



FIRST WARD

CITY OF BINGHAMTON

First Ward Revitalization Strategy

*A community-driven effort to revitalize Binghamton's
First Ward neighborhood*

Nomination Study



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EXECUTIVE SUMMARY

Background & Overview

In 2012, the City of Binghamton received funding to complete a Step 2 Nomination Study as part of the Brownfield Opportunity Area Program (BOA), a program funded by the New York State Department of State (DOS). Development of the plan was guided by the City of Binghamton's Department of Planning, Housing, and Community Development in partnership with a project Steering Committee and members of the local community.

The Nomination Study, known as the *First Ward Revitalization Strategy and Master Plan*, provides an in-depth analysis of a 506-acre Study Area known as the First Ward, one of Binghamton's oldest neighborhoods, located between the Chenango River and the I-86 corridor, north of downtown. The First Ward Study Area is 506 acres in size and is home to roughly 5,000 residents.

The report includes an analysis of existing physical conditions, brownfields, and market trends. It also identifies a detailed Master Plan with recommended strategies that will promote revitalization and redevelopment within the neighborhood.

Community Engagement

The First Ward Revitalization Strategy planning process was overseen by a Steering Committee that met regularly to provide feedback and guidance during plan development. In addition to the Steering Committee, community members and business owners participated in a preference survey, stakeholder interviews, a public visioning session, and a design workshop. Community feedback was an essential component of the planning process and helped to build a common vision for the future.



Factors that Influence Revitalization in the First Ward

The Nomination Study includes a detailed analysis of existing conditions in the First Ward. These include: land uses and ownership, zoning, parks and open space, floodplains, natural features, historic resources, significant buildings, infrastructure, demographics, economic factors, and market trends. The following key findings emerged from this analysis.

Demographic Challenges & Opportunities

Standard demographic indicators analyzed for this report paint a picture of an underperforming community that is experiencing economic distress. The most significant regional and local demographic factors affecting the First Ward are:

- The region's total population is declining;
- The region is aging rapidly, yet maintains a steady population of young people (via rotation of students);
- The population in the surrounding region earns higher incomes than the city and the First Ward;
- There is a national trend towards a preference for walkable urban lifestyles among two distinct demographic groups: seniors and young people.

How can the First Ward adapt to these trends and how can the First Ward capitalize on the future housing needs and lifestyle preferences of students and seniors? The answers to these questions depend on a variety of factors described in the Nomination Study. These include economic/market trends (which are often influenced by demographic trends), land use patterns, locational factors, public policy, cultural and social factors, amenities,

environmental concerns, and natural hazards.

Economic Conditions and Market Trends

Market and economic forces are often driven by demographic trends. This is evident in Binghamton and the First Ward, where slow population growth (and slight decline), coupled with a rapidly aging population, are major contributors to current challenging market dynamics. In most cases, slow growth leads to less demand for goods and services, as well as housing. Additionally, an aging population with fewer young families and **workers can limit employers' ability** to expand or relocate from other areas. The trajectory within the First Ward and the City of Binghamton is emblematic of the dynamics of a slow growth region:

- Employment is declining within the region and the city, particularly in the high-paid manufacturing sector, indicating shifts in the overall job market;
- The local retail market is well-served with a variety of options;
- Housing vacancy rates in the First Ward are slightly higher than surrounding areas and values are lower, offering opportunities for redevelopment;
- Homeownership and owner- occupancy is decreasing in the First Ward;
- Neighborhood residents are motivated to work with the City to address the deteriorating condition of homes and commercial buildings in the First Ward;
- Local government financial assistance and intervention will likely be necessary to bridge the gap between the sale/lease prices in the First Ward and the costs of redevelopment (i.e. subsidy, low interest loans, tax abatement or other financial incentives).

It is important to note that the presence of higher education and health care anchors in Binghamton lessens the magnitude of these

trends. Among Binghamton's most important assets are Binghamton University, SUNY Broome, UHS Binghamton Hospitals and Lourdes Hospital, which are significant employers and bring in a large (and growing) student population. These institutions are also a source of innovation and business growth. Potential redevelopment opportunities in the city and the First Ward will likely originate with growth linked to these anchor institutions.

Location and Land Use

The First Ward's traditional neighborhood character can be traced back to its location and historic development as an industrial "live-work" neighborhood:

- The First Ward is in close proximity to downtown Binghamton, major transportation corridors and the Chenango River;
- The neighborhood is urban in scale, containing a mix of uses, built in a compact land use pattern;
- There are numerous architecturally and culturally significant buildings.

The land use pattern in the First Ward is a key strength, as it provides flexibility for future redevelopment opportunities—i.e. a mix of uses, variety of lot sizes, a substantial supply of redevelopable land (including large, contiguous sites) and existing infrastructure, such as streets, sidewalks, and water/sewer. These characteristics position the First Ward to take advantage of national trends that show young professionals and retirees increasingly prefer to live in downtowns and surrounding urban areas that offer amenities, walkability, and cultural opportunities.

While the neighborhood includes three major commercial corridors and numerous industrial sites, one of its defining characteristics and comparative advantages is its residential character. Compatibility between industrial and residential uses should be a major consideration when undertaking any

redevelopment efforts, particularly given the proximity of strategic redevelopment sites (such as the Charles Street Business Park) to existing residential neighborhoods.

Strategic Redevelopment Sites

The neighborhood contains numerous brownfields, vacant, and underutilized sites, eight of which were identified as strategic redevelopment opportunities. The full list of Strategic Sites is described in Section 3 of the report. Highlights are below:

Charles Street Business Park – is the largest available redevelopment site in the First Ward and offers a significant opportunity for catalytic project. The site was home to the former Anitec manufacturing company and underwent remediation from 1992 through 1997 as part of the New York State Superfund program. The site was then purchased by the Broome County Industrial Development Agency, which subsequently constructed major infrastructure upgrades and sold a 6-acre portion to Emerson Network Power. Emerson constructed a headquarters building in 2010, leaving 24-acres available for redevelopment.

- The site is owned by the Broome County Industrial Development Agency, a public benefit corporation with the ability to partner with the City as well as offer financial incentives (including tax abatements) to end-users;
- The site is served by streets and water/sewer utilities;
- The co-generation power plant located directly west of the Business Park was recently brought back into service after a three-year shut-down and may potentially be leveraged to supply power to future businesses.

Former Titchener Site – a 3-acre site located at 2 Titchener Place, was previously home to the Titchener Company's metal plating facility. The site was abandoned in 2004 and is now owned by Broome County. This site is

considered strategic due to its size and central location in the heart of the Clinton Street commercial corridor. A Phase I Environmental Site Assessment, Hazardous Materials Assessment, and Building Assessment were conducted as part of the Nomination Study process (Appendix D and Appendix E). Existing structures were found to be repairable and suitable for adaptive reuse. A Phase II Environmental Site Assessment and removal of existing hazardous material are necessary to move forward with redevelopment.

Broome County Health Department Plaza – is a 4.8-acre site located at the corner of Front Street and Clinton Street. It is privately owned and currently occupied by the Broome County Health Department. The site is strategic due to its location at the corner of Front Street and Clinton Street, a major gateway into the neighborhood and downtown Binghamton. The building currently contains viable uses and is therefore not recommended for redevelopment in the short-term. However, short-term improvements, such as façade and landscape enhancements would significantly enrich the visual quality of this important corridor.

Former Vail Ballou Press Site – is a vacant site that was formerly home to the Vail Ballou printing company and is currently privately owned. This site is strategically located near the Norfolk Southern Railroad line, which sees up to ten trains per day. Though there is no longer a rail spur located on the property today, it is possible that it could be redeveloped as a rail-accessible site for light industry or advanced manufacturing operations that require rail transportation services. Given that this site also has frontage along Clinton Street, it is recommended that the front portion of the site be redeveloped with commercial uses to maintain consistency with existing storefronts and the commercial character of Clinton Street

Parks, Trails, and Open Space

Most homes and businesses in the neighborhood are within walking distance of a park or an open space area. The following gaps were identified, as well as opportunities to improve the neighborhood's existing parks and open space resources:

- The neighborhood lacks east/west pedestrian and bicycle connections;
- The neighborhood lacks a dedicated trail system;
- The neighborhood lacks visual and physical connections to the Chenango River;
- First Ward Park would benefit from modest improvements such as updated playground equipment, enhanced landscaping, seating, and trail connections;
- Valley Street Park would benefit from updated playground equipment, landscaping, and additional parking;
- Tyler Park is unfamiliar or unknown to many residents, though it is located at a major intersection (Clinton Street and Front Street) and offers opportunities to create an attractive gateway;
- Sunflower Park is an example of successful grassroots neighborhood revitalization that could be applied to other open spaces in the First Ward; and
- Spring Forest Cemetery is considered an open space asset within the neighborhood, with informal trails, benches, and mature trees.

Walkability and Access

The existing street configuration in the First Ward and lack of pedestrian amenities limits overall access and walkability. The First Ward is configured as a modified grid with only two east/west connections. The Clinton Street/Glenwood Avenue corridor is the

primary east/west route through the neighborhood, while prospect Street is a secondary east/west connection (though steep grades make it less usable for bicycle and pedestrians). Narrow rights-of-way are limiting factors, as there is insufficient space to accommodate sidewalks and bicycle lanes in addition to vehicle lanes. The major effects of this configuration are:

- Lack of bicycle lanes;
- Lack of improved pedestrian crossings; and
- Limited connectivity for pedestrians and bicycles .

While bicycle lanes along the Front/Clinton/Glenwood corridor may not be feasible in the short-term, there are other solutions that would improve pedestrian/bicycle access, such as improved pedestrian crossings along major corridors and development of off-street trails/bicycle connections through the neighborhood, along secondary streets. Improvements to non-automobile access within the neighborhood would align well with the neighborhood's quality-of-life objectives by increasing foot/bike traffic, improving accessibility and enhancing safety.

Infrastructure

As one of the oldest neighborhoods in the city, the First Ward is equipped with fully built-out urban infrastructure and public services, including streets, sidewalks, water/sewer, stormwater, and lighting. There are no major infrastructure capacity issues that would prevent redevelopment within the neighborhood, though site specific upgrades and repairs may be necessary to accommodate redevelopment, depending on the size and scale of the project.

Community Fabric

The First Ward benefits from a strong sense of cultural history and identity. What began as

a home to eastern European immigrants has changed over time and now includes residents of many nationalities, races, and ethnicities. Existing business owners and residents are invested in the neighborhood and remain active in its ongoing revitalization.

- One recent example of the neighborhood's strong community fabric is the development of Sunflower Park (formerly the Murray Street Park), which was established through the City's "Design Your Own Park" competition. Neighborhood residents spearheaded entering Sunflower Park into the competition and they continue to manage and maintain the popular park today.
- The First Ward's cultural characteristics help position the First Ward to attract young professionals and retirees, who increasingly prefer to live in downtowns and surrounding urban areas that offer amenities, walkability, diversity, and cultural opportunities. The sense of community and identity is a key strength that can be leveraged as part of the neighborhood's overall brand.

Flood Hazards

The First Ward was severely impacted by flooding in 2011. There were 523 properties (77 acres) impacted by flooding in the Study Area, with most experiencing moderate to high damage. Numerous flood damaged properties have remained in poor and/or vacant condition.

Revitalization Strategy

The Revitalization Strategy recommends capital and real estate development projects, specifically designed to achieve the vision and goals for the First Ward. Below is a summary of key recommendations:

Charles Street Business Park Development. The Master Plan envisions full build-out of this site with advanced manufacturing and/or professional services companies. To achieve this, the study recommends designating a Charles Street Business Park Task Force, recruiting recommended target industries (particularly headquarter uses), seeking Shovel Ready Status, developing a coordinated marketing and promotional campaign, and improving site visibility from major transportation corridors. In addition, the study recommends that the City complete a Generic Environmental Impact Statement for the entire business park to

facilitate the development and permitting process for future end users.

Catalyst Redevelopment Sites. The study identifies four key redevelopment sites in the First Ward that warrant special focus for their ability to spur new activity and redevelopment in the neighborhood.

Parks, Trails & Open Space. The plan includes a variety of recommendations to improve pedestrian/bicycle connections and parks within the First Ward. Key among these recommendations is an enhanced bicycle route running east/west through the neighborhood to provide pedestrians and bicyclists an alternative to the busy Clinton Street corridor.

Streetscapes & Green Infrastructure. The study recommends comprehensive improvements to the streetscape environment along Clinton Street and



A graphic rendering of the Revitalization Strategy Master Plan shows the location and type of recommended capital projects. A larger version with descriptions of each project can be found in Section 6 of the Nomination Study.

Glenwood Avenue, including cross walks, pedestrian countdown signals, curb ramps, curb extensions, pedestrian lighting, landscaping, and bike racks. Clinton Street (from Front to Jarvis) is considered the highest priority for streetscape improvements.

Gateways and Wayfinding. The plan recommends enhanced gateway features located at strategic entry points in the neighborhood, including (1) Front Street entering the neighborhood from the east, (2) Front Street/Clinton Street intersection entering the neighborhood from Downtown Binghamton and (3) Glenwood Avenue entering the neighborhood from the north.

Housing Stabilization and Redevelopment. The study recommends a two-pronged approach to housing rehabilitation and redevelopment in the First Ward. (1) Stabilization in the short-term to slow decline within transitional blocks and prevent those **blocks from reaching the "tipping point"** and (2) Redevelopment in the long-term, focused on large-scale redevelopment in areas most impacted by vacancy, flood damage, and deteriorating conditions.

Mixed-Use Infill and Commercial Revitalization. The study includes a series of recommendations designed to encourage infill development along Clinton and Front Streets. These sites are identified in the Master Plan. In addition, the study recommends that the City of Binghamton continue to support ongoing commercial revitalization that is being driven by local non-profit agencies and business owners in the First Ward.

Flood Protection and Mitigation. The study includes recommendations to help the First Ward become more resilient to flooding. These include encouraging residents to obtain flood insurance, joining FEMA's Community Rating System (to help lower insurance premiums), and conducting a Flood Mitigation Alternatives Study.

Partnerships. Implementation of these projects and policies will require collaboration and partnership among many key players, including the City of Binghamton, the Broome County Industrial Development Agency, the First Ward Action Council, business owners, developers and potential investors.



Short-term opportunities exists to improve the visual quality of the façade, parking lot, and sidewalks at the Health Department Plaza.

SECTION 1 PROJECT BACKGROUND

The First Ward Brownfield Opportunity Area Nomination Study (referred to as the First Ward Revitalization Strategy & Master Plan) is sponsored by the City of Binghamton Department of Planning, Housing, and Community Development, with funding provided by the New York Department of State (NYDOS) Brownfield Opportunity Area program (BOA) and technical assistance provided by the New York State Department of Conservation (NYSDEC).

Description of the Brownfield Opportunity Area (BOA) program

The State of New York created the Brownfield Opportunity Area (BOA) Program in 2003 as the planning component of the NYS Superfund/Brownfield Law (GML Article 18-C, Section 970-r). The purpose of the program is to provide financial and technical assistance to municipalities and community-based organizations for area-wide revitalization strategies for neighborhoods impacted by the presence of brownfields and environmental hazards.

The BOA Program includes the following steps:

- **Step 1: Pre-Nomination Study** includes a basic and preliminary analysis of the area affected by brownfield sites.
- **Step 2: Nomination Study** provides an in-depth and thorough description and analysis of existing conditions, opportunities, and reuse potential for properties located in the Brownfield Opportunity Area.
- **Step 3: Implementation Strategy** includes a description of the full range of techniques and actions, ranging from actions and projects that can be undertaken immediately to those which have a longer time-frame, that are necessary to implement the area-wide plan

Communities that complete the program may seek formal designation of the BOA, which increases their competitive position for access to funding and incentives under the New York State Department of Environmental Conservation Brownfield Cleanup Program (BCP), the Empire State Development Corporation's economic development programs and many other state and federal assistance opportunities. Other state and federal programs can work in conjunction with the BOA program, including the Department of Conservation's Environmental Restoration and Brownfield Cleanup Programs and the US Environmental Protection Agency's Brownfield Program. These programs focus on physical investigations and activities, which further help local municipalities deal with brownfield properties and their impacts.

What is a Brownfield ?

Brownfield sites are typically former industrial or commercial properties where activities may have resulted in environmental impairment. The New York State Department of State and Department of Environmental Conservation recognize the detrimental impacts these sites have on their surrounding neighborhoods, and that brownfield impacts are not limited to individual sites or adjoining property. The presence (and potential presence) of contaminated sites can impact the viability of entire neighborhoods by negatively affecting quality-of-life and discouraging potential investment. These impacts can lead to disinvestment and blight radiating outward far beyond the impacted sites or immediate area.

Purpose of This Report

The purpose of the Step 2 Nomination Study is to identify a long-term plan for the revitalization of the neighborhood, including redevelopment and neighborhood-based projects (in this case, recommendations for the Charles Street Business Park and the Clinton Street/Glenwood Avenue corridors). The First Ward Revitalization Strategy & Master Plan meets the requirements established by the Department of State, but is also specifically tailored to the needs of the First Ward neighborhood.

This report includes the following section:

- **Section 2: Neighborhood Vision.** This section describes the vision, goals and objectives for the neighborhood that were developed by the community, Steering Committee and stakeholders during the planning process.
- **Section 3: Inventory and Analysis.** This section provides an in-depth description and analysis of existing conditions in the First Ward, including land uses and ownership, zoning, parks and open space, brownfields, flood hazards, natural features, historic resources, buildings, and infrastructure.
- **Section 4: Economic and Market Trends Analysis.** This analyzes employment and industry trends affecting the First Ward, housing needs, and recommends target industries for the Charles Street Business Park and Clinton Street/Glenwood Avenue corridors.
- **Section 5: Key Findings.** This section synthesizes the information gathered for the inventory and analysis into a condensed summary that can be used to quickly understand key factors affecting revitalization in the First Ward.
- **Section 6: Master Plan.** This section includes recommendations developed as part of the planning process, with emphasis on potential end uses for strategic sites, capital projects, business attraction strategies, policy and land use/zoning recommendations. In addition, the Master Plan includes the following components tailored to the First Ward:
 - Charles Street Business Park Master Plan
 - Clinton Street and Glenwood Avenue Land Use Master Plan
 - Phase I Environmental Assessments
 - Historic Register nominations
- **Section 7: Implementation.** This section includes a detailed strategy outlining implementation actions, phasing, responsibilities, and funding.

Summary of Public and Stakeholder Engagement

The BOA program provides communities an opportunity to formulate policies and recommendations that address specific community issues, as well as the tools to address future challenges. Community engagement and buy-in is a key way to ensure successful implementation of the First Ward Revitalization Strategy and Master Plan. Providing the opportunity for public input encourages citizens to be invested in the future of their community.



Steering Committee members, residents, and stakeholders participated in a Community Character Survey, administered in real-time using key pad polling software. Participants were asked to rank sample images of commercial, residential, and industrial development, as well as various types of public space improvements.

At the outset of the project, the City of Binghamton prepared a Community Participation Plan describing how and when the public was to be engaged throughout the planning process. In keeping with this plan over the course of the project, the City provided a variety of opportunities for stakeholders and members of the public to engage in the project, ranging from public meetings to one-on-one meetings. These opportunities are summarized below:

Participants

- *Steering Committee.* Representatives from community organizations, City departments, state agencies, residents, and property owners;
- *Stakeholders.* Business owners, property owners, residents, community leaders, brokers, developers, agency representatives, experts;
- *Members of the public.* Anyone interested in the future of the First Ward;
- *Consultant team.* Bergmann Associates, with assistance from Camoin Associates, Herron Consulting, and Bruce Harvey Consulting.

Engagement Opportunities

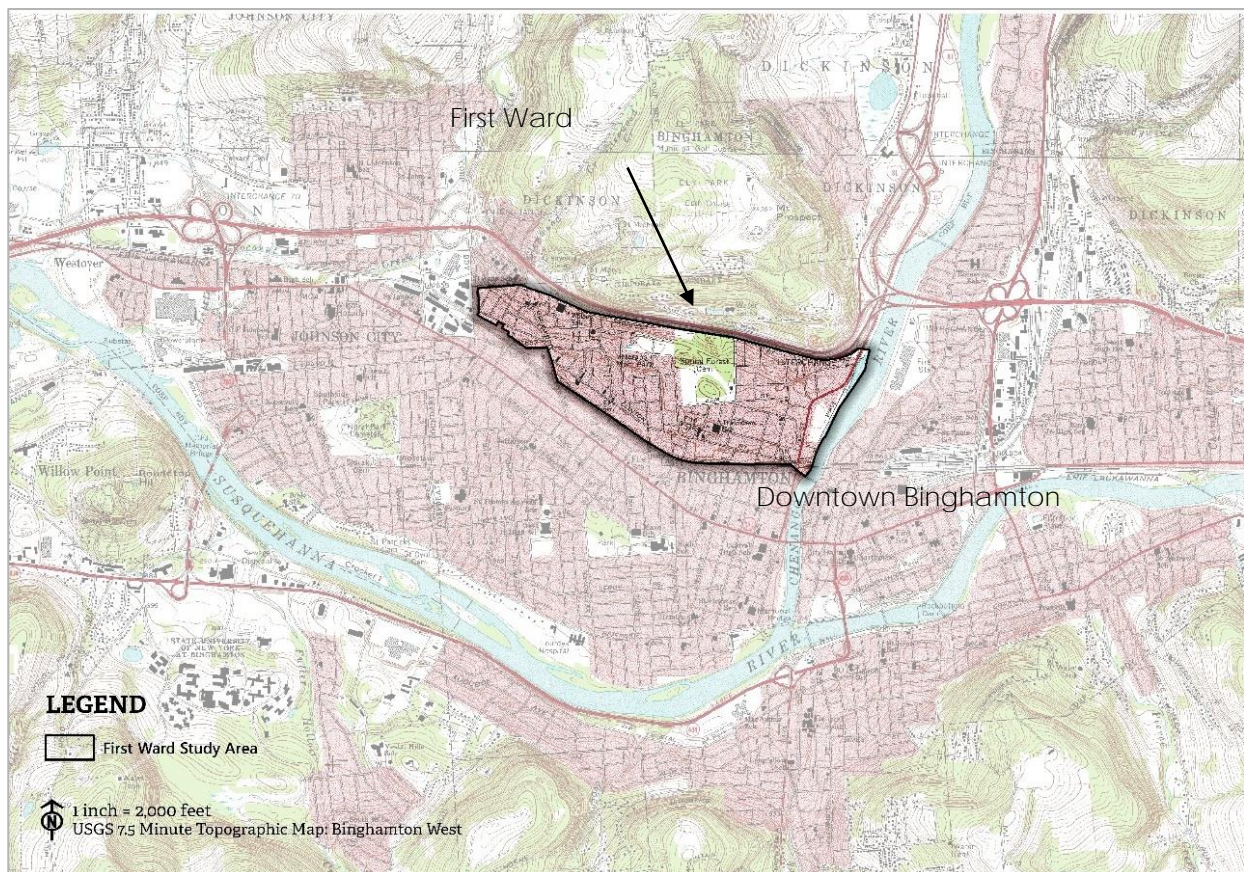
- Steering Committee Meetings (8 meetings held regularly throughout the project)
- Public Meeting #1: Neighborhood Visioning Workshop
- Public Meeting #2: Neighborhood Design Workshop
- Public Meeting #3: Master Plan Presentation and Open House
- Neighborhood Visioning Survey (conducted online)
- Stakeholder Interviews (35+ interviews conducted)
- Interactive project website (website creation and ongoing updates)

Meeting summaries and a copy of the Community Participation Plan can be found in Appendix A Public Engagement Summary.

Project Location and Boundary

The 506-acre study area, known as the First Ward neighborhood, is located northwest of downtown Binghamton and the Chenango River. The First Ward Revitalization Strategy & Master Plan Study Area boundary meets the NYSDOS requirements, as it follows several features that create natural boundaries, including a highway, a river, a railroad and a jurisdictional border. Figure 1 shows the location of the First Ward relative to the City of Binghamton.

Figure 1 Location of the First Ward Study Area



Northern Boundary. The northern portion of the study area slopes up towards Prospect Street, which directly parallel to the I-81 corridor. The steep slopes and location of the highway create a large separation between the First Ward and the area located to the north side of the highway, which is different from the First Ward in scale and character.

Eastern Boundary. The eastern edge of the study area is bounded by the Chenango River, which is a significant waterbody, thus acting as a natural boundary between the First Ward and areas to the east.

Southern Boundary. The southern portion of the study area is bounded by the Norfolk Southern rail line, which travels east/west parallel to Clinton Street and acts as a

Western Boundary. The western boundary of the study area has been expanded from Glenwood Avenue west to Columbus Street to include a residential area that is similar to the First Ward in character, density, age of the housing stock, and scale. The western boundary now follows the

municipal boundary between the City of Binghamton and Johnson City. The area included in this expanded boundary was previously situated in between to two ongoing BOA projects (First Ward BOA and the Endicott Johnson BOA), leaving it excluded from both study areas. **Given this area's** proximity and similarity to the First Ward, the City and Department of State included the area in the First Ward study area boundary.

Map 1 shows the boundaries of the study area in more detail. The yellow dotted line indicates the location of the previous western boundary.



First Ward Revitalization Strategy
MAP 1: Project Location
 This document was prepared for the City of Binghamton and the New York State Department of State with funds provided through the Brownfield Opportunity Areas Program.

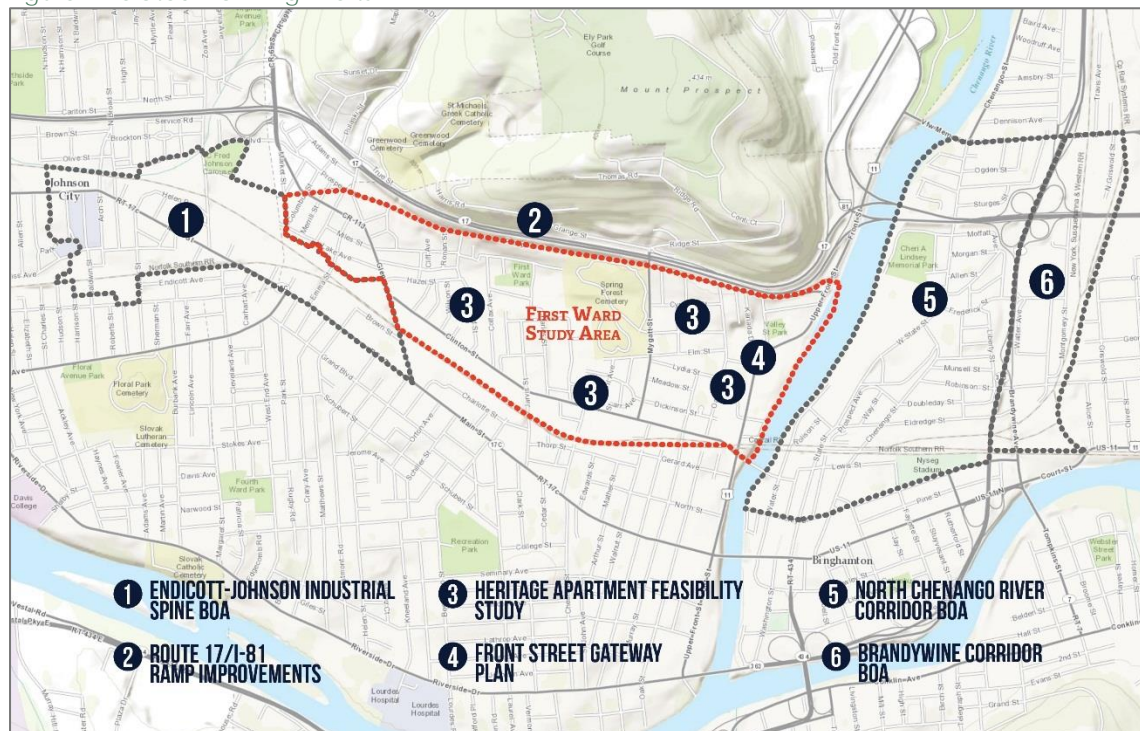


Bergmann
 ASSOCIATES
 architects / engineers / planners

Related Projects and Planning Efforts

The First Ward Revitalization Strategy (Step 2 BOA Nomination) takes place in the context of a variety of other planning efforts in the City of Binghamton and Broome County. Figure 2 illustrates the geographic location these planning efforts.

Figure 2 Related Planning Efforts



Source: Bergmann Associates

Blueprint Binghamton: Forward Together, the city-wide Comprehensive Plan update (adopted in July 2014), includes numerous policy recommendations that directly affect the First Ward. These are discussed throughout this document and summarized below:

- Revision of Charles Street Business Park's zoning to allow a wider variety of uses;
- Strategy to seek Shovel Ready Certification for Charles Street Business Park;
- Recommended hazard mitigation activities to reduce flood risk;
- Recommendation to complete the NFIP Community Rating System application to assist in reducing flood damage and reductions in insurance premium rates.

Endicott Johnson Industrial Brownfield Opportunity Area is directly west of the First Ward, in the neighboring jurisdiction of Johnson City. Broome County, as the project's lead sponsor, recently completed a Step 2 Nomination Study. The study area contains major employment anchors and has recently experienced an influx of investment, including construction of the Gannet Central NY production facility and Walmart. The Nomination study envisions redevelopment on a number of priority sites located west of Lester Street and south of Main Street. In addition to new niche commercial and light industrial uses, the plan envisions development of senior housing that would benefit from proximity to the hospital. The areas located closer to the First Ward are identified more generally as commercial and light industrial, which is in keeping with the character of the area.

Figure 2 shows the location and boundaries of the project. The BOA was officially designated by the State of New York in 2015 the Step 3 Implementation Strategy will begin in Spring 2016.

North Chenango River Corridor Brownfield Opportunity Area is located between the Chenango River and the North Shore Highway/Brandywine Highway. Figure 2 shows the location and boundaries of the project. The City of Binghamton was awarded grant dollars in 2009 to complete a Step 2-Nomination Study for an approximately 407-acre area that includes five potential brownfield sites. These properties include an underutilized shopping plaza situated on top of an old city landfill, and adjacent to the City's new river trail and Cheri Lindsey Park. The primary objective of the study was to identify and redevelop these strategic sites.

Brandywine Corridor Brownfield Opportunity Area is a 158-acre area located on the east side of the Chenango River, near the intersection of the Brandywine Highway and I-81. Broome County completed a Step 2 Nomination Study in 2013. Similar to the First Ward, the Brandywine area was developed in the late 19th Century as a manufacturing and transportation hub. The study area now contains a mix of residential, commercial, aging industrial uses, and a Department of Transportation designated rail yard. Figure 2 shows the location and boundaries of the project. The City of Binghamton Comprehensive Plan **recommends incorporating the BOA project's land use recommendations** into the long-term strategy for the area. The BOA was formally designated by the State of New York in 2015.

Route 17/I-81 Interchange Reconstruction project involves reconstructing and performing safety improvements on NYS Route 17, just north of the study area, from just east of Interchange 71 (NYS 17) to just west of Interchange 4 (NYS 17 / I-81). This project includes relocating the westbound off-ramp (Interchange 72) approximately 1,500 feet west of its present location and providing a new connection to Prospect Street. Additionally the project includes roadway improvements to Prospect Street and Front Street, with improvements to the eastbound off-ramp (Interchange 72) to Front Street. The eastbound off ramp to Front Street will be widened for additional turn lanes. Additionally, Prospect Street and Front Street will be widened for additional turn lanes and bicycle accommodations (a **short bike lane and 14' travel lane adjacent to curb for bicycles**). The graphic below illustrates in more detail the location of the existing and new interchanges.



Source: Google Maps, Bergmann Associates

Heritage Apartment Feasibility Study, managed by the First Ward Action Council, investigated the potential of acquiring and rehabilitating nine buildings located throughout the First Ward. The

proposal included renovation of the existing buildings, which are in poor condition. Each building would contain two to seven units each, ranging from studios to 4-bedroom apartments, for a total of 43 units. In addition, the project included two commercial storefronts. The project did not receive funding and was later resubmitted as the Gateway Project, a similar project including rehabilitation of nine houses, new construction of senior housing units and two storefronts along Clinton Street. The City of Binghamton approved the project and construction is currently underway.

[Front Street Gateway Plan](#), completed by the Binghamton Metropolitan Transportation Study, identifies street and sidewalk improvements along Front Street. The project envisions Front Street remaining primarily residential in character, with highly visible pedestrian crosswalks, benches, trash receptacles, planters, and antique style street lighting. The City received funding in 2013 for repaving and beautification efforts along Front Street, including new curbs, sidewalks, benches, landscaping and trees. The City plans to begin construction in early 2015.

The [Front Street Railroad Bridge Project](#) will lower the grade of Front Street where it crosses under the railroad bridge at the intersection of Front Street and Clinton Street. The current height of 11' 11" has led to numerous collisions between tractor trailers and the bridge. In addition to lowering the grade of the street, the City will replace water, utility and storm sewer lines and install improved traffic signal infrastructure. The project will create more vertical clearance under the railroad bridge and allow tractor trailers to pass safely underneath. The City received a federal grant in early 2013 to complete the project. Construction began in Spring of 2014.



Railroad bridge over Front Street, prior to construction.

[Multi-Jurisdictional Hazard Mitigation Plan](#), was updated by Broome County and participating agencies in 2013, with \$3.2 million in FEMA assistance. The 2013 update includes an assessment of vulnerabilities in the City of Binghamton as well as a series of mitigation initiatives. Flooding has been identified as a major challenge in the First Ward. The hazard mitigation plan includes ten flood-specific mitigation initiatives, including some that are relevant to the First Ward. The Following projects have been completed or initiated:

- Trout Brook Sewer has been cleaned and upgraded where necessary.
- Pump station at McDonald Ave has been upgraded
- USACE analysis of infrastructure is in progress
- Front Street storm/sewer separation project has been completed between McDonald Ave and Main Street
- Stormwater management is currently being integrated into park in planning at Valley St Park

As the First Ward has been significantly impacted by flooding in the past, this document addresses flooding/flood plains and recommends strategies the City of Binghamton can employ to help mitigate future potential impacts of flooding in the neighborhood.

[Broome County Comprehensive Plan](#), was recently updated and includes a series of nine vision statements and goals describing policy issues, many of which align with the vision and goals for the First Ward (albeit on a County-wide scale). Actions identified in the implementation plan include the following:

- Initiate Shovel Ready Certification status for the Charles Street Business Park;
- Promote and coordinate participation in FEMA's Community Rating System;
- Identify space that meets the criteria of Start-Up New York;
- Use low cost housing to attract and retain artists, entrepreneurs and retirees;
- Consider barring individuals from auctions of County foreclosed properties who have a history of code violations or delinquent taxes;
- Develop reuse plans for prominent brownfield sites;
- Consider incentives for redevelopment of underutilized sites;
- Non-structural, natural solutions to flood mitigation;
- Develop an inventory of sites in the urban core that have the best development potential.

Broome County New York Rising Community Reconstruction Plan (NYRCR) was completed through the New York Rising Reconstruction Program, which was established to provide assistance to communities severely damaged by Hurricanes Sandy and Irene, and Tropical Storm Lee. Broome County is one of 102 storm-affected localities across New York State. The goal of the program is to increase resiliency to future flood events. **Projects identified in Broome County's plan may be eligible for implementation funds through the US Department of Housing and Urban Development (HUD) Community Development Block Grant – Disaster Recover (CDBG-DR) program.** The plan includes numerous projects within the City of Binghamton focused on improvements to stormwater drainage, upgrades to the city's storm and sanitary sewer infrastructure, and replacement of residential structures lost in buy-out programs (particularly for seniors and low income residents). **Parts of the First Ward are identified as areas of "high" and "moderate" risk, with a socially vulnerable population, meaning that significant negative outcomes from a storm could result, including the likely loss of service of an asset for an extended period.**

The Front Street Stormwater Separation project is a funded and construction-ready initiative of the NYRCR that will separate the combined sewer infrastructure and replace it with separated stormwater and sanitary sewer systems.

Other planned projects in the City of Binghamton, while not in the First Ward boundaries, will nonetheless likely improve the effectiveness of city-wide flood mitigation efforts. These projects include:

- Park Creek channel improvements;
- Sanitary Sewer Pump Station upgrades (multiple sites);
- Stormwater infrastructure improvements (multiple locations);
- Exchange Street Housing flood resistance strategies;
- Susquehanna Street Stormwater Detention design and engineering study;
- Brandywine Creek Storm Detention Facility feasibility study;
- City Water filtration Plan upgrades;

SECTION 2 NEIGHBORHOOD VISION

Vision for The First Ward

The First Ward is a vibrant neighborhood with well-kept homes, active parks, historic churches, and thriving local businesses. The neighborhood welcomes a diversity of families, seniors, and students, who together celebrate the history and culture of the neighborhood. The Charles Street Business Park is home to businesses that provide high quality jobs and offer employees a chance to follow in the footsteps of previous generations by walking to work. By continuing to offer beauty, affordability, and a sense of community for all residents and visitors, the neighborhood is now known for its strength, resilience, and prosperity.

Like many planning efforts, the foundation for the First Ward Revitalization Strategy is a vision statement with accompanying goals and objectives. The community previously developed a vision for the neighborhood as part of the Brownfield Opportunity Area (BOA) Step 1 Pre-Nomination Study in 2010. For this Nomination Study, the vision was reviewed and refined based on input from the project Steering Committee as well as residents and business owners who attended meetings and responded to an online Neighborhood Survey.¹

The vision statement in this section, together with goals and objectives, acts as a guide for the planning process and lays the groundwork for the First Ward Revitalization Strategy & Master Plan recommendations.

The vision statement represents the community's future vision for the First Ward. It is written from the perspective of residents and business owners looking at the First Ward 15 years from now:

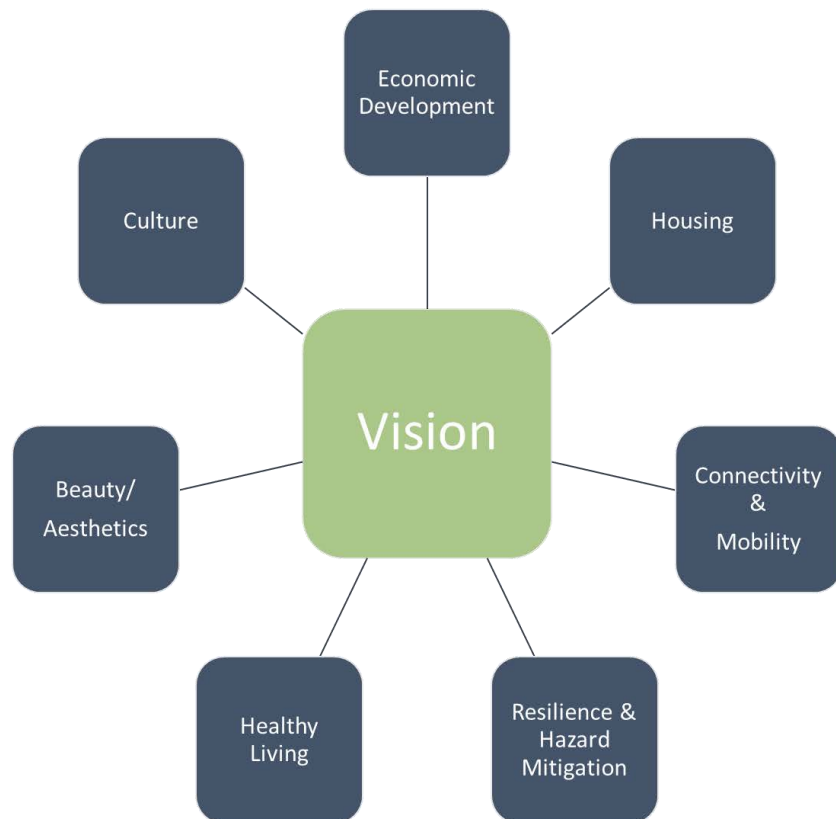


First Ward residents and business owners participate in a visioning workshop for the Revitalization Strategy.

Goals and Objectives

Setting goals and objectives is a key part of the BOA program and one of the most important tasks in the Step 2 process. The goals and objectives described in this section expand on the key themes from the vision statement.

Figure 3 Goal Categories



The vision statement for the First Ward is supported by a set of goals and objectives, organized according to key themes in the vision statement, illustrated here. Figure 4 includes specific objectives for each theme.

As the City moves ahead with planning for the First Ward through, it will frequently refer back to the goals and objectives to determine whether a new idea or project is consistent with the community's vision for the future.

Figure 4 Goals and Objectives

<i>Goals and Objectives</i>	
Economic development and job creation	Reposition strategic sites on Clinton Street for industrial and commercial redevelopment opportunities.
	Redevelop the Charles Street Business Park with uses that provide quality jobs and good wages.
	Diversify and expand commercial businesses and neighborhood services along the Front Street, Clinton Street and Glenwood Avenue corridors.
	Coordinate efforts with local façade improvement programs to offer support to businesses and property owners.
	Host events to highlight businesses in the neighborhood.
Connectivity and mobility	Make improvements to the neighborhood's major corridors (Clinton Street, Front Street, Glenwood Avenue) to improve safety and convenience for pedestrian and bicycles.
	Optimize on-street parking along major corridors to ensure convenient access to businesses and services along those corridors.
	Improve connectivity for pedestrians and bicycles.
	Improve gateways into the neighborhood and to places within the neighborhood.
	Improve access to the waterfront and downtown Binghamton.
Healthy living	Increase use of existing open spaces and parks in the neighborhood.
	Host events in neighborhood parks.
	Explore opportunities to create connections between the First Ward and the Chenango River and Two Rivers Greenway.
	Continue to support City of Binghamton in its efforts to improve public safety in the First Ward
	Expand the First Ward Neighborhood Watch program and further its collaborative efforts with the City of Binghamton.
Housing stabilization and redevelopment	Improve residents' access to a variety of housing types.
	Increase rate of home ownership in the neighborhood.
	Increase code enforcement efforts to target poorly maintained properties.
	Invest in improvements to the First Ward's housing stock.
Cultural assets	Leverage the First Ward's cultural heritage and assets to unify the neighborhood and strengthen the social fabric.
	Host events that highlight and celebrate the neighborhood's diverse heritage
	Integrate the neighborhood's heritage into marketing and promotional efforts
Environment	Complete environmental assessment and clean-up on strategic redevelopment sites.
Hazard Mitigation and Resiliency	Explore appropriate locations for green infrastructure facilities that can achieve objectives of sustainability and hazard mitigation
	Develop a strategy to mitigate future impacts of flooding as well as financial impacts of FEMA's proposed 100-year flood zone boundary.

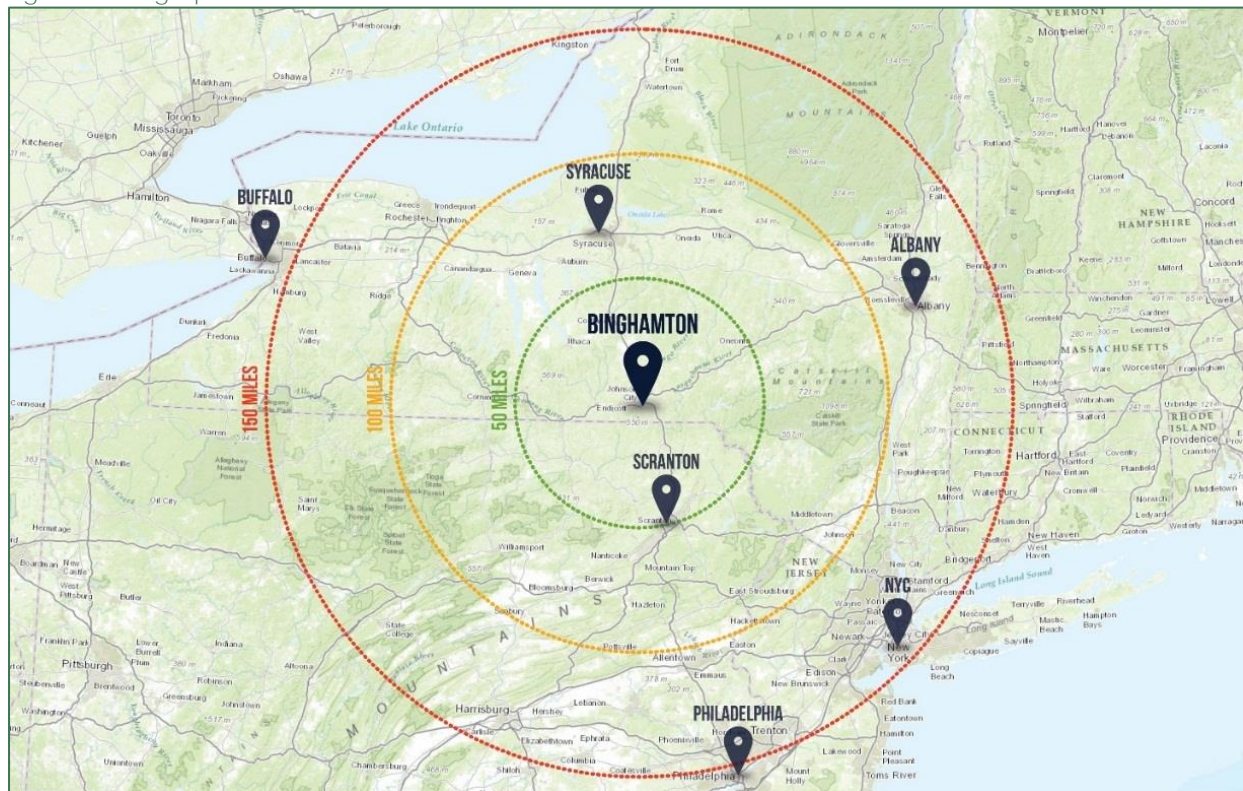
SECTION 3 INVENTORY AND ANALYSIS

This section describes the regional and local context for the First Ward Revitalization Strategy & Master Plan and highlights key existing conditions within the First Ward boundaries. These include: land uses and ownership, zoning, parks and open space, floodplains, natural features, historic resources, significant buildings and infrastructure. Understanding these conditions helps in the development of specific recommendations for redevelopment and revitalization within the study area.

Geographic Context

Binghamton is the Broome County seat, located near the Pennsylvania border in New York State's Southern Tier (Figure 5 Geographic Context). The city sits at the confluence of the Susquehanna and Chenango Rivers. The First Ward neighborhood is located directly west of downtown Binghamton and north of the Chenango River.

Figure 5 Geographic Context



Source: Bergmann Associates

Historical Context

Binghamton's growth occurred near the Susquehanna and Chenango rivers, in a tight network of walkable streets. The construction of the Chenango Canal in 1837, and later the Erie Railroad in 1848, transformed the city into an industrial center and transportation hub with diverse neighborhoods and streets filled with shops and businesses.

Binghamton grew and prospered as a result of industrial manufacturing and proximity to larger markets, including Philadelphia, New York, Scranton, Syracuse and Albany. The emergence of industry generated development of downtown Binghamton's factory complexes, rail yard, industrial loft buildings, commercial district and multi-story office buildings.

Broome County
lost over 20% of its
population
between 1970
and 2010, with the
highest
concentration of
loss occurring in
the City of
Binghamton.

The city's
population in
2010 was 47,376
just over half of its
peak of 80,674
residents in 1950.

Throughout the early part of the 20th century, the city attracted major corporations related to the defense industry, including IBM, General Electric and Link, generating rapid population growth until the 1950s. Starting in the middle of the century, the Binghamton region began to experience population declines, brought on by a variety of national trends and factors, including industrial decline and rapid suburbanization. As businesses and residents relocated outside of the city, the region's transportation network expanded. New York State Route 17 and Interstate 81 cut through the city's core, dividing established neighborhoods.

The Binghamton region, like many other regions throughout the Northeast and Midwest, was negatively impacted by the tightening of the manufacturing industry throughout the latter half of the 20th century. In fact, Broome County was ranked as the 13th slowest growing county in the US from 1990 to 1999. The county lost over 20% of its population between 1970 and 2010, with the highest concentration of loss occurring in the urban core. The city's 2010 population of 47,376 was only 59 percent of the 1950 peak population of 80,674 residents. The end of the Cold War in 1991 caused the dissolution of the markets supplied by Binghamton's defense-related industries which led to further population and economic decline. Greater Binghamton lost 64 percent of its manufacturing employment base from 1990 to 2013.ⁱⁱ

As one of Binghamton's oldest neighborhoods, the First Ward is a compact area with a wide variety of housing types, mixed-use and small-scale commercial services and manufacturing facilities. The Anitec Image Corporation opened in the early 1900s and established the First Ward as a "walk-to-work" neighborhood by providing employment opportunities and generating demand for other businesses that fulfilled the everyday needs of residents and workers. The First Ward's location is defined, in part, by its natural and man-made boundaries, including as the Chenango River, the Norfolk Southern Railroad, and Route 17. Those same boundaries have also helped make the First Ward a distinct neighborhood that has retained its character over time.

The First Ward's compact urban fabric remains today, interspersed with commercial and industrial buildings, some of which are now vacant or underused. The neighborhood experienced some of the negative effects of deindustrialization, with the closing of the Anitec Image Corporation, which eliminated 550 jobs when it closed in 1998. Shortly after Anitec's closing, the 30-acre site was repurposed as the Charles Street Business Park. Emerson Network Power constructed an office facility on a 6-acre portion of the site in 2010, leaving 24 acres available for redevelopment.

Socio-economic Context

This section provides an overview of demographic and economic factors affecting Binghamton and the First Ward. A more detailed economic analysis is located in Section Section 4 ECONOMIC AND MARKET TRENDS ANALYSIS.

Population

Binghamton's population peaked at 80,674 residents in 1950 and has since declined by 43% to 46,171. Figure 6 and Figure 7 show population change over the last 13 years in Broome County, Binghamton, and the First Ward. There were 5,029 people living in the First Ward in 2013, roughly 11% of the city's population, though the First Ward's population declined faster than the city and Broome County between 2000 and 2013.

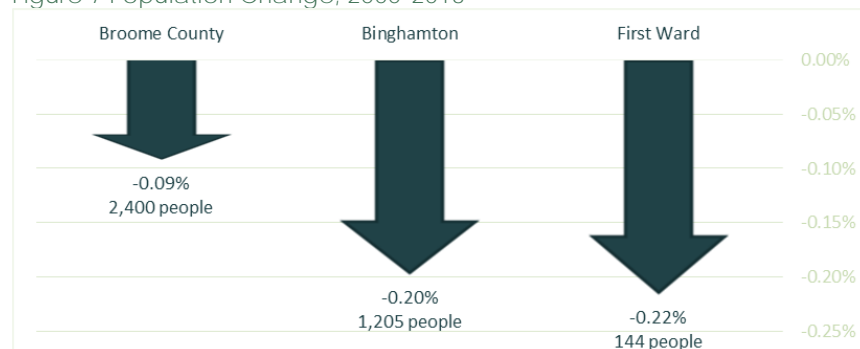
Figure 6 Total Population, 2000-2013

Year	2000	2010	2013	AAGR
First Ward	5,173	5,481	5,029	-0.22%
Binghamton	47,376	47,376	46,171	-0.20%
Broome County	200,536	200,600	198,136	-0.09%

Source: ESRI (Bergmann Associates)

AAGR = Annual Average Growth Rate

Figure 7 Population Change, 2000-2013

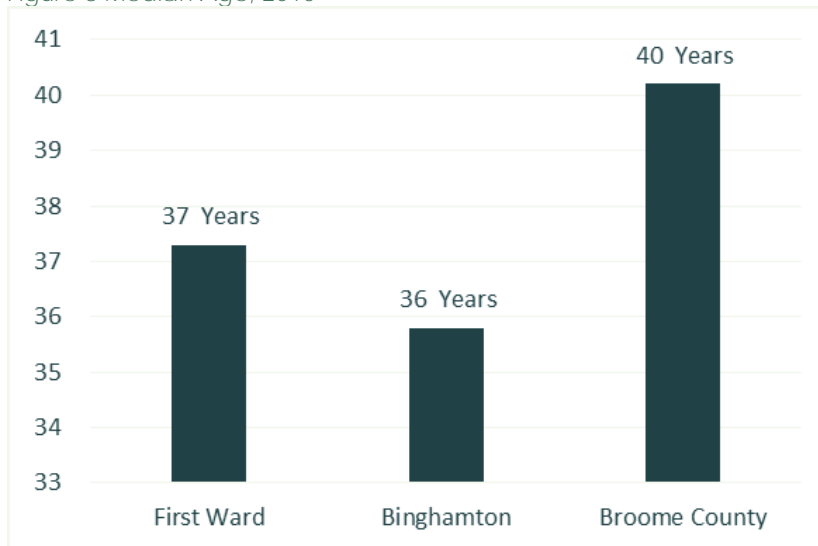


Source: ESRI (Bergmann Associates)

Age

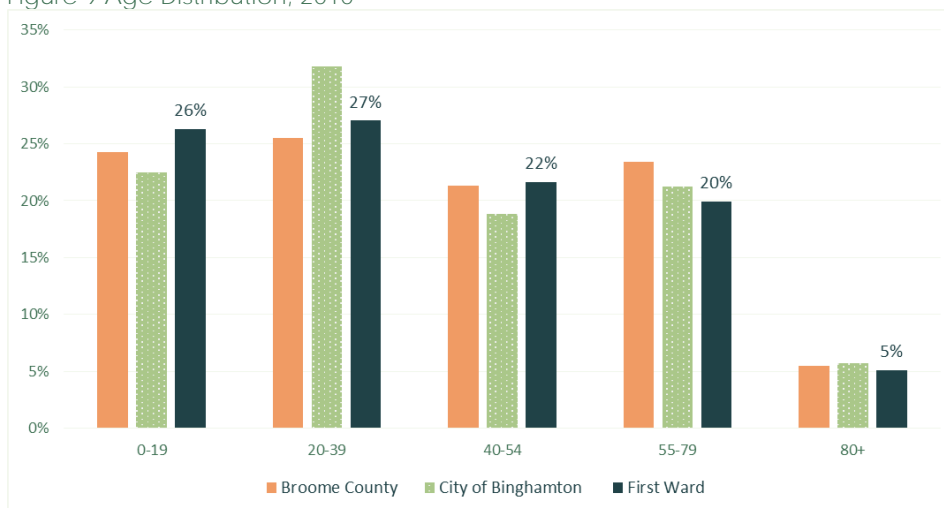
Figure 8 shows the median age for the First Ward, Binghamton, and Broome County. The median age of First Ward residents is 37 years old, slightly higher than the city (36 years old) and lower than the county (40 years old). Figure 9 shows how age is distributed among the population. The First Ward has a larger proportion of young people under 19 years old and a smaller proportion of seniors (those over 60) than the city and the county. This distribution of age is consistent with the slightly lower median age, suggesting that the First Ward can be described overall as slightly younger than surrounding areas. While the overall age profile within the First Ward will not significantly affect redevelopment efforts, the region's rapidly aging population will likely create future opportunities for redevelopment, as retirees and seniors continue to downsize and seek more urban lifestyles. These opportunities are discussed further in Section 4, Economic and Market Trends Analysis, and Section 5, Key Findings.

Figure 8 Median Age, 2010



Source: ESRI (Bergmann Associates)

Figure 9 Age Distribution, 2010



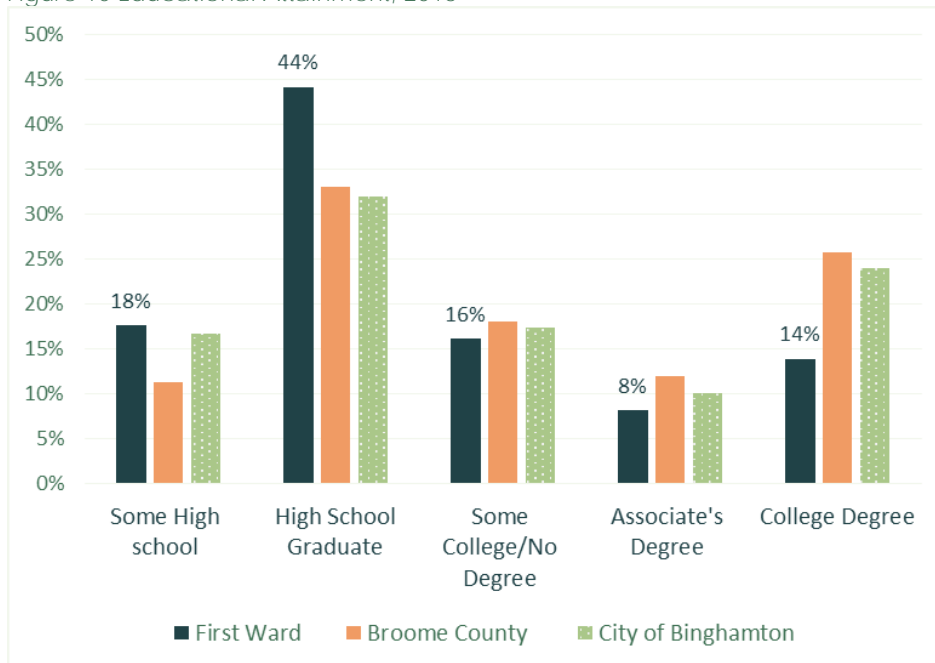
Source: ESRI (Bergmann Associates)

We note that future estimates (through 2018) within the larger region point to the most growth within the 65 to 74 year-old cohort. This growing senior population may generate a shift in the region's overall household needs for medical care and transportation, and may drive changes in lifestyle preferences as seniors chose urban mixed-use neighborhoods instead of suburban neighborhoods. This demographic change could impact the First Ward by generating future demand for conveniently located housing, access to medical care, and urban lifestyles.

Education

Approximately 14% of First Ward residents have earned a college degree (either Associates, Bachelor's or Graduate), which is significantly lower than the proportion than the city (24%) and the county (26%).

Figure 10 Educational Attainment, 2013

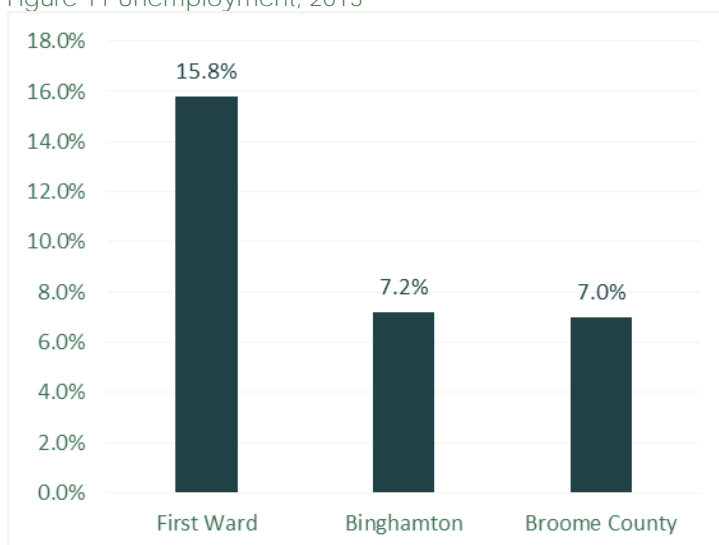


Source: ESRI (Bergmann Associates)

Income and Unemployment

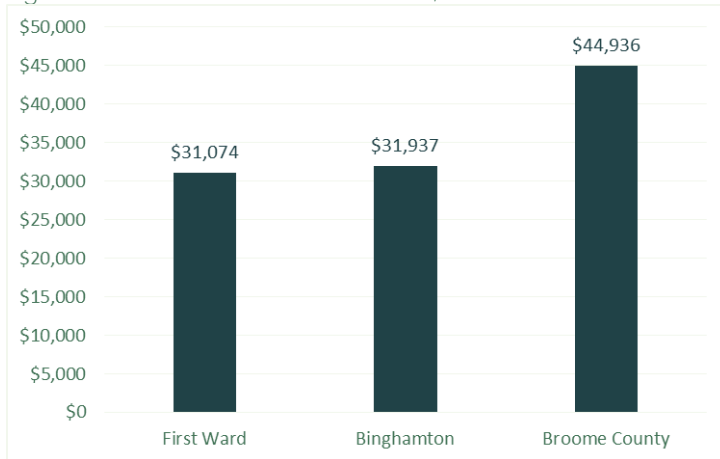
The unemployment rate in the First Ward in 2013 was almost 16%, more than twice the rate of the city and county. Median household income in the First Ward, at \$31,074, is on par with the city (\$31,937), but lower than the county (\$44,936). Poverty rates in the First Ward (27%) are slightly lower than the city as a whole (30%).

Figure 11 Unemployment, 2013



Source: New York State Department of Labor, ESRI (Bergmann Associates)

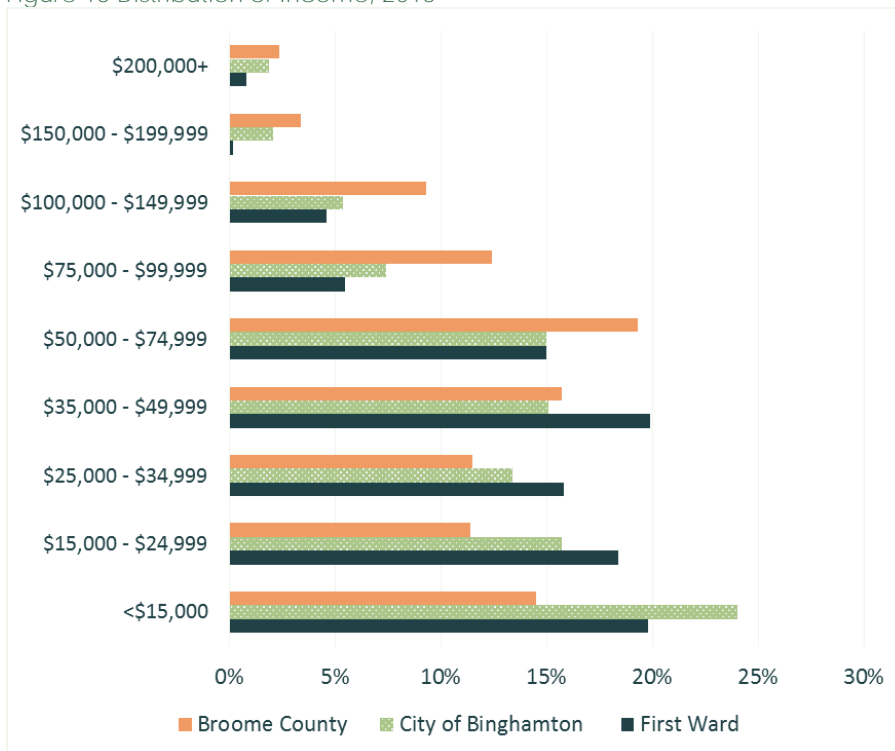
Figure 12 Median Household Income, 2013



Source: ESRI (Bergmann Associates)

The distribution of income (Figure 13) shows the First Ward has a lower percentage of households in the upper income brackets of \$75,000+ relative to the other geographies and a higher percentage of households in the middle and lower brackets, (\$25,000- \$50,000). One notable exception is the bottom income bracket (less than \$15,000), in which the First Ward has a lower percentage of households than the city as a whole.

Figure 13 Distribution of Income, 2013



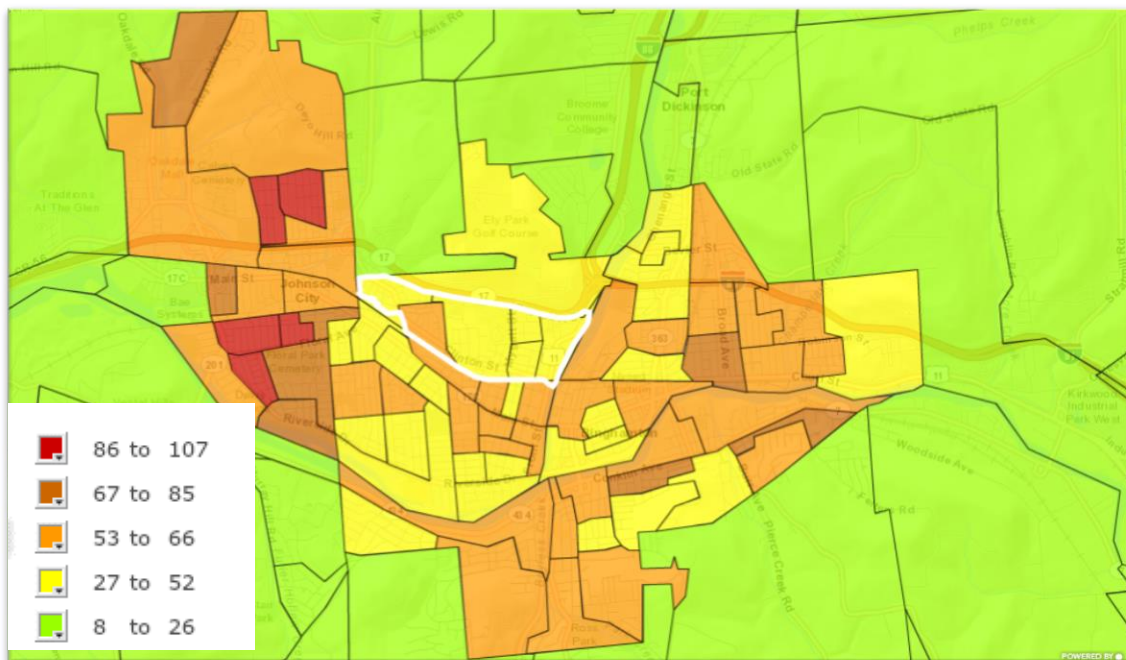
Source: ESRI (Bergmann Associates)

Public Safety

Feedback from stakeholder interviews suggest mixed impressions of the crime rates in the First Ward. Some believe crime rates in the First Ward are high compared to other parts of the city. Others believe the perception of high crime exceeds reality. Figure 14 offers additional insight on crime rates in the First Ward, suggesting that the First Ward has among the lowest crime rates in the city (based on population density).

The crime index compares the average local crime level to that of the U.S. as a whole. An index of 100 is average; a crime index of 80 indicates that crime in that area is 20% below the national average.ⁱⁱⁱ The crime index in the First Ward falls into the 27-52 range in most places.

Figure 14 Crime Index by Census Block Group

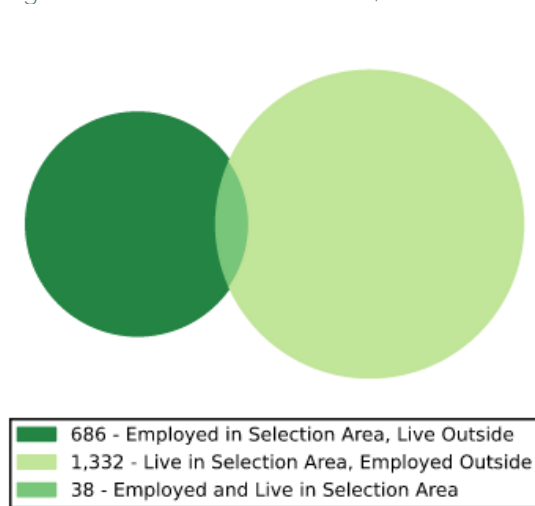


Source: ESRI Business Analyst, Applied Geographic Solutions (Camoin Associates)

Commuting Patterns

There is a significant amount of cross-commuting (i.e. First Ward residents leaving the neighborhood for work while many non-residents travel into the First Ward for their job). Figure 15 illustrates the inflow and outflow of jobs. About 1,330 people that live in the First Ward work outside of the neighborhood and about 690 workers come into the First Ward and reside somewhere else. Just 38 people live and work in the First Ward. These commuting patterns provide further evidence that the First Ward has evolved from its origins as a walk-to-work employment center--when most workers also lived in the neighborhood--into a residential community in which most residents leave the neighborhood for work.

Figure 15 Inflow/Outflow of Jobs, 2011



Source: CESOnTheMap (Camoin Associates)

Summary of Socio-Economic Conditions

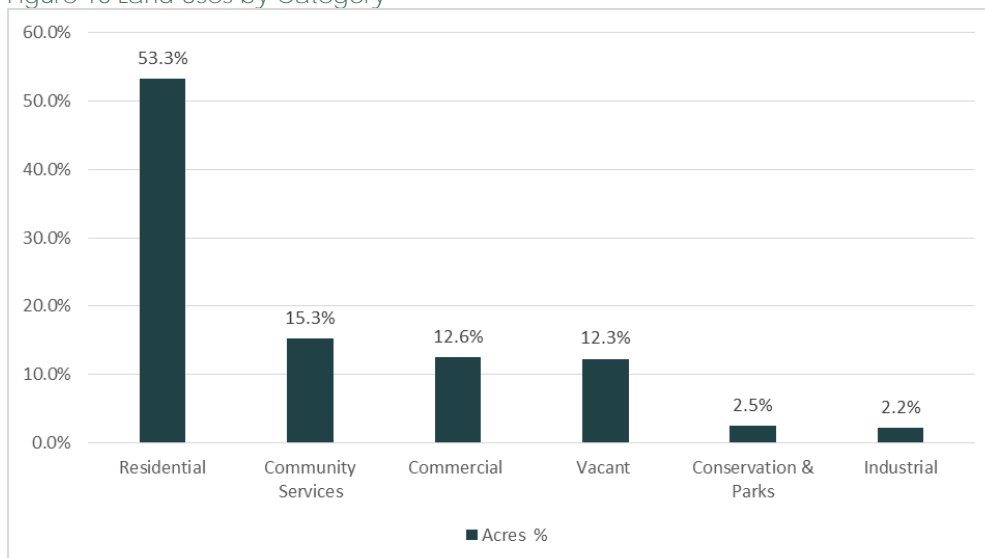
While this section provides a brief overview of socio economic conditions in the First Ward, the key measures discussed here indicate a declining population, lower levels of educational attainment, lower incomes and higher unemployment. This suggests that the First Ward is underperforming within many of the basic measures of social and economic progress, which will be a key consideration in later sections of this report and the Revitalization Plan itself. Economic conditions are discussed in greater detail in Appendix B Economic and Market Trends Analysis and Section 4 of this report.

Land Use

Understanding and evaluating existing land use patterns in the First Ward neighborhood can help identify how redevelopment opportunities will best fit into the existing built environment, and where regulatory changes might be required to achieve the community's vision. **The compact arrangement of land uses that exists in the First Ward is primarily a result of the neighborhood's history:** it grew to meet the demands of an era in which fewer people commuted by car and many people lived, worked and shopped in the neighborhood. The resulting landscape includes a diverse mixture of land uses, including residential, commercial, industrial, recreation, and community services.

The City of Binghamton classifies lands in the city using standard categories defined by the New York State Department of Taxation and Finance's property class codes for assessors, entitled *Assessors' Manual for Data Collection*. Definitions for each category are standardized for all municipalities throughout the State of New York. Figure 16 shows the distribution of land uses in the First Ward as categorized by the Department of Taxation.

Figure 16 Land Uses by Category



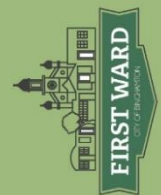
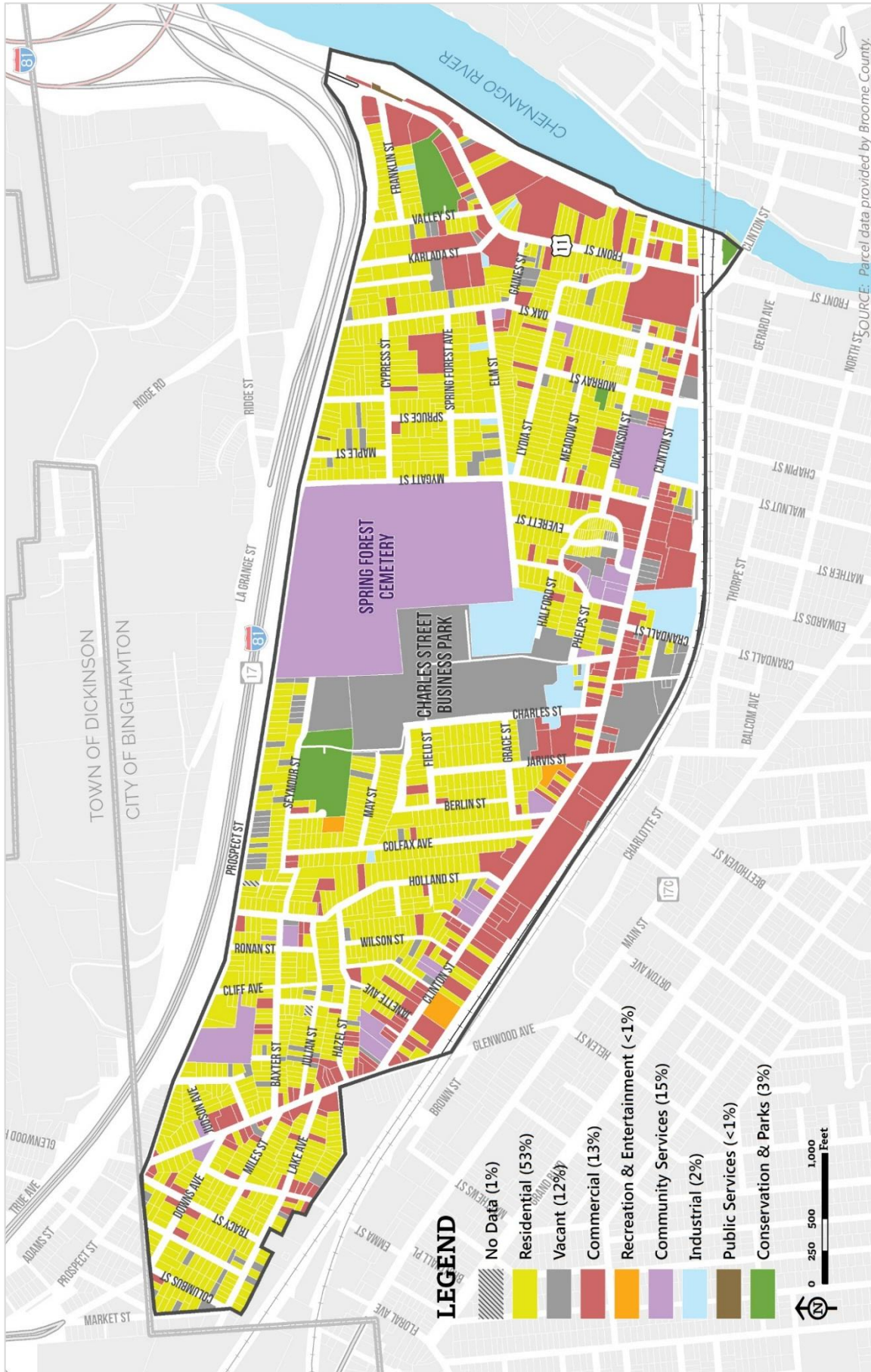
Source: City of Binghamton Parcel Data, 2013(Bergmann Associates)

Key points about land uses in the First Ward are summarized below and illustrated in Map 2:

- **Total lands.** After subtracting streets and other rights-of-way, there are approximately 400 acres of land and 1,886 parcels in the study area.
- **Residential lands** make up the largest proportion of total acreage in the neighborhood (53%). Of the total residential lands, about 49% are single family homes, 34% are multi-family, 12% are classified as mixed commercial/residential, and 5% are classified as vacant.
- **Commercial lands** make up 50 acres (13%) and are generally clustered along the three major street corridors (Front Street, Clinton Street, Glenwood Avenue).
- **Community Services** comprise 60 acres (15%) sprinkled throughout the neighborhood and include faith-based organizations, non-profit organizations (such as the Boys and Girls Club) and the Spring Forest Cemetery.

- **Industrial lands** account for almost 43 acres (11%), of which 29.54 acres is located within the Charles Street Business Park.
- **Parks and Open Space** make up 10 acres (3%).
- **Vacant lands** account for 50 acres in the neighborhood. Vacant residential properties are located throughout the neighborhood. Vacant lands are discussed in more detail in Section 0 Brownfields, Vacant and Underutilized Lands.

The existing mix of land uses is reflective **the neighborhood's** character. While there are a range of uses, including industrial and commercial corridors, the neighborhood is predominately residential. This is a key consideration for any redevelopment efforts, as future opportunities will need to consider compatibility with existing land uses and the potential impact on existing residential character.



FIRST WARD REVITALIZATION STRATEGY

MAP 2: Existing Land Use

This document was prepared for the City of Binghamton and the New York State Department of State with funds provided through the Brownfield Opportunity Areas Program.



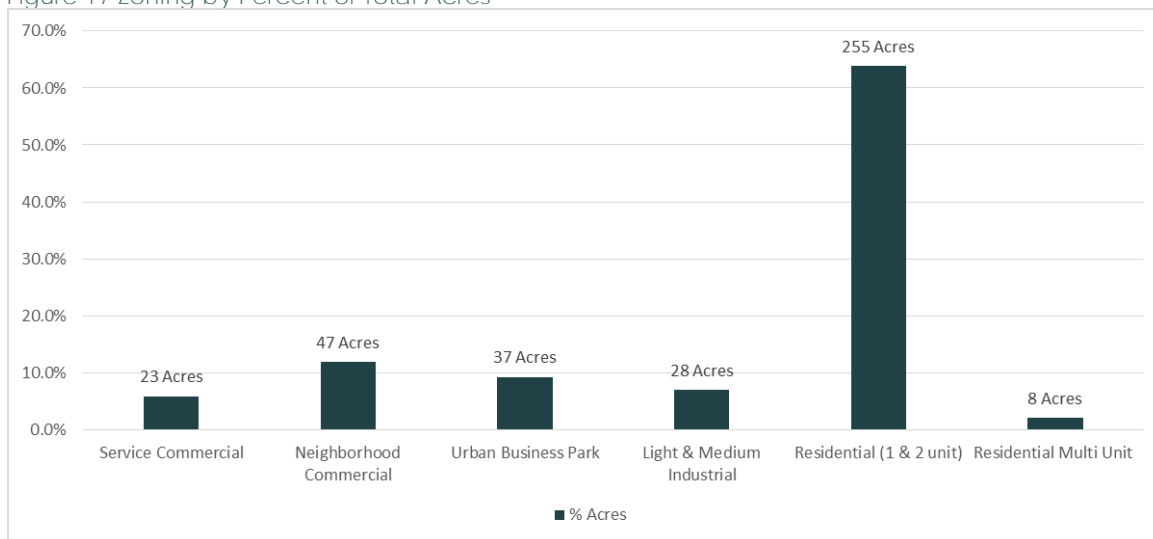
R Bergmann
architects / engineers / planners

Zoning

Zoning districts in the First Ward study area can impact where and how future development and investment should occur. The purpose of reviewing zoning is to determine whether the existing regulations should be modified to better facilitate redevelopment. Likewise, an outcome of this strategy may be recommended revisions to zoning in the First Ward that would facilitate redevelopment.

The neighborhood contains a range of zoning districts, which in itself can support redevelopment opportunities by allowing for a range of uses. While the majority of property within the study area is zoned for residential uses (mostly for one- and two-unit residential uses and about 2% for multi-unit residential uses), there are substantial amounts of lands zoned commercial and Industrial clustered along the Clinton Street spine. Figure 17 summarizes distribution of zoning districts in the study area.

Figure 17 Zoning by Percent of Total Acres

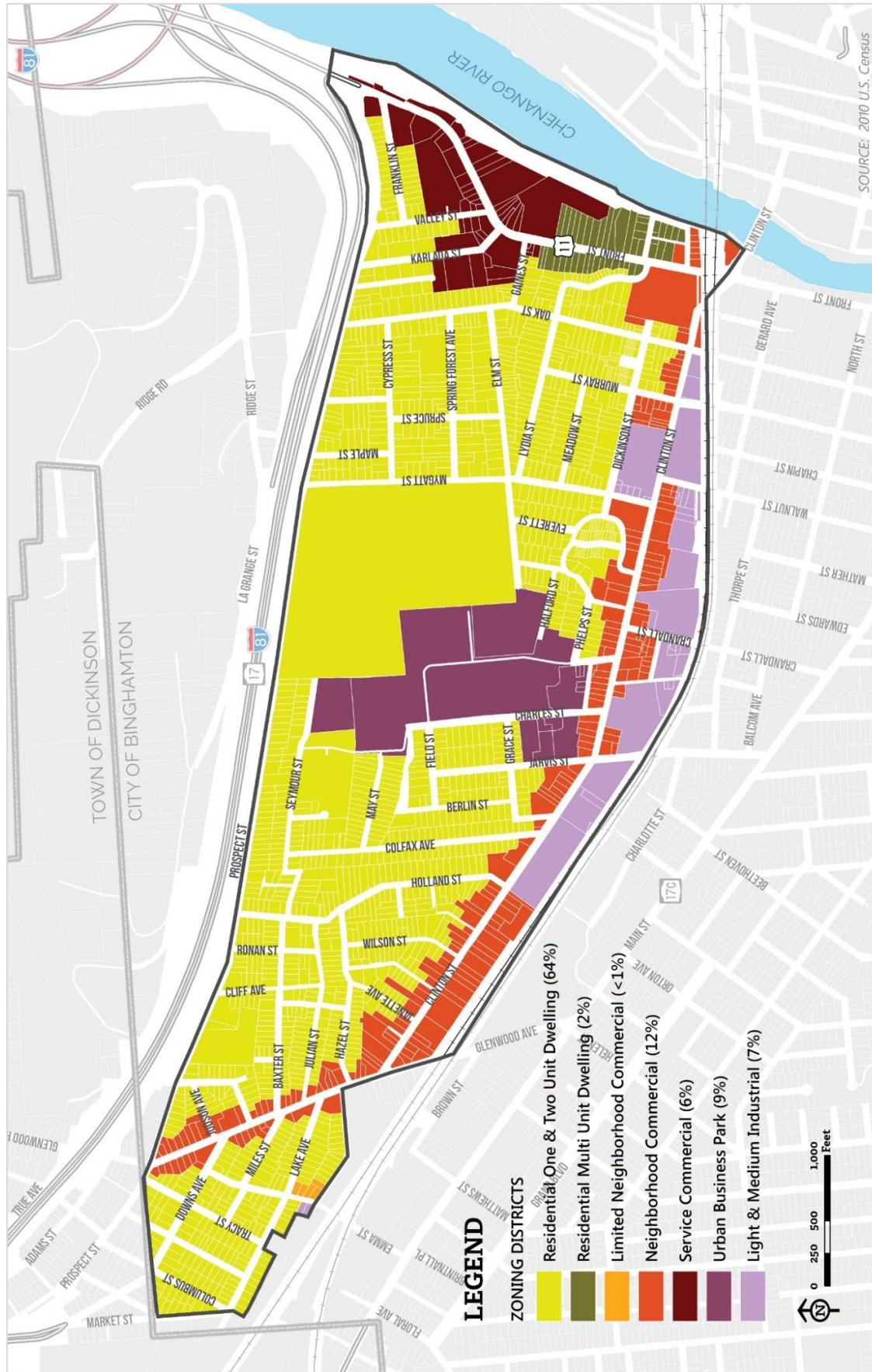


Source: City of Binghamton Parcel Data, 2013 (Bergmann Associates)

Note: the first ward contains one parcel zoned Limited Neighborhood Commercial (less than one acre)

Key points about zoning in the First Ward are summarized below:

- **Residential.** Residentially zoned properties make up the largest portion of the study area, accounting for 66% of the land area. A relatively small portion of overall residential lands are zoned to allow multi-unit housing (i.e. to allow more than 2 units).
- **Commercial.** The First Ward contains three of the city's six commercial zoning districts, providing opportunities for different levels of intensity of commercial development.
- **Industrial.** The First Ward contains two of Binghamton's three industrial zones: Light/Medium Industrial and Urban Business Park. The Charles Street Business Park is the only property in the City of Binghamton that is zoned as an Urban Business Park District, which is intended to allow technology-based business and industrial uses.



FIRST WARD REVITALIZATION STRATEGY

MAP 3: Current Zoning

This document was prepared for the City of Binghamton and the New York State Department of State with funds provided through the Brownfield Opportunity Areas Program.



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Brownfields, Vacant and Underutilized Sites

A primary objective of the New York State Brownfield Opportunity Area Program is to address sites in communities that have been impacted by vacant, underutilized, and brownfield sites. The presence of these sites can discourage investment in the area and cause depreciation of property values. Community-led revitalization plans can help prepare brownfield, vacant and underutilized sites for redevelopment by identifying the steps needed for remediation, marketing and development of future uses that are compatible with the neighborhood's vision. In addition, property owners may become eligible for tax credits and other financial and technical assistance that help make redevelopment projects feasible. This remainder of this section describes each of these types of sites: (1) brownfields (2) vacant lands and (3) underutilized lands.

Brownfields

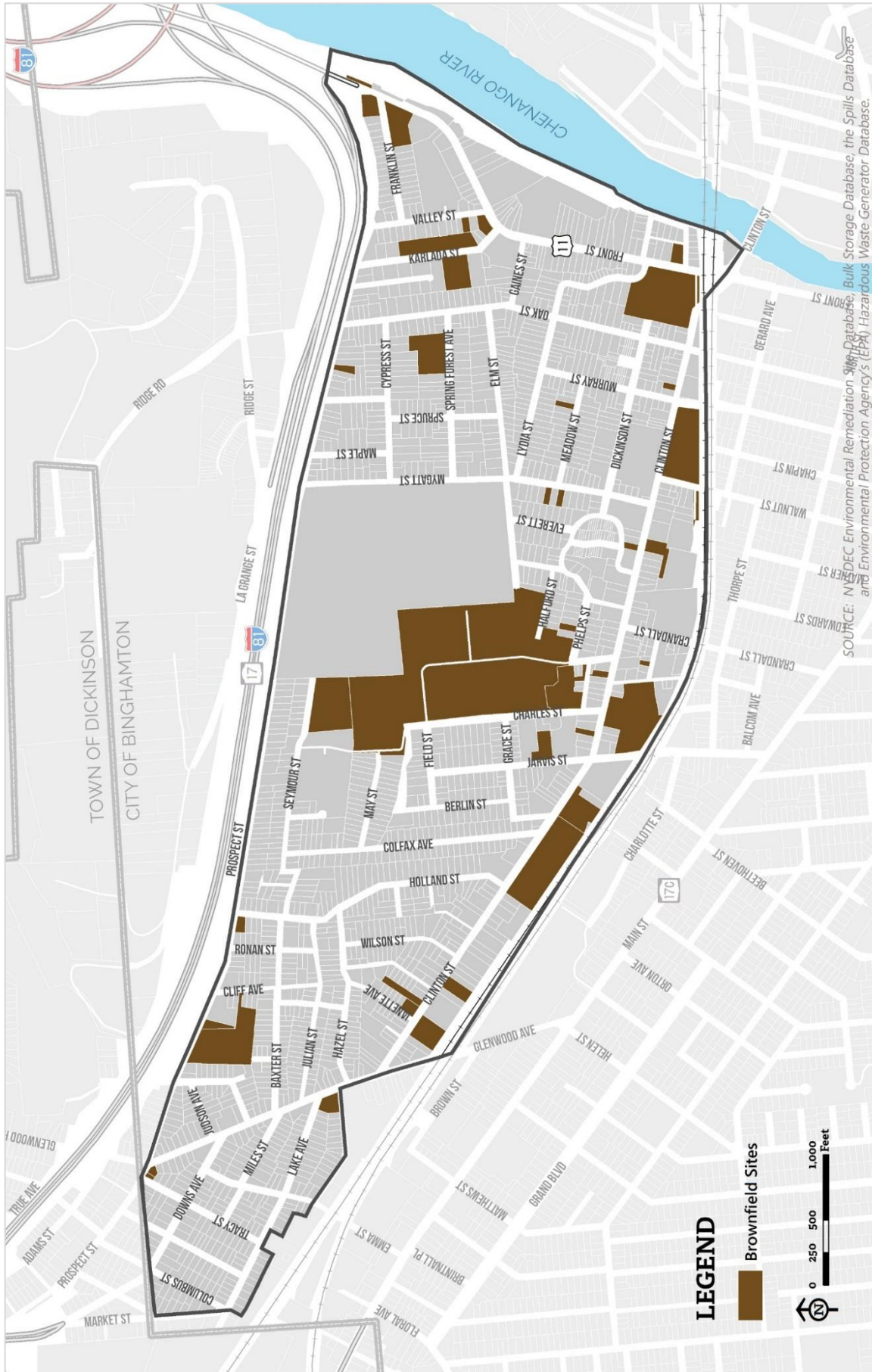
A brownfield is defined as “a parcel of real property at which expansion, redevelopment, or reuse may be hindered by the presence, or potential presence, of hazardous substances, pollutants, or contaminants.” Brownfields may include active petroleum spill event sites, former gasoline stations, underground storage tanks and vacant properties with past spill events. An important distinction is that a brownfield may or may not be vacant or underutilized. It is the presence (or perceived presence) of contamination that makes it a brownfield.

Brownfields are identified by reviewing public databases and conducting in-field reviews. A comprehensive review of the New York State Department of Environmental Conservation's databases was conducted during the First Ward Revitalization Strategy & Master Plan Step 1 Pre-Nomination to identify preliminary property conditions.^{iv} Because a portion of the First Ward was not included in the Step 1 Pre-Nomination, the technical team revisited environmental databases to locate potential brownfields in the newly included area west of Glenwood Avenue, and check for updates and changes that have occurred over the last three years. The sites illustrated on Map 4 were identified based on documented and secondary sources, including:

- Readily available public records;
- Interviews with people familiar with the history of the site;
- Field observation;
- Photos and aerial photos ;
- Existing and historical environmental reports ;
- Existing remedial investigation studies and reports .

Brownfields are further assessed through Phase I and II Environmental Site Assessments. The purpose of ESAs is to determine whether a property is contaminated and what should be done to clean it up.

- Phase 1 Environmental Site Assessment (ESA) involves a review of records, a site inspection, interviews with owners and others familiar with the site. The purpose is to identify potential contamination based on public records.
- Phase II Environmental Site Assessment: identifies potential contamination of the site by hazardous materials. A Phase II includes sampling and laboratory analysis to confirm the presence of hazardous materials. Tests may include surficial soil and water samples, subsurface soil borings, groundwater monitoring well installation, testing of underground storage tanks, and others.



FIRST WARD REVITALIZATION STRATEGY

MAP 4: Brownfield Sites

This document was prepared for the City of Binghamton and the New York State Department of State with funds provided through the Brownfield Opportunity Areas Program.



Map 4 illustrates the brownfield sites identified within the First Ward study area. There are 70 acres of brownfields in the First Ward (37 parcels), of which 60% are publicly owned.

Appendix C Brownfield Site Profiles includes detailed, site-specific information (e.g., parcel identification number, property classification code, potential environmental issues, environmental remediation efforts) regarding each parcel identified as a potential brownfield, including any remaining environmental concerns that may exist. Appendix C contains a reference map as well as a table listing the brownfields.

The following brownfield sites were identified through initial database research, field review and discussion, as candidates for further assessment and analysis. Phase I ESAs were performed as part for the following two properties, which were selected due to their location, reuse potential, environmental history, and public ownership:

E.H. Titchener & Co. Site. This 3-acre site located at 2 Titchener Place was home to the Titchener Company's metal plating facility. The site was abandoned in 2004, and is currently owned by Broome County. Since 2004, the site has undergone EPA emergency clean up to remove chemicals in the building. A Phase I Environmental Site Assessment was completed in 2010. The Phase I ESA identified a number of environmental conditions, including potentially hazardous materials. As part of this project, it was recommended that a new Phase I be completed in order to ensure it contained the most up-to-date information (a key consideration for lenders and underwriters). This recent Phase I ESA, completed in 2015, recommended the completion of a Phase 2.



The former E.H. Titchener site, a brownfield located on Clinton Street

9 Slauson. This one-acre vacant site is located south of Slauson Avenue, between Hudson and Crandall streets. It is located adjacent to residential uses and the Norfolk Southern railroad. The Phase I concludes that the site has potentially been impacted by releases of hazardous materials, petroleum products, pesticides, and solvents. The Phase I recommends the performance of a Phase II ESA.

Full copies of the Phase I ESAs are included in Appendix E Phase I ESAs.



View of 9 Slauson looking west

Vacant lands

Vacant Lands are defined by the New York State Office of Real Estate Property Tax Services (ORPTS) as “*property that is not in use, is in temporary use, or lacks permanent improvement.*” The state’s definition of vacant lands includes numerous subcategories, such as residential vacant lands that include a small garage and industrial or commercial lands with minor improvements. As vacant sites can represent substantial opportunities for redevelopment, it is important to note that any property assigned to the “vacant” category was included in this analysis to assist in identifying strategic sites. As described in previous sections, there are 49 acres of vacant land (136 parcels) in the First Ward.

Underutilized lands

“Underutilized Lands” is a category intended to capture properties that do not meet the strict definition of vacant, but may have the same undesirable effects as a vacant property or brownfields because they are underperforming, idled, or not operating at the highest and best use in the context of the area’s redevelopment objectives. Underutilized properties may have partial or deteriorating buildings, may be only partially maintained and may be used intermittently by the owner. Given the subjective and highly context-dependent nature of identifying underutilized lands, this analysis employs a two-step process using both quantitative and qualitative criteria.

The criteria developed for this analysis are described in more detail below.

Step One: Initial Screen

The first step is to identify an initial baseline list of underutilized lands using a quantitative threshold, average assessed value per square foot of property.

- *Properties with lower assessed property value per square foot than the city’s average.* In many cases, the assessed value of a property is a general indicator of its overall status and condition. A low value relative to average values in the surrounding community can signal that a property is in distress. Likewise, geographic concentrations of low relative values can indicate broader patterns of underutilization. This analysis identifies properties that meet the following thresholds relative to assessed value;
- *Non-residential property* and apartment buildings with an assessed value per square foot less than the city’s average assessed value for non-residential property (\$20.7/square foot for commercial and \$8.29/square foot for industrial);^v
- *Single-family, Two- and Three-family residential properties* with an assessed value per square foot less than the city’s average assessed value for residential properties (\$12.25/square foot). Given that one purpose of this analysis is to identify potential future redevelopment sites, residential property is treated separately from commercial and industrial property. A single, undervalued residential property is not likely to represent a major redevelopment opportunity in the neighborhood. However, a pattern or concentration of undervalued residential properties may signal an opportunity for a strategic approach to rehabilitation, redevelopment, or selective abandonment.

Step Two: Refine Analysis with Qualitative Criteria

The second step of the analysis applies qualitative criteria for the purpose of refining the baseline list, accounting for database errors, removing outliers and including properties that may not have been captured in the initial screen.

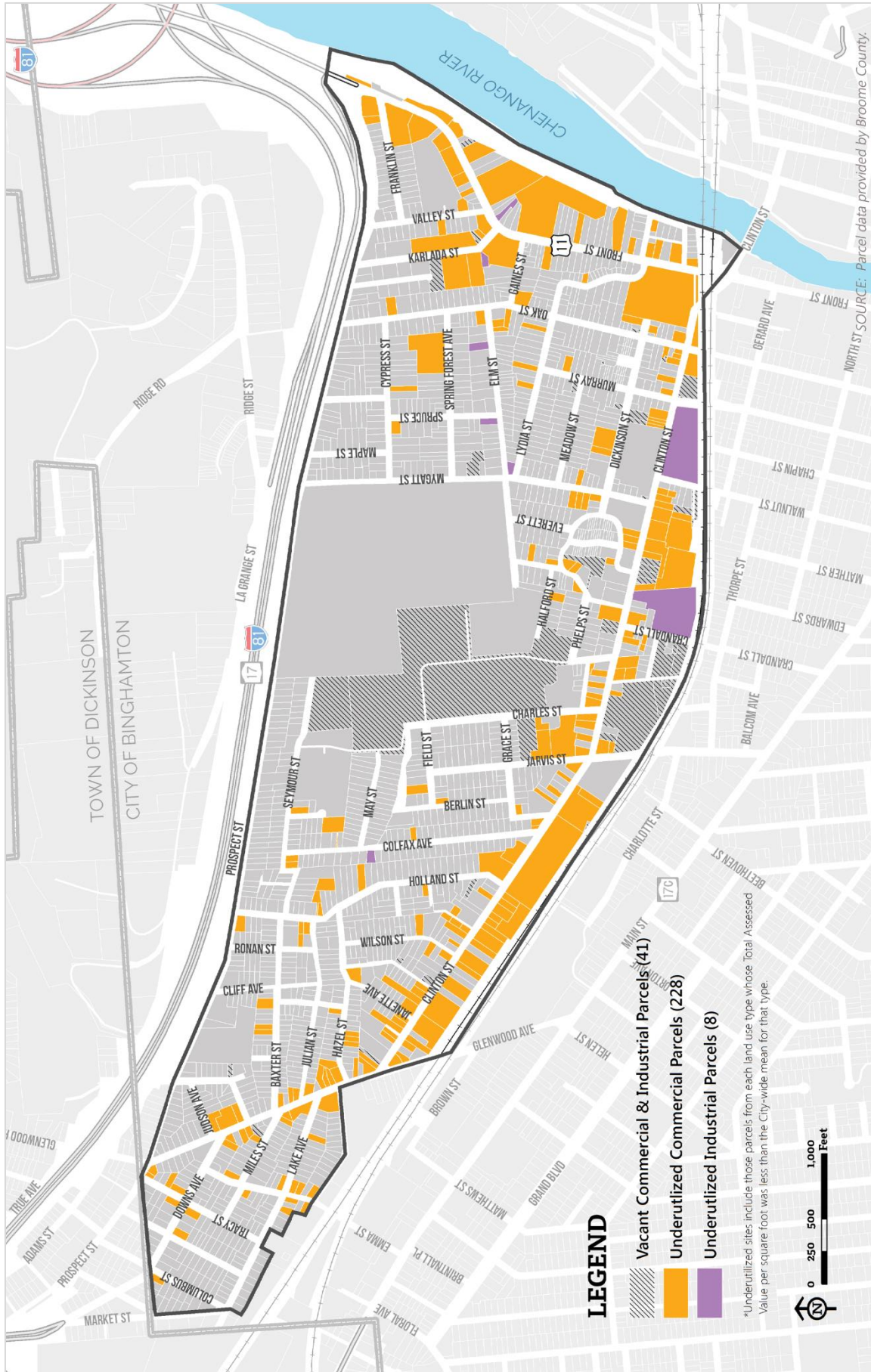
- *Include properties with unoccupied, deteriorating or non-active buildings.* This includes non-residential property that contains improvements and/or buildings which are not occupied and/or contain no active uses; and
- *Include properties with underperforming uses.* Non-residential properties that contain improvements, but are not functioning at their highest and best use in the context of area-wide redevelopment objectives. These properties may include viable businesses, but may be seen as having greater long-term potential based on their location, size, or age of the structure.^{vi}

Results

The analysis described above indicates the following:

- There are 76 acres (236 parcels) of commercial and industrial land in the First Ward that fall **below the city's average for those land uses and are thus considered potentially underutilized** (Map 5). This represents the majority of commercial and industrial land in the neighborhood.
- There are 45 acres (196 parcels) of residential lands in the First Ward that fall below 50% of the **city's average value per square foot of \$12.25/square foot** (Map 6). Concentrations of low relative values exist primarily in the eastern portion of the neighborhood, north of Clinton Street and east of Mygatt Street.

The above findings are included as considerations for identifying strategic sites, as described in later sections of this report.

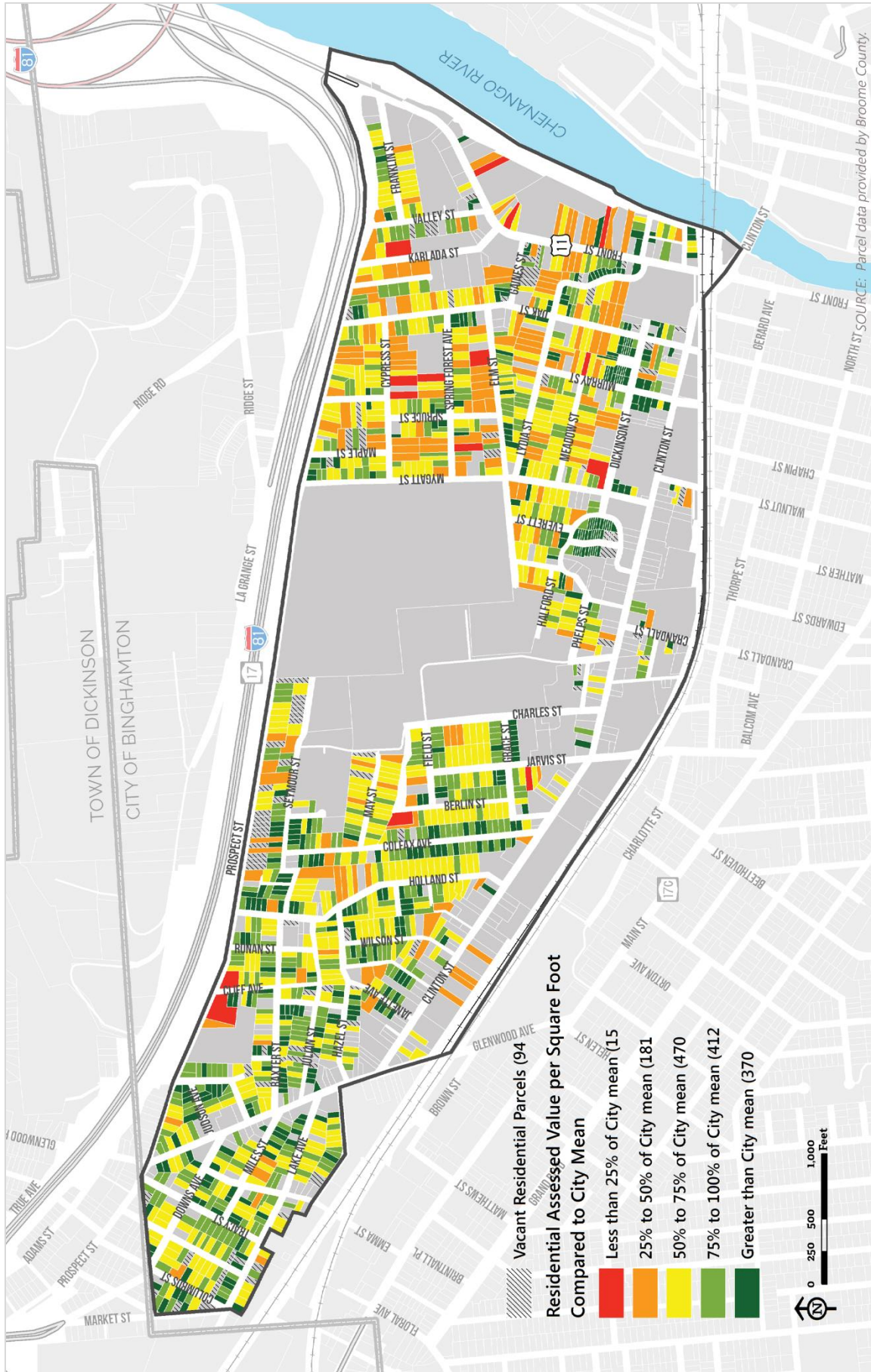


FIRST WARD REVITALIZATION STRATEGY

MAP 5: Vacant & Underutilized Sites

This document was prepared for the City of Binghamton and the New York State Department of State with funds provided through the Brownfield Opportunity Areas Program.





FIRST WARD REVITALIZATION STRATEGY

MAP 6: Undervalued Residential Sites

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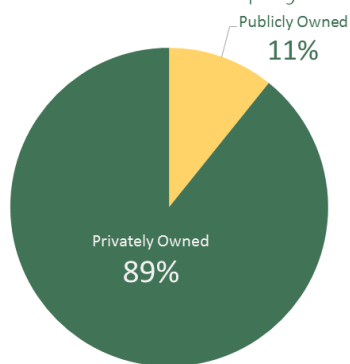


Land Ownership Patterns

Ownership patterns have implications for redevelopment, as publicly and privately-owned lands each present different types of opportunities and challenges. Public entities can often exert greater control over development on publicly owned land, which can equate to greater flexibility and transparency in the development process, as well as access to special financing and other incentives. While development on privately-owned lands can only be regulated through zoning and design standards, public entities can enter into public/private partnerships with land owners and offer incentives to encourage certain types of development.

Figure 18 shows that privately owned property makes up 89% of the land area (357 acres) in the neighborhood and publicly owned land accounts for 11%.

Figure 18 Land Ownership by Percent



Source: City of Binghamton Parcel Data, 2013

Note: calculations exclude streets and other rights-of-way

Figure 19 shows the distribution of ownership for public lands. The Broome County Industrial Development Agency (IDA) owns the majority of publicly-owned land in the study area (24 acres in the Charles Street Business Park and surrounding parcels).

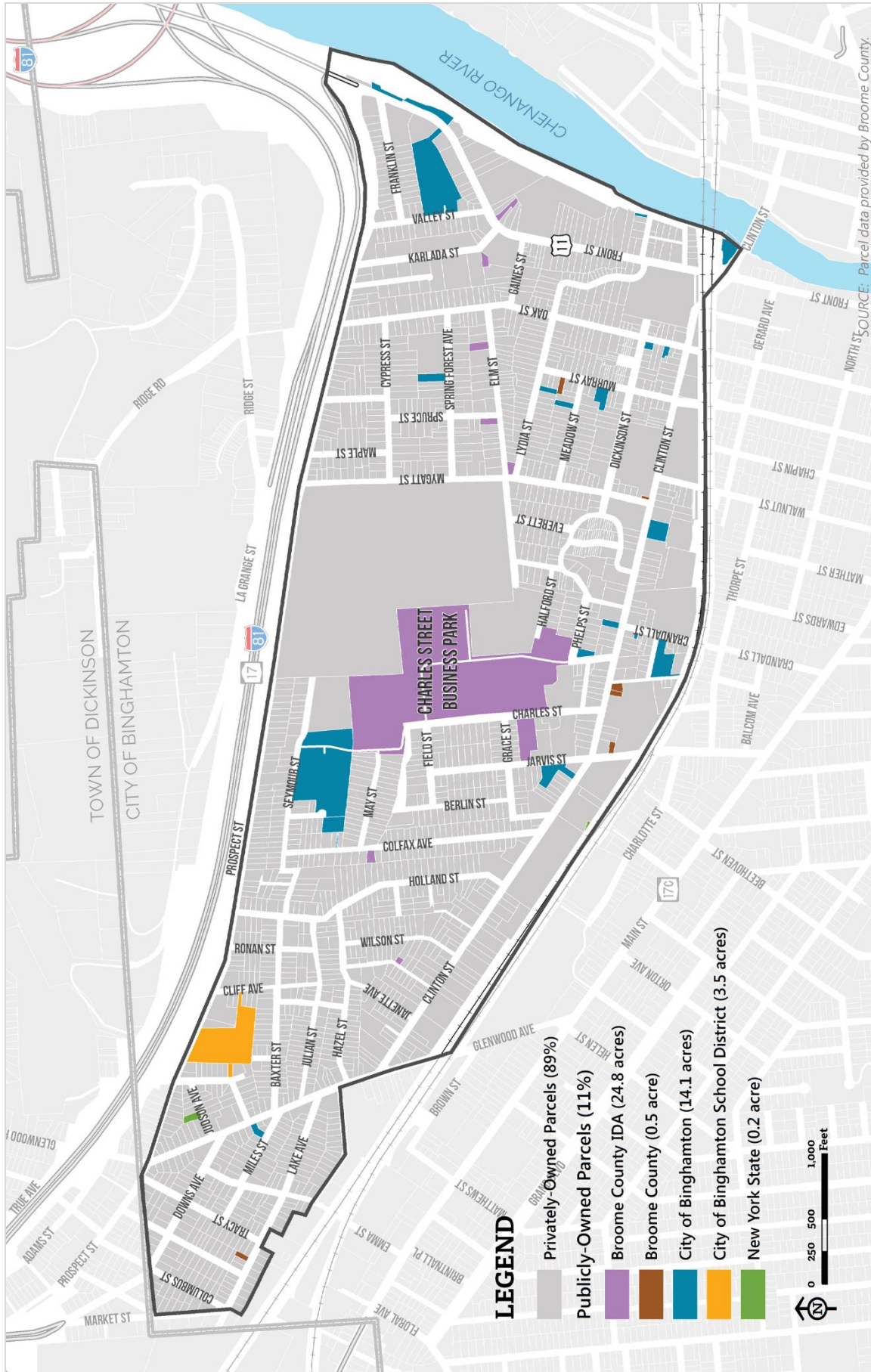
The City of Binghamton owns 14 acres of land in the First Ward, including several parks. The City of Binghamton School District owns two parcels affiliated with the Woodrow Wilson Elementary School on Prospect Street. Broome County and New York State each own multiple parcels.

Figure 19 Public Lands by Owner

Public Entity	# Parcels	Acres	% Acres
Broome County	7	3.5	8%
Broome County IDA	8	24.8	54%
City of Binghamton	20	14.1	31%
City of Binghamton School District	2	3.5	8%
New York State	2	0.2	0%
Total	39	46.0	100%

Source: City of Binghamton Parcel Data, 2013 (Bergmann Associates)

While most of the land in the neighborhood is privately owned, the largest vacant collection of properties (the 24-acre Charles Street Business Park) is under consolidated public ownership. This is potentially a major advantage for the neighborhood, as pre-assembled lands are generally more attractive to investors and can be more easily redeveloped. Land ownership is also illustrated on Map 7.



FIRST WARD REVITALIZATION STRATEGY

MAP 7: Property Ownership

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Parks, Trails, and Open Space

The First Ward's diversity of parks and open space enhances the neighborhood's quality-of-life and sense of identity. Map 8 shows the location of parks and open spaces in the First Ward. There are four parks in the First Ward, in addition to the Veterans Memorial Pool and the playground at Woodrow Wilson Elementary School. While not technically a park, the Spring Forest Cemetery offers 46.5 acres of open/natural space and informal trails.

Figure 20 Parks and Open Space by Size

Park/Open Space	Acres
First Ward Park	5.6
First Ward Veterans Memorial Pool	0.4
Spring Forest Cemetery	46
Sunflower Park	0.3
Tyler Park	0.5
Valley Street Park	3.4
Woodrow Wilson School Playground	0.3
Total	56.5

Source: City of Binghamton Parcel Data, 2013

Parks and open spaces in the First Ward are summarized below:



First Ward Park

The 5.6-acre First Ward Park includes a soccer field and a baseball diamond (with lights) for community use. Responses to the Neighborhood Visioning Survey indicate that the park may be underused and would benefit from additional amenities and programmed activities.



Spring Forest Cemetery

The centrally located Spring Forest Cemetery is the largest open space in the First Ward, providing approximately 46 acres of open space. The Cemetery also offers informal open space and recreational trails.



Sunflower Park

Sunflower Park, formerly the Murray Street Park, was established through the City of Binghamton Neighborhood Project's "Design Your Own Park" competition. The competition was a collaboration between the University of Binghamton Neighborhood Project, the City of Binghamton, and the United Way of Broome County. Faculty and students from the Neighborhood Project facilitate the design and implementation process. Neighborhood groups are expected to help maintain their parks, relieving the city of maintenance costs. The 0.3-acre park contains a playground and is the site of numerous community events. The park also serves as a weekly pick-up location of food packages for families in need.



Tyler Park

Tyler Park, located at 194 Front Street, is a 0.5-acre unimproved green space and is currently underutilized.



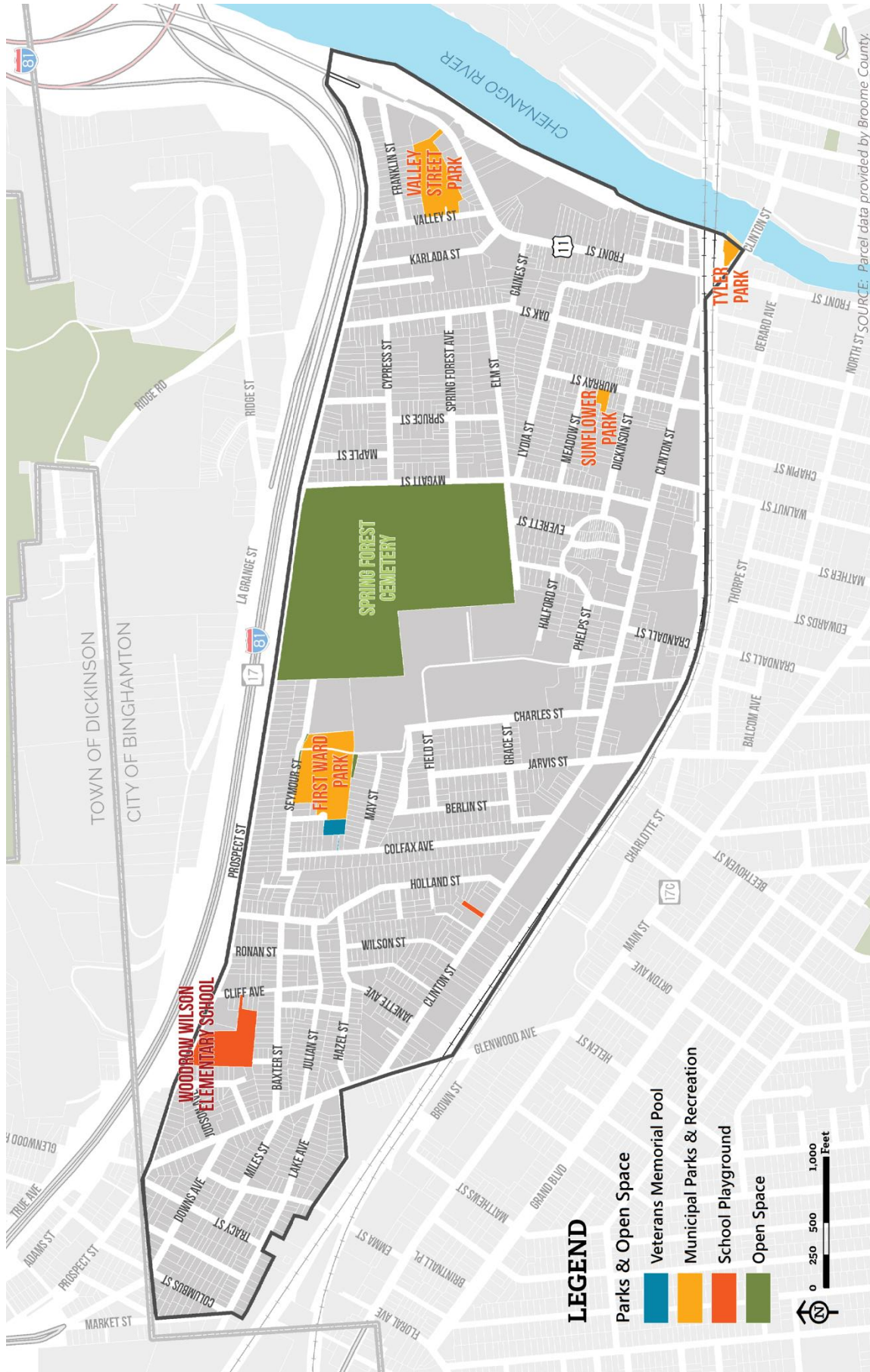
Valley Street Park

The Valley Street Park is a 3.4-acre park located on Valley Street, in the eastern section of the study area. The park includes basketball courts, tennis courts and a baseball diamond.



Woodrow Wilson Elementary School Playground

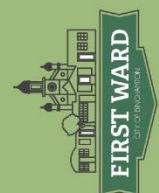
Woodrow Wilson Elementary School, located on Prospect Street in the northwest portion of the study area, has a small playground, yard and basketball court that serve the recreational needs of its students during the school day and area residents outside of school hours.



FIRST WARD REVITALIZATION STRATEGY

MAP 8: Parks & Open Space

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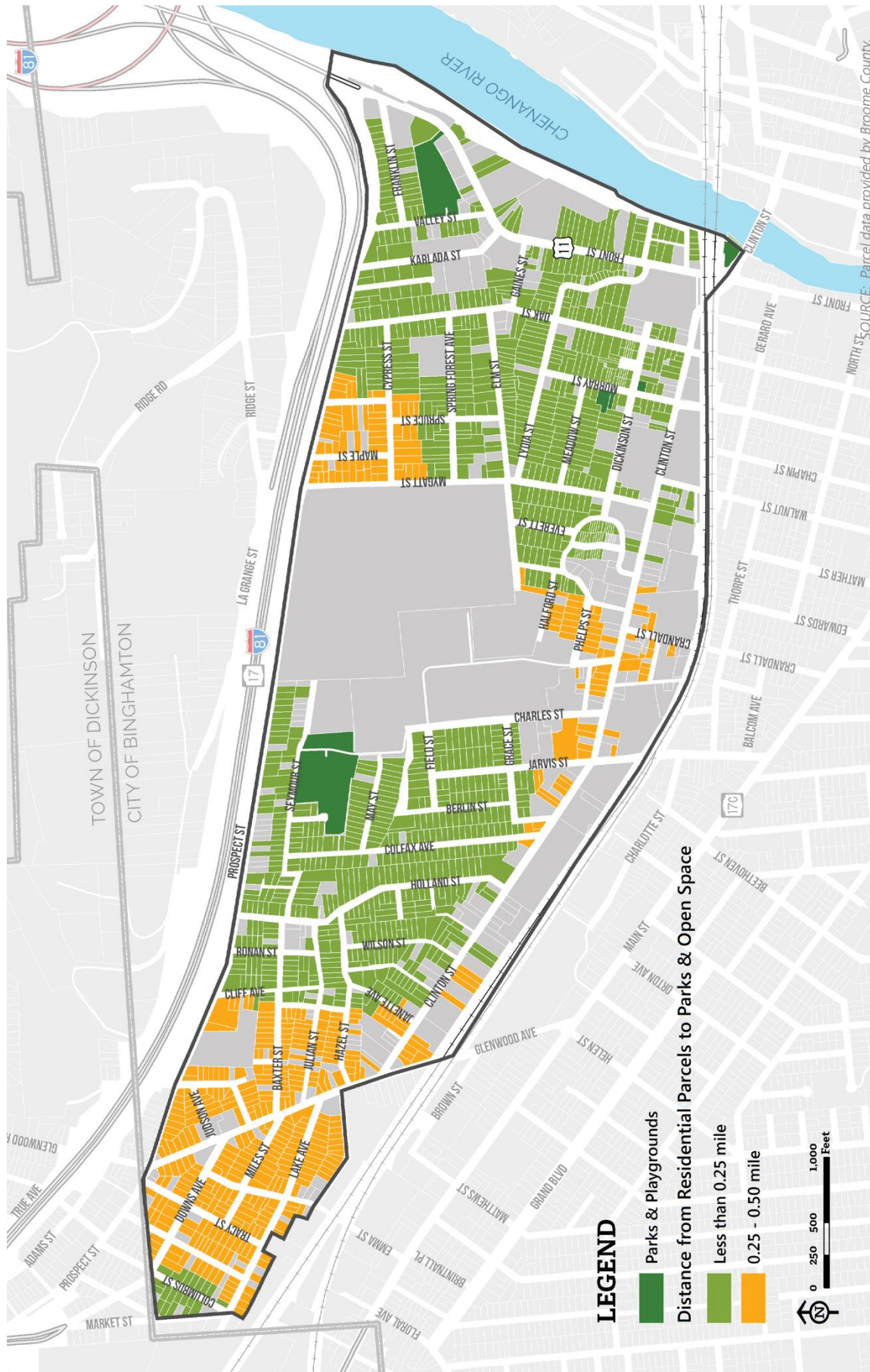
Healthy Living Analysis: Proximity to Parks and Grocery Stores

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. Studies have found that people who live close to parks engage in higher levels of physical activity than those who do not. In a study published by the CDC, creation of or enhanced access to places for physical activity led to a 25.6% increase in the percentage of people exercising on three or more days per week.^{vii} Map 9 shows the proximity of parks to First Ward residents. The threshold used to determine “close proximity” was ¼ mile, as this is generally accepted as the longest distance most people will walk to use a park facility. The majority of First Ward residents live within a quarter-mile walk of a park and all residents live within a half-mile walk of a park. We note that the centrally located Spring Forest Cemetery offers informal open spaces and walking trails, though it is not included in this analysis as it does not offer recreational amenities and programming that would typically be offered in a park.

Another indicator of healthy living is the degree to which a residents of a particular neighborhood have access to healthy food. According to the US Department of Agriculture, limited access to supermarkets, grocery stores, and other sources of healthy and affordable food may make it harder for families to eat a healthy diet. One method commonly used to measure access to healthy food is the distance from homes to a grocery store/supermarket. The USDA defines a “low-access” area as one that is far from a grocery store, demarcated as one mile in urban areas and 10 miles in rural areas.^{viii} The First Ward contains smaller grocers and convenience stores and, while there are no major supermarkets located within the First Ward, there is a Walmart Supercenter (with grocery department) located just west of the neighborhood, and a Price Chopper located south of the neighborhood (at Glenwood Avenue and Brown Street).

The analysis included in Map 10 shows that the majority of residents in the west side of the neighborhood are within a half-mile of a grocery store, while residents in the east side of the neighborhood are more than a half-mile or a mile from a grocery store. This suggests that the eastern part of the neighborhood may be considered a “low-access” area. An additional component of this analysis is the percentage of households with access to a vehicle. Approximately 25% of First Ward households do not have access to a vehicle (compared to just 12% in Broome County and 9% nationally). This can have a compounding effect in areas of the neighborhood that are further than one mile from a grocery store.

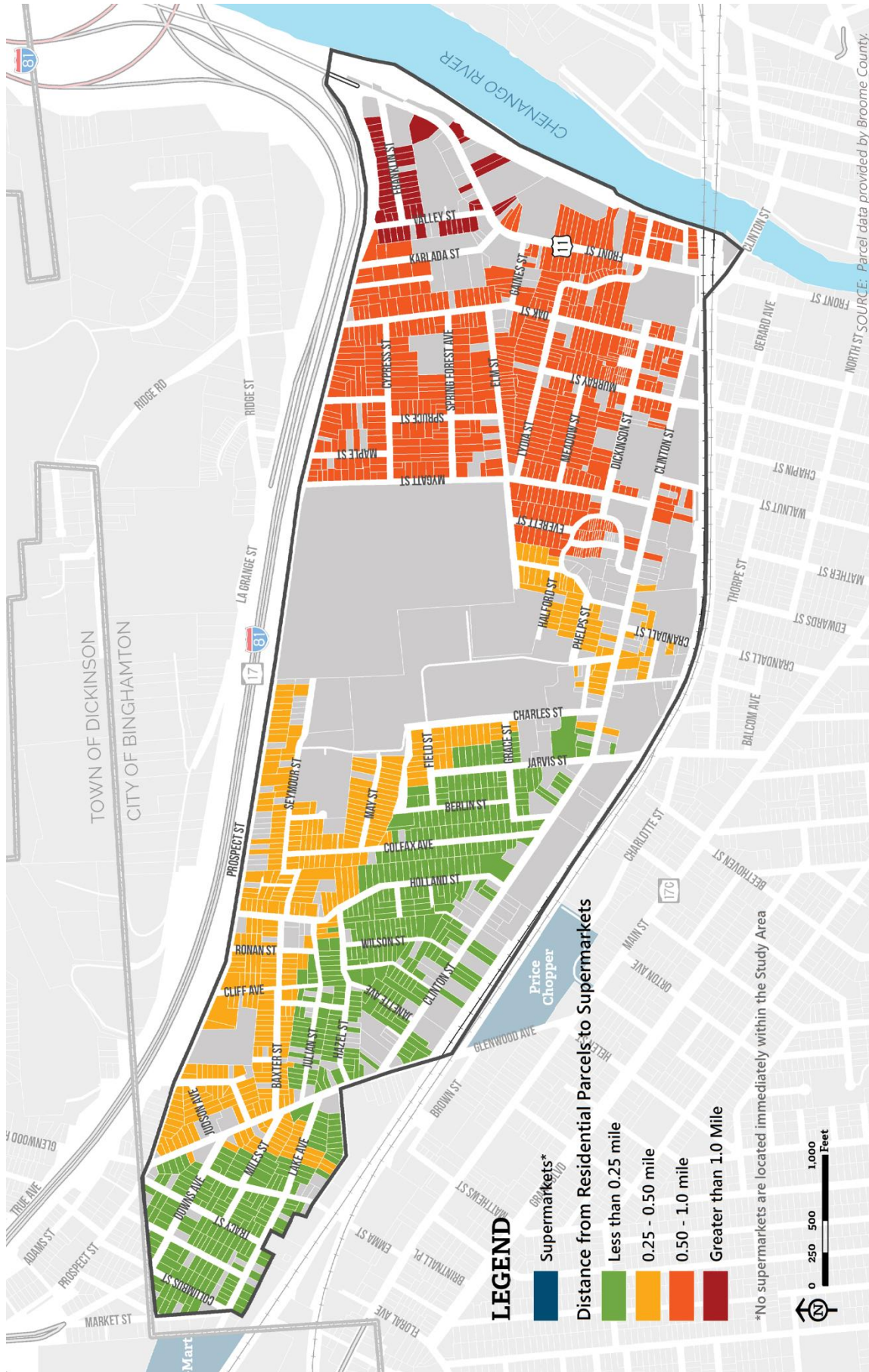
The First Ward is well-located and configured to optimize healthy living options, such as recreational opportunities, parks, open spaces, and access to healthy food. Later sections of this report describe the types of actions the City may consider to ensure that residents have continued and improved access to parks, recreational opportunities and grocery stores.



NORTH SOURCE: Parcel data provided by Broome County.

FIRST WARD REVITALIZATION STRATEGY **MAP 9: Distance to Parks** *This document was prepared for the City of Binghamton and the New York State Department of State with funds provided through the Brownfield Opportunity Areas Program.*





FIRST WARD REVITALIZATION STRATEGY

MAP 10: Distance to Grocery Stores

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NORTH ST SOURCE: Parcel data provided by Broome County.

Building Inventory

The First Ward contains a number of significant buildings. The inventory of significant buildings identifies important assets that contribute to the architectural, social, and economic character of the neighborhood as well as any redevelopment opportunities that may exist. Buildings were evaluated based on the following criteria:

- Reuse potential
- Historic, cultural and/or architectural significance
- Current social/economic significance

The buildings that best meet the criteria are described below, with relevant information such as the number of stories, gross square footage, original use, current use, condition, and ownership status.

Criterion #1: Reuse Potential



E.H. Titchener & Co. Building: 2 Titchener Place
Gross Square Footage: 84,000
Original Use: Industrial Manufacturing
Current Use: Vacant
Condition: Deteriorated
Ownership: Private
Stories: 1



Broome County Health Department: 215 Front Street
Gross Square Footage: 51,400
Original Use: Unknown
Current Use: Office (Broome County Health Department)
Ownership: Private
Condition: Fair
Stories: 1



Former Anitec Factory: 15 Charles Street
Gross Square Footage: 75,000
Original Use: Anitec Factory
Current Use: Mostly Vacant
Condition: Deteriorated
Ownership: Private
Stories: 4



Cogeneration Power Plant: 22 Charles Street
 Gross Square Footage: 20,000
 Original Use: Power plant
 Current Use: Vacant
 Condition: Fair
 Ownership: Private
 Stories: 3+



Former Firehouse Station 6: 4 West Street
 Gross Square Footage: 4,600
 Original Use: Firehouse
 Current Use: Vacant
 Condition: Deteriorated
 Ownership: Public
 Stories: 2

Criterion #2: Historic, cultural and/or architectural significance



SS. Cyril & Methodius Roman Catholic Church: 150 Clinton Street
 Gross Square Footage: 11,000
 Original Use: Same as current
 Current Use: Church
 Condition: Good
 Ownership: Private, non-profit
 Stories: 3



St. Michael's Greek Catholic Church: 288 Clinton Street
 Gross Square Footage: 7,500
 Original Use: Same as current
 Current Use: Church
 Condition: Good
 Ownership: Private, non-profit
 Stories: 2+



Holy Spirit Byzantine Church: 360 Clinton Street
 Gross Square Footage: 4,500
 Original Use: Same as current
 Current Use: Church
 Condition: Good
 Ownership: Private, non-profit
 Stories: 3+



Marlborough Building: 81 Clinton Street
 Gross Square Footage: 8,400
 Original Use: Hotel/Bank
 Current Use: Retail/Residential
 Condition: Good
 Ownership: Private
 Stories: 3



Schoolhouse Apartments: 144 Clinton Street
 Gross Square Footage: 17,000
 Original Use: School
 Current Use: Senior Housing
 Condition: Good
 Ownership: Private
 Stories: 3



Ascension Lutheran: 324 Clinton Street
 Gross Square Footage: 5,200
 Original Use: Same as current
 Current Use: Church
 Condition: Good
 Ownership: Private
 Stories: 3+



Former Bruun and Co./Agfa-Ansco, No. 99: 171-177 Clinton Street
 Gross Square Footage: 13,600
 Original Use: Industrial. Agfa-Ansco Factory
 Current Use: Retail/Residential
 Condition: Good
 Ownership: Private
 Stories: 2

Criterion #3: Current social/economic significance



The Boys & Girls Club of Binghamton: 90 Clinton Street
Gross Square Footage: 3,552
Original Use: Same as current use
Current Use: Community Services (Boys & Girls Club)
Condition: Excellent
Ownership: Non-profit
Stories: 3



Former Anitec Factory: 17 Charles Street
Gross Square Footage: 12,000
Original Use: Anitec Factory
Current Use: Medical offices
Condition: Good
Ownership: Private
Stories: 2



Woodrow Wilson Elementary School: 289 Prospect Street
Gross Square Footage: 90,000
Original Use: Same as current
Current Use: School
Condition: Good
Ownership: Public
Stories: 3



Emerson Network Power: 30 Charles Street
Gross Square Footage: 40,000
Original Use: Same as current
Current Use: Office
Condition: Excellent
Ownership: Private
Stories: 2



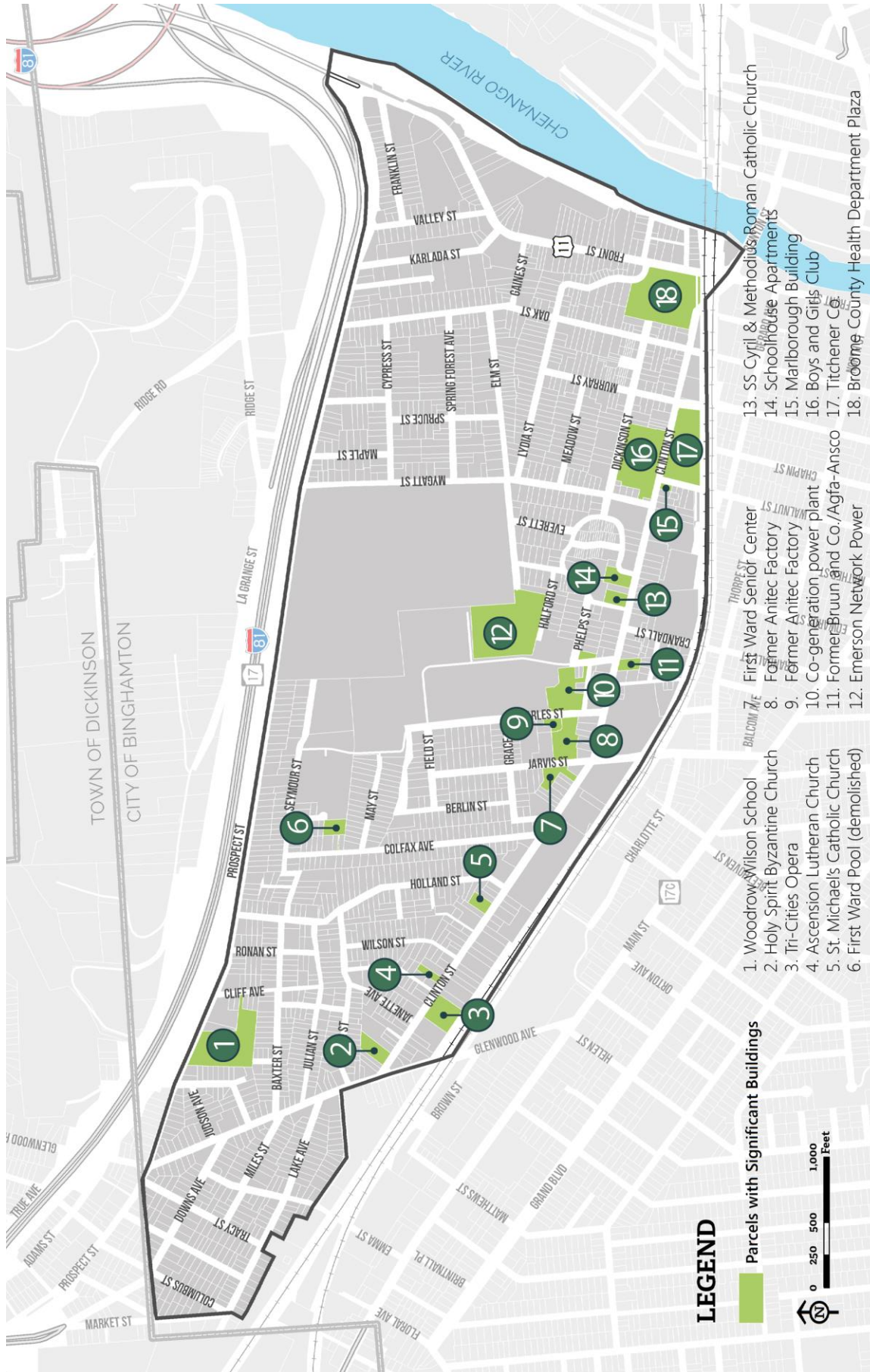
First Ward Senior Center: 226 Clinton Street
Gross Square Footage: 12,000
Original Use: Sokolovna Hall
Current Use: Community Services
Condition: Good
Ownership: Public
Stories: 2+



Tri-Cities Opera: 315 Clinton Street
Gross Square Footage: 4,000
Original Use: Lithuania National Association
Current Use: Performing Arts
Condition: Good
Ownership: Private
Stories: 2



Former Endicott Johnson Medical Clinic
Gross Square Footage: 12,000
Original Use: Medical clinic
Current Use: none
Condition: Good
Ownership: Private
Stories: 2



FIRST WARD REVITALIZATION STRATEGY

MAP 11: Building Inventory

This document was prepared for the City of Binghamton and the New York State Department of State with funds provided through the Brownfield Opportunity Areas Program.



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Historic Resources

The First Ward contains numerous historic buildings, including nationally and locally designated structures. Buildings on the National Register are considered by the federal government to hold culturally significant characteristics that are worthy of preservation. This designation can provide access to state and federal financial incentives (such as historic tax credits). The four buildings in the First Ward that are currently designated on the National Historic Register are described below.

Buildings on the National Register of Historic Places



Bruun and Co./Afga Ansco, No. 99

This historic commercial building was built in 1920. Its two stories were used for offices and facilities for local companies. It has since been converted to apartments on the upper level and retail space on the lower level. This building is located along Clinton Street and was added to the National Register in 2002.



Ansco Company Charles Street Factory Buildings

The Ansco Company, the historic camera and film company, was founded in Binghamton and became one of the City's largest and most important industries. Its Charles Street factory buildings (located on three parcels) include a factory and power house built in 1910 and a warehouse built in 1953. They are the only three remaining industrial buildings associated with the company's Charles Street complex. These buildings were added to the National Register in 2012.



Marlborough Building

Located at 81 Clinton Street, the Marlborough Building was originally built as a hotel in 1914. The three story brick building has intricate façade detailing and is currently used for retail space on the main floor and apartments on the upper floors. These buildings were added to the National Register in 2008.



Saints Cyril and Methodius Slovak Roman Catholic School

This former Catholic school, now known as Schoolhouse Apartments, is a two story brick building constructed in 1910 and located on the First Ward's main commercial thoroughfare, Clinton Street. It was added to the National Register in 2007.

Map 12 shows the location of sites currently on the National Register of Historic Places as well as 26 locally designated Historic Landmarks.

Local Historic Districts and Local Landmarks are designated at the local level and governed by local ordinances, which can impose restrictions on properties within the boundaries of the districts.

The City of Binghamton developed Historic Design Guidelines for property owners who are considering modifications to a historic structure that is designated as a Local Historic Landmark or is within one of the City's locally designated Historic Districts. The City's Commission on Architecture and Urban Design (CAUD) uses the guidelines to evaluate development applications. All proposed projects on properties within a Local Historic District or designated as a Local Landmark are required to obtain a Certificate of Appropriateness from the CAUD. The City does not have the authority to review proposals on properties and structures on the National Register, unless those properties are also locally designated Historic Landmarks.

National Register Nominations

As part of planning process for the First Ward Revitalization Strategy & Master Plan, two buildings were selected for consideration for submittal on the National Register of Historic Places. These buildings were selected for their architectural and cultural importance in the community, as well as their potential to be rehabilitated and adaptively reused as mixed-use buildings.

- 315 Clinton Street (Tri-Cities Opera)
- 305 Clinton Street (Former Wilson Hospital)



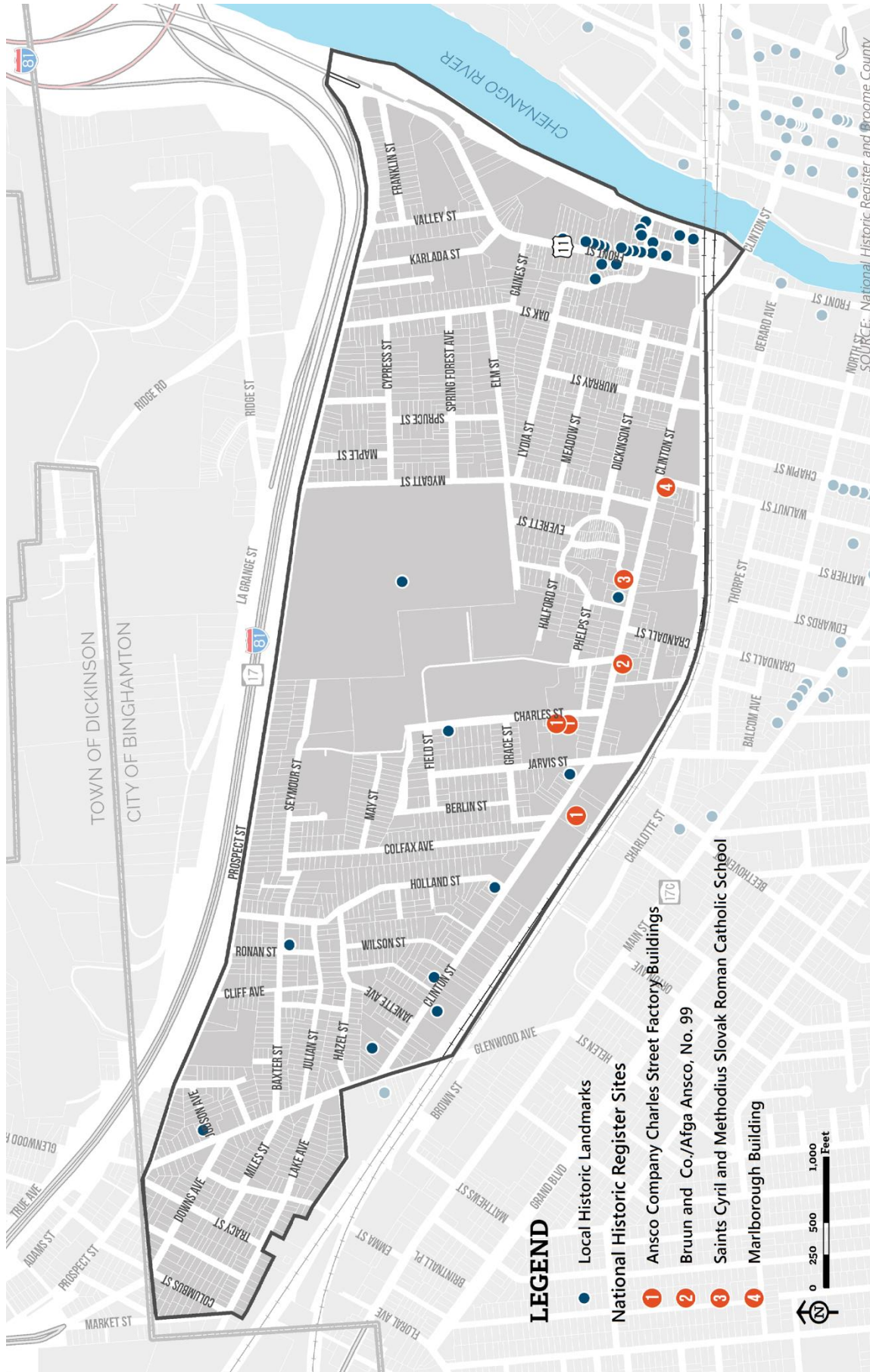
305 Clinton Street (former Endicott Johnson Medical Clinic)



315 Clinton Street (Tri-Cities Opera)

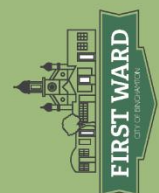
The nomination forms were submitted to NYS Historic Preservation Office (SHPO) for review and approval. If approved, the buildings will be officially listed on the National Register of Historic Places, thus offering property owners and developers potential future access to state and federal financial incentives (such as historic tax credits).

Full copies of the nomination forms, including detailed descriptions of each building are included in Appendix F Historic Register Nominations.



FIRST WARD REVITALIZATION STRATEGY MAP 12: Historic Resources

This document was prepared for the City of Binghamton and the New York State Department of State with funds provided through the Brownfield Opportunity Areas Program.



Infrastructure

The nature of existing infrastructure systems can help guide the planning process by identifying strengths and weaknesses, as well as ways to leverage existing facilities to support redevelopment. Urban infrastructure, including water, sewer, and streets, has played a major role in the growth and development of the First Ward. This section describes (1) transportation infrastructure, including the street network, bike/pedestrian facilities, parking facilities, gateways, public transportation and freight rail and (2) water and sewer/storm sewer infrastructure.

Major Corridors

The First Ward is connected to a network of interstate highways that provide access to other major cities in the region, including Syracuse, Albany and the capital region, New York City and Philadelphia. The neighborhood bordered on three sides by natural and man-made boundaries: the Chemung River to the east, the Norfolk Southern rail corridor to the south, and Route 17/I-86 to the north, highlighting the critical importance of transportation access to the neighborhood. The primary corridors into and through the neighborhood are Front Street (NYS Route 11), Glenwood Avenue, Clinton Street, Prospect Street, and Mygatt Street. Figure 21 lists key characteristics for these corridors.

Figure 21 Characteristics of Principal Corridors

Street	Average vehicles per day	Road classification	Pavement width	Pavement condition	Pedestrian facilities/bicycle facilities	On street parking
Glenwood Avenue	12,223	Urban Major Collector	34 feet	9 out of 10 (excellent)	5 to 7 foot sidewalks. No bike lanes	Both sides. Unmarked. Unmetered.
Clinton Street	9,955	Urban Major Collector	34 feet	8 out of 10 (good)	7 foot wide sidewalks. No bike lanes	One side. Marked on-street. Some metered
Front Street	10,089	Urban Minor Arterial	30-34 feet	5 out of 10 (poor)	5 to 7 foot sidewalks. No bike lanes.	No on-street parking allowed
Prospect Street	9,377	Urban Major Collector	28 feet	5 out of 10 (poor)	4 to 7 foot sidewalks. No bike lanes	South side only. Unmarked. Unmetered.
Mygatt Street	2,875	Urban Major Collector	30 feet	5 out of 10 (poor)	5 to 7 foot sidewalks. No bike lanes	Alternating sides. Unmarked. Unmetered.

Source: Bergmann Associates, 2014

Note: Pavement conditions ratings scale established by the New York State Department of Transportation.

Local Streets

The network of local streets in the First Ward is arranged in a modified grid, interrupted in some locations by large residential blocks, the cemetery and Charles Street Business Park. Given the densely developed nature of the study area, intersections are moderately sized, which limits mobility for large commercial vehicles. All streets within the neighborhood currently function within capacity and are posted at the City speed limit of 30 miles per hour.

The City operates a street and pedestrian lighting system within the study area consisting of pole-mounted fixtures. These fixtures are utilized exclusively along street rights-of-way to enhance the safety and security of the roadway.

NYS Route 17/I-86 Improvements

Improvements to NYS Route 17/I-86 (scheduled for completion in 2015) include reconstructing and performing safety improvements on NYS Route 17, just north of the study area, from just east of Interchange 71 (NYS 17) to just west of Interchange 4 (NYS 17 / I-81). This project includes relocating the westbound off-ramp (Interchange 72) approximately 1,500 feet west of its present location and providing a new connection to Prospect Street. Additionally the project includes roadway improvements to Prospect Street and Front Street, with improvements to the eastbound off-ramp (Interchange 72) to Front Street. The eastbound off ramp to Front Street will be widened for additional turn lanes. Additionally, Prospect Street and Front Street will be widened for additional turn lanes and bicycle accommodations (a short bike lane and 14' travel lane adjacent to curb for bicycles).



A newly constructed underpass (from Prospect Street) beneath Route 17/I-86 provides access to the relocated/reconstructed westbound on- and off-ramps.

Parking Inventory

Public parking in the First Ward consist primarily of on-street parking, with one publicly owned off-street parking lot. A total of 226 on-street parking spaces are located along Front Street, Clinton Street and Glenwood Avenue.

Figure 22 notes the number, type, and general location of on-street parking spaces along these corridors.

There is one city-owned parking lot in the First Ward, located at 107 Clinton Street (54 parking spaces). The remaining parking facilities provided in the study area are located on private property. While businesses are served by a mix of on-street and off-street parking, business owners have observed a shortage of convenient parking spaces available to serve businesses along Clinton Street and Glenwood Avenue, as well as inconsistent enforcement of on-street parking.



Metered on-street parking facilities on Clinton Street, looking west.



The City-owned parking lot at 107 Clinton Street (54 spaces).

Figure 22 On-Street Parking Spaces

Street			Spaces	Time restriction	Metered
Front Street					
Winding Way	to	Gaines Street	27	no	0
Clinton Street (marked spaces)					
Glenwod	to	Janette	6	2 hr	0
Janette	to	Stanley	4	2 hr	0
Stanley	to	Wilson	9	2 hr	0
Wilson	to	Matis	5	2 hr	0
Holland	to	Colfax	11	2 hr	0
Colfax	to	Grace	3	2 hr	0
Grace	to	Jarvis	4	2 hr	0
Jarvis	to	Charles	5	2 hr	0
Charles	to	West	10	2 hr	0
West	to	St. Cyril	8	2 hr	3
St. Cyril	to	Starr	9	2 hr	0
Starr	to	Mygatt	11	2 hr	0
Mygatt	to	Murray	32	2 hr	32
Murray	to	Oak	5	2 hr	0
Oak	to	Front	No Parking		0
Glenwood Avenue (marked spaces)					
Lake	to	Miles	9	no	0
Miles	to	Downs	12	no	0
Downs	to	Prospect	17	no	0
RR	to	Lake	No Parking	no	0
RR	to	Clinton	No Parking	no	0
Clinton	to	Hazel	4	15 minute	4
Hazel	to	Julian	7	no	0
Julian	to	Baxter	4	no	0
Baxter	to	Loraine	4	no	0
Loraine	to	Judson	5	no	0
Judson	to	Prospect	15	no	0
Total			226		39

Source: Bergmann Associates, 2014

Pedestrian/Bicycle Access and Connectivity

Front Street, Clinton Street and Glenwood Avenue are all equipped with sidewalks at least five feet in width (and seven feet in some locations). Most local streets have sidewalks. These facilities generally lack ADA (Americans with Disabilities Act) accommodations, such as curb ramps and detectable warning units. Given the relatively narrow pavement widths on most streets (between 28 and 34 feet), there are no striped bicycle lanes in the neighborhood. Bicycles are expected to share the roadway with vehicles. The numerous staggered intersections and limited crosswalks make crossing of Front/Clinton/Glenwood challenging and potentially unsafe for pedestrians.



Existing crosswalk at the intersection of Clinton Street and Charles Street, looking south towards the railroad tracks

Further impacting pedestrian and bicycle connectivity, is **the neighborhood's modified grid configuration** which contains only two east/west connections. The Clinton Street/Glenwood Avenue corridor is the primary east/west route through the neighborhood, while prospect Street is a secondary east/west connection (though steep grades make it less usable for bicycle and pedestrians). There are no other direct east/west connections within the neighborhood, thus leading pedestrians and bicycles to use auto-dominated routes. The two primary north/south connections in and out of the neighborhood are Front Street and Glenwood Avenue. Due to the steep grades in the northern portion of the study area (which slopes upward towards Prospect Mountain), there are few north/south

connections. Mygatt Street, Oak Street and Holland Street provide north/south connections between Clinton Street and Prospect Street. The overall lack of street connectivity can make it difficult for pedestrians and bicycles to traverse the neighborhood.

Gateways

Though the First Ward is a major gateway to Binghamton, there are few gateway features that provide a welcoming entrance to the neighborhood. Front Street is a major gateway into downtown Binghamton and the First Ward neighborhood. Yet residents, stakeholders, and experts **have noted the street's lack of welcoming gateway features and general visual appeal**. The Front Street Gateway project, which began construction in June of 2014, is expected to improve the appearance of sidewalks, curbs, and landscaping. Yet additional improvements, such as signage, lighting and landscaping are needed to create a truly welcoming gateway into the city and the neighborhood.

Residents have also noted the lack of gateway features at the entrances to the Charles Street Business Park, which further hampers efforts to promote the site (as the site is virtually hidden within the neighborhood despite its size and development potential).

The four existing rail underpasses in the study area also act as gateways in and out of the neighborhood, yet many of these underpasses are in disrepair and do not offer an inviting or welcoming entry into the neighborhood. Improving gateways to and within the neighborhood and the Charles Street Business Park will be a key consideration in the development of the Revitalization Strategy and Master Plan.



The existing gateway to Charles Street Business Park, looking north (Clinton Street and Charles Street)

Transit

The local bus service, Broome County Transit, provides fixed-route urban service (\$1.50) and a curb-to-curb rural service (\$3.00) throughout the county. The First Ward is served by two fixed bus routes with stops at most intersections going in both directions (along Front/Clinton/Glenwood). The #8 Front Street route provides access to downtown Binghamton, Workforce NY, the Broome County Health Department, Sunrise Terrace, Chenango Park and SUNY Broome. The #7 Clinton Street serves downtown Binghamton, Antique Row, the Boys and Girls Club, Johnson City Walmart, Oakdale Mall, OMH Community Treatment and Recovery and others.

The Greater Binghamton Transportation Center provides connection service to local, regional, interstate, and international transportation carriers. The transportation center is located in downtown Binghamton, just across the Chenango River from the First Ward.

Rail Infrastructure

Binghamton is served by four rail lines: the Norfolk Southern Railway, the Canadian Pacific Railway, the New York, Susquehanna and Western Railway, and the Central New York Railway. The Norfolk Southern Railway line runs along the southern border of the First Ward. The approximate rail volume through the study area is 10 trains per day. There are four above-grade rail crossings in the study area, at (1) Clinton Street/Front Street, (2) Murray Street, (3) Jarvis Street and (4) Glenwood Avenue. There was previously a turnout connection located adjacent to the Titchener site, which served the Titchener Company. That turnout has since been abandoned and is no longer serviceable. A business requiring a turnout connection to the mainline in that location would be required to purchase the connection from Norfolk Southern through the railroad's established process.

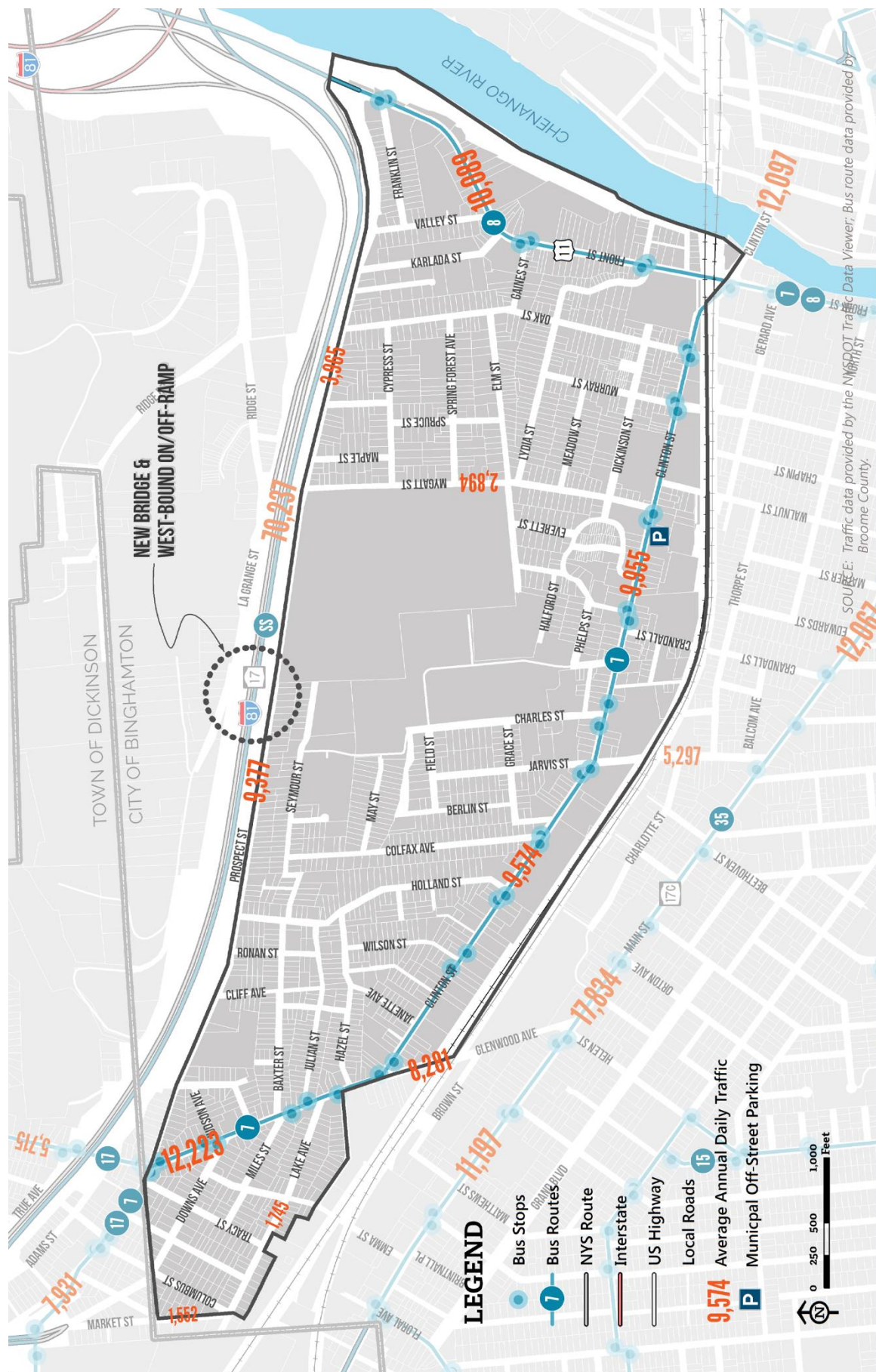


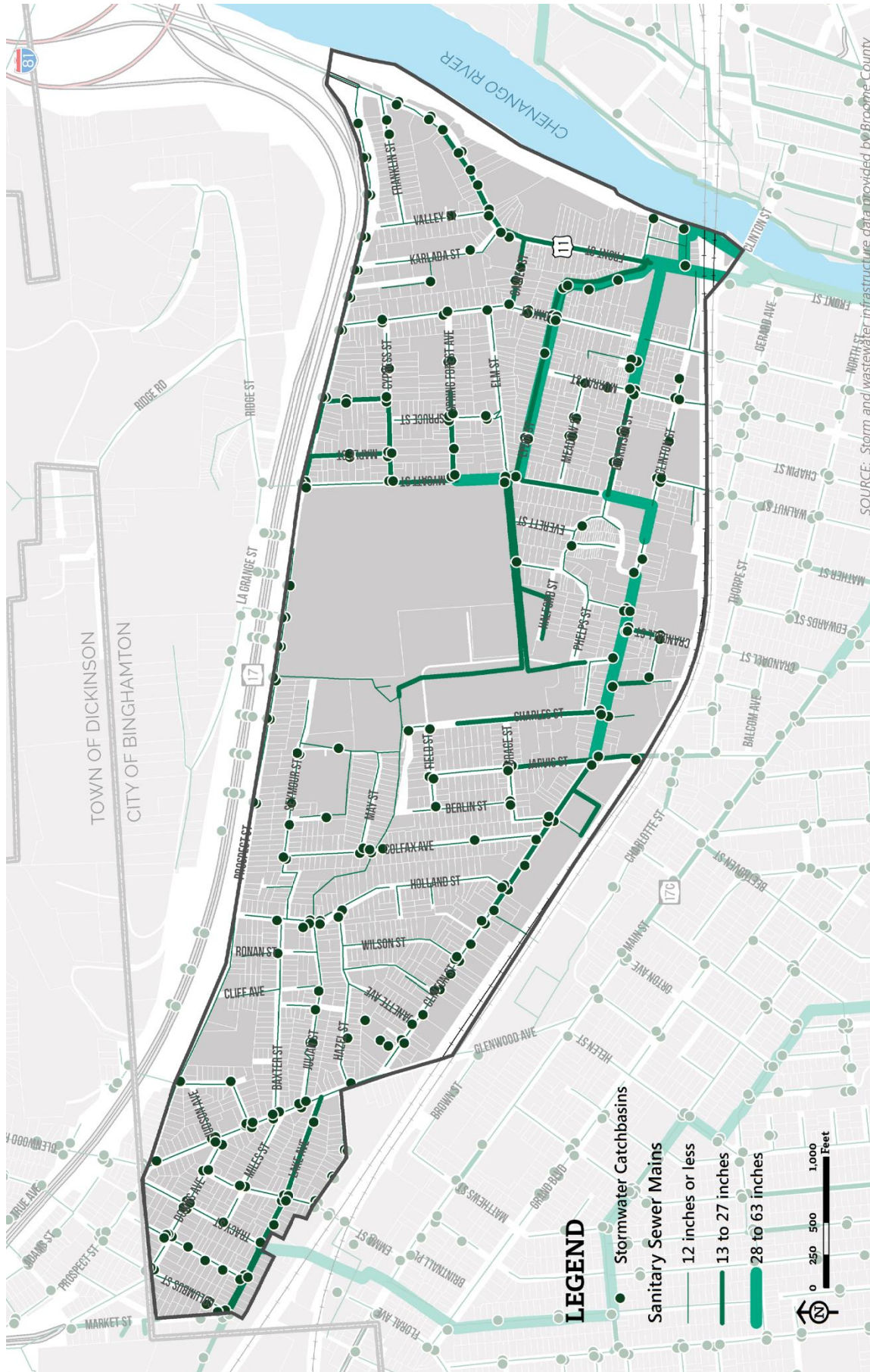
Railroad overpass on Jarvis Street, south of Clinton Street.

Although the area is well-connected to industrial rail lines, Amtrak passenger rail does not currently serve the Binghamton area. The last passenger rail through the area was provided by the Erie Lackawanna, which was discontinued in 1970. The nearest passenger rail services are available in Syracuse, Utica and Albany.

Water and Sewer

Map 14 and Map 15 show water and storm sewer infrastructure in the First Ward. The neighborhood contains adequate urban utility infrastructure, including major water and sanitary sewer facilities. There are two large water mains in the First Ward. The first runs along Clinton Street between Jarvis and Murray Streets and the second runs along Prospect Street south towards Front Street via Valley Street. A major combined sewer flows east on Lloyd Street towards Front Street and the Chenango River.





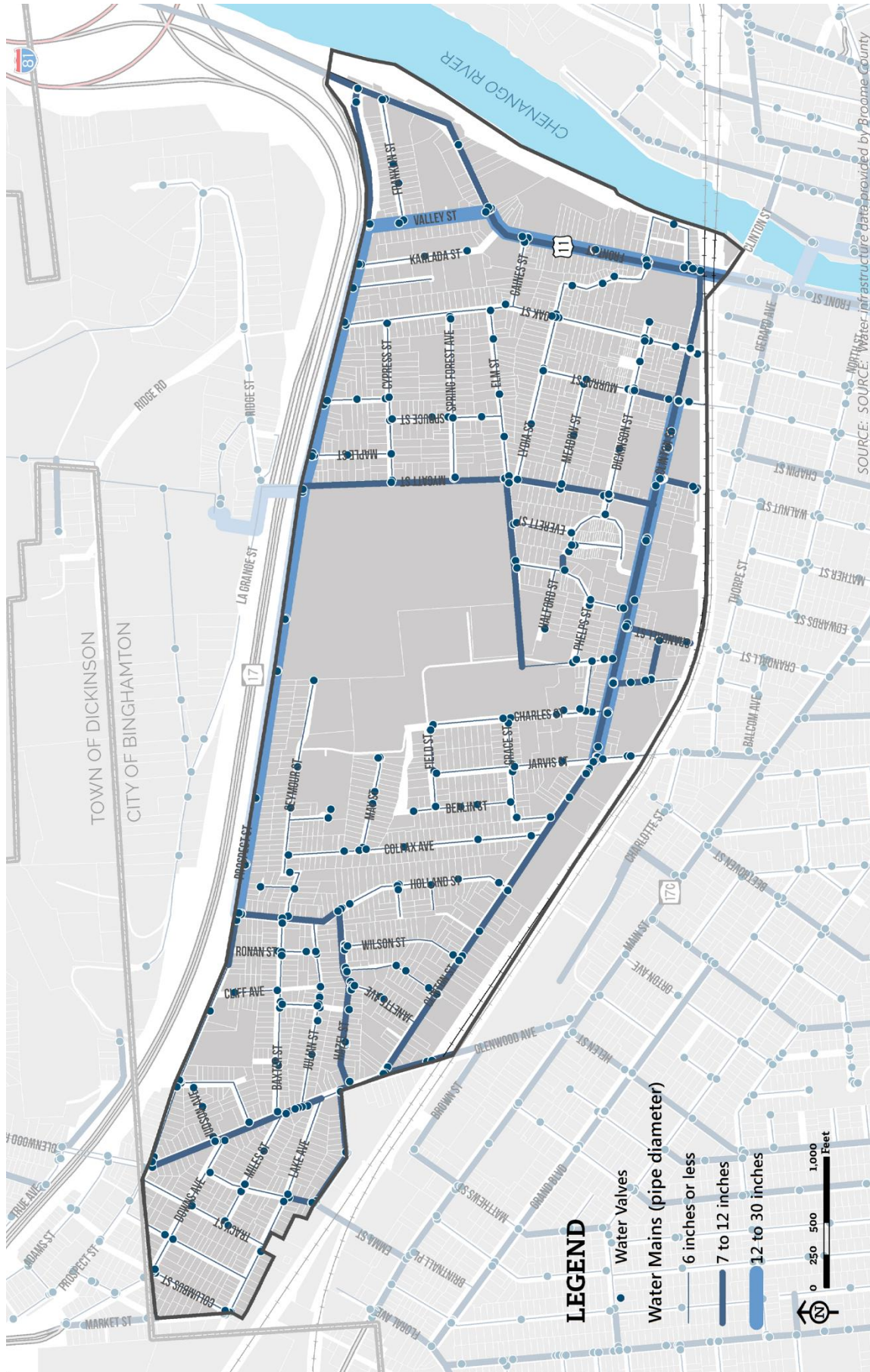
FIRST WARD REVITALIZATION STRATEGY

MAP 14: Stormwater & Wastewater

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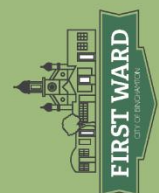
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SOURCE: SOURCE: Water infrastructure data provided by Broome County

FIRST WARD REVITALIZATION STRATEGY MAP 15: Water Infrastructure

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Natural Resources and Environmental Features

Because Binghamton is located at the confluence of the Susquehanna and Chenango Rivers, many of the city's environmental features (and hazards) are directly related to its water resources. Although the First Ward is a developed urban area, there are natural features that impact the neighborhood and have implications for future redevelopment opportunities. The features discussed in this section include:

- Watersheds
- Rivers
- Wetlands
- Topography and soils
- Groundwater.
- Erosion Hazard Areas
- Air Quality
- Visual Quality
- Fish and Wildlife Habitat
- Threatened and Endangered Species
- Agricultural Lands
- Local, State or Federal Designated Resources
- Floodplains

This section describes these natural features and their potential impacts on the First Ward. Because flooding is a key issue in the First Ward, it is discussed separately in Section 0 Floodplains.

Watersheds

The First Ward is located within the Susquehanna River Watershed, which is a 4,520 square-mile area that drains into the Susquehanna River. It is home to the native Brook Trout fish species and is one of the most flood prone areas in the US, experiencing a major devastating flood on average every 14 years.^{ix} All activities that take place within a watershed including construction, recreation and industry can impact the environmental integrity of the watershed. Additionally, impacts to watersheds or surrounding waterbodies do not remain local because they often impact areas more significantly upstream or downstream. The Susquehanna River connects to the Chesapeake Bay Watershed, which stretches across 64,000 square miles and encompasses portions of six states. Major tributaries located within the watershed include the Chenango, Tioughnioga, Unadilla Rivers and Owego Creek. The watershed also has 130 freshwater lakes, pond and reservoirs that together occupy 16,521 acres of land. According to the Department of Environmental Quality (DEC) Waterbody Inventory for this watershed, a small stretch of the Susquehanna River was slightly impaired near Binghamton, meaning it is in good condition, but has had chronic or recurring monitored violations of water quality. The river otherwise exhibited improved health from prior sampling periods.

Rivers

The Chenango River, a tributary of the Susquehanna, forms the eastern boundary of the study area. The Chenango River is 90 miles long, stretching from Madison, New York southeast to the Tioughnioga River before joining the Susquehanna River in downtown Binghamton. A floodwall separates the river from properties located along Front Street. There is currently no public river access from any point in the First Ward.



The floodwall along the Chenango River in the First Ward, looking southwest towards downtown Binghamton.

Wetlands

Wetlands in New York state are regulated by two agencies: (1) the New York State Department of Environmental Quality (NYSDEC) and (2) the U.S. Fish and Wildlife Service National Wetland Inventory (NWI). Both agencies produce maps that identify potential wetlands:

- [New York State Department of Environmental Conservation](#). According to NYSDEC maps, there are no state regulated wetlands located in or around the study area.
- [National Wetland Inventory](#). The First Ward study area contains a 7-acre Riverine wetland that overlaps the banks of the Chenango River on the very eastern edge of the study area (illustrated in Map 16 Wetlands). A Riverine wetland is a wetland within river and stream channels. There are two Palustrine Emergent wetlands located north of the study area (outside the boundary). A Palustrine Emergent wetland contains rooted herbaceous vegetation that extends above the water surface.

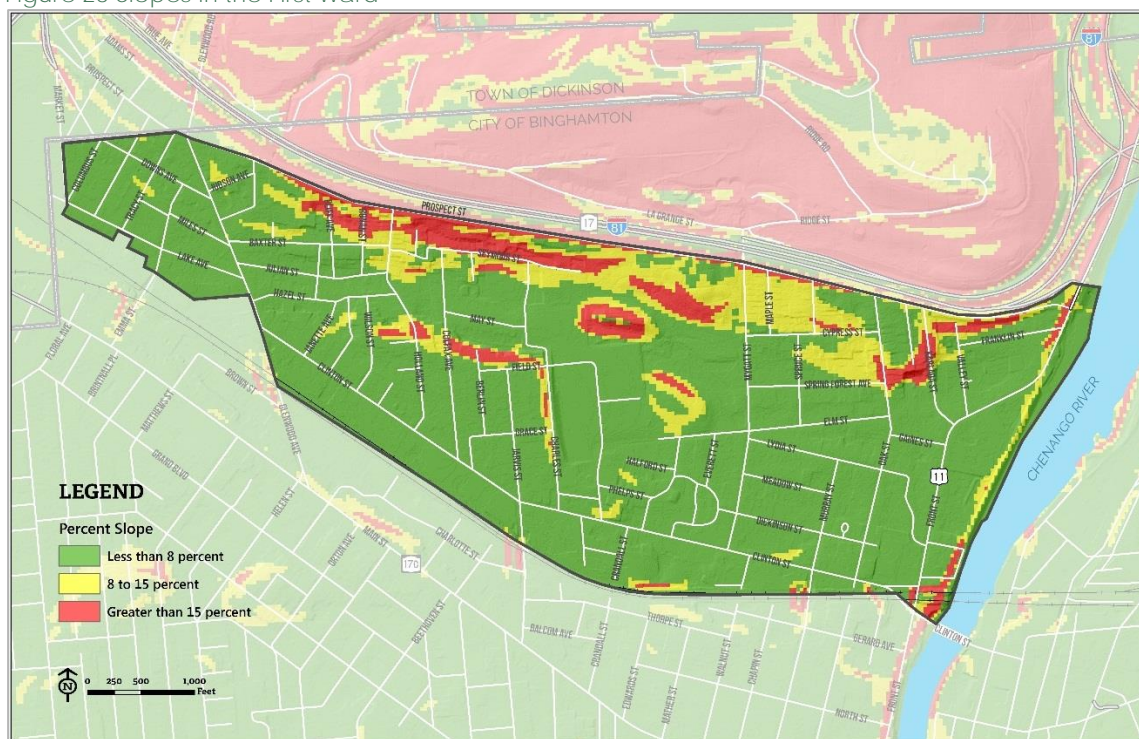
Due to their limited scope, it is not expected that existing wetlands will inhibit major redevelopment efforts in the First Ward neighborhood.

Topography and Soils

Map 17 shows topography within the neighborhood. The First Ward rises from an elevation of 827 feet at the Chenango River up to an elevation of 924 feet at Prospect Street. The steepest slopes are located just south of Prospect Street, descending to level out closer to the river. Despite the existence of steep slopes, much of the First Ward is characterized by relatively flat surfaces. The consistent elevation levels within the study area indicate that topography should not be a primary consideration associated with future development.

The soils within the First Ward study area are predominately Till (t), covering 75% of the land area, and 25% covered by Recent Alluvium (al), which are commonly found in developed, urban areas.

Figure 23 Slopes in the First Ward



Source: Broome County One-foot Digital Elevation Model

Groundwater

The Department of Environmental Conservation defines groundwater as "...water found in the spaces between soil particles and cracks in rocks underground located in the saturation zone. Cracks in rocks can be due to joints, faults, etc. Groundwater is a natural resource that is used for drinking, recreation, industry, and growing crops." Groundwater can come from numerous sources, such as springs, wells, and aquifers. Aquifers are underground geological formations able to store and yield water. The primary aquifer in the First Ward is the Clinton Street-Ballpark Sole Source Aquifer, which is a source of drinking water for the area. The aquifer is split into two types that are present in the First Ward:

- **Confined aquifers** are groundwater storage areas located between two layers of impermeable materials (such as clay) that impede the flow of water in and out of the aquifer. There is a confined aquifer located in the northern portion of study area, roughly north of Elm Street and Field Street.
- **Unconfined aquifers** do not have an upper confining layer and are instead bounded only by the water table. As a result, unconfined aquifers are more vulnerable to contamination than confined aquifers. There is an unconfined aquifer located in the southern portion of the study area, roughly south of Elm Street and Field Street (where the slopes become less steep).

Current groundwater conditions are believed to be among the various factors that may contribute to the flood hazards in the neighborhood by preventing drainage of stormwater runoff. However, it is not expected that groundwater conditions will impact redevelopment efforts. Redevelopment in urban settings like the First Ward can impact groundwater, particularly in areas with potential contamination. It will be especially important for future development proposals to consider impacts on groundwater and conduct necessary investigations/analyses to ensure that impacts to groundwater are avoided or mitigated.

Erosion Hazard Areas

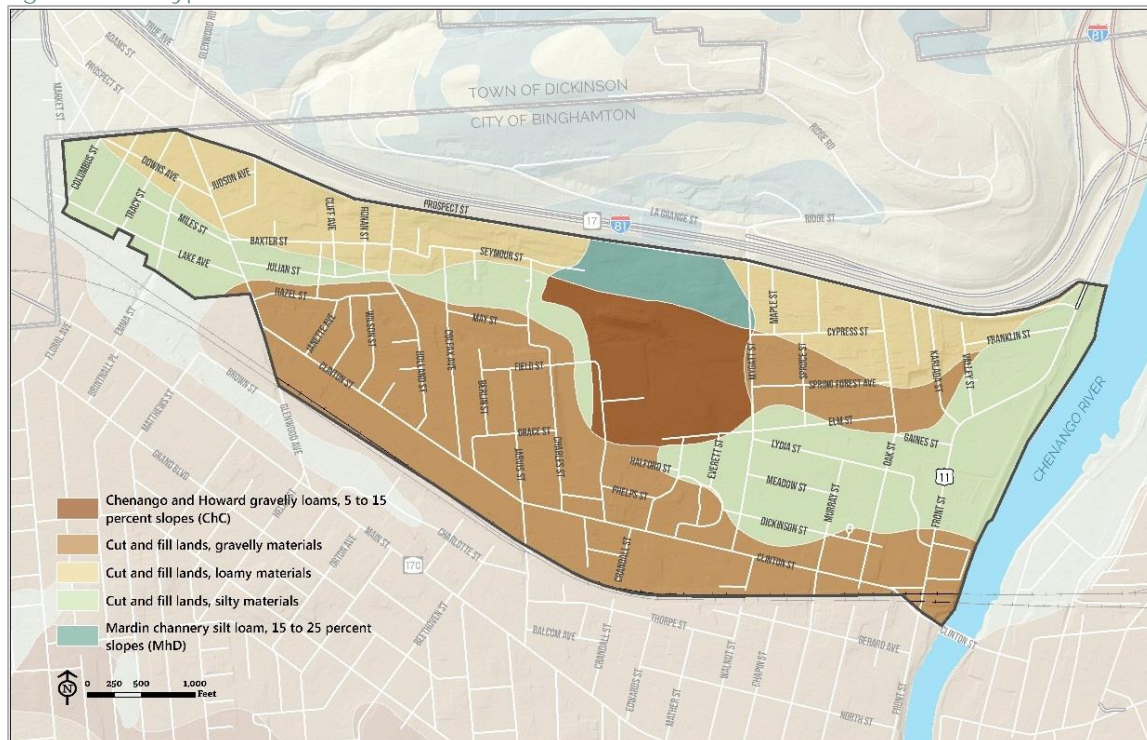
Soil erosion is the gradual process by which soil particles are removed from the soil by wind and water and plays a major role in shaping the ground surface. As such, the erosive characteristics of the soil can play a

considerable role in the type of development locating in an area. Based on a review of the Broome County Soil Survey, the following five soil types underlie the First Ward study:

- Chenango and Howard gravelly loams, 5 to 15 percent slopes (ChC);
- Cut and fill lands, gravelly materials (Cv);
- Cut and fill lands, loamy materials (Cw);
- Cut and fill lands, silty materials (Cy); and
- Mardin channery silt loam, 15 to 25 percent slopes (MhD)

While specific erosion hazard data is not available for soils within the study area, the Broome County Soil Survey notes that erosion is a serious hazard for the MhD soil type. As depicted in Figure 24, this soil type only covers a small portion of the study area (located within a steeply sloped area located just south of Prospect Street). As such, the potential for soil erosion should not be a limiting factor in siting new development.

Figure 24 Soil Types in the First Ward



Source: Broome County Soil Survey

Air Quality

Air quality in the United States is currently regulated through the National Ambient Air Quality Standards (NAAQS) as defined in the Clean Air Act Amendments of 1970 (P.L. 91-604, Sec. 109). The NAAQS identify six categories of pollutants (i.e., criteria pollutants) that are known to harmful to public health and the environment, including:

- Particulate matter;
- Sulfur dioxide;
- Nitrogen dioxide;
- Ozone;
- Carbon monoxide; and
- Lead.

Areas where the concentration of one or more criteria pollutants exceeds the regulated/threshold levels may be designated as a non-attainment area. Once classified as non-attainment, these areas must develop and

implement a plan to come back into compliance with the Clean Air Act or otherwise risk losing certain forms of federal financial assistance. Areas where pollutant concentrations are below the regulated/threshold levels are classified as either attainment or unclassifiable areas (note that areas may be non-attainment for one criteria pollutant and attainment for the others).

The City of Binghamton has been classified as an attainment area according to the NAAQS.

Visual Quality

There are no designated federal or state scenic Byways or scenic roads in the study area. However, the neighborhood contains numerous locally significant vistas, most notably from the northern portion of the study area and along Prospect Street, which offer views of the Chenango River and the river valley to the south.

Fish and Wildlife Habitat

While the majority of the First Ward study area is characteristic of a traditional urban neighborhood, the Spring Forest Cemetery does provide approximately 46 acres of open space, most of which is covered in mature trees. Given the level of development in the study area, however, combined with its adjacency to the I-81 corridor, much of the wildlife likely to be present include various species of urban wildlife (e.g., raccoons, opossum, squirrels).

Threatened and Endangered Species

The U.S. Fish and Wildlife Service (USFWS) is the primary agency responsible for administering the Endangered Species Act, which includes protecting and recovering imperiled species in the United States. The USFWS Information, Planning, and Conservation system assists in determining the potential presence or absence of federal threatened and endangered species in the study area.

According to the USFWS, one endangered or threatened species is potentially located in Broome County:

- Northern long-eared Bat (*Myotis septentrionalis*) – Proposed Endangered Species. This species typically roost singly or in colonies underneath bark, in cavities, or in crevices of both live and dead trees during the summer months, as well as in cooler places such as caves and mines. During the winter, northern long-eared bats hibernate in caves and mines (i.e., hibernacula).

There are also eight species of Migratory Birds of Concern that may potentially inhabit Broome County, including:

- American bittern (*Botaurus lentiginosus*)
- Black-billed Cuckoo (*Coccyzus erythrophthalmus*)
- Canada Warbler (*Wilsonia canadensis*)
- Cerulean warbler (*Dendroica cerulea*)
- Golden-Winged Warbler (*Vermivora chrysoptera*)
- Least Bittern (*Ixobrychus exilis*)
- Wood Thrush (*Hylocichla mustelina*)
- Worm eating Warbler (*Helmitheros vermivorum*)

The New York Natural Heritage Program (NYNHP) provides information as to the potential locations of rare or listed species or significant natural communities as identified by New York State, as well as more specific information regarding federally-listed species. The NYNHP was contacted on July 24, 2014 to determine the potential presence or absence of listed species in the study area. Based on its response dated September 3, 2014, there are three species that have been documented within or near the First Ward study area:

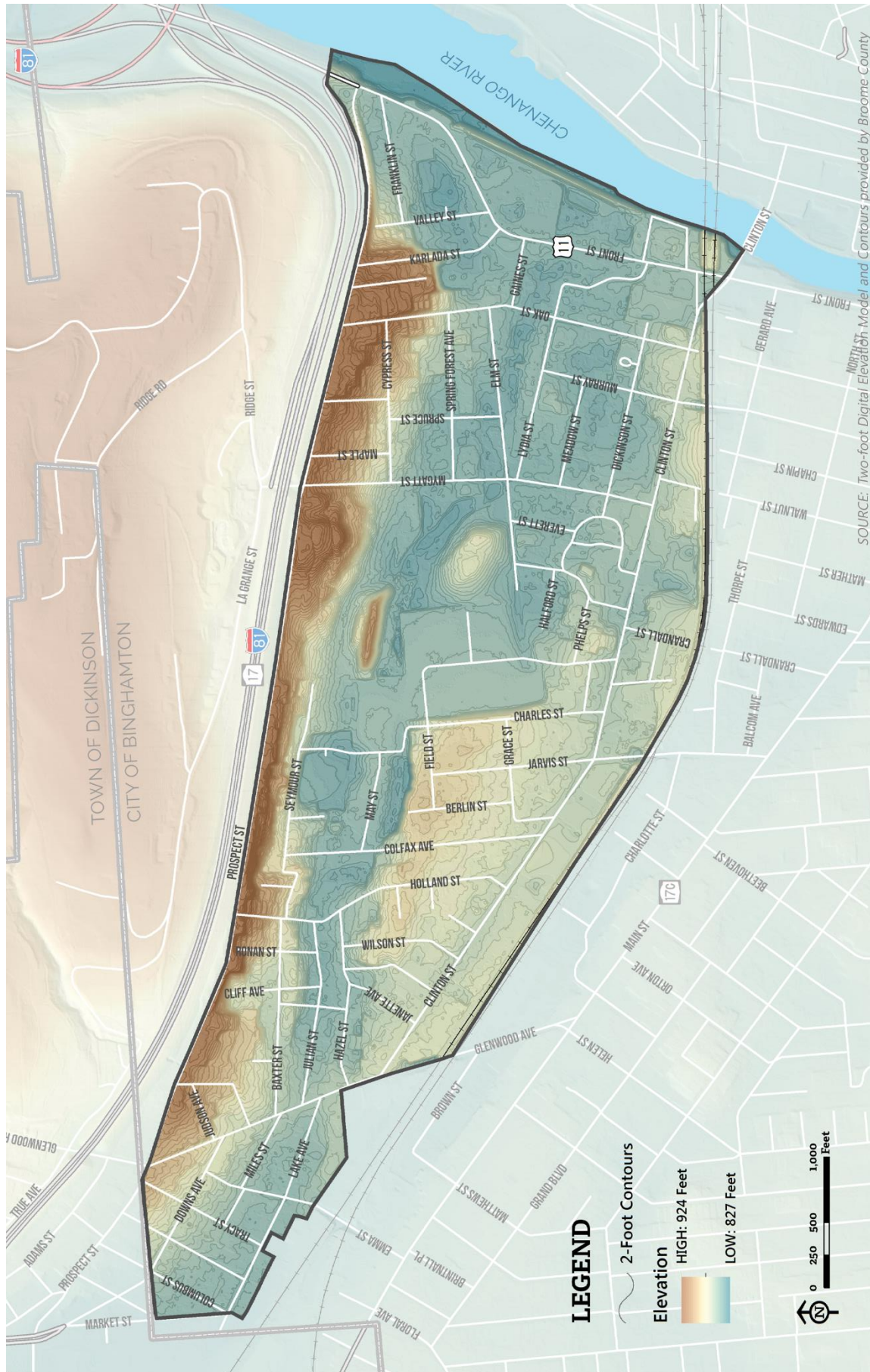
- Peregrine falcon (*Falco peregrinus*) – Endangered (NYS). The peregrine falcon is a crow-sized falcon that is characterized by its blue-grey back, barred white underparts and black head. In urban areas, this species typically inhabits high-rise buildings, large bridges and tall smokestacks. Any nesting locations are likely to be located east of the study area in taller buildings associated with downtown Binghamton.
- Brook floater (*Alasmidonta varicosa*) – Threatened (NYS). This species of freshwater mussel resides in large and small high-relief streams and is typically found under boulders or buried in the sand. Although not specified by the NYNHP, it is likely that this species could inhabit the Chenango River.
- Yellow lampmussel (*Lampsilis cariosa*) – Unlisted, but Vulnerable (NYS). The yellow lampmussel is a species of freshwater mussel prefers large rivers and is often found in sand/silt substrates. Although not specified by the NYNHP, it is likely that this species could inhabit the Chenango River.

Agricultural Lands

There are no agricultural lands located in the First Ward.

Local, State, Federal Designated Resources

Local, state and federally designated resources can include features like habitat preserves, state parks and national forests/parks. With the exception of buildings listed on the National Register of Historic Places (discussed in previous sections), there are no local, state or federally designated resources in the First Ward.



FIRST WARD REVITALIZATION STRATEGY MAP 17: Topography

This document was prepared for the City of Binghamton and the New York State Department of State with funds provided through the Brownfield Opportunity Areas Program.



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Floodplains

Flooding has presented significant challenges for the First Ward and will likely continue to influence decisions about the size and location of potential development in the neighborhood. The root causes of flooding in the First Ward are complex, involving three major factors:

- The First Ward contains a system of buried streams and other storm sewer pipes. The buried streams (Trout Brook and McDonald Creek) occasionally reach the capacity of their conduits and overflow, which leads to flooding.
- Large floods on the Chenango River can overtop the existing floodwall.^x
- Development in adjacent Johnson City has obstructed stormwater drainage, which has historically drained westward into Choconut Creek.

Floodplain boundaries

Map 18 shows the current FEMA floodplain boundaries, which were established by FEMA in 1977. The 100-year floodplain boundary is located entirely within the river flood protection system (i.e. behind the flood wall), thus no properties in the First Ward are currently in the 100-year floodplain. As a result of flooding in 2005 and 2006, FEMA proposed revisions to the floodplain boundaries and issued revised maps in 2010 (illustrated in Map 20). However, as of 2014, the proposed boundaries are still under review and have not yet been adopted.



Flood damaged properties located on Valley Street

After more significant flooding in 2011, the City of Binghamton investigated the extent of the damage in the First Ward, which included 523 properties (77 acres). Map 19 shows properties that were impacted during this flood and also illustrates the complexity of the flooding in the project area: some properties were damaged when the Chenango River floodwall overtopped (near the intersection of Franklin Street and Front Street). Other areas were flooded for other reasons, such as poor drainage and buried creeks, but not as a result of the floodwall overtopping.

Regulation of Floodplains

The Federal Emergency Management Agency (FEMA) administers the National Flood Insurance Program (NFIP), a voluntary program that makes flood insurance available in communities that adopt floodplain management standards. FEMA issues maps of flood prone areas to communities that participate in the NFIP. Because Binghamton participates in the NFIP, property owners in the city can purchase flood insurance (flooding is not covered in standard homeowners' insurance policies). The provisions of the NFIP require property owners with federally-backed mortgages located in mapped 100-year floodplain areas (called Special Flood Hazard Area, or SFHA) to purchase flood insurance as a condition of the loan. Property owners outside the SFHA may purchase flood insurance (but are not required to). Since the First Ward does not contain any areas in the 100-year flood plain currently, no one is required to carry flood insurance. However, about 30 property owners the neighborhood carry flood insurance.

Given the flood hazards described above, strategies for the First Ward to become more resilient to flooding will be a key component of the Revitalization Strategy. Later sections of this document provide detailed recommendations about what steps the City of Binghamton can take to reduce future flood risk and mitigate potential impacts.

Biggert-Waters Reform Act

As described above, the First Ward is not currently in a Special Flood Hazard Area (SFHA). However, potential future boundary changes could place numerous First Ward properties in the SFHA, making flood insurance a requirement on a federally-backed mortgage. The Biggert-Waters Flood Insurance Reform Act of 2012 made a number of changes to the NFIP, with the aim of making the program more financially stable. The law was originally intended to phase out the subsidized premium rates for about 20% of property owners. In March 2014, the law was amended to resolve many unintended consequences. Most notably, the amendments capped the premium increase at 18% annually for new properties and 25% for older properties.

Flood Hazard Mitigation and Resiliency

Becoming more resilient to flooding can involve both structural and non-structural approaches. Encouraging more residents and business owners in the First Ward to purchase flood insurance can assist in flood recovery efforts. The City can help reduce the cost of flood insurance by participating in a FEMA program called the Community Rating System (CRS) (more information can be found on page 134). Communities that participate in CRS essentially document the actions they are taking, which are above the minimum required by FEMA, to make the community safer from flooding. Participation in CRS requires a total commitment from all City agencies and elected officials. An initial meeting was held with City staff on April 24, 2014 to discuss CRS; there appears to be significant interest.

There are over 500 properties in the City of Binghamton with flood insurance; their average premium is \$740. Entry into CRS as a Class 9 community (at least 500 points) would result in all of these policy holders to save 5%, or \$37 per year. Entry as a Class 8 (1,000 to 1,499 points) would result in 10% savings, or \$74 per year. Also, when the current Broome County preliminary maps become effective, there will be many more property owners who will be required to purchase flood insurance. **The City's participation in CRS sends a message to the community that they are committed to keeping their premiums as low as possible.**

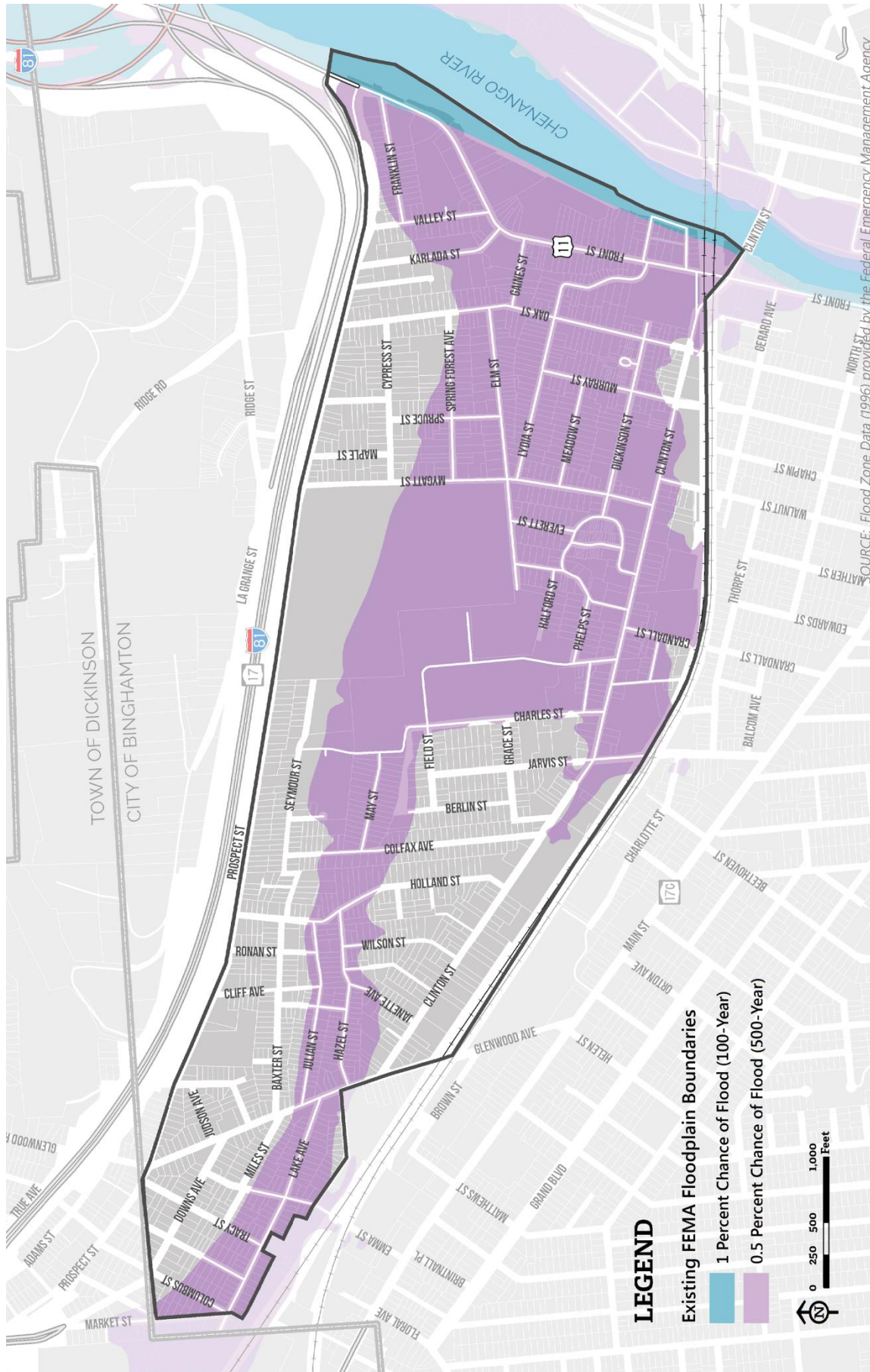
Another factor affecting the ability to prepare for and protect property from flooding is quality of **the mapping of flood prone areas**. FEMA's mapping program has focused on the riverine flooding from the Chenango River overtopping the floodwall. The nature of the flooding that results when the network of buried streams and storm sewers have their capacities exceeded is more challenging to model, yet is essential to developing a more complete map of flood prone areas in the project area.

Development of a model which simulates flooding throughout the project area is also the first step in the identification of flood mitigation alternatives. Such alternatives may include:

- Adding freeboard to the Chenango River floodwall;
- Negotiation of voluntary buyouts of repetitively flooded structures;
- Elevation of structures such that first floor is above the 100-year flood elevation;

- “daylighting” portions of buried streams;
- Flood storage areas;
- Upgrade of, and design of new, pumping stations;
- Flood proofing of non-residential structures

In addition, outreach strategies and a flood warning system can greatly assist residents prepare for and protect valuables in advance of a flood event.



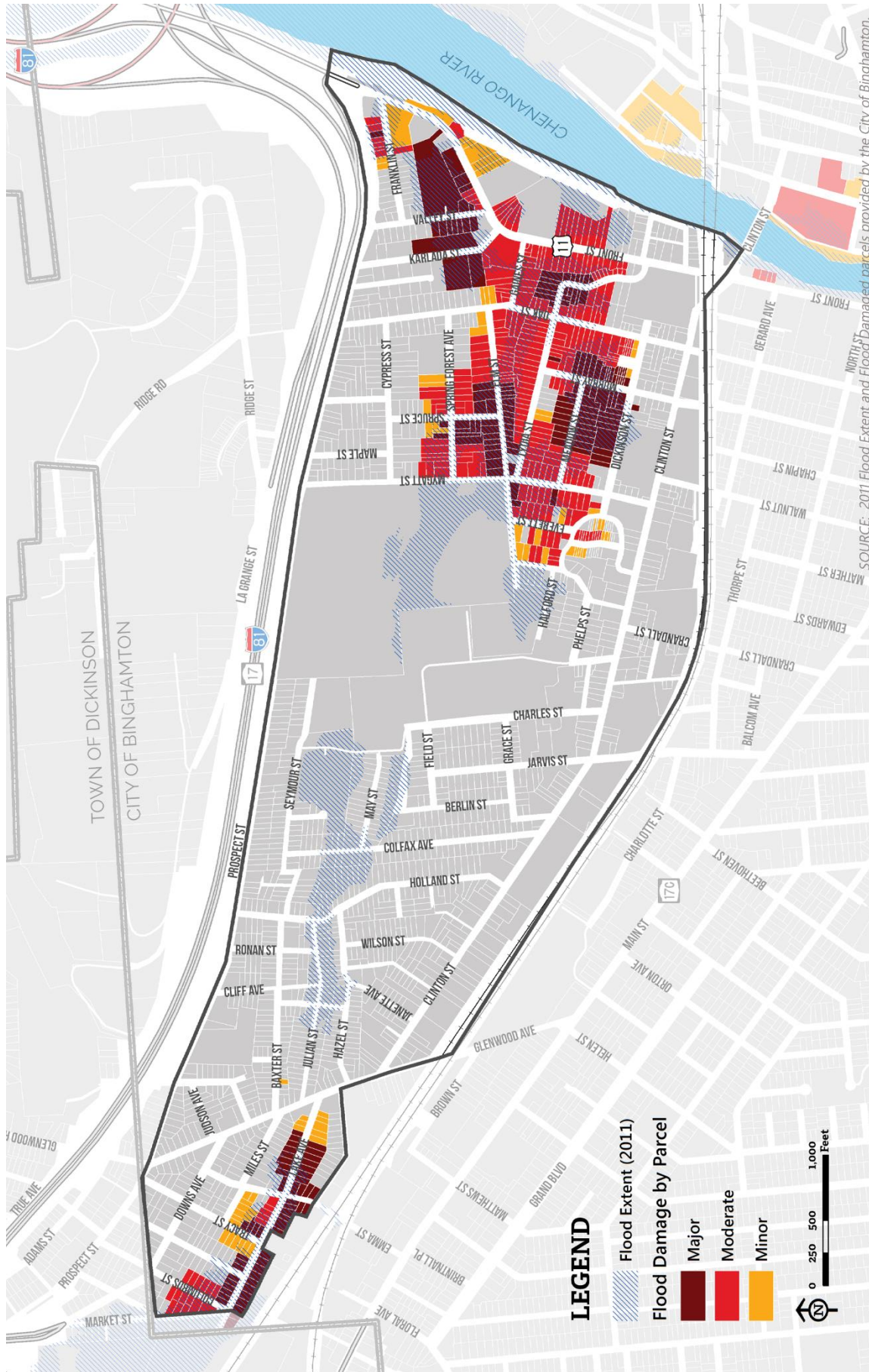
FIRST WARD REVITALIZATION STRATEGY

MAP 18: Existing Floodplain Boundaries

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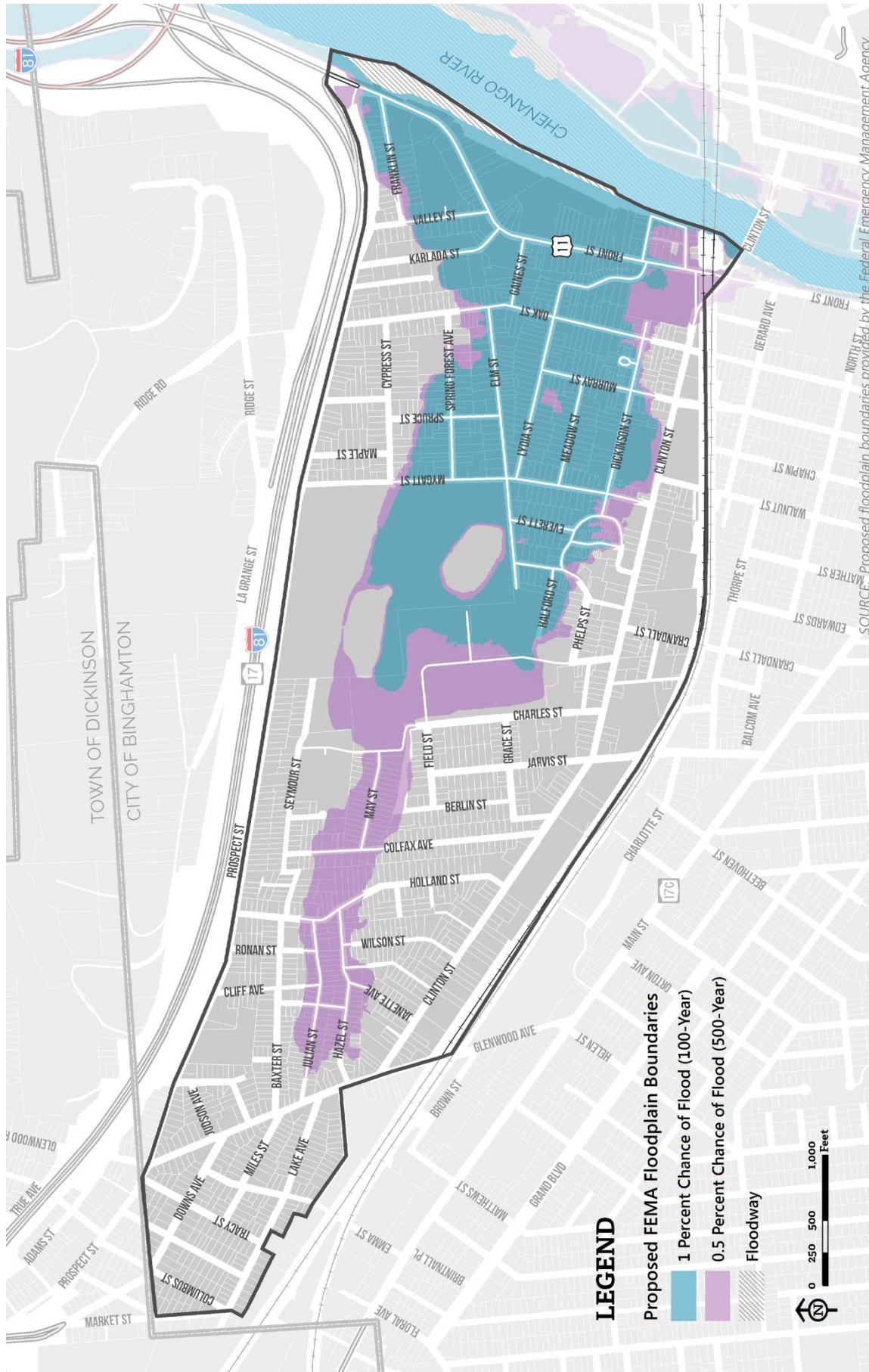
FIRST WARD REVITALIZATION STRATEGY

MAP 19: 2011 Flood Extent & Damage

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FIRST WARD REVITALIZATION STRATEGY

MAP 20: Proposed Floodplain Boundaries

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Strategic Sites

The First Ward has several strategic sites that are important to the future revitalization of the neighborhood. These strategic sites have the potential to stimulate additional investment and redevelopment in adjacent areas. Catalyst projects are an essential part of a redevelopment strategy, as they can potentially generate greater returns on an initial investment—i.e. by spurring nearby investment, increasing land value, improving access, and creating jobs.

Strategic sites were selected for their suitability based on the following criteria:

- Strategic location (i.e. proximity to downtown and/or major corridors);
- 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 community's vision;
- Potential to catalyze growth in the vicinity of the site; and
- Accessibility.

Strategic sites that are also brownfields may be eligible for site assessment funding in Step 3 of the BOA Program.

1. 55 Seymour Street

This 2.78-acre privately-owned site is located directly north of the Charles Street Business Park, between the Cemetery and the First Ward Park. The site may have been used in the past by Anitec as a landfill to dispose of waste associated with production of photographic film and is therefore considered a brownfield. A limited cleanup effort was completed in 1995 and the site was issued a certificate of completion. This site is considered strategic due to its location between the First Ward Park and the Charles Street Business Park. The site could potentially serve as a location for future expansion of the First Ward Park as well as provide a route for a street extension from Prospect Street and the Charles Street Business Park.

2. Charles Street Business Park

This 24-acre Charles Street Business Park is the largest available redevelopment site in the First Ward and offers a significant opportunity for catalytic redevelopment project. The site was home to the former Anitec manufacturing company and underwent remediation from 1992 through 1997 as part of the New York State Superfund program. The site was then purchased by the Broome County Industrial Development Agency, which subsequently constructed major infrastructure upgrades and sold a 6-acre portion to Emerson Network Power. Emerson constructed a headquarters building in 2010, leaving a 24-acre portion available for redevelopment. The site is currently owned and maintained by the IDA and is available for redevelopment.

In 2007, the Broome County IDA established covenants, conditions, and restrictions for the site prohibiting retail sales and some heavy industrial uses, such as foundry operations, manufacturing

of corrosive materials, tar manufacturing and auto salvage yards. In addition, the covenants established a Charles Street Business Park Development Committee (consisting of business park property owners and an IDA representative) with the authority to review future development proposals on the site. While these covenants do not appear to be a barrier to future redevelopment, it will be important to communicate the restrictions and necessary approvals process to any potential end-user.

Highway accessibility is often cited as one of the most important criteria for companies looking to relocate or expand. Not all companies require direct highway access, but poor accessibility can be a deterrent to companies with sophisticated logistical needs. While the Charles Street Business Park is centrally located within the urban core and in close proximity to major transportation corridors, the site lacks both visibility and direct highway access. The site is located in the interior of the neighborhood, two blocks north of Clinton Street and is not visible from nearby transportation corridors. Further, its primary entrance is from Charles Street, which is a local residential street. Trucks serving the site must navigate residential streets or busy neighborhood arterials/collectors with limited right-of-way widths, such as Mygatt Street, Clinton Street and Front Street. These conditions may not pose a barrier to all potential end users, such as back-office operations or headquarters, but will significantly narrow the pool of opportunity.

3. Former Vail Ballou Site

This 3.9-acre site is located at 187 Clinton Street (between Crandall and Hudson Streets). The site was formerly home to the Vail Ballou Press printing company, which closed in 2014. The site is currently privately owned and vacant, as the main buildings were demolished following a fire. This site is strategic due to its central location along Clinton Street in the vicinity of the Charles Street Business Park and a variety of emerging commercial/service businesses in the vicinity. In addition, the site directly abuts the Norfolk Southern rail line, providing potential opportunities for rail-dependent uses. The site was listed as a potential brownfield, though a Phase I would need to be completed in order to determine the nature of contamination and whether a Phase II is warranted.

4. Sunflower Park Residential Area

This residential area located between Murray and Mygatt Streets and near Sunflower Park, was heavily impacted during flooding in 2011 and a relatively high concentration of homes was damaged. This area is considered strategic due to its central location within the neighborhood and its vulnerability to future flooding events. A combination of home rehabilitation and new construction designed to mitigate damage from future flood events is recommended.

5. Former Titchener Site

This 3-acre site located at 2 Titchener Place **was home to the Titchener Company's metal plating facility.** The site was abandoned in 2004 and is now owned by Broome County. A Phase I Environmental Site Assessment was completed in 2010, identifying a number of environmental conditions, including potentially hazardous materials. This site is considered strategic due to its size and central location in the heart of the Clinton Street commercial corridor. In addition, public ownership offers strategic advantages, including site control and the ability to offer financing assistance.

6. Broome County Health Department Plaza

This is a 4.8-acre site located at the corner of Front Street and Clinton Street. It is privately owned and currently occupied by the Broome County Health Department. Previously home to a dry cleaning operation, the site is considered a brownfield but no further analysis has been

completed. The site is strategic due to its location at the corner of Front Street and Clinton Street, a major gateway into the neighborhood and downtown Binghamton.

7. 9 Slauson

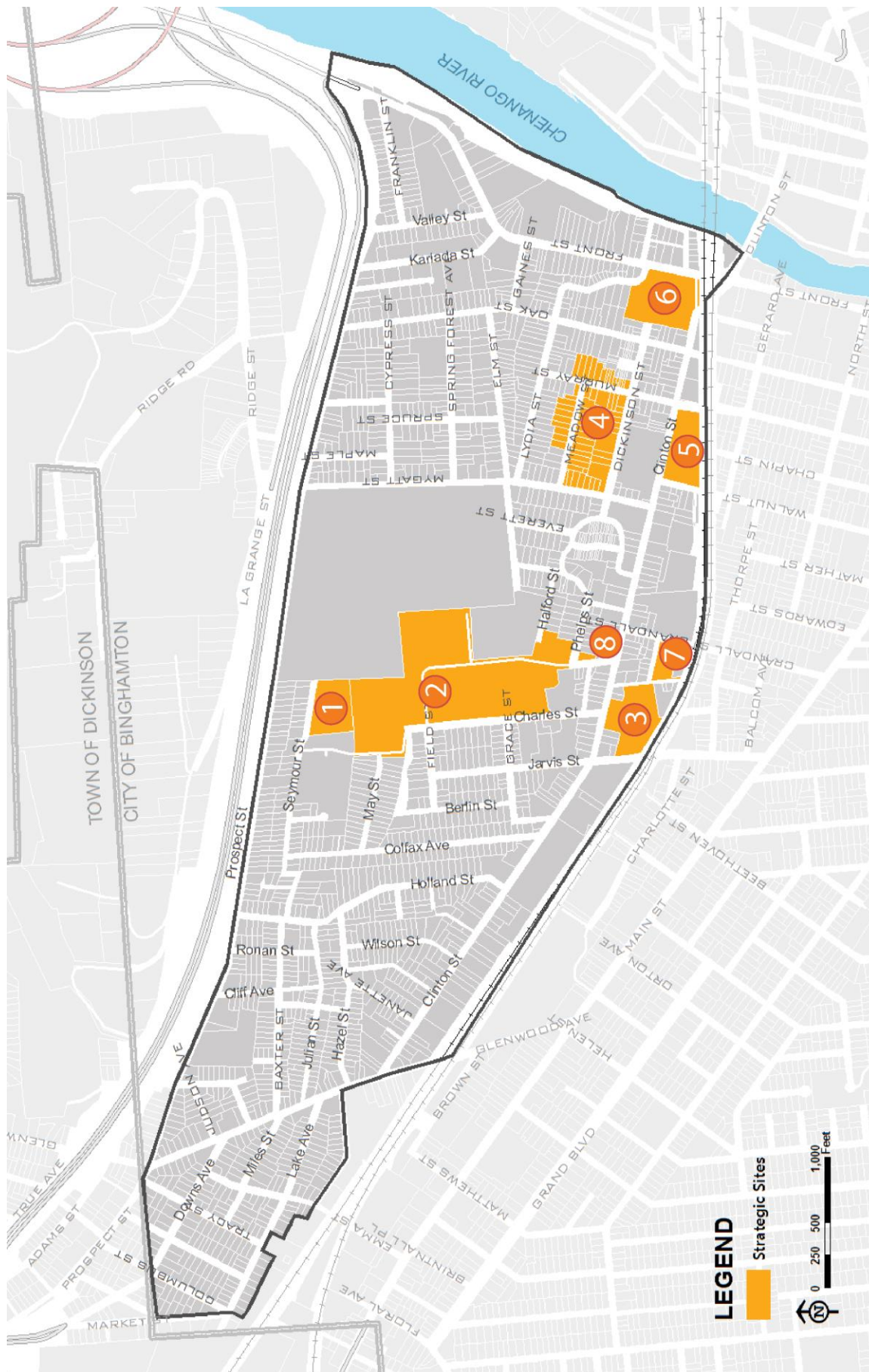
This one-acre vacant site is owned by the City of Binghamton, located south of Slauson Avenue, between Hudson and Crandall streets. The site is considered strategic due to its location in close proximity to the Vail Ballou Site and that it is publicly owned and controlled. The City of Binghamton completed a Phase I ESA for the site, concluding that the site has potentially been impacted by releases of hazardous materials, petroleum products, pesticides, and solvents. The Phase I recommends the performance of a Phase II ESA.

8. Fire Station

The Fire Station located at 8 West Street (corner of Phelps and Charles Streets) is owned by the City and currently used by the Binghamton Police Department for equipment storage. This site is considered strategic due to its location in close proximity to the Charles Street Business Park as well as the existence of an culturally and architecturally significant building with reuse potential. There are countless examples throughout the country of creative re-use of former fire station buildings, including the Number 5 Restaurant in Binghamton. The Fire Station building is ideally located to serve as a gathering point for neighborhood residents as well as offer lunchtime options for employees at Emerson and future employees of new businesses at the Charles Street Business Park.

Figure 25 Summary of Strategic Sites and Anticipated End Uses

Strategic Site	Project Number	Master Plan Category	Anticipated Use
1. 55 Seymour	4	Parks, Trails, and Open Space	Park
2. Charles Street Business Park	6	Charles Street Business Park	Light/Medium Industrial
3. Former Vail Ballou Site	11 & 12	Catalyst Redevelopment Sites	Mixed-Use
4. Sunflower Park Residential Area	17	Housing Stabilization and Redevelopment	Residential
5. Former Titchener Site	16	Catalyst Redevelopment Sites	Mixed-Use, Industrial Arts
6. Health Department Plaza	18	Catalyst Redevelopment Sites	Mixed-Use
7. 9 Slauson	13	Parks, Trails, and Open Space	Park
8. Fire Station Site	10	Catalyst Redevelopment Sites	Commercial



FIRST WARD REVITALIZATION STRATEGY

MAP 21: Strategic Sites

This document was prepared for the City of Binghamton and the New York State Department of State with funds provided through the Brownfield Opportunity Areas Program.



SECTION 4 ECONOMIC AND MARKET TRENDS ANALYSIS

As part of the planning process, Camoin Associates conducted an *Economic and Market Trends Analysis* of the region, the City of Binghamton, and the First Ward, focusing on economic conditions, real estate trends, target industries, and redevelopment opportunities. This section includes a **summary of Camoin's full report**, organized into the following components:

- Retail Market Analysis assesses the existing retail market in the region and the First Ward, including an analysis of sales leakage/surplus and real estate market trends;
- Residential Analysis and Needs Assessment describes the existing housing market, drawing on previous housing studies and recommendations, and describes the type and scale of future housing demand in the First Ward;
- Industrial Market Analysis provides an overview of recent trends and future projections for industrial space-using industry sectors.
- Target Industry Analysis identifies industries that the City of Binghamton should target for creation of jobs and new investment in the Charles Street Business Park in the future.

Recommendations from this analysis are incorporated into Section 6. The complete *Economic and Market Trends Analysis* is located in Appendix B Economic and Market Trends Analysis.

Retail Market Analysis

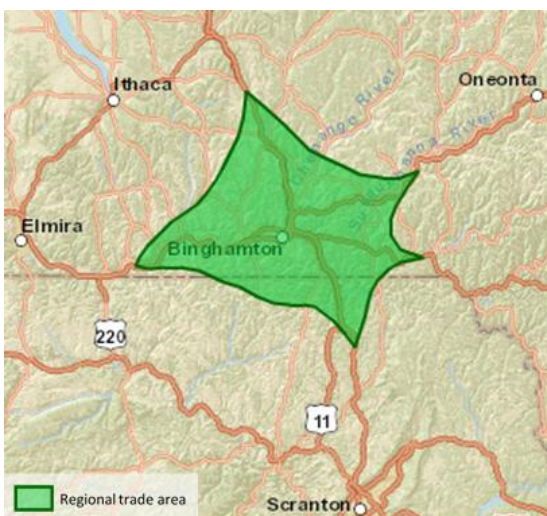
The Retail Market Analysis provides initial insight into the types of retail businesses that might be a good fit for the First Ward. Today, the retail environment in the First Ward, and particularly along the Clinton Street corridor, is struggling to find its identity. It is a remnant of its glory days as “Antiques Row” with only a handful of antiques shops remaining. The antiques market has seen a significant drop over the past decade both locally and throughout the northeast with the rise of eBay coupled with the recession and a shift in consumer interest. Most of the antique shop owners in the First Ward interviewed for this study do not have plans to try to sell their businesses when they retire, they will simply close the doors.

As the antiques stores diminish, many are being replaced with second hand thrift shops and consignment stores. Other retail and service businesses along the Clinton Street corridor include a laundromat, cafés and restaurants, local bars, tattoo shops, pet grooming, hair salons, and a hardware store. These businesses primarily serve the local consumer market in the First Ward and do not draw significant traffic from outside the neighborhood.

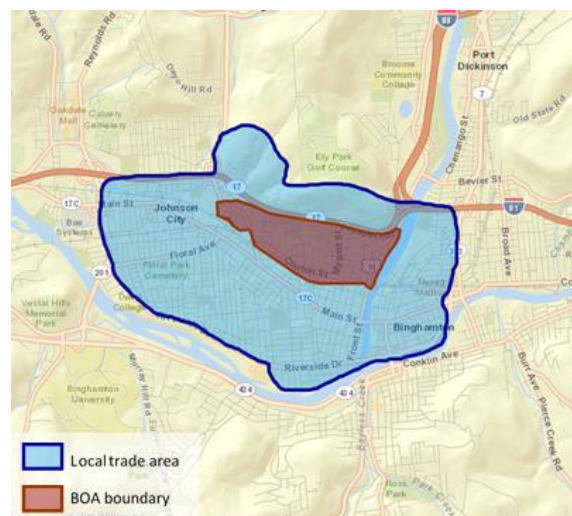
Regional and Local Trade Areas

Two retail trade areas have been delineated for the analysis.

- A regional trade area includes the areas within a 30-minute drive of the First Ward. Customers living in this area may travel significant distances to Binghamton to purchase certain large-ticket and specialty items. As shown in the map below, the regional trade area includes most of Broome County, southeastern Tioga County, and small portions of Cortland and Chenango counties. It also reaches into Susquehanna County, Pennsylvania.
- A local retail trade was defined generally as the area within a five-minute drive of the First Ward. Adjustments based on local knowledge of the area were then made to reflect travel patterns, physical geographical features, and other considerations. The trade area includes portions of the City of Binghamton, portions of the Village of Johnson City, and a small part of the Town of Dickinson. Analysis within this trade area serves to identify the types of retail for which there is unmet local demand.



Regional Trade Area



Local Trade Area

Retail Leakage/Surplus Analysis

The retail leakage/surplus analysis addresses the supply of retail in the trade area compared to retail potential (“demand”). Supply is calculated by summing all product sales reported for an area by local businesses.

Demand is calculated by estimating total purchases by local residents of various categories of goods. The difference between retail sales demand and supply is referred to as the retail gap.

Surplus

Retail sales at local trade areas businesses and retail demand by trade area residents are summarized in Appendix B. Overall, about one third of retail industry categories are experiencing a sales surplus, meaning that local demand is being met and these businesses are attracting customers from outside the local trade area. Retail industries at the 4-digit NAICS code level experiencing the greatest sales surplus include:

- Department stores
- Auto parts, accessories, and tire stores
- Full service restaurants
- Health and personal care stores
- Drinking places – alcoholic beverages

Leakage

The demand for goods and services that is not being met locally is referred to as sales leakage and shows in the results as positive retail gap. The leakage occurs because consumers make purchases at establishments located outside the defined trade area. Industry sectors experiencing the greatest leakage out of the local trade area include:

- Automobile dealers
- Other general merchandise stores
- Electronic shopping and mail-order houses
- Gasoline stations
- Grocery stores

Sales leakage is generally viewed as an opportunity to capture unmet demand in a trade area by opening new or expanding existing businesses within the trade area and potentially the First Ward. While the analysis described above indicates that the majority of industry categories are experiencing some degree of sales leakage, in most cases the amount of leakage is too low to support additional businesses in the First Ward. Overall, residents of the First Ward and City of Binghamton benefit from a well-served retail market. The Sporting goods/hobby/musical instrument stores category may be an exception. This analysis suggests that at least two stores could be supported if 25% of the sales leakage was recaptured. However, we note that the Oakdale Mall was intentionally excluded from the retail trade area.

Real Estate Market

According to CoStar data assembled by HR&A Advisors as part of the North Chenango River Corridor BOA Market and Feasibility Assessment, the City of Binghamton has 4.5 million square feet of rentable retail space. With a vacancy rate of about 6.65%, about 300,000 square feet is available for rent. The downtown area has roughly 1.3 million square feet of rentable space with a very low vacancy rate of 3.29% (42,800 square feet of retail space available).¹

¹ Source: *North Chenango River Corridor BOA Market and Feasibility Assessment*: <http://www.binghamton-ny.gov/sites/default/files/files/HRA%20North%20Chenango%20BOA%20Market%20Study%20Update%209-19-13%20final.pdf>

Figure 26 Retail Vacancy

Retail Sector Vacancy, 2013		
	Downtown Binghamton	City of Binghamton
Rentable Building Area	1,303,165	4,475,907
Total Vacant SF	42,834	297,826
Total Vacant %	3.3%	6.7%

Source: CoStart Market Data, HR&A Advisors (Camoin Associates)

Price points for smaller retail spaces in the city are about \$4 to \$5 per square foot, larger chains pay around \$10 per square foot (triple net lease). Most of the retail space in the First Ward is old building stock. Many business owners rent their space and several of those individuals interviewed cited issues with absentee landlords that have little motivation or incentive to make investments in the aging buildings. Dated retail properties in the First Ward contribute to the overall negative perception of the neighborhood. The lack of investment in the First Ward has kept commercial rents low. However, at the same time, these trends are severely limiting the neighborhood's ability to attract new retailers.

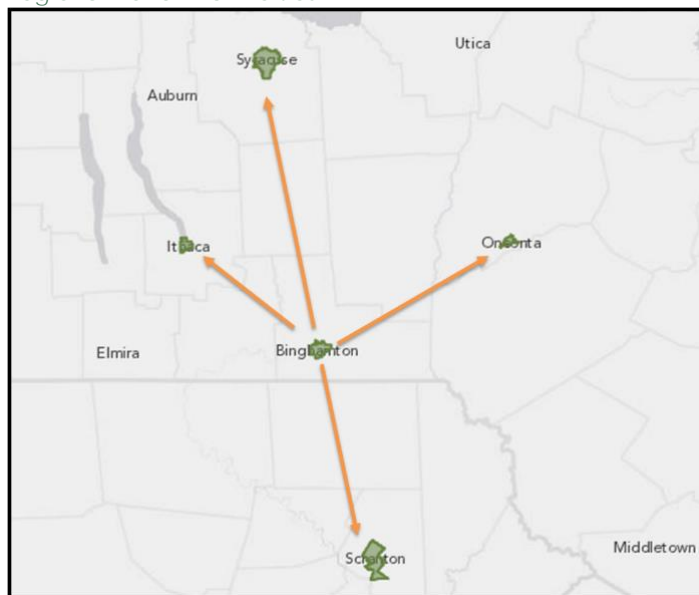
Residential Analysis and Needs Assessment

The existing research and analysis on the residential market in the region is extensive. Therefore, for the housing component of the market assessment Camoin Associates reviewed and considered work previously completed and interviewed real estate professionals and developers to collect information about recent pipeline developments.

Regional Benchmarks

For the analysis of the residential real estate market, the City of Binghamton is benchmarked against the cities of Syracuse, Scranton, Ithaca, and Oneonta. These cities were chosen for their proximity and size relative to the City of Binghamton. In addition, each of the benchmark cities contains higher education institutions that attract significant student populations and contribute to the local economy.

Regional Benchmark Cities



Source: ESRI Business Analyst (Camoin Associates)

There are 23,900 housing units in the City of Binghamton, which puts it in the middle of the benchmark cities in terms of size.

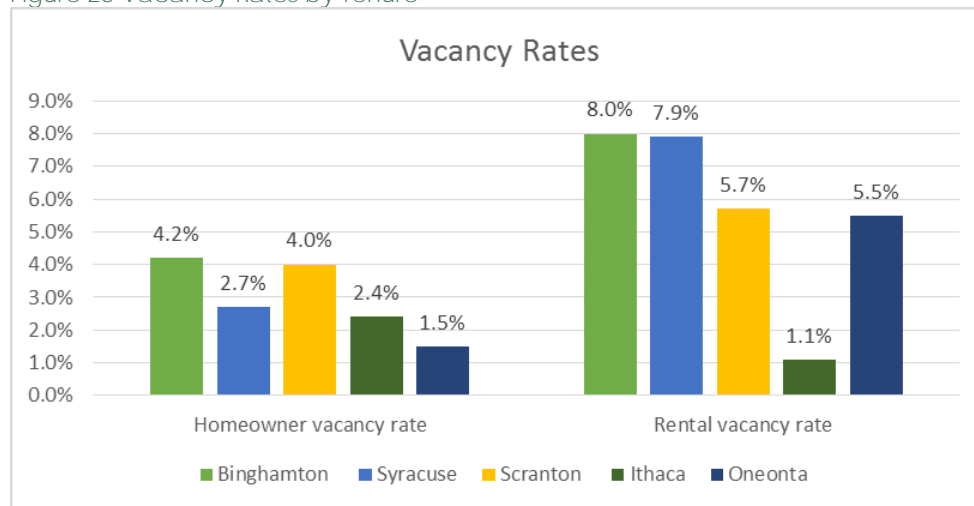
Figure 27 Housing Occupancy

Housing Occupancy					
Housing Occupancy	Binghamton	Syracuse	Scranton	Ithaca	Oneonta
Total housing units	23,903	65,434	34,103	11,077	5,187
Occupied housing units	20,364	56,013	29,694	10,047	4,690
Vacant housing units	3,539	9,421	4,409	1,030	497
Homeowner vacancy rate	4.2%	2.7%	4.0%	2.4%	1.5%
Rental vacancy rate	8.0%	7.9%	5.7%	1.1%	5.5%

Source: ESRI Business Analyst, Census 2010 (Camoin Associates)

With a homeowner vacancy rate of 4.2% and a rental vacancy rate of 8.0% (2010 data), Binghamton's vacancy rates are the highest among the benchmark cities, but only by a few percentage points. Typically, vacancy rates of 10% or below are ideal for a healthy market.

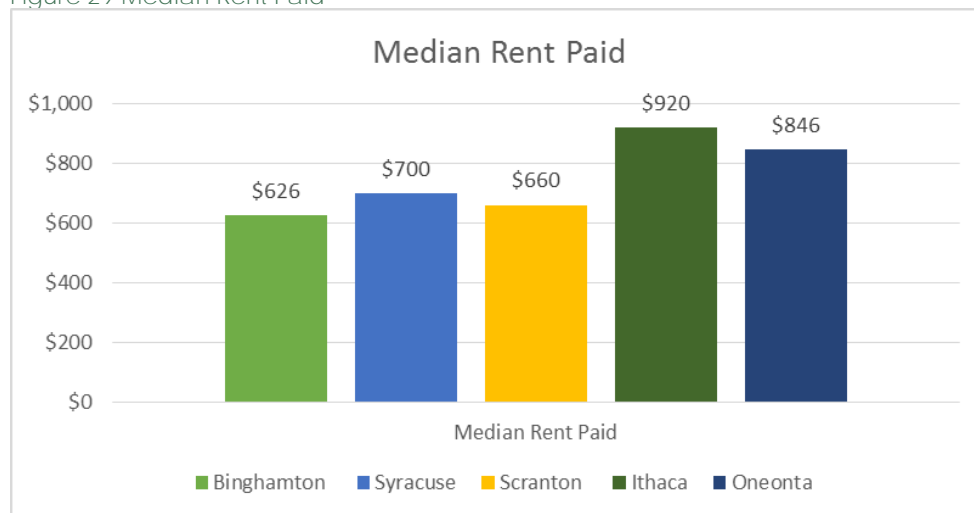
Figure 28 Vacancy Rates by Tenure



Source: ESRI Business Analyst, Census 2010 (Camoin Associates)

Median rent paid in the City of Binghamton is \$626 per month in 2010, which is the lowest of the benchmark cities. The larger cities, Syracuse and Scranton, have median rents just slightly above Binghamton's whereas the smaller cities, Ithaca and Oneonta, are several hundred dollars above Binghamton's. Rent in the First Ward is about \$100 lower than the in the city as a whole.

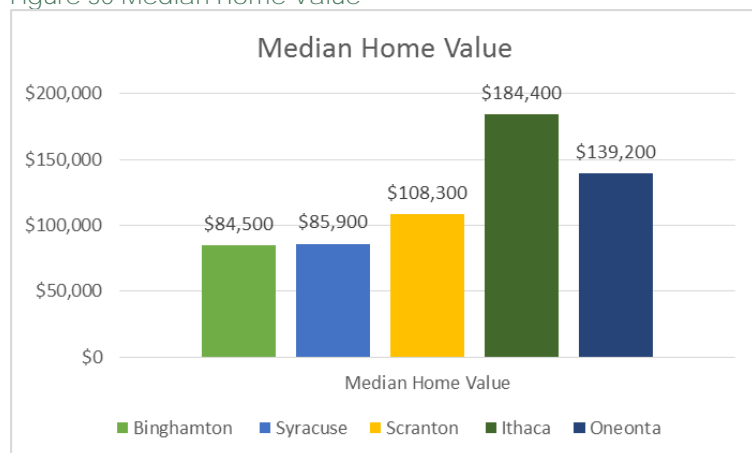
Figure 29 Median Rent Paid



Source: ESRI Business Analyst, Census 2010 (Camoin Associates)

Median home value in the city is \$84,500, which is the lowest of the benchmark cities (2010 data). As with median rent, median home value in Binghamton is comparable to Syracuse (\$85,900) and Scranton (\$108,300). Median home value in the First Ward is lower than the city as a whole at \$78,450.

Figure 30 Median Home Value



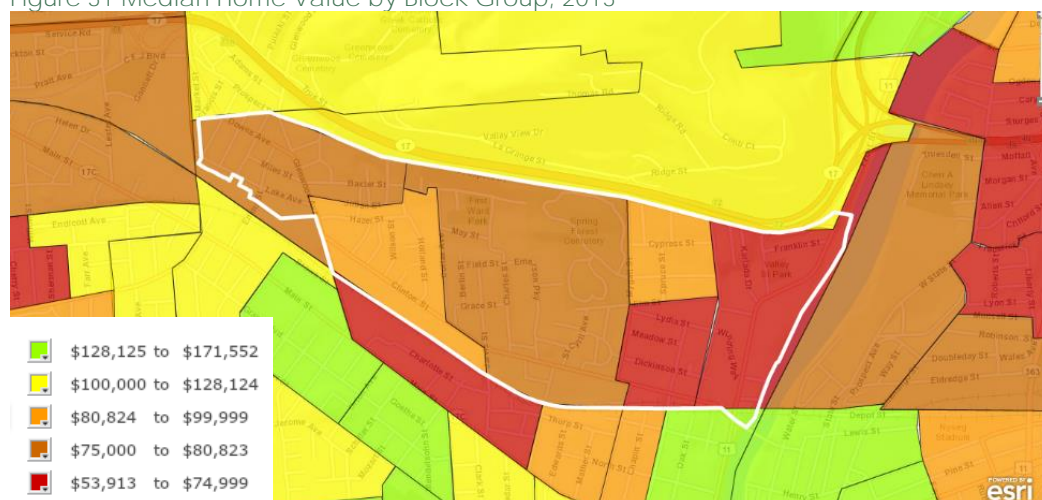
Source: ESRI Business Analyst, Census 2010(Camoin Associates)

First Ward Residential Real Estate

The First Ward neighborhood is considered a sub-market of Binghamton's housing market. The First Ward sub-market consists of approximately 2,650 housing units. In 2013, about 35.8% of housing units were owner-occupied and 46.5% were renter-occupied. Vacancy rates in the First Ward are very high, reaching 17.7% in 2013 and projected to grow to 19.8% by 2018 (includes owner-occupied and rental units).² Most of the vacant units are located in the central portion of the First Ward, between Mygatt Street and Colfax Avenue.³

The following image codes the block groups of the First Ward by median home value. As shown, homes with the lowest median home value are located in the eastern portion of the neighborhood and homes with relatively greater median home values are located in the western portion of the neighborhood.

Figure 31 Median Home Value by Block Group, 2013



Source: ESRI Business Analyst(Camoin Associates)

As part of the analysis for the 2014 Blueprint Binghamton Comprehensive Plan, the condition of each city block was ranked on a scale of 1 to 6. As shown in the image below, most of the blocks in the First Ward were

² Source: ESRI Business Analyst Online

³ Source: *Residential Market Analysis for the Blueprint Binghamton Comprehensive Plan, 2013*

classified as “Average-Good”. Properties in the western portion of the neighborhood generally received higher ratings compared to properties in the eastern portion of the First Ward.

Figure 32 Condition of Residential Properties in the First Ward



Source: Blueprint Binghamton, 2014(Camoin Associates)

Looking at price points in the First Ward from 2011-2013, most homes sold between the range of \$66,401 and \$115,000 with a handful in the \$115,001 to \$187,501 range.⁴ Average rent in the First Ward falls around \$527.

Replacement Demand

The demand for new housing units to replace existing units that become uninhabitable for one reason or another, largely due to an aging housing stock, is known as replacement demand. According to the replacement demand analysis completed as part of the Blueprint Binghamton Plan, the replacement demand in the City of Binghamton is about 75 units annually, roughly 40 renter-occupied units and 35 owner-occupied units. Over a 5-year period, the replacement demand totals about 380 units in the city.

Figure 33 Residential Replacement Demand

Replacement Demand, Binghamton			
	Owner-Occupied	Renter-Occupied	Total
Annual Replacement Demand	35	41	76
5-Year Total Replacement Demand	175	207	380

Source: Residential Market Analysis for the Blueprint Binghamton Plan(Camoin Associates)

The First Ward housing market likely represents a significant portion of the city's replacement demand. In 2013, over 160 of the vacant units in the First Ward were classified as “other vacant”, which means at that time they were not actively being marketed for-sale or for-rent. Many of these “other vacant” units are dilapidated to the extent that they have become unusable in their current state. As the housing stock in the First Ward ages, more units will fall into this category. By constructing new, modern housing units, there may be an opportunity for the First Ward to “re-capture” its own replacement demand as well as the replacement demand from other neighborhoods throughout the city.

Student Housing Market

Student housing projects in downtown Binghamton are driving the revival of downtown and the City as a whole. As Binghamton University and Brome Community College continue to grow, so will the city's economy.

⁴ Source: http://blueprintbinghamton.com/files/1613/9481/3113/DRAFT_BB_B_Housing.pdf

Over the past five-ten years, several off-campus student housing projects were completed in the downtown area, including:

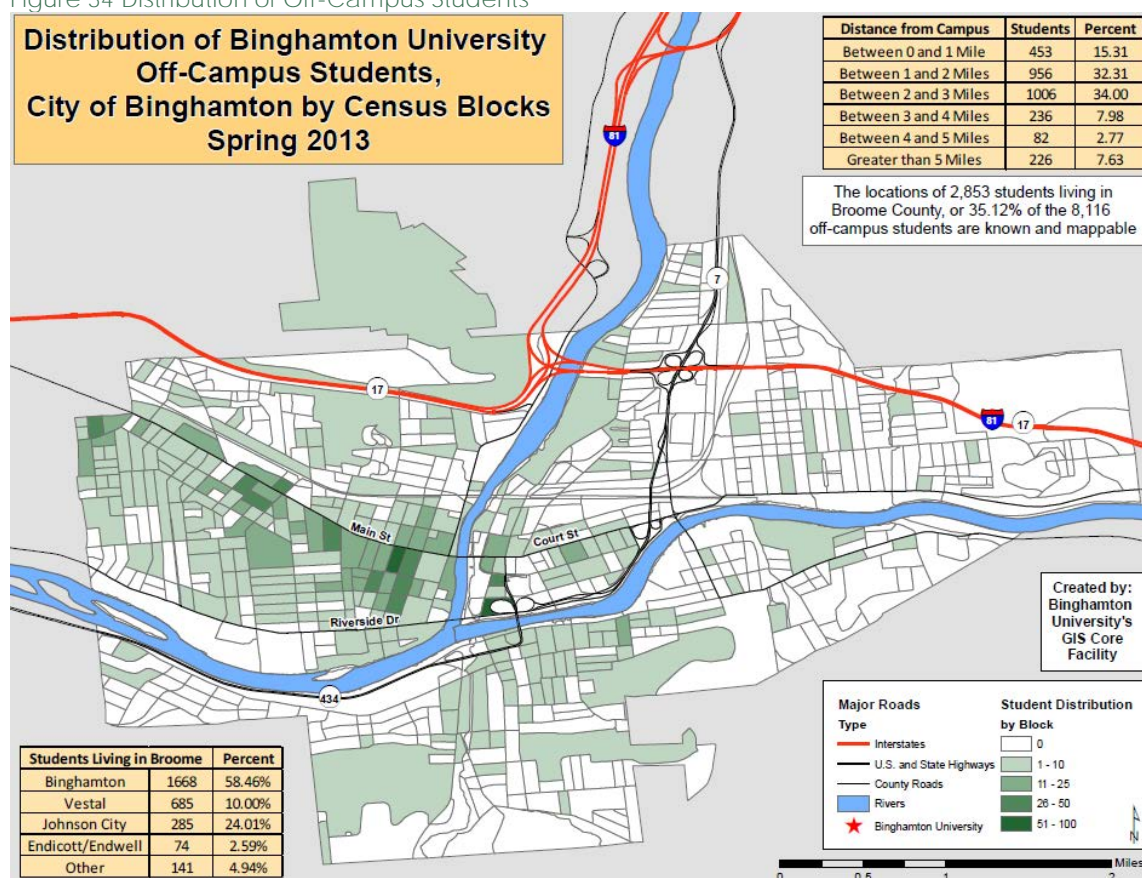
- Twin River Commons
- 20 Hawley Street
- University Lofts

Rents in these luxury student-housing complexes range from \$800 to \$1,300 per month per student, depending on the number of bedrooms in a unit.

About 1,700 Binghamton University students live in the City of Binghamton. The following map, provided by the City, illustrates the distribution of BU students in off-campus housing by census blocks. Census blocks along Main Street tend to be among the most densely populated with students. The First Ward is located adjacent to this corridor, north of Main Street, and students living along Main Street are within a 10-15 minute walk of the First Ward.

As the local universities continue to grow, the increased demand for housing may pose opportunities for the First Ward. Graduate students and other young academics/professionals, market segments less interested in the large student lifestyle developments located downtown, could be attracted to the first ward with modern traditional “general occupancy” units – both rental and owner-occupied.

Figure 34 Distribution of Off-Campus Students



Source: City of Binghamton (Camoin Associates)

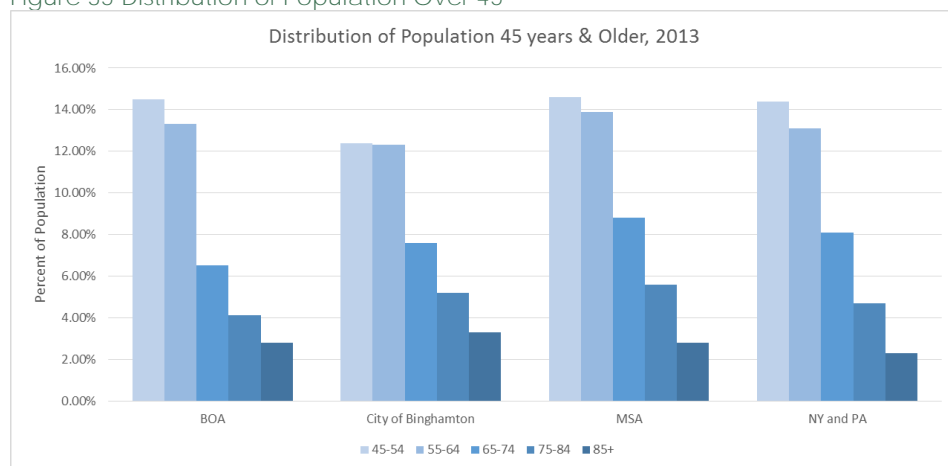
Senior Housing Market

It is well documented that the First Ward, and the Greater Binghamton Region as a whole, is aging. Over 34% of the population, or 16,080 residents, of the City are 50 years old or older, 7,263 city residents are over the age of 65, and 4,000 residents are over the age of 75. There are only about 1,000 senior living units in the City of

Binghamton and about 550 nursing home beds.⁵ The city does not have enough senior housing units to accommodate its own aging population. Additionally, as residents of the surrounding small towns age, they often look to relocate to the city to get out of their single family homes and find accommodations more suitable to their lifestyle (no maintenance, rent instead of own, maybe some assistance, walkable, single story, etc.).

Currently, there are very long waiting lists for senior living facilities and nursing homes. As time passes, this demand will increase as the needs of the baby boomer population change. The Broome County Comprehensive Plan, Chenango River BOA Market Analysis, and Blueprint Binghamton Plan document the growing demand for housing for an aging population.

Figure 35 Distribution of Population Over 45



Source: ESRI Business Analyst(Camoin Associates)

Assistance for Homeowners

There are several great housing assistance programs and services available to local residents. One notable program is the Binghamton Homeownership Academy (BHA), which was originated in 2011. The BHA is a partnership between seven local organizations including the City of Binghamton and the First Ward Action Council. This is a unique one-stop resource for current and future homebuyers to access grants, services, and other benefits.

Industrial Market Analysis

This section provides an overview of recent trends and projections within the regional industrial space-utilizing industries to identify potential opportunities for redevelopment in the First Ward. While Herron Consulting evaluates the specific industrial properties in the First Ward later in this report, the following is a profile of the regional real estate market, developed to provide context to overall redevelopment opportunities in the First Ward.

The regional industrial real estate market is generally considered the Binghamton MSA (Broome and Tioga Counties), also referred to as “Greater Binghamton.” Individuals who are knowledgeable about the local and regional commercial real estate market were interviewed, including real estate professionals, property owners, business owners, and others. The combination of interviews and research helped to refine our understanding of the current market conditions and the types of development occurring in the region.

⁵ Source:
http://gobroomecounty.com/files/planning/_pdf/Comprehensive%20Plan/Comprehensive%20Plan%20Final/3%20WD%20Countywide%20Comp%20Plan%20-%20Housing%206%204%2013.pdf

Industry Sector Trends

Industrial space generally falls into two categories, manufacturing space (where things are made) and storage/warehouse space (where products and materials are stored and maybe processed or repackaged). Evaluating growth trends in industry sectors that utilize industrial space provides insight into the future demand for space by existing businesses in the region.

While the economic recovery is driving momentum in the industrial real estate market nationally, the Greater Binghamton region is lagging behind. From 2004 to 2013, the manufacturing sector declined by 30%, losing over 5,000 jobs. Sub-sectors that experienced some growth include Navigational, Measuring, Electromedical, and Control Instruments Manufacturing (290 new jobs), Dairy Product Manufacturing (182 new jobs), and Commercial and Service Industry Machinery Manufacturing (141 new jobs). The Warehousing and Storage industry sector grew modestly adding 52 jobs during this same period.

The table below summarizes projected growth trends in industrial space-utilizing sectors from 2014 through 2023. As shown, many sectors are expected to stay relatively stagnant or lose jobs. Navigational, Measuring, Electromedical, and Control Instruments Manufacturing industry is a notable exception, projected to add over 240 new jobs. Dairy Product Manufacturing and Boiler, Tank and Shipping Container Manufacturing are projected to grow as well adding 60 and 30 jobs respectively. The MSA is expected to experience an overall decline of about 1,260 jobs in the manufacturing industry and growth of about 80 jobs in the warehousing and storage industry. The decline in manufacturing jobs in the MSA between 2014 and 2023 is projected to be less than the loss experienced in the region between 2004 and 2013.

Figure 36 Projected Growth Trends in Industrial Space-Using Sectors, Binghamton MSA

NAICS Code	Description	2014 Jobs	2023 Jobs	Change	% Change
3345	Navigational, Measuring, Electromedical, and Control Instruments Manufacturing	4,102	4,344	242	6%
3115	Dairy Product Manufacturing	354	418	64	18%
3324	Boiler, Tank, and Shipping Container Manufacturing	38	70	32	84%
3321	Forging and Stamping	149	169	20	13%
3212	Veneer, Plywood, and Engineered Wood Product Manufacturing	26	43	17	65%
3339	Other General Purpose Machinery Manufacturing	86	103	17	20%
3344	Semiconductor and Other Electronic Component Manufacturing	1,027	1,042	15	1%
3241	Petroleum and Coal Products Manufacturing	167	181	14	8%
3116	Animal Slaughtering and Processing	27	37	10	37%
3279	Other Nonmetallic Mineral Product Manufacturing	58	67	9	16%
3118	Bakeries and Tortilla Manufacturing	157	163	6	4%
3273	Cement and Concrete Product Manufacturing	109	112	3	3%
3222	Converted Paper Product Manufacturing	176	172	(4)	-2%
3211	Sawmills and Wood Preservation	166	161	(5)	-3%
3253	Pesticide, Fertilizer, and Other Agricultural Chemical Manufacturing	19	14	(5)	-26%
3111	Animal Food Manufacturing	16	10	(6)	-38%

NAICS Code	Description	2014 Jobs	2023 Jobs	Change	% Change
3391	Medical Equipment and Supplies Manufacturing	290	282	(8)	-3%
3327	Machine Shops; Turned Product; and Screw, Nut, and Bolt Manufacturing	584	575	(9)	-2%
3219	Other Wood Product Manufacturing	199	189	(10)	-5%
3362	Motor Vehicle Body and Trailer Manufacturing	11	0	(11)	-100%
3399	Other Miscellaneous Manufacturing	54	39	(15)	-28%
3326	Spring and Wire Product Manufacturing	23	0	(23)	-100%
3323	Architectural and Structural Metals Manufacturing	102	76	(26)	-25%
3353	Electrical Equipment Manufacturing	608	582	(26)	-4%
3151	Apparel Knitting Mills	29	0	(29)	-100%
3372	Office Furniture (including Fixtures) Manufacturing	65	32	(33)	-51%
3261	Plastics Product Manufacturing	454	418	(36)	-8%
3231	Printing and Related Support Activities	193	156	(37)	-19%
3149	Other Textile Product Mills	112	72	(40)	-36%
3328	Coating, Engraving, Heat Treating, and Allied Activities	231	191	(40)	-17%
3359	Other Electrical Equipment and Component Manufacturing	265	210	(55)	-21%
3333	Commercial and Service Industry Machinery Manufacturing	152	55	(97)	-64%
3336	Engine, Turbine, and Power Transmission Equipment Manufacturing	217	24	(193)	-89%
3119	Other Food Manufacturing	304	84	(220)	-72%
3341	Computer and Peripheral Equipment Manufacturing	826	46	(780)	-94%
	Total	11,396	10,137	-1,259	-11%
Warehouse and Storage					
4931	Warehousing and Storage	398	476	78	20%

Source: EMSI (Camoin Associates)

Existing Businesses in the Study Area

The First Ward is characterized by numerous small businesses and government offices operating in close proximity to residential and retail areas. Approximately 207 private and public sector employers are located within the First Ward boundaries. Collectively these enterprises employ approximately 1,458 people.

Services constitutes the largest sector in terms of the number of establishments (101), and within this category the largest subsector is General Services, representing 22.2% of First Ward businesses and 25.4% of all First Ward employment (371 jobs). Other leading service sectors include Educational Services (148 jobs), Arts and Entertainment/Recreation (73 jobs), Health Care and Social Assistance (63 jobs), Professional, Scientific and Technical Services (60 jobs), and Food Services (55 jobs). The First Ward lacks any accommodation services, such as hotels and bed and breakfast establishments. Public Administration is the second highest employment

sector, with four establishments accounting for 12.1% of First Ward employment. At an average of 44 jobs per establishment this represents the highest average density of employment in the First Ward.

Existing Businesses and Employment In the First Ward BOA				
Industry (NAICS Group)	Businesses		Employees	
	Number	Percent	Number	Percent
Agriculture, Forestry, Fishing & Hunting	0	0.0%	0	0.0%
Mining, Extraction	2	1.0%	8	0.5%
Utilities	0	0.0%	0	0.0%
Construction	22	10.6%	76	5.2%
Manufacturing	9	4.3%	63	4.3%
Wholesale Trade	10	4.8%	37	2.5%
Retail Trade	35	16.9%	144	9.9%
Motor Vehicle & Parts Dealers	2		3	
Furniture & Home Furnishings Stores	2		5	
Electronics & Appliance Stores	7		25	
Bldg Material & Garden Equipment & Supplies	3		37	
Food & Beverage Stores	6		29	
Health & Personal Care Stores	1		20	
Clothing & Clothing Accessories Stores	2		3	
Sport Goods, Hobby, Book & Music Stores	1		2	
General Merchandise Stores	1		2	
Miscellaneous Store Retailers	9		14	
Nonstore Retailers	1		4	
Transportation & Warehousing	9	4.3%	77	5.3%
Information	3	1.4%	2	0.1%
Finance & Insurance	4	1.9%	36	2.5%
Central Bank/Credit Intermediation & Related	1		26	
Insurance & Related; Funds, Trusts, Other Financial	3		10	
Real Estate Rental & Leasing	5	2.4%	19	1.3%
Professional Services, Scientific & Tech Services	13	6.3%	60	4.1%
Legal Services	1		2	
Management of Companies & Enterprises	0	0.0%	0	0.0%
Administrative Services/ Waste Mgt. & Remediation	14	6.8%	49	3.4%
Educational Services	6	2.9%	148	10.2%
Health Care & Social Assistance	12	5.8%	63	4.3%
Arts, Entertainment & Recreation	3	1.4%	73	5.0%
Accommodation & Food Services	10	4.8%	55	3.8%
Accommodation	0		0	
Food Services & Drinking Places	10		55	
Other Services (except Public Administration)	46	22.2%	371	25.4%
Automotive Repair & Maintenance	9		31	
Public Administration	4	1.9%	177	12.1%
Total	207	100%	1,458	100%

Source: Dunn & Bradstreet Corp., ESRI Business Analyst 2012 (Camoin Associates)

Industrial Real Estate Market

According to industrial market data provided by Pyramid Brokerage Company and Cushman & Wakefield, Binghamton's industrial vacancy rate is hovering around 11% and projected to decline, suggesting additional

space will become occupied through 2014. This is a much lower vacancy rate compared to the Syracuse market at 18% vacancy, and similar to Rochester.

Figure 37 Industrial Vacancy, Binghamton, Syracuse and Rochester

Overall Vacancy				
	Q4 2012	Q4 2013	% Change	12-Month Forecast
Binghamton	11.2%	11.1%	-0.89%	▼
Syracuse	20.4%	17.9%	-12.25%	▼
Rochester	10.0%	10.9%	9.00%	▲

Source: Cushman & Wakefield/Pyramid Brokerage (Camoin Associates)

Note: 12-Month Forecast Symbols: ▼ = projected decline, ▲ = projected increase

In 2013, HR&A Advisors completed a real estate market analysis for the North Chenango River BOA, which is located in Binghamton, just southeast of the First Ward. As part of that analysis, HR&A provided the following CoStar industrial sector vacancy data for the City of Binghamton and its downtown. There is an 8% vacancy rate for urban industrial properties in the City and no vacant industrial space in the downtown.⁶

Figure 38 Industrial Vacancy, Citywide and Downtown Binghamton

Binghamton Industrial Sector Vacancy, 2013		
	Downtown	Citywide
Rentable Building Area	339,068	3,942,413
Total Vacant SF	0	319,235
Total Vacant %	0.00%	8.10%

Source: CoStar Market Data, HR&A Advisors (Camoin Associates)

Rents in Binghamton for industrial space fell from \$4.89 PSF to \$4.53 PSF NNN from 2012 to 2013 and are expected to continue to decline, indicating a softening of the market as property owners lower prices to divest. Binghamton has slightly higher rents than the Rochester market and much lower rents than the Syracuse market, which is over \$15 PSF and projected to rise through 2014.

Figure 39 Industrial Rents

Direct Asking Rents				
	Q4 2012	Q4 2013	% Change	12-Month Forecast
Binghamton	\$4.89	\$4.53	-7.36%	▼
Syracuse	\$15.26	\$15.05	-1.38%	▲
Rochester	\$4.24	\$4.24	0.00%	=

Source: Cushman & Wakefield/Pyramid Brokerage (Camoin Associates)

Leasing activity in Binghamton increased by almost 20% from 2012 to 2013, and over 220,000 SF of industrial space was leased in 2013. Lease rates are expected to continue to increase through 2014, which will continue to push the vacancy rate downward. Comparatively, leasing activity spiked in Syracuse from 2012 to 2013 by almost 300%, whereas in the Rochester market, leasing activity declined by about 9%.

⁶ We note that a data point of zero in CoStar can indicate lack of data and not necessarily an actual zero; however, discussions with the local real estate community suggest that this figure may be accurate.

Figure 40 Leasing Activity

Year to Date Leasing Activity (sf)				
	Q4 2012	Q4 2013	% Change	12-Month Forecast
Binghamton	188,495	223,871	18.8%	^
Syracuse	184,036	674,914	266.7%	^
Rochester	524,000	476,386	-9.1%	v

Source: Cushman & Wakefield/Pyramid Brokerage (Camoin Associates)

Target Industry Analysis

Recruiting new industries and retaining and growing existing industries are the foundations of economic development. In order to achieve this goal for the Charles Street Business Park and the First Ward, a targeted, focused approach must be implemented. A targeted approach will ensure that the industries that are most likely to find the First Ward competitive and attractive, with the greatest likelihood of responding to marketing and industry recruitment programs, receive the greatest attention.

This target industry analysis identifies industries that the City of Binghamton should target for jobs and investment in the Charles Street Business Park in the future. Herron Consulting conducted this analysis from the perspective of a corporate site selector, drawing upon our industry knowledge and experience obtained from conducting site selection programs for manufacturing, headquarters and office operations, life sciences, warehousing/distribution and other industries, and also working with communities on economic development strategies.

In this analysis, we:

- Evaluate the current industry mix (industrial base) in the zip code that encompasses the First Ward BOA (zip code 13905), the zip codes that comprise the City of Binghamton (13901, 13902, 13903, 13904, and 13905) and in the two-county region composed of Broome and Tioga Counties. These industries provide the foundation of the local economy and are reflected in the data that investors typically analyze before making their investment decisions;
- Assess the appropriateness of other industries for targeting for jobs and investment, considering location quotients, location criteria, growth rates, wages, diversification possibilities, skill requirements, new economy orientation, export base, and the types of companies currently located in the community;
- Embrace those industries that are supportive and reflective of the First Ward Vision;
- De-emphasize those industries, such as chemical manufacturing, warehouse and distribution and oil and gas related industries, which we believe are not appropriate for the Business Park due to truck traffic, noise, lack of appropriate site, environmental concerns, etc;
- Identify two target industry clusters that the City of Binghamton should focus on as preferred targets to achieve enhanced growth and development in the Charles Street Business Park in the future. Each cluster is composed of several recommended types of industries, defined by NAICS codes;
- Analyze why each cluster was selected and why the Charles Street Business Park is a good location and fit for economic development and marketing purposes.

Target Industry Selection Criteria

The selection criteria used to identify the recommended target industries and clusters for the Charles Street Business Park consider the following.

- Location Quotients: Indicator of the relative goodness-of-fit concentration of specific industry sectors in the zip code that encompasses the First Ward BOA (zip code 13905); five zip codes composing the

City of Binghamton (zip codes 13901, 13902, 13903, 13904, 13905); Broome County and the two county MSA.

We evaluate location quotients (LQ) based on sector employment in existing industries, (i.e., Emerson Network Power, Frito Lay, Elliott Manufacturing, Blue Storm Technologies, IBM, Finger Lakes Instrumentation, etc.). A location quotient greater than 1.0 indicates the specific industry is generally more concentrated (employs a greater proportion of the workforce) than in New York State. See Location Quotient table at the end of this section.

While industries demonstrating a relative concentration are more desirable for targeting, a few of the recommended industries exhibit a LQ less than 1.0. Inclusion of these industries makes sense because they already have a significant footprint in the regional economy and are projected to grow jobs in the future.

- **Local Presence:** Takes into consideration the types of industries that have started operations, but which are not reflected in the EMSI data.
- **Local Demand:** Supports demand for goods and services by local industries that are currently being supplied by companies outside the community.
- **Location Criteria:** How well the locational criteria of the industries match up with **Binghamton's** identified strengths and competitive advantages.
- **Growth Trends:** Past growth and likely future growth of the industry. We recommend industries we believe will grow in the future, after recovery from the sustained downturn in the local, national and global economy subsides.

While projected employment growth is considered important for targeting purposes, it should be noted that employment growth projections are not hard predictions, but are based on current economic activity and known and assumed trends. These projections do not consider very recent or future economic development initiatives, targeted marketing activities, or changes in the institutional or **political landscape to support new investment**. One example of this is the recent surge in "reshoring" activity. While the evidence is mostly anecdotal, it appears that many American producers are returning to their domestic roots, abandoning overseas expansion plans in favor of more predictable and favorable business climates at home. This trend is not well understood or reflected in recent business projections.

Even in domestic industries that are seemingly in decline, there are "winners" as well as "losers." Domestic businesses that have not invested in workforce skills development and/or new technology are being swept aside, and deservedly so. But this does not mean the industry is dying. New domestic start-ups and direct foreign investment often rely less on labor and more on technology to increase total industry output. The individual companies making this new investment are worth targeting, even as total employment in the industry declines.

- **Diversification of Existing Industry Base:** Targets must reflect a mix of diversified but synergistic industries which will bring new investment to Binghamton, the First Ward BOA and the Charles Street Business Park, and help position them for even greater investment by other industries.
- **Wages:** The target industries should offer high value-added jobs with good wages.
- **New Economy:** The recommended industries offer opportunities for Binghamton to target industries that rely on technology; are new economy-oriented; and are heavily dependent on communication, networking and collaboration.
- **Export Industries:** The recommended target industries should export products and services to markets outside Binghamton and bring new wealth into the community.

The North American Industrial Classification Systems (NAICS) is the system used by the Federal statistical agencies for classifying business establishments for the purpose of collecting, analyzing, and publishing statistical data related to the US business economy. NAICS was developed by the Office of Management and

Budget, and replaced the Standard Industrial Classification (SIC) system in 1997. It was jointly developed by the government agencies in Canada and Mexico so that there is a high degree of comparability in business statistics in the three North American countries.

Recommended Target Industries

Herron Consulting recommends specific target industry sectors that the City of Binghamton should pursue to bring new jobs and investment to the community and the First Ward BOA. The industries are grouped into two clusters, based upon synergies between the target industry sectors.

The recommended target industry clusters and sectors are:

- Advanced Manufacturing
 - Food Processing (not using ground water)
 - Plastic Products
 - Fabricated Metals
 - Machinery
 - Engine, Turbine and Power Transmission Equipment
 - Computers, Peripheral Equipment and Electronic Components
 - Navigational, Measuring, Electromedical and Control Instruments
 - Electrical Equipment and Components
- Professional, Business, and Scientific Services
 - Software Publishers
 - Professional, Scientific, Technical Consulting Services
 - Management of Companies and Enterprises
 - Administrative and Support and Remediation/ Waste Management Consulting Services

It is important to understand that the Charles Street Business Park is an ideal location for regional headquarters and other white collar operations, such as sales and marketing, research activities, and financial operations.

If an application is submitted to Empire State Development (ESD) to consider Charles Street Business Park for Shovel Ready site certification as a Multi-Tenant Business and Technology Park, the recommended targets would represent industries that are typically found in this type of development, and would comply with the definition of a Multi-Tenant Business and Technology Park in ESD's Generic Site Profile. See Attachment C for a complete description of the NYS Shovel Ready certification program.

Reasons for Industry Targets: Why the Charles Street Business Park Is a Good Fit

The foundation for this target industry analysis and recommendations is the confidential interviews conducted with local stakeholders; public workshops held in February 2014; research and data analysis; the perspective of corporate site selectors, drawing upon industry knowledge and experience obtained from conducting site selection programs for manufacturing, headquarters and office operations, life sciences, warehousing/distribution and other industries; and working with communities on economic development strategies.

These provide the understanding of the First Ward BOA Study Area, City of Binghamton, Broome County and the MSA that we relied upon when identifying appropriate target industries for the Charles Street Business Park.

SECTION 5 KEY FINDINGS

This section includes a synthesis of the information presented in previous sections. The key findings described here are generally limited to factors that are likely to impact revitalization efforts in the neighborhood.

Key findings are organized by the following topics:

- | | |
|---|-------------------------------|
| ✓ Demographics | ✓ Walkability and Access |
| ✓ Economic Conditions and Market Trends | ✓ Community Fabric |
| ✓ Location and Land Use | ✓ Infrastructure |
| ✓ Brownfields | ✓ Redevelopment Opportunities |
| ✓ Parks, Trails, and Open Space | ✓ Flood Hazards |

Demographics

Standard demographic indicators analyzed for this report paint a picture of an underperforming community that is experiencing significant economic distress. Without substantial in- or out-migration, there is little a neighborhood can do to impact its own long-term demographic make-up. For instance, actions undertaken at the neighborhood level are not likely to change factors like the age profile, the education levels or incomes of local residents, even over a 10-15 year period of time. The future make-up of a small area like the First Ward will be more profoundly impacted by city and regional demographic trends. Given this, it will be critical for the City of Binghamton and the First Ward to have a thorough understanding of the larger demographic trends that may have the most meaningful impact on local revitalization efforts. The analysis in this report suggests that the most important regional demographic factors affecting the First Ward are the following:

- The region's total population is declining;
- The region is aging rapidly, yet maintains a steady population of young people (via rotation of students);
- The population in the surrounding region earns higher incomes than the city and the First Ward;
- There is a national trend towards walkable urban lifestyles among seniors and young people.

The fundamental questions that emerge from these trends are: How can the First Ward adapt to these trends? How can the First Ward capitalize on the future housing needs and lifestyle preferences of students and seniors to advance the neighborhood's revitalization objectives? The answers to these questions depend on a variety of factors that are discussed below, including economic/market trends (which are often influenced by demographic trends), land use patterns,

locational factors, policies, cultural and social factors, amenities, environmental concerns, and natural hazards.

Economic Conditions and Market Trends

Market and economic forces are often driven by demographic trends. This is evident in Binghamton and the First Ward, where slow population growth (and decline), coupled with a rapidly aging population, are major contributors to current challenging market dynamics. In most cases, slow growth leads to less demand for goods and services, as well as housing. Additionally, an aging population with fewer young families and workers can limit employers' ability to expand or relocate from other areas. The trajectory within the First Ward and the City of Binghamton is emblematic of the dynamics of a slow growth region:

- Employment is declining within the region and the city, particularly in the high-paid manufacturing sector;
- The local retail market is saturated, offering few new opportunities. Spending potential of First Ward residents is relatively low;
- Housing vacancy rates in the First Ward are higher than surrounding areas and values are lower;
- Homeownership and owner- occupancy is decreasing in the First Ward;
- Concerns are increasing about the condition of homes and commercial buildings in the First Ward;
- The sale/lease prices in the First Ward are too low to support the costs of redevelopment without intervention (such as subsidy, low interest loans, tax abatement or other financial incentives).

It is important to note that the presence of higher education and health care anchors in Binghamton lessens the magnitude of these trends. Among Binghamton's most important assets are Binghamton University, SUNY Broome, UHS Binghamton Hospitals and Lourdes Hospital, which are significant employers and bring in a large (and growing) student population. These institutions are also a source of innovation and business growth. Potential redevelopment opportunities in the city and the First Ward will likely originate with growth linked to these anchor institutions.

Location and Land Use

The First Ward's traditional neighborhood character can be traced back to its location and historic development as an industrial "live-work" neighborhood:

- The First Ward is in close proximity to downtown Binghamton, major transportation corridors and the Chenango River;
- The First Ward is in close proximity to downtown Johnson City, for which major revitalization plans are underway. Recent developments include the construction of Binghamton University's School of Pharmacy and Pharmaceutical Sciences as well as redevelopment of the Goodwill Theatre.
- The neighborhood is urban in scale, containing a mix of uses, built in a compact land use pattern;
- There are numerous architecturally/culturally significant and historic buildings.

The land use pattern in the First Ward is a key strength, as it provides flexibility for future redevelopment opportunities—i.e. a mix of uses, variety of lot sizes, a substantial supply of redevelopable land (including large, contiguous sites) and existing infrastructure, such as streets, sidewalks, and water/sewer. These characteristics position the First Ward to take advantage of national trends that show young professionals and retirees increasingly prefer to live in downtowns and surrounding urban areas that offer amenities, walkability, and cultural opportunities.

While the neighborhood includes three major commercial corridors and numerous industrial sites, one of its defining characteristics and comparative advantages is its residential character. Compatibility between industrial and residential uses should be a major consideration when undertaking any redevelopment efforts, particularly given the proximity of strategic redevelopment sites (such as the Charles Street Business Park) to existing residential neighborhoods.

Brownfields, Vacant, and Underutilized Sites

The neighborhood contains numerous brownfields, vacant, and underutilized sites. There are 37 properties (70 acres) in the First Ward that have known or perceived contamination. Of these 37 properties, five properties were identified as strategic redevelopment sites:

55 Seymour Street

This 2.78-acre site is located directly north of the Charles Street Business Park, between the Cemetery and the First Ward Park. The site may have been used in the past by Anitec as a landfill to dispose of waste associated with production of photographic film and is therefore considered a brownfield. A limited cleanup effort was completed in 1995 and the site was issued a certificate of completion. This site is considered strategic due to its location between the First Ward Park and the Charles Street Business Park. The site could potentially serve as a location for future expansion of the First Ward Park as well as provide a route for a street extension from Prospect Street and the Charles Street Business Park.

Charles Street Business Park

This Charles Street Business Park is the largest available redevelopment site in the First Ward and offers a significant opportunity for catalytic redevelopment project. The site was home to the former Anitec manufacturing company and underwent remediation from 1992 through 1997 as part of the New York State Superfund program. The site was then purchased by the Broome County Industrial Development Agency, which subsequently constructed major infrastructure upgrades and sold a 6-acre portion to Emerson Network Power. Emerson constructed a headquarters building in 2010, leaving a 24-acre portion available for redevelopment. The site is currently owned and maintained by the IDA and is available for redevelopment.

Former Vail Ballou Site

This 3.9-acre site is located at 187 Clinton Street (between Crandall and Hudson Streets). The site was formerly home to the Vail Ballou Press printing company, which closed in 2014. The site is currently vacant, as the main buildings were demolished following a fire. This site is strategic due to its central location along Clinton Street in the vicinity of the Charles Street Business Park and a variety of emerging commercial/service businesses in the vicinity. In addition, the site directly abuts the Norfolk Southern rail line, providing potential opportunities for rail-dependent uses.

Former Titchener Site

This 3-acre site located at 2 Titchener Place was home to the Titchener Company's metal plating facility. The site was abandoned in 2004 and is now owned by Broome County. This site is considered strategic due to its size and central location in the heart of the Clinton Street commercial corridor. A Phase I Environmental Site Assessment, Hazardous Materials Assessment, and Building Assessment were conducted as part of this Nomination Study (Appendix D and Appendix E). Existing structures were found to be repairable and suitable for adaptive reuse. A Phase II Environmental Site Assessment and removal of existing hazardous material are necessary to move forward with redevelopment.

Broome County Health Department Plaza

This is a 4.8-acre site located at the corner of Front Street and Clinton Street. It is privately owned and currently occupied by the Broome County Health Department. Previously home to a dry cleaning operation, the site is considered a brownfield but no further analysis has been completed. The site is strategic due to its location at the corner of Front Street and Clinton Street, a major gateway into the neighborhood and downtown Binghamton.

Parks, Trails, and Open Space

Most homes and businesses in the neighborhood are within walking distance of a park or an open space area. While the neighborhood is generally well-served by parks and open space, our analysis identified the following opportunities to improve these important resources:

- The neighborhood lacks a dedicated trail system;
- The neighborhood lacks visual and physical connections to the Chenango River;
- First Ward Park would benefit from modest improvements such as updated playground equipment, enhanced landscaping, seating, and trail connections;
- Valley Street Park would benefit from updated playground equipment, landscaping, and additional parking;
- Tyler Park is unfamiliar or unknown to many residents, though it is located at a major intersection (Clinton Street and Front Street) and offers opportunities to create an attractive gateway;
- Sunflower Park is an example of successful grass-roots neighborhood revitalization that could be applied to other recreational facilities in the First Ward.
- Spring Forest Cemetery is considered an open space asset within the neighborhood, with informal trails, benches, and mature trees.

Walkability and Access

Though the First Ward is known for its history as a “walk to work” neighborhood, walkability has eroded over time as auto-oriented uses have emerged without accompanying efforts to improve pedestrian connectivity and safety. *The existing street configuration and lack of pedestrian amenities limits overall access and walkability.* The First Ward is configured as a modified grid with only two east/west connections. The Clinton Street/Glenwood Avenue corridor is the primary east/west route through the neighborhood, while prospect Street is a secondary east/west connection (though steep grades make it less usable for bicycle and pedestrians). Narrow rights-

of-way are limiting factors, as there is insufficient space to accommodate sidewalks and bicycle lanes in addition to vehicle lanes. The major effects of this configuration are:

- Lack of bicycle lanes;
- Lack of improved pedestrian crossings; and
- Limited connectivity for pedestrians and bicycles .

While bicycle lanes along the Front/Clinton/Glenwood corridor may not be feasible in the short-term, there are other solutions that would improve pedestrian/bicycle access, such as improved pedestrian crossings along major corridors and development of off-street trails/bicycle connections through the neighborhood, along secondary streets. Improvements to non-automobile access within the neighborhood would align well with the neighborhood's quality-of-life objectives by increasing foot/bike traffic, improving accessibility and enhancing safety.



View of Clinton Street looking north towards Charles Street showing the lack of crosswalks and other pedestrian amenities.

Infrastructure

As one of the oldest neighborhoods in the city, the *First Ward* is equipped with fully built-out urban infrastructure and public services, including streets, sidewalks, water/sewer, stormwater, and lighting. There are no major infrastructure capacity issues that would prevent redevelopment within the neighborhood, though site specific upgrades and repairs may be necessary to accommodate redevelopment, depending on the size and scale of the project. A more relevant consideration is the condition of existing infrastructure and the ways in which conditions and capacity may impact redevelopment potential.

The most significant issues related to the condition of the neighborhood's infrastructure are:

- Deteriorating pavement condition along three major corridors (Front Street, Clinton Street, Mygatt Street);
- Low clearance of the railroad bridge at the intersection of Clinton Street and Front Street;
- Lack of adequate bicycle and pedestrian facilities; and
- Shortage of convenient on-street parking in the western portion of the neighborhood.

Community Fabric

The First Ward benefits from a strong sense of cultural history and identity. What began as a home to eastern European immigrants has changed and expanded over time and now includes residents of many nationalities, races, and ethnicities. Existing business owners and residents are invested in the neighborhood and remain active in its ongoing revitalization.

- One recent example of the neighborhood's strong community fabric is Sunflower Park, formerly the Murray Street Park, which was established through the City of Binghamton Neighborhood Project's "Design Your Own Park" competition. Neighborhood residents spearheaded entering Sunflower Park into the competition and they continue to manage and maintain the popular park today.

- Similar to the neighborhood's physical characteristics and proximity to downtown, its cultural characteristics help position the First Ward to attract young professionals and retirees, who increasingly prefer to live in downtowns and surrounding urban areas that offer amenities, walkability, diversity, and cultural opportunities. The sense of community and identity is a key strength that can be leveraged as part of the neighborhood's overall brand.

Redevelopment Opportunities

The Charles Street Business Park is the largest redevelopment site in the neighborhood. It has been remediated to commercial/industrial standards and fully upgraded to include modern utility and street infrastructure. In a neighborhood made up of 90% privately owned property, the Business Park is one of only a few (and the largest) publicly owned properties. In 2010, Emerson Network Power built its world headquarters on a 5.2 acre portion of the business park, leaving approximately 24 acres available for redevelopment.

- The site is owned by the Broome County Industrial Development Agency, a public benefit corporation with the ability to partner with the City as well as offer financial incentives (including tax abatements) to end-users;
- The site is served by streets and water/sewer utilities;
- The co-generation power plant located directly west of the Business Park was recently brought back into service after a three-year shut-down and may potentially be leveraged to supply power to future businesses at the business park.

The site represents the most significant redevelopment opportunity within the neighborhood and is more fully addressed in Section 6.

The Clinton Street corridor contains numerous strategic infill sites. Clinton Street has shifted away from its prior identity as a vibrant, antiques retail center and now contains a mix of small retailers, community services, and vacant lands. While some retailers, antique stores and restaurants that continue to serve the First Ward and Binghamton remain, others have been replaced by less desirable uses or are vacant, which is a deterrent to revitalizing the commercial and residential areas. The following three sites, along with the Charles Street Business Park should be prioritized for redevelopment.

- Vail Ballou Press site, a vacant industrial site that is the location of a former printing company at 187 Clinton Street;
- Former E.H. Titchene site, an industrial property which is the location of a former manufacturer of wire products;
- Broome County Public Health Department Plaza, located at 225 Front Street in the northwest quadrant of Front and Clinton Streets.

Flood Hazards

The First Ward was severely impacted by flooding in 2011. There were 523 properties (77 acres) impacted by flooding in the Study Area, with most experiencing major or moderate damage. Numerous flood damaged properties have remained in poor and/or vacant condition, which has affected surrounding areas and could potentially discourage future investment. FEMA has completed a draft revision to its 100-year floodplain boundary, which would include significant

portions of the First Ward. Though this map has not been officially adopted, the potential for revised boundaries could increase uncertainty, the cost of insurance--or both, which could undermine reinvestment efforts. The major consequences of flood risk and regulatory uncertainty are:

- The potential future damage from flooding;
- Increased insurance costs for property owners;
- Discouraging effect on new investment.

Given this, it will be especially important for the City of Binghamton and the First Ward to consider pro-active steps that can be taken to mitigate risk of future flood damage as well as alleviate regulatory uncertainty. Recommended programs and other activities are described further in Section 6.

SECTION 6 REVITALIZATION STRATEGY AND MASTER PLAN

The **community's** vision for the First Ward is to create a vibrant neighborhood of well-kept homes, active parks, churches, schools, and thriving local businesses. It is envisioned that the Charles Street Business Park will anchor the neighborhood, becoming home to businesses that provide high-quality jobs. The Revitalization Strategy and Master Plan described in this section builds upon this vision for revitalization, while addressing the key findings, challenges, and opportunities that emerged from an extensive analysis of economic and physical conditions. In particular, the Revitalization Strategy and Master Plan focuses on strategies to achieve the community's revitalization goals, including:

- Economic development and job creation;
- Enhancing pedestrian connectivity and access to the waterfront/surrounding neighborhoods;
- Enhancing streetscapes;
- Improving visual quality;
- Enhancing parks, open space, and trails;
- Rehabilitating, diversify, and enhancing the existing housing stock;
- Celebrating the neighborhood's cultural assets;
- Mitigating future flood hazards.

The First Ward Revitalization Master Plan (Map 22) includes recommended development and capital projects specifically designed to achieve the vision and goals for the First Ward. The balance of this section describes these projects as well as supporting programs and policies.

The section is organized according to the following major categories:

- Charles Street Business Park
- Catalyst Redevelopment Sties
- Parks, Trails & Open Space
- Streetscapes & Green Infrastructure
- Gateways and Wayfinding
- Housing Stabilization and Redevelopment
- Mixed-Use Infill and Commercial Revitalization
- Flood Protection and Mitigation

It is noted that the Strategic Sites identified in Section 3 have been incorporated into relevant topics based on the type of projects envisioned for each site. The chart below notes each Strategic Site and its corresponding project number and category.

Strategic Site	Project Number	Master Plan Category	Anticipated Use
1. 55 Seymour	4	Parks, Trails, and Open Space	Park
2. Charles Street Business Park	6	Charles Street Business Park	Light/Medium Industrial
3. Former Vail Ballou Site	11 & 12	Catalyst Redevelopment Sites	Mixed-Use
4. Sunflower Park Residential Area	17	Housing Stabilization and Redevelopment	Residential
5. Former Titchener Site	16	Catalyst Redevelopment Sites	Mixed-Use, Industrial Arts
6. Health Department Plaza	18	Catalyst Redevelopment Sites	Mixed-Use
7. 9 Slauson	13	Parks, Trails, and Open Space	Park
8. Fire Station Site	10	Catalyst Redevelopment Sites	Commercial



FIRST WARD REVITALIZATION STRATEGY

Master Plan

This document was prepared for the City of Binghamton and the New York State Department of State with funds provided through the Brownfield Opportunity Areas Program.

Map 22



March 9, 2015

Charles Street Business Park

Associated Master Plan Projects:

- ✓ Project #6: Charles Street Business Park Development



Upgraded Street Infrastructure in the Charles Street Business Park

The Charles Street Business Park (Master Plan Project #8) is the largest redevelopment site in the First Ward, consisting of 5 developable parcels (ranging from 2.5 to 6 acres) and a 1.2-acre open space area. The site underwent remediation from 1992 through 1997 as part of the New York State Superfund program and is considered suitable for commercial and industrial development. The site was then purchased by the Broome County Industrial Development Agency (BCIDA). The BCIDA subsequently completed major infrastructure upgrades, including utilities, lighting, and street infrastructure. The BCIDA sold a 6-acre parcel to Emerson Network Power in 2008, leaving 24 acres available for redevelopment. Having been remediated and improved, the site represents a significant opportunity for the City of Binghamton to recruit business that attract new residents, create jobs, and support the tax base.

In 2007, the Broome County IDA established covenants, conditions, and restrictions for the site prohibiting retail sales and some heavy industrial uses, such as foundry operations, manufacturing of corrosive materials, tar manufacturing and auto salvage yards. In addition, the covenants established a Charles Street Business Park Development Committee (consisting of business park property owners and an IDA representative) with the authority to review future development proposals on the site. While these covenants do not appear to be a barrier to future redevelopment, it will be important to communicate the restrictions and necessary approvals process to any potential end-user.

Highway accessibility is often cited as one of the most important criteria for companies looking to relocate or expand. Not all companies require direct highway access, but poor accessibility can be a deterrent to companies with sophisticated logistical needs. While the Charles Street Business Park is centrally located within the urban core and in close proximity to major transportation corridors, the site lacks both visibility and direct highway access. The site is located in the interior of the neighborhood, two blocks north of Clinton Street and is not visible from nearby transportation corridors. Further, its primary entrance is from Charles Street, which is a local residential street. Trucks serving the site must navigate residential streets or busy neighborhood arterials/collectors with limited right-of-way widths, such as Mygatt Street, Clinton Street and Front Street. These conditions may not pose a barrier to all potential end users, such as back-office operations or headquarters, but could narrow the pool of opportunity.

The Master Plan envisions full build-out of this site with advanced manufacturing and/or professional services companies. A target industries analysis completed for this Nomination Study suggests that the most appropriate and feasible end-users are businesses in the Advanced Manufacturing and Professional, Business, and Scientific Services industry sectors.

Types of businesses in these industry sectors include companies that manufacture computers, electrical equipment, fabricated metals, and instruments, software publishers, technical consulting services, and other professional services. Redevelopment of the Charles Street Business Park site with these types of light and/or medium industrial uses has received support from the Project Steering Committee, key stakeholders, experts and community members.

In addition, these uses are consistent with the site's Urban Business Park (UBP) zoning designation, which was recently modified to allow a range of industrial and medical office uses. Building architectural styles should be functional, yet visually appealing and compatible with the neighborhood. While the site already contains streets, sidewalks, and utilities, it will likely be necessary to upgrade electrical capacity, construct additional parking, landscaping, and stormwater drainage facilities to accommodate new development.

The actions below describe in more detail the recommended steps necessary to implement the recommendations described below:

1. Designate a Charles Street Business Park Task Force. Interagency coordination and procedural transparency will be critical to attracting companies to this site. It is recommended that the IDA, Broome County, and the City work together to form a joint task force with the ultimate goal of recruiting a suitable end-user to the site. The task force should focus its efforts on the following priorities: (1) Enhancing site visibility; (2) Promoting the site to potential end-users; and (3) Improving highway access.
2. Recruit Recommended Target Industries. The most appropriate and feasible end-users at the Charles Street Business Park are businesses in a select group of target industries, including the Advanced Manufacturing and Professional, Business, and Scientific Services industry sectors. These sectors align with the identified Shovel Ready industrial profile (Multi-Tenant Business and Technology Park) and offer the greatest opportunity for success. To achieve this, it is recommended that the City and its partners engage develop a coordinated recruitment strategy that focuses on direct outreach and coordination:

Shovel Ready Certification

Certification through Empire State Development's (ESD) **Shovel Ready Program** is available to any site in New York State that is suitable for the type of development proposed, has proper zoning and infrastructure, has completed the appropriate studies, and has received necessary approvals.

Why Shovel ready Certification?

- Industrial users can get valuable pre-development information about the site, its assets and constraints, which reduces perceived risk
- The process encourages communication and team-building within the community as stakeholders determine the type of development that best meets their vision
- ESD provides marketing assistance
- The property is featured on ESD's shovel ready website
- ESD and other state and federal agencies are available to provide technical assistance and guidance on permitting issues
- ESD provides signage and a coordinated event to announce the certification

- Relationship-building with state and regional agencies, universities industry experts, workforce development agencies, and employers
- Outreach to corporate site consultants and real estate brokers
- Participation in industry trade shows

Target Industries

The recommended target industry clusters and sectors for the Charles Street Business Park are the following:

Advanced Manufacturing

- Food Processing (not using ground water)
- Plastic Products
- Fabricated Metals
- Machinery
- Engine, Turbine and Power Transmission Equipment
- Computers, Peripheral Equipment and Electronic Components
- Navigational, Measuring, Electromedical and Control Instruments
- Electrical Equipment and Components

Professional, Business, and Scientific Services

- Software Publishers
- Professional, Scientific, Technical Consulting Services
- Management of Companies and Enterprises
- Administrative and Support and Remediation/ Waste Management Consulting Services

3. Focus recruitment on companies seeking to construct and occupy a building on the site. A development proforma and cash flow analysis were completed for the site to determine financial feasibility of a light industrial redevelopment project on the site (Appendix H). The pro forma analysis suggests that under current market conditions, it would be unreasonable to expect a developer to undertake a project at this site on a speculative basis. A build-to-suit project for a long-term tenant or attracting a company seeking to occupy the site, as Emerson did, are more realistic opportunities.
4. Develop a Coordinated Marketing and Promotion Campaign. In support of (and coordination with) direct recruitment activities, it is recommended that the City and IDA develop a promotional campaign specific to Charles Street Business Park. This should include both online and hard copy collateral targeted to potential developers and end users. It will be critical to maintain transparency by sharing information about the site, clarifying site control considerations, and potential terms of lease/sale. Other activities undertaken to promote the site could include special events, such as a hosting a speaker, a tour, or a round table. These activities should be coordinated between the City and the IDA



An enhanced gateway into the Charles Street Business Park would provide marketing and promotional support as well as directional signage for visitors and potential investors.



5. Improve Site Visibility and Accessibility. The Charles Street Business Park is centrally located but lacks both visibility and direct highway access. In coordination with marketing and promotion of the site, it is recommended that the City consider the following actions to improve visibility and accessibility of the site:
 - Install Promotional/Wayfinding Signage on I-86, Front Street, and Clinton Street.
 - Construct an enhanced gateway into the site, including signage and landscaping (see photo below)
 - Complete an engineering feasibility for a street connection to I-86 (Project # 5). It is noted that improving highway access will be a complex and long-term effort, but will play a critical role in making the site attractive and functional for potential end-users.
6. Apply for Shovel Ready Designation. **The State's Shovel Ready designation** as a Multi-Tenant Business and Technology Park will enhance the marketability of the site to corporate decision makers and others involved in corporate site selection and relocation. It is recommended that the City take the lead role in preparing/submitting the application, with assistance from the IDA. Please refer to Appendix B Economic and Market Trends Analysis for a detailed description of Shovel Ready Certification, including steps, application requirements, and timeframe.
7. Complete a Generic Environmental Impact Statement (GEIS). Completing a GEIS for all parcels within the Charles Street Business park will help expedite future development proposals. Businesses that meet the industrial profile envisioned in the GEIS will benefit from an expedited project-specific environmental review process. Rather than going through the entire environmental review process, an end-user would simply need to confirm that the proposed development conforms to the parameters outlined in the GEIS. This process would allow development to proceed with minimal delay, creating savings for developers.
8. Explore opportunities to leverage the Binghamton Cogeneration Plant. The co-generation power plant located at 22 Charles Street (directly west of the Business Park) was recently brought back into service after a three-year shut-down. **The plant will operate as a "peaker plant" only at times of high demand.** It is recommended that the City continue to explore potential opportunities, such as providing power to the Charles Street Business Park or a local steam district.

Catalyst Redevelopment Sites

Associated Master Plan Projects:

- ✓ Project 10: Fire Station
- ✓ Projects 11 & 12: Former Vail Ballou Site
- ✓ Project 16: Former Titchener Site
- ✓ Project 18: Health Department Plaza

The Clinton and Glenwood corridor is the most prominent transportation thoroughfare in the neighborhood, carrying most of the east/west vehicle traffic. Underscoring its importance, the corridor serves as a primary gateway to downtown Binghamton and carries thousands of residents and commuters every day. The corridor's prominence as a commercial hub has faded, which

is evident in vacant storefronts and deteriorating facades. However, in recent years the corridor has begun to reemerge as a bustling commercial area, with new types of businesses including restaurants, bars, services, and other commercial uses. The corridor today represents a major opportunity for the First Ward and the City of Binghamton to leverage a key gateway into the city that also contains a variety of historic buildings, urban infrastructure, and potentially catalytic redevelopment sites.

The following sites were selected for their strategic location, size, and potential to catalyze further investment.

Fire Station (Project #10). The Fire Station located at the corner of Phelps and Charles Streets is owned by the City and currently used by the Binghamton Police Department for equipment storage. There are countless examples throughout the country of creative re-use of former fire station buildings, including the Number 5 Restaurant in Binghamton. The Fire Station building is ideally located to serve as a gathering point for neighborhood residents as well as offer lunchtime options for employees at Emerson and future employees of new businesses at the Charles Street Business Park.



Coffee shops and cafes are often considered the unsung heroes of urban revitalization. Often one of the first commercial operations to pop up in a transitioning neighborhood, they have the ability to draw together residents and customers, as well as generate activity that can spur additional neighborhood development.



The Shirt Factory

Glens Falls, NY

In 1999, the former McMullen-Leavens Shirt Factory was purchased and redeveloped into a multi-tenant space for artists, small-scale fabricators, and business owners.



Today there are more than 80 tenants, including artists, photographers, graphic designers, boutiques, salons, martial arts, metal fabricators, quilt-makers, and art galleries.

Many tenants collaborate with each other, teach classes, sell products directly to the public, and/or open their spaces during business hours.

Former Vail Ballou Press Site (Projects #11 and #12). This vacant site was formerly home to the Vail Ballou printing company and is currently privately owned. This site is strategically located near the Norfolk Southern Railroad line, which sees up to ten trains per day. Though there is no longer a rail spur located on the property today, it is possible that it could be redeveloped as a rail-accessible site in the future. The Market Analysis concluded that the site would be optimal for light industry or advanced manufacturing operations that require rail transportation services. Given that this site also has frontage along Clinton Street, it is recommended that the front portion of the site be redeveloped with commercial uses to maintain consistency with existing storefronts and the commercial character of Clinton Street.

Former Titchener Site (Project #16). The site was formerly home to the Titchener company, which manufactured wire products, such as mesh computer baskets and shopping carts. The site is now owned by Broome County. A variety of factors, including the site's ownership, configuration, location on Clinton Street, proximity to existing commercial businesses and residential areas, create a unique redevelopment opportunity. Results of the Market Analysis and discussion with the City and stakeholders suggest a there is currently a desire for inexpensive "maker" space where small businesses can share equipment, knowledge, and space. There are many types of collaborative spaces that have been successful in similar settings, such as the Shirt Factory in Glens Falls, NY (see sidebar). It is recommended that the City and Broome County explore the possibility of adapting the former Titchener site and portions of the existing buildings (pending an assessment of structural integrity) into a similar multi-tenant space designed to attract small business owners, artists, and entrepreneurs in Binghamton. While redevelopment as a maker space requires generally lower construction costs than many other uses, a financial proforma prepared for this project indicates that development at the site will require significant public investment. These investments may take the form of grant dollars from Empire State Development, tangible property credit offered through the Brownfield Cleanup Program, historic tax credits, and local incentives, such as favorable acquisition costs, and a property tax abatement. A complete description of the financial proforma and conclusions can be found in Appendix H Financial Proformas for Selected Development Projects.

Health Department Plaza (project # 18). Broome County's public health department operates from the building at 225 Front Street, located at the corner of Front Street and Clinton Street. This strategic site is located along a corridor with high traffic volumes, good visibility, and vehicle access, making it ideal for commercial, office, and service-oriented uses. Future redevelopment

Short-term opportunities exists to improve the visual quality of the façade, parking lot, and sidewalks at the Health Department Plaza.



of this site in conjunction with the realignment of the Front Street/Clinton Street intersection (see Project #19), could have a catalyst effect in the neighborhood by improving the appearance of this prominent site and creating a more welcoming environment for pedestrians and bicyclists. The building currently contains viable uses and is therefore not recommended for redevelopment in the short-term. However, short-term improvements, such as façade and landscape enhancements would significantly enrich the visual quality of this important corridor.

Parks, Trails, and Open Space

Associated Master Plan Projects:

- ✓ Project #3: Enhanced Bicycle Route
- ✓ Project #4: First Ward Park
- ✓ Project #9: Trail connection through Charles Street Business Park
- ✓ Project #13: Dog Park
- ✓ Project #20: Tyler Park Improvements
- ✓ Project #22: Waterfront Trail
- ✓ Project #24: Valley Street Park Improvements
- ✓ Project #26: Trailhead and connection to Ostiningo Park Trail



Residents indicated a desire for additional off-street trails like the example above. An off-street trail segment at the terminus of Elm Street would provide an open space amenity as well as a key east/west connection.

Throughout the planning process, the First Ward community has expressed a desire to improve the neighborhood's underutilized park facilities, provide access to the Chenango River, and make it safer and more convenient for residents to travel around the neighborhood on foot or by bicycle. To that end, the Master Plan recommends a multi-faceted approach to improving parks and open spaces in the neighborhood.

A key priority is to make modest improvements to the neighborhood's existing parks, particularly the First Ward Park, Valley Street Park, and the underutilized Tyler Park. The second priority is to build connections to the Chenango River and between all parks and open space facilities with an enhanced pedestrian/bicycle route. The third priority is to incorporate new types of open spaces where new development is proposed (such as a dog park).

The actions below describe the steps necessary to implement the Master Plan's overall recommendation for parks and open space.

1. Construct an Enhanced Pedestrian/Bicycle Route (Project #3). The First Ward has just two east/west connections across the neighborhood (Clinton and Prospect Streets), forcing pedestrians and bicycles to share these two relatively narrow and busy collector streets with cars and buses. The Master Plan envisions an enhanced pedestrian and bicycle route that traverses the neighborhood, providing connections between Front Street, residential areas, Charles Street Business Park, and Woodrow Wilson Elementary School. Most of the enhanced

route would travel on existing local streets, using signage and design treatments to indicate the path. An off-street connection will be necessary at the western terminus of Elm Street, to provide a pedestrian path through Charles Street Business Park, north to First Ward Park and then along Seymour Street to Woodrow Wilson School.

2. Enhance and Expand First Ward Park (Project #4). Feedback from community members suggests that enhancements to the First Ward Park should incorporate a splash pad or wading pool, as well as an improved playground. Though the First Ward Memorial Pool was demolished in Fall 2014, the community expressed a desire to replace the WWII memorial somewhere within the park. The City is currently developing concepts for a new WWII memorial that should be incorporated into future improvements at the park. In the long-term, the City should consider expanding the park into a vacant brownfield parcel located directly east of the existing park (55 Seymour). Due to its location, this vacant parcel is unlikely to be redeveloped as commercial or residential use. It could, however, be safely remediated and capped to allow for additional park space, playing fields, landscaping, and trail connections.



First Ward residents and stakeholders indicated a desire for a splash pad or wading pool to replace the recently demolished First Ward Pool.

3. Develop a Trail Connection at the Charles Street Business Park (Project #9). The Charles Street Business Park subdivision plat was created with a 1.2-acre area designated as “Open Space,” located at the southern end of the site, adjacent to existing residential uses. It is recommended that this site be used to develop an off-street trail connection between the western terminus of Elm Street, connecting through to Charles Street and Phelps Street. The Master Plan illustrates the location of the trail. The remainder of the site should be improved as passive green space, including primarily enhanced landscaping.
4. Develop a Dog Park with Green Space (Project #13). A dog park provides an area for dogs to exercise and play off-leash in a controlled environment. They are typically constructed with a fence, a double-gated entry, and benches for pet owners. Dog parks provide a gathering place for community members and activate an otherwise vacant space, which can be beneficial for the entire community. Dog parks are often located on underutilized or less visible parcels, thus bringing the benefit of increased interaction/activity while minimizing potential negative impacts on residential areas and existing parks. The Master Plan therefore recommends a dog park south of Clinton Street, adjacent to the vacant former Vail Ballou site.



Dog parks offer opportunities for interaction among neighbors.

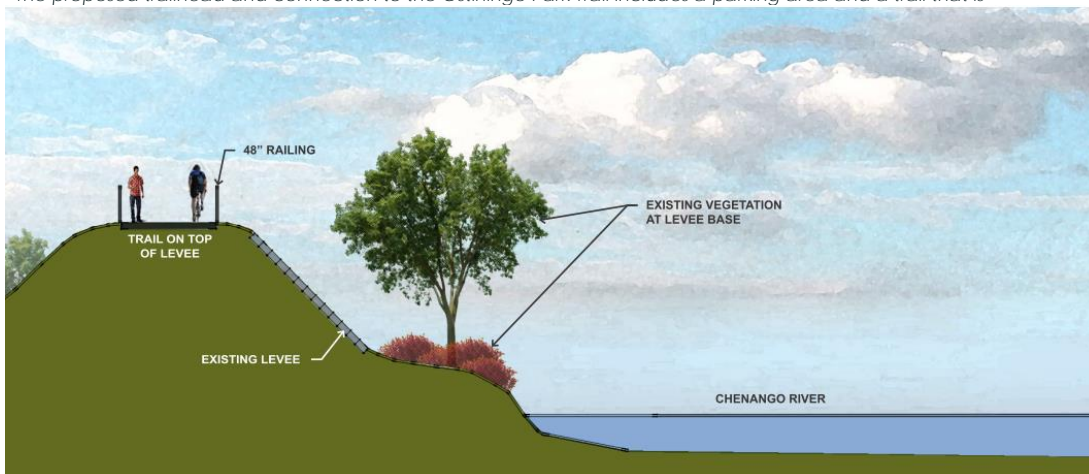
5. Complete Enhancements to Tyler Park (Project #20). Tyler Park is currently underused due to a lack of amenities and safe, convenient access. The park, however, is ideally located to act as a gateway between the First Ward and downtown Binghamton. The site offers views of the Chenango River and downtown Binghamton. Improvements, such as landscaping, benches,

lighting, and artwork will create a pleasant experience for pedestrians and bicyclists, as well as contribute to the overall visual quality of the busy Front Street/Clinton Street intersection.

6. Construct a Waterfront Trail along the Chenango River (Project #22). The Master Plan recommends construction of a trail along the Chenango River. There are currently no formal locations in the First Ward to access or view the River. A waterfront trail will provide achieve a better connection to the river by providing a trail with views of the river and downtown Binghamton. Space is limited along the river due to the location of the flood wall and the levee. Therefore, in some locations it will be necessary to construct the trail on a cantilevered structure, particularly north of the trailhead where there is very little space between Front Street and the river wall. For the southern stretch, (from the trailhead to McDonald Avenue), it is recommended the trail be constructed atop the existing river levee. The levee terminates at McDonald Avenue, where the trail is proposed to go on-street until it connects with the sidewalk on Front Street. In addition, there is a spur connection at Gaines Street, which will provide a connection to the enhanced bicycle route along Gaines and Elm Streets (project #3).



The proposed trailhead and connection to the Ostiningo Park Trail includes a parking area and a trail that is



The proposed trail along the Chenango River is located atop the existing river levee.

The currently underutilized Tyler Park is located at a key intersection (Front and Clinton), providing an opportunity to create a gateway into downtown Binghamton, as well as an entry point into the First Ward. The photo simulation below illustrates how landscaping, benches, and lighting could enhance the park and provide a welcoming environment for pedestrians.



7. Complete Enhancements to Valley Street Park (Project #24). Improvements to this park should focus on increasing activity and overall use among neighborhood residents, which will help improve safety concerns raised by residents. Recommended enhancements to Valley Street Park include the addition of convenient vehicle parking, enhanced pedestrian lighting, play equipment for young children, and upgrades to the baseball diamond.
8. Construct a Trailhead connection to the Ostiningo Park Trail (Project #26). As part of the Route 17/I-86 construction project, a new multi-use trail will be constructed on the east side of Front Street (estimated completion date is Winter 2015). The new trail begins just north of the intersection of Front Street and Prospect Street and extends north to Ostiningo Park. This new trail represents an opportunity to formally connect the First Ward to Ostiningo Park and the regional trail system. The Master Plan recommends construction of a formal trailhead at the western terminus of the Ostiningo Trail, with parking and interpretive signage. The trailhead will provide a connection from the First Ward to the regional trail system.

Streetscapes & Green Infrastructure

Associated Master Plan Projects:

- ✓ Project #1: Streetscape Enhancements
- ✓ Project #15: Green Retrofit of Public Parking Lot

Comprehensive improvements to the streetscape environment along Clinton Street and Glenwood Avenue will contribute to multiple objectives of the Revitalization Strategy by creating a safe and welcoming environment for pedestrians, bicyclists, and drivers. Enhancements such as crosswalks, landscape planters, lighting, seating, and curb ramps can slow traffic, transform the pedestrian experience, and bring new activity to the

businesses along the First Ward's major corridors. As one of the oldest neighborhoods in the city, the street rights-of-way are relatively narrow (ranging from 28-34 feet), thus placing limitations on new pedestrian and bicycle facilities. Because of this, it will be especially important to focus on creative, quality design solutions that optimize functionality and safety within a limited amount of space.

A recommended streetscape improvement plan described in the following pages includes the following components:

- Traffic Calming and Safety
- Aesthetic Pedestrian Improvements
- Parking
- Green Infrastructure

Phasing Priorities for Streetscape Improvements

- **Priority 1: Clinton Street (from Front Street to Jarvis Street).** This segment of Clinton Street is a priority due to the presence of numerous strategic sites. Improvements to this stretch will complement and build upon the recently completed streetscape enhancements along Front Street. In addition, The Charles Street Business Park's primary entrance is located along this segment of Clinton Street, underscoring the importance of improving the streetscape to provide a safe, convenient, and welcoming environment.
- **Priority 2: Clinton Street (Jarvis Street to Glenwood Avenue).** Improvements to this segment of Clinton Street are critical to creating a cohesive pedestrian and driver experience along the length of Clinton Street, through the neighborhood. This section is currently broken up by numerous parking lots and driveway curb cuts. Some locations along this stretch provide a variety of landscaping treatments. Recommended improvements to this section are intended to help tie together the various existing components of the streetscape.
- **Priority 3: Glenwood Avenue.** This stretch of Glenwood Avenue is a secondary gateway into the First Ward. Streetscape enhancements along this stretch should focus on making the pedestrian environment attractive, safe, and convenient, while also providing clear indication to drivers that they are entering the City of Binghamton's First Ward neighborhood.



Streetscape and building façade improvements can boost economic activity by creating a safe and welcoming environment for drivers and pedestrians.



Traffic Calming and Pedestrian Safety

Crosswalks help define an intersection as a public space, making it clear to drivers and pedestrians where they belong. Enhanced paint or special markings can slow traffic and offer further visual indication that the area is meant for pedestrians to cross the street.

Pedestrian countdown signals are equipped with timers to give notice to both drivers and pedestrians how many seconds remain to cross the street safely.

Enhanced curb ramps are important for providing access between the sidewalk and the street. They should be located at any pedestrian crosswalk, at intersections, loading zones, bus stops and midblock crossings. Curb ramps provide safe passage for wheelchairs, delivery men/women, parents with strollers, and people with vision and mobility impairments.

Curb extensions are used as a traffic calming measure to extend the sidewalk into the street and reduce the distance pedestrians must walk to cross the street. Curb extensions can also improve safety by making pedestrians more visible to approaching drivers. This can be especially important in areas with on-street parking, where pedestrians often must emerge from behind a parked car in order to cross the street.

Pedestrian lighting is specialized lighting provided at a different scale than street lighting to ensure that pedestrian areas, such as sidewalks, curb ramps, and building entries are adequately lit.



Enhanced crosswalks



Curb extensions



The Master Plan prioritizes streetscape improvements along Clinton Street. This example (right) shows potential enhancements at the intersection of Clinton Street and Charles Street, including new sidewalks, crosswalks, landscaping, and street trees.

Aesthetic Pedestrian Improvements

Street trees and planter boxes improve the streetscape by providing shade, improving air and water quality, and improving the visual appearance of the corridor.

Seating allows pedestrians to enjoy the surroundings more easily by providing a place to rest and talk with neighbors.

Waste receptacles should be provided at busy intersections, near crosswalks, at bus stops, and outside major building entrances. The location and type of receptacle should be carefully considered, as maintenance and management are often the biggest challenges associated with public waste receptacles. On-site observation and conversations with business owners will be necessary to determine the most needed locations and design features.

Bike racks, either free standing or affixed to a secure object, provide a place to secure a bicycle. Bike racks must be visible, yet protected from pedestrian and auto traffic. It will be especially important along Clinton Street to provide bike racks that use space efficiently, encouraging bicyclists to park their bikes parallel with the flow of pedestrian traffic.



Bike racks efficiently using sidewalk space by encouraging bicyclists to park parallel to the flow of pedestrian traffic. Seating can be combined with street tree boxes to save space on narrow sidewalks.

Parking

As noted in the Inventory & Analysis section of this report, there is metered and unmetered on-street parking located along Front Street, Clinton Street and Glenwood Avenue, providing a total of 226 on-street parking spaces. There is one city-owned parking lot located at 107 Clinton Street, which has approximately 54 parking spaces. The remaining parking provided in the study area is located within privately owned off-street facilities. Business owners have observed parking shortages along Clinton Street during peak times, as well as inconsistent enforcement of on-street parking.

It will be important to ensure that parking does not become an impediment to existing businesses that currently rely on the street parking supply. In addition, it is important that parking shortages do not create a barrier to future redevelopment. Some of the observed shortages and accessibility issues can be addressed through better management and design of the city's existing on-street supply (as opposed to construction of new facilities). It is recommended that the City explore the following cost-effective approaches, which can be implemented in the short- and medium-term:

On-street parking along Clinton/Glenwood/Front

- Implement one and two-hour time limits to ensure adequate turnover;
- Conduct consistent enforcement of on-street parking spaces;
- Install upgraded meters in areas of highest demand;
- Allow flexible/temporary uses of parking spaces to accommodate business activity without permanently impacting parking supply

Off-street parking facilities

- Implement design improvements to City-owned lot on 107 Clinton Street;
- Encourage and incentivize owners of private parking facilities to construct green infrastructure upgrades;



Existing parking meters on Clinton Street, looking west.



Parking spaces can be converted temporarily into usable outdoor seating, an effective technique in areas with limited sidewalk widths.

Green Parking Lot Infrastructure

The city-owned parking lot at 107 Clinton Street contains approximately 55 parking spaces. Through a demonstration project, the City should make modest improvements to the parking lot to showcase the role of green infrastructure in stormwater management, water quality, and flood mitigation.



Green Infrastructure Parking Lot Concept Plan illustrating proposed improvements to the city-owned parking lot on Clinton Street. Features include additional trees, landscaping, bioswales, and pervious pavements.

Green infrastructure uses vegetation, soils, and natural processes to manage stormwater and create a healthy urban environment. A site outfitted with green infrastructure can mimic nature by soaking up and storing water. Green infrastructure elements can be easily incorporated into parking lot designs to help mitigate the effects of stormwater runoff. Some elements of green infrastructure elements include the following:

Bioswales. Bioswales are vegetated open trenches designed to temporarily store and infiltrate stormwater. Bioswales are planted with deep-rooted native grasses and plants that enhance infiltration, cooling, and cleansing of water in order to improve water quality.

Parking Lot Landscaping and Shade Trees. Landscaping can improve the function and appearance of stormwater management infrastructure. Landscaping islands are “minimedians” consisting of cutouts in the asphalt within a parking area that help collect stormwater, mitigate

urban heat island effects, and improve air quality. These cutouts vary in length and can be at-grade for water harvesting or raised with curbs.

Pervious pavements. a pervious pavement system consists of a porous surface that lets stormwater water percolate and infiltrate, rather than going directly into the public drainage system. In addition to reducing runoff, pervious pavements can trap solids and filter pollutants from the water.

Wildflowers. Wildflower plantings are a sustainable landscaping option that can offer additional cost-savings for the City of Binghamton. A diverse mix of low maintenance, deep rooting wilflowers and grass species can provide shade, stormwater infiltration, and a pleasant visual experience.

Tree box filters. There are multiple types of tree box planters that collect and absorb runoff from sidewalks, parking lots, and streets. They are placed at the curb, typically where storm drain inlets are positioned and are ideal for locations where space is limited.



Binghamton's Green Infrastructure Guidelines

The Binghamton City Council adopted code amendments in 2011 requiring development projects to include green infrastructure techniques and enhanced landscaping.

The City offers guidance through a series of brochures on a variety of green infrastructure topics, including bioswales, green roofs, landscaping, pervious pavements, and stormwater management.

Gateways and Wayfinding

Associated Master Plan Projects:

✓ Project #2: Gateway Features

Gateway features can effectively define the boundaries of a city or neighborhood through signage, art installations, and landscaping. The Master Plan includes gateway features at three strategic entry points in the neighborhood. (1) Front Street entering the First Ward from the east (2) Front Street entering the First Ward from Downtown Binghamton and (3) Glenwood Avenue entering the First Ward from the north. Front Street is a primary entry, not only to the First Ward, but also into

City of Binghamton, making the Front Street gateways especially important opportunities to better define both the physical limits and community identity of the First Ward. Gateway features can also help establish more welcoming connections to Main Street and the neighborhoods to the south, which are accessed via railroad underpasses at Murray Street, Jarvis Street and Janette Avenue. Recommended gateway and wayfinding improvements include the following:

Front Street and Glenwood Avenue Gateways. The three primary entrances to the First Ward represent significant opportunities for the neighborhood to enhance its identity and encourage commuters and visitors to stop at local businesses. Appropriate gateway treatments for these areas may include monument signs, gateway landscaping, and art installations.

Rail Overpass Gateways. As the Norfolk Southern Railroad runs along the southern boundary of the First Ward, with three connection points located at Glenwood Avenue, Jarvis Street, and



Monument signage with landscaping indicates to travelers they are entering the community of Birmingham.



There are four railroad bridges that currently span street connections between the First Ward and neighborhoods to the south. Aesthetic enhancements, such as new paint and landscaping would improve the visual impact of the bridges, helping them serve as welcoming gateways into the neighborhood.



Murray Street. The streets in these locations travel underneath the railroad, creating an opportunity to provide welcoming gateways into the neighborhood. Norfolk Southern publishes procedures for projects involving their bridges, including rehabilitation and aesthetic improvements.

Housing Stabilization & Redevelopment

Associated Master Plan Projects:

- ✓ Project #7: Townhouse Development
- ✓ Project #17: Residential Development at Sunflower Park
- ✓ Project #21: Mixed-Use Infill Development
- ✓ Project #23: Residential Development and Parking at Valley Street Park

The First Ward's housing and block conditions include three categories: stable, transitional, and vulnerable. Vulnerable blocks experience significant challenges, such as an aging housing stock, high vacancy rates, absentee landlords, flood damage, safety, and price points that are below the threshold to support significant redevelopment. The Master Plan recommends a two-pronged approach to housing rehabilitation and redevelopment:

Stabilization. Stabilization not only improves the quality of life for existing residents, is an essential prerequisite to attracting future investment and redevelopment. In the short-term it is recommended that the City focus on a comprehensive stabilization approach focused on slowing the decline in transitional blocks to keep them from tipping towards vulnerable and controlling blight on the most vulnerable blocks. The purpose of stabilization is to encourage homeownership and assist property owners with repairs and other aesthetic improvements. This will prevent transitional areas from crossing over the "tipping point." Stabilization efforts will ultimately make the neighborhood safer and more attractive to existing and new residents--and set the stage for future investment and redevelopment.

Redevelopment. In the long-term, it is recommended that large-scale redevelopment efforts are focused in areas where it is possible to achieve a critical mass, often in locations most affected most by vacancy, underutilization, and flood-damage. In partnership with developers and non-profit organizations, the City should explore redevelopment projects that will leverage future market opportunities for new housing, including housing for empty nesters looking to downsize, seniors, graduate students, and young professionals looking for an urban lifestyle.

A Leader in Neighborhood Revitalization

The *First Ward Action Council*, a grass roots non-profit focused on housing rehabilitation, has undertaken numerous home repair and rehabilitation projects in the First Ward over the last 10 years and established itself as a community leader in housing stabilization and redevelopment.

The organization was most recently awarded \$7M in federal and state funding to rehabilitate 11 buildings (37 housing units), located primarily within flood damaged areas along Front Street. The organization brings crucial experience and capacity to the First Ward. This Plan recommends the City collaborate closely with FWAC on any proposed stabilization and rehabilitation efforts.



Stabilization

1. Develop and implement a **“Model Block” program** to address transitional blocks. The goal of the Model Block program is to balance redevelopment and create a stable neighborhood that will allow the existing residents to remain in the area, as well as to attract buyers of mixed incomes.

To offset the damaging effect of deteriorating and vacant homes, it is recommended that the City develop a comprehensive stabilization program focused on transitional blocks within the First Ward to help address physical conditions of homes, promote home ownership, and encourage private investment in surrounding properties.

Similar programs throughout the US are managed by a local government as partnerships with neighborhood residents, non-profit organizations, land banks, and developers. Funding is often provided through a mix of public dollars (i.e. CDBG and HOME allocations) and support from private lending institutions. Activities include home repair, vacant home board-ups, strategic demolition, blight removal (see sidebar).

2. Partner with the Binghamton Homeownership Academy (BHA). The BHA is a partnership between the First Ward Action Council, City of Binghamton, Broome County Habitat for Humanity and others that offers a suite of services for homeowners in Binghamton, including a first-time home buyer program, rehabilitation and repair grants, home energy improvement loans, a savings match program, financial literacy education, and foreclosure prevention.
3. Continue to support ongoing rehabilitation efforts. It will be important for the City of Binghamton to coordinate closely with the First Ward Action Council and private sector developers of housing to work towards a critical mass of rehabilitated homes. FWAC has plans to rehabilitate 11 buildings (37 housing units), located primarily within flood damaged areas along Front Street.

The Model Block Program

Developed in Youngstown, Ohio, the Model Block program helps stabilize housing conditions and catalyze additional reinvestment on surrounding streets.



A “Model Block” is a transitional residential block with fairly intact homes that, through strategic investments, could be improved to stable conditions. The program includes the following:

- Detailed conditions survey and identification of tipping point areas
- Home board-ups
- Strategic demolition
- Owner-occupied repair
- Community workdays
- Aggressive marketing

Redevelopment

4. Target seniors, graduate students and young professionals with townhouse style and mixed-use rental units (Projects #7, 17, 21, 23). The Blueprint Binghamton Plan recommends development of housing to accommodate the growing demand for rental properties. This demand will be driven by empty nesters looking to downsize, 20 and 30-year old students rediscovering the benefits of living in an urban setting close to downtown, and young people just starting out in their careers. The Master Plan envisions redevelopment of a diversity of housing options to accommodate young adults, downsizing baby boomers, and seniors. The First Ward can accommodate the demand for these types of units at a variety of small sites located throughout the study area.
5. Explore large-scale infill redevelopment within vacant, underutilized and undervalued areas (Project #17). Properties in and around Murray Street and Meadow Street experienced significant flood damage and many continue to face challenges related to deteriorating conditions, vacancy, foreclosure, and declining property values. It is recommended that the City explore the feasibility of large-scale redevelopment of multiple contiguous parcels within these flood-damaged and deteriorating areas. A larger-scale redevelopment project will enable the City to concentrate rehabilitation efforts within the most blighted areas. This is envisioned as a long-term effort, as it will require acquisition and assembly of flood damaged parcels, along with construction of multi-family and townhouse style units that are raised above flood elevations.



Flood damaged properties located on Valley Street

Preferred Housing Types in the First Ward



As part of the planning process, community members participated in a Community Character Survey, which was administered in real-time using key pad polling software. Above are three housing styles that scored the highest among community members. These housing types can accommodate a mix of densities and both owner- and renter-occupied unit types, which can increase housing choice and help attract both young professionals and retirees.

Mixed-Use Infill and Ongoing Commercial Revitalization

Associated Master Plan Projects (Figure 40)

- ✓ Project #14: Mixed-Use Infill
- ✓ Project #21: Mixed Use Infill
- ✓ Project #25: Mixed-Use Infill
- ✓ Project #27: Commercial Revitalization



Mixed-use refers to any type of development that blends a combination of residential, commercial, cultural, institutional, or industrial uses. Often these uses and their functions are physically integrated with pedestrian connections and shared parking. Mixed-use is not a new concept in Binghamton. In fact, many of the buildings along the First Ward's historic commercial corridors were constructed almost a century ago as vertical mixed-use developments, with commercial uses on the first floor and residential uses on the second and third floors.



Example of vertical mixed-use developments.

Mixed-use is seen as an essential component of Smart Growth development, as it encourages compact development, walkable neighborhoods, and creates more housing and transportation options. While modern zoning practices across the country have discouraged mixed-use for decades, many communities are now finding ways to re-integrate provisions for mixed-use development in their zoning ordinances.

In an effort to allow and encourage mixed-uses in the First Ward, the City of Binghamton should consider reviewing the existing zoning districts along the Glenwood/Clinton/Front corridor, which is a mix of commercial, industrial, and residential designations: C-4 (Neighborhood Commercial), C-1 (Service Commercial), I-2 (Light and Medium Industrial), and R-3 (Multi-Unit Residential). Not all of these designations currently allow for vertical mixed-use. The R-3 designation does not allow commercial uses outright, which could discourage mixed-use. The commercial designations along the corridor do not explicitly discourage mixed-use through use and bulk requirements. However, the districts do not encourage or require mixed-uses, either.

The Blueprint Binghamton Plan Section F, Goals 2 recommends a series of modifications to the City's zoning code that would allow and encourage implementation of the recommendations in First Ward Revitalization Strategy & Master Plan.

Infill sites on Clinton and Front Streets (Projects #14, 21 and 25). Through the master planning process, three currently vacant or underutilized sites were identified as potential candidates for long-term future mixed-use redevelopment. Mixed-use commercial infill at these sites will be

important for maintaining the continuity of the urban streetscape. The Market Analysis notes potential opportunities to meet the diverse tastes and needs of the growing student population, particularly niche markets, specialty food grocers, and small cultural restaurants. It will be important for the City to encourage strong urban design features on these sites to create a pedestrian-scale streetscape. These features include zero setbacks, 2-3 story buildings with active uses and windows on the ground floor, pedestrian friendly amenities, and parking located at the rear of the site.

Support Ongoing Commercial Revitalization. The First Ward is home to a number of business owners undertaking independent revitalization initiatives. These businesses play a key role in creating activity, vibrancy, and catalyzing further redevelopment. For example, the owners of the Old Union Hotel have undergone extensive renovations and currently operate a thriving business and neighborhood gathering place. Recognizing these kinds of initiatives and their importance to the overall revitalization of the neighborhood, this plan recommends that the City proactively support property owners redevelopment and expansion efforts by coordinating technical, financial, and regulatory support.



The owners of the Old Union Hotel have recently undertaken extensive renovations, creating a welcoming gathering place in the heart of the First Ward.

Flood Protection and Mitigation

The uncertainty of flooding in the First Ward is a challenge to redevelopment of the neighborhood. Becoming more resilient to flooding will likely involve a variety of approaches.

Encourage Residents to get Flood Insurance. Encouraging more residents and business owners in the First Ward to purchase flood insurance can assist in flood recovery efforts.

Join FEMA's Community Rating System. The City can help reduce the cost of flood insurance by participating in a FEMA program called the Community Rating System (CRS). Communities that participate in CRS document the actions they are taking, which are above the minimum required by FEMA, to make the community safer from flooding. Participation in CRS requires a total commitment from all City agencies and elected officials.

Conduct a Flood Mitigation Alternatives Study. The FEMA issued flood maps only capture one aspect of flooding conditions in the First Ward – i.e. the overtopping of the floodwall along the Chenango River. Data collected by the City subsequent to the 2011 flood, along with knowledge of creeks that were buried in the 1920s, indicates the true nature of flooding extends far beyond the area of the floodwall overtopping inundation area and is fairly complex in nature. Further complicating the effort is the relative lack of reliable data on the underground infrastructure. It is recommended that the City undertake a comprehensive flood mitigation analysis in the First Ward. The study would include data gathering and inventory, development of flood hazard reduction alternatives and cost estimates. Alternatives may include:

- Voluntary buyouts;
- Stream “daylighting” in selected areas;
- Flood storage areas, possibly in areas where buyouts take place;
- Pumping stations;
- Repair of existing infrastructure;
- Freeboard protection the floodwall.

The Community Rating System



The Community Rating System (CRS) is a voluntary incentive program that recognizes and encourages community floodplain management activities that exceed minimum standards set by the National Flood Insurance Program.

Depending on the level of participation, flood insurance premium rates for policy holders can be reduced by up to 45%.

How it Works

The CRS uses a Class rating system that is similar to fire insurance rating to determine flood insurance premium reduction rates.

A community accrues points to prove its CRS Class rating and receive increasingly higher discounts.

Points are awarded for engaging in any of 19 eligible activities in the following categories:

- ✓ Public information
- ✓ Mapping and regulations
- ✓ Flood damage reduction
- ✓ Warning and response.

Lower cost flood insurance is only one of the benefits of the program. CRS activities also enhance public safety, reduce damage to property and infrastructure, and avoid economic disruption or loss.

SECTION 7 IMPLEMENTATION STRATEGY

Overview

This section includes an Implementation Strategy that is divided into two subsections:

1. Implementation Matrix includes two tables that describe each of the projects, policies, and actions described in Section 6 and is organized according to the same overarching categories. In addition, the matrix lists the estimated costs, responsible parties, potential funding sources, and timeframe. For each action or project, a timeframe for completion is identified as one of the following:
 - Short-term (0-3 year activities)
 - Medium-term (4-6 year activities)
 - Long-term (7+ years)
 - On-going (implementation activity is underway/ongoing)

Figure 41 summarizes cost estimates for certain short- and medium-term capital projects. All costs were estimated in January 2015, based on 2015 dollars. Detailed cost estimates are included in Appendix G Cost Estimates. Figure 42 Master Plan Projects - Programs and Policies summarizes the non-capital projects, including recommended programs and policies.

2. Potential Funding Sources provides more detailed information about the each of the funding sources listed in the matrix, including which agency administers the funding, eligible projects, and timing.

Implementation Matrix – Capital Projects

Figure 41 lists each of the recommended Master Plan capital projects described in Section 6, including the name of the project, the anticipated costs, responsible party, potential funding sources, and timeframe.

Figure 41 Implementation Matrix – Capital Projects by Master Plan Category

		Phasing and Anticipated Costs (if applicable)		Responsible Agency	Funding Sources	Timeframe
Charles Street Business Park						
8	Charles Street Business Park Development					
	New construction of 40,000 square foot light industrial building	Pre-Development & Design	TBD	City/IDA		Medium-term
		Site and Architectural Design	TBD	City/IDA		
		Construction	TBD	City/IDA		
		Total	TBD			
Catalyst Redevelopment Projects						
10	Adaptive Reuse of Fire Station	Phasing	Cost	Responsible Agency	Funding Sources	Timeframe
	Explore feasibility of adaptive reuse as a café/restaurant	Feasibility Study/Market Analysis	\$15,000	City		Long-term
		Structural Assessment	\$6,000	City		
		Total	\$21,000			
11	Commercial/Office Development (Vail Ballou Site)					
	Commercial/Office Development on the north portion of the former Vail Ballou sit (facing Clinton Street)	Feasibility	TBD	City/developer		Long-term
		Pre-Development & Design	TBD	City/developer		
		Phase II Environmental Assessment	TBD	City/developer		
		Environmental Remediation	TBD	City/developer		

		Site and Architectural Design	TBD	City/developer		
		Construction	TBD	City/developer		
		Total				
12	Light Industrial Development (Vail Ballou Site)					
		Feasibility	TBD	City/developer		
		Pre-Development & Design	TBD	City/developer		
		Phase II Environmental Assessment	TBD	City/developer		
		Environmental Remediation	TBD	City/developer		
		Site and Architectural Design	TBD	City/developer		
		Construction	TBD	City/developer		
		Total				
16	Mixed Use Industrial Arts Complex (Titchener Site)					
		Feasibility	TBD	City/Broome County		
		Pre-Development & Design	TBD	City/Broome County		
		Phase II Environmental Assessment	TBD	City/Broome County		
		Environmental Remediation	TBD	City/Broome County		
		Site and Architectural Design	TBD	City/Broome County/Developer		
		Construction	TBD	City/Broome County/Developer		
		Total				
18	Office Redevelopment (Health Department Site)					
		Feasibility	TBD	City/developer		Long-term

		Pre-Development & Design	TBD	City/developer		
		Phase II Environmental Assessment	TBD	City/developer		
		Environmental Remediation	TBD	City/developer		
		Site and Architectural Design	TBD	City/developer		
		Construction	TBD	City/developer		
		Total				
Parks, Trails, and Open Space						
		Phasing	Cost	Responsible Agency	Funding Sources	Timeframe
4	First Ward Park Improvements					
		Preliminary Design	\$505,095	City	OPRHP Municipal Grants	Short-term
		Final Design / Engineering	\$378,821	City	OPRHP Municipal Grants	
		Construction	\$3,081,080	City	OPRHP Municipal Grants	
		Total	\$3,964,996			
9	Green Space Amenity & Trail Connection at Charles Street Business Park					
		Preliminary Design	\$13,380	City	OPRHP Municipal Grants	Medium-term
		Final Design / Engineering	\$10,035	City	OPRHP Municipal Grants	
		Construction	\$81,618	City	OPRHP Municipal Grants	
		Total	\$105,033			
13	Dog Park and Green Space					
		Preliminary Design	\$27,875	City	OPRHP Municipal Grants	Long-term
		Final Design / Engineering	\$20,906	City	OPRHP Municipal Grants	
		Construction	\$170,038	City	OPRHP Municipal Grants	
		Total	\$218,819			
20	Tyler Park Enhancements					

	Enhancements (benches, landscaping, art, lighting)	Preliminary Design	\$33,450	City	OPRHP Municipal Grants	Medium-term
		Final Design / Engineering	\$28,088	City	OPRHP Municipal Grants	
		Construction	\$201,045	City	OPRHP Municipal Grants	
		Total	\$262,583			
22	Waterfront Trail Along Chenango River					
	Pending feasibility Study	Preliminary Design	TBD	City	OPRHP Municipal Grants	Short-term
		Final Design / Engineering	TBD	City	OPRHP Municipal Grants	
		Construction	TBD	City	OPRHP Municipal Grants	
		Total	TBD			
24	Valley Street Park Improvements					
	Improvements (trail connection, playground, landscaping)	Preliminary Design	\$42,370	City	OPRHP Municipal Grants	Long-term
		Final Design / Engineering	\$31,778	City	OPRHP Municipal Grants	
		Construction	\$258,457	City	OPRHP Municipal Grants	
		Total	\$332,605			
26	Trailhead and Parking					
	Pending feasibility Study	Preliminary Design	TBD	City	OPRHP Municipal Grants	Short-term
		Final Design / Engineering	TBD	City	OPRHP Municipal Grants	
		Construction	TBD	City	OPRHP Municipal Grants	
		Total	TBD			
Streetscapes and Green Infrastructure						
1	Streetscape Enhancements (crosswalks, curb ramps and extensions, pedestrian signals & lighting, tree planters, bump outs, sidewalks, seating, bike racks, waste receptacles)					

	Priority 1: Front Street to Jarvis Street	Preliminary Design	\$608,383	City	City, NYSDOT, CFA	Short-term
		Final Design / Engineering	\$456,287	City		
		Construction	\$3,711,107	City		
		<i>Subtotal</i>	<i>\$4,775,777</i>			
	Priority 2: Jarvis Street to Glenwood Avenue	Preliminary Design	\$409,679	City	City, NYSDOT, CFA	Long-term
		Final Design / Engineering	\$307,259	City		
		Construction	\$2,529,040	City		
		<i>Subtotal</i>	<i>\$3,245,978</i>			
	Priority 3: Glenwood Avenue	Preliminary Design	\$276,609	City	City, NYSDOT, CFA	Long-term
		Final Design / Engineering	\$207,457	City		
		Construction	\$1,687,317	City		
		<i>Subtotal</i>	<i>\$2,171,383</i>			
	<i>Project #1 Grand Total</i>			<i>\$10,193,138</i>		
15	Green Retrofit of Existing Public Parking Lot					
	Vegetated bioswales, pervious/porous pavers, landscape improvements	Preliminary Design	\$71,360	City	EFC GIGP	Medium-term
		Final Design / Engineering	\$53,520	City		
		Construction	\$435,296	City		
		<i>Total</i>	<i>\$560,176</i>			
Gateways and Wayfinding						
2	Gateway Features					
	Neighborhood Gateway Overhead Signage (Front Street)	Preliminary Design	\$20,100	City	OPRHP Municipal Grants	Short-term
		Final Design / Engineering	\$15,075	City	OPRHP Municipal Grants	
		Construction	\$100,500	City	OPRHP Municipal Grants	

		Subtotal	\$135,675			
	Neighborhood Gateway Monument Signage (2 signs)	Preliminary Design	\$8,844	City	OPRHP Municipal Grants	Medium-term
		Final Design / Engineering	\$6,633	City	OPRHP Municipal Grants	
		Construction	\$44,220	City	OPRHP Municipal Grants	
		Subtotal	\$59,697			
	Rail Overpass Gateway Treatments (Jarvies, Glenwood, Murray Street Overpasses)	Preliminary Design	\$72,360	City	OPRHP Municipal Grants	Long-term
		Final Design / Engineering	\$54,270	City	OPRHP Municipal Grants	
		Construction	\$361,800	City	OPRHP Municipal Grants	
		Subtotal	\$488,430	City		
		Total	\$683,802			
Housing Stabilization and Redevelopment						
7	Townhouse Development					
				City/Developer		Long-term
17	Residential Development at Sunflower Park					
				City/Developer		Long-term
21	Mixed-Use Infill Development					
				City/Developer		Long-term
23	Residential Development and Parking at Valley Street Park					
				City/Developer		Long-term
Mixed-Use Infill and Commercial Revitalization						
14	Mixed-Use Infill Development					
				City/Developer		Long-term
25	Mixed-Use Infill Development					

				City/Developer		Long-term
27	Ongoing Commercial Revitalization					
				City/Developer		Ongoing

Implementation Matrix – Recommended Programs and Policies

Figure 42 Master Plan Projects - Programs and Policies summarizes non-capital projects, including recommended programs and policies.

Figure 42 Master Plan Projects - Programs and Policies

Charles Street Business Park		
Program/Policy Recommendations	Responsible Agency	Timeframe
Designate a Charles Street Business Park Task Force to implement recommendations	City/IDA	Short-term
Recruit Recommended Target Industries	City/IDA	Short-term
Develop a Coordinated Marketing and Promotion Campaign	City/IDA	Short-term
Improve Site Visibility and Accessibility	City/IDA	Short-term
Apply for Shovel Ready Designation	City/IDA	Short-term
Complete a Generic Environmental Impact Statement (GEIS)	City	Medium-term
Explore opportunities to leverage the Binghamton Cogeneration Plant	City	Medium-term
Housing Stabilization and Redevelopment		
Program/Policy Recommendations	Responsible Agency	Timeframe
Develop and implement a “Model Block” program to address transitional blocks.	City	Short-term
Partner with the Binghamton Homeownership Academy (BHA).	City	Short-term
Continue to support ongoing rehabilitation efforts.	City/FWAC	Ongoing
Target seniors, graduate students and young professionals with new townhouse style and mixed-use rental units	City/Developer	Medium-term
Explore large-scale infill redevelopment within vacant, underutilized and undervalued areas	City/Developer	Long-term
Mixed-Use Infill and Commercial Revitalization		
Program/Policy Recommendations	Responsible Agency	Timeframe
Continue to work with owners of the Old Union Hotel to assist with expansion and green infrastructure upgrades	City	Ongoing

Work with property owners of properties nominated for the National Register of Historic Places (315 and 305 Clinton) to leverage potential Historic Tax Credits for redevelopment	City	Ongoing
Flood Protection and Mitigation		
Program/Policy Recommendations	Responsible Agency	Timeframe
Encourage Residents to get Flood Insurance	City	Short-term
Join FEMA's Community Rating System	City/Broome County	Medium-term
Conduct a Flood Mitigation Alternatives Study	City/Broome County	Medium-term

Potential Funding Sources

Implementation of the First Ward Revitalization Strategy & Master Plan will be driven, in part, by the availability of funding resources. Potential funding sources noted in the Implementation Matrix are described in further detail below in the following categories:

- State of New York Grants
- State of New York Tax Credits and Loans
- Local Incentives (Broome County and City of Binghamton)

State of New York Grant Programs

There is a multitude of grant opportunities available through state and federal agencies. Figure 43 State of New York Grant Programs, describes the most relevant grant opportunities available to help fund projects identified in this plan.

Consolidated Funding Application (CFA)

The New York State CFA consolidates over 30 programs available through 12 state agencies, acting as a single entry point for access to funding. The CFA replaces multiple applications for funding with a single, annual application for economic development resources. Applications are coordinated through the Regional Economic Development Councils and grant resources are available for projects that align the Regional Economic Development Plan. Some of the resources described in this section are included in the CFA. Specific funding sources and programs can change from year to year and should be monitored. In future years, some programs may be phased out while other new programs are added.

State of New York Tax Credit and Loan Programs

Economic incentives and inducements are important tools used within New York State to help businesses grow, reduce business costs, and reward job creation. The State offers a variety of incentives programs, and consolidates nearly all of its significant programs under the administration of Empire State Development Corporation. Some of these programs benefit businesses directly while others are allocated to local and regional economic development entities so that they may fund projects that directly address community visions and needs, under State guidance. Figure 44 State of New York Tax Credit and Loan Programs includes a summary of these programs.

Local Incentives

At the county level, Broome County Industrial Development Agency has primary responsibility for developing and administering incentives programs enabled by the State and/or authorized by County government. County-level incentives are summarized in Figure 45 Broome County Incentive Programs.

City of Binghamton incentives programs are administered by Binghamton Local Development Corporation (BLDC), in close cooperation with the Binghamton Economic Development Office (BEDO). BLDC manages city programs, and applies for and administers grant programs from federal, State and private sources. These programs are summarized in Figure 46 City of Binghamton Loan Programs.

Figure 43 State of New York Grant Programs

Agency	Grant Name	Description
New York State Department of State	Local Waterfront Revitalization Program (LWRP) –	The NYSDOS administers LWRP funding which can be utilized for waterfront improvement projects in conjunction with an approved LWRP document. Funds can be utilized for planning, design and capital improvements, including the preparation of design and construction documentation for infrastructure and shoreline improvement projects, as well as trails and parks
NYS Environmental Facilities Corporation (EFC)	Green Innovation Grant Program (GIGP)	<p>The Green Innovation Grant Program (GIGP) supports projects across New York State that utilize unique stormwater infrastructure design and create cutting-edge green technologies. Eligible projects include:</p> <ul style="list-style-type: none"> • Permeable pavements • Bioretention/bioswales • Green roofs and green walls • Stormwater street trees • Construction or restoration of wetlands, floodplains, or riparian buffers • Stream daylighting • Downspout disconnection • Stormwater harvesting and reuse
NYSERDA	Cleaner, Greener Communities Program (CGCP) Implementation Grants for Planning Initiatives	<p>The New York Cleaner, Greener Communities Program empowers regions to create more sustainable communities by funding smart growth practices. The Finger Lakes Regional Sustainability Plan (FLRSP) was developed through a partnership among public and private experts across a wide range of fields. The FLRSP recommends implementation projects that significantly improve the economic and environmental health of the region. These projects will be funded in three rounds of \$30 million in 2013, 2014 and 2015 as part of the annual CFA process.</p> <p>Eligible projects include:</p> <ul style="list-style-type: none"> • Comprehensive planning, zoning amendments, predevelopment technical assistance for projects, or other innovative planning-related initiatives. These initiatives will prepare a community, region, or project for a more sustainable and resilient future; thereby creating indirect community benefit and carbon reductions.
NYS Office of Parks, Recreation, & Historic Preservation (OPRHP)	Municipal Grants Program (parks, historic properties, heritage areas)	A matching grant program for the acquisition, development and planning of parks and recreational facilities to preserve, rehabilitate or restore lands, waters or structures for park, recreation or conservation purposes and for structural assessments and/or planning for such projects. Funds may be awarded to municipalities or not-for-profits with an ownership interest, for indoor or outdoor projects and must reflect the priorities established in the NY Statewide Comprehensive Outdoor Recreation Plan (SCORP).
Federal Emergency Management Agency (FEMA)	Pre-Disaster Mitigation Grant.	The Pre-Disaster Mitigation (PDM) program provides funds for hazard mitigation planning and projects on an annual basis. The PDM program is available to local governments. It was put in place to reduce overall risk to people and structures, while at

		the same time, also reducing reliance on federal funding if an actual disaster were to occur.
Empire State Development	Economic Development Purposes Grants	<p>Funding is available for economic development initiatives and projects that create or retain jobs, generate increased economic activity and improve the economic and social viability and vitality of local communities. Examples of ways the funds can be used include:</p> <ul style="list-style-type: none"> • Acquiring or leasing land or buildings, machinery, equipment • Acquiring existing business or assets • Demolition and environmental remediation • New construction, renovation, or leasehold improvement • Acquiring furniture and fixtures • Planning and feasibility studies • Site and infrastructure development • Marketing and advertising <p>Eligibility:</p> <ul style="list-style-type: none"> • For-profit and not-for-profit businesses • Business Improvement Districts and Local Development Corporations • Public benefit corporations, including industrial development agencies • Economic development organizations • Research and academic institutions; incubators • Technology parks • Municipalities, counties, and regional planning councils • Tourist attractions; community facilities

Figure 44 State of New York Tax Credit and Loan Programs

Type	Name	Description
Tax Credit	Start-Up NY (ESD)	<p>Qualifying companies will not pay any taxes (income taxes, business/corporate state or local taxes, sales taxes, property taxes, and franchise fees) for 10 years.</p> <p>Employees pay no income taxes for the first 5 years. For the next 10 years, they will pay no taxes on income up to \$200,000 of wages (individual tax return), or \$250,000 (head of household), or \$300,000 (joint tax return).</p> <p>Eligibility:</p> <p>The company must be aligned with (or further the academic mission of) a college or university campus “sponsor” that has been approved to join the program. To date, Binghamton University and SUNY Broome have received approval to join the program.</p> <p>Eligible businesses include:</p> <ul style="list-style-type: none"> • A new business to NY State • A business from out of state that is relocating to NY State • An existing business in New York State that is expanding by creating new jobs (not moving existing jobs)

		<ul style="list-style-type: none"> • A business that has successfully completed residency in a NY State incubator <p>Ineligible businesses include:</p> <ul style="list-style-type: none"> • Retail and wholesale trade • Restaurants • Real estate brokers and/or management companies • Law firms • Medical or dental practices • Hospitality businesses • Personal services • Business admin. or support services • Finance and financial services • Accounting firms • Businesses providing utilities provided through lines or pipes (water supply, sewage removal, steam) • Businesses engaged in electric, gas, and/or steam generation/distribution
Tax Credit	Brownfield Redevelopment Tax Credit (ESD)	<p>Encourages cleanup and redevelopment of brownfield sites by offering several types of tax credits to companies that complete cleanup programs under the State's Brownfield Cleanup Program (BCP) authorized in 2003. The amount of the credit is equal to a percentage of certain eligible costs incurred. Credits can be used against the New York State corporate franchise tax and certain personal income taxes (including shareholders of New York "S" corporations and beneficiaries of estates and trusts). Tax credits are offered to companies for undertaking activities in several areas:</p> <p>1. Site Preparation and Onsite Remediation Credits:</p> <ul style="list-style-type: none"> • Covers site preparation and onsite groundwater cleanup costs; and remediation, demolition, excavation, fencing, security and other capital costs to make the site usable for redevelopment. Excludes site acquisition costs • Sites are eligible for 22% to 50% of the cost of remediation, based on the level of cleanup <p>2. Tangible Property Credits:</p> <ul style="list-style-type: none"> • Covers costs of buildings and improvements, including structural components of buildings, that are placed into service within 10 years after a Certificate of Completion is issued for the site cleanup • Credits range from 10% to 24% of eligible costs (1) subject to caps, (2) depending on the level of site cleanup achieved, and (3) the specific State tax law/article under which the company pays taxes. Sites in the Binghamton BOA are awarded 2% in addition to the calculated amount. • Manufacturing projects are capped at \$45,000,000 or 6 times the site preparation and onsite groundwater remediation costs, whichever is less • Nonmanufacturing projects are capped at \$35,000,000 or 3 times the site preparation and onsite groundwater remediation costs, whichever is less <p>3. Real Property Tax Credits</p>

		<ul style="list-style-type: none"> • Credit for a portion of real property taxes for a qualified remediated site • Amount determined by a formula based on number of employees on the site, up to \$10,000 per employee <p>4. Remediation insurance Credits</p> <ul style="list-style-type: none"> • Credit for premiums paid for environmental remediation insurance • Capped at the lesser of 50% of cost of the premiums, or \$30,000 <p>Eligible sites:</p> <ul style="list-style-type: none"> • Sites must be eligible for the Brownfield Cleanup Program. Companies must first enter into a brownfield site cleanup agreement (BCA) with the Department of Environmental Conservation, submit a cleanup plan, obtain plan approval, complete the approved cleanup program, and obtain a Certificate of Completion. <p>Non-eligible sites:</p> <ul style="list-style-type: none"> • Class I or Class II hazardous waste disposal sites, and sites that are listed on the National Priorities List (Superfund) • Sites that were subject to cleanup under another regulatory program, as these were excluded from the BCP
Tax Credits	Excelsior Jobs Program (ESD)	<p>Provides tax credits for strategic businesses that make a substantial commitment to growth, either in employment or through investing significant capital in a NY facility in a targeted strategic industry. Companies that meet and maintain the established jobs and investment thresholds may qualify for four new fully-refundable tax credits. The credit is claimed over a 10-year period. Program costs are capped at \$500 million annually.</p> <p>1. Excelsior Jobs Tax Credit</p> <ul style="list-style-type: none"> • A credit equal to 6.85% of wages for new jobs <p>2. Excelsior Investment Tax Credit</p> <ul style="list-style-type: none"> • A credit equal to 2% of qualified investments <p>3. Excelsior Research and Development Tax Credit</p> <ul style="list-style-type: none"> • A credit equal to 50% of the federal research and development credit, capped at 3% of research expenditures in NY State <p>4. Excelsior Real Property Tax Credit</p> <ul style="list-style-type: none"> • Available only to firms locating in certain distressed areas (NOTE: this includes the City of Binghamton); equal to 50% of eligible real property taxes in year 1, decreasing 5% in each successive year • Also available to firms in targeted industries that meet higher employment and investment thresholds (defined as "Regionally Significant Projects") <p>Eligibility:</p> <ul style="list-style-type: none"> • Targeted (strategic) industries include: scientific R&D, software development, agriculture, manufacturing, financial services, back office, distribution, other (as approved) • The Job growth track comprises 75% of the program
Tax Credits	New York State Historic Properties Tax Credit	<p>Administered by NY State Office of Parks, Recreation and Historic Preservation, Division for Historic Preservation, in conjunction with the Federal Historic Tax Credit Program.</p>

		<p>Credits are available for residential homeowners, and for commercial (income producing) properties.</p> <p>1. Commercial Properties</p> <ul style="list-style-type: none"> • The State credit is used in conjunction with the federal tax credit. Owners can use both, each providing 20% tax credits for qualified Rehabilitation Expenditures (QRE) as defined by the US Internal Revenue Service. Together, these offset up to 40% of the QRE, with the state credit capped at \$5 million. • Any individual or company may apply for the credits. • Any commercial, office, industrial or rental residential building qualifies if it: <ul style="list-style-type: none"> ○ Is listed on the State or National Register of Historic Places, either individually or as contributing building in a historic district so listed, or is eligible for inclusion on the registers ○ Has an approved Federal Tax Credit Part 1 certification provided by the National Park Service • Most interior and exterior work is eligible for the credit • New additions and site work do not qualify for the credit • Can be used in conjunction with grants for housing or façade work. • Unused credits will become refundable for projects placed in service on or after 2015 <p>2. Homeowner Properties</p> <ul style="list-style-type: none"> • Provides credits equal to 20% of qualified expenses, up to a credit value of \$50,000. • Landscaping, fencing, additions, garage work or other work outside the historic building generally do not qualify <p>Eligibility:</p> <ul style="list-style-type: none"> • Owner-occupied residential structure • Listed on the State or National Register of Historic Places, or a contributing building in a historic district so listed • Located in a Federal Census Tract that is at or below the State's family median income level • Homeowner must be a NY State taxpayer and the owner of a qualified historic home • Project must have qualifying rehabilitation costs that exceed \$5,000 • 5% of the total must be spent on exterior work • Work must meet the standards for rehabilitation adopted by the National Park Service • State Historic Preservation Officer must approve work before it begins <p>3. Non-historic buildings</p> <ul style="list-style-type: none"> • Non-historic buildings placed in service before 1936 are eligible for a 10% federal tax credit for rehabilitation expenses
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Tax Credits	New Markets Tax Credits (ESD)	<p>The NMTC program subsidizes long-term capital investment, through interest-only loans at below-market rates, to foster job creation and community development in “Low-Income Communities” statewide. Funds are an allocation of federal New Markets Tax Credits under the American Recovery and Reinvestment Act.</p> <ul style="list-style-type: none"> No more than \$10 million will be devoted to a single borrower A portion of the loan may be forgiven at maturity <p>Borrowed funds may be applied to capital expenditures for the operating company, including:</p> <ul style="list-style-type: none"> Real estate loans for acquisition, new construction, major rehabilitation Machinery and equipment loans <p>Borrowed funds may be applied to real estate developments, including:</p> <ul style="list-style-type: none"> Industrial and commercial developments Office and retail developments Mixed-use developments including a residential component in limited circumstances <ul style="list-style-type: none"> Funding is not available for real estate developments containing residential development that is “for sale”, in which the residential rental income will exceed 80% of gross rental income, or in which Low-Income Housing Tax Credits are used <p><u>Eligibility:</u></p> <p>Borrower project must be located in a census tract that meets one of the following tests:</p> <ul style="list-style-type: none"> Poverty rate: at least 20%, or Median family income: at/below 80% of the region Additional preference is given to borrowers in non-metro counties, and certain areas with particularly difficult conditions, termed “distressed” area <ul style="list-style-type: none"> Binghamton BOA census tracts qualify as “distressed” areas based on two factors: relatively low median family income and relatively high unemployment <p>Preference will be given to projects meeting the following criteria:</p>

		<ul style="list-style-type: none"> • Total development costs: between \$5 million and \$25 million • Job creation/retention: <ul style="list-style-type: none"> ○ Operating companies: at least 1 permanent job per \$38,000 of total investment ○ Real estate developments: at least 1 permanent job per 350 sq. ft. developed • Project readiness: <ul style="list-style-type: none"> ○ 75% of project financing has been identified ○ If bank debt is involved, the lender has prior experience with NMTC financing • Other NY State involvement: the State is providing other forms of assistance that may be used to leverage the NMTC financing
Loans	Economic Development Fund (ESD)	<p>Provides general financial assistance for projects that create or retain jobs, or increase business activity in the State. Funds are available for construction, expansion, and rehabilitation of facilities; acquisition of machinery & equipment; working capital; and training full-time permanent employees. Examples include:</p> <ul style="list-style-type: none"> • Acquisition of real estate • Demolition • Construction (incl. planning and design), renovation • Site and infrastructure • Machinery, equipment • Training • Feasibility planning; soft costs <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> • Private businesses involved in industrial activity, manufacturing, warehousing/distribution • Research and development, high technology, service and other non-retail commercial enterprises • Not-for-profits • Municipalities, Local Development Corporations, Industrial Development Agencies <p>Examples of projects that are <u>not</u> eligible include: residential, casino, legal, medical, and nursing services.</p>
Loans	Manufacturing Assistance Program (ESD)	<p>Provides financial assistance for manufacturers to improve their operations through investing in capital projects that enhance productivity and competitiveness.</p> <ul style="list-style-type: none"> • Funds are capped at \$1,000,000. Award amount is determined by the magnitude of the improvements and their overall benefit to the company, the amount of private investment leveraged, and the economic impact of the manufacturer within its regional economy • Must be used for machinery, equipment and necessary building modifications

		<ul style="list-style-type: none"> • Company must demonstrate at least 20% improvement over baseline operations • Minimum of 85% of company workforce must be retained for 5 years <p><u>Eligibility:</u> A minimum investment of \$1 million is required. Manufacturers must employ 50 to 1,000 workers and export at least 30% of their production beyond the immediate region, or supply at least 30% of their production to a prime manufacturer that exports beyond the region. Examples of eligible projects include those that are designed to achieve:</p> <ul style="list-style-type: none"> • Increased production output; Improved process efficiency • Improvements in quality control • New product line • Resource conservation and/or pollution prevention • Revenue enhancements, cost reductions <p>Projects in which there are reductions in employee benefits and wages are <u>not</u> eligible.</p>
Loans	Job Development Authority Direct Loan Program (ESD)	<p>This is a state-guaranteed bond financing program that provides loan assistance to cover a portion of the cost of acquiring and renovating existing buildings, or constructing new buildings (Real Estate projects) including the “soft costs”, or for purchasing machinery and equipment (M&E projects) including the ‘soft costs” (delivery, installation, etc.).</p> <ul style="list-style-type: none"> • In most cases, JDA loans can be for up to 40% of Real Estate projects or M&E projects • Loans up to 60% for projects located in Empire zones or economically distressed areas • The combination of a bank loan and a JDA loan cannot exceed 90% financing • JDA Real Estate loan is normally a second mortgage loan • M&E loans are secured by a first lien, co-equal with the bank’s lien on the M&E <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> • Facilities used for manufacturing, distribution/warehousing, and selected services • Retail facilities involving customer visits to the business are <u>not</u> eligible <p>Working capital is <u>not</u> eligible</p>
Loans	Micro Enterprise Loan Fund (ESD)	<p>ESD has capitalized 3 revolving loan funds for financing small loans to NY State certified minority and women-owned businesses (MWBs) through locally based administering micro-lending corporations.</p> <ul style="list-style-type: none"> • Loan amount up to \$7,000 • Funds to be used for acquisition or improvement of real property and purchase of machinery and equipment

		<ul style="list-style-type: none"> Interest rates are determined by the administering micro-lending corporation Maximum loan term is 24 months <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> Applicant must be a small and high-risk, for-profit business Must be a NY State certified MWBE Annual gross revenue cannot exceed \$100,000 New start-ups must demonstrate entrepreneurial or other business training <p>Examples of expenses that are <u>not</u> eligible for program funds include: debt refinancing, residential construction or renovation, payment of taxes, projects of newspapers, broadcasting, medical facilities, libraries, community centers, or public infrastructure.</p>
Loans	Minority and Women Owned Businesses Programs (multiple) (ESD)	<p>Minority and Women Owned Business Development and Lending Program</p> <p>The program provides financial assistance to MWBEs as well as projects that assist the development of entrepreneurship among minority persons and women.</p> <ul style="list-style-type: none"> Lending in conjunction with local, community and regionally-based entities Lending for certified government contractors and eligible contractors Incubator assistance Technical assistance <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> Certified minority and/or women-owned business enterprises Banking organizations Technical assistance providers Incubator sponsors Municipalities, Authorities and Agencies Administering corporations <p>Minority and Women Owned Business Revolving Loan Trust Fund Program</p> <p>The program provides financial and technical assistance to MWBEs that are unable to access traditional financial services, to allow them to grow and flourish.</p> <ul style="list-style-type: none"> Working capital loans capped at \$35,000 Fixed asset loans capped at \$50,000 Assistance with completing loan applications Mentorship and peer group programs Credit Union services (some locations)
Loans	Small Business Revolving Loan Fund (ESD)	<p>small businesses, targeting those that have had difficulty accessing regular credit markets. It supports additional small business lending</p>

		<p>statewide, through 20 community development financial institutions and other community-based lending organizations serving regions of the State.</p> <p>Funds from the program used to finance an applicant loan cannot exceed 50% of the principal amount, and cannot exceed \$125,000.</p> <p>Loans are generally categorized as:</p> <ul style="list-style-type: none"> • Micro-Loans: principal amount less than or equal to \$25,000 • Regular Loans: principal amount greater than \$25,000
Loans	New York State Linked Deposit Program (ESD)	<p>LDP is an interest rate subsidy program developed in 1993 to encourage and assist small businesses in NY State to make investments and undertake projects that will contribute to improving their performance and competitiveness. Eligible businesses can obtain commercial loans at subsidized interest rates from authorized commercial banks, savings banks, savings and loans, farm credit institutions or the NY Business Development Corp. The lenders are compensated with a deposit of NY State funds.</p> <p>Interest rate subsidy can be 2% or 3%, depending on the type of business and location</p>
Loans	Capital Access Program (ESD)	<p>The program provides matching funds to financial institutions for loan loss reserves as incentive to increase small business lending, to companies that otherwise find it difficult to obtain regular or sufficient bank financing. Partner financial institutions will enter into a CAP lender agreement with Empire State Development before enrolling a participant.</p> <ul style="list-style-type: none"> • Loan capped at \$500,000 • Can be used with other term loans or lines of credit • Financing for working capital • Technology or facility upgrades • Business startups, expansions <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> • Small business, independently owned, employ fewer than 100 workers

Figure 45 Broome County Incentive Programs

Type	Name	Description
Property Tax Exemption	Payment in Lieu of Taxes	<p>Administered by Broome County IDA. Reduces property taxes for eligible projects.</p> <p>1. New Construction:</p> <ul style="list-style-type: none"> • Industrial projects will receive tax abatement as follows: years 1-5 = 75%; years 6-10 = 50%; years 11-15 = 25% • Commercial projects will receive tax abatement as follows: years 1 - 5 = 50%; years 6-10 = 25% • Speculative buildings will be reviewed for approval on a case-by-case basis • Retail projects will <u>not</u> receive abatements

		<p>2. Purchase of Existing Facilities:</p> <ul style="list-style-type: none"> Industrial projects will have taxes frozen at the level in place at the time of purchase for 5 years; in years 6-10 any tax increase over the frozen level will be abated by 50%; and in years 11-15 by 25% Commercial projects will have taxes frozen at the level in place at the time of purchase for 3 years; in years 4-5 any tax increase over the frozen level will be abated by 50%; and in years 6-10 by 25% Retail projects will <u>not</u> receive abatements <p>3. Improvement of Existing Facility</p> <ul style="list-style-type: none"> Any project, industrial or commercial, which consists of improving a previously owned facility, will have taxes frozen at the level in place prior to improvements for 3 years; in years 4-5 any tax increase over the frozen level will be abated by 50%; and in years 6-10 by 25% <p>In all cases, BCIDA will hold nominal title to the project assets (real and personal property) on behalf of the project's sponsor/owner.</p> <p>If a facility is leased after tax abatement has been granted, the tax advantages will pass to the benefit of the tenant/occupant.</p> <p>Broome County IDA may deviate from this policy for projects determined to provide a major economic or employment impact to the County, provided the County's chief elected official approves.</p> <p>Broome County IDA may recapture the benefits if:</p> <ul style="list-style-type: none"> A facility is sold or closed A significant change occurs in the use of the facility or business activities of the company There is a significant reduction in employment not reflecting the company's normal business cycle or local/national economic conditions <p><u>Sales Taxes</u>: the policy provides for exemption from NY State's portion of sales tax during initial construction of the facility only. A full sales tax exemption may be approved by the Board of Directors. Sales tax agreements will expire 1 year from issuance. Ongoing sales taxes are not exempted.</p>
Tax Exemption	Sale Lease Back Transaction	<p>Administered by Broome County IDA.</p> <p>In cases where the BCIDA is not requested to play a role in the issuance of IDBs (see below) some of the same benefits can be accessed by companies through the development of a sale/leaseback agreement between the project owner and the BCIDA.</p> <ul style="list-style-type: none"> BCIDA accepts nominal title to the property for up to 15 years Project is eligible for real property tax abatement (above); State & local sales tax abatement IDA fees = 1% of the project cost
Bond Financing and Tax Exemption	Tax Exempt Industrial Bonds	<p>Administered by Broome County Industrial Development Agency (BCIDA)</p> <p>Manufacturing related expansion projects that anticipate fixed asset financing in excess of \$1,500,000 can benefit from lower overall financing cost by using tax-exempt Industrial Development Bonds (IDBs). Interest paid by the bonds is exempt from federal and state income tax, which allows them to carry a lower interest rate, and makes them an attractive investment vehicle for some investors. Some of the features of tax exempt IDBs include:</p>

		<ul style="list-style-type: none"> • Real estate and equipment loans at 80% of prime • Project is eligible for real property tax abatement (above); state and local sales tax abatement • 15-20 year term on real estate • Issuance costs of 3-4%
Bond Financing	Taxable Industrial Bonds	<p>Administered by Broome County IDA.</p> <p>Manufacturing, industrial and some commercial projects can benefit by using this tool for fixed asset related expansion projects. Interest paid by the bonds is exempt from NY State taxes but is fully subject to federal taxes. Some of the features of taxable IDBs include:</p> <ul style="list-style-type: none"> • Real estate/equipment loans at or near conventional rates • Many non-retail uses permitted • Project is eligible for real property tax abatement (above); state and local sales tax abatement • 15-20 year term on real estate • Issuance costs of 1.5-2%

Figure 46 City of Binghamton Loan Programs

Type	Name	Description
Loan	Special Project Loan Program	<p>Administered by Binghamton Local Development Corporation (BLDC)</p> <p>The program is intended to attract new business, retain and grow established businesses, build industrial and commercial capacity and promote employment. Loans are sourced from Community Development Block Grant (CDBG) funds, or from Urban Development Action Grant (UDAG) funds.</p> <ul style="list-style-type: none"> • Maximum loan is \$250,000 • Origination fee is 1% (\$1,000 maximum); commitment fee is 2% of loan due upon signing • Maximum term varies, typically: real estate = 15 yrs., machinery = 7 yrs., FF&W = 5 yrs. • Loan can cover up to 40% of project cost, not to exceed 100% of net cost after incentives • Interest rate – current prime rate minus 0.5% up to 10 years • Requires owner equity of 10% • Requires job creation of 1 FTE/\$35,000 loan amount for CDBG-funded loans (no requirement for UDAG-funded loans) • Requires a mortgage, life insurance and title insurance <p>Acceptable uses of loan funds include:</p> <ul style="list-style-type: none"> • Acquisition of land, building, machinery, equipment, furniture/fixtures • Development rehabilitation, renovation, improvement of land, building and facilities • Pollution control and related improvements • Other activities deemed by the BLDC Board of Directors to be within general interest and purpose of its mission and consistent with federal guidelines and HUD requirements <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> • Proprietorships, partnerships, corporations or LLC, located within the City • Property must be zoned for commercial use within the City of Binghamton • City must verify the project meets all zoning and building requirements • Minimum credit score of 680; and meets Finance Committee's income requirements
	Micro Enterprise Loan Program	<p>Administered by Binghamton Local Development Corporation (BLDC)</p> <p>Key features of the program include:</p> <ul style="list-style-type: none"> • Loan limit less than \$25,000 and up to 90% of project's cost, whichever is lower • Low interest rate – current prime rate plus 0.5% • Owner equity of 10% • Term up to 5 years • Origination fee is 1% (\$50 min.); commitment fee is 2% of loan due upon signing

		<ul style="list-style-type: none"> Covers the purchase of fixed assets, working capital and inventory <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> Owner-operated businesses of 5 or fewer employees, located within the City Proprietorships, partnerships, corporations or LLC Minimum credit score of 620; also must meet income requirements as established by the Finance Committee
Loan	Expedited Enterprise Loan Program	<p>Administered by Binghamton Local Development Corporation (BLDC)</p> <p>Program requires more stringent underwriting standards, and the loan must be approved by the BLDC President. Key features of the program include:</p> <ul style="list-style-type: none"> Loan limit up to \$5,000 and up to 80% of project's cost, whichever is lower Low interest rate – current prime rate plus 0.5% Owner equity of 20% Term up to 3 years Origination fee is 1% (\$50 min.); commitment fee is 2% of loan due upon signing <p>Acceptable uses of loan funds include general business uses:</p> <ul style="list-style-type: none"> Purchase of fixed assets Working capital Inventory <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> Owner-operated business of 5 or fewer employees, located within the City Proprietorships, partnerships, corporations or LLC Minimum credit score of 680; also must meet income requirements as established by the Finance Committee
Loan	Commercial Façade Improvement Loans	<p>Administered by Binghamton Local Development Corporation (BLDC)</p> <p>Loans are intended to improve the curb appeal of the City's commercial districts, by assisting local businesses to upgrade exterior buildings and historical restoration. Key features include:</p> <ul style="list-style-type: none"> Loan can cover up to 75% of a project's cost, up to a maximum of \$100,000 Low interest rate – current prime rate plus 0% up to 5 years, plus 0.5% up to 10 years Up to \$50,000 for up to 7 years; up to \$100,000 for up to 10 years as determined by BLDC Loan Committee Origination fee is 1% (\$100 min.); commitment fee is 2% of loan due upon signing Requires a mortgage and title insurance <p>Acceptable uses of loan funds include:</p> <ul style="list-style-type: none"> Historical restoration on the building exterior Roof, door, and window replacement Exterior refinishing, masonry, paint Working capital Inventory

		<p><u>Eligibility:</u></p> <ul style="list-style-type: none"> • Proprietorships, partnerships, corporations or LLC, located within the City • Property must be zoned for commercial use within the City of Binghamton • City must verify the project meets all zoning and building requirements • Minimum credit score of 650; also must meet income requirements as established by the Finance Committee
Loan	Energy Efficiency Green Jobs Revolving Loan Fund	<p>Administered by Binghamton Local Development Corporation (BLDC)</p> <p>This program promotes energy efficiency and green job creation in the City of Binghamton. Funds are sourced 50% from Community Development Block Grant (CDBG) funds, and 50% match from the USDA.</p> <ul style="list-style-type: none"> • Loan can cover up to 95% of a project's cost • BPI certified contractors: maximum loan of \$70,000 (1 full-time job must be created for every \$35,000 loaned for business development or expansion) • Origination fee is \$50; commitment fee is 1% of loan due upon signing • Interest rate – current prime rate minus 0.75%. Requires owner equity of 5% • Maximum term for commercial/retail energy efficiency improvements: 5 years • Maximum term for equipment, working capital and inventory for local BPI certified contractor: up to 7 years • Requires job creation of 1 FTE/\$35,000 loan amount for the BPI Certified Contractor business development or expansion <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> • Established businesses within the City of Binghamton, that can demonstrate a detailed plan for the incorporation of energy efficient renovations to commercial or industrial space that is targeted for revitalization • Local contractors that provide proof of BPI certification, with an established business located in the City • Minimum credit score of 650; also must meet income requirements as established by the Finance Committee
Grant	Green Stormwater and Landscaping Matching Fund	<p>Administered by the Binghamton Department of Planning, Housing, and Community Development</p> <p>This program funds green infrastructure project costs, up to \$5,000, including rain gardens, rain barrel systems, shade trees, and replacement of asphalt with landscaping or permeable pavements.</p> <p><u>Eligibility:</u></p> <ul style="list-style-type: none"> • Residential property owners and small businesses with less than 100 employees

APPENDICES

(Prepared under separate cover)

Appendix A Public Engagement Summary
Appendix B Economic and Market Trends Analysis
Appendix C Brownfield Site Profiles
Appendix D Building Assessment (Titchener Site)
Appendix E Phase I ESA (Titchener and 9 Slauson)
Appendix F Historic Register Nominations
Appendix G Cost Estimates
Appendix H Financial Proformas for Selected Development Projects
Appendix I Valley Street Green Infrastructure Parking Lot
Appendix J First Ward Waterfront Trail - Wall Assessment and Trail Concept Plan

ENDNOTES

ⁱ A summary of results from the Neighborhood Visioning Survey can be found in APPENDICES (Prepared under separate cover)

Appendix A Public Engagement Summary.

ⁱⁱ Jeff Platsky (7 March 2013). "Binghamton region gains 100 jobs, but manufacturing at all-time low." *Press & Sun Bulletin* (Binghamton NY).

ⁱⁱⁱ The total crime index incorporates all crimes (murder, assault, theft, etc.), providing a useful measure of relative "overall" crime in an area. It is important to note that this index is non-weighted meaning that murder is weighted the same as theft of a wallet.

^{iv} Databases reviewed include the NYSDEC's Environmental Remediation Site Database, Bulk Storage Database, the Spills Database and Environmental Protection Agency's (EPA) Hazardous Waste Generator Database,

^v Apartment buildings are often classified as a commercial use and, in the context of redevelopment, can be considered more similar in nature to commercial uses than they are to single-family residential uses. Therefore, this analysis includes multi-family properties (greater than three units in a structure) in the same category as commercial uses.

^{vi} For this analysis, non-residential property is defined as any parcel with the following three-digit New York State Classification Code: Commercial (400s), Recreation and Entertainment (500s, except 591-593), and Industrial (700s). Residential property is defined as any parcel in the Residential (200s) Classification Code. Vacant lands (300) were excluded from the analysis of underutilized sites.

^{vii} Increasing Physical Activity: A Report on Recommendations of the Task Force on Community Preventive Services, Centers for Disease Control and Prevention, October 26, 2001

^{viii} US Department of Agriculture Economic Research Service, Food Access Research Atlas.

^x Susquehanna River Basin Commission, 2014

^x There also exists a pumping station and a backflow-prevented outfall to the Chenango River. Inverts and sizes of the underground pipe network are not verifiable at the current time.