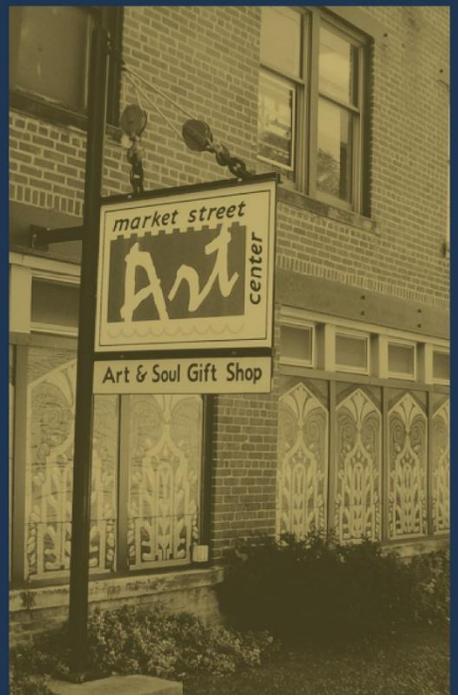
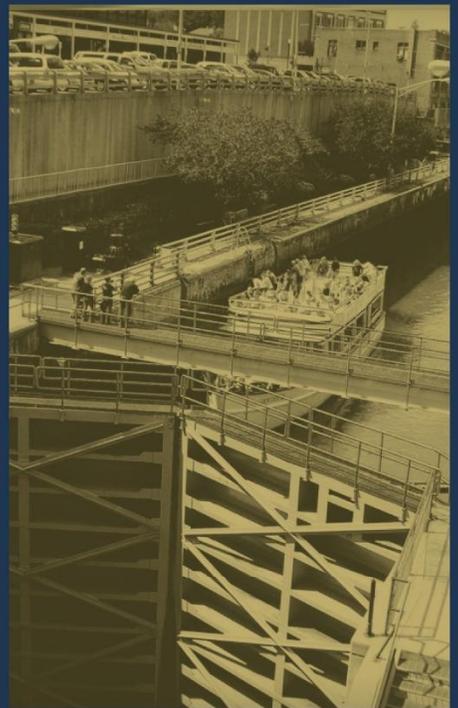


City of Lockport TOURISM FOCUS AREA

NOMINATION STUDY
MAY 2015



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Section 1 - Project Description & Boundary

1.1 PROJECT SPONSORS

The Lockport Tourism Focus Area Nomination Study is sponsored by the City of Lockport through the Department of Community Planning, with funding provided by the New York State Department of State (NYS DOS) Brownfield Opportunity Area (BOA) program and technical assistance from the New York State Department of Environmental Conservation (NYS DEC). The purpose of this study is to develop a comprehensive revitalization strategy for the Lockport Tourism Focus Area that gives thorough consideration to the rich industrial history centered on the Erie Canal. The resulting strategy identifies a series of actions and redevelopment initiatives to improve the economy and quality of life for

A “brownfield” is real property whose expansion, redevelopment or reuse may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

residents and businesses in the Study Area.

The planning process was led by the City of Lockport and supported by the Project Advisory Committee, which included representatives from various City departments, county agencies, community organizations, state agencies and study area neighborhoods, all with an active interest in the revival of the Lockport Tourism Focus Area. The Lockport Tourism Focus Area Nomination Study was prepared in accordance with the Work Plan established by the New York State Department of State.

1.2 THE BOA PROGRAM

The BOA program was established in 2003 in an effort to provide local municipalities and community-based organizations with financial and technical assistance to develop area-wide approaches to revitalize areas impacted by the presence of brownfields and underutilized sites. The program is a community-led effort based on the vision and goals identified by residents and stakeholders throughout the planning process. Communities designated as a Brownfield Opportunity Area by New York State receive preference and priority with funding and redevelopment incentives provided through State and Federal assistance programs.

Impacts of Brownfields

Brownfields are typically sites previously used for industrial or commercial operations and where industrial-type activities may have resulted in environmental degradation. Brownfields may be sites used for large-scale industrial operations, laundromats or automobile service stations. The BOA program recognizes that the negative impacts of brownfields are not confined to individual properties, but impact the health and vitality of adjacent sites and neighborhoods. Often, over time, these sites become underutilized or vacant,

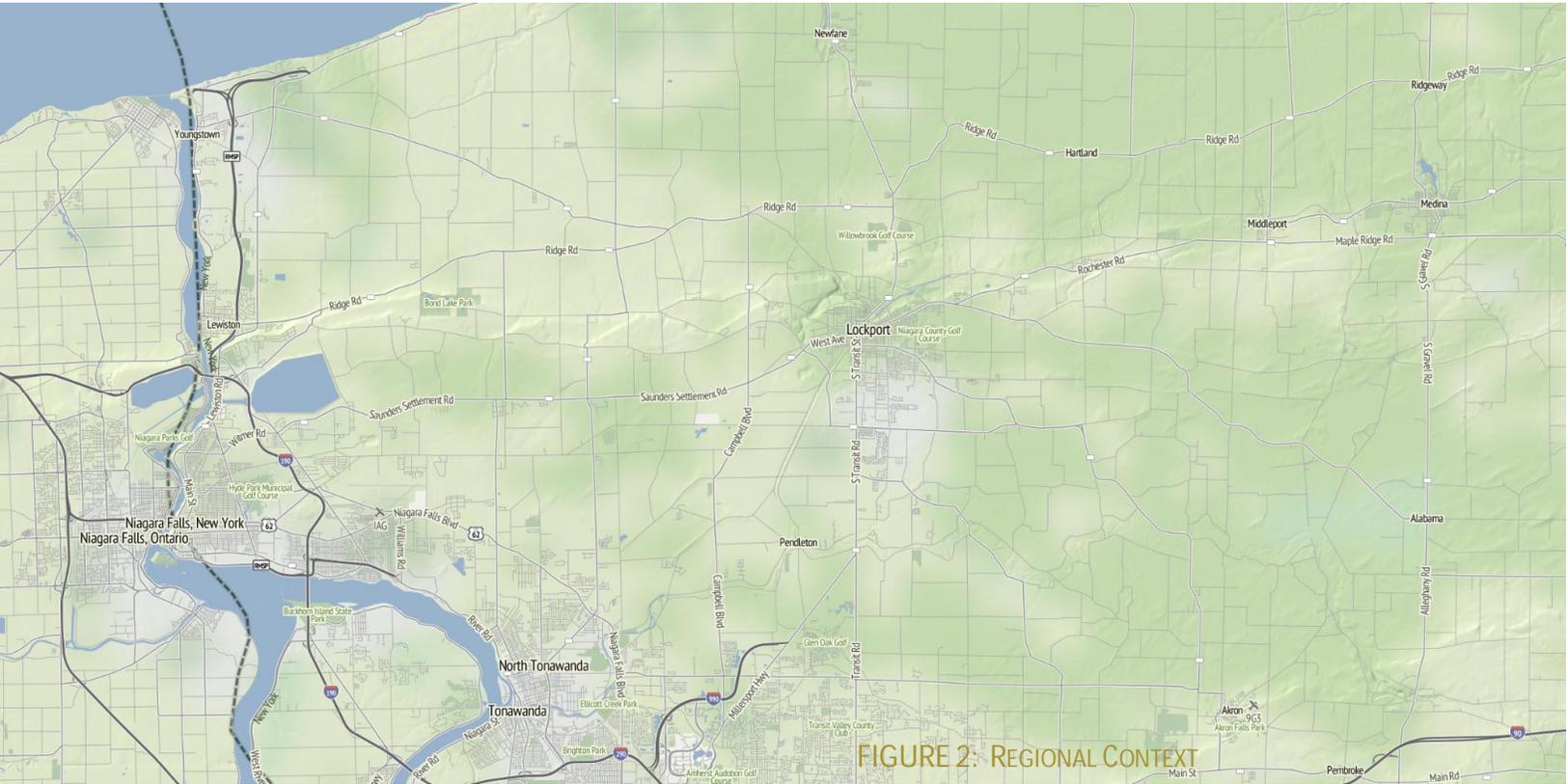
contributing to negative neighborhood perceptions and blight that may serve as a roadblock to investment and redevelopment.

Purpose of the BOA Program

The purpose of the BOA program is to help communities identify underutilized, vacant and brownfield sites with potential for redevelopment and create a strategy to transform these sites into catalysts for area-wide reinvestment. Brownfield redevelopment can serve to increase community pride, encourage economic investment and contribute to the overall

FIGURE 1: THREE-STEP BOA PROGRAM





improvement of the health and vitality of the City of Lockport.

The BOA program is a three-step process including a Pre-Nomination Study, a Nomination Study and an Implementation Strategy (see Figure 1). The City of Lockport completed and submitted a Pre-Nomination Study for the Lockport Tourism Focus Area in 2008. Upon completion of the Pre-Nomination Study, the City submitted an Application for Project Advancement to Step 2. The application was accepted by the Department of State and the City received funding to continue the project in 2011.

The purpose of the Nomination Study is to conduct a comprehensive analysis of the Study Area and individual brownfield sites. In addition to environmental and community conditions, the analysis

identifies economic and market trends that will serve to inform viable recommendations for the study area. This phase of the BOA project is used to formulate specific recommendations and draft implementation strategies that will be furthered in Step 3 (Implementation) of the program.

Originally settled in 1816 and incorporated as the first City in Niagara County in 1865, the City of Lockport covers 8.6 square miles and has a population of 21,165.



1.3 PROJECT DESCRIPTION

Created in 1802, Niagara County exists at the intersection of three prominent waterways – the Niagara River, Lake Ontario and the Erie Canal. The location of the County resulted in a large industrial and residential development along these waterways in the 19th and 20th centuries. One of the prominent municipalities that arose from the advent of water transportation in 19th century America was

the City of Lockport. Originally settled in 1816 and incorporated as the first City in Niagara County in 1865, the City of Lockport covers 8.6 square miles and has a population of 21,165 (according to the 2010 U.S. Census). Lockport is prominently located in the center of Niagara County along the historic Erie Canal, and currently serves as the Niagara County seat (see Figure 2).

Since first being settled, the City of Lockport has been shaped by the influence of the Erie



Canal. The feat of overcoming the Niagara escarpment by engineering the Flight of Five Locks allowed for the completion of the Erie Canal in 1825, making it possible for boat traffic to travel the length of the Canal from Buffalo to Albany. The completion of the Canal resulted in population growth and economic prosperity for the City of Lockport, with the Canal serving as the intermodal transport point between the residents, farms and businesses in and around Lockport and destinations along the Canal across New York State.

Over time, the replacement of the Canal as the primary means of transportation by railroads and the New York State Thruway has had a measurable impact on the economy and culture of the City of Lockport. The location of Lockport along major automobile transportation corridors, including State Route 31 (Main Street) and State Route 78 (Transit Road), as well as proximity to Interstate 990 and Interstate 90 allow for easy transport of goods and people into and out of the city. By these major highways, the city is also located within a 20-minute commuting distance of the regional employment centers of Buffalo and Niagara Falls.

The Lockport Tourism Focus Area is centered on downtown Lockport and includes Main Street, the Erie Canal and the Eighteen Mile Creek corridor. The proposed Tourism Focus Area contains approximately 490 acres. There are 810 parcels covering 394 acres of land area, with the remaining 96 acres comprising road and rail rights-of-way. Figure 3 illustrates the context of the Lockport Tourism Focus Area within the City of Lockport. Of the 810 properties within the Tourism Focus Area, 70 properties

encompassing approximately 98 acres have been identified as brownfields. Approximately 98 acres on 158 parcels were determined to be vacant or underutilized. More information on vacant, underutilized and brownfield sites is located within Section 3 of this Nomination Study and depicted on Map 5.

1.4 REDEVELOPMENT POTENTIAL

Tourism associated with the Erie Canal is one of the larger drivers of economic activity within the City of Lockport. Downtown tourist destinations including the Lockport Cave & Underground Boat Ride, the Erie Canal and Flight of Five Locks, the Erie Canal Discovery Center, the Erie Canal Museum, the Lockport Locks & Erie Canal Cruises and the Erie Canalway Trail. Together, these attractions draw thousands of visitors to Lockport each year.

The Tourism Focus Area also contains a number of canalfront parks, including Scalzo Park, Upson Park, Samuel Pecoraro Pocket Park and the Josephine Carveth Pocket Park. These parks connect to each other, and the City's downtown, via the Erie Canalway Trail. Investment in physical and programming improvements for these parks will enhance connectivity between tourist destinations and Main Street and will create new destinations for residents and visitors to enjoy. Given the location of the Study Area, the presence of the Erie Canal should play a significant role in community revitalization efforts.

The Study Area is also characterized by the presence of vacant, underutilized and brownfield sites, which could serve as

locations for targeted revitalization activities. That these sites are vacant and/or contaminated not only inhibits the potential for redevelopment, but also hinders additional investment on surrounding properties and neighborhoods. The redevelopment of these sites located in close proximity to the Erie Canal and Main Street will likely have a catalytic effect on the surrounding properties, stimulating reinvestment and ultimately resulting in the revitalization of remaining vacant, underutilized and brownfield properties within the Tourism Focus Area.

1.5 RECENT & ONGOING PLANNING INITIATIVES

City of Lockport Historic Resources Survey (2011)

In 2011, a comprehensive historic resources survey was completed for the City of Lockport. The objective of the survey was to locate and identify significant historic properties and potential historic districts in a 615-property area south of the Erie Canal in downtown Lockport. The survey also provides a series of recommendations for preserving existing historic resources, educating the public on Lockport's history and identifying additional historic properties and districts in other parts of the City.

Many of the recommendations presented in the *Historic Resources Survey* conform to the vision presented in this Nomination Study of preserving Lockport's unique history and using it as a tool for future revitalization efforts. Applicable recommendations identified in the *Historic Resources Survey* include:

- Build support and enthusiasm for historic preservations efforts through a comprehensive public education plan;
- Continue identifying key properties and districts with potential historic significance through additional survey work;
- List identified historically-significant properties and districts on the State and National Registers of Historic Places, making them eligible for historic preservation tax credits and grants; and
- Create a historic preservation plan, a historic structure report and/or design standards in order to strengthen the integration of historic preservation into the broader public policy and land use planning arena.



Harbor and Marine Center Final Feasibility Report (2011)

In response to the need to provide accommodations in downtown Lockport for transient boaters along the Erie Canal, the City of Lockport conducted a feasibility study for a new harbor and marine center within walking distance of the City's downtown. Two properties west of the Steven's Street Bridge were considered in the feasibility study. The first property included the 3.79 acre upper terminal property, north of the Erie Canal and owned by the New York State Canal Corporation. The second property is comprised of the 1.96 acre site at 33 State Road, owned by the City of Lockport.

Two concepts were prepared for each property, designed to provide services, features and amenities that would help enhance the viability of the canalfront, improve public access and establish "focal" areas where historic character would be enhanced and to act as a catalyst for economic revitalization along the Erie Canal.

Several major site features were included in both proposed concepts:

- Dockage with an appropriate freeboard;
- Dockside electrical, potable water and sanitary pump out;
- Boater services building including restrooms, showers, laundry facilities, and office;
- Historically-interpretive kiosk and ancillary signage;
- Benches, tables, and grills;
- Emergency, maintenance, and general vehicle access;
- Parking; and
- Pedestrian and bicycle accommodations, including Erie Canalway Trail connectivity.

The feasibility study concluded that the Upper Terminal property would be the most appropriate location for the proposed Harbor and Marine Center (see Figure 4),



WIDEWATERS MARINA EAST OF THE STUDY AREA

due to the larger parcel size, the minimal need for site grading, site access from two City streets, Canalway Trail connectivity and the anticipated reuse of the existing on-site Medina sandstone block pavement as part of the site design. The anticipated cost for full redevelopment of the site would be approximately \$3,260,000.

City of Lockport Local Waterfront Revitalization Program (2010)

Lockport's Local Waterfront Revitalization Program (LWRP) provides an inventory and analysis of existing conditions within four sub-areas of the City of Lockport; the Western Erie Canal Shoreline Area, the Downtown/Central Canal Shoreline Area, the Lowertown Area and the Eighteen Mile Creek Corridor Area. A series of land use recommendations, waterfront revitalization program policies and proposed capital projects were identified through the LWRP to enhance the quality of life and Erie Canal tourist experience in Lockport. The LWRP shares a number of goals with the Tourism Focus Area Nomination Study, including the preservation of historic resources,

enhancement of visual resources, the remediation of environmental contamination, ecological restoration and improved public access to the Erie Canal.

A series of projects proposed in the LWRP have been fully or partially implemented since the program was adopted in 2010. These include the remediation and revitalization of the Richmond Avenue/Canal Street Block, the Lockport Historic Canal Park and the restoration of the Flight of Five Locks.

Other projects yet to be undertaken include:

- Revitalization of the Holly Edison Electric Building;
- Greening of Canal Locks 34 & 35;
- Redesign of Lockview Plaza;
- Relocation of the Canal Museum;
- Establishment of "Lockport Harbor" at the Upper Terminal property;
- Façade improvements for City Hall and the Municipal Parking Ramp;



- Streetscape enhancements along the Pine Street bridge and at downtown gateways;
- Improvements to Upson Park & Scalzo Park;
- Elimination of Combined Sewer Overflows (CSO's);
- Establishment of the "Eighteen Mile Creek Greenway" and "Mill Street Linear Park"; and
- Improved wayfinding and signage system.

Erie Canalway National Heritage Corridor Preservation and Management Plan (2006)

In 2006, the Erie Canalway National Heritage Corridor Commission prepared a Preservation and Management Plan for the Erie Canalway National Heritage Corridor, encompassing 234 municipalities, 23 counties and 2.7 million people over an area of 4,834 square miles (see Figure 5). The Preservation and Management Plan provides a number of strategies to protect and enhance the corridor, to increase economic activity and to attract new

residents, businesses and tourists. The Preservation and Management Plan also shares a number of its goals and goal-based objectives with the Tourism Focus Area Nomination Study, including balanced economic development, maximization of tourist attraction and retention, preservation and revitalization of historic resources and emphasis on environmental stewardship.

The Erie Canalway National Heritage Corridor Preservation and Management Plan proposes several specific demonstration projects that embody the necessity of targeted economic development along the Canalway corridor while emphasizing the need for historic preservation and interpretation. One potential demonstration project noted in the plan is located in the Lockport Tourism Focus Area. The Lockport project involves the revitalization of the Old City Hall Block, and includes the Holly Edison Electric Building, Old City Hall and the former Municipal Parking Ramp. The plan calls for the rehabilitation of the upper floors and roof of the Holly Edison Electric Building, transforming it into an enclosed, year-round event and community space, connected to Main Street by a mixed-use residential/retail building or hotel. The plan

Erie Canalway National Heritage Corridor



recommends the sheathing of the former Municipal Parking Ramp with an Erie Canal period-appropriate façade, and the reuse of the Old City Hall as a restaurant. The plan also recommends the establishment of a downtown historic district and the adoption of design guidelines for future development in downtown Lockport.

City of Lockport Comprehensive Plan (1998)

The 1998 Comprehensive Plan for the City of Lockport summarizes the existing assets present within the City, including its residential neighborhoods, its parks and trail infrastructure, its rich natural resources, its lively mixed-use downtown and its historical significance.

The Plan proposes a number of future redevelopment policies associated with land use, the environment, transportation, infrastructure and economic development, with particular attention paid to the city's central business district, canal tourism and parks and recreation.

The Plan also highlights a number of projects designed to implement the vision for revitalizing Lockport's downtown and canalfront.

Projects implemented since the creation of the Comprehensive Plan include improvements to the YMCA/Old Post Office/Public Library parking lot, transformation of Main Street to a boulevard, the redevelopment of the South Block (currently the Ulrich City Centre), redevelopment of the Richmond Avenue block, development of the Canalway Trail and establishing the Erie Canal as a National Heritage Corridor.

Specific plan elements located in the Tourism Focus Area, but have yet to be implemented include the following:

- Parking & access improvements at Upson Park;
- Vegetation clearing/thinning, lighting improvements and fishing access improvements to Scalzo Park;
- Boardwalk, dock and retaining wall improvements at the Raymond Betsch and Josephine Carveth Packet Parks; and
- Extension of the Erie Canalway Trail through the City of Lockport.
- Erosion protection measures for the Niagara escarpment;
- Identification and remediation of environmentally-contaminated sites; and
- Adoption of a sustainable Urban Forestry Management Plan;
- Creation of additional historic districts, including the Locust Street and Willow Street neighborhoods;
- Establish a new and attractive wayfinding and signage program to market historic destinations;
- Build a tourism program around the unique stone houses found throughout Lockport; and
- Replacement of combined sewers with dedicated sanitary and storm sewers, along with elimination of Combined Sewer Overflows.

The Lockport Tourism Focus Area Vision

“The Lockport Tourism Focus Area desires to be a destination where American industrial history is interpreted through the presence of the Erie Canal and its Flight of Five locks, drawing tourists from across the country. The Tourism Focus Area builds upon the industrial prowess of the 1800’s with the modern amenities of the 21st century, providing residents and tourists with a safe, enjoyable place to visit, live, work and recreate. At the heart of the Tourism Focus Area is the City’s downtown, containing a unique mix of retail, residential and employment opportunities in a livable, walkable city center. Actively attracting and retaining visitors is a key component in the success of the downtown. The endearing qualities that attract visitors, also bring businesses and new residents to the Tourism Focus Area.”

1.6 COMMUNITY VISION & GOALS

Over 200 years of industrial heritage has shaped the City of Lockport’s Tourism Focus Area. Beginning with the Erie Canal in 1825, to more recent industrial development associated with Holly Manufacturing and Harrison Radiator, Lockport has been a part of industrial innovation throughout American history. Tourists from around the world are drawn to Lockport during the summer to experience the Erie Canal and Flight of Five Locks. Main Street, located in the heart of the City’s central business district and within easy walking distance of the Erie Canal, provides a number of popular stores and restaurants where tourists and residents come to shop and eat.

The City of Lockport is actively working to maximize the opportunities associated with its industrial heritage to become a year-round destination for tourists and a place where people want to live and work. During the Pre-Nomination Study, two central themes were developed to articulate the vision for the future of the Study Area:

- 1 Community development through the preservation of cultural and natural heritage and the direction of new development to the downtown core.
- 2 Economic development that arises from cultivating new business opportunities.

These two themes were adapted to help form a vision for the future of the Tourism Focus Area. The final Vision Statement (see previous page) was developed through significant public outreach, including interviews with key stakeholders, discussions with the project advisory committee and community feedback received throughout various public workshops and meetings. This input also serves as a foundation for the primary revitalization goals and supporting objectives presented below.

Community Goals & Objectives

The following goals and objectives provide a framework for achieving the vision set forth for the Lockport Tourism Focus Area.

Goal Area 1 – Economic Development

The viability and resiliency of any City is gauged in part by the economic success of its businesses and residents. The City of Lockport strives to improve the economic well-being of its residents and businesses in a variety of ways. While the City functions as a bedroom community for Buffalo and Niagara Falls, it envisions its future as a vibrant destination in and of itself, containing an active mix of uses and services for residents, tourists and employees of local businesses. Further, the City sees itself as a regional center for employment in Niagara County.

Objectives

- Support existing businesses in the Tourism Focus Area to ensure their long-term viability.
- Capitalize on the Tourism Focus Area's wealth of historic resources and close proximity to downtown.

- Offer a variety of contemporary housing options, including single-family residential, apartments, condominiums, lofts and live/work space to attract a diverse population to the Study Area.
- Attract new, desirable development to brownfield, vacant or underutilized sites in the Tourism Focus Area.

Goal Area 2 – Tourism

Lockport desires to be a locally, regionally and internationally recognized destination for tourists. Establishing an attractive, multi-day destination for prospective visitors will require a vibrant downtown with hotels and restaurants, safe and accessible pedestrian infrastructure, high quality events and programs and an informative and accurate system of wayfinding and signage. Industrial and heritage resources will continue to serve as the core attractions within the Tourism Focus Area. The City will strive to leverage these resources into a broader program integrating destinations, shops, restaurants and other businesses into a cohesive tourism package.

Objectives

- Improve the aesthetic character of buildings and properties to make Lockport more attractive to visitors.
- Establish Lockport as an all inclusive destination for heritage and industrial tourism through focused programming improvements, improved amenities such as restaurants and hotels and marketing initiatives.



- Capitalize on the “Discover Lockport” website (www.DiscoverLockport.com) to promote Lockport as a destination.
- Maintain partnerships with regional tourism advocacy organizations in destinations such as Buffalo and Niagara Falls to increase awareness of Lockport and promote its resources to potential visitors.

Goal Area 3 – Branding

Every great business, City and tourist destination possesses a brand or image that residents, consumers and tourists can readily identify. A place without the means to effectively and consistently promote its image struggles to attract businesses, residents and visitors. Lockport is building its identity as an all-inclusive destination and, as the center of activity in the City, the Tourism Focus Area plays a major role in shaping its identity. As such, the Tourism Focus Area must offer a desirable and memorable experience. A carefully constructed branding and marketing effort is critical for establishing a sense of pride as well as a self-sustaining sense of place.

Objectives

- Develop a locally, nationally and internationally recognized brand that is contemporary, relevant and uniquely Lockport.
- Incorporate this branding effort into all promotional materials for the City, including business recruitment initiatives.
- Develop a digital strategy based around the “Discover Lockport” website (www.DiscoverLockport.com) as a

primary means to establish brand recognition.

- Tie local products into the branding strategy.

Goal Area 4 – Place Making

The Tourism Focus Area is defined by two linear corridors – the Erie Canal and Main Street. All revitalization initiatives should take into account the interrelatedness of each in an effort to establish a vibrant, multi-faceted experience for residents, businesses and tourists. The presence of the Erie Canal, in particular, presents an opportunity to truly differentiate the downtown experience in Lockport from surrounding cities and towns. The City desires to be a vibrant, aesthetically-pleasing destination, attractive to visitors while providing economic base and service related employment opportunities. The City must set forth a philosophy for revitalization through the implementation of high quality streetscape enhancements, the establishment of appropriate public spaces and successful redevelopment projects that will result in a livable, walkable mixed-use downtown and instilling a sense of pride in the community.

Objectives

- Improve the pedestrian experience in the Tourism Focus Area through a variety of enhancement projects.
- Capitalize on historic resources as cornerstones of the central business district, including the U.S. Post Office, Union Station and the F&M Building.

- Ensure adequate public on-street and off-street parking is available for residents and tourists.
- Improve the diversity of retail businesses, restaurants and lodging accommodations in the Tourism Focus Area.
- Retain the character of the City's historic neighborhoods, such as Lowertown.
- Create a livable, mixed-use place that is attractive to young professionals, families and retirees who desire a range of activities within walking distance.

Goal Area 5 – Quality of Life

The livability of a community depends on a number of factors, including housing prices, crime, traffic, proximity to goods and services, availability of recreational opportunities and environmental conditions. The City of Lockport strives to provide a high quality of life for its residents through a variety of programs and services. Renovating the existing housing stock, improving safety and walkability and advancing cleanup of environmentally-contaminated sites are all factors that have been identified by residents as critical in improving the quality of life in the Tourism Focus Area.

Objectives

- Remediate brownfield properties to improve environmental condition and redevelopment options in the Tourism Focus Area.
- Promote healthy living by providing safe, high quality and accessible

trails, parks and open spaces, interconnected by on-road and off-road linkages for comprehensive and safe access.

- Provide a mix of housing opportunities for young professionals, families and elderly residents seeking to age in place within the Tourism Focus Area.
- Encourage a mix of commercial uses within the downtown that provide residents with shopping and entertainment opportunities.
- Provide and promote family-friendly amenities, services and programming in the Tourism Focus Area.

1.7 BOUNDARY DESCRIPTION & JUSTIFICATION

The proposed study area boundaries discussed in this Nomination Study have been modified from the original boundary proposed in the Pre-Nomination Study completed in 2008. The revised Lockport Tourism Focus Area now encompasses approximately 490 acres and more than 810 parcels. The boundaries for the Nomination Study generally include Transit Road and Clinton Street to the west, North Street and Olcott Street to the north, Lake Avenue and Washburn Street to the east and LaGrange Street and State Road to the south (see Map 1).

Pre-Nomination Study Boundary Description



The boundary of the Lockport Tourism Focus Area during the Pre-Nomination phase was focused around the Eighteenmile Creek and Erie Canal corridors, encompassing 385 acres over 352 parcels. At the time, the study area was comprised primarily of commercial properties in the City's central business district and vacant and active industrial parcels along the Eighteenmile Creek corridor. The general boundaries of the study area during the Pre-Nomination phase were Old Niagara Road to the north, North Transit Road, Jackson Street and Prospect Street to the west, Walnut Street to the south and Washburn Street, Chapel Street and Exchange Street to the east. The study area originally contained a number of large, active industrial parcels in the northern portion of the City of Lockport, including the Van De Mark Chemicals plant, the Van De Mark landfill, the Old Niagara Quarry and the former Norton Labs.



LEGEND

- Nomination Boundary
- Pre-Nomination Boundary

1:12,000

Project Boundary & Aerial Map

Lockport Tourism Focus Area

MAP
1

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Program.



Proposed Nomination Study Boundary Overview & Justification

The Nomination phase boundary for the Lockport Tourism Focus Area generally consists of LaGrange Street and Ashley Place to the south and North Street and Olcott Street to the north. The western boundary remains generally unchanged, with the exception of the northwestern boundary now terminating at North Transit Road. The eastern boundary has been expanded considerably, undulating along the eastern property boundaries of the residential and commercial properties along the east side of Washburn Street in the southeastern portion of the study area. The northeastern boundary is comprised of Lake Avenue and the active Falls Road Railroad corridor. With the proposed boundary modifications, the area of the study area has expanded from 352 parcels covering 385 acres to 809 parcels covering 383 acres.

As a result of discussions between the project team and the steering committee, followed by public confirmation, it was determined that the Pre-Nomination study area boundary should better reflect the actual “tourism focus area” in the City of Lockport, which is centered on the Erie Canal and the Lockport Central Business District. In the north, the boundary extended too far away from the “tourism focus area” and residential neighborhoods within walking distance of downtown were excluded from the original boundary. In developing the Nomination Study Area boundary, three modifications were made to the Pre-Nomination boundary:

- 1 Removal of the industrial properties bounded by Transit Road, Old Niagara Road, Plank Road and Jackson Street in the northwestern portion of the study area;
- 2 Addition of the mixed use area bounded by Genesee Street, Washburn Street and Walnut Street in the southern portion of the study area; and
- 3 Addition of the arts district and historic residential neighborhood generally bounded by Exchange Street, Chapel Street, Olcott Street, Union Street and Lake Avenue on both sides of the Erie Canal in the eastern portion of the Study Area.

The proposed Nomination Study boundary provides a better representation of properties that both depend on the central business district for housing, employment, shopping and/or entertainment and will be affected by proposed redevelopment initiatives that occur within the Tourism Focus Area for years to come. Map 1 illustrates the boundary as presented in Pre-Nomination Study as well as the proposed modifications to the study area boundary for the Nomination Study.

Northern Boundary

The northern boundary of the Study Area contains a mix of uses, including industrial, residential and open space. The northwestern boundary comprises active and vacant industrial parcels such as Dave Spencer Auto Parts/Junkyard, the former SLC Environmental building, the former Niagara Truck Repair and the former Plaslok site. A number of large residential properties and undeveloped parcels are

directly north of these active and vacant industrial parcels, which justifies the proposed boundary location.

The “Old Lockport” residential neighborhood was also added to the Study Area due to its location along the Erie Canal and close proximity to downtown. This neighborhood is also located adjacent to the Eighteenmile Creek corridor, which contains a number of parcels registered with the New York State Superfund Program. The northeastern boundary separates the dense residential development of Old Lockport from a number of large, undeveloped properties located north of Olcott Street outside of the Study Area.

Eastern Boundary

The eastern boundary originally consisted of Chapel Street, Exchange Street and Washburn Street. The eastern boundary was expanded to include the residential neighborhood of “Old Lockport”, as well as the Lockport Arts District located between the southern banks of the Erie Canal and the Falls Road Railroad Corridor. The arts district is centered on the Market Street Arts Center, located in an adaptively reused industrial factory. This boundary was selected because Lake Avenue physically separates the dense residential

development of Old Lockport from the low-density residential and institutional uses that are located east of Lake Avenue.

The southeastern boundary of the study area was expanded slightly to include the properties along the eastern side of Washburn Street. These properties were included as they are in close proximity to potential redevelopment catalyst sites such as Harrison Place, and are located along the Washburn Street corridor, a potential candidate for transformation into a complete street containing a number of green infrastructure initiatives and serving multi-modal users.

Western Boundary

The western boundary of the study area is proposed to remain consistent with the western boundary identified in the Pre-Nomination Study. The only major change to the western boundary involves the removal of the industrial properties bounded by Transit Road, Old Niagara Road, Plank Road and Jackson Street in the northwestern portion of the Pre-Nomination Study boundary. These parcels were removed due to their relatively remote location away from the City’s Central Business District and their relatively low redevelopment potential.





Southern Boundary

The southern boundary of the study area has been expanded to include the residential neighborhood centered along the Genesee Street corridor, located between Washburn Street and South Transit Street. This neighborhood is located adjacent to downtown Lockport, and any revitalization activities proposed within the downtown are likely to have an effect upon the residents and businesses along the Genesee Street corridor. This neighborhood is also adjacent to Harrison Place, the adaptive reuse of which will also impact residents and businesses along the Genesee Street Corridor.



Section 2 - Community Engagement

2.1 COMMUNITY PARTICIPATION PLAN

The Lockport Tourism Focus Area Community Participation Plan was formulated in an effort to actively engage the public in an open, honest discourse for the purpose of creating a revitalization strategy for the Lockport Tourism Focus Area that is representative of the people and businesses within and adjacent to the study area. The planning process developed for the Lockport Tourism Focus Area was the direct result of input borne from the collaboration between the public, community organizations, business owners, philanthropic organizations and other interested parties. The Community Participation Plan was drafted for the Lockport Tourism Focus Area Nomination Study to outline how local community members, project partners and stakeholders will be engaged throughout the planning process. A full draft of the Community Participation Plan may be found in Appendix 1.

2.2 TECHNIQUES TO ENLIST PARTNERS

The Community Participation Plan outlined a series of opportunities to engage the general public so that the final Nomination

Study accurately reflected the will of study area residents, businesses and other interested community members.



Opportunities for public involvement occurred throughout the Nomination Study process and included steering committee meetings, public informational meetings, public workshops, design charrettes, key stakeholder interviews and online opportunities.

City of Lockport

The City of Lockport Department of Community Development serves as the project coordinator for the Tourism Focus Area Nomination Study. The Department of Community Development is integral in ensuring that the Nomination Study prepared for the study area aligns with the goals and objectives of the City of Lockport

and the vision of the public for a revitalized Tourism Focus Area. The Director of Community Development for the City of Lockport provides direct oversight and supervision over the development of the Nomination Study.

Project Steering Committee

The primary role of the project steering committee is to help guide the project team in the preparation of the Nomination Study by providing overall direction based on their knowledge of the Tourism Focus Area. The members of the steering committee also served as a conduit for public input into the revitalization process, and ensured through their review of key project deliverables that the needs and concerns of the public were adequately considered.

The steering committee comprises representatives from the City of Lockport, local redevelopment and tourism entities located in the community, businesses and residents. To ensure continuity between studies, several members of the Nomination Study steering committee were also involved with the preparation of the Pre-Nomination Study.

Project steering committee meetings were held at regular intervals in the Nomination Study planning process to ensure that the revitalization initiatives were consistent with the feedback received from public input.

Key Stakeholders

Stakeholders include those people or organizations that have a direct interest or involvement with the redevelopment of brownfield, vacant and underutilized sites in the Tourism Focus Area.

“You must get involved to have an impact. No one is impressed with the won-lost record of the referee.”

-Napoleon Hill

Key stakeholder interviews were conducted at the onset of the planning process with business owners, developers, landowners, City officials, civic leaders and tourism proponents. The purpose of the stakeholder interviews was to gather specific information about their roles in the Tourism Focus Area and to gather ideas as to how revitalization efforts may facilitate or hinder their efforts. By speaking with key stakeholders, the project team was provided with a greater understanding of the issues and opportunities facing the Tourism Focus Area. The results of these interviews helped guide the development of appropriate strategies for implementing the vision identified in Section 1.6.

General Public

Several public engagement methods were employed as part of this Nomination Study to ensure that the general public was provided with meaningful opportunities to participate. Public meetings were designed to encourage participation from a wide range of individuals in and around the Lockport Tourism Focus Area. The primary goal of these meetings was to inform the public about the BOA program and the Nomination Study process and to obtain



input from members of the public on the important revitalization goals and objectives that would be necessary to accomplish a unified vision for the study area. The various methods used at these meetings included PowerPoint presentations with question and answer sessions, public focus group sessions, visioning exercises, community preference surveys and master planning design charettes. Four public events were held over the course of the Nomination Study planning process.

Beyond direct community involvement through meetings, the website developed for the Nomination Study allowed members of the public to be continually informed of project progress. The website also provided updates on upcoming public involvement events to reach as many interested people as possible.

2.3 COMMUNITY ENGAGEMENT EVENTS

A brief summary of each of the community engagement events can be found below. More detailed meeting summaries are provided in Appendix 2.

Steering Committee Meetings

Steering Committee Meeting 1

The first steering committee meeting was held April 5, 2012. This meeting focused on the BOA program and a summary of the Nomination Study work plan, the project timeline and an analysis of the needs, opportunities and constraints (NOC) facing the Lockport Tourism Focus Area.

Steering Committee Meeting 2

The second steering committee meeting was held July 18, 2012. The project team

presented the market analysis, provided an overview of study area's existing conditions and conducted a visioning exercise.

Steering Committee Meeting 3

The third steering committee meeting was held on October 24, 2012. This meeting focused on the findings from the stakeholder interviews, the draft vision and goal statements and a presentation of the 3D GIS and Unity Model prepared for the study area.

Steering Committee Meeting 4

The fourth steering committee meeting for the Nomination Study was held on February 5, 2013. The results of the Parks, Open Space & Connectivity Assessment were presented, a Community Character Survey was conducted and future land use planning roundtable discussion was held.

Steering Committee Meeting 5

Held on May 29, 2013, the fifth steering committee meeting focused on a presentation of the preliminary master plan. The plan included infill development along Main and Walnut Streets, new trails, waterfront housing and several potential hotel sites.

Steering Committee Meeting 6

On July 30, 2013, the sixth committee meeting was held. Herron Consulting presented a business recruitment strategy for the Study Area. There was also discussion about possible strategic projects for which Camoin associates will prepare a financial assessment.

Steering Committee Meeting 7

This meeting was held on October 17, 2013 and included discussions on the revised BOA Master Plan, the selection of Strategic Projects and the survey of existing



businesses. J. Fitzgerald Group also presented their Marketing Plan.

Steering Committee Meeting 8

The final steering committee meeting was held on April 15, 2014. A review of the strategic project's financial analyses were presented for discussion. The priority of, and implementation strategies for, key project was reviewed as well.

Public Engagement Events

Public Informational Meeting

The public informational meeting for the Lockport Tourism Focus Area Nomination Study was held on July 18, 2012. The meeting was attended by members of the public, representatives of the City of Lockport Department of Community Development, steering committee members, a representative from the NYSDEC and members of the project team. An overview of the process and benefits of the BOA Program were presented to the public. A summary of Study Area market trends,

existing land use and other physical characteristics were presented.

An analysis of the needs, opportunities and constraints facing the Lockport Tourism Focus Area was also conducted to help inform the vision for the study area. Attendees prioritized their top three items from the needs, opportunities and constraints list in an effort to provide additional information about the most significant issues facing the Tourism Focus Area.



PUBLIC OPEN HOUSE

Public Design Workshop

Held on April 20, 2013, the Public Design Workshop began with a walking tour and of the Study Area. An informal open house was held that allowed participants to come at any time during the open house hours and provided a “view at your own pace” format. The open house included a series of displays describing the project and the project team was available for discussion and questions.

The design workshop portion followed the open house and included an overview of the project status, a discussion of the Tourism Focus Area’s opportunities and constraints, a preferred development survey and a break-out group mapping exercise. The purpose of the preferred development survey was to identify the design style preferred by meeting attendees, while the mapping exercise identified site-specific issues and improvements in the Study Area. Although the workshop was held on a Saturday, more than 40 people attended, with most staying the full four hours.

Public Open House

The Open House was held at the Lockport Public Library on December 5, 2013 and twenty six persons attended. The Open House was held between 6:00 and 8:00 pm so that members of the public could drop in and stay as long as they wished. Several display boards were placed around the room and the 3D model was projected on a screen. Attendees were asked to look at the displays and record their thoughts onto comment boards. Several members of the consulting team and City staff were available to discuss the display boards that included:

- Study area map and BOA program overview
- Demographics overview
- Project Vision Statement
- Summary of public input to-date
- Summary of the industries that Lockport should target
- Suggestions for promotions and events
- Master Plan for the BOA project area

Discover Lockport Website

As part of the Tourism Focus Area BOA project, a website was set up at <http://www.discoverlockport.com/>. The website included a project background and overview, meeting announcements and summaries, and draft products for review.



Business Owner Survey

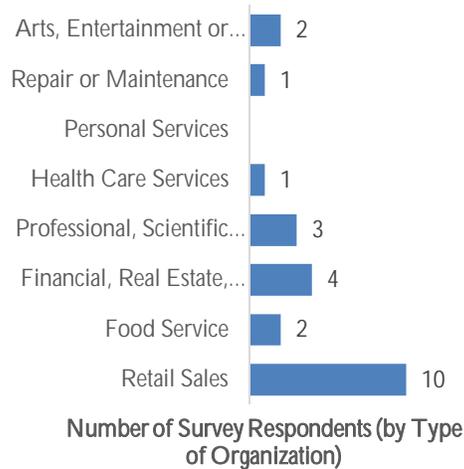
To gauge the downtown business climate, an online survey was sent out to over 300 businesses in the summer of 2013. Twenty three responses were received (eight percent). Results were compared to a similar survey conducted in 2011. Survey results are included in the appendix of this report.

2013 Business Survey

As part of the community engagement process, Bergmann Associates administered a survey of businesses within the Main Street Inc. boundary in August 2013. The survey generated 23 responses out of 300 sent (8%). Below is a brief summary of the results:

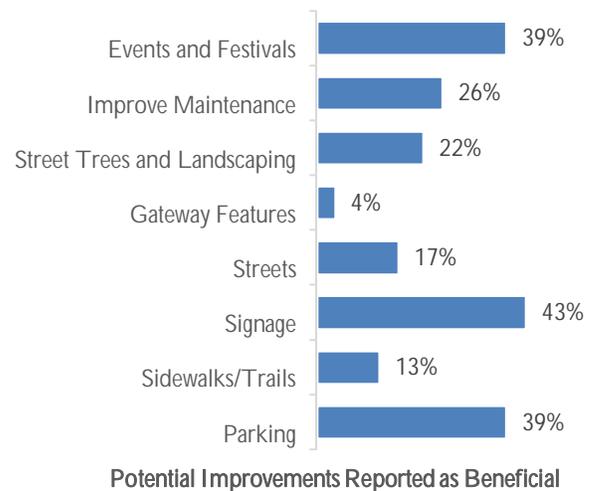
- A variety of organizations responded, including retail, financial, professional food service, and arts organizations
- Eight respondents (35%) reported they have been in operation for more than ten years, three businesses for less than a year, and one for 98 years.

- The 23 organizations who participated in the survey employ a total of 156 full-time employees, 187 part-time, and 50



seasonal employees.

- Thirteen respondents (57%) indicated the volume of their business has increased in the last two years and attributed the increase to marketing, promotion, local festivals, increased



tourism in the heritage area, and community need. Those who indicated

the volume of their business had stayed the same or decreased attributed the situation to lack of parking, the recession, and an overall poor business environment downtown.

- Thirty-nine percent of respondents indicated that improved parking would benefit their business. Other improvements that respondents indicated would benefit businesses include events/festivals (39%), signage (43%), and maintenance (26%).
- About 50% of respondents indicated that they benefit from nearby businesses, including the Lockport Caves and Underground Boat Tours, Lockport Locks and Erie Canal Cruises, Sweet Ride Rentals (bikes), Erie Canal Discovery Center, Market Street Art Gallery, Dale Association, the Palace Theater, the locks, and Wal-Mart.

Additional Survey Comments

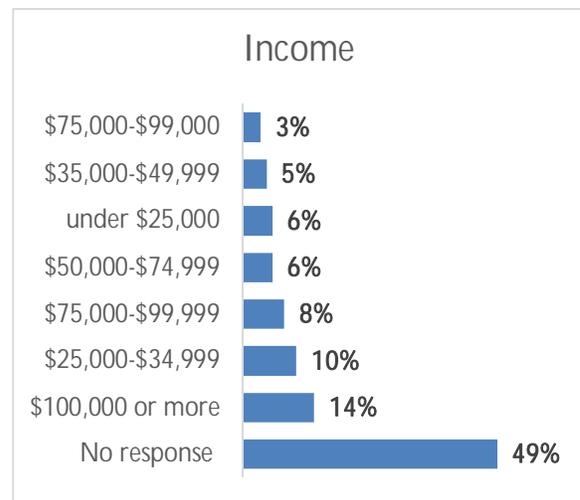
“Promoting Lockport as a destination with unusual events and activities would be great. Working with NTCC would help. Palace brings a lot to the table. Friday Concerts did not bring business to downtown, so freebies and give-aways are not the way to go.”

Main Street Inc. 2009-2010 Visitor Survey - Summary of Results

Main Street Inc. surveyed 88 visitors as part of an intercept survey in 2009-2010.

Approximately 63% of respondents were female and 43% were over the age of 55.

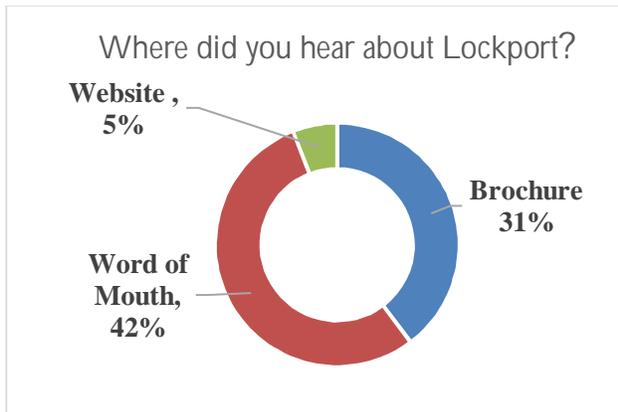
Twenty-five percent (25%) of respondents reported earning an income greater than \$75,000.



Source: Lockport Main Street Inc., Bergmann Associates

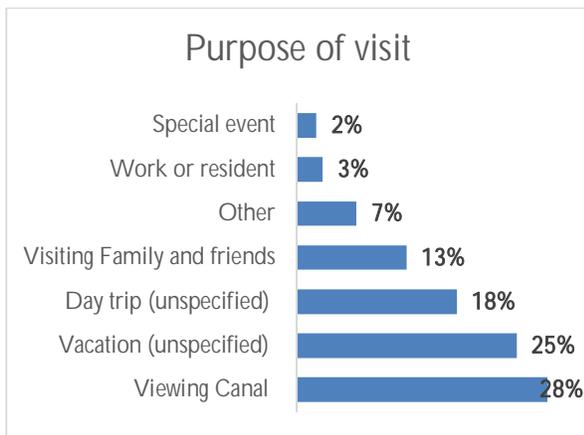
Thirty-three percent (33%) of visitors came to Lockport from other places in New York State. The remainder were from other states (three respondents were from other countries).

Forty-two percent (42%) of visitors heard about the Lockport area through word of mouth, followed by brochures (31%) and websites (5%).

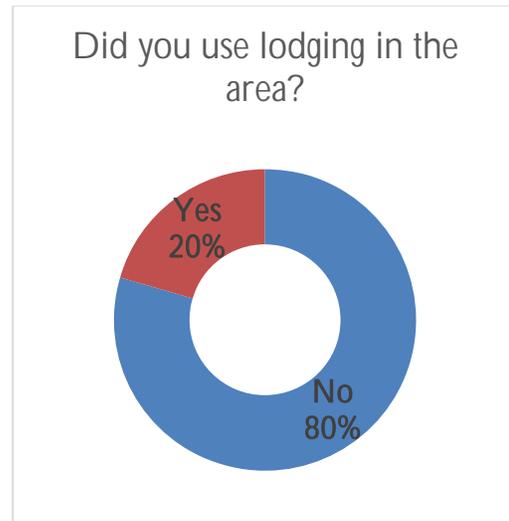


Source: Lockport Main Street Inc., Bergmann Associates

Approximately 28% of respondents noted the purpose of their visit was to see the Canal, followed by those on unspecified vacations (25%) and day trips (18%).

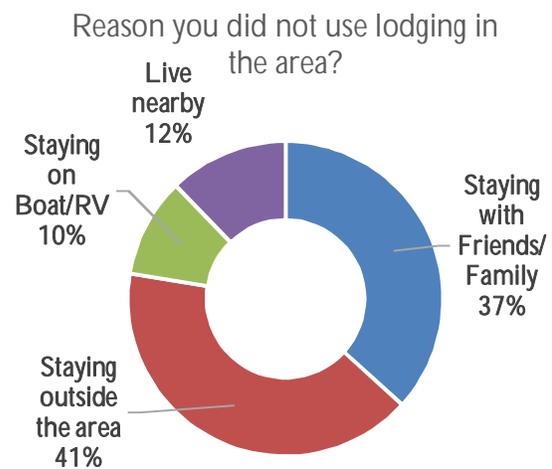


Source: Lockport Main Street Inc., Bergmann Associates



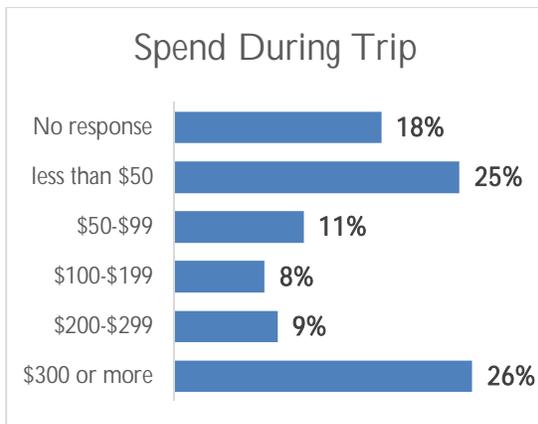
Source: Lockport Main Street Inc., Bergmann Associates

Eighty percent (80%) of respondents reported they did not use lodging in the area. These visitors reported staying outside the area (23%), with friends and family (20%) or on a boat or RV (6%). About 7% of respondents stated they lived in the area.



Source: Lockport Main Street Inc., Bergmann Associates

Thirty-five percent (35%) of respondents reported they spent more than \$200 on their visit and 26% reported they spent more than \$300.



The most commonly listed places visited were Canal Cruises, The Locks, Caves, Discovery Center, Casinos, Historic Sites, Palace Theater, Towpath Trolley, Festivals, Niagara Falls, and Shopping Malls.



Section 3 – Analysis of the Lockport Area

Planning for the future requires a clear understanding of both current conditions and recent trends. The purpose of this section is to examine the physical and demographic conditions to help identify appropriate strategies for revitalizing the Lockport Tourism Focus Area.

3.1 COMMUNITY AND REGIONAL SETTING

Understanding the current demographic and market composition of the Niagara County region, the City of Lockport and the Tourism Focus Area is necessary to develop a greater understanding of societal changes that have occurred over the past several decades. It is also important to consider where the current trends are heading as future demographic and market trends can help to identify possible opportunities for new and emerging markets.

Population

According to the 2010 U.S. Census, the City's population is 21,165, a 5% decrease from 2000 (22,279) and a 9% decrease from 1990 (24,426). Niagara County experienced a similar yet smaller decline in population between 2000 and 2010 (216,469 in 2010, down 1.5% from 219,846 in 2000). The City's declining population is forecasted to continue, with an expected decrease of 3% by 2015. The Study Area is experiencing a similar trend – between 2000 and 2010, the Study Area's population declined by almost 7% and it is projected to decrease an additional 3% by 2015 (see Figure 6).

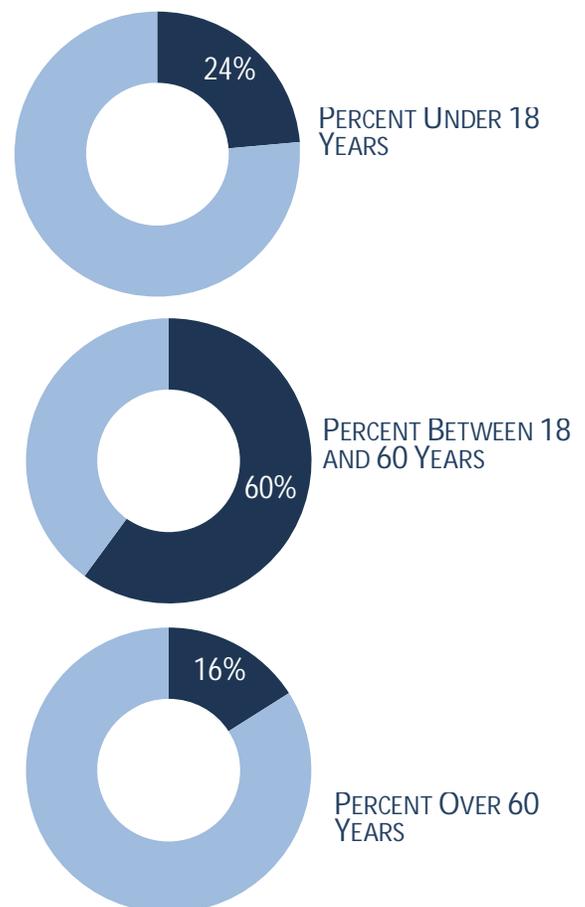


FIGURE 5: STUDY AREA AGE GROUPS
(2010 U.S. Census)

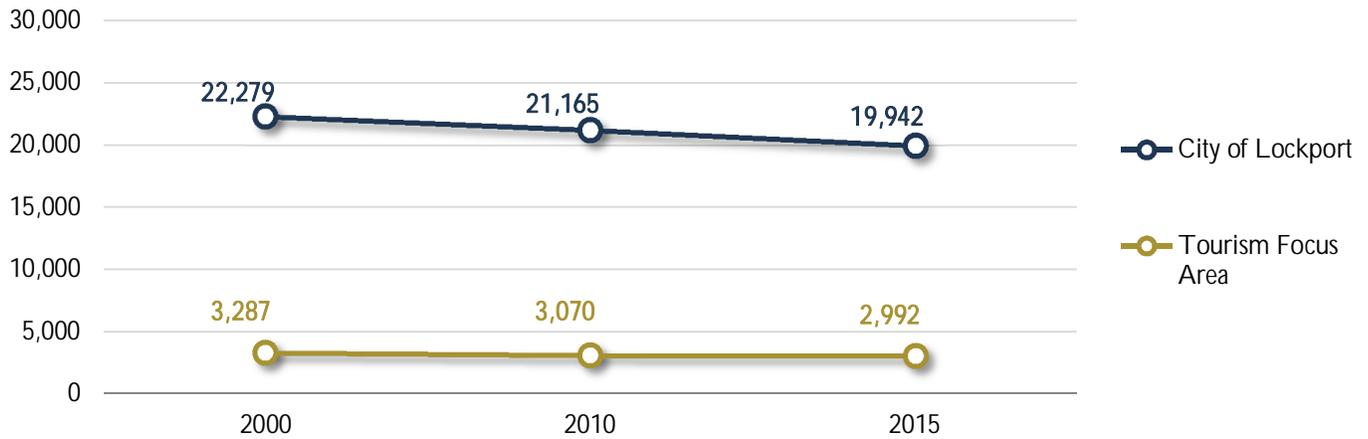


FIGURE 6: PAST, CURRENT & PROJECTED POPULATION
(U.S. Census)

In terms of age, while much of Upstate New York is getting older, the median age for residents in the Tourism Focus Area has remained relatively stable – 34.5 years in 2000 and 35.0 years in 2010. Further analysis reveals that approximately 42% of the study area (1,410 people) comprises residents under the age of 30, with 24% of the population (786 residents) under the age of 18 (see Figure 5). The population of senior residents over 60 comprises 16% of the population (527 residents). With the study area population so evenly distributed by age, the revitalization strategy will need

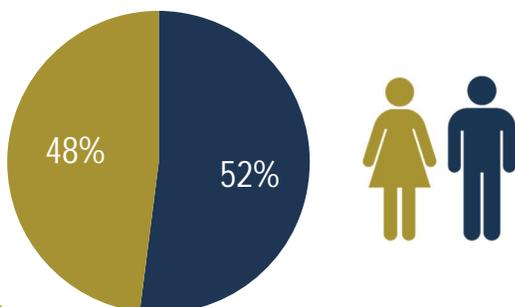
to be crafted in a way that ensures all segments of the population are adequately served.

The population within the study area is also distributed evenly between men and women, with women comprising approximately 48% of the Tourism Focus Area’s population (see Figure 7).

Households & Families

Following the population trends discussed above, the number of households in the Study Area has also declined each decade between 1990 and 2010. Between 2000 and 2010, the number of households dropped from 1,510 to 1,444, or 4%. This trend is expected to continue into 2015, with an additional 28 households projected to be lost. Average household size is also decreasing, from 2.18 in 2000 to 2.13 in 2010. Like total households, the average household size is projected to continue its downward trend into 2015.

FIGURE 7: STUDY AREA GENDER
(2010 U.S. Census)



Tied to the decline in population, households and average household size is a decline in the number of families residing in the Study Area. Since 2000, the Study Area has realized a net loss of 48 families. By 2015, the Study Area is projected to lose an additional 19 families. In total, the number of families residing in the Tourism Focus Area is expected to decline by almost 9% between 2000 and 2015.

Housing

According to the 2010 Census, a total of 1,785 housing units are located within the Tourism Focus Area. Of this, 341 housing units are classified as vacant, resulting in a vacancy rate of approximately 19%, which is over double the City of Lockport vacancy rate of 9% (see Figure 8). Further, the vacant housing units in the Study Area account for 36% of all vacant housing units in the City. Of the 1,444 occupied housing units 921 are renter occupied, accounting for 64% of all housing units in the study area. An additional 523 units are owner-occupied, accounting for 36% of all housing units within the study area.

The high vacancy rate experienced in the Study Area can be directly tied to the

decline in total population, number of households and number of families discussed on the previous pages. As with the aforementioned population characteristics, the Tourism Focus Area has also realized a decrease in occupied housing units from 2000 to 2010. More specifically, the number of owner-occupied units dropped by 3% and renter-occupied units dropped 5% over this ten year period. This trend is expected to continue through 2015.

The higher number of vacant rental units indicates that there is a soft market or a “renters market” for rental units due to either an oversupply of rental properties or the current stock of rental properties is not meeting the demands of renters. The average contract rent for units in the City is \$471 per month, compared to \$535 for the Buffalo-Niagara Metropolitan Statistical Area (MSA), which typically does not include utilities (the Buffalo-Niagara MSA includes all areas within Buffalo and Niagara Counties). Additionally, there are no rental units in the City with a contract rent over \$1,250; these units comprise approximately 1.5% of the renter occupied units in the MSA.

It is also important to consider the age of an area’s housing stock as an indicator of the quality of the local housing stock – older homes are typically more costly to maintain and are characterized by more structural and environmental concerns than are newer homes. Based on information presented in the *City of Lockport Brownfield Opportunity Area Market Analysis* (see Appendix 5), nearly 60% of the City’s residential housing stock was constructed prior to 1939, while less than 1% are less than 10 years old (built after 2000).

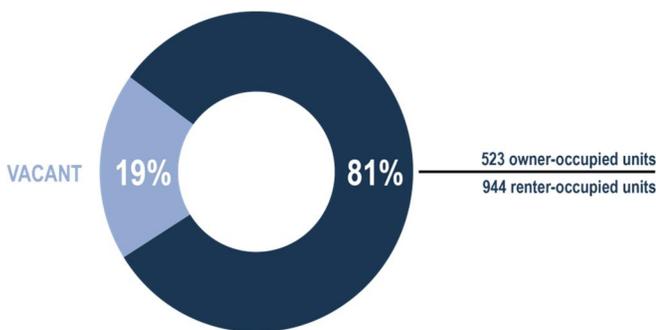


FIGURE 8: STUDY AREA HOUSING OCCUPANCY
(2010 U.S. Census)

Income & Employment

As depicted in Figure 9, median household income ranged from \$27,291 in the Tourism Focus Area to \$43,736 in the City as a whole and \$50,984 in the Buffalo-Niagara MSA. While modest, the median household income for the Study Area is expected to increase considerably by 2015, growing more than 25% (from \$27,291 to \$34,589). However, these incomes are still relatively low and pose unique challenges and opportunities when considering future redevelopment scenarios.

While data on household income distribution was not available for the Tourism Focus Area, it was provided for the MSA. As is discussed in the *City of Lockport Brownfield Opportunity Area Market Analysis*, the percentage of households in the upper income brackets (\$50,000+) is expected to increase significantly, while the

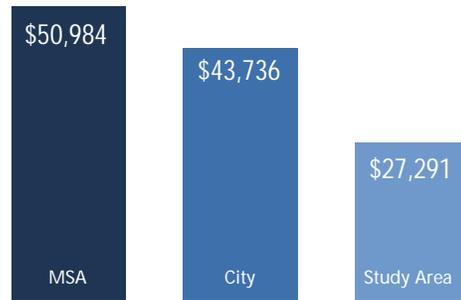


FIGURE 9: MEDIAN HOUSEHOLD INCOME (2010 U.S. Census)

proportion of households in the middle and lower brackets are expected to decline.

To gain a more detailed understanding of the region's economy and wages, existing employment levels by industry sector were evaluated using data organized according to the North American Industry Classification System (NAICS). Based on a

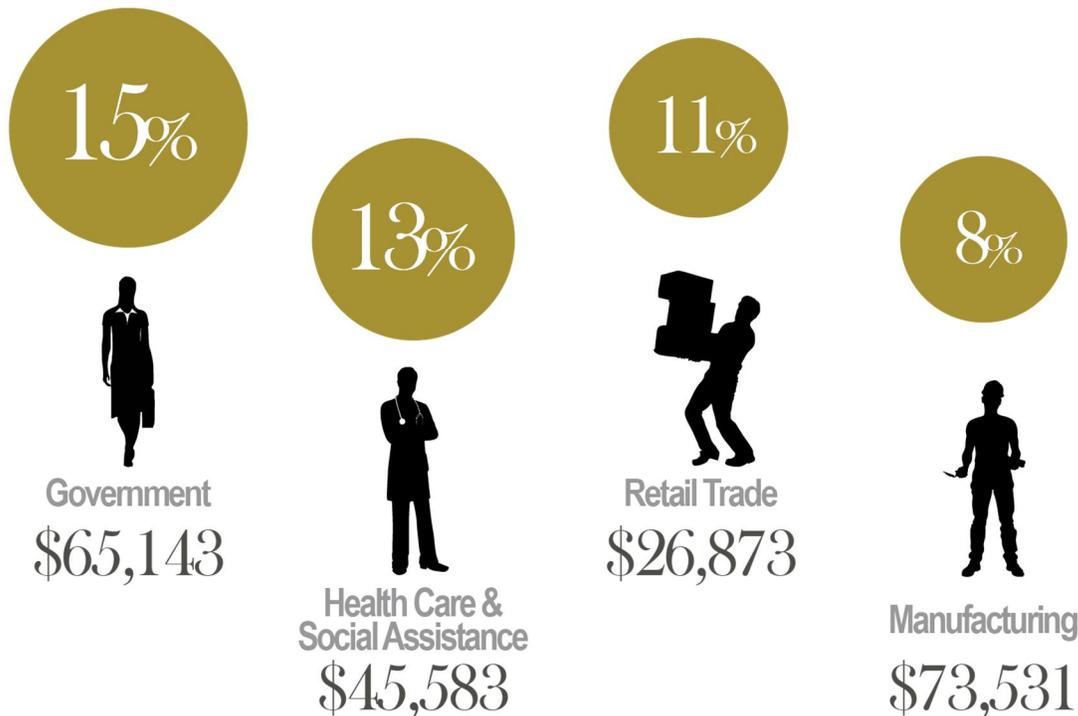


FIGURE 10: TOP EMPLOYMENT INDUSTRIES IN THE MSA & THEIR AVERAGE SALARIES (2010 U.S. Census)



review of this data, the largest industry by employment in the MSA is Government, which employs over 97,000 workers (15 percent of the workforce; see Figure 10). Health Care & Social Assistance is the next largest employment sector, with over 80,000 workers (13 percent of the workforce), followed by Retail Trade with almost 70,000 workers (11 percent of the workforce). Manufacturing is the fourth largest industry with just over 50,000 employees (8 percent of the workforce). Together, these four industry sectors account for 47 percent of all jobs in the Buffalo-Niagara MSA.

By 2020, Health Care and Social Assistance is projected to add more than 6,000 jobs, while the Educational Services industry is expected to add 5,900 jobs and Finance and Insurance will add just over 3,000 jobs. However, a significant loss of Manufacturing Industry jobs is anticipated between now and 2020, with projections indicating that more than 11,000 jobs could be lost. The Retail Trade industry is also expected to decline, losing more than 4,000 jobs by 2020.



3.2 INVENTORY & ANALYSIS

This inventory of existing conditions examines opportunities and constraints present in the Study Area as they relate to redevelopment potential. The inventory and analysis, together with the vision, goals and objectives developed by the community, serve as the basis for redevelopment recommendations developed for the Tourism Focus Area.

Existing Land Use Patterns

The New York State Office of Real Property Services (NYSORPS) has identified nine general land use categories for classifying lands based on their utilization. Land use categories consist of general descriptions (e.g., residential and commercial), as well as more detailed information including the type of residential or commercial use (e.g., single-family residential or highway commercial). The general categories include:

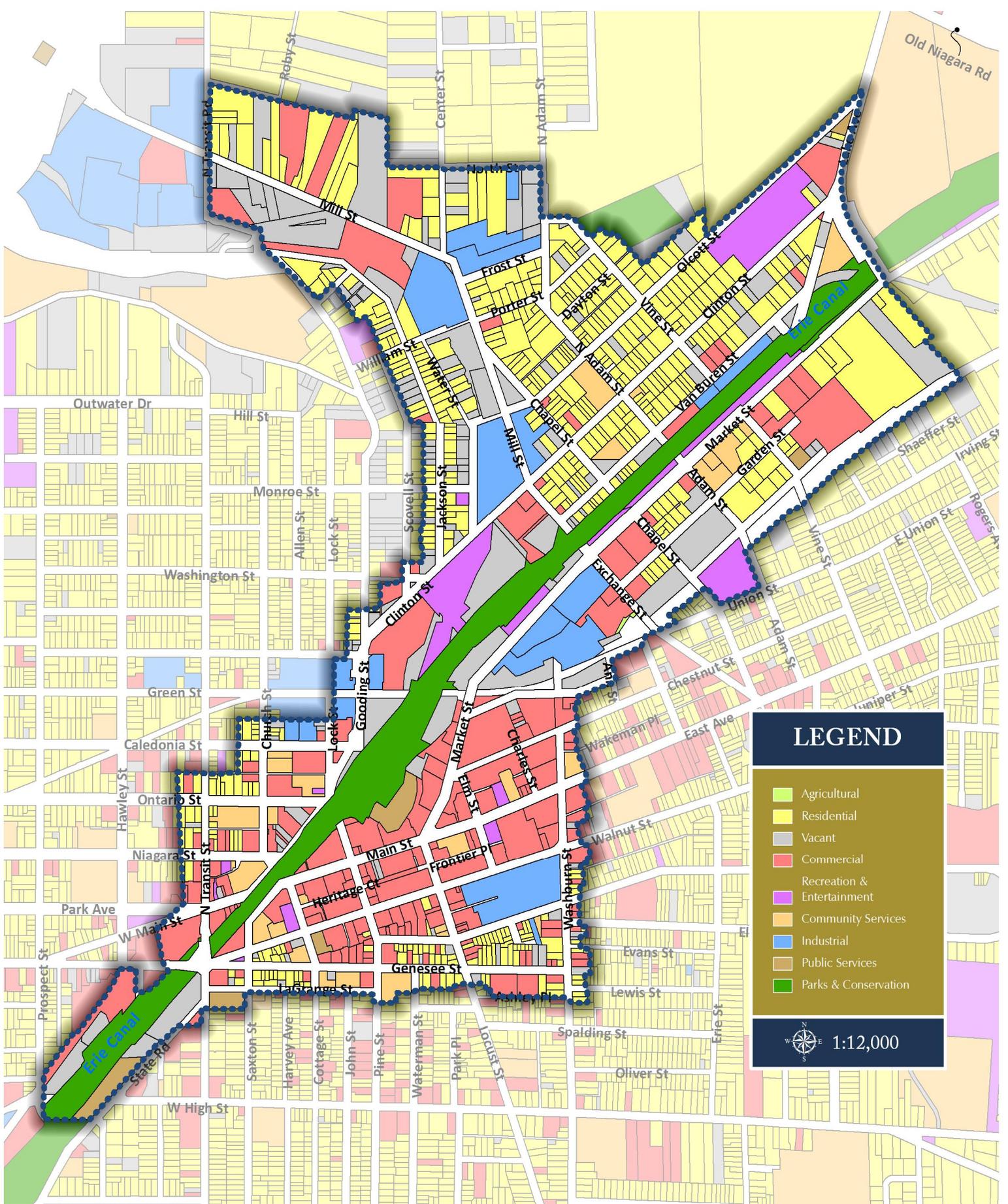
- Agriculture;
- Residential;
- Vacant;
- Commercial;
- Parks, Recreation & Entertainment;
- Community Services;
- Industrial;
- Public Services; and
- Conservation.

Since land use data from NYSORPS is based on assessment information, which may not be updated on a regular basis, there is the possibility for errors associated with land use classifications.

The Study Area is predominantly residential, with 427 residential parcels accounting for approximately 26% (103 acres) of the total land area (see Map 2 and Figures 11 and 12). Residential properties are primarily concentrated between Mill Street and Lake Avenue north of the Erie Canal, in the area known as the “historic” City of Lockport. Other concentrations of residential properties are located in the Arts District east of Market Street and along Genesee Street in the southern portion of the Study Area.



FIGURE 11: EXISTING LAND USES IN THE LOCKPORT TOURISM FOCUS AREA
(City of Lockport)



EXISTING LAND USE

Lockport Tourism Focus Area

MAP
2

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Program.

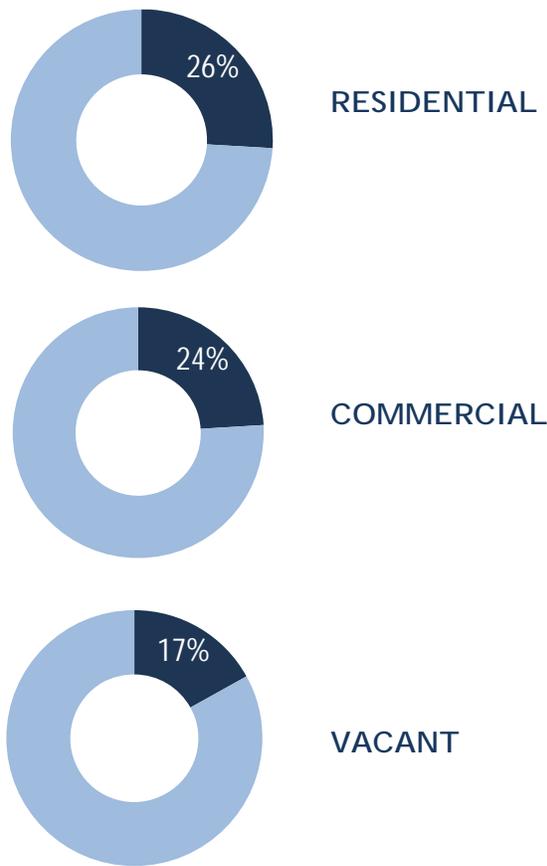


FIGURE 12: PREDOMINANT LAND USES IN THE LOCKPORT TOURISM FOCUS
(City of Lockport)

Commercial properties comprise the second largest land use within the Study Area, with 182 commercial parcels covering 92.5 acres. These uses are concentrated in and around downtown Lockport, as well as along the Main Street, Market Street, Walnut Street and Pine Street commercial corridors. A variety of businesses are located along these corridors, ranging from the headquarters of the major regional bank First Niagara to local businesses like Scirto’s Jewelers and Gonzo’s. Most commercial properties are within close walking distance to the Erie Canal, making downtown Lockport ideal for development that can

take advantage of this proximity and the seasonal boaters who travel the Canal.

Vacant land comprises the third largest land use within the Study Area. There are approximately 134 vacant parcels in the Tourism Focus Area, accounting for approximately 66 acres. Most vacant properties are located along the Erie Canal and Eighteenmile Creek corridor. Several large vacant parcels are identified brownfields, including the former Flintkote site and the Dussault property. A more detailed description on vacant and underutilized properties in the Study Area is included in *Vacant and Underutilized Properties* section of this Nomination Study.

The Community Services land use classification accounts for 9.8% of total land area in the Study Area, totaling 38.7 acres. The 27 parcels comprising this land use type include public properties such as City Hall, the Lockport Public Library and the DeWitt Clinton Elementary School. This land use category also includes the churches located in the Tourism Focus Area.

Industrial lands account for a small portion of the Tourism Focus Area, although a number of large industrial entities are located just outside of the Study Area boundary. Within the Study Area, there are 14 industrial parcels encompassing approximately 33 acres of land (8.3% of Study Area lands). Industrial properties include Duraline Abrasives, Harrison Place and Niagara Precision.

The Study Area also contains a number of parcels dedicated for parks, recreation and entertainment. This includes 14 parcels totaling 21 acres, or just over 5% of the total land area in the Tourism Focus Area.



Properties in this land use classification include Dolan Park, Upson Park, Dudley Square Park and a number of linear parks along the Erie Canal, just west of Market Street. A more detailed description of parks and open space is included in the *Parks and Open Space Resources* section.

LAND USE KEY FINDINGS

- 1 Land use patterns in the Lockport Tourism Focus Area illustrate a distinct separation between commercial properties and residential properties; however, a mix of commercial and residential land uses is often required to create vibrant, active city centers.
- 2 The study area contains a number of vacant parcels, primarily located along the Eighteenmile Creek Corridor and the New York State Barge Canal. Reuse initiatives focused around public access to open space and water-based uses like canal-side restaurants and marinas will be important considerations as revitalization initiatives are considered.
- 3 A number of underutilized industrial sites are located within the Study Area, including the former Mill Street Power Generating Facility, and the Flintkote property. The presence of on-site contamination may complicate redevelopment potential on these properties. Additional studies may be warranted on some properties to determine the extent of remediation required.
- 4 A number of former industrial sites, including Harrison Place and the Richmond Avenue site, and the former Dussault property have undergone remediation and have capacity available for new uses.

COMMERCIAL BUILDINGS ON WEST MAIN STREET



Land Use Regulations

Land uses in the Tourism Focus Area are regulated by the City of Lockport Zoning Code. The Zoning Code was originally adopted in 1978 and last amended in the autumn of 2010. Eleven zoning districts, ranging from single family residential to heavy industrial, are present in the Study Area (see Map 3 and Figure 16).

Industrially-zoned land is generally located to the north of the Tourism Focus Area along the Eighteen Mile Creek Corridor and in the southwestern portion of the City, associated with the LaFarge North America property, the former Guterl Steel property, the Niagara County Landfill and Candlelight Cabinetry.

The proportion of land in Tourism Focus Area found in each zoning district is located in Figure 13, while Figure 14 provides highlights from three of the predominant districts in the Study Area.

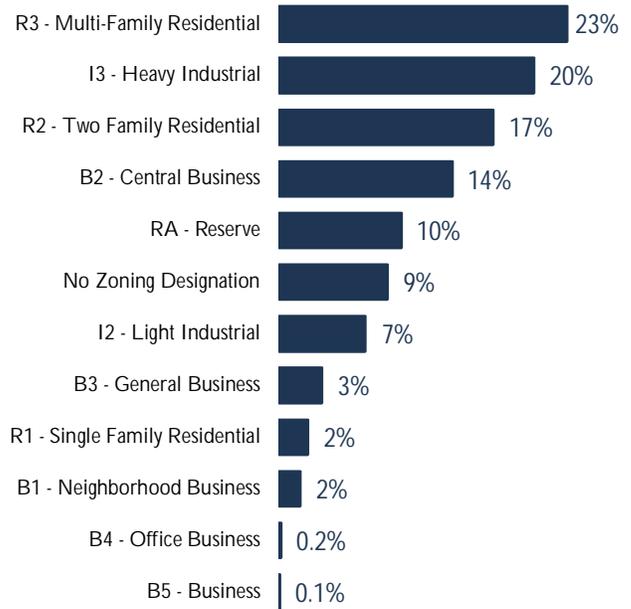


FIGURE 13: PRIMARY ZONING DISTRICTS IN THE STUDY AREA
(City of Lockport)



The largest zoning district within the study area is R3 – Multi-Family Residential, accounting for approximately 23% of total land within the Tourism Focus Area. Parcels zoned R3 are primarily concentrated along the Genesee Street corridor in the southern portion of the study area and along the parallel Van Buren Street, Market Street and Garden Street corridors in the north-central portion of the study area.

Permitted uses:

- Multi-family residential
- Nursing homes
- Bed & breakfast establishments
- Planned unit developments
- Day care centers



The Heavy Industrial (I3) district is the second largest zoning district within the study area, accounting for approximately 67 acres, or 20% of the total study area land area. The majority of the parcels zoned I3 are located along the Mill Street industrial corridor, between North Transit Road and Clinton Street.

Permitted uses:

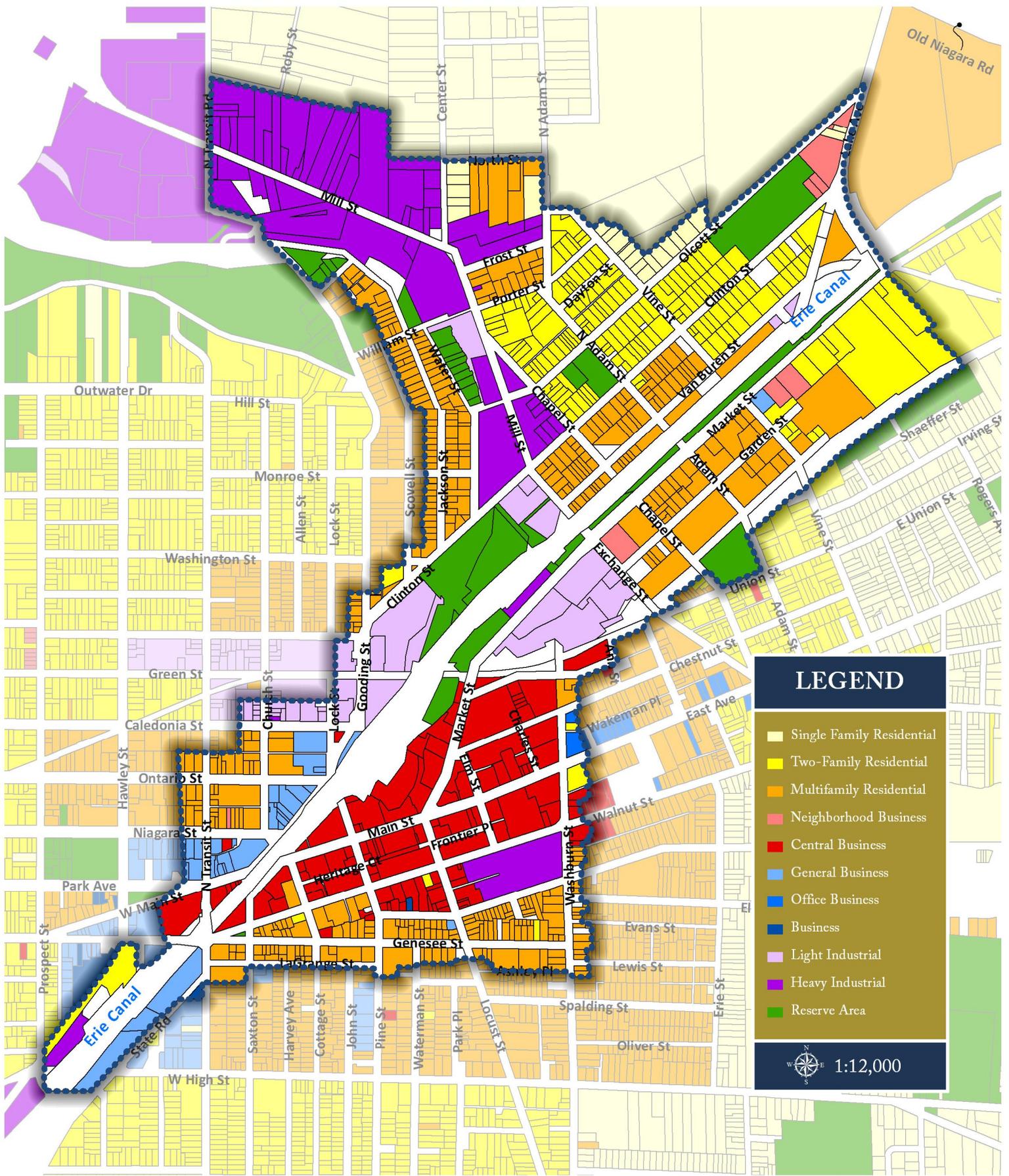
- Printing
- Research & development
- Warehousing
- Lumberyards
- Lght manufacturing
- Planned unit developments
- Other “Permitted Special Uses”



The Central Business District (B2) comprises the largest commercial zoning district in the study area. This district is comprised of 112 parcels, accounting for approximately 46 acres, or 14% of total study area land area. The Central Business District is concentrated in the heart of the City, and primarily includes parcels along the Main Street, Market Street and Walnut Street corridors.

Permitted uses:

- Restaurants
- Theaters
- Retail stores
- Banks, offices
- Hotels
- Drug stores
- Apartments
- Planned unit developments.
- Other “Permitted Special Uses”



Current Zoning

Lockport Tourism Focus Area

MAP
3

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Program.

LAND USE REGULATIONS KEY FINDINGS

- 1 Although Heavy Industrial is the second largest zoning district in the Tourism Focus Area by land area (20%), many of these parcels are vacant or underutilized and are encumbered by environmental contamination.
- 2 Currently, design standards have only been developed for proposed Planned Unit Developments in the City of Lockport. Development of design standards for other areas of the City, including the Main Street corridor and the Lowertown Historic District, would help guide building form, façade design and site planning for future development and help to ensure consistency with the existing built and natural environment.
- 3 A number of parcels along the Erie Canal within the Tourism Focus Area are zoned B-3, "General Business." Existing zoning regulations for the B-3 district limit the ability to undertake water-based uses along the Canal. As tourism related to the Erie Canal is an important component to the City of Lockport, revisions to the zoning ordinance to allow greater flexibility for water-dependent uses are critical for attracting and retaining tourists.
- 4 Land zoned as Heavy Industrial is located adjacent to residential land uses. Vacant industrial parcels located between active industrial entities and residential properties should be considered for rezoning to a district that allows transitional land uses, or another more appropriate zoning district that creates a buffer between these two incompatible land uses.

ULRICH PLAZA IN DOWNTOWN LOCKPORT



Brownfield Sites

A principal goal of the NYSDOS Brownfield Opportunity Area Program is to help communities address areas that have been negatively impacted by the presence, or perceived presence, of contamination. Although redevelopment of brownfield properties may be complicated, community-led revitalization plans can facilitate preparation of such sites for shovel-ready redevelopment. This is accomplished by identifying steps towards remediation and recommending future uses that align with

Due to the boundary modifications proposed for the Lockport Tourism Focus Area in this Nomination phase, two sites identified during the Pre-Nomination Study were removed from the inventory. The remaining 18 properties were reviewed to ensure all data and information was up-to-date and relevant to the current planning process. Due to the modified boundary, an additional 34 properties were added to the list of potential brownfield sites for a total of 52. The methodology for identifying these brownfield sites is discussed below.

Brownfield redevelopment benefits both individual property owners and the surrounding community. Brownfield property developers are eligible for tax credits and other financial and technical assistance that help make these redevelopment projects financially feasible. The surrounding community benefits from brownfield site investigation and cleanup, which encourages re-investment by improving public health and overall quality of life.

the community's vision. Active reuse of brownfields recognizes the intrinsic relationship between environmental sustainability and economic prosperity.

During the Pre-Nomination phase a comprehensive inventory of potential brownfield sites was completed, resulting in a better understanding of existing parcels and environmental constraints. The Pre-Nomination Study identified 20 brownfield sites, determined by the known presence of contamination or perceived presence of contamination based on the historical industrial use of a property.

Methodology

In an effort to ascertain the level of contamination that may exist on properties located in the study area, a Preliminary Site Assessment was conducted. This analysis included the review of the NYSDEC Environmental Remediation Site Database, the NYSDEC Bulk Storage Database, the NYSDEC Spills Database and Environmental Protection Agency (EPA) Hazardous Waste Generator Database to identify preliminary property conditions.



VIEW OF THE POWER STATION ALONG THE ERIE CANAL

Following the preliminary assessment, a field review was conducted on June 14, 2012 at each of the sites identified in the environmental facilities databases. Sites detailed in the Pre-Nomination phase that did not appear in any of the database searches were also visited on June 14, 2012. During the field review, observations were noted as to the tenancy of the property (i.e., occupied vs. vacant), the presence or absence of structures, the composition of structures (if present), the presence of storage tanks, process lines or other industrial equipment and any observable signs of environmental stress.

Information obtained during the preliminary site assessments and field reviews were incorporated into a Geographic Information System (GIS) database program designed for the Lockport Tourism Focus Area project. A site profile form was created through the database for each potential brownfield site. Each site profile form contains detailed information about each site of

environmental concern, including site name, location, owner, size, current use, zoning designation, existing infrastructure and site access, location in proximity to existing transportation networks, natural resources, cultural resources, adjacent land uses, environmental history, known/suspected contaminants and redevelopment potential. Site profile forms for all potential brownfields within the Lockport Tourism Focus Area are included in Appendix 3, and are illustrated on Map 6.

Key Brownfields

Key brownfield sites represent a subset of the 52 potential brownfields previously identified and are characterized by extensive known or perceived contamination issues. These issues arise from the historic presence of industry on the property, the presence of non-compliant PBS or CBS tanks, hazardous waste generators, open spill sites where contamination has not been fully addressed or are properties listed in the NYSDEC Environmental Remediation Site Database.



VIEW OF THE ERIE CANAL IN THE SOUTHERN PORTION OF THE STUDY AREA.

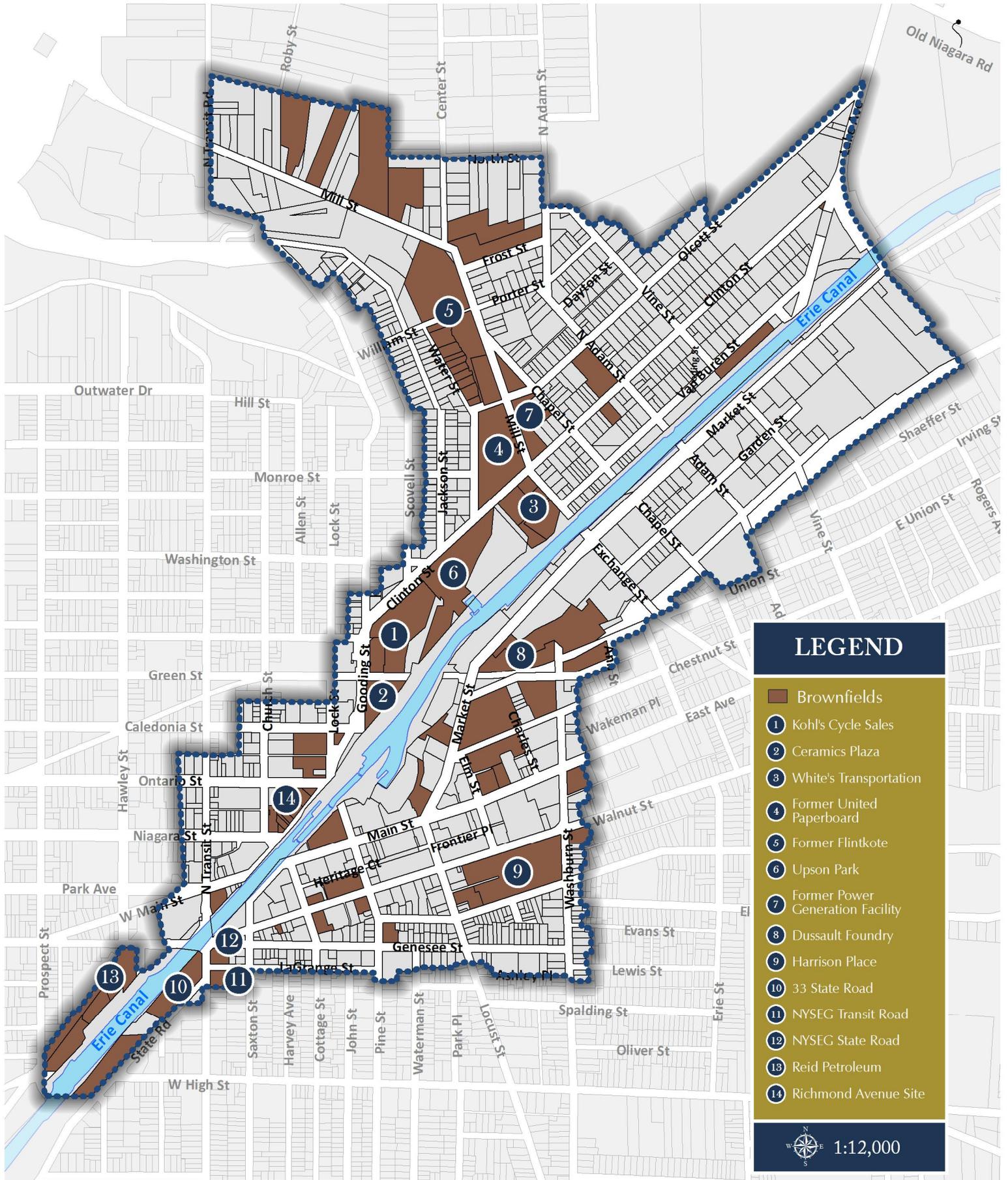
While many of these sites possess known contamination issues, it may be necessary to conduct additional environmental site assessment work (i.e., Phase I, Phase II, or Phase III) at a later date to ascertain the extent to which the property is contaminated.

Based on a review of the 52 brownfield properties located in the Study Area, 14 were identified as key brownfield sites (see Map 4). These sites include:

- Kohl's Cycle Sales
- Ceramics Plaza
- White Transportation
- Former Flintkote Site
- Former United Paperboard Site
- Upson Park
- Former Power Generation Facility
- Dussault Site
- Harrison Place – 160 Washburn Street
- Vacant City Parcel – 33 State Road
- NYSEG Transit Road
- NYSEG State Road

- Reid Petroleum
- Richmond Avenue Site

A summary of each site can be found on the following pages, while more detailed information is located in Appendix 3.



Potential Brownfields

Lockport Tourism Focus Area

MAP

4

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Program.



SITE 1 – Kohl's Cycle Sales

The former Kohl's Cycle Sales property is located at 71 Gooding Street and 2 Clinton Street in the central portion of the Tourism Focus Area. This site includes two parcels totaling 5.08 acres (0.77 acre and 4.31 acres), both of which are owned by the City of Lockport. An approximately 17,000 square foot brick and stone building is located on the property and historically served as part of the Holly Manufacturing Plant between 1864 and 1904, producing sewing machines, steam heating systems, fire hydrants and other hydraulic machinery. Between 1909 and the 1930's, the building served as the location of a number of industrial enterprises, including a brass bed manufacturer, a foundry, a machine shop and a pulp warehouse. The property was purchased by Walter Kohl in the 1950's, who used the building as a motorcycle sales, service and warehousing location until going out of business in the 1990's. The City of Lockport foreclosed on the property due to unpaid taxes in 2008.

Due to the significant industrial presence on the subject parcel over the past 200 years, the potential for environmental contamination is likely. A series of Environmental Site Assessments (ESA) was completed by Niagara County using EPA grant funding. A Phase 1 ESA was completed in September of 2007. A Phase 1 was also completed for the adjoining site at 2 Clinton Street in August of 2013. A draft Phase II ESA was completed at both sites in May 2014.

On July 30, 2013, a heavy fire tore through the buildings, leaving them damaged to the point that demolition was required. The site have now been cleared and regraded.



SITE 2 – Ceramics Plaza

The Ceramics Plaza property is located at 95 Union Street, immediately south of the Kohl's Cycle Sales property in the central portion of the study area. The property is approximately 1.43 acres in size and is currently a vacant parcel. The property is separated from the former Kohl's property by the active Falls Road Railroad right-of-way. The property is currently owned by the Hydraulic Race Company and is used as parking for the Lockport Cave Tours.

Historically, the property served as a flourmill machinery factory for Richmond Manufacturing Company, beginning in the 1880's, and subsequently as a ceramics factory. All buildings on the property have been razed, leaving piles of demolition debris that remain today. The historic industrial use of the property and the presence of demolition debris on-site indicate that contamination may exist on the property. As no environmental investigations have been conducted on the property, additional studies prior to

redevelopment are warranted to determine the presence or absence of contamination.

SITE 3 – White Transportation

The White Transportation site includes four properties at 30, 34, 38 and 40 Mill Street, in the north-central portion of the Study Area. These properties are owned by Gertrude White and combine for 2.18 acres. A vacant 5,915 square-foot building remains on the northern portion of the site. The northern portion of the site was used by the New York Cotton Batting Company and James O Ring Company between 1909 and 1948, before being purchased by the White family, who used the property for tractor trailer maintenance and storage until the 1990's. The southern portion of the site was home to the Niagara Paper Mills (1875-1898), the D.C. Graham Box Factory (1903), L. Huston Cold Storage Facility (1903-1937), the Lockport Leather Board Company (1909-1914) and the Simon William Brewery (1940-1952) before its purchase by White Transportation.

The site comprises Operable Units 1 and 5



in the Class 2 Eighteenmile Creek Corridor State Superfund Program Environmental Remediation Site. A Phase I ESA was completed by Niagara County in 2002, with the NYSDEC conducting additional field reconnaissance at the site in 2005 as part of the Eighteenmile Creek Corridor Remedial Investigation.

The property is also part of a NPL Federal Superfund site. The Environmental Protection Agency (EPA) proposed a plan in August 2013 for remediating the Eighteenmile Creek Corridor Superfund site, which includes the White Transportation property. The plan consists of three phases. Phase 1 includes relocating approximately five families from their residential properties and demolition of their homes, plus acquiring approximately nine properties on Water Street that will be remediated. In addition the former Flintkote building on Mill Street will be razed. Phase 2 will address contaminated creek sediments and soil at several industrial and commercial properties in the creek corridor. The third phase will address contaminated sediment

in the creek from Lockport to its discharge at Lake Ontario.



SITE 4 – Former United Paperboard Site

The former United Paperboard site consists of two parcels located at 62 and 70 Mill Street in the north-central portion of the Study Area. 70 Mill Street is the northernmost of the two parcels, covering approximately 1.25 acres and is currently vacant. Located immediately south of 70 Mill Street, 62 Mill Street covers approximately 6.28 acres and is home to Duraline Abrasives. During the 1880's and 1890's the two properties were the location of a lumber company, before United Paperboard operated its paper company between the 1890's and 1948. The properties comprise Operable Units 1 and 3 in the Class 2 Eighteen Mile Creek Corridor State Superfund Program Environmental Remediation Site.

Extensive environmental investigations have been conducted on the former United Paperboard site. Sampling conducted by NYSDEC between 1987 and 2009 detected significant concentrations of PCBs and lead. A number of other inorganic and metallic

contaminants were discovered in these sediment samples, including arsenic, cadmium, chromium, mercury, silver and zinc. Supplemental investigations found elevated levels of SVOC's, VOC's, pesticides, heavy metals and PCB's.

As discussed under Site 3 (White Transportation), the Former United Paperboard site is part of the NPL Federal Superfund site. As such, the measures listed for Site 3 also apply to this site.

SITE 5 – Former Flintkote Site

The former Flintkote site includes two parcels covering 8.24 acres located at 198 and 300 Mill Street in the north-central portion of the Study Area. Between 1928 and 1971, Flintkote operated a sound-deadening tufting felt manufacturing plant. The properties comprise Operable Units 1 and 2 in the Class 2 Eighteenmile Creek Corridor State Superfund Program Environmental Remediation Site.



A portion of the Flintkote Site was previously listed as a Class 3 Site (Site No. 932072) in the Environmental Remediation Program. The site was removed from the program in 1985, after the contaminated drums were taken from the property. In 1991, a number of additional drums containing hazardous materials were removed from the site and disposed of off-site by a NYSDEC Drum Removal Action. Soil samples taken by NYSDEC in 2006 contained ash and failed the Toxicity Characteristic Leaching Procedure Regulatory Limit for lead, resulting in the soils being classified as hazardous waste. Other contaminants identified on-site included arsenic, chromium, copper, PCB's and zinc. In 1999, the NYSDEC conducted an investigation of the entire Flintkote property and found that it was covered by approximately four acres of ash, ranging between 0.9 to 24.9 feet deep.

Niagara County conducted a Site Investigation under the NYSDEC Environmental Restoration Program (ERP) to supplement data from the 1999 report. Both

investigations revealed that approximately 46,500 cubic yards of ash exist within Operable Unit 2. The NYSDEC issued a Record of Decision for the Flintkote properties in 2006 that included a series of remediation recommendations. In July 2006, Niagara County requested to withdraw from the ERP due to its inability to fund the cost of the remediation, which was granted in February 2008. The property was subsequently incorporated into the Eighteen Mile Creek Corridor State Superfund Site.

As discussed under Site 3 (White Transportation), the Former United Paperboard site is part of the NPL Federal Superfund site. As such, the measures listed for Site 3 also apply to this site.



SITE 6 – Upson Park

Upson Park is located at 100 Clinton Street in the central portion of the Study Area. The property is approximately 6 acres and is owned by the City of Lockport. The site is public parkland covered mostly by forest. Between 1885 and 1892, the site operated as a canal boat building company, followed by a pulp mill and company operated between 1892 and 1928. Between 1928 and 2005, the property existed in a state of disrepair until the city of Lockport purchased the property and converted it into parkland.

As part of the Eighteen Mile Creek Corridor Remedial Investigation Report prepared in 2006, soil, groundwater and Creek sediment were studied to determine the nature and extent of contamination on the Upson Park property. PCB's and SVOC's were detected in the surface soils, which primarily comprised ash-fill, metal, glass, brick and buttons. Heavy metals including arsenic, antimony, chromium, lead, mercury, selenium and silver were also detected in samples. Additional soil and creek sediment

samples were taken in 2009 as part of the Supplemental Remedial Investigation prepared for the Eighteen Mile Creek Corridor and found significant concentrations of PCB's, pesticides, SVOC's and heavy metals in surface and subsurface soil samples.

As discussed under Site 3 (White Transportation), a Remedial Action Plan was completed in 2010 for the Eighteen Mile Creek Corridor State Superfund Program Environmental Remediation Site. This plan identified a series of remediation measures that apply to several of the brownfields located in the Tourism Focus Area, including Upson Park (Site 6). As such, the measures listed for Site 3 also apply to this site.



SITE 7 – Former Power Generation Facility

The former power generating facility is located at 89 Mill Street in the north-central portion of the study area. The parcel is approximately 2.11 acres in size and is privately owned. The 16,640 square foot building was constructed in the 1900's and historically served as a coal-fired power plant, supplying electricity to the adjacent United Paperboard site. A coal dump building was also located immediately south of the existing building, however this building no longer exists.

The remaining brick mill building has remained vacant and in disrepair since the 1960's. The roof of the building has collapsed, the windows have been removed and the remaining portions of the building have been looted. The current owner purchased the property in 2010 with the intent to demolish the existing mill power facility building and in its place, develop the site for strip retail, including a convenience store and gas filling station. Demolition commenced in the autumn of 2010. The

New York State Department of Labor issued a "stop work order" on demolition activities at the site shortly after demolition was begun after it was discovered that the existing mill building contained a significant amount of asbestos-containing materials, and that the property owner had neither developed an asbestos abatement plan for the site nor hired contractors licensed in the removal of asbestos-containing materials.

While no additional abatement or demolition work has occurred on the property since 2010, the most recent plan developed by the USEPA indicates that this building is slated for demolition.



SITE 8 – Dussault Foundry Site

The former Dussault Foundry site includes two parcels located at 2 and 10 Washburn Street in the central Study Area. The parcel at 2 Washburn Street is approximately 4.1 acres in size and the parcel at 10 Washburn Street is approximately 1.7 acres in size. The site is listed as a non-NPL CERCLIS site by the Environmental Protection Agency (EPA).

The property served as a 42,000 square foot cast iron and ductile steel foundry between 1915 and 1995. Using EPA grant funding, Niagara County conducted a Phase I Environmental Site Assessment (ESA) in 2000 and a Phase II ESA in 2002. Based on the results of the ESAs, the EPA conducted a removal action in 2003. The EPA removed 244 drums of flammable and reactive materials, 300 cubic yards of asbestos, 5 aboveground bulk storage tanks, 400 tons of foundry sand and other miscellaneous debris and garbage from within the on-site buildings and on the grounds of the property. The City of Lockport took possession of the property by tax foreclosure in 2010. Due to the lingering presence of asbestos in roofing and window

materials, the City of Lockport was awarded a \$200,000 subgrant from the American Recovery and Reinvestment Act (ARRA) funded Niagara County Brownfield Cleanup Revolving Loan Fund Program for building demolition and asbestos abatement. During initial abatement work, soil contamination was discovered. Niagara County approved a grant increase to address PCB contaminated soil and the removal of contaminated foundry sand. Remediation was completed in 2012 and the site is ready for redevelopment.

The Dussault Foundry site is located adjacent to the former Jubilee Food Market, the site for the proposed Lockport Ice Arena complex. To support the proposed ice rink, initial conceptual site planning has been conducted for the former Dussault property. These initial conceptual site plans show the Dussault property as the location for parking, an outdoor arts exhibit, an amphitheater, an events center and a bike trail connecting the property with Market Street at the base of the Niagara escarpment just north of the property.



SITE 9 – Harrison Place

Harrison Place is located at 160 Washburn Street in the southeastern portion of the Study Area. The 6.86-acre parcel includes 5 buildings and 483,280 square feet of space. The site is a Class A NYSDEC Environmental Remediation Program site. The property is also listed as a large quantity generator of hazardous waste and was the location of waste oil and gasoline spills between 1995 and 2005. The property contains three 20,000 gallon underground petroleum bulk storage tanks, one 1,180 gallon aboveground petroleum bulk storage tank and one 2,500 gallon aboveground petroleum bulk storage tank, all closed before 1991.

From 1914 to 1987, the property served as the site of the Harrison Radiator Division of General Motors, where copper and metal automobile parts were manufactured. Activities involved in producing automobile parts included metal finishing, pressing and assembly, lead-soldering, washing/degreasing, injection molding painting and tool design. To support revitalization of Harrison Place, a Phase I

ESA was conducted in 2006 by Niagara County using EPA grant funding. The presence of the petroleum bulk storage tanks, petroleum staining on the building floors and on the soil above the closed bulk storage tanks, peeling of potentially lead-based paint, the presence of transformers/ballasts with the potential to contain PCB's and potential asbestos-containing materials were all noted.

A Phase II ESA was conducted in 2009, also by Niagara County using EPA grant funding, close to the underground petroleum bulk storage tanks. While soils in the vicinity of these tanks contained low concentrations of petroleum contaminants, contamination levels did not surpass violation thresholds. In 2010, the site was added to the NYSDEC Environmental Restoration Program and a site characterization was completed. This characterization concluded that low concentrations of solvents and petroleum products were limited to the soil and groundwater in areas around the closed petroleum bulk storage tanks, and that there was no evidence of significant soil impacts beneath the any of the buildings.



The building is being actively promoted for reuse and a number of new tenants have moved in to take advantage of the flexible space being offered.

SITE 10 – Vacant City Parcel (33 State Road)

The property located at 33 State Road is owned by the City of Lockport and situated in the southwestern tip of the study area. The property is approximately 2.1 acres in size and is currently vacant. Historically, the property has been the location of a stone quarry, Ellicot's Washing Machine Works, White and Clifford's Lumber Yard and Niagara Textile.

A fire destroyed the 80,000 square foot Niagara Textile building in 1965, and only the building's concrete foundation exists today. A Phase I ESA was completed for the property by Niagara using EPA grant funding in 2006, concluding that the property was potentially contaminated by coal tar from the former Transit Road Manufactured Gas Plant and adjacent NYSEG State Road environmental

remediation site. A Phase 2 Environmental Site Assessment was also completed by Niagara County with APA grant funding in January of 2012.

A portion of the property along State Road is used by Garlock's restaurant for overflow parking and as a location for one of the restaurant's grease dumpsters. Three groundwater monitoring wells are also located on the property that were installed as part of the NYSEG Transit Street Manufacturing Gas Plant Site remedial investigations.



SITE 11 – NYSEG Transit Road

The NYSEG Transit Road site is a 0.87 acre parcel located at 18 South Transit Road in the southwestern portion of the Study Area. A portion of the site is currently utilized as an active NYSEG substation. The site is classified as a Class A State Superfund Program site.

The property was the location of the Transit Road Manufactured Gas Plant (MGP), which operated on site between 1851 and 1927. Historic site structures included a number of gas holders ranging between 15,000 and 150,000 cubic feet, coal carbonizing retorts, tar tanks, oil tanks, a purifier house and a coal handling/storage facility. Structures associated with the MGP operation were demolished between 1928 and 1948. Site screening and sampling was conducted from 1982 to 1985 and 1991 to 1995. On-site sampling found that soils and groundwater were contaminated with benzene, toluene, ethylbenzene and xylenes (BTEX), PAH's and coal tar. A remedial investigation and feasibility study were completed in 2007 and 2009, respectively.

A Record of Decision was signed in 2009, and the following permanent remedial measures are being implemented:

- A remedial design program providing details for construction, operation, maintenance and monitoring of the remedial program;
- Relocation of NYSEG substation equipment on-site to allow for soil excavation;
- Excavation and removal of 7,200 cubic yards of contaminated soils;
- Installation of an overburden NAPL collection trench and collection wells;
- Installation of a 12-inch geomembrane and crushed stone surface layer;
- Construction of a 600 linear foot grout wall within on-site bedrock downgradient from the NAPL trench;



- Dredging and dewatering of 1,200 cubic yards of Erie Canal sediment;
- Execution of an environmental easement limiting future use to commercial and industrial only; and
- Development of a site management plan.

SITE 12 – NYSEG State Road

The NYSEG State Road site is a 1.9 acre parcel located at 73 State Road in the southwestern tip of the Tourism Focus. A NYSEG natural gas regulator station and gravel parking area are currently located on-site. The property is a Class C NYSDEC State Superfund Program Site. The property was historically the location of a processing plant for the nearby Transit Street Manufactured Gas Plant (MGP) between 1900 and 1911. Site structures once included a 500,000 cubic foot gas holder, tar tanks, a tar sill, a warehouse and an office. On-site structures were demolished between 1948 and 1969. Site screening and sampling conducted between 1990 and

2000 found that site soils were contaminated by polycyclic aromatic hydrocarbons (PAH's) and coal tar resulting from historical industrial activity on-site. Interim remedial measures were conducted on site during the summer of 2003, and involved the excavation and removal of approximately 4,500 tons of contaminated site soils. A Remedial Investigation was completed for the property in 2007. A Record of Decision was issued by NYSDEC in 2007 and determined that the preferred remediation alternative would include the installation of a 1-foot thick soil/crushed stone layer along the surface of the site, the development of a site management plan and an environmental easement limiting the future use of the property to commercial or industrial. The cover system was installed in 2008, with the site management plan and deed restriction approved in 2010. In April 2014 Niagara County conducted a Phase I ESA at the site using EPA grant funding. Based on the Phase I ESA, the site is ready for redevelopment. The City of Lockport is currently pursuing the acquisition of this property.



SITE 13 – Reid Petroleum

The Reid Petroleum property is located at 100 West Genesee Street in the southwestern portion of the Tourism Focus Area. The property is 2.8 acres in size, is owned by Hawley Development Corporation and is actively used by Reid Petroleum Corporation.

However, Reid Petroleum is classified by the EPA as a “small quantity generator of hazardous waste,” and the property contains active petroleum bulk storage tanks. The property was previously licensed by NYSDEC as a Major Oil Storage Facility (MOSF) until 1995. A number of petroleum, waste oil, diesel and fuel oil spills have been registered with NYSDEC for the property between 1979 and 2004, resulting in soil, groundwater and site surface water impacts. Lingering contamination on the property is likely due to the property’s historical use and the number of spill events.

Additionally, the site is located along the entry road for the proposed Lockport Harbor & Marine Center. The purpose of a new harbor and marine center is to provide these facilities within walking distance of the City’s downtown, where visitors can leave dock their boats and enjoy local shopping and restaurants. Once the Marine Center is completed, Reid petroleum will become a primary gateway to that facility.



SITE 14 – Richmond Avenue Site

The Richmond Avenue project site is a block of nine properties (49, 51, 53, 57, 69, and 79 Canal Street, 16 and 18 Church Street, and 7 Niagara Street) located between Canal Street, Church Street and Niagara Street in the southwestern portion of the Study Area. The site is approximately 2 acres and includes commercial buildings and paved parking, walking and motor vehicle circulation routes. The site is a Class C NYSDEC Environmental Restoration Program site.

Active uses on these properties include Sweet Ride Rentals (51 Canal Street), a bicycle rental business that operates seasonally and Zimmie’s Service, Inc., an active automobile repair facility at 7Niagara Street. The remaining portions of the site are primarily used for parking, while a covered pedestrian seating area along the Erie Canal is located between buildings on-site.

Historically, the properties were the location of a gasoline service station, and

automobile repair facility, a machine shop, a dry cleaner, a junkyard, leather manufacturing and other manufacturing activities. Under the ERP, a site investigation was conducted in 2003 finding that the past industrial and commercial uses of the properties caused significant arsenic, chromium, lead, mercury and petroleum contamination. As a result, interim remedial measures were conducted in 2003 and 2004. Interim remedial measures included establishment of a Soil Management Plan (SMP), removal of two petroleum bulk storage tanks, garbage and refuse and 2,400 tons of contaminated site soils. Permanent remedial measures on-site include placement of a 12-inch layer of clean fill soil over existing soils, and a 6-inch layer of pavement, concrete and brick pavers over contaminated soils for sidewalks and parking areas.

A Record of Decision was issued by NYSDEC in May 2004 indicating that no additional remediation work was needed. An environmental easement was filed by the property’s owner, the City of Lockport, in



May 2009. The easement allows for commercial and industrial uses on the property, so long as the property is not used for the growing of crops or raising of livestock, no residential units are proposed for the ground floors of on-site buildings and on-site soils are managed in accordance with the adopted SMP.

BROWNFIELD KEY FINDINGS

- 1 The Lockport Tourism Focus Area includes 75 properties that were identified as potential brownfield sites, covering approximately 25% (97 acres) of total land area in the Study Area. The significant industrial history along the Erie Canal and Eighteenmile Creek corridors have resulted in potential contamination issues that will shape future redevelopment activities.
- 2 Redevelopment of potential brownfield sites may require additional environmental investigations to determine the type, presence and extent of contamination on each property. Investigation and remediation activities, both from the perspective of costs and time, will need to be factored into future redevelopment scenarios.
- 3 Publicly-owned underutilized and brownfield properties in the Tourism Focus Area provide opportunities for redevelopment or reuse. Properties located along the Erie Canal, including the former Kohl's Cycle Sales site and 33 State Road, are properties where redevelopment potential exists to support expanded tourist amenities.

SEVERAL BROWNFIELDS HAVE RECENTLY BEEN REMEDIATED IN LOCKPORT

DUSSAULT ENVIRONMENTAL REMEDIATION



through the
**Niagara County Brownfield
Development Corporation**
William L. Ross, Chairperson



City of Lockport

Underutilized & Vacant Sites

Underutilized properties present redevelopment opportunities in urbanized areas as they offer developable land where vacant sites are limited. Underutilized sites in the Tourism Focus Area generally include vacant properties and properties with minor improvements or that are only partially developed (see Figure 14).

Underutilized sites were identified by reviewing the parcel database for lands classified as vacant. During the summer of 2012, a field review was conducted to confirm these properties remained vacant. In addition to verifying vacancy status, the field investigation also identified non-vacant parcels determined to meet one of the following three underutilized criteria:

- Is improved, but with no active uses;
- Is improved, but not functioning to the highest and best use; or
- Is partially developed/utilized.

Based on the results of the desktop and field investigations, a total of 158 underutilized sites were identified in the Study Area, accounting for 97.9 acres of land (see Map 5 and Figure 18).

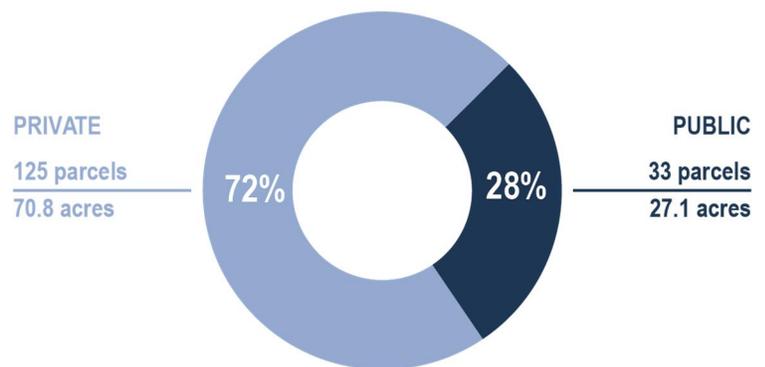
Underutilized properties comprise approximately 25% of total land in the Study Area and are concentrated primarily along the Eighteen Mile Creek corridor on former industrial parcels. These include the former Flintkote, United Paperboard, the United Paperboard Power Generating Mill and White Transportation properties.

Several vacant residential properties were also identified as part of this analysis. These properties are interspersed throughout the Old Lockport neighborhood, as well as the neighborhoods along Washburn Street and

Underutilized, publicly-owned properties located in the Tourism Focus Area provide excellent opportunities for redevelopment.

Genesee Street, creating opportunities for infill development.

A comparison of the ownership of underutilized sites in the Study Area is illustrated below in Figure 14. Thirty-three underutilized parcels (27.1 acres) are publicly-owned, accounting for approximately 28% of the underutilized land and 7% of total land in the Tourism Focus Area. Several publicly-owned underutilized sites could be viewed as key opportunities for redevelopment within the Tourism Focus Area, including the Canalside property at 33 State Road, the former Kohl's Cycle Sales



building, the former municipal parking garage site and the Dussault Foundry site.

FIGURE 14: UNDERUTILIZED SITE DISTRIBUTION IN THE TOURISM FOCUS AREA
(City of Lockport)

UNDERUTILIZED SITES KEY FINDINGS

- 1 The identification of underutilized sites throughout the Study Area helps to provide a level of insight into areas where targeted redevelopment initiatives can be focused.
- 2 The presence of underutilized, publicly-owned properties within the Tourism Focus Area provides excellent opportunities for redevelopment. Specifically, underutilized properties such as the Kohl's Cycle Sales site and Municipal Parking Garage are sites where strategic revitalization initiatives could have a major positive impact on the Tourism Focus Area.
- 3 The presence of privately-owned and publicly-owned underutilized land along the Eighteenmile Creek corridor is directly related to the environmental contamination caused by the historical industrial uses on the properties. Due to the obstacles inherent in the redevelopment of brownfields, environmental remediation will be an important part of the revitalization strategy.





Strategic Sites

The Tourism Focus Area has several strategic sites that are important to the future revitalization of the City of Lockport. These sites, either separately or in tandem with other sites, have the highest potential to act as catalysts for renewal and investment in the Study Area.

The strategic sites identified for the Tourism Focus Area met one or more of the following criteria:

- Strategic location (e.g., proximity to the Erie Canal, Main Street, downtown gateways, etc.);
- Ownership status (i.e., vacant vs. occupied, public vs. private);
- Brownfield status;
- Adequacy and availability of infrastructure;
- Potential to improve quality of life;
- Potential to provide amenities to the public;
- Potential to realize the vision for revitalization of the community;
- Potential to catalyze growth in the vicinity of the site; and
- Accessibility.

Strategic Sites that are brownfields may also be eligible for site assessment funding in Step 3 of the Brownfield Opportunity Area process. The viability for proposing a strategic brownfield site for assessment funding is based, in part, on the level (or absence) of environmental due diligence previously conducted on that site. Past environmental due diligence activities include the preparation of Phase I and

Phase II ESA's, the preparation of a site characterization study, remedial investigation/feasibility study or remedial design, as well as the implementation of remedial measures as part of a New York State or Federal remediation program.

Eleven (11) Strategic Sites were identified in the Tourism Focus Area, accounting for 29 properties covering 57.8 acres (see Map 6), including:

- Upper Terminal Site;
- 33 State Road Property;
- Ceramics Plaza;
- Former Municipal Parking Ramp;
- Former Kohl's Cycle Sales Site;
- F&M Building;
- Union Station;
- Harrison Place;
- Former Jubilee Food Market;
- Dussault Foundry Site; and
- Eighteenmile Creek Corridor.

Summary descriptions of each strategic site identified in the Study Area are provided on the following pages.

Strategic Site 1 – Upper Terminal Site

This vacant property is located along the Erie Canal and is owned by the New York State Canal Corporation. The property was identified in the 2011 Harbor and Marine Center Feasibility Report as the preferred location for a new canal-access point and park with amenities for canal boaters. In addition to the inland harbor noted above, the site should also be developed to eventually accommodate a full service waterside restaurant. The redevelopment of



this property as an inland harbor will also provide boaters with direct access into downtown, addressing one of the primary goals of this Nomination Study – to provide access to canal boaters to encourage them to shop, eat and stay within the City.

Strategic Site 2 – 33 State Road Property

This 2-acre vacant property is owned by the City and is accessible from State Road. The parcel is located across the Erie Canal from the Upper Terminal site and is adjacent to the Transit Road commercial corridor. This parcel was considered as an alternative site for the inland harbor conceptually proposed in the 2011 *Harbor and Marine Center Feasibility Report*. Impediments to redevelopment include the potential for on-site contamination. A Phase I and 2 ESAs



were completed which concluded that the property may be contaminated by coal tar by the former Transit Road MGP. Discussions with the NYSDEC, however, indicate that this site is has been deemed clean. Despite potential environmental constraints, the site is large enough to support mixed-use or upscale multi-family

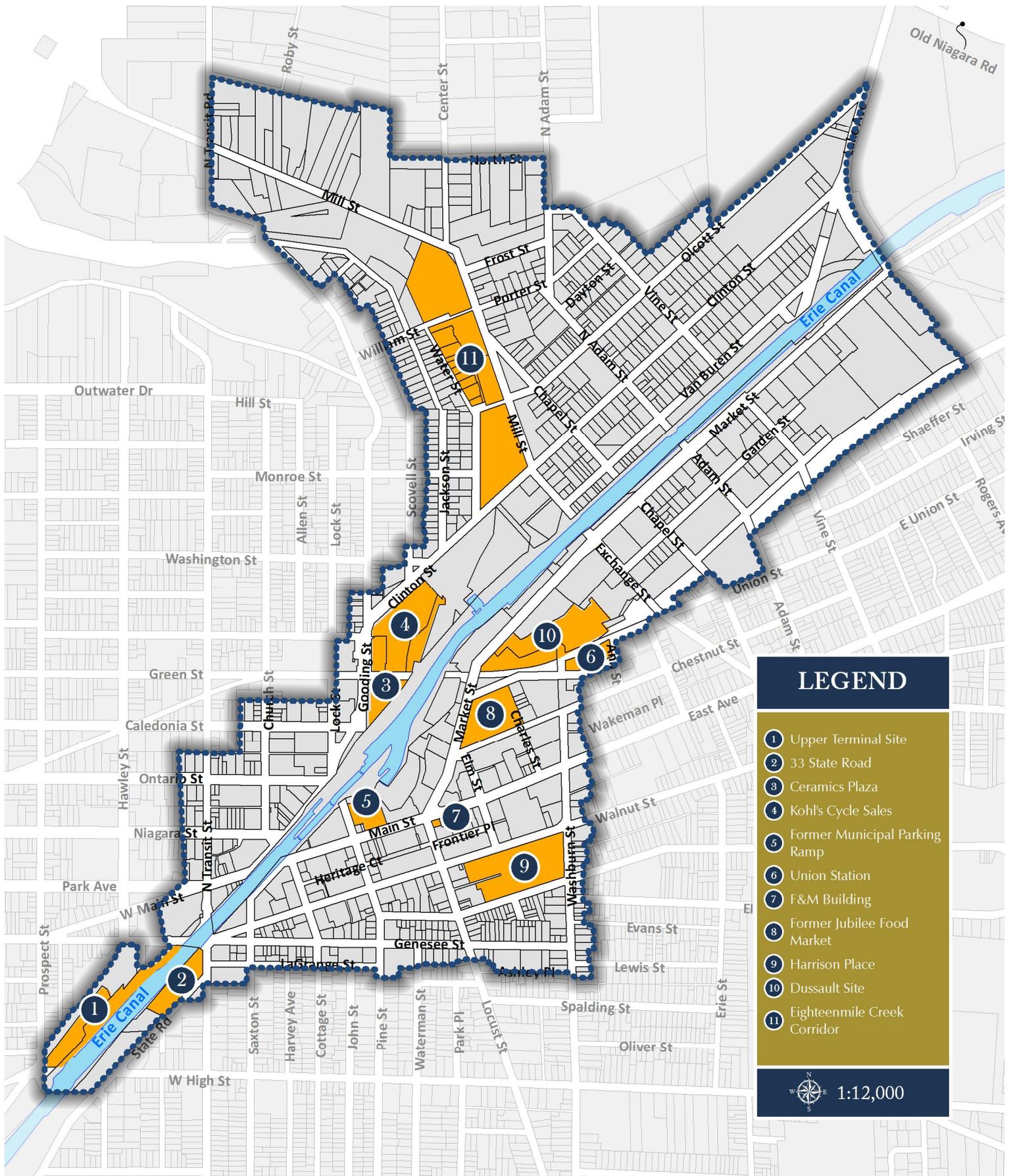
residential development, which was identified as suitable for this site.

Strategic Site 3 – Ceramics Plaza

This 1.4-acre site at 29 Gooding Street offers expansive views overlooking the Erie Canal and the Flight of Five Locks. The property is owned by the Hydraulic Race Company, which uses a portion of the site for access and parking to the Lockport Cave & Underground Boat Ride. The property was



historically part of the Birdsill Holly/Richmond Manufacturing complex. The property may contain environmental contamination due to its industrial past, although no investigations have been conducted. The property is also adjacent to the Falls Road Railroad and would be a candidate for site assessment funding during Step 3 of the BOA process. The most appropriate use of this site is for commercial purposes, such as a professional or commercial office building, which would be compatible with the surrounding mix of land uses. Other potential uses include a train stop location for Medina Railroad Museum excursions, a boutique hotel or mixed-use commercial/residential development.



LEGEND

- 1 Upper Terminal Site
- 2 33 State Road
- 3 Ceramics Plaza
- 4 Kohl's Cycle Sales
- 5 Former Municipal Parking Ramp
- 6 Union Station
- 7 F&M Building
- 8 Former Jubilee Food Market
- 9 Harrison Place
- 10 Dussault Site
- 11 Eighteenmile Creek Corridor

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Strategic Site 4 – Kohl's Cycle Sales



The Kohl's Cycle Sales site includes 3 parcels on approximately 5 acres at 71 Gooding Street. The Kohl's site was historically part of the Holly Manufacturing Complex, though more recently it was used to store and maintain motorcycles. This property is owned by the City of Lockport. Due to the complex industrial history of the site, a Phase I ESA was conducted in 2010, which recommended that additional environmental due diligence be postponed until the unsafe building is demolished. On July 30, 2013, a heavy fire tore through the buildings, leaving them damaged to the point that immediate demolition was required. A draft Phase II ESA was completed in May 2014 by Niagara County using EPA grant funding which indicated that additional assessment is required prior to property redevelopment.

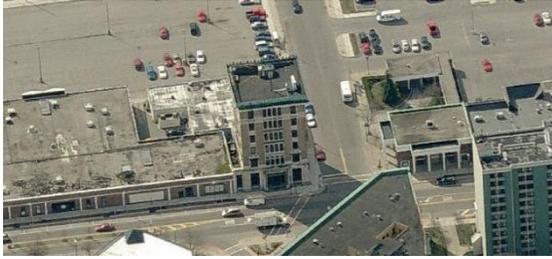
This site is well-configured and offers flexibility in facility layout and site design and could accommodate onsite parking commensurate with intensive uses. Road access, sidewalks, water and sewer service are located at the site boundary, while the size would allow for onsite buffering from the residential areas to the northwest. The most suitable uses for this site include an advanced manufacturing facility or a mixed-use commercial/residential development.

Strategic Site 5 – Former Municipal Parking Ramp

The former Municipal Parking Ramp is located on a 1.3 acre property in the heart of the City's downtown. The 5-story concrete ramp was demolished in 2013 and has been replaced by a two-level surface parking lot. Site access is currently provided at both Pine Street and Main Street. The property presents a significant opportunity to act as a revitalization catalyst due to its location in downtown Lockport, its proximity to the Erie Canal and the Canalway Trail and its high visibility to residents, business owners and tourists. Current plans for this site are to maintain the newly-constructed surface parking lot. Long-term uses, however, could include a hotel or mixed-use building.



Strategic Site 6 – F&M Building



The privately-owned, underutilized F&M Building is located at 115 Main Street, in the east-central portion of the study area. The six-story building was constructed in 1910, and is the tallest building in Lockport. The building was identified as a strategic site due to the building's vacancy status and the building's location in downtown Lockport.

Although it is not on the market and the owner has not expressed an interest in developing it, the building has long term appeal for mixed-used commercial/residential development with high-rent loft apartments on the upper floors. It should remain on the economic development radar screen, and opportunities for its use should continue to be assessed until such time as the right deal comes along and/or the owner agrees to put it on the market.

Strategic Site 7 – Union Station

The former Union Station is located on a 1-acre property at 95 Union Street. Constructed in 1889 as a rail station, the building most recently served as a restaurant before a series of fires destroyed much of the building in the 1970's. The building is currently on the National Register of Historic Places. The existing structure, although not in prime condition, is visually appealing and private investors typically are attracted to smaller historical properties for limited types of uses (e.g.,

interpretative museum, event space). The property is located in close proximity to a number of successful or impending redevelopment projects, including the Niagara Produce of Lockport building, the development of the Lockport Ice Arena and the redevelopment of the Dussault Foundry site.

The community's success in utilizing this property and adjacent properties as music venues indicates a need for this type of facility in Lockport. Existing automobile access to this site and available land for onsite parking would support development for performing arts and special events.



The City of Lockport has developed a conceptual reuse plan for the site that depicts an entertainment venue located in the stabilized remains of the building. Any reuse plan should be sure to include improved pedestrian access from downtown Lockport and adjacent residential areas.

Strategic Site 8 – Harrison Place



This 6.8-acre site is located at the corner of Washburn and Walnut Streets in the southern portion of the Study Area. The property is a brownfield listed in the NYSDEC ERP due to solvent and petroleum contamination. From 1914 to 1987, the site was used for automobile part manufacturing. In the past decade, the property has been home to a number of industrial and commercial enterprises and several community organizations (e.g., Challenger Learning Center, Trek, Inc.); however, much of the property remains vacant.

The revitalization of this site has the potential to catalyze additional economic growth, both at Harrison Place and in greater Lockport. Current marketing activities recognize the site's particular suitability for various uses and space needs (from 1,200 to 64,000 square feet), while focusing on the property's advantages for multi-tenant industrial, commercial, office and loft space users. The building complex is expansive and provides flexibility to locate tenants such that potential conflicts might be managed. This site should continue to be promoted as a location for advanced manufacturing and office use..

Strategic Site 9 – Former Jubilee Food Market

The 3.2-acre property is located at the corner of Chestnut Street and Washburn Street in the central portion of the study area. The site contains a 64,862 square foot building that served as a grocery store until its closure in 2011. The vacant building is slated for demolition and will be replaced by the Lockport Ice Arena. This regional economic development project is slated to commence in 2013/2014.



A market study and developer's proposal to reuse this property for an ice arena enjoys a high degree of community interest and support. While onsite parking for major events may be constrained, good site access and developed infrastructure favor development at this location. If the former city parking ramp is utilized for surface parking, then this could mitigate the parking issue here.

If this proposal does not come to fruition, other ways to utilize the existing structure might include call centers, education and technical training and some types of government offices, particularly those with high volumes of customer traffic such as state and federal regional service centers.

Strategic Site 10 – Dussault Foundry Site



The 5.8-acre site includes two properties located at 2 and 10 Washburn Street and is the former home of the Dussault Foundry, a manufacturer of cast iron and ductile steel between 1915 and 1995. Phase I and II ESA's identified contamination on the property that is likely the result of the site's long history of industrial uses. A number of EPA-sponsored removal actions and remediation activities were conducted between 2003 and 2012. The strategic location of the site between the Erie Canal and downtown Lockport provides significant redevelopment potential for the Dussault



Foundry site. At 5.8 contiguous acres, this site is sufficiently large to accommodate many types of development and it is a significant asset within the BOA. Direct frontage on the Falls Road Railroad offers good potential for industrial rail service. The site is currently owned by the City of Lockport and has been identified as a potential site for a park, a mixed-use or manufacturing building and additional parking in support of the Lockport Ice Arena initiative. However, development of this

property must be sensitive to its proximity to the Erie Canal gorge. To this end the buffering provided by onsite trees (some of these may need to be maintained) and the site's elevation serve to visually separate it from public spaces along the gorge. Adjacent industrial and business zoning and industrial/vacant land uses would be compatible with industrial or mixed uses.

Strategic Site 11 – Eighteenmile Creek Corridor

Within the Study Area, the Eighteenmile Creek Corridor comprises 13 properties along Eighteenmile Creek, west of Mill Street. This site covers approximately 15 acres and includes mostly vacant, previously industrial land, including the former Flintkote site and the former United Paperboard site. A number of occupied and vacant residential properties are located in the western portion of the site, with many of the existing residential buildings in various states of disrepair. An active industrial enterprise, Dura Line Abrasives, is located in the southwestern portion of the site. All of the properties within the Eighteen Mile Creek Corridor strategic site are brownfields, classified as NYSDEC environmental remediation sites, associated with contamination caused by the industrial entities historically located on the site along the Eighteen Mile Creek. The majority of the properties that make up the Eighteen Mile Creek Corridor strategic site are privately owned, except for the former Flintkote site owned by Niagara County and several vacant residential properties along Water Street owned by the City of Lockport.

The remediation proposed by the EPA and the NYSDEC has yet to be completed. Since the Market Analysis conducted as part of

this project concludes that there is currently no need for additional industrial properties in the Study Area, the Eighteenmile Creek Corridor could become naturalized open space for the benefit of wildlife and for recreational use.

Land Ownership Patterns

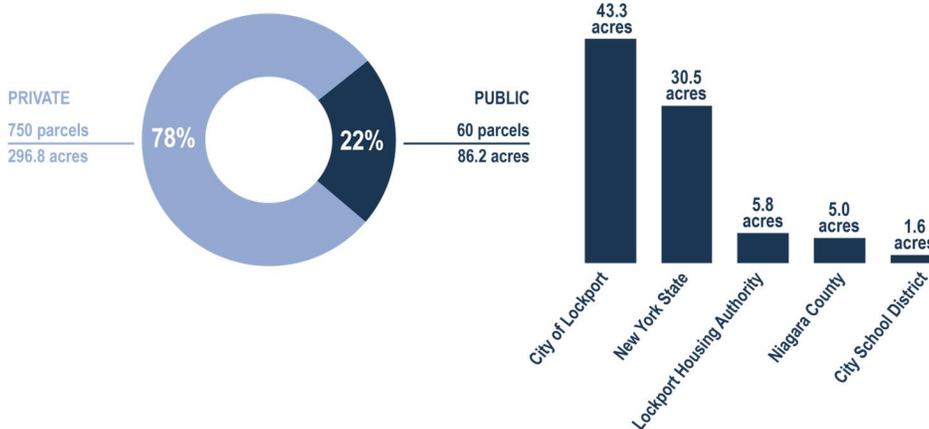
Property ownership in the Lockport Tourism Focus Area is an important consideration related to future revitalization initiatives. Understanding property ownership patterns can provide a better understanding of redevelopment potential within a community. Private property ownership can, at times, be an obstacle to redevelopment initiatives, while redevelopment of publicly-owned properties can often be easier to direct. Engaging both public and private property owners throughout the revitalization process will help identify redevelopment strategies that will not only be more representative of the community, but also

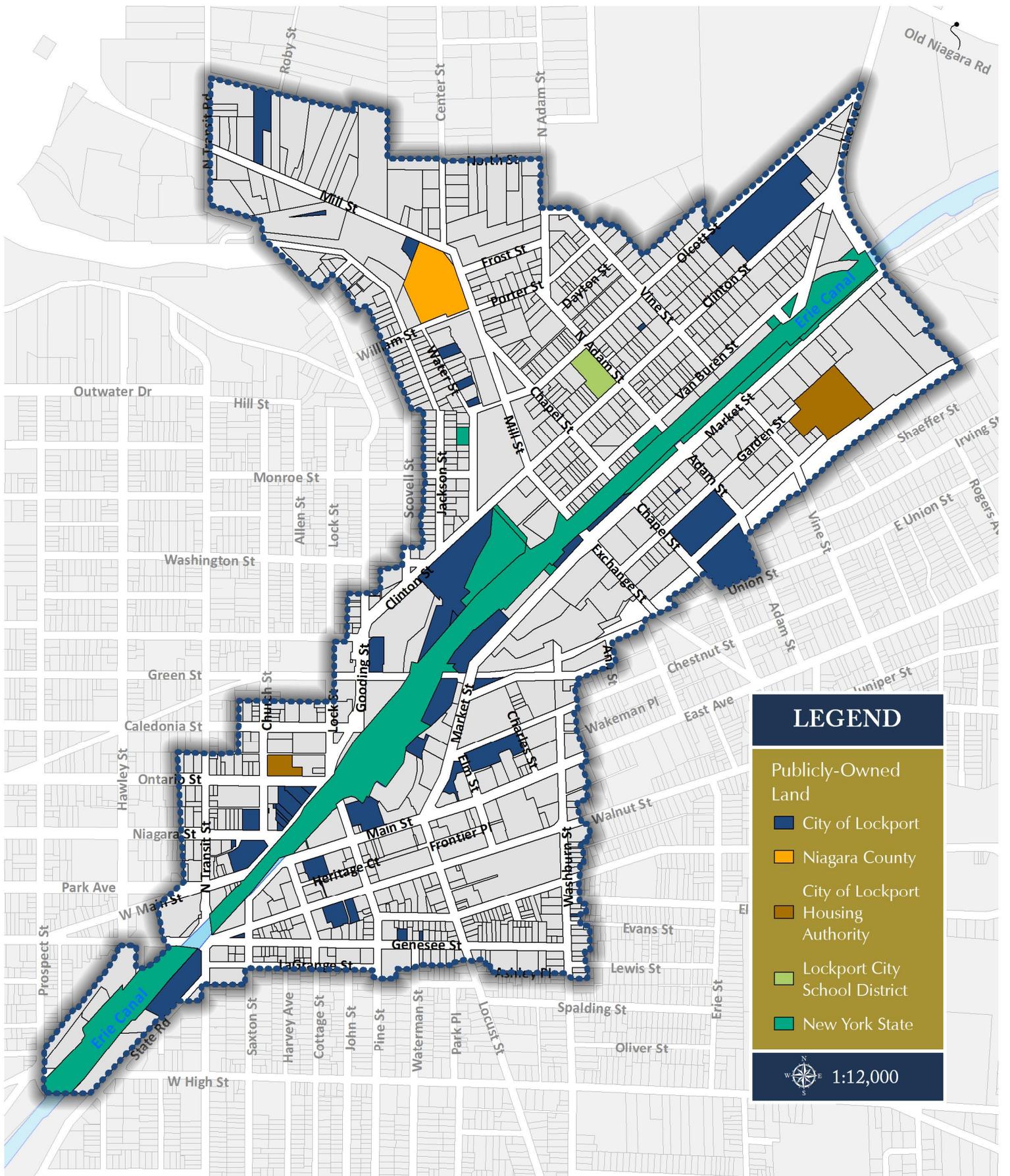
provide a less piecemeal, or parcel-by-parcel approach to redevelopment.

Based on a review of the parcel database, the Lockport Tourism Focus Area encompasses 60 publicly-owned and 750 privately-owned parcels. While publicly-owned parcels comprise only 7% of all parcels within the Study Area, they account for nearly 22% (86.2 acres) of total land area. Map 7 illustrates the locations of publicly-owned properties in the Study Area.

The largest public landholder in the Study Area is the City of Lockport, which owns approximately 45 parcels covering 43 acres, representing half of all publicly-owned lands in the Study Area (see Figure 15). Properties owned by the City are fairly concentrated along both sides of the Erie Canal, in the vicinity of Locks 34 and 35. Many of these properties, including the City Hall building, the Lockport Visitor Center, Upson Park and Dolan Park are active, popular destinations in the City of Lockport. The City also owns a number of surface parking lots serving the businesses in the Central Business District, including one on Main Street and another on Chestnut Street. Several properties, including the former municipal parking garage, the former Dussault Foundry properties and the canal-side property at 33 State Road are vacant and have the potential to serve as catalysts for revitalization due to their strategic locations along the Erie Canal and the Niagara escarpment.

FIGURE 15: LAND OWNERSHIP IN THE TOURISM FOCUS AREA
(City of Lockport)





Land Ownership

Lockport Tourism Focus Area

MAP
7

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Program.

The State of New York is the second largest public land owner in the Study Area. New York State owns 30.5 acres of land on 11 parcels within the study area, or 35% of all publicly-owned land within the Lockport Tourism Focus Area. These State-owned parcels comprise the Erie Canal right-of-way, the active Canal locks, the Canal Corporation maintenance facility (located off Exchange Street) and several State-owned Canal parks along Market Street. The State also owns a small 0.34-acre undeveloped parcel located at 26 Water Street, in the north-central portion of the Study Area.

The third largest public land owner within the Study Area is the Lockport Housing Authority, owning 5.8 acres on 2 parcels (7% of all publicly-owned land). These parcels include The Spires housing facility, a nine-story building located at 45 Ontario Street, and the Packet Square Apartment Complex, located at 99 Garden Street in the eastern portion of the Study Area.

In addition to identifying specific ownership, the amount of vacant publicly-owned land is also important when considering potential redevelopment scenarios. Based on a review of the parcel database, there are 24.9 acres (34 parcels) of vacant publicly-owned land located in the Tourism Focus Area. Just over one-half of vacant publicly-owned lands (12.7 acres) are under City ownership, representing excellent redevelopment opportunities.

There are also several large, privately-owned properties in the Study Area that are currently underutilized. These properties also represent potential redevelopment opportunities and should be considered when identifying revitalization strategies.

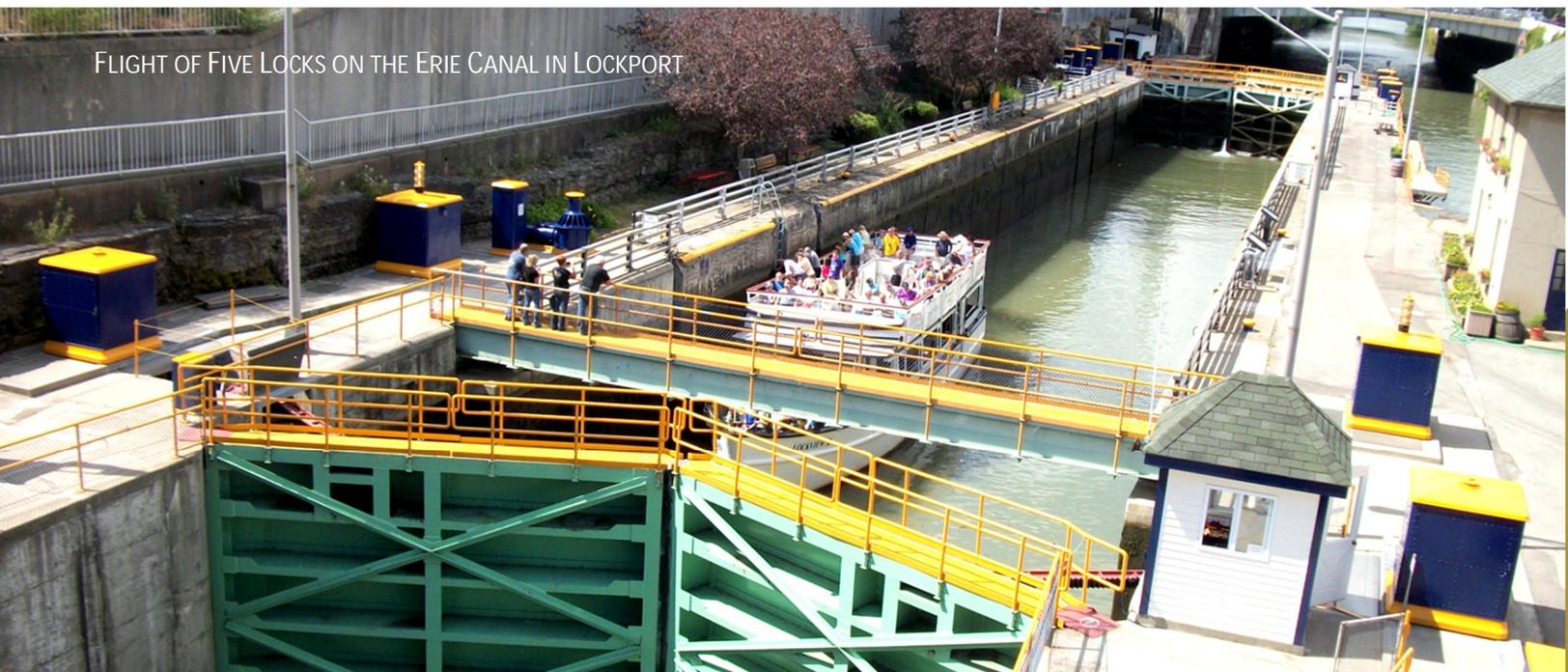


LAND OWNERSHIP KEY FINDINGS

- 1 Seventy eight percent of the land area in the Lockport Tourism Focus Area is privately held. Several large, privately-owned properties, including Harrison Place, the KH Associates, LLC property and the CJM, Inc. property are currently underutilized and provide opportunities for redevelopment. These properties also represent potential redevelopment opportunities and should be considered when identifying revitalization strategies.
- 2 Sixty parcels accounting for 86.2 acres are publicly-owned within the study area, comprising 22.4% of total land area. Of this, 24.9 acres are vacant.

While many publicly-owned parcels are actively used as parks, housing complexes, municipal offices and canal-related uses, a number of publicly-owned properties, including the Dussault Foundry properties, are vacant or and/or underutilized. Public ownership of these properties can potentially expedite redevelopment and reinvestment, while providing an enhanced level of public control over future development scenarios.
- 3

FLIGHT OF FIVE LOCKS ON THE ERIE CANAL IN LOCKPORT



Parks & Open Space

The Lockport Tourism Focus Area contains a number of parks and dedicated open spaces, serving both residents and visitors. Nearly all of these resources are located along the Erie Canal. Parks and formal open space areas account for a total of 39 acres within the study area, or approximately 10% of the land in the Tourism Focus Area. Map 8 identifies the parks, open spaces and recreation resources located within the Study Area.

Parks

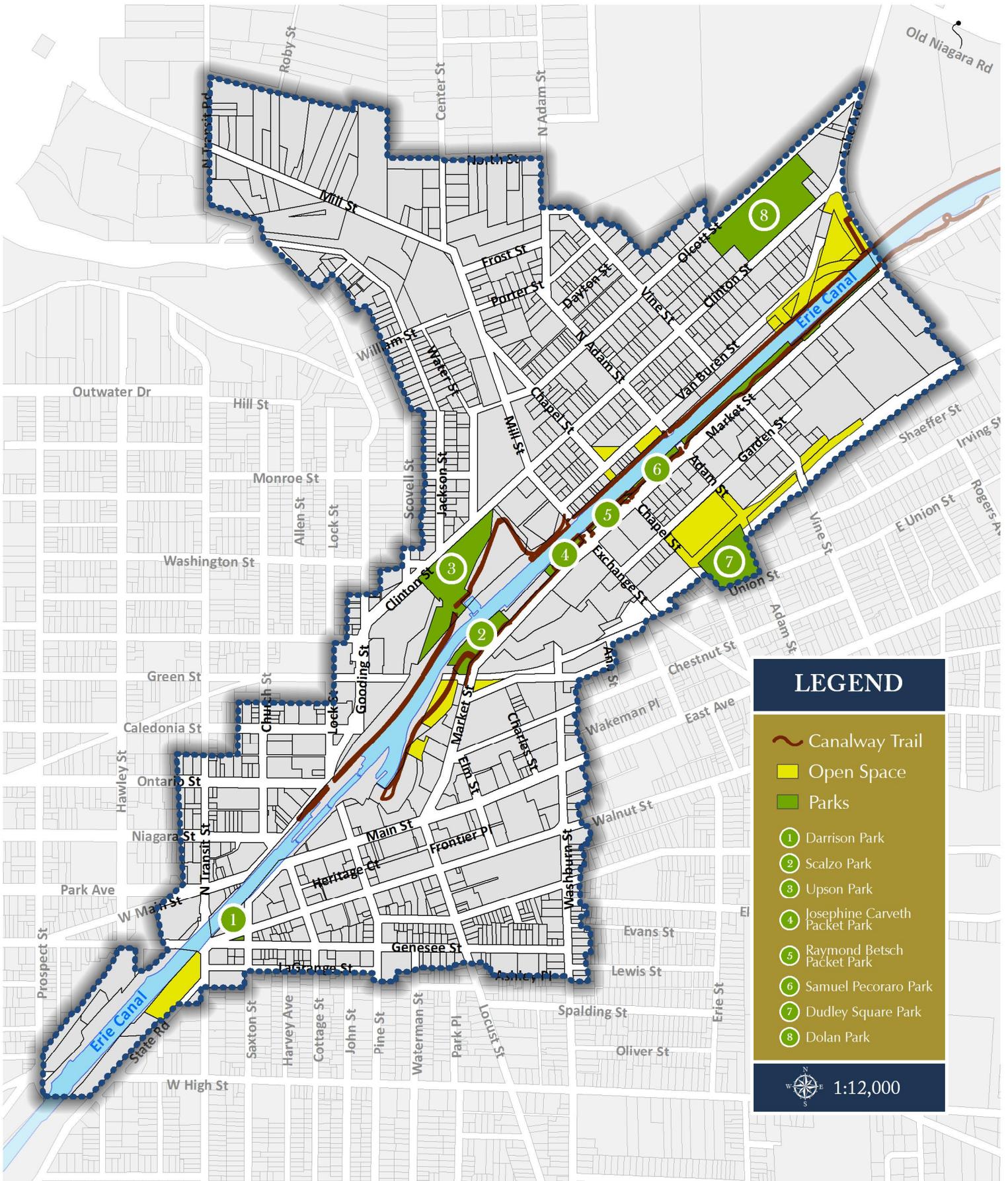
There are seven designated parks in the Study Area, including Darrison Park, Scalzo Park, Upson Park, Josephine Carveth Packet Park, Raymond Betsch Packet Park, Samuel Pecoraro Park, Dudley Square Park and Dolan Park. Darrison Park is a small, triangular pocket park located in the southwestern portion of the study area, bounded by Genesee Street, Saxton Street and Walnut Street. The park is approximately 0.4 acres in size and serves as a passive open space area. The park is mostly comprised of lawn and manicured landscaped areas, surrounded by a sidewalk.

Scalzo Park is located between Market Street and the Erie Canal just northeast of downtown Lockport. Scalzo Park is a

passive recreation park, with paved pathways traversing the park, leading to observation areas along the Canal and to the Canal locks.

Upson Park is located across the Erie Canal from Scalzo Park and is accessed off of Clinton Street. The 6-acre park was once the location of the Lockport Pulp Mill and today is used primarily for passive recreation. Amenities at the park include a gravel parking area, a paved walking/bicycle pathway, several picnic tables and grills and benches along the Erie Canal waterfront. The park offers a number of scenic views of several Lockport landmarks, including the Flight of Five Locks and the "Upside Down" railroad bridge over the Erie Canal. Upson Park also contains one of the primary entrances to the Lockport Caves, an underground manmade system of tunnels constructed between 1851 and 1891 that served as a mill race, providing hydropower to the historic mills that were once located along the Canal. The park is a popular destination along the Erie Canal and would greatly benefit from enhanced amenities, such as permanent bathroom facilities and interpretive signage detailing the history of the Canal, the former mill and the underground cave system.





LEGEND

- Canalway Trail
- Open Space
- Parks
- 1 Darrison Park
- 2 Scalzo Park
- 3 Upson Park
- 4 Josephine Carveth Packet Park
- 5 Raymond Betsch Packet Park
- 6 Samuel Pecoraro Park
- 7 Dudley Square Park
- 8 Dolan Park

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Parks & Open Space

Lockport Tourism Focus Area

MAP

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This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Program.

Josephine Carveth Packet Park (named after the packet boats that used to frequent the canal) is located at the intersection of Exchange Street and Market Street, along the southern edge of the Erie Canal. This 0.4-acre park is used for passive recreation, and contains a paved, tree-lined portion of the Thomas J. Balkin Fitness Trail, a small picnic pergola, benches, picnic tables, interpretive signage and a gazebo with seating. The park contains a paved boardwalk with decorative fencing along the Canal.

The 0.5-acre Raymond Betsch Packet Park is located across Mill Street from the Josephine Carveth Packet Park. The Raymond Betsch Packet Park is almost exclusively used for passive recreation, containing limited amenities. The park includes a wooden boardwalk along the Erie Canal and a paved parking area shared with the Samuel Pecoraro Park. The park also has a number of benches and stone monuments near the intersection of Exchange Street and Market Street. The Thomas J. Balkin Fitness Trail extends through the park and into the adjacent Pecoraro Park.

The Samuel C. Pecoraro Park is located adjacent to the Raymond Betsch Packet Park, between the Erie Canal and Market Street. The park originally contained a number of active recreation amenities, including a wading pool with sprinklers, a playground structure and a basketball court. However, these were all removed in the early 2000's. Today, the 0.6-acre park contains public bathroom facilities, a paved portion of the Thomas J. Balkin Fitness Trail and the paved parking area shared with the Raymond Betsch Packet Park. Pecoraro Park

Packet Boats

Horse-drawn passenger boats, or packet boats, were a mainstay on the Erie Canal as they provided a more comfortable way to travel than the bone-jarring stagecoach. Each boat was typically equipped with 60 to 70 berths in the cabin, as well as lounge, dining room and kitchen. As railroad travel improved, the packet boat fell out of favor with passengers and had all but disappeared by the latter half of the 1800s.

is owned by the State of New York and is located within the Erie Canal National Heritage Corridor.

Dudley Square Park is a 3.3-acre park located along Union Street in the east central portion of the study area. In addition to a maintained green space area, the park contains a modern playground structure and swings for use by children under the age of 12. A brick shelter with bathroom facilities and a covered pavilion containing several picnic tables is also located in the park. Dudley Square Park is a primary location for the City's Recreation Program, providing activities and services for children ages 7 to 15 during the summer.



At approximately 6 acres, Dolan Park is the largest park within the Study Area. Dolan Park is located along the northern boundary of the Tourism Focus Area, between Olcott Street and Clinton Street. Dolan Park contains a number of amenities, including baseball and softball diamonds, a paved basketball court, a two-square/hopscotch court, several modern playground structures, a swing set, a covered pavilion with picnic tables and a public bathroom facility. A number of benches and grills are also located throughout the park. A gazebo with benches is located adjacent to the playground. Parking is provided by a small, paved lot along Olcott Street. The park is connected to the City's network of sidewalks, making it easily accessible to pedestrians and bicyclists. The park is actively used for the City's summer recreation program, as well as the Lockport Little League.

Open Space

In addition to the seven parks discussed above, there are approximately 17.5 acres of open space in the Tourism Focus Area (see Map 8). The majority of this land (10.5 acres) is located along the Erie Canal and is accessible via the Erie Canalway Trail. The remaining seven acres are located directly adjacent to Dudley Square Park. Access between the two facilities is limited as they are separated by the Falls Road Railroad. With the exception of two small parcels covering 0.8 acre (one owned by CSX Transportation, Inc. and one by the State of New York), open space lands are under City control.

Trails

Located along both shores of the Canal, a portion of the Erie Canalway Trail traverses

both the City and the Study Area. This 380-mile multi-use trail network runs from Buffalo in the west to Albany in the east, linking together a series of cities in Upstate New York (e.g., Rochester, Syracuse, Rome, Utica, and Schenectady).

The section of the trail that traverses the City is known as the Erie Canal Heritage Trail, which stretches 90 miles from Tonawanda to Newark. Note, however, that a six-mile gap exists between the Town of Amherst's Museum Colony Park and Clinton Street in Lockport. Beginning just east of Lock 35 in the City of Lockport, the trailhead picks up and continues all the way to Newark. Within the Lockport Tourism Focus Area, the Erie Canal Heritage Trail is paved, located along both shores of the canal and provides connectivity to the downtown business district from elsewhere in the Study Area.

Also located along the Trail is a paved, tree-lined portion of the Thomas J. Balkin Fitness Trail. This trail winds its way between three parks in the Study Area – Samuel C. Pecoraro Park, Raymond C. Betsch Packet Park and Carveth Packet Park – and provides a number of fitness stations along the way.

Healthy Living

According to a 2006 report published by the Trust for Public Lands (*The Health Benefits of Parks – How Parks Help Keep Americans and Their Communities Fit and Healthy*), only 25 percent of American adults engage in the amount of physical activity necessary to maintain fitness and health. This lack of physical activity is tied to increasing levels of obesity and obesity-related diseases, including high blood pressure, diabetes, heart failure and stroke. One way to

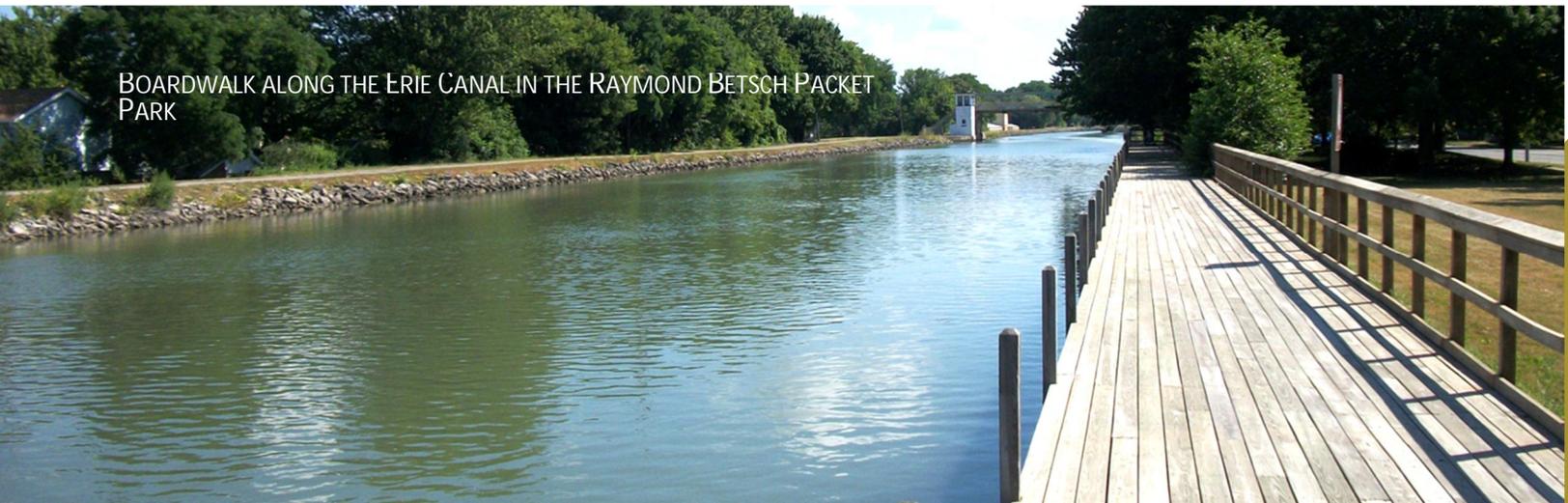
increase the amount of physical activity in adults is to improve access to parks and playgrounds. Many studies have found that when people live in close proximity to parks, they are more likely to engage in physical activity, which can help to reduce the incidence of obesity and obesity-related diseases.

To gain a better understanding as to the overall accessibility of park and open space facilities in the Study Area, the number of residential parcels within close proximity to each park and open space facility were identified. The threshold used to determine “close proximity” was ½-mile, as this is generally accepted as the longest distance most people will walk to use a park facility. Based on the results of this analysis, all residential parcels in the Tourism Focus Area are located within ½-mile of a park and open space facility. Additionally, further analysis reveals that just over 90 percent of all residential parcels in the Study Area are within ¼-mile of a park or open space facility. The ¼-mile threshold represents an approximately five-minute walk.

PARKS & OPEN SPACE KEY FINDINGS

- 1 The majority of parks in the Study Area are primarily used for passive recreation. Some of these parks contain amenities that are damaged and/or unsafe. Improving amenities in these parks will improve safety and may bolster park use by both tourists and residents.
- 2 Larger parks, including Dudley Square Park and Dolan Park, are actively-used neighborhood parks with recreational fields and playgrounds, modern equipment and popular programming. However, additional programming should be provided to meet changing needs/demand.
- 3 Underutilized parks located along the Erie Canal (e.g., Upson Park) provide opportunities to incorporate additional visitor amenities and water-based access.
- 4 Parks located along the Erie Canal lack connectivity and wayfinding signage. For example, no wayfinding signage exists identifying the underground Exchange Street tunnel as the pedestrian linkage between canal parks and Dudley Square Park.
- 5 The majority of vegetation in the Study Area's parks is mature and declining. Without intervention (e.g., a re-greening program), the originally-envisioned character of these spaces will be lost.
- 6 Every residential parcel in the Tourism Focus Area is within ½-mile of an existing park, open space or trail facility; 90 percent of residential parcels are within ¼-mile of these facilities.

BOARDWALK ALONG THE ERIE CANAL IN THE RAYMOND BETSCH PACKET PARK



Key Buildings Inventory

A number of significant buildings are located within the boundaries of the Lockport Tourism Focus Area. To identify key buildings in the Study Area, four factors were considered:

- Is the building of significant size;
- Is the building of historical or cultural importance;
- Does the building have the potential for adaptive reuse; or
- Does the building have the potential to act as a catalyst for revitalization in the surrounding neighborhood?

While all four factors were considered, the most influential factor when identifying key buildings is the potential for that building to act as a catalyst for revitalization in the surrounding neighborhood. Based on these criteria, 10 key buildings were identified in the Study Area (see Map 9). A brief description of each key building, including redevelopment potential, is included below



for detailed building information).

1 – Former SLC Site

The former SLC site is located at 295 Mill Street in the northern portion of the study area. The building was the office of SLC Environmental Services, a contractor that specialized in the construction of landfills

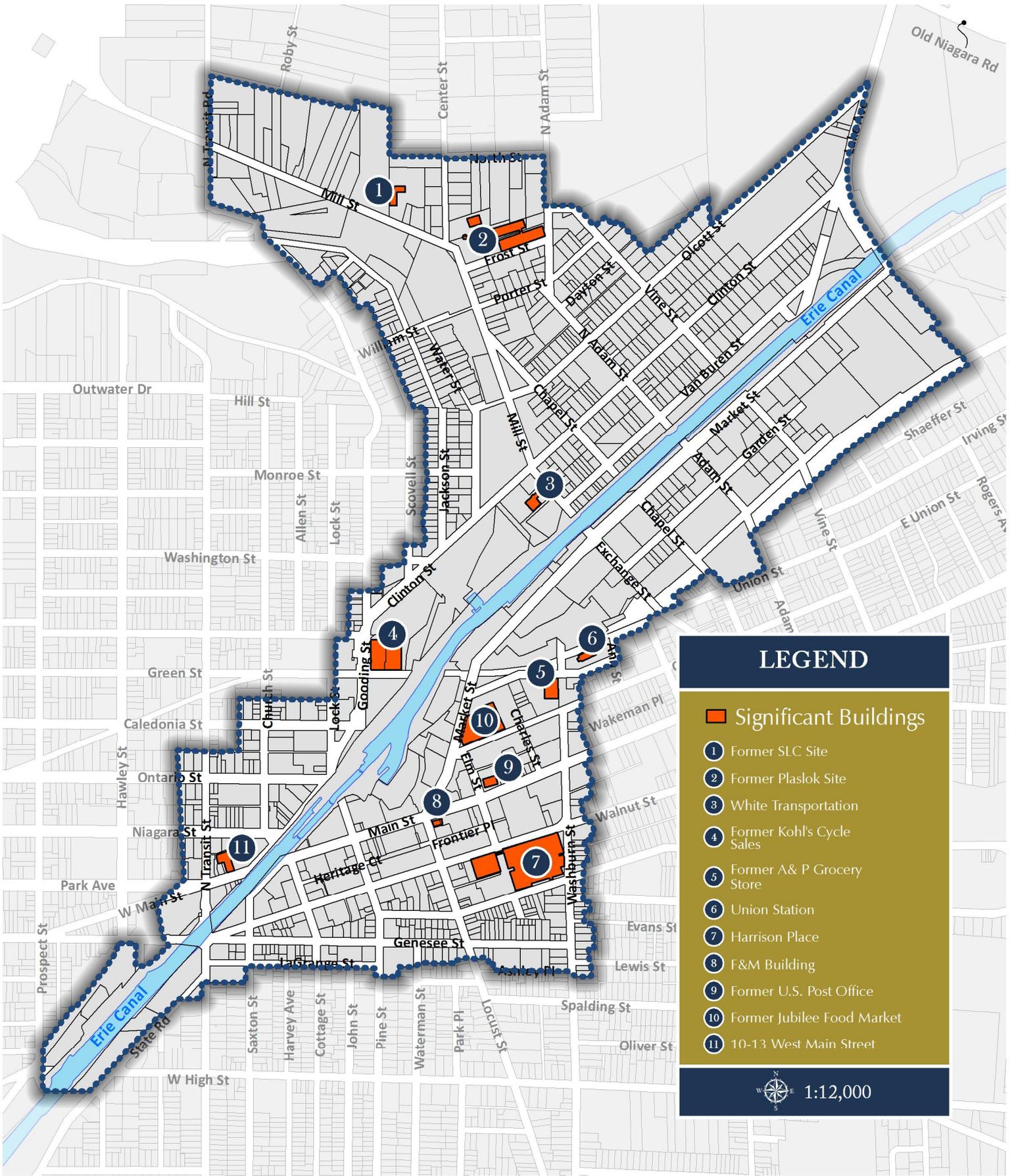
and remediation of contaminated properties until 2005. As previously noted, this site was identified as a potential brownfield. The approximately 10,013 square foot



building is currently vacant and has the potential for adaptive reuse as a manufacturing or warehousing facility.

2 – Former Plaslok Site

The former Plaslok Site is located at 225 Mill Street in the northern portion of the Study Area. Two large buildings are located on the Plaslok Site, including a 25,263 square foot building on the Mill Street portion of the property and a 24,145 square foot building located closer to North Adam Street. A third building was destroyed in a fire in 1997. The brick, cinder block and corrugated metal buildings were home to Plaslok Corporation, who used the buildings into the 1990's for the production of plastic beads. The site has been vacant since the 1990's and has been identified as a potential brownfield. These privately-owned buildings have the potential for adaptive reuse as a manufacturing or warehousing facility.



Key Building Inventory

Lockport Tourism Focus Area

MAP

9

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Program.

3 – White Transportation



The White Transportation building is located at 38 Mill Street in the central portion of the study area. The single story building is approximately 5,915 square feet in size and is constructed of concrete block. The building was constructed in 1908 and was operated until 1948 by the James O. Ring Company. The building was purchased in 1948 by White Transportation and used through the 1990's as a tractor trailer storage and refueling depot. The building is currently vacant. A draft Phase II ESA was completed in May 2014 and indicated that additional assessment is required prior to property redevelopment. The White Transportation property is designated as "Operable Unit 5" of the Eighteen Mile Creek Corridor New York State Superfund Program Site. This building could be reused



as a manufacturing or warehousing facility. Additionally, due to the frontage available along Mill Street, this building could also be reused as a service business (e.g., auto repair).

4 – Kohl's Cycle Sales



The former Kohl's Cycle Sales property is located at 2 Clinton Street in the central portion of the Study Area. From 1864 to 1904, the property was home to Holly Manufacturing. Until recently, two buildings currently remained on the property (a fire in July 2013 required one of the buildings to be demolished). The remaining building, was demolished shortly thereafter. Both buildings were used until the 1990's as a motor cycle sales, repair and storage facility. The City of Lockport became owner of the property in 2010. The buildings are currently vacant, and are located within the National Register-listed Lockport Industrial District. A Phase 1 ESA was conducted in September of 2007 and a Phase 2 is pending. The site would make an excellent location for an advanced manufacturing facility, or a mixed-use commercial or residential development.

5 – Former A&P Grocery Store



The former A&P Grocery Store is located at the corner of Chestnut Street and Washburn Street in the central portion of the Study Area. The 12,788 square foot brick building

housed the A&P Grocery Store until its closure in the 1970's, and has remained vacant since. The property is currently leased by First Niagara Bank as an overflow parking lot. The boarded-up front façade of the building is visible from Chestnut Street, creating an eyesore for visitors to the proposed ice arena. The building has the potential to be reused as a restaurant or sporting goods store that builds off the ice arena's success.

6 – Union Station



The former Union Station is located at 95 Union Street in the central portion of the Study Area. The 6,324 square foot train station was constructed in 1889 for the New York Central Railroad. The station was operated by the railroad until the 1940's, where it laid vacant until 1967 when it was purchased and converted it into The Depot restaurant. The building has remained vacant since a series of fires in 1971 and 1974 destroyed the interior and roof of the building. The exterior stone facades, stone window and entrance arches, a stone turret and a stone chimney remain intact. The building is listed on the National Register of Historic Places. Suggested reuse includes a venue for lectures and concerts.

7 – Harrison Place

Harrison Place is located at the corner of Walnut Street and Washburn Street in the southern portion of the Study Area. The

6.86-acre property contains five buildings with a total of approximately 483,280 square feet in gross floor area. Between 1914 and 1987, the property was used for the manufacturing of automobile parts, most notably as the Harrison Radiator wing of General Motors. The buildings are currently home to a number of industrial, commercial and charitable entities (e.g., Trek Inc.) and space remains for additional businesses. Given the amount and flexibility of the available space, Harrison Place has the potential to be a cornerstone of Lockport's economic revitalization.

8 – F&M Building



The Farmers and Mechanics (F&M) building, also known as Regency Tower, is located at 115 Main Street in the east-central portion of the Tourism Focus Area. The building was constructed in 1910 and remains the tallest building in Lockport. During the Cold War, the roof of the building was used as an airplane watching platform.

The building retains a number of beaux-art classical architectural elements, including a copper palmette acroterion, decorative stone spandrels and flat-headed arched stone windows. The majority of the building is vacant, except for a subgrade bar/nightclub located below the ground floor of the building. The F&M Building is a landmark in the City of Lockport and could be redeveloped into upscale loft apartments with ground-level retail.

9 – Former U.S. Post Office



The former U.S. Post Office/Federal Court House is located at 1 East Avenue in the east-central portion of the study area. Built in 1904, the 3-story brick building was designed in the beaux-arts classical style, and retains its decorative arched stone windows and ornate stone cornice. The building served as the City's Post Office into the 1990's. Today the building is partially occupied as office space. The building is on the National Register of Historic Places. Due to its highly visible East Avenue location and richly detailed historic character, this building has the potential to provide upscale office space on the upper floor and boutique retail on the ground floor.



10 – Former Jubilee Food Market

This 65,000 square-foot building served as a grocery store until 2011. The building was recently demolished and is being replaced by the Lockport Ice Arena. This regional economic development project is slated to commence in the fall of 2014 and will serve as a catalyst for future development in the Study Area.

11 – 13 West Main Street



This privately-owned vacant brick building is located adjacent to, and on the west side of, Lockport City Hall. The front portion of the building is two-stories and the back single-story portion was a bowling alley. The front (Main Street) façade has some windows broken out creating an impression of blight on an otherwise occupied block of buildings. The building has the potential to be reused as meeting or conference space with its strategic location next to City Hall or as mixed use with retail occupying the front ground floor space.

KEY BUILDINGS FINDINGS

- 1 Some of Lockport's most historic buildings are located within the Tourism Focus Area. Many, including the former U.S. Post Office, and Union Station are underutilized and/or in various states of disrepair. The availability of these key historic buildings for redevelopment should be embraced when considering revitalization initiatives for the Tourism Focus Area.
- 2 The redevelopment of some key buildings, such as the former United Paperboard Power Generating Mill may be complicated by existing environmental contamination issues on the properties.
- 3 The former Jubilee Food Market has been demolished and will be replaced by the Lockport Ice Arena. This regional economic development project is slated to commence late 2014 and will serve as a catalyst for future development in the Study Area.
- 4 Based on the results of the Target Industry Analysis, four industry clusters (i.e., advanced manufacturing, professional services, health care and urban agriculture) were identified as targets that the City should focus on to enhance development in the Study Area. Many of the key buildings identified in this section would provide excellent locations for these industry clusters.

LOCKS ALONG THE ERIE CANAL



Historic or Archaeologically Significant Areas

Constructed between 1817 and 1825, the Erie Canal revolutionized the transport of goods from the American and Canadian frontiers to the popular international seaports found along the east coast of the United States. The City of Lockport was founded in 1820, as construction of the canal led to a population explosion in the region. By 1822, Lockport had been identified as the County seat. Many of the most prominent streets found in the Study Area today, including Main Street, were also constructed around this time.

Quaker and Irish immigrants that designed and constructed the Erie Canal in western New York eventually settled in Lockport, with many eating establishments, general stores and trading posts opening to serve the burgeoning population. It was also during this time that the Flight of Five locks were constructed, critical to the success of the canal due to the extreme topographical challenges presented by the presence of the Niagara Escarpment. With the construction of the locks, a number of raceways were bored around the lock structures to

The history of the Lockport Tourism Focus Area is interwoven with one of the most important projects of not only 19th century New York history, but also early 19th century American history – the Erie Canal.

transport excess water from behind the locks to the bottom of the escarpment. The construction of these raceways resulted in the beginning of Lockport's long industrial history, with many mills and manufacturing facilities locating along the raceways to harness the moving water for power. As a result, the City and the Study area are rich in historic resources, which are discussed below and illustrated on Map 10.

CONSTRUCTION OF THE FLIGHT OF FIVE LOCKS
(ERIECANAL.ORG)





Historic & Heritage Districts

Erie Canalway National Heritage Corridor

The Erie Canalway National Heritage Corridor was established by the U.S. Congress in 2000, recognizing the significance of the Erie Canal on the history of the United States. National Heritage Areas and Corridors are established to encourage the preservation and appreciation of historic resources within a designated area. The Erie Canalway National Heritage Corridor spans 524 miles across Upstate New York – from Buffalo to Albany along the Erie Canal, the Cayuga-Seneca Canal and the Oswego Canal, and from Albany north to Whitehall along the Champlain Canal. Nearly 3 million people in 23 counties reside in the 4,834-square mile Erie Canalway National Heritage Corridor.

As it relates to the Tourism Focus Area, the entire City is within the designated corridor boundary, allowing Lockport to be included in the tourism promotion activities of both the Corridor and the National Park Service. Annual Canal-related events sponsored by

the Corridor include Canal Opening Day, Cycling the Erie Canal, the Canal Clean Sweep and the Canal Splash. Each of these events brings visitors into the Tourism Focus Area every year, providing the City several excellent tourism-driven economic development opportunities.

Lockport Industrial Historic District

The Flight of Five locks is located within the Lockport Industrial District, which is listed on the National Register of Historic Places. The 22-acre district is situated between Eighteen Mile Creek and Niagara Street, along the Erie Canal.

Located in the heart of this historic district, the Flight of Five locks and the Benjamin Moore Mill/Old City Hall have been preserved along the Erie Canal. Constructed in 1825, the locks were originally designed to lift boats weighing up to 75 tons over the Niagara Escarpment. The locks were enlarged in 1859 and reinforced with concrete masonry, allowing boats weighing up to 300 tons to be ferried over the



BENJAMIN MOORE MILL/OLD CITY HALL (1864)

escarpment. When the current Erie Canal route was constructed through Lockport in 1919, the southern tier of original locks was removed, leaving the northern tier of five locks as a raceway for excess water. These five locks, as well as the masonry staircase that connected the southern and northern tiers of locks remain today adjacent to the Erie Canal.

The Lockport Industrial District also contains a number of mill ruins, including the raceway tunnels that fed water to the mills of the Holly Manufacturing Complex. Many of the raceways are connected to caves and tunnels carved through the escarpment, and today, establishments like the Lockport Cave & Underground Boat Ride use these tunnels and caves as a tourist attraction, drawing visitors throughout the year.

Lowertown Historic District

The Lowertown Historic District is located in the east-central portion of the Tourism Focus Area between the Erie Canal and the D&L Railroad right of way. Added to the National Register of Historic Places in 1973,

the Historic District encompasses approximately 86 acres and contains a number of historic residential structures dating back to the 1830's. The district also contains a small number of commercial, industrial and institutional buildings. Important non-residential historic buildings within the district include the former Lockport Bank Building, the former Christ Episcopal Church and Rectory and the Vine Street School.

Historic Structures

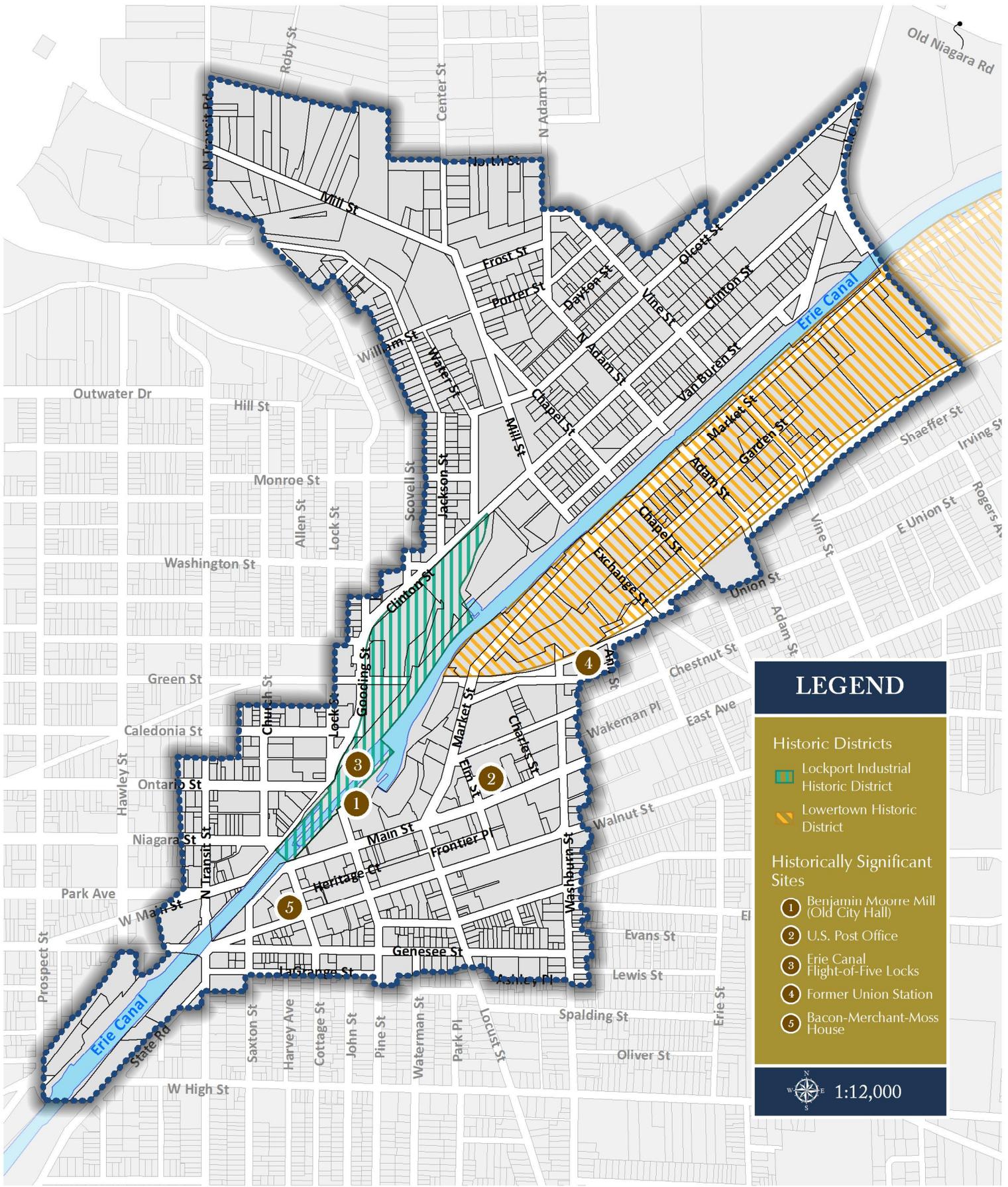
Benjamin Moore Mill/Old City Hall

The Benjamin Moore Mill/Old City Hall was added to the National Register of Historic Places in 1973. The building is located on Pine Street, overlooking the historic Flight of Five locks and the Erie Canal locks. The building was constructed in 1864 as the Benjamin C. Moore Company Mill and was built using limestone quarried from the Lockport region. The mill was used for the production of stone flour and grist until 1884, when the building was converted to a



water-pumping facility known as the Holly Water Works.

The City of Lockport subsequently took over the water works and, in 1893, converted the building into City Hall. The building served as City Hall until 1974, when the current City Hall at Locks Plaza was completed. Today, the building is the home to a winery and gift shop that caters to clientele from the numerous nearby tourist attractions.



LEGEND

Historic Districts

-  Lockport Industrial Historic District
-  Lower Town Historic District

Historically Significant Sites

-  1 Benjamin Moore Mill (Old City Hall)
-  2 U.S. Post Office
-  3 Erie Canal Flight-of-Five Locks
-  4 Former Union Station
-  5 Bacon-Merchant-Moss House

 1:12,000



Former U.S. Post Office

The former U.S. Post Office Building was placed on the National Register of Historic Places in 1990. The building was designed by renowned United States Department of the Treasury Supervising Architect James Knox Taylor and was constructed in 1904 at the corner of Elm Street and East Main Street. Between 1904 and 1934, the building also housed the New York Western District Courthouse on the second floor. The building served as the City's Post Office into the 1990's. Today, the building serves as mixed-use office and commercial space, including the offices of Lockport Main Street, Inc.

Union Station

The former Union Station, located at the corner of Union Street and Ann Street in the center of the Study Area, was added to the National Register of Historic Places in 1977. Union Station was constructed for the New York Central Railroad in 1889 by local builder W.E. Houston. The station was operated by the railroad until the 1940's, where it laid vacant until 1967 when local businessmen John Saraf and John Tarrantino purchased the building and converted it

into a restaurant. The restaurant, known as The Depot, opened in 1971, only to be destroyed by a series of fires in 1972 and 1974. While the interior of the building was irreparably damaged in the fire, the exterior stone facades, stone window and entrance arches, a stone turret and a stone chimney remain intact. The property is currently vacant and fenced for public safety.

Bacon-Merchant-Moss House

The Bacon-Merchant-Moss House, located at the corner of Cottage Street and Walnut Street, was added to the National Register of Historic Places in 2007. Constructed in 1832, the Boss-Merchant-Moss house is one of the earliest stone residences in the City of Lockport. The building, with its exterior composed of locally-quarried Medina sandstone, served as a private residence until 1917, when the Lockport Chapter of the American Red Cross purchased the building from the Moss family. In 1927, the house was purchased by the YWCA, which used the building for office and classroom space. In 1952, an addition to the original house was constructed, containing office space and a gymnasium. The YWCA

BACON-MERCHANT-MOSS HOUSE



continues to utilize the building for recreational and educational programs.

Adam Street Bridge

The Adams Street Bridge was built over the Erie Canal in 1917 by the Lackawanna Bridge Company of Buffalo, New York. The significance of the bridge is based on how it allows canal-traveling boats to pass – instead of drawing up from the center, the entire bridge lifts itself vertically to provide the necessary clearance. The bridge is also pedestrian-friendly, with stairs at either end that allow passage even when raised. This bridge is one of the least altered, but most deteriorated, examples of the many vertical lift bridges that once spanned the Canal. Currently, this bridge is not operable and is fixed in the upward position.

Big Bridge

This three-hinge arch bridge allows Main Street to span the Erie Canal and was built in 1914 by Larkin and Sangster of Seneca Falls, New York. At 400 feet wide, the Big Bridge was reported to be the widest bridge in the world when constructed. In addition

to Main Street, this bridge also includes a surface parking lot and two additional roads – Cottage Street and Saxton Street.

Exchange Street Bridge/ Joseph A. Scapelliti Memorial Bridge

The Joseph A. Scapelliti Memorial Bridge is another example of a vertical lift bridge constructed over the Erie Canal. Built in 1915 by McMyler-Interstate Company of Cleveland, Ohio, this bridge was rehabilitated in 2001 to replace failed rivets and add modern metal guardrails. The original lattice railings for the sidewalks still remain.

Lockport Railroad Bridge

This multi-span railroad bridge was built in 1902 by the King Bridge Company of Cleveland, Ohio. The bridge was built using a deck truss and is often referred to as the “Upside-Down Bridge” as a result (deck truss bridges look as though the truss is positioned upside-down). Legend has it that the bridge was constructed in this manner to limit the size of boats that could use the Erie Canal, thus benefiting the





railroad company. There was also a pedestrian bridge walkway on the bridge that remained open until the late 1950's.

Pine Street Bridge

As a steel deck arch bridge, this bridge is unusual among the bridges that cross the Erie Canal as most surviving bridges are of the truss type. The Pine Street Bridge was built in 1901 and rehabilitated in 1974. Crossing the Erie Canal where it meets the Niagara Escarpment and the Flight of Five Locks, the Pine Street Bridge contributes to the rich historic setting of the area.

Certified Local Government

The City of Lockport is a designated Certified Local Government by the New York State Historic Preservation Office. The Certified Local Government program exists as a way to assist municipalities in New York in actively preserving historic resources in their communities. To become an established Certified Local Government, a municipality is required to meet the following benchmarks:

- The municipality must establish a municipal historic preservation commission (i.e., City of Lockport Historic Preservation Commission);
- The municipality must act to enforce local, state and federal legislation for the designation and protection of historic properties and districts;
- The municipality must maintain an inventory of local historic resources (see Appendix 4)
- The municipality must provide opportunities for public participation

and input into the Certified Local Government program.

The City of Lockport adopted a Historic Preservation Ordinance in 2008 and incorporated it into the City's Zoning Code as Chapter 116. The Historic Preservation Code established the City of Lockport Historic Preservation Commission and includes a procedure for designating properties as local historic landmarks. The ordinance also requires that a property owner must obtain a Certificate of Appropriateness from the Historic Preservation Commission when a property owner proposes alteration, addition, reconstruction or demolition of a landmark or property within an historic district in the City of Lockport.

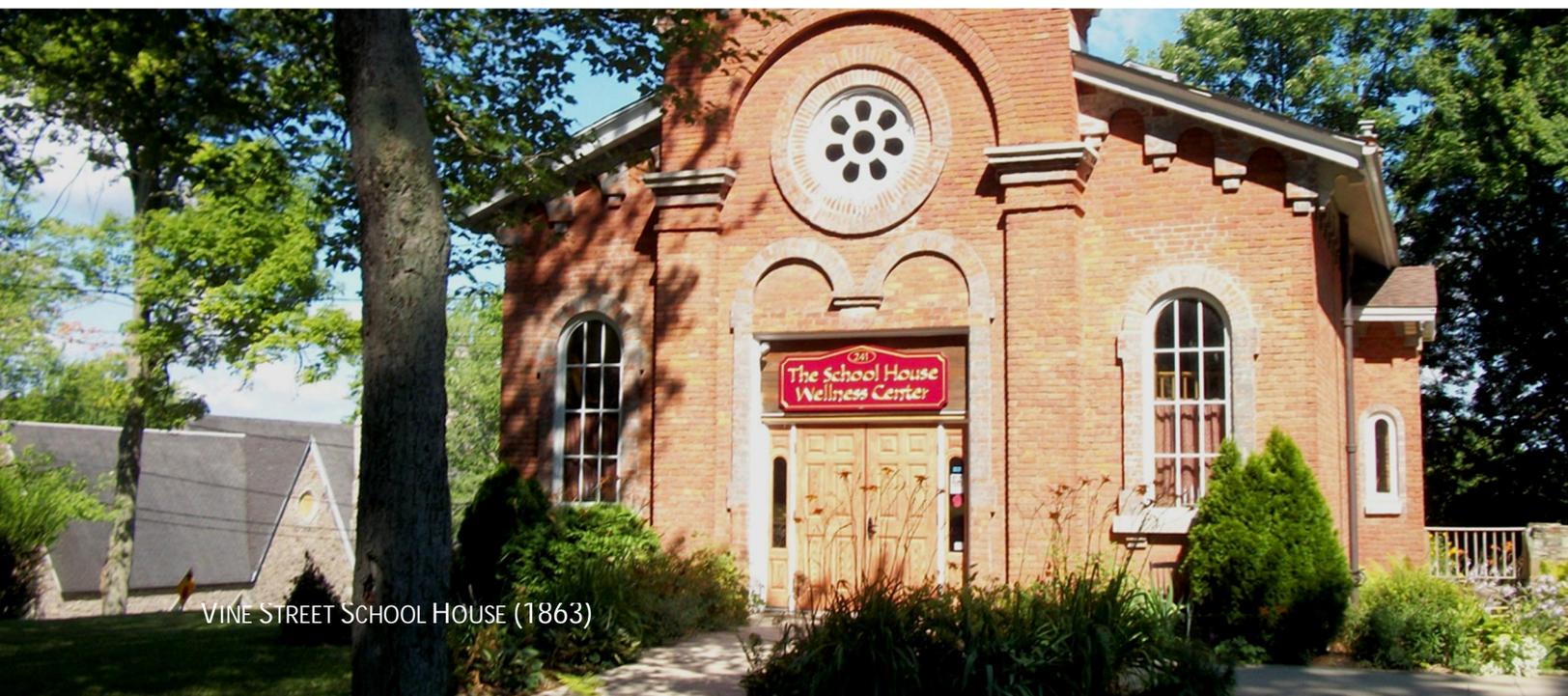
With assistance provided through the Certified Local Government program, the City of Lockport completed a Historic Resource Survey in 2011. The Historic Resource Survey recommended the listing of two new historic districts within the Tourism Focus Area on the National Register of Historic Places. The first is the St. Mary's Roman Catholic Church Parish Complex on the northeastern corner of Walnut Street and Saxton Street. This district would include the historic St. Mary's Church constructed in 1885, the St. Mary's Parish Center constructed in 1892, the parish house (circa 1930) and the Roman Catholic School (1953). The second proposed district is the "Canal Street Historic District," a triangular set of properties between Canal Street, Ontario Street and Church Street. The buildings within the proposed Canal Street Historic District represent several of the few remaining examples of early nineteenth



century industrial and commercial architecture in the City of Lockport along the Erie Canal.

HISTORIC KEY FINDINGS

- 1 The history of Lockport and New York State has been heavily influenced by the presence of the Erie Canal. The importance of the Erie Canal in local, State and American History should be embraced in any revitalization efforts proposed for the Tourism Focus Area.
- 2 The rich history of Lockport attracts thousands of tourists to the City each year. Future redevelopment initiatives should take advantage of the proximity to the Canal and provide interpretive attractions, as well as additional places where visitors can stay, eat and recreate.
- 3 Historic resources, including the Flight of Five Locks, the former U.S. Post Office and Old City Hall have been preserved and reused, either as tourist attractions or as locations for new businesses. These success stories should be emulated through the adaptive reuse of other important local historic buildings.
- 4 Owners of income-producing real properties (commercial and residential) listed on the National Register of Historic Places or located in National Historic Districts may be eligible for a 20% federal income tax credit and an additional 20% state tax credit for the substantial rehabilitation of historic properties.



VINE STREET SCHOOL HOUSE (1863)

Transportation Systems

There are a range of transportation options in the Tourism Focus Area that reflect the history of transportation in the U.S., from the opening of the Erie Canal to the dominance of the railroads and their eventual replacement by the automobile. This includes two New York State Routes, the Erie Canal, four bus routes, active and abandoned railroad lines, several miles of multi-use trails and sidewalks located along most streets. Transportation systems in the Tourism Focus Area are discussed below and illustrated on Map 11.

Roadways

The Tourism Focus Area contains a comprehensive network of roads, including NYS Routes 31 and 78. Acting as the City's Main Street and forming the backbone of the Central Business District, NYS Route 31 traverses the southern portion of the Study Area from east to west. Based on data collected from the NYSDOT Traffic Viewer, annual average daily traffic (AADT) on NYS Route 31 in the Study Area ranged from 7,989 to 10,657 in 2010. To provide a more pleasant pedestrian experience, NYS Route 31 has been reconstructed to include traffic calming measures such as landscaped

medians, single-lane traffic, on-street parking and well-defined crosswalks.

Forming a portion of the western boundary of the study area, NYS Route 78 traverses the Study Area in two locations – in the southwest near its intersection with NYS Route 31 and in the central portion where it parallels the Erie Canal. Traffic volumes range from 4,529 AADT in the central portion of the Study Area to 15,473 AADT in the southwest portion (2010).

A third primary road in terms of traffic volume is Walnut Street. This two- to four-lane road parallels NYS Route 31 to the south and forms part of the boundary between the City's Central Business District to the north and residential neighborhoods to the south.

The remaining roads within the Lockport Tourism Focus Area mostly comprise local streets that connect residential neighborhoods to the larger arterials and connector streets.

Rail

The Lockport Tourism Focus Area is traversed by two railroad lines; one active and one abandoned. The active railroad line



MAIN STREET/NYS ROUTE 31 RECONSTRUCTION IN DOWNTOWN LOCKPORT



is the Falls Road Railroad, which is a Class III short line railroad owned and operated by Genesee Valley Transportation, located in Batavia, New York. The Falls Road Railroad includes 45 miles of track, beginning in Brockport and terminating at the Lockport Rail Terminal west of the Study Area. The primary customers served by the Falls Road Railroad are the Jamestown Container Corp. and the Western New York Energy Ethanol Plant in Medina. On average, this corridor sees two to three trains per week. The Medina Historical Museum also runs excursion trains on this line – the trains cross the bridge over the canal, stop on the west side of the City, then return to Medina.

The abandoned railroad line was formerly located along the southern edge of Mill Street and made its way south towards the Erie Canal along Chapel Street. The line then paralleled the Canal as it moved north out of the Study Area. However, the vast majority of this line has been removed and only remnants of the raised corridor remain. Additionally, lands originally traversed by this corridor are all under private, individual ownership and thus not suitable for rail-to-trails conversion.

Waterways

Growing from the banks of the Erie Canal, the City of Lockport prospered as a result of the industry that developed around this major transportation innovation. Although authorized for construction in 1816, the exact location of the locks was not determined until 1820. Work on the locks finally began in 1823 and the canal reached Lockport in 1824, even though the locks did not open until 1825 (between 1823 and 1825 goods were portaged around the locks). On October 26, 1825 the full length

As the City was developed prior to the ascendancy of the automobile, much of the street network is grid-based, which maximizes pedestrian-level accessibility.

of the Erie Canal was opened, including Lockport's twin flight of locks. On October 29, 1825, the first boat from the East – the Captain Swan – passed through the locks. According to the Lockport Area Chamber of Commerce, the opening of the Erie Canal proved a boon for Lockport – it was noted that for three straight days in 1862, 175 boats passed through the lock each day. These locks, along with two miles of the canal, now form the heart of the Lockport Tourism Focus Area.

Although commercial shipping has declined since its construction, the Erie Canal still acts as major transportation corridor for recreational boating between May and November. The Canal, and its associated locks and loft bridges, are generally open from 7:00 AM to 10:00 PM daily, with reduced hours occurring in May and October. When traveling the Canal, boats must adhere to certain statewide boating regulations, including speed limitations (10 miles per hour), personal flotation device requirements and vessel waste treatment and disposal limitations

In the City of Lockport, two facilities are available for recreational boaters traveling along the Erie Canal – Upson Park and Nelson C. Goehle Park (i.e., Widewaters

Marina). Located in the Tourism Focus Area, Upson Park provides metal cleats for tying up boats along the canal wall; however, no additional boating-specific services are available at the Park.

Just north of the Tourism Focus Area, along the eastern shore of the Canal, is Nelson C. Goehle Park, otherwise known as Widewaters Marina. The marina provides approximately 40 boat slips for transient and seasonal docking, electric and water hook-ups, a pump-out facility and fueling station, restrooms, showers and laundry facilities.

In addition to these recreational boating facilities, the City of Lockport capitalizes on this historic waterway by offering a range of activities centered on providing a full canal experience. Tourists can visit the Erie Canal Discovery Center, where they can view interpretive displays and take a simulated ride on the canal. One can also take a Lockport Locks & Erie Canal tour boat for an actual cruise on the Erie Canal and travel through the double set of locks and watch water cascade over the Flight of Five Locks.

Pedestrian and Bicycle Facilities

The Lockport Tourism Focus Area contains a comprehensive network of sidewalks that connect the residential neighborhoods in the Study Area to the Erie Canal and the Central Business District, allowing for easy access to the City's business and shopping areas. As the City was developed prior to the ascendancy of the automobile, much of the street network is grid-based, which maximizes pedestrian-level accessibility. However, many of the sidewalks in the Study Area lack pedestrian amenities and

provide no visual cues to the rich history of the City.

Also located in the Study Area is a portion of the Erie Canalway Trail. The section of the trail that traverses the City of Lockport is known as the Erie Canal Heritage Trail and is located along both shores of the Canal. The trail ties into the local sidewalk network at several locations and provides connectivity to the Central Business District from elsewhere in the Study Area.

A second trail traversing portions of the Tourism Focus Area is the tree-lined Thomas J. Balkin Fitness Trail. This trail winds its way between three parks in the Study Area – Samuel C. Pecoraro Park, Raymond C. Betsch Packet Park and Carveth Packet Park – and provides a number of fitness stations along the way.

Finally, the study area is traversed by NYS Bike Route 5, which runs parallel to the Erie Canal and the Erie Canal Heritage Trail. This Bike Route covers 365 miles between Niagara Falls and the Massachusetts state line. Within the study area, Bike Route 5 is a signed on-road bicycle route located along NYS Route 31.

Public Transportation

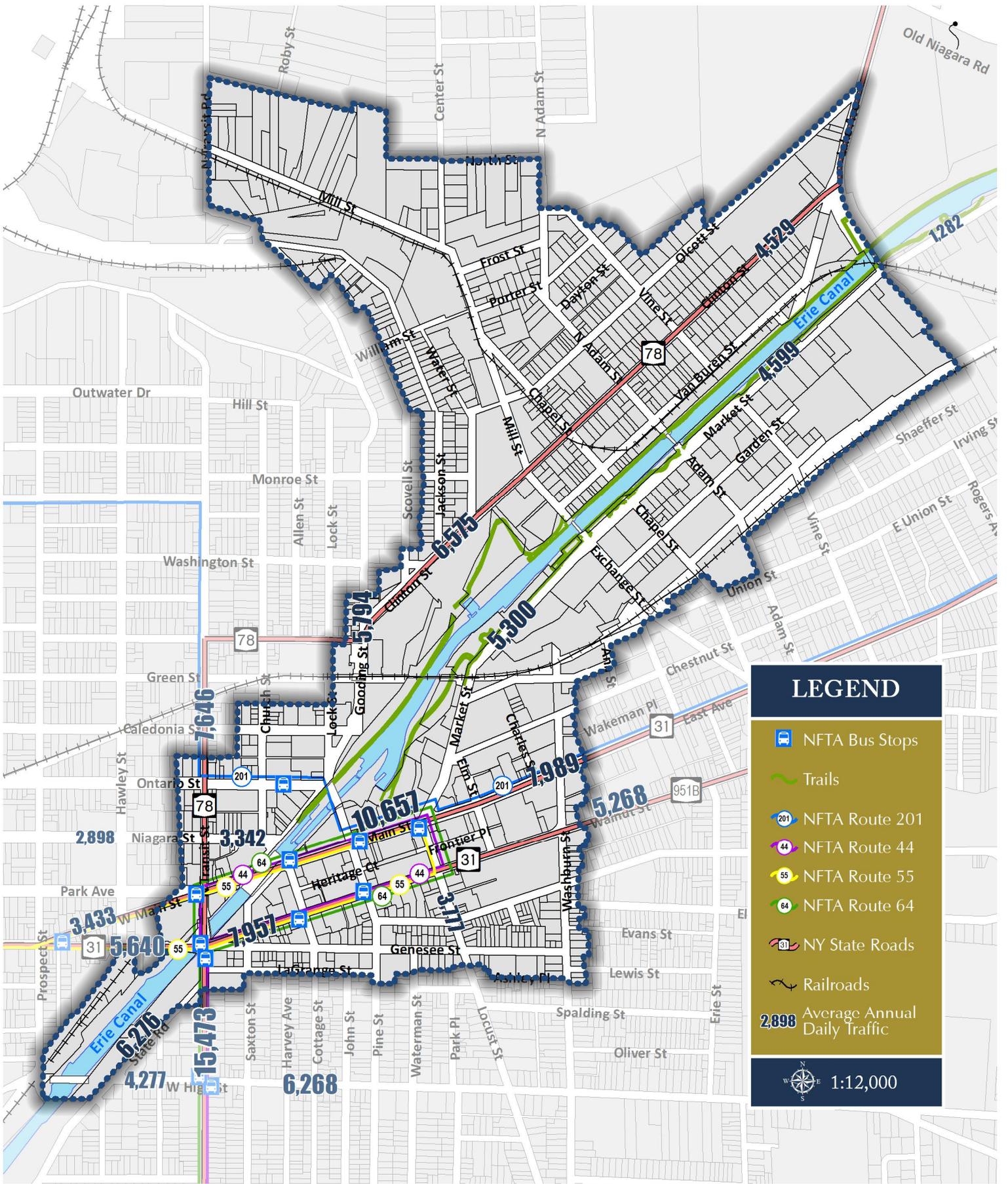
The City of Lockport and the Lockport Tourism Focus Area is currently served by three Niagara Frontier Transportation Authority (NFTA) bus routes:

- Route 44 Lockport – operates on weekdays between Lockport and University Station in Buffalo. This route travels on Walnut Street within the study area.



- Route 64 Lockport Express – operates on weekdays between downtown Buffalo and Lockport. This route travels on Walnut Street within the study area.
- Route 55 Pine Avenue – a Niagara Falls-to-Sanborn route that makes selected trips to Lockport. This route travels on Main Street within the study area.

In November of 2012, the previous NFTA Route 201 was canceled. This route operated as a local circulator, with service to Eastern Niagara Hospital and the Tops/Walmart plaza. In December of that same year, the Niagara Rural Transportation picked up the 201 route to ensure that Lockport residents still had access to local public transportation.



LEGEND

- NFTA Bus Stops
- Trails
- NFTA Route 201
- NFTA Route 44
- NFTA Route 55
- NFTA Route 64
- NY State Roads
- Railroads
- 2,898** Average Annual Daily Traffic

1:12,000

TRANSPORTATION KEY FINDINGS

One of the nation's first major transportation networks, the Erie Canal, has a major presence in the Lockport Tourism Focus Area. While the City actively works to promote the Canal as a destination, there is a lack of mooring options for recreational boaters in the Study Area.

There is a strong concentration of historic resources in the Tourism Focus Area that is connected via a system of pedestrian sidewalks and trails; however, this system lacks a cohesive interpretive wayfinding system that would make it more user-friendly for visitors.

The Pine Street Bridge is the primary vehicular and pedestrian connector at the center of the City's Erie Canal-related attractions. However, the pedestrian sidewalks are completely lacking in pedestrian amenities, while the poorly configured intersection of Gooding and Lock Streets is confusing, unwelcoming, and lacking in visual amenity.

The Study Area is highly connected to the surrounding community through a comprehensive network of sidewalks and a grid-based street network that maximizes pedestrian accessibility. However, several pedestrian sidewalks and bridges are in poor condition and lack visual amenities (e.g., Pine Street Bridge, Lock/Gooding Street intersection).

RAILROAD BRIDGE CROSSING THE ERIE CANAL



Infrastructure & Utilities

The Lockport Tourism Focus Area sits in the center of the City, and a significant amount of infrastructure already exists to serve current and future uses. The presence of comprehensive water, electricity and natural gas infrastructure networks with capacity to serve future development is an asset that should be marketed and capitalized on. To ensure that adequate capacity exists for potential new development, a summary of the City's key infrastructure assets is provided below.

Sanitary Sewer System

Sanitary sewers in the Lockport Tourism Focus Area include separate sanitary sewers, combined storm and sanitary sewers and interceptor sewers. The existing sanitary sewer network within the BOA is illustrated on Map 12. Sanitary sewer service in Lockport is provided by the City via a wastewater treatment plant (WWTP) located on Plank Road adjacent to Eighteen Mile Creek. The following provides a brief overview of the sanitary sewer system's chief components.

Separate Sanitary Sewer Infrastructure

The separate sanitary sewer system in the Study Area consists of 4,100 feet of pipe ranging in size from eight to 18 inches in diameter. Comprising only four percent of the total sanitary sewers in the Study Area, separate sanitary sewers are limited to portions of Market Street, Elm Street, Chestnut Street and Center Street. These sewers convey flows to large interceptor sewers that direct the sewage north to the treatment plant.

A 12-inch separate sanitary sewer services the former Jubilee Food Market site along

Proposed Ice Arena Infrastructure

Typical ice rinks use between 11,000 and 20,000 gallons of water to make surface ice, depending upon desired thickness. A typical ice rink also uses 300 gallons of paint in the ice to create the white surface. As a result, melt-water from the proposed rink should be directed to the sanitary sewer system and not the storm sewer system to protect water quality in the Erie Canal and Eighteenmile Creek.

Chestnut Street. This site is being considered a potential location for an ice arena, which would be a major demand generator for sanitary sewers during the ice change-over process. At 25 percent full, the 12-inch sewer servicing the site would be capable of draining the full volume of melt-water from one ice rink within approximately 40 minutes. Typical ice rinks require 12 to 24 hours to completely melt; therefore the existing sanitary sewer in place along Chestnut Street should have sufficient capacity to service the potential facility. The remaining separate sanitary sewers in the Tourism Focus Area also appear to have sufficient capacity for additional development.

Combined Sanitary Sewer Infrastructure

The majority of the Lockport Tourism Focus Area is serviced by a combined sewer collection system that conveys both sanitary and storm sewer flows through the same pipe. The system receives sanitary inflows from adjacent development and stormwater inflows from impervious surfaces such as streets, parking lots and building roofs. Localized combined sewer systems transfer flows to interceptor sewers that gather waste from large portions of the City and convey it to the WWTP on Plank Road. During large/intense rainfall events the combined sewer and interceptor systems do not have the capacity to convey the significantly increased flows. To mitigate the lack of capacity in these instances, combined sewer overflows (CSO) are utilized to prevent combined storm water and sanitary sewage from overflowing into streets and buildings. More discussion on CSOs can be found under Storm Sewers.

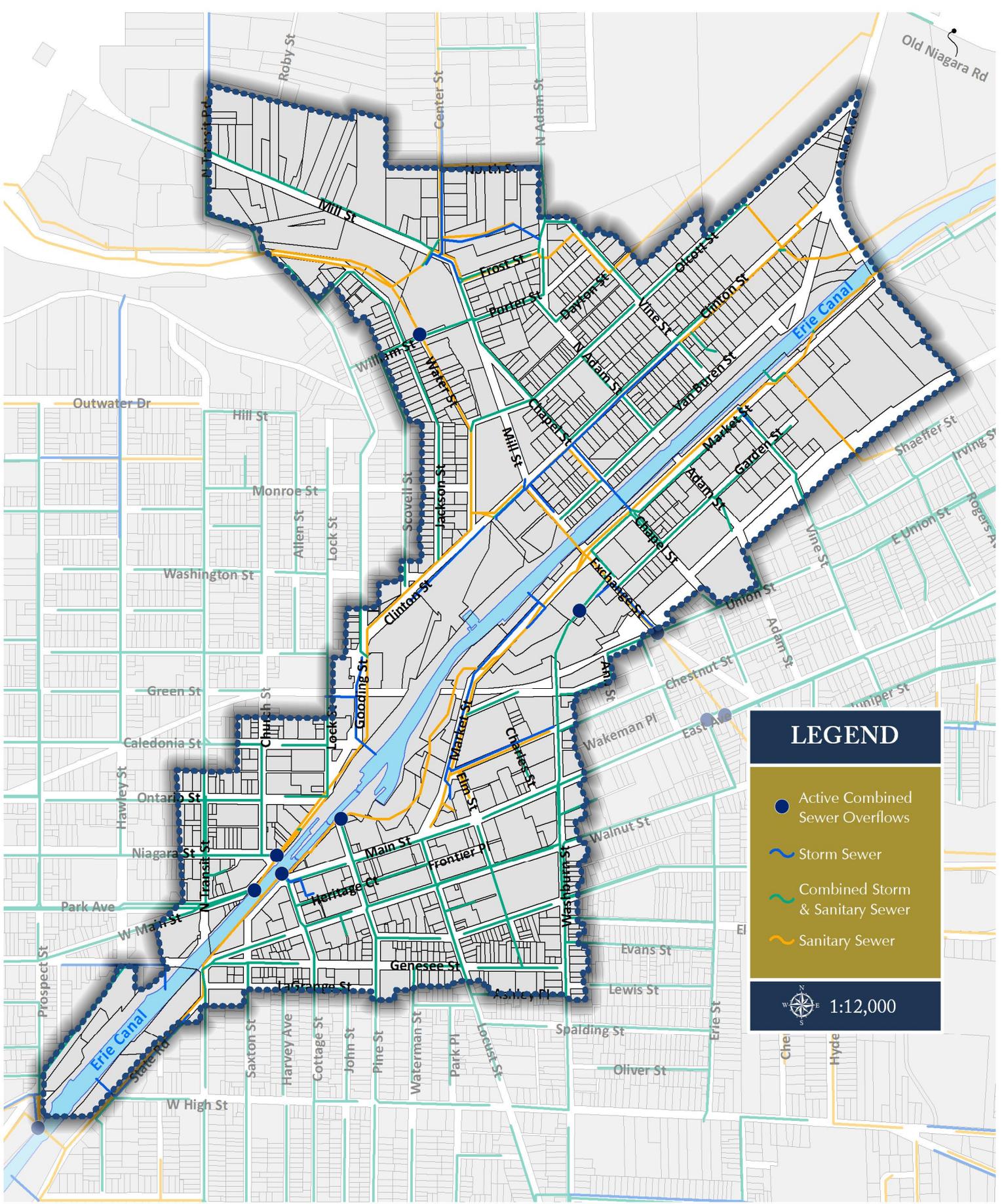
The Lockport Tourism Focus Area is serviced by 13.7 miles of combined sewer ranging from 8 to 48 inches in diameter. There are three areas where the combined sewer system is connected to a CSO – beneath the Pine Street Bridge, at the terminus of South Vine Street and along Market Street east of Vine Street. Connection to the CSO indicates that the sewer service in this area is insufficient to meet peak demands during a rainfall event. Every effort should be made to direct future sanitary flows into separate sanitary sewers and storm water flows into storm sewers or CSOs. More discussion on CSOs can be found under Storm Sewers.

There are three combined sewer segments of potential concern in the Study Area along

Proposed Lockport Harbor & Marine Center Infrastructure
The potential site for this facility lacks direct access to sanitary sewers. Providing sanitary sewer service to this site will require procuring easements to reach the existing system on Prospect Street. As the site is considerably lower than Prospect Street, it will likely require a pump station to lift waste to the adjacent sewer system.

Walnut Street and Mill Street. An existing 10-inch combined sewer along Walnut Street services a short portion of the roadway between Cottage Street and Pine Street. Using an estimate that this sewer is 50 percent full, it could support an additional 175-200 housing units based only on sanitary inflows. Existing 8-inch and 10-inch combined sewers along Mill Street near North Transit Road currently service limited development, yet have the potential to support an additional 300 housing units.

A 30-inch combined sewer bisects the former Dussault Foundry site located on Union Street. This sewer is a major collector of sanitary and stormwater inflows along Washburn Street and adjacent areas in the eastern portions of the downtown core. The location of this sewer will need to be



LEGEND

- Active Combined Sewer Overflows
- ~ Storm Sewer
- ~ Combined Storm & Sanitary Sewer
- ~ Sanitary Sewer

1:12,000

Storm & Sanitary Sewers

Lockport Tourism Focus Area

MAP
12

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Program.



Storm Sewer Infrastructure

The Lockport Tourism Focus Area storm sewer system is composed of separate storm sewers, combined sewers and storm sewer outfalls. The existing storm sewer network within the study area is illustrated on Map 12. Storm sewers are managed by the City's Department of Engineering and Public Works. A brief overview of the storm sewer system's main components is provided below.

Separate Storm Sewer Infrastructure

There are 1.9 miles of storm sewer located within the Study Area. Generally, the areas of greatest need for storm sewers have the highest levels of impervious surface coverage. Impervious surfaces in the study area capture rainfall and convey it directly into the storm sewer (or combined) system, with an ultimate outfall to the Erie Canal or Eighteen Mile Creek. The areas with the most significant percentages of impervious cover are the downtown core from South Street north to the Erie Canal and the areas between North Transit Road and Green Street on the north side of the Canal. However, little of these areas are serviced by separate storm sewers and rely almost exclusively on combined sewers for storm water management.

More than half of separate storm sewers within the Study Area are located along Market Street and Chestnut Street along the Niagara Escarpment, with limited pockets north of the Canal along Chapel Street and Clinton Street. The study area's storm water management needs are largely serviced by combined sewers. In many instances, storm water is conveyed to the Erie Canal from adjacent properties via

overland flow without the use of combined or separate storm sewers.

The massive amount of storm water generated during heavy rainfall events requires significant storm water management capacity, well beyond that supplied by the existing combined sanitary sewer system. For example, during a 10-year rainfall event, a single acre of residential properties, the equivalent of approximately six single-family parcels, will generate enough storm water to inundate an 18-inch combined sanitary sewer. This same sewer without the added storm water can support approximately 1,000 housing units. To prevent the combined sewer system from being completely overwhelmed during rainfall events, the City has employed a system of CSOs to direct those flows greater than the capacity of the combined system for discharge into the Erie Canal.

Combined Sewer Overflows

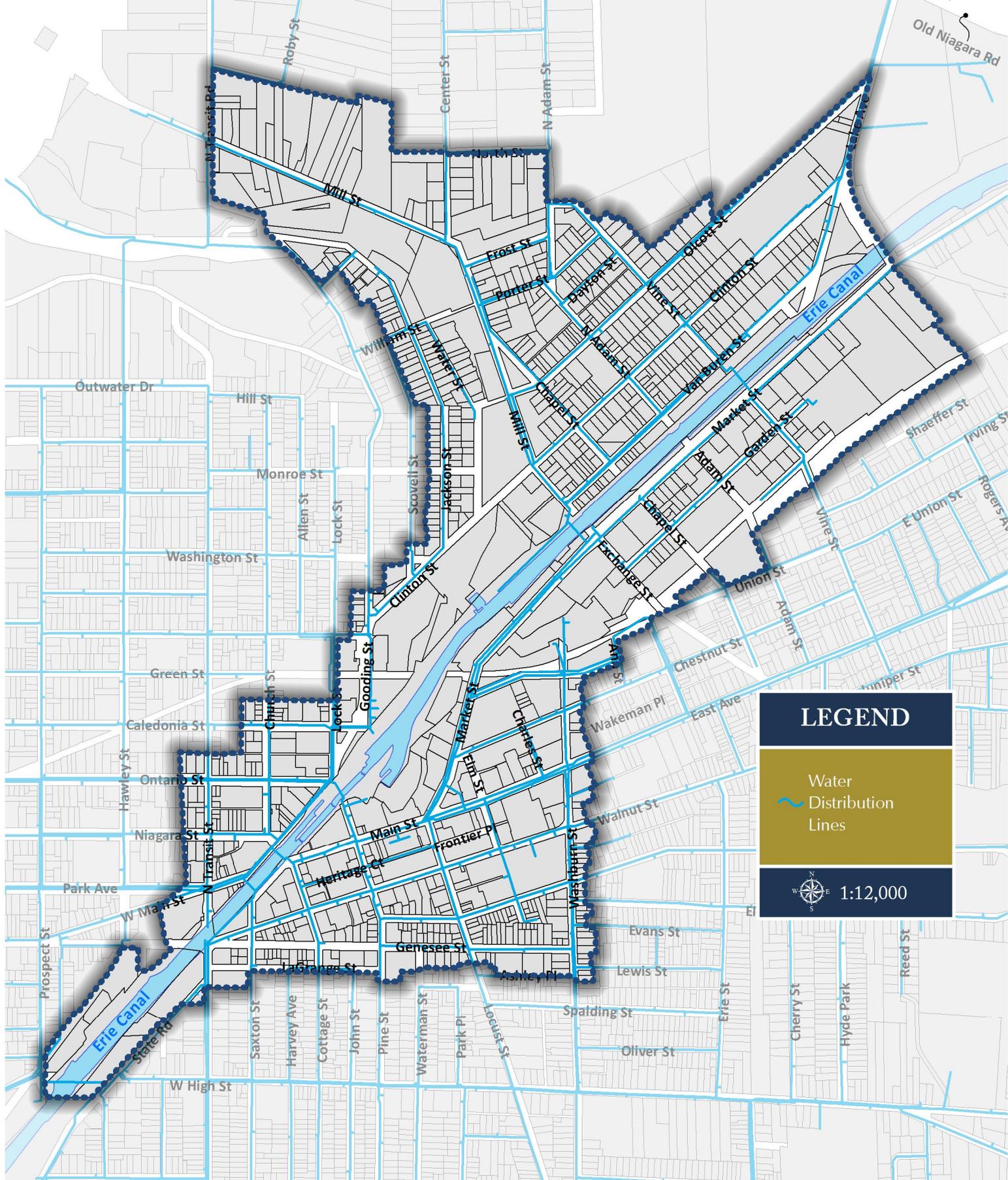
There are several combined sewer overflows (CSO) located within the Lockport Tourism Focus Area, and each ultimately outfall into the Erie Canal or Eighteen Mile Creek. Most of the CSOs within the City are located along the Erie Canal, with a major convergence point at Locks Plaza for three significant structures. Eighteen Mile Creek is also utilized as a CSO outfall at an underground portion of the water course between Union and Market Streets, and further downstream near William Street. These structures gather combined sewer and interceptor sewer overflows from throughout the City.

Storm Sewer Outfalls

The Erie Canal and Eighteen Mile Creek are the only outfall locations for significant



portions of Lockport. As a result, during large rainfall events significant flows of storm water and sewage enter the Canal and Creek, greatly diminishing water quality. There are 15 storm sewer and CSO sewer outfalls within the BOA study area, six of which carry combined sewer overflows.



Water Distribution Service

Lockport Tourism Focus Area

MAP
13

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Program.

If water quality concerns in the Erie Canal and Eighteen Mile Creek continue to impact the quality of the visitor experience along the waterfronts, the City should investigate the installation of a filtration system similar to that installed at the Buffalo Inner Harbor. As a result of potential water quality issues in areas downstream and/or adjacent to storm sewer/CSO outfalls, careful consideration should be made to land and water uses in surrounding locations.

Buffalo Inner Harbor
The Buffalo Sewer Authority recently constructed the Hamburg Drain Floatable Control Facility, a three story (one below grade) concrete block and masonry screening facility. The facility is designed to remove floatable material from the Hamburg Drain System through the use of mechanical screens, conveyors and screening grinders. The screened materials will be pumped through a force main to an existing sanitary sewer, allowing the materials to be treated.

Potable Water Infrastructure

The water system in the Tourism Focus Area consists of public infrastructure ranging in size from six inches to 24 inches in diameter. All public water for the City of Lockport is obtained from the Niagara River via the Raw Water Pumping Station located in North Tonawanda. The raw water is disinfected and then pumped 13 miles to the Lockport Water Treatment Plant on Summit Street in the City of Lockport. As indicated on Map

13, the Study Area is well-serviced by potable water, with public water supplies available to nearly all properties.

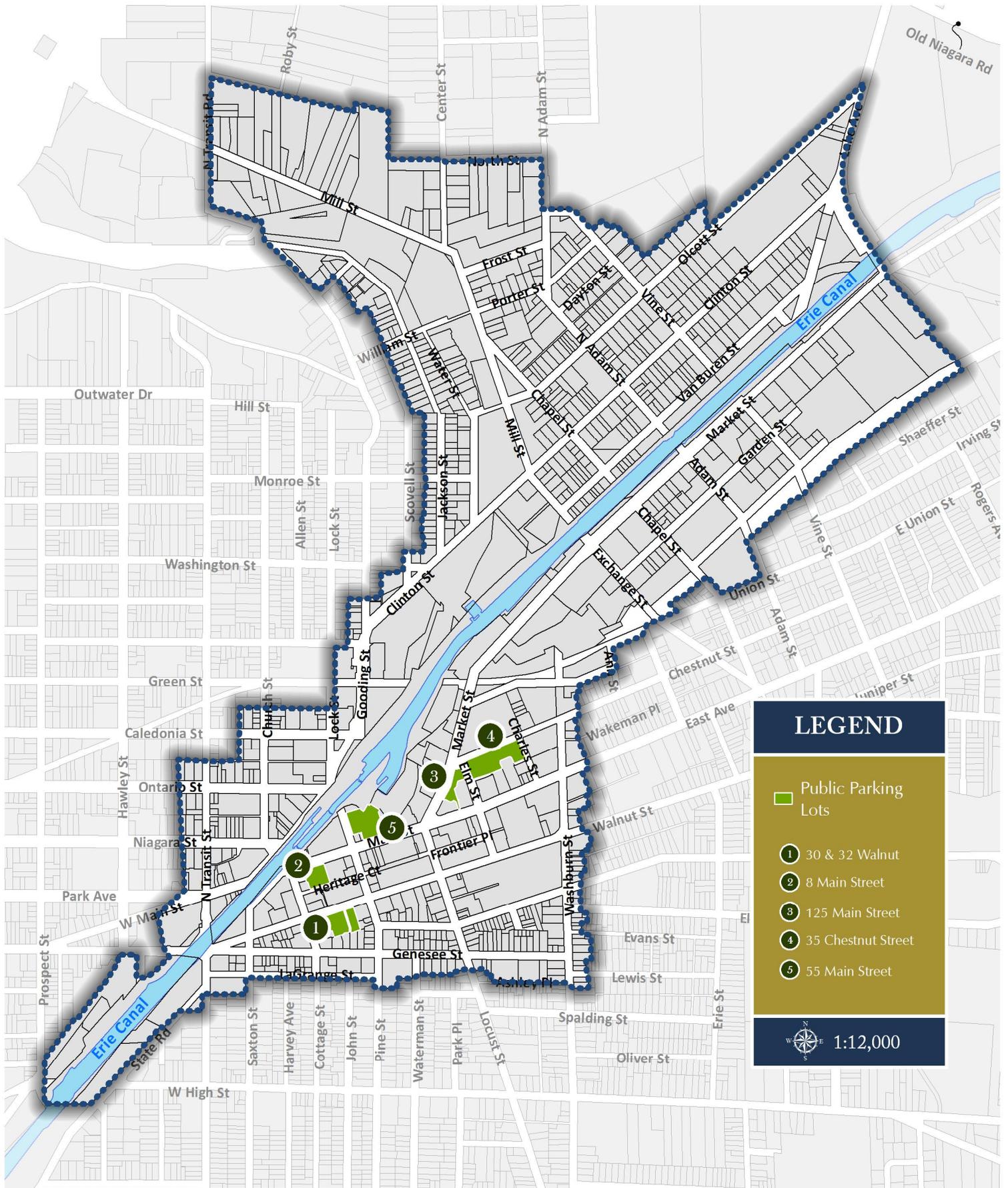
The Study Area is fed from large 20- to 24-inch supply mains traveling along Transit Street and Prospect Street which supply numerous service mains. Study Area coverage appears to be satisfactory. However, similar to sanitary sewer service, the potential site for the Lockport Harbor and Marine Center south of the Route 31 Bridge lacks direct access to water. Easements with adjacent property owners will be required to service this site from the public water system.

Electricity Infrastructure

Mapping and system information for the privately owned and managed electrical distribution and transmission network has been requested, yet not obtained, from NYSEG. A visual inspection of aerial photography indicates acceptable coverage via overhead distribution electrical service. The historic heavy industrial nature of development in the Tourism Focus Area suggests sufficient access to electrical capacity for new development.

Natural Gas Infrastructure

Mapping and system information for the privately owned and managed natural gas network was not available for review. Correspondence with National Fuel Gas Company did reveal that the historic development of the Study Area would likely indicate an above-average capacity to support future development. The engineering department at National Fuel felt confident that the Study Area was within sufficient distance of an existing supply main with available capacity to support future development.



Public Parking Lots

Lockport Tourism Focus Area

MAP
14

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Program.

Parking Infrastructure

Both on- and off-street parking is available in the Tourism Focus Area to serve residents and visitors. One inactive and four active public parking lots are located along or within one block of Main Street. In total, public parking lots provide 376 general parking spaces and 4 handicap-accessible spaces. A brief description of each active lot can be found below:

8 Main Street

This public parking area is located between Papa Leo's Pizza and the Masonic Temple building in the southwestern portion of the Study Area. This lot contains 76 parking spaces, 2 of which are handicapped-accessible. Access to this parking lot is located off of Heritage Court south of the lot and Main Street along the northern edge of the lot.

125 Main Street

This public parking lot is located behind the Niagara County Building at the intersection of Market Street and Elm Street in the southeastern portion of the Study Area. This parking lot contains 42 spaces, 2 of which are handicapped-accessible. This lot is primarily used by visitors to the County Office Building, particularly the Department of Motor Vehicles Office. Access is provided from both Market and Elm Streets.

30 & 32 Walnut Street

These two parcels form one public parking lot located between Molinaro's Restaurant and the Verizon building in the south-central portion of the Study Area. This lot contains 80 spots, however most of the paint delineating individual parking spots has faded or disappeared completely. Access to the lot is located in two places

along Walnut Street. Between April and November, the lot is the location of the Lockport Farmers' Market.

35 Chestnut Street

This public parking area is located south of Chestnut Street, between Market and Charles Streets in the southeastern portion of the Study Area. The property contains approximately 180 off-street parking spots and is used primarily by patrons of the Lockport Public Library and the Lockport Family YMCA. Access to the parking lot is located at several locations along Chestnut Street.

55 Main Street (Former Municipal Parking Ramp)

The 250-car structure circular concrete parking structure that occupied 55 Main Street was condemned in 2006 due to structural problems and sat idle for many years before being removed in late summer of 2013. The delay in removal was partly caused by a lack of funding with final monies raised as a result of a 2012 bond election. The parking ramp has been replaced by a 42-car two-level surface parking lot. The steep site conditions required that a wall be constructed mid-way across the lot so that it can be accessed off Main Street at the upper level and Pine Street at the lower level.

City of Lockport Parking Study

A parking study was conducted for the City of Lockport in 2013 by some State University of New York at Buffalo students. The purpose was to determine whether a parking shortage exists. The results of this study indicated that although no shortage exists, the perception of a shortage is



present in the City. This perception is likely fueled a lack of wayfinding signage and poor sidewalk conditions.

INFRASTRUCTURE & UTILITIES KEY FINDINGS

- 1 The Lockport Tourism Focus Area contains a comprehensive network of public infrastructure, including potable water, electric and natural gas infrastructure. The existing network of infrastructure has sufficient available capacity to support future development.
- 2 The presence of Combined Sewer Overflow (CSO) infrastructure indicates that the sanitary and storm sewer systems are not conveying effluent adequately. Overflows from combined sewers can have significant adverse impacts upon water quality in the Tourism Focus Area. Future development should occur in a manner that does not compound the problems associated with combined sewers (e.g., green infrastructure).
- 3 While more than 375 public parking spaces are available in downtown Lockport, there appears to be a lack of handicap-accessible spaces. When evaluating new parking options, the City should ensure that an adequate number of handicap-accessible parking spaces are provided.
- 4 A parking study conducted in 2013 indicated that there is no shortage of parking in the City of Lockport, but that the lack of wayfinding signage and poor sidewalk conditions contribute to the perception of a shortage.



PARKING LOT BEHIND THE YMCA IN DOWNTOWN LOCKPORT

Natural Resources & Environmental Features

The majority of the Lockport Tourism Focus Area is urbanized, characterized by dense residential, commercial, industrial and institutional development. The significant natural resources within the Study Area are associated with the Erie Canal gorge that bisects the Study Area and the Eighteen Mile Creek corridor, which forms its northwestern boundary. The following natural resources and environmental features are discussed below:

- Upland natural resources;
- Topography;
- Erosion hazard areas;
- Geology;
- Soils;
- Surface waters;
- Floodplains, wetlands and Critical Environmental Areas;
- Groundwater resources;
- Threatened and endangered species;
- Fish and wildlife habitat;
- Air quality maintenance areas;
- Visual quality;
- Agricultural lands; and
- Local, state and federally-designated resources.

Upland Natural Resources

The majority of the Tourism Focus Area is comprised of densely-developed urban buildings, roads and parking areas. Despite the urban nature of the Tourism Focus Area, a number of upland open space opportunities presently exist. A swath of upland open space is located along the Falls Creek Railroad corridor. Much of this

The Niagara Escarpment stretches for approximately 1,000 miles from Wisconsin and the upper peninsula of Michigan, across the Niagara peninsula in the Canadian province of Ontario, and into New York State, where it bisects Lockport before continuing east across New York State, ending near Watertown.

upland open space is located on the slope of the Niagara escarpment, making development difficult along the steep terrain. Upland open space can also be found along the Eighteen Mile Creek corridor, and include a number of former industrial properties that have reverted to a natural state. Along the Erie Canal Corridor, Upson Park forms a spacious upland open space area. Scalzo Park and the packet parks along the southern bank of the Erie Canal are connected by the Erie Canalway Trail, forming a linear open space area vegetated primarily with mature hardwoods.

Topography

The topography of the study area varies greatly between downtown Lockport on the southern side of the Erie Canal and the old City of Lockport located in the delta between Eighteen Mile Creek and the Erie Canal. Within the southern portion of the Study Area, downtown Lockport sits on the Niagara Escarpment, with the highest point in the study area located near the intersection of Washburn Street and Lewis Street approximately 631 feet above mean

sea level. The escarpment drops over 100 feet into what is now the Erie Canal gorge, with an average water level elevation of 515 feet above mean sea level. The topography north of the Erie Canal, between the Eighteen Mile Creek corridor and Lake Avenue is generally flat, with elevations ranging between 440 and 510 feet above mean sea level. Topography within the study area is illustrated on Map 17.

Erosion Hazard Areas

While most of the Tourism Focus Area is comprised of urban development and paved area, the steep Niagara escarpment that bisects the City of Lockport presents an area where erosion hazard potential is high. The escarpment rises approximately 100 feet as it extends from the Erie Canal up to Market Street. Evidence of erosion, land/rock slides and felled trees is readily observable along the southern bank of the Erie Canal opposite Upson Park.

Geology

According to New York State Museum Surficial Geology mapping, the Study Area comprises two surficial geology units; lacustrine silt and clay (lsc) and till, variable texture (t). The lacustrine silt and clay layer is located in the northeastern portion of the Study Area between the Eighteen Mile Creek corridor and the Erie Canal. The

lacustrine silt and clay layer is generally composed of laminated layers of silt and clay, deposited within glacial lakes in prehistoric New York. Lacustrine silt and clay contains calcareous soil with low permeability, resulting in the potential for land instability. The till, variable texture layer corresponds to the southwestern portion of the Study Area on top of the Niagara Escarpment. The till, variable texture layer is typically comprised of poorly sorted sand-rich sediments, ranging in particle size from silt to boulders. This layer was deposited by the moving bottom of the prehistoric glaciers that covered Lockport.

According to New York State Museum Bedrock Geology mapping, four bedrock formations are located within the study area. The portion of the study area northwest of Olcott Street is mapped as Thorold sandstone, part of the Medina group and Queenston formation. The central portion of the study area between Olcott Street and Main Street are comprised of Irondequoit limestone and Decew dolostone from the Clinton formation. The portion of the study area south of Main Street is comprised of Guelph dolostone of the Lockport group. Exposed bedrock can be observed throughout the study area, though it is most prevalent along the edge of the Niagara Escarpment/Erie Canal gorge.

VIEW OF THE ERIE CANAL NEAR ITS CONFLUENCE WITH EIGHTEENMILE CREEK



Surface Waters

The Erie Canal forms the larger of two mapped surface waterbodies in the Lockport Tourism Focus Area. The Erie Canal runs for approximately 2 miles through the center of the Study Area, between the Stevens Street Bridge and the Lake Avenue Bridge. Within the Study Area, the Erie Canal is classified by NYSDEC as a Class "C" waterway, best used for fishing, swimming and boating.

Eighteenmile Creek traverses a portion of the Lockport Tourism Focus Area. Eighteenmile Creek begins just southeast of the City of Lockport, running into the City before being culverted underground near Vine Street just south of the study area. The Creek travels underground below the Erie Canal before daylighting near Clinton Street. The Creek continues north along Mill Street before exiting the Study Area east of the Van De Mark Chemical Plant. The Creek travels for a total of 26 miles between where it originates in the town of Lockport to its outlet at Lake Ontario, draining a watershed of approximately 91 square miles.

Over time, Eighteenmile Creek has been severely impaired by a number of industrial

developments located along its banks. The Lockport Tourism Focus Area is located within the Eighteen Mile Creek Source Area of Concern (AOC), designated by the International Joint Commission as a waterway with an *"existing fish consumption advisory, decline in benthic population, a degradation of fish and wildlife populations, a prevalence of bird and animal deformities and reproductive problems and restrictions on dredging."*

The Creek was also added to the National Priorities List in 2012, which ranks the priority of known contaminated sites across the United States. Eighteenmile Creek is classified by NYSDEC as a Class "D" stream, most appropriately used for fishing, swimming or boating, often impaired by known or perceived contamination issues. For more information on contamination issues associated with the Eighteenmile Creek corridor in the Lockport Tourism Focus Area, please refer to the Brownfields section of this Nomination Study.

Floodplains, Wetlands and CEA's
According to Federal Emergency Management Agency mapping for the City of Lockport, 38 acres associated with the



RIPARIAN VEGETATION ALONG THE ERIE CANAL

Erie Canal and the Eighteenmile Creek corridor are mapped as Zone A, which is within the 100-year floodplain. Any development within Zone A must conform to both federal floodplain requirements as well as the requirements set forth in §190-160 through §190-166 (“Flood Damage Prevention”) of the City of Lockport Municipal Code, which requires that appropriate flood protection measures incorporated into building design, waterproofing of below-grade utilities and infrastructure and the design of subgrade floors to include water drainage infrastructure.

One New York State mapped freshwater wetland larger than 12.4 acres is located within the study area. New York State freshwater wetland LP-10 is located along the northern edge of Olcott Street, between Vine Street and Lake Avenue, in the northeastern portion of the Study Area. Wetland LP-10 is approximately 18.5 acres in size. A number of federally-mapped freshwater wetlands are also located within the Study Area along the Eighteenmile Creek corridor. Any future redevelopment initiatives will need to consider additional

site investigations in areas where potential wetlands may exist.

There are no Critical Environmental Areas designated by NYSDEC in Niagara County. Floodplains, wetlands and other surface waters are illustrated on Map 15.

Threatened and Endangered Species

According to the NYSDEC Environmental Resource Mapper, no state-listed threatened or endangered species are known to be located within the Lockport Tourism Focus Area. According to the United States Fish & Wildlife Service, the federally-listed threatened eastern prairie fringed orchid (*Platanthera leucophaea*) has the potential to be located in the Study Area. Future redevelopment initiatives within the Study Area need to be cognizant of this threatened species and be planned in a way to minimize significant impacts to this species to the maximum extent practicable.

Fish and Wildlife Habitat

While the majority of the Tourism Focus Area consists of a developed, urban landscape, a number of opportunities for fish and wildlife habitat exist. Open space areas along the Eighteenmile Creek and Erie





Canal corridors provide habitat for fish and wildlife.

According to the Supplemental Remedial Investigation prepared for the Eighteenmile Creek Corridor in 2009, a number of small and medium sized birds and mammals are known to inhabit the Eighteenmile Creek Corridor, including the white-tail deer (*Odocoileus virginianus*), blue heron (*Ardea herodias*), black-capped chickadee (*Poecillia atricapilla*), painted turtle (*Chrysemys picta*) and a number of other small amphibian, reptile and songbird species. While large fish migration upstream along Eighteenmile Creek is somewhat limited by the Burt Dam north in the Town of Newfane, a number of fish species inhabit the creek as it traverses the Tourism Focus Area. Fish species found in Eighteenmile Creek above the Burt Dam include smallmouth bass (*Micropterus dolomieu*), largemouth bass (*Micropterus salmoides*), white sucker (*Catostomus commersonii*) and rock bass (*Ambloplites rupestris*). Due to the historic industrial uses located along the banks of Eighteenmile Creek, many fish and wildlife species within the corridor have been impacted by contaminants, including PCB's, resulting from past industrial uses.

The Erie Canal is another important fish and wildlife habitat and serves as a regional tourist destination for fishing, particularly in the month of July during the Erie Canal Fishing Derby. Fish species commonly found along the Erie Canal within the Tourism Focus Area include carp (*Ctenopharyngodon idella*), bullhead (*Ameiurus nebulosus*) northern pike (*Esox lucius*), smallmouth bass and largemouth bass. As much of the Erie Canal corridor within the Tourism Focus Area is developed,

wildlife is limited to small birds and mammals such as the white-tail deer.

Soils

Approximately 76% of the Study Area is listed by the Niagara County Soil Survey as an "unsurveyed area" (Ua), with no soil data available. Due to limited knowledge of soils in the majority of the Study Area and the significant amount of development activities throughout Lockport's history, actual soil types and structural composition may vary greatly. Any future redevelopment initiatives will need to consider additional soil investigations prior to design and construction.

The remaining land in the Tourism Focus Area is split between several, smaller soil associations. Portions of the Study Area along Mill Street, north of Frost Street, are mapped as Hilton gravelly loams (HgA, HgB) and Rock land (RoA). The northeastern portion of the study area east of Vine Street is mapped as Made Land (Me), Cut and Fill Land (Cu) and Ontario loam (OnB). The southwestern tip of the study area west of Transit Street is comprised of Cut and Fill Land (Cu), Hilton and Cayuga silt loams (HmA), Churchville silt loam (CIA) and Water (W).

Groundwater Resources

According to mapping by the United States EPA, no sole source aquifers are located within the Lockport Tourism Focus Area. According to NYSDEC and United States Geological Survey (USGS) mapping, no primary or principal aquifers are located within the Study Area. While no aquifers are located underneath the Study Area, the long-term industrial uses in the City have resulted in a legacy of groundwater

contamination, particularly in and along the Eighteenmile Creek corridor.

Air Quality Maintenance Areas

Under 6 NYCRR, Part 200 and Section 107(d) of the Federal Clean Air Act, Air Quality Non-Attainment Areas are those places that persistently violate national ambient air quality standards for one or more of six air "criteria contaminants" (ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, particulate matter and lead). Air Quality Maintenance Areas are places that had a history of nonattainment, but are now consistently meeting the National Ambient Air Quality Standards.

With a ground level ozone concentration of 0.099 parts per million, Niagara County was designated as a non-attainment area in 2005, exceeding the 8-hour ambient air quality standard for ozone of 0.08 parts per million.

In 2008, ground level ozone concentrations for Niagara County were officially reported to EPA by NYSDEC as 0.084 parts per million, and as such, the County remains classified as a non-attainment area with respect to the 8-hour ambient air quality standard for ozone. Niagara County is currently listed as an "attainment area" for the remaining five "criteria contaminants."

Visual Quality

Although no designated federal or New York State Scenic Byways are located within or immediately adjacent to the Tourism Focus Area, a number of scenic resources can be found in the Study Area.

Locally-important viewsheds include the Niagara Escarpment and Erie Canal gorge as viewed from the Pine Street Bridge and

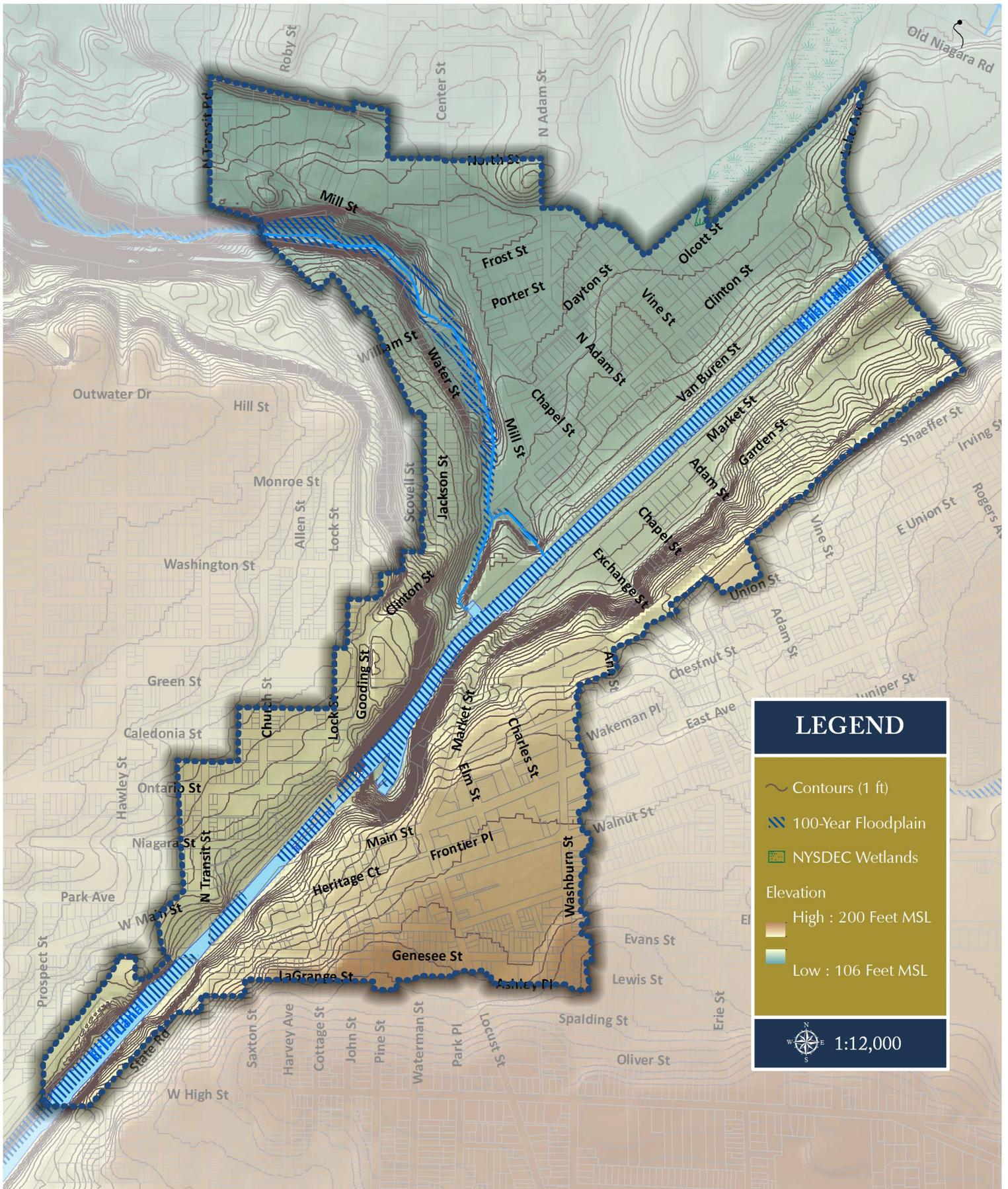
Upton Park, as well as from the Erie Canalway Trail.

Agricultural Lands

The Tourism Focus Area comprises urban residential, commercial and industrial development, paved roadways, surface waters and vacant urban parcels. While private residential gardens do exist, no significant agricultural land uses are located in the Study Area.

Local, State and Federally-Designated Resources

No local, state or federally-designated resources are known to exist within the Tourism Focus Area.



Natural Resources

Lockport Tourism Focus Area

MAP
15

This effort was made possible with the guidance and financial assistance provided by the New York State Department of State Brownfield Opportunity Area Program.

NATURAL RESOURCES KEY FINDINGS

- 1 The natural resources in the Lockport Tourism Focus Area play an important role in the way the City has developed. Considerable variations in topography caused by the Niagara Escarpment and the Erie Canal have resulted in the physical and visual separation of the Study Area. For revitalization efforts to be successful, this separation will need to be overcome.
- 2 The redevelopment of property along the Erie Canal and Eighteen Mile Creek is a primary initiative when considering the future of the Lockport Tourism Focus Area. However, as the vast majority of natural areas in the Study Area are located along these corridors, redevelopment initiatives should focus on incorporating natural features into the site design.
- 3 Groundwater resources in portions of the Study Area have been impacted by heavy industrial contamination, mostly in the area along the Eighteenmile Creek corridor. Redevelopment opportunities that encroach on groundwater resources may thus be limited on these corridor sites.
- 4 The lack of detailed soil survey data for much of the Study Area may require additional soil investigations prior to redevelopment.

3.3 ECONOMIC & MARKET TRENDS ANALYSIS

The Market Analysis provides a detailed look at the various factors comprising the Tourism Focus Area's economy, including socioeconomic makeup, the regional economy, the residential market, the office/industrial market, the retail market and the tourism market. The analysis of each factor's current trends provides a better understanding of the overall Lockport economy and illustrates how each may impact or influence potential redevelopment opportunities within the Tourism Focus Area.

The following sections provide a summary of the key market conditions in the Tourism Focus Area as they relate to residential, office, industrial, retail and tourism opportunities. The full Market Analysis can be found in Appendix 5.

Residential Market Analysis

The residential market analysis compares existing conditions and projected trends in the housing market in the City of Lockport and the Buffalo-Niagara MSA to trends in the City of Syracuse, the City of Rochester and the City of Buffalo. This analysis helps to identify potential development types that will serve currently unmet needs in the Lockport area, and determines whether these are feasible in the current real estate atmosphere. Local real estate agents and residential developers were interviewed during the stakeholder engagement process to gather information on local trends and pricing.

Lockport Canal Homes
The Lockport Canal Homes project includes the development of 30 affordable housing units along the Genesee Street corridor in the City of Lockport. Each building will contain multiple units and each unit will include features typical of single-family housing with private and separate entryways. Development of this new housing will hopefully encourage other property owners to make improvements to their units, which, in turn, will help improve local property values and overall neighborhood appearance.

As previously noted, approximately 30% of the available housing stock in the Tourism Focus Area is owner occupied, 50% is renter occupied, and 20% is vacant. This high vacancy rate is a direct result of the decline in total population, number of households and number of families. The high number of vacant rental units also indicates that there is a soft market or a "renters market" for rental units due to either an oversupply of rental properties or the current stock of rental properties is not meeting the demands of renters. The Tourism Focus



NIAGARA PRODUCE IS A SUCCESSFUL LOCALLY-BASED MARKET

Area also has a significantly higher rate of vacancy compared to both the City and the region as a whole. It is also important to look at contract rents as this will impact the type of new residential development that may locate in the Tourism Focus Area. In the City of Lockport, the average contract rent is \$471 (\$535 for the Buffalo-Niagara MSA) and most renters pay extra on top of the contract rent for one or more utilities. Worth noting is that the City does not currently have any units with a contract rent over \$1,250, even though these units comprise approximately 1.5% of the renter occupied units in the MSA.

An increased demand for downtown residential is a trend that is positively impacting redevelopment options in the downtown. This demand has translated into the reuse of existing buildings for moderate and high-end lofts, condos, and apartments both locally and nationally.

As part of this planning effort, two buildings in the Tourism Focus Area have been identified for possible adaptive reuse as residential loft spaces – one of the buildings

on the Harrison Place campus and the F&M building. Based on the results of the market analysis, an adaptive reuse development would be possible for Lockport under the following circumstances:

- The property must be attractive to young professionals (e.g., the Creative Class) who are looking to be close to the growing health care cluster and other regional technology-based firms, but still want access to the waterfront and other quality of life amenities the City has to offer.
- The end product should be high quality and appeal to people who want to live downtown but still have access to a car (ease of parking) to travel to other parts of the County and region for their job.
- The building should provide amenities similar to what is available at other comparable projects, including parking, security, quality views, high-end appliances, loft style, and open to pets.

RESIDENTIAL MARKET ANALYSIS KEY FINDINGS

- 1 The higher number of vacant rental units in the City indicates that there is a soft market (i.e., renters market) for rental units, which may have implications (e.g., lack of demand) for the Study Area.
- 2 The housing stock in the City of Lockport is quite old and may not provide the ideal set of housing opportunities to potential residents.
- 3 Regionally the development of “loft-style” apartments has become more popular with young professionals and has been a driving force of economic development. Reuse of existing buildings in downtown Lockport along the Canal for market rate and high end condos with rents between \$850 and \$1,500 per month could be successful in attracting new residents. However, reuse of existing buildings in downtown would require several conditions to be met for it to be successful (e.g., identification of adequate parking in close proximity).
- 4 Development of the Lockport Canal Homes along Genesee Street will provide attractive affordable housing options and help to bring up property values while maintaining the overall character of the neighborhood.
- 5 The influx of market rate residences into the downtown would increase the activity on the street and would help revitalize and further revive the City of Lockport.

CONSTRUCTION OF HOMES ALONG GENESEE STREET



Office & Industrial Market Analysis

The Office and Industrial Market Analysis evaluates recent trends and projections in the regional office and industrial space-utilizing industries to identify potential opportunities for development. This analysis takes a regional perspective, which includes the Buffalo-Niagara MSA, and considers how the City and Study Area fit into the region.

One of the primary methods for evaluating the existing office market is to look at the types of office spaces available. Office space is generally classified as Class A, Class B, or Class C and includes considerations for access, visibility, and neighborhood quality. Every market varies in how each classification is defined, but Class A buildings typically represent the highest-quality buildings within a market, while Class B and Class C buildings are classified relative to Class A.

In the City of Lockport there is little-to-no recently developed Class A space. There are some older properties that are vacant and can accommodate additional tenants, including Harrison Place. While these older buildings lack modern updates, the opportunity for customization exists.

In addition to the review of existing office spaces, the market analysis also reviewed the Lockport Industrial Development Agency website, which includes a list of available industrial space. According to this list, the Lockport Industrial Park (located in the Town of Lockport) has 69 acres available for industrial development, while dozens of other sites are also available for industrial and/or commercial uses. Lockport, currently has a surplus of industrial land and

buildings and the construction of new industrial space is not supported by the market analysis. This is not to say that industrial development is not viable in the City or Study Area.

Based on the results of a target industry analysis conducted for the Lockport Tourism Focus Area, the following are industries that the City should consider marketing to for new business growth:

Advanced Manufacturing
Wood Products
Converted Paper Products and Printing
Plastic Products
Specialized Steel and Ferroalloy Products
Metalworking
Manufacturing Machinery and Components
Electrical Equipment
Kitchen Cabinetry
Advanced Technology

Professional Services
Information
Finance, Insurance, Real Estate
Professional, Scientific, Technical, and Management Services
Administration, Waste Management and Remediation Services

Health Care
Medical Equipment and Supplies Manufacturing
Medical and Diagnostic Labs

Urban Agriculture/ Agribusiness
Sugar and Confectionary Products
Fruit and Vegetable Preserving and Specialty Foods
Dairy Products
Bakeries
Other Food Products
Beverages/ Wineries

These industries were selected based on economic criteria, including competitiveness of the industry, growth trends, local



presence, diversification, and wages. In addition, Lockport has specific strengths that support each identified sector. A full description of each sector and its supporting strengths is included in the *Target Industry Study and Business Recruitment Strategy* (Appendix 6).

OFFICE & INDUSTRIAL MARKET ANALYSIS KEY FINDINGS

- 1 The office space real estate market is experiencing only a slight oversupply. With the projected increase in office-utilizing industries, there is a potential for small space development to meet the needs of small start-up firms looking for affordable space.
- 2 The region has an oversupply of industrial space. Although four industry clusters and sectors were identified for targeting, it is likely that existing spaces will satisfy the needs of any new industrial development resulting from a targeted recruitment strategy.
- 3 Existing industrial spaces within the Tourism Focus Area, namely Harrison Place, are current examples of adaptive reuse of existing buildings associated with commercial manufacturing and industrial enterprises. Adaptive reuse of existing buildings should be a primary consideration before new industrial space is added to the existing oversupply.

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Retail Market Analysis

The goal of a retail market analysis is to look at the supply and demand for goods and services within a particular geographic area. The retail market analysis outlines consumer spending habits in the region, estimates retail demand, identifies household characteristics of potential consumers identifies business opportunities or niche markets that are not being met by the current market.

The Local Trade Area (i.e., 10-minute drive time from the center of the Tourism Focus Area) was studied for the retail market analysis and compared to the City of

There were approximately \$3 million of retail sales in the Grocery Store category in the City of Lockport. However, residents of the City spend approximately \$28 million on these goods. Therefore, residents spend about \$25 million outside of the City of Lockport on groceries; this \$25 million is considered sales leakage.

Lockport Trade Area (i.e., area within the City boundary). Reviewing data within a 10-minute drive of the Tourism Focus Area provides insight into the local retail market and helps to identify whether the needs of local consumers within or in close proximity to the Study Area are being met by existing businesses. Unmet demands (i.e., sales leakage) in the Local Trade Area present potential business development opportunities in the Study Area that would

benefit from strong support by the local market.

Based on the results of the market analysis, there are many consumer demands that are not being met in the City Trade Area or the Local Trade Area and are experiencing significant sales leakage.

Industries experiencing leakage and demonstrating a high potential for success within the Study Area include:

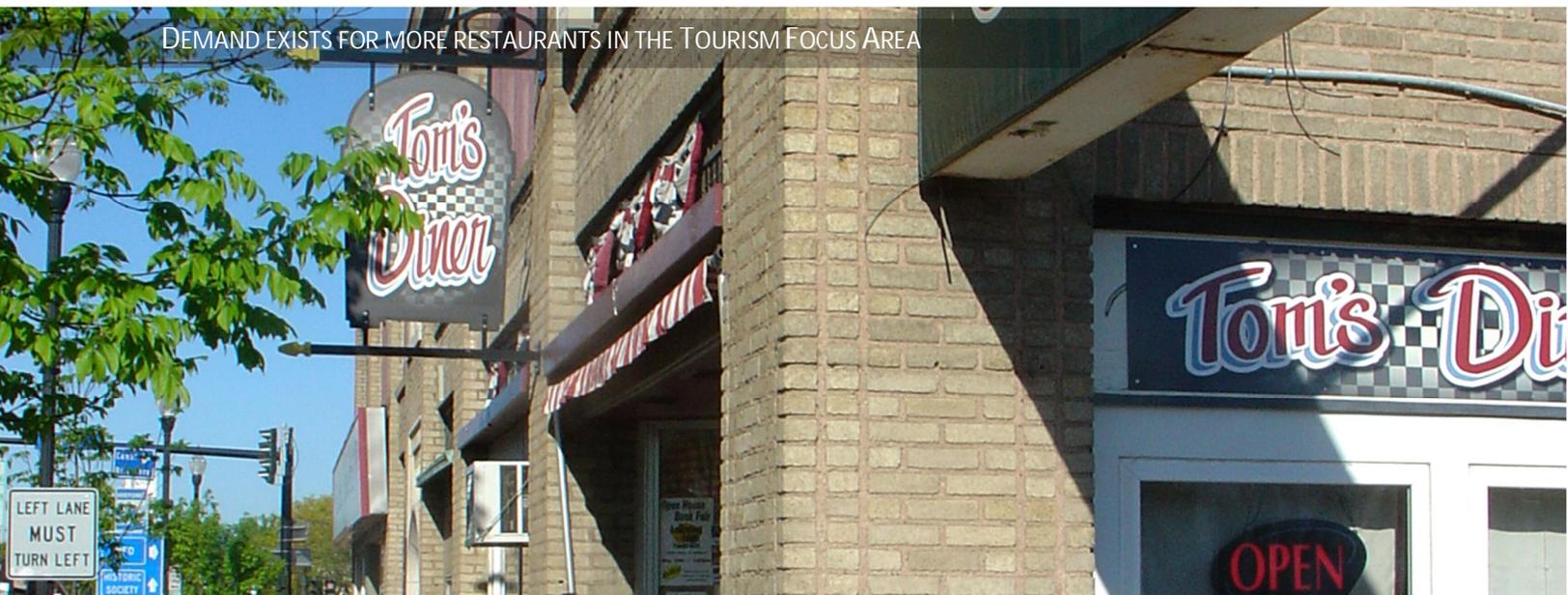
- Food Services Restaurants;
- Miscellaneous Store Retailers;
- Clothing Stores; and
- Electronic and Appliance Stores.

Conversely, if the supply of goods sold exceeds trade area demand, it is assumed that non-residents are coming into the trade area to spend money, creating a sales surplus. The data show that there are very few industries where there is any sales surplus in the City of Lockport or Local Trade Area. Where there is surplus, it is very small, indicating that people do not come to Lockport for their retail offerings.

When considering the retail potential for the City of Lockport and the Tourism Focus Area, it also is important to take into account the significant retail destination centers that are within a 30-minute drive of the Study Area. These retail destinations have a much wider variety of retail offerings that will make it difficult for the Tourism Focus Area to capture these kinds of consumers. The retail offerings in the City of Lockport will instead need to cater to local residents as well as visitors and tourists (see the following section on the Tourism Market Analysis).

RETAIL MARKET ANALYSIS KEY FINDINGS

- 1 Several retail sectors are experiencing significant sales leakage. There is demand for a variety of goods and services locally, and particular focus should be paid to attracting those goods and services with the potential to serve existing residents and tourists coming to the City of Lockport.
- 2 Interviews suggest that demand exists for additional small retail stores in downtown Lockport to serve both residents and visitors. This could include bookstores, a wine store, a small clothing boutique or local product stores that sell goods made in the region such as jams, honeys, and syrup.
- 3 The retail feasibility analysis indicates demand for restaurants in the Tourism Focus Area, which could be a good catalyst for additional redevelopment. This could include a beer garden style brewery or other outdoor venue on Canal Street that will make use of the space and be attractive to bikers, families and young adults. Breweries attract people from far distances and can become a major destination for a community while still being a “good neighbor”.
- 4 Demand exists for a food market that offers ready-made items (e.g., sandwiches, salads) that can be used on a picnic or bike ride and also offer goods that appeal to residents.



Tourism Market Analysis

The greater Buffalo-Niagara region contains a number of internationally-renowned tourist destinations, all in close proximity to the City of Lockport. Niagara Falls, which attracts 16 million visitors per year, is approximately 30 minutes from the City and thus provides a great source of potential tourists for the City's attractions. In fact, a 2008 study conducted by the Buffalo Niagara Conventions and Visitors Bureau found that 13% of Niagara Falls visitors had visited the Erie Canal and its locks in Lockport. Another source of tourists for the City is the Erie Canalway Trail, which sees thousands of users each year. A trail count conducted in 2011 by Parks and Trails NY estimated more than 600,000 users annually just in the North Tonawanda section alone (data was unavailable for the Lockport section). The count also noted that 56% of trail users were walkers, 30% were cyclists, and 10% were joggers.

The Niagara Wine Trail (see Figure 16), which runs through Lockport between Niagara Falls and Medina, draws thousands of people each year, many of which visit the City. There are currently 16 year-round

wineries on the trail, with several new wineries opening regularly.

The wineries along the Niagara Wine Trail offer events throughout the year that bring people to the region who are in need of lodging, restaurants and related services. Often, existing lodging facilities in the region are filled during these special events and on weekends. Lockport businesses could capitalize on these visitors by opening wine stores that offers tastings and other locally-made products, providing unique lodging opportunities, or offering package deals that include lodging, restaurants, theater tickets, transportation and other amenities.

In a 2010 study, it was found that regional heritage tourism sites attract approximately 115,000 visitors each year and engineering attractions, such as the Flight of Five Locks, draw an average of over 433,000. Both of these types of visitors tend to have more disposable income than other types of travelers, which could prove to benefit Lockport. Drawing from this, it was also estimated that, upon completion, annual visitation to the Flight of Five Locks will total approximately 230,000.

FIGURE 16: NIAGARA COUNTY WINE TRAIL MAP (niagarawinetrail.org)



TOURISM MARKET ANALYSIS KEY FINDINGS

- 1 The City of Lockport has significant tourism assets and resources that bring thousands of people into the City each year. The City's proximity to Niagara Falls and access to the Erie Canalway Trail present opportunities for further growth of the City's tourism industry.
- 2 Though there are several lodging options within the City, market research suggests that a small, unique hotel would be appealing to Erie Canalway Trail users, Niagara Wine Trail visitors, and regional tourists (please refer to the Financial Feasibility Analysis of the hotel proposed for a site on Market Street on page 144).
- 3 There is demand for additional tourism assets to encourage visitors to lengthen their stay, suggestions included increased retail options, a children's museum, lodging options and event space.

VIEW OF THE ERIE CANAL LOOKING NORTH FROM THE LOCKS



3.4 SUMMARY ANALYSIS & FINDINGS

This Summary Analysis provides a concise description of existing demographic, market and physical conditions. The Summary Analysis also identifies key findings and potential opportunities identified during the Nomination Study process that will help to achieve the vision, goals and objectives for revitalization of the Tourism Focus Area.

Local and Regional Demographic and Market Trends

Understanding the current demographic and market trends is important as these can help identify possible opportunities for new and emerging markets. An overview of the demographic and market trends in the Lockport Tourism Focus Area, the City of Lockport and the greater Buffalo-Niagara region is provided below.

Population Trends

- The population of the Study Area decreased 7% between 2000 and 2010, and is projected to decrease by an additional 2.5% by 2015. By implementing many of the recommendations of the Tourism Focus Area Master Plan, an infusion of downtown housing would help to reverse this trend.
- Between 2000 and 2010, the number of households dropped from 1,510 to 1,444, or 4%. This trend is expected to continue into 2015.

Housing Characteristics

- The housing stock in the Study Area is quite old and may not be attractive to certain segments of potential residents.

- Half of the existing housing stock is renter-occupied. Increasing owner-occupied housing units and providing a variety of new, diverse housing options in the Study Area is a strategic goal for attracting new residents.
- Infill market-rate residential development and implementation and enforcement of design standards and building codes in Lowertown and along West Genesee Street will help protect the character of these residential neighborhoods.
- Demand exists for market-rate and high-end condos, apartments, live/work spaces and lofts in close proximity to Main Street. The location of these alternative housing options near transportation routes, employment hubs, retail establishments, restaurants and tourist destinations can be attractive to prospective residents who seek alternatives to suburban, detached single-family homes.

Income and Employment

- The median household income for the Tourism Focus Area is well below that of the City; however, the median household income is projected to increase by approximately 27% between 2010 (the date of the most current data) and 2015.
- The primary employment sectors with forecasts for significant growth in the region include Government and Health Care & Social Assistance.
- While manufacturing is the fourth largest employment sector in the City, it is forecasted to continue to decline over

the next decade. However, this projection is based on past trends and can be reversed.

Retail, Office & Industrial Market Analysis

The shifting of the market in the City of Lockport from manufacturing-based economy to an economy based on the service sector is a key factor that will shape the future of the Lockport Tourism Focus Area. An overview of the opportunities and constraints associated with the retail, office and industrial markets is provided below.

Retail Market

- Residents of the Tourism Focus Area have relatively stable incomes, have lived in the Study Area for a long time and would likely prefer to purchase goods and services locally though they are currently not fully able to. This unmet demand presents potential business development opportunities in the Study Area that would benefit from strong support by the local market.
- Residents seek access to a variety of potential retail sectors. Opportunities exist to expand offerings within these niche retail sectors, including the provision of food markets (with ready-made items), a brewery, a local products establishment (jams, honey, wine, syrup, etc.), a bookstore and small clothing boutiques.
- The regional retail market is saturated with large-scale, national chain retail offerings within 30 minutes of the Tourism Focus Area. However, several retail sectors within the Tourism Focus Area are experiencing significant sales leakage. Retail sectors where demand

exists include restaurants and small retail stores downtown. These uses are often complimentary, and can serve as catalysts for both growth of existing adjacent businesses and redevelopment in the vicinity of these retail sectors.

Office and Industrial Real Estate Market

- The office space real estate market is experiencing a slight oversupply of office space, limiting the need to construct new office space within the Tourism Focus Area. However, as the number of jobs in office-utilizing industries is projected to increase over the next decade, the potential exists for the adaptive reuse of existing structures for small space development to meet the needs of small start-up firms looking for affordable space.
- Existing structures such as the Bewley Building, the F&M Building, Ulrich City Centre, Harrison Place and the buildings along Canal Street present opportunities for adaptive reuse to meet the needs of future small businesses seeking office space.
- The industrial real estate market in the Buffalo-Niagara region is flooded with industrial properties. Existing industrial spaces in the Tourism Focus Area, namely Harrison Place, are ideal for adaptive reuse and can serve as a prime location for future commercial manufacturing and industrial enterprises, including the industry clusters and sectors targeted for the Study Area. Adaptive reuse of existing industrial space for prospective industrial uses should be done prior to adding new industrial space.

Tourism Market Analysis

One of the strengths of the Tourism Focus Area is the rich history associated with the construction of the Erie Canal and the industrial revolution. Sites associated with this history can attract hundreds of thousands of visitors each year, who often have more disposable income than other types of travelers. An overview of the opportunities associated with the tourism market is provided below.

- The City of Lockport possesses significant tourism assets and resources. The Erie Canal and its Flight of Five Locks, the Lockport Cave and Underground Boat Tour and the Erie Canalway Trail are only a few of the tourist destinations that draw thousands of visitors to Lockport each year. Further investment in these assets would likely increase the visitation.
- Regionally, Lockport is geographically located near some of the country's most prominent tourist destinations, including Niagara Falls, Lake Ontario and the Erie Canal. The proximity to these destinations presents a number of significant opportunities for growth of Lockport's tourism industry. These opportunities could include expanded cross-promotion between regional tourism entities and the City, including the Niagara Tourism and Convention Bureau and the City of Lockport. Improved connections between regional tourist destinations in Niagara Falls and the City of Lockport, including shuttle busses and trolleys, have been identified as ways to facilitate the movement of tourists and residents between Niagara Falls and Lockport.
- Heritage sites attract affluent visitors that benefit the local economy. Efforts to increase tourism should focus on heritage and culture tourists in order to maximize the potential return on investment.
- Demand exists for ancillary tourist destinations, services and amenities that support the primary tourism engines in Lockport. A canal-side or downtown hotel, retail boutiques and shops, eating and drinking establishments, event spaces and a children's museum were all identified as opportunities to expand the tourism market. These would be popular to both tourists and residents, and would accentuate the tourism experience in Lockport.



Transportation and Infrastructure

The Lockport Tourism Focus Area is served by a comprehensive transportation and infrastructure network with enough capacity to serve future development, although issues do exist. An overview of the opportunities and constraints associated with transportation and infrastructure network is provided below.

- The Tourism Focus Area is traversed by an active Class III short line railroad (the Falls Road Railroad) that begins in Brockport and terminates just west of the Study Area. As this corridor only sees two to three trains per week, opportunities exist for potential new businesses to take advantage of available capacity.
- The Tourism Focus Area contains sufficient water, natural gas, electricity and public parking infrastructure capacity to support future revitalization initiatives.
- The presence of Combined Sewer Overflows (CSO's) can have significant adverse impacts upon water quality within the Tourism Focus Area. Future redevelopment needs to occur in a way that addresses existing issues and identifies mitigation strategies associated with the combined sewer system and the presence of combined sewer outfalls. Significant investment by the City with possible financial assistance from grant sources will be required to improve the quality of waters discharged into the Erie Canal and Eighteen Mile Creek to maintain the

important waterways that drive the tourism industry in the City of Lockport.



Land Use & Zoning

The existing Zoning Ordinance for the City currently limits the ability for appropriate redevelopment in some portions of the Tourism Focus Area. The City should modify its zoning ordinance to allow for the implementation of the recommendations for revitalization within the Tourism Focus Area.

- A number of Study Area parcels along the Erie Canal are zoned B-3 (General Business). Existing regulations for the B-3 district limit development of water-dependent uses along the Canal (e.g. marinas, boat storage). As Canal-based tourism is extremely important to the City and Study Area, revisions to the City's zoning ordinance to allow for greater flexibility for water-dependent uses are critical.
- Currently, design standards have only been developed for Planned Unit Developments in the City. Design standards for other areas of the City, including the Main Street corridor and the Lowertown Historic District, as well as for water-enhanced uses would help guide building form, façade design and site planning for future development, and help to ensure consistency with the existing built and natural environment.
- The redevelopment of several strategic vacant parcels, including the former Kohl's Cycle properties and the Dussault properties, is currently limited due to the existing industrial zoning classification of the properties. Rezoning these parcels consistent with adjacent and desired uses can aid in realizing the vision for these properties.

Brownfields and Publicly-Owned Properties

The presence or perceived presence of contamination on properties in the Study Area is one factor impacting the revitalization initiatives proposed for the Tourism Focus Area. Public ownership of brownfield properties can facilitate the remediation and eventual redevelopment of a site.

- Niagara County received funding through the USEPA to conduct environmental site assessments throughout the county. The funding is being administered by the Niagara County Department of Economic Development. Several of the strategic sites in Lockport have had assessments completed with this funding.
- The Lockport Tourism Focus Area contains 75 properties that were identified as brownfields, accounting for approximately 25% (97 acres) of the Study Area. Much of this land is within the Eighteenmile Creek Corridor Superfund Site. A Remedial Action Plan has been developed for these properties, although permanent remedial measures have yet to be implemented. The type and extent of contamination on these properties severely limits their redevelopment potential to passive recreation space. As such, an opportunity exists to create a greenway along this corridor that provides launches for non-motorized watercraft, wildlife and waterfowl observation platforms/trails and interpretive signage.
- Harrison Place is an example of a strategic brownfield site that contains a number of active, viable uses with capacity for expansion. As environmental remediation activities near completion, the complex is ideally suited for future light industrial, flex, office and/or manufacturing development, should the demand for such space present itself. Recent developments, including the relocation of Trek, Inc. to Harrison Place, have the potential to stimulate additional growth within the complex.
- Strategic brownfield sites that are potential candidates for additional site assessment funding through Step 3 of the BOA program include Ceramics Plaza, and the former Union Station.
- Twenty-two percent of the land area in the Tourism Focus Area is publicly held. The City of Lockport is the largest public landholder in the Study Area, owning approximately 43 acres of land on 45 parcels (10.9% of the Study Area). Additionally, 19 publicly-owned properties comprising 22 acres of land are brownfields. Public ownership can help facilitate land assembly and provide an enhanced level of public control over redevelopment.
- Public ownership of several key brownfield properties along the Erie Canal waterfront, including the former Kohl's property, the property at 33 State Road and the Canal Street properties can help to realize significant opportunities for water-dependent uses and public amenities.

Natural & Recreational Resources

Despite significant industrial development over the past 200 years, the Tourism Focus Area has retained a number of important natural resources, including the Eighteenmile Creek Corridor, which not only improve the quality of life for existing residents, but may help attract new residents who value access to nature.

- The Erie Canal and the Eighteenmile Creek corridor are key natural and recreation resources in the Tourism Focus Area. Redevelopment within the Tourism Focus Area along these waterways should utilize sustainable design practices, including the use of pervious pavement and on-site bioretention ponds and swales to reduce the stormwater load discharged to the already overburdened combined sewer system.
- Lockport possesses a rich industrial history along the Eighteenmile Creek corridor. This history that has resulted in lingering contamination issues on several properties in the Study Area. Groundwater resources, particularly on the properties along the Creek, have been impacted by heavy industrial contamination. Surface water, soil and creek sediment contamination within the Eighteenmile Creek corridor will also need to be remediated prior to redevelopment along the corridor.
- The Remedial Action Plan for the Eighteenmile Creek corridor calls for a 30-year monitoring plan with fixed groundwater wells in place to assess future groundwater contamination after remedial activities are complete,

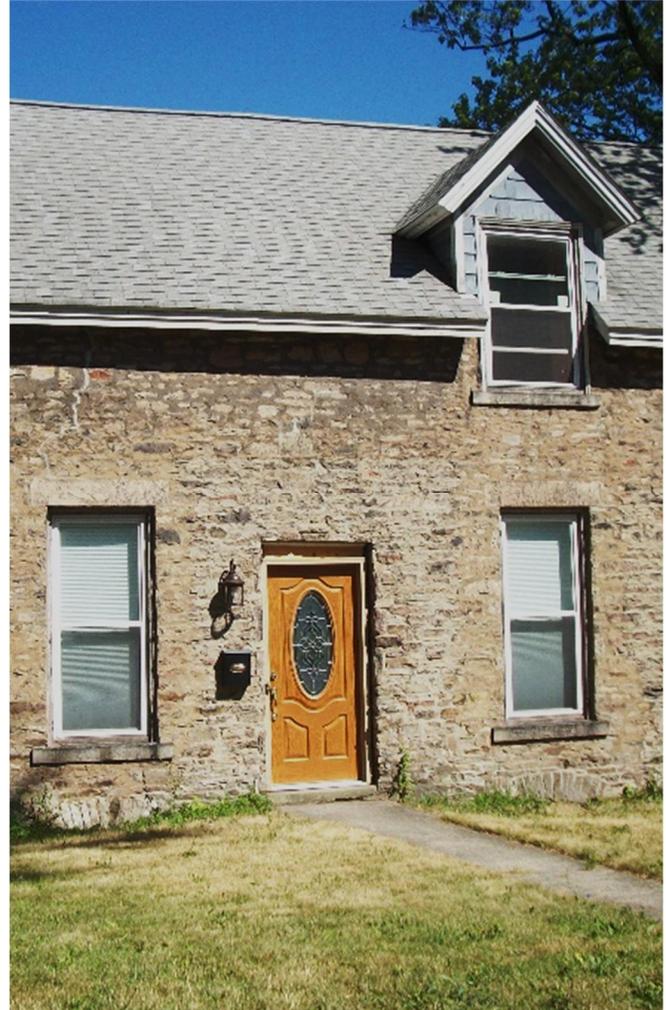
and prescribes the filing of an environmental easement on the properties along the Creek, limiting future redevelopment uses.

- Upon completion of remediation activities, the Eighteenmile Creek corridor offers the potential to create a greenway of adjacent open space parcels with opportunities for kayaking and canoeing along the Creek. The construction of trails, parking areas and non-motorized boat launches, as well as the installation of signage interpreting the natural and industrial history of the corridor are potential opportunities that should be explored.
- Several parks in the Tourism Focus Area, including Upson Park and Scalzo Park, are used primarily for passive recreation purposes. Others, including Dolan Park and Dudley Square Park are actively used spaces with modern equipment and popular programming. Opportunities exist to emulate the success of these two parks at other parks in the Tourism Focus Area through amenity and programming improvements, increasing park usage by both residents and tourists.

Historic Resources

The Lockport Tourism Focus Area possesses a rich history associated with the construction of the Erie Canal, its renowned Flight of Five Locks and the advent of the industrial revolution. An overview of the opportunities and constraints associated with these resources is provided below.

- The Erie Canal remains one of the largest economic drivers for the City. Opportunities exist in the Tourism Focus Area to support the Erie Canal-based tourism industry through expanded marketing of existing businesses and tourist attractions, as well as the development of new amenities (e.g., shopping, lodging) that serve Canal-related tourists.
- Owners of income producing real properties (commercial and residential) listed on the National Register of Historic Places or located in National Historic Districts may be eligible for a 20% federal income tax credit and an additional 20% state tax credit for the substantial rehabilitation of historic properties. Some of Lockport's most significant buildings are located in the Tourism Focus Area, including the former U.S. Post Office and the F&M Building. These underutilized historic buildings presents opportunities for adaptive reuse as part of the future revitalization of the Tourism Focus Area.





Section 4 – Key Recommendations

Introduction

The purpose of the Brownfield Opportunity Areas Program is to effect positive change in communities. Therefore, the Nomination Study is not the end but rather the means to an end. Section 4 of the Nomination Study includes recommendations on how to achieve the changes that the community desires, including topics such as marketing and branding, tourism programming and infrastructure, place making, economic development and capital projects.4.1 Marketing and Community Branding Strategy

4.1 MARKETING AND COMMUNITY BRANDING STRATEGY

Marketing and branding are critical components of the Lockport Tourism BOA Master Plan, particularly given the central role that tourism is expected to play in Lockport’s economic future. The overarching objectives for marketing and branding are:

- Develop a recognized brand that is contemporary, relevant and unique;
- Incorporate this branding effort into all marketing efforts and promotional materials for the City, including business recruitment initiatives;
- Develop a digital strategy based around the “Discover Lockport” website (www.DiscoverLockport.com) as a primary means to establish brand recognition; and
- Tie local products into the branding strategy.

The recommended overall strategy is to market Lockport as a historic jewel, situated in a comfortable place, residing between the past and modern times.

The J. Fitzgerald Group conducted an analysis of the Tourism Focus Area that identifies strengths, weaknesses, obstacles, opportunities, stakeholders, target audiences, collaborators and competitors as it relates to Lockport’s market and brand. The analysis also includes recommendations for an overall branding and marketing strategy, summarized below. The full report can be found in Appendix 7.

Lockport is uniquely positioned with many assets and strengths, particularly its tourism offerings. These include attractions, dining,

and retail. While the challenge for many communities is to develop new attractions and events to draw visitors, Lockport already possesses a dynamic mix of attractions that can offer visitors a variety of memorable historic and cultural experiences. The marketing and branding strategy therefore focuses on two key areas: (1) increasing awareness of Lockport's existing assets and (2) facilitating the visitor experience once they are in Lockport.

Over the course of the planning process for the Lockport Tourism BOA, the City, Steering Committee, and community members have accomplished much of the groundwork necessary to implement a coordinated marketing strategy. This implementation plan incorporates previous and ongoing marketing efforts, and recommends additional steps that are consistent with existing efforts.

Develop and Strengthen Lockport's Recognized Brand

A brand includes two primary components that convey meaning. (1) deliver a message clearly and (2) create loyalty. The brand essence is the overarching component which establishes the basis from which the community will be perceived by visitors before, during and after their visit.

The establishment of a community's brand essence is typically accompanied by the development of its brand identity: a recognizable name, sign, symbol or design, or a graphic combination of these elements. Recommendations developed for the Tourism Focus Area address ways to enhance Lockport's brand and ensure the brand and identity are utilized consistently across different communication platforms.

Three Phases of the Visitor Experience

- 1. Trip Planning** – the experience of researching, planning, locating accommodations and establishing an itinerary. This process is now largely completed electronically via the internet. The trip planning process should be informative, convenient and provide an increased level of confidence regarding the visitor experience. This phase sets the level of expectation and is the visitor's first encounter with the community's brand.
- 2. Visitor Experience** – the experience of visitors in achieving their itinerary. The visitor experience should meet or exceed the expectations established during the trip planning phase, and should include numerous memorable elements. Brand elements should be both readily and unconsciously identifiable during the visit.
- 3. Post Visit Reflection** – the success of the trip is measured in part by the personal memories created during the visit, and the sentiment of the visitor to make a return trip at a later time and/or to refer Lockport to friends and family members as a worthwhile vacation destination. How a community is described orally between acquaintances should be similar to the intended brand essence.

Select a Brand Essence

The brand essence is the overarching statement that guides the brand itself, including the campaign theme, visual cues, and even the way the brand is employed. The brand essence should permeate all aspects of Lockport's identity, and should become a key component of the community's marketing strategy. The BOA planning process identified key terminology which established, in the most simple of terms, the brand essence for Lockport: unique; historical; educational, modern, convenient and family-friendly. From these terms, statements were devised to provide added depth and support for the development of a branding campaign and supporting themes:

- Lockport offers unique historical perspectives. There are many opportunities to view and learn about important historical waterway systems.
- Lockport is business and family-friendly. Old time values and modern conveniences converge.

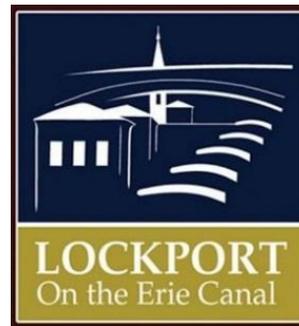
A theme should be established in conjunction with the brand essence for use in marketing activities and as part of the City's overall brand identity. The theme should be memorable, reflective of the community and its identifiable aspects and ideally crafted for long-term application. The following theme alternatives were identified during the planning process:

- Lockport: The Key to your Heart
- Lockport: Unlock the History
- Lockport: History, Unlocked
- Lockport: Your Port Destination
- Lockport: Unlock Your Port Destination
- Lockport: Discover Your Key to the City

- Lockport: Lock and See

Select a Highly Recognizable Brand Identity

The City of Lockport, in collaboration with Main Street Lockport and Greater Lockport Development Agency, developed a logo that visually represents the brand essence by highlighting the historical assets of the community in a contemporary design. It will



be important to reinforce this brand by using the logo and the blue and gold colors on marketing and informational materials.

Use Branding to Market Lockport's Visitor Attractions and Businesses

Marketing efforts should focus locally and regionally on visitors seeking historic and cultural experiences. The following recommended marketing tactics are designed to communicate the brand identity most effectively to target audiences:

Capitalize on regional and joint marketing efforts that promote and package the area's assets: Niagara Falls/Western New York/Wine Trail/Erie Canal.

The City should ensure that local attractions continue to have a presence in regional marketing efforts, particularly the Niagara USA and Visit Buffalo/Niagara websites. The websites are part of a collaborative effort through the Niagara Tourism and Convention Corporation that was awarded \$300,000 in early 2014 to develop a coordinated branding strategy for Western New York's five-county region.

Use Branding to Facilitate and Enhance the Visitor Experience

The City should incorporate a consistent brand theme in gateway and wayfinding signage design and materials usage. In addition, the City should seek to establish a high standard of design and implementation for public and private capital investments within a core district which represents a focal point of tourism services and activities. A significant component of the City's branding campaign should be to establish and maintain a heightened level of refinement to meet and/or exceed the expectations of the visiting public during all three phases of the visitor experience. These efforts should be conducted at the regulatory level by the City through the establishment of design standards, and at the private level via the coordination of property owners and businesses via local Chambers of Commerce and Business Associations.

Employ Lockport's brand message in Business Recruitment Efforts

Promotional efforts should employ traditional advertising, and collateral, brochures. As part of the BOA planning process, several pieces of collateral were developed for distribution to potential investors and businesses to aid in recruitment by City staff. The design, execution and content of marketing collateral should all facilitate the expression of the City's brand essence and brand identity.

Track Progress with Regular Feedback

Conduct semi-annual intercept surveys with visitors. The survey should gauge the clarity, effectiveness and overall impressions of Lockport's brand essence and brand

identity. Conducting a survey twice per year will help account for seasonal differences.

Cross Promotion

It is important to encourage regular communication between local businesses to increase cross-promotion. The City can assist in cross-promotion by supporting communication platforms, such as newspaper editorials and ad placements, newsletters, e-blasts, and social media.

Enhance Lockport's Web and Social Media Presence

Web and Social Media

Lockport's web presence exists in two primary places: (1) sites controlled by local entities and (2) third-party sites, such as TripAdvisor and regional commerce and tourism websites. Given this, it will be important for Lockport to maintain a presence on websites maintained by larger regional tourism organizations, especially those that provide high quality information and drive the majority of web traffic, such as visitbuffaloniagara.com and usaniagara.com.

Priority Marketing and Branding Actions:

- Work with a consultant to select Lockport's "Brand Essence"
- Consolidate Lockport's web presence into one overall website.

In addition to leveraging its presence on third party sites, it is recommended that the City consolidate the two primary existing tourism-based websites to ensure that consistent brand identity and tourism information is presented. Internet traffic from larger regional sites can be directed to the singular local site containing more specific local information.

4.2 TOURISM PROGRAMMING AND INFRASTRUCTURE

Promote Lockport as a Destination

The City of Lockport's largest potential economic development engine is local, regional, and international tourism. The City should place a high priority on investments in programming and infrastructure to improve the comfort, convenience, and experience of visitors to the City's numerous tourism attractions.

The City is strategically located to function as a home-base for excursion and day-trips to Buffalo, Niagara Falls, the Niagara country-side and along the Erie Canal. In addition to programming and infrastructure improvements, the City must enhance and expand its marketing and outreach efforts to increase the awareness of the surrounding region that Lockport is a destination canal community within Western New York.

Lockport has a wealth of historic, cultural and engineering assets to draw significant tourism visitation; the most significant of these assets are the Erie Canal and the Flight of Five Locks. It is estimated that the Flight of Five Locks could attract approximately 200,000 visitors annually, with the majority of these visits taking place during the May to October canal season. These visitors are part of a growing segment of heritage, cultural, and engineering enthusiasts who travel beyond a typical day-trip seeking new experiences, educational opportunities and unique destinations.

It has also been estimated that the Canalway Trail attracts over 300,000 users annually to the west in the Tonawandas.

The pending extension of the Canalway Trail from Amherst to Prospect Street in Lockport will help draw users from the west into the City. At an average cycling speed of 12 to 15 miles per hour, a cyclist could travel the nine miles between the Tonawandas and Lockport in 45 minutes, making an evening or afternoon excursion between the cities a viable option. Also, there are several cycling clubs in the Tonawandas and in the Rochester Area that utilize the Canalway Trail regularly, boosting the opportunities for Lockport to become a logical destination or stopping point. The trail connection to the west will also make Lockport a logical home-base for multi-day excursions to Buffalo and/or Rochester.

Additional assets are present within the City and its surroundings upon which to build a well-rounded tourist experience, such as the Kenan Center, the Market Street Arts Center and the Niagara Wine Trail. Several historic structures and neighborhoods are also located in the City for incorporation into tourism and visitation programming.

Programming Opportunities

The tourism market is divided into two primary segments: (1) local and regional residents seeking family-friendly day-trip activities; and (2) historic/cultural seeking tourists seeking unique experiences away from home. Tourism programming should seek to attract both segments.

Local/Regional Tourism Market

The development of family-friendly and affordably priced activities and programming for local and regional tourists will be important to the success of Lockport in attracting new and repeat visitors. New events geared towards various interests, age

groups and historically significant connections to Lockport include:

- 'Beach' volleyball tournament, in honor of the game's inventor and Lockport native William Morgan;
- Ice events on the frozen Erie Canal;
- Family-friendly event commemorating the impact of Birdsill Holly on the advancement of fire hydrants;
- Expanded classic car cruises and shows;
- Canoeing and fishing events on the Erie Canal; and
- 'Rock the Locks' music festival.

These potential events are in addition to those currently taking place, such as the Farmers' Market and the Taste of Lockport. The visitors in this segment are seeking easy-going entertainment and casual, unpretentious recreation as they seek to maximize their budget with low-cost values. A portion of Erie Canalway Trail users are likely included in this market segment, with visitors seeking day-trip amenities such as restaurants, ice cream and general enjoyment of the canal.

Cultural/Historical Tourism Market

The development of expanded programming will be required to meet the needs and demands of this segment. Potential programming opportunities should focus on educational, cultural, heritage and engineering achievements and activities. Pre-planned, facilitated educational tours of important sites in a chronologically significant order may be successful given the rather disconnected geography of historical sites and destinations. Value-added services such as guided tours would be more amenable to the less price-sensitive visitors in this segment. The same tour could also be

developed as a self-guided, mobile application.

Additional programming opportunities include:

- Itinerary and e-concierge services which permit visitors to coordinate and schedule tours in advance;
- American history, cultural lecture series potentially held at the Kenan Center or other significant sites;
- Food for Thought luncheons with guest speakers at local restaurants;
- Classical American music concert series; and
- Tours of signature or historically significant private homes or gardens.

The most important factor in the development of programming for all tourism segments is to provide consistent and coordinated entertainment and activities throughout the tourism season from May to October. To the extent practical, each weekend should be programmed with morning, afternoon and evening events. Off-season events during the holiday period may also be successful for local and regional visitors.

Website Promotions

As previously stated, the City and its tourism and implementation partners should coordinate the establishment of a single, content-rich web portal for Lockport tourism and visitation. A large majority of travelers now plan their trips in advance on the internet. The anticipated U.S. and Canadian website target audience is 60 percent males ages 35 to 59, and 20 percent ages 20 to 39; this audience is technology-savvy and has high expectations regarding information on the internet. Informative maps, graphical and interactive content,

high quality photography and coordinated links to partner organizations or travel booking sites are critical aspects of the tourism-planning experience, and begin to establish the community's brand identity in advance of the actual visit.

Tourism Infrastructure Recommendations

Tourists seek a unique or authentic experience upon visiting a new community. However, visitor experience should go beyond attractions and programming, to include improvements to the physical environment for better access, safety and convenience. Planning for the full visitor experience will be the key to return visits.

Urban Design

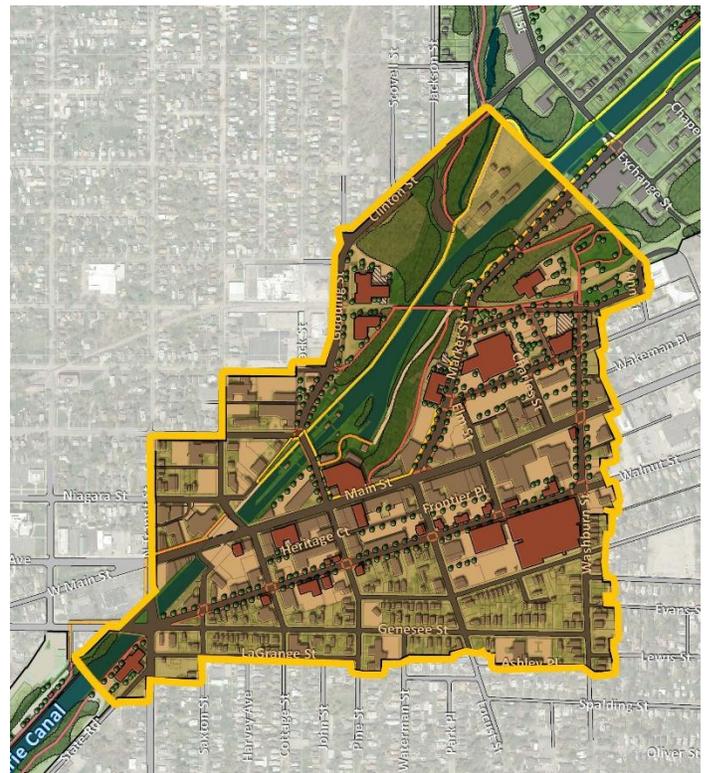
The Lockport center-city area should function as the core for tourism investment, programming and activities. The center-city district should be defined by prominent gateways and wayfinding elements, centered on the Flight of Five Locks and Pine Street, straddling the Erie Canal corridor to include Main Street, Canal Street and adjacent areas. The boundaries of the district should not extend beyond a 5 to 10 minute walk from the intersection of Pine and Main Streets.

The City should partner with private enterprise to improve the visual character and aesthetics of buildings and the public realm within center-city district. A walkable, pedestrian-friendly district full of cultural activities, shopping, and restaurants would be heavily used by tourists. Building façade and signage improvements to private property should be supported through matching grants and gap financing. The City should also establish design standards

for new development along Main Street and within the commercial/canal areas of the BOA that establish a level of uniformity and character.

The Erie Canal as a Tourism Resource Enhanced accessibility to the Erie Canal should be a priority for investment by the City. Improved stairways, ramps, and overlooks should be identified to enrich the experience of visitors. For example, the conversion of the Pine Street staircase into an ADA-compliant ramp system should be studied, as the currently steep decline/incline may be daunting for some visitors, and completely limiting for those with mobility impairments. The potential for an overlook along Gooding Street just north of the Pine Street Bridge should also be explored.

FIGURE 17: SUGGESTED CENTER CITY TOURISM AREA



LOCKPORT TOURISM FOCUS AREA



Accommodations for Tourists

The City currently lacks overnight accommodations in the downtown Tourism Focus Area. With the traffic from the upcoming ice arena added to the existing tourist traffic, the potential for a boutique hotel within the center-city is becoming increasingly viable (please refer to the section on Strategic Projects for more on this topic). The market potential for other types of accommodations should also be explored, such as bed and breakfast establishments, vacation homes, apartments and private condominiums.

The development of package vacations including local activities and programming should be coordinated among local hotels and accommodations establishments to broaden the appeal of Lockport as a vacation and tourism destination. Utilizing the potential visitation to only the Flight of Five Locks (200,000), a modest assumption is that 20 percent of these visitors will be interested in staying the night, which accounts for 40,000 visitors or 20,000 double-occupancy rooms over the course of the May to October canal season. Assuming a single night's stay, this level of visitation would require the availability of approximately 110 rooms for any given day during the 26 week season. The additional demand generated by Niagara Wine Trail and Erie Canalway Trail users could require the availability of 125 or more rooms. Currently, the nearest hotels are the Lockport Inn & Suites (approximately eight tenths of a mile from the center city) and the Holiday Inn (approximately one and two tenth miles from the center-city).

Event Space

Downtown Lockport lacks a centralized outdoor public gathering/event space to accommodate large programs or activities. The City should investigate the utilization of parking lots, vacant lots and public rights-of-way, including the temporary closure of streets for events. Consideration should be given for the utilization of Canal Street, the gazebo and adjacent parking area for modest sized events. The vacant lot on the south side of Main Street east of Pine Street is also a potentially high-visibility venue for small events in close proximity to the Erie Canal. Union Station is another possible location for small events though the remaining rail station will require stabilization and adaptation to this purpose.

Wayfinding

The City should establish a coordinated, highly visible wayfinding and information system to direct visitors to destinations and services. The wayfinding system could also be combined with interpretive signage permitting visitors to conduct self-guided tours via a mobile application. The terminus of the Canalway Trail at Canal Street is a logical location for a wayfinding kiosk to orient visitors to the City and direct them to desired services. In addition to traditional wayfinding and information systems, print and digital media should be explored to meet the expectation of the target audiences.

Tourism Amenities

Infrastructure to support visitors and tourists should be visible, conveniently located and in adequate supply. The number of areas of seating with views to the Erie Canal should be increased. A significant component of the potential tourism market

will be arriving by or utilizing bicycles along the Erie Canalway Trail. Additional parking infrastructure such as bike racks, repair stations and other comfort amenities should be established in close proximity to the Canalway Trail system. The City should consider the reservation of two or three on-street parking spaces along Main Street for the parking of bikes either in racks or lockers. Similar to comfort amenities for boaters, as demand for services from cyclists increases, the City should also consider restrooms, showers and locker areas to

Priority Tourism Actions

- Identify a lead organization or form a new organization to promote tourism. A new organization may include representatives of the GLDC, the LBA, the Chamber of Commerce, and the City.
- Promote the development of a new hotel in downtown Lockport that caters to visitors.
- Identify locations, procure and install bicycle-friendly amenities in proximity to the Erie Canalway Trail.

store bikes and gear for Erie Canal travelers. The lack of this type of bicycle-centric infrastructure elsewhere along the Erie Canal would make Lockport a destination stopping point for cyclists taking extended trips along the length of the Erie Canal system.

4.3 PLACE-MAKING AND QUALITY OF LIFE

Lockport seeks to continue providing its residents with a high quality of life in a unique and memorable environment. The City should continue to expand and improve walkability between neighborhoods, services and destinations in the center-city core via sidewalks, on-road bike lanes and shared use paths. Further, the pedestrian experience should be enhanced via thoughtful wayfinding systems which funnel visitors into the center-city district and between tourism attractions.

Recommendations

Following are a number of recommendations for ways to improve quality of life for residents and the attractiveness of the Tourism Focus Area for visitors:

Waterfront

The City of Lockport should continue to capitalize on the Erie Canal waterfront as a vital part of its identity through the establishment of public realm destinations and signature outdoor spaces to attract residents and visitors. Waterfront development should provide a vibrant mix of uses with a unique sense of place, while providing opportunities to experience the Erie Canal. The design of these spaces should reinforce the connection of the City to its waterfront through visual and physical linkages.

A handful of opportunities exist to provide spectacular views of the Erie Canal and Flight of Five Locks from both public and private development sites. The continued expansion of access to the Erie Canal



waterfront will be critical to successful revitalization of downtown Lockport and an enhanced quality of life for residents and visitors.

Housing

Existing and new residents should have access to a diversity of housing options which cater to a broad demographic including young professionals, young families, empty-nesters and age-in-place seniors. Housing alternatives in the center-city, most notably along Main Street, should be encouraged to increase the residential density and amount of foot-traffic downtown. In addition, establishments which cater to visitors and tourists will be more likely to survive throughout the week and during the off-peak canal season with a more robust local population.

The City's aging population deserves the opportunity to age-in-place within their community, which requires new housing alternatives in close proximity to services such as transportation, pharmacies, groceries, health care and social services. The City should reach out to the Dale Association to understand the needs of the City's senior population and what policy changes may be required to keep this population from leaving the city for suburban alternatives.

Create Vibrant Mixed Use Environments

There are several opportunities to enhance the vibrancy of downtown Lockport through the rehabilitation and adaptive reuse of existing structures for mixed use development, including upper story residences. The City should encourage redevelopment and adaptive reuse projects by streamlining permitting and approvals processes at the local level, where possible.

The establishment of a clear and simplified approval process will enhance investor confidence and expectations. The City and its implementation partners should consider organizing a series of developer forums to facilitate direct talks with the investment community.

The City should also encourage the development of water-enhanced and water-dependent uses along the Erie Canal, such as housing, restaurants and tourism-based retail. The conversion or replacement of former industrial and warehouse space should be encouraged, as this space is no longer location-dependent upon access to the Erie Canal.

Sustainable Design

As part of revitalization efforts, the City should encourage and promote sustainable design and development. The dense network of neighborhoods and streets within the Study Area allow for increased walkability, and the City should partner with the Greater Buffalo Niagara Regional Transportation Council (GBNRTC) to increase the safety and connectivity of pathways connecting neighborhoods with the Erie Canal and downtown Lockport. The City should also evaluate opportunities to incentivize sustainable practices on private property, such as the removal of excessive pavements or the installation of permeable pavement, downspout disconnections and the utilization of rainwater harvesting.

The City should evaluate the feasibility of establishing free Wi-Fi within the downtown to increase its marketability for residents and small businesses. The City could also identify opportunities for interpretive, educational and recreational resources that

will leverage Western New York's significant tourism industry.

Public Realm Improvements

Future public realm enhancements should leverage on-going efforts to increase foot traffic within the City by enhancing the aesthetics, safety and visual interest of the public outdoor spaces. The City should seek to expand the definition of the public realm by including building facades and storefronts. The interface of the building and sidewalk and business storefronts are essential components of the public realm, and should add to the vibrancy and activity to the street.

Further, the City should make the most of the limited public areas within the downtown through the establishment of a public art program focused on Main Street and the Erie Canal to improve the identity of downtown as a destination for people.

Design Guidelines

The City should consider establishing a set of clear design guidelines for redevelopment of the center city area to assure that new development does not detract from the existing character. Having clear guidelines encourage redevelopment by assuring developers that future projects will also conform to the guidelines that assure a level of quality. Building guidelines should prescribe the design of building façade, percentage of window coverage, colors, and signage. Guidelines for site development will include parking lot screening, tree coverage, sidewalk width and materials, outdoor seating, bicycle parking, and lighting.

Priority Place Making and Quality of Life Actions:

- Continue to promote and improve Lockport's waterfront for residents and tourists
- Encourage new downtown development to be mixed-use that includes a residential component



THE FORMER UNION STATION BUILDING

4.4 ECONOMIC DEVELOPMENT

For most local governments, the primary goal of economic development is to achieve business and job growth. This is also the case in Lockport, where one central theme guides the overall vision for the Tourism BOA Study Area:

Cultivation of New Business and Retention of Existing

Success in economic development typically results from the creation of companies, the retention of existing companies, and the expansion of existing companies. Businesses want to be profitable and there are many factors that influence their profitability. Local governments cannot impact everything, but they can influence some factors more effectively than others. For instance, the public sector usually has more success in assisting businesses by alleviating the costs of doing business rather than by impacting the demand for a given product or service. This is because the public sector has little control over factors like suppliers, customer preferences, and demand for a particular product or service.

The single most important thing a local government can do to encourage economic development is continue to provide essential services that make the community an attractive place to do business and that contribute to overall quality-of-life. These services include provision of public safety, education, transportation systems, water/sewer, sanitation, and land use planning/regulation. In addition, the public sector can choose to engage in additional activities and programs to attract new businesses and help existing businesses thrive.

The recommendations in this section focus on these two primary categories in which the public sector can have the greatest impact on economic development: (1) a traditional role of regulation and provision of services; and (2) an entrepreneurial role in business recruitment and facilitation of development.





Partnerships and Collaboration

Partnerships and collaboration are two of the most effective tools available to economic development agencies. As one would expect, the City of Lockport is not the only entity engaged in economic development activities. There are a variety of public and private organizations in the Lockport/Niagara region that play many important roles. Because some of the recommendations in this section rely on partnerships and increased collaboration, we have provided a summary of the major players and their role in economic development.

Given the variety of organizations involved, the recommendations in this section include a mix of traditional and entrepreneurial types of actions that can be implemented most effectively through collaboration between organizations. These include supporting existing businesses, attracting new businesses, clearing and assembling land, underwriting risk, providing tax

incentives, providing infrastructure, promoting and marketing, and modifying regulations. The economic development recommendations are designed to help achieve the following objectives identified during the planning process:

- Support existing businesses to ensure long-term viability.
- Capitalize on the tourism industry and the City’s wealth of historic resources to attract and capture increased spending and economic activity.
- Increase the variety of housing alternatives to make the Tourism Focus Area an attractive option for new, more affluent residents.
- Attract new development within identified target industries to brownfield, vacant or underutilized sites located throughout the Tourism Focus Area.

Entity	Type	Role
City of Lockport Department of Community Development	Public - local government agency	Administers the Community Development Block Grant Program (CDBG), coordinates economic development activities.
Greater Lockport LDC	Private non-profit (created for benefit of local government)	Provides low interest loans to businesses and commercial tenants.
Main Street, Inc.	Private non-profit	Performs activities to revitalize Main Street. Undertakes marketing and coordination
Lockport Business Association	Private non-profit	Represents businesses in Greater Lockport and encourages business development
Town of Lockport IDA	Public benefit corporation with governing board	Offers incentives such as tax abatements, revenue bonds, site selection assistance, and workforce training.
Niagara County Department of Economic Development	Public - local government	NCCED offers planning, technical assistance, and outreach.
Niagara County IDA	Public benefit corporation with governing board	Offers tax incentives, loan programs, and site selection assistance.
Niagara USA Chamber	Private non-profit membership organization..	Provides business advocacy services within Niagara County.

Economic Development Recommendations

Enhance Coordination of Economic Development Activities

Lockport currently has all the necessary pieces of economic development infrastructure in place, with numerous organizations directly and indirectly involved in economic development activities. Each organization provides resources and capabilities to leverage, including staff time, organizational capacity, leadership expertise, information, and potential funding sources.

Establish an Economic Development Coordinating Committee

A singular committee should be established with representation from entities involved in economic development and marketing of Lockport and the region. This committee should meet at least quarterly to discuss recent efforts of each entity and look for alignment of goals as well as opportunities to leverage financial resources. The City of Lockport is the appropriate entity to adopt the role of convener and coordinator.

Coordinate Business Retention Activities

Existing businesses are the cornerstone of a local economy and are often responsible for the largest share of job growth. Existing businesses often have a stake in the community and contribute to its economic health. In addition, a satisfied and thriving existing business can be an effective ambassador for new industry recruitment. The recommendations below focus on retention and support of existing businesses.

- Coordinate business retention activities with Niagara County Department of

Economic Development who also does existing business outreach.

- Establish a team of high level City and agency staff to expedite solutions for problems faced by local businesses.
- Hold regular roundtables with the Mayor and businesses to discuss local and national issues of concern or interest.
- Understand regional and national industry trends that may affect local companies.
- Conduct regular outreach with local businesses to better understand their services, products and potential for expansion, relocations or staff reductions.
- Encourage local business owners to become involved on local boards and committees.

Develop a Business Attraction Strategy

In addition to a focus on the retention of local businesses, the City of Lockport should also implement recruitment strategies that build on its strengths to attract target industries. Business recruitment strategies should include a variety of methodologies, such as mixed media, social media and relationship building via industry trade groups and regional centers.

The UB Center of Excellence in Bioinformatics and Life Sciences is another regional technology-based economic development engine connecting university, state and private resources to accelerate growth and investment. These regional entities could foster spin-off development and should be a major component of the business attraction and recruitment strategy for Lockport.

Focus on Five Identified Target Industries

Five industry clusters were identified on which to target business recruitment efforts. These clusters were identified based upon synergies between target industry sectors and several indicator criterion, such as: location quotients; local presence; growth trends; and export industries.

1

Tourism

As a region, Buffalo-Niagara is rich with history and museums, professional sports, four seasons of recreation, casinos, shopping, a vibrant nightlife, high quality restaurants, theater and more. The City of Lockport offers significant attractions as a destination within the larger region.

2

Advanced Manufacturing

This cluster includes moderate - and high-earning employment opportunities in the wood products, paper products and metalworking industries, including the production of primary goods for use in secondary manufacturing markets such as cabinetry, component machining and electrical equipment. With its available workforce and history in manufacturing, this sector is a good fit for Lockport.

3

Professional Services/Entrepreneurial Networked Professionals

This cluster also includes moderate- and high-earning employment opportunities in the finance, insurance, real estate and

administrative industries which provide support services for both individuals and businesses. The proximity to the Buffalo metropolitan area and the Canadian border provide opportunities in this sector.

4

Health Care

High-earning industries such as medical diagnostics and specialized laboratories are included in this cluster. Growth in these sectors reflects the growing impact of health care industries throughout Western New York in response to both the aging regional demographic and the heavy investment in these industries within the university and hospital systems within neighboring Buffalo.

5

Urban Agriculture/Agribusiness

The strength of Niagara County's agricultural industry and the growing trend towards locally-produced organic products, wines and fruits make this a compelling cluster on which to target growth and recruitment efforts.

Assemble Land for Catalytic Redevelopment Projects

The availability of shovel-ready assembled land can be a key deciding factor in attracting redevelopment or new construction activity. The City of Lockport has a variety of land assembly options available based on the collective capacity of its partner economic development organizations.

What is land assembly?

Land assembly is a process of forming a single site from a number of properties, typically for economic development purposes. In some communities - especially in dense urban areas - an individual site may not be conducive to the type of development or redevelopment desired by the community. Working with property owners and other stakeholders to combine contiguous properties can create larger parcels of land more favorable for development projects.

Why should communities assemble land?

From a developer's perspective, development projects are all about time to market. Assembling land one piece at a time is most often a very lengthy process; especially when the subject properties have environmental or legal challenges associated with prior use. This is a very costly process for a developer to undertake on their own and, as a result, they are typically attracted to larger tracts of undeveloped land on the fringes of developed areas. Through strategic land assembly, communities can position properties in their urban core to appeal to the development community and be able to attract a wide range of development.

Typical steps involved in the land assemble process are summarized below.

- **Build a team:** Land assembly requires a strong team that can work together throughout the process. Teammates should include developers, real estate professionals, economic development professionals, lenders, and public partners.
- **Inventory the property:** Most areas identified for possible land assembly include both publically and privately held properties. Because publically held land is easier to work with, map publically held properties first and then identify adjacent and nearby privately held properties that are necessary to complete the site. Once the sites that make up the redevelopment area are identified, document who the property owners are and any known barriers to redevelopment for each site – this is the first test of feasibility.
- **Develop a plan:** A sound redevelopment plan outlining clear direction for redevelopment of the properties is essential. To raise support and buy-in for the project, involve the development team and property owners in the development of the plan. Conduct market research to guide the strategy set forth in the plan.
- **Form a land bank:** The purpose of a land bank is to purchase properties for future development. Land is "banked" until there is an increase in value or a feasible development plan is identified. This is a great tool in areas with many vacant and abandoned properties.

- Acquire the land: Private land assembly agreements can take many shapes, including land trusts, limited partnerships, joint ventures, and community cooperatives. With a redevelopment plan and legal structure for purchasing the property in place, bring landowners together to sign a contract to pool their land. In some cases, eminent domain may be necessary but may be avoided by engaging property owners early, including them in the planning process, and finding ways to fairly compensate them.
- Market to developers: Issue a request for proposals (RFP) and market the land bank and the redevelopment plan to the development community. Rely on property owners and other members of the team to help with the marketing effort by demonstrating support for the project and providing access to their networks.

Innovative Approaches

Land assembly is a challenging process that requires creativity, negotiation and problem solving. A unique tactic for areas with a lot of privately held land is an equity investment approach. This approach involves the creation of a development entity to acquire control of the assembled properties. Landowners receive shares in the future development in return for selling their property to the development entity.

The intersection of Main Street and Pine Street is considered the center of downtown and should be the primary focus for public investment and intervention. The City must develop a strategy for the assembly of

contiguous parcels for redevelopment and/or an incentive structure to spur reinvestment by current property owners.

The City should explore land assembly alternatives such as land assembly districts and other mechanisms to expedite redevelopment of larger areas with multiple properties. The collective assembly of contiguous land in this area will be critical to the overall effectiveness and marketability of the project.

Land Assembly Districts

Land Assembly Districts create a mechanism by which neighbors can bargain effectively for a share of the neighborhood's "assembly value" and overcome collective action barriers that might otherwise prevent them from selling their property. A LAD creates a condominium-like structure tailored to solve the problem of land assembly and places the properties in a special district with the power to approve or disapprove the sale of the District to a developer or municipality seeking to consolidate the land into a single parcel.

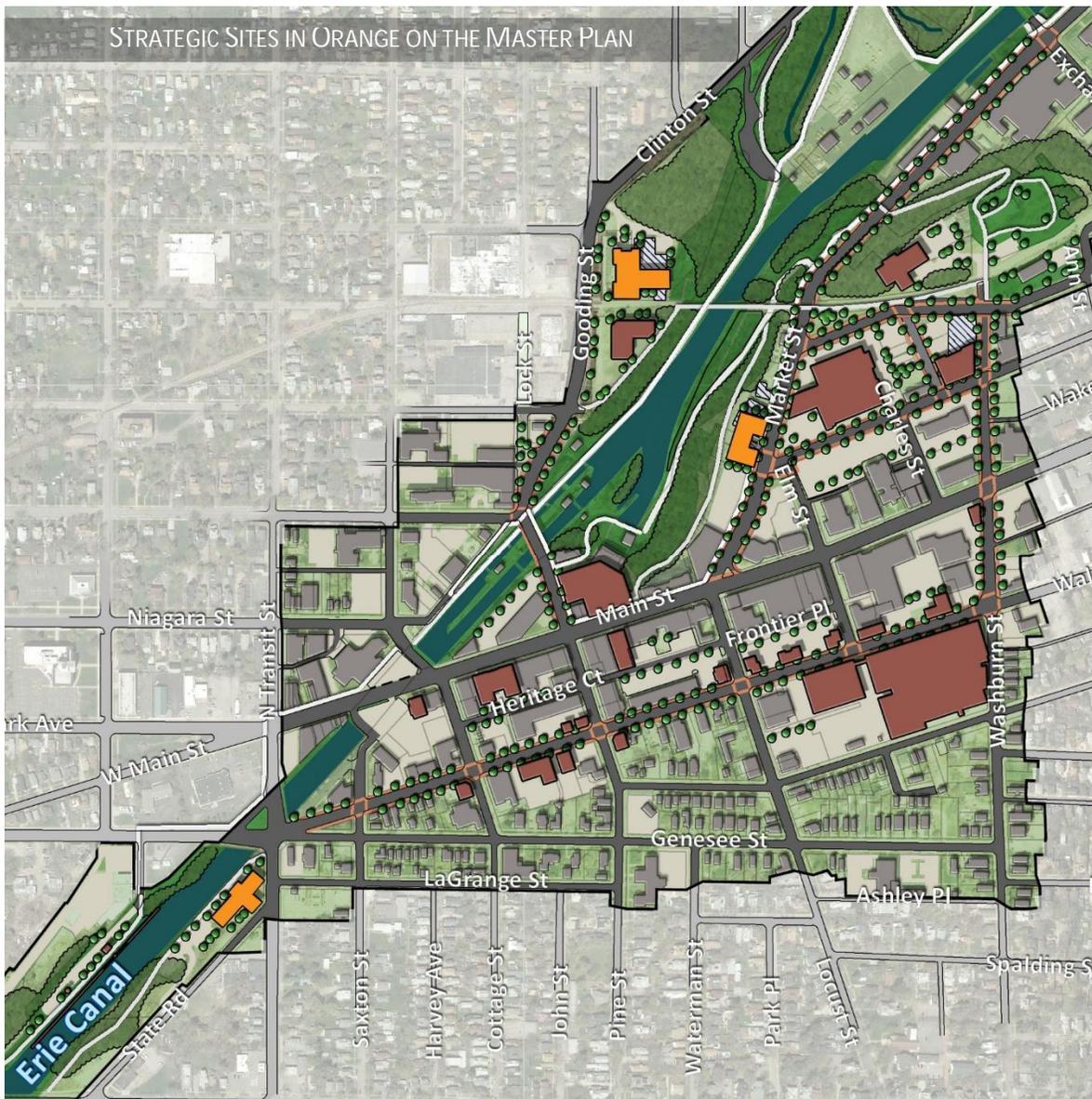
Unlike voluntary transactions between individual owners and a private land assembler, the LAD's decision avoids holdout problems by requiring the landowners to make their decision through a collective voting procedure. Unlike eminent domain, the residents controlling the LAD would have a veto over whether or not to proceed with land assembly pending satisfactory offer price to the LAD's constituents.

Strategic Projects – Financial Analysis

In order to advance the strategic economic development projects within the Tourism Focus Area, a pro forma cash flow statement was prepared for three projects that were selected by the project team and the Steering Committee:

1. Mixed-Use Facility with a restaurant and condominiums at 33 and 41 State Road
2. Boutique Hotel on Market Street
3. Manufacturing Facility at 71 Gooding Street

The assumptions used to prepare these analysis and full descriptions are include in the Appendix. When considering the financial feasibility of a project, it must be examined from the perspective of all stakeholders, which includes the bank (source of financing), private developer (source of risk equity), and public agency (potential source of public assistance).



33 and 41 State Road Mixed Use

This site is located just west of Transit Road on the south canal bank and is owned by the City of Lockport. The facility that was proposed during the master planning process is an 11,400 square foot restaurant located along the Transit Road frontage and 25 residential units at 1,200 square feet each. It was felt that this type of facility would be able to capitalize on the marina and harbor proposed for the opposite side of the canal. Since the site is sloped toward the canal, the facility is proposed to be three stories in height. Total construction costs including site development is estimated to be \$6.3 million.



Feasibility Tests:

The feasibility is examined from the perspective of three major stakeholders:

Bank: The debt service coverage ratio (DSCR) is a measure of the resources available to pay debt service (calculated as the ratio of net operating income to debt service payments). Typically, banks like to see a ratio of at least 1.25. Based on the assumptions for this project, the DSCR is 0.86 in Year 1 and increases over 10 years to 1.12. Therefore, it appears that the project is not feasible from a private financing point of view.

Private Developer: The internal rate of return (IRR) is a formula used to calculate the rate of return for investments that create different amounts of annual cash flow. It is a good measure of the developer's return-on-investment for undertaking a project (on a pre-tax basis only). Depending on the risk profile of a project, the minimum benchmark IRR will change. For this project, we have assumed a benchmark of 15% as the minimum IRR an investor will accept. Based on the current assumptions for this project, the IRR is -15%, therefore, the IRR would be right at investor's minimum goal.

One option for the City to consider for this type of project is a tax abatement program that would lessen the tax payment for the developer and make the project more financially feasible. One such program is the RP-421-m Real Property Tax Exemption for Certain New or Substantially Rehabilitated Multiple Dwellings Program.

Public Agency: For analytical purposes, we have assumed that there is no public money invested into the project. However, public involvement and assistance in the project could make the project feasible for the bank.

Boutique Hotel on Market Street

A boutique hotel could be developed at a number of locations in the study area. For this analysis, the site selected is on the rim of the gorge on Market Street opposite the new ice arena. There are two parcels that make up the site: (1) an electric supply company; and (2) a plumbing supply business. This analysis assumes that the business would be willing to sell at the assessed value. This site was selected due to the view over the gorge which would increase the attractiveness of the rooms and the proximity of the ice arena which is under construction. The hotel would target tourists during the summer months and would rely on business from travelers using the new ice arena the remainder of the year. On this site, the hotel building could occupy 16,000 square feet. At three floors high the total number of rooms is assumed to be 56. Total construction cost is estimated to be \$5 million which includes site development. It is also assumed that the purchase price of the land is the assessed value.



Feasibility Tests:

The feasibility is examined from the perspective of three major stakeholders:

Bank: Based on the assumptions for this project, the DSCR is 2.57 in Year 1 and increases to 3.35 by year 10. Therefore, it appears that the project is feasible from a private financing point of view and that a bank would likely be willing to finance the project.

Private Developer: Based on the current assumptions for this project, the IRR is 25% and, therefore, the project passes the risk equity test.

Public Agency: For analytical purposes, we have assumed that there is no public money invested into the project. However, depending upon the specific site selected, there may be incentives available. Though the site on Market Street does not qualify, there are other potential hotel sites that may qualify for the New York State Brownfield Cleanup Program (BCP). This program would provide tremendous incentives for a developer. It should be noted that at the writing of this report, funding of the BCP is uncertain.

Manufacturing Facility at 71 Gooding Street

This facility is proposed for the site formerly occupied by Kohl's Cycle Sales which burned in the summer of 2013 leaving a vacant site. Adjacent to this site is 2 Clinton Street which is also publicly-owned. The two site are combined for this analysis to create space for outdoor storage. The site would be ideal for a manufacturing facility that would benefit from the visibility from Gooding Street. For this analysis, it is assumed that the site is sold for one dollar and the manufacturing facility is 30,000 square feet with an office/showroom and a manufacturing area with 30 foot high ceilings. Total cost is estimated to be \$3.5 million.



Feasibility Tests:

The feasibility is examined from the perspective of three major stakeholders:

Bank: Based on the assumptions for this project, the DSCR is 0.31 in Year 1 and increases to 0.40 in Year 10. Therefore, it appears that the project is not feasible from a private financing point of view. One of the challenges is that the cost of manufacturing space in the area is relatively low.

Private Developer: Based on the current assumptions for this project, there is never a year in which the return is positive (Pre-Tax Cash Flow is negative every year) and, therefore, the project does not pass the risk equity test.

Public Agency: For analytical purposes, we have assumed that there is no public money invested into the project. However, public involvement and assistance in the project could make the project feasible for the private developer.

4.5 TOURISM FOCUS AREA MASTER PLAN

As part of the Lockport Tourism Focus Area effort, a Master Plan was prepared showing physical improvements to the Study Area. The Master Plan is based on the vision identified by the Steering Committee and the public. The plan capitalizes on the many assets that the area possesses while also addressing the challenges. The Plan includes recommended changes to both public and private lands on the Tourism Focus Area.

Like many master plans, there are improvements shown that are short-term projects which are inexpensive and do not require numerous approvals and permits. There are also improvements that are to be considered long-term projects that require easements or land transfers, large amounts of funds and some political will. It is important to consider that the long-term projects are intended to remind people of the possibilities and to spark the interest of the right person who has the passion to pursue the vision. It is not important that all projects on the plan be implemented but that the projects are all oriented toward a common goal of improving the quality of life in Lockport.

Improvements shown on the plan are intended to support efforts to revitalize the Lockport Tourism Focus Area as well as the City of Lockport in general.

Improvements include projects that will help to attract and retain businesses, increase tourism opportunities and provide aesthetic and quality of life benefits.

In short, the projects on the Master Plan are proposed with the goal of helping to make Lockport a place where people will want to live, visit and where businesses will want to locate.



Future Land Use Plan

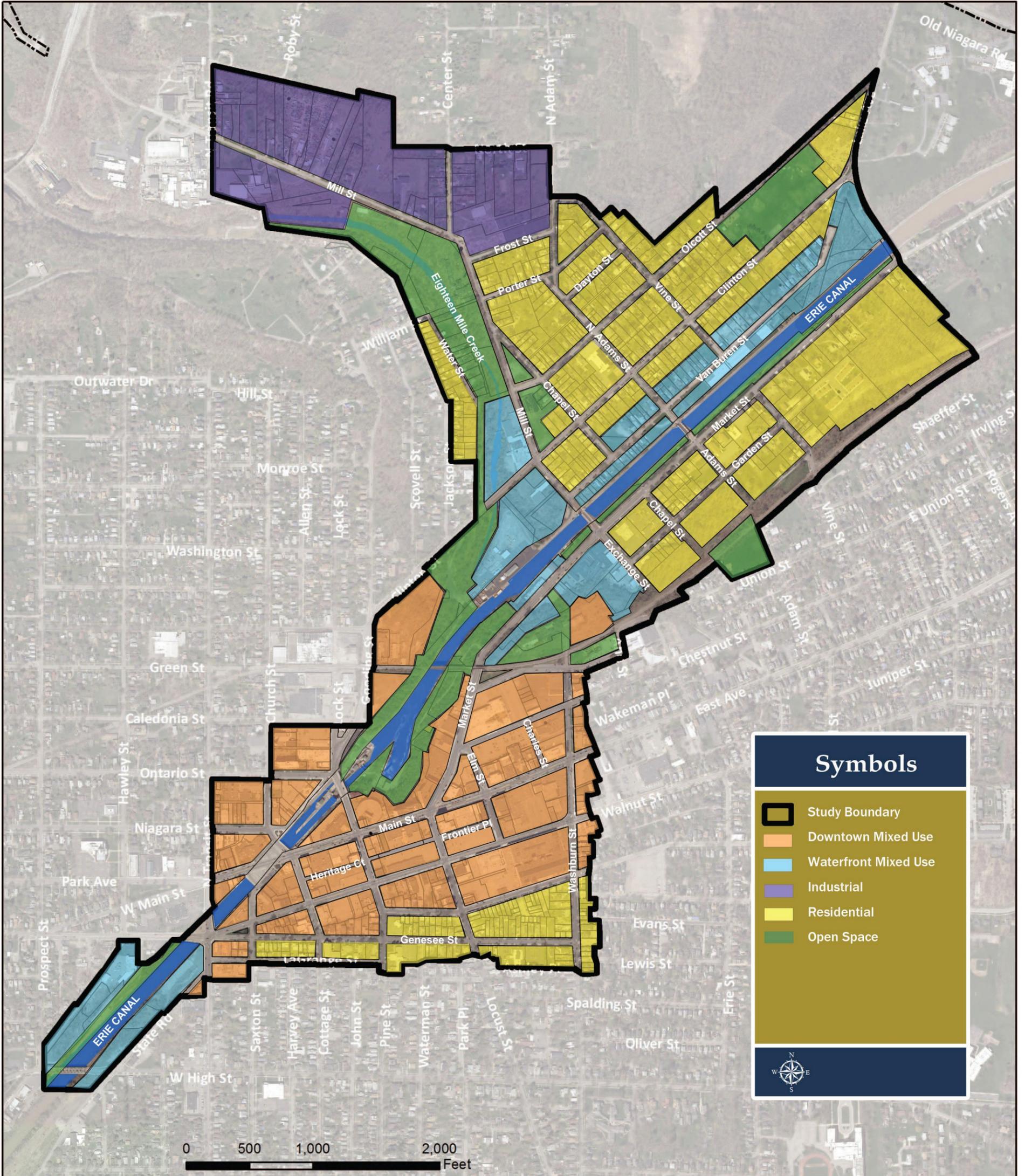
Before creating the Master Plan, a Future Land Use Plan was developed that provides a framework for proposed projects. It starts with an analysis of existing land use (Map 2 – Existing Land Use) and weighs it against the vision, goals and objectives established for this project. It is also prepared with consideration of the opportunities and constraints afforded by site conditions.

The resulting plan is a broad-brush diagram of where five proposed land uses will occur. Following is a description of each land use:

- Downtown Mixed Use – This use is located in the center of the City where the largest buildings are located. The intent is to allow commercial and office uses to occur in these area while introducing residential uses in the upper floors. It is a tenant of smart growth principles that including a mix of uses in downtown areas will increase the vibrancy of the commercial and office uses while allowing residents to travel short distances to work. Some may consider this to be a new idea, however, many of the older building in the Study Area were designed for this mix of uses.
- Waterfront Mixed Use – The areas on the plan designated for Waterfront Mixed-Use are located along the Erie Canal or Eighteenmile Creek. Uses may be predominantly residential with some smaller-scale commercial businesses that support the adjacent neighborhoods or the tourism industry such as specialty shops, restaurants or neighborhood convenience stores. These business and residential properties should be designed to benefit from the proximity to the water and the Erie Canalway Trail.
- Industrial – These are areas that have traditionally been industrial uses and that will not have a great impact on adjacent residential or mixed use areas. The amount of exclusively industrial area shown is a significant reduction of land area from the existing land use patterns. This is in response to the changing nature of manufacturing in Lockport and nationally. Many industries do not require large parcels of land and can be located in a facility such as Harrison Place. The area reserved exclusively for industrial use is the northern portion of the study area along Mill Street.
- Residential – Residential lands are for single or multi-family buildings with no commercial or office use except for home-based enterprises. This area is for what many think of as the traditional neighborhood. The Future Land Use Plan solidifies areas as residential that are currently a mix of residential and commercial uses such as Genesee Street and Garden Street.
- Open Space – Representing a mix of developed and maintained active parkland and undeveloped, naturalized areas, the open space shown on the Future Land Use Plan is distributed throughout. It is a goal that both residents and tourists have ready access to open space for recreational, health and aesthetic benefit.



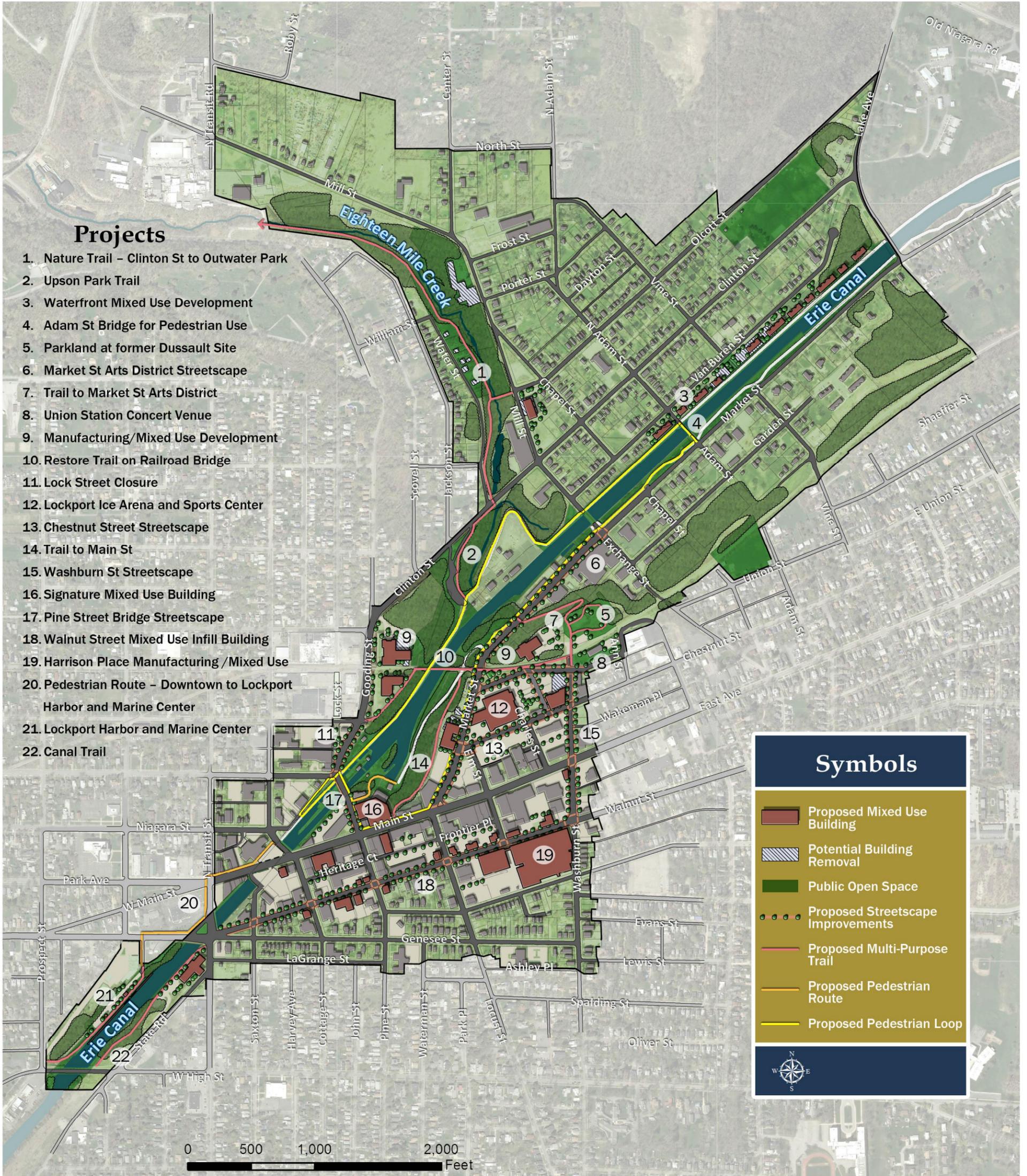




Future Land Use Plan

Lockport Tourism Focus Area

MAP
16



Projects

1. Nature Trail – Clinton St to Outwater Park
2. Upton Park Trail
3. Waterfront Mixed Use Development
4. Adam St Bridge for Pedestrian Use
5. Parkland at former Dussault Site
6. Market St Arts District Streetscape
7. Trail to Market St Arts District
8. Union Station Concert Venue
9. Manufacturing/Mixed Use Development
10. Restore Trail on Railroad Bridge
11. Lock Street Closure
12. Lockport Ice Arena and Sports Center
13. Chestnut Street Streetscape
14. Trail to Main St
15. Washburn St Streetscape
16. Signature Mixed Use Building
17. Pine Street Bridge Streetscape
18. Walnut Street Mixed Use Infill Building
19. Harrison Place Manufacturing /Mixed Use
20. Pedestrian Route – Downtown to Lockport Harbor and Marine Center
21. Lockport Harbor and Marine Center
22. Canal Trail

Symbols

- Proposed Mixed Use Building
- Potential Building Removal
- Public Open Space
- Proposed Streetscape Improvements
- Proposed Multi-Purpose Trail
- Proposed Pedestrian Route
- Proposed Pedestrian Loop



0 500 1,000 2,000 Feet

Master Plan

Lockport Tourism Focus Area

MAP
17

Master Plan Projects

Following are description of projects that are shown on the Master Plan (Map17).

1. Nature Trail – Eighteenmile Creek, Clinton Street to Outwater Memorial Park

A nature trail is proposed to extend along the western banks of Eighteen Mile Creek from Clinton Street north and west to Outwater Memorial Park. The trail is a significant opportunity to activate the Eighteenmile Creek corridor as a recreational greenway the loops the northern portions of the City. This segment fills a gap between the City's northern park system and the Erie Canal via a connection with Upson Park. A branch can be extended to the intersection of Olcott and Mill Streets providing access to the residential area to the east. A portion of the lands along this corridor are included in the Eighteenmile Creek US EPA Superfund Site, which will be remediated by the US EPA over the course of the next several years. With some coordination, the EPA project may be an opportunity for some trail grading and construction to occur.



THE TRAIL ALONG EIGHTEEN MILE CREEK IS ENVISIONED TO CREATE A GREENWAY OFF OF THE ERIE CANALWAY TRAIL THAT LINKS TO A SERIES OF CITY PARKS NORTH OF DOWNTOWN.



THE EIGHTEENMILE CREEK NATURE TRAIL WOULD BE LOCATED IN THE WOODS IN THE LEFT OF THIS PHOTOGRAPH.



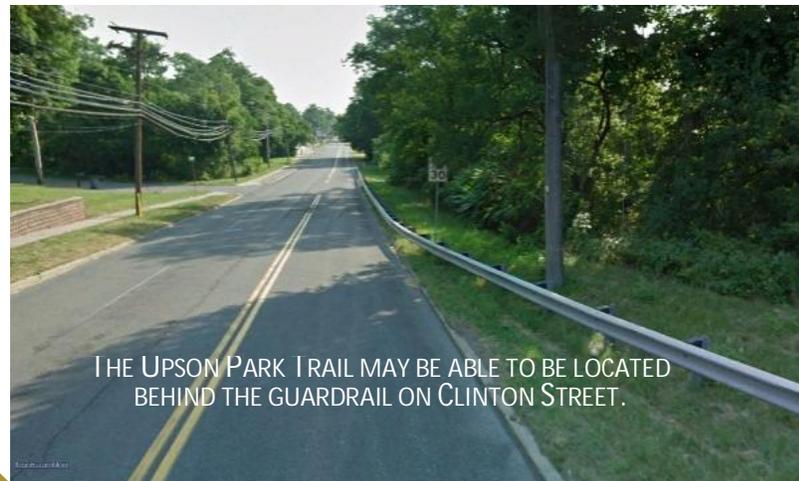
THE UPSON PARK TRAIL WOULD CONNECT THE ERIE CANALWAY TRAIL WITH THE PROPOSED EIGHTEENMILE CREEK TRAIL

2. Upson Park Trail

Upson Park sits along the northern bank of the Erie Canal and the Erie Canalway Trail. A short spur trail is proposed along the eastern side of the gravel parking lot to link the Canalway Trail with the Eighteenmile Creek Nature Trail as described in Project 1. It is proposed that the new trail utilize the eastern-most driveway connection to Clinton Street, with additional improvements suggested to the western entry drive to widen and improve its alignment with Jackson Street. The Clinton Street portion of the trail may be an on-road section or if possible, it may be located just behind the existing guardrail. An additional alternative includes a trail crossing of Clinton Street at a newly aligned Jackson Street intersection, and a widening of the sidewalk along the north side of Clinton Street between Jackson Street and Water Street.



THE UPSON PARK TRAIL WOULD RUN ALONG THIS PARK ACCESS ROAD

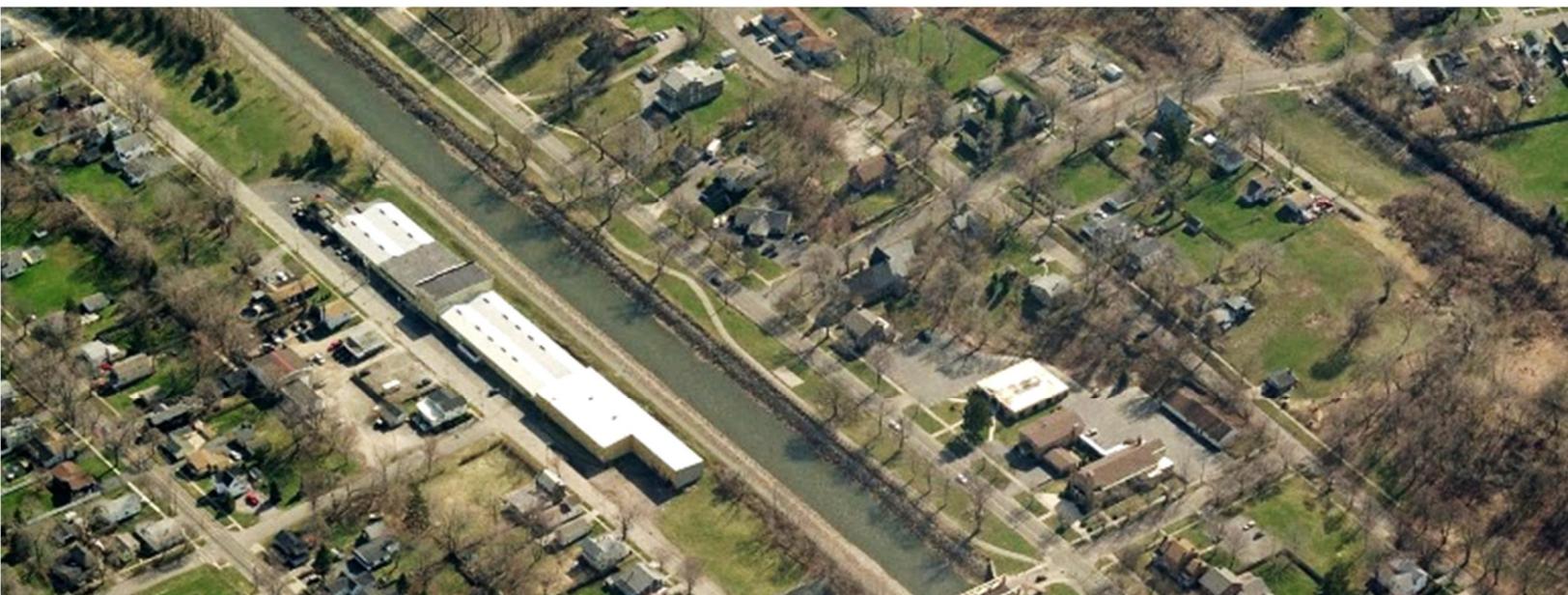


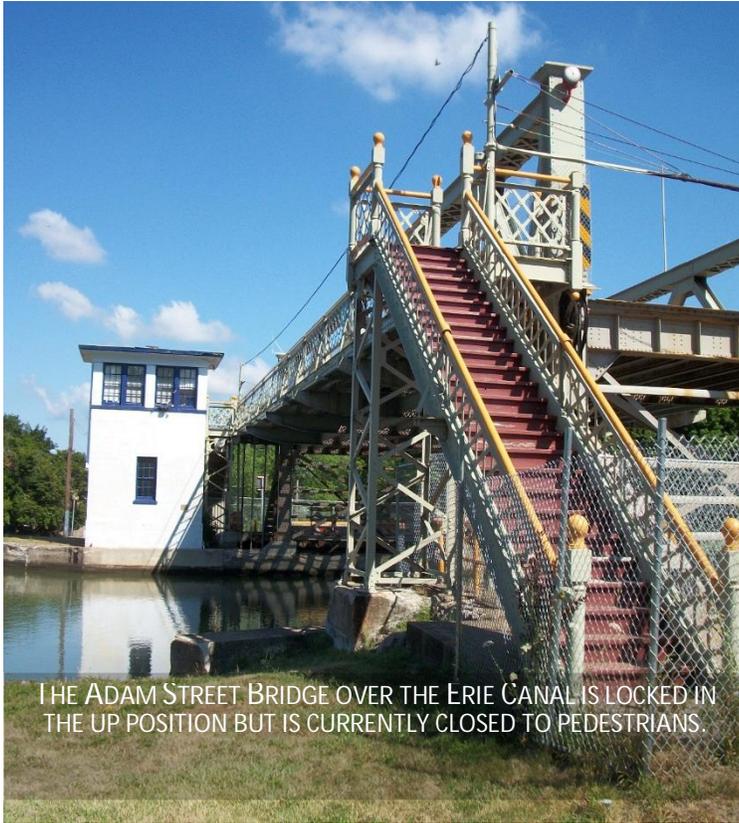
THE UPSON PARK TRAIL MAY BE ABLE TO BE LOCATED BEHIND THE GUARDRAIL ON CLINTON STREET.

3. Waterfront Mixed Use Development

The Market Analysis completed as part of this project concluded that there is a market for upscale residential properties in Lockport. Some of the most potentially valuable real estate in Lockport is along the Erie Canal. The section of canal frontage along Van Buren Street has some of the greatest potential, currently populated by very modest homes and the Niagara Fiberboard facility. In addition, topography in this area has prevented upscale development along the banks of the Erie Canal in similar fashion to other canal communities throughout New York State. An opportunity for a canalside development that takes advantage of the views across the Canal and direct access to the Erie Canalway Trail exists in this area.

The long term vision for this area includes a transition to a mixture of residential and water-enhanced commercial such as restaurants and tourism-related businesses, providing the City of Lockport with a new canalside destination. It is likely that redevelopment activities would begin directly adjacent to Adams Street or near the terminus of Van Buren Street. Pending the long term viability of the Niagara Fiberboard facility, these lands may also be transitioned away from industrial uses to canalside housing. The City can assist by directing residential developers to this opportunity or by facilitating a land banking process wherein properties are purchased and collected until they have enough mass to be resold to a developer.



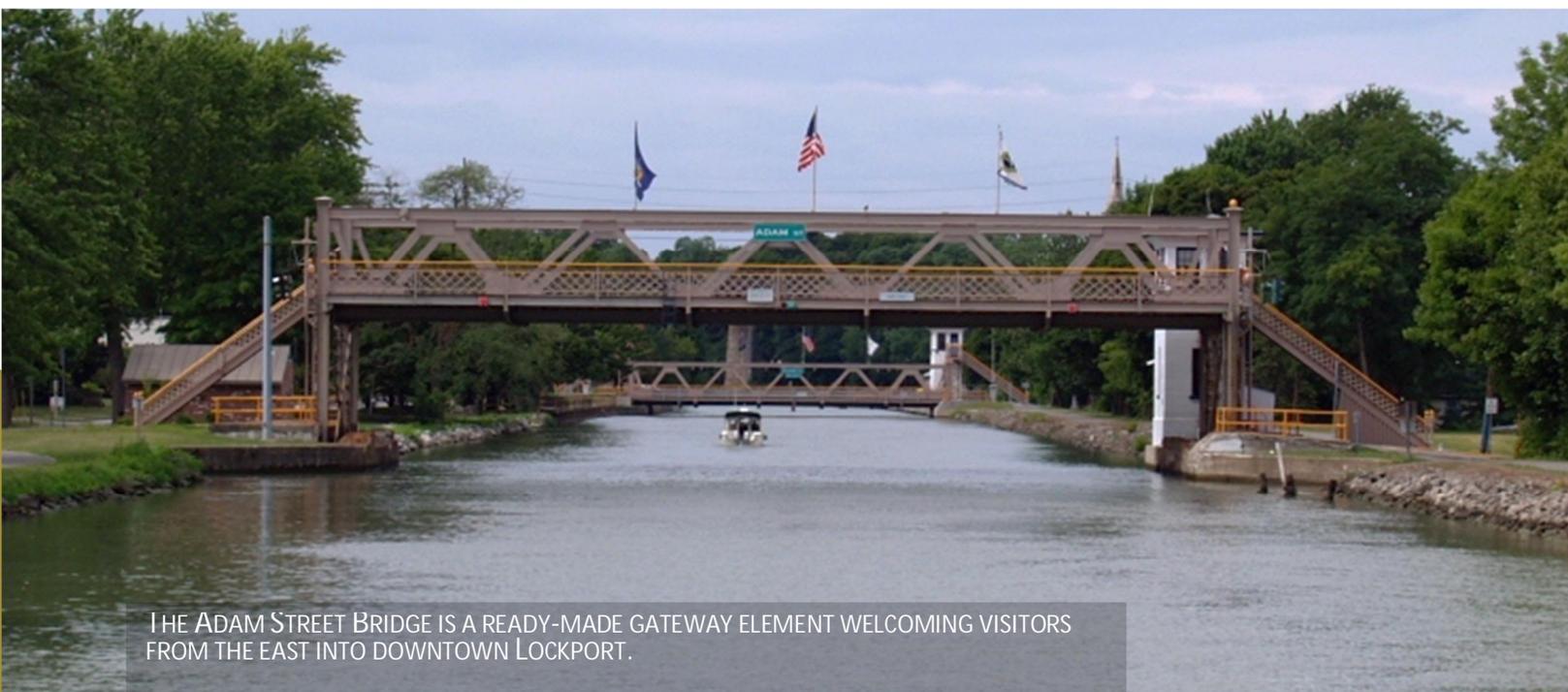


THE ADAM STREET BRIDGE OVER THE ERIE CANAL IS LOCKED IN THE UP POSITION BUT IS CURRENTLY CLOSED TO PEDESTRIANS.

4. Adam Street Bridge for Pedestrian Use

The rehabilitation and conversion of the Adam Street Bridge into a permanent pedestrian facility, by locking the bridge in the up position and improving the steps and railings for pedestrians, would play a significant role in the viability of redevelopment of adjacent areas (Project 3). By contrast, the removal of this structure would cut-off neighborhoods to the north of the Erie Canal from the growing Market Street Arts District and the canalside park system. As a historic structure, the bridge could also be highlighted as a destination along the Erie Canal corridor for users of the Erie Canalway Trail, and would provide a unique and visually distinctive vantage point from which to enjoy the canal and surroundings. In addition to a highly recognizable gateway, the bridge could also serve as

a location for interpretive signage or displays.



THE ADAM STREET BRIDGE IS A READY-MADE GATEWAY ELEMENT WELCOMING VISITORS FROM THE EAST INTO DOWNTOWN LOCKPORT.

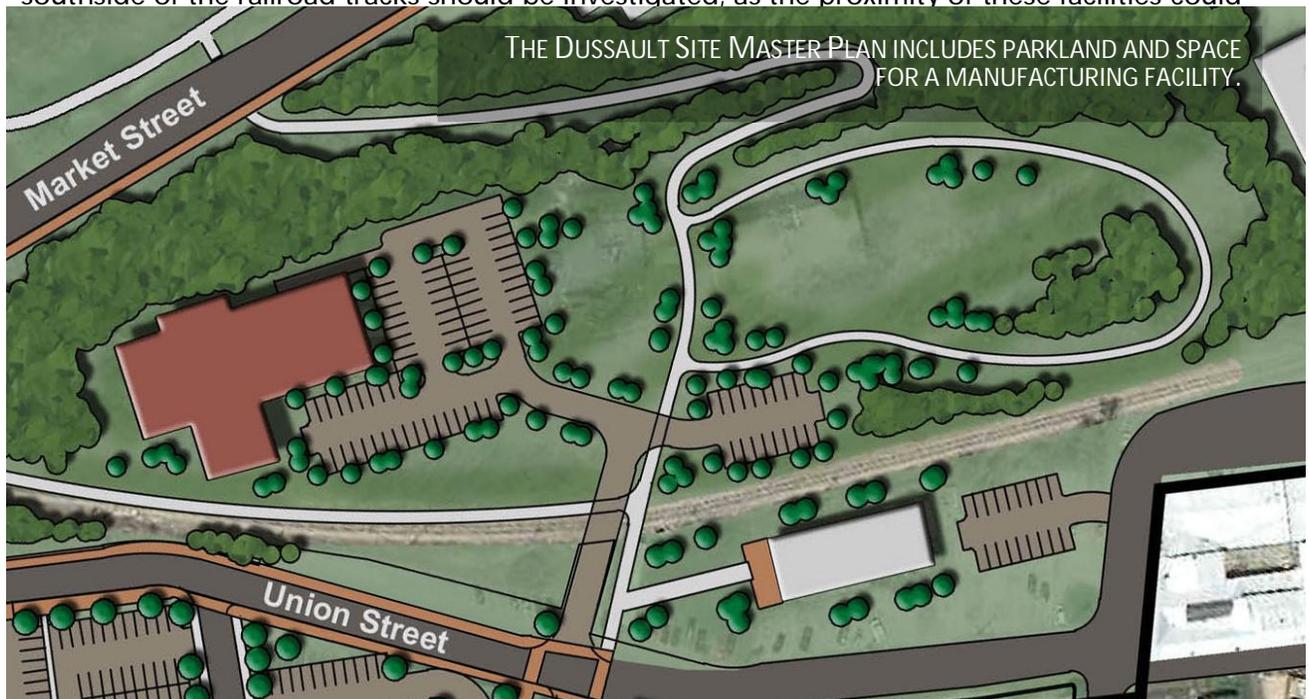
5. Parkland at former Dussault Site

The former Dussault Foundry site is located at the edge of the escarpment at the terminus of Washburn Street. The site is proposed to be redeveloped into two distinct components. The recent remediation of the site to commercial standards prevents utilization for residential development. Therefore, the eastern half of the property is proposed to become a new public park space, and the western portion is anticipated for industrial or commercial uses. The proposed

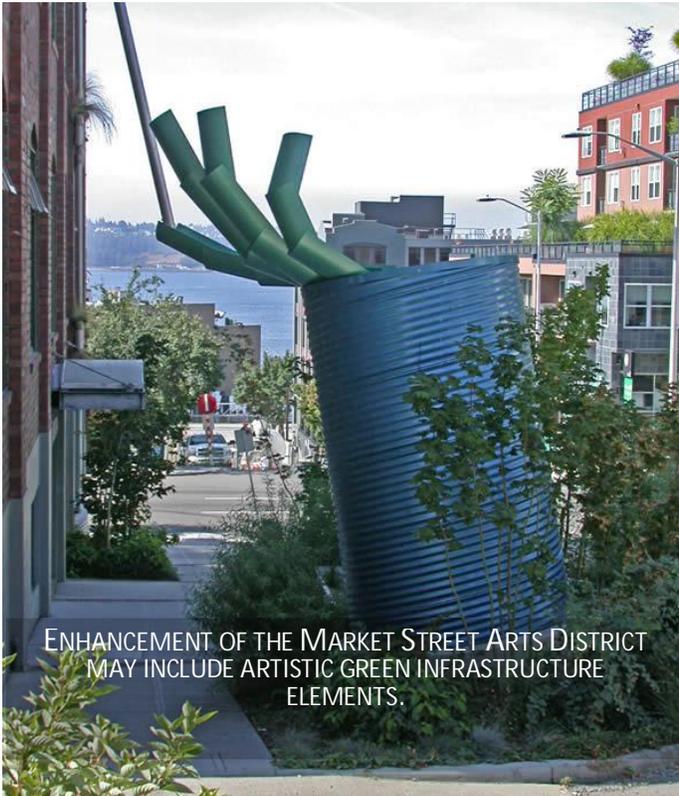


THE EXISTING FORMER DUSSAULT FOUNDRY SITE AS DEPICTED IN THE 3D MODEL LOOKING SOUTH

parkland would offer expansive elevated views of the Erie Canal below with some targeted clearing of vegetation along the top of the escarpment. The property may also include picnic areas placed within expanses of naturalized meadow grasses and successional old field plantings adjacent to preserved woodland areas. The park's design should enhance the natural reclamation processes currently taking place while providing a recreational experience with interpretive exhibits that inform visitors of the environmental remediation of the site. The feasibility of a safe pedestrian linkage with the adjacent Union Station site (Project 8) on the southside of the railroad tracks should be investigated, as the proximity of these facilities could



THE DUSSAULT SITE MASTER PLAN INCLUDES PARKLAND AND SPACE FOR A MANUFACTURING FACILITY.



ENHANCEMENT OF THE MARKET STREET ARTS DISTRICT MAY INCLUDE ARTISTIC GREEN INFRASTRUCTURE ELEMENTS.

6. Market Street Arts District Streetscape
 The Master Plan proposes the development of a green infrastructure project along Market Street centered at the Mill Street Bridge intersection and the Market Street Art Center. The project will incorporate artistic elements and design composition within green infrastructure improvements. Green infrastructure, in this case, refers to planting areas that collect stormwater and allow it to percolate into the ground in order to filter it and reduce the intensity of runoff during storm events. The project envisions a combination of artful green infrastructure, canal heritage education and interpretation, pedestrian-scale lighting, tree planting and brick walkways. The project should seek to involve the local arts community in the design, construction and/or installation of artistic streetscape components, enhancing its status as a destination within the City and also



7. Trail to Market Street Arts District

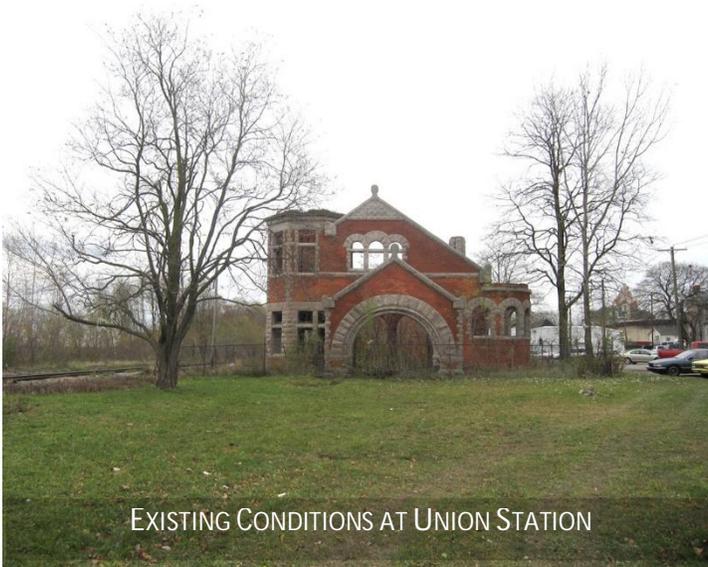
A trail linkage down the escarpment from the proposed Dussault Foundry Park (Project 5) would connect Washburn Street with the Market Street Arts District and the Lockport Locks and Erie Due to the steep grade, this path would angle down the slope, possibly with some steps, making it suitable for pedestrians. This connection is intended to entice canal visitors to explore other portions of the City on foot and discover the unique downtown destinations.



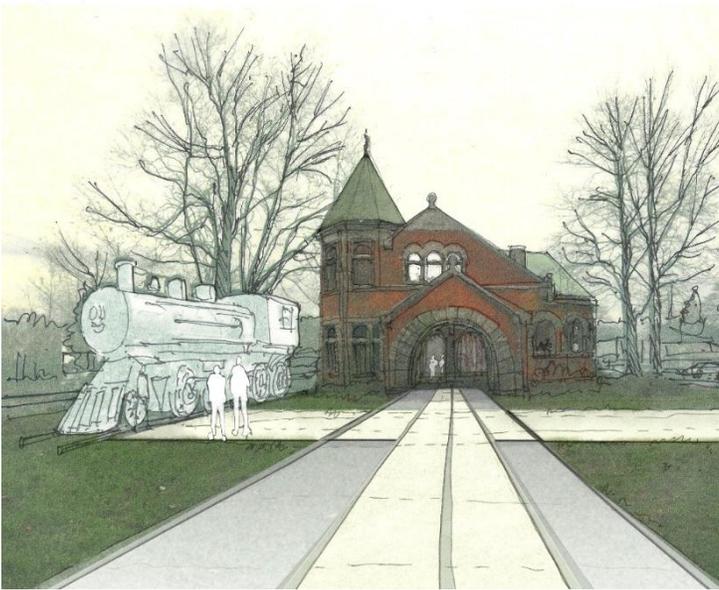
THE TRAIL TO THE MARKET STREET ARTS DISTRICT FROM THE DUSSAULT SITE WOULD DESCEND THE SLOPE IN THE WOODS AT RIGHT.



THE PROPOSED TRAIL AS DEPICTED IN THE 3D MODEL DEVELOPED FOR THIS STUDY



EXISTING CONDITIONS AT UNION STATION



ARTIST'S RENDERING OF IMPROVEMENTS TO UNION STATION

8. Union Station Concert Venue

The former Union Station railroad depot was heavily damaged by fire in the 1970s, with only portions of the exterior envelope remaining. Constructed in 1889, Union Station was placed on the National Register of Historic Place in 1977 due to its unique stone and brick architecture. The privately-owned structure is envisioned to again become a major destination. The Master Plan proposes that this site be returned to active use as an indoor/outdoor performance venue. In order to make the project viable, the City would need to gain control of the property since a concert venue would not likely be a venture that a private owner would be interested in pursuing.

To create the concert venue, the remaining walls could be stabilized and select portions of the building could be re-enclosed by roof structures, while the large central space may remain an open-air stage for the performing arts. The adaptive reuse of this site, though not suitable for major events, would transform an otherwise forgotten relic of Lockport's past into a unique, intimate entertainment experience for small-scale special events.

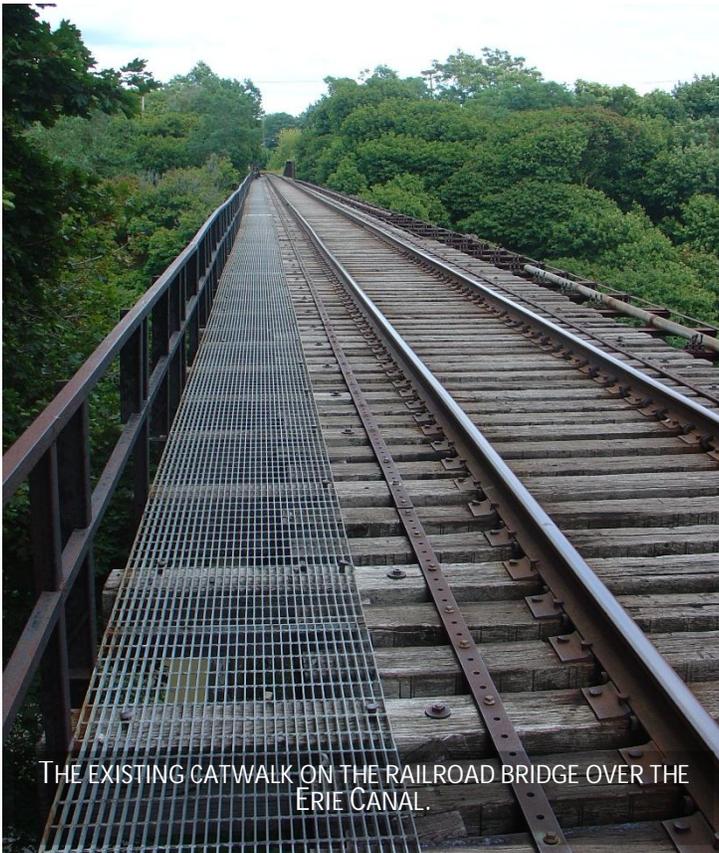
9. Manufacturing/Mixed Use Development

The former Kohl's Cycle Sales site is proposed for redevelopment as contemporary light manufacturing or mixed commercial uses. The publicly-owned site gained notoriety when the remaining building burned during the summer of 2013. The site is adjacent to a larger publicly-owned vacant property to the north, which could potentially enhance the attractiveness of both sites. It is envisioned that development on these sites could include a single-story manufacturing building or a two to three story commercial/office building. A taller structure could capitalize on the views into the Erie Canal corridor approximately 60 feet below. The redevelopment of these properties would provide a positive signal to surrounding property owners because of the visibility of the site.



LOCKPORT SHOULD ENCOURAGE AND ATTRACT INVESTMENT IN CONTEMPORARY INDUSTRIAL AND R&D SPACE





THE EXISTING CATWALK ON THE RAILROAD BRIDGE OVER THE ERIE CANAL.

10. Restore Trail on Railroad Bridge
 The City of Lockport is known for its inverted truss bridge (the upside down bridge) which spans the Erie Canal between Gooding and Market Streets. The design, which located the structural support trusses beneath the tracks, is a talking point along Erie Canal tourism cruises. Local residents report that the catwalk on the bridge was used by pedestrians until the 1960s when it was posted. The City should investigate the expansion of the walkway on the north side of the bridge for pedestrian use. Coordination with the bridge/railroad owner (Falls Road Railroad Co. Inc.) would be required to obtain approvals and address safety concerns. The existing walkway would need to be widened to create a buffer between the railroad and the new walkway and safety fencing would need to be on both sides

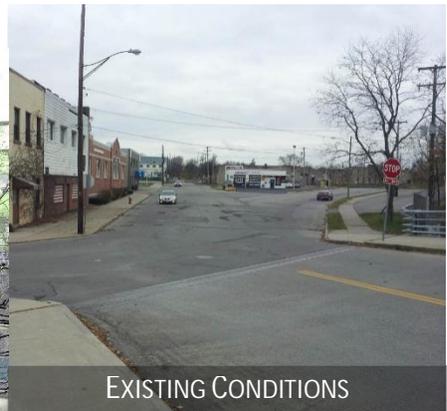


THE AMTRAK CROSSING OVER THE WILLAMETTE RIVER IN PORTLAND, OREGON HAS A LOWER LEVEL THAT ALSO INCLUDES A PEDESTRIAN/BICYCLE SHARED USE PATH.

of the walkway.

11. Lock Street Closure

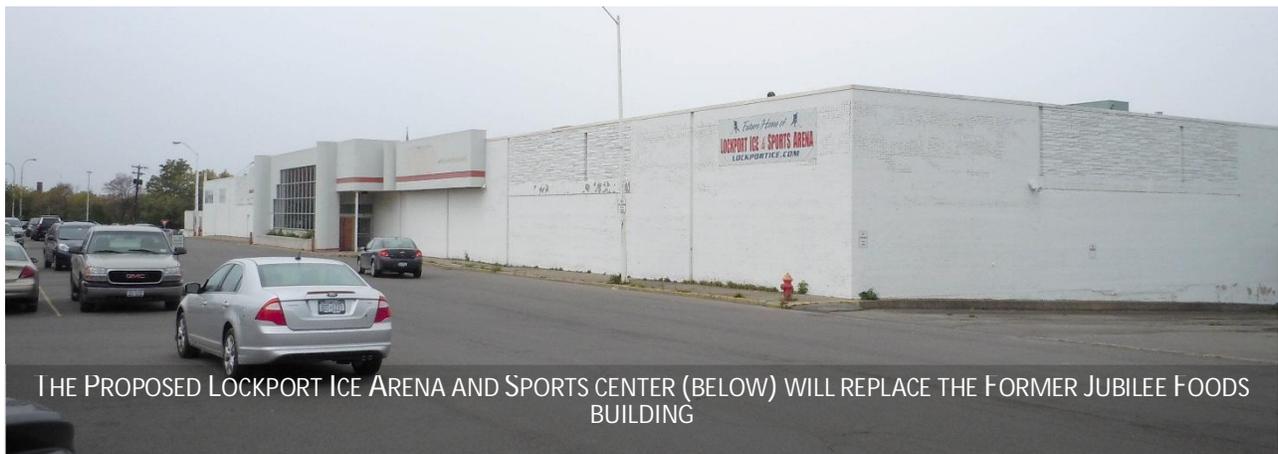
Lock Street is a limited use roadway that travels north from the intersection of Pine Street, Gooding Street and Ontario Street. The City should investigate the closure of the underutilized portion of Lock Street between Ontario Street and Caledonia Street. The closure of this segment would allow Gooding Street to be reduced to a traditional width and the intersection of Lock and Gooding Streets would be eliminated. The historic gas station in this area would be preserved and the parking area could be better defined. The space now occupied by Lock Street could become public open space for enjoyment by customers and tenants of nearby businesses. Improvements could include the removal of portion or all of the pavements and replacement with pervious pavements, areas of lawn, public art, and/or an outdoor gathering space. Portions of the right-of-way could also be utilized for on-street parking, or sold to adjacent property owners for expansion or redevelopment purposes.



12. Lockport Ice Arena and Sports Center

The former Jubilee grocery store has been razed for the development of the \$13 million Lockport Ice Arena and Sports Center. The project has been several years in the planning but a \$4 million grant from the Grigg-Lewid Foundation, a \$1 million award from New York State through the Regional Economic Development Council' Consolidated Funding Application (CFA) process, among other sources, helped the project become a reality.

The sports center will contain two regulation-sized ice surfaces (200' x 85'), locker rooms, food service, a retail component, a performance training center, spectator seating, party and meeting rooms. An additional 7,000 square feet will be available for restaurant use. The redevelopment of this site as a recreational ice complex is a major win for the City as it will foster the continued expansion of tourism in downtown Lockport. It is anticipated that the facility will create the need for 4,000 hotel nights per year. Further, the intended target audience of children and families will lead to enhanced spending within local restaurants, retail establishments and at the Erie Canal tourism destinations. The project is under construction at the writing of this report with completion scheduled for fall of 2014. The City should continue to support this project with efforts to upgrade to surrounding area and other value-added uses.



13. Chestnut Street Streetscape

As the primary gateway entrance into the new Ice Arena and Sports Center, Chestnut Street and the adjacent parking lot will be highly visible elements of the public realm and will become the initial impression for visitors from outside the region. The Master Plan proposes significant improvements to pedestrian safety, wayfinding and landscaping elements along the Chestnut Street right-of-way and within the adjacent parking lot. The City should consider the exploration of a shared (pedestrian/vehicle) street concept for all or portions of the corridor, and make the movements of pedestrians a priority over vehicles. The city should also consider the use of green infrastructure elements that allow stormwater runoff to percolate into the soil through the use of pervious paving and rain garden basins.

Improvements to the adjacent parking lot should include generous sidewalks, well-defined parking lot islands, and high visibility crossings from the lot to the Ice Arena. The parking lot should be redesigned as shared parking among the City Library, YMCA and the Historic Post Office building. This lot should also include center medians between rows of parking of sufficient width for sidewalks and tree plantings.





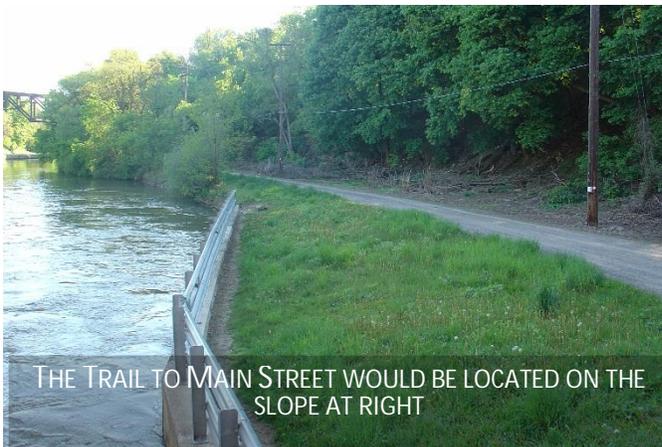
A PEDESTRIAN PATH WOULD CONNECT AT THE FORMER CITY HALL (FLIGHT OF FIVE WINERY)

14. Trail to Main Street

This project will connect Main Street directly to the Erie Canal down the escarpment slope. The trail would start at the small pocket park adjacent to the Urban Park Towers housing complex and descend the slope to an existing access road at the base. This trail would also connect with a footpath to the west that climbs the slope past the old power house back up to the former City Hall (now the Flight of Five Winery) on Pine Street. This is an interesting and historic area of Lockport and having trail access would be a tourist attraction as well as a resource for locals.



THE TRAIL TO MAIN STREET WOULD CONNECT WITH MAIN AT THIS POCKET PARK



THE TRAIL TO MAIN STREET WOULD BE LOCATED ON THE SLOPE AT RIGHT

15. Washburn Street Streetscape

Proposed improvements to Washburn Street are shown along Walnut Street, running past East Avenue, ending at the terminus at Union Street across the railroad tracks to the former Dussault site (Project 5). Streetscape improvements will upgrade the pedestrian experience and general appearance of the street. Improvements are envisioned to include a reduction and/or consolidation in curb cuts, infill of sidewalk gaps and enhanced landscape definition of the street/sidewalk/parking interface on the west side. The extension of enhancements north of East Avenue should also include additional street trees and new, pedestrian-scale lighting. Opportunities for green infrastructure should also be explored.



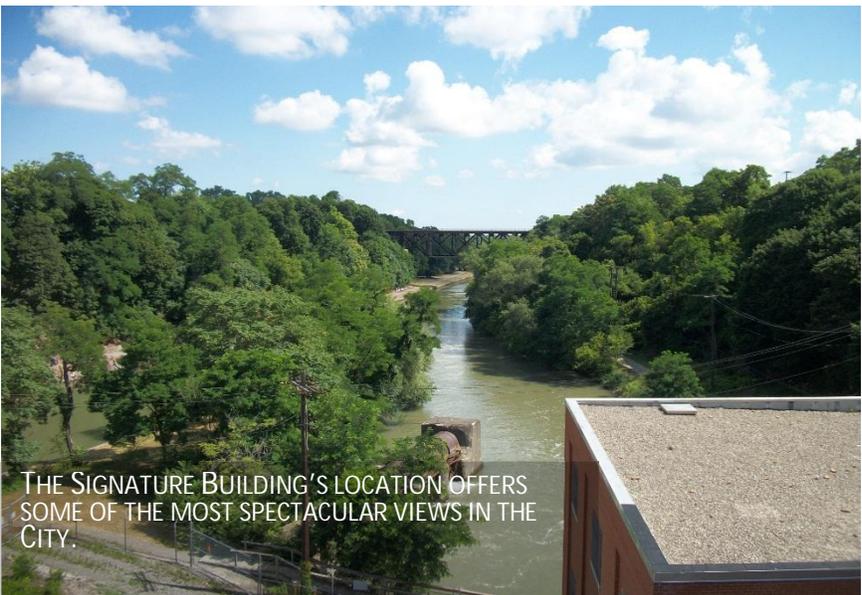
16. Signature Mixed Use Building

The site of the former municipal parking garage (now a municipal parking area) near Main and Pine Streets is proposed to be redeveloped with a signature mixed-use structure with frontage on both roadways. The project is envisioned to be a boutique hotel or a three to five story structure that integrates upper level residential units with low to mid-level commercial/retail/office space. The project may also present an opportunity for lower level, below-grade parking. This project may provide access to the rooftop of the powerhouse building as an outdoor dining/gathering venue. This location offers some of the most spectacular views in the City and the creation of an outdoor space and building with windows overlooking the Erie Canal and Flight of Five Locks spillway would be a destination in and of itself.



THE SIGNATURE BUILDING SHOULD HAVE THE PRESENCE, SCALE AND MASSING SIMILAR TO THIS EXAMPLE

overlooking the Erie Canal and Flight of Five Locks spillway would be a destination in and of itself.



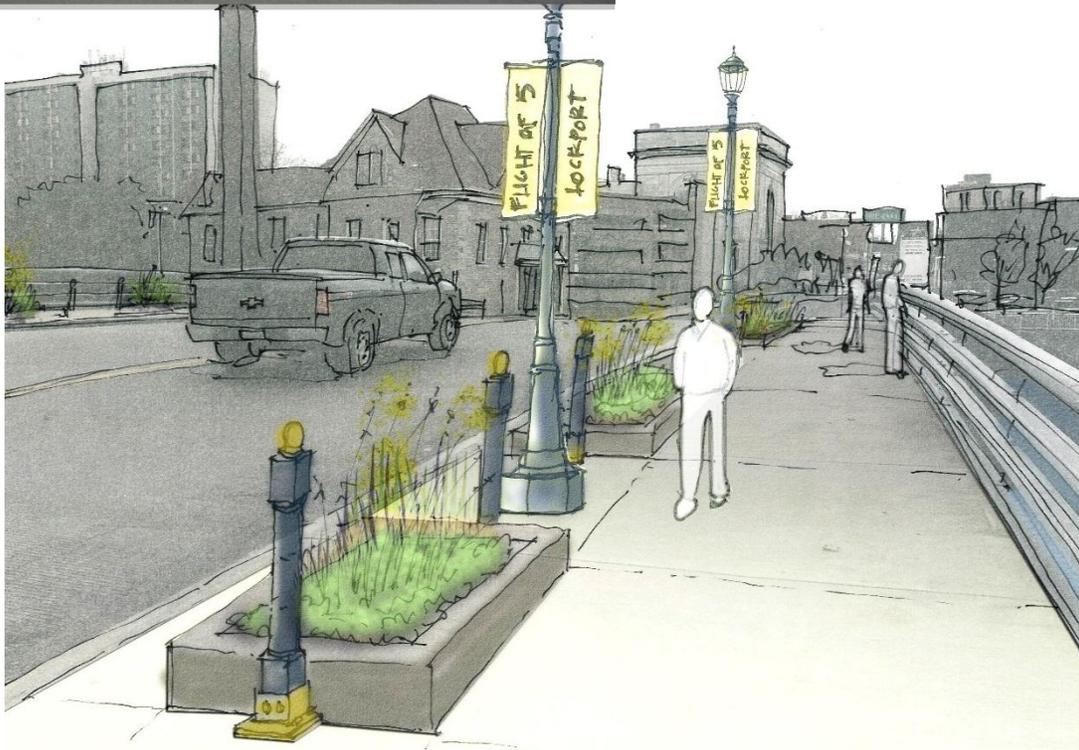
THE SIGNATURE BUILDING'S LOCATION OFFERS SOME OF THE MOST SPECTACULAR VIEWS IN THE CITY.

17. Pine Street Bridge Streetscape

The Pine Street Bridge is a significant link across the Erie Canal in the heart of the tourist district, and is the only bridge located directly above the Flight of Five Locks. Improvements to the bridge should concentrate on improving pedestrian-friendliness and views to the Erie Canal below. New railings, lighting and interpretive signage combined with cantilevered overlooks and seating areas would provide a vantage point seldom experienced along the Erie Canal system and would create a strong connection between businesses on Main Street and the canal-related tourist features.



THE PINE STREET BRIDGE CURRENTLY
AND AS PROPOSED, BELOW.



18. Walnut Street Mixed Use Infill Buildings

Recent redevelopment of underutilized parking lots along Walnut Street is encouraged to continue eastward to the Harrison Place block between Locust and Washburn Streets. Development should locate at the intersection frontages, with parking areas in the rear and mid-block to strengthen the urban form of the corridor. Buildings similar in style and scale to those recently constructed on Pine Street and Locust Street would be appropriate in this corridor. The potential for restaurants and other service businesses should be explored for this block due to the proximity to the employment generator at Harrison Place and the Market Analysis findings.



19. Harrison Place Manufacturing/Mixed Use

The Harrison Place complex has the potential to support hundreds of industrial, warehouse, commercial and office jobs. The continued re-tenanting of this privately-owned property should be a priority of the City. Opportunities for live-work loft space in the complex should be explored to further expand the number of people living in the downtown core adjacent to services and supportive businesses. The Market Analysis prepared as part of this study concluded that there was a need for upscale urban residential units and this could be one location for that to occur. To assist with the re-tenanting, the City should help with promotions by directing businesses looking for a home to this facility.



20. Pedestrian Route – Downtown to Proposed Lockport Harbor and Marine Center
Lockport is a major destination along the Erie Canalway Trail and is the starting point for a coordinated, three-day self-guided bicycle tour along the Erie Canal between Lockport and Palmyra. The Master Plan identifies a critical gap to the Erie Canalway Trail system in Lockport, and proposes to fill this gap by extending access to the proposed Lockport Harbor and Marine Center south of Genesee Street. The development of this access is an important economic development and tourism initiative for the City. A direct connection of the proposed Marine Center to the Erie Canalway Trail will make it a multi-modal station along the canal, where visitors could switch between bicycle and boat and explore more of the City. The trail should incorporate pedestrians on the sidewalk system and bicycles sharing the roadway. The segment should also have a uniquely identifiable marking to denote bike lanes/shared lanes and to



enhance pedestrian wayfinding along city streets.

21. Lockport Harbor and Marine Center

Lockport does not have a place for canal users to dock that is near its downtown. For several years, the City has been working with the Canal Corporation to identify a viable site for the placement of a harbor in downtown Lockport, with the publicly-owned site identified south of Genesee Street on the north side of the canal. In 2011 a feasibility study was completed for the facility. The proposed \$2.25 million Harbor and Marine Center would include transient docks, a modest boater services station, fuel services, sanitary pump-out and utilities for transient canal users. The three-phase project proposed a total of 750 linear feet of gangway sufficient for approximately 18 vessels, parking for 15 vehicles and a pavilion and picnic area. The Erie Canalway Trail is proposed to extend through the site, linking boaters with downtown Lockport. Currently the City of Lockport is seeking funding for the project.



22. Canal Trail – Transit Road to Stevens Street

An extension of the Erie Canalway Trail is also proposed for the southside of the canal west of Transit Road, to include a mixture of on-road, off-road and sidewalk segments. Much of this segment of trail would be on the City-owned parcel at 33 State Road. The trail can be placed near the canal so that it will not preclude future development of the site. This project would help connect with the proposed Trail to Main Street (Project 14) via a system of on-road segments along Walnut Street and Pine Street. A wayfinding system will be required for the successful implementation of this trail linkage. An urban section of the Erie Canalway Trail will provide variety to the trail user experience, while also encouraging visitors to explore the City and its destinations.



THE PLANNED 524-MILE ERIE CANALWAY TRAIL IS NEARLY THREE-QUARTERS COMPLETE. THE PROPOSED EXTENSION WILL EXTEND THE CORRIDOR INTO THE CITY OF LOCKPORT, PROVIDING A DESTINATION AND RESTING POINT FOR CYCLISTS.

4.6 RECOMMENDED ACTIONS AND PROJECTS MATRICES

Following is a matrix of action items which includes several categories of implementation-related information. Columns include:

- Type – Whether the project is a policy & coordination item or a capital project.
- Potential Partners - Under the Potential Partners column, there are a number of organizations listed using the following acronyms:
 - City - City of Lockport
 - GLDC - Greater Lockport Development Corporation
 - LBA - Lockport Business Association
 - LCC - Lockport Chamber of Commerce
 - LMS - Lockport Main Street Inc.
 - NCDED – Niagara County Department of Economic Development
 - NCIDA - Niagara County Industrial Development Agency
 - NTCC - Niagara Tourism and Convention Corporation
 - NYSDEC - New York State Department of Environmental Conservation
 - NYSDOS - New York State Department of State
 - NYSDOT - New York State Department of Transportation
 - NYSTACC - New York State Thruway Authority Canal Corporation
 - PLO - Private Land Owner(s)
- Priority – High priority actions are identified
- Time Frame – The actions that have readily available funding and are easy to implement (low hanging fruit) are given short time frames.
- Potential Funding Sources – These are described in detail in Section 6 of this report. Acronyms are listed below:
 - BOA – Brownfield Opportunity Areas Program
 - Canals – New York State Canal Corporation Grants program
 - City – City of Lockport
 - EPF – New York State Environmental Protection Fund
 - GIGP – New York State Green Innovation Grants Program
 - LWRP – New York State Local Waterfront Revitalization
 - RT – New York State Recreational Trails Program
 - TAP – Transportation Alternatives program
- Estimated Cost – This category identifies an opinion of probable costs for capital projects.



FIGURE 18: BRANDING AND MARKETING AND TOURISM PROGRAMMING AND INFRASTRUCTURE MATRICES

	Type	Potential Partners	Priority	Time Frame	Potential Funding Source	Estimated Cost
4.1 Branding and Marketing Actions						
Complete a Branding Study	Policy & Coordination	GLDC, LMS, LCC, LBA	High	1-2 Years	BOA	\$15,000
Develop a Regional Marketing Strategy	Initiative	GLDC, LMS, LCC, LBA		1-2 Years	BOA	\$10,000
Improve Lockport's web and social media presence for tourism and business attraction	Initiative	GLDC, LMS, LCC, LBA	High	On-Going	BOA	
Continue to support cultural events - public and private	Policy & Coordination	GLDC, LMS, LCC, LBA	High	On-Going	NA	< \$1,000/event
Prepare a Gateways and Wayfinding Signage Plan	Capital	GLDC, LMS, LCC, LBA		2-5 Years	BOA, NYSCA	\$15,000
Distribute "At-a-Glance" marketing cut sheets to developers and interested parties	Initiative	GLDC, LMS, LCC, LBA, NCIDA	High	On-Going	NA	NA
Conduct Semi-Annual Intercept Surveys of Visitors	Initiative	GLDC, LMS, LCC, LBA		1-2 Years	NA	NA
4.2 Tourism Programming and Infrastructure						
Identify a lead tourism promotion entity	Coordination	GLDC, LMS, LCC, LBA, NTCC		1-2 Years	NA	NA
Promote the development of a downtown tourist hotel	Initiative	GLDC, LMS, LCC, LBA		1-2 Years	NA	NA
Identify locations for, and install, bicycle facilities	Initiative	GLDC, LMS, LCC, LBA		1-2 Years	City	NA

FIGURE 19: PLACE MAKING AND QUALITY OF LIFE ACTIONS AND ECONOMIC DEVELOPMENT ACTIONS MATRICES

	Type	Potential Partners	Priority	Time Frame		Estimated Cost
4.3 Place Making and Quality of Life						
Develop and adopt a series of policies regarding land use in the City of Lockport	Policy & Coordination	GLDC, LMS		2-5 Years	NA	NA
4.4 Economic Development						
Establish a team of City and agency staff to expedite solutions for problems faced by local businesses	Coordination	GLDC		1-2 Years	NA	NA
Hold regular roundtables with businesses	Coordination	GLDC, LMS, LCC, LBA, NCEDC	High	1-2 Years	NA	NA
Develop expertise in the services and products provided by local companies	Coordination	GLDC		On-Going	NA	NA
Conduct periodic surveys of local retail businesses to identify trends such as expansions and relocations	Initiative	GLDC, LMS, LCC, LBA		Every Other Year	NA	NA
Focus Business Recruitment Efforts on Targeted Industries (See Report by Herron Consulting)	Policy & Coordination	GLDC, NCIDA, NCEDC		On-Going	NA	NA
Attend Industrial and Development Trade Shows	Initiative	GLDC		On-Going	City	NA
Look for Opportunities to Assemble Lands at Strategic Sites	Policy	GLDC, NCIDA		On-Going	NA	Varies



FIGURE 20: MASTER PLAN PROJECTS MATRIX

	Type	Potential Partners	Priority	Time Frame		Estimated Cost
Master Plan Projects						
1. Nature Trail – Clinton St to Outwater Park	Capital	NYSDEC		5-10 Years	RT, EPF, TAP	\$ 290,000
2. Upson Park Trail	Capital	NYSDEC		5-10 Years	RT, EPF, TAP	\$ 140,000
3. Promote Waterfront Mixed Use Development at Van Buren Street	Coordination	PLO		5-10 Years	NA	NA
4. Adam St Bridge for Pedestrian Use	Capital	NYSTACC		2-5 Years	Canals	\$ 20,000
5. Parkland at Former Dussault Site	Capital			2-5 Years	EPF	\$ 730,000
6. Market St Arts District Streetscape	Capital			5-10 Years	GIGP	\$2.2 million
7. Trail to Market St Arts District from Former Dussault Site	Capital	GLDC		5-10 Years	EPF	\$ 240,000
8. Union Station Concert Venue	Capital	PLO		5-10 Years	NYSCA,EPF	\$ 300,000
9. Promote Manufacturing/Mixed Use Development at Former Kohl's Cycle Sales Site	Coordination	NCIDA		On-Going	NA	NA
10. Restore Trail on Railroad Bridge	Capital	PLO		5-10 Years	TAP	\$2.8 million
11. Lock Street Closure	Capital		High	2-5 Years	City	\$ 428,000
12. Support Lockport Ice Arena and Sports Center	Policy	PLO	High	On-Going	NA	NA
13. Chestnut Street Streetscape	Capital		High	2-5 Years	GIGP	\$1.3 million
14. Trail to Main St from Canal Trail	Capital	NYSTACC		5-10 Years	Canals, RT	\$ 175,000
15. Washburn St Streetscape	Capital	NYSDOT	High	2-5 Years	City	\$1.5 million
16. Promote Signature Mixed Use Building at Former Parking Garage Site	Coordination			2-5 Years	NA	NA
17. Pine Street Bridge Streetscape	Capital			2-5 Years	NYSCA	\$ 650,000
18. Promote Walnut Street Mixed Use Infill Building	Coordination	PLO		On-Going	NA	NA
19. Promote Harrison Place Manufacturing /Mixed Use	Coordination	PLO	High	On-Going	NA	NA
20. Pedestrian Route – Downtown to Lockport Harbor and Marine Center	Capital	NYSDOT, NYSDOS		2-5 Years	TAP, Canals	\$ 815,000
21. Lockport Harbor and Marine Center	Capital	NYSTACC, NYSDOS		5-21 Years	EPF	\$2.25 million
22. Canal Trail West of Transit Road	Capital	NYSTACC, NYSDOS		2-5 Years	RT, EPF, TAP	\$ 158,000

Section 5 - Implementation

5.1 SOURCES OF FUNDING AND FINANCING

The City of Lockport has a wide variety of options to obtain the necessary funds for the projects that are described in the Study as well as incentives to help developers make projects financially viable. This section is divided into the following categories:

- **Transportation Funding:** Identifies sources for vehicle-based transportation as well as alternative transportation such as walking, bicycling and transit
- **New York State Regional Economic Development Council:** Describes the state funding programs that are run through the Regional Economic Development Council's Consolidated Funding Application (CFA) process
- **New York State Department of State:** Programs that are routed through this agency include waterfront and park improvement programs
- **New York State Office of Community Renewal –** Identifies incentives and funding sources run through this state department
- **New York State Environmental Facilities Corporation –** Programs include the Green Innovations Grant Program
- **New York State Department of Environmental Conservation:** Identifies incentive programs for environmental remediation and redevelopment projects
- **Empire State Development Corporation:** Identifies economic development programs
- **Energy Research and Development Authority:** Identifies programs that promote energy efficiency and climate change programs
- **Community Development Block Grant:** Describes HUDs Section 108 Loan Guarantee program
- **Financing:** Identifies a number of creative financing options
- **Tax Exemptions:** Identifies tax deferral and abatement programs

Transportation Funding

Federal Sources

Federal transportation funding for projects associated with road reconstruction or trail development are typically available via the formalized Transportation Improvement Program (TIP) process coordinated by the local Municipal Planning organization (MPO).

The Federal Government provides funds for transportation projects through various funding programs contained within multi-year federal transportation legislation, with the current appropriations bill referred to as MAP-21, or Moving Ahead for Progress in the 21st Century. MAP-21 is a new two-year federal transportation act that was signed in July 2012 after the expiration of SAFETEA-LU. The new act created the Transportation Alternatives Program (TAP) which combines several SAFETEA-LU programs under a single heading, continuing funding support for programs and projects defined as transportation alternatives, including:

- Pedestrian and bicycle facilities;
- Community improvement projects;
- Recreational trail program projects; and
- Safe routes to school projects.

MAP-21 also continues the Surface Transportation Program (STP) and the Highway Safety Improvement Program (HSIP) which supply potential federal funding sources for roadway and trail improvements.

Surface Transportation Program (STP)
 The Surface Transportation Program is a primary core Federal-aid program within MAP-21 utilized for local highway and trail improvement projects. The STP provides flexible funding that may be used for a variety of projects through numerous sub-programs, including all project types eligible for funding under the Transportation Alternatives Program.



MARKET STREET IN LOCKPORT

Transportation Alternatives Program (TAP)

The Transportation Alternatives Program functions as an umbrella for three separate programs formerly functioning separately under SAFETEA-LU. With some minor exceptions within the Recreational Trails program, all TAP funding requires a 20 percent local match that may be cash or in-kind services.

Transportation Enhancements (TE)

Transportation Enhancements (TE) funds are now included under the Transportation Alternatives Program, and administered by the New York State Department of Transportation (NYSDOT) with assistance in project solicitation and selection being provided by local Municipal Planning Organization. In order to maximize the use of the available TE funding, this program provides innovative financing alternatives for local matching requirements of 20 percent.

Safe Routes to School (SRTS)

Similar to TE funds, SRTS funds are now included under the TAP umbrella. The SRTS Program provides funding to enable and encourage children, including those with disabilities, to walk and bicycle to school; to make walking and bicycling to school safe and more appealing; and to facilitate the planning, development and implementation of projects that will improve safety, and reduce traffic, fuel consumption, and air pollution in the vicinity of schools.

Recreational Trails (RT)

The Recreational Trails Program provides funding to construct and maintain recreational trails. Each state must establish a State Recreational Trails Advisory Committee that represents both motorized and non-motorized recreational trail users to distribute funds. Of funds distributed to a state, 30 percent must be used for motorized trails, 30 percent must be used for non-motorized trails, and the remaining 40 percent can be used for either type of trail. A typical RT award is \$50,000 to \$100,000.

Highway Safety Improvement Program (HSIP)

The Highway Safety Improvement Program (HSIP) is a core Federal-aid program with an overall purpose to achieve a significant reduction in traffic fatalities and serious injuries on all public roads through the implementation of infrastructure-related highway safety improvements. HSIP funds must be consistent with the State Strategic Highway Safety Plan.5.2 Action Item



New York State Regional Economic Development Councils

In 2011, New York State created ten Regional Economic Development Councils (REDC) and mandated that each develop a five-year strategy which identifies an overall economic development approach for the region. Each regional strategy is updated annually to promote priority public sector investments and compete for access to a pool of State funding and development support. The use of State economic development funding for public or private sector projects is now directly tied to the advancement and implementation of regional economic development strategies. Funding priority will be given to projects which meet or advance the strategies and goals identified by the corresponding Regional Economic Development Council.

Each Regional Economic Development Council has a Capital Fund for catalytic projects within the region.

Consolidated Funding Application Process
 A significant amount of State funding is now procured through the Consolidated Funding Application (CFA) process, an initiative begun in 2011 in concert with the establishment of the Regional Economic Development Councils. The CFA process functions as a funding clearinghouse, whereby applicants can apply for multiple sources of traditional funding via a single application. Applications for CFA resources must be reviewed by both the funding agency and the REDC to be scored for compliance with agency and regional goals.

The Lockport Tourism Focus Area BOA will require a broad range of capital projects, including roadway infrastructure,

environmental remediation, building demolition, housing rehabilitation, park and recreational amenities and the construction of multi-story mixed use structures. These projects have several components which may be eligible for funding via the CFA process.

Recent local successes with this funding source include the Lockport Ice Arena and Sports Center which was awarded \$1 million, Harrison Place which received \$260,000 in funding for development costs, and the City of Lockport Home Ownership Program received \$400,000 for low and moderate income households with the purchase of a home..

For 2013, the Governor's Office announced a pool of funding from several sources, such as the Environmental Protection Fund (EPF), the Environmental Facilities Corporation (EFC), and the New York State Energy Research and Development Authority (NYSERDA), among others. Funding availability is typically announced once per year in late spring, with application deadlines in late summer.

New York State Department of State Environmental Protection Fund

The NYS Environmental Protection Fund (EPF) was created in 1996 as part of a statewide bonding initiative. This fund is utilized by two primary grant programs: the Local Waterfront Revitalization Program (LWRP); and the Parks, Recreation and Historic Preservation Program (OPRHP). Each of these programs will fund improvements up to \$400,000, requiring at least a 1:1 match, and state funds cannot equate to greater than 50 percent of the total project cost. Therefore, a project



requesting the maximum of \$400,000 will be required to have additional resources committed equivalent to \$400,000 or more. Funding priority is given to projects within an approved BOA.

Funding programs associated with the EPF are extremely flexible. Applicants can utilize other local, state and in-kind funds towards their dollar for dollar match, and must be capable of funding the entire project prior to requesting reimbursement.

Local Waterfront Revitalization Program

The NYSDOS administers LWRP funding which can be utilized for waterfront improvement projects in conjunction with an approved LWRP document. The City of Lockport's LWRP should place the City in a strong position to compete for these funds. Funds can be utilized to finalize the design and construction of infrastructure and shoreline improvements and other capital projects such as trails and parks.

Parks, Recreation and Historic Preservation Program

The Office of Parks, Recreation and Historic Preservation (OPRHP) administers a separate EPF grant program focusing on the acquisition, preservation and construction of park and historic preservation projects. This funding program supports the purchase of property and easements, the construction of public parks, and the preservation of historic resources and structures.

New York State Council for the Arts

The NYS Council for the Arts (NYSCA) Arts, Culture and Heritage program requires a 50% match in cash or in-kind services. Project that can be funded include a variety of arts culture and heritage projects, artistic

program capital equipment and arts-related technology improvement projects.

New York State Office of Community Renewal

New York Main Street Program

The New York Main Street Program is funded by the NYS Housing Trust Fund and administered by the Office of Community Renewal. The Main Street Program primarily supports investment in private property. Lockport Main Street Inc. is the local branch of this organization who's mission is, "to encourage economic development in the Downtown Lockport, NY District within the context of Historic Preservation in ways appropriate to today's marketplace."

Low Income Housing Tax Credits and NYS HOME

The New York State Department of Housing and Community Renewal provides State Low Income Housing Tax Credits similar to federal HUD tax credits for qualified low to moderate income housing projects. In addition, the NYS HOME program further leverages private investments for the rehabilitation and construction of modern, affordable housing.

Homes for Working Families

The Homes for Working Families Program (HWF) provides gap financing through low-interest loans for capital costs and related acquisition and soft costs associated with the new construction or rehabilitation of affordable housing. The primary financing sources for HWF projects must be tax-exempt bonds which are allocated from the State's Private Activity Bond Volume Cap and 4% Low-Income Housing Tax Credit issued in conjunction with the bonds.

New York State Environmental Facilities Corporation

Green Innovation Grant Program

The Green Innovation Grant Program (GIGP) is funded and administered by the New York State Environmental Facilities Corporation and funded through the NYS Clean Water Revolving Loan Fund which is capitalized largely through federal support. The GIGP supports projects that incorporate unique ideas for stormwater management, innovative green infrastructure design, and cutting-edge green technologies. GIGP-funded projects range from simple rain gardens to large-scale wastewater treatment sites.

The GIGP program funds up to 90 percent of project costs with no defined maximum yet will only fund the green infrastructure portions of the project.

New York State Department of Environmental Conservation

Brownfield Cleanup Program

The Brownfield Cleanup Program (BCP) provides tax credits for the remediation and redevelopment of brownfield sites in New York State. These tax credits are further enhanced within Brownfield Study Areas and areas the Empire State Development Corporation has designated as Environmental Zones (EN Zone) which includes the majority of the Study Area. The BCP establishes four separate levels of remediation based on final permissible uses and the need for continued engineering controls to protect the public health, safety and welfare -- projects that pursue more extensive levels of remediation are eligible for greater tax benefits. Credits cannot be issued prior to the issuance of a Certificate of Completion (COC) which certifies

remediation activities have been completed per agreement with the NYSDEC. As of March 2014, funding for the BCP will expire in December of 2015. The extensive timeline anticipated for projects entering the BCP to achieve a COC will require the City of Lockport and project partners to move quickly to take advantage of this important source of project financing.

Brownfield Redevelopment Tax Credit

The brownfield redevelopment tax credit consists of the sum of three separate credit components: (1) site cleanup, (2) groundwater cleanup and (3) development on a brownfield site. The brownfield redevelopment tax credit is available to taxpayers who incur costs for the remediation or redevelopment of a brownfield site in New York State that is, or will become, a qualified site. Upon completion of the required remediation, the DEC will issue a written Certificate of Completion (COC) to the remedial party. The COC will include the applicable percentages used to determine the amount of the credit. The amount of the brownfield redevelopment tax credit is a percentage of the eligible costs paid or incurred to clean up and redevelop a qualified site. A greater percentage is allowed for sites that are cleaned up to a level that requires no restrictions on use, sites located in a designated EN Zone, and sites located in a BOA.

Remediated Brownfield Credit for Real Property Taxes

A developer who has been issued a COC for a brownfield site, or who has purchased or acquired all or part of a qualified site is allowed a remediated brownfield credit for real property taxes paid. The amount of the



credit is 25 percent of the product of the taxpayer's employment factor (a percentage based on the number of persons employed on a qualified site) and the taxpayer's "eligible real property taxes." If the Site is located in an EN Zone the credit is 100 percent of the product of the employment factor and the real property taxes paid.

Environmental Restoration Program

Under the Environmental Restoration Program (ERP), the State provides grants to municipalities to reimburse up to 90 percent of on-site eligible costs and 100 percent of off-site eligible costs for site investigation and remediation activities. Once remediated, the property may then be reused for commercial, industrial, residential or public use. Applications for this program have not been accepted since 2008 due to a lack of funding, but the 2013-2014 NYS Budget included approximately \$40 million in unencumbered funding from previous years.

Empire State Development Corporation

New York State has established several brownfield and economic development programs that incentivize private investment, including the remediation and redevelopment of contaminated properties. The NYS Department of Environmental Conservation's (NYSDEC) Brownfield Cleanup Program (BCP) and Environmental Restoration Program (ERP) provide tax incentives for private development and funding assistance to municipalities for the remediation of contaminated property as long as the entity was not a responsible party to the contamination.

In addition, the NY Empire State Development Corporation has developed the Environmental Zone program, which enhances tax credits available to private development in designated census tracts based on poverty and unemployment levels. The Excelsior Jobs Program (EJP) contains three relevant components which package tax credits for job creation, capital investments and research and development activities.

Environmental Zone Program

The Empire State Development Corporation established Environmental Zones (EN Zone) as designated areas in which tax credits acquired through the BCP program could be further enhanced as an incentive for developers to remediate property in areas challenged by high poverty and unemployment. A portion of the Study Area is designated as an EN Zone and is available for up to an additional eight percent in credits under the Brownfield Redevelopment Tax Credit.

Excelsior Jobs Program

Businesses within the BOA may be eligible for EJP credits, which can be claimed over a 10-year period. To earn any of the following credits, firms must first meet and maintain the established job and investment thresholds as outlined by the New York Empire State Development Corporation, which include minimum eligibility criteria for jobs, overall investment and benefit-cost ratios.

- The Excelsior Jobs Tax Credit - A credit of 6.85 percent of wages per net new job to cover a portion of the associated payroll cost.
- The Excelsior Investment Tax Credit - The Investment Tax Credit is valued at

two percent of qualified investments in tangible property, such as buildings or structural components of buildings located within New York State that have a useful life in excess of four years. This credit may be taken in tandem with the Investment Tax Credit for investments in research and development property or with brownfield tangible property credit, but not both.

- The Excelsior Research and Development Tax Credit - The Research and Development Tax Credit is valued at 50 percent of the Federal Research and Development Credit, up to three percent of total qualified research and development activities conducted in New York State.

To be eligible for inclusion in the EJP, firms must operate in one of several key industries:

1. Financial services data center or back office operation;
2. Manufacturing;
3. Software development and new media;
4. Scientific research and development;
5. Agriculture;

6. Creation or expansion of back office operations;
7. Distribution center, or
8. An industry with significant potential for private sector growth and development.

Other Empire State Development Corporation Programs

Empire State Development Corporation maintains discretionary capital funds in support of statewide economic development initiatives and business investments. This includes development bonds to support significant private sector investments, the Urban and Community Development Program for feasibility and pre-development activities, and the Build Now-NY/Shovel Ready Program, among others.

Energy Research and Development Authority

Cleaner, Greener Communities Program

The New York Cleaner, Greener Communities Program run by the New York State Energy Research and Development Authority (NYSERDA) empowers regions to create more sustainable communities by funding smart growth practices. The program grants will be awarded by



TOURING THE "FLIGHT OF FIVE"



NYSERDA to New York's 10 regions through a two-phase competitive grant process. Phase 1 which has been completed provided funding to create regional sustainability plans. Phase 2 grant will aid the implementation of smart development projects.

New Construction Program

The New Construction Program (NCP) for commercial/industrial businesses can provide assistance when incorporating energy-efficiency measures into the design, construction and operation of new and substantially renovated buildings. Incentives are available for the purchase and installation of energy-efficient equipment that reduces electric energy consumption in new and substantially renovated buildings.

The City's HUD Community Development Block Grants Section 108 Loan Guarantee

This funding source provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. Section 108 loan commitments are often paired with Economic Development Initiative (EDI) or Brownfield Economic Development Initiative (BEDI) grants, which can be used to pay predevelopment costs of a Section 108-funded project. They can also be used as a loan loss reserve (in lieu of CDBG funds), to write-down interest rates, or to establish a debt service reserve.

New Markets Tax Credits (NMTC)

This program was established by Congress in 2000 to spur new or increased investments into operating businesses and real estate projects located in low-income communities. The NMTC Program attracts

investment capital to low-income communities by permitting individual and corporate investors to receive a tax credit against their Federal income tax return in exchange for making equity investments in specialized financial institutions called Community Development Entities (CDEs). The credit totals 39 percent of the original investment amount and is claimed over a period of seven years.

Private Sector Gap Financing (CDFIs)

CDFIs include community development banks, credit unions, loan funds, venture capital funds and microenterprise loan funds.

Financing

Injection Loan Program

The Injection Loan Program is administered by the Greater Lockport Development Corporation (GLDC). Eligible businesses must be engaged in the manufacturing, assembling, or wholesaling of goods or engaged in the retailing of goods or services where such financing will assist in creating employment opportunities for persons of low to moderate income or assist in the elimination of slums and/or blight. For every \$35,000 borrowed, one new job must be created.

Tax Increment Financing (TIF)

As part of Municipal Redevelopment Law (MRL) GMU-Article 18-C, the State of New York has approved the use of Tax Increment Financing (TIF), which enables municipalities and private entities to borrow capital for significant investments and allocate the proceeds from resultant increases in property tax revenues to cover debt service. Tax increment financing has two primary variations: Project TIFs and Area TIFs. Project TIFs are organized around financing for a

single project, utilizing a small TIF district that may coincide with a few properties or even just a few buildings. Area TIFs designate a larger district within the City, and divert the resultant increased tax revenues into district-wide improvements such as infrastructure, parks, museums, and other public or quasi-public amenities.

Pilot Increment Financing (PIF)

TIF utilization within New York State remains low due to legal concerns regarding the constitutionality of revenue diversion to repay TIF debt. These concerns have led municipalities and their bond counsels to shy away from the use of TIF as a redevelopment financing mechanism. In many instances, this uncertainty has led municipalities to utilize PILOT (Payment in Lieu of Taxes) Increment Financing, or PIFs, to finance property acquisition, demolition, infrastructure and construction. The most significant difference between TIF and PIF financing is that PIFs establish a fixed dollar payment to taxing jurisdictions, which eliminates uncertainty for bond underwriting.

In addition, a fixed tax payment schedule also provides a greater level of comfort for taxing jurisdictions and developers to project future revenues and expenditures. PIFs also allow for taxing jurisdictions to receive full base year taxes plus an annual increment to partially offset inflationary costs. After the diversion of the fixed 'increment' portion of the taxes to cover debt service, the remaining tax revenue, if any, continues to flow to the taxing jurisdiction. Similar to TIF, PIF can utilize the BOA study area to formulate the PIF District, therefore accelerating the process. Finally, a significant benefit of PIF over TIF financing

within BOA redevelopment projects is the inclusion of a private party to the transaction. Private entities may be eligible for tax credits, which can be utilized as a partial or full reimbursement for PILOT payments.

Tax Exemptions

Multi-family Development Tax Exemption (RP-421-m)

This provision allows local jurisdictions to provide exemptions from property (ad valorem) taxes for the construction or rehabilitation of multi-family residential projects.

- The provision allows for a property tax exemption from the increase in assessed value attributable to construction or rehabilitation. Once the exemption is in place, taxes are still due on the amount that was payable on the property prior to the improvements.
- The provision extends for 20 years. It allows 100% exemption for 12 years, followed by graduated decreases between years 13 and 20.
- The project must include more than three dwelling units
- The project must be new construction or substantial rehab on a vacant or underutilized site
- At least 20% of the units must be affordable (at 90% of the local median family income)
- Mixed-use projects are eligible as long as at least 50% of the square footage is devoted to residential uses
- The project must be carried out with assistance from of federal, state, or local sources.
- Construction must begin no later than June 2015

- The exemption cannot be combined with other tax exemptions
- The exemption can be authorized by the local jurisdiction, the county and school districts by resolution.

The local jurisdiction may establish a local “benefit area” in which the exemption is offered to all qualifying projects within the area.

Business Investment Tax Exemption Program (485-b)

Under the provisions of New York State tax law, businesses that build \$10,000 or more in new construction or improvements may qualify for a partial reduction in assessment of up to 50% of the increase in assessed value resulting from the new construction or improvement, with the exemption declining over a 10-year period of time. For the Town of Lockport, qualifying businesses are exempt from County, County Special District, School (Lockport, Newfane and Starpoint School Districts) and Town Special

District tax. The exemption applies only to the amount of increase in assessed value.

Sales and Use Tax Exemption Program

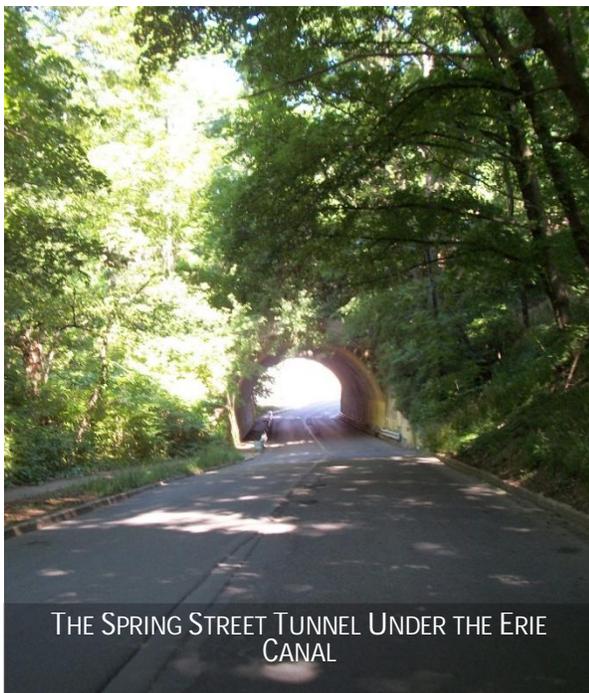
This program allows a tax exemption from sales and use taxes on “personal property” that is purchased in connection with an eligible project. “Personal property” may include building materials, fixtures, furnishings and equipment. The Town of Lockport IDA has a program of this type in place.

Mortgage Recording Tax Exemption Program

This program permits mortgage recording tax exemptions on all project related financing for eligible projects. The Town of Lockport IDA currently has this program in place.

PILOTs

A PILOT is a Payment-In-Lieu of Taxes that establishes an agreement which mimics tax abatement/exemptions for qualified projects. The abatement is generally limited to value added by construction or renovation of the existing parcel involved. The payments under a PILOT agreement involve a phase in to a full tax equivalent over a period of up to twenty (20) years or longer depending on the needs of the project.



THE SPRING STREET TUNNEL UNDER THE ERIE CANAL

5.2 MOVING FORWARD

There are a number of activities that have been identified during the planning process which will advance the goals and vision for the study area. These activities will require further study to position the City for implementation and future funding applications.

The following is a list of critical next steps which could be funded through the BOA Step 3 Implementation Strategy:

- Complete a Branding Strategy - \$15,000
The Marketing and Branding Plan that was prepared as part of the BOA Step 2 project should be refined into a set of specific standards and finalized for use in promotional efforts.
- Develop a Regional Marketing Strategy - \$10,000
A clear and cohesive approach to marketing the City to businesses and potential residents that identifies key partnerships should be developed.
- Generic Environmental Impact Statement (GEIS) - \$125,000
SEQRA requires all state and local government agencies to consider environmental impacts equally with social and economic factors during decision making. If the Lead Agency for the action (City of Lockport) determines that the proposed action (Tourism Focus Area BOA Nomination) may result in a significant adverse impact, it must prepare and file a positive declaration. The positive declaration identifies the potential significant adverse environmental impacts and will require the preparation of a GEIS.
- Dussault Site Master Plan - \$40,000
The Tourism Focus Area Master Plan has shown this area developed as a park on the east side and an industrial or commercial parcel on the west side. In order to better identify project scope and costs and position the City for funding, a master plan should be developed with the aid of community input that identifies the boundaries of the park and industrial properties along with a plan for the development of the park.
- Chestnut Street Streetscape Master Plan – \$35,000
The section of Chestnut Street between Market and Washburn Streets will be significantly more visible when the ice arena is completed. A Master Plan should be prepared that better defines the street from parking and that uses plantings and green infrastructure to reduce stormwater runoff volumes while improving the quality of the runoff water.
- Downtown Wayfinding Plan - \$45,000
The connection of the tourism area at the Erie Canalway Discovery Center and the Flight of Five Locks with the nearby businesses in downtown Lockport needs to be clarified. In addition the location of municipal parking should be identified for visitors. A Wayfinding Plan will identify a strategy to make those connections more apparent to pedestrians and vehicles with the use of signage and streetscape details.



- **Pine Street Bridge Streetscape Master Plan - \$10,000**
A Master Plan for this area should be developed to identify detailed methods to soften the appearance with the use of elevated planters and other site furnishings to encourage pedestrians to travel between the Erie Canal tourist area and downtown Lockport.
- **Lock Street Closure Master Plan - \$25,000**
A Master Plan should be developed with the input of the community that clarifies the traffic patterns and replaces un-necessary paving with green space.
- **Tourism Website - \$20,000**
As part of the BOA process, the website discoverlockport.com was set up but needs to be reformatted and populated with more useful and appealing content targeting tourists.
- **Promotional Brochure - \$25,000**
The City should have a brochure designed to complement the website that highlights the many tourism activities in Lockport. This can be updated and printed seasonally to include current events. It would then be distributed at locations such as tourist information centers, hotels and at events.
- **Washburn Street Streetscape Master Plan – \$35,000**
Washburn Street is heavily traveled by vehicles traveling through Lockport. By developing a more attractive streetscape, the available commercial parcels would have greater value and an increased likelihood of being developed. The streetscape should also include green infrastructure to reduce the volume of stormwater runoff.
- **Boutique Hotel Feasibility Analysis - \$30,000**
The Lockport Tourism Focus Area BOA Nomination included a financial feasibility analysis that concluded that a hotel at a site on Market Street could be financially feasible. The concept for a downtown hotel should be advanced further by selecting a City-owned site, creating a site-specific conceptual layout plan, preparing a detailed financial analysis, a marketing plan and a request for proposals.



Section 6 – Appendices

Appendix 1 – Community Participation Plan

Appendix 2 – Meeting Summaries Steering Committee and Public)

Appendix 3 – Potential Brownfield Site Profile Forms

Appendix 4 - City of Lockport Tourism Focus Area Market Analysis

Appendix 5 - Target Industry Study and Business Recruitment Strategy

Appendix 6 – Marketing Plan

Appendix 7 - Lockport Strategic Redevelopment Sites - Financial Pro Formas

Appendix 8 – SEQR Environmental Assessment Form