

Southside Rising Revitalization Strategy

city of
ELMIRA



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EXECUTIVE SUMMARY

Overview

In 2010, the City of Elmira completed a Step 1 Pre-Nomination Study for the Southside Rising area and applied and received funding to complete the Southside Rising Revitalization Strategy under Step 2 of the BOA program. The study was funded by the NYS Department of State with technical support from the Department of Environmental Conservation. Development of the plan was guided by the Elmira Department of Community Development in partnership with the project steering committee consisting of representation from the Creating Health Places Initiative, F.M. Howell & Co. as well as elected officials and volunteer board members.

Starting in 2000, the City made significant efforts to identify, remediate and revitalize properties contaminated by former industrial activities. This Nomination Study, referred to as the Southside Rising Revitalization Strategy, provides an in-depth analysis of individual brownfield sites, a detailed economic and market trends analysis, and the development of a Master Plan with specific recommendations for targeted sites and blocks. The intent of the study is to provide a comprehensive guide that will encourage future public and private investments within the study area to enhance the quality of life for residents and visitors for years to come.

The Study is organized into six sections:

- Project Description and Boundary Justification
- Community Participation
- Analysis of the Proposed Brownfield Opportunity Area
- BOA Master Plan and Revitalization Strategy
- Neighborhood Development Plans
- Organizational Framework

The Southside Rising Revitalization Strategy encompasses 439.64 acres, bounded on the north by the Chemung River, South Main Street to the west, Miller, Morrow, and Luce Streets to the south, and Moore Street, Maple Avenue and Robinson Street to the east.



Community Vision

Community buy-in is imperative to the long-term successful implementation of the plan, and serves as one of the most important components of the planning process. The Southside Rising planning process was overseen by a Project Advisory Committee (PAC) that met on a bi-monthly basis to provide feedback and guidance as the plan developed. In addition to PAC meetings, residents, property and business owners participated in a survey, visioning and design workshops. **Stakeholder input was essential for consensus building and developing a common vision supported by the community.**



The existing conditions analysis, brownfield analysis and public participation process resulted in a vision for the Southside Rising Revitalization Strategy to create a vibrant and attractive mixed-use urban village. The Master Plan is a visual representation with supporting text and graphics of the types of projects and initiatives necessary to spur revitalization and investment in the study area.

An overview of the key findings and recommendations includes:

Land Use and Zoning

The land use and zoning component of the Master Plan includes recommendations for residential neighborhoods, commercial and mixed-use areas, and industrial areas. Recommendations for the residential areas include reducing the overall neighborhood density to 7 units per acre with 10 to 20 units per acre along South Main Street. Additional land use recommendations for residential neighborhoods include encouraging the de-conversion of multi-family units back to single-family, and enhancing buffers and mixed-use infill projects on South Main Street and Pennsylvania Avenue. For industrial areas, the City should consider expanding industrial land uses from Erie Street to Howard Street as part of the future redevelopment of the former American LaFrance site.

Housing and Neighborhoods

The stabilization of the residential neighborhoods east of the elevated Norfolk-Southern Railroad corridor has been identified by the community as the single most important revitalization effort. With a diversity of housing options in walking distance to South Main Street and the waterfront, this area will be attractive to new residents and enhance the overall quality of life. Recommended actions to accomplish this including the rehabilitation of housing stock and reduction in density of the neighborhood housing supply. The removal of outdated housing stock, the construction of new housing and a reduction in vacant units will ultimately balance supply with demand. The development of strong design standards should be established to help promote the use of front yards and enjoyment of the streets and sidewalks.

Parks, Recreation and Waterfront



Recreation facilities significantly contribute to the community’s quality of life, and public investments in these facilities should be considered equally important as other types of infrastructure such as transportation and utilities. The Master Plan focuses on Brand Park, Sly Street Park and Miller’s Pond which are envisioned to become major destinations within the neighborhood. Recommendations include updating and/or reprogramming Brand Park and Sly Street Park to include more family-oriented amenities and to improve ADA compliance. The City should also explore opportunities to develop an accessible fishing pier at Miller’s Pond Park, trail development along the Chemung River, as well as the adaptive re-use of the Brand Park Memorial Pool as an elevated community garden, play and performance space.

Connectivity, Wayfinding and Gateways

The neighborhood has a good walkability index, with most residential areas being in close proximity to goods, services, and open space. The sidewalk network covers almost all of the neighborhood, however, gaps are most notable along the Clemens Center Parkway corridor and from Pennsylvania

Avenue to Partridge Street at the Tops Supermarket. Large intersections at the Clemens Center Parkway coupled with dark railroad underpasses make pedestrian connectivity challenging. Recommendations to improve connectivity include traffic calming and speed reduction measures and enhancing lighting and crosswalk visibility. Wayfinding signage should also be developed to help direct pedestrians to cross at safe locations and neighborhood destinations.

South Main Street Corridor

Since 2008, the South Main Street corridor has experienced significant retail growth. The primary type of development has been large, single-story retail structures. The demand for older structures coupled with the smaller footprints of older buildings has made attracting new investors challenging. South Main Street has elements of a traditional Main Street, with good sidewalk connectivity and opportunity for adaptive reuse and infill development. To encourage reinvestment in the corridor, the City should establish design standards that maintain and promote high quality traditional Main Street urban form. The City should further consider the creation of an incentive zoning law to facilitate off-site improvements or amenities, such as streetscape design.

Transportation

The transportation network within the study area has adequate capacity to service existing development and future growth. Configuration at targeted locations should be modified to increase pedestrian safety, enhance connectivity, wayfinding, and the development potential within the study area. These areas include the neighborhood entry from along Lake Avenue from Clemens Center Parkway, as well as the Pennsylvania Avenue/Sly Street intersection. The City should also consider the conversion of the Lake Street Bridge to a pedestrian-only facility. This facility could have significant positive impacts on neighborhood connectivity to Center City, north of the Chemung River.



Key Findings: Neighborhood Development Plans

Working with the advisory committee was central in identifying strategic sites that could serve as catalysts for broader investment and revitalization. Three sites were considered priority sites for near-term redevelopment. These sites include Erie Plaza which has the potential for the development of an entirely new residential neighborhood; the vacant Red Barn site on South Main Street which could contribute to the traditional Main Street urban form; and the Chemung Foundry which is the only property in the study area that has direct, signalized access to the Clemens Center Parkway. The Master Plan provides alternatives to return these sites to active and viable uses, bolstering the local economy and making properties attractive to potential investors.

The Neighborhood Development Plans are detailed site plans that highlight areas of similar use and development character within the larger study area. These smaller areas are specifically targeted to help the City focus their implementation efforts. A summary of these neighborhoods is outlined below.

1. *South Main Street*



The South Main Street should be maintained as a convenient, walkable retail service node for Southside and adjacent suburban residents. The revitalization and enhancement of the corridor will help further promote the identity of the Southside as a high quality urban village within a larger village. Improvements should focus on the pedestrian experience and enhancing the traditional urban form of the corridor. To help accomplish this vision, it is recommended that the City modify current regulations to encourage commercial and mixed use zones; identify funding to support the rehabilitation and utilization of existing structures, and establish design standards to promote the character of the urban village.

Included in the neighborhood plan are projects that would contribute to the Long-Term Development Vision for the South Main Street corridor. These projects include the following:

- Commercial / Office Development of the former Hygeia Refrigeration Plant;
- Commercial Infill Development of three vacant lots scattered along the corridor;
- Multi-family residential for the corner of Boardman Street and Pennsylvania Avenue;
- Tops Plaza Interface between the plaza parking lot and the public realm along South Main Street;
- Senior Housing on the vacant site along Powell Street;
- Mixed use retail with residential (former red barn strategic site) to continue the traditional Main Street character;
- Retail/restaurant development on the site adjacent to the Hollywood Video retail store;
- South Main Street and Pennsylvania Avenue intersection improvements; and
- Convenience retail/office on the former Chemung Foundry Strategic Site,

2. *Chemung Village*

It is envisioned that Chemung Village will serve as the Southside’s business services district and center for training and professional activities. A coordinated and focused identity for this centrally located and well-defined district should leverage its visibility, accessibility and adjacency to the Chemung River. It is recommended that revitalization efforts focus on wayfinding and public realm improvements to help start the transformation of the waterfront over the next 10 to 20 years. Additional priority recommendations include the establishment of a Gateway Corridor Overlay Zone for improve property maintenance standards, design standards, and the modification of district regulations to encourage commercial and mixed use zones.

Capital projects identified in the Long-Term Development Vision for Chemung Village include the following:

- Wayfinding, gateway and public realm improvements along Pennsylvania Avenue and Sly Street;



- Mixed use business services district to support training and office utilizing industries within Elmira;
- Neighborhood services gateway to at the Pennsylvania/Sly/Hudson/Spaulding intersection to provide convenient personal and retail services for nearby residential neighborhoods;
- Waterfront residential including new townhome units along the Chemung River; and
- Lake Street pedestrian bridge and levee trail to connect Mark Twain Riverfront Park on the north to Pennsylvania Avenue and a levee-top trail to Brand Park on the south.

3. *Spaulding/Riverside Neighborhoods*

The goal for the Spaulding/Riverside neighborhoods is to develop a safe, affordable and convenient residential alternative for families and households of all sizes. The proximity to Brand Park an, the Chemung River and the historic Maple Avenue corridor are significant assets which serve as a solid foundation for future investment. It is recommended that the City strengthen Brand Park as a recreational destination and make efforts to stabilize targeted residential clusters experiencing the greatest threat of continued decline. Long-term recommendations include the aggressive revitalization of key neighborhoods through rehabilitation, new construction and a reduction in housing density.

Included in the neighborhood plan are projects that would contribute to the Long-Term Development Vision for the Spaulding/Riverside Neighborhoods. These projects include the following:

- Brand Park Revitalization including the rehabilitation and reuse of the former above-ground swimming pool into a community garden and performance space;
- Post Street Housing Stabilization including the de-conversion of rental units, rehabilitation and weatherization assistance, and first-time home buyer assistance;



- Maple Avenue Historic Interpretive Trail with wayfinding signage to educate residents and travelers about the Southside’s significant and storied past;
- Spaulding Street / Lomore Street / Home Street Housing Stabilization to reduce unit densities and stabilize the neighborhood; and
- Southside-East Community Center to compliment the Southside Community Center and act as a catalyst for renewal and function as a focal point for revitalization.

4. Erie Street Corridor

It is envisioned that the Erie Street Corridor will serve as the Southside’s Industrial center, providing good paying jobs and flexible manufacturing alternatives for regional businesses. The mix of future industrial and residential development will require diligence to reduce or eliminate heavy vehicle traffic through residential neighborhoods. Short-term recommendations include improvements to physical buffers between industrial and residential uses, the preparation of the Erie Plaza site for redevelopment and revision to truck and vehicular circulation patterns. Long-term efforts should include revitalization of the LaFrance Street neighborhood and redevelopment of the former American LaFrance site.

Capital projects identified in the Long-Term Development Vision for Chemung Village include the following:

- LaFrance Street Housing Stabilization to improve the quality of housing available to current residents while protecting the value of adjacent residential uses;
- Sly Street Park Revitalization to increase the actual and perceived safety, emphasize family-friendly programming for families, and provide updated play environments with perimeter fencing, lighting and seating that are ADA compliant;
- Erie Plaza Redevelopment to encourage investment to develop a village-like community;
- Commercial industrial flex space to provide additional land area for the expansion of existing businesses;



- Lake Avenue realignment to improve wayfinding and vehicular safety; and
- Housing which would include higher density residential development to buffer the residential neighborhood north/east of Falck Street from industrial expansion and parking lots south/west of Howard Street.

Implementation for the projects identified in the Master Plan and Neighborhood Development Plans will require a strong partnership among many key players including the City of Elmira, private investors, community-based organizations, non-profit community development corporations, and non-profit housing developers.

To help offset the costs of project implementation, the City could create a Local Development Corporation (LDC) or Local Public Benefit Corporation (LPBC). These entities can help finance local government operations and economic redevelopment projects that benefit the public. They further provide resources to increase employment opportunities and work training skills.

The City of Elmira's desired level of active participation in the revitalization of its urban neighborhoods will largely determine the form of implementation organization. This effort will require significant commitment by these entities to continue to pursue funding to maximize the potential of these sites.

SECTION 1: PROJECT DESCRIPTION AND BOUNDARY JUSTIFICATION

1.1 Lead Project Sponsors

The City of Elmira is the sponsoring municipality of the Elmira Southside Rising Brownfield Opportunity Area (BOA) Nomination Study, herein referred to as the Southside Rising Revitalization Strategy. The Revitalization Strategy is funded through the BOA program, which is administered and overseen by the New York State Department of State (DOS), with technical support provided by the Department of Environmental Conservation (DEC). The City of Elmira Department of Community Development (DCD) is responsible for management of the project on behalf of the City. DCD in conjunction with the City Engineering Department has been proactive and involved in a wide range of environmental remediation initiatives within the City and specifically within the BOA study area.

In an effort to ensure the continued involvement of the community throughout the planning process, the DCD established a Project Advisory Committee (PAC) representing a broad range of stakeholders, each providing valuable insight from their respective fields of expertise. Project Advisory Committee members provide a diverse background of interests, including economic development, housing and community development, brownfield redevelopment, community character, and business interests.

1.2 Introduction to the BOA Program

The BOA Program was developed in 2003 as the planning component of the NYS Superfund/Brownfield Law (GML Article 18-C, Section 970-r), providing municipalities and community-based organizations with financial and technical assistance to complete area-wide revitalization strategies for neighborhoods impacted by the presence of brownfields and environmental hazards. At the completion of the program, communities will be designated a Brownfield Opportunity Area, increasing their competitive position for access to funding and incentives under the DEC Brownfield Cleanup Program, the Empire State Development Corporation's economic development programs, and many other State and Federal assistance opportunities.

What is a Brownfield?

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

*Brownfield sites are typically former industrial or commercial properties where operations may have resulted in **environmental impairment**.*

*The marketability and viability of entire **neighborhoods** can be negatively impacted by the presence of brownfields.*

Brownfield Opportunity Areas Program

Step 1: Pre-Nomination

- Preliminary analysis of the community and potential brownfield sites
- Identification of a study area
- Establishment of partnerships and initiation of public participation process
- Initial identification and summarization of opportunities for renewal

Step 2: Nomination

- **Comprehensive analysis of the study area and individual brownfield sites**
- **Analysis of economic and market trends**
- **Development of specific recommendations**

We Are Here

Step 3: Implementation

- Detailed individual site assessments and remediation strategies
- Creation of a detailed reuse and redevelopment strategies
- Development of marketing strategies for redevelopment sites

A “brownfield” is real property whose expansion, redevelopment or reuse may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. Brownfield sites are typically former industrial or commercial properties where operations may have resulted in environmental impairment. The DOS and DEC recognize the expansive detrimental impacts these sites have on their surrounding neighborhoods, and that brownfield impacts are not limited to individual sites or immediately adjoining property.

The marketability and viability of entire neighborhoods can be negatively impacted by the presence, or potential presence, of impaired sites through a decline in property values, perceived safety, and a lack of reinvestment. The BOA Program assists communities in identifying and analyzing sources of neighborhood distress, and provides the resources and capacity to develop and implement revitalization strategies for primary sites, brownfield sites, and neighborhoods. However, the BOA Program does not provide monies for direct cleanup efforts.

State and federal programs also exist for the direct remediation of sites, such as the DEC Environmental Restoration Program, the DEC Brownfield Cleanup Program, and the US Environmental Protection Agency’s Brownfield Program. These programs focus on physical investigations and activities, further assisting local municipalities in dealing with brownfield properties and their impacts on communities.

1.3 Project Description

1.3.1 General Overview

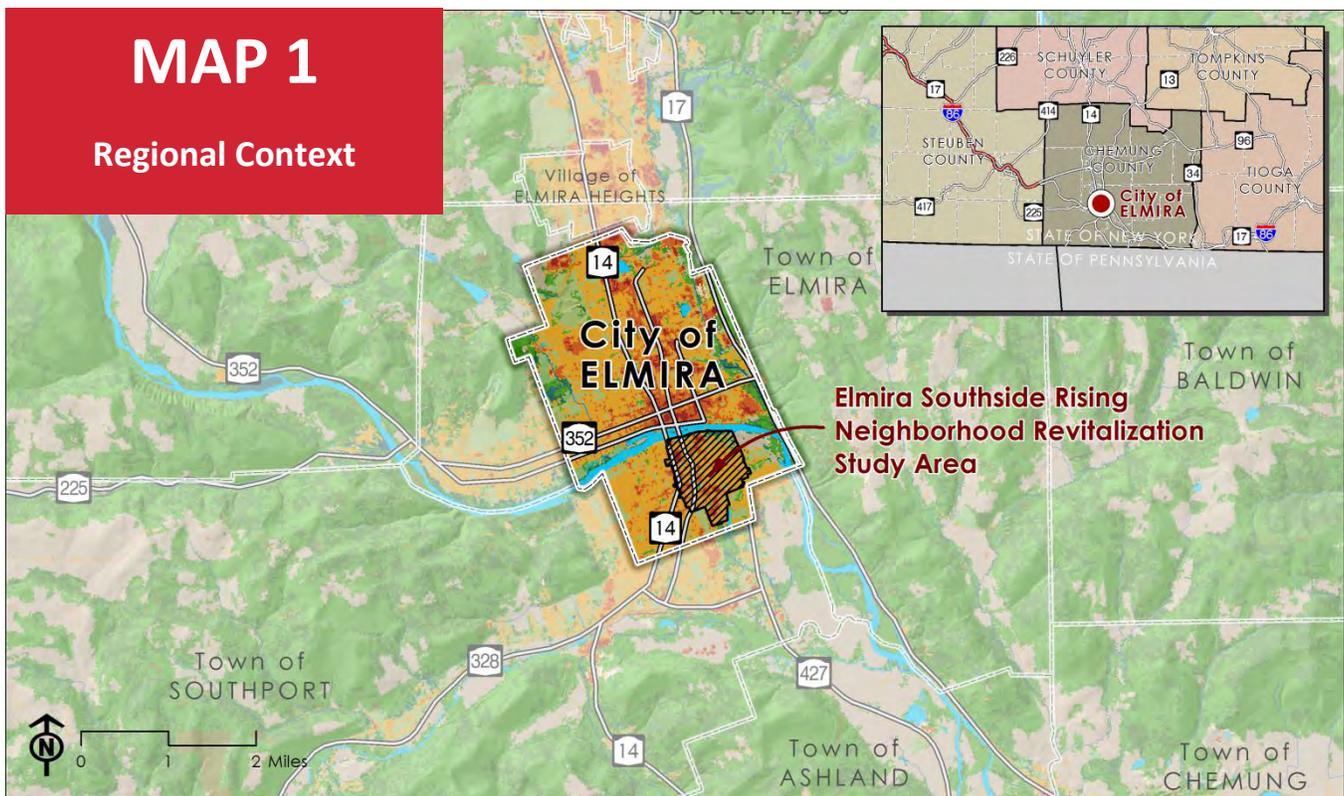
In 2010, the City of Elmira completed a Step 1 Pre-Nomination Study for the Southside Rising Brownfield Opportunity Area and applied for and received funding to complete the Southside Rising Revitalization Strategy under Step 2 of the BOA program. The revitalization strategy will further analyze development potential and continue revitalization efforts in the City’s Southside neighborhoods.

Formerly a transportation and industrial hub of the City, Elmira’s Southside was home to significant railroad and manufacturing activity (see Map 1). Several companies opened operations adjacent to the New York and Erie railroad line (now Norfolk Southern), such as La France Manufacturing, Payne Engine and Boiler Works, Elmira Bridge Company and more recently Kennedy Valve, Hygeia Refrigeration, and F.M. Howell. Starting in 2000, the City embarked upon a concerted effort to identify, remediate and redevelop properties contaminated by former industrial activity. In 2001 the City

demolished the former Hygeia Refrigeration Plant and created the Hudson Street Urban Renewal District to ready the site for redevelopment. In 2002, the City worked with the NYS DEC to begin the cleanup of the Chemung Foundry and American LaFrance sites. These two initiatives represent over \$1.3 million in public investments within the Study Area.

Though private reinvestment has been slow to materialize, recent construction in the Hudson Street Urban Renewal Zone and the Howell Pharmaceutical Fulfillment Center has signaled that the City’s efforts over the past decade are beginning to bear positive results. Yet, more investment is needed, and more work remains to achieve the comprehensive revitalization envisioned by the City and community.

Encompassing approximately 440 acres, the Southside Rising Study Area is roughly bounded by the Chemung River on the north, South Main Street on the west, Miller and Morrow Streets on the south and Robinson Street on the east (See Map 2). The Study Area contains over 1,100 parcels, the vast majority of which are residential, and 36 potential brownfield sites. Potential brownfields are properties that are of concern based upon current or former uses, such as manufacturing, and known environmental contamination according to surveyed NYSDEC databases. See Section 3.2.4 Properties of Environmental Concern for a further discussion of these parcels.



The Study Area has 102 vacant and /or underutilized properties covering roughly 43 acres (See Map 6). Vacant or underutilized properties are parcels without structures, parcels with visibly abandoned or vacant structures, or properties not achieving their highest and best use. See Section 3.2.5 Vacant and Underutilized Sites for a further discussion of these properties.

The Southside Rising Revitalization Strategy will provide clear direction for future public and private investments within the Study Area that can become catalysts for renewal, growth and improved quality of life for residents and visitors.

1.3.2 Redevelopment Potential

Development potential within the Southside Rising Study Area is primarily driven by the presence of numerous vacant and underutilized properties of various sizes located throughout the neighborhood. There are existing opportunities for redevelopment on remediated former brownfield sites, vacant commercial and residential lots, and underdeveloped or underutilized properties. The presence of the Chemung River, Brand Park and the Clemens Center Parkway greatly increase the market viability for redevelopment through enhanced access to natural and transportation resources for residents and employees. A recently completed master plan for the Chemung River corridor highlights several opportunities for improved access to and along the River within the Study Area.

1.3.3 Related Planning Studies and Efforts

The City of Elmira has invested a significant amount of effort and capital in preparation for revitalization. The Southside Rising Revitalization Strategy is the culminating activity for the southeast quadrant of the City, combining the energies put forth in public sector planning efforts and private sector capital investments.

HUDSON STREET URBAN RENEWAL AREA (2000-2012)

In 2000, the City created the Hudson Street Urban Renewal District and cleared land of blighted, vacant structures to foster the revitalization and redevelopment. Greater than \$1million in public funds was invested in the 6.5-acres area along the Chemung River between the South Main Street and the Norfolk-Southern Railway line to make way for private development. In 2012, the City sold the last of the parcels to private interests which resulted in the construction of multiple retail and office structures. This site represents the most recent investment in the Study Area and underscores the City’s commitment to revitalization in the southeast quadrant.



Approximate site of the Hudson Street Urban Renewal Area.

CHEMUNG RIVER COMPREHENSIVE MASTER PLAN (2008)

The Chemung River Comprehensive Master Plan is a feasibility and resource document for the City, river Towns, and County with a focus on developing a network of trails, programs, and enhancements that promote connectivity and access to the riverfront. Within the BOA Study Area, the Master Plan calls for new and improved connections to the riverfront, and promotes the Study Area as a primary starting point for riverfront access via proposed parking areas and information kiosks. As well, Maple Drive is proposed to be a primary bike route between downtown and Southport. The development of these Master Plan elements fits well with the desires for improved opportunities for neighborhood recreation, and promotes greater connectivity to surrounding City neighborhoods. An important achievement in neighborhood revitalization efforts will be overcoming the isolation the Study Area has experienced due to the boundaries presented by the railroad and the river.



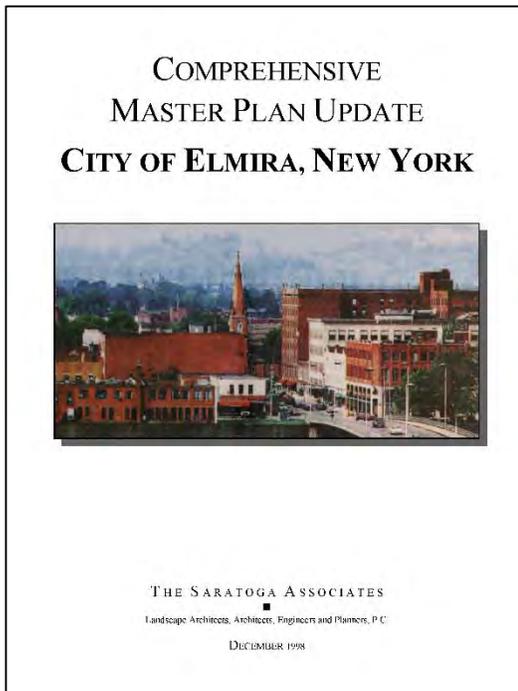
Pages from the Chemung River Master Plan.

HABITAT FOR HUMANITY HOUSING (2007-2014)

In 2007, the City partnered with Habitat for Humanity (Habitat) to construct two homes for low- to moderate-income families on Howard Street within the Study Area. In 2014, Habitat will continue making investments within the Southside on Robinson and Barty Streets. The partnership with Habitat for Humanity and the support of local businesses signifies that numerous members of the southeast area neighborhood are willing to invest in revitalization of their community, and represents an additional \$100,000 in time and resources reinvested in the Study Area.

FORMER AMERICAN LAFRANCE AND CHEMUNG FOUNDRY BROWNFIELD SITES (2002)

The City is the owner of two sites which required nearly \$300,000 of environmental remediation to prepare for redevelopment. The City was successful in obtaining a grant from the DEC to conduct the site investigation, with additional DEC funding utilized for the removal of contaminated soils from the sites. Cleared by the DEC as ready for redevelopment, the City is currently marketing these properties for commercial/light industrial redevelopment, but has had difficulty doing so due to blight and disinvestment in the surrounding neighborhoods.



CITY OF ELMIRA COMPREHENSIVE MASTER PLAN (1998)

The 1998 Plan intended to guide the City through the next decade and strengthen its prominence as a regional center for infrastructure (transportation), institutions (colleges and hospitals), manufacturers, recreation and quality neighborhoods. The comprehensive Master Plan promotes numerous recommendations for the City in general and the southeast quadrant specifically. This includes a call for increased buffering between commercial and residential properties, an issue of extreme importance in the BOA Study Area. It also recommends that the City clarify and identify viable and compact industrial areas. The Master Plan reiterates the need for focused development on primary target areas along the corridor at Chemung Place, Pennsylvania Ave/Hudson Street intersection, and the East Miller and Erie Street vicinity, all within the BOA Study Area.

1.3.4 Leveraging Existing Investment

The City of Elmira has applied nearly \$2,000,000 in City, state, and federal funds and grants to the preparation of the Southside for redevelopment. Nearly half a million dollars of City and NYSDEC funding has been spent on the clean-up of three contaminated sites, the largest of which has been completed and is ready for redevelopment. Over \$1,000,000 of City and CDBG funds has been spent on the acquisition, relocation, and demolition in the Hudson Street Urban Renewal Zone located adjacent to the Chemung River, along with more than \$200,000 spent in remediation on one of the many foundry sites located in the quadrant.

Additionally, F.M. Howell Company’s construction of a \$16 million pharmaceutical fulfillment center and Ellicot Development’s construction within the Hudson Street Urban Renewal Zone mark significant private sector investments in the neighborhood. These projects and activities have been undertaken to reinvigorate the southeast quadrant by making lands available for redevelopment and investing in underutilized properties. The recent redevelopment of the former Hygeia Refrigeration Company property for retail and office space is a sign that public investments are beginning to leverage private activity.

However, the City continues to experience mixed interest and investment in the Study Area. The development and successful implementation of this revitalization strategy will stabilize the neighborhood economy and promote growth within the southeast quadrant by addressing disinvestment and blighting effects that are hampering overall neighborhood redevelopment.

Beyond the expenditure of public monies to clean up previously contaminated sites for redevelopment, the City is actively improving the policy and regulatory environment in the Study Area. The Study Area is located within a target area under the City's Community Development Block Grant program (CDBG), and contains properties in the City's Business Improvement District (BID) that qualify for Excelsior Jobs Program (EJP) Real Property Tax Credits. The development of a land use strategy and the preparation of contaminated sites for redevelopment go hand-in-hand with the goals of the BID and EJP programs. In addition, a comprehensive study of potential brownfield sites coupled with a strategy for community revitalization will signal to potential developers and property owners that the southeast quadrant is a safe and viable option for investment.

1.4 Community Vision and Revitalization Principles

The vision and goals developed during the Nomination Study form the basis for future investments and activities at public and private levels. The revitalization principles present a unifying approach to the revitalization of the Study Area which could potentially serve as a model for use elsewhere in the City.

Early in the Nomination Study planning process the Project Advisory Committee (PAC) revisited the vision and objective statements developed during the Pre-Nomination Study. The visioning process culminated in a Public Visioning Workshop held on January 22, 2013. The ideas and priorities established at this meeting were synthesized with input provided by the PAC and represent the basis for the revitalization of Elmira's Southside.

1.4.1 Southside Rising Vision

The City of Elmira's Southside is an attractive and vibrant mixed use Urban Village that:

- Provides an active and engaging public realm, comfortable residential environments and a high quality of life;
- Offers safe and convenient access to neighborhood services, including recreation, shopping, employment, transportation, and housing options;
- Values the historic character and unique cultural assets of the Southside;
- Embraces its access to and location near the Chemung River;
- Fosters internal community investment and revitalization; and
- Balances the needs of adjacent conflicting land uses to maintain harmony and property values.

1.4.2 Revitalization Goals

A survey was conducted both online and at the Public Visioning Workshop (January 2013) to gauge the priorities for revitalization of the Southside from residents and the public. The results were analyzed and several consistent themes were identified among the responses. The themes contributed to the identification of five overarching goals:

1. Enhance neighborhood safety and stabilize housing conditions;
2. Redevelop/reactivate vacant and abandoned properties;
3. Create employment opportunities and increase the tax base;
4. Expand retail, dining and entertainment opportunities; and
5. Improve the quality and availability of public services.

These goals were expanded upon in the development of the Revitalization Principles that formed the basis of the Master Plan in Section 4.0.

1.5 BOA Boundary Description and Justification

1.5.1 Summary Description

As identified in Map 2, the Southside Rising Revitalization Strategy Study Area is bounded on the north by the Chemung River, on the west by South Main Street, on the south by Miller, Morrow, and Luce Streets, and on the east by Moore Street, Maple Avenue, and Robinson Street.

The Study Area boundary was slightly modified from the Pre-Nomination boundary to include a small park at the north end of Millers Pond. Portions of this park on the north side of Overland Street were included in the original boundary. The expansion includes the remainder of the park south of Overland Street, and increases the Study Area by 5.35 acres to 439.64 acres.

The City's Southside is home to some of its more stable neighborhoods, though pockets adjacent to industrial areas continue to struggle. The Study Area includes the southeast quadrant's major community assets in Brand Park and the Chemung River waterfront that can be leveraged to enhance the economic, social, and cultural well-being of area residents and properties, while improving their overall quality of life. The inclusion of the South Main Street corridor incorporates commercial and retail services that support this neighborhood.

The inclusion of stable neighborhoods within the Study Area facilitates an asset-based revitalization approach, where the relatively higher capacity of stable neighborhoods can be leveraged to support struggling areas. The added capacity of these periphery areas will be paramount to the successful implementation of the strategies and recommendations that are developed as part of the Southside Rising Revitalization Strategy.

1.5.2 Boundary Justification

NORTHERN BOUNDARY

The Chemung River is the largest physical and natural barrier within the Study Area, and is a logical limit for the southeast quadrant's revitalization strategy. Brand Park is in the northeast corner of the Study Area; this park is a significant community asset, and the revitalization of the Study Area will have a strong link with the ability to connect the residential areas with opportunities for passive and active recreation. The inclusion of this park is an integral neighborhood component towards reconnecting the city to the

Chemung River and creating a model small-city neighborhood. The revitalization of the neighborhood and area parks will provide healthful, safe and attractive places for children to play and families to enjoy. This is a major hurdle in improving the quality of life for area residents, which will lead to the economic and socioeconomic improvement of the community.

SOUTHERN BOUNDARY

West and East Miller Street is a primary neighborhood connector that links the surrounding neighborhoods to the Clemens Center Parkway, South Main Street, and Pennsylvania Avenue. This roadway also bisects a historically industrial area near the railroad corridor and Erie Street. West Miller Street at the Clemens Center Parkway is a major neighborhood gateway that should be enhanced to improve the identity of the southeast quadrant, and is deserving of inclusion within the Study Area. The Morrow and Moore Streets neighborhood is directly adjacent to two large commercial/industrial properties within the Study Area and are greatly impacted by the presence of these properties.

EASTERN BOUNDARY

Robinson Street has direct connectivity with Brand Park and the core neighborhoods of the Study Area. The Brand Park connection links portions of Robinson by association, as the park has a potential buffering effect on the roadway's northern extent. This street is a primary physical and community character boundary, as the streets and homes on the Study Area side of Robinson Street differ greatly from those on its east side. Robinson Street is the eastern extent of the early 20th century urban residential form that dominates the Study Area. Residential areas east of Robinson are mostly mid-20th century construction, with a more rural aesthetic on the north, and near suburban style neighborhoods to the south. Robinson Street also acts as a strong delineation of housing density, with homes internal to the Study Area and along its length constructed on mostly smaller, narrower lots than streets further to the east.

WESTERN BOUNDARY

South Main Street is a logical physical resource and limiting factor for the western boundary of the Study Area. The South Main Street corridor is the primary commercial and services district for Elmira's Southside neighborhoods, including those within the Study Area. The inclusion of this corridor also taps into the potential leverage of the City's Business Improvement District (BID) and Investment Zones (IZ) associated with the Excelsior Jobs Program. Although the largest potential brownfield impacts are attributed to areas east of the railroad corridor, the South Main corridor maintains a strong association with neighborhoods across the rail line. However, the lack of connectivity both physically and visually has continued negative impacts on the residential areas of the southeast side. While brownfield impacts are the most significant source of disinvestment in the neighborhood, the lack of commercial services and retail opportunities for residents is a direct result of the isolation created by the organization of the Southside's transportation system. In recognition that the development of a revitalization strategy for the southeast quadrant of the City should be comprehensive in nature, the provision of meaningful and efficient connectivity between the residential areas east of the rail/Clemens Center corridor and the South Main Street corridor is a primary objective of the revitalization strategy.

SECTION 2: COMMUNITY PARTICIPATION

2.1 Community Involvement Plan

Community engagement and buy-in is imperative to the long-term successful implementation of the BOA Nomination Study. Community members, landowners, stakeholders, officials, and regional organizations must have a vested interest in the success of the plan, and, most importantly, must become partners in its implementation.

At the onset of the planning process, a Community Involvement Plan (CIP) was created that outlined the methods and techniques used to engage the community throughout the course of the development of the BOA Nomination Study. Similar to previous planning and design efforts undertaken by the City, opportunities for public involvement were identified that range from general informational public meetings to small group working sessions. In addition, a project website offered continuous access to information and afforded all interested persons the opportunity to offer their perspectives.

The CIP included the following methods for engaging the community, and can be found in Appendix A:

- Project Advisory Committee Meetings (bi-monthly)
- Project Team Meetings (Monthly)
- Public Visioning Workshop
- Public Design Workshop
- Community Reinvestment Workshop
- Stakeholder and Neighborhood Outreach
- Project Website

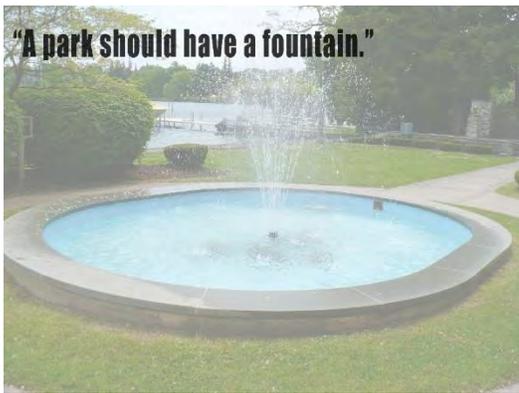
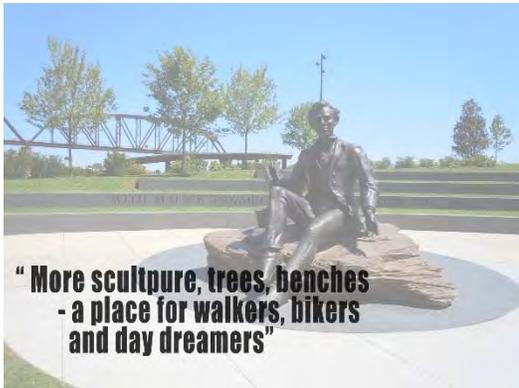
2.2 Enlisting Partners

2.2.1 Project Oversight

The City of Elmira is being represented throughout the BOA process by the Department of Community Development (DCD). In conjunction with the City Engineering Department, the DCD has participated and supported the process of several cleanup, investigation, monitoring and redevelopment brownfield projects. The DCD Director provided guidance and supervision of the Nomination Study's development.

2.2.2 Consulting Methods and Techniques

Public Vision



The public shared their ideas on elements they would like to see in the public realm and local parks.

PROJECT ADVISORY COMMITTEE

The Project Advisory Committee (PAC) was charged with providing feedback and guidance as the Nomination Study was developed. Regular PAC meetings were held to present information and gather feedback and input regarding project direction and visioning. The PAC meetings were also used as a forum to discuss and resolve comments resulting from public meetings, the review of project documents, NYSDOS agency review, and coordination with other agencies. A complete listing of PAC membership can be found in the CIP in Appendix A.

Project Advisory Committee #1: October 25, 2012

This meeting was the formal kick-off of the Southside Rising Revitalization Strategy, and focused on introducing the team, project and BOA program to the PAC. This meeting also included a preliminary effort to brand the project through the development of a project logo, tag line and color scheme for utilization on the project website and other print and electronic media. The PAC was asked to respond to alternatives created by the consulting team, and ultimately selected to brand the project as Southside Rising. A complete meeting summary is included in Appendix A.

Project Advisory Committee #2: January 10, 2013

The meeting provided a brief overview of findings from the analysis of existing socio-economic, housing and physical conditions within the Study Area. The PAC also completed a visioning exercise in which they were asked to provide feedback regarding elements to build upon in the future, challenges to overcome, and priorities for revitalization. A complete meeting summary is included in Appendix A.

Project Advisory Committee #3: February 21, 2013

This meeting provided a brief overview of key economic and market findings by RKG Associates, which included an analysis of the real estate market conditions. The findings from the Public Visioning Workshop were presented and discussed, establishing the priorities for revitalization and guiding investment principles which form the basis for future recommendations. A complete meeting summary is included in Appendix A.

Project Advisory Committee #4: April 25, 2013

This meeting provided a description and overview of the Master Plan Framework, including the identification of five Revitalization Target Areas for the development of detailed Master Plans. The PAC also discussed the five primary design components to be focused on during the May 2013 Public Design Workshop, and the five primary strategic sites for further investigation. A complete meeting summary is included in Appendix A.

Project Advisory Committee #5: June 27, 2013

The June 2013 meeting included the presentation of a draft Master Plan for the revitalization of the Study Area, with particular focus paid to five strategic sites. In addition, Trowbridge Wolf Michaels presented their findings and recommendations for wayfinding, connectivity and streetscape enhancements. The presentation of the findings from the May 2013 Public Design Workshop led to the identification of three priority strategic sites for further investment analysis. A complete meeting summary is included in Appendix A.

Project Advisory Committee #6: August 21, 2013

This meeting included the presentation of a draft Neighborhood Revitalization Strategy for two of the five Revitalization Target Areas. RKG Associates provided a multi-point approach to facilitating neighborhood and housing revitalization. A draft concept plan for future programming of Brand Park was also presented for discussion. A detailed meeting summary is included in Appendix A.

Project Advisory Committee #7: October 9, 2013

The seventh meeting of the PAC focused on the presentation of findings from a targeted market analysis for four strategic sites. The results of a pro-forma investment analysis were discussed, including strategies to facilitate future private investment in these areas. A detailed meeting summary is included in Appendix A.

Project Advisory Committee #8: November 19, 2013

The final meeting of the PAC included the discussion and identification of high priority recommendations for inclusion in the Master Plan. Bergmann also presented one of five Neighborhood Development Plans to serve as a model for use by the City. RKG Associates facilitated a discussion on the potential form and functions of a new organization charged with implementing the Master Plan and conducting economic development efforts in the City of Elmira. A detailed meeting summary is included in Appendix A.

Design Workshop



Residents participated in hands-on exercises at the Design Workshop in May 2013.

PUBLIC MEETINGS

Public Visioning Workshop: January 22, 2013

The Public Visioning Workshop provided the public an introduction to the Nomination Study and the purpose of the planning process. Residents also participated in a small group visioning exercise, and were provided a Public Visioning Survey to assist in identifying issues of concern. The results of this meeting directly influenced the priorities for the Southside Rising Revitalization Strategy. A complete summary of this meeting can be found in Appendix A.

Public Design Workshop: May 8, 2013

The Public Design Workshop was held as an open house format, where residents could review information and analysis organized into five stations:

- Neighborhoods;
- Parks & Riverfront;
- Wayfinding & Connectivity;
- South Main Street; and
- Vacant & Underutilized Sites.

Each station was facilitated by a design professional and provided visual boards depicting background information, educational primers and design best practices. Participants were also encouraged to complete hands-on/interactive exercises to provide their thoughts and ideas on the development of parks, revitalization of neighborhoods, and the redevelopment of vacant sites. The results of this meeting directly influenced the development of the Master Plan for the Southside Rising Revitalization Strategy. A complete summary of this meeting can be found in Appendix A.

Public Open House: January 14, 2014

The public had an opportunity to review and comment on the final recommendations during a 3-hour Public Open House held at the Southside High School. In addition, roundtable discussions were held with local, regional and state agencies responsible for implementing recommendations. Discussions were also facilitated with local real estate and development experts to identify next steps. A complete summary of this meeting is in Appendix A.

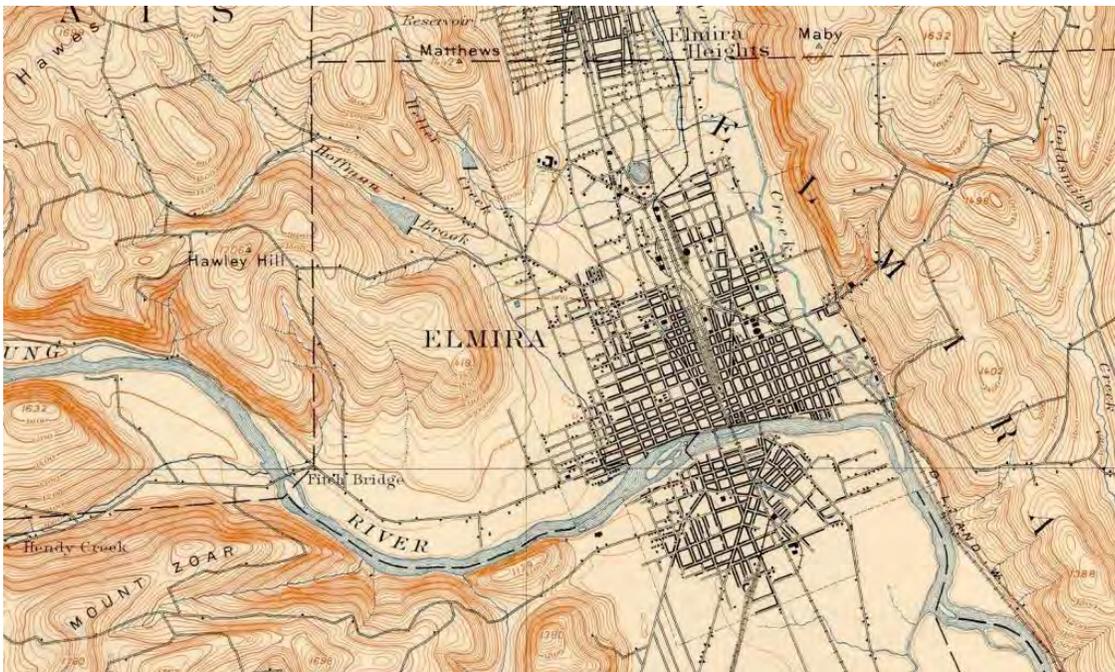
SECTION 3: ANALYSIS OF THE PROPOSED BROWNFIELD OPPORTUNITY AREA

3.1 Community Setting

3.1.1 Historical Perspective

The City of Elmira was officially incorporated in 1864 from the Town of Elmira and the Village of Elmira (see Map 1 for Community and Study Area Context). Throughout the 19th century, Elmira was a transportation hub for the Southern Tier due to its central location between New York City, Rochester, and Buffalo. Beginning in the 1830s, a series of canals were constructed that connected Elmira north to Seneca Lake and the Erie Canal, west to Corning, and south into Pennsylvania. The connection to the Erie Canal system via Seneca Lake offered access to the canal cities of Buffalo, Rochester, Syracuse, Albany, New York City, and world markets beyond. As rail transport became more popular, Elmira’s location among the many river and stream valleys that made canal construction possible also promoted the construction of rail lines, see Figure 1 below.

Figure 1: Elmira in 1895



Courtesy of the University of New Hampshire Library Digital Collections Initiative, this map depicts the prominence of railroads in Elmira and the Study Area.

The City was fortunate to be located on a primary rail line from Pennsylvania, which facilitated the transport of coal up the Susquehanna River valley and made Elmira a destination within New York's Southern Tier. The Norfolk Southern rail line bisects the Study Area and historically provided numerous spurs for utilization by adjacent manufacturers. As a result, the Study Area became a central node for industrial and manufacturing activity south of the Chemung River and away from the social, cultural and business center to the north. Several manufacturing companies called the Southside 'home'; as well as lumber yards, coal yards and other ancillary support services associated with the railroad industry. The initial railroads provided a lifeline to the City, yet also incurred significant inconveniences due to long train lengths and at-grade crossings. Thus, in 1932 and 1934 the railroads through the City and Study Area were elevated to permit underpasses for several streets. However, these improvements ultimately further separated Southside neighborhoods, and likely play a significant role in the lack of investment and disconnection of areas east of the railroad from South Main Street and the remainder of the City.

Development within the floodplain of the City has experienced significant damage during past floods. Hurricane Agnes which occurred in June of 1972, caused a record flood for the Chemung River. The flooding severely impacted the Southside and Study Area, with many businesses such as the Hygeia Refrigeration Company and residential areas failing to fully recover. These properties were later closed or abandoned, and although the City made significant attempts to stem the losses and disinvestment resulting from the Flood of 1972, the revitalization of the Southside failed to sustain itself. Following the flood, several new dams were built including the Arkport Dam on the Canisteo River, Almond Dam on Canacadea Creek, Tioga-Hamond Dam on the Tioga River and Crooked Creek, Cowanesque Dam on the Cowanesque River, and Sullivanville Dam on North Branch Newtown Creek which help to reduce flood hazards from the Chemung River within the city. Since these dams were constructed, the 500-year flood is contained within the levees along portions of the Chemung River. Additional flood protection measures including levees, walls, pressure conduits, pumping stations, and drainage structures were developed following Agnes to help reduce future flooding. The levee along the Chemung River today meets the FEMA criteria for a safe flood protection structure for the 100-year flood.

The City has also continued its commitment to renewal south of the Chemung River, and many recent efforts have begun to bear positive results and spur private investment. The Southside Rising Revitalization Strategy is the administration's culminating endeavor to bring about sustainable growth, renewal, and investment over the course of the next 5 to 10 years.

3.1.2 Socio-Economic Characteristics and Forecasts

In 2011, the Study Area had a population of 3,760 persons and 1,430 households which represents an approximate five percent decline from 2000. The rate of decline in population and households eased over the last decade compared to the 1990s, yet it continues to erode the City's ability to adequately sustain services while also hindering private investment. The lack of expansion in the City is in stark contrast to the household growth experienced in Chemung County during the same time period. Despite the overall decline in the Study Area, City and County populations, all areas experienced an increase in their racial and ethnic diversity.

AGE

A shift in the age profile of the population also occurred over the last decade, as the baby-boom generation (age 45 to 64) was the only age-cohort to experience gains in all areas, while younger and older persons declined. In 2011, only nine percent of the population in the Southside BOA was elderly (age 65 and older) and a lower concentration than in the City or County. In contrast, the Study Area had a higher concentration of younger persons (less than age 20) than elsewhere, which is reflective of a larger average household size than the City and County. The age profile and previous population trends present a potentially significant issue within the Study Area. Although baby-boomers represent the second-largest cohort in the Study Area, seniors 65 years and older are leaving. Similarly, young adults (18 and over) are tending to leave the Study Area, and young families ages 35 to 44 are also leaving. The Southside Rising Revitalization Strategy will need to identify opportunities to reverse these trends and stabilize the population base within the Study Area.

INCOME

In 2011, the median household income in the Study Area was \$29,895, which was relatively similar to the City but 28 percent less than Chemung County. The Study Area also had higher concentrations of both low-income and middle-to-higher income households than City averages, likely the result of a growing disparity between struggling and stable neighborhoods. However, the relative affluence of stable

KEY FINDINGS

Socio-Economic Characteristics

Combination of diminishing younger and elderly populations and limited spending potential of existing households presents challenging investment environment.

Characteristics in Southside suggest a high concentration of low income households with limited spending potential to support sustainable retail or residential expansion.

Higher labor participation rates combined with lower educational attainment levels than found in the City or County means that more Southside residents are competing for fewer low wage jobs, keeping unemployment levels high.

Gains in services-providing jobs are offset by continued decline in high-paying goods-producing employment.

Targeting and capturing any future County-wide demand in Southside will be a challenge due to weak demographic characteristics.

neighborhoods within the Study Area has led to an aggregate decrease in the poverty rate from 2000 to 2011 (25% to 23%). In addition, the number of persons in poverty decreased by 17 percent. This trend is the opposite of that experienced for the City as a whole, where the poverty rate increased to almost 30 percent via a 19 percent increase in persons in poverty. The ability of the Study Area to continue to attract more affluent households, particularly in the Maple Avenue and Riverside Avenue neighborhoods, will be a key factor in the success of the revitalization strategy.

EDUCATIONAL ATTAINMENT

In 2011, approximately 82 percent of the population 25 years and older in the Study Area had attained a high school diploma. However, only 32 percent sought further educational attainment and only 16 percent actually attained an as associate degree or higher. In comparison, approximately 27 percent of the population 25 years and older in the City of Elmira attained a college degree (associate or higher), while 33 percent did in Chemung County. The majority (61 percent) of the population 25 years and older that attained a high school diploma did not seek further educational attainment.

Opportunities to bolster the educational attainment of Study Area residents may be possible through middle-skills and vocational training programs concentrating on technology, nursing and advanced manufacturing. In addition, further study and analysis into the reasons many high school graduates choose not to continue their education should be conducted to identify potential social or economic barriers preventing the educational advancement of the labor force.

LABOR FORCE AND EMPLOYMENT

In 2011, the Study Area had 1,870 persons in the labor force which represented almost 61 percent of the population 16 years and older, an increase of nearly seven percent since 2000. The increase is likely the result of the relatively high proportion of the population under 19 years entering the labor force, and is contrary to the losses experienced in the City and the County. Similarly, employed persons increased by nearly seven percent in the Southside between 2000 and 2011 while declines were experienced in the City and County. The 2011 unemployment rate of 11.4 percent in the Southside BOA represents a nominal decline since 2000, and was slightly lower than the City (12.4%) yet well above the eight percent unemployment rate indicated in Chemung County.

Although the labor force is expanding due to an influx of younger participants, a growing proportion of the skilled labor force is approaching retirement or is seeking opportunities outside of Chemung County. Further, the overall number of jobs is declining, indicating that more residents with less education are competing for low-wage jobs. The middle-skills jobs gap may become pronounced within the City and Study Area due to the lower educational attainment levels of the population. The Southside Rising Revitalization Strategy will need to be cognizant of these trends as recommendations are developed.

3.1.3 Growth Forecast

The five-year forecast through 2017 indicates an increase of approximately 200 households in the City of Elmira, which counters trends over the last twenty years. The Southside is forecasted to experience a net gain of 30 households, including an increase of nearly 50 households with incomes of \$50,000 or more. This is a small, but positive forecast around which to frame a neighborhood revitalization strategy that encourages more home ownership for middle income families.

3.2 Inventory and Analysis

3.2.1 Existing Land Use

The Study Area has 1,137 parcels representing approximately 324 acres of land (see Table 1 and Map 3). Note that this is exclusive of approximately 116 acres associated with public rights-of-way; the total Study Area boundary encompasses approximately 440 acres. The Study Area's total assessed value including land and improvements increased 8.4 percent since the completion of the Pre-Nomination Study, in large part due to a property revaluation completed in 2010.

The following is a breakdown of land uses in the Study Area, organized according to categories defined by the New York State Office of Real Property Services. The property classifications of greatest environmental concern within the Brownfield Opportunity Area Program are likely to be Commercial, Industrial, and Public Service. These classifications include land uses such as auto dealers, gas stations, fuel storage and warehousing facilities, manufacturing and production facilities, and landfills and utility substations. In total, Commercial, Industrial, and Public Service lands account for 12.1 percent of the parcels and 30.5 percent of the land area within the

BOA. A more detailed discussion of these uses can be found in Section 3.2.4 (Properties of Environmental Concern).

Table 1: Study Area Property Classification by Land Use Type

Class	Land Use Type	Parcels	%	Area	%	Assessed Value (\$M)	%
200	Residential	912	80.3%	151.2	46.7%	\$40.23	46.1%
300	Vacant	70	6.2%	25.2	7.8%	\$0.45	0.5%
400	Commercial	124	10.8%	62.9	19.4%	\$28.31	32.4%
500	Recreation & Entertainment	1	0.1%	0.9	0.3%	\$0.41	0.5%
600	Community Service	10	0.9%	15.4	4.8%	\$8.19	9.4%
700	Industrial	10	0.9%	23.7	7.3%	\$6.11	7.0%
800	Public Service	5	0.4%	12.3	3.8%	\$2.82	3.2%
900	Conservation & Parks	5	0.4%	32.2	10.0%	\$0.76	0.9%
	Totals	1,137	100%	323.8	100%	\$87.3	100%

Source: City of Elmira Office of Real Property Assessment

Note: There are no parcels categorized as 100-Agriculture located within the Study Area

RESIDENTIAL



Single family homes on Erie Street.

Residential land uses dominate the Study Area, accounting for the largest percentage of parcels, land area, and assessed valuation. The primary residential area is located east of the Clemens Center Parkway, north of East Miller Street, and south of Pennsylvania Avenue. Small pockets of residential uses occur near the South Main / South Avenue intersection, near the Boardman St. / Pennsylvania Ave. intersection, south of East Miller, and along East Hudson Street. These pockets are relatively well defined neighborhoods of similar construction type and architectural style. Residential land uses within the Study Area have historically evolved alongside commercial and industrial land uses. As a result, little to no buffering is present between residences and non-compatible uses.

VACANT



Vacant lot on Hudson Street.

There are 70 parcels classified as vacant within the study area totaling approximately 25 acres. These parcels are primarily along the railroad/Clemens Center Parkway corridor that bisects the Study Area. Two vacant parcels are former brownfield sites that have been remediated by the City, and there are scattered vacant lots within residential neighborhoods. The redevelopment of these parcels will be a key step in the revitalization of the Study Area.



Offices on Pennsylvania Avenue.

COMMERCIAL

Parcels classified as commercial are found throughout the Study Area, although the largest concentration is located along South Main Street and Pennsylvania Avenue. This land use category includes services such as retail, office, banks, gas stations, restaurants, hotels, and parking lots. The commercial land use classification also include apartment buildings (38 parcels covering 15 acres), which explains the large numbers of commercially classified properties within the large residential portion of the Study Area. As can be seen on Table 1, commercial properties account for approximately 21 percent of the Study Area acreage, but just over 32 percent of its assessed value.

RECREATION & ENTERTAINMENT

This land use classification includes facilities for assembly, amusement, and entertainment, along with sports facilities, camping grounds, and parks, and is typically reserved for properties under private ownership. There is currently one parcel classified as recreation and entertainment – the Veterans of Foreign Wars Field Post #901 located on East Miller Street.

COMMUNITY SERVICE

The community service category includes facilities for education, religious assembly, health services, government buildings and properties, and cultural facilities. This land use classification is typically utilized for properties under public or non-profit ownership. There are only ten parcels classified as Community Service, totaling less than one percent of the Study Area. Community Service parcels account for nearly ten percent of the Study Area’s assessed value, yet these properties are tax exempt and reduce the overall tax base of the Study Area. Community Service uses within the Study Area include religious organizations, the Chemung County Resource Building, and the Riverside Elementary School.

INDUSTRIAL

Industrial land uses include properties on which manufacturing, processing, mining and quarrying, and industrial utilities activities are located. The ten industrially classified parcels within the Study Area are concentrated in the Erie/Junction/East Miller Street neighborhood. This is a historically industrial neighborhood, and was home to the former American LaFrance, Kennedy Valve, and Elmira Bridge facilities, among many others. Industrial land uses are also located at the F.M. Howell plant along Pennsylvania Avenue in the northern portion of the Study Area. Unlike the properties on the west side of the Study Area, there are no historical or natural buffers between industrial uses and neighborhoods to the east.

PUBLIC SERVICE

Public Services land uses are predominantly infrastructure and utility related operations, such as communications, transportation, waste disposal, and energy. There are currently three parcels classified as Public Service within the Study Area – two are owned by the New York State Energy & Gas Company (NYSEG) and one is owned by Pennsylvania Lines LLC.

CONSERVATION & PARKS

This land use classification includes private and state-owned forest and hunting lands, public parks, and conservation and wild lands. The Study Area contains five parcels within this category, the largest and most significant of which is Brand Park located in the northeast corner along the Chemung River. Four other park parcels are located along Falck Street, Moore Street, Parkside Drive and Keefe Street. A fuller description of these community assets is included in Section 3.2.8.

KEY FINDINGS

Land Use

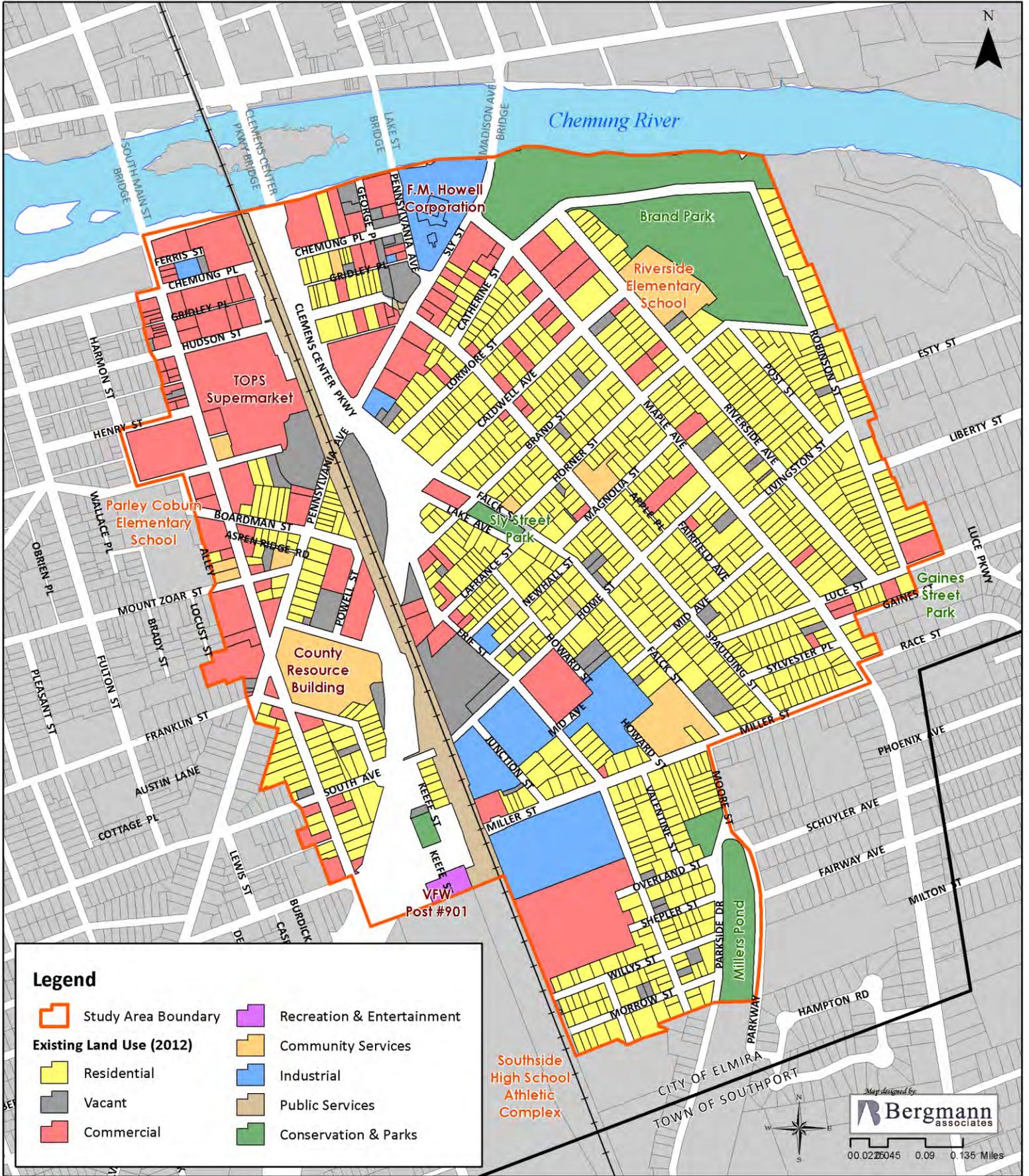
Little to no buffering exists between residences and potentially conflicting uses. (E.g. industrial or commercial properties)

Vacant land is scattered, creating significant opportunities for spot infill commercial and residential development on vacant lots throughout the Study Area.

The presence of 38 apartment properties sprinkled throughout the Study Area is indicative of a challenge faced City-wide regarding single-family conversions to multi-family units.

The former Erie Plaza property overpowers its adjacent residential neighborhood and is out of place in its context.

For its density, the neighborhoods east of Clemens Center Parkway lack sufficient accessible park and recreation space.



Legend

Study Area Boundary	Recreation & Entertainment
Existing Land Use (2012)	Community Services
Residential	Industrial
Vacant	Public Services
Commercial	Conservation & Parks

Southside High School Athletic Complex

3.2.2 Existing Zoning

The City of Elmira Zoning Ordinance has established 16 districts in accordance with the City’s Comprehensive Plan to promote the health, safety, and general welfare of the community. Furthermore, these “regulations have been designed to lessen congestion in the streets; to secure safety from fire, panic and other dangers; to provide adequate light and air; to prevent the overcrowding of land; to avoid undue concentration of population; and to facilitate the adequate provision of transportation, water, sewerage, schools, parks and other public requirements.”

Ten of the 16 zoning districts are present within the Study Area. The following is a brief summary of each, along with an analysis of potential impacts upon the revitalization of the Study Area. See Table 2 for a complete breakdown of each zoning district as a percentage of the Study Area.

Table 2: Zoning Districts as a Percentage of Study Area

Zoning District	% of Study Area
RA: Single-Family	36.0%
RB: 1-2 Family	15.2%
RC: 1-4 Family	5.4%
RD: Multi-Family	1.7%
BA1: Neighborhood Commercial	1.1%
BB: Central Business District	7.7%
BC: Specialized Commercial	2.9%
BE: General Commercial	6.4%
IA: Light Industrial	15.0%
CONS: Conservation	8.5%
	100.0%

SINGLE-FAMILY (RA)

The Single-Family district is intended to create, preserve and enhance areas composed primarily of single-family residences at low or medium densities on quiet streets with smaller lot sizes. These areas are stable and in sound condition and should be protected from the intrusion of uses and activities incompatible with the character of a single-family area. This district covers over one-third of the Study Area and is located throughout the southeast corner in a contiguous block, stretching north to Brand Park and west to the railroad (Map 4). There is no transitional zoning district between the Single-Family

district and the Light Industrial and General Commercial districts in the southern portions of the Study Area. As a result this district encroaches on land uses with which there are substantial conflicts, including manufacturing, warehousing, and outdoor storage.

ONE-TWO FAMILY (RB)

This district is intended to create, preserve and enhance areas that are primarily residential in character, and are composed primarily of one and two family dwellings on lots large enough to provide parking and open space. These districts are intended to serve as a buffer between Single-Family and One-Four Family districts. This district encompasses 15 percent of the Study Area, and is located in four pockets throughout its western and northern portions. One-Two Family districts permit similar uses to the Single-Family Districts, yet includes attached single-family and two-family structures which increases the unit density, and by association, population density. There does not appear to be an ordinance within the Code that prohibits the conversion of single-family homes to multi-family homes within this or any other less restrictive zone. As a result, it is possible that remaining larger single-family homes could be converted to multi-family use as their single-family viability and marketability declines.

Beyond the intent of the One-Four Family district to maintain a medium density built form, there are no functional differences between it and Multi-Family districts in terms of bulk lot, yard, and height regulations.

ONE-FOUR FAMILY (RC)

This district is intended for areas of the City that are primarily residential in character and built at a medium density. These areas have more traffic on the streets and are convenient to transportation infrastructure. These districts are intended to be located near the Central Business District or in the vicinity of business sub-centers. The One-Four Family district encompasses only five percent of the Study Area within a single pocket that extends from Sly Street to Home Street east of Spaulding Street. According to the New York State Real Property Classification System, a structure with more than three residential units is considered an apartment, and classified as a commercial use. This district contains mostly two, three, and three-plus unit structures, including a majority of the Study Area's apartment buildings. Beyond the intent of this district to maintain a medium density built form, there are no functional differences between One-Four Family and Multi-Family districts in terms of bulk lot, yard, and height regulations.

MULTI-FAMILY (RD)

This district is intended for higher residential densities if the City determines that it is feasible and desirable for medium to high concentrations of population due to the availability of adequate services and infrastructure. Nonresidential uses are permitted in this district if they are deemed compatible, complementary, and would enhance the livability of such a neighborhood. The only multi-family property within the Study Area is the Edward Flannery senior apartment complex on South Main Street, accounting for less than two percent of the Study Area land area.

NEIGHBORHOOD COMMERCIAL – I (BA1)

This district is intended to be a limited business category with the main purpose of providing day-to-day convenient retail needs of nearby residents, occurring most often at limited corner intersections of main thoroughfares. These districts contain small-scale retail establishments in limited clusters adjacent to residential properties, requiring an emphasis on buffering, landscaping, and appropriate building form and massing. This district differs from Neighborhood Commercial in that bars, restaurants, and fast-food establishments are not permitted. The relatively large minimum lot size of 10,000 SF is in conflict with the district intent to be located within residential areas. The Study Area contains three pockets of Neighborhood Commercial-I, two of them along South Main Street and the third along Luce Street at Maple Avenue. These existing pockets are moderately successful; yet, the small size limits their ability of these zones to become viable nodes of activity within the neighborhood.

CENTRAL BUSINESS DISTRICT (BB)

The Central Business District is intended to be a regional center of shopping; employment; offices; hotels and motels; government; banking, investment and financial services; entertainment; and culture. On the Southside, the Central Business District occupies the South Main Street corridor to the intersection of Pennsylvania Avenue, and includes portions of West Gridely Lane. Currently, the South Main Street corridor functions more like a typical suburban arterial corridor than a Central Business District. The City’s attempts to extend downtown Elmira south across the Chemung River have not been overly successful, largely the result of the shape of the district and the amount of land available for development. Furthermore, the retail and service establishments that have dominated the corridor are automobile oriented, and do modestly well along the busy South Main Street arterial. This district encompasses approximately eight percent of the Study Area.

KEY FINDINGS

Zoning

The limited buffer requirements between industrial and residential uses were put into place after these uses were developed within the Study Area, and have not been enforced over time.

There is no transitional zoning between the Single-Family district and the Light Industrial and General Commercial districts in the southern portions of the Study Area.

There are no zoning regulations prohibiting the conversion of single-family homes to multi-family homes.

The small area of Neighborhood Commercial districts is a limiting factor in the development of these zones as viable nodes of activity.

The depth of parcels and the overall area available for appropriate uses is a limiting factor for development within the Central Business District.

The South Main Street corridor lacks quality design standards, and functions more like a typical suburban arterial corridor than a Central Business District.

The lack of flexibility in Planned Development District establishment to include commercial or mixed use areas is a limiting factor for the efficient development of awkward, odd-shaped sites within the Study Area.

The Zoning Ordinance requires a vegetative buffer ten feet in depth and a six foot tall fence between industrial and residential uses. Due to the historic nature of development within the Study Area these buffers do not exist in most instances.

SPECIALIZED COMMERCIAL (BC)

This district located along Maple Avenue is intended to recognize the unique mixture of historically significant large homes and structures in the district, while providing an alternative to sole residential use of these properties. Permitted uses in this district include a viable blend of small retail specialty shops that fulfill a specific function in the marketplace within structures also containing residential units. The large, stately homes located along Maple Avenue’s northern end have a generally separate character from their surroundings, supporting the creation of the Specialized Commercial district. This district also contains numerous properties classified as apartments.

GENERAL COMMERCIAL (BE)

This district is intended to create business areas devoted to general commercial services and wholesaling activities, including a variety of commercial enterprises essential to the economy of the City. This district is generally considered incompatible with residential and retail shopping areas, and is typically centralized near major arterials, industrial concentrations, or transportation infrastructure. Within the Study Area, this district is located in two pockets; the northern area is along Pennsylvania Avenue, and the southern area is along East Miller and Erie Streets. Adjacent zoning districts to General Commercial include Single-Family, One-Two Family, One-Four Family, and Light Industrial. There is little discernible difference between the development and building form within this district along Pennsylvania Avenue and the Central Business District along South Main Street. Considerable conflict between this district and adjacent residential districts currently exists.

LIGHT INDUSTRIAL (IA)

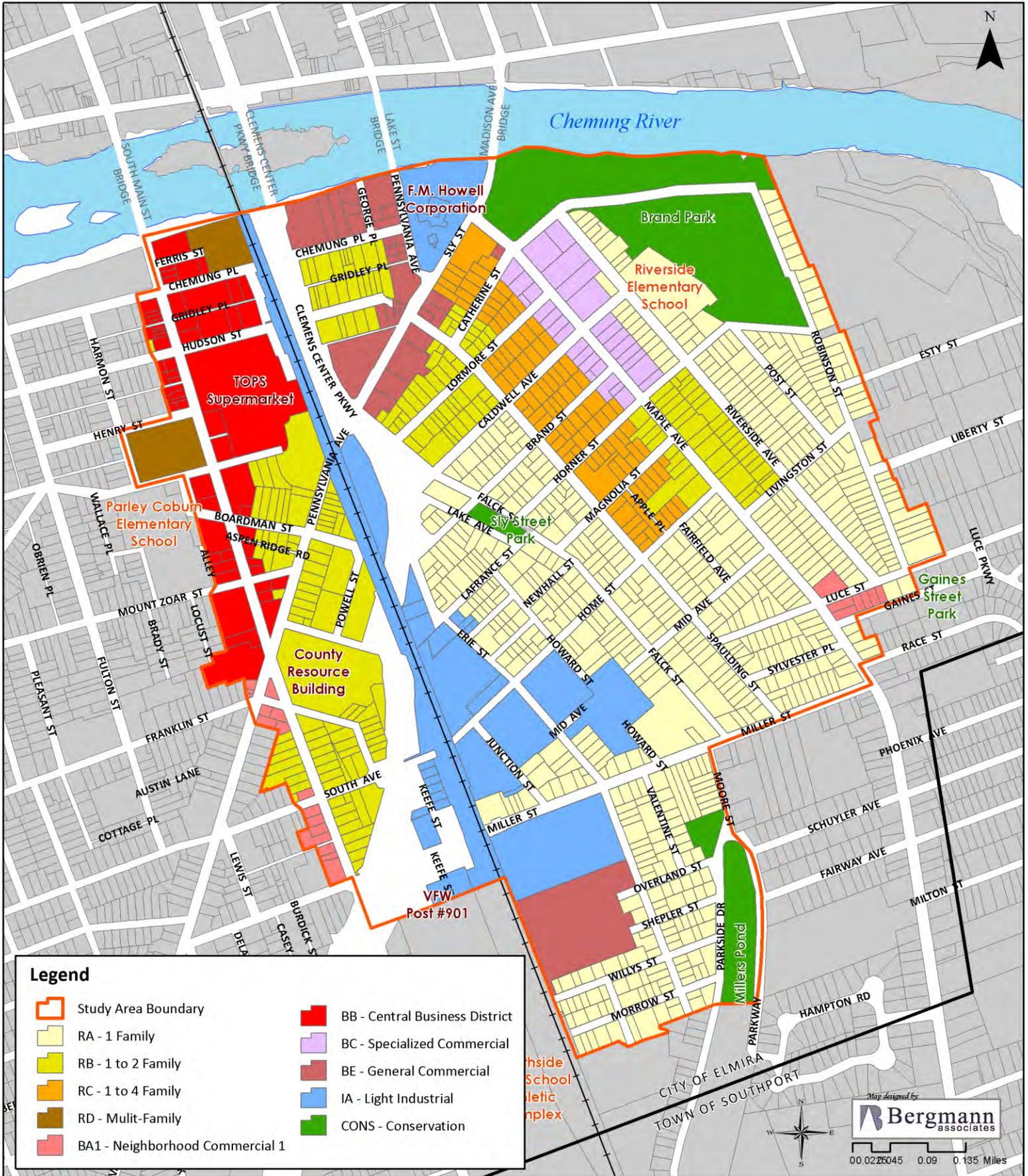
This district contains industrial areas devoted primarily to manufacturing, research, and other nonresidential and non-business activities. It is intended that this district will have limited impacts on surrounding areas due to appearance, their method of operation, and the emission of smoke, noise, vibrations, etc. The Light Industrial district within the Study Area is located primarily along the Clemens Center Parkway and the railroad, extending to areas along Junction and Erie Streets, and including the F.M. Howell plant on Pennsylvania Avenue. This district is directly adjacent to single and two-family residential uses, with little to no existing buffering. The Zoning Ordinance requires a vegetative buffer ten feet in depth and a six foot tall fence between industrial and residential uses. Due to the historic nature of development within the Study Area these buffers do not exist in most instances.

CONSERVATION (CONS)

This district is intended to protect existing natural and environmental features, while enhancing and maintaining the health, safety, and welfare of the adjacent neighborhoods by prohibiting development in these areas. Within the Study Area, Brand Park, Sly Street Park and Miller’s Pond Park are categorized as parkland.

PLANNED DEVELOPMENT DISTRICT (PDD)

The City’s current Planned Development District provides for the establishment of three floating districts: Residence P, Residence P-AA and Industrial P districts. There are no minimum size requirements for planned development districts. The inability to apply Planned Development District regulations in commercial/mixed-use areas should be explored to enhance the flexibility of development along South Main Street and Pennsylvania Avenue.



Legend

Study Area Boundary	BB - Central Business District
RA - 1 Family	BC - Specialized Commercial
RB - 1 to 2 Family	BE - General Commercial
RC - 1 to 4 Family	IA - Light Industrial
RD - Multit-Family	CONS - Conservation
BA1 - Neighborhood Commercial 1	

3.2.3 Economic Development and Community Revitalization Districts

The Study Area contains lands that are within New York State Investment Zones, New York State Environmental Zones, the City’s only Business Improvement District and a federal Urban Renewal Zone as depicted on Figures 2, 3 and 4.

EXCELSIOR JOBS PROGRAM INVESTMENT ZONE (FORMERLY EMPIRE ZONE)

New York State’s Empire Zone program expired in 2010 and was replaced with the New York State Excelsior Jobs Program (EJP). The EJP contains four components which package tax credits for job creation, capital investments, research and development activities and real property tax abatements. The greatest difference between the former and current programs is two-fold. First, qualifying businesses must operate in one of seven key industries:

- Financial services data center or back office operation;
- Manufacturing;
- Software development and new media;
- Scientific research and development;
- Agriculture;
- Creation or expansion of back office operations; or
- Distribution center.

Second, a qualifying business is only required to be physically located within an Investment Zone to claim the real property tax credit component; all other components are available to companies throughout NYS regardless of their physical location.

The City of Elmira’s Investment Zone is analogous to the former Empire Zone, created to stimulate economic growth through a variety of State tax incentives designed to attract new businesses and to enable existing businesses to expand and create more jobs (See Figure 2). The City of Elmira’s Investment Zone (IZ) includes 937 acres, 114 of which are within the Study Area. The Study Area has two primary groupings of parcels within the IZ. The first is largely contiguous with the Business Improvement District (BID) boundaries, with Pennsylvania Avenue as the dividing line. This group includes 51 acres spread amongst 145 parcels, with the average parcel size being 0.35 acres. Primary zoning districts in this grouping includes Central Business District, General Commercial, and One-Two Family Residential.

KEY FINDINGS

Economic Development Districts

The Study Area contains multiple economic and community development districts that promote or incentivize private investment.

The districts overlap along South Main Street and Pennsylvania Avenue, making this an existing target area for revitalization.

The presence of an Environmental Zone greatly increases the tax credits available for private investment under the Brownfield Cleanup Program.

The City would benefit significantly from a coordinated strategy to leverage the presence of the BID, EnZone, and Investment Zones in coordination with the Brownfield Opportunity Area.

Figure 2: Investment Zone



The second grouping of Study Area IZ parcels is located south of Pennsylvania Avenue and east of the railroad tracks. This grouping includes 138 parcels comprising 63 acres, with an average parcel size of 0.45 acres. Primary zoning districts in this group are Light Industrial, General Commercial, and Single-Family Residential. The Empire Zone boundaries strongly coincide with City strategic investment areas. The BID and the Elmira Downtown Development organization (EDD) have invested significant time, effort, and resources into this area. As well, the City’s Department of Community Development has placed priority on the redevelopment of properties within the BID and in the former industrial properties of the Junction, East Miller, and Erie Streets neighborhood.

It should be noted that the properties zoned Single-Family Residential within the Investment Zone have the Study Area’s lowest total assessed value, and exhibit signs of extreme decline and disinvestment. It is likely that the conditions of these residential areas has been prompted by their adjacency to industrial and commercial districts, and their inclusion in the IZ recognizes a need for reinvestment and possible redevelopment of these properties.

Thirty-five percent of the BOA is within the Investment Zone, creating an additional marketable attribute for redevelopment of the study area. Existing businesses have incentives to stay in the area and possibly expand, while new businesses have a unique opportunity for tax credits available to them upon locating into specific areas within the BOA.

Figure 3: Business Improvement District



BUSINESS IMPROVEMENT DISTRICT

Business Improvement Districts (BID) are organizations formed to provide enhanced services to the benefit of all district members. BID members pay an additional tax, with proceeds being utilized for services that benefit from economies of scale, such as advertising, streetscape improvements, security, and maintenance duties.

Located on both sides of the Chemung River, the City’s Business Improvement District (BID) covers 52 blocks and extends from downtown Elmira south along South Main Street and Pennsylvania Avenue to their intersection near the County Resource Building. All properties within these boundaries, as well as properties situated on the perimeter, are member properties of the Business Improvement District. Specific to the Study Area, the BID is bordered by Main Street on the west and Pennsylvania Avenue and Sly Streets on the southeast (see Figure 3). In total, the BID encompasses 176 parcels on 62 acres in the Study Area, with nearly all BID parcels also within the Investment Zone.

ENVIRONMENTAL ZONE

In 2004, the establishment of the Brownfield Cleanup Program provided tax credits for the remediation and redevelopment of brownfield sites in New York State. These tax credits are further enhanced within Brownfield Opportunity Areas and areas the Empire State Development Corporation has designated as Environmental Zones. Designation of Environmental Zones is limited to census tracts with a poverty rate of at least 20% according to the 2000 Census, and an unemployment rate of at least 125% the New York State average, or a poverty rate of at least double the rate for the county in which the tract is located.

In the City of Elmira, four census tracts have been identified as meeting the Environmental Zone criteria, including one tract that comprises the western portion of the Study Area (i.e., Census Tract 10). This area is roughly bounded by the Clemens Center Parkway and Pennsylvania and includes 217 parcels.

URBAN RENEWAL ZONE

In 2000, Elmira approved the creation of the Hudson Street Urban Renewal Zone, which included six parcels on 5.5 acres of land. As of November 2012, all Urban Renewal parcels have been sold to private entities, and the zone is approaching build-out.

Figure 4: NYSESD Environmental Zone

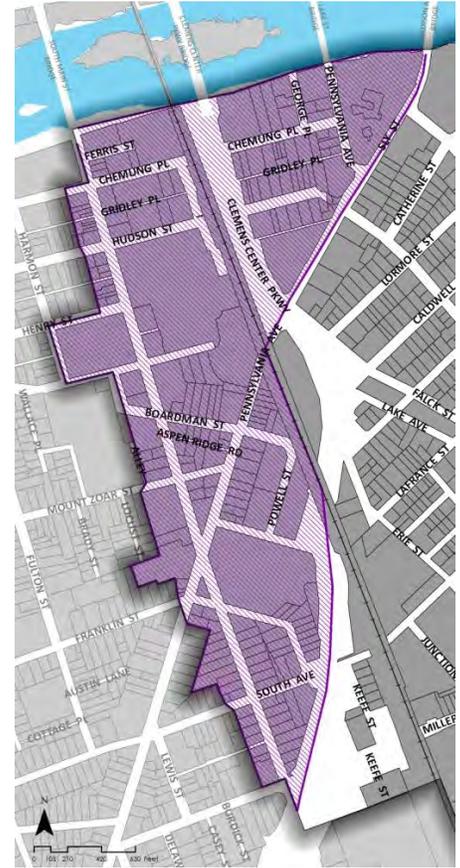
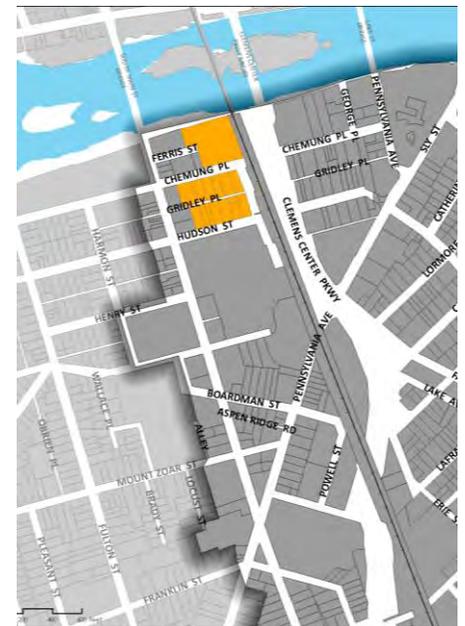


Figure 5: Hudson Street Urban Renewal Zone



3.2.4 Properties of Environmental Concern

The Study Area contains numerous properties that, if transformed, enhanced or redeveloped, could provide a jump start to the revitalization of Elmira's Southside. A critical component of the Nomination Study is to develop a high-level understanding of the environmental conditions and impacts upon redevelopment initiatives within the Study Area, and provide meaningful insight into the relationship between neighborhood decline and environmental impairments.

HISTORICAL BACKGROUND

Elmira's Southside has been a significant industrial and manufacturing node since the late 19th century, with American LaFrance as the Study Area's earliest noted industry in City atlases dating to 1876. The railroad bisecting the Study Area forms a manufacturing / industrial corridor, with nearly all historical activities connected to it via rail spurs. Manufacturing and industrial uses included foundries, steel products manufacturers, lumber mills, and associated support businesses. Many of these activities commonly utilized hazardous process chemicals, cleaners' reactive agents, and produced contaminated wastewater. As a result, these properties have been included as potential brownfield sites. In the late 19th and early 20th centuries, manufacturing plants commonly utilized coal or wood as a source of heat and energy. As a result, numerous coal and lumber yards located along the railroad within the Study Area to service the City's burgeoning industrial activity. The storage of coal is known to produce contaminated run-off from rain and snow, as well as potentially hazardous airborne dust particles.

A large portion of properties can be classified as automotive related uses, which include current and former activities associated with the sale, storage, repair, or maintenance of automobiles. As far back as 1931, records indicate that significant numbers of properties within the Study Area were utilized for automotive related activities. These include car washes, repair shops, paint booths, tire sales, service stations, gas stations, sales offices, and storage lots. As a result of the numerous hazardous materials associated with the maintenance and operation of an automobile, these sites have been included as potential brownfield sites.

METHODOLOGY

The Pre-Nomination Study identified 115 parcels of potential environmental concern based upon previous reports, NYSDEC remediation databases, NYSDEC bulk storage databases, NYSDEC spill incident databases, USEPA Envirofacts databases, in-field assessments, and readily available historical data. The following characteristics were utilized to develop a refined listing of sites within the Study Area:

- Does the site have a history of commercial or industrial use?
- Was the site ever registered as a US EPA hazardous waste facility?
- Does the site have a documented NYSDEC Spill history?
- Was the site ever registered as a Petroleum Bulk Storage (PBS) or Chemical Bulk Storage (CBS) facility?
- Was the site ever occupied by a commercial dry cleaner, gasoline service station or machine shop?

During the Nomination Study, this information was further reviewed and the number of potential brownfields was culled to 66 through the removal of single-family residences and other properties that were determined to pose no environmental hazards (See Map 5).

These 66 properties were observed in-field from public rights-of-way and preliminary environmental site assessments (ESA) for each parcel were completed to further analyze any potential environmental concerns. Of the 66 properties on which a preliminary ESA was conducted, 34 properties were identified as a potential environmental concern due to current or former known activities taking place on site. These 34 properties of environmental concern have been placed into three categories as seen in Table 3: previously remediated brownfields; automotive related uses; and manufacturing/industrial uses.

Table 3: Properties of Environmental Concern

Property Type	Parcels	Percent	Acres	Percent
Sites identified through research	66	100%	64.3	100%
<i>Sites removed after ESA</i>	32	48%	28.7	45%
Sites of concern after ESA	34	52%	35.6	55%
Previously remediated brownfields*	4	12%	7.0	20%
Automotive Related Uses	16	47%	5.9	17%
Manufacturing/Industrial Uses	14	41%	22.7	64%
Sites currently vacant	10	28%	8.7	20%

*These 4 parcels are all considered Manufacturing/Industrial Uses.
Source: Bergmann Associates

In reviewing current and historical data sources, many individual properties have had several uses over time. As well, some properties may have had historical uses that could potentially have caused contamination, yet currently do not contain a potentially suspect condition. It should also be noted that several historical uses identified through City record maps are currently located within public or private rights-of-way along the railroad and Clemens Center Parkway. Since these areas are relatively contained and currently not available for development they have not been included on Map 5.

Databases recording underground storage tanks, spills and other known environmental activities were reviewed for sites of potential concern. Information discovered during this effort was utilized to assist in the identification of the initial 66 sites within the Southside Rising Study Area. The following is a brief summary of findings from this research.

Underground Storage Tanks

Federal law (Subsection (c) of Section 1526 of the Energy Policy Act of 2005) requires that states maintain, update, and make available to the public a record of information regarding certain underground storage tanks (USTs). A review of the database returned 6 records for USTs in the Study Area. These underground storage facilities are concentrated along the automotive service corridors of South Main Street and Pennsylvania Avenue. In discussions with Steering Committee members, an additional UST facility was thought to be located near the intersection of Luce Street and Maple Avenue. One spill incident was reported for a property at this intersection, Spill # 0909732, which has been closed since 2010. During the site visit on October 2, 2012, it was confirmed that the site is now a Domino’s Pizza. Further information is not known at this time regarding the presence of a UST in this location. Table 4 depicts the 6 DEC recognized underground storage tanks within the Study Area.

Table 4: Study Area Underground Storage Tanks

Site Number	Type	Name of Facility	UST Type	Permit Expiration
8-144312	PBS	BFRC Property #646075	Waste Oil Storer	5/15/2017
8-390224	PBS	On The Way	Active	3/31/2015
8-419540	PBS	Express Mart #337	Active	6/30/2017
8-600401	PBS	Monro Muffler/Brake #33	Waste Oil Storer	7/5/2016
8-600926	PBS	Quicklube Of Chemung County Inc	Waste Oil Storer	10/2/2012
8-600955	PBS	Tops Xpress #551	Active	5/8/2013

Source: NYSDEC Division of Environmental Remediation Bulk Storage Database. PBS = Petroleum Bulk Storage.

Spill Incident Reporting

The NYSDEC Division of Environmental Remediation Spill Incident Database indicates 37 spills within the Study Area. The majority of these records are related to gas stations, and all spill incidents listed within the Study Area have been closed. However, it is important to note that spills can be closed with known contamination left in place. As required by law, gasoline filling stations must report all spills to the NYSDEC. Details of the Study Area spill incidents are also included within the Descriptive Profile of Brownfield and Underutilized Properties in Appendix B.

USEPA Reporting

The USEPA Envirofacts database lists sites which are subject to environmental regulation, including brownfield, air release, Resource Conservation Recovery Act (RCRA) hazard waste handler, and environmental compliance sites. There are 14 USEPA sites listed on the Envirofacts database within the Study Area. The presence of an active or inactive EPA site is included within the Descriptive Profile of Brownfield and Underutilized Properties in Appendix B.

PRELIMINARY ENVIRONMENTAL SITE ASSESSMENTS

A preliminary ESA was performed at each of the 66 non-residential key sites identified through the desktop research to update existing site conditions per the requirements of Step 2 in the BOA program. Each site was visited in October 2012 to determine current use information and to observe current structures, tank information, industrial activity and signs of environmental stress.

Potential impacts were determined by evaluating characteristics, including:

- Is there visual evidence of abandoned waste, petroleum or chemical storage tanks, or discharge of chemicals or sewage to the surface or groundwater?
- Would redevelopment of the site help implement the Study's vision and goals as stated in Section 1.4?
- Is the property in a high-profile or strategic location within the Study Area?
- Is the condition of the property having a negative influence on surrounding properties or the Study Area?

Of the 66 sites on which an ESA was performed, 30 sites were determined to pose only a low to moderate environmental risk. These sites included but were not limited to those with one isolated spill incident which was managed according to NYSDEC regulations and properly closed, are currently registered with a UST or showed signs of containing a tank, or listed as an inactive hazardous waste handler with no recorded violations or non-compliance citations.

The remaining 36 sites have a history of known or perceived environmental contamination. These sites include current or former industrial and/or manufacturing facilities which use(d) or store(d) large quantities of hazardous materials during the course of their operation; facilities engaged in operations that typically result in environmental impact; and current or former auto service and/or gasoline stations.

Some sites identified as potential brownfields in the Pre-Nomination Study have undergone redevelopment, notably a new Aldi's store located between Hudson Street and Chemung Place. Since redevelopment activities are complete, there are no immediate concerns regarding the environmental condition of this property.

Four sites were added as potential brownfields in the Nomination Study which were not in the Pre-Nomination Study. These sites include a wax tart manufacturing business, a former gasoline station, a barbell manufacturing facility, and an auto repair facility.

PREVIOUSLY REMEDIATED BROWNFIELDS

There are three sites covering five parcels on 15.1 acres located within the Study Area. Two of these sites (four parcels) have a Site Record on the NYSDEC Division of Environmental Remediation (DER) Remedial Site Database. These two sites have been remediated and are ready for redevelopment per the restrictions developed to ensure adequate safety. An additional former Brownfield site on the USEPA Brownfield Database has been remediated and redeveloped, and is not considered a current environmental concern. All three sites are located along the railroad corridor and are former manufacturing, industrial, and storage properties.

While these properties have been remediated, there is the potential that further remediation activities may be required dependent upon future uses envisioned as part of the revitalization strategy. Therefore, additional remediation may be required to achieve the highest and best use of these properties. Further analysis of these alternatives will take place as part of the Summary Analysis in Section 3.6 and BOA Master Plan in Section 6.

Former Chemung Foundry Site

The former Chemung Foundry site (V00630) at 400 Erie Street and 500-512 Erie Street consists of two parcels totaling 2.67 acres that were remediated in 2008 under the Voluntary Cleanup Program (Figure 6). These sites are currently vacant and available for redevelopment under deed restrictions and a soil management plan. Until 1988, the site was used for various industrial operations including foundry, coal sales, tobacco warehousing, gas & petroleum storage, and a combination of residential and light industrial uses. The City of Elmira received an investigation grant from the NYSDEC to evaluate site contamination. Contaminants of concern at the site included heavy metals and semi-volatile organic compounds (SVOCs).

A Site Investigation/Remedial Alternative Report was completed and a Record of Decision (ROD) issued by the State in 2002. Approximately \$250,000 was spent on investigation and remediation activities, which included the excavation of lead contaminated soil and the placement of added site safety measures including a soil cover system at the 500 Erie Street parcel, the installation of a locked gate to restrict access to 400 Erie Street, a soil management plan, and deed restrictions limiting future site use to industrial or commercial. The soil management plan also includes requirements for the placement of a cover system upon redevelopment of the 400 Erie Street parcel to reduce the potential for future exposure, and proper handling of any soils excavated during future site development. Exposure to potentially contaminated groundwater is not anticipated and no groundwater impacts were identified; however, the presence of SVOCs at the site may require the installation of a soil vapor intrusion mitigation system if the site is redeveloped.

Former American LaFrance Main Plant Site

The former American LaFrance Main Plant site (B00011) at 690 Erie Street & 100 LaFrance Street consists of two parcels totaling 4.31 acres that were remediated in 2004 under the Environmental Restoration Program (Figure 7). These sites are also vacant and currently available for redevelopment under deed restrictions and a soil management plan. Activities on this site ceased in 1980, and historically included a fire truck manufacturing facility, foundries, machine shops, paint shops, paint spray booths, and plating operations that released heavy metals and SVOCs into site soils, yet did not impact groundwater. A ROD issued in 2002 required the excavation and removal of a buried tank containing 6,000 gallons of fuel oil, the establishment of a grass cover, the development of a soil management

Figure 6: Former Chemung Foundry site is highlighted in red.



Figure 7: Former American LaFrance site is highlighted in red.



plan to address remaining contaminated soil excavated at the site during future redevelopment, and the placement of deed restrictions to limit future site use to industrial or commercial activities. Exposure to contaminated materials is not expected at the site due to the removal of impacted soils, the non-contaminated nature of groundwater at the site, and the restrictions imposed in the soil management plan.

Former Kennedy Valve Site

The former Kennedy Valve Site consisted of two properties at 102 and 152 East Miller Street which underwent a Phase I Environmental Assessment (ESA) in 1996, the results of which recommended the completion of a Phase II ESA to determine the extent, if any, of soil and/or groundwater contamination. During the course of the Pre-Nomination Study and the Nomination Study, no records were located regarding the extent of Phase II investigations or any further remedial activities. It was anecdotally noted during Steering Committee meetings that the site underwent some level of remediation prior to redevelopment as the Howell Marketing Services pharmaceutical fulfillment center. The property was re-subdivided during remediation and redevelopment and is now a single 7.76 acre parcel with an address of 100 East Miller Street. Since redevelopment and site remediation activities are complete, there are no immediate concerns regarding the environmental condition of this property.

BROWNFIELD SUMMARY

In addition to the five previously remediated brownfield properties, 31 parcels have the potential for contamination based on a review of past and/or current uses. As depicted in Table 3, 17 of these uses are classified as automotive related, while the remaining 14 are considered industrial/manufacturing sites. A Descriptive Profile of all 36 sites can be found in Appendix B. It should be noted that a site coded within these categories on Map 5 does not indicate that the owners are under suspicion or investigation of any wrongdoing. Map 5 only depicts the extent to which the Study Area contains properties of environmental concern based on a review of current or historical high risk uses. For clarity purposes, Previously Remediated Brownfields are not included as Current/Former High Risk Uses to prevent parcels from being tabulated in multiple categories.

FUTURE DEVELOPMENT CONSIDERATIONS

Based upon the findings from desktop research and the environmental site assessments, the following eight sites (10 individual properties) have been identified as having significant environmental risk. Prior to redevelopment, it is recommended that a full Phase I ESA be completed to determine prior use and provide recommendations regarding the environmental status of the site. Results of these assessments may indicate the need for a Phase II ESA.

366 & 368 Pennsylvania Avenue

This site is located at the corner of Pennsylvania Avenue and Boardman Street. Based on visual observation of the property, it appears to contain a garage with roll-up doors that allow automobile entry for service and repair. Due to the petroleum-related products typically stored and used at auto repair stations, it is recommended that if these properties are selected for redevelopment, a full Phase I ESA be completed to determine prior use and provide recommendations regarding environmental conditions.

51 & 53 Main Street East

This site is located at the corner of Main and Ferris Streets. Based on historic map review and listing on the US EPA Hazardous Waste Sites list, this property has been used in connection with the auto repair station located across Ferris Street. Due to the petroleum-related products typically stored and used at auto repair stations, it is recommended that if these properties are selected for redevelopment, a full Phase I ESA be completed to determine prior use and provide recommendations regarding environmental conditions.

118-122 Chemung Place West

This site is located midblock between Ferris Street and Chemung Place West. According to historic maps, this property was formerly used as a tire capping facility. The process of tire capping (also known as retreading) typically involves the use of chemicals which bind new tread to tires during a vulcanization process. During the field visit, the property contained multiple propane cylinders and a trailer with a poison placard. Manufacturing was observed at the property. Due to the possible former use and storage of chemicals used in tire capping and the current manufacturing at the property, it is recommended that if this property is selected for redevelopment, a full Phase I ESA be completed at the property to determine prior use and provide recommendations regarding environmental conditions.

209 Pennsylvania Avenue

This site is located at the corner of Pennsylvania Avenue and Spaulding Street. According to online yellow pages, this property was formerly an auto repair facility. The current configuration of the building is typical for a gasoline station and/or auto repair facility; the building is set back from the driveway and parking area and two roll-up doors are located at one side of the building to allow vehicle access. The age of the building also suggests that an older hydraulic lift system may have been in operation at the property as part of the auto repair use. Due to the petroleum-related products typically stored and used at auto repair stations, it is recommended that if this property is selected for redevelopment, a full Phase I ESA be completed at the property to determine prior use and provide recommendations regarding environmental conditions.

100 Home Street

This property is listed as an inactive hazardous waste generator under ID # NYD980786040 in connection with the former operations of Nor East Plastics, a plastic manufacturing company. During the site visit, several 55-gallon drums and waste materials were observed at the property. Due to the age, asbestos containing material (ACM) and/or lead based paint (LBP) may be contained within the building. The property was most recently operating as Micro Ceramics, a manufacturer of electrical insulators and insulation materials; pressed and blown glass; porcelain electrical supplies; and connectors and terminals for electrical devices. Due to the former handling of hazardous waste and manufacturing processes at the property, it is recommended that if this property is selected for redevelopment, a full Phase I ESA be completed at the property to determine prior use and provide recommendations regarding environmental conditions.

700 Erie Street

Also listed as 160 Home Street, this site is located south of the intersection of Erie and Home Streets. The property is currently operating as New York Barbell (TDS), an exercise equipment manufacturer. The process of metal parts molding typically involves the use of a sand mold held together with a phenol-based glue into which metals are poured to create the desired form. Due to the use and storage of chemicals and the metals processing operation, it is recommended that if this property is selected for redevelopment, a full Phase I ESA be completed at the property to determine prior use and provide recommendations regarding environmental conditions.

201 Miller Street East

The property is currently operating as a wax tart manufacturing facility. Wax tarts are candles with no wick and are melted to release a fragrance. The manufacturing process typically involves the use of petroleum, and a tank fill port was observed at the property during the site visit. Due to the possible presence of petroleum products at the property, it is recommended that a full Phase I ESA be completed prior to redevelopment to determine prior use and provide recommendations regarding environmental conditions.

151 Miller Street East

The property is currently operating as a sandblasting and parts refinishing facility. The process of sandblasting involves removing paint, varnish, and other materials from surfaces by high-powered sand erosion; and the refinishing process involves the use and storage of potentially hazardous chemicals. Due to the sandblasting operation and the potential use and storage of refinishing chemicals, it is recommended that if this property is selected for redevelopment, a full Phase I ESA be completed at the property to determine prior use and provide recommendations regarding environmental conditions.

KEY FINDINGS

Sites of Environmental Concern

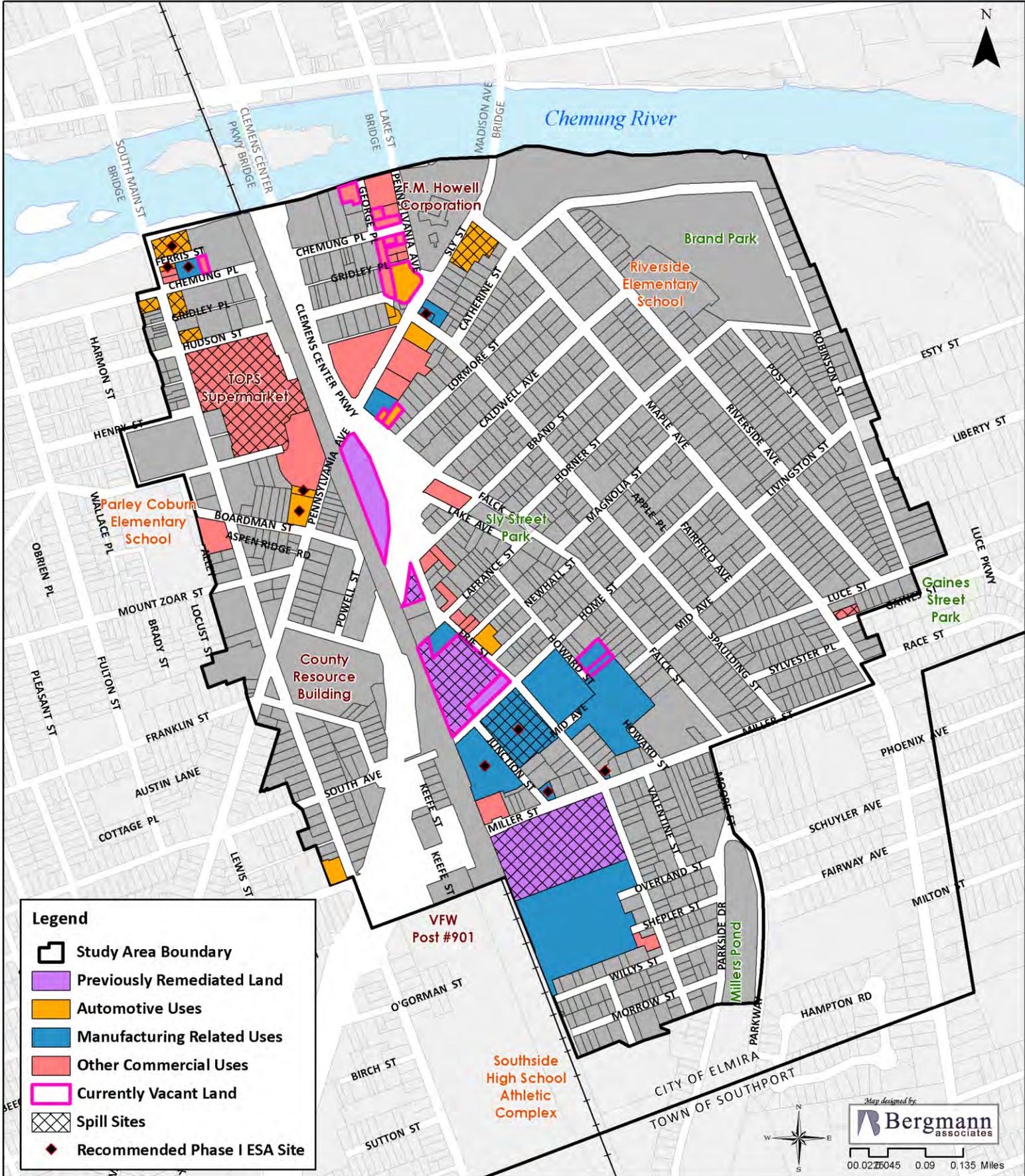
Of the 36 properties identified as potential brownfields, 10 should have a full Phase I ESA completed prior to redevelopment to determine prior use and provide recommendations regarding environmental conditions.

The extent of remediation previously undertaken on former brownfield sites could be leveraged to attract private developers seeking tax credits through NY Empire State Development programs.

The previously remediated American LaFrance site on Erie Street represents a significant redevelopment opportunity with high quality access to the Clemens Center Parkway.



Panoramic image of the former American LaFrance site on Erie Street, now a vacant remediated brownfield.



3.2.5 Vacant and Underutilized Sites

There are 102 parcels currently identified as vacant or underutilized, totaling 42.6 acres, or 13 percent of the Study Area, as indicated on Table 5 and Map 6. These properties are located throughout the Study Area, yet are primarily concentrated between Falck Street west to South Main Street. A large grouping of parcels is located along Pennsylvania Avenue between Clemens Center Parkway and the Chemung River. Another collection of properties is focused on Erie Street adjacent to the former American LaFrance Main Plant site, which underwent environmental remediation and is ready for redevelopment.

The largest single parcel is the former Erie Plaza located on Erie Street south of Miller Street. The aging commercial strip plaza is approximately 8.4 acres in size and has fallen into disrepair from a lack of maintenance and reinvestment. Aside from these three areas of contiguous or large parcels, the sporadic location of the majority of vacant or underutilized properties indicates that redevelopment will most likely take place as infill within existing neighborhoods and commercial areas. Future planning efforts should focus on targeting this infill development to neighborhoods and areas that have the capacity to leverage the investment into a sustained revitalization effort.

Table 5: Vacant and Underutilized Sites

Property Type	Totals		Privately Owned		Publicly Owned	
	Parcels	Acres	Parcels	Acres	Parcels	Acres
Vacant	69	22.1	60	11.6	9	10.5
Underutilized	33	2.0	23	17.8	1	0.6
Total	102	42.6	83	29.4	10	11.1

KEY FINDINGS

Vacant & Underutilized Sites

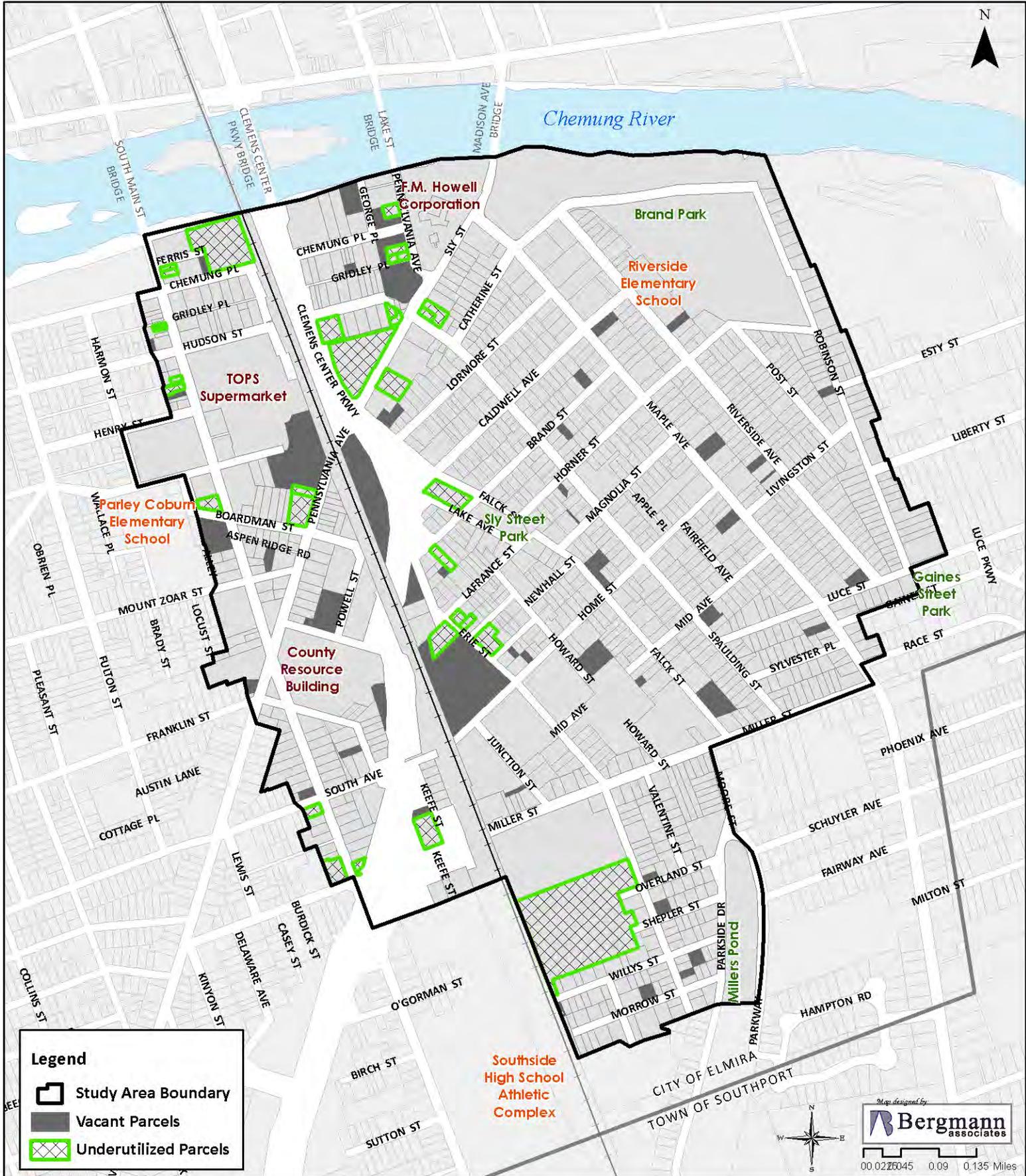
The majority of vacant and underutilized property is within commercial and industrial zones, and has good access to the Clemens Center Parkway and major transportation corridors.

There is the potential for small scale investment and infill development on a site-by-site basis throughout the Study Area.

Larger, catalytic projects will require a significant level of land assembly to create redevelopment sites with enough land area to attract private investment.

The elevated railroad corridor presents a visibility challenge for potential commercial/mixed use redevelopment sites along Erie Street.

Of the 102 total sites, 10 parcels on 11 acres are under public control, representing 26 percent of vacant and underutilized land area.



3.2.6 Strategic Sites

Several sites of economic and environmental priority were identified during the Pre-Nomination Study as properties that could potentially act as catalysts for broader investment and revitalization. The expanded analysis conducted during the Nomination Study identified additional properties for consideration by the Project Advisory Committee as strategic sites. A total of six potential strategic sites were identified by the design team for further discussion at the April 2013 PAC meeting and the May 2013 Public Design Workshop (see Map 7).

- Former Chemung Foundry Site - Clemens Center Parkway
- Former Red Barn Site - South Main Street
- Erie Plaza Site - Erie Street
- Former American LaFrance Site - Erie Street
- Former Creative Orthotics Site - Pennsylvania Avenue
- Vacant Lot - Pennsylvania Avenue at Hudson Street

PRIORITY SITES

Based upon further analysis of the economic and development potential for each of the six sites and community feedback, the Erie Plaza, Red Barn and Chemung Foundry sites were identified as priorities for near-term redevelopment. Development opportunities for these three sites were explored further through conceptual site planning and financial feasibility analyses. The following is a brief overview of the merits of each site. Further discussion of conceptual alternatives for the redevelopment of priority sites is included in the BOA Master Plan, Section 4.

Former Chemung Foundry Site (Figure 8)

The former Chemung Foundry Site is located along the Clemens Center Parkway and is a remediated, inactive brownfield in the Voluntary Cleanup Program. The 2.24-acre City-owned site is available for redevelopment and has significant visibility within the Study Area. The location of the site lends both to its redevelopment potential and to the current adverse visual impacts the vacant site is having on the Study Area. This parcel is the only individual property on Clemens Center Parkway with direct access, which is also signalized. The property is narrow and difficult to develop, yet the committee felt the tax-base implications for redevelopment of the site were more favorable than use as open space. The space configuration of the property would likely require zoning modifications for building development, and this could be accomplished through the BOA Step 3 Implementation Strategy.

KEY FINDINGS

Strategic Sites

The former Chemung Foundry site is the only individual property within the Study Area having direct, signalized access to the Clemens Center Parkway.

The Erie Plaza site is the largest strategic site, having the potential for the development of an entirely new neighborhood within the Southside.

The vacant former Red Barn site on South Main Street is a unique opportunity to encourage new development that maintains the corridors Traditional Main Street urban form.

The former American LaFrance site is a good opportunity for the expansion of existing businesses within the Erie Street corridor.

The vacant lot at the corner of Pennsylvania Avenue and Hudson Street is located at a significant gateway to the Study Area and the residential neighborhood, and is a high visibility development site.



Figure 8: Chemung Foundry Strategic Site

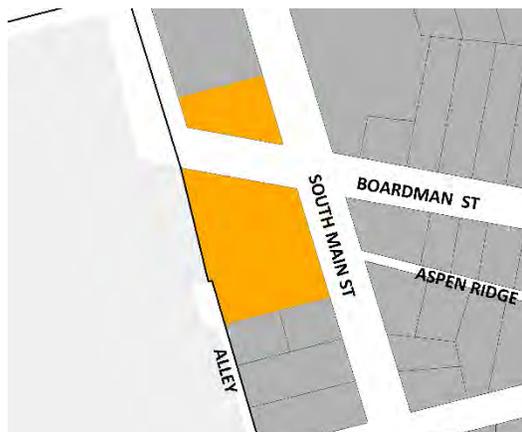


Figure 9: Former Red Barn Strategic Site



Figure 10: Erie Plaza Strategic Site

Former Red Barn Site (Figure 9)

The former Red Barn Site is located along South Main Street at the intersection of Boardman Street. The visibility and vacant status of this site make it a high priority, high value site. The redevelopment proposal could include the complete or partial abandonment of Boardman Street west of South Main Street, pending further investigation of Coburn Elementary School bus circulation patterns. The redevelopment of this site may also include the vacant and abandoned residential structure to the west, currently outside of the BOA Study Area, as well as a partial abandonment of the alley just east of Coburn Elementary School. The property is private owned and currently for sale. The total potential site is 1.66 acres, which could include up to 350 feet of frontage on South Main Street. The property was identified as a priority by the Project Advisory Committee to prevent the further erosion of the urban form along South Main Street similar to previous redevelopment activity to the south. The depth of the property is sufficient to place a multi-story structure along the South Main Street frontage with parking in the rear.

Erie Plaza Site (Figure 10)

The 8.5-acre Erie Plaza site is large and regularly shaped with good access to Erie Street. The site is bounded by industrial and residential uses and an active railroad line, and lacks visibility from and direct access to the Clemens Center Parkway. The accessibility and obscured visibility of the site has precipitated the failure of retail in this location, and the existing 100,000 SF building is beyond its useful life with the majority of the structure currently vacant. The site has good proximity to Miller’s Pond Park and has good potential for high value, low traffic uses, including single-family residential or an expansion of adjacent low-volume industrial. However, truck traffic associated with commercial/industrial development is considered a major negative factor due to potential impacts on adjacent residential neighborhood. The community identified recreational, retail or housing as preferred uses during the Public Design Workshop. This site was also identified as a priority by the PAC as its redevelopment would indicate activity and investment in the neighborhood and would have a positive impact on the perception of nearby residents.

OTHER STRATEGIC SITES

Former American LaFrance (Figure 11)

Lack of visibility is a significant constraint for this 4.8-acre remediated brownfield currently owned and offered for sale by the City of Elmira. The committee did not express a strong opinion regarding the use of the site, though they felt that flexible industrial was a proper long-term use. Residential uses were considered not preferable due to environmental constraints and costs to clean site to residential standard. Although the City has invested in the shovel-ready status of this site, the current real estate and economic market does not lend the redevelopment of this site for consideration as an immediate priority.

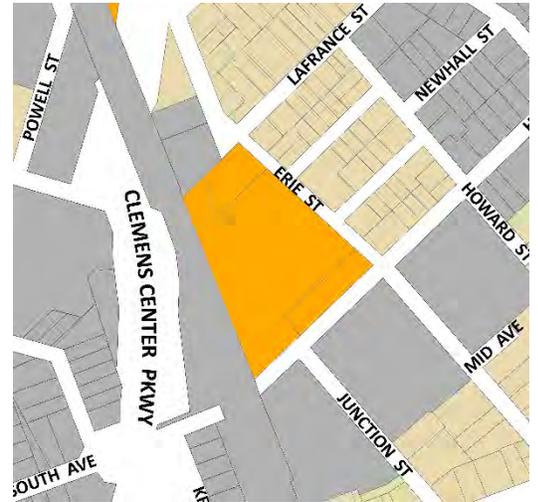


Figure 11: American LaFrance Strategic Site

Former Creative Orthotics Site (Figure 12)

The 2.5-acre site at the corner of Clemens Center Parkway and Pennsylvania Avenue is a valuable location in a high traffic / high visibility corridor. The site contains an excessive amount of parking for the 12, 000 SF building, with nearly double the number of space required. The property is a prime candidate for reactivation as medical/professional offices that may receive high visitation from clients. The PAC was supportive of short-term recommendations to reduce the amount of surface parking and improve interface with Pennsylvania Avenue. However, the committee also felt that the current market may identify a new use for this structure on its own, and therefore it was not considered an immediate priority.

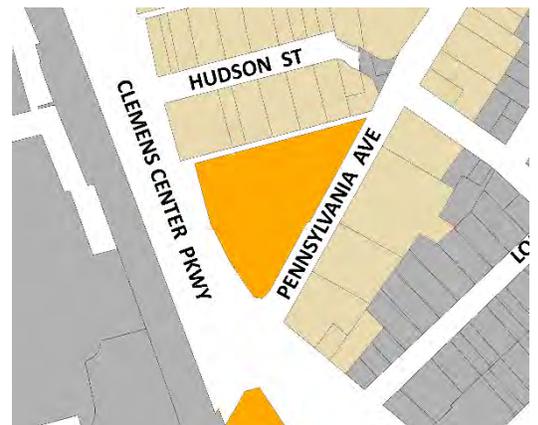


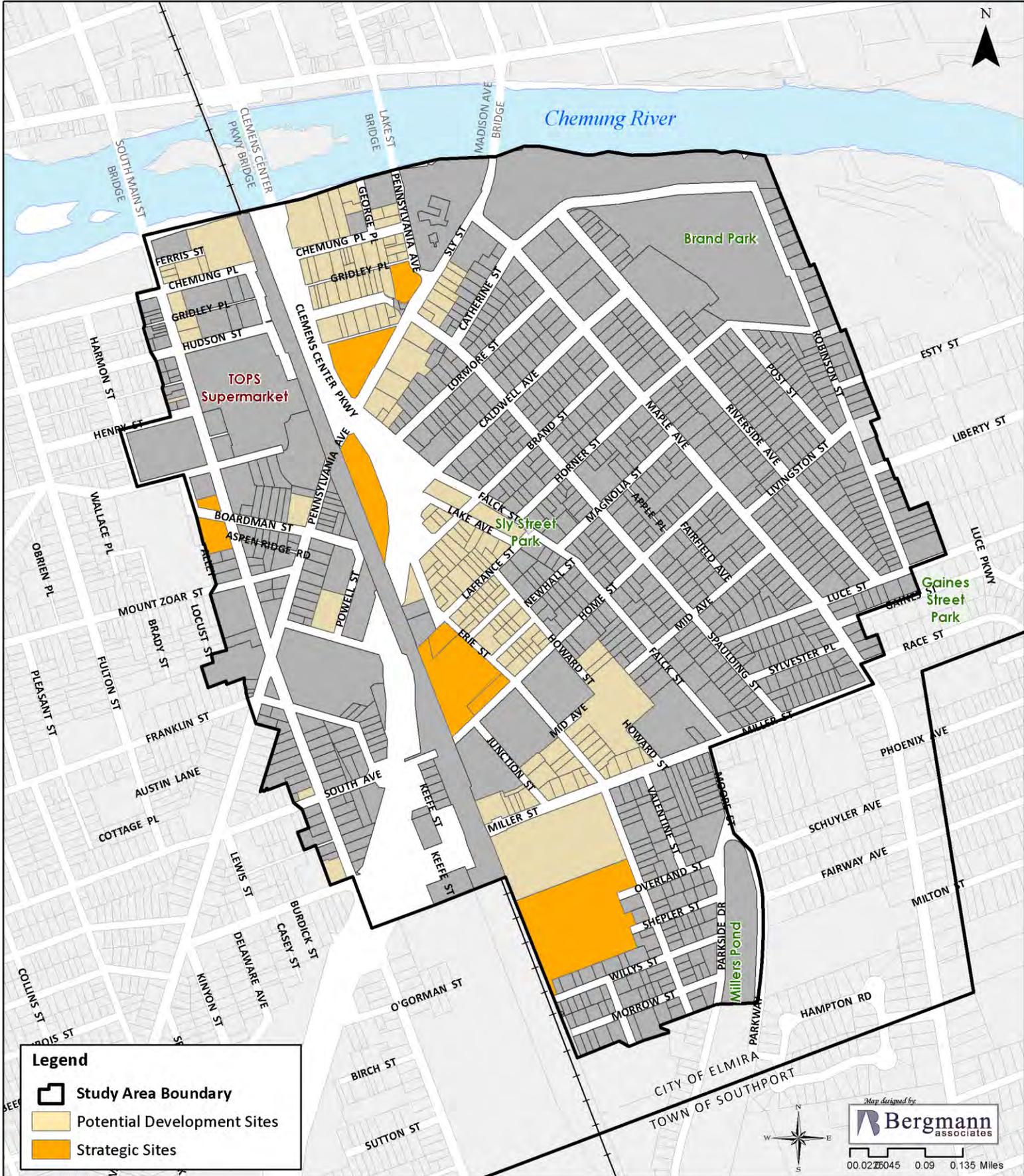
Figure 12: Creative Orthotics Strategic Site

Pennsylvania/Hudson Intersection (Figure 13)

The privately-owned 0.8-acre site at the intersection of Pennsylvania Avenue, Hudson Street and Sly Street also resides in a high traffic, high value location. The small size of this site makes it difficult to create a substantial redevelopment project. Opportunities for this site include mixed use development with small retail, professional offices and/or upper story residential units. However, traffic levels, the adjacent industrial use and struggling properties across the street make private investment on this site extremely risky. The committee remained positive regarding the potential of this site, yet did not support its redevelopment as a near-term priority. However, the improvement of the parcels' interface with the street through the inclusion of enhanced landscaping was recommended as part of Pennsylvania Avenue corridor streetscape and gateway enhancements.



Figure 13: Pennsylvania/Hudson Strategic Site



Legend

- Study Area Boundary
- Potential Development Sites
- Strategic Sites

3.2.7 Land Ownership

According to the most recent data acquired from the City of Elmira Office of the Assessor, there are 19 publicly owned or controlled parcels within the Study Area on 64.2 acres. In addition, the Study Area boundary contains 116 acres of land within public rights-of-way, or approximately 26 percent of the Study Area, which is slightly above the 23 percent rights-of-way for the entire City of Elmira. When combined with the rights-of-way, approximately 41 percent of the Study Area is within the public domain. Map 8 depicts the public ownership holdings within the Study Area. See Table 6 for a more detailed breakdown of ownership patterns.

Table 6. BOA Property Ownership

Owner	Properties		Area	
	Parcels	%	Acres	%
City of Elmira	10	50%	41.4	64%
Chemung County	2	10%	5.9	9%
Elmira City School District	4	20%	4.8	7%
Chemung County IDA	2	10%	8.9	14%
Elmira Housing Authority	1	5%	3.2	5%
<i>Public Ownership Subtotal</i>	19	<i>1.7%</i>	64.2	<i>14.6%</i>
<i>Private Ownership Subtotal</i>	1,118	<i>98.3%</i>	259.8	<i>59%</i>
<i>Public Rights-of-Way</i>	--	--	116	<i>26.4%</i>
	1,137	100%	440	100%

City of Elmira

The City of Elmira is the largest public land holder by count and by acreage. The municipality’s holdings include the former American LaFrance property on Erie Street and the Chemung Foundry site located along the Clemens Center Parkway. These properties were recently remediated and are ready for redevelopment. Other properties include Brand Park, which is 26 acres of the City’s 41-acre holding.

KEY FINDINGS

Land Ownership

The majority of vacant and underutilized property is privately owned.

The former American LaFrance site on Erie Street represents the single largest publicly owned property available for immediate development.

Properties such as Brand Park and the publicly owned land along George Street have the potential to increase public access to the Chemung River waterfront.

The recreation facility on Keefe Street is owned by the City School District, yet this facility is not utilized or regularly maintained by the school or the City.

The NYS DOT right-of-way along the Clemens Center Parkway extends far into the neighborhood at the Miller Street and Lake Street intersections. The transfer of excess right-of-way lands for revitalization purposes may enhance redevelopment scenarios within the Study Area.

Chemung County

Chemung County's holdings include the County Resource Building and several smaller properties, including residential properties that were likely obtained through foreclosure. Publicly-owned residential properties may be able to assist in the site assembly process to facilitate larger reinvestment projects.

Elmira City School District

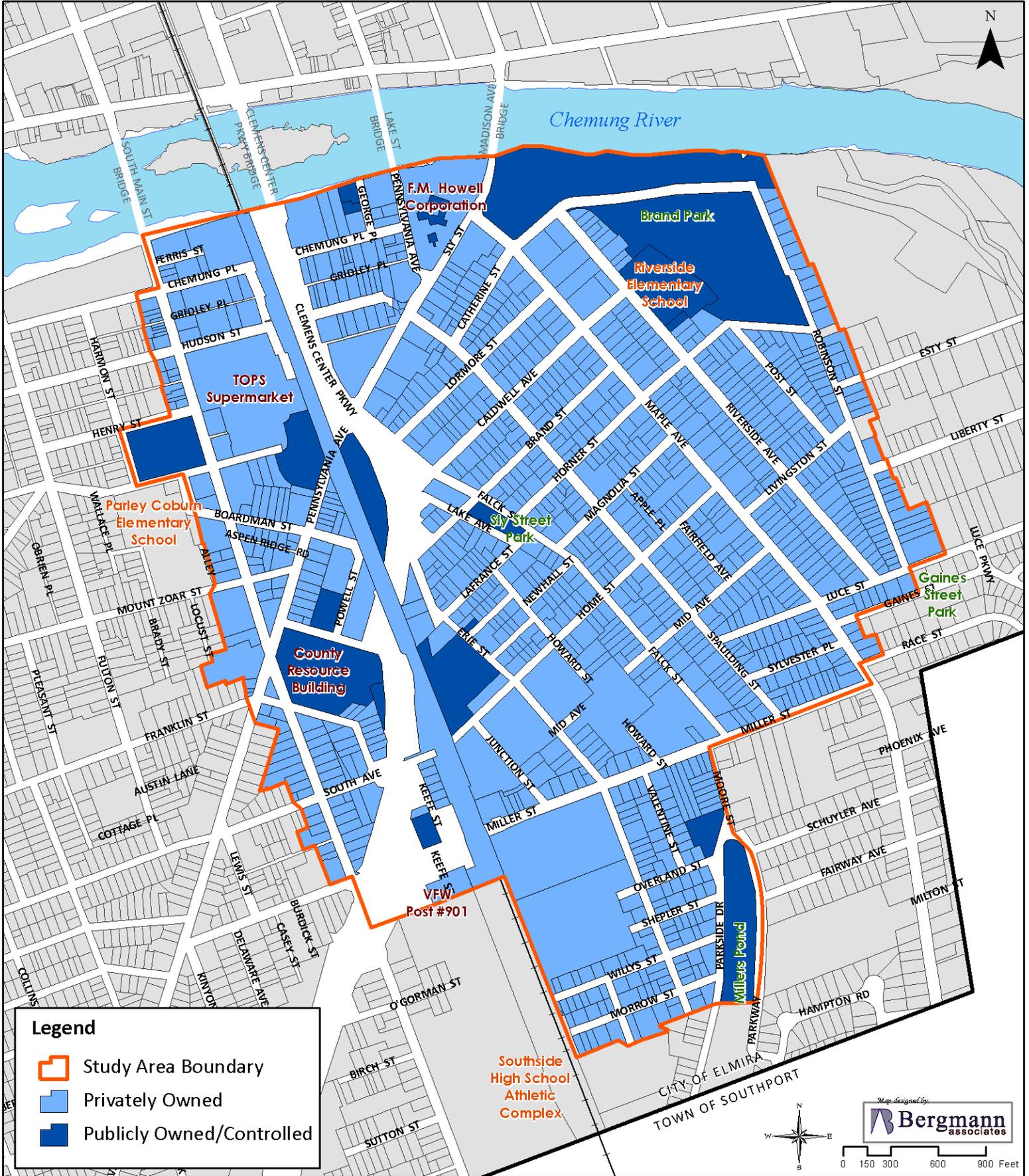
The City School District has four properties within the Study Area, most notably the Riverside Elementary School on Riverside Avenue. The District also owns a small recreation area on Keefe Street which contains an underutilized basketball court.

Chemung County IDA

The Chemung County Industrial Development Agency (IDA) is a public benefit corporation created in 1975 under the New York State Industrial Development Act of 1972. The IDA was formed to provide financial incentives to projects that have a positive impact on the local economy. The IDA has a controlling interest in the Topps Plaza on South Main Street as well as a parcel that comprises portions of the F.M. Howell Company plant on Pennsylvania. The ownership interest in these properties is likely due to a tax and/or financing arrangement between the IDA and the business owner, with ownership being passed to the business when contractual obligations have been met.

Elmira Housing Authority

The Elmira Housing Authority's only property within the Study Area is the Edward Flannery senior apartment complex on South Main Street.



Legend

- Study Area Boundary
- Privately Owned
- Publicly Owned/Controlled



0 150 300 600 900 Feet

3.2.8 Parks, Open Space and Recreational Resources

Overview

The Southside Rising Study Area has a relatively good distribution of park, recreational and open space (approximately 32 acres), all of which is east of Clemens Center Parkway. The Study Area has approximately 8.5 acres of park per 1,000 population, in-line with national standards and indicating good availability for area residents. More than 75 percent of all residential units within the Study Area are within a 5-minute walk of a park (see Figure 14).

Although the proximity and availability of park and open space is sufficient to meet the needs of residents, the facilities are generally under-programmed, out dated and suffer from deferred maintenance; as a result they are underutilized. In addition, the neighborhood lacks accessibility to the Chemung River, a potentially large, yet untapped recreational resource within the City.

Throughout the public visioning process, residents have identified the need to revitalize the recreational and park offerings within the Study Area and have highlighted Brand Park to become the primary Southside destination for recreation. Recent investments to Miller’s Pond Park have proven successful and support broader improvements to smaller park and open space areas, such as Sly Street Park and the Keefe Street open space. Investments in these spaces should focus on access, modern programming and safety. The following is an overview of recreational and open space amenities within the Study Area as indicated on Map 9.

Park Accessibility



Figure 14: Most residential units within the Study Area are within a ¼ mile of park and recreation space.



The visual separation from the City by a system of levees and flood protection walls has made the Chemung River an underutilized recreational resource.

Public Facilities

Brand Park

At 25 acres, Brand Park is the largest within the Study Area and is located between the Chemung River and Riverside Elementary School. Bisected by Catherine Street, the park has two primary programmatic areas: a passive recreation zone north of Catherine Street adjacent to the Chemung River; and an active recreation zone bounded by Catherine Street and the school property. The passive section of the park is the setting for local concerts and special events, such as the “Olde Time Summer Festival” and includes shady areas, bench seating, picnic tables and covered pavilions. The passive area is serviced by on-street parking along Catherine Street.

Active portions of the park adjacent to the school include the following components:

- playground equipment;
- baseball fields;
- a skate park;
- basketball courts;
- picnic pavilion; and
- Brand Park Memorial Pool.

A small structure containing restrooms and concessions stand is located between the above ground pool and skate park, through it is often closed and the target of vandalism. Parking is available at several locations along Catherine and Horner Streets, as well as a small lot adjacent to Riverside Elementary School.



The entry sign to Brand Park is maintained by the all-volunteer Brand Park Beautification Committee.

Did you know?

The National Recreation and Parks Association recommends approximately 6 to 10 acres of parks for each 1,000 population.

The Study Area provides approximately 8.5 acres of park per 1,000 residents.



The Brand Park play equipment is dated and lacks appropriate safety surfacing.



A snack-bar and restroom structure in Brand Park is only open for organized baseball and softball games to limit vandalism.



Sly Park lacks sufficient programming for regular use, thereby attracting nuisance activity and loitering.

The playground equipment is an eclectic mixture of contemporary and dated equipment, and as of December 2012 lacked appropriate safety surfacing. The equipment is located near the parking lot and a picnic pavilion, though it does not contain accessible elements nor is an ADA-compliant accessible route available between the parking lot and playground area. The adjacent playground equipment located on school grounds includes non-ADA compliant safety surfacing, also limiting accessibility for those with mobility limitations.

The skate park is partially hidden from view by the above ground pool, which has coincided with an increased incidence of nuisance activity in this area of the park. The historic above ground swimming pool has been determined as eligible for listing on the State and National Registers of Historic Places, yet formal designation has not been completed. The structure has been closed for many years, and according to a 2011 Historic Structure Survey is in poor condition. Health department code requirements, realities of city maintenance capabilities and the historic status make rehabilitation of the structure a challenge. The community desires the structure to be revamped into a destination within the Southside, yet the cost of doing so has also been recognized as a significant hurdle. The 2011 report recommended adaptive reuse of the pool as a children's spray pad, though anticipated costs and concerns regarding the permanence of the adaptive reuse have led the City to continue investigating alternatives. Additional opportunities, such as accommodating a community garden, children's play area or performance space have been identified and have gained positive feedback from community members.

In July 2012 an EF-1 tornado touched down in the City of Elmira, passing through Brand Park and adjacent portions of the neighborhood. The tornado uprooted and destroyed a significant portion of the park's mature trees and the City has been actively replacing lost trees utilizing grant monies obtained in 2012-2013. The storm has made a dramatic impact on the availability and quality of shaded areas in the park.

Sly Street Park

Sly Street Park is centrally located within the BOA and within a short walk to a significant portion of the residential neighborhood. The 0.8-acre park is bounded entirely by roadways and five separate intersecting streets. The park contains areas of open, shaded lawn, a small gazebo and a limited diversity of play structures. The playground equipment is located in the central portion of the park and likely does not meet current safety standards, while also lacking appropriate safety surfacing. Parking is available on-street.

Lake Avenue is one of the only neighborhood outlets to the Clemens Center Parkway, creating a significant flow of traffic around the park for vehicular trips within the neighborhood. The only ADA-compliant accessible route into the park is from the busy Falck Street/Brand Street intersection; there are no crosswalks or signage at any intersection leading to the park. The park also lacks designation signage, lighting and ADA-compliant access internally. An additional safety concern is a lack of fencing to prevent children from entering adjacent streets. Security, loitering and vandalism remain a significant concern within the park in spite of the traffic patterns and general visibility of the space from surrounding area.

Millers Pond

Millers Pond Park anchors the southern tip of the BOA and is bisected by the intersection of Overland Street, Schuyler Avenue and Moore Street. The 6-acre park includes two distinct zones. The 1.45-acre northern zone contains an area of open lawn and two fenced tennis courts that received significant upgrades in 2013. However, it remains difficult to discern a separation between public and private space in the northern zone surrounding the tennis courts, making this area underutilized and difficult to program. The southern zone is approximately 4.5 acres and contains open lawn areas, shaded lawn areas, Miller's Pond and a playground that was recently upgraded with new equipment and a pavilion. Unlike Brand Park and Sly Street Park, Miller's Pond Park does not have sidewalk access from the surrounding neighborhood and also lacks ADA-compliant accessibility to the pavilion, pond and playground. The park is heavily utilized by the surrounding neighborhood for family-friendly activities such as the playground, fishing and picnicking.

Chemung River

The Chemung River is an underutilized open space and recreational resource with limited accessibility from the surrounding Southside Rising Study Area. An earthen levee approximately 8 to 10 feet in height provides separation and floor protection from the Chemung River for a majority of the Study Area east of Clemens Center Parkway. Potential public access points over or on top of the levee are located along George Street, Pennsylvania Avenue and Madison Avenue, as well as within Brand Park. The 2008 Chemung River Comprehensive Master Plan proposes a trail along the top of the levee and connection points between the BOA and river.

KEY FINDINGS

Parks, Open Space and Recreational Resources

Southside has a good distribution of parks covering approximately 32 acres.

Greater than 75 percent of all residential units are within a 5 minute walk of a park.

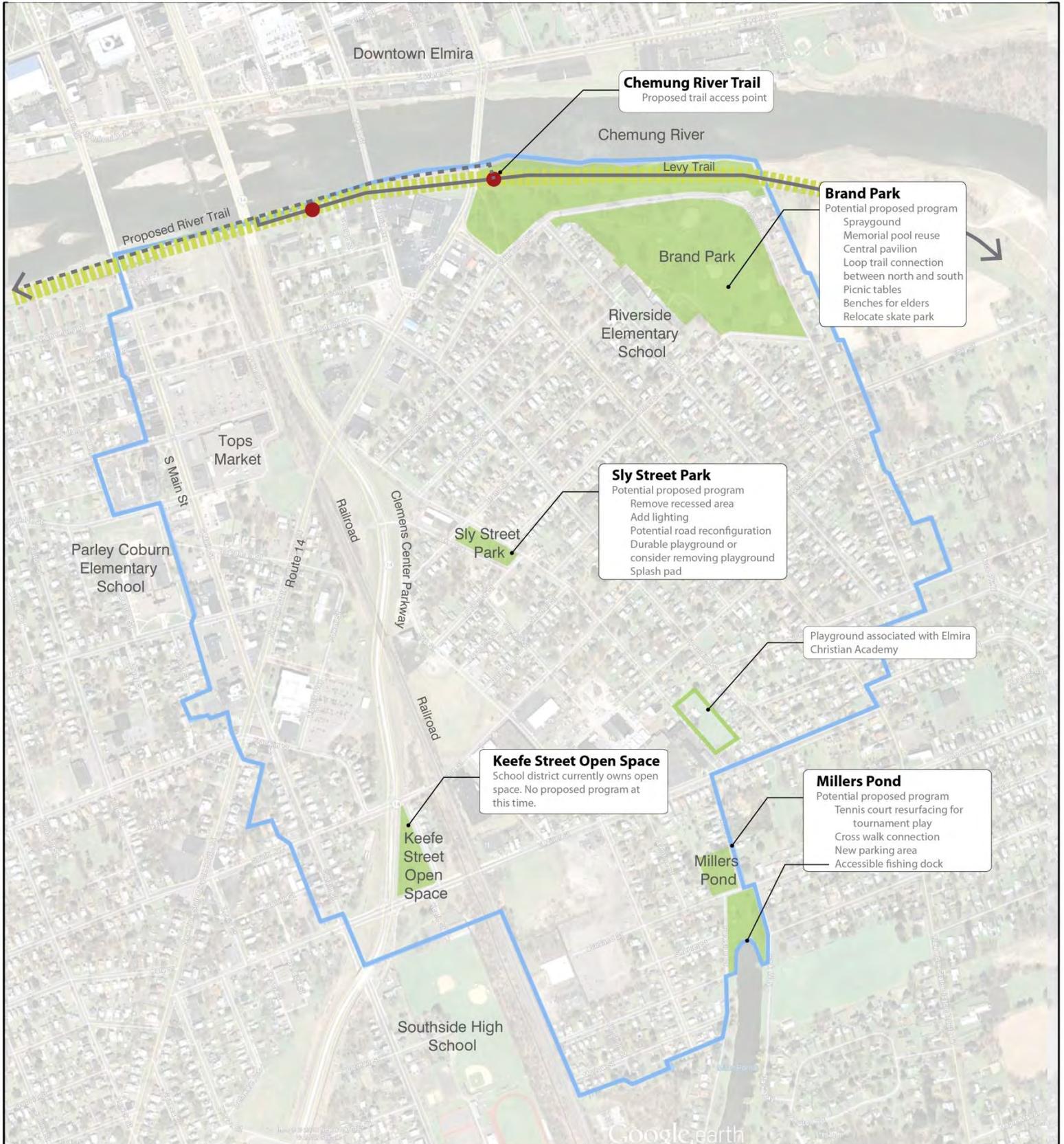
Significant size of Brand Park makes it a recreation destination for the neighborhood, City of Elmira and larger region.

Sly Street Park suffers from neglect and out-dated amenities.

Keefe Street open space lacks sufficient amenities and programming.

The Chemung River waterfront is largely inaccessible and is an underutilized recreational resource.

Residential units along South Main Street have reduced access to parks due to Clemens Center Parkway and elevated railroad.



Institutional Facilities

Schools, both within and adjacent to the BOA also provide recreational facilities. Riverside Elementary School, Coburn Elementary School, Southside High School and Elmira Christian Academy are all within or directly abutting the Study Area boundary. These facilities provide open lawn areas, playgrounds, sport courts, a synthetic surface track, and play fields. The Elmira City School District also owns an underutilized site on Keefe Street within the Study Area which contains a single half-court basketball pad and adjacent open lawn areas. This location is relatively isolated between the elevated railroad and the Clemens Center Parkway, making expanded use and programming a challenge.



Play equipment at the adjacent Riverside Elementary School is updated and available for public use.

3.2.9 Pedestrian Connectivity

The residential neighborhoods within the BOA are largely characterized by a traditional street grid with a nearly complete sidewalk network that contributes to a high degree of walkability. For example, based on the average human walking speed of three miles per hour, greater than 50 percent of households within the Study Area are within a 10 minute walk to the Tops Supermarket on South Main Street (Figure 15). The majority of sidewalks are in good to fair condition, with approximately 15 percent in poor condition (Figure 16).

However, significant connectivity challenges are present within the Study Area. The construction of the Clemens Center Parkway interrupted the traditional street grid of the neighborhood and poses a barrier between the residential neighborhoods to the east and schools and the shopping district on the west side of the Parkway (Map 10). The railroad, although elevated, also poses a barrier in certain locations. The Parkway and railroad limit pedestrian connectivity across these corridors to four locations within the Study Area, with only two crossings outside of industrial zones. Pedestrians must navigate the narrow and dark confines of the railroad underpass and an expansive crossing of the Clemens Center Parkway to access goods and services along South Main Street.

The Pennsylvania Avenue and Hudson Street intersections are the most viable pedestrian routes across these transportation corridors, yet notable pedestrian enhancements are required to improve safety, accessibility and convenience. For example, the curb to curb distance within the crosswalk at the Pennsylvania Avenue intersection is 115 feet. At the average human walking speed typical crossing times are 26 seconds. Most children and seniors walk slower, pushing the time

Walkability

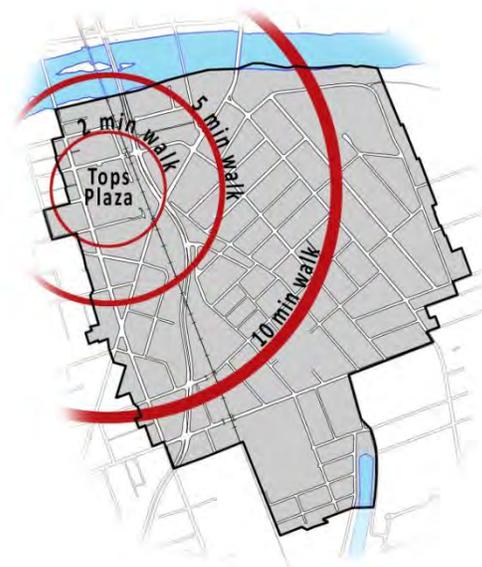


Figure 15: A large portion of the Study Area is within a 10-minute walk of the Tops Supermarket on South Main Street.

KEY FINDINGS

Pedestrian Connectivity

Neighborhood has good walkability, with most destinations within a 10 minute walk.

Nearly complete sidewalk network, though approximately 15 percent of sidewalks are in poor condition.

Chemung River is a highly visible neighborhood gateway.

Clemens Center Parkway and railroad limit pedestrian crossing opportunities to 4 locations, 2 of which are within industrial areas.

Vehicle speed is a safety issue along Clemens Center Parkway.

Neighborhood entry from Lake Avenue intersection at Clemens Center Parkway is confusing.

Access to surrounding services from the neighborhood is difficult due to a lack of wayfinding signage.

South Main Street crossings need safety and convenience improvements.

pedestrians are within the roadway to over 30 seconds. Based on the posted speed limit and available site distances from the intersection a pedestrian would not be able to safely cross this intersection absent a red light. Even with a red light, pedestrian refuges may be required to ensure slower traveling pedestrians can achieve a safe stopping location. Although sight distances are increased at the Hudson Street intersection, travel speeds tend to be faster as vehicles accelerate off the Clemens Center Parkway Bridge over the river, making this intersection just as dangerous for pedestrians.

Sidewalk Conditions

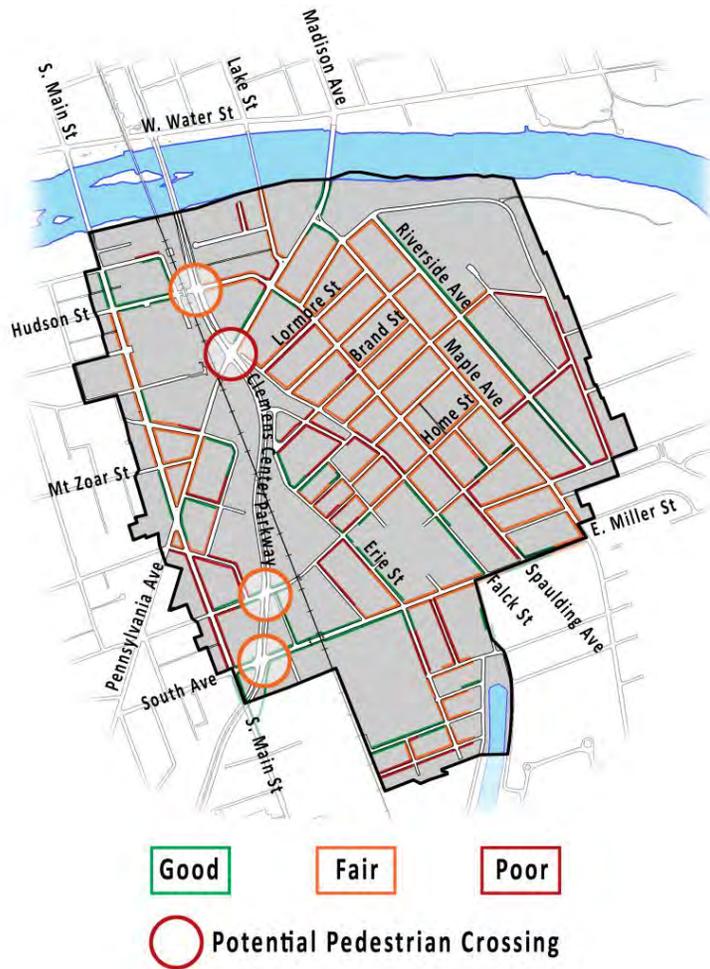


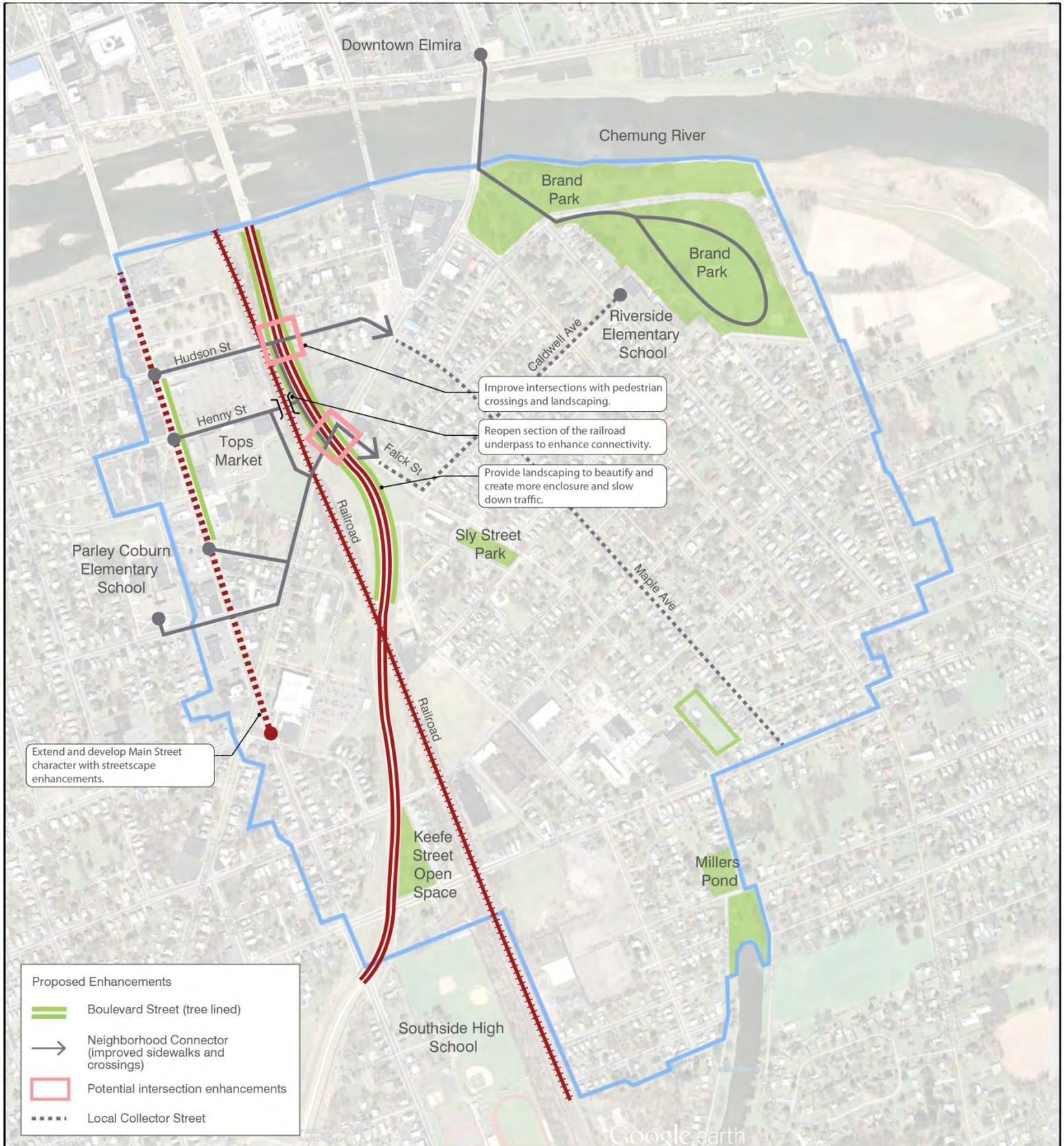
Figure 16: The majority of the Study Area has sidewalks in Fair to Poor Condition. All potential pedestrian crossings are Fair to Poor.

Pedestrian Quick Facts

264 ft/min average human walking speed

1/4 mile distance traveled in 5 minutes

10 min time to walk 1/2 mile



Proposed Enhancements

- Boulevard Street (tree lined)
- Neighborhood Connector (improved sidewalks and crossings)
- Potential intersection enhancements
- Local Collector Street

3.2.10 South Main Street Corridor

Urban Form and Character



Suburban Strip style development has eroded the urban form along South Main Street.

The South Main Street corridor is a mixture of Traditional Main Street, Suburban Strip and Traditional Neighborhood development patterns (Figure 17). The traditional urban form of the South Main Street has been slowly eroded by suburban-strip style development patterns since the 1980s, diminishing the corridor’s walkability and pedestrian-friendly character. South Main Street has emerged as the new center of shopping in the Southside and has become a destination for retail services for residents in nearby Southport. However, the poor urban form and automobile-oriented environment has likely reduced the tendency of consumers to visit multiple destinations on foot. A reduction in valuable foot-traffic adversely impacts the remaining Traditional Main Street businesses, while also reducing pedestrian and motorist safety through an increase in short-distance vehicular trips along and across the corridor.

Pedestrian Safety

The transition away from the Traditional Main Street character is most visible along the interface between the sidewalk and street frontage. Of the 4,200 linear feet of corridor frontage, approximately 2,000 feet are dedicated to parking or driveways, diminishing the level of activity visible from the public realm. The width and number of driveway curb cuts along the corridor is also excessive and poses a risk to pedestrians traveling along the sidewalk.

The curb-to-curb distance across South Main Street averages 54 feet at intersection crosswalks, generating pedestrian crossing times between 12 and 15 seconds or longer for slower moving individuals. This may pose a particular challenge to the high senior and disabled population located in the Flannery Apartments.



Wide and numerous driveway entrances and a lack of buffering between sidewalks and parking areas have diminished pedestrian safety along the corridor.

South Main Street Urban Form

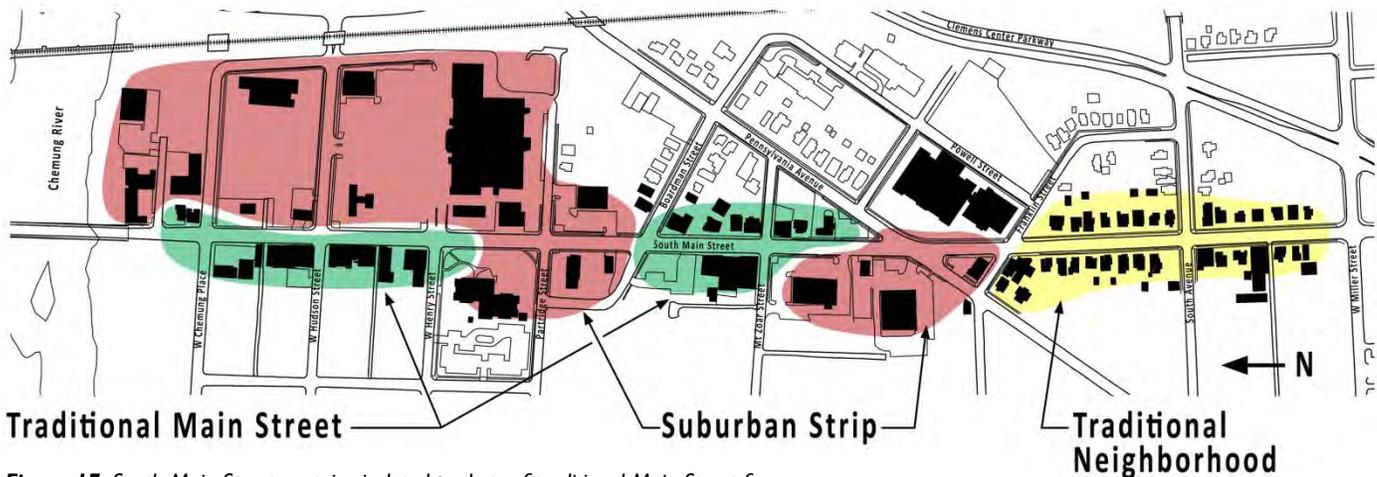


Figure 17: South Main Street contains isolated pockets of traditional Main Street form.

Development Potential

The South Main Street corridor experiences an Annual Average Daily Traffic (AADT) volumes of approximately 8,800 cars at the Mt. Zoar intersection to approximately 19,000 cars at the Chemung River. Vehicular traffic drops to less than 5,000 cars south of the Clemens Center Parkway overpass (Map 12). Therefore, the most valuable sites for development will be further north closer to the Chemung River and the Tops Supermarket.

Commercial vacancy rates along South Main Street corridor exceed 50,000 square feet across several properties (Figure 9). Based upon an analysis of the market potential for new development, anticipated demand for commercial/retail space within the next five years is approximately 15,000 to 30,000 square feet. This is approximately 30 percent to 60 percent of available vacancies. However, the small, irregular footprints of available spaces have diminished their appeal and marketability to a large portion of the retail market segment. These spaces are most likely to be utilized by small, independent and locally-owned establishments. However, the age of these spaces and their general lack of investment and amenities is an added expense for leaseholders, especially for triple-net lease agreements.

Further, rental rates for commercial/retail property in the corridor is low, making it difficult to justify new development. Nearly all new development along the corridor since 1990 has been for single-tenant, owner-occupied buildings such as Rite Aid, Walgreens, Tops and Aldis. The market currently fails to support speculative development for multi-tenant structures absent public subsidies. A further analysis of Study Area market conditions is located in Section 3.5.

KEY FINDINGS

South Main Street

South Main Street has good sidewalk connectivity and pockets of good urban form.

Recent investments have made the corridor a retail destination.

Small footprints of older buildings are difficult to rent and lack contemporary amenities.

Overall public realm experience is uninviting and suburban.

There is potential consumer demand for hardware, apparel and restaurants.

Development demand represents less than 40% of total available properties.

Current rents and property values do not support new investor-owned development.

South Main Street Vacancies

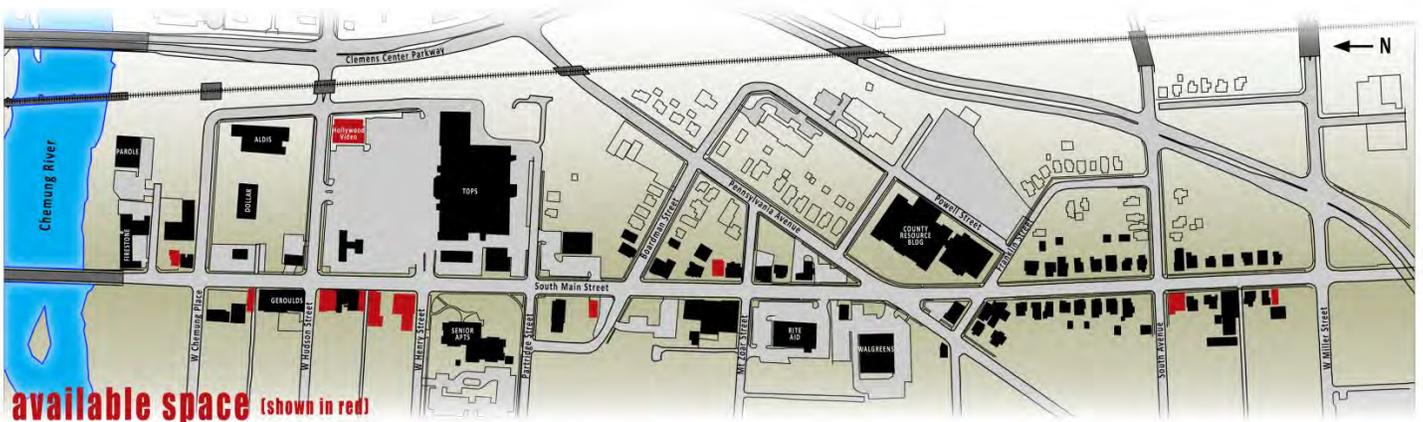


Figure 18: Pockets of vacant properties are located in the smaller footprint Traditional Main Street character areas of the corridor.

KEY FINDINGS

Gateways and Wayfinding

High visibility natural resource and transportation corridors provide significant gateway and wayfinding opportunities in the Study Area.

The bridge crossings of the Chemung River are natural gateway opportunities to welcome motorists to the Southside.

Wayfinding is challenging at the confusing and out-of-scale intersections along the Clemens Center Parkway.

The railroad bridge overpasses are natural gateways between the South Main Street services corridor and the residential neighborhood to the east.

Internal roadway patterns near the Lake Avenue intersection are confusing.



Existing railroad underpasses are highly intuitive gateways and denote the separation of the South Main Street services corridor from the residential neighborhood.

3.2.11 Gateways and Wayfinding

The Chemung River creates a strong northern boundary for the BOA, and the South Main Street, Clemens Center Parkway and Madison Avenue bridges offer a definitive sense of arrival to the Southside. Internal Study Area gateways are most prominently defined by the elevated railroad corridor; the four underpasses separate the Main Street subarea from the remaining portions of the BOA (Figure 19). In their current form, these locations offer significant spatial opportunities for gateway treatments to be developed with a unique, welcoming identity. Clemens Center Parkway is the spine of the Study Area while also functioning as a primary barrier between residential neighborhoods and commercial service areas. Intersections along Clemens Center Parkway do not provide wayfinding or design cues to direct motorists to adjacent destinations. In addition, the Clemens Center corridor provides limited visual cues that motorists are entering the City of Elmira traveling northbound or exiting traveling southbound.

Study Area Gateways Nodes

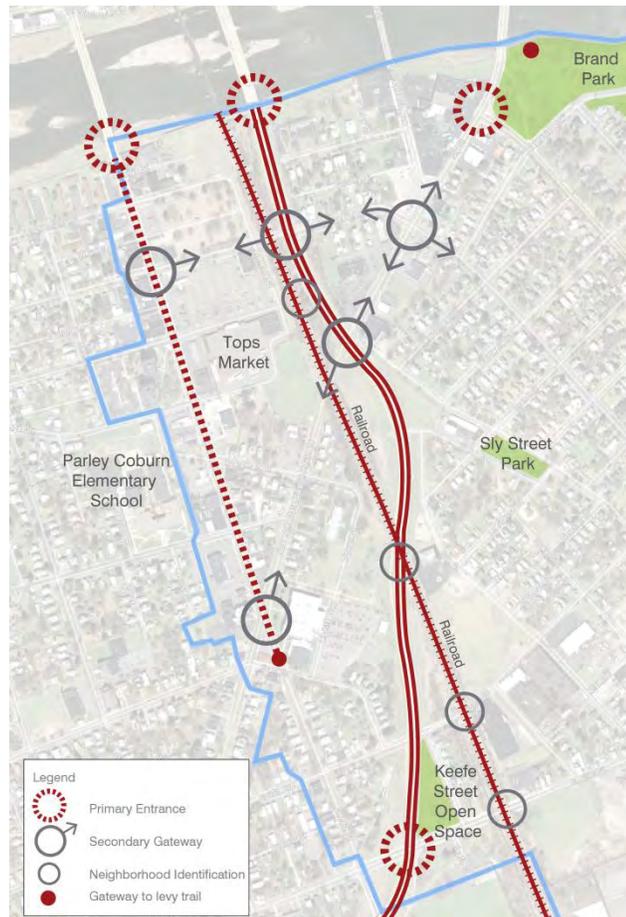


Figure 19

3.2.12 Historic and Cultural Resources

HISTORIC SITES AND DISTRICTS

Based on a review of the National and State Registers of Historic Places, the following four properties and one district are located in the Study Area (see Map 11):

F.M. HOWELL & COMPANY (90NR00144)

The F.M. Howell & Company buildings date from 1890 to 1910 and are prominently situated along Pennsylvania Avenue on the south bank of the Chemung River. The property consists of an industrial complex of four attached brick structures on the east side of Pennsylvania Avenue, plus a fifth building on the west side of the road currently utilized as office space.

The F.M. Howell & Company buildings are historically significant for their association with one of Elmira’s preeminent manufacturing concerns and with Elmira’s emergence in the late 19th century as a major manufacturing center in the Southern Tier. Beginning as a manufacturer of cigar boxes, the company expanded over the years into advertising and production of packaging labels, while maintaining its position as a vital part of Elmira’s economy. F.M. Howell & Company was established in 1883, is still managed by the same family, and continues to be a major local employer. The five buildings were designed in industrial interpretations of the Italian Renaissance style and their setting, location, size and survival render them prominent Elmira landmarks. Four of the buildings represent the work of two major Elmira architectural firms, Joseph Considine and Pierce and Bickford.

EMMANUEL EPISCOPAL CHURCH (98NR01398)

The Emmanuel Episcopal Church occupies a small lot on the northeast corner of Pennsylvania Avenue and Mt. Zoar Street in Elmira. Constructed of concrete cast to resemble roughly hewn masonry, the church was built in the High Victorian Gothic style in 1907. The Emmanuel Episcopal Church is considered significant as a representative example of the High Victorian Gothic Revival designs favored by Episcopal churches across America in the late 19th century.



The F.M. Howell Complex consists of multiple structures along the Chemung River.



John Brand, Sr. House on Maple Avenue



John Brand, Jr. House on Maple Avenue

JOHN BRAND, SR. HOUSE (10NR06117)

The John Brand, Sr. House is located on a half-acre parcel at 405 Maple Avenue in a predominately residential neighborhood. The Brand House is significant as an intact example of a large-scale Italianate residence. Built from 1870-1871 for local industrialist and business leader John Brand, Sr., the house is a reflection of brand's community prominence as well as the prosperity and sophistication of Elmira in the third quarter of the 19th century. Brand operated several businesses in Elmira, including a brick manufacturer, grocery sales, and tobacco leaf sales. Brand Park is named after John Brand to honor his impact on the City of Elmira and particularly to Southside.

JOHN BRAND, JR. HOUSE (09NR06059)

The John Brand, Jr. House is located on a 0.82-acre parcel at 351 Maple Avenue in a predominately residential neighborhood. The John Brand, Jr. House is significant as a distinguished and largely intact example of a large-scale Queen Anne/Shingle style residence. Constructed circa 1890, the house combines Queen Anne massing and fenestration with sheathing and decorative elements associated with the Shingle style and the early Colonial Revival. John Brand, Jr. took over his father's tobacco leaf business, becoming wealthy enough to build a stylish new house on one of the newly created lots on the former Sly/Robinson family farmlands along Maple Avenue.

MAPLE AVENUE HISTORIC DISTRICT

The Brand Park Beautification Committee, a task force made up of area business owners and residents, was formed by the City to identify strategies to enhance several blocks of Maple Avenue adjacent to Brand Park. The committee successfully raised private funds for aesthetic enhancements further leveraged with CDBG funds for infrastructure improvements along Maple Avenue. In 2013, the City of Elmira successfully applied to the US Park Service to have Maple Avenue included on the National and State Registers of Historic Places, creating a third Historic District in Elmira and the first in the Southside. The district includes all properties fronting on Maple Avenue from Sly Street to Luce Street.

HISTORIC PRESERVATION

In support of the City’s historic preservation efforts, Elmira achieved Certified Local Government (CLG) status in January of 2009. The CLG program is administered by the NYS Division for Historic Preservation, and provides local communities with technical and financial resources to develop and maintain local programs critical to the preservation of historic properties and resources. Major benefits of the participation in the CLG Program include the ability to enforce the historic preservation standards developed by the US Secretary of the Interior, and access to grant funds for the preservation and enhancement of local sites and districts of historic and cultural significance.

HISTORIC PRESERVATION COMMISSION

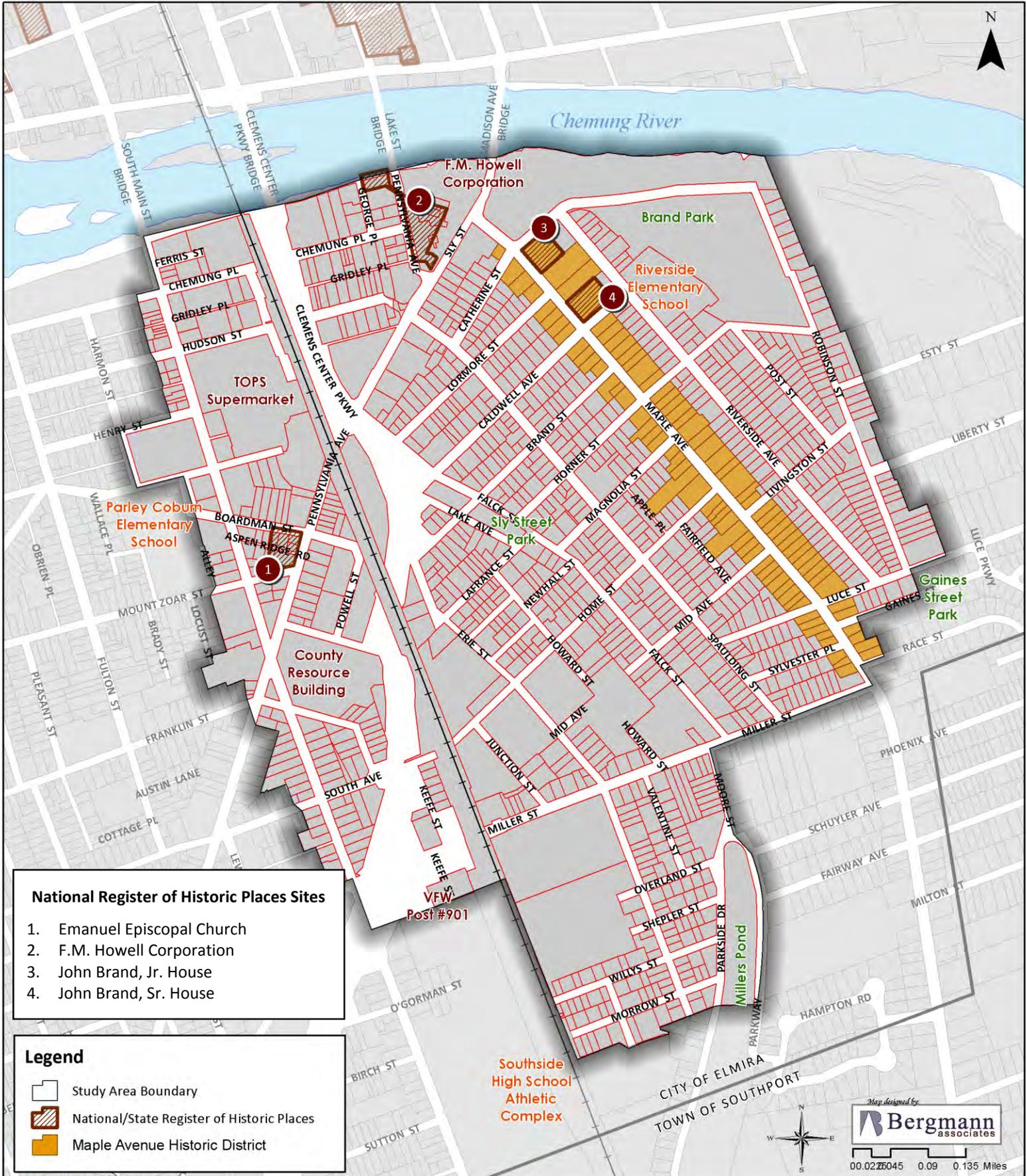
The City’s Historic Preservation Commission was established in 1990. The responsibilities of the commission include:

- identifying and designating structures or resources as local landmarks and historic districts;
- increasing public awareness of historic, cultural and architectural resources;
- reviewing requests for Certificates of Appropriateness; and
- making recommendations concerning the utilization of State, Federal or private funds to promote preservation of landmarks and historic districts within the city.

A further description of the powers and duties of the Historic Preservation Commission is contained within Section 440 of the City of Elmira’s Zoning Ordinance.



The Brand Park Beautification Committee was responsible for the installation of this sign in front of Brand Park.



National Register of Historic Places Sites

1. Emanuel Episcopal Church
2. F.M. Howell Corporation
3. John Brand, Jr. House
4. John Brand, Sr. House

Legend

-  Study Area Boundary
-  National/State Register of Historic Places
-  Maple Avenue Historic District

Southside
High School
Athletic
Complex

3.2.13 Transportation Systems

Elmira's railroads played a significant role in the City's history. At one time, the City of Elmira was served by four major railroads, the New York and Erie Railroad being the main line. The rail line was originally constructed in 1835 in Deposit, New York. The line expanded to Binghamton in 1849, Dunkirk, NY on Lake Erie by 1851 and continued on to Chicago, Cincinnati, and Indianapolis. The company was reorganized as the Erie Railway Company in 1861, and again in 1895 to become the Erie Railroad Company.

The rail line was responsible for the Southern Tier's early economic growth and development. In addition to serving the growing manufacturing sector, the railroad brought year-round transportation to upstate communities that previously relied on the Chenango Canal which was often slow and difficult, particularly in poor weather.

The railroad made the distribution of goods and services faster and more efficient than any mode of transportation to date. It was responsible for connecting small villages and towns to larger markets, and cities like Elmira grew at unprecedented rates. Like many other remaining railroads, the rail line experienced economic downturns. The Erie Railroad merged with the Delaware, Lackawanna and Western Railroad in 1960 becoming the Erie Lackawanna Railroad. The 1972 flood from Hurricane Agnes caused millions in damage to the railroad. The railroad never recovered and was sold to the Conrail in 1976. Today, the original routes are operated by the Norfolk Southern Railway (NSR) which is one of the most extensive intermodal networks in the East covering 20,000 route miles and 22 states. The railway is a major transporter of coal, automotive, and industrial products.



The intersection of Pennsylvania Avenue and South Main Street is large and overpowering to the pedestrian.



The City is currently determining if the Lake Street Bridge could be converted into a pedestrian-only facility.

A transportation infrastructure analysis was conducted in October 2012 to evaluate roadway and sidewalk conditions within the Study Area. The analysis included general roadway network connectivity, traffic volumes and an assessment of pavement conditions. The findings from this analysis will assist in the identification of priority roadway and connectivity investment locations within the Study Area (Maps 12 and 13).

CONNECTIVITY

The Elmira Southside Rising BOA transportation network is arranged in a typical small-city grid pattern traversed by 14.5 miles of roadway with 3.3 miles classified as NYS Routes. The remaining length of roadway consists of local city streets with varying widths that link to various commercial, industrial and residential areas.

The following main roadways provide access to the BOA Study Area:

- Clemens Center Parkway (NYS Route 14) from the north and south;
- South Main Street from the north and south;
- Hudson Ave from the west;
- South Ave from the west;
- Miller Street from the east and west;
- Pennsylvania Avenue/Sly Street from the north and south;
- Maple Avenue from the south; and
- Erie Street from the south.

Bridges over the Chemung River from the north to the Study Area include South Main Street Bridge, Clemens Center Parkway Bridge, Lake Street Bridge and Madison Avenue Bridge. The Lake Street Bridge is closed indefinitely to all traffic due to structural deficiencies. The City is currently considering options for repair or removal of this structure. The long-term impacts of the removal of this bridge on transportation and access to Pennsylvania Avenue should be investigated further as part of the City’s decision-making process.

Clemens Center Parkway is the major corridor within the Study Area and acts as a visual and physical barrier between Study Area neighborhoods on either side. The corridor is a continuous north-south highway that serves vehicular traffic between the Towns of Horseheads and Southport. This roadway provides an efficient method of travel to move through the BOA Study Area but not necessarily within it. Ample connectivity is provided from NYS Route 17 (Future I-86) to Clemens Center Parkway, however, access from the Parkway forces traffic onto neighborhood streets where connectivity and mobility become difficult and confusing, especially for truck traffic.

KEY FINDINGS

Transportation System

Access and roadway configuration improvements at the Lake Avenue intersection with Clemens Center Parkway should be identified to enhance connectivity and wayfinding at this prominent neighborhood gateway.

Consider making the Lake Avenue entrance to the neighborhood a ‘car-only’ gateway, and concentrating truck traffic to Home Street and Miller Street.

The use of the Lake Street Bridge for pedestrian connectivity across the Chemung River would provide a valuable link between Mark Twain Riverfront Park and Brand Park.

Gateway and wayfinding improvements at the Pennsylvania Avenue/Sly Street intersection should be investigated to enhance connectivity and accessibility to the residential neighborhood.

Areas with pavement and sidewalk conditions considered to be ‘Fair’ to ‘Poor’ may be a limiting factor for future development.

A strategic site with poor mobility is located adjacent to the Clemens Center Parkway intersection with Lake Avenue. When entering Lake Avenue from the Parkway drivers are introduced with an immediate turning decision to Erie Street providing access to nearby industrial sites within the surrounding network. The road network adjacent to the Lake Avenue intersection with the Parkway is convoluted and confusing, requiring multiple turning movements and decision-making points.

Another strategic site is located along Pennsylvania Avenue between Lake Street and Hudson Street on the west side. The approaches of Lake Street and Hudson Street to Pennsylvania Avenue have very sharp curves that offer difficult turning movements, visual confusion and poor sight distances for truck traffic. In general, trucks frequenting industrial sites within residential neighborhoods of the BOA Study Area do not have ample radius to complete legal turning movements.

Overall connectivity within the Study Area itself appears to be good; however, potential development sites within the Study Area need more direct access paired with geometry improvements to accommodate trucks, as well as targeted improvements to improve intuitive wayfinding through Study Area neighborhoods. These flaws in connectivity deter future economic development.

Transportation Excess

Transportation rights-of-way as a percentage
of overall land area.

Southside Rising Study Area

30%

City of Elmira

22%

TRAFFIC VOLUMES

Traffic volumes along major links within the BOA Study Area were obtained from the New York State Department of Transportation (NYSDOT) and are shown in Map 8. NYSDOT’s Annual Average Daily Traffic (AADT) volumes and visual inspection of the roadway network indicate minimal traffic congestion providing an efficient and reliable transportation system. Operation of travel generally experiences acceptable levels of service with isolated intersection approaches that may experience poor levels of service during peak hours.

PAVEMENT CONDITIONS ASSESSMENT

Pavement conditions within the BOA Study Area were assessed and documented on a ‘Good’, ‘Fair’, or ‘Poor’ rating scale and are shown in Map 13. ‘Good’ sections of the roadway are illustrated in green and represent little to no distress in the pavement, ‘Fair’ sections of the roadway are illustrated in orange and represent moderate distress, and ‘Poor’ sections of the roadway are illustrated in red and represent severe distress and distortion including various types of cracking, patching, and uplifting. See Figures 20 and 21 for pavement and sidewalk condition examples. See Section 3.2.9 for a depiction of sidewalk conditions within the Study Area.

Approximately 25 percent of the roadways are considered ‘Good’, 45 percent are ‘Fair’, and 30 percent are ‘Poor’. Sidewalks follow a similar pattern with 20 percent considered ‘Good’, 60 percent ‘Fair’ and 20 percent ‘Poor’. Within the Study Area, City roadways that carry significant vehicular traffic volume (greater than 1,000 AADT) are South Main Street, Hudson Avenue, Pennsylvania Avenue/Sly Street, Maple Avenue, and Miller Street. Clemens Center Parkway was excluded from the pavement and sidewalk conditions assessment.

South Main Street

Pavement conditions along South Main Street are generally fair to poor with fair conditions located adjacent to commercial properties and at signalized intersections between Mount Zoar Street and Hudson Avenue. Poor pavement conditions are located adjacent to residential properties with severe distress found between Mount Zoar Street and Miller Street. Sidewalk conditions along South Main Street are good to fair adjacent to commercial properties. Similar to pavement conditions, good sidewalks were identified between Mount Zoar Street and Hudson Avenue, while poor conditions were found primarily adjacent to residential properties between Mount Zoar Street and Miller Street.

Figure 20

Good Pavement Conditions



‘Good’ sidewalk along South Main Street (top) and pavement along Maple Avenue (bottom).

Figure 21

Poor Pavement Conditions



'Poor' sidewalk (top) and pavement (bottom) along Spaulding Street.

Hudson Avenue

Hudson Avenue generally exhibited good pavement and sidewalk conditions between the Clemens Center Parkway and South Main Street intersections. East of Clemens Center Parkway, the pavement and sidewalk conditions are fair to poor. The pavement condition transitioned from fair to poor when traveling east towards the intersection with Pennsylvania Avenue.

Pennsylvania Avenue/Sly Street

The pavement condition on Pennsylvania Avenue from the Chemung River heading south to the intersection with Sly Street is poor while the sidewalks are generally in good to fair condition along the commercial property frontages. Sly Street from the Chemung River heading south to the intersection with Pennsylvania Avenue has good to fair pavement and sidewalk conditions.

Pennsylvania Avenue between Sly Street and Clemens Center Parkway exhibits good pavement conditions with a range of good to fair conditions between Clemens Center Parkway and South Main Street. The sidewalk pavement conditions also range from good to fair with segments of poor condition at various locations between Sly Street and South Main Street.

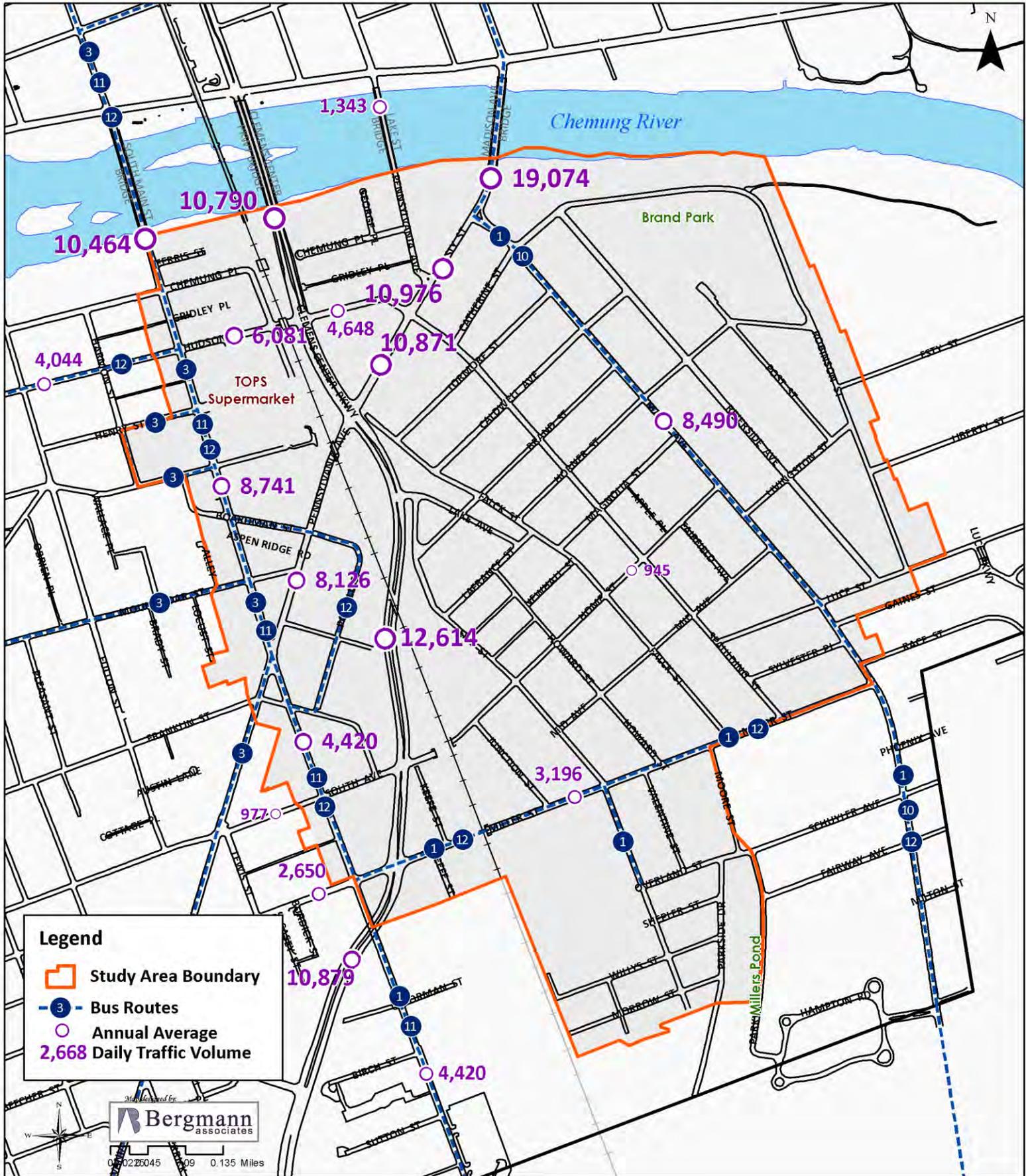
Maple Avenue

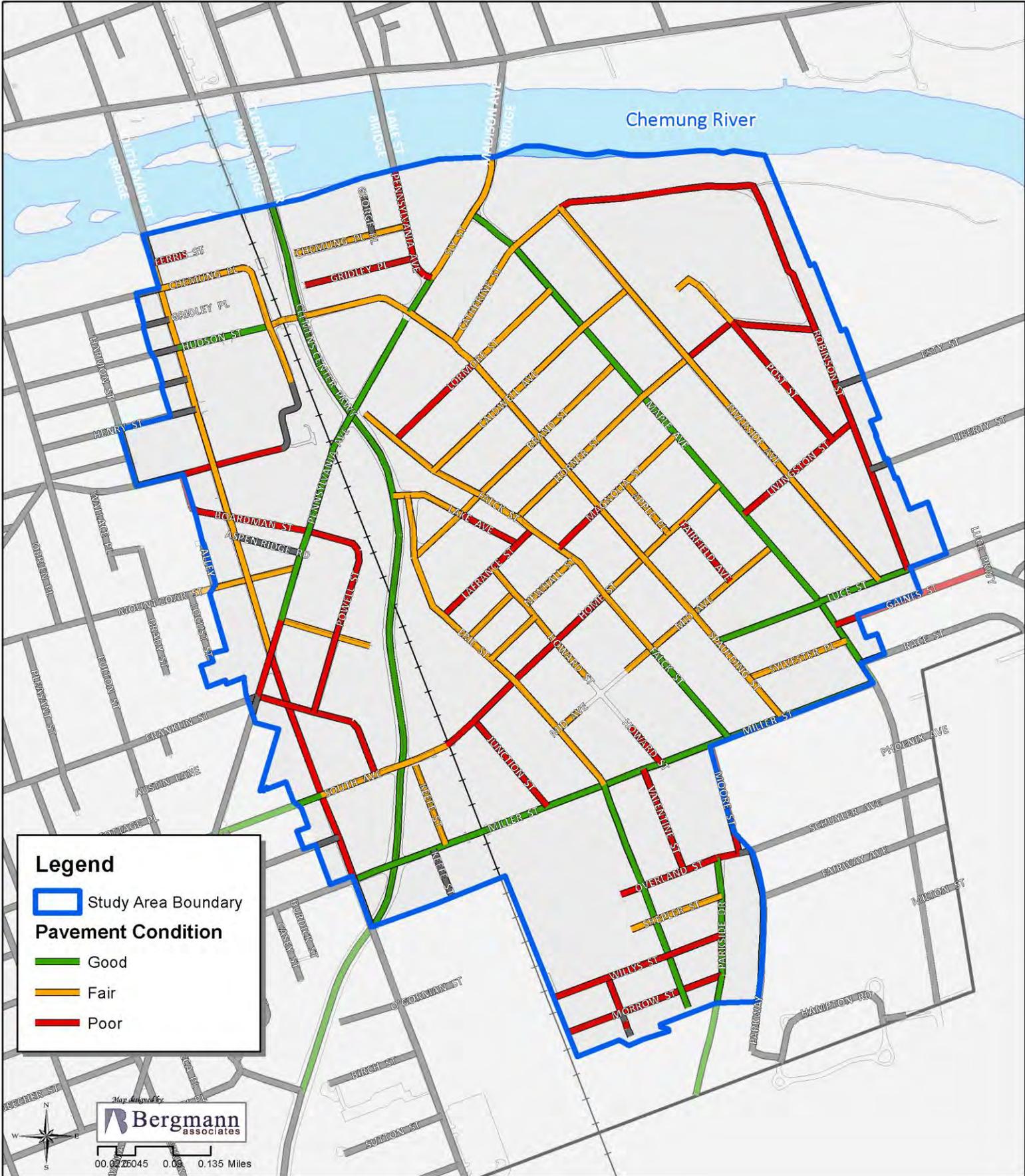
The pavement along Maple Avenue from Sly Street and Miller Street is in good condition. The roadway was resurfaced within the last two years. Sidewalks are generally in fair condition with segments in poor condition at various locations.

Miller Street

The pavement condition along Miller Street from Maple Avenue to Clemens Center parkway is fair. Sidewalks are generally in fair condition with segments in good condition at the new commercial property frontage between Erie Street and the Norfolk Southern Railroad. There are limited segments of poor conditions at isolated locations.

Remaining local neighborhood streets within the Study Area (not listed above) carry significantly less vehicular traffic volume. In general, these roadways have pavement and sidewalk in fair to poor condition. Trucks that frequently drive through local neighborhood streets could cause advanced deterioration of streets and create safety hazards. Pavement and sidewalk improvements must be implemented to support future developments within the Study Area.





3.2.12 Infrastructure and Utilities

A utility infrastructure capacity analysis was conducted in October 2012 to evaluate sanitary sewer, storm sewer, water, electrical and natural gas capacity within the Study Area. The findings from this analysis will assist in the identification of priority utility investments within the Study Area.

SANITARY SEWERS

The sanitary sewer system within the City of Elmira Southside Rising BOA includes separate sanitary sewers, combined storm and sanitary sewers, and interceptor sewers. Sanitary sewer service within the study area is provided by the Chemung County Sewer District. The District’s Milton Street Wastewater Treatment Facility treats all of the wastewater generated in this region, as well as wastewater from the City of Elmira north of the Chemung River. The following section provides a brief summary of the sanitary sewer system’s primary components. Please see Maps 14 and 15 – *Sanitary Sewer Infrastructure* for a detailed figure of the existing sanitary sewer system.

Separate Sanitary Sewers

The BOA separate sanitary sewer system consists of approximately 2.9 miles of pipe ranging in size from 10 to 36 inches in diameter. Within the study area, separate sanitary sewer service is located solely where separate storm sewers have been installed. Tops Supermarket, AutoZone, and ALDI Grocery Store between South Main Street and the Norfolk Southern railroad are several of the commercial developments utilizing the Chemung County Sewer District’s separate sanitary sewer network. Howell Marketing Services along Miller Street and LaFrance Equipment along Clemens Center Parkway, are two businesses within light industrial zones serviced by separate sanitary. The RD – Multi-Family and RB – 1 to 2 Family zones east of the railroad, as well as the RA – 1 Family zone south of Miller Street are three residential city zones connected to the separate sanitary system. Please see Map 5 – Zoning for a detailed figure of the study area’s land use zones.

It is anticipated that sewer laterals from future developments within the study area will tie into the existing separate sewer system. For example, two 10-inch diameter sanitary lines extend from Erie Street west to a vacant shopping center south of Howell Marketing Services.



Howell Marketing Services along Erie Street is serviced by separate sanitary sewers.

At this time, only a fitness center remains on the 8.4-acre parcel. One 10-inch diameter sanitary sewer line, even in a state of 50% full, could support approximately 680,000 square feet of retail/office space, over 500 hotel rooms, or over 150 residential housing units. There appears to be sufficient coverage and capacity to support future projects of this magnitude within the study area.

Another potential development location within the study area is the triangular region bordered to the north by the Chemung River, to the east by Sly Street/Pennsylvania Avenue, and to the west by Clemens Center Parkway. This site, over 22-acres in size, currently contains general commercial, light industrial, and 1-2 family zones. A 12-inch sanitary sewer line services this region and at 75 percent full, it could support an additional one-half million square feet of retail/office, over 400 hotel rooms, and over 100 residential units. Additionally, a vacant lot owned by the City of Elmira is located between Erie Street and the Norfolk Southern Railroad. The 4-acre sized property would most likely tie a 12-inch sanitary sewer line into the existing 45-inch diameter combined sewer line along Home Street. At 25 percent full, the 12-inch line could adequately meet the needs of nearly 1.5 million square feet of retail/office space, over 1,200 hotel rooms, and over 350 residential units.

Combined Sewers

A combined sewer system of sanitary and storm inflows services the majority of the Southside Rising BOA. Except for those locations of separate storm sewer lines displayed on Map 16 – Stormwater Infrastructure, the rest of the study area consists of combined sewers. Approximately 10.5 miles of combined sewers with pipes ranging from 8 to 66 inches in diameter convey sanitary and stormwater to the Milton Street treatment facility. A 45-inch diameter reinforced concrete pipe follows Home Street east from the Norfolk Southern railroad to Maple Avenue where it increases to 54-inches in size and then to 66-inches on Luce Street. This is the major sanitary sewer line within the study area. Significantly increased flows during intense rainfall events result in combined sewage and stormwater discharge from a combined sewer overflow into the Chemung River at the end of Luce Street east and downstream of the study area. Please see Combined Sewer Overflows for more information.



Combined Sewer Overflow (CSO) to Chemung River.

Currently, the Chemung County Sewer District’s Milton Street Wastewater Treatment Facility treats 7-8 million gallons per day. During rainfall events, the facility may treat up to 32 million gallons in a single day due to sanitary inflows and surface runoff from adjacent impervious developments. The Sewer District does not have plans to separate sanitary and storm sewers unless it is part of future roadway projects.

Interceptor Sewers

A 66-inch diameter reinforced concrete interceptor sewer begins at the intersection of Luce Street and Robinson Street along the eastern edge of the BOA study boundary. The reinforced concrete pipe collects numerous inflows of sewage and stormwater from smaller diameter pipes and travels outside of the study area to the end of Luce Street. [The 66-inch pipe then converges with a 42-inch diameter reinforced concrete pipe proceeding south and transporting wastewater generated from users north of the Chemung River. From this point at the end of Luce Street, a 48-inch diameter concrete reinforced pipe follows the river south to the Chemung County Sewer District’s Milton Street Treatment Facility.

Pump Stations

The separate sanitary, combined sanitary and storm, and interceptor sewers flow via gravity east toward Luce Street and then south toward the Milton Street Wastewater Treatment Facility. There are, however, no pump stations within the study area to convey sewage from lower elevations to higher elevations. Any pump stations required for the sanitary sewer system are located outside the confines of the BOA boundary.

STORM SEWERS

The City of Elmira Southside BOA storm sewer system is comprised of separate storm sewers, combined sanitary and storm sewers, and storm sewer outfalls. The city’s department of public works manages the storm sewer system and is an MS4-complying municipality, meeting the requirements of the federal Municipal Stormwater Sewer System (MS4) Permit reporting program. The following section provides a brief summary of the storm sewer system’s primary components. Please see Map 16 – *Stormwater Infrastructure* for a detailed figure of the existing storm sewer system.



A CSO outfall outside of the Study Area along Luce Street prior to sanitary sewers reaching the wastewater treatment plant.

Separate Storm Sewers

Limited networks of separate storm sewers exist within the Elmira Southside BOA. A total of 7.55 miles of storm sewers traverse the 434-acre BOA study area and the majority of the lines are located along Clemens Center Parkway. These lines, ranging in size from 6-inches to 84-inches, extend south from the Chemung River to the study area's southern boundary along Miller Street and Morrow Street. Separate sewer lines branch east and west from the main lines to service impervious commercial surface areas such as Tops Supermarket, Rite Aid Pharmacy, and ALDI Grocery Store and their associated parking lots. Stormwater from this network north of Pennsylvania Avenue drains into the Chemung River, while the remainder flows to the city's combined sewer system.



Typical storm drain.

Another network of separate storm sewers is located south of Miller Street and extends to Morrow Street between the Norfolk Southern railroad and Miller's Pond. The storm sewer pipes in this area drain a residential neighborhood, Howell Marketing Services (a light industrial complex), and a mostly vacant shopping center and parking lot. Stormwater from this system discharges directly into Miller's Pond. Coldbrook Creek, in turn, drains Miller's Pond and flows southeast into the Chemung River.

A smaller stormwater sewer system in the study area's northeastern corner collects stormwater runoff along Catherine Street, runoff from Brand Park, and runoff from the land between Catherine Street and the earthen levee on the banks of the Chemung River. No storm sewer outlet was located for this region.

Due to the limited amount of separate stormwater sewers currently in place, significant stormwater management will be required for future developments. In accordance with the Chemung County Stormwater Coalition, future projects meeting certain criteria must develop a Stormwater Pollution Prevention Plan with erosion and sediment controls that follow the *New York State Standards and Specifications for Erosion and Sediment Control* and the *New York State Stormwater Management Design Manual*.

Combined Sewer Overflows

There are no combined sewer overflows (CSO) located within the Elmira Southside BOA boundary. However, there are numerous combined sewer lines traversing the BOA that converge into a single

66-inch diameter reinforced concrete pipe at the end of Luce Street, one block east from the eastern study perimeter. The combined sanitary and storm sewer line overflows during heavy rainfall events and then discharges into the Chemung River. This combined sewer overflow, while outside of the BOA boundary, should be noted on future development maps to ensure conflict avoidance.

Storm Sewer Outfalls

The Chemung River and Miller’s Pond are the only two outfall locations for storm sewer discharge within the Elmira Southside BOA boundary. Together, three outfall sites were identified during field inspection; each of these outfalls solely discharges stormwater.

A system of separate storm sewers from Miller Street to Chemung Place, and which predominantly follows the Clemens Center Parkway, is located on the western half of the study area. The portion of this network that is situated north of Pennsylvania Avenue converges to a single 84-inch diameter corrugated metal pipe approximately 350 feet south of the Chemung River. The pipe then drains into the river between the existing Norfolk Southern railroad and the Clemens Center Parkway Bridge.

Two storm sewer outfalls located on the banks of Miller’s Pond drain stormwater runoff for much of the study area’s southern portion between the Norfolk Southern railroad and the pond, itself. A 24-inch diameter corrugated metal pipe follows Willys Street west beneath Parkside Drive and carries stormwater runoff into Miller’s Pond. An additional corrugated metal pipe, 24-inches in diameter, discharges into Miller’s Pond from the northern end of the pond. This pipe conveys stormwater from north to south and is located within the Miller’s Pond Park.

WATER

The public water infrastructure within the City of Elmira Southside Rising BOA Nomination Study is serviced and maintained by the city’s Elmira Water Board (EWB). Pipes consisting of copper, iron, and plastic and ranging in size from 1.5-inches to 12-inches follow each street within the study area, conveying potable water to all businesses and residents. Tops Supermarket owns hydrants and private 6-inch lines to its facility on South Main Street.

KEY FINDINGS

Infrastructure and Utilities

Future developments will tie sanitary sewer laterals into the existing sanitary sewer network. There appears to be sufficient coverage and capacity of sanitary sewers to support additional growth within the study area.

In order to comply with state regulations concerning stormwater runoff and discharge, combined with the limited amount of existing storm sewers, considerable stormwater management is anticipated.

Water service coverage is adequate, but the capacity is not known at this time.

There is significant electrical and natural gas infrastructure in place to meet the needs of future development projects.

The largest water lines follow three of the study area’s primary thoroughfares: South Main Street, Maple Avenue, and Pennsylvania Avenue. 8-inch water lines are located along South Main Street and Maple Avenue. A 12-inch line proceeds south along Pennsylvania Avenue from the Chemung River to Clemens Center Parkway, and a 6-inch line continues further south down the avenue. 6-inch lines branch out to follow the study area’s side streets as smaller lines connect to residential properties and commercial establishments.

A 12-inch service main that supplies the study area with potable water loops through a portion of the region. The service main follows West Hudson Street to East Hudson Street to Pennsylvania Avenue and south to Partridge Street. The 12-inch line then proceeds west along Partridge Street to Harmon Street, north to West Henry Street, west to Fulton Street, and back south to Partridge Street. It is believed that this line begins on West Hudson Street, where a well field operated by the EWB is located near the intersection of Morrow Avenue. All water is treated at the filtration plant located north of the Chemung River on Fountain Drive before it is distributed for consumption.

System pressure data is available upon a specific location request to the EWB. The board has plentiful data for numerous hydrants in the study region, but would like specific hydrants listed when seeking pressure information.

ELECTRIC

New York State Electric and Gas (NYSEG) operates an electrical transmission substation on Cedar Street/Route 427 approximately 4,500 feet south of the Morrow Street southern boundary. Higher voltage distribution lines/sub-transmission lines supply electricity to the substation, while lower voltage lines from the station service light industrial, commercial, and residential power needs on Elmira’s Southside. Additionally, there is a smaller NYSEG-operated electrical substation located on the southern boundary of the study area. This station, which is situated south of Morrow Street and east of the Norfolk Southern railroad, also supplies electrical service to businesses and residents within the BOA boundaries.



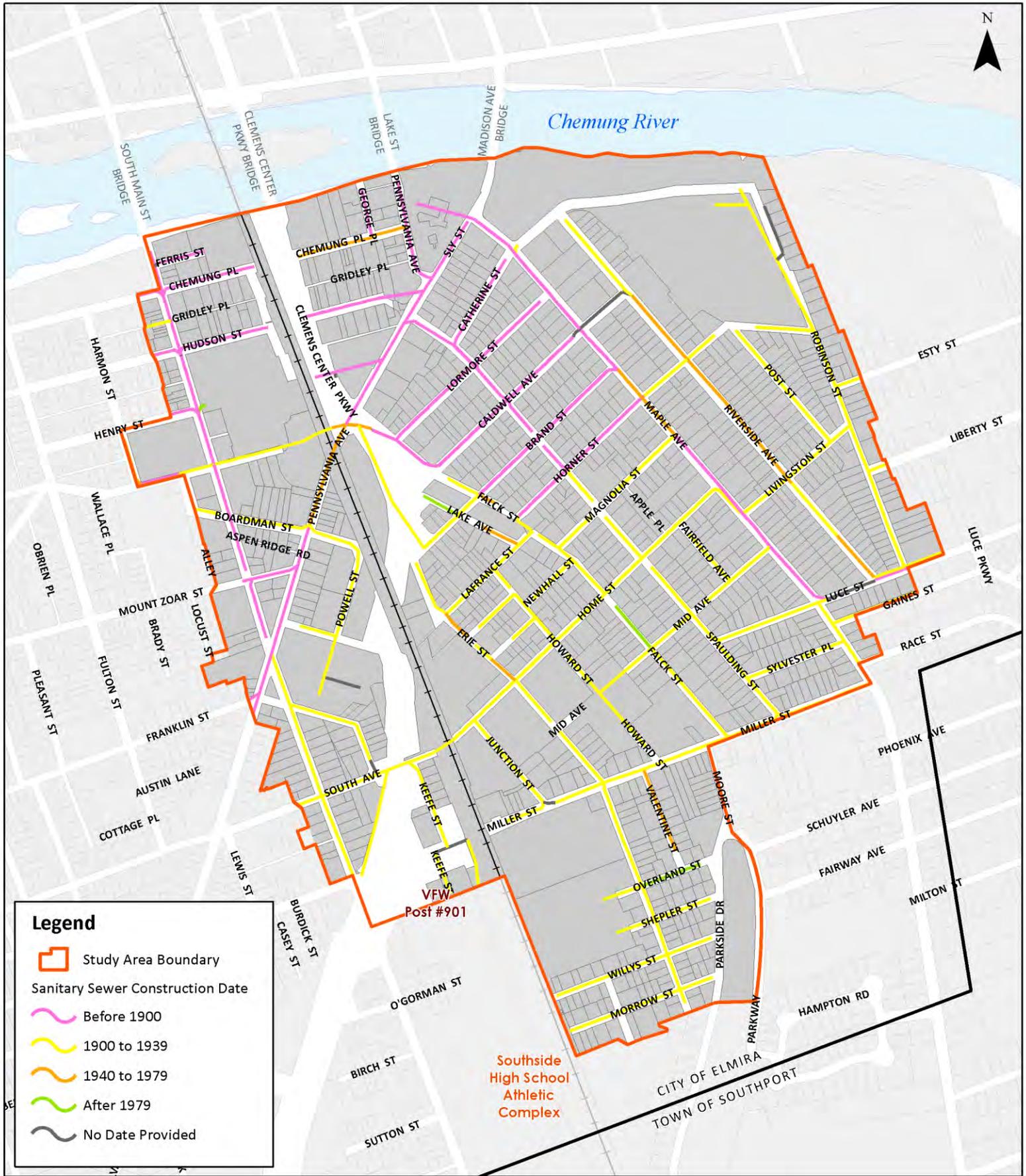
NYSEG’s Hampton Roads Station services the Study Area.

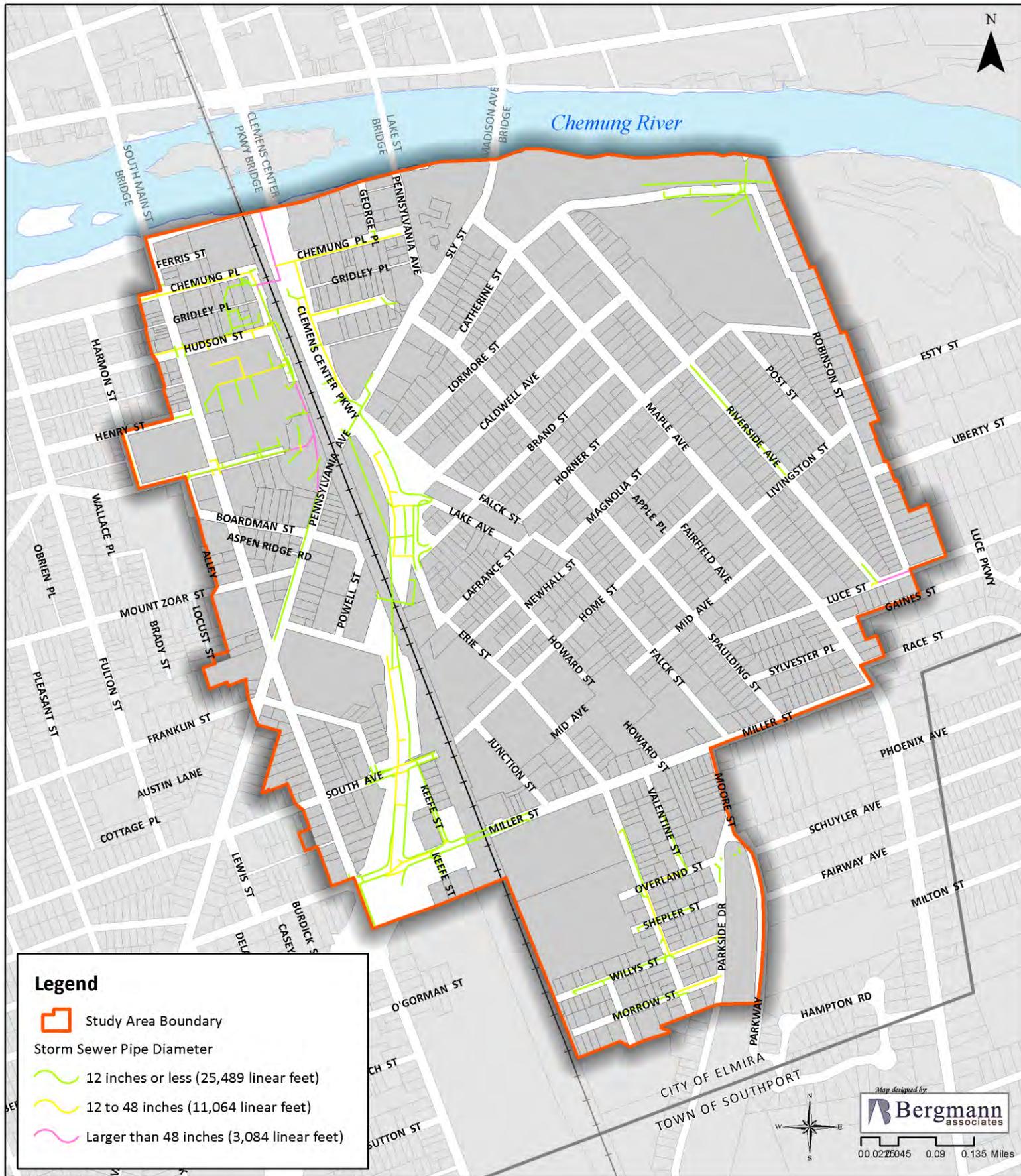
Mapping and system information for the privately owned and managed overhead electrical distribution and transmission network is not available. However, field inspection indicates that there is significant NYSEG electrical infrastructure in place to provide the capacity for future developments. Standard three-phase electrical lines are present throughout the study area with private transformers located at numerous commercial establishments. Lines appearing to transmit higher voltage electricity follow Pennsylvania Avenue to F.M. Howell Corporation and other users of high electrical volume.

Limited mapping and system information is available for underground electrical lines present in the study area. The underground electrical lines, privately owned and managed, are primarily located on the western half of the study area. Based on data provided by the City of Elmira Department of Public Works, dual lines follow Clemens Center Parkway south from the Chemung River to Miller Street at the study's southern boundary. Additionally, an underground electrical line is located along South Main Street from the Chemung River to the intersection of South Main Street and Franklin Street. Two sections of lines are present along Sly Street and also from the Pennsylvania Avenue / Sly Street intersection to the intersection of Pennsylvania Avenue and Sly Street.

NATURAL GAS

Mapping and system information for the privately managed natural gas network owned by New York State Electric and Gas was not available for review. There are, though, numerous commercial, light industrial, and residential natural gas users in the study area and it is anticipated that sufficient capacity and coverage is available to support future developments.





3.2.13 Natural Resources and Environmental Features

Economic, population, and other demographic information can help community leaders understand how an area will grow, but the natural features in a community influence where that growth can and should take place. Features such as steep slopes, wetlands, rivers, and unstable soils can make development unsuitable. Working with these existing land features ensures a sustainable and environmentally friendly community.

WATER RESOURCES

The Chemung River is the largest and most prominent water body within the City, and it occupies the northern boundary of the BOA Study Area. The Chemung River provides drainage for a majority of Steuben and Chemung Counties into the Susquehanna River near Sayre, Pennsylvania. Major tributaries to the Chemung include the Cohocton River, the Canisteo River, and the Tioga River. The Chemung River basin is subject to flooding, with levees and flood control structures regulating flow in vulnerable tributaries, including: Canisteo River, Canacadea Creek, Tioga River, Hoffman Brook, Newtown Creek, North Branch of Newtown Creek, Jackson Creek, and Marsh Creek. According to the 2008 Regional Comprehensive Economic Development Strategy prepared by the Southern Tier Central Regional Planning and Development Board, the City of Elmira utilizes the Chemung River for approximately 60 percent of its potable water, with the remainder obtained from wells. According to records, there are no NYSDEC freshwater wetlands located in the vicinity of the Study Area.

Floodplains

Flooding is a natural and recurring event that results from heavy or continuous rainfall that exceeds the soil's absorptive capacity and the flow capacity of rivers and streams. Once these capacities are exceeded, the waterway overflows its banks and spills into adjacent low-lying areas. Floodplains are these adjacent low-lying areas that are most subject to recurring inundation. Floods, and floodplains, are generally defined according to their statistical frequency of occurrence. A "100-year floodplain", for example, is an area that is subject to a one percent or greater chance of flooding in any given year (100-year floodplains are also known as Special Hazard Flood Areas), while a "500-year floodplain" is subject to a 0.2 percent or greater chance of flooding in any given year.

Using the FEMA Digital Q3 Flood Data for Chemung County, approximately 358 acres of floodplains were identified within the Study Area, the vast majority of which are categorized as 500-year floodplains:

- 100-year floodplains – 5.1 acres
- 500-year floodplains – 353.2 acres

As is depicted in Map 13, 500-year floodplains extend all the way to Miller and Franklin Streets in the southwestern corner of the Study Area, while 100-year floodplains are limited to a small section of the Study Area immediately adjacent to the Chemung River. This is likely the result of the channelization of the river in the Study Area.

Wetlands

There are no National Wetland Inventory or NYSDEC wetlands located within the Study Area (see Map 17).

Groundwater

Groundwater provides a source for drinking water to one-quarter of New Yorkers and half of all Americans and, as such, is an important resource to understand when considering the redevelopment potential of brownfields.

When rain falls to the ground, some of it runs off into streams, lakes, and other bodies of water, some is taken up by plants and some of it becomes caught in puddles and evaporates. The remaining water, however, seeps into the ground through the underlying soil material and moves through the interconnected spaces between the soil particles or through the fissures in rock until it reaches the saturated zone, located below the water table, where it becomes groundwater.

An aquifer is a geologic formation or stratum containing groundwater in its void spaces and pores. Typically, two types of aquifers exist – confined and unconfined aquifers. Confined aquifers are those groundwater storage areas sandwiched between two layers of impermeable materials (e.g., clay) that impede the flow of water into and out of the aquifer. These aquifers are sometimes known as artesian aquifers. Unconfined aquifers, however, do not possess an upper confining layer and are instead bounded by the water table. As such, these types of aquifers, especially those located near the surface, are particularly vulnerable to contamination. Both types of aquifers are located within the Study Area (see Map 17).

The Elmira-Horseheads-Big Flats aquifer, which underlies the entire Study Area (as well as most of the City), is characterized as a high-yield unconfined aquifer that can yield more than 100 gallons per

minute. There is also a section of a confined aquifer located in the northern portion of the Study Area. This confined aquifer lies beneath the Elmira-Horseheads-Big Flats aquifer.

TOPOGRAPHY

The City of Elmira is located in a broadened plain of the Chemung River at the confluence of numerous creeks that drain the surrounding lands of the Appalachian Mountains (see Map 18). As can be seen in Map 19, the topography across the site has little variation, with a gradual drop of 16 feet from west to east. The largest non-natural topographic feature within the Study Area is the embankment for the elevated rail line that bisects the Study Area.

GEOLOGY & SOILS

Surface Geology

The latest glacial episode in New York State (i.e., the Late Wisconsin) began approximately 27,000 years ago and reached its greatest extent 21,000 years ago, when the entire state was covered by glaciers. As the climate began to warm around 19,000 years ago, the glaciers began to retreat. As the Wisconsin ice sheet retreated from its southern-most extent in northern Pennsylvania, it left behind in kames, eskers and gravel terrace deposits in the Susquehanna Valley near Waverly and Elmira.

To gain a better understanding of the effects of the Late Wisconsin glacial episode on the Study Area, surface geology data provided by the New York State Museum was examined. As is depicted in Map 20 surface geology of the Study Area is primarily comprised of two materials – recent alluvium (50 percent) and outwash sand and gravel (50 percent). A description of each material follows:

- *Recent alluvium* – Oxidized fine sand to gravel, permeable, generally confined to flood plains within a valley; in larger valleys may be overlain by silt, subject to flooding, thickness 1-10 meters.
- *Outwash sand and gravel* – Coarse to fine gravel with sand, proglacial fluvial deposition.

According to the Chemung County Soil Survey, areas characterized by alluvial deposits are prone to flooding and, as such, generally present poor conditions for foundations. Soils formed in outwash deposits, however, are typically well drained and thus suitable for most uses

KEY FINDINGS

Natural Resources

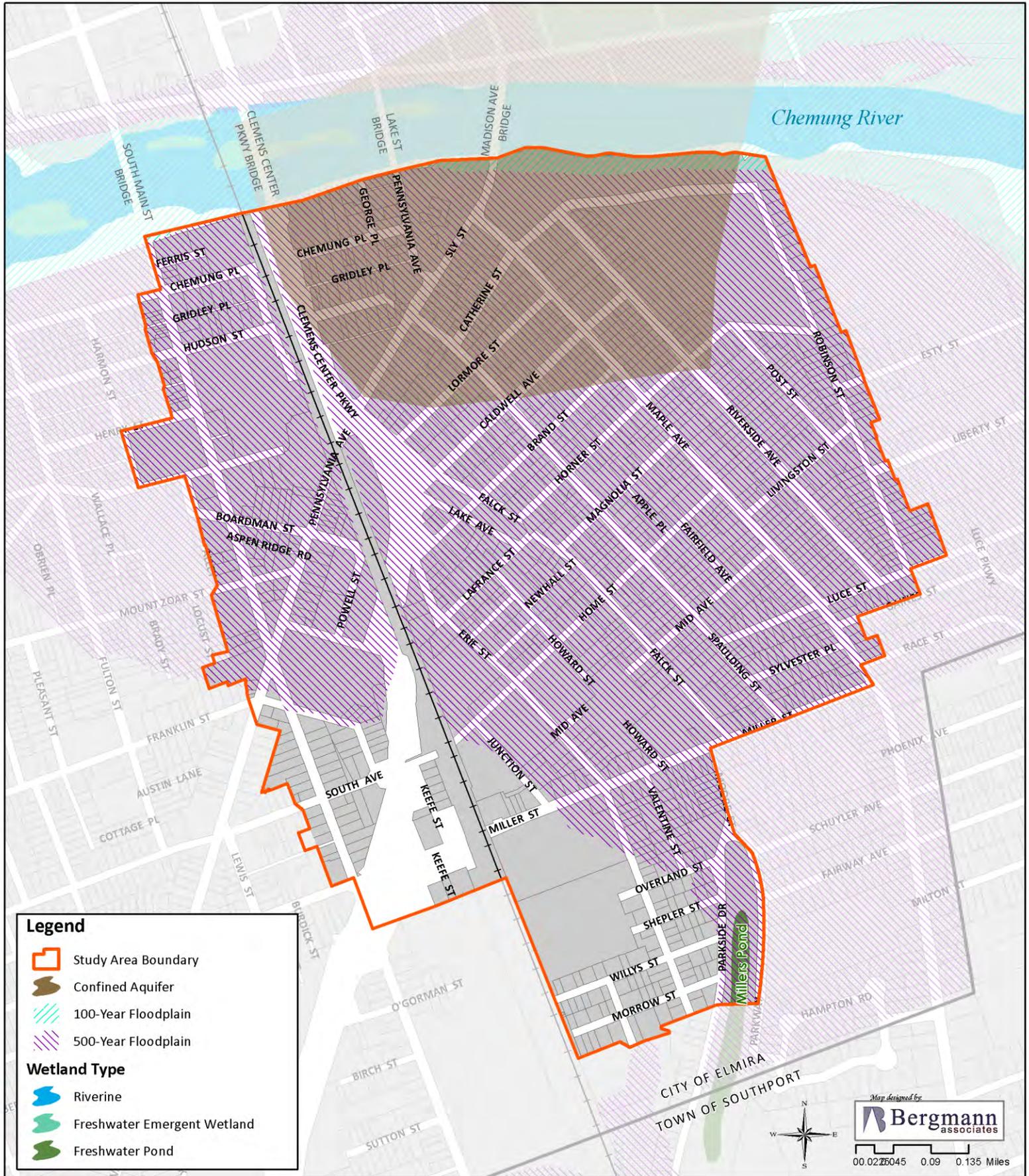
Approximately 82 percent of the Study Area is within the Chemung River’s 500-year floodplain, which poses limitations on the placement of critical infrastructure and the finished floor elevation of new development.

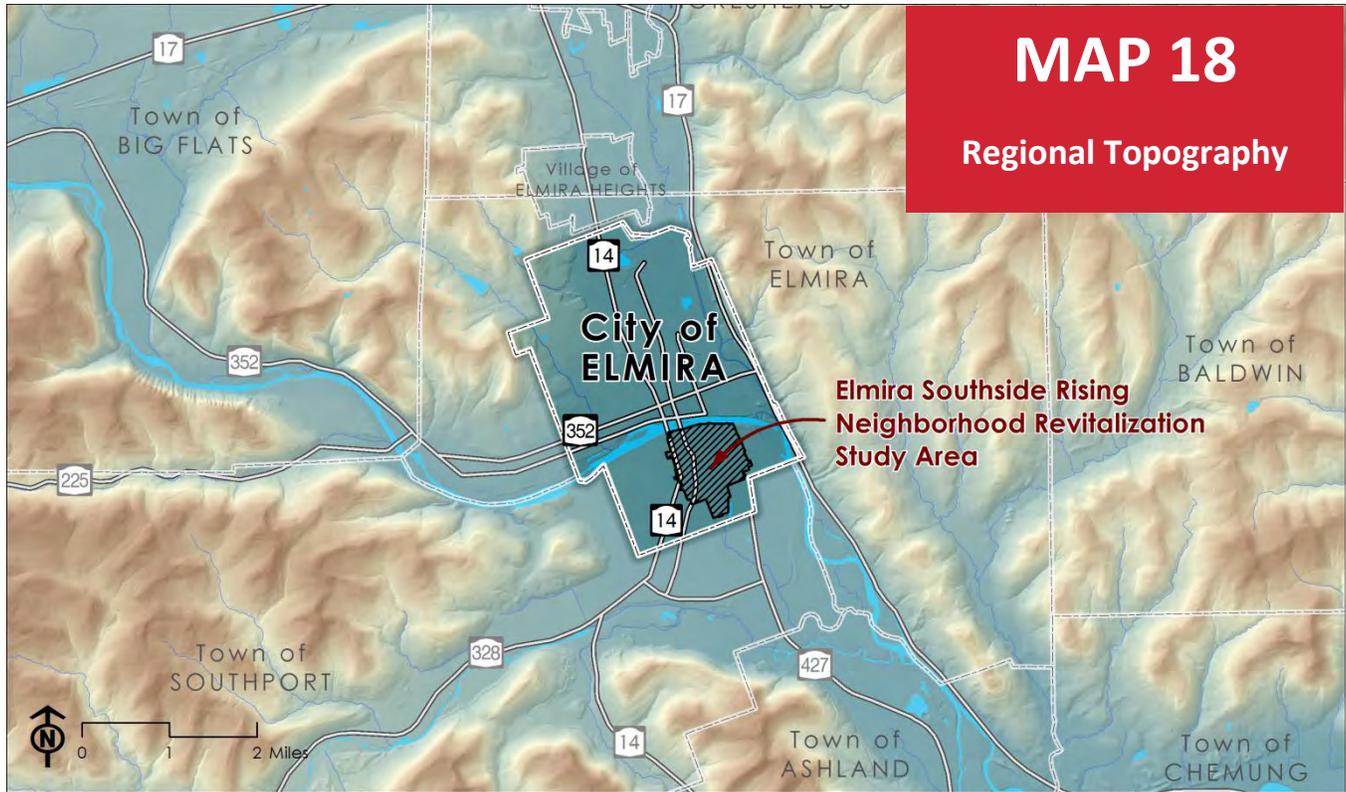
The entire Study Area overlays the Elmira-Horseheads-Big Flats unconfined aquifer. The vulnerability of unconfined aquifers to contamination from surface activities should be a primary consideration for future industrial and manufacturing uses within the Study Area.

The limited topographic variation in the Study Area negatively impacts the potential for large-scale storm water management.

The high infiltration rates and well-drained status of soils in the Study Area support redevelopment activities, yet increase concerns regarding the infiltration of contaminated runoff entering the aquifer.

The filtering and pre-treatment of storm water will be an important consideration for future development.





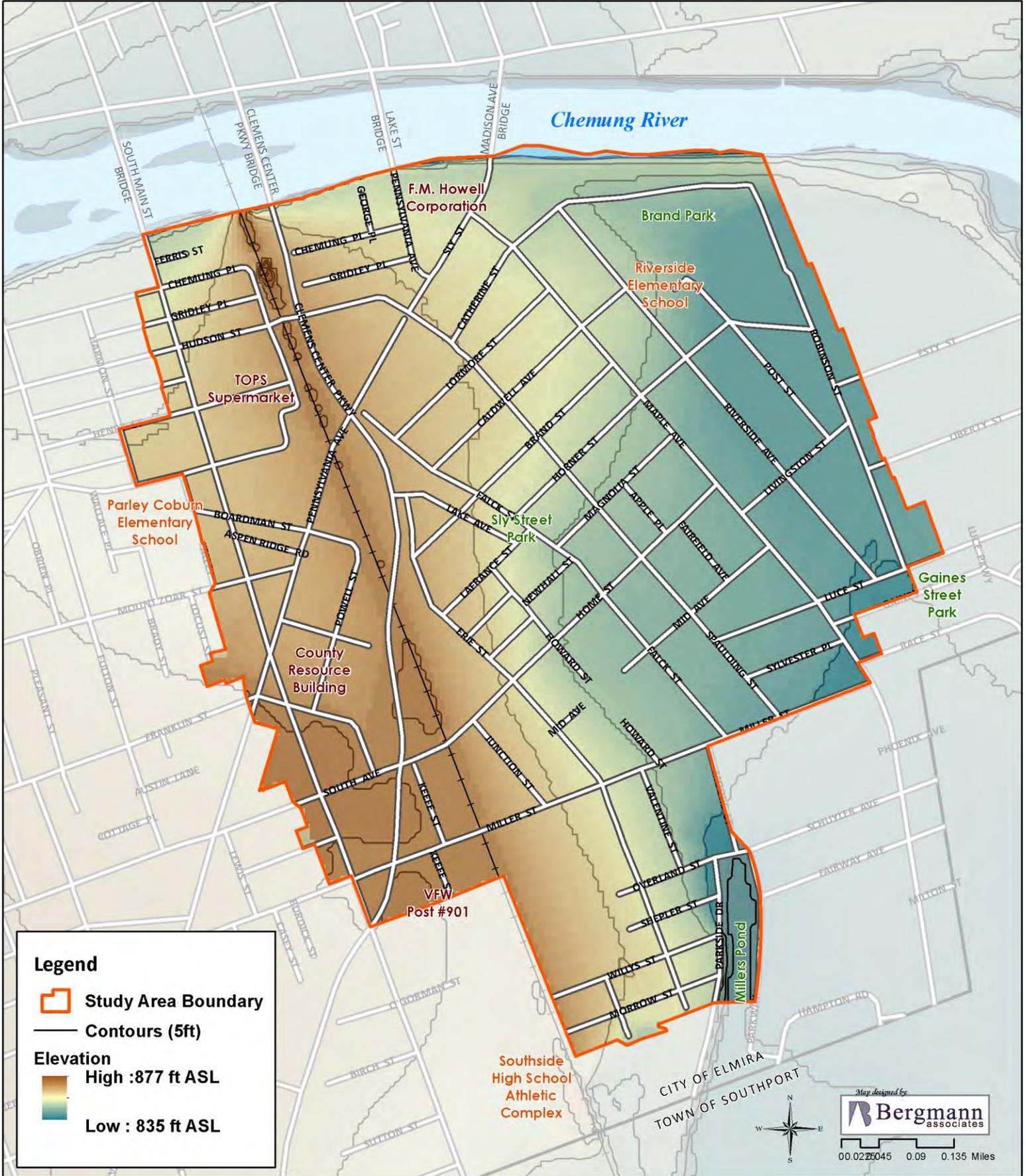
Soils

Based on information presented in the Chemung County Soil Survey, the Study Area encompasses six different soil types, of which two comprise almost 97 percent of the total land area. A more detailed breakdown of the soils types present in the Study Area is provided in Table 7.

Table 7: Soil Types

Soil Type	Acres	Percent
HoA – Howard gravelly silt loam, 0 to 3 percent slopes	188.3	43.4%
Mc – Made Land	0.4	0.1%
Tg –Tioga silt loam	11.9	2.7%
UnA – Unadilla silt loam, 0 to 3 percent slopes	231.3	53.3%
W –Water	1.8	0.4%
Totals	433.8	100%

Source: USDA Soil Survey for Chemung County, NY.



Given the Study Area’s location in the floodplain of the Chemung River, of particular importance is the soils’ ability to absorb precipitation. Accordingly, the Natural Resource Conservation Service has classified soils into four Hydrologic Soil Groups based on the soil's runoff potential – A, B, C, and D. A brief discussion of each group, as well as its relation to the Study Area is provided in Table 8 and Map 21. As is depicted in Table 8, the majority of the Study Area’s soils are in Hydrologic Soil Groups A and B and are considered to have high infiltration rates and are well-drained.

Table 8: Hydrologic Soil Groups

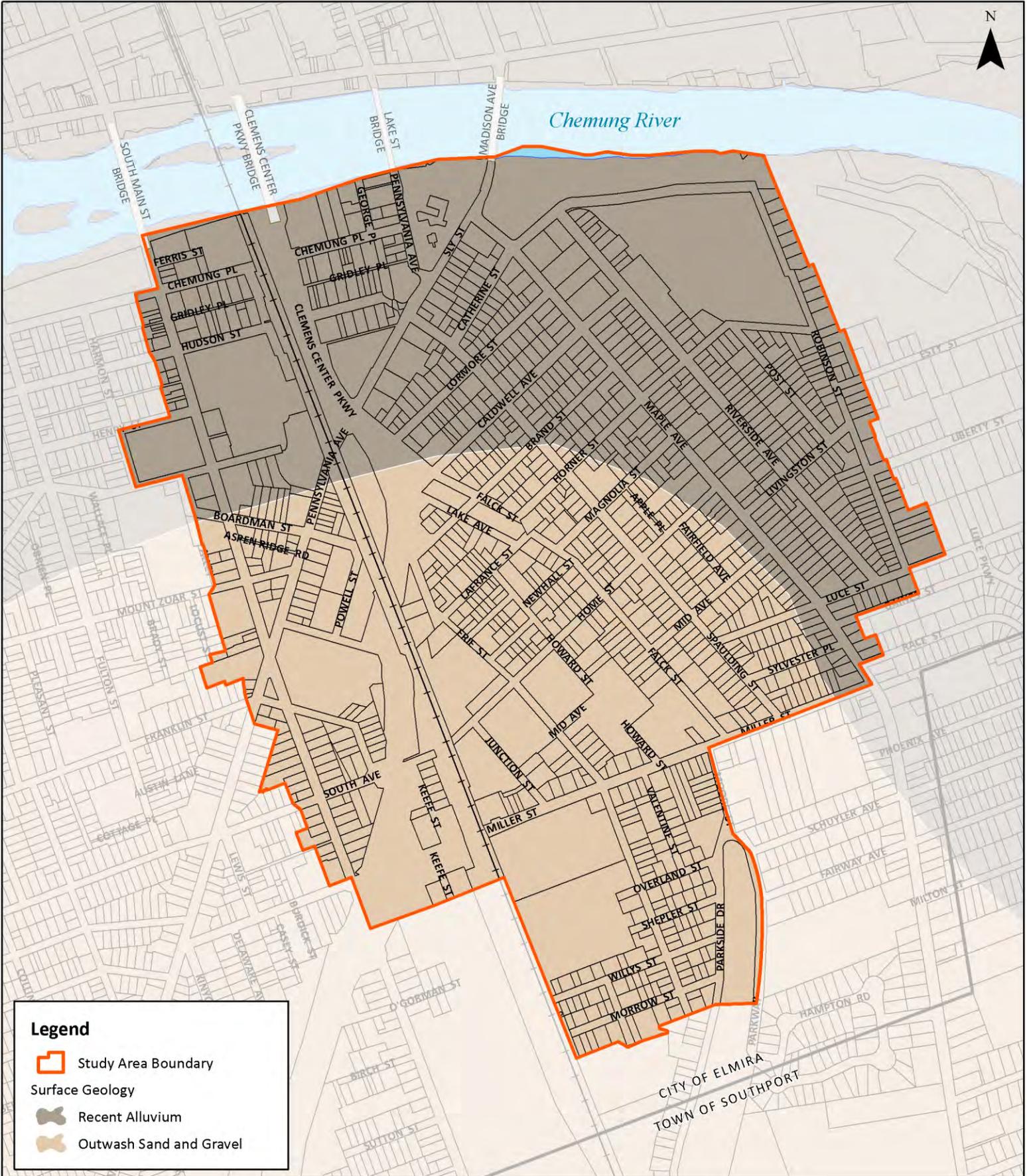
Hydrologic Soil Group	Description	Acres	Percent
A	Sand, loamy sand or sandy loam types of soils. It has low runoff potential and high infiltration rates even when thoroughly wetted. They consist chiefly of deep, well to excessively drained sands or gravels and have a high rate of water transmission.	200.2	46.1%
B	Silt loam or loam. It has a moderate infiltration rate when thoroughly wetted and consists chiefly or moderately deep to deep, moderately well to well drained soils with moderately fine to moderately coarse textures.	231.3	53.3%
C/D	Combination of C and D	0.2	0.1%
Totals		433.9*	100%

Source: USDA Soil Survey for Chemung County, NY.

*Note: No data available for 2.2 acres of land.

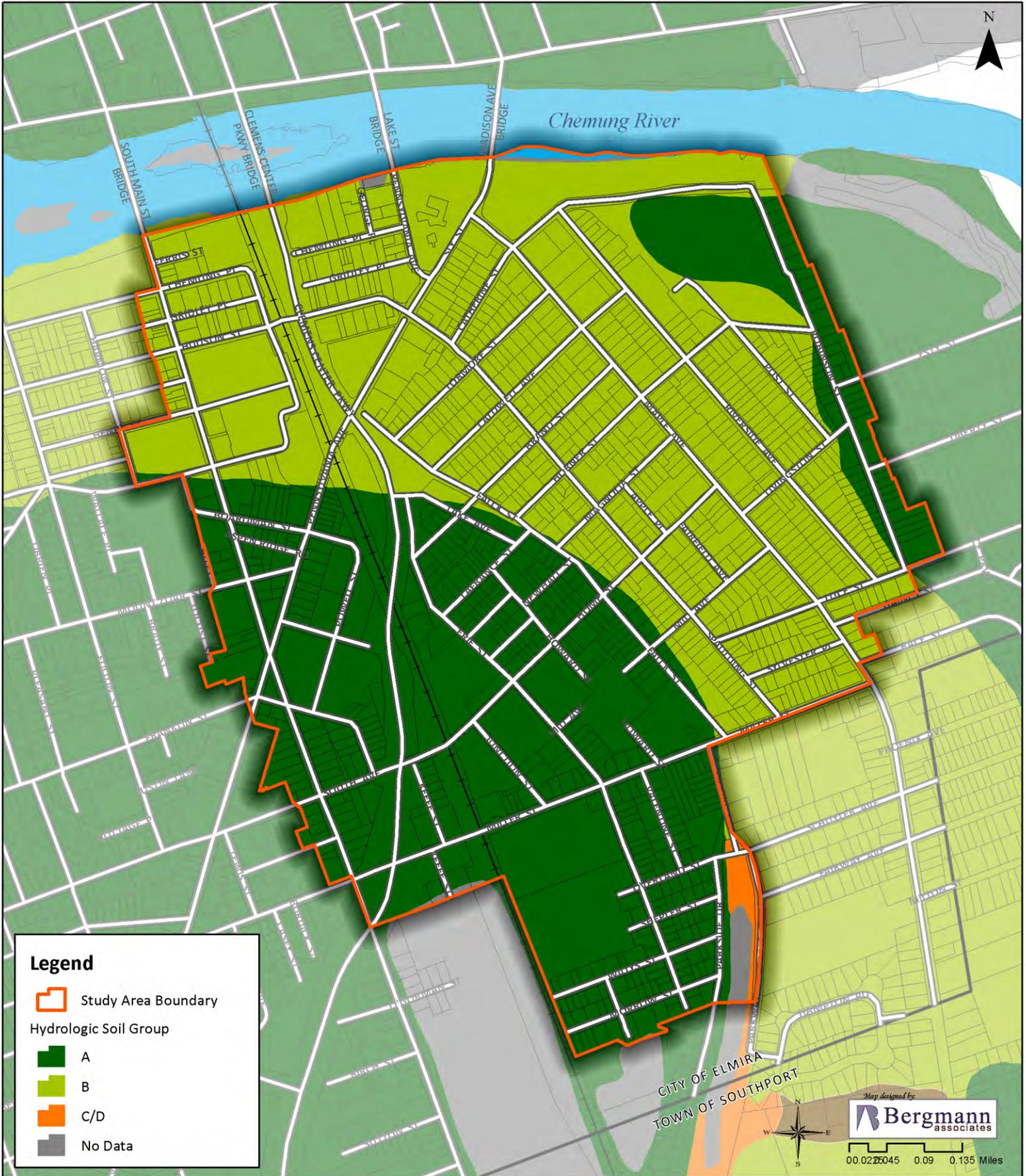
OPEN SPACE

The Study Area is an urban area consisting of commercial, industrial, and residential districts that are all near 100 percent build-out. The remaining open spaces within the Study Area consist of local public and private recreation areas, the largest of which is Brand Park. Brand Park is located along the gently sloping plain of the Chemung River, with the southeast portion nearly flat in elevation. Significant stands of mature trees line the river and areas adjacent to Maple Avenue, with many of these topping 50 feet in height.



Legend

- Study Area Boundary
- Surface Geology
 - Recent Alluvium
 - Outwash Sand and Gravel



Legend

Study Area Boundary

Hydrologic Soil Group

A

B

C/D

No Data

Map designed by



0.02 0.045 0.09 0.135 Miles



The majority of housing stock in the Study Area is aging and lacking contemporary layouts and amenities. The supply of these properties far exceeds the marketplace.

3.4 Housing and Neighborhood Analysis

3.4.1 Housing Analysis

The consistent, gradual population losses in Chemung County for the past few decades have resulted in a necessary reduction in housing units in the City and Study Area. Total housing in the City of Elmira decreased 505 units, including 110 within the Southside Rising Study Area between 2000 and 2010. In comparison, over 1,000 new housing units were constructed throughout Chemung County during the same period, reflecting a net increase of 624 units over the decade. Nearly all the new housing in Chemung County was single family units constructed outside the City. When coupled with population data, this indicates the continued flight of residents from the City to the surrounding suburban areas. Although no formalized surveys were undertaken as part of this analysis, it is likely that neighborhood conditions, housing styles, school choice and access to services are factors in the decision-making process for residents and young families. The following is a brief summary of housing and neighborhood conditions within the Study Area. See Appendix C for the complete Market Analysis and Neighborhood Revitalization Recommendations.

Housing Affordability

\$56,500 = Median housing cost

\$5,650 = 10% down payment

\$50,850 = Amount financed

\$500 = Monthly Mortgage payment*

\$6,000 = Annual Mortgage Costs

\$41,000 = Average Household Income

14.6% = Mortgage-Income Ratio (MIR)**

31% = FHA Max MIR

Housing affordability for the average income household purchasing the median value single family home is well within federal guidelines.

*including principal, interest, taxes and insurance

**this ratio varies based on the effective after-tax household income

OWNERSHIP AND TENURE

Occupied housing in the City of Elmira decreased by over 400 units since 2000, attributed primarily to a significant loss of owner-occupied households and offset somewhat by a gain of renter-occupied households. However, the loss of households in the City and the Study Area was indicative of an out-migration rather than a “switch” in household tenure.

The owner-occupied rate in the City declined to 46 percent, yet increased to slightly over 50 percent in the Study Area. The Citywide loss in owner-occupied households occurred across all age groups except those ages 55 to 64 years. Fewer households earning less than \$75,000 were owner-occupied; however, nearly 74 percent of all owner-occupied households remain in this income bracket. A larger percentage of households earning \$75,000 or greater were owner-occupied, indicating that owner-occupied housing may be less attainable or desirable for households earning less than \$75,000 (see sidebar **Housing Affordability**).

The transition in renter households is somewhat different, as growth occurred across all age groups except those aged 35-to-44 and 65 and older. A notable shift is the growth among renter households earning \$50,000 or more. Median rents of \$675 per month for a 2-bedroom

unit are well within recommended affordability guidelines for the average income household (see sidebar **Rental Affordability**). Therefore, transitions from owner-occupied housing to renter housing are partially explained by a change in preferences rather than a decision imposed by economic constraints.

VACANT HOUSING TRENDS

Overall housing vacancy in the City of Elmira and the Southside BOA declined over the last decade, in large part due to demolitions. A declining population coupled with increased construction activity has led to an increased vacancy rate countywide as demolition activity has failed to keep pace with construction. The largest concentration of vacant housing remains in the City, a direct result of the smaller units, smaller lots and high maintenance demands for existing product. The vacancy rate of 2.4 percent for owner-occupied structures in the Study Area was lower than indicated Citywide yet higher than indicated in Chemung County. The Study Area's rental property vacancy rate of 6.9 percent was lower than indicated in both Elmira and Chemung County. Renter housing preferences have shifted over the last decade from smaller multi-family properties in urban neighborhoods to more contemporary, properly-managed complexes in suburban and/or rural areas of the County.

HOUSING SUPPLY IN SOUTHSIDE BOA

Although overall owner-occupied housing rates are higher in the Study Area compared to Citywide, the Study Area maintains a higher concentration of multi-unit properties. A higher proportion of multifamily units, high vacancy rates and some of the City's oldest housing stock have driven down per square foot full values for all residential property types well below replacement costs without considering underlying land values. Further, average values per unit favor multi-unit properties over single family homes (see sidebar **The Value of Multifamily Units**). The Study Area is experiencing a high percentage of under-performing units, which is a further detriment to the improvement of market values of the better properties.

Rental Affordability

\$41,000 = Average Household Income

\$3,000 = Monthly Take Home Income

\$585 = Median Rent

19.5% = Rent-Income Ratio

33% = Recommended Rent-Income Ratio

Rental affordability for the average income household renting a median-value apartment is well within recommended limits.

The Value of Multifamily Units

The **per-unit value** of each residential property was calculated and the findings indicate an investment marketplace preference for high-quality multifamily housing units over high-quality single-family housing units.

The following is an example of a hypothetical property in the Study Area and its potential market value as a single-family versus a multifamily property.

Per-unit value x no. units = Full Value

Single-Family Property

\$73,600 x 1 = \$73,600

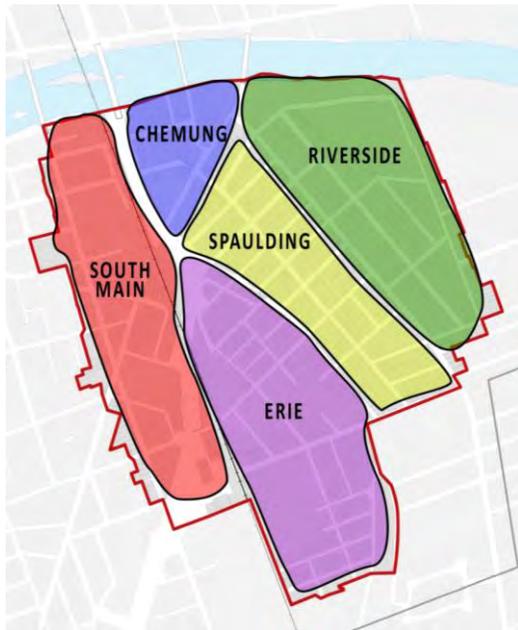
Three-Family Property

\$34,900 x 3 = \$104,700

Four-Family Property

\$39,800 x 4 = \$159,200

Neighborhoods



3.4.2 Neighborhood Analysis

The Study Area was broken up into five separate neighborhoods based on logical geographic boundaries and general land use patterns (Figure 22). For the purposes of the Southside Rising Revitalization Strategy, the primary focus for residential analysis is in the Spaulding and Riverside neighborhoods and portions of the Erie neighborhood. The Chemung and South Main neighborhoods are primarily mixed use commercial districts that have been analyzed as part of Section 3.2.9. It should be noted that the findings from the Neighborhood Analysis do not precisely follow these boundaries

As noted in Section 3.4.1, overall housing market conditions in the City and Southside indicate affordability and favor multifamily properties over single family properties. Yet, the weak marketplace does not support new construction and the oversupply of older housing stock in the City has bolstered population loss to outlying areas. The following is a summary of findings of conditions and performance for residential neighborhoods in the Study Area.

Figure 22: The Study Area's five neighborhood units.

Neighborhood Conditions

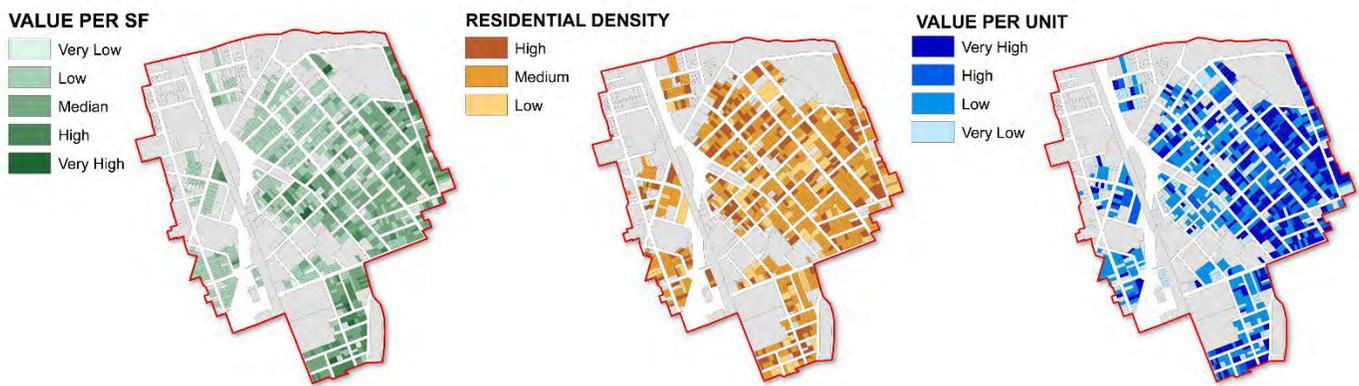


Figure 23: Values and residential density are directly correlated. Areas of greater density have the lowest per unit and per square foot values

NEIGHBORHOOD CONDITIONS

Utilizing assessment data provided by the City of Elmira, residential properties in the Study Area were analyzed by three separate criteria: value per square foot; value per unit; and development density in units per acre. The results indicate a strong inverse relationship between density and value. As residential and rental density increases, values per square foot and per unit decrease. As depicted in Figures 23 and 24 and on Map 22, the densest portions of the Study Area are within the Spaulding neighborhood intersection of Spaulding and Caldwell Streets. This area contains a high concentration of small lot sizes and 3- and 4-unit buildings. This area also contains some of the oldest structures in the City, dating back to the late 19th century. The findings from this analysis also support perceived conditions on the ground that this particular area is a central node of decline and disinvestment within the Study Area.

NEIGHBORHOOD PERFORMANCE

In addition to the statistical and geographic analysis, in-field visual assessments were also conducted within the Study Area. Together, the data and visual observations provide a generalized understanding of neighborhood performance. Three broad categories were defined based upon these findings (see Figure 25). Stable neighborhoods have predominantly higher per unit and per square foot values, and a majority of properties that are well-maintained with signs of continued reinvestment evident from the exterior. Struggling neighborhoods have predominantly low to very low per unit and per square foot values, and a majority of properties are suffering from extreme disinvestment evident from the exterior. Transitioning neighborhoods were generally Stable areas on the fringe and adjacent to Struggling neighborhoods. There is a high degree of concern that these Transitional areas are at a tipping point and could become adversely influenced by adjacent struggling neighborhoods, rather than strengthening and stabilizing.

Two prominent areas of decline were identified, as indicated on Figure 25. Area 1 is predominantly multifamily properties and large structured converted to multiple residences on small lots. Conversely, Area 2 is predominantly small single family structures on small lots. This area is heavily influenced by adjacent vacant and industrial lands, including several known or potential brownfield properties. Generally, both areas suffer from high levels disinvestment and low property values which further dissuade owners from maintaining and investing in these properties.

Rental Density

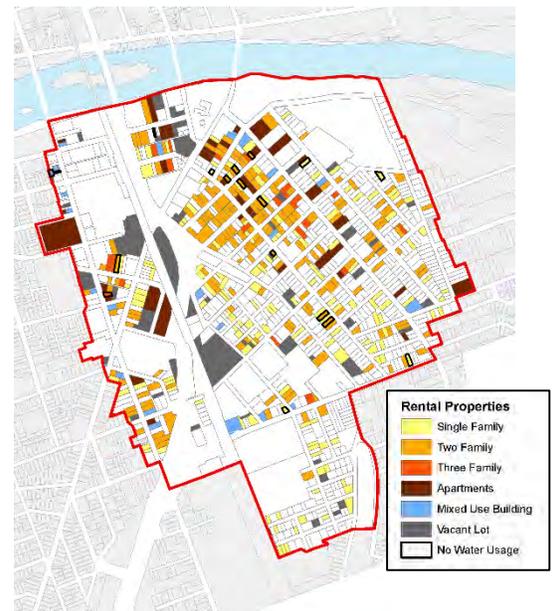


Figure 24 depicts all rental properties within the Study Area by the number of units, as well as vacant lots and properties assumed to be abandoned/vacant due to a lack of water usage.

Neighborhood Performance

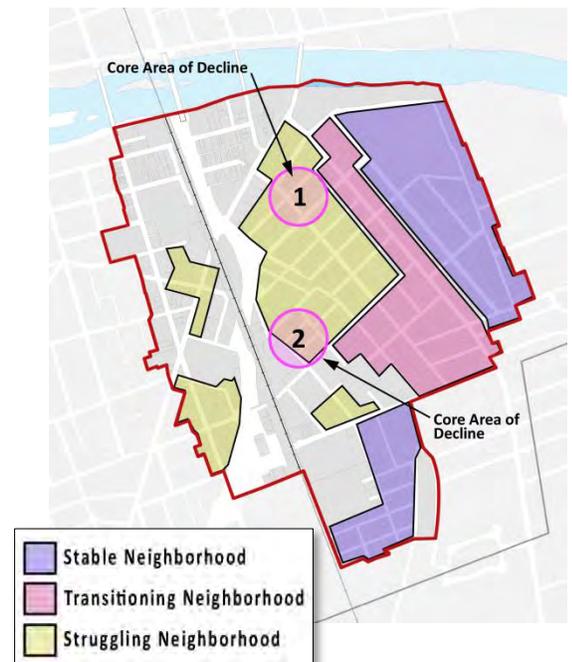
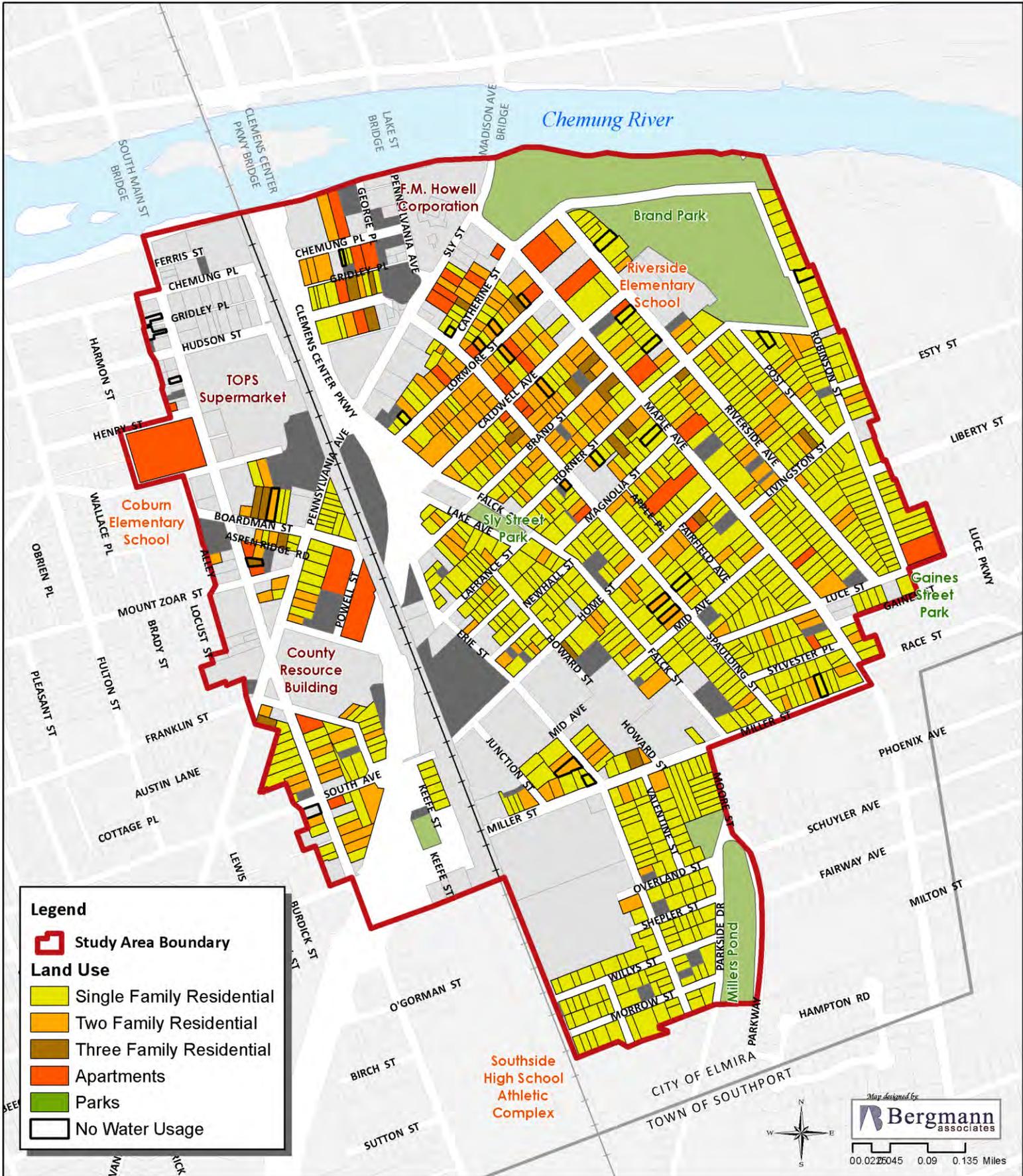


Figure 25: The Study Area contains two primary areas of decline within a large struggling neighborhood.



3.4.3 Residential Market Analysis

NEW CONSTRUCTION ACTIVITY

New housing development in Chemung County averaged 100 units per year over the last 12 years, including 315 new units of multifamily rental housing. New construction activity in the City of Elmira accounted for approximately 10 units per year, with the Southside Rising Study Area averaging 3 units per year. Construction costs for new single family homes in Chemung County averaged \$166,000, yet average construction values in the City and Study Area were \$90,000 and \$64,000, respectively. Reduced values in the Study Area are anticipated since the majority of housing units constructed were smaller, affordable homes completed by not-for-profit housing and community development organizations.

MARKET CHARACTERISTICS

The for-sale market in the Southside BOA improved over the last year as sales volume increased. The 2012 median price of \$48,350 was 21 percent higher than the prior 5-year period, yet remains 14 percent lower than the city-wide median of \$56,500. In addition, current median prices are well below construction costs for new housing (\$75,000 to \$150,000).

The median rent in the Study Area was \$585, 16 percent lower than the City and 22 percent lower than Chemung County. Rental rates in the City are under \$0.90 per square foot and are well below the levels needed to support new construction (\$1.20/SF to \$1.50/SF). See Appendix C for the complete Market Analysis and Neighborhood Revitalization Recommendations.

MARKET FORECAST

The five-year forecast is positive for both the City and the Southside BOA. Households earning \$50,000 or more should be a primary target group in the Southside BOA to help revitalize the neighborhood. Growth of almost 50 households is forecasted over the next five years in the Study Area, reflecting a modest three percent growth rate. Annual turnover of existing households would be another source of demand for new housing, accounting for an additional 20 to 30 owner-occupied households and an additional 25 to 35 renter-occupied households. The annual turnover in owner- and renter-occupied households present an opportunity to remove substandard units from the housing supply in conjunction with new construction and rehabilitation.

KEY FINDINGS

Housing and Neighborhood Analysis

Housing affordability for the average income household purchasing the median value single family home is well within federal guidelines.

The largest concentration of vacant housing remains in the City, likely a direct result of the smaller units, smaller lots and high maintenance demands for existing product.

The marketplace indicates a preference for high-quality multifamily housing units over high-quality single family housing units.

Renter housing preferences have shifted from smaller multi-family properties in urban neighborhoods to more contemporary, properly-managed complexes in suburban and/or rural areas of the County.

Median values and rents do not support new construction.

Five-year forecasts indicate 50 new households in the Study Area.

A reduction of 110 vacant housing units would bring the housing supply more in balance with market demand.

One-hundred percent of the projected growth in the Southside BOA could theoretically be absorbed by only 29 percent of the current vacant housing supply. This indicates the need for a strategy to reduce the supply of substandard housing in the study area for replacement with contemporary housing meeting the needs of the current marketplace. Statistically, a reduction of 110 vacant housing units would achieve a sustainable vacancy rate of three percent. The removal of these units could be comprised of demolitions, the de-conversion of multi-family units and new households. A vacancy rate of three percent is considered balanced and should lead to value stabilization and appreciation pursuant to the broader economic cycle.

3.5 Economic and Market Trends Analysis

3.5.1 General Market Conditions

BUSINESS ESTABLISHMENTS

Between 2000 and 2010, business establishments in the Southern Tier Region of New York increased approximately 2.5 percent. However, Chemung County experienced a 3.1 percent decrease in business establishments during this same period. There were several industry sectors where both the County and the Region lost businesses, such as manufacturing, retail and wholesale trade. Chemung County realized growth in transportation/warehousing and information services, while the region exhibited a decline. Conversely, the County realized a loss in education, health care and professional services while the Region grew in these sectors.

EMPLOYMENT

Chemung County employment declined 7 percent, or slightly more than 2,500 jobs, between 2000 and 2010, while employment in the Southern Tier region experienced an approximate 8 percent decline. Mirroring the loss of business establishments, the County and the region lost jobs in construction, manufacturing and wholesale/retail trade as well as professional services. However, Chemung County gained employment where the larger region lost employment in such industry sectors as information, financial services and real estate. As of August 2013, Chemung County had an unemployment rate of 7.7 percent, down from 8.7 percent in 2012.

There are relatively few industry sectors in Chemung County where employment, as measured by location quotient, surpasses the Southern Tier (see sidebar **Location Quotient Basics**). The noted exceptions include transportation and warehousing (1.3), administration/waste services (1.6) and the health care sector (1.2). Underperforming sectors of the Chemung County economy include professional/technical services (0.5), management (0.5) and education services (0.5).

Location Quotient Basics

The location quotient (LQ) is a measure utilized to compare employment growth for specific industry sectors in a local economy to that of a larger economy. In this instance, the employment in Chemung County is compared to the Southern Tier region.

A ratio near 1.0 (typically 0.8 to 1.2) would indicate that Chemung County is performing similar to (or on par with) the Southern Tier in terms of employment growth and concentration in that industry sector. A ratio less than 0.8 indicates Chemung County is underperforming in that industry sector relative to the region. An LQ greater than 1.2 indicates a better performance in the County when compared to the Region.

Wages in Chemung County outpaced inflation between 2000 and 2010, indicating true income growth and expanded purchasing power. However, Chemung County's average wage continues to lag behind the Region, representing 85 percent of the Southern Tier

3.5.2 Retail Market Analysis

In 2011, the average household within the Study Area spent approximately \$16,600 annually on consumer retail goods and services, including 20 percent on groceries or food at home and 14 percent dining out. These spending patterns indicate a supportable demand for an additional 15,000 to 30,000 SF of retail, including 4,000 to 8,000 SF of restaurants. An analysis of the supply of retail goods and services versus anticipated household demand indicate a potential gap in the supply of hardware, apparel, accessories and food-service establishments. This retail potential would be most likely be comprised of smaller neighborhood-oriented stores and reflect home-grown and entrepreneurial ownership.

3.5.3 Office and Industrial Market Analysis

Office availabilities in the City of Elmira represent 74 percent of the Chemung County total, consisting of 280,000 SF on 27 parcels. Approximately half of the listings in Elmira had available office space of less than 10,000 SF, yet these accounted for only 15 percent of the available building area. This indicates a sizeable inventory of buildings with greater than 10,000 SF available. As of 2012, the Southside BOA had one vacant office property containing 11,700 SF. This figure does not include converted residences or office units in row-type buildings. Rental pricing ranged from \$5 to \$15/SF and average between \$8 and \$10/SF with sale prices averaging between \$20 and \$30/SF.

The City of Elmira had almost 290,000 SF of available industrial space in 18 properties, which equates to an availability rate of approximately 15 percent. Research of active listings completed in January 2013 indicated no available industrial space in the Southside BOA. Outside of the study area, there is an ample supply of available industrial space; however, much of it is aged and second-or-third generation space. Rental pricing for industrial space averages between \$4 and \$5/SF; and for-sale values average in the \$9 to \$12/SF range.

Based upon estimates of employment change by industry sector for New York State, Chemung County is projected to experience employment growth of nearly 4.5 percent between 2010 and 2020.

3.5.4 Estimates of Supportable Building Demand

Employment projections and industry standard estimates of building utilization per employee were utilized to calculate projected demand for new development through 2020 for Chemung County (see Table 9). Realistically, not all of the projected growth in employment would result in demand for new or additional space, as some growth could be met by existing vacancies or occur at existing businesses.

Table 9 presents market conditions and forecasts for industrial, office and retail development within the City of Elmira and Study Area. The Study Area is anticipated to capture between 10 and 25 percent of City-wide development demand based on current development and employment patterns.

Table 9: Market Conditions and Forecasts (2016)

Market Sector	Available (SF)	Forecasted Demand			
		Low SF	% Available	High SF	% Available
Industrial	0	5,625	--	14,000	--
Office	11,687	11,500	98%	28,000	240%
Retail	154,300	15,000	10%	30,000	19%
Total	165,987	32,125	19%	72,000	43%

Source: Loopnet et al; NYSDOL; & RKG Associates, Inc.

KEY FINDINGS

Economic and Market Trends Analysis

Between 2000 and 2010 Chemung County struggled in employment and business growth, yet wages indicated expanded purchasing power.

The average household in the Study Area spends \$5,600 per year (\$470/mo) on groceries, food and dining, which is 85% of the national average.

Spending patterns indicate supportable demand for an additional 14,000 to 30,000 SF of retail and up to 8,000 SF of dining based on current market conditions.

The City’s retail and office market includes a large number of small spaces of less than 10,000 SF in predominantly older buildings. These spaces are the least flexible or modern and struggle to compete with contemporary development in the suburban market.

There is limited support for new office construction within the Study Area of up to 15,000 SF over the next 5 years.

Industrial space availabilities of nearly 300,000 SF in the City do not support the need for new construction for warehouse space, though up to 14,000 SF of modern industrial-flex space remains a viable option for targeted industries.

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SECTION 4: BOA MASTER PLAN AND REVITALIZATION STRATEGY

4.1 Introduction

The vision for the Southside Rising Revitalization Strategy is to create a vibrant and attractive mixed use urban village. An active and engaging public realm and comfortable residential environments will offer a high quality of life for residents and visitors. The recommendations in this section promote safe and convenient access to neighborhood services, including recreation, shopping, employment, transportation and housing.

The Master Plan enhances access to Brand Park and embraces the Southside’s location near the Chemung River. Of critical importance to the continued stabilization of the Southside is the recognition that existing industrial facilities provide employment opportunities for area residents while bolstering the City’s tax base. Therefore, the Master Plan seeks to balance the needs of adjacent conflicting land uses while maintaining harmony, property values and business viability.

4.2 Revitalization Goals

The following revitalization goals form the foundation of the overall Southside Rising Revitalization Strategy:

1. Facilitate neighborhood stabilization and reinvestment.
2. Improve the urban experience and recreational resources.
3. Connect people and destinations.
4. Define and market a unique brand identity.
5. Advance economic development and job creation.

Goal 1. Facilitate neighborhood stabilization and reinvestment.

Stable, resilient neighborhoods have high owner-occupancy rates, safe and walkable streets, and high levels of resident involvement. Elmira’s Southside neighborhoods will benefit from a focused strategy that combines available City, State, federal and private resources to maximize investment and activity in targeted areas over a compressed time period. Focused investment strategies should include purchase assistance programs, housing rehabilitation or demolition, new construction, infrastructure improvements, streetscape enhancements and recreation improvements.



The quality of the public realm can have a direct influence upon the success of neighborhood businesses.

People Attraction Devices



Outdoor dining (top) and water features (bottom) are highly successful People Attraction Devices, offering an active and vibrant public realm.

The Southside contains some of the City’s grandest homes, oldest neighborhoods and was home to many prominent citizens. This heritage should be celebrated as part of the established identity to make the Southside a destination for residents and visitors.

Goal 2. Improve the urban experience and recreational resources.

High quality urban neighborhoods offer unique and inviting public and quasi-public spaces and destinations for people to walk, dine, people-watch, lay in the sun or play in the grass. A central component of successful urban spaces is the “People Attraction Device”, or an element that draws attention and functions as the destination feature (see sidebar **People Attraction Devices**). Examples of PADs include water, sculpture, public art, dining, interpretive elements, seating, and performance spaces. These elements of the public realm activate outdoor spaces and attract formal and impromptu gatherings. As the City’s largest riverfront park, the City should embrace Brand Park and enhance its connection to the Chemung River through the provision of visual and physical access. The creation of engaging places and spaces throughout the neighborhood will facilitate increased demand for housing and services.

Goal 3. Connect people and destinations.

The City must recognize the value of pedestrian circulation and access to the same extent that it considers the movement of cars and trucks. The Clemens Center Parkway and Norfolk-Southern elevated railroad have created a significant physical and psychological barrier to pedestrian and vehicular connectivity between commercial services along South Main Street and the dense residential neighborhood to the east. Physical and visual enhancements will be required to ensure residents have safe, convenient and intuitive access to community destinations.

Goal 4. Define and market a unique brand identity.

The Southside must address strongly-held community values and unique cultural elements while also projecting a vision of the future. Once a brand is identified, marketing the Southside must be multi-faceted, targeting potential new businesses and developments through an array of incentives. The brand must appeal to first-time home buyers and families seeking to upsize or move closer to center City and its unique offerings. The identity of the Southside must also be directed to small business owners seeking to expand or start new endeavors, as well as regional residents that may visit the city for a day trip. Identifying strategies to overcome negative perceptions associated with Southside will be central to the marketing strategy.

Goal 5. Advance economic development and job creation.

Economic development in Elmira’s Southside will require a mix of large and small-scale redevelopment and reinvestment projects. It is essential to recognize that a high level of investment from outside the neighborhood will be required to advance the revitalization of the Study Area’s commercial, residential and vacant properties. However, small scale, resident-driven efforts will be critical to success. A range of employment opportunities that leverage and expand local skilled labor will help establish a sustainable workforce and local economy.

The Southside also contains infrastructure and community assets, many of which should be utilized to support revitalization efforts. Natural and recreational assets such as the Chemung River and Brand Park should become destination features and quality of life enhancements that attract investment to the Southside.

The City must balance pedestrian circulation and access with the movement of cars and trucks.

4.3 Master Plan Organization

The Master Plan is the culmination of a 14-month planning process which included numerous opportunities for public input to guide the direction of recommendations. A brief overview of this input is provided in Section 4.4. An overview of the Master Plan is included in Section 4.5, which includes recommendations for policy changes, economic development initiatives and capital projects. The Master Plan also discusses the general patterns of development and investment anticipated over the next 15 to 20 years.

NEIGHBORHOOD DEVELOPMENT PLANS

Achieving Master Plan objectives will require a series of actions and strategies, projects, land use and regulatory changes, administrative recommendations and short-term activities to better position the study area for investment. To aid the City and its implementation partners, the Master Plan is organized into a series of Neighborhood Development Plans based on logical physical boundaries and similar land use patterns identified within the Study Area.

Each Neighborhood Development Plan establishes an identity that relates to the overall Southside Rising vision, a recommended future land use pattern, and short- and long-term public and private capital projects. The Master Plans graphically depict public and private development activities to be conducted over the next 8 to 10 years and the development vision for the long term. Each project is individually discussed with specific implementation strategies detailed in Tables 13, 15, 17 and 19.

Top Revitalization Priorities

1. Focus neighborhood revitalization efforts in the Spaulding/Lormore neighborhood;
2. Build on strengths of Brand Park and the Maple Avenue Historic District;
3. Implement South Main Street streetscape enhancements;
4. Improve Clemens Center Parkway corridor pedestrian safety and beautification; and
5. Concentrate economic development efforts on the former Chemung Foundry, former American LaFrance, Erie Plaza and the former Red Barn site.

NON-CAPITAL RECOMMENDATIONS

Non-capital recommendations such as land use and zoning changes, housing and community development policies and economic development initiatives are summarized in Tables 12, 14, 16 and 18. Activities to Advance Revitalization represent the most time-sensitive and significant recommendations necessary to kick-start the revitalization process, and form the core components of the City’s application for Project Advancement to Step 3 - Implementation Strategy of the BOA Program. Included are highly catalytic actions required to spur further investment such as pre-development activities, development feasibility studies, environmental investigations and land assembly strategies.

4.4 Public Review and Input

Building upon the foundation and guidance provided through the completion of the public visioning and inventory and analysis components of the planning process, the PAC hosted a Public Design Workshop to begin the development of master plan recommendations.

4.4.1 Project Advisory Committee

In advance of the Public Design Workshop in May 2013, a hands-on design session was conducted with the Project Advisory Committee. PAC members were placed into small groups and each team was asked to identify their top five projects for inclusion in the design Master Plan for the Study Area. See sidebar **Top Revitalization Priorities** for consistent themes among PAC members, in no particular order of importance.

The Project Website provides projects updates, materials, meeting results and news of upcoming opportunities for public input.

www.southsiderising.com



4.4.2 Public Design Workshop

The Design Workshop was organized as an open-house with a series of stations. Each station was facilitated by a member of the consultant planning and design team. Materials presented at each station included a series of boards on different topics: existing conditions information; best practices for planning and design; and opportunities for revitalization related to each station topic area. Each station also provided a unique opportunity for attendees to participate in hands-on exercises such as preference surveys, land use planning and park design (see sidebar **Park Design**).

The issues and opportunities identified under these topic areas provided a starting point for the development of Master Plan alternatives. The following are Key Findings from each station of the Public Design Workshop.

NEIGHBORHOODS

- Participants at this station heavily favored single-family detached properties.
- Participants identified primary areas requiring housing revitalization, focusing on the Spaulding/Lormore/Caldwell area and Post Street.

PARKS AND WATERFRONT

- Participants indicated a strong preference for flower gardens, public art, areas of shade, and pavilion and picnic areas in their designs.
- Additional areas for seating, gathering and performing were noted.
- Participants desire a family-friendly park with a diversity of recreation opportunities including activities geared towards young children.

WAYFINDING AND CONNECTIVITY

- Strong preference was given to more traditional design forms. Participants indicated willingness to explore alternative forms of wayfinding such as embedded signage.
- Meeting attendees indicated a stronger preference for a community identity focused on the Southside’s relationship with the Chemung River, recreation and natural environment.

Park Design



Participants were provided the opportunity to design their own park through the selection of site and design elements. Eighty percent of visitors selected Brand Park for the exercise. Participants were invited to select from a series of 20 potential park design elements provided on small image cards, and place these elements on their chosen site.



Main Street in Ann Arbor, MI was highly regarded as an appropriate vision for South Main Street.

SOUTH MAIN STREET

- A traditional Main Street urban form scored high, including structures located at the streetline and building heights up to three stories.
- Stand-alone, single-story structures scored the lowest, as did images depicting a suburban-style land use pattern.

VACANT AND UNDERUTILIZED SITES

- Findings indicated a strong preference for additional eateries and entertainment venues, as well as recreational programming and open space opportunities.
- Some of the preferred uses were also supported by the market analysis findings, including restaurant, retail and industrial development within the Study Area (see Table 10).

Vacant Sites



Table 10: Participant Preferred Land Uses for Strategic Sites

Future Land Use	Creative Orthotics Site	Erie Plaza Site	Chemung Foundry Site	American LaFrance Site
Commercial	Chain Restaurants, local eatery, pizza, video store	Seasonal carnival site or amusement park		Ice skating rink, roller skating
Retail	Community health clinic, hardware store, craft/novelties, toy store	Department store, thrift store	Dave & Busters, co-operative music studio	Community arts market, co-operative music studios, flea market ,spa, bookstore
Residential		multifamily	High Density residential- Mixed use with commercial	Residential co-op of musicians, local based mixed use development with residential
Industrial			Gas drilling related industry	industrial flex space, gas drilling industry
Open Space	Skate park	sports complex	Open space park	Basketball courts, stage for local musicians with PA

Visitors to the Vacant and Underutilized Sites station were provided the opportunity to determine the preferred land use for four vacant and/or underutilized properties preliminarily identified as strategic sites by the Advisory Committee. The above table identifies uses preferred for each site as identified by meeting participants.

4.5 Overview of the Master Plan

The Master Plan provides recommendations and guidance for the City and its partners to implement an array of projects and initiatives to spur revitalization and investment in the Study Area. All findings and recommendations relate to the five primary goal areas identified by the community at the onset of the planning process and the community-inspired vision and revitalization goals identified in Section 1.4. Figure 26 is a graphical depiction of the Master Plan.

The Master Plan includes the following sub-sections:

- 1. Land use and zoning;
- 2. Housing and neighborhoods;
- 3. Parks, recreation and waterfront;
- 4. Connectivity, wayfinding and gateways;
- 5. South Main Street;
- 6. Transportation; and
- 7. Economic Development

Figure 26
Southside Rising Revitalization Master Plan



4.5.1 Land Use and Zoning

BUFFERS

The lack of buffering between residences and potentially conflicting uses is a driver of depressed property values and reduces property owner incentive for continued reinvestment. Strategies should be identified to enhance buffer areas between stable commercial and industrial businesses and adjacent residential properties through a combination of acquisitions and the reallocation or relocation of business activities that are not location-dependent or may be better suited elsewhere within the Study Area. This strategy would benefit both residences and businesses by creating space between incompatible land uses.

RESIDENTIAL NEIGHBORHOODS

Although vacant land is sporadic, there are significant opportunities for commercial and residential development on vacant lots throughout the Study Area. Residential infill projects should be targeted only to areas that have been stabilized as part of a broader neighborhood revitalization effort. The current overall neighborhood density of 8.1 residential units per acre should be reduced to 7 units per acre, which is generally considered to be the maximum for a single family neighborhood. A reduction in neighborhood density would support the community’s vision for the Southside as a mixed use urban village, which would permit densities to float between 5 and 10 units per acre in targeted residential areas. See sidebar **Neighborhood Density** for more information.

In support of the vision to reduce overall neighborhood density, the City should institute policies and incentives that encourage the conversion of multi-family properties back to single-family residences. In addition, land use policies should be considered that identify functional and contextual limitations on the placement of future multi-family structures within established residential neighborhoods. A potential strategy may include the establishment of a maximum household density per street, block or other measureable neighborhood unit. The City may also seek to establish a maximum number of multifamily housing permits annually through a competitive application process. In such a system, multi-family development applications would compete for development permits based on the quality of the proposed project and the benefits or amenities proposed. A combination of these strategies would encourage higher quality development and appropriate density limits for multifamily housing.



The lack of visual buffers between industrial activities and the surrounding neighborhood should be remedied through enhanced landscaping, yard space reconfigurations and the acquisition of neighboring property for the expansion of buffer zones.

Neighborhood Density

Current Overall Density

8.1 units/ac = 1,343 units

Recommended Density

5-7 units/ac = 825-1,155 units

Net Difference

(188-518 units)

Currently Vacant Units

~158

COMMERCIAL AND MIXED USE AREAS

Commercial and mixed use infill projects should focus on the South Main Street and Pennsylvania Avenue corridors. High quality design and execution should be required that enhances the pedestrian-friendliness of these corridors while increasing the density of support services to adjacent business and residential zones. Residential densities in these locations should range between 10 and 20 units per acre to enhance the vitality of these corridors and increase the amount of foot traffic for potential businesses.

The existing Neighborhood Commercial district could be modified to create a zoning district that supports mixed use development and is sufficient to create viable nodes of business and consumer services. The area bounded by Pennsylvania Avenue, Sly Street, Clemens Center Parkway and the Chemung River could be rezoned to allow for an enhanced mix of uses to support a potential business services hub in the Southside.

The Central Business District zoning regulations should be reviewed for their continued appropriateness along South Main Street. The depth of parcels and the overall area available for appropriate uses is a limiting factor for development. In addition, high quality design standards should be codified to require pedestrian-oriented design and improve the urban form of South Main Street.

INDUSTRIAL AREAS

Neighborhood industrial areas generate significant tax revenues for the City and employment opportunities for area residents. Few industrial structures are sitting idle, and the former American LaFrance site on Erie Street is the only vacant property of significance within the Study Area. However, industrial areas are causing significant adverse impacts on directly adjacent residential properties. The potential for a limited expansion to the footprint of industrial uses north of Erie Street should be considered both to support the continued growth of industrial activity and to provide for enhanced buffers to the adjacent neighborhood.

RECOMMENDATIONS

Land Use and Zoning

1. Reduce overall neighborhood residential density to 7 units per acre, floating between 5 and 10 units per acre in targeted areas, and 10 to 20 units per acre along South Main Street.
2. Institute policies and incentives that encourage the conversion of multi-family properties back to single-family residences.
3. Consider establishing a maximum household density per block in conjunction with a competitive multifamily permit process.
4. Enhance buffer areas between stable businesses and residential properties through a combination of acquisitions and the relocation of business activities.
5. Focus commercial and mixed use infill projects on South Main Street and Pennsylvania Avenue, and establish high quality design standards for these corridors.
6. Support mixed use development in a business services hub centered on Hudson Street east of Clemens Center Parkway.
7. Investigate future expansion of industrial land uses from Erie Street to Howard Street as part of the future redevelopment of the former American LaFrance site.
8. Modify the City's Planned Development District regulations to encourage commercial/mixed use zones and provide added flexibility for difficult sites within the Study Area.

RECOMMENDATIONS

Housing and Neighborhoods

1. The City should identify tools and incentives to encourage owner-occupancy and reinvestment.
2. Residential densities and vacancy rates should be reduced through unit consolidations, conversions and demolitions.
3. The average residential density should be reduced to approximately 7 units per acre.
4. Vacancy rates should be targeted at 3 percent to promote a stable neighborhood and support increasing property values.
5. Rental densities within the Study Area should be reduced to achieve a more stable ratio of approximately 60 to 65 percent owner occupied properties.
6. The City should conduct a lot-by-lot housing condition assessment to form the basis of a future neighborhood revitalization strategy.
7. The City should promote and facilitate the turnover of housing stock within the Study Area, seeking to remove and replace 10 to 15 percent of the lowest functioning housing units over the next 10 years.
8. The City or other housing entity should provide training and assistance to promote owner-occupancy of two-family units.
9. Design standards should be established to promote the use of front yards and enjoyment of the public realm along streets and sidewalks.

4.5.2 Housing and Neighborhoods

The stabilization of the residential neighborhoods east of the elevated Norfolk-Southern railroad corridor has been identified by the PAC as the single-most critical revitalization effort. The stabilization and revitalization of the Spaulding/Riverside neighborhood will strongly correlate with the success of revitalization efforts. A diversity of high quality housing alternatives in strong neighborhoods within walking distance to South Main Street and the waterfront will be attractive to new residents, including employees of companies currently operating within the Study Area.

Recommended actions to accomplish this include the rehabilitation and reduced density of the neighborhood housing supply, the removal of outmoded housing stock, the construction of new housing and a reduction in vacancy units in balance with supply. The City should conduct a thorough assessment of housing conditions to identify specific styles, types and locations in need of investment and/or intervention. The Master Plan has preliminarily identified potential model blocks for inclusion in a focused investment strategy that would require a significant commitment of local, state and federal funds to implement swift and high-impact actions (see Figure 19). The revitalization of an entire block, including housing, streets, sidewalks and other public infrastructure would likely have far-reaching impacts upon the perception of the neighborhood by current and potential future residents.

HOUSING

The single-most positive aspect of housing within the Study Area is the high degree of affordability for average income households. Unfortunately, home values do not support the construction of new, higher quality units in the neighborhood. The majority of housing within the Study Area is greater than 70 years old and in need of updates. Depressed housing values provide little incentive for those with the financial means to make substantial investments in older properties. These factors are forcing many families, especially those with incomes above \$50,000, to pursue housing options outside of the Study Area where they can reliably build equity in their properties. The most notable deviation from this trend is along Maple Avenue due to the rarity, size and quality of the Victorian-era housing stock.

The lack of support for new construction or reinvestment has spurred a pattern of disinvestment and conversion of properties to rental units. Further, the investment marketplace indicates a preference for high-quality multifamily housing units over high-quality single-family housing units. This further supports a trend that those with the financial wherewithal are choosing to rent in lieu of ownership. Also, property owners are finding it more financially advantageous to convert their properties to a multiunit rental than sell as a single-family property.

The City will need to identify and employ tools and incentives to encourage owner-occupancy and reinvestment. The City continues to provide first-time home-buyer assistance in the neighborhood, yet recently public interest shifted towards rehabilitation, rather than purchase assistance. A coordinated strategy including purchase, rehabilitation and weatherization assistance should be conducted to facilitate the stabilization of property values in the neighborhood.

NEIGHBORHOOD REVITALIZATION

Neighborhood conditions within the Spaulding and Riverside subareas were analyzed and placed into three broad categories: Stable, Transitioning and Struggling. The Struggling neighborhoods include the greatest concentration of rental and multi-unit properties within the Study Area. The epicenter of rental and multifamily units is Spaulding Street between Lormore and Brand Street. The housing unit density within this 3-square block portion of the neighborhood is over 13 units per acre, which is 63 percent greater than the overall neighborhood density of 8 units per acre (see sidebar **Residential Density**). In addition, the rental density within the same 3-square block area is over 90 percent. Further, the housing stock in this area is the oldest in the Study Area and lot sizes are smaller than average. The high density of rental housing in this area coupled with the age and quality of the building stock has created an environment of consistently depreciating property values and provides no incentive for landlords to reinvest or properly maintain their properties. The negative impacts of this core area of decline are slowly radiating outward by impacting property values of neighboring streets (see Figure 27).

A long-term, comprehensive strategy must be conducted to reduce the unit and rental density in this area. Unit densities of approximately 7 units per acre and rental-unit densities between 40 and 50 percent would provide a more stable environment in which property values could appreciate. This strategy will need to include a diversity of tools, incentives and programs to remove vacant and poorly

Residential Density

A variety of residential densities can be achieved utilizing substantially the same architectural form and character. The following example depicts residential densities as they currently exist within the City of Elmira. Blocks A and B are within the Study Area, while Block C is in the City's Near West Side. The largest differentiator between these blocks is the lot size and the number of units in each structure. Block A is almost entirely multifamily residential conversions on small lots, while Block C is composed entirely of single family dwellings on modest lots.



Block A: 14 Units / Acre



Block B: 8 Units / Acre



Block C: 4 Units / Acre

“Revitalization must start with the neighborhoods, and then focus on commercial areas.”

- Project Advisory Committee Member

performing housing stock through unit consolidations, conversions and demolitions. The City should seek to increase the ratio of owner-occupied single-family properties in this area to at least 40 percent and reduce the vacancy rate from 10 percent towards a more stable level approaching 3 percent. Further, the City should also seek to increase the supply of contemporary housing stock through the turnover of 10 to 15 percent of total units over the course of the next 10 years. This effort could be conducted in coordination with private non-profit housing developers.

Additional programs to increase the number of owner-occupied two-family units should also be conducted, including training and assistance to property owners that possess the interest but lack the skills and confidence to be capable landlords.

Figure 27

Neighborhood Model Blocks

A series of model blocks have been identified in which to target neighborhood stabilization activities. Figures 27.1 and 27.2 depict the status of neighborhood stability and where interventions are suggested to prevent the spread of decline and disinvestment. The City will need to identify a stabilization strategy specific to each of these areas utilizing a common set of tools and techniques such as rehabilitation, decommissioning, demolition and reconstruction.

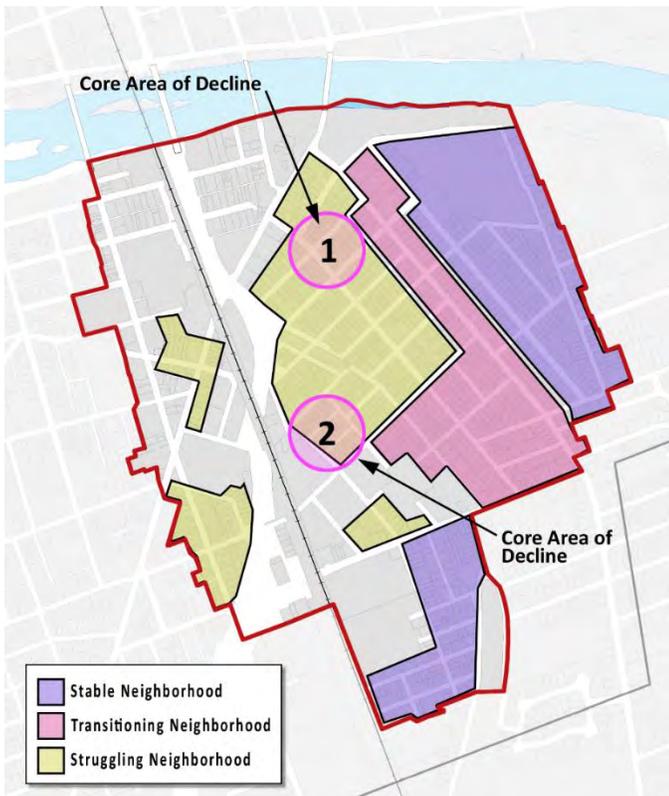


Figure 27.1: Neighborhood Status

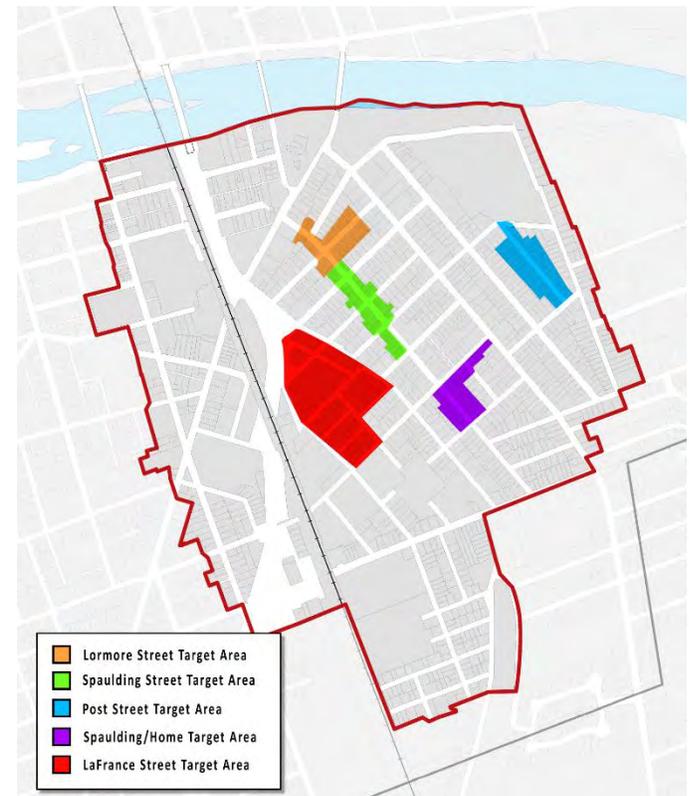


Figure 27.2: Neighborhood Target Areas

NEIGHBORHOOD BUILT FORM

The urban form of neighborhood streets plays a significant role in resident quality of life as well as actual and perceived safety. Building setbacks, the visibility of entrances from the street, the presence of front porches and other design elements can have significant social and psychological impacts upon neighborhood residents and can influence their interactions with one another (see sidebar **Great Neighborhoods**). The City should establish design standards for the maintenance and construction of front porches, sidewalk connections, front entrances, windows and building setbacks to maintain high-quality urban form. The Design Standards should also seek to establish a hierarchy of streets according to their prominence and purpose within the Study Area. Within the Maple Avenue Historic District, design guidelines for exterior improvements should accompany the Historic Preservation Commission’s certificate of appropriateness review process.

Primary through Streets such as Spaulding Street or Riverside Avenue should have a more open, public character, as opposed to side-streets such as Magnolia Street or Mid Avenue, which should likely be maintained as an intimate neighborhood block. The City should seek to establish specific design standards for the Maple Avenue Historic District to further protect and promote the special status of this corridor in the Study Area.

Great Neighborhoods



1. Building frontage provides definition to street and adds visual appeal to streetscape.
2. Generous front porches encourage activity within view of the street, improving safety.
3. Front yard is shallow enough to permit interaction between pedestrians and homeowners, yet deep enough to provide homeowner privacy.
4. Visible and prominent front entry with sidewalk connection enhances neighborhood appeal.
5. Windows increase transparency and visual connection with street.
6. Placement of garages in rear decreases prominence and visual clutter.



The images above scored highest among residents participating in a design preference survey at the Southside Rising Design Workshop. Residents overwhelmingly supported neighborhoods with front porches, sidewalks and homes relatively close the street.

RECOMMENDATIONS

Parks, Recreation and Waterfront

1. Update and/or reprogram Brand Park and Sly Street Park to include more family-oriented amenities and improve ADA-compliant accessibility.
2. Make Brand Park a City-wide destination for active and passive recreation by increasing the level of amenities targeted at young families.
3. Investigate the development of an accessible fishing pier at Miller’s Pond Park.
4. Investigate the adaptive reuse of the Brand Park Memorial Pool as an elevated community garden, play and performance space.
5. Construct a levee-top trail along Brand Park connecting across or beneath the Madison Avenue Bridge to the Lake Street Bridge.

8 Strategies to Achieve Great Parks

1. Design the park for program flexibility.
2. Attract people during all 4 seasons.
3. Make adjacent spaces an extension of the park.
4. Provide amenities for a range of users.
5. Create attractions and destinations throughout.
6. Create an identity and image for the park.
7. Make parks management a top priority.
8. Acquire diverse funding sources to implement recommendations.

4.5.3 Parks, Recreation and Waterfront

Parks, playgrounds, waterfronts and open spaces are quality of life infrastructure, and public investments in these facilities should be considered equally important as transportation and utility infrastructure.

Brand Park is envisioned to become a major destination within the neighborhood. Sly Street Park is centrally located within the neighborhood and its enhancement with family-friendly amenities and safety improvements could be a notable selling point for young families considering moving to the Southside. The Chemung River waterfront offers opportunities for fishing, kayaking and pleasant enjoyment by passive gatherings. Investments in parks and quality of life infrastructure improve the overall experience for residents, employees and visitors to the neighborhood.

BRAND PARK

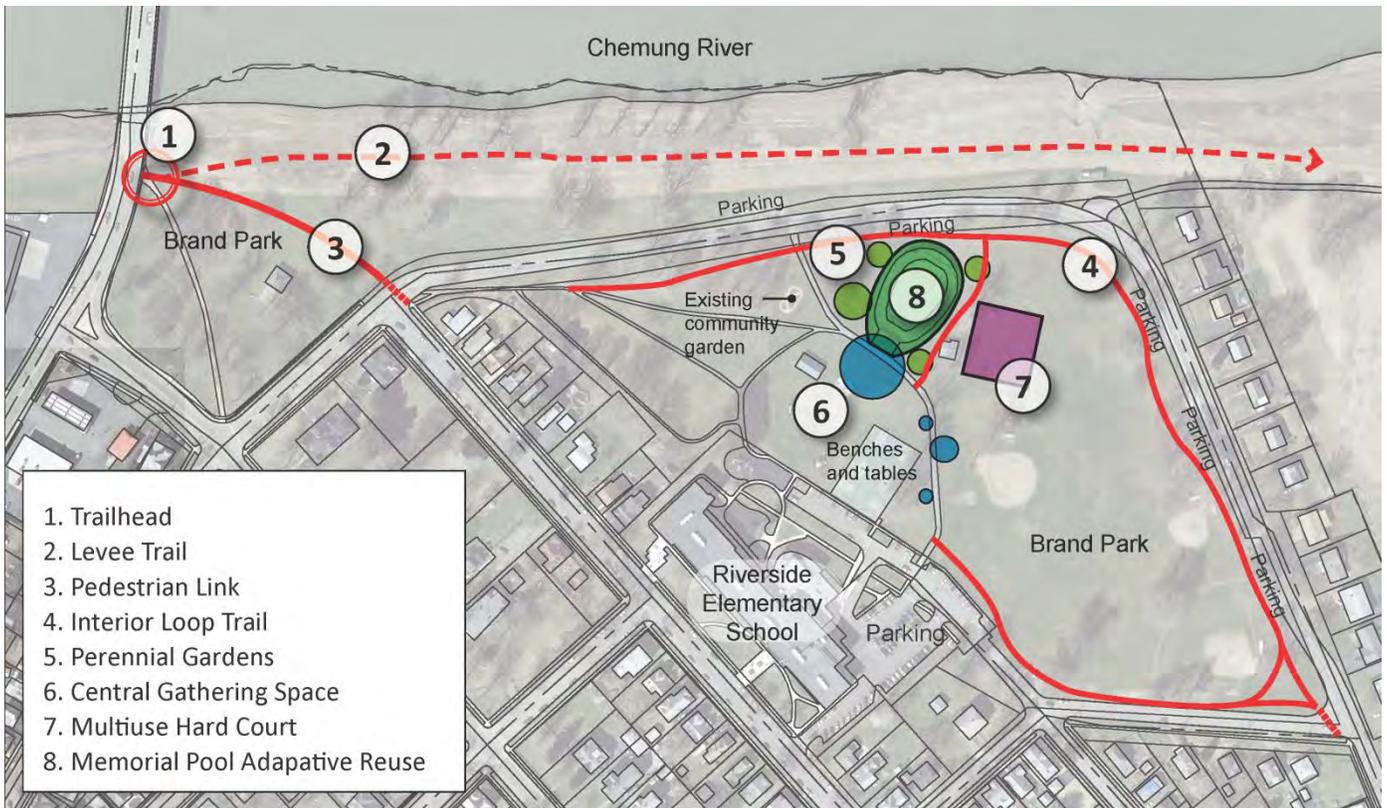
Brand Park should become a recreation destination for the neighborhood and entire City of Elmira, including passive activities and active programming for all age groups. Passive areas of the park are currently well-utilized; therefore future investments should cater to family-friendly activities and amenities to boost the appeal of living in the surrounding neighborhood. Figures 28-29 depict the conceptual programming of the Brand Park Activity Center ~ the focal point for family-oriented uses within the park. The adaptive reuse of the Brand Park Memorial Pool into a community garden and natural play area could greatly expand use of the park and increase safety.

Few publicly-controlled locations within the City offer the views of and access opportunities to the Chemung River waterfront present in Brand Park. Expanded access to this underutilized recreational resource should be investigated through the construction of a levee-top multi-use trail that connects the Lake Street Bridge through Brand Park.

Brand Park Conceptual Program



Brand Park Conceptual Master Plan



Figures 28 & 29: As the primary recreation destination within Elmira’s Southside, Brand Park is envisioned as a cohesive gathering of five unique, yet connected spaces as depicted in the above Conceptual Program (top). The program elements combine active and passive recreational offerings to serve a broad range of users, while maintaining a family-oriented environment to attract use throughout the day. The confluence of the active spaces is envisioned to become a central gathering space within the park to include a plaza space for performances and a central node of services for all users, as recommended in the Conceptual Master Plan (above).

Brand Park Activity Center Conceptual Plan

1. Gateway entrance at Catherine St.
2. Community Garden
3. Repurposed Brand Park Pool
4. Gathering plaza
5. New Restrooms
6. New handball walls and multi-court
7. Enhanced splash pad
8. Updated playground with enhanced surfacing and natural play elements
9. New benches
10. Gateway entrances at Riverside Elementary School with decorative fencing
11. Enhanced park promenade and emergency / maintenance access
12. Gateway and vehicular access restriction



Figure 30: The Brand Park Activity Center is envisioned to become the neighborhood destination for recreation and family-friendly activities, including enhanced areas of active play for young children

Case Study: Skaneateles, NY

The Village of Skaneateles, NY rests at the north shore of Skaneateles Lake approximately 20 miles east of Syracuse, NY. The small village of 2,500 has three waterfront parks in downtown. The system provides a variety of passive recreation opportunities including picnic areas, walking paths, areas of shade and open lawn and opportunities to access the lake. At only 6 acres combined, these parks are a good example that even small spaces can provide a wealth of recreation amenities. Elmira’s Brand Park has the opportunity to provide similar passive recreation amenities, as well as active recreation areas, to become a regional waterfront destination.



Shotwell Park and Thayer Park in the Village of Skaneateles, NY are People Attraction Devices that add to the quality of life for village residents.

SLY STREET PARK

The removal of hiding spaces, improved lighting and reprogramming the space with contemporary uses would activate the park and provide safety enhancements. The existing depressed spaces should be reconfigured to increase the actual and perceived safety and emphasize family-friendly programming for families with small children. Updated play environments with perimeter fencing, lighting, seating and ADA-compliant access should be included to reactivate the park and make it a companion destination to Brand Park within the neighborhood.



Sly Street Park improvements should include an updated playground environment.

MILLER’S POND PARK

Development of an accessible fishing dock on Miller’s Pond would be a good addition to the City’s recreational facilities. Neighbors have also indicated a desire for a spray pad at this park. The City resurfaced the tennis courts in 2013 and paved the associated parking lot. Safe pedestrian connectivity between the tennis courts and the main park space across Overland Street should be provided. The potential for an inexpensive, unobtrusive single-lane roundabout at the Moore/Schuyler/Overland intersection should be explored to provide a focal point for the park, a neighborhood gateway and a link between the northern and southern zones. The reconfiguration of this roadway to enhance connectivity between portions of the park should be included during future roadway reconstruction planning and design projects in this area.

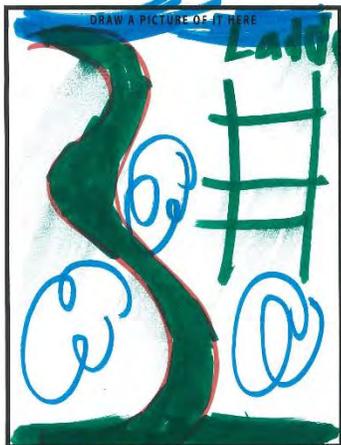


The accessible fishing pier above is an appropriate scale for Miller’s Pond Park.

BRING YOUR DRAWINGS TO THE **MAY 8 PUBLIC WORKSHOP** AND WE’LL PUT THEM UP ON OUR WEBSITE!!

WHAT IS YOUR IDEA FOR THE COOLEST PLAYGROUND IN YOUR NEIGHBORHOOD?

IF YOUR NEIGHBORHOOD COULD HAVE ANYTHING YOU WANTED, WHAT WOULD IT HAVE? (EXAMPLE: A BEACH, A PRINCESS CASTLE, A ROLLER COASTER)



NAME

GRADE 2 TEACHER

“Our parks should be family-friendly places for all ages to go.”

- City of Elmira Resident

Students at Riverside Elementary School were encouraged to provide their thoughts on the design of park and playground space within the Study Area.

Wayfinding is the process of utilizing information to understand and navigate through space via sensory cues from the environment. Traditional wayfinding systems may include signage, kiosks, maps and interpretive stations. Alternatives can integrate wayfinding cues into paving patterns, lighting, architectural details, and interactive kiosks.

4.5.4 Connectivity, Wayfinding and Gateways

The neighborhood has good walkability, with destinations such as at the Tops Supermarket within a 10 minute walk of most residential areas. The sidewalk network is nearly complete, though approximately 15 percent are in poor condition. Sidewalk gaps are most notable along the Clemens Center Parkway corridor and from Pennsylvania Avenue to Partridge Street at the Tops Supermarket. The City should coordinate with the NYS DOT on the addition of a sidewalk or multiuse trail along the Parkway connecting the Hudson Street and Pennsylvania Avenue intersections (Figure 32).

The largest deterrent to pedestrian connectivity are large, imposing intersections at Clemens Center Parkway and the narrow, dark underpasses at the railroad corridor. Enhancements to the pedestrian-friendliness of these intersections may include traffic calming and speed reduction measures, as well as a shortening of crossing distances (Figure 31). Enhanced lighting and crosswalk visibility should also be considered to increase actual and perceived safety. In addition, the development of a simple, cohesive wayfinding signage system directing pedestrians to safe crossing locations and neighborhood destinations should be conducted in concert with traditional roadway signage updates.

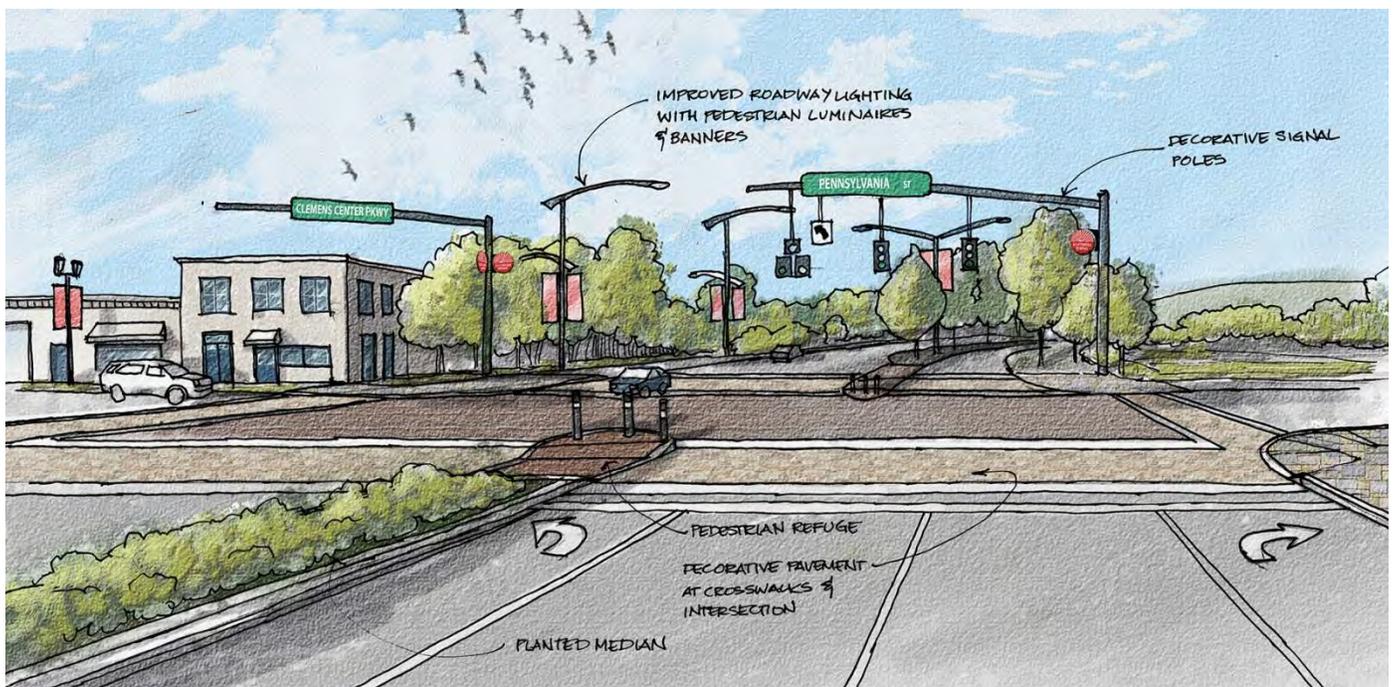
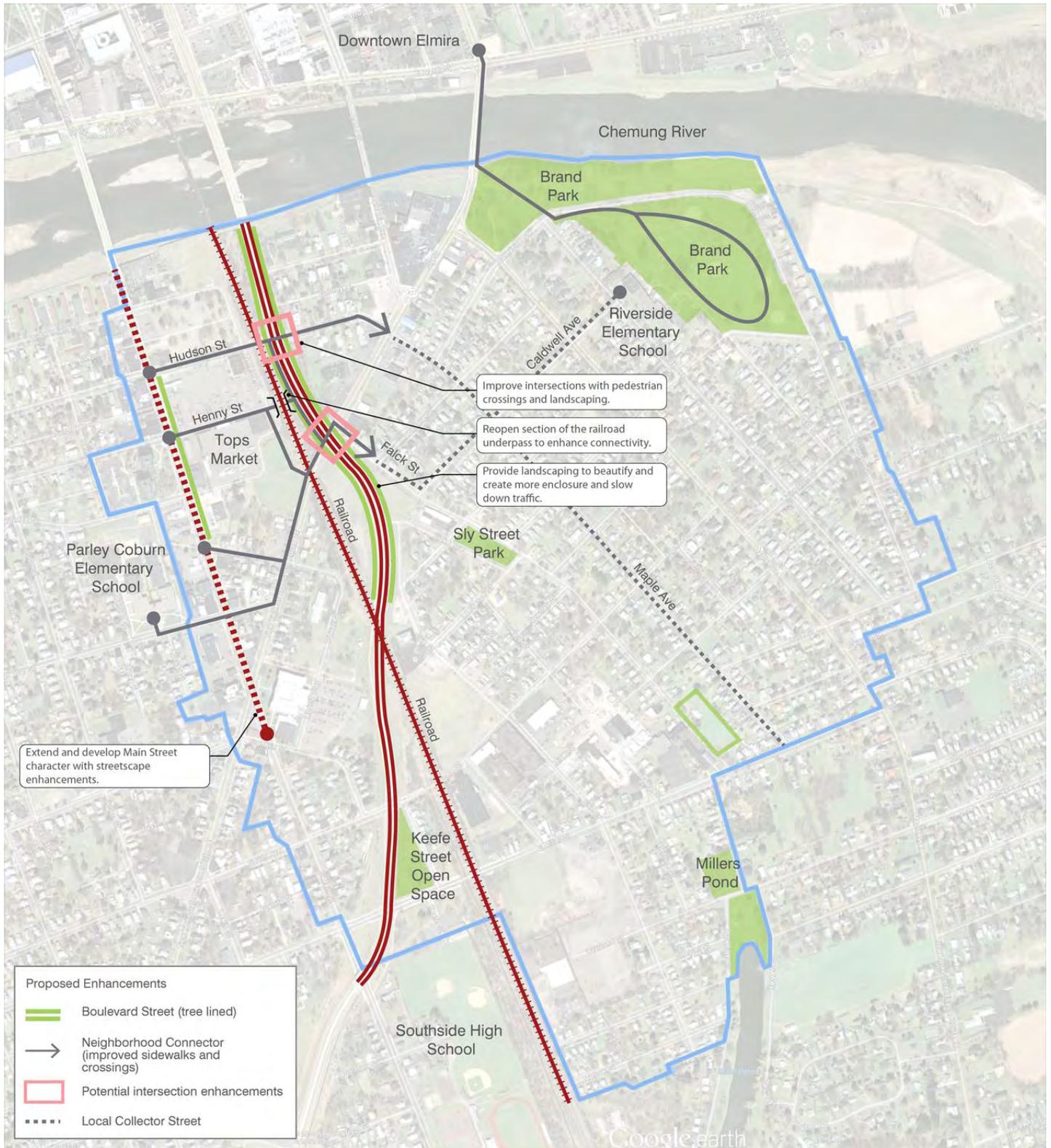


Figure 31: Improvements to the Pennsylvania Avenue intersection along the Clemens Center Parkway would enhance the accessibility of retail and consumer services for residents east of the corridor. The installation of high visibility crosswalks and intersection paving treatments, along with pedestrian refuges would increase pedestrian visibility and safety through traffic calming effects.

Figure 32: Connectivity and Wayfinding Recommendations



RECOMMENDATIONS

Connectivity, Wayfinding and Gateways

1. Construct sidewalk improvements between Pennsylvania Avenue and Partridge Street to improve resident accessibility to the Tops Supermarket.
2. Investigate alternatives to reduce the crossing distances and increase pedestrian visibility at Clemens Center Parkway and South Main Street intersections.
3. Investigate the use of gated railroad underpasses at Chemung Place and Henry Street for improved pedestrian crossings of railroad corridor.
4. Begin coordination with NYS DOT and the Elmira-Chemung Transportation Council for gateway planning, design and construction projects in conjunction with other transportation system improvements.
5. Coordinate with Norfolk-Southern on limited aesthetic gateway improvements to railroad underpasses within the Study Area.

COMMUNITY GATEWAYS

The Study Area consists of primary and secondary gateways. Primary gateways announce the arrival into the neighborhood from outside areas and could consist of prominent visual cues such as lane width reductions, signage, landscaping, vertical structures and/or public art, and may also include changes in pavement materials and lighting.

Secondary gateways are internal to the neighborhood and denote the passage between or entry into well-defined zones. Secondary gateways could include a limited palette of select improvements similar to those utilized at primary gateways.

Additional opportunities exist to strengthen neighborhood identity through enhancements to the railroad underpasses. These short corridors are natural doorways between South Main Street retail and the residential neighborhood to the east (see Figures 34 and 35).

Gateways denote a point of entry or exit. Effective gateways clearly define the boundary between two separate districts through the use of signage, landscaping public art or other design elements, including buildings.

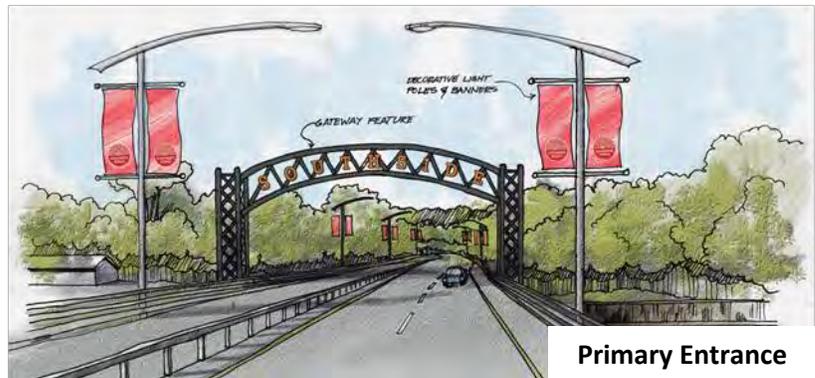


Figure 33: Primary, secondary and tertiary gateways are significant wayfinding elements that also establish a unique identity and sense of place for the Southside.

Figure 35: Recommended Gateway Locations



Great Streets



1. Trees and landscaping soften the street interface and define the pedestrian realm between the roadway and buildings.
2. Pedestrian and bicyclist amenities such as seating and bike racks create a user-friendly environment.
3. Broad sidewalks provide ample room for 2-way pedestrian traffic.
4. Buildings to streetline activate the public realm with entrances and window displays.

Street Crossings



Figure 36: Public realm improvements such as enhanced crosswalks and curb bulb outs can make busy corridors such as South Main Street pedestrian-friendly without sacrificing corridor performance.

4.5.5 South Main Street Corridor

Recent private investments along South Main Street have made the corridor a retail destination for Southside residents the Town of Southport. In particular, the area adjacent to the Tops Supermarket has seen significant retail investment since 2008. The majority of this growth has occurred through the construction of large, single-story retail structures. The challenges inherent in the small footprints of older building have made them difficult to rent for larger, established businesses. Further, the limited demand for older structures is a disincentive for continued reinvestment by property owners. As a result, most lack contemporary amenities and are attractive to a limited pool of small business owners. South Main Street has good sidewalk connectivity and pockets of good Traditional Main Street urban form, yet the overall public realm experience is uninviting and has been eroded by suburban-style development. See the sidebar **Great Streets** for best practices in Traditional Main Street urban form.

Future development activities along the corridor should concentrate on the areas with Traditional Main Street urban form from Chemung Place South to Henry Street (figures 36 and 37). These areas contain large concentrations of vacant storefronts and underutilized buildings. The western frontage of this 2-block segment is largely intact, yet many building storefronts and facades have been covered and are in need of repair and reinvestment. Investments should focus on façade improvements and restorations that increase building transparency, especially for ground floor storefronts. The limited floor plans of existing buildings in this segment represent an affordable opportunity for new small businesses to enter a high-traffic retail corridor on Elmira’s Southside. Residential uses should be encouraged in upper stories to increase the population density directly on the corridor and provide a boost to foot traffic for corridor establishments. The City should support this revitalization effort by seeking New York Main Street funding targeted at the two blocks between Chemung Place and Henry Street.

The segment from Partridge Street south to Mt. Zoar Street is also a prime opportunity for new investment, including the former Red Barn site at the corner of Boardman Street. To prepare for future redevelopment of this property the City should create and adopt design standards to require new structures be placed at the streetline with parking in the rear or side-yard. Although such regulatory changes will not drive development or investment, they will be necessary to ensure the vision of the Southside Rising Revitalization Strategy is achieved.

South Main Street between Franklin Street and Miller Street should be maintained as a Traditional Neighborhood urban form, with residential-scaled buildings and shallow setback distances. Uses along this portion of the corridor should include a mix of residential and small-scale personal and professional services such as doctor's offices, legal, insurance, accounting and similar uses that draw minimal vehicular traffic. The proximity to the Clemens Center Parkway should be highlighted to attract small business owners to the corridor. The pavement conditions for the roadway and sidewalks are among the poorest in the Study Area and should be a near-term priority for replacement to maintain a positive environment for continued private-sector investment.

The City should also consider the creation of an incentive zoning law to facilitate off-site improvements or amenities, such as streetscape rehabilitation, in exchange for added density or other incentives to enhance the viability of development. New construction throughout the South Main Street should maintain the traditional Main Street urban form to strengthen the pedestrian-friendliness of the corridor.

RECOMMENDATIONS

South Main Street

1. Establish design standards that maintain and promote high quality Traditional Main Street urban form.
2. Pursue NY Main Street funding to support façade improvements and the conversion of upper stories into residential units.
3. Establish an incentive zoning law which assigns South Main Street as a primary beneficiary of future amenity/incentive agreements.
4. Promote South Main Street between Franklin Street and Miller Street as a mixed use hub for neighborhood-scale retail and personal services.
5. Coordinate with the Tops plaza owner on frontage enhancements along South Main Street.

South Main Street Model Block Improvements

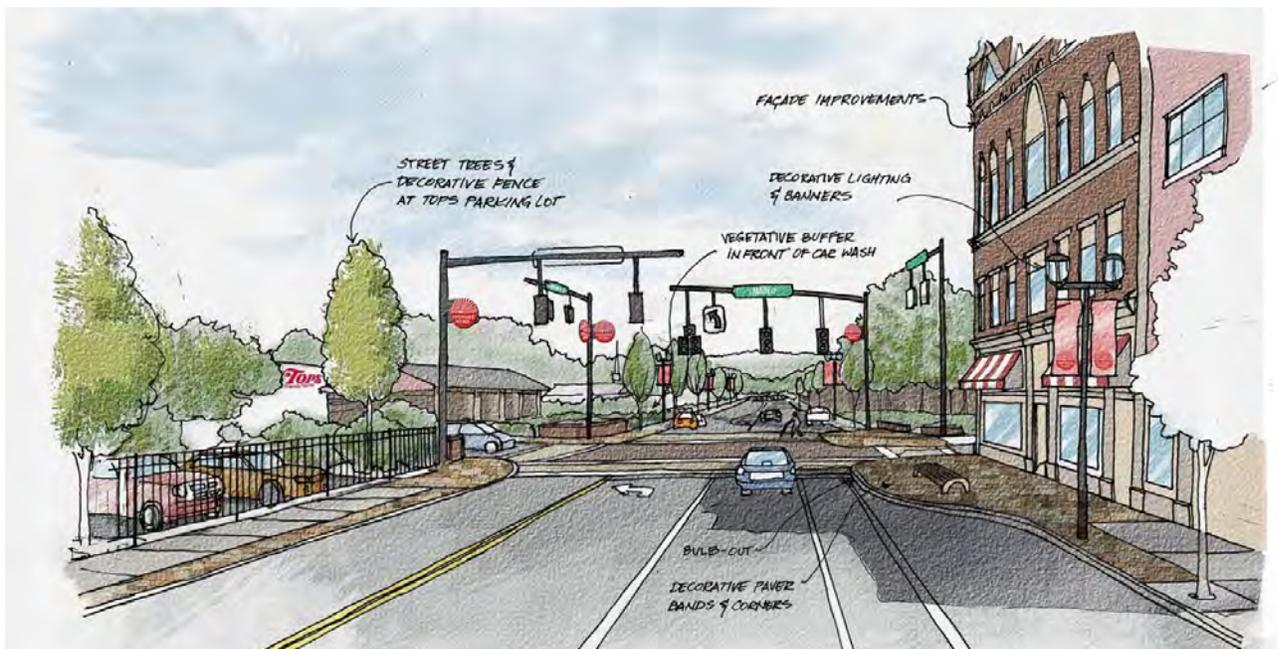


Figure 37: Modest improvements to the streetscape along South Main Street (left and below) such as trees and ornamental fencing, increase the visual and physical separation between parking and sidewalks and enhance the quality of the pedestrian experience.

RECOMMENDATIONS

Transportation

1. Investigate the potential to reconfigure the Lake Avenue entrance from Clemens Center Parkway to an intersection with Caldwell Avenue at Falck Street, and make this a 'car-only' gateway to the neighborhood.
2. Coordinate discussions with the NYS DOT regarding the transfer of excessive right-of-way holdings to the City adjacent to the Lake Avenue intersection and along Miller Street.
3. Improve the wayfinding and circulation patterns along Pennsylvania Avenue/Sly Street/Hudson Street corridor.
4. Encourage the conversion of the Lake Street Bridge to a pedestrian-only facility to create a link between Mark Twain Riverfront Park and Brand Park.
5. Investigate the abandonment of a portion of Boardman Street west of South Main Street to facilitate expanded private development along the corridor while maintaining school bus circulation patterns.
6. Conduct pavement rehabilitation and replacement projects in a coordinated program with block-level housing initiatives to leverage public infrastructure investments for neighborhood revitalization.

4.5.6 Transportation System

The transportation system within the Study Area has adequate capacity to service existing development and anticipated future growth. In some instances, the Study Area may be over-served by roadways and over-burdened by excessive rights-of-way, with 30 percent of the total land area occupied by transportation corridors. Access, roadway and right-of-way configurations at targeted locations should be modified to enhance connectivity, wayfinding and development potential within the Study Area. In particular, the neighborhood entry from along Lake Avenue from Clemens Center Parkway is confusing and should be reconfigured to improve wayfinding and identify this location as a 'car-only' gateway to the neighborhood. Excessive right-of-way boundaries adjacent to this intersection should be investigated for reduction or transition to the City for potential inclusion in future private development or enhance buffers.

Access and roadway configuration improvements at the Pennsylvania Avenue/Sly Street intersection should be investigated to enhance connectivity and wayfinding at this prominent neighborhood gateway (figure 28). Connected to this intersection is the extension of Pennsylvania Avenue to the Lake Street Bridge. The long-term impacts on pedestrian and vehicular accessibility and mobility of the closure or removal of the Lake Street Bridge should be investigated. The conversion of this bridge to a pedestrian-only facility could have significant positive impacts upon neighborhood connectivity to Center City north of the Chemung River.

Lake Avenue Realignment Study



Figure 38: The potential reconfiguration of the Lake Avenue interchange with the Clemens Center Parkway could improve neighborhood accessibility and wayfinding for residents, while seeking to segregate truck traffic to the South Avenue and Miller Street intersections. The sketch in red (right) depicts a potential realignment scenario, portions of which could be phased with future private development activity.

4.5.7 Economic Development

WORKFORCE DEVELOPMENT

A major hurdle to overcome on the path to revitalization is the low educational attainment levels of Study Area residents. The Study Area has a high population under age 25, many of whom lack appropriate educational or skills development to compete for higher-wage job opportunities. The revitalization strategy for the Study Area should include the identification of middle-skills job training opportunities to help alleviate high unemployment levels among younger residents. A focus on middle-skills training in nursing, carpentry, computer-aided-drafting and equipment operation will reduce the labor force's over-reliance on service industries and shift employment towards the higher-paying goods-producing industries.



Demand for skilled nursing is anticipated to expand, potentially creating employment opportunities within the health care field within the City and County.

MARKET CONDITIONS FOR DEVELOPMENT

Socio-economic characteristics in the Study Area suggest a high concentration of low income households with limited spending potential to support sustainable retail or residential expansion. Revitalization efforts should seek to attract younger families, couples and singles with higher disposable income into the neighborhood, concentrating on households with incomes above \$50,000. Focusing efforts on attracting more affluent households will increase local consumer spending capacity and spur demand for services to the benefit of all residents.



The Study Area has many components required for a family-friendly neighborhood including affordable housing, proximity to schools and accessible parks.

Overall market conditions within the Study Area favor rehabilitation and reuse of existing structures over new construction. The costs of new construction in an urban environment are typically higher than greenfield sites in suburban and rural areas, which discourages investment in neighborhoods such as the Southside. Current for-sale and rental market rates range between 50 and 80 percent below those required for new construction. The significant gap present will require support from the City to conduct near-term rehabilitation and construction of new housing. Opportunities for the City to partner with private developers include property acquisition, clearing and site preparation activities.



Modest investments in existing structures can have significant impacts, such as the conceptual changes proposed for 201-208 Pennsylvania Avenue.

Market rates are improving and a modest growth of 50 households within the Study Area is projected through 2018 which indicates a potential stabilization of population. The continued revitalization of adjacent residential neighborhoods should support an increase in sales prices and property valuations sufficient to attract investment, new businesses and higher income households.



Figure 39: Development alternatives for the former Chemung Foundry site were completed, including an open space concept (top) and development concept (bottom). The Advisory Committee selected the development concept as a preferred alternative to promote an increased tax base.

Employment and wage levels are also trending upward, which are positive signals for continued disposable income available to Southside households. The anticipated increase in households and the modest increases in purchasing power should provide new opportunities for consumer spending. Within the Southside marketplace the majority of spending increases will likely be absorbed through the expansion of existing businesses, though the formation of new small businesses in niche markets should be supported through assistance programs at the public and quasi-public level, such as the Regional Economic Development and Energy Corporation of the Southern Tier Central Region.

The market analysis suggests that the majority of future business growth could be accommodated by existing building stock or expansions and additions to existing structures. This highlights the need for strategies and programs which support rehabilitation and reuse of existing underperforming structures. South Main Street and Pennsylvania Avenue should become the target areas for the revitalization of underutilized structures within the Study Area.

STRATEGIC SITES

Several sites of strategic importance were identified during the planning process, including multiple vacant, underutilized and/or former brownfield properties along the Clemens Center Parkway corridor (Figure 39). Environmental contamination, depressed market conditions and property disinvestment have contributed to the long term vacancy of these sites, and have caused a progressive deterioration of the neighborhood over time. In response, the Master Plan provides alternatives to return these lands to active and viable uses, bolstering the local economy, spurring development opportunities and making properties appealing to potential developers.

Each of the priority strategic sites was analyzed for site development potential and financial feasibility. The key findings from the results of the in-depth analysis indicate a challenging investment environment. The marketplace is not robust enough to support new construction in either the residential or commercial sectors absent public subsidy. Construction costs are too high in relation to anticipated sales prices or rents achievable in the current market. Primary issues impacting new construction within the Study Area include the high cost of acquisition for urban land and the site preparation costs involved with demolition and clearing the land for new development.

However, the City can prepare for favorable future market conditions and position these sites for investment by taking a leadership position on pre-development activities. In addition, near-term opportunities for the rehabilitation of existing structures should be explored in lieu of new construction.

SITES OF ENVIRONMENTAL CONCERN

Of the 36 properties identified as properties of environmental concern, 10 should have a full Phase I Environmental Site Assessment (ESA) completed to determine prior use and provide recommendations regarding environmental quality (see Table 11). Remediation on the former Chemung Foundry Site and the former American LaFrance Site was conducted through the NYS DEC Environmental Restoration Program (ERP) and its precursor (VCP).

The previously remediated American LaFrance site on Erie Street represents a significant redevelopment opportunity with high quality access to the Clemens Center Parkway (Figure 40). However, current market conditions limit the potential of this site to lower-value uses such as storage. The previously remediated Chemung Foundry site is also of high value, with direct access to the Clemens Center Parkway. This property should be investigated for potential reuse as convenience retail to leverage the high-traffic/high-visibility location.



Figure 40: The former American LaFrance site on Erie Street is a remediated brownfield that could be redeveloped as light industrial-flex space.

Table 11: Properties Recommended for Phase I Environmental Site Assessments

Tax ID	Address	Acres	Current Status
99.08-4-1	209 Pennsylvania Avenue	0.11	Vacant building.
99.07-7-34	368 Pennsylvania Avenue	0.59	Car dealership and repair shop.
99.07-7-33	366 Pennsylvania Avenue	0.17	Car dealership and repair shop.
99.12-7-26	151 Miller Street East	0.17	Mixed use property.
99.12-7-10	201 Miller Street East	0.07	Converted residence.
99.07-5-1	51 South Main Street	0.67	Auto repair and service station.
99.07-5-2	53 South Main Street	0.07	Parking Lot.
99.07-5-5	118-122 Chemung Place W	0.38	Commercial/Industrial building.
99.12-6-8.1	100 Home Street	2.28	Industrial/manufacturing building.
99.12-7-1	700 Erie Street	2.85	Industrial/manufacturing buildings.

RECOMMENDATIONS

Economic Development

1. Attract younger families, couples and singles with household incomes above \$50,000 into the neighborhood.
2. Identify middle-skills job training opportunities to help alleviate high unemployment levels among younger residents.
3. Conduct outreach with property owners to establish them as a willing participant to conduct Phase I ESAs.
4. Identify funding sources to provide targeted gap financing for housing and development projects.
5. Conduct outreach with owners of strategic sites to discuss the community’s future vision for the Study Area.
6. Identify sites for potential public sector acquisition to facilitate redevelopment.
7. Prepare a Generic Environmental Impact Statement and obtain relevant permits to make key development sites shovel-ready for private sector investment.
8. Participate in pre-development and site preparation activities to level the playing field and make the Study Area an attractive alternative to suburban greenfield sites.
9. Target South Main Street and Pennsylvania Avenue for the revitalization of underutilized structures.
10. Establish a lead organization to champion project implementation and coordinate public and private investment.

ECONOMIC DEVELOPMENT ORGANIZATIONAL CAPACITY

The City of Elmira and Chemung County have numerous organizations and agencies providing leadership roles for various economic development-like areas, such as industrial finance, community development, downtown promotions and business startup assistance. However, the City of Elmira currently lacks a dedicated agent for coordinated economic development. The long-term revitalization of the Study Area and the City will require dedicated staffing and resources to implement Plan recommendations. The City must identify a preferred organizational structure and begin the process of its formation as an immediate first step towards the implementation of the Master Plan.

4.6 Phasing and Capital Projects

Flexibility and adaptations in the phasing and implementation of the Master Plan should be anticipated and expected. During the course of the next 10 to 20 years available funding streams, property ownership, the marketplace and local economy will all likely change. In addition, the availability of information regarding site conditions will increase, and the feasibility of individual Master Plan components will be determined. As development variables change, the proposed land use patterns and the development potential of significant parcels may be altered. Therefore, the actual implementation of projects and the redevelopment of properties may differ than as presented in the Master Plan.

The Master Plan is graphically depicted on Maps 23 and 24. The Master Plan is separated into two distinct time frames. The 0-8 Year Master Plan indicates capital projects the City and its implementation partners should be focusing on achieving over the course of the next decade. This timeframe also anticipated the extent of development that could reasonably be expected within current and anticipated market conditions. Tables 12 through 15 provide guidance on the implementation of significant near-term capital projects, including estimated costs, potential funding sources and project phasing.

The Long Term Development Vision is a depiction of a future state to which the City should aspire. Development indicated in this concept is unlikely to be implemented exactly as drawn, yet the location, relative density, land use and function within the neighborhood context were given significant consideration. The Long Term Development Vision should help guide City decision makers with opportunities not specifically identified during Master Plan development.



KEY

- | | |
|---|--|
| 1. Commercial / Office Development | 13a. Medical Office Reuse |
| 2. Commercial Infill Development | 16. Brand Park Revitalization |
| 3. Multifamily Residential | 17. Post Street Target Area Stabilization |
| 4. South Main Street Streetscape Enhancements | 19. Spaulding/Lomora Target Area Stabilization |
| 5. Senior Housing | 20. Southside-East Community Center |
| 6a. Mixed Use Retail with Residential – Phase 1 | 21. Home/Spaulding Target Area Stabilization |
| 7. Retail/Restaurant Development | 22. LaFrance Street Target Area Stabilization |
| 8. Intersection Wayfinding and Gateway Improvements | 23. Sly Street Park Revitalization |
| 9. Convenience Retail / Office | 24a. Erie Plaza Pre-Development Activities |
| 10. Wayfinding, Gateway and Public Realm Improvements | 25. Enhanced Buffering and Yard Space Relocation |
| 11. Mixed Use Business Services | 26. Commercial/Industrial Flex Space |
| 12. Neighborhood Services Gateway | |

Chemung Foundry Parcel Open Space Alternative



Erie Plaza Industrial Expansion Alternative



Levee at Brand Park With Trail - Proposed

Levee at Brand Park - Existing



KEY

- 1. Commercial / Office Development
- 2. Commercial Infill Development
- 6b. Mixed Use Retail with Residential – Phase 2
- 11. Mixed Use Business Services
- 13b. Medical Office Redevelopment
- 14. Waterfront Residential
- 15. Lake Street Bridge and Levee Trail
- 18. Maple Avenue Historic Interpretive Trail
- 22. LaFrance Street Target Area Stabilization
- 23. Sly Street Park Revitalization
- 24b. Erie Plaza Redevelopment
- 27. Industrial Business Expansions
- 28. Lake Avenue Realignment
- 29. Falk Street Residential

Falk Street Residential Development Alternative



Business Services Redevelopment Alternative



SECTION 5: NEIGHBORHOOD DEVELOPMENT PLANS

The Neighborhood Development Plans highlight areas of similar use and development character within the larger Study Area. Each Neighborhood includes similar urban form and investment recommendations, and the smaller geographic area is intended to focus City staff and their implementation partners while also assisting with the development of future grant and funding applications.

Section 5 provides an overview of the following Neighborhoods and a detailed discussion regarding future land use and capital projects envisioned to facilitate revitalization efforts:

- **5.1 South Main Street;**
- **5.2 Chemung Village;**
- **5.3 Spaulding/Riverside; and**
- **5.4 Erie Street Corridor.**

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5.1 South Main Street

South Main Street should be maintained as a convenient, walkable retail service node for Southside and adjacent suburban residents. The revitalization and enhancement of the South Main Street corridor will help further promote the identity of the Southside as a high quality urban village within a larger city. Improvements should focus on the enhancement of the pedestrian experience, the maintenance of the traditional Main Street urban form and an increase in the number of residents living directly along the corridor.

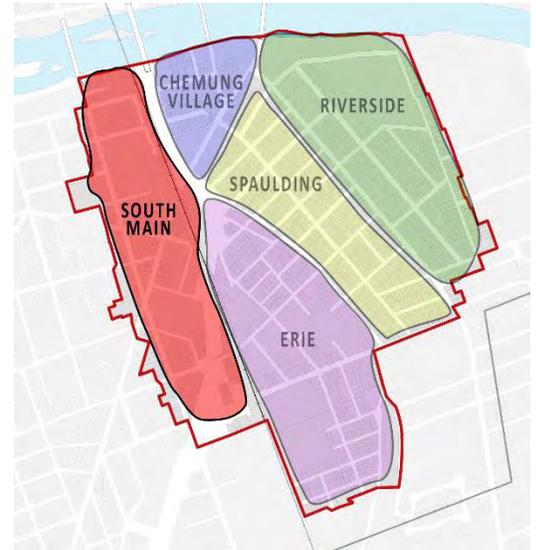
The following overview includes a vision statement for the corridor, as well as recommended administrative initiatives and capital investments to spur economic revitalization (Table 12). Figures 29 and 30 depict the Neighborhood Development Plan for South Main Street, while Table 13 provides an implementation strategy for corridor capital projects.

5.1.1 Neighborhood Vision

South Main Street is the urban retail hub for Elmira’s Southside. The pockets of traditional main street urban form have been rehabilitated through façade improvements and the reactivation of upper stories for residential uses. An increased population and improved pedestrian experience along the corridor has greatly increased foot traffic and expanded the customer base of existing and future businesses. Increased activity, such as sidewalks and outdoor dining have activated the public realm.

5.1.2 Land Use and Development Character

The land use and development pattern within the South Main Street corridor should focus on mixed use, multistory buildings with active upper floors containing offices and apartments. Ground floor uses should include retail, dining, personal services such as Laundromats and professional services such as legal, accounting and similar. The City should avoid and discourage single story buildings, and should establish new design standards that require buildings to be constructed at or within a limited distance of the streetline. The existing traditional Main Street urban form should be maintained and expanded during future development projects south to the Franklin Street intersection. South Main Street south of Franklin Street should be maintained as a traditional single-family residential-scale.



PRIORITY RECOMMENDATIONS

South Main Street

- Establish design standards for South Main Street that maintain and promote high quality Traditional Main Street urban form.
- Modify the City’s Planned Development District regulations to include the commercial/mixed use zones to provide added flexibility.
- Pursue NY Main Street funding to support façade improvements and the conversion of upper stories into residential units.
- Identify local, state and federal funding sources to support the rehabilitation and utilization of existing structures by local businesses.
- Participate in pre-development and site preparation activities to level the playing field and make the Study Area an attractive alternative to suburban greenfield sites.

5.1.3 Housing and Community Development

Opportunities for expanded upper-story market-rate housing along South Main Street should be encouraged through design and development appropriate to the traditional main street urban form. The City should seek to increase the residential density along the corridor to between 10 and 20 units per acre in an effort to increase foot traffic and consumer spending at corridor businesses. Housing development along South Main Street should occur on an individual building basis to ensure that market supply and unit absorption are well-balanced to maintain competitive rental values.

In addition to new housing opportunities, the City should continue to improve the pedestrian experience via streetscape enhancements, connectivity and crossing improvements and expanded seasonal programming.

5.1.4 Economic Development

Key economic development initiatives within the South Main Street corridor include the use of funding programs such as New York Main Street to facilitate private investment in existing buildings. As the perception of investment value increases along the corridor through façade, streetscape and public realm improvements, the attractiveness of South Main Street for new development also increases.

Where possible, the City and its implementation partners should participate in the development process, either through pre-development activities or direct investment and involvement in site preparation. The City’s current Planned Development District regulations should be expanded to support flexible development and mitigate development barriers for shallow or oddly shaped sites along South Main Street. The City should seek to enhance private development opportunities of the former Red Barn site through the partial abandonment of Boardman Street west of South Main Street. The redevelopment of this vacant strategic site is a significant near-term opportunity for private investment along the corridor.



The reactivation of existing upper stories (top) and the development of new second and third floor housing (bottom) are key opportunities to expand foot traffic and consumer spending along the corridor.

Table 12: South Main Street Non-Capital Project Recommendations

	Recommendation (bold indicates lead Partner)	Potentially Responsible Partners	Time Frame	High Priority
Land Use & Zoning	Establish design standards for South Main Street that maintain and promote high quality Traditional Main Street urban form.	Community Development, Planning Commission, ZBA	Short-Term	X
	Reduce overall neighborhood residential density to 7 units per acre, floating between 5 and 10 units per acre in targeted areas, and 10 to 20 units per acre along South Main Street.	Community Development	Long-Term	
	Focus commercial and mixed use infill projects on South Main Street and Pennsylvania Avenue, and establish high quality design standards for these corridors.	STEG, EDD, LDC, Chemung County Planning	On-going	
	Promote South Main Street between Franklin Street and Miller Street as a mixed use hub for neighborhood-scale retail and personal services.	Community Development, LDC	On-going	
	Establish an incentive zoning law which assigns South Main Street as a primary beneficiary of future amenity/incentive agreements.	City Manager, Planning Commission, ZBA, LDC	Long-Term	
Housing & Community Dev.	Investigate alternatives to reduce the crossing distances and increase pedestrian visibility at Clemens Center Parkway and South Main Street intersections.	Engineering , NYSDOT, ECTC	Short-Term	X
	Investigate the use of gated railroad underpasses at Chemung Place and Henry Street for improved pedestrian crossings.	Engineering , NYSDOT, ECTC	Long-Term	
Economic Development	Modify the City’s Planned Development District regulations to include the commercial/mixed use zones to provide added flexibility for difficult sites within the Study Area.	City Manager, Planning Commission, ZBA	Short-Term	X
	Participate in pre-development and site preparation activities to level the playing field and make the Study Area an attractive alternative to suburban greenfield sites.	Community Development, LDC, STEG	On-going	X
	Pursue NY Main Street funding to support façade improvements and the conversion of upper stories into residential units.	Community Development, LDC	On-going	X
	Identify funding sources to provide targeted gap financing for housing and development projects to help kick-start revitalization and spur private investment.	Community Development, STEG, LDC	Short-Term	X
	Investigate the abandonment of a portion of Boardman Street west of South Main Street to facilitate expanded private development along the corridor while maintaining school bus circulation patterns.	Public Works, Engineering , NYSDOT, ECTC, LDC	Short-Term	

Figure 41: South Main Street Development Plan – 2014 to 2022



- 1. Commercial / Office Development
- 2. Commercial Infill Development
- 3. Multifamily Residential
- 4. Tops Plaza Interface
- 5. Senior Housing
- 6a. Mixed Use Retail with Residential – Phase I
- 7. Retail / Restaurant Development
- 8. South Main Street and Pennsylvania Avenue Intersection
- 9. Convenience Retail / Office

5.1.5 South Main Street Capital Projects

The following descriptions correspond to the annotated graphic in Figures 20 and 21 and Table 13, which depict the 2014-2022 and Long-Term Development Vision for the South Main Street corridor.

1. COMMERCIAL / OFFICE DEVELOPMENT

The former Hygeia Refrigeration Plant site along Chemung Place was partially redeveloped as part of the City’s Hudson Street Urban Renewal Plan. The remaining frontage along Chemung Place is envisioned to be developed as professional office space in a multistory building that could take advantage of views towards the Chemung River.



The scale and massing of this example office building is appropriate for development on the former Hygeia site along the Chemung River.

2. COMMERCIAL INFILL DEVELOPMENT

Three vacant lots are scattered along the South Main Street corridor, including one notable gap in the traditional Main Street urban form across from the Tops Plaza. Development on these sites should maintain the urban form, scale, character and density of adjacent lots. The site located near the intersection of South Main Street and West Miller Street should include a prominent gateway structure that sets a high standard of design and construction for future redevelopment and investment.



Infill development should maintain the scale, character and height of adjacent buildings, particularly along the Traditional Main Street portions of the S. Main corridor. The infill development project in the foreground above provides storefront and second story elevations consistent with adjacent existing buildings.

3. MULTIFAMILY RESIDENTIAL

Currently an automotive use, this site at the corner of Pennsylvania Avenue and Boardman Street is envisioned to be redeveloped for multifamily residential up to three stories in height. Opportunities for limited ground floor retail uses such as convenience retail should be explored to take advantage of the over 8,000 cars per day traveling along Pennsylvania Avenue.

The current market is not supportive of this development in the near-term. However, the City should continue to prepare for the transition of this site away from automotive uses and towards a high-value multifamily residential use which could have significant positive impacts upon the surrounding residential neighborhood. The site is of environmental concern and is a candidate for Phase I and/or Phase II Environmental Assessment funding to determine the risk of contamination. The City and its implementation partners should begin coordination efforts with the property owner to explore the potential for a land swap elsewhere in the Study Area. The City should also coordinate targeted housing, street and sidewalk improvements to this area in advance of redevelopment activities.



The scale of the townhouse/apartment development above is appropriate for the corner of Boardman Street and Pennsylvania Avenue.

4. TOPS PLAZA INTERFACE

Improvements to the interface between the Tops plaza parking lot and the public realm along South Main Street could have significant benefits for the function and appeal of the corridor. The City and its implementation partners should coordinate with the property owner on the enhancement of the frontage through the installation of street trees, decorative fencing, seating and lighting improvements as part of larger streetscape investments. The segment between Chemung Place and Henry Street should be the initial phase and ‘model block’ for South Main Street corridor improvements.



Modest improvements to the streetscape along South Main Street, such as trees and ornamental fencing, increase the visual and physical separation between parking and sidewalks and enhance the quality of the pedestrian experience.

5. SENIOR HOUSING

Currently utilized by Chemung County as overflow parking for the adjacent County Health and Human Services building, the near-term redevelopment of this site along Powell Street should focus on housing for seniors or the disabled, similar to the surrounding uses. In response to the continued aging of the population and the high percentage of seniors on social assistance within the Study Area, the clustering of elder-care and senior assistance uses would create the potential for a coordinated nursing and/or assistance program.



McNiff Commons on Powell Street is exemplary of the scale of development envisioned for this site.

6. MIXED USE RETAIL WITH RESIDENTIAL (FORMER RED BARN STRATEGIC SITE)

The reactivation of the former Red Barn site should add significant vitality to the corridor while continuing the traditional Main Street character. Located at the corner of South Main Street and Boardman Street, the redevelopment of the 0.8-acre site would bolster the identity of South Main Street as the Southside’s urban retail hub and increase the amount of foot traffic and potential customers for corridor businesses.

The project is envisioned as a multistory mixed use building constructed close to the street line with ground floor retail and restaurant uses and upper story apartments or office uses. A three story structure should be explored to enhance financial viability and increase the density of activity at this central node along South Main Street. Ground floor uses should be active with enhanced transparency and storefront entrances along South Main. Variations in building setback should be utilized to create usable outdoor spaces along the sidewalk for dining or other public uses.

The potential expansion of this development site north to include a portion of the Boardman Street right-of-way and adjacent properties should be explored by the City to increase the potential development area to over 1.5 acres. Coordination and outreach with the owners of the parcels should be conducted by the City and its implementation partners to expand development potential, attract private investment and increase financial viability.

<p>STRATEGIC SITE 1</p>	<p>FORMER RED BARN SITE</p>
<p>Mixed Use Building</p> <p>9,500sf 1st Floor Commercial</p> <p>8 2nd Floor Apts</p> <p>Rental Gap (\$10) Per square foot</p>	

The Former Red Barn site was analyzed for a conceptual two-story 19,000 SF mixed use development consisting of 9,500 SF of first floor commercial and 8 upper story units. It was determined that a minimum of 16 residential units in a third floor or the utilization of the second floor for office space would be necessary to make the project financially viable. The current market place does not support required rents for a two-story development, with a gap of at least \$10 per square foot.

7. RETAIL/RESTAURANT DEVELOPMENT

Adjacent to the vacant former Hollywood Video retail store, this proposed development site is to include up to 4,000 SF of new retail and/or restaurant uses in a coordinated redevelopment project with the existing 7,500 SF building. The project creates an outdoor dining and public plaza between the proposed and existing structures, which could potentially include a physical connection between the buildings. The close proximity to the Clemens Center Parkway and the expansive shared parking facility with a grocery-anchored shopping center drastically increases the viability for future development in this location.



The Study Area currently lacks outdoor dining. The inclusion of enhanced public realm spaces will increase the attractiveness of the Study Area to the target demographic of young professionals, families and baby-boomers.

8. SOUTH MAIN STREET AND PENNSYLVANIA AVENUE INTERSECTION

The South Main Street and Pennsylvania Avenue intersection is an extremely wide and daunting crossing for pedestrians. Improvements to this intersection should be a near-term priority, and could potentially include travel lane reductions, enlarged pedestrian refuge areas, high visibility crosswalks and improved signage.



Investments at this intersection would enhance the walkability of South Main Street and reduce the visual scale of the roadway through the addition of trees and landscape beds.

**9. CONVENIENCE RETAIL / OFFICE
(FORMER CHEMUNG FOUNDRY STRATEGIC SITE)**

The location of the former Chemung Foundry site at the high-volume intersection of Clemens Center Parkway and Pennsylvania Avenue is a significant opportunity for convenience retail. The 2-acre site is City-owned and has been remediated for commercial development. Future structures should be placed close to the intersection on the north end of the site for increased visibility. Architectural character is envisioned to be a traditional pitched-roof structure with a high level of façade detail. Building entrances could be located adjacent to parking on the south side of the building, yet should be connected to a new pedestrian walkway from the intersection with Lake Avenue. Development alternatives are highly variable, including the potential for a multi-tenant retail / office structure. Variances or modified zoning, such as the establishment of a Planned Development District, may be required to accommodate development at this site.



Oak Hill Commons (right) is 20,000 SF a multi-tenant retail/office site located on a narrow strip of land along NY Route 31 in the Town of Brighton, NY. The architectural character of the building is consistent with the valued historic forms of the community. The structure maintains a strong presence along the 5-lane roadway which carries over 35,000 cars per day. This project is a good case study for what is possible on narrow sites such as the former Chemung Foundry.



The former Chemung Foundry site occupies a highly attractive location at the intersection of Pennsylvania Avenue and the Clemens Center Parkway. The initial programming for this site indicated it was a preferred location for a single-tenant convenience store consisting of approximately 5,600 SF. A conceptual development pro-forma analysis conducted on the convenience store scenario indicated a rent gap of nearly \$15 per square foot within the current marketplace. It was determined that the site would require approximately 20,000 SF of multi-tenant retail to make a viable project. This is approaching the upper limits of the current demand within the marketplace.

<p>STRATEGIC SITE 2</p>	<p>FORMER CHEMUNG FOUNDRY</p>
<p>Convenience Retail</p> <p>5,600sf</p> <p>Rental Gap (\$15) Per square foot</p>	 

5.1.6 Long Term Development Vision

Figure 42 depicts the Long Term Development Vision for the corridor, which includes significant infill development opportunities primarily focused on the block between Chemung Street and Henry Street. The vision seeks to re-establish the traditional Main Street urban form on both sides of the corridor with the redevelopment of low-value commercial uses north of Hudson Street. New pad-site development in front of the Tops Supermarket could provide added revenue for the property owner while increasing the importance of this site as the primary neighborhood center within the immediate marketplace. The Long Term Development Vision also includes the redevelopment of adjacent properties along Chemung Place and Ferris Street. Development in these areas should be multistory structures containing commercial uses or potentially retail along the high traffic South Main Street corridor.

Figure 42: South Main Street Long Term Development Vision



Table 13: South Main Street Capital Projects - 2014 to 2022

Project No.	Name	Project Phasing and Anticipated Costs (\$2013)		Potential Funding Resources	Time Frame	Notes
1	Commercial / Office Development	Design	Unknown	Private, City	2015	Dependent upon final end use.
		Construction	\$1,750,000 to \$2,500,000	Private, CIDA, PILOT	2016-2018	Based on 20,000 square foot structure.
2	Commercial Infill Development	Design	Unknown	Private, City, BOA	2014-2016	Dependent upon final end use determined during remedy selection.
		Construction	\$3,000,000 to \$5,000,000	Private, CIDA, PILOT	2014-2020	Dependent upon final end use per site. Assumes any existing structures will be demolished for site preparations. Costs based on 30,000 to 40,000 square feet of total development across 3 or more sites.
3	Multifamily Residential	Site Acquisition (estimate)	\$250,000+	Private, City	2015-2018	Site acquisition costs based upon property appraisal conducted in Step 3 of BOA.
		Design	TBD	Private	2015-2018	Conceptual and preliminary design conducted by potential private party developer.
		Demolition/ Construction	\$3,000,000+	City, Private, CIDA, PILOT	2018-2021	Based on 25,000 square foot, 3-story structure.
4	Tops Plaza Interface	Conceptual / Schematic Design	\$35,000 to \$50,000	City, BOA	2015-2016	Land owner coordination, design development and landscape architectural design services.
		Design / Construction	TBD	City, TIP, TAP, STP	2018-2021	Cost dependent upon final design and approach.
5	Senior Housing	Site Acquisition (estimate)	\$100,000	Private, City, County	2015-2018	Site to be donated by County as part of development incentive package.
		Design	TBD	Private	2015-2018	Conceptual and preliminary design conducted by potential private party developer.
		Private Construction	\$1,500,000+	Private	2016-2020	Private development costs based on construction of 12-unit senior housing facility.
6	Mixed Use Retail with Residential	Site Acquisition and Assembly (estimate)	\$250,000+	City, BOA, Private	2015-2018	Anticipated that the City would bear costs to acquire property at rear through abandonment proceedings. Land assembly strategy included within BOA Step 3 activities includes negotiation costs. Costs based on current assessed values.
		Right-of-Way abandonment	TBD	City, BOA	2015-2018	City to conduct and bear costs for partial abandonment of Boardman Street.
		Conceptual/Schematic Design	\$15,000	City, BOA	2018-2020	City to advance conceptual design in an effort to entice a master developer onboard.
		Design/ Construction	\$3,000,000 to \$4,000,000	Private, City, PILOT, ESD	2020-2022	Costs based on 19,000 SF mixed use building.
7	Retail / Restaurant Development	Land Assembly	\$25,000	Private, City, BOA	2014-2016	Negotiations with property owner covered under BOA Step 3.
		Conceptual/Schematic Design	\$15,000	City, BOA	2014-2015	City to advance conceptual design in an effort to entice a master developer onboard.
		Design/ Construction	\$1,000,000 to \$1,500,000	Private, City, PILOT, ESD	2020-2022	Costs based on construction of new 4,000 SF mixed use building and rehabilitation of existing 7,500 SF retail building.
8	South Main Street / Pennsylvania Avenue Intersection Improvements	Conceptual / Schematic Design	\$35,000 to \$50,000	City, BOA	2015-2016	Traffic and transportation engineering feasibility and landscape architectural design services.
		Design / Construction	TBD	City, TIP, TAP, STP	2018-2021	Cost dependent upon final design and approach. Federal transportation funding will be required. Project may be eligible for Safe Routes to School-type funding based on proximity of Coburn Elementary.
9	Convenience Retail / Office	Pre-Development	\$25,000 to \$40,000	City, BOA	2015-2016	Includes Planned Development District designation and GEIS to make site shovel-ready.
		Development Solicitation	\$15,000	City, BOA	2016	City to establish Request for Proposals and negotiate with interested developers.
		Design / Construction	\$2,300,000 to \$4,000,000	Private, City	2017-2018	Conceptual and preliminary design conducted by potential private party developer; cost based on 20,000 SF multi-tenant structure.

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5.2 Chemung Village

The Chemung Village business services hub should be an accessible, convenient, and pedestrian-friendly employment node within Elmira’s Southside. A coordinated and focused identity for this centrally located and well-defined district should leverage its visibility, accessibility, and adjacency to the Chemung River. Near-term revitalization efforts will focus on wayfinding and public realm improvements to the Pennsylvania Avenue/Sly Street corridor. The transition to business services and waterfront residential uses is envisioned to occur over the next 10 to 20 years.

The following overview includes a neighborhood vision statement, recommended administrative initiatives (Table 14) and proposed capital investments to spur economic revitalization. The Neighborhood Development Plans for Chemung Village (figures 43 and 44) are supported by an implementation matrix for corridor projects (Table 15).

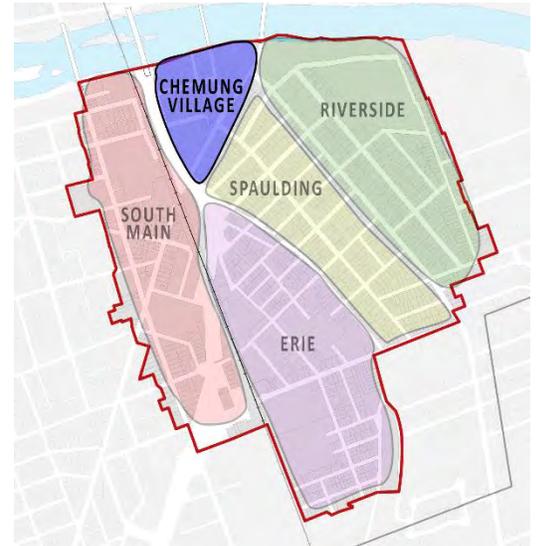
5.2.1 Future Neighborhood Identity

The Chemung Village neighborhood is the Southside’s business services district and center for training and professional activities. The presence of two intersections along the Clemens Center Parkway and Pennsylvania Avenue provides a high degree of accessibility, convenience and connectivity. The well-defined neighborhood has a unique development character separate from the South Main Street corridor, and strongly identifies with both the adjacent neighborhood and the Chemung River. The conversion of the Lake Street Bridge into a pedestrian-only River Link has transformed the Chemung Village neighborhood into a destination for residents on both sides of the river.

5.2.2 Future Land Use and Development Character

The land use and development pattern within the Chemung River neighborhood should focus on mixed use, multistory buildings containing offices, commercial and business services and apartments. Buildings should maintain a neo-traditional character within the traditional Main Street urban form that places buildings nearest the street line with prominent entrances and high levels of building transparency.

Surface parking lots should be scattered throughout the neighborhood in small parking-rooms of less than 50 cars, each well-connected to adjacent development via a thoughtful system of sidewalks and street



PRIORITY RECOMMENDATIONS

Chemung Village

- Establish a Gateway Corridor Overlay Zone for frontage properties along Pennsylvania Avenue, Sly Street and Hudson Street to support enhanced code enforcement and property maintenance standards.
- Establish design standards for Pennsylvania Avenue, Sly Street and Hudson Street that maintain and promote high quality traditional Main Street urban form.
- Modify the City’s Planned Development District regulations to include commercial/mixed use zones to provide added flexibility for difficult sites within the Study Area.
- Begin coordination with NYS DOT and the Elmira-Chemung Transportation Council for gateway planning, design and construction projects in conjunction with other transportation system improvements.

crossings. The City should avoid and discourage single story buildings, and should establish new design standards to require appropriate architectural character and construction materials. The transition of this area to business services may benefit from additional flexibility in the Planned Development District regulations to promote mixed use districts.

The City should encourage a transition towards townhome, apartment and other multifamily structures in targeted locations. Existing single-family conversions along Hudson Street should be phased out in lieu of office uses more appropriate for the core of the business services district. A long-term transition to high quality housing along the Chemung River north of Chemung Place would take advantage of Southside's limited waterfront development lands and will attract more affluent households to the Southside.

5.2.3 Housing and Community Development

Although not a central component of the future vision for the Chemung Village neighborhood, high quality housing opportunities will improve the vibrancy and walkable environment envisioned for the area. Existing housing along the Pennsylvania Avenue/Sly Street corridor requires reinvestment and/or transition to alternative mixed commercial/residential uses more appropriate for the busy corridor.

The improvement of gateways and streetscapes along Pennsylvania Avenue, Sly Street and Hudson Street is a central component of this neighborhood's revitalization. Corridor investments that enhance the sense of arrival and awareness of the neighborhood as a unique place within the Southside should also enhance connectivity with the adjacent neighborhood. Streetscape enhancements, landscaping, public art and appropriate buffers to adjacent residential uses will beautify Pennsylvania Avenue/Sly Street corridor while increasing the perception of pedestrian safety and comfort.

5.2.4 Economic Development

The long-term development of middle-skills training programs within the Chemung Village neighborhood would provide much-needed post-secondary educational and skill enhancement for Southside residents. The need for expanded training coincides with the desires for a business services and economic development hub for the Southside. The City should seek to partner with area institutions and industries on the establishment of programs that increase the ability of City residents to excel in the growing health care, technology and precision manufacturing industries.

Table 14: Chemung Village Non-Capital Project Recommendations

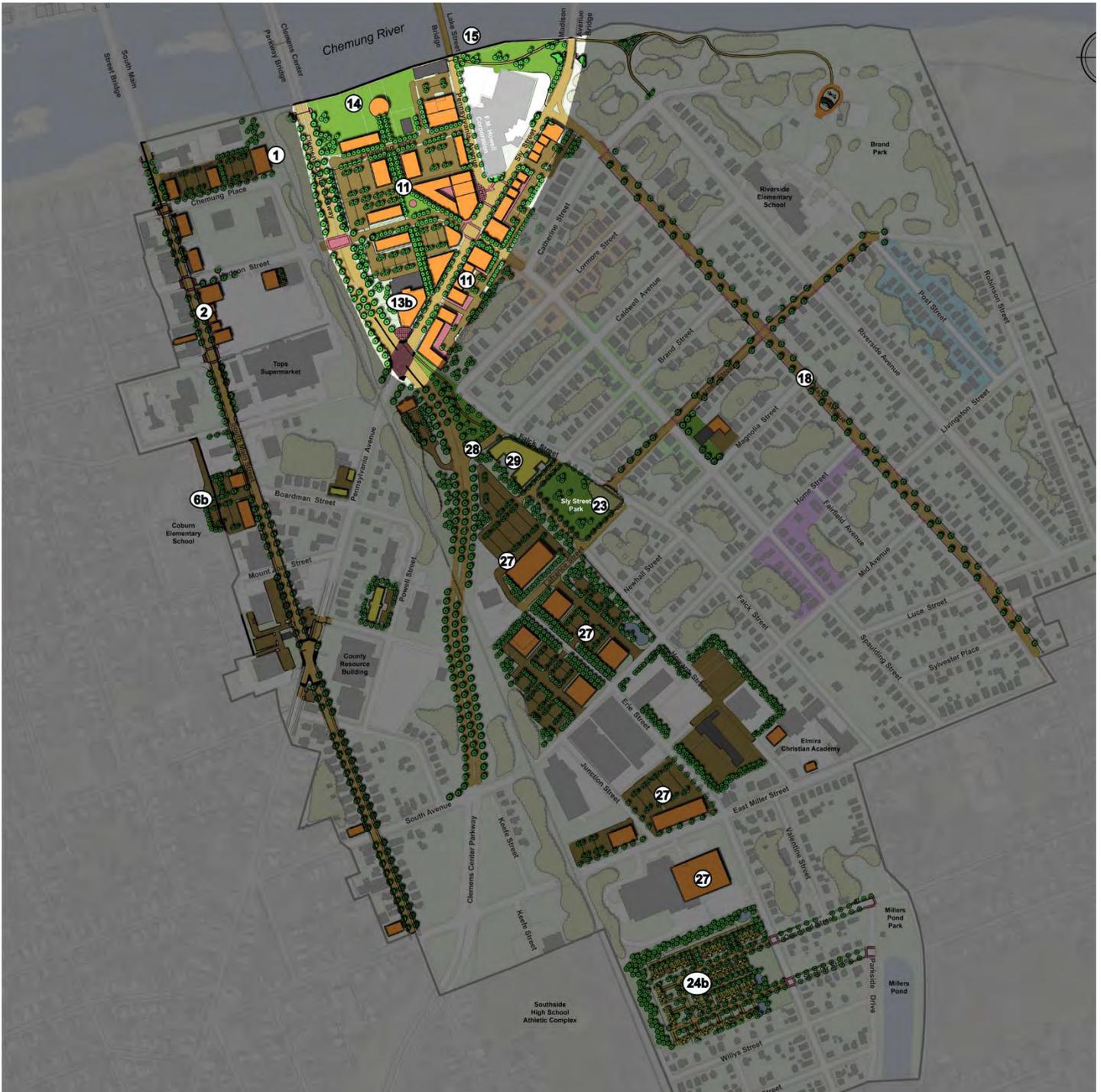
	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
Land Use & Zoning	Establish a Gateway Corridor Overlay Zone for frontage properties along Pennsylvania Avenue, Sly Street and Hudson Street to support enhanced code enforcement and property maintenance standards.	Code Enforcement, Law Department, Planning Commission	Short-Term	X
	Establish design standards for Pennsylvania Avenue, Sly Street and Hudson Street that maintain and promote high quality traditional Main Street urban form.	Community Development, Planning Commission, ZBA	Short-Term	X
	Support mixed use development in a business services hub centered on Hudson Street.	STEG, EDD, LDC, Chemung County Planning	On-going	
	Focus commercial and mixed use infill projects on South Main Street and Pennsylvania Avenue, and establish high quality design standards for these corridors.	STEG, EDD, LDC, Chemung County Planning	On-going	
	Establish an incentive zoning law which assigns Pennsylvania Avenue, Hudson Street and Sly Street as beneficiaries of future amenity/incentive agreements.	City Manager, Planning Commission, ZBA, LDC	Long-Term	
Housing & Community Dev.	Conduct a lot-by-lot housing condition assessment to form the basis of a future neighborhood revitalization strategy.	Community Development, Code Enforcement	Short-Term	X
	Promote and facilitate the turnover of housing stock within the Study Area, seeking to remove and replace 10 to 15 percent of the lowest functioning housing units over the next 10 years.	Community Development, LDC	On-going	
Economic Development	Begin coordination with NYS DOT and the Elmira-Chemung Transportation Council for gateway planning, design and construction projects in conjunction with other transportation system improvements.	Engineering, NYSDOT, ECTC	On-going	X
	Modify the City's Planned Development District regulations to include the commercial/mixed use zones to provide added flexibility for difficult sites within the Study Area.	City Manager, Planning Commission, ZBA	Short-Term	X
	Identify middle-skills job training opportunities to help alleviate high unemployment levels among younger residents.	LDC, STEG	On-going	
	Attract younger families, couples and singles with household incomes above \$50,000 into the neighborhood.	Community Development, LDC STEG,	On-going	

Figure 43: Chemung Village Development Plan – 2014 to 2022



- 10. Wayfinding, Gateway and Public Realm Improvements
- 11. Mixed Use Business Services
- 12. Neighborhood Services Gateway
- 13a. Medical Office Reuse

Figure 44: Chemung Village Long Term Development Vision



- 10. Wayfinding, Gateway and Public Realm Improvements
- 11. Mixed Use Business Services
- 12. Neighborhood Services Gateway
- 13b. Medical Office Redevelopment
- 14. Waterfront Residential
- 15. Lake Street Bridge and Levee Trail

5.2.5 Chemung Village Capital Projects

The following descriptions correspond to the annotated graphic in Figures 43 and 44 and Table 15 which depict the Development Vision for the Chemung Village Business Services District.

10. WAYFINDING, GATEWAY AND PUBLIC REALM IMPROVEMENTS

Gateway and wayfinding improvements along Pennsylvania Avenue and Sly Street should focus on reducing the scale and visual impact of both the roadway and adjacent commercial/industrial uses. The City should approach F.M. Howell Corporation to discuss options and opportunities to reduce the visual impact of the large building facades and security fencing present along the corridor through the incorporation of public art, vegetative screening and façade enhancements. The intersection with Hudson Street and Spaulding Street should become a central gateway that links the Chemung Village business services hub with the adjacent Spaulding/Riverside neighborhood.

11. MIXED USE BUSINESS SERVICES

The City should establish the Chemung Village neighborhood as the destination for business support, training and office utilizing industries within Elmira. Smaller in scale and more intimate than a traditional suburban office park, the mixed use business services district seeks to function similar to a full service urban neighborhood. Zoning modifications and a land assembly strategy may likely be required to facilitate a broad redevelopment scenario.

12. NEIGHBORHOOD SERVICES GATEWAY

In addition to functioning as a primary gateway, the Pennsylvania/Sly/Hudson/Spaulding intersection should also provide convenient personal and retail services for nearby residential neighborhoods. A limited amount of ground floor convenience retail and services would increase the vibrancy and identity of the Pennsylvania corridor as a neighborhood destination.



In 2008, a project of the Des Moines Art Festival was the creation of a public art mosaic (bottom). Attendees painted individual square tiles and a professional artist arranged the tiles into a large mosaic for display. Such a concept could be utilized to generate a temporary public art mural to adorn the blank wall of F.M. Howell Company at the intersection of Pennsylvania Avenue and Hudson Street (top). The tiles could be painted by attendees of Elmira's numerous summer events, and the mural could be changed annually.



The low-rise professional office space in the above example depicts an appropriate scale, density and character for the Chemung Village business services district.

13. MEDICAL OFFICE REDEVELOPMENT (STRATEGIC SITE)

The former Creative Orthotics site occupies a high visibility location at the intersection of the Clemens Center Parkway and Pennsylvania Avenue. The site’s large surface parking, lack of transition between parking and sidewalk areas, and poor connectivity between the building and street all detract from the character and quality of the Pennsylvania Avenue corridor. The adaptive reuse and rehabilitation of this currently vacant structure was investigated as part of a preliminary investment pro-forma analysis which included the development of conceptual site improvements. The analysis indicated that current market rents were not supportive of significant interior rehabilitation investments. The City should support the redevelopment of site parking and landscaping areas through the joint application for green infrastructure, sustainability and business assistance grant funding through the Southern Tier Regional Economic Development Council.



Enhanced buffering between parking and pedestrian areas and the installation of street trees could provide a dramatic difference in the quality of the visual appearance of the Pennsylvania Avenue Corridor.



14. WATERFRONT RESIDENTIAL

The Chemung Village neighborhood has one of the few potentially viable waterfront residential development opportunities within the city of Elmira. A 1.4 to 2.5-acre site north of Chemung Place could support between 11 and 25 new townhome units, many with waterfront views. Residential development on this scale would require substantial site assembly and acquisition costs, though the premium for waterfront sites may make this a viable development opportunity.

15. LAKE STREET PEDESTRIAN BRIDGE AND LEVEE TRAIL

The City of Elmira is actively considering the conversion of the Lake Street Bridge into a pedestrian-only facility. This bridge would connect Mark Twain Riverfront Park on the north to Pennsylvania Avenue and a levee-top trail to Brand Park on the south. The levee trail is envisioned to cross beneath the Madison Avenue Bridge to Brand Park to an initial terminus at the renovated Brand Park Memorial Garden. The strengthening of physical connections across the river further promotes the integration of the Southside into the larger economy of Elmira.



The Lake Street Bridge is currently closed to all traffic due to safety concerns. A current proposal to convert the bridge for pedestrian uses would coincide with the proposed construction of a levee-top trail to Brand Park. The Brand Park levee offers expansive views of the Chemung River and Jerusalem Hill to the east.

Table 15: Chemung Village Capital Projects - 2014 to 2022

Project No.	Name	Project Phasing and Anticipated Costs (\$2012)		Potential Funding Resources	Time Frame	Notes
10	Pennsylvania Avenue Wayfinding, Gateway and Public Realm Improvements	Feasibility/Schematic Design	\$50,000	City, BOA	2016	Conducted as part of a larger streetscape, wayfinding and gateway improvement Study during BOA Step 3.
		Design	Unknown	City, TIP	2017-2020	Dependent upon results of feasibility/schematic phase.
		Construction	\$700,000 to \$1,000,000	City, Private, TIP, TA, STP	2016-2018	Based on 0.35 miles at \$2M per mile, not including roadway reconstruction.
11	Mixed Use Business Services	Pre-Development	\$45,000 to \$60,000	City, BOA	2016-2018	Includes Planned Development District designation, development master plan, land-owner coordination and land assembly strategy for entire Business Services Center.
		Development Solicitation	\$15,000	City, BOA	2018-2020	City to establish Request for Proposals and negotiate with interested developers for Phase 1 site at intersection of Pennsylvania Avenue and Chemung Place.
		Phase 1 Design / Construction	\$1,500,000 +	City, Private, STEG, PILOT, REDC	2020-2022	Conceptual and preliminary design conducted by potential private party developer. Cost based on potential 20,000 SF two-story mixed commercial/office building.
12	Neighborhood Services Gateway	Pre-Development	\$15,000	City, BOA	2018-2020	Includes land-owner coordination and land assembly strategy for property redevelopment.
		Design / Construction	TBD	Private, STEG, PILOT	2020-2022	Design and construction conducted by private developer.
13	Former Creative Orthotics Site	Pre-Development	\$15,000	City, BOA	2015-2016	Includes land-owner coordination and development incentive strategy for Phase I parking lot rehabilitation and building re-tenanting.
		Design / Construction	TBD	Private, STEG, PILOT	2016-2017	Design and construction conducted by private developer.
14	Waterfront Residential	Pre-Development	\$15,000	City, BOA	2020-2022	Includes land-owner coordination and land assembly strategy for property redevelopment.
		Site Acquisition and Assembly (estimated)	\$TBD	Private	2022-2025	Land assembly strategy included within BOA Step 3 activities includes negotiation costs.
		Design/ Construction	\$TBD	Private, City, PILOT, ESD	2025+	Design and construction conducted by private developer.
15	Lake Street Pedestrian Bridge and Levee Trail	Conceptual/Schematic Design	\$45,000	City, BOA	2015-2016	Schematic design for levee trail to build upon findings from Lake Street Bridge Pedestrian Conversion analysis anticipated to be completed by 2015.
		Design/ Construction	\$500,000+	City, TA, Recreational Trails	2016-2020	Costs based on construction of new 0.45 mile levee trail.

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5.3 Spaulding/Riverside

The Spaulding/Riverside neighborhoods should be a safe, affordable and convenient residential alternative for families and households of all sizes. The proximity of Brand Park, the Chemung River and the historic Maple Avenue corridor are significant assets upon which to build a solid foundation for future investment. Short-term recommendations include the strengthening of Brand Park as a recreational destination and the stabilization of targeted residential clusters experiencing the greatest threat of continued decline. Long-term recommendations include the aggressive revitalization of key neighborhoods through rehabilitation, new construction and a reduction in housing density.

The following overview includes a neighborhood vision statement, recommended administrative initiatives (Table 16) and proposed capital investments to spur economic revitalization. The Neighborhood Development Plans for Chemung Village (figures 45 and 46) are supported by an implementation matrix for corridor projects (Table 17).

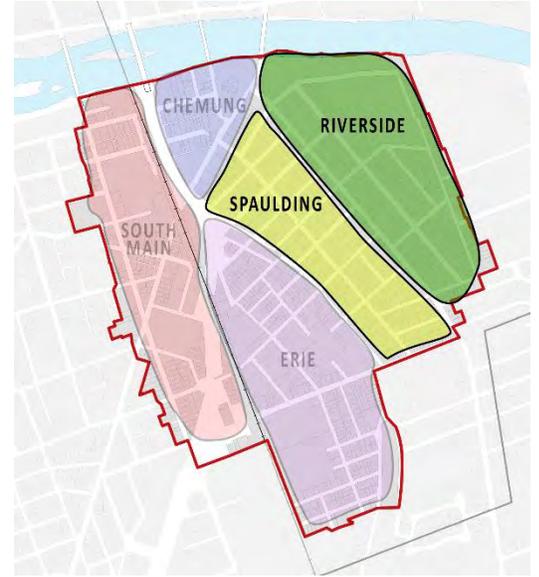
5.3.1 Future Neighborhood Identity

The Spaulding/Riverside neighborhood is a destination for first-time home buyers, empty-nesters and young families seeking high quality and affordable housing in a safe and walkable neighborhood. Brand Park and Sly Street Park provide convenient recreational amenities for children and seniors, connected to the neighborhood via a contiguous sidewalk and trail system. The neighborhood’s diverse range of housing options include small single family bungalows, contemporary townhomes and majestic Victorian mansions, most within walking distance of services along the South Main Street corridor.

5.3.2 Future Land Use and Development Character

The land use and development pattern within the Spaulding/Riverside neighborhoods should remain predominantly residential. Targeted opportunities for small-scale mixed use commercial development in areas beyond comfortable walking distances to South Main Street should be supported where this type of development is in harmony with the surrounding neighborhood pattern.

Over the long-term, a significant amount of new housing stock will be required for the neighborhood to be a competitive alternative in the marketplace. New construction should maintain the character of valued single-family historic forms, even for two, three and four unit



PRIORITY RECOMMENDATIONS

Spaulding/Riverside

- Reduce overall neighborhood residential density to 7 units per acre, floating between 5 and 10 units per acre in targeted areas.
- Seek to establish a vacancy rate of 3 percent to promote a stable neighborhood and support increasing property values.
- Institute policies and incentives that encourage the de-conversion of multi-family properties back to single-family residences.
- Establish a Southside-East Community Center on Spaulding Street, potentially in conjunction with Riverside Methodist Church.
- Enhance buffer areas between stable businesses and residential properties through a combination of acquisitions and the relocation of business activities.

structures. The neighborhood should strive to reduce the number of multifamily structures and increase the number of both single-family and owner-occupied units. A balance of approximately 55 to 65 percent owner-occupied units would be optimal over the long-term.

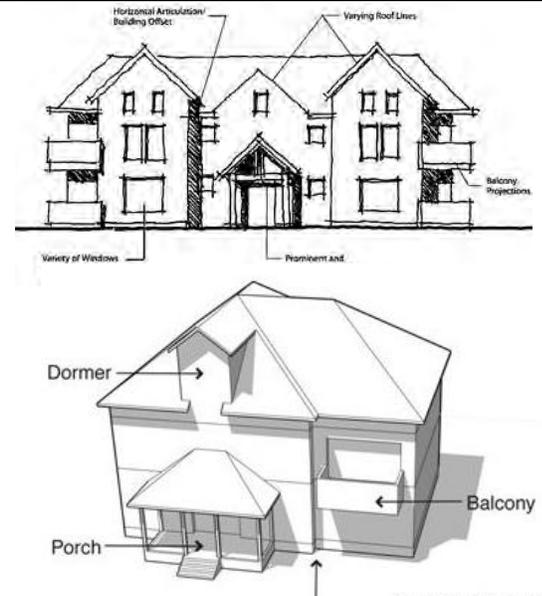
Design standards should be established and codified that require best-practices for residential development, including shallow setbacks, viable-depth front porches, sidewalk connections and rear-positioned garages. The City should encourage the balanced construction two-story structures and ranch or single story homes buildings to meet the needs and variety demanded by the marketplace. Established design standards should require appropriate architectural character and construction materials for all development.

5.3.3 Housing and Community Development

In the near-term, priority should be placed upon neighborhood stabilization, de-densification and the reduction of vacant, abandoned and/or blighting properties. Current vacancy rates of 10 percent should be reduced towards a stable goal of 3 percent. This could be accomplished through the re-tenanting of vacant structures and/or the demolition of buildings no longer viable in the marketplace. The City should bolster its current first-time home buyer and rehabilitation programs, and should consider making the Spaulding/Riverside neighborhoods an investment priority for Community Development Block Grant, HOME and New York State housing funding programs for a defined period of time.

The revitalization of Brand Park and Sly Street Park will improve both their physical appearance and usefulness for area residents. The presence of close-to-home parks can be a significant factor in where families choose to live. The City should strive to make proximity to Brand Park the Spaulding/Riverside neighborhood's greatest asset.

The City should also consider establishing a Landlord Training program to assist current, new and potential property owners with the legal and logistical issues involved with property management. This program should be oriented towards assisting and encouraging owner-occupied multi-family properties.



The establishment of design standards that graphically depict appropriate form, massing and arrangement of architectural elements would improve the quality of development and ensure new construction fits with the existing neighborhood character.



The City should strive to create unique gathering spaces at Brand Park that take advantage of the waterfront location.

5.3.4 Economic Development

A primary economic development push should be to improve community perception of the Spaulding/Riverside neighborhood. As part of a broader effort to rejuvenate and refocus the Elmira brand, the Southside should be a high-profile, positive aspect of the community identity. Reshaping the Elmira brand and the identity of the Southside will assist in the focused attraction of households with an income of greater than \$50,000. Increases in aggregate discretionary income within the neighborhood can have dramatic impacts on the level of spending at local businesses.

Did you know?

A 1% increase in household income would equate to approximately **\$0.63 million** in additional spending potential within the study area.

Table 16: Spaulding/Riverside Non-Capital Project Recommendations

	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
Land Use and Zoning	Enhance buffer areas between stable businesses and residential properties through a combination of property acquisitions and the relocation of business activities.	Community Development, Private, STEG	Long-Term	X
	Reduce overall neighborhood residential density to 7 units per acre, floating between 5 and 10 units per acre in targeted areas.	Community Development	Long-Term	X
	Consider establishing a maximum household density per block in conjunction with a competitive multifamily permit process.	Community Development	Long-Term	
	Establish design standards to promote the use of front yards and enjoyment of the public realm along streets and sidewalks.	Community Development, Planning Commission, ZBA	Short-Term	
Housing and Community Development	Institute policies and incentives that encourage the de-conversion of multi-family properties back to single-family residences.	Community Development, Code Enforcement, Chamberlain, Assessor	Short-Term	X
	Identify tools and incentives to encourage owner-occupancy and reinvestment.	Community Development, LDC	On-going	
	Residential densities and vacancy rates should be reduced through unit consolidations, conversions and demolitions.	Community Development	On-going	
	Seek to establish a vacancy rate of 3 percent to promote a stable neighborhood and support increasing property values.	Community Development	On-going	X

	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
Housing and Community Development	Increase ownership composition within the Study Area to approximately 55 to 65 percent owner occupied properties.	Community Development	On-going	
	Conduct a lot-by-lot housing condition assessment to form the basis of a future neighborhood revitalization strategy.	Community Development, Code Enforcement	Short-Term	
	Promote and facilitate the turnover of housing stock within the Study Area, seeking to remove and replace 10 to 15 percent of the lowest functioning housing units over the next 10 years.	Community Development, LDC	On-going	
	Provide training and assistance to promote owner-occupancy of two-family units.	Community Development,	On-going	
	Coordinate a Pastor’s Roundtable with the leadership of area religious institutions to identify common needs/concerns among local constituents.	Community Development, LDC	On-going	X
	Tie all future public investments within the Study Area to the Southside Rising initiative and celebrate these investments in the community.	Community Development, LDC, Engineering, DPW, EDD	On-going	
	Establish a Southside-East Community Center on Spaulding Street, potentially in conjunction with Riverside Methodist Church.	LDC, Chemung County, Elmira School District,	Short-Term	X
	Investigate enhanced Place-Based Policing Strategy in Spaulding neighborhood that embeds a visible police presence for an extended period of time.	Police, Community Development, County Sheriff	Short-term	
Economic Development	Attract younger families, couples and singles with household incomes above \$50,000 into the neighborhood.	Community Development, LDC, STEG,	On-going	
	Conduct a marketing, community branding and public relations campaign to improve resident and investor perceptions of the Southside.	Community Development, LDC	Short-Term	

Figure 45: Spaulding/Riverside Revitalization Plan – 2014 to 2022



- 16. Brand Park Revitalization
- 17. Post Street Target Area Stabilization
- 19. Spaulding/Lormore Target Area Stabilization
- 20. Southside-East Community Center
- 21. Home Street and Spaulding Street Housing Stabilization

Figure 46: Spaulding/Riverside Long Term Development Vision



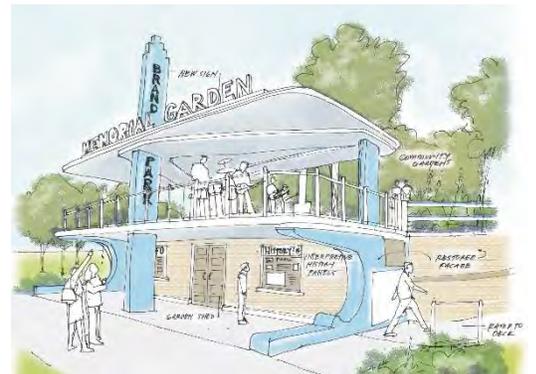
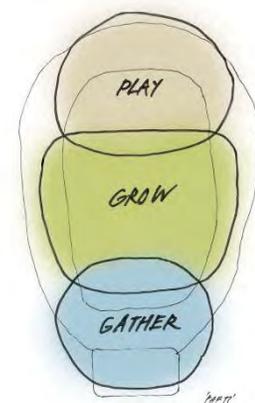
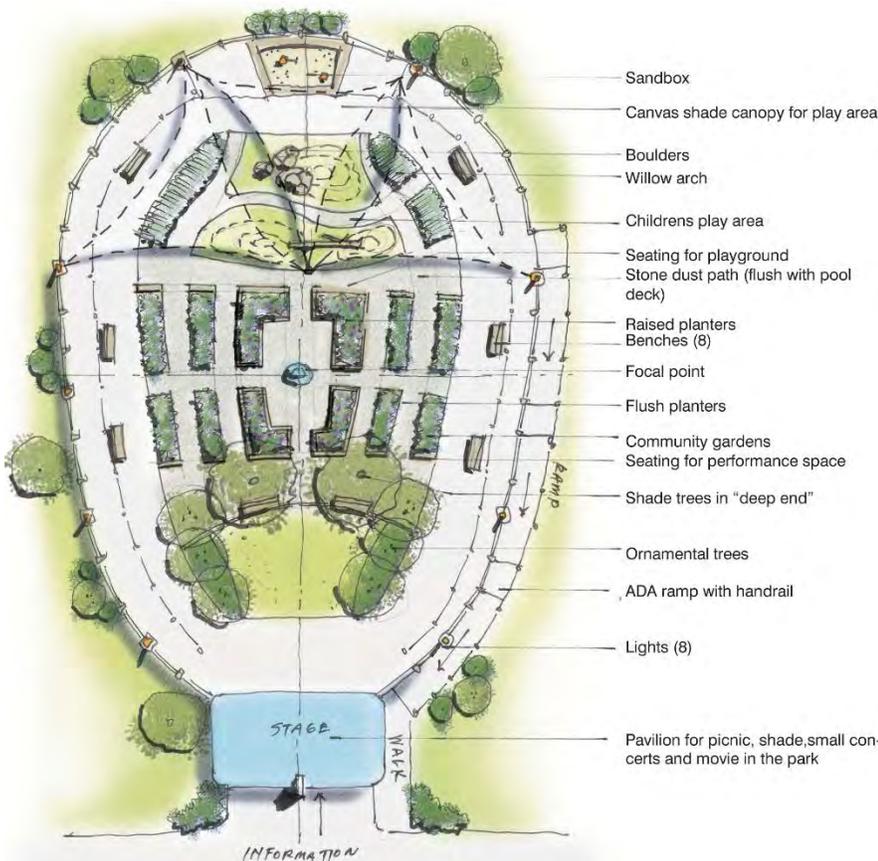
18. Maple Avenue Historic Interpretive Trail

5.3.5 Spaulding/Riverside Capital Projects: 2014 to 2022

The following descriptions correspond to the annotated graphic in Figures 45 and 46 and Table 17, which depict Development Vision for the Spaulding/Riverside Neighborhood.

16. BRAND PARK REVITALIZATION

The revitalization of Brand Park is a top priority for the City, and will make the Spaulding/Riverside neighborhood extremely attractive for young families. Proposed enhancements include the rehabilitation and adaptive reuse of the former above ground swimming pool into a community garden and performance space catering to a range of age groups. The swimming pool is proposed to be filled with soil and planting medium for the installation of gardens, gathering spaces and lawn areas.



The proposed pool would include 3 unique spaces organized around the concept of Play, Grow, Gather. The Play space would include a children’s play area utilizing natural materials such as boulders, tree trunks, sand and plant material. The Grow space is proposed to include more formalized garden plantings in raised beds with seating for residents to view the children’s play area and the adjacent performance space. The Gather space is envisioned to include an open lawn area surrounded by shade trees for gatherings in conjunction with the adjacent covered performance stage.

17. POST STREET HOUSING STABILIZATION

Post Street has been identified as a transitional neighborhood surrounded by stable housing and adjacent to Brand Park. The Southside Rising Revitalization Strategy seeks to bolster underperforming areas such as Post Street which present the opportunity for tangible results with limited use of resources. It is expected that the surrounding areas of high capacity will further leverage investment in this area. Improvements in this neighborhood should consist of rental de-conversion, rehabilitation and weatherization assistance, and potentially first-time home buyer assistance.



18. MAPLE AVENUE HISTORIC INTERPRETIVE TRAIL

The Maple Avenue Historic District is proposed to be enhanced with interpretive signage and potentially other wayfinding cues that educate residents and travelers about the Southside’s significant and storied past. The trail will extend from Brand Park south the Luce Street, and also along Horner Street from Brand Park to Sly Street Park.



19. SPAULDING STREET / LORMORE STREET HOUSING STABILIZATION

This pocket of the Spaulding/Riverside neighborhood suffers from intense neglect and disinvestment. The revitalization strategy seeks to combine property acquisitions, demolitions, de-conversions and rehabilitations into a coordinated series of public and private investments to reduce unit densities and stabilize the neighborhood. New construction is proposed in the long-term after housing values and conditions have stabilized.

The Indianapolis Cultural Trail includes many design and wayfinding elements that should be incorporated into the Maple Avenue Historic Interpretive Trail, including a well-defined path and consistent signage.

Housing Visions is a not-for-profit affordable housing developer that partnered with the City of Rome NY on the construction and rehabilitation of 33 housing units in the 400 block of South James Street. The project encompassed 12 properties; 7 with structures and 5 vacant lots. The project was funded through CDBG, NYS HOME and Federal low-income tax credits, and included the construction of 8 new buildings and substantial renovation of 3 existing structures. This project is a high quality example of what could take place in a targeted area along Spaulding and Lormore Streets in the Southside Rising study area.



20. SOUTHSIDE - EAST COMMUNITY CENTER

The City’s Southside Community Center on Partridge Street is a successful location that serves over 300 children per week, many of whom live east of the Clemens Center Parkway. A second Southside community center within the Spaulding/Riverside neighborhood is recommended to act as a catalyst for renewal and function as a focal point for revitalization. The City should investigate opportunities to co-locate within the Riverside Methodist Church on Spaulding Street. This site is surrounded by residential neighborhoods and is two blocks from Riverside Elementary School, making it a convenient location for after-school programming.



Children coloring at an after-school program.

21. HOME STREET / SPAULDING STREET HOUSING STABILIZATION

Similar to Post Street, the Home/Spaulding Street area is underperforming, in large part due to a concentration of rental properties that are not receiving an appropriate amount of investment. Recommended stabilization program elements include rental de-conversions, rehabilitation and weatherization assistance, and first-time home buyer assistance.



Buildings such as this duplex on East Miller Street were likely originally single-family structures. The City should establish a program that financially incentivizes the de-conversion of these structures from multi-family units back to a single-family home.

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Table 17: Spaulding/Riverside Capital Projects - 2014 to 2022

Project No.	Name	Project Phasing and Anticipated Costs (\$2012)		Potential Funding Resources	Time Frame	Notes
16	Brand Park Revitalization	Design Development	\$50,000	City, BOA	2015	Detailed Master Plan conducted as part of BOA Step 3.
		Phase 1 Memorial Pool	\$700,000 to \$1,000,000	City, EPF Parks, Private, REDC, ARC	2015-2016	City is actively pursuing funding for implementation.
		Remaining Phases Construction	TBD	City, EPF Parks, Private, ARC	2016-2018	Detailed costs determined upon completion of Detailed Master Plan.
17	Post Street Housing Stabilization	Detailed Stabilization Strategy	\$25,000 to \$30,000	City, BOA	2015-2016	Conducted as part of a larger detailed Neighborhood Stabilization Strategy for the Spaulding/Riverside neighborhood.
		Site Acquisition and Assembly (estimated)	\$100,000	City, CDGB	2016-2018	City to target individual properties based on findings from Stabilization Strategy.
		Rehabilitation	TBD	City, Private, CDBG, HOME, DHCR	2018-2022	City to include Stabilization Funding in 2015 HUD Consolidated Funding Plan.
18	Maple Avenue Historic Interpretive Trail	Conceptual/Schematic Design	\$45,000	City, BOA	2015-2016	Schematic design for historic interpretive trail to connect with Brand Park via Horner Street.
		Design/ Construction	\$500,000 to \$1,000,000	City, TA, Private	2016-2020	Costs based on construction of new 0.9 mile urban trail.
19	Spaulding Street and Lormore Street Housing Stabilization	Detailed Stabilization Strategy	\$35,000 to \$40,000	City, BOA	2015-2016	Conducted as part of a larger detailed Neighborhood Stabilization Strategy for the Spaulding/Riverside neighborhood.
		Site Acquisition and Assembly (estimated)	\$250,000	City, Private, CDGB	2016-2020	City to identify private housing rehabilitation partner.
		Demolition	\$250,000	City, Private, CDBG	2016-2020	City to target individual properties based on findings from Stabilization Strategy
		Rehabilitation/Construction	TBD	City, Private, CDBG, HOME, DHCR	2018-2022	City to include Stabilization Funding in 2015 HUD Consolidated Funding Plan.
20	Southside – East Community Center	Coordination	\$15,000	City, BOA	2015	Includes coordination with Riverside Methodist Church, Chemung County and current Southside Community Center management.
		Renovation/Capital Improvements	TBD	Private, City, County	2016-2017	Design and construction conducted by private developer.
21	Home Street and Spaulding Street Housing Stabilization	Detailed Stabilization Strategy	\$20,000 to \$25,000	City, BOA	2015-2016	Conducted as part of a larger detailed Neighborhood Stabilization Strategy for the Spaulding/Riverside neighborhood.
		Site Acquisition and Assembly (estimated)	\$80,000	City, CDGB	2018-2020	City to target individual properties based on findings from Stabilization Strategy.
		Rehabilitation	TBD	City, Private, CDBG, HOME, DHCR	2020-2022	City to include Stabilization Funding in 2015 HUD Consolidated Funding Plan.
22	LaFrance Street Stabilization	Detailed Stabilization Strategy	\$20,000 to \$25,000	City, BOA	2015-2016	Conducted as part of a larger detailed Neighborhood Stabilization Strategy for the Spaulding/Riverside neighborhood.
		Site Acquisition and Assembly (estimated)	\$200,000	City, CDGB	2018-2020	City to target individual properties based on findings from Stabilization Strategy.

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5.4 Erie Street Corridor

The Erie Street corridor should continue to provide light industrial development and jobs to the Southside while also supporting stable residential neighborhoods. The mix of future industrial and residential development will require diligence to reduce or eliminate heavy vehicle traffic through residential neighborhoods. Recent investments at Miller’s Pond Park have made it a family-friendly destination within walking distance for neighborhoods south of East Miller Street and make this area an accessible and attractive alternative to suburban living.

Short-term recommendations include improvements to physical buffers between industrial and residential uses, the preparation of the Erie Plaza site for redevelopment and revisions to truck and vehicular circulation patterns. Long-term recommendations include the revitalization of the LaFrance Street neighborhood and the redevelopment of the former American LaFrance site.

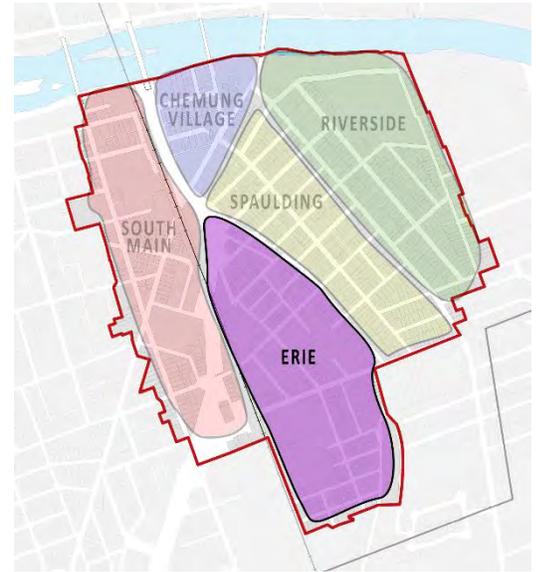
The following overview includes a neighborhood vision statement, recommended administrative initiatives (Table 18) and proposed capital investments to spur economic revitalization. The Neighborhood Development Plans for the Erie Street Corridor (figures 47 and 48) are supported by an implementation matrix for corridor projects (Table 19).

5.4.1 Future Neighborhood Identity

The Erie Street Corridor is the Southside’s Industrial Center, providing good paying jobs and flexible manufacturing alternatives for regional businesses. The proximity of three intersections along the Clemens Center Parkway provides a high degree of accessibility, convenience and connectivity. Two distinct neighborhoods are present, including a predominantly owner-occupied, single-family neighborhood with diverse housing stock south of East Miller Street. New industrial investment is balanced with residential development through enhanced landscape buffers and high quality public park expansions at Sly Street Park and Miller’s Pond Park.

5.4.2 Future Land Use and Development Character

The land use and development pattern within the Erie Street Corridor should be a balanced mixture of residential development and flexible industrial/commercial uses. Over the long-term, an expansion of industrial land uses to accommodate new investment may be warranted dependent upon regional, statewide and national market forces. The potential expansion of successful local industries may



PRIORITY RECOMMENDATIONS

Erie Street Corridor

- Modify the City’s Planned Development District regulations to include the commercial/mixed use zones to provide added flexibility for difficult sites within the Study Area.
- Participate in pre-development and site preparation activities to level the playing field and make the Study Area an attractive alternative to suburban greenfield sites.
- Investigate future expansion of industrial land uses from Erie Street to Howard Street as part of the future redevelopment of the former American LaFrance site.
- Enhance buffer areas between stable businesses and residential properties through a combination of acquisitions and the relocation of business activities.

lead to the redevelopment of vacant properties, such as the former American LaFrance site, as well as adjacent underutilized properties. For areas north of East Miller Street, the extension of flexible industrial and commercial uses should be limited to areas south/west of Howard Street. For areas south of East Miller Street, development should focus on strengthening the neighborhood's residential character through continued investments in single-family housing on the Erie Plaza site and additional amenities at Miller's Pond Park.

A shift to flexible industrial and commercial uses will require large amounts of surface parking. In conjunction with ample landscape areas and robust vegetation, parking lots should be utilized to buffer and mitigate visual impacts at the junction of industrial and residential uses. Given proximity to residential uses, new industrial development should utilize high-quality materials in conjunction with residential design cues to improve the blending of development character with adjacent neighborhood.

5.4.3 Housing and Community Development

Recommendations for the Erie Street Corridor include several housing and neighborhood revitalization initiatives, including the redevelopment of the Erie Plaza site into a new single-family, owner-occupied neighborhood. The near-term transition of this property to residential uses would further stabilize property values in the surrounding area. This development should focus on increasing the diversity of housing alternatives within the Southside neighborhood by providing new products currently unavailable in the City.

A second housing initiative is the stabilization and long-term transition of the LaFrance Street Target Area to flexible industrial/commercial or high-density residential uses. The redevelopment of this area would potentially include the reorganization of vehicular access, roadways and circulation patterns to segregate local and industrial traffic. This includes the reconfiguration of the Lake Avenue intersection with the Clemens Center Parkway to an alignment with Caldwell Avenue and the development of a neighborhood gateway in excess DOT right-of-way holdings. The expansion of Sly Street Park is also proposed to further buffer adjacent residential areas from potential industrial expansions.

5.4.4 Economic Development

Critical economic development recommendations include redevelopment of vacant and/or underutilized properties, such as the former American LaFrance and Erie Plaza strategic sites. The long-term transition of the LaFrance Street Target Area away from single-family housing will require advanced analysis and strategy development for land assembly and infrastructure assessments. The redevelopment of the Erie Plaza site will also require advanced land-owner coordination and strategies to facilitate environmental investigations, site acquisition, demolition and clearing of the property for new investment.

Table 18: Erie Plaza Non-Capital Project Recommendations

	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
Land Use & Zoning	Enhance buffer areas between stable businesses and residential properties through a combination of acquisitions and the relocation of business activities.	Community Development, Private, STEG, Code Enforcement	On-going	X
	Investigate future expansion of industrial land uses from Erie Street to Howard Street as part of the future redevelopment of the former American LaFrance site.	STEG, LDC , Chemung County Planning	Long-Term	
Housing & Community Development	Institute policies and incentives that encourage the de-conversion of multi-family properties back to single-family residences.	Community Development, Code Enforcement, Chamberlain, Assessor	Short-Term	X
	Identify tools and incentives to encourage owner-occupancy and reinvestment.	Community Development, LDC	On-going	X
	Residential densities and vacancy rates should be reduced through unit consolidations, conversions and demolitions.	Community Development	On-going	X
	Conduct a lot-by-lot housing condition assessment to form the basis of a future neighborhood revitalization strategy.	Community Development, Code Enforcement	Short-Term	
	Promote and facilitate the turnover of housing stock within the Study Area, seeking to remove and replace 10 to 15 percent of the lowest functioning housing units over the next 10 years.	Community Development, LDC	On-going	
	Investigate the potential to reconfigure the Lake Avenue entrance from Clemens Center Parkway to an intersection with Caldwell Avenue at Falck Street, and make this a ‘car-only’ gateway to the neighborhood.	Engineering , NYSDOT, ECTC	Short-Term	

	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
Economic Development	Participate in pre-development and site preparation activities to level the playing field and make the Study Area an attractive alternative to suburban greenfield sites.	Community Development, LDC, STEG	On-going	X
	Modify the City’s Planned Development District regulations to include the commercial/mixed use zones to provide added flexibility for difficult sites within the Study Area.	City Manager, Planning Commission, ZBA	Short-Term	X
	Conduct outreach with property owners to establish them as a willing participant to conduct Phase I ESAs.	STEG, EDD, NYSDEC, LDC	On-going	
	Coordinate with the NYS DEC on the potential to include the Chemung Foundry and American LaFrance sites in the Brownfield Cleanup Program.	Engineering, NYSDEC, LDC	Short-Term	
	Coordinate discussions with the NYS DOT regarding the transfer of excessive right-of-way holdings to the City adjacent to the Lake Avenue intersection and along Miller Street.	Engineering , NYSDOT	Long-Term	
	Identify funding sources to provide targeted gap financing for housing and development projects to help kick-start revitalization and spur private investment.	Community Development, STEG, LDC	Short-Term	

Figure 47: Erie Street Corridor Development Plan – 2014 to 2022



- 22. LaFrance Street Target Area Stabilization
- 23. Sly Street Park Revitalization
- 24a. Erie Plaza Pre-Development Activities
- 25. Enhanced Buffering and Yard Space Relocation
- 26. Commercial/Industrial Flex Space

Figure 48: Erie Street Corridor Long Term Development Vision



- 23. Sly Street Park Revitalization
- 24b. Erie Plaza Redevelopment
- 27. Industrial Business Expansions
- 28. Lake Avenue Realignment
- 29. Falk Street Residential

5.4.5 Erie Street Corridor Capital Projects: 2014 to 2022

The following descriptions correspond to the annotated graphic in Figures 47 and 48 and Table 18, which depict the 0 to 8 Year and Long Term Development Vision for the Erie Street Corridor.

22. LAFRANCE STREET HOUSING STABILIZATION

LaFrance Street is a declining area that has struggled largely due to the smaller-than-average housing size and the general proximity to current/former intensive industrial uses. In response to the general lack of demand for single-family homes smaller than 1,000 square feet and the location within the Southside, portions of this neighborhood have been identified as a logical long-term transition to industrial uses. However, the stabilization of this neighborhood is an important near-term initiative to improve the quality of housing available to current residents while also protecting the value of adjacent residential uses.

Several strategies should be employed during stabilization efforts, including the selective acquisition and removal of underperforming and/or failing properties, and enhanced code enforcement. Failing industrial properties or converted residences should also be included in these efforts. The long-term transition of this area will require extensive pre-development planning and land assembly efforts. The City should seek to work with Chemung County during future condemnation and foreclosure proceedings to prevent individual properties from returning to the marketplace for residential purposes.



The LaFrance Street target area's proximity to current and former industrial uses has resulted in reduced desirability and therefore property values.

Several potential transition alternatives were investigated which varied the amount of residential, industrial and open space land uses for the LaFrance Street target area. As market conditions change within the Southside, the City will need to revisit the long-term land use plan within this area.



23. SLY STREET PARK REVITALIZATION

The revitalization and reinvestment in Sly Street Park is both a short- and long-term priority initiative within the Erie Street Corridor. The removal of hiding spaces, lighting improvements and uses that activate the park would be beneficial. The existing depressed spaces should be reconfigured to increase the actual and perceived safety and emphasize family-friendly programming for families with small children. New, updated play environments with perimeter fencing, lighting, seating and ADA-compliant access should be included to reactivate the park and make it a companion destination to Brand Park within the neighborhood. The play environment could include natural elements, hills and other informal play structures that are robust, budget conscious and unique within the community. The long-term expansion of the park should be considered during future neighborhood redevelopment activities.



The re-imagining of Sly Street Park should focus on enhancing the perception of safety for neighbors while expanding visitation to the park by providing a unique experience. Big Slides, climbing structures and other vandal-resistant play elements in conjunction with ample seating and shade areas can make the space a companion destination to Brand Park within the Southside.

24. ERIE PLAZA REDEVELOPMENT

The Erie Plaza site was analyzed across multiple scenarios for the development of a single-family attached and detached residential neighborhood. The initial concept included 32 housing units in a village-like atmosphere. A second, more suburban concept was analyzed with 21 housing units. A development pro-forma for the 32 and 21 unit concepts indicated a severe financial gap per unit. A third concept with more units was advanced and analyzed to determine if a near break-even point was attainable utilizing 64 single-family townhouse units. It was determined

Although the current market does not support development and new construction, the City should continue to advance pre-development activities to prepare for future private investment. Activities such as land owner negotiations, Phase 1 and Phase 2 Environmental Site Assessments, and the acquisition and clearing of the site would provide significant financial incentives to investors, while significantly reducing the development and approval timeline.



25. ENHANCED BUFFERING AND YARD SPACE RELOCATION

The operations of Zeiser-Wilbert Vault require significant outdoor storage areas which greatly impact the visual aesthetics of surrounding residential areas. It is recommended that the City enter discussions with the business to identify alternative off-site locations in close proximity for yard space. For instance, the City could lease portions of the American LaFrance site for outdoor storage purposes, permitting expanded buffers to be located along the perimeter of the current properties abutting single-family residences. These changes would help preserve property values of surrounding residential units, while also providing a long-standing business with the space to grow and expand operations.



Landscape screen utilizing deciduous and coniferous vegetation.

26 & 27. COMMERCIAL INDUSTRIAL FLEX SPACE

The expansion of industrial activity within the Erie Street Corridor is anticipated to take place slowly over time as existing businesses grow and encounter physical limitations within existing buildings or sites. As discussed in Project 25, the former American LaFrance site is a logical location for the expansion of existing business and industry located along Erie, Junction and Home Streets. The long-term transition of residential areas along Junction Street and East Miller Street would remove housing units in direct conflict with the corridor's industrial/commercial land use pattern, and provide additional land area for the expansion of existing businesses. Where possible, the City should assist in the land assembly and property-owner coordination efforts.



Industrial space divisible to 3,000 square feet and larger is a very popular product for small manufacturing businesses and other industries seeking the flexibility to add capacity without the cost of relocating.

28. LAKE AVENUE REALIGNMENT

The current alignment of the Lake Avenue intersection with the Clemens Center Parkway causes a confusing series of turns which disrupt wayfinding while also concentrating nearly all of the neighborhood's traffic on the streets surrounding Sly Street Park. A proposed realignment scenario would extend Caldwell Avenue to the Clemens Center Parkway and remove redundant portions of Erie Street and prevent truck traffic from heading north. Trucks would be required to utilize the Home Street and East Miller Street interchanges for commercial activity. Neighborhood vehicles would be able to access the parkway by utilizing Falck Street or Spaulding Street to Caldwell Avenue, avoiding conflicts with Sly Street Park.



The reconfiguration of roadways adjacent to the Lake Avenue intersection could be conducted over time as part of broader redevelopment activities.

Table 19: Erie Street Corridor Capital Projects - 2014 to 2022

Project No.	Name	Project Phasing and Anticipated Costs (\$2012)		Potential Funding Resources	Time Frame	Notes
22	LaFrance Street Stabilization	Detailed Stabilization Strategy	\$20,000 to \$25,000	City, BOA	2015-2016	Conducted as part of a larger detailed Neighborhood Stabilization Strategy for the Spaulding/Riverside neighborhood.
		Site Acquisition and Assembly (estimated)	\$200,000	City, CDGB	2018-2020	City to target individual properties based on findings from Stabilization Strategy.
23	Sly Street Park Revitalization	Design Development	\$50,000	City, BOA	2016	Detailed development plan conducted as part of BOA Step 3.
		Construction	\$200,000 to 300,000	City, EPF Parks, Private, ARC	2016-2018	Detailed costs determined upon completion of development plan.
24	Erie Plaza Redevelopment	Land owner coordination	\$15,000 to \$20,000	City, BOA	2015-2016	Conducted as part of a broader development negotiations during BOA Step 3.
		Site Acquisition and Assembly (estimated)	\$300,000	City, CDGB	2016-2018	City to investigate site acquisition options during BOA Step 3.
		Demolition	\$1,400,000	City, REDC	2020-2022	City to seek Regional Economic Development Council funding to assist in site preparations; cost based on complete removal of 100,000 SF building and existing parking areas.
		Redevelopment	TBD	Private, STEG	2022+	City to include Stabilization Funding in 2015 HUD Consolidated Funding Plan.
25	Enhanced Buffering and Yard Space Relocation	Land owner coordination	\$15,000 to \$20,000	City, BOA	2015-2016	Conducted as part of a broader development negotiations during BOA Step 3.
		Site Acquisition	\$200,000	City, CDGB	2016-2018	City to investigate site assembly options during BOA Step 3.
		Demolition	\$180,000	City, REDC	2020-2022	Cost based on complete removal of 6 residential structures.
26	Commercial Industrial Flex Space	Shovel-ready status	\$15,000	City, BOA	2015-2017	City to perform environmental review to prepare site for commercial/industrial redevelopment.
		Site Marketing	\$15,000	City, BOA	2017-2018	Site marketing materials, graphics and investor RFP.
		Construction	TBD	Private, STEG, REDC	2020+	Development based on market factors.
27	Industrial Business Expansions	Land owner coordination	\$15,000 to \$20,000	City, BOA	2015-2016	Conducted as part of a broader development negotiations during BOA Step 3.
		Site Acquisition and Assembly (estimated)	\$300,000	City, CDGB	2018-2022	City to investigate site acquisition options during BOA Step 3, including formation of urban renewal district.
		Demolition & Redevelopment	TBD	City, Private, REDC, CDBG	2022+	City to seek Regional Economic Development Council funding to assist in site preparations.
28	Lake Avenue Realignment	Feasibility/Schematic Design	\$50,000	City, BOA	2016	Conducted during BOA Step 3.
		Design & Construction	TBD	City, STP, REDC, DOT HPP	2017-2020	Dependent upon results of feasibility/schematic phase.
29	Falck Street Housing	Land owner coordination	\$15,000 to \$20,000	City, BOA	2018-2020	Conducted as part of a broader development negotiations during BOA Step 3.
		Site Acquisition and Assembly (estimated)	TBD	City, CDGB	2022+	City to investigate site acquisition options during BOA Step 3, including formation of urban renewal district.
		Design/Construction	TBD	Private	2022+	Development based on market factors.

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29. FALCK STREET HOUSING

The Long-Term Development Vision recommends the transition of land uses adjacent to the realigned Caldwell Street intersection and Sly Street Park to higher density residential development. A two to three story structure is envisioned to further buffer the residential neighborhood north/east of Falck Street from industrial expansion and parking lots south/west of Howard Street. Development character should blend with the valued historic forms of the adjacent neighborhood, while also serving as an inviting gateway into the Spaulding neighborhood.

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SECTION 6: ORGANIZATIONAL FRAMEWORK

This section identifies required organizational responsibilities as well as alternative organizational structures to implement revitalization recommendations within the Southside Rising Study Area.

6.1 Key Organizational Responsibilities

Given the City of Elmira’s limited staff resources, it is not realistic to assume that the revitalization of the Southside area could be accomplished absent a lead organization committed to implementing the Master Plan. This lead organization will likely have broad responsibilities such as: neighborhood redevelopment; housing rehabilitation; predevelopment planning; and neighborhood empowerment. The following is a brief overview of primary functions and priorities for a new revitalization entity.

6.1.1 Revitalization Vision & Investment Framework

The lead organization should conduct an area-wide individual property condition assessment to further refine the identification of Model Blocks and Transitional Neighborhoods. This assessment should also identify marketable housing types within targeted neighborhoods that can be renovated and marketed to moderate income households. Model rehabilitation strategies and standards for targeted properties could be established, and the program could be marketed to pre-approved contractors and investors.

6.1.2 Neighborhood Redevelopment

Neighborhood redevelopment is the most comprehensive, aggressive and expensive intervention approach, yet may be necessary on a limited basis. Neighborhood redevelopment strategies may vary across the Southside Study Area, but the following key elements should be a function of any organization charged with revitalization activities:

- Leverage neighborhood assets, including the Maple Ave Historic District, Brand Park, Chemung River waterfront and Riverside Elementary School.
- Identify a series of strategic “Model Blocks” that build a critical mass of investment, activity and community momentum.
- Improve neighborhood amenities, infrastructure, crime prevention through the targeted concentration of public sector investments.

Investment Incentive Case Study

East Rochester, NY

A potential incentive strategy is the “de-conversion” of larger rental homes back into single family or duplex homes. The Village of East Rochester, NY recently created a model program, whereby a property owner can select one of the following rebate options:

- An amount equal to the lesser of the property owner’s actual real estate tax bill or \$750.00 for a period of ten years following completion of the de-conversion.
- Payment of a lump sum of \$7,500.00 upon completion of the de-conversion.

- Utilize public money to incentivize private and nonprofit investment by pursuing acquisition, relocation, demolition, redevelopment, homeowner training/recruitment and marketing activities on a targeted basis.
- Provide development subsidies for new construction for low/mod, workforce, and senior housing.
- Target the replacement of oversized, outdated and poorly conditioned rental housing units with more contemporary, more efficient units.
- Balance rental housing with ownership opportunities in redevelopment areas.

6.1.3 Neighborhood Stabilization

The City and its implementation organization should also seek to stop the continued creep of neighborhood decline in transitional areas adjacent to the poorest performing blocks. This effort should be conducted as part of a larger Model Block revitalization approach which targets entire streets for public intervention. The City and the organization should identify units in “tipping point” areas and use rehabilitation money to stabilize both internal and external edges of residential neighborhoods. Implementing this goal will require the establishment of housing rehabilitation guidelines and contracting requirements, as well as minimum design standards for non-historic properties to maintain community character.

6.1.4 Development Partnerships & Organizational Capacity Building

Consider building capacity of neighborhood revitalization partners such as:

- Community-based Organizations
- Nonprofit Community Development Corporations
- Nonprofit housing developers

Nonprofit partners can engage in housing development and rehabilitation activities, and can access funding streams not available to the City. Enhanced organizational capacity will increase the size and scope of revitalization in the Southside Rising neighborhood.

Need to identify potential private housing entities that can purchase, rehab and manage multiple properties in contiguous blocks. These organizations also provide experience with other funding sources such as New Market Tax Credits and Low Income Housing Tax Credits.

Architectural Pattern Books

A low-cost approach to invigorate property owner interest in their homes could be the creation of an architectural pattern book with visual simulations to attract investor and first-time homebuyer interest.



The City of Roanoke, VA created a visual pattern book of the City’s most common architectural styles. The document is not a set of standards, but a collection of guidelines to encourage proper investments in the community’s cherished architectural forms.

6.1.5 Neighborhood Empowerment

The City of Elmira and the implementation organization cannot accomplish neighborhood revitalization without the committed involvement and intervention of Southside citizens, business owners and investors. The future organization should be charged with creating and implementing a series of strategies that encourage and/or incentivize property owners to reinvest in their homes, volunteer in their community and build social capital through the collective efforts of individuals and organizations. The involvement of the Southside's numerous area religious/faith-based institutions should be considered a high priority.

6.2 Organizational Alternatives

The following two organizational approaches offer the City the full range of powers and authority required for a comprehensive impact. Each approach permits the City to be engaged in a variety of different activities depending on the opportunities and needs of each target area. However, both alternatives require a commitment of additional resources and the support of other city departments to be successful.

In order to achieve success, the new implementation organization must be able to accomplish the following:

- The organization must be focused on the City of Elmira as a first priority.
- It must attempt to minimize local political influences in the decision-making process.
- It must possess broad powers and authorities to:
 - Buy, sell, hold and develop real estate;
 - Enter into development deals;
 - Condemn property;
 - Sell bonds to finance projects; and
 - Obtain grants, provide loans and other financing for projects.

6.2.1 Local Development Corporation

Local development corporations (LDCs) are private, not-for-profit corporations often created by, or for the benefit of, local governments for economic development or other public purposes. New York's counties, cities, towns, and villages frequently utilize local development corporations (LDCs) and other private entities for economic development and other activities. These LDCs and similar private entities are exempt from many of the constitutional and statutory provisions that guide the operations and financial transactions conducted by local governments.¹

Objectives of LDCs:

- Relieving and reducing unemployment;
- Promoting and enhancing employment opportunities;
- Instructing or training individuals to improve or develop skills;
- Conducting scientific research to attract or retain industry; and
- Lessening the burdens of government and acting in the public interest.

Major LDC Powers and Authorities

- Construct, acquire, rehabilitate, and improve industrial or manufacturing plants;
- Assist financially in such construction, acquisition, rehabilitation, and improvement;
- Maintain such plants for others;
- Acquire by purchase, lease, gift, bequest, devise or otherwise real or personal property or interests therein;
- Borrow money and issue bonds, notes, and other obligations;
- Sell, lease, mortgage or otherwise dispose of any such plants or any of their real or personal property upon terms determined by the LDC;
- Carry out their corporate purposes; and
- Foster and encourage the location or expansion of industrial or manufacturing plants in the territory where the LDC's operations are principally conducted.

¹ Municipal Use of Local Development Corporations and Other Private Entities: Background, Issues and Recommendations, New York State Office of the State Comptroller, Division of Local Government and School Accountability, April 2011.

LDC Pros:

- Creates separation between LDC Board of Directors and local elected officials. Potentially reduces political influence and leaves decision-making to board members.
- LDCs and similar entities are not subject to public procurement laws that require certain contracts to be bid competitively, and the debt that these entities issue, even if for the benefit of a local government, is not subject to the limits on debt established for most municipalities in the New York State Constitution.
- Real property owned by the municipality is no longer required for municipal use and authorize the sale or lease of the property to an LDC. The sale or lease may be made without appraisal, public notice, or public bidding.
- The income and operations of LDCs are exempt from taxation. Real property owned by an LDC may also be exempt from taxation, but only if the property is used for an exempt purpose. Property owned by an LDC and leased to a for-profit corporation to carry out for-profit manufacturing activities on the property is not exempt from taxation.
- Local Mayor and City Council appoint members to the LDC board of directors if a creation of local government.
- LDCs can generate own sources of revenue through development activities.

LDC Cons:

- The use of LDCs and similar organizations to finance local government operations and projects increases the risk of waste, fraud, or abuse of taxpayer dollars or assets.
- Local decision-making power is largely given to the board of directors, which removes it from the City Council, which decreases accountability to the taxpayers.
- Organization will need financial and staffing support from local government during the early years of operation.

6.2.2 Local Public Benefit Corporation

Public authorities describe both public benefit and not-for-profit corporations. Public benefit corporations are established by an act of the State Legislature. Local Public Benefit Corporations (PBC) include industrial development agencies, housing authorities, parking authorities, sewer and water authorities, and other entities established for local or regional purposes.

Elected local government officials appoint PBC board members. The Elmira Urban Renewal Agency is a public benefit corporation which was formed in 1966. The Agency is governed by a Board of Commissioners comprised of the Elmira Mayor and City Council members. The City Manager serves in an ex-officio capacity and the Community Development Director serves as the Secretary. The agency was developed as a community planning organization and project initiator.

Objectives of Public Authorities

- Finance, construct and operate revenue producing facilities for the public benefit,
- To assist the public sector with projects intended to spur economic development,
- To provide financial support for non-profit sector projects that serve public needs and/or
- To coordinate the development or management of resources that transcend traditional political boundaries.

PBC Pros:

- City of Elmira already has a public benefit corporation through its urban renewal authority in place so would not have to create a new organization.
- The ability to finance public improvements without increasing taxes.
- To assess fees on users to cover the costs of construction or operation.
- To avoid the use of broad-based dedicated revenue streams.
- To finance the public takeover of private enterprises.
- To remove entities and associated operations from the direct control of elected officials.
- To provide a more flexible management environment than is typical of government.
- The Agency is currently supported by federal grant funds and thus does not impact the City's annual operating budget in the same way as other City departments.

PBC Cons:

- The City Council currently serves as the Urban Renewal Agency commissioners, thus the decisions of the Agency are more prone to local politics.
- The Urban Renewal Agency's public reputation has been diminished by past experiences.

6.3 Revitalization Strategy Goals

While the actual activities of the implementation organization will depend on the resources dedicated to this effort, the following is a summary of possible implementation goals for the first five-years of operation.

- Rehab/reinvestment incentive program
 - 40 to 50 units over 5 years
- Demolition and slum/blight removal program
 - 15 properties over 5 years
- Unit de-conversion and de-densification incentive program
 - 5 to 7 *properties* per year
 - Reduction of 50 to 75 *units* over 5 years
- Expanded first-time home buyer incentive program
 - 15 to 25 properties over 5 years
- New Construction
 - 15 to 25 units over 5 years

Based on previous program funding levels, the total anticipated public investment necessary is between \$250,000 and \$500,000 annually, or \$1,250,000 to \$2,500,000 over 5 years. This represents approximately 14 to 28 percent of City's current CDBG allocation.

Not all revitalization funding should come from the public sector. A significant portion of overall dollars spent should come from private individuals, property owners and local philanthropic foundations. Spreading the fiscal impact across the public and private sectors will reduce the burden on any single entity, while also generating a sense of shared responsibility and accountability across the community.

6.3 Conclusion

The City of Elmira's desired level of active participation in the revitalization of its urban neighborhoods will largely determine the form of implementation organization. The capacity, resources and authority to implement recommendations made within the Southside Rising Revitalization Strategy must be provided to the organization by the City of Elmira to establish an effective and sustained revitalization approach. As indicated previously, this effort will require a significant commitment by public, private and philanthropic entities, including Elmira City Council to target scarce resources for maximum impact.

SOUTHSIDE RISING REVITALIZATION STRATEGY

NEW YORK STATE BROWNFIELD OPPORTUNITY AREAS PROGRAM

Appendix A ***Public Participation Materials***

City of Elmira Southside Rising Brownfield Opportunity Area (BOA) Community Involvement Plan

This effort was completed for the City of Elmira and the New York State Department of State using state funds provided by the New York State Brownfield Opportunity Areas Program.

A. Introduction

1) Purpose of the Plan: The Community Involvement Plan (CIP) identifies a variety of forums and outreach mechanisms to engage the public and community stakeholders in the planning and revitalization process for the City of Elmira's Southside Rising Brownfield Opportunity Area (BOA). The CIP is a *guide* to involving the community in the planning process, not a checklist of required actions. Some elements of the plan may change as the planning process unfolds. Other opportunities for public engagement not identified in this plan may be identified and utilized as the dialogue between the City, consultant team and community continues throughout the process. This CIP is consistent with the Department of State Work Plan and Bergmann Associates' agreement with the City of Elmira. The CIP does not include tasks related to the development of GIS data and other non-public participation services.

2) Elements of the Plan:

1. City Staff Meetings
2. Project Advisory Committee Meetings
3. Project Stakeholder and Neighborhood Outreach Sessions
4. Public Visioning Workshop
5. Public Design Workshop
6. Community Reinvestment Workshop
7. Additional Outreach Initiatives

3) Contacts:

The primary contacts for the project and their contact information is listed below:

- Jennifer Miller, City of Elmira Director of Community Development
jennmiller@cityofelmira.net, (607) 737-5692
- Julie Sweet, NYS Department of State
Julie.sweet@dos.state.ny.us, (607) 721-8752
- Bart Putzig, PE, Division of Environmental Remediation, NYS DEC Region 8
bxputzig@gw.dec.state.ny.us, 585.226.5349
- Kimberly Baptiste, AICP, Bergmann Associates
kbaptiste@bergmannpc.com, 585.232.5135 ext. 323
- Matt Chatfield, AICP, Bergmann Associates
mchatfield@bergmannpc.com, 585.232.5135 ext. 406

**City of Elmira Southside Rising
Brownfield Opportunity Area (BOA)
Community Involvement Plan**

4) Community Participation Schedule

- See Exhibit A for proposed schedule of community outreach tasks.

B. Elements of the Community Involvement Plan

1. Project Team Meetings

a) Purpose:

- The purpose of the Project Team meeting is to present and discuss the current status of the project with key project team members.
- For the purposes of this project, City of Elmira Staff will provide direct guidance on this project and will have the greatest contact with and oversight of the consultants.

b) Membership:

- This group is composed of select City staff representing various internal departments.

c) Public Participation:

- Meetings are not open to the public for attendance.

d) Notification:

- E-mail from Jenn Miller, Department of Community Development, City of Elmira or Bergmann Associates.

e) Schedule:

- Meetings to be held monthly or on an as-needed basis, most likely during months when Project Advisory Committee and/or Public Meetings are not scheduled.

2. Project Advisory Committee Meetings

a) Purpose:

- The Project Advisory Committee (PAC) is charged with providing feedback and guidance for the overall revitalization vision and recommendations. The purpose of PAC meetings are to present, discuss, and receive feedback on project specifics, as well as to discuss and resolve comments resulting from review of project documents, advisory agency review, and coordination with other agencies.

b) Membership:

- This group is made up of key stakeholders, community members, and agency staff. The list of membership was prepared by the City of Elmira with DOS and Bergmann Associates providing feedback and recommendations.

**City of Elmira Southside Rising
Brownfield Opportunity Area (BOA)
Community Involvement Plan**

- Exhibit A includes a list of the committee’s representatives and their contact information.

- c) Public Participation:**
 - Meetings may be open to the public for attendance. However, in the interest of ensuring productive meetings, comments or participation from the public in meeting proceedings are at the discretion of the Advisory Committee.

- d) Notification:**
 - E-mail from Jenn Miller, Department of Community Development, City of Elmira or Bergmann Associates.

- e) Schedule:**
 - Meetings to be held approximately every 8 weeks and/or in coordination with significant project milestones. Please refer to Attachment B, Overall Project Schedule, for anticipated Advisory Committee meeting dates. Specific dates will be determined based on overall project schedule.

 - Approximately eight meetings are anticipated to be scheduled over the course of the project.

3. Project Stakeholder and Neighborhood Outreach Meetings

- a) Purpose:**
 - To communicate and obtain information from significant stakeholders (land owners, interested parties) within the neighborhood in an effort to gain insight into desired goals for specific sites and neighborhoods within the Study Area, as well as the identification of any constraints that may affect re-use potential. It is envisioned that stakeholders will be organized into groups based on similar organizational type or issues of concern.

- b) Membership:**
 - Group meetings will be held with liaisons of several Study Area institutions, such as Coburn and Riverside Schools, religious institutions, local businesses, large property owners and community/volunteer organizations. Additional Stakeholder Meetings may be held with other groups or individuals as the need is identified throughout the planning process.

 - The City and project team will also reach out to Southern Tier Economic Growth, the Chemung County IDA and Empire State Development Corporation.

**City of Elmira Southside Rising
Brownfield Opportunity Area (BOA)
Community Involvement Plan**

c) Public Participation:

- Meetings will not be open to the public.

d) Notification:

- E-mail from Jenn Miller, Department of Community Development, City of Elmira or Bergmann Associates.

e) Schedule:

- To Be Determined.

5. Public Visioning Workshop

a) Purpose:

- The purpose of the Visioning Workshop is to educate the community regarding the purpose and potential benefits of this project. Due to varying levels of planning expertise and interest amongst the potential participants, the process requires an educational and transparent approach to ensure an accurate understanding, and to elicit broader and more effective involvement in the planning process.
- To identify the desired direction, goals, and objectives of the community for the study area. This will provide a framework for the project vision and policies.
- It is anticipated that the Visioning Workshop will include a large group educational component, as well as small group interaction sessions facilitated by City and Bergmann staff.

b) Membership:

- Advisory Committee members, general public and City project team.

c) Public Participation:

- The Public Visioning Workshop is open to the public for attendance and will be advertised in advance.
- Bergmann will provide presentation materials after each meeting for posting on the website.

d) Notification:

- The City of Elmira will be responsible for posting announcements on the City website (www.cityofelmira.net) and with relevant print media (Star-Gazette). Bergmann will post information on the project website (TBD) and will assist the City with preparing appropriate notification.
- All public notice submissions are the responsibility of the City of Elmira.

**City of Elmira Southside Rising
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Community Involvement Plan**

- Bergmann will develop a standardized flyer to be delivered via email, and Advisory Committee members will be encouraged to forward notifications to their respective network of stakeholders and known interested parties.

e) Meeting Coordination:

- Responsibility for obtaining an appropriate meeting venue and assisting, where possible, with required media technology needs lies with the City of Elmira.
- Bergmann Associates will provide laptops, projectors, and other materials as appropriate.
- Refreshments will be provided and coordinated by City of Elmira staff.
- Bergmann will prepare meeting summary for distribution to PAC members.

f) Schedule:

- Proposed schedule is identified in Exhibit B.

6. Public Design Workshop

a) Purpose:

- The Public Design Workshop will occur after a solid understanding of existing conditions is established, market realities are known, and a vision statement is drafted.
- Interactive surveys (community character survey, placemaking survey, etc.) will be used in a large group setting to facilitate community participation in the conceptual design and physical layout of the study area.
- A brief educational primer on community design best practices in a large group setting will provide participants with a set of tools to be utilized during the design session.
- In addition, benchmark communities will be used to describe to participants what other communities are doing with similar sites/neighborhoods.
- Small group interactive design sessions will provide opportunities for detailed discussion amongst tables of 6-10 participants.

b) Membership:

- PAC members, general public and City project team.

c) Public Participation:

- The Community Design Workshop is open to the public for attendance and will be advertised in advance.
- Bergmann will post presentation materials after each meeting on the project website.

**City of Elmira Southside Rising
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Community Involvement Plan**

d) Notification:

- The City of Elmira will be responsible for posting announcements on the City website (www.cityofelmira.net) and with relevant print media (Star-Gazette). Bergmann will post information on the project website (TBD) and will assist the City with preparing appropriate notification.
- All public notice submissions are the responsibility of the City of Elmira.
- Bergmann will develop a standardized flyer to be delivered via email, and Advisory Committee members will be encouraged to forward notifications to their respective network of stakeholders and known interested parties.

e) Meeting Coordination:

- Responsibility for obtaining an appropriate meeting venue and assisting, where possible, with required media technology needs lies with the City of Elmira.
- Bergmann Associates will provide laptops, projectors, and other materials as appropriate.
- Refreshments will be provided by City of Elmira.
- Bergmann will prepare meeting summary for distribution to PAC members.

f) Schedule:

- Proposed schedule is identified in Exhibit B.

7. Community Reinvestment Workshop

a) Purpose:

- The Community Reinvestment Workshop will be held upon the completion of the final draft Nomination Study to gather comments and feedback on the recommended revitalization strategy and to elicit support and interest from the private development industry.
- The Workshop is anticipated to be conducted as a 'mini-conference' with presentations targeting strategic sites, site visits and walking tours, a developer/investor forum, and an interagency roundtable discussion to guide next steps and implementation efforts. The Workshop will end with an informal but structured open-house formatted with a series of stations providing detailed information broken down by logical project components. Each station will be facilitated by City or Consultant Team staff.

**City of Elmira Southside Rising
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Community Involvement Plan**

b) Membership:

- PAC members, general public and City project team.

c) Public Participation:

- Meeting will be advertised to the public in advance, and is open to all.
- The Project Team will work with Southern Tier Economic Growth to target individual developers and investors that may have potential interest in the Study Area.
- Bergmann will provide presentation materials after the meeting for posting on the project website.

d) Notification:

- The City of Elmira will be responsible for posting announcements on the City website (www.cityofelmira.net) and with relevant print media (Star-Gazette). Bergmann will post information on the project website (TBD) and will assist the City with preparing appropriate notification.
- All public notice submissions are the responsibility of the City of Elmira.
- Advisory Committee members will be encouraged to forward notifications to their respective network of stakeholders and known interested parties.
-

g) Meeting Coordination:

- Bergmann will be responsible for the overall planning and coordination of the event.
- Responsibility for obtaining an appropriate meeting venue and assisting, where possible, with required media technology needs lies with the City of Elmira.
- Bergmann Associates will provide laptops, projectors, and other materials as appropriate.
- Refreshments will be provided by City of Elmira.
- Bergmann will prepare meeting summary for distribution to PAC members.

e) Schedule:

Proposed schedule is identified in Exhibit B.

8. Additional Elements

a) Website Development:

- Bergmann Associates will develop a website at the onset of the project to be hosted by the City of Elmira (TBD). Initially, this will provide a basic review of key information such as the project purpose and contact information. Over time, it will expand to

**City of Elmira Southside Rising
Brownfield Opportunity Area (BOA)
Community Involvement Plan**

include meeting dates, work products, maps, and interactive content.

- The City of Elmira will continue to operate and manage website information related to the project as the BOA moves into future implementation phases.

b) Community Contact List:

- Bergmann Associates will prepare, update, and maintain a community contacts list that includes the names, addresses, telephone numbers, and/or email addresses of individuals and organizations that have an interest in becoming involved with revitalization efforts for Elmira's Southside Rising Project.
- The list will to be used on a regular basis to notify stakeholders of upcoming outreach opportunities and meeting dates, particularly through email and electronic notifications.

c) Social Media

- Bergmann Associates will utilize MailChimp™ to send project updates and meeting announcements to its established Community Contact List. The public will be encouraged to forward these updates to friends and other members of the community interested in the revitalization of Elmira's southside.

**City of Elmira Southside Rising
Brownfield Opportunity Area (BOA)
Community Involvement Plan**

Exhibit A: Advisory Committee Membership

<p>Jennifer Miller Director of Community Development, City of Elmira 317 E. Church Street, Elmira, NY 14901</p>	<p>Randy Olthof Director of Planning, Chemung County 400 East Church Street P.O. Box 588 Elmira, New York 14902-0588 rolthof@co.chemung.ny.us</p>
<p>Tim Tobin Zoning Board Chair City Hall Third Floor 317 East Church Street Elmira, New York 14901 ttobin@elmiracityschools.com ttobin11@hotmail.com</p>	<p>Honorable Dan Royle Councilperson, Elmira's 5th District City Hall Third Floor 317 East Church Street Elmira, New York 14901 elmiradan@yahoo.com</p>
<p>Rock Picarazzi City Director of Code Enforcement 317 E. Church Street, Elmira NY 14901 rpicarazzi@cityofelmira.net</p>	<p>Connie Scudder Creating Healthy Places Initiative cscsudder@arnohealth.org</p>
<p>Ron Panosian Real Estate Broker Allcom Commercial Brokerage 111 N. Main Street, Elmira, NY 14901 rpanosian@pyramidbrokerage.com</p>	<p>Sherri Geary Economic Development Coordinator, STEG 400 Church Street, Elmira NY 14901</p>
<p>Keith Baumann <i>Director of Finance, Howell Packaging, serves on Southern Tier Regional Council</i> 79 Pennsylvania Avenue PO Box 286, Elmira, NY 14902 Kdb@howellpkg.com</p>	<p>Julie Sweet BOA Program Coordinator Region 8 Division of Coastal Resources New York Department of State 1605 State Office Building 44 Hawley Street Binghamton, NY 12231</p>
<p>Tim Schneider, PE Regional Engineer Division of Environmental Remediation NYSDEC Region 8 6274 East Avon-Lima Road Avon, NY 14414-9519</p>	<p>Mark Delgrosso Christmas House, Historic Preservation Committee mdelgros@stny.rr.com</p>
<p>William Redder Resident 572 Thompson Street William.redder@stny.rr.com</p>	<p>Joyce Hyatt Creating Healy Places Initiative jhyatt@stny.rr.com</p>

**City of Elmira Southside Rising
Brownfield Opportunity Area (BOA)
Community Involvement Plan**

Exhibit A: Advisory Committee Membership

Keith Baumann
Director of Finance, Howell Packaging

Mark Delgrosso
Business Owner, Historic Preservation Committee

Sherri Geary
Economic Development Coordinator, STEG

Joyce Hyatt
Creating Healy Places Initiative

Jennifer Miller
Director of Community Development, City of Elmira

Randy Olthof
Director of Planning, Chemung County

Ron Panosian
Real Estate Broker

Rock Picarazzi
City of Elmira Director of Code Enforcement

William Redder
Resident

Honorable Dan Royle
Councilperson, Elmira's 5th District

Tim Schneider, PE
NYSDEC Region 8

Connie Scudder
Creating Healthy Places Initiative

Julie Sweet
NYS Department of State

Tim Tobin
City of Elmira Zoning Board Chair

Elmira Southside Rising Brownfield Opportunity Area

SCOPING MEETING MINUTES • September 10, 2012

Meeting Participants:

- Julie Sweet, NYS DOS, BOA Manager
- Jennifer Miller, City of Elmira
- Kimberly Baptiste, Bergmann Associates
- Matt Chatfield, Bergmann Associates

1. Requests for Proposals for subconsultants

Kimberly provided an overview of where the subconsultant selection process stood, with Bergmann having received 6 submissions from 5 separate firms covering all 3 RFPs. Key action items associated with this discussion are bulleted below:

- Bergmann will provide the City and DOS a final scoring and recommendation of award for each RFP the week of 9/17/2012.

2. Steering Committee membership and organization

Jennifer provided a status of the Steering Committee selection process, stating she intended to have a final list of potential members by 9/14/2012. Discussion was had regarding the potential make up of the Steering Committee and several other issues pertaining to the success of meetings. Key points and action items associated with this discussion are bulleted below:

- Jennifer will contact Sherri Geary with STEG on potential business owners to sit on the Steering Committee.
- Jennifer will identify a member of the zoning board or planning commission to sit on the Steering Committee.
- Kimberly recommended that Steering Committee meetings be scheduled on a set schedule in advance to allow people to plug known dates into their calendars. Adjustments as necessary can happen throughout the project.
- Jennifer to confirm October 25th as Steering Committee kick-off, including time and location.
- Jennifer will reach out to Bart Putzig (DEC) to solicit his involvement on the Steering Committee.

3. Techniques to enlist partners and improve community participation

Discussion was had regarding the involvement of stakeholders and partners within the project, including public and private entities. Key points and action items associated with this discussion are bulleted below:

- Kimberly noted that it is becoming increasingly difficult to generate public interest in BOA meetings and the project team should continue to think about creative approaches for engaging the public in the planning and design process.
- Jennifer noted that she has invited a member of the New Beginnings United Methodist Church to sit on the Steering Committee, and that it may also be beneficial to involve additional faith-based institutions, the Brand Park Beautification Committee, the VFW, Historic Elmira, the Elmira

Elmira Southside Rising Brownfield Opportunity Area

SCOPING MEETING MINUTES • September 10, 2012

Hibernian Center and other institutions within and adjacent to the study area as stakeholders to help promote the project.

- Matt noted that involvement of the Riverside and Coburn Elementary School communities may also be beneficial to obtaining additional support and involvement from local residents.
- City Councilman Dan Royle has regular council district meetings, and we should look to include an update of the BOA project at these meetings to help spread the word.
- The City should seek to advertise for meetings at local establishments and institutions such as schools, churches, TOPS, the County Resource Center, and others.
- The City will place a link on the City's homepage for the BOA website (to be developed by Bergmann). Jenn will follow-up with City staff to see if the City can host the site or if Bergmann will host the website.
- The City should consider sending out save the date post cards once meeting schedules have been determined. These would need to be targeted, since the BOA includes over 1,000 properties.
- Discussion was had regarding the organization of the final public meeting, and the inclusion of an Agency Roundtable Discussion as part of a 'mini-conference' that would cater to private developers and investors.
- Julie Sweet advised the City to keep local State-level legislators informed throughout the project to ensure support during implementation phases.

4. Market Analysis

- The subconsultant performing the market analysis component should research if TIF/PIF and traditional PILOT financing as viable strategies for redevelopment of strategic sites as part of the pro-forma analysis and inclusion in the Project Advancement Reports

5. Phase II Environmental Site Assessments

- Julie Sweet encouraged the City to involve any potential Phase II ESA property owners early in the process and to establish partnerships and levels of trust to gain future access for investigations in Step 3.

6. SEQR

- Julie Sweet noted that lead agency designation and a project scoping document are the only SEQR steps necessary in Step 2; Step 3 will include a full GEIS.
- Julie will forward to Bergmann as guidance document discussing the combined BOA/GEIS approach.

7. Boundary

- The BOA Boundary was briefly discussed, and there were no indications that the City intended on expanding the BOA or altering its boundaries. This will be confirmed with the Steering Committee at the first meeting.

8. Miscellaneous

- The Southern-Tier Regional Economic Development Council has several revolving, grant and loan fund awards that may be useful during implementation funding.
- The City and STEG are in the process of approving a potentially transformational project in the City's northside between Market Street and Church Street. The \$43m project will include a

Elmira Southside Rising Brownfield Opportunity Area

SCOPING MEETING MINUTES • September 10, 2012

hotel and mixed-use residential commercial development. This project should be monitored, and opportunities identified to leverage this as a catalyst for investment within the BOA.

9. Next Steps

- The following next steps will be undertaken by the City of Elmira:
 - City to confirm Steering Committee members and October 25, 2012 date as first meeting.
 - Contact NYSDEC to invite agency participation in project.

- The following next steps will be undertaken by the NYSDOS:
 - Julie Sweet will forward to Bergmann a SEQR guidance document outlining the BOA/GEIS connection.

- The following next steps will be undertaken by Bergmann Associates:
 - Document and distribute meeting minutes for City/DOS comment.
 - Bergmann to ensure project attribution statement is on all Maps and Documents.
 - Bergmann will complete the scoring and recommendation for subconsultant selection and provide information to the City for review and approval.

Elmira Southside Rising Revitalization Strategy

PAC KICK-OFF MEETING MINUTES • October 25, 2012

Meeting Participants:

- Julie Sweet, NYS DOS, BOA Manager
- Jennifer Miller, City of Elmira
- Zsuzsi Kadar, City of Elmira
- Hon. Dan Royle, City of Elmira City Council
- Kimberly Baptiste, Bergmann Associates
- Matt Chatfield, Bergmann Associates
- Tim Schneider, NYSDEC
- Randy Olthof, Chemung County Planning
- Tim Tobin, Elmira Zoning Board
- Rocco Picarazzi, City Code Enforcement
- Connie Scudder, Creating Healthy Places Initiative
- Mark Delgrosso, Christmas House
- Keith Baumann, F.M. Howell & Co.

1. Introduction

Jennifer Miller provided a brief overview of the project and an introduction of the project team. PAC members introduced themselves and discussed their affiliation with the planning process.

2. Project and Program Overview

Matt Chatfield provided an overview of the Nomination Study process and the key aspects of the project. Key points and action items associated with this discussion are bulleted below:

- Tim Schneider voiced concern over the use of the terms ‘contaminated’ and ‘brownfield’ and stressed that terminology that may stigmatize properties should be avoided. Bergmann will address language moving forward in the development of the Nomination Study report and all future public documents.
- It was mentioned that any potential properties considered for expanded environmental assessments should be identified early. In instances when sites are not publicly owned, effort should be made to reach out to property owners to engage and educate them about the process in order to gain their support and increase the likelihood of their participation.
- It was mentioned that the Brownfield Cleanup Program funding extension expires in December 2015. Therefore, a site would need to be in the program by early 2013 in order to complete all steps necessary to take advantage of program. There remains the potential for the BCP to be extended or a new, similar program to be introduced.

3. Boundary Verification

The current boundary was discussed, including the justification for the boundary. The PAC felt that a slight expansion of the boundary to include park land along Millers Pond was warranted. Bergmann will modify the boundary to reflect this desired change.

Julie Sweet and Tim Schneider mentioned that the benefits of being within a BOA boundary include priority funding status with other state programs through NYSDEC, NY Empire State Development and

Elmira Southside Rising Revitalization Strategy

PAC KICK-OFF MEETING MINUTES • October 25, 2012

the Consolidated Funding Application process through the NYS Regional Economic Development Councils. The Southern Tier Regional Economic Development Council has established the Rural Initiative Fund, and the Community Revitalization and Shovel-Ready Programs with \$8 million in State funds. The Rural Initiative Fund Program (\$3 million), Community Revitalization Program (\$2.5 million) and Shovel Ready Program (\$2.5 million) established regional low-interest loan and grant funds to facilitate economic site development and business promotion across the Southern Tier. Priority status for these funds is given to projects within an approved BOA.

4. Branding

Matt Chatfield provided an overview of potential alternatives to create a readily identifiable brand of imagery and terminology to utilize throughout the planning process, with the hope of creating something unique and memorable that will carry forward beyond the Nomination Study process. A lengthy and valuable discussion ensued regarding the branding concepts presented. Key points and action items associated with this discussion are bulleted below:

- The term ‘Southside’ was a must; avoid ‘Elmira’ as most people associate this term with downtown.
- Avoid the term ‘revitalize;’ it was considered an over-utilized term and has strong local links with downtown, not the Southside.
- The phrase Southside Rising was considered by many to be the choice moving forward, though some concern was raised regarding potential negative connotations with the Civil Rights movement.
- Bergmann was to develop alternate graphics which utilized the colors for the combined school district (Cardinal Red, Black and White), as well as the starburst logo.

5. Next Steps

- The following next steps will be undertaken by the City of Elmira:
 - City to schedule date and venue for Public Visioning Workshop (January 22nd from 6:30 to 8:30 pm in the Cafeteria of Riverside Elementary School).
 - City to schedule date and venue for PAC Meeting #2 (January 10th at 3:30pm in the library of Riverside Elementary School). Meeting will focus on the presentation of existing conditions information.
- The following next steps will be undertaken by Bergmann Associates:
 - Document and distribute meeting minutes.
 - Bergmann to ensure project attribution statement is on all Maps and Documents.
 - Bergmann will modify project boundary to include parkland along Millers Pond.
 - Bergmann to modify brownfield language in response to discussion at meeting.
 - Bergmann to modify branding initiative utilizing Southside Rising as the project ‘tag line.’

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • January 10, 2013

Meeting Participants:

- Jennifer Miller, City of Elmira
- Zsuzsi Kadar, City of Elmira
- Kimberly Baptiste, Bergmann Associates
- Matt Chatfield, Bergmann Associates
- Rocco Picarazzi, City Code Enforcement
- Connie Scudder, Creating Healthy Places Initiative
- Joyce Hyatt, Creating Healthy Places Initiative
- Ron Panosian, Real Estate Broker
- Mark Delgrosso, Christmas House
- Keith Baumann, F.M. Howell & Co.

1. Introduction and Existing Conditions Overview

Matt Chatfield provided a brief overview of the meeting agenda and the purpose of the meeting. Matt then presented an overview of findings from the analysis of existing socio-economic, housing and physical conditions within the Study Area. At the completion of the presentation, the PAC completed a visioning exercise in which they were asked to provide feedback regarding elements to build upon in the future, challenges to overcome, and priorities for revitalization. The following is a summary of the information collected during this discussion:

What should we build upon?

- Complete streets, bike routes, and street trees, sidewalks, amenities
- Brand Park, river access, bike and pedestrian paths
- Activity in the streets, in the parks and in the neighborhoods
- Strong retail corridors, more retailers, full parking lots, activity
- Historic areas, tourism, historic interpretation
- More Professional service industries (legal, medical, financial)
- Family Fitness Center in the County Resource Building

Challenges to overcome?

- Poverty
- Lack of money to invest in properties
- Absentee landlords and lack of reinvestment or property maintenance
- Safety throughout Study Area; general public safety concerns
- Lack of walkability; intersections not safe for crossing
- Address pockets of severe deterioration
- Increase owner occupancy levels
- Overcome lead-based-paint and asbestos issues with older housing rehab.
- Protect water quality

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • January 10, 2013

What would you like to see in 20 years?

- Well maintained housing stock
- More owner occupancy and single family homes
- Slower Clemens Center Parkway
- More beautiful Clemens Center Parkway
- Increased tax base from new investment
- Easy access to river for recreation
- More recreational programming for kids, families, seniors
- ADA accessible recreation for strollers/seniors
- Redevelop the American LaFrance site; site returned to tax rolls
- Picnic areas
- Indoor community swimming pool
- More high paying industrial jobs
- Improved skill and education of labor force

If ‘fracking’ is approved, how can the Southside benefit?

- Housing for workers
- Extended stay hotel
- Restaurants
- Ancillary services for industry (pipe manufacturing, welding, etc)
- Cautious mixture of uses that are buffered from residents

What services are needed in the Southside?

- More diverse retail
- Restaurants
- Farmers’ market
- Community gardens similar to those in Quatrano Park and W. Elmira

It was recognized by the PAC that most of the elements discussed could only be realized through neighborhood stabilization and revitalization efforts, focusing on addressing existing housing issues first. The committee is looking for additional guidance on what can be done to make the Southside an attractive destination for home buyers.

2. Next Steps

- The following next steps will be undertaken by the City of Elmira:
 - Update City website to include links to project website www.southsiderising.com
 - Advertise for Public Visioning Workshop on January 22, 2013
- The following next steps will be undertaken by Bergmann Associates:
 - Document and distribute meeting minutes.
 - Provide City and committee with email flyer to distribute in advance of public meeting
 - Website Log-~~in~~in: SRRS2013

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • January 10, 2013

- Coordinate the completion of Market and Housing Analysis, by subs.
- Coordinate development of draft vision and objectives after the January 22 public meeting for review by the Steering Committee at the Feb 21 meeting.
- Coordinate with RKG to ensure they are ready to answer questions on February 21 regarding the collection of socio-economic data and sources of information.

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • February 21, 2013

Meeting Participants:

- Jennifer Miller, City of Elmira
- Zsuzsi Kadar, City of Elmira
- Tim Tobin, City of Elmira Planning Board
- Dan Royle, City Councilman
- John Burin, City Manager
- Roco Picarizzi, City Code Enforcement Office
- Keith Baumann, F.M. Howell
- Jill Koski, STEG
- Julie Sweet, NYSDOS
- Connie Scudder, Creating Healthy Places Initiative
- Kimberly Baptiste, Bergmann Associates
- Matt Chatfield, Bergmann Associates
- Russell Archambault, RKG Associates
- Fred Pulitzer, RKG Associates

1. Introduction

Matt Chatfield provided a brief overview of the meeting agenda and the purpose of the meeting. Matt also introduced Russ and Fred from RKG Associates who conducted the economic, market and housing analyses for the Nomination Study. Matt presented an overview of findings from the January 22nd Public Visioning Workshop, which included the distribution of a Public Meeting Summary to the committee.

2. Real Estate Market Analysis and Revitalization Recommendations

Fred Pulitzer of RKG provided an overview of the findings from the economic and market analysis, including socio-economic trends impacting future investment decision making in the BOA. The overview also highlighted residential, commercial, office, retail and industrial market conditions and existing supply levels. Fred also provided a forecast for anticipated demand for each real estate type. Russ Archambault, also from RKG, provided a summary overview of how the real estate and economic market conditions impact future revitalization efforts, and outlined key issues to be overcome or faced during revitalization planning and implementation.

It was noted by the committee members that the information was sobering, and established a significant up-hill climb. Also, it was recognized that the private market is not going to be able to take the lead role in revitalization, at least initially, and that the City would need to participate in a focused strategy. Some committee members voiced concern that the inclusion of the 100,000 SF of retail space at the nearly abandoned Erie Plaza disproportionately skews the data and findings, as this plaza is well beyond its useful life and its condition has essentially already removed it from the marketplace.

3. Vision and Priorities for Revitalization

Matt Chatfield facilitated a discussion on the next steps and the prioritization of revitalization efforts. The discussion began with an overview of the neighborhood vision statement to solidify a clear identity for the Southside Study Area. It was felt that the Study Area should be envisioned as a mixed-use neighborhood of stable and affordable residences in balance with adjacent industrial uses. The findings

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from the January 22nd Public Visioning Workshop and the Public Visioning Survey were presented, which highlighted safety/crime, vacant and abandoned structures and economic development as key priorities. The findings from the survey as well as previous PAC discussions were synthesized into 8 draft Revitalization Principles; these guiding principles are to be utilized to help shape recommendations and policies moving forward.

The committee overwhelmingly agreed that neighborhood stabilization was the single-most important issue to tackle with the Southside Rising Revitalization Strategy. Major issues associated with crime, safety, vacant and abandoned structures, property values and low demand for neighborhood housing were cross-associated under the single ‘umbrella’ of neighborhood stabilization. It was also felt that the neighborhood should refocus efforts on increasing the number of owner-occupied properties. Some Steering Committee members felt that it may be worthwhile to interview recent home buyers regarding their decision to purchase a home outside of the Study Area, potentially including recent sellers who left the Study Area, to more accurately determine a root cause. It was also noted that the style of housing may be a significant component of the issue why the neighborhood is not considered attractive, thereby causing a cascade of low values and disinvestment. Concern was also voiced that the City have substantial and tangible recommendations regarding neighborhood revitalization, such that they could begin to apply for implementation funding. It was suggested that a model block be identified with specific recommendations to begin revitalization post-planning.

4. Next Steps and Action Items

- Bergmann to complete and circulate Meeting Summary.
- RKG to finalize Market Analysis report for delivery to City.
- Bergmann to begin preparations for April PAC meeting and design session.

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • April 25, 2013

Meeting Participants:

- Jennifer Miller, City of Elmira
- Zsuzsi Kadar, City of Elmira
- Dan Royle, City Councilman 5th District
- Scott Shaw, Chemung County Planning
- Randy Olthoff, Chemung County Planning
- Keith Baumann, F.M. Howell
- Connie Scudder, Creating Healthy Places Initiative
- Ron Panosian, Real Estate Broker
- Kimberly Baptiste, Bergmann Associates
- Matt Chatfield, Bergmann Associates

1. Introduction and Revitalization Prioritization Exercises

Matt Chatfield of Bergmann Associates provided a brief overview of the meeting agenda and the purpose of the meeting, which is to identify priority design components to be included in the development of the Master Plan. This meeting was conducted in advance of the May 8 Public Design Workshop and the findings from this meeting will be combined with those of the public workshop as preliminary recommendations for the Master Plan and Revitalization Strategy.

Matt also provided a quick review and update on the project vision statement and revitalization priorities, and facilitated two brief exercises to get the PAC thinking and involved. The first exercised asked PAC members to rank the revitalization priorities by the level of priority. All committee members identified safety enhancements, neighborhood stabilization and improved economic opportunities as an immediate and on-going priority. In addition, the majority of PAC members identified the redevelopment and reactivation of vacant and abandoned property as a top near-term priority.

The second exercise asked the PAC members to budget for the next year and the next 10 years based on their results from exercise 1. Similar to the findings from exercise 1, PAC members overwhelmingly programmed more budget monies for safety and neighborhood stabilization efforts in the next year, and more monies for employment opportunities and tax base increases over the long-term.

2. Revitalization Target Areas

Matt also led the PAC in a discussion on the identification of Revitalization Target Areas within the Study Area. These target areas will form the basis for tailored recommendations and area specific Master Plans. A slight modification was made to the map, enlarging the Southside Residential Target Area.

3. Guiding Principles revised

During the February PAC meeting, 8 guiding principles for revitalization were identified based on the priorities established during the visioning component of the project. These 8 principles were aggregated to 5 to decrease any potential for redundancy and combine similar/overlapping topic areas.

4. Design Components

Matt Chatfield facilitated a discussion on the identification of primary design components. Five preliminary areas were identified based on key findings from the visioning, inventory and market

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • April 25, 2013

analysis, and will be the framework for recommendations during the master planning component of the project. The five design components were highlighted as follows:

1. Neighborhoods
2. Parks and Waterfront
3. Wayfinding and Connectivity
4. South Main Street
5. Vacant and Underutilized Sites

These 5 areas correlate directly with the 5 guiding principles modified from the previous meeting and will also form the basis for the Public Design Workshop in May 2013. Matt facilitated a discussion on key findings and opportunities identified in each of the 5 design component areas, which continued as a hands-on, pencil-to-paper design session with PAC members.

As part of the hands-on session, the PAC members created teams of two for a small group exercise. Exercise 3 asked each team to identify their top 5 projects for inclusion in the design Master Plan for the Study Area. The following topics were highlighted consistently among the top 5 responses by PAC members, in no particular order of importance:

- Build on strengths of Brand Park/Maple Avenue area;
 - South Main Street streetscape enhancements;
 - Clemens Center corridor safety and beautification enhancements;
 - Spaulding/Caldwell/Lormore neighborhood revitalization
 - Vacant property redevelopment (Chemung Foundry, LaFrance, Erie Plaza)
- In addition, code enforcement improvements and enhanced connectivity to the Chemung River were also highlighted.

5. Design Workshop Format

The PAC was provided 3 options for the format of the Public Design Workshop to be held on May 8th. The options included a less formal Open House style format, a formalized Traditional Design Workshop, or a hybrid of the two. The committee chose the hybrid approach, which will include an open house component and a formal presentation providing an overview of the project.

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • June 27, 2013

Meeting Participants:

- Jennifer Miller, City of Elmira
- Zsuzsi Kadar, City of Elmira
- Kimberly Baptiste, Bergmann Associates
- Matt Chatfield, Bergmann Associates
- Margot Chiuten, Trowbridge Wolf Michaels
- Brian Beasley, City of Elmira DPW, Building & Grounds
- Matt Hourihan, City of Elmira Engineer
- Connie Scudder, Creating Healthy Places Initiative
- Staci Becker, City of Elmira intern
- Scott Shaw, Chemung Co Planning/ECTC
- Randy Olthoff, Chemung County Planning
- Bill Redder, Southside resident
- Mark Delgrosso, Southside business owner

1. Introduction and Public Meeting Overview

Matt Chatfield provided a brief overview of the meeting agenda and the purpose of the meeting. Matt then presented an overview of findings from the May 8 Public Design Workshop, which included the distribution of a Public Meeting Summary to the committee.

2. Master Plan Framework

Matt Chatfield provided an overview of the Master Plan Framework which organized the Study Area into five Revitalization Target Areas (RTA). Each RTA was summarized for future land use, development character and investment opportunities related to overall Master Plan recommendations. In addition, Matt presented a draft of the overall Vision Plan for the Study Area. This plan conceptually documented proposed changes to the development pattern within the Study Area over the next 15 to 20 years based on the future land use recommendations for each RTA.

3. Wayfinding, Connectivity and Streetscape Recommendations

Margot Chiuten from Trowbridge Wolf Michaels provided an overview of wayfinding, streetscape and gateway improvements within the Study Area, including conceptual character sketches of improvements within the public realm.

- Committee members mentioned that an additional gateway at the intersection of Maple Avenue and E. Miller Street would be appropriate.
- As well, Maple Avenue (NY 427) receives noteworthy traffic from the south for commuters heading north to the Madison Avenue Bridge and onto the I-86 interchange. Maple Avenue is also the Study Area's only official NYS Bike Route, and the new Historic District spans Maple Avenue from Luce Street to Sly Street. These elements make the Maple Avenue an important wayfinding and gateway corridor for both the City and Study Area.
- Jenn Miller will provide Bergmann with a copy of the Historic District boundaries for inclusion in the Master Plan and Nomination Study.
- The intersection of Pennsylvania Avenue and West Miller Street outside of the Study Area was also potentially identified as an important gateway directing motorists into the Study Area.

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A lengthy discussion was had regarding the ability of the City Public Works and Engineering Department to help facilitate the implementation of intersection improvements. Particular focus was placed on the City's on-going Intersection Signal Upgrades, with Phase 4 set to go out to bid in December 2013.

- Phase 4 improvements will include the Maple/Sly intersection and the Maple/Miller intersection.
- It was felt that there may be time to make modest changes to the designs prior to September 1, but the budgets were largely set for these projects. Coordination between City Councilman Royle's office and the DPW may be required to facilitate or explore potential modifications.
- All signals and lighting within the City limits are owned and managed by the City (though the Clemens Center Parkway may be different?)
- It was noted that a Condition Assessment for the signal structures, lighting and other infrastructure could be included as part of BOA Step 3 funding request to better ascertain life-cycle information.
- It was also mentioned that any improvements along Clemens Center Parkway should be focused on the intersections to break up the roadway corridor.
- The caged-off underpasses along the elevated railroad at Chemung Place and Henry Street should be investigated for potential reactivation for pedestrian accessibility. It was mentioned that the fencing is constantly being cut, and that pedestrians are also crossing up and over the tracks, creating a dangerous situation. Margot mentioned that TWMLA would study the 'desire lines' in these areas to understand any potential opportunities for pedestrian linkages.

4. Near-Term Master Plan Recommendations

Matt Chatfield provided a brief overview of the 0-8 Year Conceptual Master Plan, which is heavily focused on development opportunities at key sites within the Study Area. Investments in the public realm will be included in more detail within the narrative Master Plan. As well, a more focused Neighborhood Revitalization Strategy will be developed and presented at the August meeting for PAC discussion.

5. Strategic Development Opportunities

five Strategic Sites were highlighted for near-term implementation within the Study Area. The PAC was presented with a summary of each site, and was then asked to prioritize the sites to identify the TOP 3 for further development analysis. The following provides a brief summary of comments regarding each site and the prioritization discussion.

American LaFrance Site

- Lack of visibility is a significant constraint for this site.
- Committee did not express a strong opinion regarding the use of the site, though they felt that flexible industrial was a proper long-term use.
- Residential uses were considered not preferable due to environmental constraints and costs to clean site to residential standard.
- Although the City has invested in the shovel-ready status of this site, the current real estate and economic market does not lend the redevelopment of this site for consideration as an immediate priority.

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Chemung Foundry Site

- Property has significant visibility, and is the only individual property on the Clemens Center Parkway with direct access, which is also signalized.
- Property is narrow and difficult to develop.
- PAC favored the redevelopment of this site over a scenario promoting its use as open space.
- Site would require zoning variances to get a building near the intersection of Clemens Center and Pennsylvania.
- Potential BOA Step 3 funding request for a rezone to Planned Development District and the development of a conceptual site plan and GEIS for the site.
- City could send out RFP for site upon obtaining shovel-ready status.
- City could also target small convenience retail tenants such as Byrne Dairy, Starbucks or Tim Horton's to redevelop the site.
- PAC identified this site as a TOP 3 Priority for additional development analysis.

Erie Plaza Site

- Lack of visibility from and direct access to the Clemens Center Parkway has contributed to the failure of retail in this location.
- Options for development as single-family residential and industrial expansion were considered and presented. Truck traffic associated with commercial/industrial development was considered a major negative factor for this type of use.
- PAC supports redevelopment as single-family residential, though concerns were expressed regarding the density as originally shown on the plans. Suggested improvements include wider lots, potentially to 75 feet from 65 feet as proposed.
- Project would function as an extension of the existing neighborhood, and also would indicate activity and investment in the neighborhood. As one PAC member put it, "the Southside is starving for positive progress!" and this project would make people feel good about their neighborhood again.
- The potential to team with 3rd party housing developers should be explored for this site as part of a BOA Step 3 funding request.
- PAC identified this site as a TOP 3 Priority for additional development analysis.

Creative Orthotics Site

- High visibility of this site makes it a prime candidate for redevelopment/reuse.
- Short term recommendations include parking lot reconfiguration and landscaping.
- Long term recommendations may include site redevelopment.
- PAC supported short term recommendations upon building lease-up, including the reduction of parking.
- Site was a former Moose Lodge, therefore excessive parking was constructed to support events.
- 12,000 square feet of office space should only require approximately 60 spaces. Current site contains over 100 spaces.
- It was thought that the current market may identify a new use for this structure on its own, and therefore it was not considered an immediate TOP 3 Priority.

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • June 27, 2013

Red Barn Site

- The visibility and vacant status of this site lend it to being a high priority.
- The redevelopment proposal includes the abandonment of Boardman Street west of South Main Street. A photosimulation provided a conceptual visualization of the redevelopment of this site, with a 2-story structure located along the sidewalk with on-street parking and parking in the rear.
- Discussion was had regarding the development of this site further siphoning investment away from the currently vacant corridor structures to the north across from Tops.
- It was mentioned that the redevelopment of this site could also provide a positive impact to the corridor by attracting visitation, foot traffic and positive attention.
- The PAC was supportive of this site as a TOP 3 Priority for further development analysis.

6. Public Events

The need to continuously promote the Southside Rising initiative during the summer months was discussed at the end of the meeting. Scott Shaw mentioned that there is a Countywide groups table at the Wisner Market 2 weeks each month that is already staffed and available to hand out literature for the initiative. Bergmann will provide flyers for the July and August dates. The consultant team requested further PAC assistance in identifying opportunities to have a presence at other events such as the Old Tyme Summer Festival

7. Fall Culminating Public Event

A brief discussion regarding the community reinvestment workshop included potential venues for the event, which is tentatively planned as a day-long open house for residents and roundtable sessions with developers, investors and state-agencies. The consultant team requested assistance from the PAC identifying a venue and organizing the event.

8. Next Steps and Action Items

- Jenn Miller to provide Bergmann Maple Avenue Historic District boundaries.
- Bergmann to complete and circulate Meeting Summary.
- Bergmann to begin development of Neighborhood Revitalization Strategy for presentation at August meeting.
- August Meeting date to be changed. Bergmann to send potential meeting dates to Jenn Miller for confirmation and circulation to PAC.
- Bergmann to provide City with 3rd party housing redevelopment information.
- Bergmann to develop brochures for Wisner Park and deliver 100 copies to Scott Shaw before July 25th.
- Bergmann to coordinate with Jenn Miller and Councilman Dan Royle on a potential ‘open-mic’ session at a City council meeting during the summer months to further promote the project.
- Bergmann to coordinate with RKG regarding conceptual site plans, market testing and development pro-formas for the Red Barn, Erie Plaza and Chemung Foundry sites.
- Bergmann and TWMLA to begin development of conceptual Brand Park improvements.
- TWMLA to add Maple Ave and Miller St intersection as secondary gateway and Maple Avenue corridor as a major wayfinding element.
- TWMLA to investigate usage of abandoned railroad underpasses for pedestrian usage.

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • August 21, 2013

Meeting Participants:

- Jennifer Miller, City of Elmira DCD
- Zsuzsi Kadar, City of Elmira DCD
- Rocco Picarazzi, City of Elmira Code Enforcement
- Tim Tobin, City of Elmira Zoning Board
- Dan Royle, City Councilman 5th District
- Bill McCarthy, City Councilman 6th District
- Kimberly Baptiste, Bergmann Associates
- Matt Chatfield, Bergmann Associates
- Russell Archambault, RKG Associates
- Connie Scudder, Creating Healthy Places Initiative
- Bill Redder, Southside resident
- Mark Delgrosso, Southside business owner

1. Meeting Overview

Matt Chatfield provided a brief overview of the meeting agenda, an update on the status of the project and an explanation of the purpose of the meeting. Matt then presented an overview of the purpose of the Neighborhood Revitalization Strategy and facilitated a discussion on how to measure the success of public investments. After some discussion it was agreed that, similar to the prioritization of revitalization issues completed during the public visioning component, the enhancement of safety within the neighborhood is the most compelling goal for the strategy. It was felt that an increase in the number of young families and the number of families with children would be a positive indicator related to perceived neighborhood safety.

2. Neighborhood Revitalization Strategy

Matt Chatfield turned the presentation over to Russell Archambault of RKG Associates; RKG is providing economic analysis and development feasibility services for the BOA Master Plan. Russell provided an overview of a six point framework for the Neighborhood Revitalization Strategy focused on the Spaulding and Riverside Revitalization Target Areas, which included numerous potential components and/or initiatives to redevelop and stabilize the neighborhood via the Model Block approach which leverages community assets within the Study Area, such as the Maple Avenue Historic District, Chemung River waterfront, Riverside Elementary School and Brand Park. The strategy also recommended the creation of public/private/non-profit partnerships to enhance the capacity and resources available to implement a revitalization strategy.

Finally, a lengthy and positive discussion ensued on the level of organizational and financial commitment the City of Elmira needed to make revitalization a reality. A significant factor in the City's participation will be the willingness of City Council to support a Targeted Investment Approach for a specified period of time, most likely 5 years, whereby a sustained level of City resources from numerous departments would be focused on the Southside Study Area. Significant discussion was had regarding the City's increasingly tenuous financial condition, especially in light of recent reductions in CDBG funding and a reduction of sales tax revenue sharing by Chemung County.

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It was also discussed that the model recommended for the BOA, if successful, would be something the City could replicate elsewhere in the community. The ability to transfer the experience and capacity developed in the Southside to other neighborhoods would be a critical element to gaining support of other City Council members.

Action Items

- Councilman Dan Royle feels the area of decline as indicated in the presentation was a bit extensive and should be revised to show a smaller area. For example, Lormore between Falck Street and Spaulding Street is much less stressed than areas between Spaulding and Maple.
- Councilman Royle also indicated that he would like Bergmann/RKG to provide him with case studies on how the Model Block investment approach has worked in other communities. He believes this will be critical to gaining support among other Council members. Russ indicated that there were several communities RKG was working with that could be valuable case studies for this approach. RKG and Bergmann will provide the City with 3 or 4 case studies, likely 1 page project summaries, for communities who have successfully adopted a similar neighborhood revitalization approach.
- Bill Redder requested that some level of thought be given to the Return On Investment for the public spending. It was indicated that during the current contract RKG and Bergmann could likely provide a conceptual discussion about which programmatic elements would have the highest or most likely positive ROI, and that a more extensive economic analysis could be conducted as part of Step 3 Implementation Strategy activities.

3. Brand Park Master Plan

Matt presented the initial programmatic recommendations for the Brand Park Master Plan as prepared by Trowbridge Wolf Michaels Landscape Architects. These recommendations were based in part on the findings from public input gathered at the May Design Workshop. The PAC provided positive feedback regarding the programming and did not recommend any changes at this time. Councilman Royle particularly supported the revitalization of Brand Park as a key initiative of the larger Neighborhood Revitalization Strategy. Councilman Royle also noted that the loop trail as indicated on the diagrams was an element present in the park until the past decade or so when the paths were removed, and was happy to see a new walking path as part of the design approach. Jenn Miller mentioned that the City had recently developed construction drawings for modest pavilion improvements at the western end of the park, yet was to date unsuccessful in obtaining funding for its installation.

Action Items

- Jenn Miller will forward the previous designs completed for the pavilion improvements to Bergmann for incorporation into the Master Plan.

4. Next Steps

The Committee established the next meeting date as Wednesday October 9th 2013, to go over the targeted market analysis for strategic development sites and a near-complete draft of the Nomination Study.

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • August 21, 2013

5. Fall Culminating Public Event

A brief discussion regarding the community reinvestment workshop included potential venues for the event, which is tentatively planned as a day-long open house for residents and roundtable sessions with developers, investors and state-agencies. The consultant team requested assistance from the PAC identifying a venue and organizing the event. The event has been tentatively scheduled for the week of December 16th. The PAC preferred to have the meeting within or directly adjacent to the Study Area, and mentioned that the New Beginnings Church may be a potential location that has a space of sufficient size to accommodate the meeting.

Action Items

- Contact Julie Sweet and begin to identify representatives from the following agencies to attend an Interagency Roundtable discussion at the culminating event:
 - NYS DOS
 - NYS DEC
 - NY ESCD and the Southern Tier REDC
 - STEG, NYS DHCR
 - NYS Parks
 - NYS DOT
 - Chemung County
 - NYS Assemblyman Friend's Office
 - NYS Senator O'Mara's Office
 - HUD
 - US Congressman Reed's office
- Contact New Beginnings Church to see if they would be willing to provide space for the meeting.
- Next Meeting October 9, 2013 at Steele Memorial Library, 3pm.

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • October 9, 2013

Meeting Participants:

- Jennifer Miller, City of Elmira DCD
- Zsuzsi Kadar, City of Elmira DCD
- Rocco Picarazzi, City of Elmira Code Enforcement
- Dan Royle, City Councilman 5th District
- Connie Scudder, Creating Healthy Places Initiative
- Randy Olthoff, Chemung County Planning Department
- Jill Koski, STEG
- Bill Redder, Southside resident
- Mark Delgrosso, Southside business owner
- Kimberly Baptiste, Bergmann Associates
- Matt Chatfield, Bergmann Associates

Meeting Agenda:

1. Project Status
2. Target Market Analysis
3. Step 3 Activities
4. Next Steps
5. Fall Workshop

1. Project Status

Matt Chatfield provided a brief overview of the meeting agenda and an update on the status of the project. Since the last meeting in August, Bergmann and its economic subconsultant RKG have identified conceptual reuse scenarios for each of the four strategic sites. A pro-forma analysis was conducted on each scenario to determine the financial viability of the project, and to identify the required level of public involvement to make the project feasible. A discussion regarding potential opportunities for the City or public sector to participate in the development process focused on initial site preparation activities. Opportunities for pre-development activities to make the Strategic Sites more marketable were identified, including zoning modifications, conducting environmental review and performing enhanced site investigations.

Matt also facilitated a discussion on the next steps for the Neighborhood Revitalization Strategy, including the identification of three model blocks in which to begin revitalization efforts. A further discussion was conducted on efforts to begin implementing projects within the neighborhood, including the reuse of the Brand Park Memorial Pool, the enhancement of Sly Street Park and pedestrian safety improvements at the Clemens Center Parkway. Critical and important activities to be conducted under Step 3 of the BOA Program were also identified and discussed, including the need for a house-by-house condition assessment to form the basis of and guide future revitalization efforts.

The Public Sector role in the development process was discussed, and the need for a lead person/agency to conduct project implementation and urban development was a point of unanimous consensus among the group. The City currently lacks the capacity to move projects forward from vision/inception to construction.

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • October 9, 2013

2. Targeted Market Analysis Findings

The findings from the pro-forma analyses indicate a challenging investment environment:

- The marketplace is not robust enough to support new construction in either the residential or commercial sectors absent public subsidy.
- Construction costs are too high vs. the sales prices or rents achieved in the current market.
- Primary issues impacting new construction within the Study Area include the high cost of acquisition for urban land and the site preparation costs involved with demolition and clearing the land for new development.
- It was noted that near-term opportunities for the rehab of existing structures would be more feasible than new construction.
- The City should focus significant efforts on neighborhood revitalization.

Findings: Site 1 - Erie Plaza

- Site was identified for single-family residential development, with concepts for both detached and attached townhouse units.
- Massive upfront cost to acquire and clear site for development is an impediment to project.
- Committee desired single-family detached homes on the site, and pro-forma analyses were run for 21 and 32 units. Both scenarios indicated an extensive gap between upfront development cost and per-unit sales potential.
- Pro-forma analysis for a 64-unit, single-family attached townhouse style project also indicated a gap, though modestly less than the detached projects.
- It was recognized that the City would need to participate in the acquisition and clearing of the site in preparation for private development.
- Currently, there is little development pressure for single-family housing in the Study Area. The redevelopment of this site would need to be conducted in concert with the revitalization of existing housing and removal of surplus supply sufficient to generate demand.
- It was agreed that the redevelopment of this site was a long-term, yet necessary revitalization project in the neighborhood. The current site is a detriment to the surrounding neighborhood, and may be targeted for City intervention in preparation for longer term private redevelopment.

Findings: Site 2 - Former Chemung Foundry

- Site was preliminarily identified for convenience retail to take advantage of the high visibility near the Clemens Center Parkway and Pennsylvania Avenue intersection.
- Initial thoughts were to try and solicit interest from owner-occupied tenants such as Byrne Dairy or Stewarts.
- Significant issues with site include awkward configuration and distance of entry drive from intersection. These issues make development challenging and will likely require zoning variances/changes to permit construction near the intersection.
- Pro-forma analysis for a 5,600 sf single-tenant building indicated a significant negative cost/rental rate gap. The area of development on site would need to be increased to approximately 15,000 sf to approach an appropriate balance.
- Steering committee as supportive of continuing to position this property for future development via Step 3 pre-development activities. This may include zoning modifications and a Generic Environmental Impact Statement.

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • October 9, 2013

Findings: Site 3 - Former Red Barn Site

- Site has been identified for a mixed use, multi-story structure consisting of first floor commercial/retail uses and upper story market-rate residential.
- Site is currently vacant with few development limitations.
- Pro-forma analysis suggests that a 2-story building with 8,500 sf of first floor retail and 8 upper floor residential units maintains a negative cost/rental rate gap. Conversion of the upper floors to office space or the addition of a 3rd story of residential units begins to bring the cost/rental rate gap into manageable terms.
- Increasing the total project to include 16 new housing units may introduce issues with unit absorption given the current market for residential units. However, the size and new condition would make these units highly sought after in a neighborhood with limited contemporary inventory.
- A three-story project would be similar to the proposed Water Street project in the Marvin, Harold's and Rosenbaum buildings, though that project was proposing approximately 25 market-rate apartments.

Findings: Site 4 - Former Creative Orthotics Site

- Currently vacant building has been identified for use as medical offices.
- Proposed project includes the rehabilitation of the building interior and the reconstruction and reduction of the exterior parking area.
- Site is currently empty and has significant visibility from and close accessibility to Clemens Center Parkway.
- Pro-forma analysis suggests that project acquisition and extensive interior/exterior rehab may make this project too costly in the near term. However, a more modest interior approach may be feasible.
- It was felt that the private marketplace will identify how to reabsorb this property into active use without public subsidy. However, this will likely take place without parking lot improvements needed to soften adverse visual impacts on the Pennsylvania Avenue streetscape.\

3. Public Sector Role in Revitalization

The role of the public sector was discussed at length and included the following highlights:

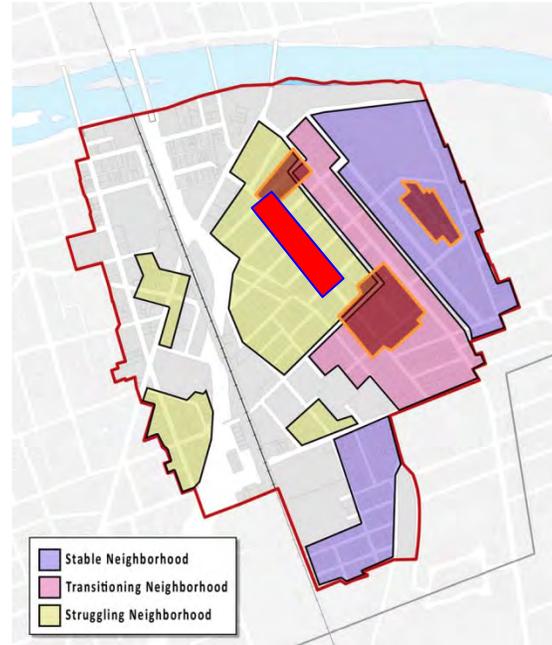
- It was agreed that the public sector would need to take an active, participatory role in urban revitalization.
- Currently, a lack of communication and follow-through prevents the continuation of projects from vision to reality.
- The City needs a full-time urban development professional tasked only with implementing economic development projects.
- The position needs to be apolitical and outside of constant political influence, potentially overseen by a board of directors not including local politicians.
- It was noted that STEG currently lacks the capacity to take on more duties and cannot be relied upon to fill this role.
- This position would be City-wide, and could potentially operate out of the City's Community Development Office, yet would require financial commitment from the City, as HUD funds are extremely limited.

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • October 9, 2013

4. Neighborhood Stabilization

The committee discussed potential locations to begin the Model Block approach for neighborhood revitalization. A minor revision to the attached map was suggested to include a greater swath of Spaulding Street from Lormore to Magnolia. The committee agreed that further efforts at stabilization in the Post Street and Home/Fairfield Street area are a good start to tackle problem neighborhoods. It was noted that Mid Ave was scheduled for roadway reconstruction or repaving next year, in addition to Spaulding Street from Magnolia to Sly Street.



5. Step 3 Activities

Matt provided preliminary recommendations for activities the City could seek supplemental funding for in Step 3 of the BOA program. Recommended projects included:

- Neighborhood-wide Housing Condition Assessment;
- Detailed Model Block Revitalization & Investment Strategies;
- Brand Park Design Development and Phasing;
- Sly Street Park Design & Development;
- Public Relations / Branding / Marketing Strategy;
- Chemung River Gateway Design Development;
- Hudson Street & Pennsylvania Ave Intersection Calming;
- South Main Street Design Guidelines and Zoning Update;
- Lake Avenue Intersection Realignment Feasibility; and
- Boardman Street Abandonment Feasibility.

It was noted that some of these projects could begin in earnest without the extensive lag-time associated with the BOA process. Projects such as Brand Park and Sly Park improvements could be funded through the CFA process, while transportation projects may have funding available through the Elmira-Chemung Transportation Council.

Fall Culminating Public Event

- The committee felt that having the culminating event in December would be too much of a distraction during the holiday season.
- It was suggested the meeting be moved to January in hopes of reaching a larger audience and having a greater turnout.
- Moving the meeting to the 2nd or 3rd week of January 2014 would also provide additional time for advertising and preparation.
- The need to have a developer/investor forum has been eliminated, since the findings from the Target Market Analysis do not suggest strong near-term opportunities for private investment.
- However, Jenn Miller thought this meeting would be a good opportunity to invite potential private housing/neighborhood rehab partners for discussion and collaboration.

Elmira Southside Rising Revitalization Strategy

PAC MEETING MINUTES • October 9, 2013

- Jenn Miller will coordinate the date change with the New Beginnings Church.

Next Steps

- The Committee established the next meeting date as Tuesday, November 19th at 3:00 PM. The meeting agenda will include a review of the final Master Plan and Implementation Recommendations.
- Jenn Miller will send out a meeting invitation and location.
- There may be the need for a final committee meeting in January to close out the project.

Action Items

- It was noted that the redevelopment of the former Hardy Elementary School in the 80s may be a good case study to understand return on investment.
- The potential tax revenue benefits should also be included in the analysis of any potential development pro-formas to make sure these benefits are being weighed along with the financial gap. This could help support the case for public intervention.
- Jenn Miller will coordinate a meeting with Housing Visions, a private not-for-profit housing developer.

Recommendations Worksheet Instructions

Step 1: Please review the attached worksheets and provide any suggested additions or modifications.

Step 2: Please fill out the last column identifying which of these initiatives should be High Priorities for the City and its implementation partners.
A High Priority is considered a recommendation whose execution is critical to the revitalization of the Southside Rising Study Area.

Step 3: Bring the worksheets with you and be prepared to **identify your TOP 3 High Priority** recommendations among all tables. There is no minimum or maximum from each table.

Land Use and Zoning Recommendations Worksheet

No.	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
1	Enhance buffer areas between stable businesses and residential properties through a combination of acquisitions and the relocation of business activities.	Community Development , Private, STEG	Long-Term	
2	Reduce overall neighborhood residential density to 7 units per acre, floating between 5 and 10 units per acre in targeted areas, and 10 to 20 units per acre along South Main Street.	Community Development	Long-Term	
3	Consider establishing a maximum household density per block in conjunction with a competitive multifamily permit process.	Community Development	Long-Term	
4	Focus commercial and mixed use infill projects on South Main Street and Pennsylvania Avenue, and establish high quality design standards for these corridors.	STEG, EDD, LDC ,Chemung County Planning	On-going	
5	Support mixed use development in a business services hub centered on Hudson Street east of Clemens Center Parkway.	STEG, EDD, LDC , Chemung County Planning	On-going	
6	Investigate future expansion of industrial land uses from Erie Street to Howard Street as part of the future redevelopment of the former American LaFrance site.	STEG, LDC , Chemung County Planning	Long-Term	
7	Promote South Main Street between Franklin Street and Miller Street as a mixed use hub for neighborhood-scale retail and personal services.	Community Development, LDC	On-going	
8	Establish design standards to promote the use of front yards and enjoyment of the public realm along streets and sidewalks.	Community Development, Planning Commission, ZBA	Short-Term	
9	Establish design standards for South Main Street that maintain and promote high quality Traditional Main Street urban form.	Community Development, Planning Commission, ZBA	Short-Term	

City of Elmira
Southside Rising Revitalization Strategy

No.	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
10	Establish an incentive zoning law which assigns South Main Street as a primary beneficiary of future amenity/incentive agreements.	City Manager, Planning Commission, ZBA, LDC	Long-Term	

Housing and Community Development Recommendations Worksheet

No.	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
11	Institute policies and incentives that encourage the deconversion of multi-family properties back to single-family residences.	Community Development, Code Enforcement, Chamberlain, Assessor	Short-Term	
12	Identify tools and incentives to encourage owner-occupancy and reinvestment.	Community Development, LDC	On-going	
13	Residential densities and vacancy rates should be reduced through unit consolidations, conversions and demolitions.	Community Development	On-going	
14	Seek to establish an average residential density of 7 units per acre and a vacancy rate of 3 percent to promote a stable neighborhood and support increasing property values.	Community Development	On-going	
15	Reduce rental densities within the Study Area to approximately 60 to 65 percent owner occupied properties.	Community Development	On-going	
16	Conduct a lot-by-lot housing condition assessment to form the basis of a future neighborhood revitalization strategy.	Community Development, Code Enforcement	Short-Term	
17	Promote and facilitate the turnover of housing stock within the Study Area, seeking to remove and replace 10 to 15 percent of the lowest functioning housing units over the next 10 years.	Community Development, LDC	On-going	
18	Provide training and assistance to promote owner-occupancy of two-family units.	Community Development,	On-going	
19	Identify funding sources to provide targeted gap financing for housing and development projects to help kick-start revitalization and spur private investment.	Community Development, STEG, LDC	Short-Term	
20	Investigate the potential to reconfigure the Lake Avenue entrance from Clemens Center Parkway to an intersection with Caldwell Avenue at Falck Street, and make this a 'car-only' gateway to the neighborhood.	Engineering , NYSDOT, ECTC	Short-Term	

No.	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
21	Investigate alternatives to reduce the crossing distances and increase pedestrian visibility at Clemens Center Parkway and South Main Street intersections.	Engineering , NYSDOT, ECTC	Short-Term	
22	Investigate the use of gated railroad underpasses at Chemung Place and Henry Street for improved pedestrian crossings.	Engineering , NYSDOT, ECTC	Long-Term	
23	Begin coordination with NYS DOT and the Elmira-Chemung Transportation Council for gateway planning, design and construction projects in conjunction with other transportation system improvements.	Engineering , NYSDOT, ECTC	On-going	
24	Coordinate with Norfolk-Southern on limited aesthetic gateway improvements to railroad underpasses within the Study Area.	Engineering , NYSDOT, ECTC	Long-Term	
25	Coordinate a Pastor’s Roundtable with the leadership of area religious institutions to identify common needs/concerns among local constituents.	Community Development, <i>LDC</i>	On-going	
26	Tie all future public investments within the Study Area to the Southside Rising initiative and celebrate these investments in the community.	Community Development, <i>LDC</i> , Engineering, DPW, EDD	On-going	
27	Establish a Southside-East Community Center on Spaulding Street, potentially in conjunction with Riverside Methodist Church.	LDC, Chemung County, Elmira School District,	Short-Term	
28	Investigate enhanced Place-Based Policing Strategy in Spaulding neighborhood that embeds a visible police presence for an extended period of time.	Police, Community Development, County Sheriff	Short-term	

Economic Development Recommendations Worksheet

No.	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
29	Attract younger families, couples and singles with household incomes above \$50,000 into the neighborhood.	Community Development, LDC STEG,	On-going	
30	Identify middle-skills job training opportunities to help alleviate high unemployment levels among younger residents.	LDC , STEG	On-going	
31	Modify the City’s Planned Development District regulations to include the commercial/mixed use zones to provide added flexibility for difficult sites within the Study Area.	City Manager, Planning Commission, ZBA	Short-Term	
32	Conduct outreach with property owners to establish them as a willing participant to conduct Phase I ESAs.	STEG, EDD, NYSDEC, LDC	On-going	
33	Coordinate with the NYS DEC on the potential to include the Chemung Foundry and American LaFrance sites in the Brownfield Cleanup Program.	Engineering, NYSDEC, LDC	Short-Term	
34	Establish storm water pre-treatment regulations to encourage and/or require green infrastructure practices for new construction other than single-family residences.	Engineering , NYSDEC, NYSEFC	Long-Term	
35	Investigate the development of large-scale storm water management facilities, similar to the existing basin behind Tops, east of the railroad corridor within the industrial portions of the Study Area.	Engineering , NYSDEC, NYSEFC	Long-Term	
36	Coordinate discussions with the NYS DOT regarding the transfer of excessive right-of-way holdings to the City adjacent to the Lake Avenue intersection and along Miller Street.	Engineering , NYSDOT	Long-Term	
37	Investigate the abandonment of a portion of Boardman Street west of South Main Street to facilitate expanded private development along the corridor while maintaining school bus circulation patterns.	Public Works, Engineering , NYSDOT, ECTC, LDC	Short-Term	
38	Conduct pavement rehabilitation and replacement projects in a coordinated program with block-level housing initiatives to leverage public infrastructure investments for neighborhood revitalization.	Public Works, Engineering, NYSDOT, ECTC	On-going	

No.	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
39	Pursue NY Main Street funding to support façade improvements and the conversion of upper stories into residential units.	Community Development, LDC	On-going	
40	Identify funding sources to provide targeted gap financing for housing and development projects to help kick-start revitalization and spur private investment.	Community Development, STEG, LDC	Short-Term	
41	Participate in pre-development and site preparation activities to level the playing field and make the Study Area an attractive alternative to suburban greenfield sites.	Community Development, LDC, STEG	On-going	
42	Identify local, state and federal funding sources to support the rehabilitation and utilization of existing structures by local businesses.	LDC	On-going	
43	Identify a lead organization to champion project implementation and coordinate public and private investment.	Community Development, City Manager	Short-Term	
44	Conduct a marketing, community branding and public relations campaign to improve resident and investor perceptions of the Southside.	Community Development, LDC	Short-Term	

CITY OF ELMIRA SOUTHSIDE RISING REVITALIZATION STRATEGY

Project Advisory Committee Meeting #8

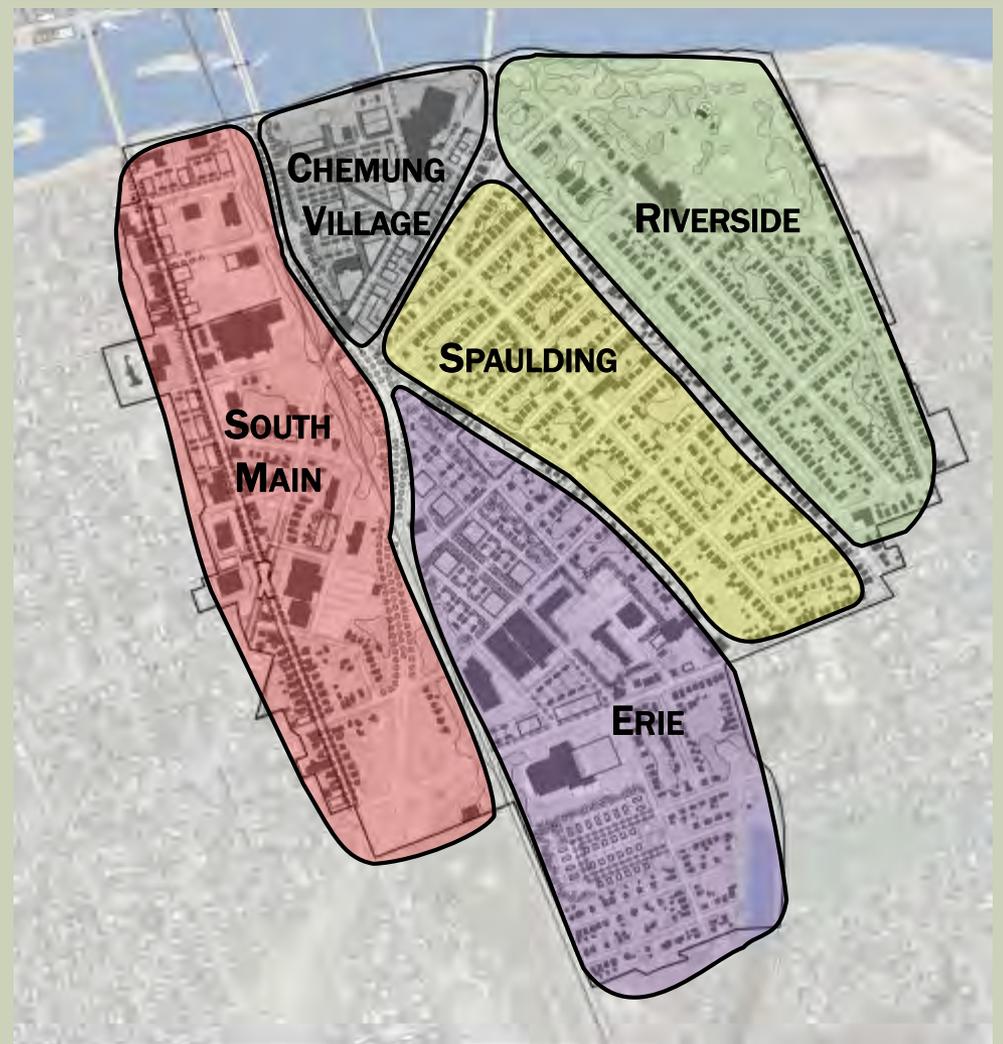
November 19, 2013

Prepared for the City of Elmira and the New York State Department of State with state funds provided through the New York Brownfield Opportunity Areas Program.

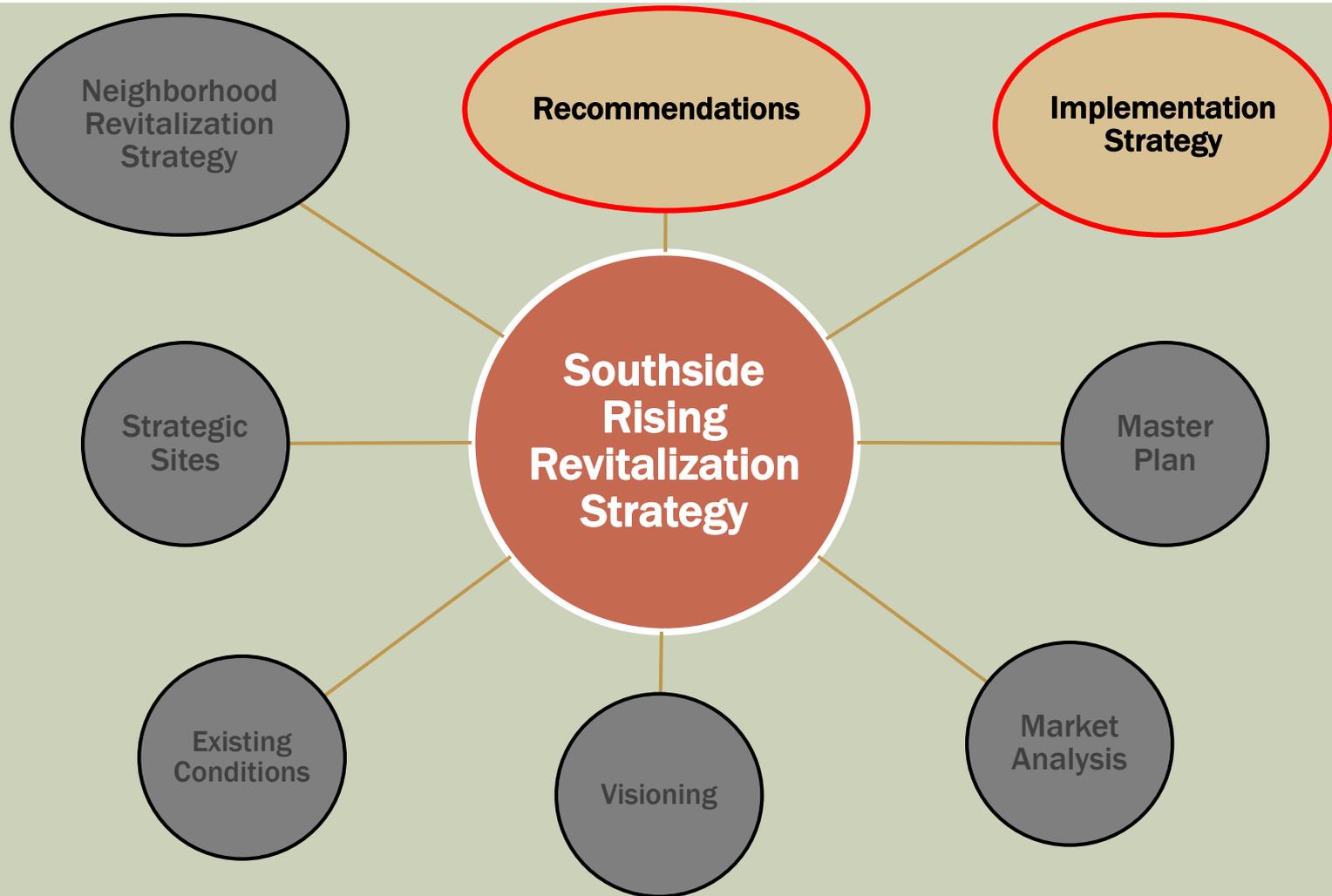


MEETING AGENDA

1. Project Status
2. Recommendations Overview
3. Neighborhood Development Plans
4. Implementation Strategy
5. Next Steps
6. Fall Workshop



PROJECT STATUS



MEETING PURPOSE

At the completion of today's meeting, we would like to identify the following:

1. High Priority Land Use, Housing, Community and Economic Development recommendations.
2. Potential organizational structures to facilitate implementation.
3. The 3 most critical next steps.

SUMMARY ANALYSIS & RECOMMENDATIONS

3.6.7 South Main Street Corridor

Recent private investments along South Main Street have made the corridor a retail destination for Southside residents and adjacent areas in the Town of Southport. In particular, the area adjacent to the Tops Supermarket has seen significant retail investment since 2008. The majority of this growth has occurred through the construction of large, single-story tenant-occupied structures. The challenges inherent in the small footprints of older buildings have made them difficult to rent for larger, established businesses. Further, the limited demand for older structures is a disincentive for continued reinvestment by property owners; as a result, most lack contemporary amenities and are attractive to a limited pool of small business owners. South Main Street has good sidewalk connectivity and pockets of good Traditional Main Street urban form, yet the overall public realm experience is uninviting and has been eroded by suburban-style development. See the sidebar **Great Streets** for best practices in Traditional Main Street urban form.

Future development activities along the corridor should concentrate on the areas with Traditional Main Street urban form, as these areas contain large concentrations of vacant storefronts and underutilized buildings. The core of this initiative should extend from Chemung Place South to Henry Street. The western frontage of this 2-block segment is largely intact, yet many building storefronts and facades have been covered and are in need of repair and reinvestment. Investments should focus on facade improvements and restorations that increase building transparency, especially for ground floor storefronts. The limited floor plans of existing buildings in this segment represent an affordable opportunity for new small businesses to enter a high-traffic retail corridor on Elmira's Southside. Residential uses should be encouraged in upper stories to increase the population density directly on the corridor and provide a boost to foot traffic for corridor establishments. The City should support this revitalization effort by seeking New York Main Street funding targeted at the 2 blocks between Chemung Place and Henry Street.

The segment from Partridge Street south to Mt. Zoar Street is also a prime opportunity for new investment, including the former Red Barn site at the corner of Boardman Street. To prepare for future redevelopment of this property the City should create and adopt design standards and/or zoning modifications to require new structures be placed at the streetline with parking in the rear or limited side-yard parking. Although such regulatory changes will not drive development or investment, they will be necessary to ensure the vision of the Southside Rising Revitalization Strategy is achieved.

Great Streets



1. Trees and landscaping soften the street interface and define the pedestrian realm between the roadway and buildings.
2. Pedestrian and cyclist amenities such as seating and bike racks create a user-friendly environment.
3. Broad sidewalks provide ample room for 2-way pedestrian traffic.
4. Buildings to streetline activate the public realm with entrances and window displays.



Public realm improvements such as enhanced crosswalks and curb bulb outs can make busy corridors such as South Main Street pedestrian-friendly without sacrificing corridor performance.

RECOMMENDATIONS

South Main Street

- Establish design standards that maintain and promote high quality Traditional Main Street urban form.
- Pursue NY Main Street funding to support facade improvements and the conversion of upper stories into residential units.
- Establish an incentive zoning law which assigns South Main Street as a primary beneficiary of future amenity/incentive agreements.
- Promote South Main Street between Franklin Street and Miller Street as a mixed use hub for neighborhood-scale retail and personal services.

South Main Street between Franklin Street and Miller Street should be maintained as a Traditional Neighborhood urban form, with residential-scaled buildings and shallow setback distances. Uses along this portion of the corridor should include a mix of residential and small-scale personal and professional services such as doctor's offices, legal, insurance, accounting and similar uses that draw minimal vehicular traffic. The proximity to the Clemens Center Parkway of this segment should be highlighted to attract small business owners to the corridor. The pavement conditions for the roadway and sidewalks are among the poorest in the Study Area and should be a near-term priority for replacement to maintain a positive environment for continued private-sector investment.

The City should also consider the creation of an incentive zoning law to facilitate off-site improvements or amenities, such as streetscape rehabilitation, in exchange for added density or other incentives to enhance the viability of development. New construction throughout the South Main Street should maintain the Traditional Main Street urban form to strengthen the pedestrian-friendliness of the corridor.



Modest improvements to the streetscape along South Main Street, such as trees and ornamental fencing, increase the visual and physical separation between parking and sidewalks and enhances the quality of the pedestrian experience.

TOPIC-SPECIFIC RECOMMENDATIONS

Capital Projects

Housing & Community
Development

Land Use
& Zoning

Economic
Development

LAND USE & ZONING



LAND USE & ZONING

No.	Recommendation	Potentially Responsible Partners	Time Frame	High Priority
1	Enhance buffer areas between stable businesses and residential properties through a combination of acquisitions and the relocation of business activities.	Community Development, Private, STEG	Long-Term	
2	Reduce overall neighborhood residential density to 7 units per acre, floating between 5 and 10 units per acre in targeted areas, and 10 to 20 units per acre along South Main Street.	Community Development	Long-Term	
4	Focus commercial and mixed use infill projects on South Main Street and Pennsylvania Avenue, and establish high quality design standards for these corridors.	STEG, EDD, LDC ,Chemung County Planning	On-going	
6	Investigate future expansion of industrial land uses from Erie Street to Howard Street as part of the future redevelopment of the former American LaFrance site.	STEG, LDC , Chemung County Planning	Long-Term	
7	Promote South Main Street between Franklin Street and Miller Street as a mixed use hub for neighborhood-scale retail and personal services.	Community Development, LDC	On-going	
8	Establish design standards to promote the use of front yards and enjoyment of the public realm along streets and sidewalks.	Community Development, Planning Commission, ZBA	Short-Term	
9	Establish design standards for South Main Street that maintain and promote high quality Traditional Main Street urban form.	Community Development, Planning Commission, ZBA	Short-Term	

ECONOMIC DEVELOPMENT



ECONOMIC DEVELOPMENT

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PROVIDENCE THE CREATIVE CAPITAL

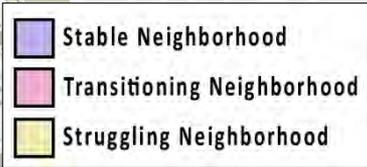
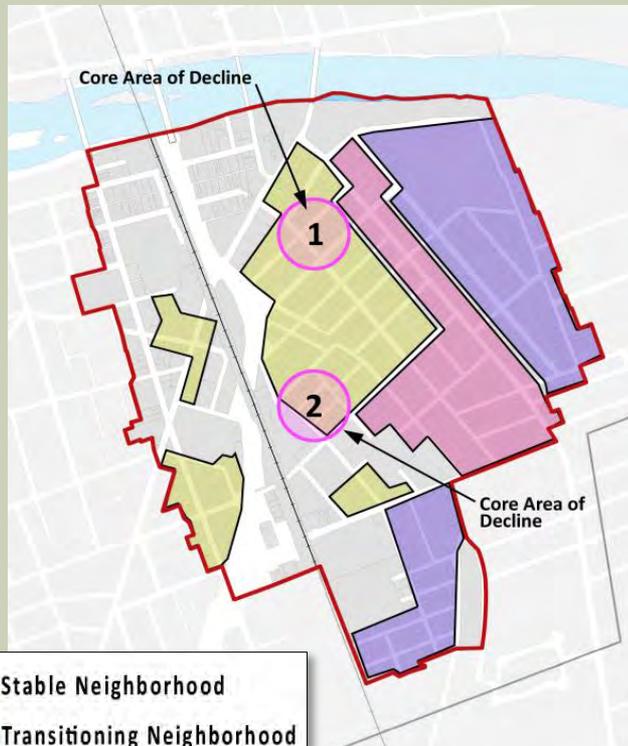
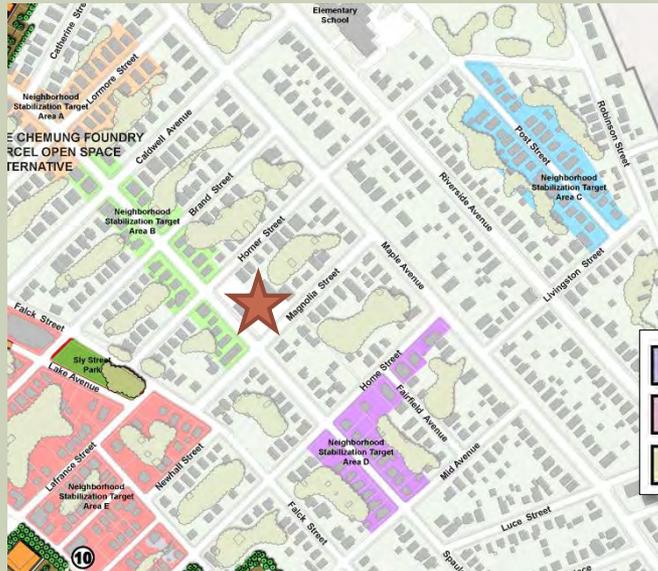
NorthPort
FLORIDA

PETERSBURG
ALASKA

WE'RE DIFFERENT HERE
(NO REALLY, WE ARE)

GOLDSBORO
WAYNE COUNTY

HOUSING & COMMUNITY DEVELOPMENT



Block A: 14 Units / Acre



Block B: 8 Units / Acre

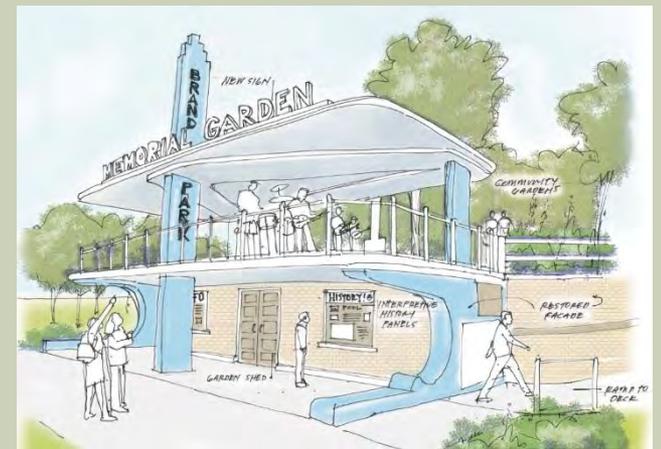


Block C: 4 Units / Acre

HOUSING & COMMUNITY DEVELOPMENT



- Gateway entrance at Cathrine St.
- Community Garden
- Repurposed Brand Park Pool
- Gathering plaza
- New Restrooms
- New handball walls and multi-court
- Enhanced splash pad
- Updated playground with enhanced surfacing and natural play elements
- New benches
- Gateway entrances at Riverside Elementary School with decorate fencing
- Enhanced park promenade and emergency / maintenance access
- Gateway and vehicular access restriction



CAPITAL PROJECTS



CAPITAL PROJECTS

Table 11: South Main Street Capital Projects - 2014 to 2022

Table 11: South Main Street Capital Pro

Project No.	Name	Project Phasing and Anticipated Costs (\$2012)		
1	Commercial / Office Development	Design	Unknown	
2	Commercial Infill Development	Construction	\$1,750,000 to \$2,500,000	remedy selection.
3	Multifamily Residential	Design	Unknown	ny existing structures will be demolished for square feet of total development across 3 or
4	Senior Housing	Construction	\$3,000,000 to \$5,000,000	l conducted in Step 3 of BOA.
5	Mixed Use Retail with Residential	Site Acquisition (estimate)	\$250,000+	ntential private party developer.
6	Retail / Restaurant Development	Design	TBD	nt incentive package.
7	South Main Street / Pennsylvania Avenue Intersection Improvements	Demolition/ Construction	\$3,000,000+	ntential private party developer.
8	Convenience Retail / Office	Site Acquisition (estimate)	\$100,000	f 12-unit senior housing facility.
		Design	TBD	e property at rear through abandonment in BOA Step 3 activities includes negotiation
		Private Construction	\$1,500,000+	ent of Boardman Street.
		Site Acquisition and Assembly (estimated)	\$250,000+	tice a master developer onboard.
		Right-of-Way abandonment	TBD	DA Step 3.
		Conceptual/Schematic Design	\$15,000	tice a master developer onboard.
		Design/ Construction	\$3,000,000 to \$4,000,000	use building and rehabilitation of existing
		Land Assembly	\$25,000	d landscape architectural design services.
		Development Solicitation	\$15,000	ederal transportation funding will be required.
		Design / Construction	\$2,300,000 to \$4,000,000	oe funding based on proximity of Coburn
				and GEIS to make site shovel-ready.
				City to establish Request for Proposals and negotiate with interested developers.
				Conceptual and preliminary design conducted by potential private party developer; cost based on 20,000 SF multi-tenant structure.

NEIGHBORHOOD DEVELOPMENT PLANS

City's game-plan for implementation efforts

6.1 South Main Street

South Main Street should be maintained as a convenient, walkable retail service node for Southside and adjacent suburban residents. The revitalization and enhancement of the South Main Street corridor will help further promote the identity of the Southside as a high quality urban village within a larger city. Improvements should focus on the enhancement of the pedestrian experience, the maintenance of the traditional Main Street urban form and an increase in the number of residents living directly along the corridor.

The following overview includes a vision statement for the corridor, as well as recommended administrative initiatives and capital investments to spur economic revitalization. Figures 20 and 21 depict the Neighborhood Development Plan for South Main Street, while Table 11 provides an implementation strategy for corridor capital projects.

6.1.1 Neighborhood Vision

South Main Street is the urban retail hub for Elmira's Southside. The pockets of traditional main street urban form have been rehabilitated through facade improvements and the reconstruction of upper stories for residential uses. An increased population and improved pedestrian experience along the corridor has greatly increased foot traffic and expanded the customer base of existing and future businesses. Sidewalks have been activated through enhancements to the streetscape and the extension of quasi-public activities such as dining into the public realm.

6.1.2 Land Use and Development Character

The land use and development pattern within the South Main Street corridor should focus on mixed use, multi-story buildings with active upper floors containing offices and apartments. Ground floor uses should include retail, dining, personal services such as Landfronts and professional services such as legal, accounting and similar. The City should avoid and discourage single story buildings, and should establish new design standards that require buildings be constructed at or within a limited distance of the streetline. A traditional Main Street urban form should be maintained where existing and expanded during future development projects south to the Franklin Street intersection. South Main Street south of Franklin Street should be maintained as a traditional neighborhood urban form through the encouragement of residential-scale detached structures.

PRIORITY RECOMMENDATIONS South Main Street

- Establish design standards for South Main Street that maintain and promote high quality Traditional Main Street urban form.
- Modify the City's Planned Development District regulations to include the commercial/mixed use zones to provide added flexibility for difficult sites within the Study Area.
- Pursue NY Mills Street funding to support facade improvements and the conversion of upper stories into residential units.
- Identify local, state and federal funding sources to support the rehabilitation and utilization of existing structures by local businesses.
- Investigate the abandonment of a portion of Boardman Street west of South Main Street to facilitate expanded private development along the corridor.



The City should avoid the continued development of single-story suburban style buildings with front yard parking along South Main Street.

Figure 20: South Main Street Development Plan – 2014 to 2022



- | | |
|---|---|
| 5. Commercial / Office Development | 1. Mixed Use Retail with Residential |
| 6. Commercial Infill Development | 2. Retail / Restaurant Development |
| 7. Multifamily Residential | 3. South Main Street and Pennsylvania Avenue Intersection |
| 8. South Main Street Streetscape Enhancements | 4. Convenience Retail / Office |
| 9. Senior Housing | |

6.1.5 South Main Street Capital Projects

The following descriptions correspond to the annotated graphic in Figures 20 and 21 and Table 11, which depict the 2014-2022 and Long-Term Development Vision for the South Main Street corridor.



The scale and massing of this example office building is appropriate for development on the former Hightis site along the Chemung River.

1. COMMERCIAL / OFFICE DEVELOPMENT

The former Hightis Refrigeration Plant site along Chemung Place was partially redeveloped as part of the City's Hudson Street Urban Renewal Plan. The remaining frontage along Chemung Place is envisioned to be developed as professional office space in a multi-story building that could take advantage of views towards the Chemung River.



Infill development should maintain the scale, character and height of adjacent buildings, particularly along the Traditional Main Street portions of the S. Main corridor. The infill development project in the foreground shows ground-floor storefront and second-story residential conversion with adjacent existing buildings.

2. COMMERCIAL INFILL DEVELOPMENT

Three vacant lots are scattered along the South Main Street corridor, including one notable gap in the traditional Main Street urban form across from the Tops Plaza. Development on these sites should maintain the urban form, scale, character and density of adjacent lots. The site located near the intersection of South Main Street and West Miller Street should include a prominent gateway structure that sets a high standard of design and construction for future redevelopment and investment.

3. MULTIFAMILY RESIDENTIAL

Currently an automotive use, this site at the corner of Pennsylvania Avenue and Boardman Street is envisioned to be redeveloped for multifamily residential up to three stories in height. Opportunities for limited ground floor retail uses such as convenience retail should be explored to take advantage of the over 8,000 cars per day traveling along Pennsylvania Avenue.



The current market is not supportive of this development in the near-term. However, the City should continue to prepare for the transition of this site away from automotive uses and towards a high-value multifamily residential use which could have significant positive impacts upon the surrounding residential neighborhood. The City and its implementation partners should begin coordination efforts with the property owner to explore the potential for a land swap elsewhere in the Study Area. The City should also coordinate targeted housing, street and sidewalk improvements to this area in advance of redevelopment activities.

IMPLEMENTATION ORGANIZATIONAL NEEDS

The organization must:

- **Focus on City as first priority**
- **Minimize local political influences**
- **Possess broad powers and authorities:**
 - Buy, sell, hold and develop real estate
 - Enter into development deals
 - Condemn property
 - Sell bonds to finance projects
 - Obtain grants, provide loans and other financing for projects

LOCAL DEVELOPMENT CORPORATIONS

Private, not-for-profit corporations often created by, or for the benefit of, local governments for economic development or other public purposes.

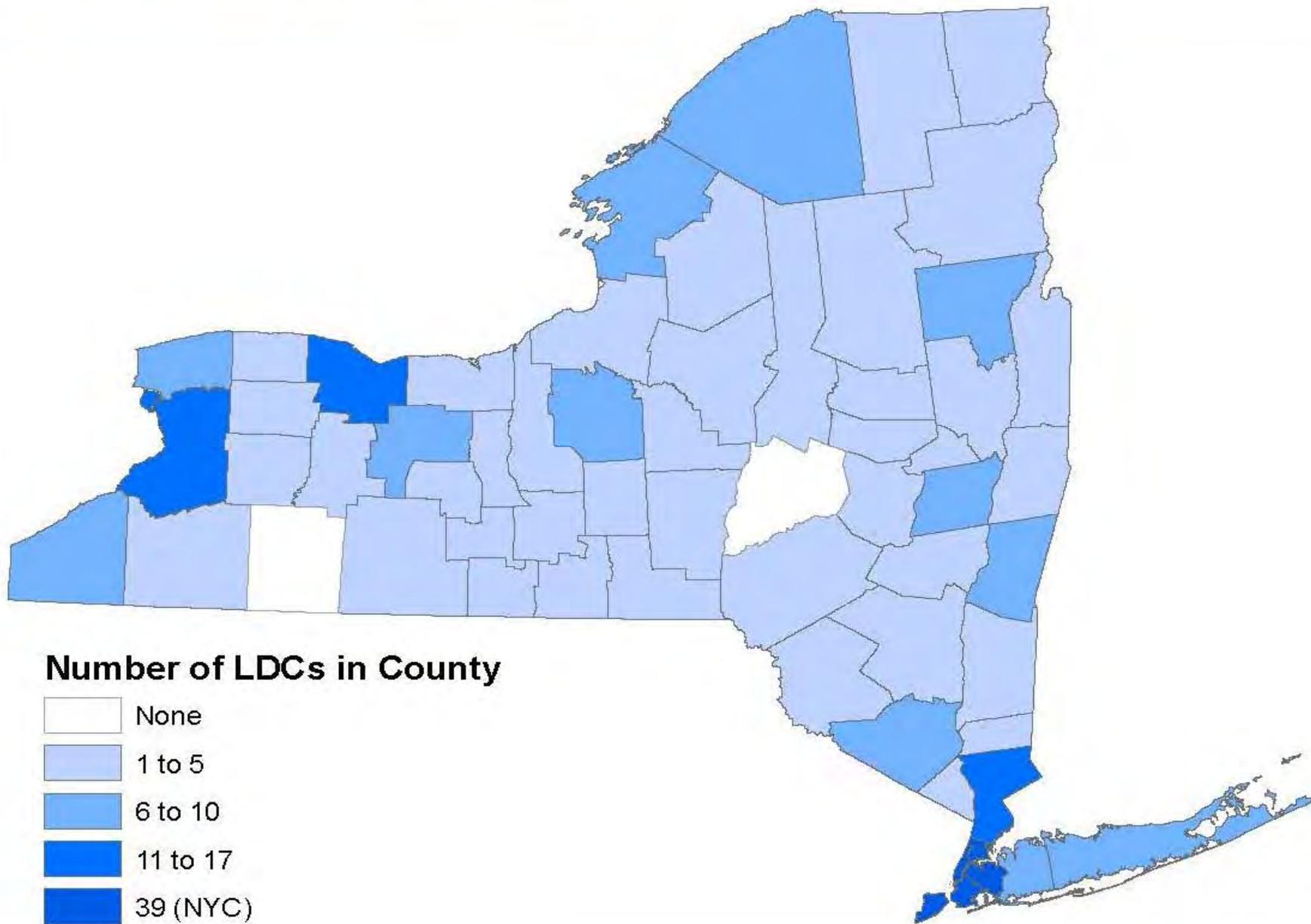
LDCs may be created for the following purposes:

- Relieving and reducing unemployment;
- Promoting and enhancing employment opportunities;
- Instructing or training individuals to improve or develop skills;
- Conducting scientific research to attract or retain industry; and
- Lessening the burdens of government and acting in the public interest.

LDC'S POWERS & AUTHORITY

- Construct, acquire, rehabilitate, and improve real estate;
- Acquire real or personal property;
- Provide financial assistance;
- Maintain assets for others;
- Borrow money and issue bonds or obligations;
- Sell, lease, or mortgage real or personal property; and
- Foster and encourage the location or expansion of business

New York State Local Development Corporations



LOCAL PUBLIC BENEFIT AUTHORITY

- Public authorities describe both public benefit and not-for-profit corporations.
- Established by an act of the State Legislature
- Include IDA's, housing authorities, parking authorities, and others established for local or regional purposes.
- Elected local government officials appoint board members.
- City of Elmira currently has a redevelopment authority but powers and authorities are not actively used.
 - Community Development Director serves staff function.
 - City council serves as Redevelopment Authority Board of Directors

OBJECTIVES & BENEFITS OF PUBLIC BENEFIT AUTHORITIES

The objective of public authorities is to:

- finance, construct and operate revenue producing facilities
- assist public sector with projects intended to spur economic development,
- provide financial support for non-profit projects that serve public needs,
- coordinate development or management of resources

The benefits of public authorities include:

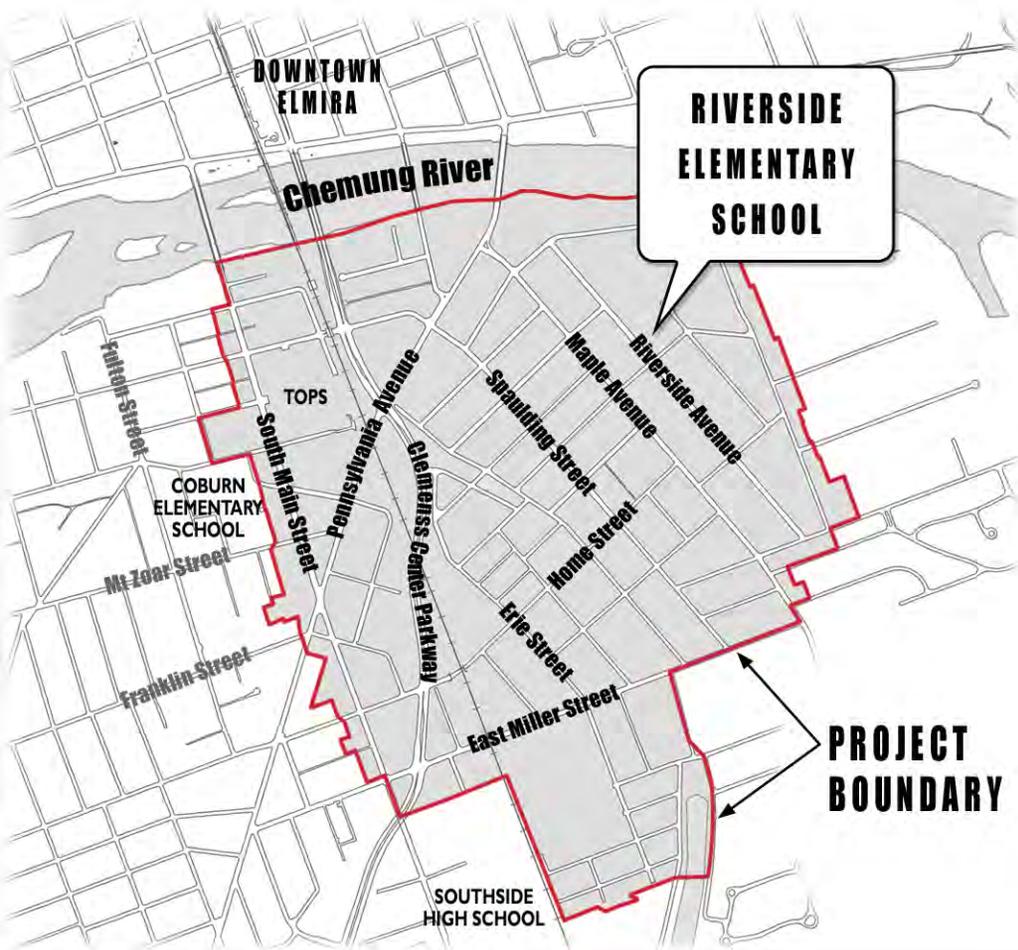
- ability to finance improvements without increasing taxes,
- assess fees on users to cover the costs,
- avoid the use of broad-based dedicated revenue streams,
- finance the public takeover of private enterprises,
- isolate entities and operations from the direct control by elected officials,
- flexible management environment.

IMPLEMENTATION NEXT STEPS

- Meet with key property owners to share redevelopment vision for key sites
- Assemble members of the real estate community to share marketing collateral
- Assemble package of incentives to offer on City-owned properties
- Consider acquisition of key sites if City wants to direct future redevelopment

NEXT STEPS

- **Completed Draft Document**
 - Anticipated December 2013
- **Culminating Event – January 2014**
 - Developer/Investor Discussion
 - State Interagency Roundtable ?
 - Public Open House
- **Application for Advancement to Step 3**
 - Anticipated Spring 2014



CITY OF ELMIRA
**SOUTHSIDE RISING
 REVITALIZATION
 STRATEGY**

Join Your Neighbors!

**WEDNESDAY
 MAY 8TH, 2013**

**RIVERSIDE ELEMENTARY
 SCHOOL CAFETERIA
 409 RIVERSIDE AVENUE
 ELMIRA, NY 14904**

WORKSHOP
 OF ELMIRA'S SOUTHSIDE!

ABOUT THE PROJECT

The City of Elmira is developing a revitalization strategy for a core neighborhood in the Southside that has been adversely impacted by historic industrial activity. This Design Workshop is an opportunity for the community to determine the future of the neighborhood, including the redevelopment of vacant properties, the improvement of the waterfront, the revitalization of South Main Street, and the enhancement of parks, playgrounds and streets.

QUESTIONS?

**CONTACT JENNIFER MILLER, DIRECTOR
 DEPARTMENT OF COMMUNITY DEVELOPMENT
 607.737.5692**

WWW.SOUTHSIDERISING.COM



**STOP IN ANYTIME
 6:30PM TO 8:30PM
 AND STAY A SLONG AS YOU LIKE!**

Light refreshments provided!

**OPEN HOUSE SESSION 6:30 TO 7:30
 DESIGN SESSION 7:30 TO 8:30**

For more information go to
southsiderising.com

PUBLIC
 GUIDE THE FUTURE

Elmira Southside Rising Revitalization Strategy

PUBLIC DESIGN WORKSHOP SUMMARY • MAY 8, 2013



1. Open House

The meeting was formatted as an Open House with five distinct stations for attendees to review information and provide feedback. The five stations included:

- a. Neighborhoods;
- b. Wayfinding and Connectivity;
- c. South Main Street;
- d. Vacant and Underutilized Sites; and
- e. Parks and Riverfront.

Each station was facilitated by a member of the consultant planning and design team. Materials presented at each station included a series of boards covering a summary of existing conditions information, best practices for planning and design, and opportunities for revitalization related to each station topic area. Each station also provided a unique opportunity for attendees to participate in hands-on exercises such as preference surveys, land use planning and park design. The Open House session began at 6:30pm and was attended by approximately 20 community members through 815pm.

2. Introductions and Presentation

At approximately 7:15pm, Jennifer Miller, Director of Community Development for the City of Elmira, provided a brief introduction of the BOA project and the project team, including the purpose of the Design Workshop Meeting.

Matt Chatfield provided a detailed overview and purpose of the Southside Rising Revitalization Strategy and an overview of the Workshop format and Design Stations. The overview included a presentation of project funding, a description of the Study process, opportunities for public involvement and the intended outcomes. Finally, the next steps of the Study were discussed, including the submission of an application for Step 3 funding anticipated for fall 2013.

3. Workshop Station Findings

a. Neighborhoods

The Neighborhoods Station provided participants with an opportunity to indicate their preference for residential development types, density and design character among a series of images. Station visitors were asked to indicate their 3 Most Appropriate and 3 Least Appropriate residential images for the Study Area.

The following images scored high among station visitors:



Elmira Southside Rising Revitalization Strategy



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The following images were indicated as the least preferred by station visitors:



Station visitor preference heavily favored single-family detached properties, with none of the single-family detached representative images receiving a Least Appropriate Vote.

b. Wayfinding and Connectivity

The Wayfinding and Connectivity Station provided participants with opportunities to comment on the preferred character of wayfinding design elements and pedestrian safety improvements. Of the 18 images provided for attendees to respond to, only three images received three or more votes as being the Most Appropriate design aesthetic or strategy for the Southside.

The following images scored high among station visitors:



Based on the results from the Design Station, stronger preference was given to more traditional design forms. However, participants also indicated willingness to explore alternative forms of wayfinding, such as embedded signage. Meeting attendees were afforded the opportunity to rate their preference for a brand identity to be associated with the Southside. The results of this exercise indicate a stronger preference for a community identity focused on the Southside's relationship with the Chemung River, recreation and natural environment.

Theme	Votes
History of Elmira	2
Ecology (River/Nature)	4
Transportation	0
Industry	1
Recreation/Play	2
Community/Families	2

Elmira Southside Rising Revitalization Strategy



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Station visitors were also asked to highlight pedestrian safety concerns on a map of the Study Area. Participants indicated safety concerns at the intersections of Clemens Center Parkway, as well as the intersections of South Main Street and Franklin Avenue with Pennsylvania Avenue. In addition, the Lake Street Bridge was highlighted as a potential pedestrian link between the Southside and downtown Elmira.

c. South Main Street

Similar to previous stations, the South Main Street station provided participants with an opportunity to indicate their preference for commercial/retail development types, density and design character among a series of images. Station visitors were asked to indicate their 3 Most Appropriate and 3 Least Appropriate Main Street images for the Study Area.

The following images scored high among station visitors:



The following images were indicated as the least preferred by station visitors:



Based upon the preferences indicated by station visitors, a traditional Main Street urban form scored high, with structures located at the streetline and building heights up to three stories. Stand-alone, single-story structures scored the poorest, as did images depicting a suburban-style land use pattern.

d. Vacant and Underutilized Sites

Visitors to the Vacant and Underutilized Sites station were provided the opportunity to determine the preferred land use for four vacant and/or underutilized properties preliminarily identified as strategic sites by the Steering Committee. The following table identifies uses preferred for each site as identified by meeting participants:

Elmira Southside Rising Revitalization Strategy



PUBLIC DESIGN WORKSHOP SUMMARY • MAY 8, 2013

Future Land Use	Sites			
	Creative Orthotics Site	Erie Plaza Site	Chemung Foundry Site	American LaFrance Site
Commercial	Chain Restaurants, local eatery, pizza, video store	Seasonal carnival site or amusement park		Ice skating rink, roller skating
Retail	Community health clinic, hardware store, craft/novelties, toy store	Department store, thrift store	Dave & Busters, co-operative music studio	Community arts market, co-operative music studios, flea market ,spa, bookstore
Residential		multifamily	High Density residential- Mixed use with commercial	Residential co-op of musicians, local based mixed use development with residential
Industrial			Gas drilling related industry	industrial flex space, gas drilling industry

The findings from this exercise indicate a strong preference for additional eateries and entertainment venues, as well as recreational programming and open space opportunities. Some of the uses indicated by the public were also supported by the market analysis findings, including the potential for additional restaurant, retail and industrial development within the Study Area.

e. Parks and Riverfront

Visitors to the Parks and Riverfront Station were provided the opportunity to design their own park through the selection of site and design elements. Participants could select from four recreation sites, including: Brand Park; Sly Street Park; Miller’s Pond Park; and the Keefe Street open space. Eighty percent of visitors selected Brand Park for the exercise. Participants were invited to select from a series of 20 potential park design elements provided on small image cards, and place these elements on their chosen site.

Generally, participants indicated a strong preference for flower gardens, public art, areas of shade, and pavilion and picnic areas in their designs. Few participants selected active recreational design elements, while areas for seating, gathering and performing were noted often. Participants were also asked to provide written comments on their selected design elements. The desire for a family-friendly park with a diversity of recreation opportunities was indicated as a preference among many participants, including the desire for activities geared towards young children.



Elmira Southside Rising Revitalization Strategy

PUBLIC VISIONING MEETING SUMMARY • January 22, 2013



Meeting Participants:

- 28 participants signed in to the meeting (See attached sign in sheet.)

1. Introductions

Jennifer Miller, Director of Community Development for the City of Elmira, provided a brief introduction and overview of the BOA project and the project team, including the purpose of the Visioning Meeting.

2. Presentation

Matt Chatfield provided an overview of the meeting agenda and the purpose of the meeting. Matt then presented an overview of the BOA program and the purpose of the Southside Rising Revitalization Strategy. The overview included a presentation of the funding mechanism and how the study area boundaries were determined. In addition, the presentation included a description of the Study process, opportunities for public involvement, comment and review, and the intended or anticipated outcomes. Finally, the next steps of the process following this phase of the Study were discussed.

3. Visioning Break Out Groups

Participants were broken out into 4 tables of approximately 6 to 8 participants plus a facilitator. Bergmann Associates provided 3 facilitators and Jennifer Miller facilitated the fourth table. Each participant was provided a brief questionnaire to complete at the beginning of the small group discussion period. The purpose of the survey included the identification of issues most important to the participants and to identify priorities for the revitalization of the Southside. The questionnaire was utilized by the facilitators to initiate discussion. After approximately 45 minutes, the large group was reconvened and a member from each breakout table was asked to provide a brief summary of topics that were identified as top priorities for revitalization of the Study Area. The following is a summary of the priorities identified at each break out table:

Table 1 Priorities

- Property maintenance is key; absentee landlords are an issue; enhanced code enforcement is needed
- Brand Park and Pool Preservation; Maple Avenue Historic District as a key asset; improve safety, accessibility and connections between neighborhoods and amenities
- Redevelopment of the former Erie Plaza; site severely detracts from neighborhood
- New industrial activity and employment generators on former brownfield sites
- Family-friendly activities are needed; a Discovery Center themed civic-minded use

Table 2 Priorities

- Housing rehabilitation, removal and replacement of substandard housing, concentrating on the area bounded by Falk Street, Sly Street, Horner Street and Maple Avenue
- Neighborhood greening; new parks, and accessible, safe streets

Elmira Southside Rising Revitalization Strategy



PUBLIC VISIONING MEETING SUMMARY • January 22, 2013

- Concentrate additional redevelopment activity in the triangular area bounded by South Pennsylvania Ave, South Ave, South Main Street
- Enhanced gateway improvements at key intersections into the Southside and into the neighborhood areas

Table 3 Priorities

- Housing rehabilitation, maintenance, code enforcement and absentee landlords; public safety improvements within the residential area centered on Falck Street
- Improve South Main Street business district through the creation of a Town Center-type redevelopment that has significant public realm improvements and opportunities for niche retail/dining
- Identify appropriate uses for former/vacant industrial properties, especially LaFrance property and former Erie Plaza
- Improve walkability and safety of street and sidewalk networks, including connectivity to parks

Table 4 Priorities

- Improve safety; eliminate loitering and drug activity
- Improve access to parks, recreation facilities and playgrounds
- Change zoning to limit housing conversions
- Concentrate on vacant/abandoned/derelict properties

A complete summary of meeting comments has been provided as an attachment. At the completion of the meeting, participants were invited to continue providing feedback via the project website. The next Project Advisory Committee meeting will be February 21, where the PAC will analyze the feedback gathered at the Visioning Workshop and agree upon a final vision and set of objectives for the revitalization effort moving forward. Meeting materials will be posted on the website, including additional information regarding the composition of the Project Advisory Committee.

4. Next Steps

The following next steps will be undertaken by Bergmann Associates:

- Document and distribute meeting minutes.
- Update project website to include PAC names.
- Coordinate the completion of Market and Housing Analysis, to be presented at the February 21 PAC meeting.
- Coordinate development of draft vision and objectives for review by the Project Advisory Committee at the Feb 21st meeting.



City of Elmira

SOUTHSIDE RISING REVITALIZATION STRATEGY

Public Visioning Workshop - January 22nd 2013 Participant Questionnaire

**Within the Study Area,
rate the following topics based on their importance to you:**

	Not Important	Somewhat Important	Very Important
Housing affordability	1	2	3
Safety	1	2	3
Parks, playgrounds and recreation amenities	1	2	3
Roadway and/or sidewalk conditions	1	2	3
Cultural/historic amenities	1	2	3
Retail and services availability	1	2	3
Industrial development	1	2	3
Environmental contamination	1	2	3
Development regulations, zoning	1	2	3
Employment opportunities	1	2	3
Flood protection	1	2	3
Vacant, abandoned and/or derelict properties	1	2	3
Entertainment/restaurant options	1	2	3
Other _____	1	2	3
Other _____	1	2	3

From the topics above or others of your choosing, RANK your TOP 3 priorities:

**1st
MOST IMPORTANT**

**2nd
MOST IMPORTANT**

**3rd
MOST IMPORTANT**

Elmira Southside Rising Revitalization Strategy

PUBLIC VISIONING QUESTIONNAIRE SUMMARY



Questionnaire Responses:

- 52 total responses between January 17th and February 4th
- 25 responses from website, Twitter and newsletter
- 27 responses manually entered from questionnaires received at Jan 22nd public meeting

Questionnaire Summary

The questionnaire was developed as a quick, easy to use method to determine priority issues to be addressed during the revitalization of the Southside. Two questions were posed to participants:

Q1: Within the Study Area, rate the following topics based on their importance to you:

(Not Important, Somewhat Important, Very Important)

- | | |
|---|--|
| <input type="radio"/> Affordable housing | <input type="radio"/> Development regulations, zoning |
| <input type="radio"/> Safety | <input type="radio"/> Employment opportunities |
| <input type="radio"/> Parks, playgrounds and recreation amenities | <input type="radio"/> Flood protection |
| <input type="radio"/> Roadway and/or sidewalk conditions | <input type="radio"/> Vacant, abandoned and/or derelict properties |
| <input type="radio"/> Cultural/historic amenities | <input type="radio"/> Entertainment/restaurant options |
| <input type="radio"/> Retail and services availability | <input type="radio"/> Other (please specify) |
| <input type="radio"/> Industrial development | |
| <input type="radio"/> Environmental contamination | |

Q2: From the topics above or others of your choosing, RANK your TOP 3 priorities:

Question 1 Results:

Question 1 attempts to understand the level of importance across a wide range of issues considered relevant based upon the findings from the Pre-Nomination Study visioning efforts. Safety, Vacant/abandoned properties and roadway/sidewalk conditions ranked as the Top 3 areas of importance based upon an analysis of the results for Question 1. Code enforcement issues were the most common response to the write-in ‘Other’ portion at the bottom of the list. See Table 1 for a Ranking of Q1 responses by topic area. A score of 3.0 would equate to all respondents rating the topic area as ‘Very Important.’ A score of 1.0 would equate to respondents rating the topic area as ‘Not Important.’

Table 1: Ranking of Q1 Responses

Topic	Rank	Score
Safety	1	2.98
Vacant, abandoned and/or derelict properties	2	2.92
Roadway and/or sidewalk conditions	3	2.62
Environmental contamination	4	2.57
Employment opportunities	5	2.53
Parks, Playgrounds and recreation amenities	6	2.52
Entertainment/restaurant options	7	2.50
Flood protection	8	2.40
Retail and services availability	9	2.39
Cultural/historic amenities	10	2.26
Development regulations, zoning	11	2.24
Affordable housing	12	2.00
Industrial development	13	1.96

Elmira Southside Rising Revitalization Strategy



PUBLIC VISIONING QUESTIONNAIRE SUMMARY

Question 2 Results:

Question 2 attempts to gain a deeper understanding of the relative importance of the topic areas compared with one another. Of the 50 respondents to this question, 26 ranked Safety and related issues such as crime and drug activity as the #1 Top Priority. Overall, Safety was included in the Top 3 Ranking by 34 of 50 respondents. This is consistent with and reaffirms the clear ranking of Safety as the most important topic area from Question 1. The second-most important topic area included in Question 2 was Vacant, abandoned and/or derelict properties, which was included in the Top 3 Ranking by 25 of 50 respondents. Employment opportunities ranks third, included in the Top 3 Ranking by 18 of 50 respondents.

An additional level of analysis identified similar or related topic areas to measure their relative importance in the aggregate.

- o Economic Development: employment opportunities, entertainment/restaurant options, retail and services availability, and industrial development. In the aggregate, these four measures were included in the Top 3 Ranking by 36 of 50 respondents.
- o Quality of Life measures: roadway/sidewalk conditions, parks and recreation, and cultural amenities. In the aggregate, these three measures were included in the Top 3 Ranking by 27 of 50 respondents.

See Table 2 for a Ranking of Top 3 Responses; the score equates to the number of times the topic area was included in the Top 3 Ranking by the 50 respondents.

Table 2: Top 3 Ranking Results

Topic	Rank	Score	
Safety	1	34	
Vacant, abandoned and/or derelict properties	2	25	
Employment opportunities	3	18	36 - Economic Development aggregate
Roadway and/or sidewalk conditions	4	12	27 - Quality of Life aggregate
Retail and service availability	5	10	
Parks, playgrounds and recreation amenities	5	10	
Entertainment/restaurant options	7	5	
Cultural/historic amenities	7	5	
Affordable housing	9	4	
Environmental contamination	9	4	
Industrial development	11	3	
Flood protection	11	3	
Development regulations, zoning	13	2	
Other		15	

Summary of Overall Results:

Of the 52 responses collected, Safety is the overwhelming priority, followed closely by Vacant, abandoned and/or derelict properties. Additionally, Economic Development and Quality of Life measures also ranked high in the aggregate. There is likely a strong correlation between poor housing and property conditions within the Study Area and the sense of safety experienced by residents and property owners. In addition, respondents rank economic opportunity, access to services, and quality of life measures highest among other areas of concern. These issues will be given consideration throughout the planning and implementation process.

SOUTHSIDE RISING REVITALIZATION STRATEGY

NEW YORK STATE BROWNFIELD OPPORTUNITY AREAS PROGRAM

Appendix B ***Descriptive Profile Sheets***

City of Elmira Southside Rising Revitalization Strategy

Descriptive Profile of Relevant Brownfield and Underutilized Properties

PROPERTY DATA

PRINT KEY: 99.08-4-1
 PROP. CLASS: 400 COMMERCIAL
 ACRES: 0.11457130929
 ADDRESS: 209 Pennsylvania Ave
 OWNER: Energy Savers of

UTILITIES and INFRASTRUCTURE

WATER: Yes RAIL: No
 SEWER: Yes HIGHWAY: No
 GAS: Yes INTERCHANGE: No
 ELECTRIC: Yes
 TELECOM: Yes

PROPERTY/LOCATION STATUS

ZONING: General Commercial
 OWNERSHIP: Private
 INVEST. ZONE: No STRUCTURES: 1
 URB RENEWAL: No TAX DELINQ: No
 BID: Yes ENVIR ZONE: Yes

ENVIRONMENTAL INVESTIGATION HISTORY

None
 NYSDEC REM DATABASE: No ID:
 PETROL/CHEM BULK STOR. No D:
 HAZ WASTE GENERATOR: No D:
 NYSDEC SPILL SITE: No D:

ADJACENT LAND USE

NORTH: COMMERCIAL, RESIDENTIAL
 SOUTH: COMMERCIAL, RESIDENTIAL
 EAST: RESIDENTIAL, VACANT
 WEST: RESIDENTIAL

SPILL STATUS:

STATUS OF REMEDIATION AND INVESTIGATION
 Recommended for Phase 1 or Phase 2 ESA.

USE STATUS: Vacant building

USE POTENTIAL and REDEVELOPMENT OPPORTUNITIES

PROPERTY DESCRIPTION:

Located at the corner of Spaulding and Pennsylvania. Property is currently for sale.

Property location near high volume intersection makes this a valuable site for redevelopment given the appropriate market conditions. Mixed use commercial development would be appropriate in this location.



City of Elmira Southside Rising Revitalization Strategy

Descriptive Profile of Relevant Brownfield and Underutilized Properties

PROPERTY DATA

PRINT KEY: 99.08-4-2
 PROP. CLASS: 400 COMMERCIAL
 ACRES: 0.289524223821
 ADDRESS: 207 Pennsylvania Ave
 OWNER: Sherman, Daniel J

UTILITIES and INFRASTRUCTURE

WATER: Yes RAIL: No
 SEWER: Yes HIGHWAY: No
 GAS: Yes INTERCHANGE: No
 ELECTRIC: Yes
 TELECOM: Yes

PROPERTY/LOCATION STATUS

ZONING: General Commercial
 OWNERSHIP: No
 INVEST. ZONE: No STRUCTURES: 2
 URB RENEWAL: No TAX DELINQ: No
 BID: Yes ENVIR ZONE: No

ENVIRONMENTAL INVESTIGATION HISTORY

None
 NYSDEC REM DATABASE: No ID:
 PETROL/CHEM BULK STOR. No D:
 HAZ WASTE GENERATOR: No D:
 NYSDEC SPILL SITE: No D:

ADJACENT LAND USE

NORTH: COMMERCIAL
 SOUTH: RECREATION, RESIDENTIAL
 EAST: RESIDENTIAL
 WEST: COMMERCIAL, INDUSTRIAL

SPILL STATUS:

STATUS OF REMEDIATION AND INVESTIGATION
 No investigation required at this time.

USE STATUS: Commercial/Storage.

USE POTENTIAL and REDEVELOPMENT OPPORTUNITIES

PROPERTY DESCRIPTION:

Two small commercial buildings. Property has frontage on Spaulding and Sly Streets.

Property location near high volume intersection makes this a valuable site for redevelopment given the appropriate market conditions. Mixed use commercial development would be appropriate in this location.



City of Elmira Southside Rising Revitalization Strategy

Descriptive Profile of Relevant Brownfield and Underutilized Properties

PROPERTY DATA

PRINT KEY: 99.12-1-1
 PROP. CLASS: 300 COMMERCIAL
 ACRES: 0.375759269288
 ADDRESS: 500 Erie St
 OWNER: LaFrance Equipment

UTILITIES and INFRASTRUCTURE

WATER: Yes RAIL: No
 SEWER: Yes HIGHWAY: No
 GAS: Yes INTERCHANGE: No
 ELECTRIC: Yes
 TELECOM: Yes

PROPERTY/LOCATION STATUS

ZONING: Light Industrial
 OWNERSHIP: Private
 INVEST. ZONE: Yes STRUCTURES: 0
 URB RENEWAL: No TAX DELINQ: No
 BID: No ENVIR ZONE: No

ENVIRONMENTAL INVESTIGATION HISTORY

Complete remediation per NYSDEC

 NYSDEC REM DATABASE: Yes ID: VCP Site, V00630
 PETROL/CHEM BULK STOR. Yes D: former petroleum storage
 HAZ WASTE GENERATOR: No D:
 NYSDEC SPILL SITE: Yes D: Closed

 SPILL STATUS: 8300892, closed 2/3/2001; 9970393, closed 11/6/2003; 0070255, closed 10/4/2001

ADJACENT LAND USE

NORTH: PUBLIC SERVICE
 SOUTH: INDUSTRIAL
 EAST: RESIDENTIAL
 WEST: PUBLIC SERVICE

STATUS OF REMEDIATION AND INVESTIGATION
 Remedial investigations have been completed.

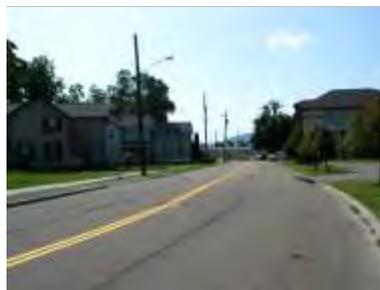
USE STATUS: Vacant Lot/parking lot

USE POTENTIAL and REDEVELOPMENT OPPORTUNITIES

Property has little reuse potential in its current configuration.

PROPERTY DESCRIPTION:

part of the Former Chemung Foundry site, recently sold to American LaFrance. Used as a parking area.



City of Elmira Southside Rising Revitalization Strategy

Descriptive Profile of Relevant Brownfield and Underutilized Properties

PROPERTY DATA

PRINT KEY: 99.12-2-20
 PROP. CLASS: 700 INDUSTRIAL
 ACRES: 0.422560486565
 ADDRESS: 651 Erie St
 OWNER: Ransom Properties Llc

UTILITIES and INFRASTRUCTURE

WATER: Yes RAIL: No
 SEWER: Yes HIGHWAY: No
 GAS: Yes INTERCHANGE: No
 ELECTRIC: Yes
 TELECOM: Yes

PROPERTY/LOCATION STATUS

ZONING: Single-Family
 OWNERSHIP: Private
 INVEST. ZONE: Yes STRUCTURES: 1
 URB RENEWAL: No TAX DELINQ: Yes
 BID: No ENVIR ZONE: No

ENVIRONMENTAL INVESTIGATION HISTORY

None
 NYSDEC REM DATABASE: No ID:
 PETROL/CHEM BULK STOR. No D:
 HAZ WASTE GENERATOR: No D:
 NYSDEC SPILL SITE: No D: Active

ADJACENT LAND USE

NORTH: RESIDENTIAL
 SOUTH: INDUSTRIAL, VACANT
 EAST: RESIDENTIAL
 WEST: COMMERCIAL, INDUSTRIAL, RESIDENTIAL

SPILL STATUS:

STATUS OF REMEDIATION AND INVESTIGATION

No investigation required at this time, although further investigation may be required at the time of redevelopment.

USE STATUS: Unknown

USE POTENTIAL and REDEVELOPMENT OPPORTUNITIES

PROPERTY DESCRIPTION:

Several trailers are also housed on site for storage.
 No buffering to adjacent residential.

Property is negatively impacting the adjacent residential neighborhood. Pending the redevelopment of the former American LaFrance property, this site may be used to enhance or buffer the new activity to protect the adjacent neighborhood.



City of Elmira Southside Rising Revitalization Strategy

Descriptive Profile of Relevant Brownfield and Underutilized Properties

PROPERTY DATA

PRINT KEY: 99.12-7-3
 PROP. CLASS: 400 COMMERCIAL
 ACRES: 2.5624538216
 ADDRESS: 703 Erie St
 OWNER: Tyler, Wayne E

UTILITIES and INFRASTRUCTURE

WATER: Yes RAIL: No
 SEWER: Yes HIGHWAY: No
 GAS: Yes INTERCHANGE: No
 ELECTRIC: Yes
 TELECOM: Yes

PROPERTY/LOCATION STATUS

ZONING: Light Industrial
 OWNERSHIP: Private
 INVEST. ZONE: Yes STRUCTURES: 1
 URB RENEWAL: No TAX DELINQ: No
 BID: No ENVIR ZONE: No

ENVIRONMENTAL INVESTIGATION HISTORY

None
 NYSDEC REM DATABASE: No ID:
 PETROL/CHEM BULK STOR. No D:
 HAZ WASTE GENERATOR: No D:
 NYSDEC SPILL SITE: No D:

ADJACENT LAND USE

NORTH: RESIDENTIAL
 SOUTH: INDUSTRIAL, RECREATION
 EAST: COMMERCIAL, INDUSTRIAL
 WEST: INDUSTRIAL, RESIDENTIAL, VACANT

SPILL STATUS:

STATUS OF REMEDIATION AND INVESTIGATION
 No investigation required at this time.

USE STATUS: Manufacturing warehouse

USE POTENTIAL and REDEVELOPMENT OPPORTUNITIES

Property should be maintained as industrial; no long-term land use changes are recommended. Future expansion of business activities should consider use of former American LaFrance site.

PROPERTY DESCRIPTION:

Property contains 1 large building, centrally located on the site. A large portion of the property is utilized as an outdoor storage yard.



City of Elmira Southside Rising Revitalization Strategy

Descriptive Profile of Relevant Brownfield and Underutilized Properties

PROPERTY DATA

PRINT KEY: 99.16-2-1
 PROP. CLASS: 400 COMMERCIAL
 ACRES: 8.44478838133
 ADDRESS: 826 Erie St
 OWNER: Whitney Point Properties, LLC

UTILITIES and INFRASTRUCTURE

WATER: Yes RAIL: No
 SEWER: Yes HIGHWAY: No
 GAS: Yes INTERCHANGE: No
 ELECTRIC: Yes
 TELECOM: Yes

PROPERTY/LOCATION STATUS

ZONING: General Commercial
 OWNERSHIP: Private
 INVEST. ZONE: Yes STRUCTURES: 0
 URB RENEWAL: No TAX DELINQ: No
 BID: No ENVIR ZONE: No

ENVIRONMENTAL INVESTIGATION HISTORY

None
 NYSDEC REM DATABASE: No ID:
 PETROL/CHEM BULK STOR. No D:
 HAZ WASTE GENERATOR: No D:
 NYSDEC SPILL SITE: No D:

ADJACENT LAND USE

NORTH: INDUSTRIAL
 SOUTH: RESIDENTIAL
 EAST: RESIDENTIAL
 WEST: PUBLIC SERVICE

SPILL STATUS:

STATUS OF REMEDIATION AND INVESTIGATION
 Recommended for Phase 1 or Phase 2 ESA.

USE STATUS: Retail/commercial strip plaza

USE POTENTIAL and REDEVELOPMENT OPPORTUNITIES

Property is highly valuable for residential use and should be redeveloped as a high priority site within the Southside.

PROPERTY DESCRIPTION:

This property has a high vacancy rate, and is suffering from severe disinvestment.



SOUTHSIDE RISING REVITALIZATION STRATEGY

NEW YORK STATE BROWNFIELD OPPORTUNITY AREAS PROGRAM

Appendix C Market Analysis



Prepared for:

Bergmann Associates
28 East Main Street
200 First Federal Plaza
Rochester, New York 14614-1909
Attn: Matt Chatfield, AICP

Prepared by:

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Economic, Planning and Real Estate
Consultants
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FAX: 603-953-0032
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Alexandria, Virginia 22314-1590
Tel: 703-739-0965
FAX: 703-739-0979

www.rkgassociates.com

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I. EXECUTIVE SUMMARY

The City of Elmira and the Southside Rising neighborhood have a rich industrial heritage dating back to the late-1800s as a major center for transportation and manufacturing in Chemung County. Economic changes over the last thirty to fifty years, the catastrophic flood in 1972, shifting demographics, and altered consumer habits and housing choices have transitioned Chemung County into the modern 21st century economy. However, most of this transition has come at the expense of the City of Elmira and the Southside Rising neighborhood with its outdated building stock, limited supply of “green” available land, and a diminishing, more impoverished population burdened by high taxes. Although conditions in Elmira may sound dire, the City has retained key major employers and remains the medical, financial, government and cultural center for the county. The regional economy continues to benefit from its transportation network and its accessibility, especially for businesses associated with extracting natural resources in the Marcellus Shale formation in neighboring Pennsylvania, while the State of New York is still under a moratorium.

RKG Associates, Inc. (RKG) was retained as part of a consultant team with Bergmann Associates by the City of Elmira, NY to prepare a market analysis to assist in creating an implementation and neighborhood revitalization strategy for a 440-acre study area referred to as Southside Rising (or Southside BOA or study area, hereafter)¹. The purpose of this report is to present the findings of the market analysis and outline recommendations for a revitalization strategy. This report contains key market information that will serve as an economic and market baseline for other tasks associated with the Nomination Study. This report consists of five other chapters as outlined below, plus this Executive Summary:

1. Southside Rising Study Area: Different characteristics such as land use, primary access, and assessment characteristic in the study area are discussed and compared to the City of Elmira to understand how the study area “fits”.
2. Socio-Economic Characteristics and Trends: Demographic characteristics and trends of the study area are compared to the City of Elmira and Chemung County to ascertain how changes have affected the social make-up of the study area. Employment trends are also analyzed in order to identify key sectors where opportunities may exist in the future. Near term forecasts are also identified, as well as a retail gap analysis for the Southside neighborhood market area.
3. Housing Conditions and Residential Real Estate Market Analysis: This chapter details conditions in the for-sale and rental market in terms of pricing, sales and available supply. Development trends since 1990 of residential properties within the study area are reviewed and compared to the City overall. Tenure and vacancy characteristics are also identified.
4. Commercial and Industrial Real Estate Market Conditions: This chapter identifies conditions in the commercial and industrial market in the study area, City of Elmira

¹ The Southside includes the following census tracts/block groups – 9.01, 9.02, 9.03, 9.05 and 10.1.

and Chemung County. A supply of available land and buildings for-sale or lease is also presented as well as pricing characteristics. Historic development trends of commercial and industrial properties in the study area since 1990 are also analyzed.

5. Market Summary and Preliminary Revitalization Recommendation: This final chapter reconciles the demand indicators from near-term forecasts with the inventory of existing supply. Recommendations for a revitalization strategy are presented.

Multiple sources of data were used in this report and each are listed in the different tables and figures presented. Anecdotal information was also gathered from discussions with different real estate professionals, municipal officials, and others. This information is assumed to be correct and accurate. The following presents key findings drawn from the analysis.

A. Key Findings

The key findings of this analysis are summarized next, and are presented in greater detail (and with supporting documentation) throughout the remaining chapters of this report.

1. Southside Rising Study Area

The Southside BOA is located in the southern part of the City and has relatively good internal access but regional access to the interstate is somewhat convoluted and congested at peak periods. The study area consists of 323 acres and represents about 7% of the acreage citywide. Building improvements total 3.17 million SF and account for 10% of the citywide building supply. Other key findings included:

- Development in the study area is controlled by 10 different zoning districts
- Total assessment is \$86.4 million or 10% of the citywide assessment.
- Residential uses (including apartments) are improved on nearly 52% of the acres, and contribute 56% of the total assessment.
 - Southside residential assessment accounts for 12% of that in the City, however, average unit values (\$34,300) are 10% lower than the City.
- Commercial and industrial uses are improved on 22% of the acreage and generate 29% of the total assessment.
 - Southside commercial and industrial uses generate 16% of total citywide assessment for these uses.
 - Average value in Southside (\$29/SF) are 21% higher than the City
- In other words, commercial and industrial uses in the study area are over-performing in terms of citywide contributions, while residential uses are under-performing.
- Nearly all the industrial properties are in close proximity to residential properties and devoid of any separation or buffering
- The study area lacks any designated “office/ business” park location well separated from the residential build-up.

2. Socio-Economic Characteristics and Forecasts

In 2011, the Southside BOA had a population of 3,760 persons and 1,430 households which was about 5% less than in 2000. Declines in population and households continued over the last decade in the Southside BOA and the City but at a less severe rate than during the 1990s.

In contrast, household growth was experienced in Chemung County since 2000, and at the expense of the City. Despite losses in population, all areas experienced an increase in their racial and ethnic diversity. Other findings about the demographic characteristics include:

- **Age Profile:** A shift in the age profile of the population occurred over the last decade, as the baby-boom generation (age 45 to 64) was the only age-cohort to experience gains in all areas, while younger and older persons declined.
- **Income Profile:** In 2011, the median household income in the Southside BOA (\$29,895) was relatively similar to the City but 28% less than Chemung County.
- **Poverty Rate:** In 2011, the poverty rate in the Southside BOA (23%) was lower than the City (30%), but higher than Chemung County (17%)
- **Five-year Household Forecast.** Household projections indicate an increase of approximately 200 households in the City of Elmira. The Southside BOA is also forecasted to experience a gain of 50 households with incomes of \$50,000 or more.
- **Employment** - Chemung County employment declined by slightly more than 2,500 jobs between 2000 and 2010 (a 7% decline), while employment in the Southern Tier region fell by around 8% or by nearly 19,000 jobs.
- **Employment Forecasts:** By 2020, employment in Chemung County is forecasted to increase by 4.5%, and potentially create building demand for between 200,000 and 400,000 square feet (SF) in the City of Elmira.
- **Retail Spending and Consumer Demand:** Average household spending for retail (in 2011) was \$16,600 for households in the Southside BOA with 20% going to groceries or food at home and 14% to dining out.
 - RKG estimates that the supportable demand for additional retail may range from 15,000 SF to 30,000 SF, including restaurants at 4,000 to 8,000 SF.
 - Potential for hardware, apparel, accessories, food-service and miscellaneous
 - This retail potential would be comprised of smaller neighborhood-oriented stores and reflect home-grown and entrepreneurial ownership.

3. Housing Conditions and Residential Market Trends

Total housing in the City of Elmira decreased to 12,400 housing units in 2010, reflecting a net loss of 505 units (-4%) since 2000. In comparison, Chemung County had 38,370 units in 2010, reflecting a net increase of 624 units (2%) over the decade. although permit data indicated almost 1,000 units were added over the last decade.

- Nearly all the new housing in Chemung County occurred outside the City, while the City supply contracted including the loss of nearly 110 units in the Southside BOA or 21% of the loss of units citywide.
- This same phenomenon occurred during the 1990s, as the County experienced an increase of 455 units, while the City lost 400 units including nearly 140 units in the Southside BOA at that time.
- **Permit Activity:** New housing development in Chemung County averaged around 100 units per year over the last 12 years, while activity in the City of Elmira accounted for perhaps 4% of this new supply (excluding demolition).
 - The Southside BOA captured about 40% of the new supply built in the City.
 - Building cost for new homes in Chemung County averaged around \$160,000 per home, while in Elmira it was barely half of that and included land value.

- Values in the Southside BOA were 30% less than citywide.
- **Tenure Trends:** Occupied housing in the City of Elmira decreased by 400 units over the last decade, attributed primarily to a loss of owner-households, offset somewhat by a gain of renter households.
 - The loss in owner households occurred across all age groups except those aged 55-to-64. It also occurred in households earning less than \$75,000, while gains result from those earning \$75,000 or more.
 - The transition in renter households was somewhat different, as growth occurred across all age groups except those aged 35-to-44 and 65 and older. Growth also occurred among renter households earning \$50,000 or more.
 - The largest loss in renter households occurred in those in small multi-family properties (2 to 9 units), while gains were experienced in those with 10 units or more, and single-family homes.
 - Annual turnover of renter households over the last decade averaged about 500 households per year (8.3%), while owners seeking new residences averaged about 180 households per year (3.6%).
- **Vacant Housing Trends:** The overall vacancy in the City of Elmira and the Southside BOA declined over the last decade, while it increased countywide, due in part to increases in permit activity.
 - The owner vacancy rate (2.4%) in the study area was lower than indicated citywide (2.9%), but higher than indicated in Chemung County (1.9%).
 - The renter vacancy rate (6.9%) in the study area was lower than indicated in both Elmira (9.9%) and Chemung County (8.2%).
 - However, the Southside BOA had a higher percentage of “all other” vacant units (5.1%), than the City (3.7%) or the County (2.7%).
 - A shift in renter housing preference from smaller multi-family properties in urban neighborhoods to more modern, properly-managed complexes in suburban and/or rural areas of the county occurred over the last decade
- **Tenure Characteristics:** The owner-occupied rate in the Southside BOA increased to 50.3% in 2010 while the renter-occupied rate slipped to 49.7%.²
 - The ownership declined to 46% in the City while renters increased to 54%
 - Renters increased in Chemung County to 32% due in part to “fracking” workers, but any effect in the City or the study area was not evident.
 - The loss of households in the City and the study area was indicative of an out-migration rather than a “switch” in household tenure.
- **Housing Supply in Southside BOA:** The Southside BOA has 1,550 housing units containing 1.8 million SF of building area, improved on 166 acres, or 51% of the acreage in the study area.³
 - Single-family residences account for 44% of the units
 - The study area has a higher percentage of the City’s multi-unit properties, and a lower percentage of the City’s supply of single-family homes. The full

² The renter-occupancy rate in the Southside BOA is skewed somewhat by the 209 units at Flannery Towers operated by the Elmira Housing Authority. Removing this would increase the owner-occupied rate to approximately 59%.

³ Multi-family properties are included as residential although properties with 4 units or more are classified as commercial, for assessment purposes.

values per SF for all residential property types in the study area are well below replacement costs without considering underlying land values.

- Approximately 20% of the units in Southside have a “very low” economic rating, and 33% have a “high” density rating.
 - The average value for the “high” density properties(\$29,500) are more than 30% lower than the “low” density properties (\$42,500)
 - The average value for “very low” ranked units (\$19,300) is nearly 60% lower than for the “high” (\$45,800) or “very high value” (\$56,000)
 - These high percentages of these under-performing units are a detriment to improving the values of the better properties
- **For-Sale Characteristics**
 - The for-sale market in the Southside BOA improved over the last year as sales increased and the 2012 median price (\$48,350) was 21% higher than indicated over the prior 5-years, but 14% lower than citywide (\$56,500)
 - The current median prices are well below construction costs for new housing (\$75,000 to \$150,000).
- **Rental Market Characteristics**
 - The median rent in the study area ranged from \$360 to \$775 per month, and the overall median was \$585. It was 16% lower than Elmira (\$700) and 22% lower than Chemung County (\$750).
 - Average rental rates are well below the levels needed to support new construction (\$1.20/SF to \$1.50/SF)
 - A shift in renter housing preference occurred over the last decade, as more renters preferred larger, well-managed apartment complexes with amenities such as on-site parking and yards, at the expense of the smaller multi-family property that is prevalent in the Southside BOA.

4. Commercial and Industrial Market Characteristics

The Southside BOA has approximately 81 acres improved with 0.9 million SF of commercial and industrial buildings, which accounts for 21% of the acreage and 30% of building supply in the study areas.

- **Post-1990 Building Development:** Nineteen commercial and industrial (C/I) properties were developed in the Southside BOA between 1990 and 2011, totaling 280,400 SF and utilizing almost 32 acres.
 - This post-1990 expansion represented 47% of the C/I acreage, 30% of the C/I building area and approximately 70% of the C/I assessment
 - This post-1990 development represented about 27% of the 1.02 million SF developed citywide and indicates that the Southside BOA capture two times its representation of commercial and industrial building area (13%).
 - Southside BOA captured no warehouse development over the last 20 plus years as compared to an expansion of 156,000 SF citywide. This suggests that the Southside BOA may not have the appropriate locational attributes or large enough sites to accommodate this type of use.
 - New office development in the Southside BOA totaled nearly 11,800 SF and represented 4% of the new C/I development in the study area.

- New office in the BOA accounted for 7% of the new office citywide (159,000 SF), and Southside BOA captured twice its representation (3%).
- **Available Industrial Buildings:** Research identified 30 listings of industrial properties in Chemung County with over 1.1 million SF available.
 - Approximately 26% of the available space is in 18 properties in the City of Elmira; however, the Southside BOA **has no available** industrial properties.
 - Available industrial properties in Elmira range in size from 3,700 SF up to 50,000 SF
 - 14% with less than 10,000 SF, and 64% with 20,000 SF or more.
 - The industrial availability rate of approximately 15% citywide.
 - Rental pricing for industrial space averaged between \$4 and \$5/SF; and for-sale values averaged in the \$9 to \$12/SF range, although asking prices average in the \$19/SF to \$25/SF range.
- **Available Office Buildings:** Office availabilities in Chemung County totaled 37 properties with over 380,000 SF including 280,000 SF in 27 properties in the City of Elmira, representing 74% of the available space.
 - About half the listings in Elmira had space of less than 10,000 SF but these only accounted for 15% of the available space; the remaining 85% had more than 10,000 SF which is a very sizable inventory.
 - The Southside BOA had one vacant office property with 11,700 SF representing about 4% of the available office properties in the City;
 - However, this vacant office building made an availability rate of 64% in the study area, versus 56% indicated citywide.
 - Rental pricing ranged from \$5 to \$15/SF and average between \$8 and \$10/SF. Sale prices averaged between \$20 and \$30/SF; while for-sale asking prices averaged around \$14/SF.
- **Availabilities of Retail/Commercial Buildings:** Chemung County had 52 commercial and retail properties with over 550,000 SF available including nearly 250,000 SF in 35 parcels in the City of Elmira, representing 45% of the available space.
 - The Southside BOA retail market area had 154,000 SF of available space,
 - Accounts for 62% of the available space in Chemung County.
 - Vacancy rate in Southside BOA was 42% versus 24% for the City.
 - At least 65% of available space is included in the Erie Plaza, a poorly located retail plaza that is no longer viable
 - If the large vacancy in the Southside BOA was eliminated, then the vacancy rate in the study area drops to 18%.
 - The average for-sale price per square foot in the Southside BOA is lower than the City or the County.
- **Vacant Land:** The Southside BOA has seven listings of vacant land containing 13.6 acres, including 4 city-owned parcels.
 - This supply accounts for almost half the available acreage in the City of Elmira (28.3 acres) but only 3% of the available land in Chemung County.
 - Most of the available land (220 acres) in Chemung County is being prepared by the local IDA for expansion of the Airport Industrial Park.

- The available sites in the Southside BOA are small, in-fill sites in comparison and do not have the same accessibility to the interstate. In most instances, they are also in close proximity to the residential build-up and therefore not practical locations for modern large scale industrial/commercial users.
- Land pricing in the Southside BOA also appears higher than elsewhere in Chemung County.

B. Market Summary and Preliminary Revitalization Recommendations

- Socio-economic trends over the last 20 years have been challenging for both the City of Elmira and the Southside Rising Study Area.
- The commercial/industrial development in the Southside BOA contributes greater to the tax base than residential.
 - The Southside BOA has a strong base of existing businesses .
- City and the Southside BOA had two decades of housing declines .
- The Southside BOA residential market is improving but current for-sale and rental values do not support new construction.
- Residential values in the Southside BOA are below 10% to 30% below the City.
- Chemung County and the City of Elmira have an abundant supply of available buildings across all sectors as well as vacant land.
- The Southside BOA currently has no industrial vacancies, but lots of available commercial space.
- Available land in Southside is scattered, small in size, and mostly Brownfields .
- Any new commercial/industrial development would be targeted for specific end-users .
- The largest space in the Southside BOA is not well located for continued use.

1. Forecasted Demand versus Existing Supply

The following compares near-term forecasts with current availabilities. In effect, forecasted demand reflects at best 40% of vacancies/availabilities, and indicates the market dynamics not strong enough to revitalize the Southside Rising Study Area without public participation.

- Five-year household forecasts
 - **Elmira** : 200 to 300 households are forecasted
 - 15% to 23% of vacant units (1,320)
 - **Southside**: 30 to 50 households are forecasted
 - 19% to 32% of vacant units (160)
- Building Demand for Elmira from Employment Projections (2020)
 - **Industrial**- 22,500 SF to 56,200 SF of potential demand for the City
 - Represents 8% to 20% of the 287,500 SF available in the City
 - **Office/Flex**- 12,500 SF to 280,000 SF of potential demand for the City
 - Represents 39% to 98% of the 285,500 SF available in the City
- Retail Potential for Southside:
 - Hardware; Apparel & Accessories; Food-Services & Miscellaneous

- Demand for 15,000 SF to 30,000 SF;
 - 10% to 19% of the 154,000 SF available space in BOA/Southport
- Vacant Land
 - Potential exists only for end-users not satisfied with existing supply
 - Most lands are “brownfields” versus “greenfields” outside City

2. Revitalization Issues for Southside BOA

The following key issues affect the revitalization of the Southside BOA.

- Low values and high density of the residential units are diminishing overall property values .
- Industrial areas are not clearly-defined or buffered from and surrounding residential properties.
- Southside BOA has a mixed-income and tenured household component.
 - 50% owner and 50% renters;
 - 33% earning \$50,000+ and
 - 67% earning \$50,000 or less
- Market trends in the BOA are toward “suburbanizing,” including lower density development patterns.
- Southside has a high amount of retail/commercial vacancy, but the largest vacancy is in an inappropriate location for continued use.
- BOA lacks large available sites and most sites cannot support residential due to status as known brownfield.
- Southside has 10 zoning districts and portions of the BOA are in the 100-year Flood Zone.
- Any future development in the Southside BOA would require subsidies and/or be driven by specific end-users that are not readily apparent today.
- City has limited capacity to implement revitalization.
- Private market dynamics are not strong enough to revitalized Southside BOA without public participation.

3. Revitalization Recommendation

The following highlights some preliminary recommendations for consideration

- **Need to adopt a Long-Term Revitalization Vision for Southside Rising**
 - **What should Southside BOA be in 20+ years?**
 - Residential edges are suffering from industrial encroachment
 - Some residential areas might be difficult to bring back.
 - Industrial is contributing more to the tax base and providing jobs
 - Could BOA industrial users be relocated elsewhere in Elmira? or
 - Could BOA industrial users move to alternative locations in the BOA?
- **Need a Quasi-Public Entity & Non-profit Partners to Achieve New Vision**

- City has limited capacity to implement revitalization
- Direct CDBG & other resources in a more targeted manner
- Is residential funding assistance available without low-income housing restrictions?
- **Residential Densities Should be Reduced in Some Areas to Enhance Livability**
 - Consider density reduction and selective demolition
 - “Less is More” (lower density equals higher values)
 - Target worst units adjacent to industrial edge to get separation
 - Neighborhoods need better community amenities (i.e., parks, streets, etc.)
 - Take model block approach to create residential catalyst and diversify housing stock to attract mixed-income households
 - Investigate the assembly of multiple multi-family properties in contiguous blocks for redevelopment under a single management company
- **Update and Revise Zoning**
 - Need better separation/buffers between residential & non-residential uses
 -
 - Consider rezoning select areas to eliminate future industrial uses
 - Consider rezoning select areas to eliminate residential uses
- **Reach Out and Coordinate with Existing Businesses to Identify Their Future Expansion Needs**
 - Work with Owners/Brokers with Marketing Available Sites/Buildings.
 - Involve local businesses with the Southside visioning process.
- **Work to Improve Neighborhood Safety and its Perception**
- **Attempt to Increase Home Ownership Opportunities**
 - Older housing stock not appealing to all buyers.
 - More choices needed.

II. SOUTHSIDE BOA STUDY AREA

This chapter identifies key tax base and land use characteristics in the Southside Rising BOA study area.⁴ The purpose of this chapter is to identify a baseline of current supply and conditions against which future changes in demand can be measured. Additional details about the residential stock and the supply of commercial and industrial buildings is presented later in their respective market analysis chapters. The information source for this analysis is a database with select fields from the City Assessor's file provided by Bergmann Associates. This data was augmented with additional data provided by the City of Elmira's Assessor.

A. Regional and Local Setting

The Southside BOA is located in the southern part of the City between the Chemung River and the Town of Southport. Regional access to the City of Elmira is provided by Interstate 86 that parallels the city's eastern boundary, and the City is approximately 60 miles west of the City of Binghamton and 20 miles east of the City of Corning. Chemung County is also home to the Elmira-Corning Regional Airport, located on the western side of the County in the Town of Big Flats. The City of Elmira also serves as the county-seat, and a number of government administrative buildings are located in the downtown.

Access to the Southside BOA is primarily north to south provided by three bridges that connect the City and its downtown to the local street network within the Study Area. Clemens Center Parkway (Route 14), which provides excellent connections for truck and through traffic, and an elevated railroad line bifurcate the study area. South Main Street runs along the western side of the study area, and Maple Street along its eastern side. Exit 56 to Interstate 86 is accessible about 2 miles away from the study area, via Church Street and a series of turns and traffic lights through the downtown. As with many cities divided by rivers, a parochial attitude reportedly exists between those on the south and those on the north.

South Main Street has most of the neighborhood retail and commercial services in suburban-type developments, but a few older multi-story buildings remain along its frontage. A high-rise elderly project operated by the Elmira Housing Authority is also evident. Tops Food Store is a major anchor in the corridor as well as three drug stores (Gerould's; Walgreens and Rite Aid), a few restaurants and automotive-related business. Most of these parcels are reflective of post-1990 development and are more "suburban" in site design and only one-story in height.

Sly Street and Pennsylvania Avenue is mixed with industrial, commercial and residential uses, while Maple Avenue is lined with residential properties including a few historic Victorian-type homes. Brand Park and Riverside Elementary School are accessible from Maple Avenue, and the F.M. Howell and Company complex lines a portion Pennsylvania

⁴ The Southside includes the following census tracts/block groups – 9.01, 9.02, 9.03, 9.05 and 10.1.

Avenue coming across the bridge. The other major industrial users in the study area include Howell Packaging; LaFrance Equipment Corporation; Tyler Fire Equipment; New York Barbells; Carbide USA; and Zeiser Wilber Vault, Inc. These industries are located in the southern portion of the Study Area between the elevated railroad and surrounding residential neighborhoods east of Erie Street. Many of these businesses have been in place for 20 years if not longer. The study area lacks a defined “industrial/business” park locations that are more apparent in other parts of the City or Chemung County.

Land uses in the Southside BOA are controlled by 10 different zoning districts including the following (and their percentage of acreage):

- 4 residential districts (58%)
- 4 commercial districts (18%)
- 1 industrial district (15%)
- 1 conservation district (9%)

In summary, the Southside BOA is located in the southern portion of the City of Elmira with relatively good internal access but regional access to the interstate is somewhat convoluted and congested at peak periods. The study area has a mix of uses including some older industrial uses surrounded by residential neighborhoods and modern, suburban-type neighborhood retail services along one of its major corridors, yet it lacks a defined industrial/business park location that is not in close proximity to residential build-up.

B. Tax Base Characteristics

The study area consists of 1,127 tax parcels covering 323 acres improved with over 3.18 million square feet of building area, including nearly 1,560 housing units, as shown in Table II-1. Residential units in the study area accounted for almost 13% of the units citywide (including multi-family, which are classified as commercial), but residential assessment in the study area represents 12% of citywide residential assessment, indicating a slight imbalance, as shown in Table II-2. Single-family units accounted for 44% of the units but utilize 35% of the acreage, while units at two-to-three family properties account for 30% of the units in the study area, but only 12% of the acreage. Housing at properties with 4 units-or-more accounted for 25% of the units in the study area but only 5% of the acreage as shown in Table II-1. Single-family units in the study area represented 12% of the single-family units citywide, as shown in Table II-2, but accounted for only 10% of the citywide assessment for single-family homes.

Commercial and industrial uses in the study area account for 23% of the acreage and 31% of the assessment within the study area, as shown in Table II-1. Referring to Table II-2, commercial and industrial acreage in the study area represented 16% of the citywide supply, and commercial and industrial assessments accounted for 17% of that citywide.

Restaurant/retail and commercial buildings were improved on 9% of the acreage in the study area, and these properties contribute 15% of the total assessment. They also contribute to 31% of the citywide assessment for these property types.

Industrial and warehouse properties in the study area were improved on 8% of the acreage, and generated 8% of the assessment in the study area. These industrial and warehouse properties accounted for 13% of the citywide assessment for this property type.

Table II-1- Southside BOA: Land Use Characteristics

Land Use Category	Parcels	Acres	Units	Bldg SF	Ass'd \$ (m)
Residential	950	166	1,555	1,921,136	\$48.06
Single-Family	687	112	687	992,774	\$30.31
2 to 3 Family	225	39	473	540,952	\$9.64
4 units & up	38	15	395	387,410	\$8.11
Commercial/Industrial	85	74	4	978,259	\$26.78
Automotive	11	6		47,479	\$3.16
Rest/Retail/Comm	28	28		312,529	\$13.27
Office	4	6		26,659	\$0.87
Converted Res.	12	3	4	34,712	\$0.78
Industrial/WHS	13	27		437,399	\$6.65
Mixed/Other	17	3		119,481	\$2.05
Community & Public Svcs	13	28		287,410	\$11.01
Vacant Land/Parking Lots	74	23		0	\$0.67
Public Parks	5	32		0	\$0.77
Total	1,127	323	1,559	3,186,805	\$87.30
Percent of Total	Parcels	Acres	Units	Bldg SF	Ass'd \$ (m)
Residential	84%	51%	100%	60%	55%
Single-Family	61%	35%	44%	31%	35%
2 to 3 Family	20%	12%	30%	17%	11%
4 units & up	3%	5%	25%	12%	9%
Commercial/Industrial	8%	23%	0%	31%	31%
Automotive	1%	2%	0%	1%	4%
Rest/Retail/Comm	2%	9%	0%	10%	15%
Office	0%	2%	0%	1%	1%
Converted Res.	1%	1%	0%	1%	1%
Industrial/WHS	1%	8%	0%	14%	8%
Mixed/Other	2%	1%	0%	4%	2%
Community & Public Svcs	1%	9%	0%	9%	13%
Vacant Land/Parking Lots	7%	7%	0%	0%	1%
Public Parks	0%	10%	0%	0%	1%
Total	100%	100%	100%	100%	100%

Source: City of Elmore; Bergmann Associates, & RKG Associates, Inc.

Vacant land and parking lots accounted for 7% of the acreage in the study area, as shown in Table II-1, but represented only 3% of the citywide supply of vacant land and parking lots. The assessment of vacant land and parking lots accounted for 1% of the total assessment in the study area, but nearly 7% of the citywide assessment for vacant land as shown in Table II-2.

Community and Public Services use accounts 9% of the acreage in the study area, but this use in the study area represents 3% of that citywide. Conversely, Public Park use in the study area represents 10% of the acreage, but 22% of Public Park acreage citywide. This indicates that the study area has a higher concentration of citywide Public Park acreage than its representation within study area.

Table II-2 – Southside BOA: Land Use as Percent of the City of Elmira

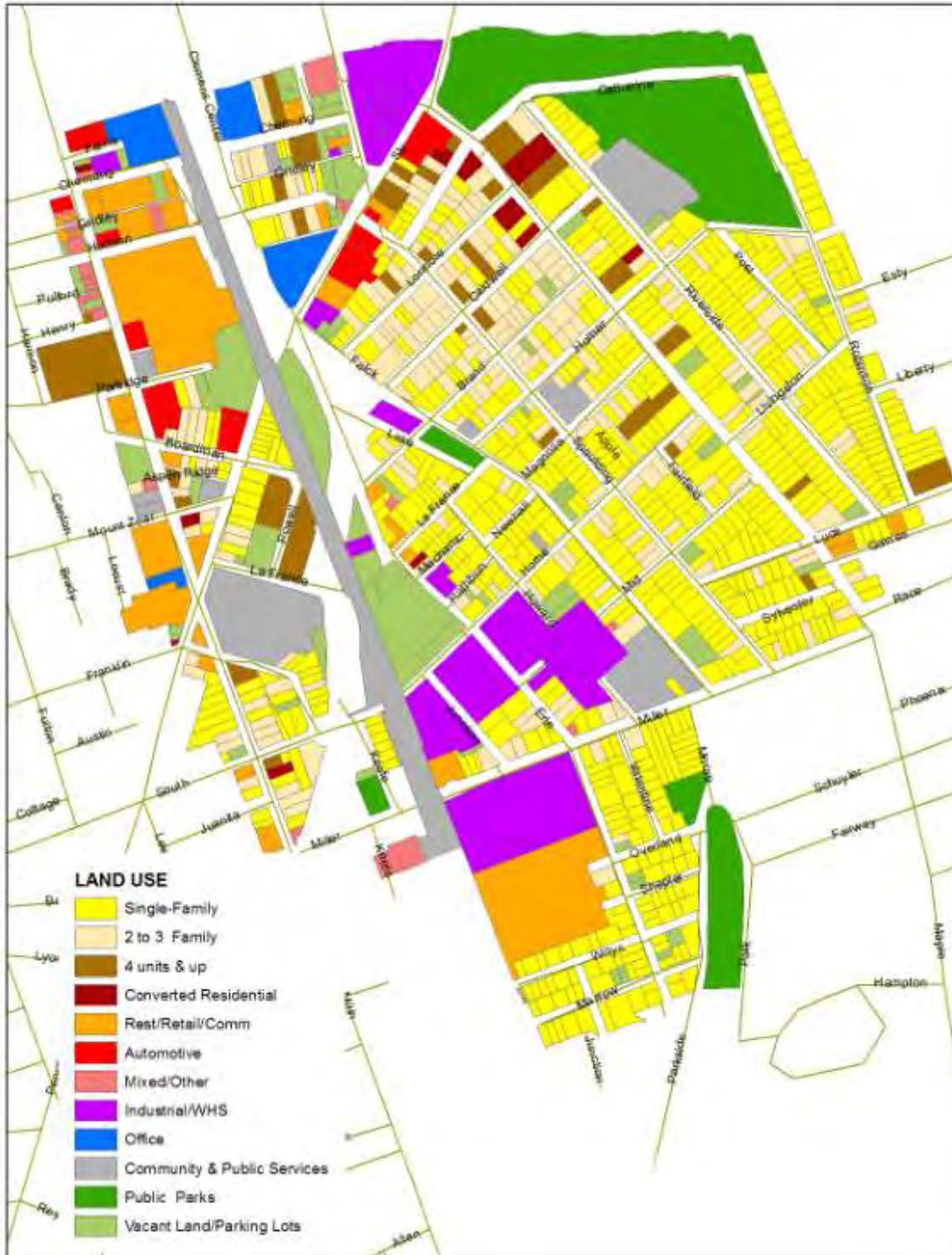
Land Use Category	Parcels	Acres	Units	Bldg SF	Ass'd \$ (m)
Residential	12%	9%	13%	11%	12%
Single-Family	12%	8%	12%	11%	10%
2 to 3 Family	14%	13%	14%	14%	14%
4 units & up	13%	10%	14%	8%	16%
Commercial/Industrial	14%	16%	100%	14%	17%
Automotive	20%	18%		16%	30%
Rest/Retail/Comm	20%	27%		33%	31%
Office	5%	16%		4%	3%
Converted Res.	13%	13%	100%	12%	11%
Industrial/WHS	13%	11%		10%	13%
Mixed/Other	15%	11%		14%	14%
Community & Public Svcs	8%	3%		5%	5%
Vacant Land/Parking Lots	7%	3%			7%
Public Parks	19%	22%			33%
Total	12%	8%	0%	10%	11%
Source: City of Elmire; Bergmann Associates, & RKG Associates, Inc.					

1. Conclusion: Tax Base Characteristics

In summary, the Southside BOA study area consists of 323 acres and represents about 8% of the acreage citywide. Building improvements total 3.17 million SF and account for 10% of the citywide building supply. Total assessment in the study area is nearly \$87.3 million and represents 11% of the citywide assessment. Land uses are also controlled by 10 zoning districts. Residential use (including apartments) is improved on 51% of the acreage in the study area, and contributes 55% of total assessment. However, single-family homes accounted for 44% of the units, but contributed only 35% of total assessment, suggest an imbalance.

Commercial and industrial uses are improved on 23% of the acreage but generate 31% of the total assessment. Combined commercial and industrial uses in the study area represent 16% of the acreage citywide, and generate 17% of total citywide assessment for this classification. Retail use (including restaurants and commercial buildings) accounted for only 9% of the acreage in the study area, and represented 15% of total assessment. Retail assessment in the study area in turn accounts for 31% of that use citywide. Vacant land in the study area represents 7% of the acreage but yields only 1% of the assessment. However, nearly all the vacant land consists of small sites scattered throughout the study area.

In conclusion, commercial and industrial uses in the study area are over-performing locally and citywide, while residential uses appear to be under-performing in both cases. Map II-1 on the following page exhibits the land use patterns in the Southside BOA. Most of the residential uses are on the eastern side, while most of the commercial uses are on the western side. A mix of all uses are scattered throughout the middle portion.



Map II-1 - Southside BOA: Land Use Characteristics

III. SOCIOECONOMIC CHARACTERISTICS

This chapter presents selected demographic characteristics for the Southside Rising Study Area, the City of Elmira and Chemung County, New York, comparing and contrasting baseline socio-demographic indicators, where applicable. Economic indicators for employment, wages and businesses are presented as is an overview of consumer spending. Five-year demographic forecasts are also identified as well as employment projections to 2020 for Chemung County. A retail spending and gap analysis for the Southside neighborhood retail market area is also presented. These short-term projections and forecasts yield an estimate in supportable building demand for the future.

A. Demographic Trends and Forecasts

The population of the Southside BOA declined by 5% between 2000 and 2011, similar to the decline in population citywide (refer to Table III-1). While the population in Chemung County also declined, it was at a lesser pace. These population changes since 2000 were less severe in all areas than during the 1990s, as shown Table III-1.

In 2011, the population in the Southside BOA was estimated at 3,765 persons with a projected growth of 90 persons by 2016. The population of the city and the county are also projected to increase by 2016, but by lesser percentages than the Southside. The Southside population has consistently represented slightly less than 13% of the City of Elmira population. Other comments from a review of the data in Table III-1 are as follows.

- All three areas realized a marked increase in Hispanic population since 2000, a trend that is projected to continue through 2016. The non-white racial population in the Southside BOA increased at a higher rate during the 1990s and 2000s than in the other geographies
- The number of total households in the Southside and the City of Elmira declined over the 2000 to 2011 period at a rate that was roughly half that experienced in the 1990s. Households in Chemung County increased by 1.5% over the last decade despite declines in the City. All areas are forecasted to experience growth in households over the next five years, suggesting a reversal of prior trends. A gain of almost 200 households is forecasted for Elmira, including a gain of approximately 30 new households in the Southside BOA.
- The average household size in all three areas has remained fairly stable in each year observed since 2000, but slightly larger for the Southside BOA with nearly 2.6 persons per household on average.
- The 2011 median household income in the Southside BOA was \$28,900, about the same as the City of Elmira but well below the \$41,300 in Chemung County. However, the median household income for the Southside is projected to increase and surpass the city as whole in 2016.

- The poverty rate in the City of Elmira approached 30% in 2011, indicating the population in poverty increased by 19% over the last decade. In contrast, the poverty rate in the Southside BOA decreased to 23%, as the population in poverty declined by 17%. Chemung County experienced the highest percentage increase in persons in poverty (24%) over the last decade, as the poverty rate increased to 16.5% in 2011.
- The average retail sales per household (2011) in the Southside were \$16,600, slightly less than the \$17,200 for the city and the \$20,400 for the county.

Table III-1 – Southside BOA & Comparative Areas: Select Demographic Data

Selected Characteristics	Southside BOA [1]	% over Prior	City of Elmira	% over Prior	Chemung County	% over Prior
Total Population						
1990	4,372		33,713		95,195	
2000	3,963	-9.4%	30,940	-8.2%	91,070	-4.3%
2011	3,764	-5.0%	29,340	-5.2%	89,129	-2.1%
2016	3,854	2.4%	29,841	1.7%	90,299	1.3%
Non-White Population						
1990	253		4,908		6,824	
2000	451	78.3%	5,561	13.3%	8,230	20.6%
2011	609	35.0%	6,391	14.9%	10,145	23.3%
2016	630	3.4%	6,563	2.7%	10,489	3.4%
Hispanic Ethnicity						
1990	70		899		1,441	
2000	72	2.9%	970	7.9%	1,609	11.7%
2011	160	122.2%	1,339	38.0%	2,398	49.0%
2016	200	25.0%	1,684	25.8%	3,028	26.3%
Total Households						
1990	1,683		12,424		35,274	
2000	1,518	-9.8%	11,475	-7.6%	35,049	-0.6%
2011	1,437	-5.3%	11,044	-3.8%	35,572	1.5%
2016	1,466	2.0%	11,237	1.7%	36,011	1.2%
Avg Household Size						
1990	2.59		2.46		2.56	
2000	2.58	-0.4%	2.37	-3.7%	2.44	-4.7%
2011	2.59	0.4%	2.34	-1.3%	2.37	-2.9%
2016	2.60	0.4%	2.35	0.4%	2.37	0.0%
Per Capita Income						
1990	\$9,488		\$9,585		\$12,081	
2000	\$12,806	35.0%	\$13,076	36.4%	\$17,500	44.9%
2011	\$15,274	19.3%	\$19,158	46.5%	\$23,194	32.5%
2016	\$16,352	7.1%	\$20,904	9.1%	\$24,963	7.6%
Median HH Income						
1990	\$20,301		\$18,506		\$26,168	
2000	\$28,518	40.5%	\$27,638	49.3%	\$36,475	39.4%
2011	\$29,895	4.8%	\$29,923	8.3%	\$41,268	13.1%
2016	\$31,196	4.4%	\$30,974	3.5%	\$43,896	6.4%
Poverty Rate [2]						
2000	25.0%		23.1%		13.0%	
2011	22.9%	-16.9%	29.7%	19.0%	16.5%	23.7%
Avg Retail Sales per HH						
2011	\$16,615		\$17,207		\$20,443	
2016	\$17,235	3.7%	\$18,061	5.0%	\$21,473	5.0%

[1] Census Tract and Block Groups - 9.01, 9.02, 9.03, 9.05 and 10.01; [2] Census Tracts 9 & 10

Source: US Census; DemographicNow; American Community Survey & RKG Associates, Inc.

1. Age Distribution

As indicated in Table III-2, the Southside BOA, the City and the County all experienced a decline in their population aged less than 44 years between 2000 and 2011. The Southside realized a 30% decline (about 200 persons) in its population aged to 35 to 44, often considered peak spending years considering such factors as family formations and home

ownership. The City and the County also exhibited a near 30% decline among their population in this age cohort. Conversely, all three areas are projected to realize a marginal increase in this population by 2016. The Southside, as well as the city and county, have witnessed an increase in their populations aged 45 to 54, often considered peak earning years, as well as their population aged 55 to 64 often considered as peak disposable income years. The Southside, City and County also experienced a decline in the 65 and over population between 2000 and 2011, perhaps suggesting an inability to retain retirees in the region.

Table III-2 – Comparative Age Distribution Data

Age Distribution	Southside Study Area 1/	% over Prior	City of Elmira	% over Prior	Chemung County	% over Prior
19 and Under						
2000	1,323		8,949		24,739	
2011	1,215	-8.2%	8,104	-9.4%	22,317	-9.8%
2016	1,248	2.7%	8,239	1.7%	22,607	1.3%
20 to 34						
2000	842		7,237		16,662	
2011	825	-2.0%	6,959	-3.8%	16,074	-3.5%
2016	835	1.2%	7,061	1.5%	16,291	1.4%
35 to 44						
2000	646		4,855		14,546	
2011	452	-30.0%	3,476	-28.4%	10,993	-24.4%
2016	458	1.3%	3,536	1.7%	11,131	1.3%
45 to 54						
2000	436		3,556		12,697	
2011	561	28.7%	4,214	18.5%	13,990	10.2%
2016	578	3.0%	4,288	1.8%	14,186	1.4%
55 to 64						
2000	272		2,073		8,195	
2011	382	40.4%	3,152	52.1%	11,757	43.5%
2016	392	2.6%	3,218	2.1%	11,917	1.4%
65 and Over						
2000	444		4,270		14,222	
2011	329	-25.9%	3,435	-19.6%	13,994	-1.6%
2016	343	4.3%	3,499	1.9%	14,166	1.2%
Median Age						
2000	32.0		33.5		38.0	
2011	31.6	-1.3%	34.0	1.4%	40.9	7.7%
2016	31.7	0.3%	34.0	0.1%	40.9	0.0%

Source : RKG Associates, Inc. and DemographicsNow

1/. Census Tract and Block Groups - 9.01, 9.02, 9.03, 9.05 and 10.01

2. Household Income Distribution

Both the Southside and the City of Elmira realized a decline in the number of households earning less than \$35,000 (refer to Table III-3) between 2000 and 2011. However, both are projected to garner additional households earning \$15,000 to \$35,000 by 2016. . By 2016, nearly 54% of the households in the Southside are projected to earn less than \$35,000, slightly less than the 60% representation in 2000. By comparison, the County composition of such households was 48% in 2000 and projected to be 41% in 2016. the Southside and the City also lost households earning \$35,000 to \$50,000, and both trends are projected to continue. In 2000, households earning between \$35,000 and \$50,000 accounted for 22% of all Southside households and 19% of all County households. By 2016, these representations are projected to be 10% and 15%, respectively.

In terms of households earning more than \$50,000, the Southside BOA, the City and the County all experienced an increase in households and all are projected to continue as such. In terms of total households, the projected increase in the \$50,000 and up income bracket is relatively minor for the Southside, adding less than 50 such households between 2011 and 2016. Overall, these higher earning households accounted for 18% of Southside households in 2000 and are projected to account for 36% in 2016.

Table III-3 – Comparative Income Distribution Data

HH Income Distribution	Southside Study Area 1/	% over Prior	City of Elmira	% over Prior	Chemung County	% over Prior
\$15,000 or less						
2000	353		3,225		6,513	
2011	260	-26.3%	2,823	-12.5%	5,529	-15.1%
2016	243	-6.5%	2,731	-3.3%	5,267	-4.7%
\$15,000 to \$35,000						
2000	554		3,804		10,269	
2011	542	-2.2%	3,374	-11.3%	9,727	-5.3%
2016	546	0.7%	3,395	0.6%	9,572	-1.6%
\$35,000 to \$50,000						
2000	333		1,854		6,492	
2011	150	-55.0%	1,654	-10.8%	5,814	-10.4%
2016	146	-2.7%	1,601	-3.2%	5,511	-5.2%
\$50,000 to \$100,000						
2000	255		2,158		9,461	
2011	437	71.4%	2,666	23.5%	10,284	8.7%
2016	467	6.9%	2,827	6.0%	10,596	3.0%
\$100,000 and over						
2000	23		434		2,307	
2011	48	108.7%	527	21.4%	4,218	82.8%
2016	64	33.3%	683	29.6%	5,065	20.1%
Average HH Income						
2000	\$33,433		\$35,258		\$45,472	
2011	\$39,359	17.7%	\$40,972	16.2%	\$53,824	18.4%
2016	\$42,304	7.5%	\$44,274	8.1%	\$57,718	7.2%

Source : RKG Associates, Inc. and DemographicsNow

1/. Census Tract and Block Groups - 9.01, 9.02, 9.03, 9.05 and 10.01

The average household income for the Southside was less than \$39,400 in 2011, compared to \$41,000 for the city and \$53,800 for the county. In 2011, the Southside average household income was more or less on par with the city, but was only 70% of the county.

3. Labor Force Trends

In 2011, the Southside BOA had 1,870 persons in the labor force which represented almost 61% of the population 16 years and older. The labor force in the Southside BOA also increased in size by nearly 7% since 2000, which is contrary to the loss experienced in the City and the County, as shown in Table III-4. Similarly, employed persons increased by nearly 7% in the Southside BOA between 2000 and 2011 while declines were experienced in the City and County. The 2011 unemployment rate was 11.4% in the Southside BOA, a

nominal decline since 2000, and it was slightly lower than the City (12.4% but well above the 8% rate indicated in Chemung County, as shown in Table III-4.

Table III-4 – Southside BOA & Comparative Areas: Labor Force Statistics

Selected Characteristics	Southside BOA [1]	% over Prior	City of Elmira	% over Prior	Chemung County	% over Prior
In Labor Force						
2000	1,756		13,231		42,517	
2011	1,874	6.7%	13,197	-0.3%	42,096	-1.0%
2016	1,918	2.3%	13,506	2.3%	42,615	1.2%
% Population age 16+						
2000	61.3%		55.0%		59.4%	
2011	60.6%	-0.7%	54.5%	-0.5%	58.6%	-0.8%
2016	60.5%	-0.1%	55.0%	0.5%	58.7%	0.0%
Employed						
2000	1,554		11,552		39,202	
2011	1,661	6.9%	11,480	-0.6%	38,630	-1.5%
2016	1,700	2.3%	11,749	2.3%	39,035	1.0%
Unemployed						
2000	202		1,673		3,319	
2011	213	5.4%	1,643	-1.8%	3,389	2.1%
2016	217	1.9%	1,683	2.4%	3,502	3.3%
% Unemployed						
2000	11.5%		12.6%		7.8%	
2011	11.4%	-0.1%	12.4%	-0.2%	8.1%	0.2%
2016	11.3%	-0.1%	12.5%	0.0%	8.2%	0.2%

[1] Census Tract and Block Groups - 9.01, 9.02, 9.03, 9.05 and 10.01
Source : US Census; DemographicsNow; & RKG Associates, Inc.

a) Educational Attainment

Approximately 50% of the population 25 years and older in the Southside BOA had graduated high school in 2011 while another 18% had attained a 12th grade education or lower but did not graduate, as shown in Table III-5. Approximately 16% of the Southside BOA had attended college but did not attain a degree, while the remaining 15% did obtain a degree. In comparison, approximately 27% of the population 25 years and older in the City of Elmira attained a college degree (associate or higher), while 33% did in Chemung County. Chemung County had a lower percentage of 12th grade education or lower (12%) than the City (17%) or the study area (18%), as well as a lower percentage of high school graduates (38%) due to a higher percentage of college graduates.

Five-year forecasts indicate a slightly higher percentage of college graduates would result in the study area, while the percentage of 12th grade or lower would decline. The change is also forecasted in a similar manner for Elmira and Chemung County, as shown in Table III-5

Table III-5 - Southside BOA & Comparative Areas: Highest Educational Attainment Statistics

Selected Characteristics	Southside BOA [1]	% over Prior	City of Elmira	# over Prior	Chemung County	# over Prior
Age 25+ Population						
2000	2,354		19,152		60,861	
2011	2,655	13%	20,946	9%	60,573	0%
2016	2,762	4%	21,531	3%	62,136	3%
Educational Attainment [1]						
- 12th Grade or Lower						
2000	20%		26%		18%	
2011	18%	1%	17%	-28%	12%	-33%
2016	15%	-10%	14%	-16%	10%	-14%
- High School Graduate						
2000	45%		36%		36%	
2011	50%	26%	40%	21%	38%	4%
2016	51%	5%	40%	5%	38%	4%
- Some College, No Degree						
2000	17%		17%		19%	
2011	16%	8%	17%	7%	18%	-6%
2016	16%	2%	16%	0%	17%	-1%
- Associate Degree & Higher						
2000	18%		22%		27%	
2011	15%	-3%	27%	35%	33%	19%
2016	18%	19%	30%	14%	35%	10%

[1] As a percent of population 25 years and older
Source : US Census; Demographics Now; & RKG Associates, Inc.

4. Conclusion: Demographics and Forecasts

Declines in population and households continued over the last decade in the Southside BOA and the City, but at a less severe rate than in 1990s. In 2011, the Southside BOA had a population of 3,760 persons and 1,430 households which was about 5% less than in 2000. In contrast, household growth was experienced in Chemung County since 2000, and at the expense of the City. Despite losses in population, all areas experienced an increase in their racial and ethnic diversity.

A shift in the age profile of the population also occurred over the last decade, as the baby-boom generation (age 45 to 64) was the only age-cohort to experience gains in all areas, while younger and older persons declined. In 2011, only 9% of the population in the Southside BOA was elderly (age 65 and older) and a lower concentration than in the City or County. In contrast, the Southside BOA had a higher concentration of younger persons (less than age 20) than elsewhere, which is reflective of a larger average household size than the City and County.

In 2011, the median household income in the Southside BOA (\$29,895) was relatively similar to than in the City but 28% less than Chemung County. The Southside BOA had the highest concentration of low-income households, and at the same time a higher concentration of middle-to-higher income households than the City. The latter increased over the last decade in the study area, while the former declined. As a result of an increase in more affluent households, the poverty rate in the Southside BOA in 2011 (23%) was lower than in 2000 (25%), with the number of persons in poverty decreasing by 17%. However, the poverty rate in the City of Elmira increased to almost 30% in 2011, due to a 19% increase in the persons in poverty in spite of a decline in the Southside BOA.

Five-year forecast indicate an increase of approximately 200 households in the City of Elmira, which counters trends over the last twenty years. The Southside is also forecasted to experience a net increase of 30 households, including a gain of nearly 50 households with incomes of \$50,000 or more. This is a small, but positive forecast around which to frame a neighborhood revitalization strategy that encourages more home ownership for middle income families.

B. Business and Employment Trends and Forecasts

This section presents findings relative to business, employment and wages in Chemung County and the Southern Tier region, an eight-county area in southern New York which included Chemung County, and makes comparisons where applicable.

1. Establishments

In 2000, there were approximately 13,325 businesses in the Southern Tier region of New York State. Chemung County, part of this region, had almost 1,920 businesses or 14% of the region (refer to Table III-6). By 2010, businesses in the region increased by 2.5% to 13,660, while Chemung County lost businesses, declining to 1,860. There were several industry sectors where both the county and the region lost businesses, such as manufacturing, retail and wholesale trade. Chemung County realized growth in transportation/warehousing and information services, while the region exhibited a decline. Conversely, the county realized a loss in education, health care and professional services while the region grew in these sectors.

Table III-6 – Establishments by Industry Sector

Industry Sector and 2-Digit NAICS	Chemung County, NY							Southern Tier Region 1/						
	2000	2002	2004	2006	2008	2010	2000 to 2010 % Change	2000	2002	2004	2006	2008	2010	2000 to 2010 % Change
11 - Forestry, Fish, Agriculture	2	1	1	2	3	3	50.0%	138	139	144	152	157	160	15.9%
21 - Mining	3	3	2	3	3	8	166.7%	36	35	35	46	50	56	55.6%
22 - Utilities	1	1	1	1	2	3	200.0%	20	18	16	17	18	17	-15.0%
23 - Construction	166	159	171	164	169	165	-0.6%	1,088	1,094	1,131	1,194	1,284	1,279	17.6%
31 - Manufacturing	98	93	88	86	91	84	-14.3%	746	712	672	669	662	627	-16.0%
42 - Wholesale Trade	103	105	106	101	98	98	-4.9%	611	584	589	588	615	580	-5.1%
44 - Retail Trade	406	403	399	380	391	370	-8.9%	2,517	2,417	2,431	2,365	2,399	2,294	-8.9%
48 - Transportation and Warehousing	41	45	41	47	56	57	39.0%	334	320	298	291	317	318	-4.8%
51 - Information	23	22	25	24	32	29	26.1%	268	264	258	243	245	246	-8.2%
52 - Finance and Insurance	87	92	90	91	94	87	0.0%	714	766	784	750	743	713	-0.1%
53 - Real Estate and Rental and Leasing	71	95	90	81	77	80	12.7%	443	459	452	448	460	456	2.9%
54 - Professional and Technical Services	119	127	128	123	115	114	-4.2%	1,077	1,115	1,098	1,108	1,109	1,108	2.9%
55 - Management of Companies and Enterprises	11	9	7	10	9	11	0.0%	60	65	73	81	85	91	51.7%
56 - Administrative and Waste Services	74	69	70	77	75	73	-1.4%	478	472	460	503	560	579	21.1%
61 - Educational Services	15	12	15	12	12	14	-6.7%	117	121	130	126	136	133	13.7%
62 - Health Care and Social Assistance	225	228	224	236	218	214	-4.9%	1,438	1,453	1,489	1,471	1,500	1,498	4.2%
71 - Arts, Entertainment, and Recreation	27	31	29	31	33	37	37.0%	236	239	242	249	266	268	13.6%
72 - Accommodation and Food Services	207	210	202	205	190	200	-3.4%	1,410	1,405	1,378	1,406	1,451	1,515	7.4%
81 - Other Services, Ex. Public Admin	220	217	229	222	198	207	-5.9%	1,540	1,475	1,451	1,454	1,451	1,469	-4.6%
99 - Unclassified	15	6	2	3	1	2	-86.7%	52	274	331	338	140	253	386.5%
Total Establishments all Sectors	1,917	1,932	1,920	1,899	1,867	1,856	-3.2%	13,323	13,427	13,462	13,499	13,648	13,660	2.5%
Total Employment all Sectors	35,155	34,242	32,766	32,871	33,970	32,630	-7.2%	227,503	218,822	214,321	217,033	219,623	208,553	-8.3%
Average Wage all Sectors	\$26,196	\$26,569	\$29,354	\$30,600	\$33,016	\$34,412	31.4%	\$31,932	\$31,626	\$33,167	\$37,279	\$39,549	\$40,557	27.0%

Source: US County Business Patterns (BEA) and RKG Associates, Inc.

1/ Southern Tier Region includes the following counties: Chemung, Steuben, Schuyler, Tompkins, Tioga, Broome, Chenango and Delaware.

2. Employment

In terms of employment (refer to Table III-7), Chemung County employment declined by slightly more than 2,500 jobs between 2000 and 2010 (a 7% decline), while employment in the Southern Tier region fell by around 8% or by nearly 19,000 jobs. Both the county and

the region lost jobs in construction, manufacturing and wholesale/retail trade as well as professional services. However, Chemung County gained employment where the larger region lost employment in such industry sectors as information, financial services and real estate.

Table III-7 – Employment by Industry Sector

Industry Sector and 2-Digit NAICS Number of Employees	Chemung County, NY							Southern Tier Region 1/						
	2000	2002	2004	2006	2008	2010	2000 to 2010 % Change	2000	2002	2004	2006	2008	2010	2000 to 2010 % Change
11 - Forestry, Fish, Agriculture	NA	NA	NA	NA	8	NA	NA	1,411	1,361	1,293	1,258	1,339	1,402	-0.6%
21 - Mining	NA	NA	NA	NA	NA	191	NA	511	455	525	774	800	917	79.5%
22 - Utilities	NA	NA	NA	NA	NA	NA	NA	2,252	2,065	1,715	1,683	1,594	1,361	-39.6%
23 - Construction	1,917	1,632	1,478	1,447	1,354	1,261	-34.2%	8,488	8,355	7,955	8,471	8,583	8,180	-3.6%
31 - Manufacturing	8,463	6,891	6,603	5,879	6,531	5,714	-32.5%	52,154	45,093	42,286	43,049	43,038	35,923	-31.1%
42 - Wholesaled Trade	1,417	1,305	1,356	1,480	1,261	1,260	-11.1%	7,018	6,871	6,953	7,041	7,323	6,872	-2.1%
44 - Retail Trade	6,053	5,722	5,564	5,397	5,666	5,341	-11.8%	33,159	32,637	32,204	32,214	31,828	30,765	-7.2%
48 - Transportation and Warehousing	725	628	731	833	960	861	18.8%	4,990	4,712	4,555	4,346	4,519	4,169	-16.5%
51 - Information	767	779	745	712	NA	NA	NA	5,558	5,270	4,597	4,418	4,106	3,667	-34.0%
52 - Finance and Insurance	917	1,112	1,094	1,140	1,078	995	8.5%	8,184	8,311	8,347	8,292	8,060	7,573	-7.5%
53 - Real Estate and Rental and Leasing	331	432	463	451	389	362	9.4%	2,424	2,418	2,633	2,433	2,503	2,295	-5.3%
54 - Professional and Technical Services	1,075	951	830	862	762	781	-27.3%	10,847	10,170	9,443	10,020	10,024	9,587	-11.6%
55 - Management of Companies and Enterprises	146	113	NA	168	NA	NA	NA	2,342	2,351	2,090	2,114	2,183	2,151	-8.2%
56 - Administrative and Waste Services	1,085	1,322	763	1,775	2,088	2,152	98.3%	12,162	9,893	8,594	9,296	9,618	8,777	-27.8%
61 - Educational Services	1,154	1,202	1,268	1,200	NA	NA	NA	16,357	17,074	18,141	18,148	18,540	17,571	7.4%
62 - Health Care and Social Assistance	6,215	6,615	6,753	6,667	7,091	6,984	12.4%	31,542	32,954	33,653	33,816	35,570	36,789	16.6%
71 - Arts, Entertainment, and Recreation	298	445	477	NA	346	438	47.0%	2,309	2,508	2,517	2,599	2,755	2,648	14.7%
72 - Accommodation and Food Services	2,899	3,254	2,923	3,129	3,047	3,129	7.9%	17,771	18,133	18,554	18,549	19,211	19,513	9.8%
81 - Other Services, Ex. Public Admin	1,422	1,509	1,396	1,273	1,245	1,245	-12.4%	7,906	7,848	7,929	8,082	7,875	8,185	3.5%
99 - Unclassified	12	6	NA	NA	NA	NA	NA	118	343	337	430	154	208	76.3%
Total Employment all Sectors	35,155	34,242	32,766	32,871	33,970	32,630	-7.2%	227,503	218,822	214,321	217,033	219,623	208,553	-8.3%

Source : US County Business Patterns (BEA) and RKG Associates, Inc.

1/ Southern Tier Region includes the following counties: Chemung, Steuben, Schuyler, Tompkins, Tioga, Broome, Chenango and Delaware.

3. Annual Wage

In terms of average annual wage (refer to Table III-8) both Chemung County and the Southern Tier region realized increasing average wages between 2000 to 2010, at 31% and 27%, respectively. In both instances the increase in the average wage outpaced the inflation over the ten years, indicating that there was real income growth on the whole. The County \$34,400 average wage (2010) represented 85% of the Southern Tier average wage (2010) of \$40,600.

Table III-8 – Average Annual Wage by Industry Sector

Industry Sector and 2-Digit NAICS	Chemung County, NY							Southern Tier Region 1/						
	2000	2002	2004	2006	2008	2010	2000 to 2010 % Change	2000	2002	2004	2006	2008	2010	2000 to 2010 % Change
11 - Forestry, Fish, Agriculture	NA	NA	NA	NA	\$9,750	NA	NA	\$21,694	\$22,728	\$24,024	\$25,078	\$27,247	\$27,818	28.2%
21 - Mining	NA	NA	NA	NA	NA	\$85,403	NA	\$37,333	\$40,493	\$43,612	\$51,013	\$55,977	\$69,474	86.1%
22 - Utilities	NA	NA	NA	NA	NA	NA	NA	\$67,211	\$67,024	\$69,442	\$75,144	\$80,445	\$81,840	21.8%
23 - Construction	\$43,138	\$42,699	\$43,727	\$51,138	\$53,357	\$56,799	31.7%	\$32,598	\$35,560	\$37,379	\$41,681	\$44,586	\$46,492	42.6%
31 - Manufacturing	\$34,879	\$37,462	\$43,186	\$43,962	\$46,536	\$49,396	41.6%	\$41,475	\$45,448	\$46,933	\$50,888	\$54,894	\$58,415	40.8%
42 - Wholesaled Trade	\$30,917	\$31,385	\$35,723	\$37,935	\$43,586	\$41,918	35.6%	\$33,504	\$38,385	\$37,771	\$38,969	\$41,457	\$45,243	35.0%
44 - Retail Trade	\$15,978	\$17,652	\$19,122	\$19,214	\$20,731	\$21,815	36.5%	\$17,163	\$18,435	\$19,590	\$20,582	\$22,077	\$22,423	30.6%
48 - Transportation and Warehousing	\$33,444	\$33,955	\$33,751	\$36,837	\$41,493	\$40,994	22.6%	\$29,197	\$28,769	\$30,203	\$33,253	\$35,805	\$36,040	23.4%
51 - Information	\$32,790	\$32,248	\$34,805	\$38,944	NA	NA	NA	\$29,453	\$32,991	\$36,697	\$37,921	\$40,890	\$43,644	48.2%
52 - Finance and Insurance	\$35,023	\$34,344	\$40,246	\$41,551	\$42,455	\$47,475	35.6%	\$36,991	\$38,253	\$42,652	\$45,690	\$52,305	\$54,169	46.4%
53 - Real Estate and Rental and Leasing	\$23,970	\$24,514	\$26,479	\$24,251	\$27,512	\$25,456	6.2%	\$20,814	\$22,295	\$23,529	\$24,913	\$27,957	\$29,571	42.1%
54 - Professional and Technical Services	\$22,078	\$26,974	\$29,359	\$29,526	\$40,857	\$41,265	86.9%	\$51,387	\$44,441	\$47,964	\$58,544	\$63,333	\$63,625	23.8%
55 - Management of Companies and Enterprises	\$29,788	\$42,814	NA	\$71,125	NA	NA	NA	\$213,899	\$81,098	\$80,023	\$184,276	\$127,193	\$124,095	-42.0%
56 - Administrative and Waste Services	\$15,676	\$16,387	\$26,701	\$22,348	\$21,983	\$21,138	34.8%	\$24,773	\$22,011	\$26,289	\$31,186	\$30,714	\$31,225	26.0%
61 - Educational Services	\$11,565	\$12,742	\$13,754	\$13,873	NA	NA	NA	\$37,253	\$40,679	\$43,078	\$46,869	\$51,416	\$53,246	42.9%
62 - Health Care and Social Assistance	\$29,313	\$30,408	\$31,403	\$34,338	\$36,993	\$41,338	41.0%	\$26,708	\$27,817	\$30,186	\$32,565	\$35,332	\$37,421	40.1%
71 - Arts, Entertainment, and Recreation	\$17,966	\$12,153	\$11,350	NA	\$14,523	\$12,075	-32.8%	\$14,064	\$14,214	\$15,164	\$17,477	\$19,584	\$21,996	56.4%
72 - Accommodation and Food Services	\$10,341	\$9,602	\$10,417	\$10,640	\$11,844	\$12,537	21.2%	\$10,537	\$10,753	\$11,289	\$12,691	\$13,521	\$13,827	31.2%
81 - Other Services, Ex. Public Admin	\$16,075	\$16,243	\$15,592	\$16,899	\$18,129	\$17,807	10.8%	\$15,349	\$16,814	\$17,546	\$19,077	\$21,476	\$22,015	43.4%
99 - Unclassified	\$20,917	\$7,500	NA	NA	NA	NA	NA	\$37,267	\$15,600	\$16,388	\$18,023	\$18,889	\$23,266	-37.6%
Average Annual Wage all Sectors	\$26,196	\$26,569	\$29,354	\$30,600	\$33,016	\$34,412	31.4%	\$31,932	\$31,626	\$33,167	\$37,279	\$39,549	\$40,557	27.0%

Source: US County Business Patterns (BEA) and RKG Associates, Inc.

1/ Southern Tier Region includes the following counties: Chemung, Steuben, Schuyler, Tompkins, Tioga, Broome, Chenango and Delaware.

Less than estimated 26.6% inflation 2000 to 2010

There were some industry sectors, however, in both the county and the region where average wages did not keep pace with inflation, including transportation/warehousing (both county and region) and in Chemung County, the real estate sector and accommodations and food services. The average wage in the arts and entertainment sector actually declined. By comparison, in the Southern Tier region wages fell behind inflation in utilities, professional services and administrative services, while wages declined in management.

4. Comparative Quotients

A reasonable reflection of how a local economy is performing can be measured by comparing employment growth, for specific industry sectors, to that of a larger economy. In this instance, the employment in Chemung County is compared with those for the Southern Tier region as a whole. This measurement, or ratio, is typically referred to as a location quotient (LQ). If the ratio in employment is near 1.0 (often plus or minus 20%), this indicates that Chemung County is performing similar (or on par) to the larger area, in terms of employment growth and concentration in that industry sector. If the ratio is less than 1.0, then Chemung County is under-performing in that industry sector relative to the state. A location quotient greater than 1.0 indicates a better performance in the county when compared to the larger region. In this analysis the location ratios were developed for each industry sector, as presented in Table III-9:

- There are relatively few industry sectors in Chemung County where employment, as measured by the location quotient, surpasses the Southern Tier. The noted exceptions include transportation and warehousing, administration/waste services and the health care sector.

- Underperforming sectors (location quotient less than 0.80) of the Chemung County economy include professional/technical services, management and education services.

Table III-9 – Location Quotients and Wage Ratios by Industry Sector

Industry Sector and 2-Digit NAICS Quotients and Ratios	Location Quotients - Chemung vs Southern Tier 1/						Wage Ratios - Chemung vs Southern Tier					
	2000	2002	2004	2006	2008	2010	2000	2002	2004	2006	2008	2010
11 - Forestry, Fish, Agriculture	NA	NA	NA	NA	0.0	NA	NA	NA	NA	NA	35.8%	NA
21 - Mining	NA	NA	NA	NA	NA	1.3	NA	NA	NA	NA	NA	122.9%
22 - Utilities	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
23 - Construction	1.5	1.2	1.2	1.1	1.0	1.0	132.3%	120.1%	117.0%	122.7%	119.7%	122.2%
31 - Manufacturing	1.1	1.0	1.0	0.9	1.0	1.0	84.1%	82.4%	92.0%	86.4%	84.8%	84.6%
42 - Wholesale Trade	1.3	1.2	1.3	1.4	1.1	1.2	92.3%	81.8%	94.6%	97.3%	105.1%	92.7%
44 - Retail Trade	1.2	1.1	1.1	1.1	1.2	1.1	93.1%	95.8%	97.6%	93.4%	93.9%	97.3%
48 - Transportation and Warehousing	0.9	0.9	1.0	1.3	1.4	1.3	114.5%	118.0%	111.7%	110.8%	115.9%	113.7%
51 - Information	0.9	0.9	1.1	1.1	NA	NA	111.3%	97.7%	94.8%	102.7%	NA	NA
52 - Finance and Insurance	0.7	0.9	0.9	0.9	0.9	0.8	94.7%	89.8%	94.4%	90.9%	81.2%	87.6%
53 - Real Estate and Rental and Leasing	0.9	1.1	1.2	1.2	1.0	1.0	115.2%	110.0%	112.5%	97.3%	98.4%	86.1%
54 - Professional and Technical Services	0.6	0.6	0.6	0.6	0.5	0.5	43.0%	60.7%	61.2%	50.4%	64.5%	64.9%
55 - Management of Companies and Enterprises	0.4	0.3	NA	0.5	NA	NA	13.9%	52.8%	NA	38.6%	NA	NA
56 - Administrative and Waste Services	0.6	0.9	0.6	1.3	1.4	1.6	63.3%	74.5%	101.6%	71.7%	71.6%	67.7%
61 - Educational Services	0.5	0.4	0.5	0.4	NA	NA	31.0%	31.3%	31.9%	29.6%	NA	NA
62 - Health Care and Social Assistance	1.3	1.3	1.3	1.3	1.3	1.2	109.8%	109.3%	104.0%	105.4%	104.7%	110.5%
71 - Arts, Entertainment, and Recreation	0.8	1.1	1.2	NA	0.8	1.1	127.7%	85.5%	74.8%	NA	74.2%	54.9%
72 - Accommodation and Food Services	1.1	1.1	1.0	1.1	1.0	1.0	98.1%	89.3%	92.3%	83.8%	87.6%	90.7%
81 - Other Services, Ex. Public Admin	1.2	1.2	1.2	1.0	1.0	1.0	104.7%	96.6%	88.9%	88.6%	84.4%	80.9%
99 - Unclassified	0.7	0.1	NA	NA	NA	NA	56.1%	48.1%	NA	NA	NA	NA
Total Employment all Sectors	Chemung County advantage - high LQ vs Southern Tier						Chemung County exceeds Southern Tier					

Source : US County Business Patterns (BEA) and RKG Associates, Inc.

1/ Southern Tier Region includes the following counties: Chemung, Steuben, Schuyler, Tompkins, Tioga, Broome, Chenango and Delaware.

Another comparative measure of economies is the contrast between average wage rates, indicating a potential strength or cluster effect to a local economy relative to the larger economy. Utilizing a similar 20% variation as in the location quotient, industry sectors in Chemung County (as in the preceding Table III-9) which outperform the region include:

- The construction sector wage, in Chemung County, outperforms the region on a more or less consistent basis, although there are many industry sectors where the county wage is on par with the region wage.
- The average wage in Chemung County is less than that for the Southern Tier in professional and technical services, as well as administration on a regular basis for the years monitored.

5. Employment Projections to 2020

The New York State Department of Labor has developed estimates of employment change, by industry sector for the state, to 2016. RKG has utilized the projected percent change, by industry sector to develop an estimate of 2020 employment for the state, reflecting a ten year change from 2010 as the baseline. The average ratio of Chemung County employment by industry sector to the state formed the basis for estimating county level employment projections. Using this methodology, the 2020 estimated employment in Chemung County is projected to be 34,100 (all sectors), an increase of nearly 4.5% over 2010.

a) Estimates of Supportable Building Demand

RKG then converted these employment projections for select industry sectors (excluding retail for example) in order to estimate potential demand for additional industrial, office and commercial building space. This methodology utilizes industry standard estimates of per employee square feet (SF) and converts the projected growth in employment into SF space demands. Realistically, not all of the projected growth in employment would result in demand for new or additional space, as some demand could be met by the existing vacancies in the market or occur at existing businesses. Table III-10 presents a potential range of the estimated capture for new office and commercial development in Chemung County, over the next ten years. This analysis considers the potential that new commercial development (non-retail) in the City of Elmira could capture between 10% and 25% of the projected change in county employment, by industry sector, through the year 2020.

Table III-10 – Estimated Employment Growth and Office Demand

Industries and Demand Indicators - Selected Sectors	Avg SF per Employee	Chemung County		Chemung County SF Gross Demand	Estimated Supportable SF			2010 County LQ to Southern Tier Region
		2020 Employment	Change from 2010		10.00% Capture	15.00% Capture	25.00% Capture	
Industrial/Flex								
Mining	500	197	6	2,894	289	434	723	1.3
Construction	500	1,705	444	222,041	22,204	33,306	55,510	1.0
Manufacturing	500	4,028	(1,686)	NA	NA	NA	NA	1.0
Wholesale Trade	1,000	1,141	(119)	NA	NA	NA	NA	1.2
Transportation and Warehousing	1,500	777	(84)	NA	NA	NA	NA	1.3
Subtotal	NA	7,848	(1,439)	224,935	22,493	33,740	56,234	NA
Office/Flex/Institutional								
Information	250	646	NA	NA	NA	NA	NA	NA
Finance and Insurance	250	996	1	286	29	43	71	0.8
Real Estate	250	426	64	16,113	1,611	2,417	4,028	1.0
Professional and Technical	250	1,048	267	66,735	6,674	10,010	16,684	0.5
Management	250	156	NA	NA	NA	NA	NA	NA
Administration and Waste Services	450	1,663	(489)	NA	NA	NA	NA	1.6
Educational Service	700	1,525	NA	NA	NA	NA	NA	NA
Health Care and Social Assistance	700	8,475	1,491	1,043,484	104,348	156,523	260,871	1.2
Subtotal	NA	14,935	1,335	1,126,618	112,662	168,993	281,655	NA
Commercial								
Arts and Entertainment	500	519	81	40,735	4,074	6,110	10,184	1.1
Accommodations and Food Services	500	3,632	503	251,704	25,170	37,756	62,926	1.0
Other excluding Public Administration	500	1,437	192	95,939	9,594	14,391	23,985	1.0
Subtotal	NA	5,589	777	388,378	38,838	58,257	97,095	NA
TOTAL		28,372	673	1,739,931	173,993	260,990	434,983	NA

Source : NY State Department of Labor and RKG Associates, Inc.

As shown in Table III-10, the estimated total demand for additional SF of commercial space in Chemung County is estimated to be slightly more than 1.7 million SF, primarily health care related (almost 60%) and the City of Elmira may garner between 174,000 SF (10%) and 435,000 SF (25%), over a ten-year time frame. Industrial/flex buildings would capture about 13% of this employment forecast, while office/institutional use would capture about 65% of this demand, and more than 90% would be related to Health Care and Social Assistance. The remaining 22% would be channeled into commercial space, with 65% for Accommodation and Food Services sector.

Two important considerations with respect to such potential development include: (1) this analysis is stretched over a ten-year time period and would result in only incremental development annually; and, (2) potential tenants could include small businesses, entrepreneurs, and start-ups, requiring flexible lease rates and terms that may be insufficient to warrant new construction costs.

C. Consumer Spending Demand and Potential Retail Gaps

This section compares Southside household consumer spending demand with the City of Elmira and Chemung County, and also forecasts anticipated spending changes over the next five years. A retail gap analysis was prepared for the neighborhood retail market area including much of the Southside of Elmira and the Town of Southport. The gap analysis identifies specific retail sectors that may benefit from a location in the Southside Rising Study Area.

1. Consumer Spending Demand

Average household retail spending in 2011 was \$16,600 for households in the Southside BOA, with \$3,350 (20%) going to groceries or food at home and \$2,365 (14%) to dining out (see Table III-11). These dollar amounts and represent 8.5% and 6% of total household earnings, respectively. Estimated 2011 household spending for all retail and the selected categories, grocery, dining and clothes, is less for Southside households when compared with citywide or County households.

The projected growth in household consumer spending from 2011 to 2016 is less for the Southside compared to the city and the county.

Table III-11 – Consumer Spending Demand

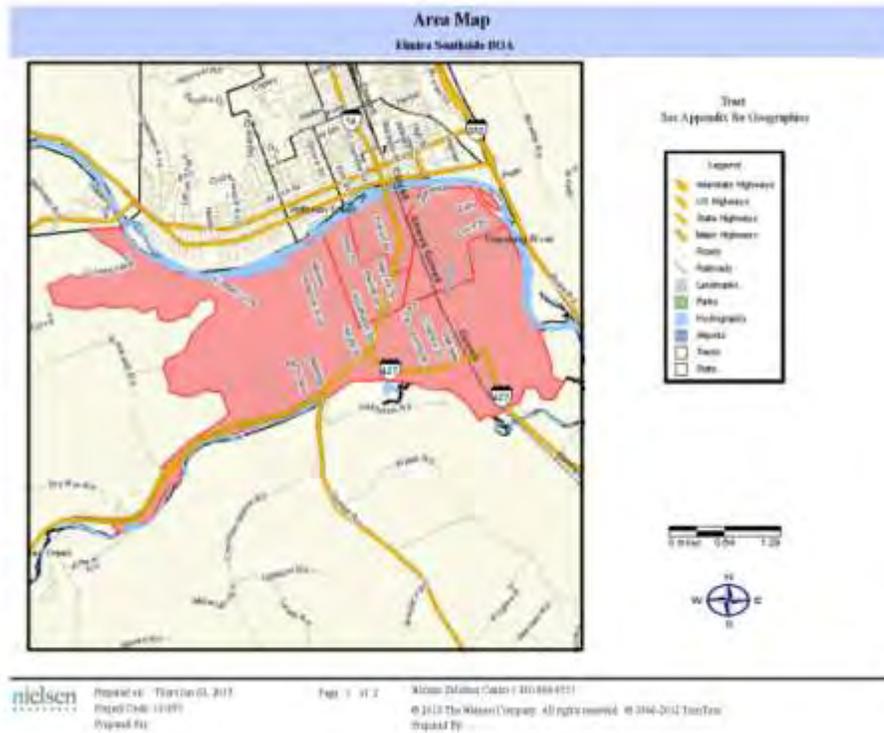
HH Consumer Expenditures	2011	2016	% Change	2011 as % of 2011 HH \$
Total Retail				
Southside	\$16,615	\$17,235	3.7%	42.2%
City	\$17,207	\$18,061	5.0%	42.0%
County	\$20,443	\$21,473	5.0%	38.0%
Avg Food at Home				
Southside	\$3,352	\$3,460	3.2%	8.5%
City	\$3,425	\$3,564	4.1%	8.4%
County	\$3,908	\$4,065	4.0%	7.3%
Avg Dining Out				
Southside	\$2,365	\$2,457	3.9%	6.0%
City	\$2,448	\$2,577	5.2%	6.0%
County	\$2,956	\$3,113	5.3%	5.5%
Avg Apparel and Accessories				
Southside	\$1,861	\$1,933	3.9%	4.7%
City	\$1,914	\$2,013	5.2%	4.7%
County	\$2,278	\$2,397	5.2%	4.2%
ALL Expenditures				
Southside	\$38,736	\$40,210	3.8%	98.4%
City	\$40,006	\$42,052	5.1%	97.6%
County	\$47,902	\$50,372	5.2%	89.0%

Source : RKG Associates, Inc. and DemographicsNow

2. Retail Gap Analysis

The following Map III-1 presents a neighborhood retail market area including census tracts 9, 10, 11 and 111 (Southport) as the consumer base for any potential new or expanded supportable retail in the Southside BOA.

Table III-12 presents the estimated 2013 retail spending demand from households within this consumer market area as well as the estimated retail sales occurring in the same area. As indicated, spending demand in the market area is nearly \$175.4 million and retail sales are \$150.4 million, indicating that the area is a net exporter of \$25 million in retail sales.



Map III-1 – Elmira Southside Consumer Market Area

As indicated in Table III-12, there are several retail categories where the market area is a net importer of consumer sales and activity, including, but not limited to the following:

- More than \$1.7 million in auto parts and accessories, noting the presence of Advanced Auto Parts and AutoZone, among others.
- \$11.8 million in hardware sales noting the inclusion of Bulkhead Hardware, Kelley Broth and Valu Homecenters.
- More than \$12.6 million in supermarket sales and \$34.4 million in pharmacy and drug store sales.

Nonetheless the consumer market area is a net exporter of \$25 million in consumer sales demand, indicating that local residents are shopping elsewhere to purchase selected goods and services, referred to as sales leakage.

Table III-12 – Retail Demand and Sales for Elmira South Consumer Market Area

Residential Retail Analysis - 2013 Comparative HH Demand & Sales	Census Tracts 9,10,11 and 111			Retail @ Leakage Capture	
	Demand	Sales	Export/Import	10.0%	20.0%
Major Merchandise Line	\$175,358,480	\$150,339,419	\$25,019,061	26,123	52,246
Motor Vehicle and Parts Dealers-441	\$3,593,302	\$5,309,176	(\$1,715,874)	0	0
Automotive Parts/Accsrs, Tire Stores-4413	\$3,593,302	\$5,309,176	(\$1,715,874)		
Furniture and Home Furnishings Stores-442	\$5,116,754	\$862,881	\$4,253,873	1,708	3,415
Furniture Stores-4421	\$2,640,379	\$0	\$2,640,379	880	1,760
Home Furnishing Stores-4422	\$2,476,375	\$862,881	\$1,613,494	827	1,655
Electronics and Appliance Stores-443	\$5,378,795	\$2,512,955	\$2,865,840	1,068	2,136
Household Appliances Stores-443111	\$673,606	\$0	\$673,606	435	869
Radio, Television, Electronics Stores-443112	\$3,312,017	\$2,136,608	\$1,175,409	336	672
Computer and Software Stores-44312	\$1,247,002	\$376,347	\$870,655	252	505
Camera and Photographic Equipment Stores-44313	\$146,170	\$0	\$146,170	45	90
Building Material, Garden Equip Stores -444	\$24,347,371	\$25,169,921	(\$822,550)	3,384	6,769
Home Centers-44411	\$8,878,393	\$0	\$8,878,393	2,400	4,799
Paint and Wallpaper Stores-44412	\$350,406	\$0	\$350,406	189	379
Hardware Stores-44413	\$2,201,273	\$14,039,489	(\$11,838,216)		
Other Building Materials Dealers-44419	\$6,455,952	\$6,257,311	\$198,641	47	93
Building Materials, Lumberyards-444191	\$4,051,448	\$4,017,414	\$34,034	9	17
Outdoor Power Equipment Stores-44421	\$357,552	\$0	\$357,552	170	341
Nursery and Garden Centers-44422	\$2,052,347	\$855,707	\$1,196,640	570	1,140
Food and Beverage Stores-445	\$35,653,604	\$45,057,473	(\$9,403,869)	753	1,506
Supermarkets, Grocery (Ex Conv) Stores-44511	\$29,274,209	\$41,896,565	(\$12,622,356)		
Convenience Stores-44512	\$1,622,625	\$0	\$1,622,625	433	865
Specialty Food Stores-4452	\$2,564,189	\$946,955	\$1,617,234	320	640
Beer, Wine and Liquor Stores-4453	\$2,192,581	\$2,213,953	(\$21,372)		
Health and Personal Care Stores-446	\$15,708,842	\$47,047,697	(\$31,338,855)	967	1,935
Pharmacies and Drug Stores-44611	\$12,631,614	\$47,047,697	(\$34,416,083)		
Cosmetics, Beauty Supplies, Perfume Stores-44612	\$1,116,418	\$0	\$1,116,418	254	507
Optical Goods Stores-44613	\$533,355	\$0	\$533,355	175	350
Other Health and Personal Care Stores-44619	\$1,427,455	\$0	\$1,427,455	539	1,077
Clothing and Clothing Accessories Stores-448	\$11,695,029	\$899,820	\$10,795,209	3,878	7,757
Men's Clothing Stores-44811	\$495,456	\$0	\$495,456	157	315
Women's Clothing Stores-44812	\$2,059,073	\$0	\$2,059,073	686	1,373
Children's, Infants Clothing Stores-44813	\$561,247	\$0	\$561,247	168	335
Family Clothing Stores-44814	\$4,732,516	\$0	\$4,732,516	2,014	4,028
Clothing Accessories Stores-44815	\$371,096	\$0	\$371,096	177	353
Other Clothing Stores-44819	\$833,330	\$430,996	\$402,334	152	304
Shoe Stores-4482	\$1,450,904	\$0	\$1,450,904	440	879
Jewelry Stores-44831	\$1,085,978	\$468,824	\$617,154	59	118
Luggage and Leather Goods Stores-44832	\$105,429	\$0	\$105,429	26	53
Sporting Goods, Hobby, Book, Music Stores-451	\$4,531,956	\$7,572,992	(\$3,041,036)	834	1,668
Sporting Goods Stores-45111	\$1,935,202	\$6,628,848	(\$4,693,646)		
Hobby, Toys and Games Stores-45112	\$1,108,935	\$106,730	\$1,002,205	527	1,055
Sew/Needlework/Piece Goods Stores-45113	\$235,231	\$413,176	(\$177,945)		
Musical Instrument and Supplies Stores-45114	\$327,688	\$0	\$327,688	149	298
Book Stores-451211	\$637,044	\$424,238	\$212,806	70	140
News Dealers and Newsstands-451212	\$86,062	\$0	\$86,062	16	32
Prerecorded Tapes, CDs, Record Stores-45122	\$201,794	\$0	\$201,794	72	144
General Merchandise Stores-452	\$34,291,910	\$5,919,088	\$28,372,822	6,695	13,390
Department Stores Excl Leased Depts-4521	\$13,471,034	\$0	\$13,471,034	2,668	5,335
All Other General Merchandise Stores-45299	\$20,820,876	\$5,919,088	\$14,901,788	4,028	8,055
Miscellaneous Store Retailers-453	\$7,723,850	\$1,520,878	\$6,202,972	2,680	5,361
Florists-4531	\$304,785	\$95,600	\$209,185	70	139
Office Supplies and Stationery Stores-45321	\$1,257,148	\$0	\$1,257,148	457	914
Gift, Novelty and Souvenir Stores-45322	\$962,441	\$96,458	\$865,983	541	1,082
Used Merchandise Stores-4533	\$611,255	\$596,425	\$14,830	6	11
Other Miscellaneous Store Retailers-4539	\$4,588,221	\$732,395	\$3,855,826	1,607	3,213
Foodservice and Drinking Places-722	\$27,317,067	\$8,466,538	\$18,850,529	4,155	8,310
Full-Service Restaurants-7221	\$12,592,841	\$5,039,903	\$7,552,938	1,736	3,473
Limited-Service Eating Places-7222	\$11,208,796	\$2,862,264	\$8,346,532	1,546	3,091
Special Foodservices-7223	\$2,167,474	\$0	\$2,167,474	677	1,355
Drinking Places -Alcoholic Beverages-7224	\$1,347,956	\$564,371	\$783,585	196	392

Source : Caritas and RKG Associates, Inc.

3. Estimates of Supportable Retail Development

All markets experience some degree of sales leakage, defined as the difference between local demand for retail goods and services, from area consumers, and actual retail sales occurring at local merchants. The Elmira Southside consumer market (census tracts 9, 10, 11 and 111) is a net exporter of retail sales (as indicated in the preceding Table III-12). The reasons for sales leakage are many and include, but are not necessarily limited to, a lack of local stores, perceived competitive advantages (price or selection) of shopping elsewhere, commuters shopping on their way to/from work and Internet or catalogue sales.

In most markets, an expansion of services and selection among existing merchants, or the introduction of new merchants, could recapture some sales leakage and consequently support new retail development. However, it is unlikely that any market could recapture all of its sales leakage, as is the case for this consumer area considering the alternative retail development, along Interstate 86 in Horseheads and Big Flats.

This analysis estimates that perhaps 10% to 20% of the existing sales leakage could be recaptured through new, expanded retail development within the neighborhood, realizing the existing vacancy and the nominal population and household growth indicators. Additionally, in RKG's opinion, the available land area for new development, coupled with other neighborhood location factors (as opposed to destination or big-box retail) would further limit opportunities for new retail growth in the immediate consumer market area.

RKG estimates that the likely supportable demand for additional retail in the consumer market area may range from 15,000 SF to 30,000 SF (highlighted by General Merchandise Table III-12), including the opportunity for additional restaurants at 4,000 to 8,000 SF.

In RKG's opinion any additional retail development would be comprised of smaller storefronts and likely reflect home-grown and entrepreneurial ownership, as opposed to regional/national chains within this consumer market area. As a result, property owners would likely be required to be flexible in their lease terms in order to attract and maintain a more risky tenant. Finally, retail development does not only equate to new stores but also to increased sales at existing merchants or a possibly a reduction in existing vacancy.

IV. HOUSING CONDITIONS & RESIDENTIAL MARKET ANALYSIS

This chapter compares the supply of housing in the Study Area to that in the City of Elmira and Chemung County. Occupancy and tenure characteristics are first reviewed as well as vacancy characteristics. Building permit data is also reviewed, followed by an analysis of owner and renter household trends in the City of Elmira.

Detailed characteristics and trends over the last decade of the occupied housing in the City of Elmira have been examined, including characteristics of the residential supply in the Southside BOA compared to the citywide supply. This section also compares the amount of HOME funds dispersed by the City for first-time homebuyers, as well as rehabilitation funds to improve housing in the City and study area. The current number of tax delinquent (liens) properties and those slated for tax foreclosure is also presented. Density characteristics and economic vitality of the housing in the study area is also examined. This section is followed by an analysis of the for-sale and rental market.

A. Housing Supply, Occupancy Characteristics and Vacany Trends

According to US Census data (Table IV-1), the City of Elmira had slightly less than 12,400 housing units in 2010, and experienced a net loss of 505 units (-4%) since 2000. The actual loss in housing stock was closer to 540 units over the decade, since 40± units were developed in the City during this period. This data suggests an average ratio of 4 new units per year were added to the supply, while 54 units were removed, either as a result of unit consolidation and/or demolition. This contradicts trends in Chemung County where the housing supply had a net increase of 624 units (2%) over the decade, as shown in Table IV-1, although permit data indicated almost 1,000 units were added in the county. This finding indicates that the housing supply outside of the City of Elmira expanded, while inside the City the supply contracted including the loss of nearly 110 units in the Southside BOA, as show in Table IV-1, or 21% of the loss of units citywide. This same phenomenon occurred during the 1990s, as the County experienced an increase of 455 units, while the City lost 400 units including nearly 140 units in the Southside BOA at that time.

In the City of Elmira, all housing losses over the last decade occurred in owner-occupied and vacant housing units, which was offset slightly by a gain in renter-occupied units. The loss of owner-occupied units was also experienced in Chemung County but to a lesser extent than in the City. The County also experienced an increase in vacant units, especially other vacant units, which may represent the completion of the excess permitted units during that period. In the Southside BOA, all housing losses occurred in both occupied and vacant units, and it is assumed that this loss in housing resulted in demolition instead of abandonment in place, which could create a blighting influence on surrounding properties.

Table IV-1 – Southside BOA & Comparative Areas: Housing Statistics (1990-2010)

	1990	2000	2010	# Change		% Change		% of Total [1]		
				1990-00	2000-10	1990-00	2000-10	1990	2000	2010
Chemung County, NY										
Total Housing Units	37,290	37,745	38,369	455	624	1%	2%	100%	100%	100%
Occupied Units	35,278	35,049	35,462	(229)	413	-1%	1%	94.6%	92.9%	92.4%
Owner Households	24,096	24,149	24,011	53	(138)	0%	-1%	68.3%	68.9%	67.7%
Renter Households	11,182	10,900	11,451	(282)	551	-3%	5%	31.7%	31.1%	32.3%
Vacant Units	2,014	2,696	2,907	682	211	34%	8%	5.4%	7.1%	7.6%
For Rent		1,099	917		(182)		-17%		2.9%	2.4%
For Sale Only		453	377		(76)		-17%		1.2%	1.0%
Rented or Sold, not Occupied		283	207		(76)		-27%		0.7%	0.5%
Seasonal Use		253	376		123		49%		0.7%	1.0%
All other		608	1,030		422		69%		1.6%	2.7%
Vacancy Rate	5.4%	7.1%	7.6%	1.7%	0.4%	NA	NA	NA	NA	NA
Owner Vacancy Rate		2.4%	1.9%		-0.5%					
Renter Vacancy Rate		10.2%	8.2%		-1.9%					
City of Elmira, NY										
Total Housing Units	13,297	12,895	12,391	(402)	(504)	-3%	-4%	100%	100%	100%
Occupied Units	12,424	11,475	11,069	(949)	(406)	-8%	-4%	93.4%	89.0%	89.3%
Owner Households	5,970	5,546	5,092	(424)	(454)	-7%	-8%	48.1%	48.3%	46.0%
Renter Households	6,454	5,929	5,977	(525)	48	-8%	1%	51.9%	51.7%	54.0%
Vacant Units	873	1,420	1,322	547	(98)	63%	-7%	6.6%	11.0%	10.7%
For Rent		722	617		(105)		-15%		5.6%	5.0%
For Sale Only		183	131		(52)		-28%		1.4%	1.1%
Rented or Sold, not Occupied		122	62		(60)		-49%		0.9%	0.5%
Seasonal Use		40	53		13		33%		0.3%	0.4%
All other		353	459		106		30%		2.7%	3.7%
Vacancy Rate	6.6%	11.0%	10.7%	4.4%	-0.3%	NA	NA	NA	NA	NA
Owner Vacancy Rate		4.2%	2.9%		-1.4%				NA	NA
Renter Vacancy Rate		11.7%	9.9%		-1.7%				NA	NA
Southside BOA [2]										
Total Housing Units	1,830	1,693	1,586	(137)	(107)	-7%	-6%	100%	100%	100%
Occupied Units	1,683	1,518	1,428	(165)	(90)	-10%	-6%	92.0%	89.7%	90.0%
Owner Households	832	750	718	(82)	(32)	-10%	-4%	49.4%	49.4%	50.3%
Renter Households	851	768	710	(83)	(58)	-10%	-8%	50.6%	50.6%	49.7%
Vacant Units	147	175	158	28	(17)	19%	-10%	8.0%	10.3%	10.0%
For Rent		98	46		(52)		-53%		5.8%	2.9%
For Sale Only		26	6		(20)		-77%		1.5%	0.4%
Rented or Sold, not Occupied		8	19		11		138%		0.5%	1.2%
Seasonal Use		5	6		1		20%		0.3%	0.4%
All other		38	81		43		113%		2.2%	5.1%
Vacancy Rate	8.0%	10.3%	10.0%	2.3%	-0.4%	NA	NA	NA	NA	NA
Owner Vacancy Rate		3.6%	2.4%		-1.2%				NA	NA
Renter Vacancy Rate		11.9%	6.9%		-5.0%				NA	NA
[1] Owner and Renter households as % of Occupied Households										
[2] Census Tract and Block Groups - 9.01, 9.02, 9.03, 9.05 and 10.01										
Source : RKG Associates, Inc., US Census Bureau and American Community Survey										

With the shifts in supply and occupancy, the owner-occupied rate in the Southside BOA increased to 50.3% in 2010 while the renter-occupied rate slipped to 49.7%.⁵ In the case of the former it was higher than the City (46%) but much lower than the County (68%), while the latter was less than the City (54%) but higher than the County (32%). In both areas, the ownership rate

⁵ If Flannery Towers were excluded, the ownership rate in the Southside BOA would increase to 59%.

declined over the last decade, while it increased in the Southside BOA. It should be noted that the renter-occupancy rate in the Southside BOA is skewed somewhat by the 209 units at Flannery Towers operated by the Elmira Housing Authority. Removing this from the statistics would increase the owner-occupied rate to approximately 59%. The increase in renter households in Chemung County over the last decade may also be attributed in part to workers associated with the “fracking” industry, but any effect in the City or the study area is not evident.

Also indicated in Table IV-1, the overall vacancy in the City and the Southside BOA declined over the last decade, while it increased countywide, due in part to increase in permit activity as discussed in the next section. The owner vacancy rate (2.4%) in the study area was lower than indicated citywide (2.9%), but higher than indicated in Chemung County (1.9%). The renter vacancy rate (6.9%) in the study area was lower than indicated in both Elmira (9.9%) and Chemung County (8.2%). However, the Southside BOA had a higher percentage of “all other” vacant units (5.1%), than the City (3.7%) or the County (2.7%).

The statistic of a relatively high multi-family/renter vacancy rate in Chemung County from US Census data contradicts findings from a recently completed report prepared for Southern Tier Economic Growth (STEG) that revealed an apartment shortage in the region. That report concluded that “Occupancy is high with most well maintained and managed complexes achieving full levels on a consistent basis, with an average of 99%”.⁶ If full occupancy exists at the major apartment complexes in Chemung County, therefore the excess vacancy identified from census figures would be associated with the smaller two-to-four family properties that are prevalent in Elmira and in the Southside BOA. This suggests a shift in renter housing preference from smaller multi-family properties in urban neighborhoods to more modern, properly-managed complexes in suburban or rural areas of the county. This shift is likely associated with on-site amenities available at these complexes such as parking and recreational areas.

1. Building Permit Data

According to US Census, nearly 1,205 units were reportedly permitted in Chemung County between 2000 and 2011, as shown in Table IV-2, including 995 units permitted between 2000 and 2009.⁷ Permitted units were predominantly for single family housing (74%), although there have been some permits for apartments in the early and latter parts of the time period. A total of 315 multi-family units (2 units or more) were built over the 12-year period, representing 26% of the new housing supply. The 200 multi-family units permitted between 2000 and 2009, accounted for 39% of the gain in renter households (550) over the last decade, discussed earlier.

The pace of new construction varied as a higher annual average (128 units) resulted in the first half of the decade, as compared to a much lower annual average (71 units) in the latter half of the decade. Average annual permit activity in the latter 2 years (105 units) was similar to the 12 year annual average (100 units), including 96 units recently completed in Horseheads. Another 48 units are under construction and approvals are in place for another 56 units also in Horseheads. Reportedly, 150 units are planned in Elmira involving redevelopment of historic buildings in the downtown and West Side.

⁶ “Analysis-Chemung County Housing Market”, prepared by GAR Associates, Inc, March/April 2011, page 3.

⁷ Over the 12-year period, permit data for the City of Elmira was only reported in 2002 (5 S/F units, \$128,642 average cost).

According to assessor's records, the City of Elmira had 142 units developed over the twenty years between 1990 and 2010, including 34 units in the Southside BOA, or 24% of the new development. During the 2000 decade, less than 40 residential units were developed in Elmira, representing 28% of that built in the last two decades. The Southside BOA (15 units) captured about 40% of the City's residential activity over the last decade. This suggests an annual average of less than 2 units per year in the Southside BOA, and about 4 units per year citywide, which pales in comparison to the 100 or so units averaged countywide per year.

Table IV-2 – Chemung County Building Permits- Units by Type

Year/ Period	Number of Units Permitted					AVG Cost per Unit				
	Single Family	Two Family	3 and 4 Units	5 Units or more	Total Units	Single Family	Two Family	3 and 4 Units	5 Units or more	Overall AVG \$
2000	132	4	11	6	153	\$152,613	\$47,500	\$60,500	\$41,667	\$138,891
2001	139	0	16	0	155	\$172,602		\$31,250		\$158,011
2002	77	2	0	30	109	\$127,756	\$36,500		\$78,333	\$112,479
2003	106	2	7	30	145	\$148,577	\$30,000	\$31,250	\$83,333	\$127,779
2004	74	4	0	0	78	\$157,299	\$62,250			\$152,425
2005	60	0	19	0	79	\$187,295		\$85,526		\$162,819
2006	60	0	19	0	79	\$187,295		\$85,526		\$162,819
2007	58	6	12	0	76	\$206,371	\$51,650	\$75,000		\$173,413
2008	52	0	3	0	55	\$206,012		\$100,000		\$200,229
2009	34	0	0	32	66	\$147,239			\$125,172	\$136,540
Subtotal	792	18	87	98	995	\$166,069	\$48,994	\$67,060	\$92,913	\$148,089
2010	64	8	0	0	72	\$168,036	\$58,000			\$155,810
2011	34	8	0	96	138	\$169,309	\$49,750		\$64,583	\$89,525
12-yr Total	890	34	87	194	1,205	\$166,334	\$51,291	\$67,060	\$78,894	\$141,843
12-yr AVG	74	3	7	16	100	\$166,334	\$51,291	\$67,060	\$78,894	\$141,843
2000-04 AVG	106	2	7	13	128	\$154,097	\$47,667	\$40,713	\$77,273	\$138,155
2005-09 AVG	53	1	11	6	71	\$190,014	\$51,650	\$83,962	\$125,172	\$165,997
2010-11 AVG	49	8	0	48	105	\$168,478	\$53,875		\$64,583	\$112,252

Source: US Census & RKG Associates, Inc.

Table IV-3 – Southside BOA & City of Elmira: Residential Development Trends since 1990

	Single-Family	AVG Lot Size (a)	AVG Unit Size (SF)	Full \$/unit	Multi-Family	AVG Lot Size (a)	AVG Unit Size (SF)	Full \$/Unit
Southside BOA								
1990-1994	3	0.1	1,099	\$51,111				
1995-1999					16	0.7	790	\$36,111
2000-2004	1	0.6	1,862	\$88,889				
2005-2009	2	0.3	1,232	\$70,000	12	1.0	996	\$44,815
Total	6	0.3	1,270	\$63,704	28	0.8	878	\$39,841
City of Elmira								
1990-1994	28	0.4	1,489	\$86,960				
1995-1999	16	0.6	1,376	\$85,278	61	0.6	898	\$38,981
2000-2004	12	1.0	1,416	\$71,204	20	1.3	1,180	\$51,889
2005-2009	5	1.2	1,760	\$165,778				
Total	61	0.6	1,467	\$89,880	81	0.7	968	\$42,168
Southside BOA as % of City								
1990-1994	11%	33%	74%	59%				
1995-1999	0%	0%	0%	0%	26%	127%	88%	93%
2000-2004	8%	57%	132%	125%	0%	0%	0%	0%
2005-2009	40%	25%	70%	42%				
Total	10%	41%	87%	71%	35%	112%	91%	94%

Source: City of Elmira; Bergmann Associates; & RKG Associates, Inc.

Referring to Table IV-2, the building (only) cost for new single-family homes in Chemung County over the twelve-year period averaged around \$166,000 per unit, while the average building costs for multi-family ranged from \$50,000 to over \$100,000 per unit. In comparison, the full value (assessment divided by the equalization ratio) for the new single-family homes developed in the Southside BOA averaged between \$64,000 and \$89,000 depending on the period, and this figure includes land value. Citywide the average full value (land and building) of single-family homes built in the latter half of the 2000s averaged over \$165,000, which was much higher than the \$71,000 to \$87,000 range indicated in the prior periods.

In summary, permit activity in Chemung County average around 100 units per year over the last 12 years, while activity in the City of Elmira accounted for perhaps 4% of this new supply, and the Southside BOA captured about 40% of the new supply in the City, excluding any demolition. Building costs for new homes in Chemung County averaged around \$160,000 per home, while in Elmira the average was barely half of that and included land value. New construction values in the Southside BOA were 30% less than indicated citywide.

B. Occupied Housing Characteristics by Tenure

This section identifies detailed characteristics of the occupied housing supply (households) in the City of Elmira and trends from 2000.

1. Renter Households

In 2010, the City of Elmira had 11,069 households (occupied housing units) and 54% were renters, as shown in Table IV-4, up from 52% in 2000. Renter households increased by 48 over the last decade, unlike owner households which declined. There was renter household growth across several age cohorts; however, those aged 35 to 44 years and those aged 65 and over experienced a decline in renter households. This mirrors a citywide decline in population in these cohorts, suggesting that renters in these age groups were not becoming Elmira home owners over the last decade. There was a 90% increase in renters aged 55 to 64, the pre-retirement years, but the decline in renters aged 65 and over also suggests that this cohort, upon retirement, may be relocating outside of Elmira.

Over the last decade, nearly all the growth in renter households in Elmira occurred among those earning \$50,000 to \$100,000, as they increased by 560 households. This was offset by the loss of renter households earning less than \$50,000 – declining by a similar 560 households. Other observations from a review of the data in Table IV-4 include:

- The median income level for renter households was nearly \$21,320 in 2010, an increase (26.6%) commensurate with inflation during the decade. Meanwhile, median gross rent increased by \$140, or 31.3%, a pace ahead of inflation. As such, using a standard of 30% of income for the cost of housing, a renter household at the median income level could afford a rent of \$533 per month, which is about \$55 less than the actual reported median gross rent of \$587, suggesting a statistical “affordability” imbalance in the renter market. As discussed later, the median asking rent of apartments in Elmira was around \$700 per month which would require income of \$28,000 in order to be affordable. This income level is more than 30% higher than the indicated median income level for renters.

- Although the number of renters in single family units and complexes with ten or more units increased in Elmira between 2000 and 2010, the majority of renter households are in smaller structures, as 53% of renters occupied two-to-nine unit properties in 2010. However, renter households occupying these types of smaller multi-family properties declined over the last decade by over 620 households or 10% of renter households.

Table IV-4 – Elmira, NY Renter Household Characteristics & Trends (2000 - 2010)

City of Elmira, NY	2000	2010	Change		% of Total	
			#	%	2000	2010
Total Households	11,475	11,069	(406)	-3.5%	100.0%	100.0%
Renter Households	5,929	5,977	48	0.8%	51.7%	54.0%
Renter Households by Age						
less than 25 yrs	815	835	20	2.5%	7.1%	7.5%
25 to 34 yrs	1,413	1,433	20	1.4%	12.3%	12.9%
35 to 44 yrs	1,332	840	(492)	-36.9%	11.6%	7.6%
45 to 54 yrs	871	1,100	229	26.3%	7.6%	9.9%
55 to 64 yrs	567	1,086	519	91.5%	4.9%	9.8%
65 yrs +	931	683	(248)	-26.6%	8.1%	6.2%
Renter Households by Income						
less than \$25,000	3,942	3,518	(424)	-10.8%	34.4%	31.8%
\$25,000 to \$49,999	1,493	1,357	(136)	-9.1%	13.0%	12.3%
\$50,000 to \$74,999	357	690	333	93.3%	3.1%	6.2%
\$75,000 to \$99,999	68	295	227	333.8%	0.6%	2.7%
\$100,000 to \$149,000	59	95	36	61.0%	0.5%	0.9%
\$150,000 or more	20	22	2	10.0%	0.2%	0.2%
Median Renter Household Income	\$16,842	\$21,320	\$4,478	26.6%		
Renter Units in Structure						
Single unit	1,083	1,495	412	38.0%	9.4%	13.5%
Mobile home	7	0	(7)	-100.0%	0.1%	0.0%
2 to 4 units	3,141	2,854	(287)	-9.1%	27.4%	25.8%
5 to 9 units	905	570	(335)	-37.0%	7.9%	5.1%
10 to 19 units	140	256	116	82.9%	1.2%	2.3%
20 units or more	663	802	139	21.0%	5.8%	7.2%
Monthly Gross Rent					as % of Renter	
No rent to \$499	3,648	1,865	(1,783)	-48.9%	61.5%	31.2%
\$500 to \$749	1,772	2,693	921	52.0%	29.9%	45.1%
\$750 to \$999	426	1,069	643	150.9%	7.2%	17.9%
\$1,000 to \$1,499	82	245	163	198.8%	1.4%	4.1%
\$1,500 and up	0	105	105		0.0%	1.8%
Median Gross Rent	\$447	\$587	\$140	31.3%		
Renter by Move In (2010 census)					%Renter	%Total
2005 or later		4,337			72.6%	39.2%
2000 to 2004		712			11.9%	6.4%
1990 to 1999		671			11.2%	6.1%
1980 to 1989		152			2.5%	1.4%
prior to 1980		105			1.8%	0.9%

Source : RKG Associates, Inc., US Census Bureau and American Community Survey

- The median rent in Elmira increased to \$587 in 2010, up from \$447 in 2000. As shown in Table IV-4, rent increases were realized across all unit prices, except for those with rents less than \$500, where the number of units declined by nearly 1,800. Also, in 2010, unlike in 2000, there were rental units priced at \$1,500 or more. As a result, units with rents of \$500 or less represented 62% of all renter units in 2000 but only 31% in 2010.

- Approximately 73% of renter households in 2010 moved into their units between 2005 and 2009, and another 12% in the early part of the decade. In absolute terms, this totals 5,000 households after accounting for growth (48). The resulting turnover averaged about 500 households per year over the last decade, and equated to an average annual renter turnover rate of 8.3%. In other words, an average of 500 renter households in Elmira seeks a new rental residence each year.

2. Owner Households

Of the 11,069 households in Elmira in 2010, approximately 46%, or 5,090 households, were owners. This represents a decline of greater than 400 owner households since 2000, when the owner occupancy rate was 48%. In total owner occupied households declined by more than 8%, about twice the rate of the overall household decline (refer to Table IV-5).

Table IV-5 – Elmira NY Owner Household Characteristics & Trends (2000 - 2010)

City of Elmira, NY	2000	2010	Change		% of Total	
			#	%	2000	2010
Total Households	11,475	11,069	(406)	-3.5%	100.0%	100.0%
Owner Households	5,546	5,092	(454)	-8.2%	48.3%	46.0%
Owner Households by Age						
less than 25 yrs	69	62	(7)	-10.1%	0.6%	0.6%
25 to 34 yrs	554	428	(126)	-22.7%	4.8%	3.9%
35 to 44 yrs	1,109	843	(266)	-24.0%	9.7%	7.6%
45 to 54 yrs	1,167	1,019	(148)	-12.7%	10.2%	9.2%
55 to 64 yrs	770	1,256	486	63.1%	6.7%	11.3%
65 yrs +	1,877	1,484	(393)	-20.9%	16.4%	13.4%
Owner Households by Income						
less than \$25,000	1,380	1,014	(366)	-26.5%	12.0%	9.2%
\$25,000 to \$49,999	2,167	1,586	(581)	-26.8%	18.9%	14.3%
\$50,000 to \$74,999	1,217	1,135	(82)	-6.7%	10.6%	10.3%
\$75,000 to \$99,999	439	636	197	44.9%	3.8%	5.7%
\$100,000 to \$149,000	224	500	276	123.2%	2.0%	4.5%
\$150,000 or more	109	221	112	102.8%	0.9%	2.0%
Median Owner Household Income	\$40,491	\$49,528	\$9,037	22.3%		
Owner Units in Structure						
Single unit	4,936	4,743	(193)	-3.9%	43.0%	42.8%
Mobile home	20	0	(20)	-100.0%	0.2%	0.0%
2 to 4 units	562	343	(219)	-39.0%	4.9%	3.1%
5 to 9 units	18	6	(12)	-66.7%	0.2%	0.1%
10 to 19 units	0	0				
20 units or more	0	0				
Housing Value(s)					as % of Owner	
less than \$100,000	5,290	4,348	(942)	-17.8%	95.4%	85.4%
\$100,000 to \$199,999	189	440	251	132.8%	3.4%	8.6%
\$200,000 to \$299,999	30	139	109	363.3%	0.5%	2.7%
\$300,000 to \$499,999	14	110	96	685.7%	0.3%	2.2%
\$500,000 and up	13	55	42	323.1%	0.2%	1.1%
Median Owner Value	\$52,500	\$64,700	\$12,200	23.2%		
Owner by Move In (2010 census)					%Owner	%Total
2005 or later		1,056			20.7%	9.5%
2000 to 2004		766			15.0%	6.9%
1990 to 1999		1,168			22.9%	10.6%
1980 to 1989		879			17.3%	7.9%
prior to 1980		1,223			24.0%	11.0%

Source : RKG Associates, Inc., US Census Bureau and American Community Survey

The number of owner households decreased across all age cohorts in Elmira except for those aged 55 to 64 years, which corresponds with an increase in the citywide population in this cohort. In general, from 2000 to 2010, Elmira lost total population and owner households, realizing only a nominal increase in renter households, more indicative of an out-migration of population rather than a “switch” of household tenure. In both 2000 and 2010, almost 25% of Elmira owner households were among those aged 55 and over. Other observations from a review of the data in Table IV-5 are as follows.

- During the decade the number of owner occupied households increased by 585 for those earning \$75,000 or more, reflecting a growth in-place of earnings. There was a decline of over 1,000 owner occupied households among those earning less than \$75,000. Despite this decline, these households accounted for nearly 74% of all owner occupied housing in 2010.
- The median income of owner occupied households increased by 22% over the decade, a pace less than inflation, rising from \$40,500 in 2000 to \$49,500 in 2010. The 22% increase in median income was only marginally less than the 23% increase in owner occupied housing value, at \$52,500 in 2000 and \$64,700 in 2010.
- Approximately 21% of the owner households moved into their housing unit in 2005 or later, and another 15% between 2000 and 2004. In absolute terms, this totals 1,820 households and the resulting turnover averaged about 180 households per year during over the last decade, and equated to an average annual owner turnover rate of 3.6%.

1. Conclusion

Occupied housing in Elmira decreased by 400 units over the last decade, attributed primarily to a loss of owner-households, offset somewhat by a gain of renter households. The loss in owner households occurred across all age groups except those aged 55-to-64. It also occurred in households earning less than \$75,000, while gains result from those earning \$75,000 or more. The transition in renter households was somewhat different, as growth occurred across all age groups except those aged 35-to-44 and 65 and older. Growth also occurred among renter households earning \$50,000 or more. The largest loss in renter households occurred in those who occupy small multi-family properties (2 to 9 units), while gains were experienced in those with 10 units or more, and single-family homes. Annual turnover of renters average about 500 households per year, while annual turnover of owners averaged about 180 household per year. In general, from 2000 to 2010, Elmira lost population and owner households, realizing only a nominal increase in renter households, more indicative of an out-migration of population rather than a “switch” of household tenure.

C. Residential Uses in the Southside BOA

According to assessor's records, the Southside BOA has 1,550 housing units in 947 tax parcels, containing 1.8 million SF, improved on 166 acres, or 51% of the acreage in the study area, as shown in Table IV-6.⁸ Units in single-family residences account for 44% of the units but generate 63% of the assessment of this residential group, which is less than the 68% of the acreage developed for single-family homes. Two-family homes account for another 26% of the housing stock in the study area, but 21% of the residential acreage. Another 209 units are contained in a 50-unit or more property, and this one project accounts for nearly 14% of the units in the BOA. This one property also represents about 18% of the units at 50-unit or more properties in the City of Elmira. As shown in Table IV-6, another 4% to 5% of the units in the study area are contained in properties with 3-unit, 4-unit or 5-to-9-unit properties. Only 2% of the residential units are contained in 10-to-19-unit buildings.

Table IV-6 – Southside BOA: Residential Characteristics by Type

Type	Parcels	Acres	Bldg SF	Units	Total Assmt
Single-Family	687	112.3	992,774	687	\$30,313,200
Two-Family	202	34.9	475,123	404	\$8,450,600
Three-Family	22	3.8	66,033	66	\$1,138,500
4-units	18	4	96,235	72	\$1,161,000
5-9 units	14	4	81,645	77	\$918,000
10-19 units	3	3	30,854	37	\$985,000
20-49 units	--	--	--	--	--
50-units & up	1	3	178,676	209	\$4,964,000
Total	947	166.0	1,921,340	1,552	\$47,930,300
As % of BOA	84.0%	51.4%	60.5%	99.7%	55.5%
% of BOA	Parcels	Acres	Bldg SF	Units	Total Assmt
Single-Family	72.5%	67.6%	51.7%	44.3%	63.2%
Two-Family	21.3%	21.0%	24.7%	26.0%	17.6%
Three-Family	2.3%	2.3%	3.4%	4.3%	2.4%
4-units	1.9%	2.3%	5.0%	4.6%	2.4%
5-9 units	1.5%	2.7%	4.2%	5.0%	1.9%
10-19 units	0.3%	1.9%	1.6%	2.4%	2.1%
20-49 units	--	--	--	--	--
50-units & up	0.1%	1.9%	9.3%	13.5%	10.4%
Total	100%	100%	100%	100%	100%
As % of City	Parcels	Acres	Bldg SF	Units	Total Assmt
Single-Family	11.6%	8.5%	10.9%	11.6%	10.3%
Two-Family	13.7%	12.6%	13.9%	13.7%	13.8%
Three-Family	13.6%	12.7%	14.0%	13.6%	14.7%
4-units	12.4%	12.4%	13.2%	12.4%	13.2%
5-9 units	17.3%	19.8%	15.8%	15.5%	14.3%
10-19 units	25.0%	48.2%	21.6%	24.3%	35.6%
20-49 units	--	--	--	--	--
50-units & up	12.5%	5.7%	14.8%	18.0%	21.6%
Total	12.1%	9.3%	10.8%	12.9%	11.5%

Source: City of Elmira; Bergmann Associates; & RKG Associates, Inc.

⁸ Multi-family properties are included as residential although properties with 4 units or more are classified as commercial, for assessment purposes.

As shown in Table IV-6, the residential units in the Southside BOA represent about 13% of the citywide supply; however, single-family homes in the Southside BOA represent less than 12% of the single-family homes in the City, while all the other housing types in the study area represent a higher percentage than the overall indicated except for 4-unit properties. This suggests that the Study Area has a higher percentage of the City's multi-unit properties, while a lower percentage of single-family homes. .

1. Residential Density and Average Value Characteristics

The average residential lot size in the study area is less than 0.2 acres (or 7,840 SF) and the overall density is more than 9 units per acre as shown in Table IV-7. The average lot size for single-family homes is 0.16 acres (6,970 SF), which is slightly smaller than 0.17 acres (7,400 SF) for two and three-family properties.

Average lot sizes for these three property types in the study area are smaller than indicated citywide, as shown in Table IV-7. The density or units per acre for single-family homes in the study area is 36% greater than indicated citywide, but fairly similar for two and three-family properties.

Table IV-7 – Southside BOA: Indicted Averages for Residential Uses & Citywide Comparison

BOA Residential Averages		Units/	Bldg	Full \$	Full \$
Type	Lot Size	Acre	SF/Unit	/Unit	/Bldg SF
Single-Family	0.16	6.1	1,445	\$49,027	\$34
Two-Family	0.17	11.6	1,176	\$23,241	\$20
Three-Family	0.17	17.2	1,001	\$19,167	\$19
4-units	0.21	18.7	1,337	\$17,917	\$13
5-9 units	0.31	17.5	1,060	\$13,247	\$12
10-19 units	1.05	11.8	834	\$29,580	\$35
20-49 units	--	--	--	--	--
50-units & up	3.18	65.8	855	\$26,390	\$31
Total	0.18	9.3	1,238	\$34,314	\$28
City Residential Averages		Units/	Bldg	Full \$	Full \$
Type	Lot Size	Acre	SF/Unit	/Unit	/Bldg SF
Single-Family	0.22	4.5	1,535	\$55,477	\$36
Two-Family	0.19	10.7	1,160	\$23,105	\$20
Three-Family	0.19	16.1	973	\$17,747	\$18
4-units	0.21	18.7	1,261	\$16,851	\$13
5-9 units	0.27	22.3	1,039	\$14,378	\$14
10-19 units	0.54	23.3	940	\$20,219	\$22
20-49 units	2.76	11.2	1,089	\$29,994	\$28
50-units & up	7.00	20.7	1,042	\$21,999	\$21
Total	0.23	6.8	1,468	\$38,252	\$26

Source: City of Elmira; Bergmann Associates; & RKG Associates, Inc.

Other comments from a review of the data in Table IV-7 include:

- The average size of single-family homes in the study area (1,445 SF) is about 6% smaller than indicated citywide (1,535 SF), while the average full market value (full \$) is nearly 12% lower.⁹
- The average per unit value for two, three and four-unit properties range from \$17,900 to \$23,200 and are generally higher than the averages indicated for these property types citywide.
- The overall average value per square foot in the study area is \$28/SF which is 6% higher than citywide (\$26/SF); however, the average unit value in the study area (\$34,300) is 10% lower than indicated citywide (\$38,250). This is due to a larger average unit size citywide than in the study area.
- The overall density (units per acre) in the study area was 37% greater than indicated citywide. This is due primarily to a larger average lot size citywide (0.23 of an acre) than in the study area (0.18 of an acre).
- The full values per SF for all residential property types are well below replacement costs without considering underlying land values. This suggests that land values are an insignificant component to overall values. It also suggests a high amount of depreciation and/or economic obsolescence is prevailing in the market.

2. Economic Ranking

In order to quantify the number of under-performing residential properties in this study area, RKG established four thresholds as a method to group housing units and measuring their economic rank. These four thresholds differed depending on housing type, and were based off their deviation of average unit value, as shown in Table IV-8. For this analysis, the Flannery Tower property was excluded, as noted below.

⁹ Assessment value in Elmira is 90% of full market value (full \$, as shown in the tables)

Table IV-8 – Southside BOA: Economic Ranking of Housing

Economic Rating	Range in Full Value per Unit				
	Single-Family	2 & 3 Family	4 unit & up [1]	Total	% of Total
Very High	\$65,000 & up	\$32,000 & up	\$25,000 & up		
High	\$50,000 to \$64,999	\$25,000 to \$31,999	\$20,000 to \$24,999		
Low	\$35,000 to \$49,999	\$18,000 to \$24,999	\$15,000 to \$19,999		
Very Low	> \$35,000	> \$18,000	> \$15,000		
AVERAGE	\$49,000	\$22,700	\$18,800		
Economic Rating	Number of Units			Total	% of Total
	Single-Family	2 & 3 Family	4 unit & up [1]	Total	% of Total
Very High	71	38	28	137	10%
High	255	121	13	389	29%
Low	267	228	62	557	41%
Very Low	94	83	83	260	19%
Total	687	470	186	1,343	100%
Economic Rating	AVG Full Value Per Unit				
	Single-Family	2 & 3 Family	4 unit & up [1]	Total	
Very High	\$73,592	\$34,942	\$39,841	\$55,973	
High	\$56,002	\$26,988	\$20,256	\$45,782	
Low	\$43,133	\$20,982	\$16,810	\$31,136	
Very Low	\$28,292	\$15,388	\$12,958	\$19,278	
Total	\$49,027	\$22,669	\$18,799	\$35,616	
[1] Excludes Flannery Towers					
Source: City of Elmira; Bergmann Associates, & RKG Associates, Inc.					

Referring to Table IV-8, about 19% of the units in the study area ranked “very low” and most if not all these units would be in fair if not poor condition, at least in terms of the economic contribution, since their average unit value was less than \$19,300, ranging from \$12,960 for units at 4-unit or more properties to \$28,290 for single-family homes. Another 10% of the units ranked “very high” in this analysis and yielded an average unit value of nearly \$56,000, ranging from \$34,940 per unit at two-to-three family properties to almost \$73,600 for single-family homes. Another 29% ranked “high” having an average unit value of \$45,780, while 41% ranked “low” with an average unit value of \$31,140.

Unfortunately there is not set pattern or a concentrated area within the Southside BOA where all the “very low” ranked units are located as shown in Map IV-1 but rather they are scattered throughout the study area. There is a concentration in a few blocks along Keefe and Erie Streets at the southern end, and intermixed along Howard and Lake Streets toward the middle, and along Gridley and Chemung Streets in the northern portion of the study area. A high concentration of “very high” ranked units can be seen along Maple Street and Riverside and the around the park, but interspersed are also the other categories.

From a market perspective, the high amount of “very low” and “low” ranked unit detracted from the values of the “high” to “very high”. Revitalization efforts should focus on reducing/eliminating many of these underperforming properties via unit reduction, selective demolition and/or major renovation. There are multiple reasons these properties are underperforming including lack of any buffer/separation from surrounding industrial uses, poor condition, high density and lack of on-site amenities such as parking, play areas, back/side yards, to name a few.

3. Residential Density Analysis

A similar analysis of ranking the units by various density thresholds was also undertaken, and the criteria and results are shown in Table IV-9. The basis for the “low” criteria is from post-1990 residential development within the study area, as typical new single-family homes average approximately 4 units per acre or less, and new multi-family (4 units or more) averaged at 10 units per acre or less. Therefore, an average lot size of 10,000 SF for single-family homes would rank low. For multi-family development, a minimum of 4,356 SF of land per unit would qualify as low density. The “medium density” threshold was up to twice the density of the “low”, as shown in Table IV-9, and the minimum “high” density threshold exceeded the “medium” high point. As shown below, the overall average density in the study area is nearly the mid-point of the “medium” density ranking.

The results of the density analysis are shown in Table IV-9, and the data clearly indicates that that the higher the density the lower the average unit value. The reasons are multiple but since Southside residential is competing with a suburban market in the rest of Chemung County, added land for on-site amenities such as side and rear yards, on-site parking, and the like is what is contributing and not the densely packed work-force housing for which portions of Southside was originally developed, and likely prior to zoning. Map IV-2 illustrates the residential density throughout the study area, and similar to the economic ranking, no set patterns or significant concentration was evident.

Table IV-9 – Southside BOA: Residential Ranking by Density

Density Rating	Range In Density (Units per acre)				
	Single Family	2 & 3 Family	4 unit & up [1]		
Low	4 units or less	8 units or less	10 units or less		
Medium	4.1-7.9 units	8.1-15.9 units	10.1-19.9 units		
High	8 units & up	16 units & up	20 units & up		
AVERAGE	6.1 units	12.2 units	15.7 units		
Number of Units					
Density Rating	Single-Family	2 & 3 Family	4 unit & up [1]	Total	% of Total
Low	72	40	31	143	11%
Medium	400	293	65	758	56%
High	215	137	90	442	33%
Total	687	470	186	1,343	100%
AVG Full Value Per Unit					
Density Rating	Single-Family	2 & 3 Family	4 unit & up [1]	Total	
Low	\$56,883	\$26,611	\$29,677	\$42,517	
Medium	\$51,563	\$23,491	\$18,325	\$37,862	
High	\$41,676	\$19,761	\$15,395	\$29,532	
Total	\$49,027	\$22,669	\$18,799	\$35,616	
[1] Excludes Flannery Towers					
Source: City of Elmira; Bergmann Associates, & RKG Associates, Inc,					

Map IV-1 and Map IV-2 are displayed on the following pages.



Map IV-1 – Southside BOA: Economic Ranking of Residential Properties



Map IV-2 – Southside BOA: Residential Density Analysis

4. First Time Home Buyers

According to information provided by the City of Elmira Department of Community Development, grant funds were provided to 396 first-time homeowners over the 19-year period from its inception in 1994 through 2012, totaling nearly \$4.5 million, as shown in Table IV-10. Approximately 15% of the first time homeowners purchased homes in the Southside BOA with 15% of the grant funds.

Table IV-10 – City of Elmira: First-Time Home Buyer Assistance

Year	First-Time Home Buyers		% South-side BOA	Grant Amount		% South-side BOA
	Elmira	Southside		Elmira	Southside	
1994	2	0	0.0%	\$20,000	\$0	0.0%
1995	21	0	0.0%	\$220,000	\$0	0.0%
1996	32	5	15.6%	\$320,000	\$50,000	15.6%
1997	37	7	18.9%	\$370,000	\$70,000	18.9%
1998	35	4	11.4%	\$350,000	\$40,000	11.4%
1999	18	0	0.0%	\$196,000	\$0	0.0%
2000	40	6	15.0%	\$416,000	\$60,000	14.4%
2001	21	4	19.0%	\$214,000	\$40,000	18.7%
2002	22	5	22.7%	\$253,000	\$62,000	24.5%
2003	35	4	11.4%	\$455,000	\$52,000	11.4%
2004	45	9	20.0%	\$585,000	\$117,000	20.0%
2005	14	2	14.3%	\$182,000	\$26,000	14.3%
2006	23	8	34.8%	\$296,000	\$101,000	34.1%
2007	20	3	15.0%	\$260,000	\$39,000	15.0%
2008	5	1	20.0%	\$59,000	\$13,000	22.0%
2009	9	1	11.1%	\$90,000	\$10,000	11.1%
2010	7	0	0.0%	\$70,000	\$0	0.0%
2011	4	0	0.0%	\$40,000	\$0	0.0%
2012	6	0	0.0%	\$60,000	\$0	0.0%
Total	396	59	14.9%	\$4,456,000	\$680,000	15.3%
1994-12 ANN AVG	20.8	3.1	14.9%	\$234,526	\$35,789	15%
2008-12 ANN AVG	6.2	0.4	6.5%	\$63,800	\$4,600	7%

Source: City of Elmira & RKG Associates, Inc.

First time homeowners averaged about 21 buyers per year over the lifetime of the program including 3 per year from the Southside BOA. However, the average number of first time home buyers declined to 6 buyers per year over the last five years including one buyer every-other-year in the Southside BOA. The average annual amount of grant funds has also declined over the last 5 year to \$63,800 per year citywide, which is 73% less than the average annual amount over the 19-year period.

5. Housing Rehabilitation Funds

The Department of Community Development also administers funds for rehabilitation of owner-occupied homes through a variety of different programs. Table IV-11 exhibits the amounts of funding provided during two periods between 2005 and 2012 (5 years between July 2005 and June 2010, and 2 years between July 2010 and June 2012), and the indicated annual averages during each period. As shown, a total of more than \$3.6 million was spent between 2005 and 2010, including nearly \$300,000 in the study area. A total of 240 projects were done citywide for an average of 48 buildings per year, including 5 buildings in the study area. Over the last two years, a total of nearly \$1.4 million was spent or an average of \$692,650 per year, including \$180,900 in the study area, or 13% of that spent citywide.

Over the last two years, rehab projects in the study area increased somewhat from the prior average, and more funds were granted than in the prior period. Also, the level of owner funds increased in the most recent period, as shown in Table IV-11. The amount of total rehab funding invested in the study area equated to about 28% of full value of the renovated properties. The total amount of rehabilitation funds invested in the study area since 2005 (\$479,310) represents approximately 1.0% of the full-value of residential properties (excluding Flannery Towers).

Table IV-11 – City of Elmira: Residential Rehabilitation Funds (FY-2005-2012)

	City of Elmira			Southside BOA			
	Projects & Funds	Annual Average	% of Total	Projects & Funds	Annual Average	% of Total	BOA as %
2005-2010							
Properties	240	48.0		25	5.0		10%
Total Amount	\$3,625,788	\$725,158	100%	\$298,402	\$59,680	100%	8%
CDBG	\$1,158,655	\$231,731	32%	\$72,495	\$14,499	24%	6%
HOME	\$502,912	\$100,582	14%	\$39,949	\$7,990	13%	8%
AHC	\$850,912	\$170,182	23%	\$57,519	\$11,504	19%	7%
LEAD	\$977,794	\$195,559	27%	\$126,359	\$25,272	42%	13%
Subtotal	\$3,490,274	\$698,055	96%	\$296,322	\$59,264	99%	8%
Owner	\$135,514	\$27,103	4%	\$2,080	\$416	1%	2%
		Full Value		\$1,076,667	\$215,333		
	Total Amount as % of Full Value			27.7%	27.7%		
2010-2012							
Properties	85	42.5		13	6.5		15%
Total Amount	\$1,385,297	\$692,648	100%	\$180,908	\$90,454	100%	13%
CDBG	\$351,717	\$175,859	25%	\$85,233	\$42,617	47%	24%
HOME	\$320,646	\$160,323	23%	\$15,325	\$7,663	8%	5%
AHC	\$526,968	\$263,484	38%	\$64,644	\$32,322	36%	12%
LEAD	\$7,150	\$3,575	1%				0%
Subtotal	\$1,206,481	\$603,241	87%	\$165,202	\$82,601	91%	14%
Owner	\$176,416	\$88,208	13%	\$13,306	\$6,653	7%	8%
		Full Value		\$633,333	\$316,667		
	Total Amount as % of Full Value			28.6%	28.6%		

Source: City of Elmira & RKG Associates, Inc.

Referring to Table IV-11, approximately 47% of the rehab funds in the study area over the last two years came from Community Development Block Grants (CDBG); another 36% from Affordable Housing Corporation (ACH), while another 8% came for HOME funds, and the remaining 7% came from the property owner. This distribution of funds by source in the study area over the last two years differs from that in the prior five years.

6. Delinquent Properties

Based on a listing obtained from the Chemung County Treasurer's Office, 62 parcels or 6% of the respective parcels in the study area, had a tax lien in 2012, and represented 13% of the tax lien properties citywide. Another 29 parcels or another 3% of the respective parcel in the study area were slated from foreclosure due to unpaid taxes, as shown in Table IV-12, and accounted for nearly 11% of the parcels in the City slated for foreclosure. Collectively, 58 parcels were single-family homes and represented 64% of delinquent properties in the study area. Another 23 parcels were two-family residences or 25% of the delinquent parcels in the study area. Only one commercial property (multiple) had delinquent taxes in the study area. Map IV-3 exhibits the location of these properties in the study area. Coincidentally, these delinquent and foreclosure

properties contain a total of 154 units, which is similar to the number of vacant units (160 units), reported by US Census.

Table IV-12 – Southside BOA: Delinquent Properties (Dec 2012)

Tax Liens - 2012						
Type	Parcels	Amount Owed	Total Assmt	Full Value	% of BOA By Type	% of Assmt By Type
Single Family	41	\$70,447	\$1,792,500	\$1,991,667	6.0%	5.9%
Two-Family	14	\$21,463	\$506,200	\$562,444	6.9%	6.0%
Three-Family	1	\$874	\$50,000	\$55,556	4.5%	4.4%
4-units	3	\$3,703	\$169,000	\$187,778	11.1%	10.9%
Vacant Land	1	\$67	\$1,200	\$1,333	1.5%	0.1%
Parking Lot	1	\$187	\$15,000	\$16,667	9.1%	7.3%
Multiple	1	\$1,159	\$45,000	\$50,000	2.5%	1.0%
Total	62	\$97,899	\$2,578,900	\$2,865,444	5.9%	5.5%
% of City	13.8%	11.6%	N/A	N/A		
Foreclosure - 2012						
Type	Parcels	Amount Owed	Total Assmt	Full Value	% of BOA By Type	% of Assmt By Type
Single Family	17	\$87,208	\$681,000	\$756,667	2.5%	2.2%
Two-Family	9	\$53,510	\$344,000	\$382,222	4.5%	4.1%
Vacant Land	3	\$1,324	\$12,100	\$13,444	4.5%	1.4%
Total	29	\$142,042	\$1,037,100	\$1,152,333	3.0%	2.6%
% of City	10.8%	8.8%	N/A	N/A		

Source: Chemung County; City of Elmira; Bergmann Associates; & RKG Associates, Inc.

7. Municipal Water Readings

RKG obtained a recent “high/low” report of water usage of properties in the Southside BOA, and tabulated those properties that had a zero usage reading either by “group is locked” meaning service is off at the curb stop, or a “below low reading”. As shown in Table IV-13, twenty-nine properties were identified on the list as being within the study area, including 17 properties with no service, and 12 properties with no water usage. Most of the properties are single-family homes, and they represent 2% of the single family parcels in the Southside BOA.

Table IV-13 – Southside BOA: Water Accounts with No Service or Reading

Type	No Service		No Reading		Total #	% of BOA	Total Full \$	% of BOA
	#	Full \$	#	Full \$				
Single-Family	8	\$355,556	5	\$268,889	13	2%	\$624,444	2%
Two-Family	5	\$174,444	5	\$215,556	10	5%	\$390,000	4%
Three-Family			1	\$55,556	1	5%	\$55,556	4%
Food-Service	2	\$266,667	1	\$235,000	3	25%	\$501,667	33%
Multiple	2	\$198,889			2	5%	\$198,889	4%
Total	17	\$995,556	12	\$775,000	29	3%	\$1,770,556	3%

Source: Elmira Water Board & RKG Associates, Inc.

Ten two-family parcels were identified which represent 5% of those parcels in the study area. Three food-service properties were listing and account for one-quarter of the food-service properties in the study area. A total of 36 residential units were contained in these properties without water service or no reading, and they represent 44% of “all other vacant” units (81 units) in the study area. Map IV-3 exhibits the location of these properties in the study area.



Map IV-3 – Southside BOA: Properties in Transition

D. For-Sale Market Characteristic

The section identifies sales and price trends of residential properties in the study area and the City of Elmira, including a summary of regional sales data and current listings. According to data from the Elmira-Corning Regional Association of Realtors, 2012 home sales in the three-county region were 3% less than in 2011, but the average days on the market decreased by 6%. Average and median prices also increased from the prior year as shown in Table IV-14 from 2% to 7% respectively. The discount from list price ranged from 3.5% (median) to 5% (average).

Table IV-14 – Residential Sales Summary in Elmira-Corning Region [1]

	2011	2012	Change		Current Listing [2]
			#	%	
Homes Sold	1,229	1,191	(38)	-3%	204
AVG Days on Market	158	149	(9)	-6%	
Median List Price	\$111,000	\$119,000	\$8,000	7%	\$70,950
Median Sale Price	\$107,000	\$114,900	\$7,900	7%	
AVG List Price	\$137,276	\$139,560	\$2,284	2%	\$101,865
AVG Sold Price	\$130,544	\$133,003	\$2,459	2%	
[1] Chemung, Schuyler & Steuben counties					
[2] Chemung County, only					
Source: Elmira-Corning Regional Association of Realtors; Star-Gazette.com; Realtors.com; & RKG Associates, Inc.					

Referring to Table IV-14, Chemung County had 204 single-family homes listed on the Realtors.com website, which represented about 17% of regional home sales in 2012. The median list price of this availability was nearly \$71,000 or about 40% lower than median list price from sales in the region.

1. Single-Family Sales in Elmira and the Southside BOA

Table IV-15 compares the sales of single-family homes by various price levels in the Southside BOA with sales activity citywide.¹⁰ As shown, sales of single-family in the study area ranged from 16 sales (2011) to 35 sales (2008) over the last 5 years, and averaged 23 sales per year, which equates to an 3.4% average annual turnover rate of single-family homes in the study area.

The overall median price was \$40,000 in the study area, ranging from \$21,500 (2010) to \$52,500 (2011). The 2012 median price (\$48,350) was 21% higher than the overall median but 8% lower than the peak in 2011. Referring to Table IV-15, sales of single-family homes in the study area in the two price ranges of less than \$50,000 average about 14 sales per year and represented nearly 62% of the average number of single-family sales in the study area. The highest number of sales in these two groups occurred in 2008 (22 sales) and then in 2010 (17 sales), when they accounted for 77% of activity in the study area. Citywide, sales in these two price ranges averaged 105 sales per year or 49% of the average number of sale.

¹⁰ RKG developed a database of sales from the City of Elmira Assessor's file, coupled with data provided by Bergmann Associates from LandMax Data System. RKG tabulated the sales by year over a five-year period beginning in September and ending in August by different price ranges. Sales of \$1,000 or less were eliminated, as well as sales back to lenders or mortgage companies, and sales to inter-related and/or same-named parties.

Table IV-15 – Elmira & Southside BOA: Sales and Listings of Single-Family Homes by Price Levels

Southside BOA: Single-Family Sales							
Sept-Aug	2008	2009	2010	2011	2012	Ann AVG	Listings
\$1,000 - \$24,999	10	4	11	3	7	7	0
\$25,000 - \$49,999	12	9	6	4	6	7	2
\$50,000 - \$74,999	8	5	4	6	7	6	4
\$75,000 - \$99,999	5	2	1	2	4	3	2
\$100,000 & up	0	0	0	1	0	0	0
Total	35	20	22	16	24	23	8
% Change	--	-43%	10%	-27%	50%		
Median \$	\$35,000	\$40,000	\$21,500	\$52,500	\$48,354	\$40,000	\$68,450
% Change	--	14%	-46%	144%	-8%		
Average \$	\$42,644	\$43,058	\$31,104	\$50,355	\$44,533	\$41,987	\$63,813
AVG \$/SF	\$28	\$37	\$21	\$36	\$32	\$30	\$45
City of Elmira: Single-Family Sales							
Sept-Aug	2008	2009	2010	2011	2012	Ann AVG	Listings
\$1,000 - \$24,999	62	58	39	26	65	50	2
\$25,000 - \$49,999	81	68	39	31	57	55	39
\$50,000 - \$74,999	78	66	48	34	79	61	45
\$75,000 - \$99,999	36	32	29	21	62	36	22
\$100,000 & up	15	19	7	14	18	15	6
Total	272	243	162	126	281	217	114
% Change	--	-11%	-33%	-22%	123%		
Median \$	\$46,608	\$48,000	\$51,750	\$54,224	\$56,500	\$51,000	\$59,900
% Change	--	3%	8%	5%	4%		
Average \$	\$51,396	\$52,849	\$51,286	\$58,987	\$54,889	\$53,493	\$70,361
AVG \$/SF	\$34	\$35	\$34	\$36	\$36	\$35	\$46
Southside BOA as % of City of Elmira							
Sept-Aug	2008	2009	2010	2011	2012	Ann AVG	Listings
\$1,000 - \$24,999	16%	7%	28%	12%	11%	14%	0%
\$25,000 - \$49,999	15%	13%	15%	13%	11%	13%	5%
\$50,000 - \$74,999	10%	8%	8%	18%	9%	10%	9%
\$75,000 - \$99,999	14%	6%	3%	10%	6%	8%	9%
\$100,000 & up	0%	0%	0%	7%	0%	1%	0%
Total	13%	8%	14%	13%	9%	11%	7%
Median \$	75%	83%	42%	97%	86%	78%	114%
Average \$	83%	81%	61%	85%	81%	78%	91%
AVG \$/SF	83%	106%	61%	98%	89%	85%	98%

Source: City of Elmira; LandMax; Bergmann Associates; REALTOR.com; & RKG Associates, Inc.

Sales of homes in the \$50,000 to \$74,999 price range, averaged 6 sales per year in the Southside BOA, and represented about 10% of sales citywide in this price range, as shown in Table IV-15. Sales in the \$75,000 to \$99,999 price range averaged about 3 sales per year in the study area, ranging between 1 sale (2010) and five sales (2008), and accounting for 12% average sales activity in the study area. Citywide sales in the \$50,000 to \$74,999 price range account for nearly 17% of average sales activity.

Sales of homes priced at \$100,000 or more totaled one sale over the last five years, and represented less than 1% of average single-family sales activity in the study area. Activity at this price range citywide averaged about 7% of single-family home activity.

Referring to Table IV-15, the median sale value in the study area (\$40,000) was nearly 22% lower than indicated citywide (\$51,000) and in both cases the median indicated in the last 2 year

was higher than the 5-year median. The data in Table IV-15 indicates that the residential market in Elmira and the study area has strengthened since a low point in 2010, which is reflected in higher median prices of current listings in both areas.

2. Two-Family Sales

Sales of two-family properties in the study area averaged about 8 sales per year over the last five years, ranging from 5 (2012) to 11 (2008 and 2009), as shown in Table IV-16. About half of the two-family sales were in the \$1,000 to \$24,999 price range, and another 40% were in the \$25,000 to \$49,999 price range, while the number of sales of two family properties for \$50,000 or more averaged about one sale per year in the study area.

Table IV-16 - Elmira & Southside BOA: Sales of Two-Family Homes by Price Levels

Southside BOA: Two-Family Sales						
Sept-Aug	2008	2009	2010	2011	2012	Ann AVG
\$1,000 - \$24,999	7	3	4	6	2	4
\$25,000 - \$49,999	3	7	2		1	3
\$50,000 - \$74,999	1	1		1	1	1
\$75,000 - \$99,999						
\$100,000 & up					1	0
Total	11	11	6	7	5	8
% Change	--	0%	-45%	17%	-29%	
Median \$	\$21,000	\$27,000	\$14,750	\$18,000	\$25,500	\$23,750
% Change	--	29%	-45%	22%	42%	
Average \$	\$26,475	\$29,973	\$17,500	\$23,214	\$42,529	\$27,527
AVG \$/SF	\$11	\$14	\$8	\$10	\$19	\$12
City of Elmira: Two-Family Sales						
Sept-Aug	2008	2009	2010	2011	2012	Ann AVG
\$1,000 - \$24,999	33	30	26	27	26	28
\$25,000 - \$49,999	28	24	12	11	18	19
\$50,000 - \$74,999	26	5	5	8	14	12
\$75,000 - \$99,999	4	1	4	1	1	2
\$100,000 & up	1			1	2	1
Total	92	60	47	48	61	62
% Change	--	-35%	-22%	2%	27%	
Median \$	\$36,750	\$24,000	\$19,500	\$22,000	\$29,900	\$26,000
% Change	--	-35%	-19%	13%	36%	
Average \$	\$38,495	\$28,356	\$28,216	\$29,263	\$34,467	\$32,715
	\$17	\$13	\$13	\$13	\$15	\$14
Southside BOA as % of City of Elmira						
Sept-Aug	2008	2009	2010	2011	2012	Ann AVG
\$1,000 - \$24,999	21%	10%	15%	22%	8%	15%
\$25,000 - \$49,999	11%	29%	17%		6%	14%
\$50,000 - \$74,999	4%	20%		13%	7%	7%
\$75,000 - \$99,999						0%
\$100,000 & up					50%	25%
Total	12%	18%	13%	15%	8%	13%
Median \$	57%	113%	76%	82%	85%	91%
Average \$	69%	106%	62%	79%	123%	84%
AVG \$/SF	68%	113%	64%	79%	128%	86%

Source: City of Elmira; LandMax; Bergmann Associates; REALTOR.com; & RKG Associates, Inc.

The median price of two-family homes in the study area over the five year period was less than \$24,000 as shown in Table IV-16, ranging from \$14,750 (2010) to \$27,000 (2009). The median value of 2012 sales (\$25,500) was 42% higher than in 2011. Comparing the median value of two-family sales (\$23,750) over the last five year in the Southside BOA, to that of a single-family home (\$40,000) indicates a 40% difference for two-family homes.

As shown in Table IV-16, sales activity of two-family homes in the study area over the last five years account for 13% of two-family sales citywide. This average indicates that the study area is capturing its fair share of citywide activity. The annual turnover rate of two-family homes is about 4% of the supply in the study area.

Referring to Table IV-16, the median price of a two-family sale in the study area (\$23,750) over the last five year was about 9% lower than citywide (\$26,000). The discounts in the last three years, however, were higher. The overall average value per unit ranged from \$12,000 to \$13,000 per unit, and between \$12 and \$14 per square foot.

3. Three-Family Sales

Over the 5-year period, 4 sales of three-family were identified in the Southside BOA, which represented about 10% of citywide activity during this period. As shown in Table IV-17, the median price of these sales was almost \$69,000 or \$23,000 per unit. This median value was 74% higher than indicated citywide (\$39,500 or \$13,200/unit).

Table IV-17 - Elmira & Southside BOA: Sales of Three-Family Homes by Price Levels

Southside BOA: Three-Family Sales						
Sept-Aug	2008	2009	2010	2011	2012	Total
\$1,000 - \$24,999						
\$25,000 - \$49,999		1				1
\$50,000 - \$74,999	1					1
\$75,000 - \$99,999	1			1		2
\$100,000 & up						
Total	2	1		1		4
Median \$	\$69,593	\$40,000		\$83,000		\$68,753
Average \$	\$69,593	\$40,000		\$83,000		\$65,546
AVG \$/SF	\$22	\$11		\$20		\$19
City of Elmira: Three-Family Sales						
Sept-Aug	2008	2009	2010	2011	2012	Total
\$1,000 - \$24,999	1	2	1	6	6	16
\$25,000 - \$49,999	3	3	1	1	2	10
\$50,000 - \$74,999	1	2	3	2	1	9
\$75,000 - \$99,999	2			1		3
\$100,000 & up	2					2
Total	9	7	5	10	9	40
% Change	--	-22%	-29%	100%	-10%	
Median \$	\$54,505	\$40,000	\$56,950	\$20,375	\$22,000	\$39,500
% Change	--	-27%	42%	-64%	8%	
Average \$	\$64,548	\$37,886	\$51,480	\$29,896	\$26,264	\$40,972
AVG \$/SF	\$19	\$13	\$20	\$10	\$9	\$14

Source: City of Elmira; LandMax; Bergmann Associates; REALTOR.com; & RKG Associates, Inc.

Referring to Table IV-17, sales of three-family homes citywide averaged about 8 sales per year over the last five years, however, the median prices in the last two years were more than 60% lower than in 2010 (\$56,950). The overall average value per building square foot was \$14/SF citywide from these sales ranging from \$9/SF (2012) to \$20/SF (2012). In the study area, the overall average was \$19/SF, and 35% higher than indicated in the City.

4. Apartment Sales

Over the five year period, there were 12 sales of apartment buildings (with 4 to 6 units) in the Southside BOA representing about 18% of sales citywide. As shown in Table IV-18, almost half the sales in the study area occurred in 2012, having a median value of \$13,500 per unit, which was similar to the median value per unit over the 5-year period. The average value per building square foot was \$11 both in 2012 and over the 5-year period. In comparison, the median value in 2012 citywide was \$12,000 per unit and \$11,750 per unit over the 5-year period.

Table IV-18 – Southside BOA & Elmira: Summary of Apartment Sales (4 to 6 units)

Southside BOA		# of Sales by Price Range					
Range in Sale Price	2008	2009	2010	2011	2012	Total	
\$1,000 - \$24,999			1	1	1	3	
\$25,000 - \$49,999				1		1	
\$50,000 - \$74,999		1			5	6	
\$75,000 - \$99,999							
\$100,000 & up	2					2	
Total	2	1	1	2	6	12	
		# of Units by \$/Unit Range					
Range in \$/Unit	2008	2009	2010	2011	2012	Total	
\$100 - \$4,999			4	4	5	13	
\$5,000 - \$9,999							
\$10,000 - \$14,999		5			13	18	
\$15,000 - \$19,999					8	8	
\$20,000 & up	10			4		14	
Total	10	5	4	8	26	53	
Median \$/unit	\$30,783	\$11,400	\$1,313	\$12,375	\$13,500	\$13,500	
AVG \$/Unit	\$29,490	\$11,400	\$1,313	\$12,375	\$11,730	\$14,361	
AVG \$/SF	\$20	\$13	\$1	\$7	\$11	\$11	
City of Elmira		# of Sales by Price Range					
Range in Sale Price	2008	2009	2010	2011	2012	Total	
\$1,000 - \$24,999	2	1	4	6	7	20	
\$25,000 - \$49,999	3	2	1	3	3	12	
\$50,000 - \$74,999	4	2	1	2	9	18	
\$75,000 - \$99,999	3	2	1	1	4	11	
\$100,000 & up	4	2				6	
Total	16	9	7	12	23	67	
		# of Units by \$/Unit Range					
Range in \$/Unit	2008	2009	2010	2011	2012	Total	
\$100 - \$4,999	8	5	5	26	33	77	
\$5,000 - \$9,999	9	4	4	9	4	30	
\$10,000 - \$14,999	8	9	13	9	37	76	
\$15,000 - \$19,999	12	10	6	4	26	58	
\$20,000 & up	31	14	14	4	4	67	
Total	68	42	31	52	104	297	
Median \$/unit	\$17,688	\$14,250	\$5,875	\$6,325	\$12,000	\$11,750	
AVG \$/Unit	\$18,209	\$7,895	\$7,895	\$7,442	\$10,485	\$12,159	
AVG \$/SF	\$15	\$12	\$6	\$6	\$9	\$10	

Source: City of Elmira; LandMax; Bergmann Associates; REALTOR.com; & RKG Associates, Inc.

Referring to Table IV-18, three sales in the study area containing 14 units indicated an average unit value of \$20,000 per unit or more, representing 26% of the total number of units. Citywide sales with unit value of more than \$20,000 per unit totaled 67 units and represented 23% of the units sold. Approximately 26% of the units sold had a value of less than \$5,000/unit citywide, including 13 units (17%) in the Southside BOA, which accounted for 23% of the units sold.

5. Conclusion

The residential for-sale market is showing signs of improvement in the County as well as in the Southside BOA, as pricing in 2012 was higher than in prior year. However, for-sale pricing in the study area is typically below that experienced in the City of Elmira. The median sale price of single-family homes in the study area increased to \$48,350 in 2012 but was 14% lower than citywide (\$56,500). Similarly, median sale price of two-family properties in the study area was \$25,500 in 2012 and 15% lower than citywide. The median value for a 2-family property was 47% lower than for a single-family property, and on a per unit basis, the median from two-family sales equates to \$12,750 per unit, which is 29% lower than the “very low” threshold in the prior residential economic rating analysis. A strategy to reduce the density of small multi-family properties should be considered as a means to improve the values of single-family homes.

E. Rental Market Characteristics

RKG reviewed various on-line apartment listings such as Craigslist.com and Rent.com in order to understand supply and pricing characteristics. A sample of over 250 listings was obtained and the data was tabulated by geography and size of unit as summarized in Table IV-19. For comparison purposes, the Fair Market Rent (FMR) for FY-2013 in the Elmira Metropolitan Statistical Area (MSA) as determined by the US Department of Housing and Urban Development (HUD) is exhibited. The FMR is the basis on which Section 8 rents are determined, and typically factored at a 50 percentile ratio. The following highlights key findings from a review of the data.

- A sample of seven studio (0-bedroom) listings were found, including 2 in the Southside BOA where gross rents ranged from \$325 to \$400 per month, and the median was about \$363. This median rate was 14% lower than indicated from the sample in Elmira (\$420), and 21% lower than indicated for Chemung County (\$460). It was also 22% lower than the FMR for this apartment type.
- Three listings of one-bedroom apartments were identified in the study area, ranging in rent from \$575 to \$850 per month, and the median was \$595, similar to that in Elmira (\$595), where the range was broader, but 3% lower than indicated for Chemung County (\$613). The BOA one-bedroom median was 6% higher than the FMR for one-bedroom units.
- Four listings of two-bedroom units were identified in the study area, ranging from \$550 to \$850 per month, and the median was \$625. This median was 7% lower than indicated in Elmira (\$675), and 19% lower than in Chemung County (\$768). It was also 15% lower than the FMR (\$736).
- One listing of a three-bedroom unit was in the study area that had a rent of \$775, which was 3% higher than the median in Elmira (\$755) and 3% lower than the Chemung County (\$800). It was also 18% lower than the FMR (\$943) for three-bedroom units.

- No listing for four-bedroom apartments were identified in the study area, but 15 were available in Chemung County, including 11 in Elmira, where asking rents ranged from \$700 to \$1,450, and a median of \$895, which was 22% lower than in Chemung County (\$1,150).

Table IV-19 – Southside BOA & Comparative Areas: Asking Rents by Bedrooms (Jan. 2013)

	0-Bdrm	1-Bdrm	2-Bdrm	3-Bdrm	4-bdrm	TOTAL
Fair Market Rent	\$467	\$561	\$736	\$943	\$1,057	\$736
Chemung Co						
Listings	7	68	104	62	15	256
Median	\$460	\$613	\$768	\$800	\$1,150	\$750
Low	\$325	\$400	\$395	\$570	\$700	\$325
High	\$695	\$995	\$1,295	\$1,600	\$1,450	\$1,600
City of Elmira						
Listings	4	42	47	39	11	143
Median	\$420	\$595	\$675	\$755	\$895	\$700
Low	\$325	\$400	\$450	\$570	\$700	\$325
High	\$460	\$850	\$1,100	\$1,200	\$1,450	\$1,450
Southside BOA						
Listings	2	3	4	1		10
Median	\$363	\$595	\$625	\$775		\$585
Low	\$325	\$575	\$550	\$775		\$325
High	\$400	\$850	\$850			\$850

Source: US Dept HUD; Craigs List; Rent.com, etc.; & RKG Associates, Inc.

Other comments regarding rental data are;

- Most of the listings in this sample are reflective of the “informal” market for apartments in smaller buildings as compared to larger buildings or complexes. The rents range in price for each type due to a variety of factors such as the utilities a tenant would incur; location (neighborhood), age, condition, size of unit; lower or upper level; availability of off-street parking to name a few.
- The available units in the study area were typically in two-family buildings, and the upper end of the price range was reflective of listing in houses on Maple Avenue and/or units recently updated. In some case, the rent for a one-bedroom unit was the same as a two-bedroom unit, but heat and hot water were included in the one-bedroom unit as compared to the tenant paying for these utilities at the two-bedroom unit.
- Most listings required upfront security deposits, and background and credit statements for would-be tenants. In some instances, Section 8 tenants were welcomed. Also, some advertisements were targeted at construction workers in the gas drilling industries, and these had higher rents. One landlord reportedly stayed away from such tenants, since they were short-lived tenants that overcrowded units, and were “hard” on the units.
- Some of the rental units in Elmira and the Southside BOA are managed by small, hands-on “mom & pop” businesses that can maintain and even renovate properties at a less costly expense than having to hire it out.
- In instances where the size of a unit was given, average rental rates per square foot varied in Chemung County depending on number of bedrooms, such as \$0.95 (one-bedroom); \$0.82/SF (two-bedroom); \$0.65/SF (two-bedroom); to \$0.58/SF (four-bedroom), as

shown in Table IV-20. The overall average rate per SF in the City of Elmira (\$0.66/SF) was 17% lower than Chemung County (\$0.80/SF). These averages are well below levels needed to support new construction (\$1.20/SF to \$1.50/SF).

Table IV-20 – City of Elmira & Chemung County: Range in Rental Rates per Square Foot (SF)

	0-Bdrm	1-Bdrm	2-Bdrm	3-Bdrm	4-bdrm	TOTAL
Chemung Co.						
AVG Rent/SF	\$1.51	\$0.95	\$0.82	\$0.65	\$0.58	\$0.80
Low Rent/SF	\$1.02	\$0.56	\$0.46	\$0.34	\$0.42	\$0.34
High Rent/SF	\$1.74	\$1.70	\$1.61	\$1.10	\$0.69	\$1.74
City of Elmira						
AVG Rent/SF	\$1.02	\$0.89	\$0.64	\$0.51	\$0.55	\$0.66
Low Rent/SF		\$0.58	\$0.46	\$0.44	\$0.42	\$0.42
High Rent/SF		\$1.70	\$0.93	\$0.63	\$0.67	\$1.70
Source: Craigs List; Rent.com, etc.; & RKG Associates, Inc.						

1. Conclusion

The rental market also showed signs of improvement, although rental pricing in the Southside BOA was below that indicated citywide, which in turn was below that of the county. Most of the rental units in the Southside BOA were in the smaller multi-family properties, whose demand has decreased over the last decade, as renters' preferences have shifted toward larger, well-managed complexes with on-site amenities such as parking and yards. Many of the rental properties in the Southside BOA are densely packed within the various blocks and lack sufficient land area to provide on-site amenities. A strategy to improve the residential rental environment within the study area should be a key component of the revitalization plan, but would likely require more focus on density reduction and demolition in conjunction with significant renovation.

V. COMMERCIAL AND INDUSTRIAL REAL ESTATE CONDITIONS & INDICATORS

This chapter identifies conditions in the commercial and industrial real estate market in the Southside BOA in comparison to the City of Elmira and Chemung County. Nearly all of the large-scale, modern (post-1980) office and industrial development in Chemung County occurred at the Airport Industrial Park developed by the Chemung County Industrial Development Authority (IDA). The park and surrounding available land are easily accessible to I-86 (and clearly visible to passing motorists) and well removed from any residential development.

Chemung County also has three major industrial complexes that have been repositioned to varying success over the past decade for multi-tenant use. This includes the Center at Horseheads, a former army depot with over 1 million SF of warehouse/storage buildings and miles of railroad lines; the Chemung County Business Center, also in Horseheads, a former Toshiba/Westinghouse manufacturing plant with 0.8 million SF; and the Southern Tier Commerce Center in the neighboring Town of Southport, a 0.4 million SF former government facility. Much of the recent tenancy at these facilities is associated in part with the “fracking” industry.

Nearly all the modern retail/commercial development (3 million square feet) in Chemung County is also located along both sides of I-86 in the Town of Big Flats or in the neighboring Town of Horseheads, including the Arnot Mall with its four anchor stores; and more recently, Southern Tier Crossing, a 700,000 SF power center. This development has strengthened Chemung County position as a major regional destination for area consumers, including those in the Southside BOA, who are 10 to 15 minutes away, barring traffic.

A. Commercial and Industrial Uses in the Southside BOA

Approximately 81 acres in the study area is improved with 0.9 million SF of commercial and industrial buildings, which accounts for 21% of the acreage and 30% of building supply in the study areas, as shown in Table V-1. This building supply in the study area represents 13% of the citywide supply of commercial and industrial buildings (7.2 million), while the acreage represents nearly 15% of the commercial and industrial acreage citywide (322 acres).

Industrial (40%), retail (24%) and downtown row (12%) building area represent the largest commercial and industrial types in the Study Area, while office area (2%) represents the smallest component, followed by converted residence (4%). Retail buildings in the study area account for 38% of the citywide supply of retail stores, while commercial buildings are 16% of the citywide supply, and industrial buildings are 13% of the citywide supply. Downtown row buildings in the study area represent 15% of the citywide supply of downtown row buildings.

Food service building area in the study area represent approximately 4% of the commercial and industrial supply in the study area, but that supply accounts for nearly 21% of the food services buildings in the City. In a similar manner, the building area for automotive uses (including

convenience stores) accounts for 4% of the commercial/industrial supply in the study area, but 12% of this type of supply citywide. The office space in the study area represents 3% of the citywide supply of office space as shown in Table V-1. On the other hand, warehouse space in the study area accounts for 5% of the supply, and the warehouse space in the study area accounts for only 4% of the citywide supply.

Table V-1 - Southside BOA: Commercial/Industrial Characteristics by Type

Type	Parcels	Acres	Bldg SF	Total Assmt
Downtown Row	15	2.0	112,439	\$1,548,000
Food Services	12	3.2	41,469	\$1,386,000
Automotive	9	4.0	33,357	\$1,873,000
Retail Stores	4	19.9	224,159	\$9,628,000
Commercial Bldgs	13	5.1	45,693	\$2,307,000
Office	3	4.1	18,285	\$760,000
Converted Resid.	12	2.0	34,712	\$779,000
Warehouse	3	3.5	50,204	\$534,000
Industrial	10	23.7	387,195	\$6,114,700
Total	81	67.4	947,513	\$24,929,700
As % of BOA	7.2%	20.9%	29.9%	28.9%
% of BOA	Parcels	Acres	Bldg SF	Total Assmt
Downtown Row	18.5%	2.9%	11.9%	6.2%
Food Services	14.8%	4.8%	4.4%	5.6%
Automotive	11.1%	5.9%	3.5%	7.5%
Retail Stores	4.9%	29.6%	23.7%	38.6%
Commercial Bldgs	16.0%	7.5%	4.8%	9.3%
Office	3.7%	6.0%	1.9%	3.0%
Converted Res.	14.8%	2.9%	3.7%	3.1%
Warehouse	3.7%	5.2%	5.3%	2.1%
Industrial	12.3%	35.2%	40.9%	24.5%
Total	100.0%	100.0%	100.0%	100.0%
As % of City	Parcels	Acres	Bldg SF	Total Assmt
Downtown Row	14.7%	14.6%	14.9%	12.4%
Food Services	20.7%	18.8%	20.9%	19.5%
Automotive	16.7%	11.4%	11.6%	17.6%
Retail Stores	26.7%	33.1%	38.4%	36.1%
Commercial Bldgs	13.7%	23.0%	16.3%	32.5%
Office	3.6%	10.8%	3.0%	2.6%
Converted Resid.	14.3%	6.3%	13.4%	6.7%
Warehouse	4.7%	3.5%	4.1%	3.7%
Industrial	26.3%	15.8%	12.9%	17.2%
Total	13.6%	14.5%	13.1%	16.1%

Source: City of Elmira; Bergmann Associates; & RKG Associates, Inc.

Referring to Table V-1, the total assessment of commercial and industrial buildings in the study area represents 16% of the citywide assessment of commercial and industrial buildings. Retail stores in the study area contribute about 39% of the total commercial and industrial assessment, and also represent about 36% of citywide assessment for retail stores. Industrial properties contribute another 25% of the assessment in the study area, and represent 17% of the citywide assessment for industrial buildings. Commercial building contribute about 9% of the commercial and industrial assessment in the study area but these assessments represent almost 33% of the citywide assessment for commercial buildings.

In summary, the study area has a higher concentration of the citywide supply of retail stores, food services, commercial buildings, downtown row and converted residences than the study area's overall representation citywide. In contrast, certain uses within the Study Area such as office and warehouse space contribute sparingly to the citywide supply. The assessments of food service, retail and commercial buildings, automotive and industrial buildings in the study area are key contributors to the citywide tax base.

1. Commercial and Industrial Average Value Characteristics

The overall lot size for all commercial and industrial uses in the study area averages about 0.8 of an acre, and is similar to that indicated citywide, as shown in Table V-2. In the study area, retail stores, office, warehouse and industrial properties have higher average lot sizes than indicated overall, while food services, automotive, commercial buildings, converted residences and downtown row properties have a smaller average lot size.

Table V-2 – Southside BOA: Indicated Averages & Comparison of Commercial and Industrial Uses

BOA Averages				Full \$	Full \$
Type	Lot Size	Bldg SF	FAR	/Parcel	/Bldg SF
Downtown Row	0.1	7,496	1.31	\$114,667	\$15
Food Services	0.3	3,456	0.30	\$128,333	\$37
Automotive	0.4	3,706	0.19	\$231,235	\$62
Retail Stores	5.0	56,040	0.26	\$2,674,444	\$48
Comm. Bldgs	0.4	3,515	0.21	\$197,179	\$56
Office	1.4	6,095	0.10	\$281,481	\$46
Converted Res.	0.2	2,893	0.40	\$72,130	\$25
Warehouse	1.2	16,735	0.33	\$197,778	\$12
Industrial	2.4	38,720	0.37	\$679,411	\$18
Total	0.8	11,698	0.32	\$341,971	\$29
Citywide Averages				Full \$	Full \$
Type	Lot Size	Bldg SF	FAR	/Parcel	/Bldg SF
Downtown Row	0.1	7,417	1.28	\$135,675	\$18
Food Services	0.3	3,417	0.27	\$135,989	\$40
Automotive	0.6	5,347	0.19	\$219,012	\$41
Retail Stores	4.0	38,960	0.22	\$1,975,163	\$51
Comm. Bldgs	0.2	2,960	0.29	\$83,116	\$28
Office	0.4	7,356	0.38	\$389,438	\$53
Converted Res.	0.4	3,091	0.19	\$154,471	\$50
Warehouse	1.5	19,129	0.28	\$249,877	\$13
Industrial	3.9	79,263	0.46	\$1,038,921	\$13
Total	0.8	12,160	0.36	\$289,959	\$24

Source: City of Elmira; Bergmann Associates; & RKG Associates, Inc.

The overall commercial and industrial building size averages at approximately 11,700 SF, which is about 4% smaller than indicated citywide. Retail stores in the study area have the largest average size and are about 44% larger than indicated citywide. Industrial buildings in the study area have the next largest average building size, which are about 51% smaller than indicated citywide. Warehouse buildings in the study area are also about 13% smaller than citywide.

The average build-out as represented by the floor-area-ratio (FAR) of commercial and industrial buildings in the study area is 0.32, and is less dense than indicated citywide (0.36). Downtown row, converted residences, industrial and warehouse buildings had a higher FAR than the study area overall.

Referring to Table V-2, the full market value of commercial/industrial parcels in the study area averaged approximately \$342,000 and was 18% higher than the average indicated citywide. Retail stores in the study area had the highest average parcel value, and the lowest was for converted residences. The full value per building square foot was \$29/SF in the study area, and was 21% higher than indicated citywide (\$24/SF). Automotive (\$62) and commercial buildings (\$56) had the highest value per SF in the study area, followed by retail stores and office properties. The latter two were below that indicated citywide.

2. Vacant Land

The study area had 76 parcels classified as parking lots or vacant land totaling nearly 28 acres or almost 9% of the acreage in the study area. Approximately, two-thirds of vacant land acreage was classified as commercial and industrial, while 23% were residential and 10% parking lots. This supply of vacant land in the study area represented almost 5% of the citywide supply.

Table V-3 – Southside BOA: Vacant Land Characteristics by Type

Classification	Parcels	Acres	Total Assmt
Residential	37	6.5	\$122,100
Commercial	22	10.4	\$673,100
Industrial	6	8.1	\$95,300
Parking Lots	11	2.7	\$206,000
Total	76	27.8	\$1,096,500
% of BOA	6.7%	8.6%	1.3%
% of BOA	Parcels	Acres	Total Assmt
Residential	48.7%	23.4%	11.1%
Commercial	28.9%	37.5%	61.4%
Industrial	7.9%	29.2%	8.7%
Parking Lots	14.5%	9.8%	18.8%
Total	100%	100%	100%
As % of City	Parcels	Acres	Total Assmt
Residential	5.9%	2.5%	5.5%
Commercial	9.4%	6.9%	19.5%
Industrial	8.3%	5.5%	9.3%
Parking Lots	10.4%	7.2%	7.6%
Total	7.3%	4.7%	11.7%

Source: City of Elmira; Bergmann Associates; & RKG Associates, Inc.

The total assessment of the vacant land was \$1.1 million representing only 1% of the total assessment in the study area, but almost 12% of the assessment of vacant land citywide. This last finding suggests the vacant land in the study area maybe more valuable in terms of assessment than vacant land elsewhere in the city.

3. Vacant Land Average Size and Value Comparison

The average lot size of the vacant parcels in the study area is 0.4 of an acre, and had an average full value of \$16,000. This indicated an average value of about \$44,000 per acre, or \$1/SF of land area, as shown in Table V-4. Parking lots had the highest average value per acre and per land SF basis, followed by vacant commercial parcels. The latter was nearly 3 times higher than indicated citywide, while the former was only 5% higher. Industrial land in the study area was also about twice the average value per acre than wide.

Table V-4 – Southside BOA: Indicates Averages of Vacant Land & Citywide Comparison

BOA Averages		Full \$/ Parcel	Full \$/ Acre	Full \$/ Land-SF
Type	Lot Size			
Residential	0.2	\$3,667	\$20,844	\$0.48
Commercial	0.5	\$33,995	\$71,743	\$1.65
Industrial	1.4	\$17,648	\$13,061	\$0.30
Parking Lots	0.2	\$20,808	\$83,769	\$1.92
Total	0.4	\$16,031	\$43,868	\$1.01
Citywide Averages		Full \$/ Parcel	Full \$/ Acre	Full \$/ Land-SF
Type	Lot Size			
Residential	0.4	\$3,920	\$9,518	\$0.22
Commercial	0.6	\$16,369	\$25,247	\$0.58
Industrial	2.1	\$15,736	\$7,655	\$0.18
Parking Lots	0.4	\$28,551	\$79,980	\$1.84
Total	0.6	\$10,055	\$17,536	\$0.40

Source: City of Elmira; Bergmann Associates; & RKG Associates, Inc.

1. Commercial Building Sales

Table V-5 identifies commercial and industrial building sales in the Southside BOA over the last five years. Five sales of food-service properties occurred and ranged in price from \$44,500 to \$306,000. The average price per square foot of building area was \$35/SF, ranging from \$12/SF to \$159/SF.

Two sales of automotive properties occurred ranging from \$205,000 to almost \$655,000, and indicated a value per square foot of \$62/SF to \$158/SF, the low-end representative of a car-wash facility while the high-end was a full service garage.

One sale of a 16,100 SF warehouse building occurred and indicated a price of \$2/SF. One office buildings of 1,500 SF also occurred in October 2008 for \$65,000 and indicted a price of \$43/SF.

One downtown row building with 3,550 SF transferred \$1,000 in January 2011, indicating a price of less than \$1/SF.

Three sales of converted residences occurred in the Southside BOA over the last five years that ranged in price from \$20,000 to \$90,000. These sales indicated a price per square foot range of \$7 to \$28/SF and averaged at \$18/SF.

Three sales of commercial buildings occurred in the Southside BOA over the last five years, ranging in price from \$70,000 to \$137,000. The indicated price per square foot ranged between \$29/SF to \$43/SF, and the average was \$35/SF.

Table V-5 – Southside BOA: Commercial & Industrial Building Sales (2007 – 2012)

PID	Owner Name	Address	Type	Acres	Bldg SF	Date	Sale Price	\$/B SF
99.15-5-28	Bitter End Solutions LLC	600 Main St S	Bar (FS)	0.2	6,028	10/2007	\$114,000	\$19
99.12-1-2	Simons, Doris J	501 Erie St	Restaurant (FS)	0.2	5,715	10/2008	\$70,000	\$12
100.09-2-7	Ward, Alberta	416 Luce St	Bar (FS)	0.3	1,920	1/2010	\$60,000	\$31
99.11-7-47	Elmira Real Properties Inc	411 Main St S	Fast Food (FS)	0.4	1,920	2/2010	\$306,000	\$159
99.07-5-35	Cantando, Nicholas F	106 Pennsylvania Ave	Bar (FS)	0.1		5/2011	\$44,500	
		5	Food Service	1.2	15,583		\$594,500	\$35
99.08-3-10	Monro Muffler Brake Inc	211 Pennsylvania Ave	Automotive	0.4	4,144	11/2008	\$654,297	\$158
99.07-7-1	Knapp Car Wash Inc	301-307 Main St S	Car Wash	0.4	3,300	10/2010	\$205,000	\$62
		2	Automotive	0.8	7,444		\$859,297	\$115
99.08-5-14	Robinson, Elwin	201 Lake Ave	WHS/Storage	0.6	16,105	2/2009	\$35,000	\$2
99.11-7-48	Spodek, J Leonard	418 Main St S	Office	0.4	1,500	10/2008	\$65,000	\$43
99.07-5-4	Tower Intercontinental LLC	57 Main St S	Downtown Row	0.1	3,553	1/2011	\$1,000	\$0
99.08-4-63	Croteau, Bonnie A	400 Maple Ave	Converted Res.	0.2	2,657	3/2011	\$50,000	\$19
99.07-5-3	Sahanan, Paramjit	55 Main St S	Converted Res.	0.1	2,956	9/2011	\$20,000	\$7
99.08-4-66	Capriotti, James	410 Maple Ave	Converted Res.	0.2	3,194	3/2012	\$90,000	\$28
		3	Converted Res.	0.5	8,807		\$160,000	\$18
99.07-4-12	Hartman, Bokyoung	112 Main St S	Comm. Bldg	0.1	2,925	12/2007	\$85,000	\$29
99.11-3-8	Lamb, Patricia	175 Boardman St	Comm. Bldg	0.2	3,208	7/2008	\$137,000	\$43
100.09-2-2	751 Holding Corp	753 Maple Ave	Comm. Bldg	0.2	2,250	5/2011	\$70,000	\$31
		3	Comm. Bldg	0.5	8,383		\$292,000	\$35
		16	Total	4.1	61,375		\$2,006,797	\$33
Source: City of Elmira; LandMax; Bergmann Associates; REALTOR.com; & RKG Associates, Inc.								

2. Vacant Land Sales

Sales of sixteen vacant land parcels in the Southside BOA was identified over the last five years, including six sales of residential parcels, one industrial parcel and nine commercial parcels. As shown in Table V-6, the residential parcels had an average sale price of \$12,100 per acre, ranging from \$5,200 per acre to more than \$25,000 per acre.

The one industrial parcel purchased for the Howell Packaging facility in October 2007 had a value of \$4,500 per acre for the 7.8-acre site.

The price per acre indicated from the nine commercial land sales ranged from \$1,300 to over \$212,000/acre. The high-end is reflective of a recent sale for the Aldi's food store, and the low-end for a small site as part of LaFrance Equipment building. The average price of commercial land sales was \$112,700/acre, as shown in Table V-6.

Table V-6 – Southside BOA: Land Sales by Type (2008 – 2012)

PID	Owner Name	Addresses	Type	Acres	Date	Sale Price	Price/Acre
99.08-6-54	Simpson, John G	313-315 Brand St	Res	0.2	5/2008	\$3,500	\$19,956
99.12-4-30	De Freitas, Jose	251 Home St	Res	0.1	5/2008	\$1,500	\$13,207
99.12-6-23	Drew, Steven Donald	610 Keefe St	Res	0.1	1/2009	\$3,295	\$25,038
99.16-3-12	Stage, Alan L	855 Erie St	Res	0.1	4/2009	\$489	\$5,241
99.12-4-30	De Freitas, Jose	251 Home St	Res	0.1	3/2011	\$100	\$880
99.11-8-34	DePue, Dean A	57 Franklin St	Res	0.1	4/2012	\$400	\$2,917
			6 Res	0.8		\$9,284	\$12,143
99.12-10-1	F M Howell & Company	100 Miller St E	Ind	7.8	10/2007	\$35,000	\$4,512
99.07-5-88	Cesar, Wanedy	125 Gridley Ln	Comm	0.1	4/2008	\$5,610	\$55,927
99.12-2-44	Walburn, Mark S	205 Home St	Comm	0.1	4/2008	\$700	\$9,084
99.12-1-1	LaFrance Equipment	500 Erie St	Comm	0.4	8/2008	\$500	\$1,330
99.07-5-42	Swarthout, Duane S	133 Hudson St E	Comm	0.3	9/2008	\$7,000	\$23,226
99.07-5-10	3107 Group LLC	100 Chemung Pl W	Comm	2.2	5/2009	\$125,000	\$56,561
99.07-5-6	Elmira Urban Renewal Agency	116 Chemung Pl W	Comm	0.1	12/2009	\$2,800	\$21,680
99.07-5-62	Aldi's	100 Hudson St W	Comm	2.0	2/2010	\$426,488	\$212,500
99.07-5-88	Cesar, Wanedy	125 Gridley Ln	Comm	0.1	11/2011	\$604	\$6,021
99.07-5-62	3107 Group LLC-Family Dollar	114 Hudson St W	Comm	1.3	7/2012	\$175,000	\$134,823
			9 Comm	6.6		\$743,702	\$112,699
			16 Total	15.1		\$787,986	\$52,111

Source: City of Elmira; LandMax; Bergmann Associates; REALTOR.com; & RKG Associates, Inc.

B. Post 1990 Development Trends in the Southside BOA

This section identifies development activity of commercial and industrial properties in the Southside BOA between 1990 and 2011 by different periods, which is also compared to that developed in the City overall. The information in this section is based on assessor's records, namely the year-built field of different property types.¹¹ Map V-1 illustrates where it occurred within the Southside BOA.

According to the data in Table V-7, nineteen commercial and industrial properties were developed in the Southside BOA between 1990 and 2011, totaling 280,400 SF and utilizing almost 32 acres. In effect, the commercial and industrial expansion between 1990 and 2011 accounted for 47% of the commercial and industrial acreage, 30% of the building area and approximately 70% of the commercial and industrial assessment in the study area

Approximately 49% of the building development consisted of retail buildings, including 78% developed between 1995 and 1999 with the addition of the Tops Supermarket Plaza and Rite-Aid (formerly Eckerd) Drug Store. Two more retail buildings were added more recently including a Walgreens Drug Store in 2007 and a new Aldi's store in 2010.¹² This retail development accounts for over 60% of the total retail building area in the study area, and 41% of that built in Elmira during this period.

Three industrial building/additions were constructed over the 22-year period, including the new Howell Packaging facility in 2008. Industrial expansion totaled 97,000 SF and represented 35% of the post-1990 building development in the study area and also 35% of the citywide

¹¹ Commercial and industrial development activity in 2010 and later is identified separately since this activity is not included in the previous analysis.

¹² A Family Dollar store is also under-construction in 2012 but not included in the table.

development activity of industrial buildings between 1990 and 2011. Another 156,000 SF of warehouse buildings were constructed citywide between 1990 and 2011, however, none occurred in the study area. .

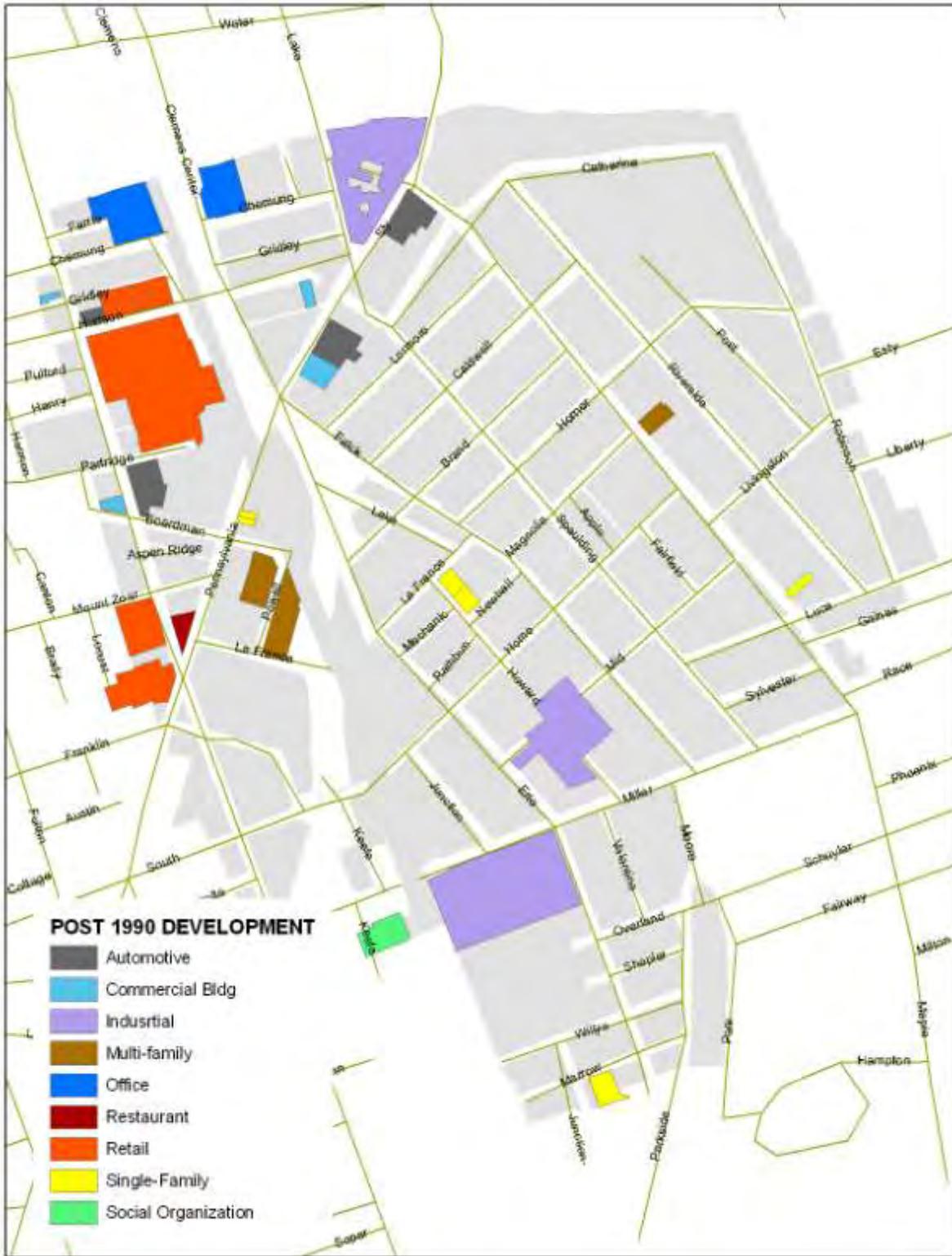
Table V-7 – Southside BOA: Post 1990 Commercial & Industrial Development by Type & Periods

	1990-1994	1995-1999	2000-2004	2005-2009	2010-2011	1990-2011 Total	% of Total	% of City 90-11	Total as % of BOA	Ann AVG (22-yrs)
Food Services		1				1	5%	20%	8%	0.0
Acres		0.4				0.4	1%	8%	12%	0.0
Bldg SF		1,920				1,920	1%	9%	5%	87
Full \$		\$234,444				\$234,444	1%	17%	15%	\$10,657
Automotive	1		2			3	16%	50%	33%	0.1
Acres	0.2		1.2			1.4	5%	34%	37%	0.1
Bldg SF	1,568		7,283			8,851	3%	53%	27%	402
Full \$	\$174,444		\$876,648			\$1,051,092	5%	51%	51%	\$47,777
Retail		2		1	1	4	21%	36%	100%	0.2
Acres		9.7		1.7	2.0	13.4	42%	34%	67%	0.7
Bldg SF		108,357		14,748	15,330	138,435	49%	41%	62%	6,989
Full \$		\$7,298,907		\$3,000,000	\$1,380,000	\$11,678,907	60%	45%	109%	\$593,587
Office			1		1	2	11%	13%	67%	0.1
Acres			1.0		2.1	3.2	10%	22%	25%	0.2
Bldg SF			3,400		8,374	11,774	4%	7%	64%	916
Full \$			\$155,616		\$757,778	\$913,394	5%	7%	108%	\$75,962
Commercial Bldgs	2	2	2			6	32%	43%	46%	0.3
Acres	0.4	1.2	1.6			3.3	10%	40%	65%	0.1
Bldg SF	2,792	10,225	9,382			22,399	8%	38%	49%	1,018
Full \$	\$138,889	\$977,778	\$711,111			\$1,827,778	9%	33%	79%	\$83,081
WHS/Storage			NONE				0	--	--	--
Industrial	1		1	1		3	16%	33%	30%	0.1
Acres	1.2		0.9	7.8		9.9	31%	48%	42%	0.5
Bldg SF	9,600		20,005	67,424		97,029	35%	35%	25%	4,410
Full \$	\$164,698		\$340,231	\$3,101,111		\$3,606,040	19%	58%	59%	\$163,911
Total	4	5	6	2	2	19	100%	24%	23%	1
Acres	1.9	11.2	4.8	9.5	4.1	31.6	100%	26%	47%	1.6
Bldg SF	13,960	120,502	40,070	82,172	23,704	280,408	100%	27%	30%	13,823
Full \$	\$478,031	\$8,511,129	\$2,083,607	\$6,101,111	\$2,137,778	\$19,311,655	100%	33%	70%	\$974,974

Source: City of Elmira; Bergmann Associates; & RKG Associates, Inc.

Referring to Table V-7, one office project containing 3,400 SF was developed in the study area between 1995 and 1999, and another one in 2010 for the State Parole Board. These two projects accounted for 4% of the new building development in the study area, and 7% of the office development citywide since 1990. They also accounted for two-thirds of the office parcels in the study area, and more than doubled the office assessment in the study area.

Another 32% of the projects were commercial buildings containing 8% of the post-1990 commercial development, and included two buildings for automotive parts stores (AutoZone and Advance Auto). One project was for food-service, while three projects were for automotive uses, including a convenience store/gas station on Maple Street; a Jiffy Lube, and the Tops Fuel outparcel development. Map V-1 on the following page illustrates the types of uses and location of the post-1990 development within the Southside BOA.



Map V-1 – Southside BOA: Post-1990 Development by Type and Location

1. Conclusion

Approximately 280,400 SF of commercial and industrial development has occurred in the Southside BOA since 1990 representing approximately 27% of the 1.02 million SF developed citywide during that period. This indicates that the Southside BOA capture two times its representation of commercial and industrial building area (13%). Approximately 50% of the new development in the study area was for retail building, which accounted for 41% of that built citywide during this period.

Industrial development in the study area since 1990 accounted for 35% of that developed citywide, and almost 60% of the full value assessment. The industrial development within the study area came from the existing businesses and included a new location for Howell Packaging, and expansions at F.M. Howell and Company complex and Zeiser Wilber Vault, Inc. Approximately 15% of the commercial and industrial development in the City of Elmira between 1990 and 2011 occurred in warehouse-type buildings; however, none of this activity occurred in the Southside BOA. This finding suggests the study area may not have suitable locational attributes for this type of development.

New office development in the Southside BOA totaled nearly 11,800 SF and represented 4% of the new commercial and industrial development in the study area. Nearly all of this was a recent project (2010) for a specific end-user. This accounted for approximately 7% of the new office development citywide (159,000 SF). This finding suggests that office use in the Southside BOA may be improving as it captured twice its representation (3%), and be a target in the future.

C. Industrial Market Availabilities and Pricing

The following Table V-8 presents an inventory of industrial properties listings (as of January 2013) in the City of Elmira and the rest of Chemung County. These listing provide a general sense of for sale and for lease industrial properties in the County but none are located in the Southside BOA.

As indicated, there are 30 listings in Chemung County containing nearly 2.0 million square feet, and over 1.1 million SF is available for-sale or for-lease, or 56% of the listings. Approximately 26% of the available space (287,500 SF) in 18 properties is in the City of Elmira, indicating an availability rate of 62%, based on this sample. Available industrial properties in Elmira range in size from 3,700 SF up to 50,000 SF, whereas the largest availability (340,000 SF) in the sample is at the Chemung County Commerce Center where occupancy is reported at 60%.

Eight listings in Elmira have space of less than 10,000 SF as shown in Table V-8 and contain about 14% of the available industrial building area. Six properties have available space of 20,000 SF or more, and account for 64% of the available space. In Chemung County, there are three industrial properties with more than 180,000 SF available and combined (713,000 SF) account for 63% of the available industrial space.

When comparing the amount of available industrial and warehouse space in the City of Elmira (287,500 SF) to the building supply (4.2 million SF) indicates an availability rate of approximately 7%. However, if the building area of the major owner-occupants (2.3 million SF) is excluded, such as Kennedy Valve, Hilliard Corporation, Anchor Glass, and FW Howell to

name a few, the availability rate is approximately 15%. It also does not include other vacant and/or under-utilized industrial properties in the city not actively marketed.

Table V-8 – Inventory of Available Industrial Properties

Bldg Name	Address	City	Use	Bldg SF	Avail SF	% Avail	Year	Sale \$	\$/SF	Lease \$	Terms
Industrial Bldg	43 Industrial Park Blvd	Elmira	Ind (New)	3,700	3,700	100%	1984			\$9.00	NNN
Industrial Bldg	651 Erie Street	Elmira	Industrial	4,000	4,000	100%	1954	\$120,000	\$30	\$4.75	NNN
Industrial Space	103 Stowell Place	Elmira	Ind/Gar-M	19,000	4,285	23%	1950			\$7.46	Gross
Industrial Bldg	706 Benjamin Street	Elmira	Industrial	4,300	4,300	100%		\$176,000	\$41	neg	
Myers Bldg	453 E Clinton Street	Elmira	Off/Flex	4,300	4,300	100%		\$199,000	\$46	\$5.02	
Ind/WHS Bldg	709 Benjamin Street	Elmira	Ind/WHS	5,050	5,050	100%	1984			\$7.50	NNN
Myers Bldg	453 E Clinton Street	Elmira	Off/WHS	6,750	6,750	100%				\$3.02	
Fmr ACI Supply Co	736 Baldwin St	Elmira	WHS/Off	7,680	7,680	100%		\$235,000	\$31		
Sullivan Bldg	1219 Lackawanna Ave.	Elmira	Ind/Flex	12,400	12,400	100%		\$239,900	\$19	\$4.00	
Former XGEN Pharma	744 Baldwin Street	Elmira	Ind/LI	18,625	18,625	100%				\$6.50	Net
G.O. Wick Bldg	415 West Second St	Elmira	Off/WHS	19,064	19,046	100%		\$650,000	\$34		
Trinity Park-fmr Lincare	1300 College Avenue	Elmira	Off/Flex	100,000	13,000	13%	1999			\$9.00	NNN
Trinity Park-fmr Call Ctr	1300 Woodlawn Ave.	Elmira	Off/Flex		20,000	20%	1999			\$8.00	NNN
Frm Auto Dealer	2000 Lake Road	Elmira	Ind/Comm	24,765	24,765	100%	1970			\$6.00	NNN
Comm Bldg for Sale	904 E Church St	Elmira	WHS/Off	24,840	24,840	100%		\$330,000	\$13		
Warehouse Space	1120 Magee St	Elmira	WHS/Off	28,000	28,000	100%				\$5.00	Gross
Ind Bldg For Sale	409 William Street	Elmira	Ind/WHS	36,760	36,760	100%	1974	\$249,000	\$7		
Off/Ind Bldg	1580 Lake Street	Elmira	Ind/WHS	140,837	50,000	36%	1972			\$3.50	
Frm Wenzel Lndsp	169 Prescott Avenue	Elmira Height	Industrial	4,380	4,380	100%	2005			\$6.50	NNN
Industrial for lease	167 Fisherville Rd	Big Flats	Ind	7,985	7,985	100%				neg	
Ind. Bldg For Lease	131 Philo Road West	Horseheads	Ind/MFG	10,500	10,500	100%				\$6.00	NNN
Fmr Thompson & Johnson	3000 Lake Road	Horseheads	Ind/Comm	10,784	10,784	100%	1960	\$179,000	\$17	neg	
Elmira Floral Bldg	415 E Fourteenth	Elmira Height	Off/WHS	13,127	13,127	100%		\$105,000	\$8	\$8.00	
Ind. Bldg For Lease	133 Philo Road West	Horseheads	Ind/WHS	14,050	14,050	100%				\$5.50	NNN
Chemung Co. Bus. Ctr	200 Westinghouse Cl	Horseheads	IND/MFG	16,214	16,214	100%	1952			\$5.50	NNN
Industrial For Lease	117 11th Street East	Elmira Height	Ind/WHS	22,090	22,090	100%				\$5.50	NNN
Bldg/Lease For Sale	145 Philo Road West	Horseheads	Ind/WHS	27,700	27,700	100%		\$1,600,000	\$58	neg	
Southern Tier Comm. Ctr	1051 South Main St	Southport	Ind/WHS	373,000	180,552	48%				neg	
Fmr Schweizer/Sikorsky	1250 Schweizer Road	Big Flats	Ind/MFG	188,468	188,468	100%				\$2.00	NNN
Chemung Co. Bus. Ctr	200 Westinghouse Cl	Horseheads	IND/MFG	860,000	344,000	40%	1952			neg	
		Elmira	N=18	460,071	287,501	62%		\$2,198,900	\$19	\$5.52	
		Chemung Co	N=30	2,008,369	1,127,351	56%		\$4,082,900	\$25	\$4.18	

Source: LoopNet.Com; USRealty.com;Pyramid.com, & RKG Associates, Inc.

Referring to Table V-8, the overall range in asking rents is from \$2/SF at former Sikorsky property in Big Flats to \$9/SF for recently expanded building at the industrial park in Elmira. The indicated average asking rent from the sample in Elmira is over \$5.50/SF as compared to nearly \$4.20/SF in Chemung County. Eleven of the available industrial buildings are for-sale with an average price of \$24/SF, including eight buildings in Elmira with an average price of \$18/SF. Location, age and condition of a building, the amount of finished office area, are a few of the key differences in pricing.

1. Industrial Building Sales in Elmira

Table V-9 summarizes sales data of industrial buildings in the City of Elmira by type and period sold. Nine warehouse buildings sold having an average price of \$9/SF, ranging from \$3/SF (2009) to \$35/SF (2011). Five industrial buildings sold in the City of Elmira having an average price of \$12/SF ranging from \$10/SF (2012) to \$14/SF (2008). These sale prices appear less than the asking prices from the sample of available buildings. Sales of industrial/warehouse building in Elmira totaled 14 transactions over the five-year period, which suggests a 2-to-3 year sales period for the current for-sale offering in the city. Only one sale of a warehouse building occurred in the Southside BOA, as shown in Table V-5. This 16,100 SF warehouse building at

201 Lake Avenue transferred for \$35,000 in February 2009 indicating a price of about \$2.20/SF, below the low-end of the sales range indicated below.

Table V-9 – City of Elmira: Summary of Industrial/Warehouse Building Sales

Warehouse		Average Sale Indicator			
Sep-Aug	#	Acre	Bldg SF	Sale Price	\$/SF
2008	0				
2009	4	0.5	16,172	\$53,910	\$3
2010	0				
2011	2	1.7	7,250	\$255,000	\$35
2012	3	0.8	10,280	\$99,000	\$10
Total	9	0.9	12,225	\$113,627	\$9
Industrial		Average Sale Indicator			
Sep-Aug	#	Acre	Bldg SF	Sale Price	\$/SF
2008	2	0.9	14,073	\$197,500	\$14
2009					
2010					
2011	1	13.0	132,009	\$1,700,000	\$13
2012	2	2.2	26,656	\$267,500	\$10
Total	5	3.8	42,693	\$526,000	\$12

Source: City of Elmira; Bergmann Associates; LandMax; LoopNet.com; & RKG Associates, Inc.

2. Conclusions

The City of Elmira had almost 290,000 SF of available industrial space in 18 properties, which equates to an availability rate of approximately 15%. There is no available industrial space in the Southside BOA, since most of the industrial buildings are owner-occupied. Outside of the study area, there is an ample supply of available industrial space; however, much of it is aged and second-or-third generation space. Rental pricing for industrial space averages between \$4 and \$5/SF; and for-sale values average in the \$9 to \$12/SF range, although asking sale prices average in the \$19/SF to \$25/SF range.

D. Office Market Availabilities and Pricing

Listings of office space for-sale and for-lease are presented in Table V-10, noting nearly 387,400 SF available office space in Chemung County. Also included is one 11,700 SF office building in the Southside BOA that recently went vacant as its tenant (Creative Orthotics) recently relocated to a more modern building at Trinity Park in Elmira.

In total, 27 office listings were in Elmira containing over 285,500 SF of available space, or 74% of the available office space in the county. The available office space in Elmira ranged from less than 1,000 SF to more than 61,000 SF, although this building (a former US Post Office) needs extensive renovation, and is also proposed to be part of a proposed major redevelopment project (Elmira Regional City Center) whose status is reportedly on-hold at this time. There is also a 63,000 SF vacant office building at the Airport Industrial Park (325 Daniel Zenker Drive) built in 2000, which represents the largest offering of office space in the county.

Almost half the office listings in Elmira had space of 10,000 SF or less and these buildings accounted for 15% of the available office space. Fourteen other listings containing 183,800 SF had available space in the 10,000 SF to 25,000 SF range and accounted for 64% of the available

office space in the City. The former Post Office building in Elmira represented 22% of the available office space in the City.

In the rest of Chemung County, 10 listings containing nearly 102,000 SF of office space, and the largest space (63,000 SF) accounted for almost 62% of the office availabilities. Eight listings had available office space of less than 10,000 SF, while one listing had 15,000 SF available. In other words, Elmira and Chemung County had a multitude of office space available at different sizes; however, more than three-quarters of the available buildings were larger spaces with 10,000 SF or more.

When comparing the 285,500 SF of available office space in the City of Elmira to the 620,000± SF supply of office space, the availability rate is 46%. It would increase to 56% if key owner-occupant office buildings were eliminated such as St. Joseph's Hospital and Chemung Canal Trust buildings. In the Southside BOA, the office availability rate would be 19% when including converted residences, or 44% when factored on the office supply only (26,659 SF, adjusted to including the recently built State Parole office building of 8,374 SF).

Table V-10 – Inventory of Available/Vacant Office Properties

Bldg Name	Address	City	Use	Bldg SF	Avail SF	% Avail	Year	Sale \$	\$/SF	Lease \$	Terms
Creative Orthotics & Pros.	310 Pennsylvania Ave	SS BOA	Office	11,687	11,687	100%	1987	unk		unk	
Cole's Building	2005 College Ave	Elmira	Off/HC	785	785	100%		\$69,900	\$89		
Office For Lease	350 West Church Street	Elmira	Office	1,000	1,000	100%				\$11.50	
Office Space	170 14th Street East	Elmira	Office	3,480	1,905	55%				\$8.00	NNN
Office Space For Lease	307 E Water St	Elmira	Office	2,000	2,000	100%				\$6.00	
Office Space For Lease	650 Baldwin St	Elmira	Office	2,200	2,200	100%				\$14.00	
Office Space For Lease	104 W Second St	Elmira	Office	2,500	2,500	100%				\$4.78	
Office Bldg For Sale	309 Hoffman St	Elmira	Office	2,532	2,532	100%		\$259,900	\$103		
Defillippo Law Firm	250 E Water St	Elmira	Office	3,309	3,309	100%		\$319,000	\$96		
Office For Lease	702 Park Place	Elmira	Office	3,781	3,781	100%				\$8.73	
Office Space For Lease	231 West Water Street	Elmira	Office	4,150	4,150	100%				\$10.00	
Off/Ind Bldg	1580 Lake Street	Elmira	Office	140,837	5,387	4%	1972			\$9.00	NNN
REM Southern Bldg	222 William St	Elmira	Office	7,020	7,020	100%		\$95,900	\$14		
Frm Schriebman's Bldg	114-116 Baldwin St	Elmira	Office	10,320	10,320	100%		\$89,500	\$9		
Office For Lease	150 N Main St	Elmira	Office	50,000	10,600	21%				\$8.50	
Office For Lease	150 N Main St	Elmira	Off/Com		4,000	8%				\$5.00	
Office For Lease	150 N Main St	Elmira	Off/WHS		11,000	22%				\$3.00	
Historic Bldg	214 E Church St	Elmira	Office	12,000	12,000	100%		\$225,000	\$19		
111 Midtown Bldg	111 N. Main St	Elmira	Office	28,000	12,600	45%	1950	\$385,000	\$14	\$10.25	M Grs
Office Bldg For Sale	410-416 E Church St	Elmira	Office	12,603	12,603	100%		\$99,900	\$8		
Frm Bank Bldg	351 North Main Street	Elmira	Office	13,068	13,068	100%	1964	neg			
Office For Lease	306-310 E Church St	Elmira	Office	14,567	14,567	100%				neg	
Trinity Park-fmr Am. Cancer	1316 College Avenue	Elmira	Office	50,000	16,964	34%	1999			\$12.00	NNN
Office Bldg For Sale	451 E Market St	Elmira	Office	17,952	17,952	100%		\$125,000	\$7		
Hist. WHS Bldg	310 Academy Place	Elmira	Red. Proj.	18,240	18,240	100%	1860	\$55,000	\$3		
Fmr Am. Red Cros	911 Stowell Street	Elmira	Off/Flex	22,000	22,200	101%	1995	\$595,000	\$27		
Hist PO Bldg	200 East Church St	Elmira	Off/ReP	61,130	61,130	100%		\$350,000	\$6		
Office Space	2483 Corning Rd	Elmira Hgts	Office	520	520	100%				\$25.38	
Office For Lease	204 Gardner Road	Horseheads	Office	1,250	1,250	100%				\$8.16	
Professional Office Bldg	911 Pennsylvania Ave	Southport	Office	1,428	1,428	100%		\$99,500	\$70		
Wallin Bldg	416 E 14th Street	Elmira Hgts	Office	2,850	1,770	62%		\$93,500	\$33	\$7.11	
Stewart Agency Bldg	2205 College Avenue	Elmira Hgts	Office	18,765	1,930	10%	1972			\$14.00	Gross
Fmr Princiotta Bldg	2665 Corning Road	Horseheads	Office	8,500	3,000	35%	1968			\$9.75	NNN
Office Space	971 County Route 64	Big Flats	Office	5,670	5,670	100%	2007			\$15.00	NNN
Space for Lease	230 Colonial Drive	Big Flats	Office	8,364	8,364	100%	1996			\$12.00	
Office Space	343 Daniel Zenker Drive	Big Flats	Office	15,000	15,000	100%	2009			\$9.50	
Office Bldg For Lease	326 Daniel Zenker Drive	Big Flats	Office	63,000	63,000	100%	2000			neg	
		Southside BOA	N=1	11,687	11,687	100%		unk		unk	
		City of Elmira	N=27	495,161	285,500	58%		\$2,669,100	\$14	\$8.74	
		Chemung Co	N=37	620,508	387,432	62%		\$2,862,100	\$14	\$9.49	

For-sale asking prices ranged from \$3/SF to over \$100/SF and averaged at \$14/SF, as shown in Table V-10. The overall range in asking rents was from a low of \$3/SF to a high of more than \$25/SF, but generally, the range was from \$6/SF to \$10/SF and averaged around \$8.75/SF in Elmira to \$9.50/SF in Chemung County. Location, terms of the lease, size and condition of unit, influence pricing. Available office space in the Southside BOA is exhibited in Map IV-3, as part of the transitional properties in the study area.

1. Office Building Sales in Elmira

Sale from 17 office properties that occurred over the last 5 years is exhibited in Table V-11, as well as sales of 21 converted residences and 14 downtown row buildings. As shown, the overall average price per square foot ranged from \$9/SF (downtown row) to \$29/SF (office), and the average sizes of each type ranged from 4,100 SF (converted residences) to 6,530 SF (downtown row). This indicates that most of these building sales had a size of less than 10,000 SF, which seems contrary to the office availabilities listed earlier, where most of the available building sizes were 10,000 SF or larger. The average asking price (\$14/SF) of the for-sale office properties appears to be below the mid-point (\$19/SF) of these sales.

Table V-11 – City of Elmira: Sales of Office and Office Type Buildings

Office		Average Sale Indicator			
Sep-Aug	#	Acre	Bldg SF	Sale Price	\$/SF
2008	4	0.1	3,310	\$121,250	\$37
2009	7	0.3	7,861	\$224,500	\$29
2010					
2011	3	0.2	2,874	\$66,707	\$23
2012	3	0.1	2,405	\$48,000	\$20
Total	17	0.2	4,948	\$141,213	\$29
Conv. Residence		Average Sale Indicator			
Sep-Aug	#	Acre	Bldg SF	Sale Price	\$/SF
2008	4	0.3	4,872	\$88,245	\$18
2009	7	0.2	4,248	\$103,968	\$24
2010	3	0.5	3,911	\$83,167	\$21
2011	4	0.1	3,440	\$41,250	\$12
2012	3	0.1	3,770	\$38,333	\$10
Total	21	0.2	4,096	\$76,679	\$19
Downtown Row		Average Sale Indicator			
Sep-Aug	#	Acre	Bldg SF	Sale Price	\$/SF
2008	5	0.1	6,380	\$67,510	\$11
2009	2	0.1	9,837	\$112,500	\$11
2010	1	0.0	1,302	\$82,000	\$63
2011	3	0.1	4,796	\$27,500	\$6
2012	3	0.2	8,051	\$30,361	\$4
Total	14	0.1	6,530	\$58,438	\$9

Source: City of Elmira; Bergmann Associates; LandMax; LoopNet.com; & RKG Associates, Inc.

2. Conclusion

Office availabilities in Chemung County totaled 37 properties with over 380,000 SF including 280,000 SF in 27 parcels in the City of Elmira, representing 74% of the available space. About

half the listings in Elmira had available office space of less than 10,000 SF but these only accounted for 15% of the available building area, indicating the remaining 85% have more than 10,000 SF which is a very sizable inventory. The Southside BOA had one vacant office property with 11,700 SF representing about 4% of the available office properties in the City; however, this vacant office building indicated an availability rate of almost 64% in the study area, which would be higher than the 56% indicated citywide. Rental pricing ranged from \$5 to \$15/SF and average between \$8 and \$10/SF. Sale prices averaged between \$20 and \$30/SF; while for-sale asking prices averaged around \$14/SF.

E. Commercial/Retail Market Availabilities and Pricing

A sampling of 52 available and vacant retail/commercial properties in Chemung County as presented in Table V-12 indicated more than 550,000 SF either available for-sale/lease or vacant, including 131,000 SF (15%) in the Southside BOA, and another 23,000 SF (4%) in the Town of Southport, part of the consumer trade area analyzed earlier. Approximately 250,000 SF of available/vacant space is located in the City of Elmira (45%) of which 52% is located in the Southside BOA. This available/vacant space in the City of Elmira indicates a 24% vacancy rate, and 42% in the Southside BOA. Map IV-3 illustrates the available retail/commercial properties in the Southside BOA.

This sample of retail/commercial properties includes a wide variety of buildings type including mixed use properties with retail on the ground floor; restaurants; convenience stores; and retail/service space at neighborhood or community shopping centers. In the Southside BOA, six of the offerings are former restaurant properties ranging in size from 2,100 SF to 4,900 SF, including 5 properties that had no water usage, and therefore assumed vacant. The former Hollywood Video space (7,500 SF) has been available for a few-years at a current asking price of \$8/SF. The largest vacancy (90,000 ± SF) is at the former Dollar Foods Center on Eire Street, where Jim's Gym is the only tenant at this center. The location (and condition) of this neighborhood shopping center is relatively poor if not isolated, and continued use as retail is questionable given its occupancy 5%. This one property creates a 28% vacancy rate for the Southside BOA, and if not included the retail vacancy rate would decline to 18%.

In Southport, approximately 23,000 SF was available in five locations including space vacated by Dollar General for its new location across the street. In total, the consumer trade area for neighborhood services/retail in the Southside BOA has approximately 150,000 SF of available space, and it would be reduce to 40,000 SF with the elimination of the Dollar Foods center.

Table V-12 – Inventory of Available/Vacant Retail/Commercial Properties (January 2013)

Bldg Name	Address	City	Use	Bldg SF	Avail SF	% Avail	Year	Sale \$	\$/SF	Lease \$	Terms
Dunner's Pub	416 Luce St	SS BOA	Rest	2,100	2,100	100%	1920	\$120,000	\$57		
Vacant-No Water	112 S Main St	SS BOA	Ret/Rest	2,925	2,925	100%	1997				
Fmr Hi-Bar-No W	600 S Main St	SS BOA	Ret/Rest	3,074	3,075	100%	1950	\$55,000	\$18		
Posted "Unfit"-No Water	116-120 S Main St	SS BOA	Ret/Rest	3,958	3,958	100%	1945				
Vacant-No Water	212 S Main St	SS BOA	Ret/Rest	4,004	4,004	100%	1960				
Fmr Mandell's Rest-No W	601 Erie Street	SS BOA	Rest	4,877	4,877	100%	1979	\$125,000	\$26		
Fmr Hollywood Video	229 S Main Street	SS BOA	Retail	7,500	7,500	100%	1998			\$8.00	
Mixed Use For Sale	504 Pennsylvania Ave	SS BOA	Ret/Apt	7,591	7,591	100%		\$189,900	\$25		
Frm Dolllar Foods Center	826 Erie St	SS BOA	Retail	99,000	95,000	96%	1973			\$2.75	
Frn Wilson Farms	1412 Maple Ave	Southport	Ret/C-Str	1,305	1,305	100%				neg	
Bldg For Sale	912 Southport St	Southport	Retail	1,958	1,958	100%		\$59,900	\$31		
Valu Home Center	1105 Broadway	Southport	Retail	34,500	5,000	14%					unk
Southport Shopping Ctr	1141 Broadway	Southport	Retail	28,000	5,000	18%	1945				unk
Southtown Plaza	1600 Cedar St	Southport	Retail	80,706	10,000	12%	1965				unk
Fmr Big Daddys	1208 Davis St	Elmira	Rest	444	444	100%		\$25,000	\$56		
Comm Bldg For Sale	357 Davis St	Elmira	Retail	1,472	1,472	100%		\$42,500	\$29	\$5.30	
Central Hots Restaurant	2001 College Ave	Elmira	Rest	1,858	1,858	100%		\$325,000	\$175		
Flowers By Christopher	203 Hoffman St	Elmira	Retail	1,870	1,870	100%		\$289,000	\$155		
Garage/Home For Sale	1525 Cedar	Elmira	Ret/Apt	1,925	1,925	100%		\$109,900	\$57	\$9.97	
Retail Bldg For Sale	210 W Water St	Elmira	Retail	2,150	2,150	100%		\$69,000	\$32		
Restaurant For Sale	1157 North Main St	Elmira	Rest	2,650	2,650	100%		\$495,000	\$187		
Laundry Basket	356 Franklin St	Elmira	Retail	2,689	2,698	100%		\$165,000	\$61		
Frn Wilson Farms	503 Park Place	Elmira	Ret/C-Str	2,835	2,835	100%				neg	
Mixed Use For Sale	1301 College Ave	Elmira	Ret/Apt	2,892	2,892	100%		\$94,900	\$33		
Pal's Sporting Bldg	1327 College Ave	Elmira	Ret/Off	16,000	3,000	19%	2005			\$6.00	
College Edison Plaxa	2110 College Ave	Elmira	Retail	3,000	3,000	100%				\$8.60	M Gr
Mixed Use Bldg For Sale	403 Walnut St	Elmira	Ret/Apt	3,052	3,052	100%		\$114,900	\$38		
Frm Jean's Beans	1335 College Ave	Elmira	Ret/Baker	3,150	3,150	100%		\$69,000	\$22		
Frm Restaurant For Sale	650 Sullivan St	Elmira	Rest	3,406	3,406	100%		\$29,900	\$9		
Green Pastures	723 Madison Ave	Elmira	Rest/Apt	3,915	3,915	100%		\$72,000	\$18		
Redevelopment Project	393-397 W Water St	Elmira	Ret/Apt	16,000	4,000	25%	TBD			unk	
Tavern & Home For Sale	206-210 W Miller St	Elmira	Bar/Hm	4,000	4,000	100%		\$225,000	\$56		
Plaza for lease	205 College Avenue	Elmira	Retail	4,145	4,145	100%				\$5.00	NNN
Fortuna's Tavern	177 Eldridge	Elmira	Comm	4,361	4,361	100%		\$44,000	\$10		
Dollar General Plaza	1375 College Ave	Elmira	Retail	18,390	7,575	41%	1965			\$6.75	NNN
Mixed Use Bldg For Sale	468 W Second St	Elmira	Ret/Apt	7,688	7,688	100%		\$125,000	\$16		
Painted Lady B & B	520 West Water St	Elmira	B & B	7,833	7,833	100%		\$499,000	\$64		
City Zoo Plaza	2024 Lake Road	Elmira	Ret/C-Str	8,800	8,800	100%	1960	\$199,900	\$23	\$5.50	Gross
Redevelopment Project	104-114 W Water St	Elmira	Ret/Apt	47,500	10,000	21%	TBD			unk	
Retail Bldg Off Market	212-220 W Water St	Elmira	Retail	20,000	20,000	100%	1947	\$395,000	\$20	\$7.50	
Frm Table Time Rest.	485 Maple St	Big Flats	Rest	1,245	1,245	100%		\$149,900	\$120		
Fmr Wilson Farms	1857 W. Water St.	West Elmira	Ret/C-Str	1,523	1,523	100%				neg	
NY-PA Border C-Store	9 Main Street	Wellsburg	Ret/C-Str	1,920	1,920	100%	1971	\$215,000	\$112		
Fmr Sugar Creek Store	103 Sayre Street	Horseheads	Ret/C-Str	2,852	2,852	100%	1970			\$9.50	NNN
Fmr bar/rest For Sale	2335 NYS Route 352	WE/Big Flats	Ret/Rest	2,864	2,864	100%		\$64,900	\$23		
C-Store	2100 Grand Central Ave.	Horseheads	Ret/C-Str	3,000	3,000	100%	1972	\$379,000	\$126		
Tom Holleran's Auto	1776 Grand Central Ave	Elmira Heights	Retail	4,200	4,200	100%		\$259,900	\$62		
Retail/Service Ctr	1801 W. Water St.	West Elmira	Ret/Off	9,552	4,850	51%	1970			\$6.50	
Comm. Bldg For Sale	3021 Lake Rd	Elmira Heights	Retail	5,542	5,542	100%		\$164,995	\$30		
Big Flats Country Commons	950 County Route 64	Big Flats	Retail	185,000	10,935	6%				\$17.00	
Frm Ames @ Lake Hill Plaza	3162-3180 Lake Ave	Horseheads	Retail	140,678	103,480	74%				neg	
Big Flats Consumer Square	830 County Route 64	Big Flats	Retail	641,264	138,562	22%				neg	
		Southside BOA	N=9	135,029	131,030	97%		\$489,900	\$28	\$3.13	
		Southport	N=5	146,469	23,263	16%		\$59,900	\$31	unk	
		Elmira	N=35	327,054	249,749	76%		\$3,878,900	\$38	\$4.35	
		Chemung Co	N=52	1,473,163	553,985	38%		\$5,172,495	\$42	\$5.30	

Source: LoopNet.Com; USRealty.com; Pyramid.com, & RKG Associates, Inc.

Referring to Table V-12, the average for-sale price per square foot in the Southside BOA is \$28/SF and the average rental rate is over \$3/SF. In both cases this is lower than the City or the

County. Most of the available space are less than 10,000 SF, although one planned redevelopment project (104-114 W Water Street) in Elmira with an estimated 10,000 SF is exhibited, as well a nearby vacant building of 20,000 SF (212-220 W Water Street), representing the largest offerings/vacancies in the City.

In the rest of Chemung County, there are two offerings with over 100,000 SF including a vacant Ames Store (103,500 SF) and an empty Walmart Store (138,600 SF). Excluding these two offerings from the list plus the former Dollar Foods Center in the Southside BOA, reduces the available inventory to 217,000 SF in 49 properties, which is a sizeable amount of available commercial/retail space, especially in light of the recent addition of the Southern Tier Crossing power center (700,000 SF).

1. Commercial Building Sales

RKG identified 43 sales of commercial properties over the last five years, and aggregated them to different building types include 16 food-service sales; 11 automotive sales and 16 commercial building sales as summarized in Table V-13. The overall average price per SF ranged from \$24/SF for commercial buildings to \$35/SF for food-service buildings, and automotive sales averaged \$33/SF at the higher end of the range.

Table V-13 – City of Elmira-Summary of Commercial Building Sales

Food-Service		Average Sale Indicator			
Sep-Aug	#	Acre	Bldg SF	Sale Price	\$/SF
2008	3	0.5	8,602	\$155,167	\$27
2009	5	0.3	5,599	\$63,080	\$14
2010	4	0.5	3,121	\$343,250	\$110
2011	3	0.1	3,516	\$36,917	\$16
2012	1	0.6	2,710	\$35,000	\$13
Total	16	0.4	4,755	\$143,728	\$35
Automotive		Average Sale Indicator			
Sep-Aug	#	Acre	Bldg SF	Sale Price	\$/SF
2008	4	0.7	6,649	\$118,227	\$18
2009	2	0.4	2,702	\$338,649	\$125
2010					
2011	2	0.9	8,702	\$177,500	\$20
2012	3	0.7	9,503	\$354,635	\$37
Total	11	0.7	7,083	\$233,555	\$33
Commercial Bldgs		Average Sale Indicator			
Sep-Aug	#	Acre	Bldg SF	Sale Price	\$/SF
2008	6	0.3	3,060	\$124,500	\$41
2009	4	0.6	5,812	\$83,098	\$14
2010	0				
2011	1	0.2	2,250	\$70,000	\$31
2012	5	0.2	3,437	\$69,080	\$20
Total	16	0.3	3,815	\$93,425	\$24
Source: City of Elmira; Bergmann Associates; LandMax; LoopNet.com; & RKG Associates, Inc.					

2. Conclusion

Availabilities of retail/commercial space in Chemung County totaled 52 properties with over 550,000 SF including nearly 250,000 SF in 35 parcels in the City of Elmira, representing 45% of the available space. Approximately 52% of the available retail/commercial space is in the

Southside BOA, including a vacant neighborhood center with almost 100,000 SF. The adjacent Town of Southport also has 23,000 SF available in 5 properties, indicating the Southside retail market area has over 154,000 SF of available space, and accounts for 62% of the available space in Chemung County. The indicated commercial vacancy rate in the Southside BOA was 42% as compared to 24% for the City. If the large vacancy in the Southside BOA was eliminated, then the vacancy rate in the study area drops to 18%. The average for-sale price per square foot in the Southside BOA is \$28/SF and the average rental rate is over \$3/SF. In both cases this is lower than the City or the County.

F. Vacant Land Availabilities and Pricing

Listings of vacant land for sale and for lease are presented in Table V-14, noting over 400 acres available in Chemung County at 34 listings. This inventory includes seven parcels in the Southside BOA with 13.6 acres available including 4 City-owned sites containing 10 acres, and representing almost 75% of the available acreage in the study area. Other available site in the Southside BOA include a redevelopment site of land and buildings at 230 S Main St, a retail/restaurant pad site at 370 S Main St, and adjacent land next to the State Parole office at 100 W Chemung Place. These listing are included as transitional properties in Map IV-3.

Fourteen land listings are located in Elmira (including the study area) with the largest parcel of 8.5 acres located on East Church Street adjacent to the I-86 interchange. Reportedly, this site had been earmarked for a hotel project whose status remains unknown. Research indicated 3 listings containing 28 acres in the neighboring Town of Southport including 10 acres with frontage on South Main Street at the Southern Tier Commerce Center. Another listing containing 17 acres is proposed for industrial use.

Referring to Table V-14, the largest available site is 220 acres in Big Flats where Chemung County IDA is planning to expand its Airport Industrial Park. This one tract accounts for 55% of the available acreage in the County. A 5.9-acre parcel (Lot 7) remains available at the industrial park. Most of the available sites in the rest of Chemung County are in the 1 to 8 acre range, as compared to smaller parcels in Elmira and the Southside BOA.

Asking price per acre averages over \$62,000/acre in Chemung County, and \$53,000 in Southport. The asking price in the City of Elmira averages about \$240,000/acre, which is almost half that in the study area (\$470,000/are). Key characteristics such as location, size, wetlands, brownfields, topography, utilities and zoning (to name a few) can influence pricing.

Table V-14 – Inventory of Available Land For-Sale or Lease (January 2013)

Property Name	Address	City	Use	Acres	Sale \$	\$/Acre	Lease \$ Terms
Vacant Parcel	370 S Main St	SS BOA	Pad-Ret	0.8	unk		\$32,535
City Land-For Sale	416 Powell St	SS BOA	Land	0.9	unk		
Redevelop Opp	230 S Main St	SS BOA	RedOP	0.9	\$745,000	\$827,778	
Build-to-Suit/For Sale	100 W Chemung Pl	SS BOA	Land	2.0	\$595,000	\$303,571	
City Land-For Sale	101 W Henry St	SS BOA	Land	2.4	unk		
City Land-For Sale	400 Erie St	SS BOA	Land	2.9	unk		
City Land-For Sale	100 E Lafrance St	SS BOA	Land	3.8	unk		
Land For Sale	830 Walnut St	Elmira	Land	0.1	\$9,900	\$88,370	
Parking lot	713 West Gray St	Elmira	Land	0.2	\$29,900	\$158,294	
Lot near Wegmans	1216 Baldwin St	Elmira	Land	0.2	\$18,900	\$87,639	
Clark Property	104 W Second St	Elmira	Land-RdOp	1.8	\$195,000	\$108,333	
Commercial Land	182 E Washington Ave	Elmira	Land-Com	1.9	\$85,000	\$44,737	
Land/Built-to-Suit	East Church St	Elmira	Land	2.0	unk		
Land Near I-86	East Church St	Elmira	Land	8.5	unk		
Land with Farm	18 Sagetown Rd	Southport	Land/Frm	1.2	\$74,000	\$64,348	
Southern Tier Comm. Ctr.	1051 South Main St	Southport	Ld-For Lease	10.0			neg
Industrial Land	Cedar Street	Southport	Land-Ind	17.0	\$889,000	\$52,294	
Commercial Land	2382 Corning Road	Horseholds	Land-Comm	0.8	\$95,000	\$123,537	
Commercial Land	2196 College Avenue	Elmira Heights	Land-Comm	0.9	\$82,500	\$90,361	
Commercial Land	2392-98 Corning Road	Horseheads	Land-Com	1.1	\$95,000	\$90,476	
Land For Sale	Colonial Dr	Big Flats	Land	2.3	\$395,000	\$171,739	
Land For Sale	0 Daniel Zenker Drive	Big Flats	Land-Off	3.0	\$225,000	\$75,000	
Land For Sale	61 Fisherville Road	Big Flats	Land-Comm	4.0	\$495,000	\$123,750	
Former Agway Site	4115 Fairpoint Lane	Horseheads	Land/WHS	4.6	\$365,000	\$79,521	
Land-Dalrymple (P)	92 Colonial Drive	Horseheads	Land	5.0	\$1,175,000	\$235,000	
Lot 7 @ Airport Corp Park	0 Hunt Drive	Big Flats	Land	5.9	\$411,000	\$69,957	
Planned Unit Development	500R Gardner Road	Horseheads	Land	6.2	\$240,000	\$38,585	
Land For Lease	1041 County Route 64	Big Flats	Land-Retail	6.7			\$120,000 NNN
Planned Unit Development	500F Gardner Road	Horseheads	Land	7.1	\$340,000	\$47,887	
Parcel A-1	Maple Street	Big Flats	Land	7.5	\$175,000	\$23,333	
Parcel A-2	Maple Street	Big Flats	Land	8.2	\$145,000	\$17,597	
Land-Dalrymple	92 Colonial Drive	Horseheads	Land	12.7	\$1,714,500	\$135,000	
Office/Retail Project	Hibbard & D.Zenker Dr	Big Flats	Land	50.0	neg		
Airport Corporate Park South	Kahler Road	Big Flats	Land	220.0	\$11,000,000	\$50,000	
		Southside BOA	N=7	13.6	\$1,340,000	\$468,531	\$32,535
		Elmira	N=14	28.3	\$1,678,700	\$237,219	
		Southport	N=3	28.2	\$963,000	\$53,058	neg
		Chemung Co	N=34	402.4	\$19,594,700	\$62,308	\$120,000

Source: LoopNet.Com; STEG: USRealty.com;Pyramid.com, & RKG Associates, Inc.

1. Sales of Vacant Land

Sales transactions on vacant land in the City of Elmira are summarized in Table V-15 over the last five years by residential and commercial. As shown, 65 transactions of residential land have occurred and the average price was \$36,500/acre. Twenty-four commercial land transactions occurred and the average price with nearly \$61,000 per acre. Commercial land averaged between \$20,000 and \$201,000 per acre over the time period, while residential land ranged from \$6,000 to nearly \$120,000 per acre. As shown earlier in Table V-6, commercial land sales in the Southside BOA average at \$112,700 per acre during this 5-year period, which was almost twice that indicated citywide. Sale of residential land in the study area average \$12,150 per acre which was almost one-third less than indicated citywide.

Table V-15 – City of Elmira: Summary of Land Sales by Type (2008-2012)

Residential Land Sales							AVG \$
Sep-Aug	#	Acres	AVG Lot	Sale Price	AVG Price		/Acre
2008	16	2.9	0.18	\$334,809	\$20,926		\$116,658
2009	17	6.1	0.36	\$134,134	\$7,890		\$21,953
2010	8	2.0	0.26	\$75,550	\$9,444		\$37,034
2011	10	2.2	0.22	\$13,400	\$1,340		\$6,036
2012	14	2.8	0.20	\$28,300	\$2,021		\$10,071
Total	65	16.1	0.25	\$586,193	\$9,018		\$36,523
Comm/Ind Land Sales							AVG \$
Sep-Aug	#	Acres	AVG Lot	Sale Price	AVG Price		/Acre
2008	6	7.2	1.20	\$146,810	\$24,468		\$20,362
2009	5	2.8	0.55	\$142,037	\$28,407		\$51,277
2010	2	2.1	1.07	\$429,288	\$214,644		\$200,883
2011	2	0.2	0.12	\$21,362	\$10,681		\$89,008
2012	9	3.9	0.44	\$253,254	\$28,139		\$64,639
Total	24	16.3	0.68	\$992,751	\$41,365		\$60,998

Source: City of Elmira; LandMax; Bergmann Associates; REALTOR.com; & RKG Associates, Inc.

2. Conclusion

The Southside BOA has seven listings of vacant land containing 13.6 acres, including 4 city-owned parcels. This supply accounts for almost half the available acreage in the City of Elmira (28.3 acres) but only 3% of the available land supply in Chemung County. Most of the available land (220 acres) in Chemung County is being prepared by the local IDA for expansion of the Airport Industrial Park, which has attracted nearly all the major office and industrial development in the County over last 20 to 30 years. The available sites in the Southside BOA are small in comparison and do not have the same accessibility to the interstate as the other. In addition, the vacant sites in the Southside BOA are infill parcels and some irregularly shaped, and in most case in close proximity to the residential build-up and therefore not practical locations for modern large scale industrial/commercial users. Land pricing in the Southside BOA also appears higher than elsewhere in Chemung County. The supply of land at the industrial/business parks in the City of Elmira is very limited.

VI. MARKET SUMMARY AND REVITALIZATION RECOMMENDATIONS

A. Overview

This chapter reconciles the market and supply information with near-term demand indicators. A range of potential opportunities for the study area have been identified, recognizing that demand indicators are weak and oversupply characteristics are apparent in all sectors. This imbalance has in turn created low values, which do not feasibly support new construction except for specific end-users, and in those cases subsidies and/or grants may also be needed to cover potential “gaps”. Current low values also do not support high density development, as evident by the one-story construction that has occurred over the last twenty-years in the Southside BOA. This modern development is more “suburban” neighborhood-oriented than “urban” type; and therefore targeted density reductions should be considered zoning changes while seeking to upgrade amenities and quality of life services. The City of Elmira would need to identify a development entity to effectuate these actions and assist and spur private-sector would not have the impetus.

B. Residential Considerations

First priority should be the restoration of vitality within the residential sector throughout the Southside BOA. Sales and value data indicate limited feasibility for building new housing on a large scale without significant subsidies. Public housing subsidization would be required to target low-income households and rental assistance, which would not result in improving the “market-based” sector. As shown Table VI-1, the City and the Southside BOA experienced a net loss in housing units over the last two decade, despite some new construction. Median values and rents in 2012 are very low, and would likely continue at these low levels until the oversupply has been alleviated, both Citywide and in the Southside BOA. Also, demand for rental units in the smaller 2-to-9 unit properties has diminished due to increasing consumer preferences for apartment complexes in suburban settings with safety, convenience and recreation amenities.

Five-year forecasts are positive for both the City and the Southside BOA, and more so for households earning \$50,000 or more, as shown in Table VI-1, which should be a target group in the Southside BOA to help revitalize the neighborhoods. Growth of almost 50 households is forecasted over the next five years, which is relatively small, reflecting a 3% growth rate over the 5 years, or an average of about 10 households per year. Citywide, the forecasts of nearly 320 households with incomes of \$50,000 or more should help support the anticipated demand for the 150 or so new housing units in the planning phases in the rest of the City. Turnover of existing households would be another source of demand, and for owners that accounts for about another 20 to 30 households per year, and for renters another 25 to 35 households per year. The annual turnover in owner-occupied and renter-occupied households present an opportunity to remove substandard units from the housing supply in conjunction with new construction and rehabilitation.

The projected growth in the Southside BOA represents 29% of the current vacant housing supply, meaning that a strategy to continue to reduce the housing supply in the study area needs to be continued, as has occurred over the last twenty-or-so years. Statistically, if 60 additional housing units were removed, coupled with the forecasted growth, then a sustainable vacancy rate of 3% would be attained. When a vacancy rate reaches this level, the supply is considered more in balance, and values should stabilize and appreciation would likely begin depending on the economic cycle.

Table VI-1 – Southside BOA: Residential Supply Conditions & Households Forecasts (2016)

	City of Elmira		Southside BOA	
	Total	Ann. AVG	Total	Ann. AVG
1990 - 2010 Housing Trends				
Razed Units	(1,047)	(52)	(278)	(14)
New Units	141	7	34	2
Net Change	(906)	(45)	(244)	(12)
Vacant Units	1,322		158	
Vacancy Rate	10.7%		10.0%	
2012 - Median S/F Value	\$56,500			\$48,350
2012 - Median Gross Rent	\$700			\$585
5-Year Forecast of				
Households \$50,000 +	317	63	46	9
Owners	143	29	42	8
Renter	174	35	4	1
H' Holds \$50,000 + as % of				
Vacant Units	24%		29%	
Excess Vacant Units after				
H'hold Forecast [1]	(633)		(64)	
[1] Above a sustainable vacancy rate of 3%				
Source: US Census; DemographicsNOW; & RKG Associates, Inc.				

RKG presents the following recommendations that should be considered in order to help stabilize and improve the residential sector in the Southside BOA. These include:

- Zoning changes to eliminate multi-family uses in single-family neighborhoods; also eliminate residential uses in industrial areas, and zone multi-family areas for mixed-use.
- Density reduction through unit consolidation and selective demolition.
- Improve amenities and public spaces.
- Enhance buffers between commercial/industrial uses and residential neighborhoods.
- Strengthen the visual and character boundaries for residential neighborhoods.
- Reduce/divert truck/heavy traffic flow from residential streets/neighborhoods.
- Improve on-site parking for multi-family uses in key areas and reduce dependence upon on-street parking.
- Improve actual and perceived safety within the neighborhood and the City.
- Eliminate blighting influences and remove vacant/abandoned buildings.
- Market the advantages of the study areas and its proximity to various schools including Elmira City School District; Elmira Christian Academy; Holy Family Catholic School, and Notre Dame High School.

- Investigate the assembly of multiple multi-family properties in contiguous blocks for redevelopment under a single entity/management company.
- Evaluate the use/placement of a historic district.
- Provide newer product for age-in-place opportunities and empty-nester households (including renters) to retain demographic diversity in the neighborhoods.

C. Commercial/Industrial Considerations

The commercial and industrial market in the Southside BOA is somewhat mixed, with 30% of the commercial/industrial buildings developed over the last 20 plus years. The commercial and industrial assessment represents approximately 70% of the commercial/industrial tax base. Post-1990 supply represents approximately 27% of the development in the City of Elmira, indicating the study area captured twice its representative share of development. However, all new development was single-story structures, suggesting the construction of multi-level buildings is not supported by the location, available sites or marketplace, or a combination of these variables. This is supported by relatively low building values indicated from sales over the last five years.

1. Industrial Sector

The industrial market in the Southside BOA appears to be the strongest, with no noticeable vacancy. Recent expansion by local businesses accounted for 25% of the industrial building supply in the study area and 35% of the industrial expansion in Elmira over the last 20 plus years.

As indicated in Table VI-2, employment projections for future growth/demand of industrial buildings in the City of Elmira is relatively weak, as demand through 2020 represents at best 10% to 20% of the available supply. This finding suggests the City must be proactive in preparing a demolition and/or conversion strategy of any excess industrial buildings in order to correct imbalances and reduce/eliminate blighting influences on adjacent neighborhoods.

In conjunction with marketing sites for potential new users, RKG believes a strategy of reaching out to existing businesses in the Southside BOA to ascertain their immediate and future needs should be a priority. The study area has a strong core of businesses that are owner-occupants of most if not all the industrial buildings in the Southside BOA, and retaining these businesses should be a key focus of any redevelopment strategy, while encouraging their expansion and/or relocation. Southern Tier Economic Growth (STEG) may be able to assist with these efforts.

Table VI-2 - Southside BOA: Industrial Market Conditions and Forecasts (2020)

Industrial/Flex	City of Elmira	Southside BOA
Available Properties	18	0
Available SF	287,500	0
Availability Rate	15%	0%
New Bldg Demand (2020)		
Low Bldg SF	22,500	5,625
High Bldg SF	56,000	14,000
% of Available SF		
Low	8%	-N/A-
High	19%	-N/A-

Source: City of Elmira; LoopNet et al; NYSDOL; & RKG Associates, Inc.

Strategic recommendations for commercial/industrial properties include:

- Zoning changes to eliminate (grandfather) industrial/commercial uses from residential neighborhoods. In addition, residential uses should be eliminated from some commercial/industrial areas in order to improve buffers.
- Although vacant industrial site(s) in the Southside BOA have significant locational disadvantages for new outside users, they represent logical sites to support expansion and/or relocation of existing business.
- The market is not strong enough for a developer to speculate new building construction on vacant sites without an identified end-user. The site(s) are also relatively small (1 to 4 acres), in close proximity to residential neighborhoods, and not easily accessible to the Interstate. Therefore, the “market” would likely yield small scale, less desirable type developments such as contractor yards or perhaps self-storage, which should be avoided.
- A strategy that forces development to these site(s) should be considered that would allow some of these key businesses that lack appropriate buffers to the surrounding residential neighborhoods to relocate to better areas where buffers can be created. This however would require subsidies in order to make the relocation worthwhile to any business.

2. Office Sector

The office market in the study area is effectively limited to a handful of buildings, including one that recently went vacant as the business relocated elsewhere in the City. The new office building for the State Parole Board (8,400 SF) effectively increased the office supply in the study area (18,300 SF) by 46%, excluding any converted residences (34,700 SF). Due to the small supply in the study area (prior to a recent addition) the one vacant building indicated a 64% vacancy rate in the Southside BOA, while citywide the office availability rate exceeded 55%.

Table VI-3 – Southside BOA: Office Market Conditions and Forecasts (2020)

Office/Institutional	City of Elmira	Southside BOA
Available Properties	27	1
Available SF	285,500	11,687
Availability Rate	53%	64%
New Bldg Demand (2020)		
Low Bldg SF	115,000	11,500
High Bldg SF	280,000	28,000
% of Available SF		
Low	40%	98%
High	98%	240%

Source: City of Elmira; LoopNet et al; NYSDOL; & RKG Associates, Inc.

Employment projections to 2020 indicate the potential building demand for 115,000 SF to 280,000 SF of office/institutional space, and more than 90% is forecasted in the health care related sectors. The current supply of available office space equates to 40% to 100% of future demand for the City, however, not all the available supply is suitable for modern office use.

Fortunately, the vacant property in the study area is owned by St. Joseph's Hospital and efforts to contact them regarding re-tenanting should be a priority as well as encouraging a future expansion since this is a very visible site in the study area, and the health care sector is forecasted to experience most of the employment growth by 2020. Additional office development in the study area would be desirable over the long term but the likelihood is limited given the vast supply of available buildings in the City of Elmira.

Other recommendations to assist in attracting/retaining additional office use including:

- Zoning changes to create a separate “office/business” park location within the Southside BOA, including the St. Joseph's Hospital site. Long-term demand is likely for office-type uses, and the study area lacks a defined office area well-separated from residential build-up.
- Office uses should be eliminated from residential areas, and residential conversion can compete with small scale office development and eliminating or curtailing these opportunities should be considered.

3. Retail Sector

The retail/commercial market in the Southside appears strong as new construction is occurring and represents the only retail construction in the City at this time. The end-user (Family Dollar) however is not new to the neighborhood market area which includes the neighboring Town of Southport where it has two locations, and it is uncertain whether one would close as a result of the new store. The Southside BOA also has a major retail plaza of about 100,000 SF that is effectively closed except for one tenant. Also, a 7,500 SF building in a relatively good location has remained dark for the last few years after Hollywood Video closed. In addition, there are a number of restaurants that have closed in the study area and their properties are available.

Almost 150,000 SF of available retail/commercial space was identified in the Southside retail market area, including the 100,000 SF mentioned above. As shown in Table VI-4, supportable

demand for additional retail within the market area ranges from 15,000 to perhaps 30,000 SF including up to 8,000 SF of restaurants.

However, this supportable demand represents between 10% and 20% of the available/vacant supply in the market area. Assuming the 100,000 SF vacancy was removed, the resulting availability (54,000 SF) still exceeds the supportable demand. As evident by more recent construction activity, much of older supply is not well positioned to capture “new” demand.

RKG presents the following recommendations for the retail market sector to consider in the Southside BOA revitalization plan:

- Zoning changes to confine retail/commercial development to appropriate areas. The limited demand for retail uses requires the development of a high concentration of services and offerings to establish a critical mass of activity. Although the long term mix of uses is preferable, retail uses should be avoided in residential and industrial or office/business park zones to drive activity along South Main Street and Pennsylvania Avenue.
- Work with the owner of the former Dollar Foods Center (Erie Plaza) to reposition this property and find suitable location for its existing tenant. If necessary, the site should be land banked if immediate use is not apparent.
- Work with existing owners in marketing other available properties
- Encourage owner/brokers to define a specific area for restaurants/food services with a variety of offerings to establish a dining destination in the Study Area.

Table VI-4 – Southside BOA: Retail Market Conditions and Demand (2013)

Retail/Commercial	City of Elmira	Southside BOA [1]
Available Properties	35	14
Available SF	250,000	154,300
Availability Rate	24%	42%
Range in Supportable Demand		
Low Bldg SF	-N/A-	15,000
High Bldg SF	-N/A-	30,000
% of Available SF		
Low	-N/A-	10%
High	-N/A-	19%
[1] Southside BOA & Southport Retail Market		
Source: City of Elmira; LoopNet et al; Claritas & RKG Associates, Inc.		

4. Vacant Land

The Southside BOA has seven parcels of undeveloped land presently on the market as shown in Table VI-5, and all parcels have 4 acres or less of land and represent 100% of what is available. The City of Elmira also has another 6 parcels available with less than 4 acres, while one listing of less than 4 acres is available in Southport, and these 7 would compete with existing buildings in Southside BOA for market demand. Another 5 listings of parcels with less than 4 acres is available in the rest of Chemung County. As shown in Table VI-5, the vacant land listings in the

Southside BOA accounts for 21% of the total listings in the County, but only 3% of the total acreage available. In addition, there is over 2.0 million SF of available industrial (1.13 million SF); office (0.38 million SF) and retail/commercial (0.55 million SF) on the market and nearly all is value at a price below replacement value, indicating the demand for vacant land is not readily apparent.

Table VI-5 – Southside BOA: Supply of Vacant Land (2013)

Area	Listings		4 acres or less		% of County	
	#	Acres	#	Acres	#	Acres
Chemung County	34	402	19	29	56%	7%
City of Elmira	14	28	13	20	38%	5%
Town of Southport	3	28	1	1	3%	0%
Southside BOA	7	14	7	14	21%	3%
Source: LoopNet et al; Claritas & RKG Associates, Inc.						

Therefore, the City of Elmira must be patient regarding the future development of its vacant land. A land-bank strategy should be considered as a means to hold land for future opportunities as they become available. At issue are the potential “brownfields” associated with the vacant land in the study area whose clean-up costs make it more problematic to market than the “greenfield” sites in the rest of Chemung County. The marketability of existing brownfields that have been previously remediated may be enhanced through economic development incentive programs, and thus these sites may be the most likely to become developed in the near term.