/amenities			
Significant features	Large underutilized area in rear of parcel		
Parking		Adjacent uses	industrial; residential
Other	Front of this site is 801-07 Hiawatha Blvd. (note known spills at these addresses, below).		

Reconnaissance Data	
Previous uses	Netti Wholesale Grocery (previous owner)
Phase I/II ESA availability	Unknown
Known spills	Spill reported for 803 Hiawatha Blvd. in 1988 referring to gas station on the site; 801 Hiawatha had another spill reported in 1989 related to a tank test failure.
Known bulk storage	Bulk storage registration at 801 Hiawatha in 2002
Applicable regulatory pgm.	None
Other observations	

Development Plan Recommendations	
Prelim. Brownfield status	Probable (if site is part of Oswego Canal landfilling)
Ranking (points)	10.75
Use potential	Thematic Manufacturing/Prod./Retail; Warehousing/distribution

Building and Property Features			
Address	843 Hiawatha Boulevard E Rear		
Ownership	843 Hiawatha Boulevard E, LLC P.O. Box 6986 Syracuse, NY 13217		
Year Built	Vacant	Building Type	N/A
Number of buildings	N/A	Number of stories	N/A
Number of units	N/A	Rentable area	N/A
Condition	Fair	Grade (per Assessor)	Average
Acreage	approx. 9 acres	Gross floor area (sq. ft.)	N/A
Power system	Gas & Electric	Safety systems	N/A
Sewer	Comm/Public	Tax status	current
Water	Comm/Public	Current use	vacant lot
Site access (street)	no clear access point	Zoning & special districts	Industrial District- IA
Improvements/amenities			
Significant features			
Parking		Adjacent uses	commercial; industrial
Other	Adjacent to 309 Fourth North St Rear, which can be used for overflow parking at stadium		

Reconnaissance Data	
Previous uses	Netti Enterprises, Inc. (previous owner)
Phase I/II ESA availability	Unknown
Known spills	None
Known bulk storage	None
Applicable regulatory pgm.	None
Other observations	

Development Plan Recommendations	
Prelim. Brownfield status	Probable (if site is part of Oswego Canal landfilling)
Ranking (points)	10.75
Use potential	Thematic Manufacturing/Prod./Retail; Warehousing/distribution

Building and Property Features			
Address	837-935 Hiawatha Boulevard		
Ownership	X Pack International 935 Hiawatha Blvd. E & Sixth North Syracuse, NY 13208		
Year Built	1940	Building Type	industrial
Number of buildings	2	Number of stories	1 and 2
Number of units	unknown	Rentable area	166,822 sq ft total
Condition	Normal	Grade (per Assessor)	Average
Acreage	5.33	Gross floor area (sq. ft.)	129,110 sq ft total
Power system	Gas & Electric	Safety systems	100% sprinklered
Sewer	Comm/Public	Tax status	seizable
Water	Comm/Public	Current use	industrial
Site access (street)		Zoning & special districts	Industrial District- IA, FL001- Flushing, OL001- Oiling
Improvements/amenities	Loading dock, Shed- machine, Porch- enclosed		
Significant features			
Parking	Asphalt (?), 60,000 x 4	Adjacent uses	comm.; industrial; residential
Other			

Reconnaissance Data	
Previous uses	Benbow Chemical
Phase I/II ESA availability	Unknown
Known spills	Reported in 1999, 2001, 2005, inc. caustic chemical (1999) and 500 gal diesel (2005)
Known bulk storage	Four petroleum storage tanks (underground) removed in 1999
Applicable regulatory pgm.	None
Other observations	Based on historic information, this property was also used in whole or in part by Allis Chalmers manufacturing, Syracuse Oil Engine Co., and GE Cathode Ray Tube Dept. Existing facility is a complex of many buildings of various vintages.

Development Plan Recommendations	
Prelim. Brownfield status	Probable
Ranking (points)	10.75
Use potential	Thematic Manufacturing/Prod./Retail; Warehousing/distribution; Biological remediation

Building and Property Features			
Address	214 Fourth North Street		
Ownership	Ferraris Family Ltd Prtnr 4280 Gemini Path Liverpool, NY 13090		
Year Built	Vacant lot	Building Type	N/A
Number of buildings	N/A	Number of stories	N/A
Number of units	N/A	Rentable area	N/A
Condition	unlisted (0, per Assessor)	Grade (per Assessor)	unlisted
Acreage	0.42	Gross floor area (sq. ft.)	N/A
Power system	Gas & Electric	Safety systems	
Sewer	Comm/public	Tax status	current
Water	Comm/public	Current use	vacant lot
Site access (street)	Fourth North St	Zoning & special districts	Industrial District- IA, OL001-Oiling Dist
Improvements/amenities			
Significant features			
Parking		Adjacent uses	comm./vacant
Other			

Reconnaissance Data	
Previous uses	Unknown
Phase I/II ESA availability	Unknown
Known spills	None
Known bulk storage	None
Applicable regulatory pgm.	None
Other observations	

Development Plan Recommendations	
Prelim. Brownfield status	none
Ranking (points)	7.75
Use potential	Urban Agriculture

Building and Property Features			
Address	501-511 Hiawatha Boulevard E		
Ownership	CNY Regional Market 2100 Park Street Syracuse, NY 13208		
Year Built	Vacant lots	Building Type	N/A
Number of buildings	N/A	Number of stories	N/A
Number of units	N/A	Rentable area	N/A
Condition	Fair	Grade (per Assessor)	Average
Acreage	0.68	Gross floor area (sq. ft.)	
Power system	Gas & Electric	Safety systems	
Sewer	Comm/public	Tax status	Exempt
Water	Comm/public	Current use	vacant
Site access (street)	Hiawatha Blvd & First North St	Zoning & special districts	Industrial District- IA, FL001-Flushing
Improvements/amenities			
Significant features			
Parking	Open- partially paved	Adjacent uses	comm.; recreational; public
Other			

Reconnaissance Data	
Previous uses	Unknown
Phase I/II ESA availability	Unknown
Known spills	None
Known bulk storage	None
Applicable regulatory pgm.	None
Other observations	

Development Plan Recommendations	
Prelim. Brownfield status	None
Ranking (points)	9.25
Use potential	Food & Beverage; Thematic Manufacturing/Prod./Retail

Building and Property Features			
Address	608-610 Hiawatha Boulevard E		
Ownership	Anthony Stagnitta 6294 Island Road Cicero, NY 13039		
Year Built	Vacant Lots	Building Type	N/A
Number of buildings	N/A	Number of stories	N/A
Number of units	N/A	Rentable area	N/A
Condition	unlisted (0, per Assessor)	Grade (per Assessor)	unlisted
Acreage	0.28	Gross floor area (sq. ft.)	
Power system	Gas & Electric	Safety systems	
Sewer	Comm/public	Tax status	current
Water	Comm/public	Current use	vacant lots
Site access (street)	Hiawatha & Second North	Zoning & special districts	Commercial District- CA, FL001-Flushing
Improvements/amenities			
Significant features			
Parking	Open- partially paved	Adjacent uses	residential
Other			

Reconnaissance Data	
Previous uses	Unknown
Phase I/II ESA availability	Unknown
Known spills	None
Known bulk storage	None
Applicable regulatory pgm.	None
Other observations	Property is currently for sale. Across from new apartments in former MK building.

Development Plan Recommendations	
Prelim. Brownfield status	None
Ranking (points)	8.25
Use potential	Food & Beverage; Urban Agriculture

APPENDIX D

CASE STUDIES

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APPENDIX | CASE STUDIES

HR&A reviewed three comparable neighborhood redevelopment projects in post-industrial areas of Rochester, Pittsburgh, and Syracuse. These projects pursued a mixture of uses and required a combination of public and private investment in order to catalyze redevelopment. Key takeaways for Syracuse include:

High Falls Residential and Business District | Rochester, NY

Once a hydro-powered mill and factory neighborhood specializing in the production of flour, High Falls has undergone several redevelopment efforts since the late 1980s. Selected in 1986 to receive a cultural grant by the City of Rochester as part of the Environmental Quality Bond Act (EQBA), High Falls was initially envisioned as a mixed-use heritage area, with museums and a visitor's center meant to honor the area's industrial heritage. In 1993, the City recognized the area's potential for commercial and residential development and recommended complementary public infrastructure improvements, with a focus on building a destination entertainment district. By 2006, however, the city's vision was failing: the struggling local economy, shrinking population, and competition from newer entertainment areas in Rochester left High Falls' entertainment district in disrepair.

Since 2006, High Falls has shifted its energies away from its destination entertainment goals towards satisfying the demand for office space in the area. Now known as the High Falls Residential and Business District, the region has witnessed the transformation of several former industrial buildings into office and residential space over the past 6 years. There are now 10 commercial and 6 residential projects in the area. The office market has seen success, with vacancy rates dropping to 11% from

22% in 2006.[1] With its location at the edge of Downtown Rochester, High Falls serves as a complement to the urban, mixed-use character of the heart of the city.

High Falls' history illustrates the difficulty that post-industrial sites face when undertaking new routes for development. While admirable for its high-level visions for cultural and recreational success, initial efforts for transformative development in High Falls failed due to a lack of demand and upkeep. Ultimately, the area has found success in more conventional avenues of development, indicating that smaller-scale efforts may prove more manageable and appropriate in the near-term.

South Side Works | Pittsburgh, PA

Once a polluted steel manufacturing area, South Side has transformed into a vibrant mixed-use residential, commercial, and entertainment district. The decline of the steel industry in the 1980s marked the beginning of post-industrial redevelopment efforts for the area. In 1993, the Urban Redevelopment Authority of Pittsburgh purchased a 123-acre parcel, home to an abandoned finishing mill, with plans to redevelop the site into a mixed-use development. In 2003, this vision was realized in the opening of South Side Works.

Today, South Side Works is home to over 2 million square feet of commercial and residential space, including 1 million square feet of office; 445,000 square feet of retail; 352 residential units; and 6.5 acres of green space. Upscale dining and shopping, loft apartments, light industrial and research facilities, as well as a riverfront trail and public park make SSW a thriving residential and entertainment destination within Pittsburgh. Located across the Monongahela River from Downtown, the area has developed as a recreational complement the more industrial and office character of the Central Business District.

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[1] 2006 Vacancy Rate from CGR, *The Rochester High Falls District: Looking to the Future*. Rochester: City of Rochester Economic Development Department, October 2006. Current Vacancy Rate calculated from occupancy figures provided by Rochester Downtown Development Corporation, August 2012.

Aside from its popularity, South Side Works has also generated wide-ranging socio-economic benefits for the surrounding area: it has established over 5,400 jobs for the City and generates approximately $8 million in real estate tax revenue per year.[2] As of 2007, the project has increased the value of residential properties in the adjacent neighborhood by up to 225%, compared to 20% in the rest of the City.[3]

South Side Works' transformative success was not without great cost and investment: the project cost was $450 million, complemented by $128 million in public investment.[4] Infrastructure improvements to roads and bridges, as well as the construction of parking garages, trails, and parks indicate the magnitude of effort and investment that is necessary for the success of large-scale, post-industrial redevelopment efforts.

Franklin Square | Syracuse, NY

Once an abandoned manufacturing and warehouse districted adjacent to the polluted oil tank farm area known as "Oil City," Franklin Square has been transformed into a modern residential and business district, housing residential rentals, condos, and offices in former industrial buildings. In 1987, the industrial site was targeted for redevelopment by The Pyramid Companies, alongside the larger-scale, simultaneous project that would give rise to the now-1.5 million square foot Carousel Center.

Franklin Square's genesis was made possible through a tax abatement investment from the neighboring Carousel project. Property taxes from Carousel were in part utilized to support the $140 million cost of Franklin Square.[5] From 1988 to 1991, $14 million[6] of

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[2] Alex Iams and Pearl Kaplan, *Economic Development and Smart Growth*. International Economic Development Council, August 2006.
[3] Urban Redevelopment Authority of Pittsburgh, *South Side Works: Brownfield Site Redevelopment*. August 26, 2011.
[4] Ibid.
[5] Douglas Southerland, "Developer Doug Sutherland: Destiny Represents an Opportunity Squandered," *The Post-Standard*. August 5, 2012.
http://blog.syracuse.com/opinion/2012/08/developer_doug_sutherland_dest.html.
[6] Ibid.

private funding from Pyramid was used to fund public infrastructure improvements for the neighborhood, resulting in paved streets and sidewalks, Franklin Square park, street lamps, utility provisions, landscaping, and the first phase of the Onondaga Creekwalk. Further development efforts also saw the transformation of the New Process Gear plant into the popular 120,000-square foot Bridgewater Place office building in 1989. Pyramid went on to develop the One Franklin Square apartments, Mission Landing Apartments, and Plum Court.

Today, Franklin Square contains more than 400 residential units and over 220,000 square feet of commercial space. In the past twenty years, Pyramid has gradually released ownership of its properties; successive developers have changed the direction of the iconic Franklin Square buildings; for example, One Franklin Square, once senior housing, was sold in 2010 and is being renovated and rebranded into market-rate apartments for all age groups. New properties have also entered the market, such as Franklin View Terrace, Lakefront Lofts, and the Foundry. Overall, the properties are successful, with an average 98% occupancy rate.[7] Boasting an industrial aesthetic, these loft spaces are popular amongst young professionals and students, particularly from the educational and medical institutions and from the high-tech sectors that have grown outside the City.

Franklin Square demonstrates the success that can come of modest, long-standing development. The area today continues to see new involvement, such as the current redevelopment of the 36,000 square foot, former Tompkins Fabric Building. The neighborhood occupies a prime location, with proximity to popular Downtown neighborhoods such as Armory Square and Hanover Square; the expanding Destiny-Carousel Mall, which is set to grow by 1.3-million square feet in 2012; the Onondaga Creekwalk, which currently connects Franklin Square to Downtown and the Lake, with planned future phases to expand south to Kirk Park and the Erie Canalway Trail; and

[7] Total vacancy rate compiled from current total and unoccupied units in Plum Court, Lofts at Franklin Square, One Franklin Square, Franklin View Terrace, and Lakefront Lofts. Total and unoccupied unit figures were provided by each property's respective management company, August 2012.

the Inner Harbor, a projected $350 million, 28-acre mixed-use development set to incorporate residential and commercial properties as well as a satellite campus for Onondaga Community College. Franklin Square is at the center of an ever-expanding urban residential and recreational area, demonstrating the success of incremental, multi-leadership urban development.

Syracuse's Downtown experience also offers valuable context in demonstrating the success of small-scale, commercial development. In the earlier half of the 20th century, Downtown Syracuse was the retail and entertainment center of Central New York. However, with the rise of suburbia in the mid-late 20th century came decentralization and the waning popularity of the area. In the 1980s and 1990s, the City went through a revitalization, focusing its efforts on transforming the area into a modest shopping and entertainment district. Today, Downtown Syracuse is a successful arts, nightlife, shopping, and dining hub for the City, one that is undergoing constant expansion. In June of 2012, it was estimated that there was approximately $265 million being invested in Downtown Syracuse's development.[8] These investments will bring over 180 market-rate apartments and condos and 550 hotel rooms located in 750,000 square feet of renovated buildings (primarily adaptive reuse of industrial buildings) and 265,000 square feet of new construction, and will be accompanied by 1,500 parking spaces.

[8] Kat De Maria, "Investments in Downtown Syracuse Total $1.4 Billion," *Your News Now*. June 28, 2012. http://centralny.ynn.com/content/top_stories/589837/investments-in-downtown-syracuse-total--1-4-billion.

APPENDIX E

CONCEPTUAL FINANCIAL ANALYSIS OF POTENTIAL LAND USE

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APPENDIX | DEVELOPMENT FEASIBILITY ASSESSMENT

Industrial/Flex

Per HR&A's Economic and Market Trends Assessment, market conditions indicate opportunity to develop higher end industrial, flex, or warehouse uses in the BOA area. HR&A looked to new office/flex rehabilitation of existing industrial facilities in the northeast section of the study area as a model to assess light industrial and/or flex development feasibility. The table below summarizes the average rent range for newer industrial/flex buildings within one mile of the study area, obtained from CoStar. Vacancy rate and capitalization rate were based on Integra Realty Resources' Q2 2012 Syracuse market reports. HR&A used an industry standard of 15% for operating expenses to calculate the Net Operating Income and subsequently the Market Value PSF, seen in *Figure 2*.

Figure 2: Industrial/Flex Market Summary

Market Summary (PSF)	*Low*	*High*
Annual Rent	$7.50	$12.50
Vacancy	11.0%	11.0%
Operating Expenses	15%	15%
Net Operating Income	$5.70	$9.50
Capitalization Rate	8.5%	8.5%
Market Value PSF	***$67***	***$112***

HR&A drew data from RS Means to estimate the vertical hard costs associated with constructing a building that is 80% warehouse/industrial space and 20% office in Syracuse, sized the average footprint for industrial properties in the BOA corridor (based on CoStar data). HR&A used industry standards for site costs and soft costs as percentages of hard costs, and development profit as a percent of total investment, to estimate total development cost PSF of new construction (*Figure 3)*. To calculate rehab development cost for the same program type, HR&A applied a factor of 70% to vertical

hard costs estimated by RS Means, and then calculated soft costs and development profit to estimate rehab cost PSF.

Figure 3: Industrial/Flex Development Cost

Development Cost (PSF)		*New Construction*	*Rehab*
Vertical Hard Costs (PSF)		$87	$61
Site Costs as % of Vertical Hard Costs	*10%*	$9	$6
Soft Costs as % of Vertical Hard Costs	*20%*	$17	$12
Development Profit as % of Total Investment	*8%*	$9	$6
Total Development Cost PSF		***$122***	***$86***

HR&A compared total market value per square foot to development cost per square foot of new construction versus rehab to assess development feasibility. Data suggests that market rents for rehabbed industrial/flex space is not viable at annual rents lower than $9.60 PSF, assuming constant market conditions and vertical costs. Vertical hard costs are subject to mix of flex/industrial/office, with higher vertical costs for office space within the same footprint and lower costs for pure industrial/warehouse.

Figure 4: Industrial/Flex Development Feasibility

Development Feasibility (PSF)	*New Construction*		*Rehab*	
	Low	*High*	*Low*	*High*
Market Value	$67	$112	$67	$112
Development Cost	($123)	($122)	($86)	($86)
Residual Value PSF	***($55)***	***($11)***	***($19)***	***$26***

Retail

HR&A reviewed existing area retail trends and supply and determined retail in the BOA area would likely be neighborhood or convenience. The table below summarizes the average rent range for comparable area retail and retail within close proximity (but not part of) Destiny USA, obtained from CoStar. Similar to Industrial/Flex data, vacancy rate and capitalization rate were based on Integra Realty Resources' Q2 2012 Syracuse market reports, and were compared to retail data provided by CoStar. HR&A used an industry standard of 15% for operating expenses to calculate the Net Operating Income and subsequently the Market Value PSF, seen in *Figure 5*.

Figure 5: Retail Market Summary

Market Summary (PSF)	*Low*	*High*
Annual Rent	$8.00	$15.00
Vacancy	9.6%	9.6%
Operating Expenses	15%	15%
Net Operating Income	$6.15	$11.50
Capitalization Rate	9.5%	9.5%
Market Value PSF	***$65***	***$121***

HR&A drew data from RS Means to estimate the vertical hard costs associated with constructing about 5,000 square feet of convenience retail, likely a wood frame structure. HR&A used industry standards for site costs and soft costs as percentages of hard costs, and development profit as a percent of total investment, to estimate total development cost PSF of new construction (*Figure 6)*. To calculate rehab development cost for the same program type, HR&A applied a factor of 70% to vertical hard costs estimated by RS Means, and then calculated soft costs and development profit to estimate rehab cost PSF.

Figure 6: Retail Development Cost

Development Cost (PSF)		*New Construction*	*Rehab*
Vertical Hard Costs (PSF)		$96	$67
Site Costs as % of Vertical Hard Costs	*10%*	$10	$7
Soft Costs as % of Hard Costs	*20%*	$19	$13
Development Profit as % of Total Investment	*8%*	$11	$8
Total Development Cost PSF		***$136***	***$95***

HR&A compared total market value per square foot to development cost per square foot of new construction versus rehab to assess development feasibility. Data suggests that market rents for rehabbed retail space is not viable at annual rents lower than $11.80 PSF, assuming constant market conditions and vertical costs. New construction of retail property may be viable long term, assuming successful absorption of rehab development and other neighborhood improvements.

Figure 7: Retail Development Feasibility

Development Feasibility (PSF)	*New Construction*		*Rehab*	
	Low	*High*	*Low*	*High*
Market Value	$65	$121	$65	$121
Development Cost	$136	$136	$95	$95
Residual Value PSF	***($71)***	***($14)***	***($31)***	***$26***

Multifamily Rental

HR&A reviewed REIS data and analyzed newer multifamily residential product in the City and the development pipeline in the BOA and neighboring areas to identify rent ranges. HR&A referred to Integra Realty Resources' Q2 2012 Syracuse market reports for capitalization and vacancy rates, which were vetted against comparable properties identified by REIS. HR&A used an industry standard of 35% for operating expenses to calculate the Net Operating Income and subsequently the Market Value PSF, seen in *Figure 8*.

Figure 8: Multifamily Rental Market Summary

Market Summary (PSF)	*Low*	*High*
Monthly Rent	$1.00	$1.55
Annual Rent	$12	$19
Vacancy	2.5%	2.5%
Operating Expenses	35%	35%
Net Operating Income	$7.60	$11.80
Capitalization Rate	8.0%	8.0%
Market Value PSF	***$95***	***$148***

HR&A drew data from RS Means to estimate the vertical hard costs associated with constructing a low-rise (4 to 7 story) multifamily rental building of about 35,000 to 40,000 square feet. HR&A used industry standards for site costs and soft costs as percentages of hard costs, and development profit as a percent of total investment, to estimate total development cost PSF of new construction (*Figure 9)*. To calculate rehab development cost for the same program type, HR&A applied a factor of 70% to vertical hard costs estimated by RS Means, and then calculated soft costs and development profit to estimate rehab cost PSF.

Figure 9: Multifamily Rental Development Cost

Development Cost (PSF)		*New Construction*	*Rehab*
Vertical Hard Costs (PSF)		$130	$91
Site Costs as % of Vertical Hard Costs	*10%*	$13	$9
Soft Costs as % of Hard Costs	*20%*	$26	$18
Development Profit as % of Total Investment	*8%*	$15	$10
Total Development Cost PSF		***$183***	***$128***

HR&A compared total market value per square foot to development cost per square foot of new construction versus rehab to assess development feasibility. Data suggests that market rents for rehabbed multifamily rental property is not viable at monthly rents lower than $1.35 PSF, assuming constant market conditions and vertical costs. HR&A believes that residential rehab would be most successful in the southwest corner of the BOA corridor given proximity to key retail/entertainment amenities – including general convenience retail, the Central New York Market, "Little Italy", Alliance Bank Stadium, and Destiny USA – and current development plans for that section. Additional residential development might be considered following near-term absorption of planned development in the area and potential rehab of industrial buildings in the recommended section of the BOA.

Figure 10: Multifamily Rental Development Feasibility

Development Feasibility (PSF)	*New Construction*		*Rehab*	
	Low	*High*	*Low*	*High*
Market Value	$95	$148	$95	$148
Development Cost	$183	$183	$128	$128
Residual Value PSF	**($88)**	**($36)**	**($23)**	**$20**

APPENDIX F

ADDITIONAL FUNDING SOURCES

OTHER STATE AND FEDERAL GRANT OPPORTUNITIES

The following provides a high-level summary of a range of state and federal programs that could potentially be used to help pay for infrastructure improvements, renovation and new construction in the Syracuse Hiawatha Lodi BOA Corridor.

A. Main Street Revitalization / Streetscaping

1. *Transportation Enhancement Program*
   Source: US Department of Transportation Federal Highway Administration

   - The Federal Highway Administration, through the Transportation Enhancement (TE) activities program, provides funding opportunities for surface transportation improvements. Eligible activities include:
     I. Provision of facilities for pedestrians and bicycles including sidewalks, walkways, curb ramps, bike land striping, bike parking, bridges and underpasses for pedestrians.
     II. Educational activities to promote safe walking and bicycling
     III. Acquisition of scenic easements or scenic sights.
     IV. Scenic/historic highway projects.
     V. Landscaping and scenic beautification including street furniture, lighting, public art.
     VI. Historic preservation.
     VII. Rehabilitation of historic transportation buildings.
     VIII. Preservation of abandoned railway corridors.
     IX. Control of non-conforming billboards.
     X. Archeological planning.
     XI. Environmental mitigation for road/highway runoff: soil erosion controls, river clean-ups.
     XII. Establishment of transportation museums.
   - This federal program is administered by the New York State Department of Transportation (NYSDOT). This is a federal reimbursement program, not a grant program. The upfront costs of the project must be incurred by the sponsor/applicant. Upon completion of work, the reimbursement can be requested.
   - Transportation Enhancement funds can reimburse a maximum of 80 percent of eligible costs.
   - Projects must have a total cost of at least $200,000 and federal participation will be limited to $2.5 million per project.
   - Application is submitted to NYDOT.
   - This program, along with many other federal transportation programs, requires extension through legislative action by Congress.
   - Precedents: (2009):
     I. City of Buffalo $3,125,000
     II. City of Rochester $3,839,000

2. *New York Main Street Program (NYMS)*
   Source: NY Office of Community Renewal

- NYMS provides grants for revitalization projects in main street/downtown business districts.
- The Office of Community Renewable administers the program under the direction of the New York State Housing Trust Fund Corporation, which also provides funding.
- Program funds are awarded on a competitive basis, with a maximum award of $500,000.
- Successful applicants will serve as 'Local Program Administrator' (LPA), assuming responsibility for ensuring completion of all projects.
- Projects must be concentrated in a mixed-use target area (typically no larger than three contiguous blocks) that has experienced neglect and/or decay, and has substandard buildings with vacant residential and commercial spaces.
- The target area must be located in a service area in which more than half of residents earn less that 90% of median income of the surrounding community.
- Eligible activities include:
    I. <u>Building renovation:</u> LPA provides participating owners with matching renovation grants:
        - Building renovation grants may be for façade renovations or interior work.
        - $50,000 per building for first and/or second floor civic/commercial use.
        - Additional funds of $25,000 for each residential unit.
        - Grant may not exceed lesser of 75% of total project cost or $150,000 per building.

    II. <u>Creation of downtown anchors:</u> LPA provides grants up to $250,000 per building (but not exceeding 40% of total project cost) to establish or expand business/cultural anchors. All anchor grant projects require a market analysis. The inclusion of residential units on upper floors will improve likelihood of successful application.

    III. <u>Streetscape enhancement:</u> Up to $60,000 in grants may be provided for tree planting, landscaping, street furniture, trash receptacle, new signage, and street lighting. A streetscape enhancement grant is only available if it is ancillary to building renovation and/or anchor projects.

B. Transportation

3. *Transit State Dedicated Fund (SDF) Program*
   Source: New York State Department of Transportation (NYDOT)

- The SDF funds capital projects. Eligible entities: counties, cities, and upstate regional transportation authorities.
- Funding is made available each year, with the complete program announced in October/November. Funding is provided from New York State's Dedicated Mass Transportation Trust Fund.
- Eligible mass transportation projects include:
    I. Replacement buses
    II. Facilities/garage modernization
    III. Transit-related equipment

- Process: Applications are submitted for projects and NYDOT determines unfunded transportation needs and allocates fund to projects through grant rewards.
- Total funding SFY 2009-2010 was $21 million.

4. *Consolidated Local Street and Highway Improvement Program (CHIPS)*
   Source: New York State Department of Transportation

   - Municipalities can request reimbursements from the State for expenditures made for transportation-related capital projects.
   - Projects must have a minimum ten-year service life or be completed by March 31, 2012.
   - Eligible activities:
     I. Microsurfacing
     II. Paver placed surface treatment
     III. Single course surface treatment involving chip seals or oil and stone
     IV. Double course surface treatment involving chip seals or oil and stone

C. Economic Development

5. *Economic Development Fund*
   Source: New York State Empire State Development

   - The program provides financial assistance for projects that increase economic activity and support the creation and/or retention of jobs in New York State.
   - Funding available to municipalities, not-for-profits, local development corporations, and businesses involved in industrial, manufacturing, warehousing and distribution sectors.
   - Program funds: construction, expansion, and rehabilitation of buildings; purchase of machinery and equipment; working capital; and permanent, full-time workforce training.
   - Funds may be used for:
     I. Real estate and land acquisition
     II. Demolition
     III. Construction and renovation
     IV. Site and infrastructure
     V. Machinery and equipment
     VI. Inventory
     VII. Construction-related planning/design
     VIII. Training
     IX. Soft costs
     X. Feasibility studies

6. *Upstate Regional Blueprint & Downstate Revitalization Funds*
   Source: New York State Empire State Development

   - The program finances capital investments, typically disbursed as reimbursement for expenses.

- The following entities are eligible for assistance: for-profit businesses, not-for-profit corporations, local/economic development corporations, academic institutions, technology parks, municipalities, and counties.
- Funds are allocated in three 'tracks':
  I. Business investment track: capital investments that enable an employer to create new jobs or retain jobs in jeopardy.
  II. Infrastructure investment track: infrastructure investments that attract new businesses and support the expansion of existing businesses including transportation, water/sewer, communication, energy production/distribution, construction of parking garages, and feasibility studies.
  III. Downtown redevelopment track: funding for new construction in downtown areas for commercial/office/retail uses, tourism and streetscape improvements.
- Assistance amounts:
  I. Minimum assistance level is $100,000 ($250,000 for subsidized loans).
  II. Maximum assistance level is $5,000,000.
  III. Assistance not to exceed 20% of project budget.
  IV. Applicant must provide minimum 10% equity contribution which may not be funded by borrowing against items in project budget.
  V. Land acquisition is limited to 25% of total project cost.
  VI. Soft costs limited to 25% of total project costs.
- There are three forms of assistance:
  I. Subsidized loans: subordinate, asset-backed amortizing loans at 2% interest.
  II. Convertible loans: 3% interest-only loans to operating businesses.
  III. Grants.
- Applications are submitted to the ESD Regional Office.

7. *EB-5 Regional Center*
   Source: Federal Government

- Program summary: The EB-5 investment visa program directs foreign investment in real estate projects to spur job creation in areas of high unemployment. Investments must be channeled through federally approved entities.
- Program structure:
  I. Projects can raise $500,000 for every 10 direct or indirect permanent jobs created.
  II. Loans generally feature below market interest rates and are interest-only for the full term of five to seven years.
  III. Projects can raise money for multiple phases, with up to $249 million per offering.

8. *HUD-DOT-EPA Partnership for Sustainable Communities*
   Source: Federal Government

- Program summary: Help communities develop and support neighborhoods that provide transportation choices and affordable housing while increasing economic competitiveness and directing resources towards places with existing infrastructure.
- Program structure:
  I. $100 million for Regional Integrated Planning Grants to support linking integrated housing, transportation, economic development and other land use planning.
  II. $40 million for Community Challenge Grants to foster reform and reduce barriers to achieve affordable, economically vital, and sustainable communities.
  III. $10 million for join HUD/DOT research efforts that shall include a rigorous evaluation of the Regional Integrated Planning Grants and Community Challenge Grants Programs.

D. Brownfields

9. *Brownfield Cleanup Program*
   Source: New York State Department of Environmental Conservation and New York State Department of Taxation and Finance

- Program summary: The program provides tax credits to developers in order to support cleanup and development of brownfield sites.
- Four types of tax credits:
  I. Site Preparation and On-Site Remediation Credits:
     - Covers site preparation and groundwater cleanup.
     - Includes remediation, demolition, excavation, fencing, security, and other costs associated with redevelopment, excluding site acquisition.
     - Equals 22-50% of total remediation cost.

  II. Tangible Property Credit:
     - Covers cost of buildings/improvements/structural components that are placed into service within 10 years after site cleanup certificate of completion is issued.
     - Equals 10-24% of eligible cost subject to caps
       - Non-manufacturing projects: lesser of $35 million or three times remediation costs.
       - Manufacturing projects: lesser of $45 million or six times remediation costs.
  III. Real Property Tax Credit:
     - Covers potion of real property taxes for qualified remediation site.
     - Total amount determined by employee-related formula with maximum of $10,000 per employee.
  IV. Remediation Insurance Credit:
     - Covers premiums paid for environmental remediation insurance.
     - Capped at lesser of 50% of premium cost or $30,000.

- Eligibility:
    I. Companies must complete approved cleanup program and obtain Certificate of Completion.

10. *Brownfields Economic Development Initiative (BEDI)*

Source: US Department of Housing and Urban Development

- This competitive grant program assists cities with the redevelopment of brownfields sites.
- BEDI grants must be used in conjunction with a Section 108 loan guarantee commitment, a provision of the Community Development Block Grant (CDBG) program.
- Activities must meet one of the CDBG's three national objectives: 1) benefit low and moderate income persons; 2) prevent slums or blight; and 3) address urgent community needs.
- Grant funds may be used for:
    I. Land write-downs
    II. Site remediation costs
    III. Funding reserves
    IV. Over-collateralizing the Section 108 Loan
    V. Direct enhancement of the security of the Section 108 Loan
    VI. Provision of financing to for-profit businesses at a below market interest rest.
- The local government would apply for this grant opportunity.

11. *EPA Grants*

Source: Environmental Protection Agency

- Program Summary: EPA sponsors two grant programs for Site Cleanup and Site Assessment. Eligible applicants for these programs are generally government, quasi-government and Non-profit organizations.
- Program Structure:
    I. Assessment Grants: provide funding for compiling site data, determining scope, remediation planning, and community engagement.
        - Program limits applicant to $200,000 per site, with waver of up to $350,000 for highly contaminated sites. A coalition of applicants can apply for up to $1 million in funding. Applicants must provide min 20% of funding cost.
    II. Site Cleanup Grants: Provide funding to carry out cleanup activities at specific brownfield sites owned by the applicant.
        - Applicant can apply for up to $200,000 per brownfield site and can submit proposals for up to three site sites. Applicants must provide min 20% of funding cost.
- Considerations:

I. Eligibility may be contingent on application by EDC or another government agency on behalf of the developer/project.

E. Affordable Housing

12. *HOME Investment Partnerships Program*
Source: HUD Office of Affordable Housing Preservation

- This program helps to expand the supply of decent, affordable housing for low- and very low-income families by providing grants to States and local governments called participating jurisdictions or "PJs".
- PJs use their HOME grants to fund housing programs that meet local needs and priorities. PJs have a great deal of flexibility in designing their local HOME programs within the guidelines established by the HOME program statute.
- PJs may use their HOME funds to help renters, new homebuyers, or existing homeowners through grants, direct loans, loan guarantees or other forms of credit enhancement, rental assistance, or security deposits.
- Local jurisdictions are eligible for $500,000 or $335,000 depending on the funding level for the program determined each year by Congress.

13. *Self-Help Homeownership (SHOP)*
Source: HUD Office of Affordable Housing Preservation

- This program provides grants to non-profit organizations to purchase home site and develop infrastructure needed to establish sweat equity and volunteer-based homeownership programs for low-income persons and families. Applicants must have completed at least 30 units of self-help housing within the last 24 months.
- Grants may only be used for land acquisition, infrastructure improvements, and administrative costs where administrative costs cannot exceed 20% of grant amount.
- Total grant amount is capped at $15,000 per home.

14. *Housing Trust Fund Program (HTF)*
Source: New York State Homes and Community Renewal (HCR)

- This program provides funding to:
  I. Construct low-income housing
  II. Rehabilitate vacant/distressed/underutilized residential property
  III. Convert vacant/underutilized non-residential property into low-income housing.
- Eligible applicants include not-for-profit corporations, private developers and municipalities.
- Projects must be located in a blighted/deteriorated area and is limited to persons whose incomes do not exceed 90% of the median income for the area.
- Funding is limited to $125,000 per unit. Seed money funding is limited to $5,000 per unit with a maximum of $45,000 for the entire project.
- No more than 50% of the funding may be used to acquire property.

15. *Low-Income Housing Tax Credit Program (LIHTC)*
    Source: US Department of Housing and Urban Development (HUD)

    - This federal program provides a dollar-for-dollar reduction in federal income tax liability for project owners who develop rental housing that services low-income households, defined as households with incomes up to 60% of area median income.
    - The LIHTC dollar mount is based on capital costs (exclusive of land costs) of acquiring, developing or rehabilitating low-income housing units.

16. *New York State Low-Income Housing Tax Credit Program (SLIHC)*
    Source: New York State Homes and Community Renewal (HCR)

    - This state program provides a dollar-for-dollar reduction in state tax liability for investors who develop rental housing that services low-income households, defined as households with incomes up to 90% of area median income.

17. *Homes for Working Families (HWF)*
    Source: HUD Office of Affordable Housing Preservation

    - This program provides low-interest loans for capital costs and soft costs associated with new construction or rehabilitation of affordable housing, defined as households with incomes at 60% or less of area median income.
    - More than 50% of total project cost must be financed by tax-exempt bonds.
    - Funding priorities:
        I. Affordable Housing Preservation
        II. Transit Oriented Development
        III. Supportive Housing
        IV. Housing Opportunity Projects
    - Up to $7 million is available for State Fiscal Year 2011-12
    - The maximum award per project is $2,500,000

F. Energy Efficiency

18. *NYSERDA New Construction Program*
    Source: New York State Energy Research and Development Authority

    - Program summary: Incentives offset costs to improve energy efficiency in new and substantially renovated commercial facilities.
    - Program structure:
        I. Incentives are based on projections of the first year's kilowatt-hour (kWh) savings due to installed measures, and must exceed designated baseline levels by at least 3% to receive incentives.
        II. Incentives are generally capped at $1.65 million per project, not to exceed 50% of the project cost.
        III. Bonus incentives are available for select projects, such as LEED projects pursuing certain credits ($10,000), and those purchasing super-efficient chillers (capped at $2 million or 50% of incremental cost).

IV. NYSERDA pays 60% of the projected incentive upon installation of equipment, and the balance during the measurement and verification period.

- Precedents:
  I. Museum of Modern Art
  II. Anheuser-Busch Regional Distribution Center (Bronx)

19. *NYSERDA Existing Facilities Program*
Source: New York State Energy Research and Development Authority.

- The program offers performance-based and equipment-based programs, the latter of which provides greater incentives.
- This program is not available to residential properties.
- For equipment-based applications, the maximum incentive per facility is capped at $30,000.
- For performance-based applications involving electric efficiency, the maximum incentive per facility is capped at $2,000,000 (maximum incentive amounts vary for different type of energy conservation improvements).
- For upstate facilities, program participants will receive $0.12 for every kWh of reduced electricity usage.

- Precedents:
  I. Eastman Business Park
  II. Macy's

20. *NYSERDA Multifamily Building Performance Program*
Source: New York State Energy Research and Development Authority

- This program provides incentives for new construction and existing multifamily buildings. The amount of the incentive varies depending on income eligibility and efficiency level.
- This program is open to developers and property owners.
- To be eligible to participate in the program, buildings must have five or more units.
- Higher incentive levels are available to affordable housing properties, which must satisfy one of the following conditions:
  I. The property is publicly-subsidized
  II. 25% of residents receive public assistance
  III. 25% of residents earn below 80% of the State Median Income.

21. *New York ENERGY STAR Homes*
Source: New York State Energy Research and Development Authority

- The program offers incentives to builders in order to support the construction of energy efficient residential dwelling units.
- The builder first executes a Partnership Agreement with the EPA's ENERGY STAR Homes program, and then with the New York ENERGY STAR Homes Program.

- For the purposes of this program, new residential construction is defined as the ground-up new construction of dwelling unit(s) contained within residential buildings of not more than three (3) stories in height.
- Incentives amounts vary depending on the scope of work.

22. *Federal Energy-Efficient Commercial Tax Deduction*
    Source: Internal Revenue Service

    - A tax deduction is available for eligible energy efficiency improvements to commercial buildings.
    - The size of the tax deduction ranges from $0.30 to $1.80 per square foot, depending on the amount of energy reduction and the types of energy conservation measures installed.

23. *Federal Residential Energy Efficiency Tax Credit*
    Source: Internal Revenue Service

    - A tax credit is available for eligible energy efficiency improvements to residential properties. The credit is capped at $500.