



Central Industrial Corridor ReVITALization Plan

Brownfield Opportunity Area Pre-Nomination Study

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Section 1 Project Description and Boundary

1.1 Project Introduction

The City of Utica was awarded a grant under the NYS Brownfield Opportunity Area (BOA) Program to complete a Pre-Nomination Study for an approximate 1,100 acre study area. The study area/proposed BOA is characterized by over 50 potential brownfield sites located along the old Erie Canal and main railroad corridor in Utica and is referred to in this report as the “Central Industrial Corridor” or CIC.

The proposed Central Industrial Corridor is divided into four sub-areas based on land use patterns, and includes the following: Oriskany Street Corridor; Bagg’s Square District; Harbor District; and Broad Street Corridor. The BOA will be integrated with the recently adopted Master Plan as well as other revitalization plans developed over the past decade.

These properties were chosen due to identified past industrial activities and are therefore a source of environmental concern. The high possibility of contamination within the CIC will likely complicate or even prohibit future revitalization efforts without a strategic revitalization approach. The primary goal of participating in the BOA program and preparing a revitalization strategy is to eliminate or reduce impediments to reuse/redevelop these brownfield sites.

This Step 1 Report begins with an overview of the State’s BOA Program including the purpose, goals, objectives, different steps, and key outcomes. The next section includes a summary of the CIC BOA socio-demographic, land use, zoning and environmental conditions. The final section outlines the recommended revitalization techniques for the CIC BOA.

In accordance with the requirements of the BOA program, the Pre-Nomination Study will provide a preliminary description and analysis of the proposed BOA. Key project objectives include:

- > Identifying and providing a clear description and justification of a manageable study area and associated boundaries;
- > Establishing a community participation process to begin identifying a common vision for the area, including goals and objectives;
- > Identifying the multi-agency, private-sector, and other community partnerships necessary to inform the process and leverage assistance for revitalizing the community; and
- > Completing a preliminary analysis of the study area and preliminary recommendations to revitalize the area.

1.2 Introduction to the Brownfield Opportunity Area Program

The Brownfield Opportunity Area (BOA) program law of October 2003 provides grants and technical support to help municipalities and communities based organizations complete and implement revitalization strategies for neighborhoods or areas affected by brownfields or economic distress. BOA-funded projects may be reimbursed with assistance, up to 90% percent of the total eligible project costs. The NYS Department of State (DOS) administers the BOA program and it is their goal to work in partnership with local communities and organizations to develop and realize a community vision for development and revitalization.

In general, brownfields are dormant properties where contamination or perceived contamination has impeded investment and redevelopment, making them an economic and environmental drain on localities.

The legal definition is as follows:

A “brownfield” or “brownfield site” is defined in New York State Environmental Conservation Law Article 27, Title 14, as any real property, the redevelopment or reuse of which may be complicated by the presence or potential presence of a contaminant. Brownfields are typically properties that were historically used for industrial or commercial operations, which may have resulted in environmental impairment. The presence of brownfields may discourage investment in surrounding properties and, as a result, can facilitate neighborhood blight.

Through the program, brownfields are transformed from liabilities to community assets that generate businesses, jobs and revenues for local economies and provide new housing and public amenities.

The Purpose of the BOA Program

The program provides a neighborhood or area-wide approach, rather than the traditional site-by-site approach, to the assessment and redevelopment of brownfields and other vacant or abandoned properties. The neighborhood approach enables communities to comprehensively assess existing economic and environmental conditions associated with brownfield blight and impacted areas, identify and prioritize community supported redevelopment opportunities, and attract public and private investment. The type of neighborhoods and areas where program resources are generally applied include industrial/manufacturing, commercial corridors, residential, downtowns and waterfronts.

The Program goals are to assist communities in:

- > Assessing the full range of redevelopment opportunities posed by a concentration of brownfields and economic distress.
- > Building a shared community vision and consensus on the reuse and redevelopment of strategic sites and actions to achieve community revitalization.
- > Coordinating and collaborating with local, state, and federal agencies, community groups and private sector partners to identify and implement solutions to improve communities.
- > Developing public-sector partnerships necessary to leverage investment to advance and implement development projects that can revitalize diverse local neighborhoods.

Program Flexibility

The BOA Program recognizes that successful brownfield redevelopment comes in many forms and that each community has its own unique revitalization goals and opportunities. The program provides a flexible planning framework for communities so they can tailor their approach to catalyze the redevelopment of strategic sites and affected areas through a locally-driven process.

Program flexibility and active partnering are just the beginning. Successful redevelopment and community revitalization requires: strong local leadership; inclusive and meaningful public engagement; a clear and realistic vision for revitalization; and diverse public and private partnerships for implementation. Together, these ingredients will ensure communities – large and small – become better places to live, work, and recreate.

Program grants support a variety of community revitalization activities including: community visioning and other public participation processes; existing conditions analysis; strategic site identification; economic and market studies; investigations to assess site contamination and environmental conditions; site-specific redevelopment plans; infrastructure improvement studies, environmental impact assessments and statements; marketing to attract developer interest; local law changes; development standards and design guidelines; and other actions to spur investment in, clean-up of and redevelopment of brownfields and other underutilized sites. These types of activities are permitted in three program steps:

Phase 1: Pre-Nomination Study – The Pre-Nomination Study provides a basic preliminary analysis of the area affected by brownfield sites including: a description and justification of the study area and associated boundaries; a basic description and understanding of current land uses and zoning; the delineation and description of existing brownfield sites and other underutilized properties; and a description of the areas potential for revitalization.

Phase 2: Nomination Study – The Nomination provides an in-depth and thorough description and analysis, including an economic and market trends analysis of existing conditions, opportunities, and reuse potential for properties located in the BOA with an emphasis on the identification and reuse potential of strategic sites that are catalysts for revitalization. The Nomination concludes with a description of key findings and recommendations to advance redevelopment of strategic sites and to revitalize the area.

Phase 3: Implementation Strategy – The Implementation strategy funds a range of techniques and actions to achieve revitalization objectives by advancing redevelopment on strategic sites, improving supporting infrastructure and overall neighborhood revitalization through investment, provision for public amenities and improving environmental quality. Specifically, Phase 3 focuses on individual site assessments when required to determine remediation strategies and needs. For strategic sites, detailed reuse and redevelopment strategies are created along with marketing strategies.

Program Key Outcomes

Through a community-driven process, primary outcomes upon completion of all three Phases include:

- > Effective strategies to achieve revitalization – BOA Plans establish clear and effective community neighborhood and site specific redevelopment strategies that specify how areas and sites can be cleaned-up and redeveloped more quickly so development impacts the community in a positive way.
- > Informing site clean-ups – By conducting site assessments, to better understand contamination issues, clean-up options and costs are better understood.
- > Shovel ready sites – A portfolio of sites that are or near shovel ready and ripe for redevelopment and investment for a range of businesses and uses.
- > Priorities for investment – Priorities for public and private investment are established that lead to redevelopment and other actions for community renewal.
- > Environmental justice – Environmental justice issues and concerns related to negative environmental consequences are addressed and countered.
- > Marketing to attract investors – Marketing materials are generated, such as site renderings to illustrate redevelopment potential, descriptive brochures, web displays, requests for developer proposals and others to attract interest and investment.

- > Public and private partnerships – Multi-agency and private-sector partnerships are established to leverage investments to redevelop sites, improve supporting infrastructure, and provide needed community facilities.

Primary Benefits

There are many benefits associated with being engaged and participating in the BOA Program any many can be realized prior to the area being designated. Primary benefits are listed below.

- > Redevelopment and investment – Establishes a clear strategy to redevelop and return strategic brownfields and other parcels back to productive use and establishes priorities for public and private investment to achieve community revitalization.
- > Empowerment – Provides resources so community leaders can be proactive and be catalysts for positive change.
- > Predictability – Removes uncertainty and increases predictability regarding site conditions, contamination, ownership, future uses and supporting infrastructure, and development cost.
- > Advocacy – The Department of State provides advocacy and support to the participating community by working to connect the community’s revitalization needs with resources from various programs and sources.
- > Priority and preference – Designated Brownfield Opportunity Areas shall receive priority and preference from the state’s Environmental Protection Fund and Environmental Restoration Programs. Designated areas may also receive priority and preference from other local, state, and federal programs.*
- > Tax credits – Development projects that are proposed consistent with the BOA Plan may receive a two percent tax credit bonus if the site has been accepted in the Brownfield Clean-up Program.*
*These benefits are in effect when the Brownfield Opportunity Area is designated as defined and described below

Designation as a Brownfield Opportunity Area

The following process is involved when seeking BOA designation:

- > The municipality or community organization submits their BOA Nomination and Implementation Strategy to the New York State Secretary of State for review.
- > The Secretary of State will determine the consistency of the BOA Nomination and Implementation Strategy with the General Municipal Law, Section 970-r.
- > If the BOA Nomination and Implementation Strategy is determined to be consistent with the provisions of the General Municipal Law (in Section 970-r) the BOA shall be designated.
- > If the BOA Nomination and Implementation Strategy is determined not to be consistent with the provisions of the General Municipal Law (Section 970-r.), the applicant shall be advised in writing regarding how the BOA Nomination and Implementation Strategy should be amended. The applicant may revise and resubmit the BOA Nomination and Implementation Strategy to the Secretary of State.

1.3 Community Overview and Description

Introduction

Refer to Figure 1A (Community Context Map) and Map 1B (Study Area Context Map) for the following discussion:

The Community Overview section provides a broad understanding and context for the proposed Central Industrial Corridor (CIC) BOA as it relates to its location within the City of Utica and Oneida County. The community overview includes a summary of demographic, social, and economic characteristics, as well as a discussion of key community features and historical trends relevant to the BOA planning process. An understanding of existing conditions and trends in the study area will inform the planning process and can assist community leaders in making decisions regarding the future of their neighborhoods.

The City of Utica is located in the southeastern section of Oneida County and in the Mohawk River Valley region of New York State. Utica has a total land area of 16.7 square miles, of which 16.4 square miles is land, with 0.3 square miles, or 192 acres is occupied by water. The City is bordered to the east by the Oneida/Herkimer County Line and the Town of Frankfort, the Town of Deerfield to the north, the Town of Marcy to the north and west, and the Town of Whitestown to the east. The NYS Erie Canal bisects the northern tip of the City and together provides significant tourism and recreational opportunities. The NYS Canal Corporation operates their primary maintenance facility at Utica Harbor, and a portion of the Canalway Trail runs west from Utica.

The City is located off Exit 31 of the NYS Thruway and within a 4 - hour drive of every major city in New York State, including New York City (250 miles), Buffalo (200 miles), Rochester (130 miles), Albany (90 miles), Binghamton (90 miles) and Syracuse (60 miles).

With its location in the state and along the NYS Thruway, Utica is well positioned to capitalize on the emerging technology corridor. Specifically, the Marcy NanoCenter

at SUNYIT is located just to the north of Utica. The NYS Thruway provides quick access to the City of Schenectady, home of General Electric; the College of Nanoscale Science and Engineering’s Albany Nano Tech Complex at the University of Albany, and Global Foundries in Malta, NY, Saratoga County. *Table 1 – City of Utica General Characteristics* provides a quick breakdown of relevant information for the City.

Historical Overview

Previously a small village, Utica was a place to stop for settlers heading west. When the Erie Canal was constructed and reached Utica by 1825, the area began growing at a rapid pace and eventually developed into a city by 1832. Expansion of the railroad system and additional canals furthered the growth of the city. As a result of its success,

Table 1: City of Utica Basic Characteristics (Source: US Census, NYS Department of Labor, Google Maps, Saratoga Associates)	
County	Oneida
Metropolitan Statistical Area (MSA)	Utica-Rome MSA
2010 Utica Population	62,235
NYS Dept of Labor Market Region	Mohawk Valley
Distance to New York City	250 miles
Distance to Albany	90 miles
Distance to Syracuse	60 miles
Transportation Networks	Road: Interstate 90 (NYS Thruway) Exit 31; I-790, Route 5/8/12 (North-South Arterial) Rail: Amtrak (Utica) Air: Syracuse Hancock International Airport (56 miles west of Utica)

several distinguished institutions opened, such as the Utica Psychiatric Center (formerly the New York State Lunatic Asylum), the first in the state, along with Utica College.

After the turn of the twentieth century, Utica had grown significantly due primarily to the growth in the manufacturing industry. By 1925, Utica had 75 churches, 45 schools, two newspapers along with libraries and parks – all the amenities of a healthy, self-sustaining vibrant city. In addition, the city had become home to large Italian-American, Irish, and Polish populations.

After the Second World War, as with many northeast industrial cities, Utica began a period of extended decline. As the textile industries began to relocate south, new industries, such as traditional manufacturing, moved in. General Electric, Univac, Utica Drop Forge and Toll all opened in Utica, while retail and wholesale businesses fed off of their presence. These major employers followed the pattern of the textile industries, closing their doors in the city and opening new factories in southern states.

As the surrounding region grew during the mid-1900s, Utica began to lose population, jobs, and tax dollars. The urban fabric of the city was declining rapidly, leaving the pedestrian as an afterthought and the automobile as the driver for redevelopment.

Demographic and Economic Trends Summary

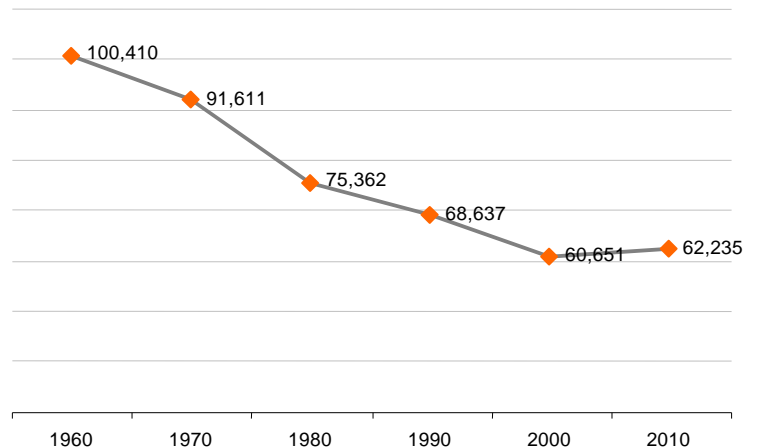
The following is a summary of the demographic, social, economic, employment and housing conditions for the region, city and when available, for the CIC Study Area. The full socio-economic analysis is located in Appendix A. The results of this analysis are based upon a combination of data including the 2010 U.S. Census, the 2008-2010 American Community Survey 3-Year Estimates, the 2006-2010 American Community Survey – 5 Year Estimates, the Bureau of Labor Statistics, and the NYS Department of Labor.

The CIC BOA is within all or a portion of four Census Tracts: 9800.02 which includes all property north of the rail line, including the Harbor District Sub-Area; 208.02 and 208.03 covering the Broad Street Sub-Area, 201.02 covering Bagg’s Square and the eastern section of the Oriskany Street Sub-Area; with tract 214.02 covering the western tip of Oriskany Street.

It is important to note that Census Tracts 9800.02, 208.02, 208.03 and 214.02 include property beyond the CIC BOA. Therefore, the information provided will be used in combination with other data for analysis purposes and to draw conclusions.

While the City of Utica lost 40 percent of its population since the 1960’s, there was a modest 2.6% increase between 2000 and 2010. Much of the loss over the past 50 years can be attributed to major workforce reductions at Lockheed Martin and Griffiss Air Force Base along with an overall decline in the manufacturing sector. Suburban migration

Graphic 1 – City of Utica Population Change: 1960 - 2010



during this period also contributed to population loss.

In 2010, the CIC BOA Study Area had a population of 9,963, a decrease of only 4 persons since 2000. No population data before 2000 is available at the Census Tract level. Since the CIC BOA does not follow the Census Tracts exactly, the total population within the CIC BOA is actually less. Based upon these data, the CIC holds less than 16 percent of the City's population.

Even with a decreasing overall population, Utica has a large and growing percentage of its population in the pre-school, school and college age cohorts when compared to Oneida County. As a result, there are increased pressures on local educational resources. In addition, these populations create a demand for recreational, entertainment and other resources and amenities geared towards this age population.

Conversely, the City has a low population of working adults possibly indicating a lack of sufficient local jobs. This finding may be the result of graduating residents leaving the area in search of employment. To counter this, the city may consider options for enhancing cultural, entertainment and recreational opportunities in addition to the main focus of creating new employment opportunities targeted to this younger generation.

The large population of school and college aged residents present an opportunity for the city. Retaining a higher percentage of these residents than in the past will be critical to the long-term success of the city. The reinvestment and revitalization strategies in the CIC can play a significant role in retaining and attracting a vibrant workforce.

Education

The educational level of Utica's workforce will play a critical role in the extent to which the City will be able to participate in an economy driven by knowledge-intensive industries. As the recently adopted Master Plan states, "Economic development is a cornerstone of growth. Today's new and growing businesses are built on the creativity and innovation of entrepreneurs, business people, and skilled workers. These people can chose to live anywhere in the world. Utica must seek ways to attract them to this city – to set up enterprises and put down roots."

In 2010, 20% of the city's population lacks a high school diploma, six and five percent higher than Oneida County and New York State respectively. The City also lags behind in the number of resident's holding Bachelor and Graduate degrees. The current level of educational attainment will put Utica at a disadvantage. Therefore, there must to be a focus on attracting new residents with higher levels of education while encouraging current residents to pursue continuing education.

Income Characteristics

It is critical for the city to have a firm understanding of the community's income characteristics and economic well-being. The City of Utica had a median household income of \$32,140 in 2010, up 29 % from 1999 (measured in current dollars), a figure significantly lower than that of the Oneida County (\$47,257) and of New York State (\$55,217). These figures reflect many factors, including the transition from a goods producing (manufacturing) employment based economy to a lower wage, service sector based economy; the educational attainment of its residents, and the age of the population.

As represented in Table 2 – Median Household Income by Census Tract, households within the CIC BOA generally have incomes below the City's median value. The few exceptions are the tracts 208.02 and 214.02 which include lands outside the CIC BOA and are not an accurate reflection of the overall CIC conditions. Tract 201.02, which

includes Bagg’s Square, is likely more representative of the CIC BOA. These findings may be reflective of the housing conditions and how their close proximity to existing, vacant and underutilized industrial property may be negatively impacting neighborhood quality. There are no data for Tract 9800.02.

Table 2 Median Household Income by Census Tract				
(Source 2006-2010 American Community Survey – 5-Year Estimates – in 2010 Inflation Adjusted Dollars)				
	Census Tract 201.02 (Bagg’s Square, eastern Oriskany St.)	Census Tract 208.02 (Eastern Broad Street)	Census Tract 208.03 (Western Broad Street)	Census Tract 214.02 (Western tip of Oriskany St.)
Median Household Income	\$26,083	35,583	\$21,863	\$46,667

Employment Indicators

The social and economic condition of a community is reliant, at least partially, on its residents’ ability to succeed in the labor force. In the knowledge-based economy, good jobs require higher levels of skill and knowledge than ever before. Many jobs that were considered non-college level by employers are now classified as college level. Education upgrading has occurred in many occupations due to changes in job duties, business practices, or technology.

Labor Force

The City has approximately 60% of its population within the labor force, about even with Oneida County and 4 percentage points lower than New York State. It is important to understand labor trends in Utica as the city develops strategies to connect its residents with the labor market, and as the city identifies its approach for developing programs that benefit people in need.

Industry and Employment

Within the Utica-Rome Metropolitan Statistical Area (MSA), the leading industry in terms of the number of establishments is Retail Trade, with approximately 14,585 employees in 1,058 establishments. While data at the Census Tract level does not exist for the CIC BOA, the top 10 employers in the study area have been identified. Based upon a review by the City of Utica, the following have been identified as the top 10 employers within the boundaries of the BOA and are not ranked by priority:

- > Empire Recycling
- > City of Utica Department of Public Works
- > United States of America – Alexander Pirnie Federal Office Building
- > Commercial Travelers Insurance
- > Observer Dispatch
- > Human Technologies Corporation
- > Birnie Bus
- > ECR International
- > New Hartford Sheet Metal
- > Casa Imports
- > Trenton Technology.

The Full list of major employers within the CIC is provided in Appendix B.

The past several years have been one of the most volatile periods for employment and the economy in decades. While the overall economy continues a slow rebound, unemployment rates remain volatile. According to the NYS Department of Labor, the (non seasonally adjusted) unemployment rate for the Utica-Rome Metro Area went from 8.1% in December 2011 to 8.6% in December 2012, while Oneida County went from 8.0 in December 2011 to 8.5 in

December 2012. The 52 county upstate area had an unemployment rate of 7.9 in December 2011 jumping to 8.4 in December 2012. The NYS Department of Labor tracks unemployment data at the county and metro-area level and is not available at the City or Census Tract level.

Housing Characteristics

In 2010, there was an 11.5% vacancy rate city wide and over a 16.5% vacancy rate within the CIC BOA. According to the American Community Survey 5-Year Estimates between 2006 and 2010, the City of Utica had a median housing value of \$85,300. Within the CIC BOA, the median housing value was estimated at approximately \$59,100 by the same 5-year estimate.

These findings may be attributable to the predominance of vacant and underutilized property as well as known and potential brownfields within the CIC BOA. Neighborhoods and districts with high vacancy rates are more likely to have deteriorating housing and building stocks, blighted conditions and an overall poor quality of life for residents and employees. Decreasing the vacancy rate is a critical element to improving housing values, neighborhood character and overall quality of life and will be a primary goal of this plans recommendations.

Planning Efforts Related to the Central Industrial Corridor Revitalization Plan BOA

The BOA Pre-Nomination study, as well as subsequent BOA phases, will consider and incorporate recent, current, and future planning efforts completed in the city. Many of these plans directly or indirectly affect the CIC and its revitalization efforts. Examining existing plans and understanding ongoing efforts provides a framework to guide the recommendations for the CIC Study BOA.

City of Utica Master Plan

The City of Utica adopted their most recent Master Plan on October 5, 2011. The adoption of this Plan is a significant turning point in the future of Utica as it lays out strategies for the City to increase its competitiveness and serve as a hub of regional collaboration, social diversity, sustainability and economic progress.

The City has been considering the future of the CIC study area and identified primary objectives for this study in the City's Master Plan. They are as follows:

- > Re-engagement of stakeholders who have participated in previous brownfield redevelopment initiatives and discussions and gain new input from existing neighborhood interest groups and the Master Plan Advisory Committee.
- > Facilitation of future investment and growth through focused planning and strategic investment and marketing.
- > Conversion of dozens of properties from brownfields to potential sites of redevelopment.
- > Revitalization of City areas that have high historic interest, underutilized natural resources, or architectural potential including such areas as the Erie Canal Harbor and the Bagg's Square District, which is listed on the National Register of Historic Places.
- > Integration of BOA studies with the Master Plan.

The Master Plan's Vision is as follows:

"Utica is the place for people seeking a culturally-rich, economically-successful, and environmentally-friendly place to live, visit, and conduct business. Our homes, our neighborhoods, our schools, our places of work and play allow

for opportunities for an even exchange between people and place; Utica is a community that invites all the people to utilize their unique qualities to emerge and define our City. Utica is the hub of regional collaboration, social diversity, and economic progress. Our City is ripe with potential, which we will maximize with extensive community input, emphasizing high performance, sustainable economic redevelopment, and a healthy network of neighborhoods, parks, and waterfront renewal.”

The Master Plan’s vision, guiding principles, goals and strategies are based upon the common themes identified during the extensive public participation project. These themes are:

- > Preservation of historic and urban characteristics;
- > Environmental sustainability;
- > Creation of high-quality employment opportunities;
- > Educational excellence;
- > Enhancement of mobility throughout the City;
- > Increase in public safety, including the reduction of crime;
- > Improved maintenance and upkeep of rental units citywide;
- > Rebuilding the City’s image; and
- > Ethnic diversity as an important quality to build upon.

The North Genesee Street Corridor Management Plan

The North Genesee Street Corridor Management Plan (NGSCMP) was prepared in 2009 to evaluate land use opportunities in the corridor to better define arterial management actions, and to facilitate public discussion that will help lead to consensus on an appropriate land use and transportation vision for the corridor. The Plan provides recommendations for land use designations, zoning ordinances and map revisions, and transportation/land-use design guidelines. With respect to the CIC Study Area, the NGSCMP offers the following vision for the corridor:

- > A fully-integrated multi-modal network that safely and efficiently transports people, goods and services;
- > An attractive and accessible place to conduct business;
- > A welcoming gateway into the City of Utica; and
- > A vital connector between the New York State Thruway, Mohawk River and downtown Utica.

Goals from the North Genesee Street Corridor Management Plan include:

- > Safety: Support safe bicycle, pedestrian and vehicular movement throughout the North Genesee Street corridor;
- > Visual Character: Enhance the visual character and identity of the North Genesee Street corridor;
- > Gateway: Create a sense of arrival into the City of Utica;
- > Pedestrian Amenities: Make walking and bicycling along the North Genesee Street corridor comfortable and convenient; and
- > Way finding and Information Signage: Establish an informational and way finding system of signage that contributes to the overall appearance and consistency of the corridor.

Gateway Historic Canal District Revitalization Plan

The Gateway Historic Canal District Revitalization Plan was prepared for a study area bounded by Genesee Street to the east, State Street to the west, Columbia Street to the South and the rail line to the north. The initiative is intended

to target strategic public investments that will “reuse and recycle” the land in this significant location adjacent to the Utica Central Business District. The Plan includes parts of the Oriskany Street Sub-Area, the western portion of the Bagg’s Square Sub-Area and also provides a significant connection between downtown and the waterfront. A number of the plan’s goals and objectives are relevant to the Revitalization Plan Project including:

- (1) Improving the marketability of urban land by establishing a system of recreation space, including parks and walking trails that will add to the redevelopment potential of surrounding lands and buildings;
- (2) Establishing a circulation plan that facilitates economic growth through a realignment of traffic patterns to establish stronger physical connections with the Central Business District, Harbor Point, the Utica Marsh, the North Genesee Street corridor, and the rest of the city, and establishing a connection between the Gateway District and future waterfront development; and
- (3) Promoting local and regional tourism by building on the existing strengths of the Gateway District through the exploration of design, development and funding opportunities for Erie Canal-related projects.

Harbor Point Redevelopment Framework Plan

Harbor Point Redevelopment Framework Plan, prepared in June of 2001, set forth a detailed accounting of the environmental remedial actions occurring at that time and recommended a phased establishment of uses. The plan links the availability of specific parcels with the time frames existing in the plan for remediation of each area. The Harbor Point Redevelopment Plan includes the integration of waterfront, recreational, cultural and commercial uses. The plan further recognizes that the connection of this land to Genesee Street and the City’s marina is an opportunity to create a welcoming and cohesive entrance to the city.

Local Waterfront Access Plan

The City of Utica prepared the Local Waterfront Access Plan (LWAP) in 2011 in an effort to establish a coordinate framework for public access and circulation along the Mohawk River and Erie Canal and is intended to be used by the City of Utica to develop waterfront access improvements that will compliment land-use investments made within its boundary. The Study Area is roughly bounded by CSX rail lines to the south, the City corporate boundaries to the east and west, and the NYS Thruway to the north. The area is divided up into the Western Portion, the Central Portion and the Eastern Portion. The CIC BOA includes part of the Western Portion and all of the Central Portion. The LWAP offers a series of recommendations for revitalizing the Harbor area consistent with the recommendations of the Master Plan and in more detail. There are also recommendations for access improvements into the Harbor area, gateway improvements, and, of course, improved access to water-based recreational opportunities. The LWAP takes a more detailed analysis of the potential revitalization and improvement projects that can occur in this area and provides an implementation plan addressing time frame, responsible agency, teaming partners and possible sources for funding.

It is evident upon review of the above studies and plans that the City of Utica is taking the revitalization and reinvestment of the City and especially lands in and around the CIC BOA. The vision, goals and recommendations provided have served to guide the preparation of this Pre-Nomination Study and will continue to serve in guiding the Nomination and Implementation Phases of the BOA Study.

1.4 Project Overview and Description

This section provides a brief descriptive overview of the proposed CIC BOA in terms of existing land uses and

development patterns along with a summary of brownfield sites and other key properties. This summary is followed by an overview of the area’s potential for revitalization in terms of new uses, businesses and housing and related ability to create new employment opportunities, generate additional revenues, provide for new public amenities or recreational opportunities, and improvements to the overall environmental quality. A detailed description of the CIC BOA is provided in Report Sections *1.5 Brownfield Opportunity Area Brownfield Description and Justification*, and *2 Preliminary Analysis of the Brownfield Opportunity Area*.

The CIC BOA as represented in *Figure 1C Brownfield Opportunity Area Map* covers a large geographic area through the central area of the City of Utica and includes 1,165 parcels totaling approximately 1,103 acres. Given the large area covered by the CIC, the uses and conditions of buildings and properties vary greatly.

The eastern end of the CIC is a mix of industrial and residential, while the central portion is a major commercial and entertainment sector. The western end is predominantly highway commercial and industrial with some residential neighborhoods to the southern en south. For the most part, the zoning classifications mirror existing uses throughout the CIC. Specific adjustments to allowable uses, bulk standards and parking requirements may be required to facilitate revitalization in the CIC BOA.

Thirty-two percent of the lands within the CIC are vacant and industrial lands account for just over 17%. Therefore, a combined total of 49% lands are either vacant or industrial. Based upon the analysis completed, the CIC BOA includes 45 key sites considered as either brownfields, suspected brownfields, vacant or underutilized, totaling almost 370 acres of land.

The CIC BOA has been divided into the following four manageable Sub-Areas based on existing land use patterns:

- > Oriskany Street Corridor;
- > Bagg’s Square District (both east and west of Genesee Street) which includes most of the area also known as the Gateway and Lower Genesee Street Historic Districts;
- > Harbor District – North Genesee Street plus the Inner Harbor, Harbor Point and the area between Genesee Street and Leland Avenue; and
- > Broad Street Corridor.

Table 3 – Pre-Nomination BOA Sub-Areas Parcel Information		
<small>(Source: Oneida County Real Property Tax Service 2011 and Shumaker)</small>		
Sub-Area	# of Parcels	Acres
1. Oriskany Street Corridor	559	126.7
2. Bagg’s Square District	176	71.1
3. Harbor District	158	587.1
4. Broad Street Corridor	272	331.2
Totals	1,165	1,116.1

The following provides a brief summary of the existing conditions and revitalization opportunities for each sub-area.

Oriskany Street Corridor

The Oriskany Street Corridor is located west of the North-South Interchange and the Utica-Yorkville border and includes the highest percentage of residential lands in the CIC BOA and the second highest percentage of lands classified as commercial. This Sub-Area is primarily an auto-dependent section of the City and inhibited by several brownfields and structures that have been part of manufacturing facilities in the past and currently being used for low-end warehousing and storage.

Based upon the analysis, there are eight brownfields, suspected brownfields, vacant or underutilized sites and buildings on 30 total acres. Based upon historic uses, the presence of soil and/or groundwater contaminants is possible. Further analysis will be required to confirm the presence and extent of contamination and the requirements for remediation if necessary.

Given the current types and condition of existing land uses in the Oriskany Street Corridor, future light industrial and commercial uses should be promoted on both sides of Oriskany Street with internal road and pedestrian connections. In addition to protecting the residential neighborhoods to the south from incompatible development, there should be a focus on integrating new appropriately scaled neighborhood commercial and mixed-use projects to catalyze much needed neighborhood revitalization.

Bagg's Square

Bagg's Square is located in the middle of the CIC BOA and split by Genesee Street into east and west sections. The eastern section has more existing buildings than the western section, and laid out in a more predictable grid pattern. The western section is comprised of more vacant lands with the uses more spread out and less walkable. Based upon the analysis, there are eight sites, totaling 14.57 acres considered brownfields, suspected brownfields, vacant or underutilized. Due to previous uses, soil and/or groundwater contamination is likely in these areas.

Despite the presence of these challenging properties, this District has significant revitalization potential for new mixed-use infill and redevelopment of existing structures due to its historic character and designation; close proximity to the Harbor District, along with the presence of the Auditorium and train station. It will be critical to ensure future revitalization efforts seek to enhance and protect the historic character of the District.

Harbor District

The majority of the lands in this District west of North Genesee Street including Harbor Point and the Inner Harbor Area have undergone different levels of remediation by multiple parties. Some remediation has also taken place east of North Genesee Street. Based upon the analysis, 11 sites totaling 261.6 acres have been identified as brownfields, suspected brownfields, vacant or underutilized.

Given the complexity of contamination, remediation, and possible limitations on future uses after all remediation is complete, compounded by multiple property owners, a coordinated planning and development approach with strong integration of public-private-partnerships will be essential for this District to achieve its fullest potential. Recognizing this need, the city of Utica in cooperation with the Utica Harbor Point Local Development Corporation is about to begin the preparation of a detailed development plan to guide all future public and private investment in an around the Erie Canal Harbor including Harbor Point.

The significant amount of waterfront will play a key role in revitalizing the area through new mixed-use retail, office,

residential, and recreational uses. North Genesee Street is the primary gateway into the City and the District. Ensuring future growth along this corridor is undertaken in a compatible and complementary manner will be critical. Development east of North Genesee Street will likely remain a mix of commercial and light industrial. It is anticipated that the Harbor District will contribute significantly to local growth in the form of new jobs and businesses. The area may serve as a much needed catalyst for the continued revitalization for the remainder of the CIC BOA.

Broad Street Corridor

The Broad Street Corridor is characterized by large industrial buildings, many of which are underutilized. Specifically, the analysis identified 17 sites occupying 63.8 acres of land classified as brownfields, suspected brownfields, vacant or underutilized. North of Broad Street sits a number of large scale industrial buildings with suspected contamination. South of Broad Street there is a mix of light industrial, commercial and residential uses. The District is clearly suffering from the previous decline in local manufacturing with several properties are in poor shape.

The recommended future development pattern in the Broad Street Corridor is a continuation of larger scale industrial uses north of Broad Street with smaller scaled light industrial uses to the south. Efficient reuse of the existing properties and infill development should be encouraged coupled with streetscape improvements to enhance the corridor's aesthetics and character. Careful planning will be necessary to allow for appropriate transitional uses between the residential/mixed-use neighborhoods and industrial districts to protect the character of these adjacent neighborhoods and allow the industrial zoned properties to grow to their fullest potential.

1.5 Brownfield Opportunity Area Boundary Description and Justification

The following section provides a narrative description of the proposed CIC BOA along with a justification of the proposed boundary.

As mentioned in the preceding section, the CIC BOA covers a large geographic area through the central area of the City of Utica. In an effort to break the area into manageable areas, the CIC BOA has been divided into four Sub-Areas based on existing land use patterns. The BOA Study Area and the Sub-Areas are depicted on Figure 1C – Brownfield Opportunity Area Map and include the following:

- > The Oriskany Street Corridor;
- > Bagg's Square District (both east and west of Genesee Street) which includes most of the area also known as the Gateway and Lower Genesee Street Historic Districts;
- > Harbor District – North Genesee Street plus the Inner Harbor, Harbor Point and the area between Genesee Street and Leland Avenue; and
- > Broad Street Corridor.

Sub-Area 1 – Oriskany Street Corridor

This 200 +/- acre Sub-Area follows Oriskany Street from the North-South Arterial interchange westerly to the Utica-Yorkville border. The Sub-Area is bounded by CSX railroad tracks to the north and Whitesboro Street to the south. North of the CSX tracks is the Utica Marsh for the eastern portion of the Sub-Area. The CSX tracks serve as the

boundary between the City and the Town of Marcy for the western portion of the Sub-Area.

Between Erie and Whitesboro Streets there are several residential neighborhoods with mixed commercial uses, as well as industrial uses. This area is inhibited by several vacant and underutilized properties and buildings and has been negatively impacted by the deteriorating conditions of property between Erie and Oriskany Streets.

Oriskany Street generally follows the path of the Old Erie Canal on the western side of the City. This corridor is lined with a mix of commercial, residential and industrial uses with scattered vacant properties. The Yorkville portion of Oriskany Street has seen significant commercial development over the years while the Utica section is inhibited by brownfields and structures that have been part of manufacturing facilities in the past and currently being used for low-end warehousing and storage.

Sub-Area 2 – Bagg’s Square District

The 130 +/- acre Bagg’s Square District is one of the oldest developed areas of the City. Oriskany Street serves as the southern boundary, with the CSX tracks serving as the northern boundary. The North-South Arterial interchange serves as the western boundary. The eastern boundary is Oriskany Street after 2nd Street.

Bagg’s Square East (east of Genesee and North Genesee Streets) includes Union Station and former industrial parcels along Main Street. Former industrial facilities in this area include former meat dressing and packing operations including Sweet & Co., Armour & Co., Adrian Less Sons, and Jacob Dold, and textile and clothing manufactures including H.D. Pixley & Son, Kincaid & Kimble, and Frisbie-Stansfield. Bagg’s Square East also includes the original CONMED building location on Broad Street, which is now vacant. This section of the Sub-Area is a very walkable and distinctive district characterized by single and multi-story buildings. North of the CSX tracks is the Harbor District with no current safe pedestrian access between these sections of the City.

Bagg’s Square West (west of Genesee and North Genesee Streets) is also known as the “Gateway Historical Canal District” (Gateway District) and includes the Utica Memorial Auditorium. A portion of the Gateway District is on the National Register of Historic Places (NRHP) as the “Lower Genesee Street Historic District.” This Sub-Area is also walkable and characterized by existing and former industrial and office buildings and vacant properties. The portion of the Sub-Area bounded by Genesee and Seneca Streets to the east and west, and Whitesboro and Liberty Streets to the north and south is a distinctive gateway entering downtown Utica.

In an effort to spur reinvestment and revitalize the Bagg’s Square Sub-Area, the City prepared the “Gateway Historic Canal District Revitalization Plan” in 2003. Based on this plan, the City Common Council adopted a form-based zoning code in 2005 to regulate development within the Gateway. The form-based code acknowledges the significant architecture that remains in the Gateway area and provides for a mixture of uses compatible with the historic development.

The City has recently completed a NYS Department of Environmental Conservation-funded Environmental Restoration Program (ERP) at Potter Street, immediately behind the Auditorium. This includes property of a former tannery and button factory. A portion of this area has been made “shovel ready” for future development under a federal Economic Development Administration (EDA) grant.

Sub-Area 3 – Harbor District

The 937 +/- acre Harbor District is bounded by the CSX tracks to the south and the NYS Thruway to the north. The Mohawk River serves as the approximate western boundary, with the eastern boundary located a distance of approximately 4,000 ft. east of Leland Ave. The Sub-Area includes North Genesee from the CSX railroad overpass northerly to the River Road interchange. This corridor is dominated by commercial uses lining both sides. West of North Genesee Street is Utica Erie Canal Harbor and waterfront areas along the Erie Canal along with existing and former industrial uses, a NYSDOT facility and the Canal Corporation Maintenance facility. East of North Genesee Street and Leland Avenue include several existing and former industrial uses. East of Leland Avenue is the former City landfill.

This Sub-Area includes the former Utica Gas and Electric Company site, known as Harbor Point west of North Genesee Street. This site, which now is a legacy site of National Grid, was once the location of the largest energy-producing complex in North America. Harbor Point is approximately 140 acres of land located between Utica Erie Canal Harbor and the Mohawk River. The area was developed around 1850 and has been the site of two manufactured gas plants (MGPs), a coal-fired steam plant, a petroleum storage and distribution facility, and a tar products plant. Due to the industry's intensive past uses, the Harbor District Sub-Area has known environmental concerns along with the possibility of additional environmental issues.

Sub-Area 4 – Broad Street Corridor

This 437 +/- acre Sub-Area follows Broad Street from the Mohawk Street intersection easterly to the Utica-Frankfort border. The Sub-Area is bounded by CSX tracks to the north and Catherine Street to the south. The eastern portion of the Sub-Area includes lands south of Catherine Street. A section is bounded by Ontario Street to the west, Weston Ave. to the south and Culver Street to the east. The Sub-Area continues south of Catherine Street with Bleecker Street serving as the southern border through to the Utica-Frankfort border.

This Sub-Area once was the main manufacturing area in Utica and abandoned and dilapidated factory buildings are still present along its length. Along the north side of Catherine Street, several older single and multi-family homes are mixed with existing and former commercial and industrial uses. Catherine Street presents a clear boundary between the distinctive industrial area to the north and distinctive, primarily residential neighborhoods to the south. The condition of this Sub-Area has and will continue to have negative consequences on these residential neighborhoods to the south unless revitalization efforts are pursued.

The Sub-Area also includes the Dominic Assaro Industrial Park and the former General Electric manufacturing facility, a 0.5 million square foot, 3-to 4-story-building complex on the north side of Broad Street. One major success story in the Sub-Area is Casa Imports, which occupies several of the older factory buildings for storage and distribution of food products imported from Italy.

1.6 Community Vision, Goals and Objectives

10-15 Year Vision Statement

10-15 year Visions for the proposed CIC BOA and the individual Sub-Areas have been developed by the Steering Committee based upon information obtained during the public participation process and the significant analysis of

work and visioning conducted as part of the Master Plan and the Waterfront Access Plan. These Visions are intended to represent how the CIC BOA and individual Sub-Areas would appear 10 to 15 years down the road after the ideas and recommendations set forth in this plan are implemented.

The Visions were crafted to be consistent with these previous planning studies while being tailored to the individual needs of the Sub-Areas within the CIC BOA and with the BOA program. An overall Vision for the entire CIC BOA is presented first, followed by individual visions for each Sub-Area.

10-15 Year Central Industrial Corridor BOA Vision

Through focused planning, strategic investments and targeted marketing efforts, the City of Utica has worked with property and business owners, additional stakeholders, and the State of New York to successfully clean up, redevelop, and reintegrate vacant and underutilized properties and brownfield sites back into the City's urban fabric. These actions have led to significant job creation, infrastructure and aesthetic improvements, increased investment in surrounding neighborhoods; and an overall improvement to the quality of life of Utica and its residents, visitors and business owners.

10-15 Year Oriskany Street Corridor Vision

The Oriskany Street area has undergone a significant positive shift from an underutilized industrial corridor to a thriving center of modern commercial and light industrial uses. New investment in commercial retail has occurred and the formerly challenged residential neighborhoods east and west of Barnes Avenue have successfully shifted to a thriving mix of retail, office and residential uses. Streetscape improvements along Oriskany Street and intersecting roads to the south, including new sidewalks and pedestrian lighting, have integrated the area with adjoining neighborhoods and the Brewery District. These improvements, combined with a consolidation of curb cuts and design standards along Oriskany Street, have had a positive impact on the aesthetics of the Sub-Area and significantly improved safety for pedestrians.

10-15 Year Bagg's Square Vision

The Bagg's Square District is now a sustainable mix of entertainment, hospitality, retail, residential and office uses. Bagg's Square West serves as an entertainment and recreation center. The Utica Memorial Auditorium has undergone an expansion and new hospitality and entertainment uses have been built on former vacant and underutilized properties. Underutilized buildings have been converted to residential, retail and office uses along Seneca, Hotel and North Genesee Streets. There are also direct pedestrian connections to the Harbor District over the CSX tracks, which have resulted in Bagg's Square becoming a major gateway to the city's waterfront.

Bagg's Square East is a thriving live-work mixed-use neighborhood anchored by Union Station. The former industrial and older office buildings have been successfully converted to a mix of residential and office uses with retail at street level. Gateway improvements along Oriskany Street and at the site of the former Fort Schuyler have improved the area's aesthetics approaching from the east. The grid street pattern makes the neighborhood very walkable and has facilitated compatible urban redevelopment of many vacant and underutilized lots and buildings.

Pedestrian and streetscape improvements throughout Bagg's Square have improved pedestrian safety at every intersection. These, combined with significant improvements to the North Genesee Street interchange, have created safe and distinctive pedestrian connections between the east and west sections of the Sub-Area.

10-15 Year Harbor District Vision

The Harbor District is now a citywide resource and enjoyed by all of Utica's residents and visitors. After many years of planning and environmental cleanup, the Inner Harbor development has successfully transitioned waterfront use in the city from primarily industrial, void of public access, to a thriving mix of recreation, commercial, hospitality and residential uses.

The catalyst for this revitalization has been the Inner Harbor development. This project now provides private boat access to the Inner Harbor (on the east side of Utica's Erie Canal Harbor) and has spurred additional private investment throughout the harbor area including new hotels, restaurants and entertainment uses. The NYS Canal Corporation has transferred a portion of its 20-acre property at the Inner Harbor to the city which has since been privately developed and serves as a "working harbor" for private and public boat traffic. The harbor is lined with commercial uses including restaurants and a waterfront promenade.

Harbor Point is now home to a multi-use, multi-seasonal recreational facility with pedestrian connections to the Utica Marsh and the Bagg's Square District. The North Genesee Street corridor has seen streetscape and pedestrian connection improvements as well as new investments in commercial development guided by design standards. The entire Harbor District has consistent architectural and site design elements that have significantly improved the northern gateway into the city. East of North Genesee Street and along the Erie Canal and Mohawk River, new commercial and residential development has occurred by capitalizing on the waterfront locations. The interior of the district between North Genesee Street and Leland Ave. continues to serve as a successful commercial and light industrial center providing local job opportunities.

10-15 Year Broad Street Vision

The lands north of Broad Street have been successfully revitalized to serve as the city's hub of large-scale industrial uses and a significant job creation center. Several vacant and underutilized buildings and property throughout the area have been renovated or removed to make way for new commercial and light industrial uses south of Broad Street. The Dominic Assaro Industrial Park has seen significant enhancements through more unified design standards.

New development throughout the area has been careful to protect the residential neighborhoods to the south through consistent site and architectural designs that encourage compatible development and ensure appropriate buffers between uses. In addition, internal roads in the industrial and commercial developments have been constructed to limit the amount of curb cuts and decrease truck traffic on public streets. This has improved pedestrian safety and allowed pedestrian-oriented commercial development to take place along Broad and Catherine Streets, while preserving the interior of the lands for larger scale uses.

The existing residential neighborhood to the south has been revitalized as a result of the major improvements to the Broad Street area. New investment has been seen throughout the residential areas and the neighborhoods are once again thriving with a mix of residential and neighborhood-oriented commercial uses.

Community Goals and Objectives

Based upon the work performed as part of this Step 1 Report and taking into consideration recommendations in the City's Master Plan and the LWAP, the following are priority goals and objectives considered necessary to achieve the above described Vision(s). These goals and objectives will be further refined in Phase 2 – Nomination Study of the Brownfield Opportunity Area Program.

Goal #1: Reconnect each Sub-Area back into the urban fabric of the City.

Goal #2: Remediate and facilitate the revitalization of challenged properties to create new jobs and improve the economic condition of Utica and the region.

Goal #3: Create live/work neighborhoods with vibrant mixes of first floor retail, residential, and commercial and office uses on upper floors, in combination with recreation and entertainment uses.

Goal #4: Eliminate pedestrian barriers throughout the CIC.

Goal #5: Position the properties north of Broad Street and the Dominic Assaro Industrial Park as the regional center for large-scale industrial businesses that provide significant numbers of new jobs for city residents.

Goal #6: Integrate Smart Growth and Sustainability elements into new developments.

Goal #7: Facilitate new investment and property improvements in residential neighborhoods.

Goal #8: Enhance streetscapes throughout the proposed CIC BOA.

Goal #9: Successfully redevelop Harbor Point and the Inner Harbor to reconnect the city with its waterfront.

1.7 Community Participation

For the Step 1 Pre-Nomination Study, the Mayor and the Commissioner of Urban and Economic Development designated an advisory committee to develop the plan with the help of a team of planning consultants led by Saratoga Associates. The advisory committee was made up of individuals with knowledge of the project area. In addition, some of the committee members had participated as members of the Utica Master Plan advisory committee. The plan is the culmination of the work and effort of this group of individuals. The full Community Public Participation and Visioning Plan along with Public Workshop meeting notes are provided in Appendix C.

Public participation weaves itself through all aspects of the planning process. Engaging the public, educating them about planning and listening to their concerns, ideas, and dreams is crucial in developing a plan that will stand the test of time. It also helps to establish new dialog between various organizations operating within and around the city. Throughout this process, there were many opportunities for the public to become involved.

To date, a series of four advisory committee meetings have been held. All committee meetings were convened at City Hall and were open to the public. Property owners were invited by the Mayor to attend one of two meetings to learn about the project, ask questions and offer recommendations for moving forward. Those who could not attend also had,

and continue to have, the opportunity to follow up with the Commissioner of Urban and Economic Development for more information.

There was also a public open house during which the project was explained and the general public was encouraged to ask questions and provide feedback and recommendations with respect to revitalization opportunities. This event was publicized via local media and held at the Utica Public Library. Utica Common Council members were also invited to attend this public presentation. An informational flyer, which included a map of the proposed CIC BOA, was prepared and made available at each meeting and was publicly distributed at the Urban and Economic Development office, City Hall.

Through all of the public participation events, a number of common themes emerged. The vision, goals and objectives set forth in this plan are based on these themes, as listed below:

- > Integrate BOA studies with the Utica Master Plan and other planning studies.
- > Convert brownfield properties to potential sites of redevelopment.
- > Revitalize City areas that once served as important industrial sites, have high historic interest and/or are underutilized.
- > Focus on areas where there is potential for collaboration with current property owners.
- > Rebuild the City's image and market areas with potential for investment.

Steering Committee Meetings

- > May 17, 2011
- > June 16, 2011
- > August 3, 2011
- > March 6, 2012

Community At-Large Meetings

- > July 25, 2011 – Property Owner Meetings (two sessions)
- > July 27, 2011 – Public Open House
- > March 22, 2012 – Public Hearing on Grant Application – Step 2

Section 2 Preliminary Analysis of the Brownfield Opportunity Area

2.1 Existing Land Use

According to the Oneida County Real Property Department and detailed in *Table 3 – Land Use – CIC BOA*, there are 1,165 parcels totaling approximately 1,103 acres in the proposed CIC BOA. There are 381 parcels classified as residential, 328 commercial, 327 vacant and 74 industrial. The largest classification in terms of acreage is vacant land at 353 acres, followed by commercial at 235.5 and industrial at 191.29 acres. Refer to *Figure 2 – Existing Land Use* for additional information on the locations of each land use classification in the CIC BOA and for each Sub-Area.

Table 3 Land Use – CIC BOA (Source: Oneida County Real Property Tax Service 2011)			
Land Use	Number of Parcels	Acreage	%. Of Acreage
Residential	381	40.88	3.7%
Vacant	327	353.03	32%
Commercial	328	235.5	21.3%
Recreation and Entertainment	8	6.229	.056%
Community Service	21	81.52	7.39%
Industrial	74	191.29	17.34%
Public Services	20	189.54	17.18%
Wild, Forested, Conservation and Public Parks	6	5.19	.047%
Total	1,165	1,103.18	99%*
*Percentages have been rounded and therefore do not add up to 100%.			

Tables 4 through 7 provide a breakdown of land use classifications for each CIC Sub-Area. Based upon these tables and referencing Figure 2, the Harbor District has the most vacant land at 284.6 acres, followed by Oriskany Street at 31 and Bagg’s Square at 22. The majority of vacant land in the Harbor District is associated with the former City of Utica landfill east of Leland Avenue. The Inner Harbor, the southern portion of Harbor Point and the property of a former hotel between the Erie Canal and the NYS Thruway contain the balance of the vacant lands.

The Broad Street Sub-Area contains the majority of lands classified as industrial at 94 acres, followed by the Harbor District at 84. Oriskany Street has 11.9 acres and Bagg’s Square with 1.2 acres. The Harbor District (east of North Genesee Street) and Broad Street Sub-Areas are well suited to continue serving as the primary cluster of industrial uses in the future.

For commercial uses, Broad Street has 106 acres, Oriskany Street 51, Harbor District 45, and Bagg’s Square 34. While Broad Street has the most acreage, Bagg’s Square has the highest percentage (47.6 percent of total) of commercial, followed by Oriskany Street at 40 percent. Referring to Figure 2, the Bagg’s Square and Oriskany Sub-Areas are and would likely remain the primary commercial areas of the CIC BOA. A significant portion of the Broad Street Sub-Area classified as commercial is the Dominic Assaro Industrial Park, which is primarily light industrial in nature.

Table 4			
Land Use – Oriskany Street Sub-Area			
<i>(Source: Oneida County Real Property Tax Service 2011)</i>			
Land Use	Number of Parcels	Acreage	% Of Acreage
Residential	305	31.8	25.1%
Vacant	131	30.9	24.4%
Commercial	113	51	40.2%
Recreation and Entertainment	1	0.009	0.0%
Community Service	1	0.22	0.2%
Industrial	6	11.9	9.4%
Public Services	1	0.14	0.1%
Wild, Forested, Conservation and Public Parks	1	0.79	0.6%
Total	559	126.752	99%*
*Percentages have been rounded and therefore do not add up to 100%.			

Table 5			
Land Use – Harbor District Sub-Area			
<i>(Source: Oneida County Real Property Tax Service 2011)</i>			
Land Use	Number of Parcels	Acreage	% Of Acreage
Residential	3	0.1	0.02%
Vacant	57	287.7	49%
Commercial	51	44.7	7.61%
Recreation and Entertainment	0	0	0.0%
Community Service	9	51.1	8.7%
Industrial	22	84.2	14.3%
Public Services	11	114.9	19.57%
Wild, Forested, Conservation and Public Parks	5	4.4	0.75%
Total	158	587.1	99%*
*Percentages have been rounded and therefore do not add up to 100%.			

Table 6 Land Use – Broad Street Sub-Area (Source: Oneida County Real Property Tax Service 2011)			
Land Use	Number of Parcels	Acreage	Pct. Of Acreage
Residential	72	8.9	2.8%
Vacant	68	15.4	4.8%
Commercial	78	105.9	33.0%
Recreation and Entertainment	1	0.02	0.0%
Community Service	3	24.5	7.6%
Industrial	43	94	29.3%
Public Services	7	72.5	22.6%
Wild, Forested, Conservation and Public Parks	0	0	0.0%
Total	272	321.22	99%*
*Percentages have been rounded and therefore do not add up to 100%.			

Table 7 Land Use – Bagg's Square Sub-Area (Source: Oneida County Real Property Tax Service 2011)			
Land Use	Number of Parcels	Acreage	Pct. Of Acreage
Residential	1	0.08	0.1%
Vacant	71	22.1	31.1%
Commercial	86	33.9	47.6%
Recreation and Entertainment	6	6.2	8.7%
Community Service	8	5.7	8.0%
Industrial	3	1.19	1.7%
Public Services	1	2	2.8%
Wild, Forested, Conservation and Public Parks	0	0	0.0%
Total	176	71.17	99%*
*Percentages have been rounded and therefore do not add up to 100%.			

2.2 Existing Zoning

Tables 8 through 11 provide a detailed breakdown of the different zoning districts within each CIC BOA Sub-Area. A visual description of the existing zoning is provided in *Figure 3 – Existing Zoning Map*. The following detailed analysis is based upon *Chapter 2-29 Zoning* of the City of Utica Code, last updated December 19, 2012.

Table 8 Existing Zoning - Oriskany Street Sub-Area <small>(Source: City of Utica 2011)</small>				
Zone	Zone Name	Number of Parcels	Acreeage	Percentage of Area
CN	Neighborhood Commercial	157	30.79	15.34%
PDI	Planned Development Industrial	5	2.03	1.01%
CH	Highway Commercial	25	10.86	5.41%
CCBD	Central Business District	1	0.23	0.12%
I 1	Light Industrial	23	54.78	27.29%
RM 1	Multi-Family - Low Density	178	24.94	12.42%
CC	Community Commercial	213	44.62	22.23%
RM 2	Multi-Family - High Density	34	4.31	2.15%
RT 1	Two Family - Low Density	1	0.65	0.33%
PDE	Planned Development Extraordinary	2	0.22	0.11%
I 1	Land Conservation	13	27.30	13.60%
	Total	652	200.75	99%*

*Percentages have been rounded and therefore do not add up to 100%.

Oriskany Street Sub-Area

The majority of this sub-area is zoned Light Industrial at 27.29%, Community Commercial at 22.23% and Neighborhood Commercial at 15.34%. The existing zoning is consistent with the proposed recommendations and visions for Oriskany Street Sub-Area. It is recommended that the city explore design standards to facilitate consolidated development patterns. In addition, design standards to protect adjoining residential properties and neighborhoods to the south are also strongly recommended.

Harbor District Sub-Area

The majority (62.10%) of the Harbor District Sub-Area is zoned Land Conservation. This zoning boundary follows the 100-year flood plain boundary. Future improvements to this area are likely to be recreation oriented and would therefore be compliant with the Land Conservation designation. The majority of remaining land east of Genesee Street is zoned Light Industrial and Community Commercial which carry regulations consistent with the proposed recommendations. The Light Industrial District also allows for uses permitted by the Highway Commercial District.

It is suggested that the city evaluate the full list of uses allowed in the Light Industrial District to ensure these lands are well suited for light industrial uses are not unnecessarily utilized by non-industrial uses incompatible with the vision for the sub-area. Future modifications to the boundaries of these two districts and additional requirements may also be pursued to ensure appropriate separation between industrial and commercial uses. More importantly,

appropriate design standards will be needed along North Genesee Street to enhance and protect this major gateway into Harbor Point and the City. The majority of the remaining land west of North Genesee Street are zoned Planned Development Extraordinary. The City is currently pursuing a coordinated redevelopment strategy for Harbor Point and surrounding area. It is anticipated that one or more new planned development district(s) will be established to facilitate the preferred redevelopment alternatives.

Table 9				
Existing Zoning - Harbor District Sub-Area				
<small>(Source: City of Utica 2011)</small>				
Zone	Zone Name	Number of Parcels	Acreage	Percentage of Area
RM 2	Multi-Family - High Density	2	0.02	0.00%
CH	Highway Commercial	2	0.21	0.02%
I 1	Light Industrial	56	144.89	15.47%
LC	Land Conservation	91	581.71	62.10%
CC	Community Commercial	69	90.05	9.61%
PDE	Planned Development Extraordinary	51	119.85	12.79%
	Total	271	936.72	99%*

*Percentages have been rounded and therefore do not add up to 100%.

Broad Street Sub-Area

The majority (74.69%) of the Broad Street Sub-Area is zoned Light Industrial. As recommended above for the Harbor District Sub-Area, the allowable uses in the Light Industrial District should be reviewed to ensure only industrial related and supporting uses are permitted and incompatible uses are prohibited. This sub-area also abuts several residential neighborhoods to the south with existing industrial uses scattered among residential uses. Protective measures including, but not limited to design standards and buffers should be considered to protect these neighborhoods from adjacent industrial uses. In addition,

Table 10				
Existing Zoning - Broad Street				
<small>(Source: City of Utica 2011)</small>				
Zone	Zone Name	Number of Parcels	Acreage	Percentage of Area
RS 2	Single Family - Medium Density	1	0.0003	0.00%
RT 1	Two Family - Low Density	2	0.52	0.12%
I 1	Light Industrial	139	326.34	74.69%
CC	Community Commercial	19	12.98	2.97%
RM 1	Multi-Family - Low Density	111	19.24	4.40%
RM 2	Multi-Family - High Density	32	7.34	1.68%
I 1	Land Conservation	7	69.60	15.93%
RS 1	Single Family - Low Density	2	0.89	0.20%
	Total	313	436.91	99%*

*Percentages have been rounded and therefore do not add up to 100%.

Between Jefferson and Kossuth Avenues north of Catherine Street to Broad, lands are zone Multi-Family-High Density. According to the land use map, the majority of the property is commercial and vacant, with only a few residential uses. It is recommended that this area be re-zoned to facilitate the infill of small-scale office, flex space and other related uses such as light industrial and commercial uses consistent with the remainder of the lands north of Catherine to Broad.

For the area roughly bounded by Ontario Street to the west, Bleecker Street to the south, and Culver Ave to the east, it is recommended that a mixed-use commercial district be considered. This is recommended to facilitate appropriate infill development recognizing that the existing uses are a mix of older residential and vacant lands with encroaching commercial and industrial uses.

The Dominic Assaro Industrial Park is an important asset to the City and this sub-area. It is recommended that the future build-out of the park be guided by unified standards for both public and private development with a continued focus on light industrial manufacturing, office and flex space.

Bagg's Square Sub-Area

The majority of Bagg's Square east of North Genesee Street is zoned Community Commercial. According to the Zoning Ordinance, the purpose and intent of this zoning district is to provide areas for large scale shopping and service centers, and to delineate predominantly retail shopping areas outside the Central Business District. The current bulk standards for this district are more suited to suburban style development requiring 15 ft side lot setbacks and limiting the max lot coverage to 40%. It is recommended that 0 ft side lot setbacks be permitted allowing new buildings to be built with adjoining sidewalls, consistent with the desired urban character. In addition, larger maximum lot coverages should be permitted allowing owners to take full advantage of available land for new infill.

Within the Community Commercial District, off-street parking is required to be located on the lot of the proposed development. For Bagg's Square east and west, waiving of off-street parking requirements similar to provisions in the Central Business District is recommended. This waiver combined with increased lot coverage allowances will permit applicants to take full advantage of available land for new construction. In addition, a long-term public parking strategy for Bagg's Square is recommended to provide sufficient locations for off-street parking.

The existing allowed floor to area ratio (FAR) of 2.0 is also in-sufficient to facilitate new construction at higher densities. It is recommended that a FAR of 5 to 6 be considered which may better incentivize new infill. The Community Commercial zone has no height restrictions. It is recommended that a maximum height be identified to permit buildings at heights consistent with existing buildings with the flexibility to go slightly higher to approximately 6 or 7 stories while at the same time prohibiting building heights that may be out of context with the surrounding pattern of development.

Within Bagg's Square west of North Genesee Street, the primary zoning district at 25.57% is Highway Commercial with the remaining districts being Light Industrial, Planned Development Extraordinary and Multi-Family-High Density. The Highway Commercial district, similar to the Community Commercial district east of North Genesee Street is more suited to promote suburban and highway oriented development. According to the Zoning Ordinance the purpose and intent of the Highway Commercial District is to provide locations on heavily traveled collector and arterial highways for those commercial and service uses which are oriented to the automobile or do not depend upon adjoining uses for reasons of comparison shopping or pedestrian trade. Also included in this district are those areas

which are appropriate for mixed commercial and industrial uses by virtue of their proximity to or location on the collector and arterial roads.

The bulk and off-street parking standards are also more suited to suburban style development and would prohibit maximization of available land for development. The allowed FAR of 4 may limit sufficient infill development. Similar to the Community Commercial east of North Genesee, a FAR of 5 or 6 may be productive. The current maximum building height is 50 feet. Allowing new construction of 6-7 stories is recommended.

The entire Bagg’s Square west is within the Gateway Historic District-Form Based Code Overlay District. The Gateway Historic Canal District is intended to foster a vibrant, safe, twenty-four hour District that encourages a broad range of residential, commercial, office, institutional, public, cultural and entertainment uses and activities. The design standards define and promote the district as a desirable place to live, work and recreate.

The design based standards have been established to maintain the historical and architectural character of the Gateway Historic Canal District and to guide future development that is compatible and harmonious with the existing character. Design character types are established and allowed in specific areas based on a predominant and easily recognizable character or theme that is self-contained.

Table 11 Existing Zoning - Bagg's Square <small>(Source: City of Utica 2011)</small>				
Zone	Zone Name	Number of Parcels	Acreage	Percentage of Area
RM 2	Multi-Family - High Density	11	15.75	12.11%
CCBD	Central Business District	2	1.47	1.13%
CH	Highway Commercial	99	33.24	25.57%
I 1	Light Industrial	9	19.53	15.02%
PDE	Planned Development Extraordinary	15	12.78	9.83%
I 1	Land Conservation	2	0.47	0.36%
CC	Community Commercial	85	46.77	35.97%
	Total	223	130.01	99%*

*Percentages have been rounded and therefore do not add up to 100%.

City of Utica Scenic and Historic Preservation Districts

The City of Utica regulates historic properties through the Scenic and Historic Preservation District regulations. The purpose of these regulations is to protect, enhance, and ensure the preservation of landmarks and historic districts to promote the economic, cultural, educational, and general welfare of the public. The existing designated properties are indicated on **Figure XX – Historic and Preservation Districts** which includes portions of Bagg’s Square.

Properties within the Districts are regulated by the Scenic and Historic Preservation District Commission. The Commission works with property owners planning new construction, restoration, alterations or renovations to ensure compliance with the prescribed standards in the law. Its goal is to partner with owners in a way that brings about uniformity, stimulates cohesiveness and ultimately increases property values. The Commission has the authority to

approve or reject plans – including proposed demolitions – and monitors approved projects for compliance. It also offers guidance on how compliance can be achieved.

It will be critical for new development in the CIC BOA to protect and enhance existing historic resources. The existing regulations will be an asset in the revitalization of the CIC BOA by strongly promoting historic preservation and providing assistance to landowners and applicants towards this goal.

2.3 Brownfield, Abandoned and Vacant Sites

The presence of brownfields, abandoned, vacant and underutilized sites and buildings provides the proposed CIC BOA with not only limitations but also opportunities for redevelopment. Brownfields and suspected brownfields located within the study area were identified based on the current and/or historical use of each site, as well as known environmental or health concerns. Sources of information used to screen for potential brownfield, abandoned and vacant sites included interviews with City of Utica staff, Federal and State environmental records (Environmental Data Resources, Inc. report), Sanborn and USGS Historic maps, and historic aerial photographs. Confirmation of current site conditions was accomplished by site inspections. Property ownership, parcel numbers, and sizes were determined from Oneida County Real Property tax records.

For the purposes of this study, the following definitions were used:

Brownfield: Any real property, the redevelopment or reuse of which may be complicated by the presence or potential presence of a contaminant (NYS Environmental Conservation Law Article 27, Title 14).

Vacant Building: An unoccupied building that is abandoned, unattended or not actively used as a place of residence or business.

Underutilized Buildings or Properties: Properties, with or without improvements, and buildings that are partially occupied and are not currently being used to their highest potential.

Vacant Properties: Those that have been assigned a “vacant” classification by the Oneida County Real Property Department.

The following is an overview of the brownfields, suspected brownfields, vacant and underutilized sites and buildings identified within each Sub-Area of the proposed CIC BOA. The locations of these properties in each Sub-Area are depicted on *Figures 4a and 4b – Underutilized Brownfield Sites*. Appendix D provides the following information for each property identified: Site Map No., Street, Tax Map Parcel, Acreage, Owner Name and Address, and a summary description of previous use, known or suspected contamination and any remediation completed.

Oriskany Street Sub-Area

As depicted in *Figure 4a – Underutilized Brownfield Sites – Oriskany Street Sub-Area*, there are eight brownfields, suspected brownfields, vacant and underutilized sites and buildings on 30 acres of land. Site 3 contains the largest grouping of properties at 14 acres. Current uses include an auto parts and an auto repair business. The majority of the area is vacant with the foundations of previous buildings present. Manufacturing operations were established at the

site prior to 1899 and continued throughout the 1900s with light industrial manufacturing entities. The area was the site of the former Utica Knitting Mill and Mele Manufacturing. Based upon historic uses, the presence of soil and/or groundwater contaminants is possible. This location is a prime grouping of parcels for targeted cleanup and redevelopment.

The remainder of the sites in the Sub-Area include an abandoned gas station (Site 1), an abandoned factory (Site 2), a 0.15 acre vacant lot (Site 4), an abandoned building, a possible gas station (Site 5) and a 0.74 acre vacant lot (Site 6), a 9.03 acre underutilized lot (site 8), and the 3.6 acre former Hyosing USA Facility on Oriskany Street.

Bagg's Square Sub-Area

A total of 9 sites were identified in the Bagg's Square Sub-Area on approximately 14.57 acres of land. Site 12 contains a total of 2.09 acres and includes the vacant CONMED Building. In the early 1900s, the site was occupied by a combination of dwellings, commercial businesses, and junk piles. From the mid-1900s through the 1980s, commercial and light industrial businesses were prevalent. Based upon historic uses, the presence of soil and/or groundwater contaminants is possible. This site is located in the heart of Bagg's Square East and presents a significant redevelopment opportunity.

The second major location is Site 13, bounded by Whitesboro and Water Streets. This 2.09-acre grouping of parcels was occupied by commercial businesses, as early as 1899 and by the mid-1900s, manufacturing operations were prevalent. Specifically, the site was home to the former "Saturday Globe" newspaper/printing plant and the Horrocks-Ibboston Company. The site has been vacant since the 1980s with the exception of one structure that is currently being used for storage. The presence of soil and groundwater contamination is expected based upon previous uses. The large grouping of vacant property is well suited for redevelopment. Water Street could be reconnected through this site and to Union Station increasing pedestrian, bicycle and auto connections.

The third major site is the property known as the "Gateway Site (Site 17). This is an underutilized parcel owned and marketed by the City. The site was formerly owned by the Utica Municipal Housing Authority and former location of the Washington Court Housing Complex.

Additional sites include Sites 14 and 16 that sit in the location of former Fort Schuyler. Remediation and improvements to this area would improve the gateway to Bagg's Square. Sites 9, 10 (Liberty Street properties), 11 and 15 (the former Tartan Textile Building) also provide significant opportunities for reinvestment in Bagg's Square West.

Broad Street Sub-Area

The Broad Street area contains 17 sites occupying 63.8 acres of land, with Sites 21 and 23 north of Broad Street as the primary grouping of parcels. Site 23 is the location of the former Skenandoa and Oneita Mills and the former General Electric Co. plant. Together, these properties contain four extremely large buildings on 41 acres, many of which are underutilized. There are a few existing businesses in these buildings, with the most successful being Casa Imports. Groundwater and soil contamination is a possibility based upon the previous uses.

Site #21 is the former abandoned power house and surrounding property. Based on the age and condition of the buildings, historical site use and site inspection observations, the presence of contaminants on or beneath the site are likely.

Another former General Electric Co. building is identified as Site 24. This Site contains 5 parcels totaling 8 acres. The former General Electric building is currently being used for warehousing. The remainder of the Site includes a vacant lot, one residence, loading docks, a large AST, and a transformer bank on the east side of the building. Based upon the past and current uses, there is the potential for contamination.

There is concern of contamination at several former companies located within the Dominic Assaro Industrial Park: Lincoln Radiator Corporation; Andrews Iron and Steel Corporation, Friedrich Climate Master Factory; Utica Structural Steel Inc. foundry; Joseph and Fleiss Co. coat factory; an auto wrecking facility, and an abandoned gas station. There are also three NYSDEC State Superfund Sites labeled 29, 30 and 31.

Harbor District Sub-Area

There are 11 sites identified within the Harbor District occupying 261.6 acres. The primary ones include Site 41, the Harbor Point Complex – former Niagara Mohawk Power Corporation; Site 41A-41D where dredge spoils are known and expected to have been deposited; Site 42, the former NY Tar Emulsion Products Company; Site 40, the former Monarch Chemical Co. Inc site; and 43, the former City of Utica landfill.

Harbor Point is located between the Utica Erie Canal Harbor and Mohawk River. The area was initially developed around 1850 and has been the site of two manufactured gas plants (MGPs), a coal-fired steam plant, petroleum storage and distribution facility, and a tar products plant. National Grid continues to make progress toward final remediation under a voluntary cleanup agreement with the New York State Department of Environmental Conservation (NYSDEC). Less than three years of work remains, including additional soil removal and capping, before portions of the property can be released from the NYSDEC oversight and long-term leases can be negotiated. National Grid intends to progress plans at Harbor Point so they are consistent with the City’s conceptual land use plans as developed under the BOA program. Soil caps may need to be constructed at the correct elevation and with proper materials for different uses, such as parking lots and pads for building foundations.

2.4 Transportation and Infrastructure

As previously stated, the City is located off Exit 31 of the NYS Thruway and within a 4 hours drive of every major city in New York State, including New York City (250 miles), Buffalo (200 miles), Rochester (130 miles), Albany (90 miles), Binghamton (90 miles) and Syracuse (60 miles). Both Genesee Street and Interstate 790/North-South Arterial provide quick access into the City. The Oriskany Street East-West Arterial serves as the primary route through the northern portion of the City.

While these roads provide direct automobile connections into and around the City and proposed CIC BOA, they also currently serve as barriers to pedestrian and bicycle transportation. The NYSDOT is in the planning phases for several improvements including two in the Bagg’s Square Sub-Area: The Multi-way Boulevard “Dieting” of Oriskany Street from Broad Street to Cornelia Street, and future improvements to the North Genesee Street Bridge and on-ramps. Within the Oriskany Street Sub-Area, NYSDOT is planning improvements to the North-South Arterial Viaduct with

modified loops at Oriskany Street. Based upon the current proposals, the proposed improvements will compliment the desired revitalization strategies in the CIC BOA. Continued close coordination with DOT is necessary during the final design and construction phases to ensure mutually beneficial outcomes in the CIC BOA.

The City is of course fortunate to be located along the NYS Erie Canal System, a significant tourist draw and an opportunity for recreation and transportation. The Canal provides a unique transportation resource that allows boaters to travel from Buffalo, to Albany, north Lake Champlain and Canada and to Lake Ontario through Oswego. Given the limitless destinations and significant amount of boat traffic during the boating season, Utica is well positioned to reap positive benefits by creating an attractive destination along its waterfront.

The City is located within a short drive of the Adirondack Mountains and serves as the southern terminus of the Adirondack Scenic Railroad. The Railroad, which runs from Utica to Old Forge, is a tourism railroad with plans to ultimately connect to Lake Placid. Utica’s historic train station provides Amtrak service to Albany, Boston, NYC, Syracuse, Rochester, and Buffalo. The station is located within the CIC BOA – Bagg’s Square Sub-Area, and remains a tremendous asset for the City.

Utica’s public transportation system is provided by CENTRO, a Central New York Regional Transportation Authority Company. Bus service is available in each Sub-Area. This Step 1 Report does not include an evaluation of CENTRO’s service within the CIC BOA. It is recommended that during the Step 2 and 3 planning phases, a more detailed analysis of the potential for additional stops and lines to accommodate the revitalization projects be conducted.

As indicated in *Figure 5 – Transportation and Infrastructure*, municipal water is provided throughout the proposed CIC BOA. Municipal sewer is also provided and extends north along North Genesee Street to Harbor Locks Road West. Extension of the water and sewer lines within the Harbor District Sub-Area, including the Inner Harbor is likely as part of any future redevelopment. The remainder of the proposed CIC BOA is well serviced by water and sewer.

2.5 Land Ownership

As depicted in *Figure 6 – Land Ownership Patterns Map*, and *Table 18 – Land Ownership*, there is a significant amount of publicly-owned land within the CIC BOA, with the City owning approximately 177 acres. The largest collection of land owned by the City includes the former landfill located in the Harbor District Sub-Area. The City also owns several parcels in Bagg’s Square West and Oriskany Street, which presents opportunities for cleanup, and revitalization.

Table 18 Land Ownership (Source: City of Utica 2011)		
Ownership	Parcels	Area (Acres)
Private	998	653
Public-Federal	3	25
Public-State	4	12
Public-City	85	177
Public-Other	213	844
Total	1,303	1,711¹
¹ Total includes acreage associated with public roads		

2.6 Natural Resources

As depicted in *Figure 7 – Natural Resources Map*, the Harbor District Sub-Area is the only location where wetlands may prohibit some redevelopment. Specifically, Harbor Point contains wetlands under the jurisdiction of the NYSDEC that are also likely under the jurisdiction of the Army Corps of Engineers. Locations adjacent to the Mohawk River east of Leland Avenue also have jurisdictional wetlands. In the Oriskany Street Sub-Area, the CSX

tracks act as the southern border to the NYSDEC wetlands and are not expected to impact revitalization efforts in this area. Significant portions of the Harbor District are also within the 100-year flood plain as is the northern portion of Bagg's Square West. Besides the Harbor District, the remainder of the CIC BOA lacks any significant development constraints related to wetlands and flooding.

2.7 Summary of Preliminary Analysis and Recommendations

Oriskany Street Sub-Area

As depicted in *Figure 8A – Oriskany Street Sub-Area Actions for Revitalization Map*, the following recommendations are provided:

- > Catalytic projects should be promoted and focus on new commercial and light industrial uses with internal road and pedestrian connections.
- > Light industrial and commercial uses should be promoted on both sides of Oriskany Street.
- > The City should consider land banking of properties in the existing residential neighborhood east and west of Barnes Avenue to facilitate redevelopment consistent with the Master Plan.
- > The City should explore the use of design standards to facilitate consolidated development patterns.
- > Gateway beautification improvements should be considered at the intersection of Oriskany and Whitesboro Streets, which represents the western gateway into the City.
- > Pedestrian/bicycle and auto connection improvements between the Sub-Area and the Brewery District, as well as between the Brewery District and the Bagg's Square West Sub-Area, are recommended.
- > Improvements within this Sub-Area should take into consideration that the residential neighborhoods to the south should be protected from incompatible development.

Bagg's Square Sub-Area

As depicted in *Figure 8B – Bagg's Square Sub-Area Actions for Revitalization Map*, the following recommendations are provided:

- > The City should consider developing a stakeholder group of property owners to guide redevelopment in accordance with the various planning efforts in the Sub-Area.
- > The City should promote a transition to more mixed-use residential/commercial uses.
- > Bagg's Square East should focus on mixed-use residential/retail and office.
- > Bagg's Square West should focus on mixed-use residential, commercial and entertainment.
- > New development should include first-floor retail, where practical.
- > The lands in the area of the former Fort Schuyler, along Oriskany Street, should be targeted for further investigation, remediation as necessary, and enhanced to provide a key gateway to Bagg's Square.
- > Water Street should be re-established between Washington Street and Union Station.
- > The City should continue to promote the Utica Memorial Auditorium (the "Aud").
- > The former Tartan Textile building is a prime location for a future expansion of the Aud. The City should pursue preliminary cost estimates for removal and cleanup of the building to facilitate reuse of the property.
- > North of the Aud, there is the potential to establish shared parking for the Aud and other future land uses in the area.
- > Streetscape and pedestrian environment improvements area wide are necessary.

- > There are two locations for potential pedestrian connections between Bagg’s Square and the Harbor District.
- > New development should be required to blend with the historic character of Bagg’s Square.
- > The City will need to rationalize public/private ownership of land to accommodate development and parking.
- > The existing Form-Based Code should be reinforced and modified as necessary to facilitate compatible development.

Harbor District Sub-Area

As depicted in *Figure 8C – Harbor District Sub-Area Actions for Revitalization Map*, the following recommendations are provided:

- > A coordinated planning and development approach with strong integration of public-private-partnerships will be essential for this District to achieve its fullest potential. Recognizing this need, the City of Utica in cooperation with the Utica Harbor Point Local Development Corporation is about to begin the preparation of a detailed development plan to guide all future public and private investment in an around the Erie Canal Harbor including Harbor Point.
- > A stakeholder group of Harbor District property owners should be considered to guide redevelopment in accordance with the various planning efforts.
- > Revitalization of the Sub-Area should be facilitated through a mix of retail, restaurants, recreation and entertainment uses.
- > The City should promote the Inner Harbor Catalyst Project, a new marina and waterfront promenade along the Inner Harbor.
- > The City should promote a future recreation-based development at Harbor Point to include a multi-use, multi-seasonal recreation facility.
- > North Genesee Street, a primary gateway into the City and the Harbor District, should be enhanced through site and architectural design standards, as well as pedestrian environment improvements.
- > A new road between North Genesee Street and Leland Avenue should be considered near Aqua Vino.
- > Additional boat docking for 14 ft. to 46 ft. boats is recommended.
- > Car and boat oriented retail is recommended for properties north of the Erie Canal.
- > The City should encourage residential development with waterfront activities: a boat club and marina on the property boarded by Leland Avenue, North Genesee Street, the Erie Canal and the Mohawk River (currently property that includes Aqua Vino).
- > New infill commercial development should be encouraged along North Genesee Street.
- > Lands between North Genesee Street and Leland Avenue should be primarily commercial and light industrial.
- > The overall beautification of the Sub-Area is a key element to revitalization. Property owners should be encouraged to improve their properties toward the overall beautification of the District.
- > A zoning overlay district with site and architecture design standards should be considered to ensure consistency of future development.
- > Pedestrian connections between the Harbor District and Bagg’s Square Sub-Areas should be encouraged.
- > The City should support the extension of the Canalway Trail to the east.
- > Continued remediation of the former City landfill is necessary.

Broad Street Sub-Area

As depicted in *Figure 8D – Broad Street Sub-Area Actions for Revitalization Map*, the following recommendations are provided:

- > This Sub-Area should remain a vital location for light and large-scale industrial uses in the City of Utica.
- > For the lands north of Broad Street, the City should focus on evaluating potential environmental contamination and reuse options for existing buildings and property.
 - The removal of buildings may be required to facilitate new and modern uses. If remediation activities are required, the City is encouraged to seek opportunities to leverage funding for building remodeling and removal.
 - An internal road structure should be considered to limit truck traffic on public streets.
 - A market feasibility analysis evaluating potential future uses should be prepared.
- > Dominic Assaro Industrial Park
 - Unified standards for public and private development should be encouraged to enhance the overall park design and improve the efficiency of its building and road placement.
 - Light industrial, manufacturing, office/flex space should be encouraged and promoted.
- > Complimentary commercial uses that promote services to employees and businesses should be encouraged throughout the Sub-Area.
- > The lands between Broad and Catherine Streets should be the focus of infill, light industrial, small-scale office/flex and R&D development, while ensuring that the existing residential neighborhoods are protected from incompatible development.
- > Gateway improvements are recommended at Culver Avenue and Bleecker Street.
- > Streetscape and pedestrian environment improvements are required throughout the Sub-Area.
- > Property owners should be encouraged to improve the appearance of their properties and buildings.

Key Recommendations

The following is a listing of key recommendations that include specific activities that may be conducted under the Nomination Study to advance redevelopment and improve conditions in the CIC BOA.

1. Retail, Housing and Light Industrial Market Analysis

Based upon preliminary information provided in the Pre-Nomination Study, the City should assess the existing retail, housing and light industrial climate in the study area, City and region. The assessment and analysis should look at existing conditions and trends associated with retail, housing, commercial, and light industrial business and development. Opportunities for new development should be identified specific to the CIC BOA Study Area. Strategies and incentive packages to encourage targeted economic development and business growth should be identified.

2. North of Broad Street Master Plan and Feasibility Study

A preliminary redevelopment feasibility study should be conducted for the area North of Broad Street identified for future large-scale industrial uses in the Pre-Nomination Study. This study should identify the highest and best uses for this area consistent with the City's Vision, realistic opportunities for reuse of existing buildings and associated economic benefits, and preliminary cost estimates for removing buildings if deemed necessary. This

feasibility study would include the preparation of one or more redevelopment alternative concepts and associated preliminary cost estimates and analysis of the economic benefits.

3. **Bagg's Square East and West Master Plan**

A conceptual master plan should include development of Bagg's Square to identify the preferred build out of the Sub-Area. The study should include and market analysis to understand the land and market realities associated with and guiding the revitalization of the Sub-Area. The purpose of the study will be to ensure proper building and site design and layout; access, parking, relationships and linkages to surrounding properties shall be taken into consideration as new development begins to occur. East and West Bagg's Square includes significant and historic structures and places such as the Lower Genesee Street Historic District, Union Station, former Doyle Hardware building and the Utica Memorial Auditorium.

4. **Streetscape and Pedestrian Facility Plan**

To address concerns associated with pedestrian safety, walkability and traffic speeds, a Streetscape and Pedestrian Facility Plan should identify improvements and enhancements for study area streetscapes, including conceptual streetscape designs for improving aesthetics and walkability of the neighborhoods. Traffic-calming measures and recommendations for roadway improvements and circulation patterns would also be considered.

5. **Harbor Point and Inner Harbor Master Plans**

The City, in partnership with National Grid and the Canal Corporation, will continue to advance conceptual planning at Harbor Point (lands west of the Utica Harbor) and the Inner Harbor (lands east of the Utica Harbor). Some of the Inner Harbor planning may be advanced by means of Consolidated Funding Application (CFA) grants. Site development is anticipated to include the re-programming of Canal Corporation facilities, rehabilitation of harbor walls, capping of an on-site dredge spoils area, enhancement of access roads, construction of a public marina, and the establishment of dedicated areas for private investment. However, the BOA funding may be particularly needed to supplement these planning efforts at the Inner Harbor, especially in regard to public outreach, and will serve as the main mechanism to complete the conceptual planning of Harbor Point. The Harbor Point site, in accordance with the Utica Master Plan, will include development of recreational or entertainment facilities as well as open space preservation and trails. Alternatives for these facilities include a baseball/soccer stadium, outdoor amphitheater and/or softball fields.

6. **Gateway and Wayfinding Plan**

The current condition of gateways into the study area and the City do not portray the community in a positive light. Gateway concepts should be developed for the following locations: the western gateway at Oriskany/Whitesboro Streets; eastern gateway into Bagg's Square East at Oriskany and Broad Streets; and the Culver Avenue/Bleecker Street gateway.

7. **Design Standards**

The City should develop unified design standards for new development in specified zones of the Oriskany Street, Bagg's Square, Broad Street and Harbor District Sub-Areas. In particular, design standards are envisioned for East Bagg's Square, the Inner Harbor and the Dominic Assaro Industrial Park. Design standards do exist for West Bagg's Square since it is within the Gateway Historic District overlay area.

8. **Critical Pedestrian Connections Study**

The Step 2 BOA needs to examine pedestrian connections from East and West Bagg's Square to North Genesee Street and the Utica Harbor. Additionally, safe pedestrian connections are desired from the Brewery District, adjacent to the Oriskany Street Corridor, and the Utica Memorial Auditorium. Also, better connectivity between East and West Bagg's Square (i.e. across Genesee Street) is also desired and requires examination.

9. **East-West Arterial Improvements Analysis**

As part of Step 2 BOA efforts, the City needs to partner with the NYSDOT to implement "traffic calming" throughout the east-west arterial (5S/Oriskany Street) corridor and improve pedestrian safety. The plan includes a road "dieting" option, which refers to the elimination of the third travel lane that exists primarily on Oriskany Street between Seneca and Second Streets. The viability of a roundabout at Genesee Street at Oriskany Street also needs to be explored with the NYSDOT.

10. **City-owned Brownfield Assessments**

There were 45 brownfield sites identified in the Step 1 Nomination Study. Many of these sites were made up of multiple parcels and property owners. The City or the City's Urban Renewal Agency currently owns 28 parcels that are located on 12 different potential brownfields sites. These 28 parcels will go through additional environmental assessment under the Step 2 BOA. Some of these properties are located in areas that are slated for significant master planning efforts, such as Site 10, Liberty Street properties and Site 13, former Horrocks-Ibbotson in the West Bagg's Square area and Site 39, former Mohawk Valley Fuel Company, and Site 40, former Monarch Chemical in the Harbor Point area.

11. **Priority Brownfield Redevelopment Analysis**

There are currently several major brownfield sites in Utica in need of further assessment and will require special meetings and analysis with current property owners and potentially prior owners or responsible parties. These sites include:

- > **Site 3** – former Utica Knitting Company, south side of Oriskany Street in Oriskany Street Corridor Sub-Area.
- > **Site 41** – former Utica Gas and Electric Company, at Harbor Point in Harbor District Sub-Area.
- > **Site 15** – former Tartan Textile Company, corner of Oriskany and Charles Streets in Bagg's Square Sub-Area.
- > **Site 14** – former Standard Oil Company tank farm, at east end of Main Street in Bagg's Square Sub-Area.
- > **Site 12** – former ConMed Corporation facility, at Broad Street in Bagg's Square Sub-Area.
- > **Site 37** – former Matts Petroleum Site, at Leland Avenue in the Harbor District.
- > **Site 23** – former Skenandoa and Oneita Mills (General Electric), north side of Broad Street, in the Broad Street Corridor Sub-Area.
- > **Site 24** – former General Electric plant, at Bleecker and Oscar Streets in the Broad Street Corridor Sub-Area.

Figures

Appendix A
Socio-Economic Analysis

Appendix B
List of Major Employers

Appendix C

Community Public Participation and Visioning Plan and Public Workshop Meeting Notes

Appendix D

Brownfield, Suspected Brownfields, Vacant and Underutilized Properties and Buildings

