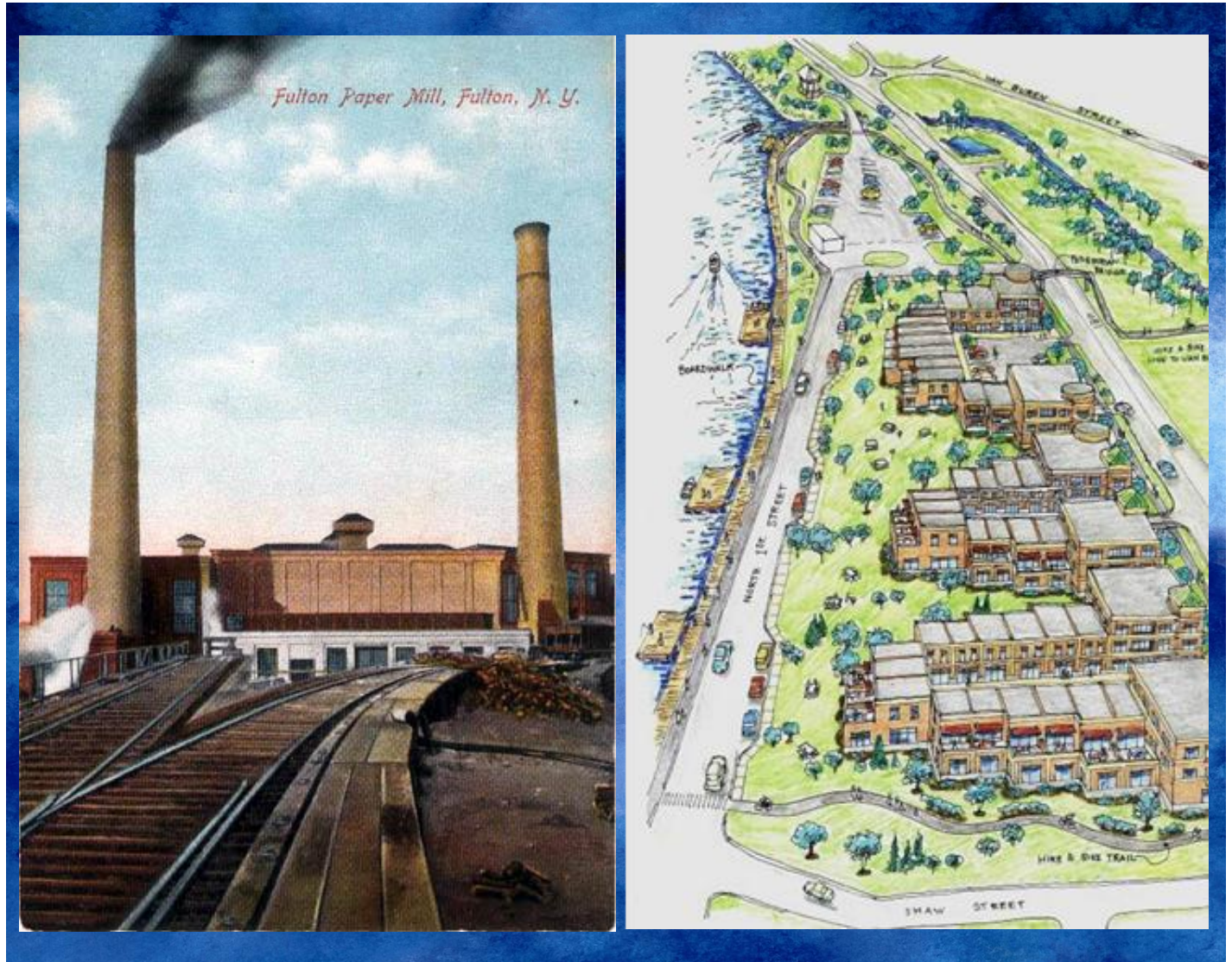


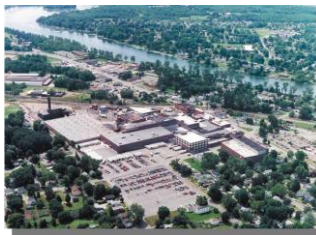
CITY OF FULTON

BROWNFIELD OPPORTUNITY AREA NOMINATION STUDY



“A Canal City’s Revitalization Plan”

December 2013



Acknowledgments

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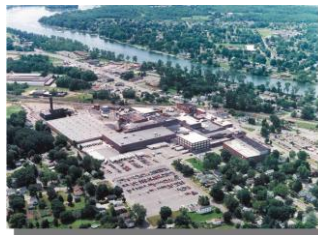


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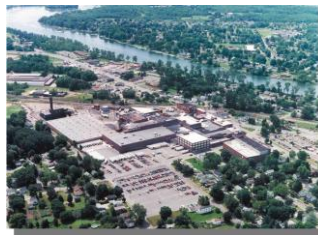
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SECTION 1. PROJECT OVERVIEW

Project Overview & Description

The City of Fulton is located on the east and west banks of the Oswego River, twenty-five miles north of the City of Syracuse and twelve miles south of Lake Ontario. The City's 2000 census population was 11,855 people. The City of Fulton is home to a variety of manufacturing facilities, many related to the food and packaging industry, with nearly 2,000 manufacturing jobs.

In 2006, Oswego County and the City of Fulton applied for and were awarded funding from the New York State Brownfield Opportunity Area (BOA)



Program to further study the revitalization of the City's existing brownfields. Together, the County and the City had previously completed several environmental site investigations through the Federal Environmental Protection Agency (EPA) Brownfield Assessment Grant. Together, Oswego County and the City of Fulton serve as the Lead Project Sponsors, with the City of Fulton serving as the Lead Agency on SEQRA.

The Fulton BOA Nomination Study is comprised of two phases, Phase I and Phase II. Oswego County received an initial grant to complete the Phase I Nomination Study. Additional funds were applied for and awarded to the County and the City for the Phase II Nomination Study. As a result of the two grant awards, the project was staged into two phases. Specifically, the Nomination Study goals were to:

- Identify and assess the full range of community development challenges posed by multiple brownfield sites;
- Create a shared vision and consensus on the future uses of strategic brownfield sites and the redevelopment opportunities for the Study Area;
- Coordinate and collaborate with local, state, and federal agencies, community groups and private-sector partners;
- Develop public-private sector partnerships necessary to leverage investment in development projects that can revitalize diverse local communities and neighborhoods.

BOA Program & Purpose

The BOA Program provides municipalities with financial assistance to complete area-wide planning approaches to brownfield redevelopment and site assessments to determine if a potential brownfield site is contaminated. Completion of the BOA program will lead to the Study Area receiving a New York State designation as a Brownfield Opportunity Area (BOA). The BOA Program was established by the Superfund/Brownfield Law in October 2003.¹ The Superfund/Brownfield legislation amended the General Municipal Law (Article 18-C), which authorizes municipalities to pursue redevelopment and revitalization of economically distressed areas, by adding Section 970-r, to create the BOA Program.

Information provided in the *City of Fulton Comprehensive Plan* and the Environmental Protection Agency (EPA) Brownfield Assessment Grant findings were utilized by the City to meet the requirements of the **Step 1: Pre-Nomination Study**. These documents concluded that the City of Fulton does have significant impediments to redevelopment within the BOA Study Area and numerous vacant and underutilized sites. The *Fulton BOA Nomination Study* was prepared in accordance with the guidelines established by NYSDOS for the **Step 2: Nomination Study** phase of the BOA Program. The focus of this study was to examine the impediments and identify both strategies and redevelopment opportunities to overcome these challenges. The recommendations of this Study will be advanced to **Step 3: Implementation Strategy** of the BOA Program.

Phase I Nomination Study

The Phase I Nomination Study (**Appendix A**) was created as a preliminary report and provided the inventory and analysis and preliminary visioning that is necessary to develop realistic goals and recommendations for Fulton to redevelop its brownfield sites. Through a multi-faceted community outreach plan that engaged stakeholders, interested agencies, and local residents, the Laberge Group developed a detailed inventory and analysis that

What is the BOA Program?

The Brownfield Opportunity Areas (BOA) Program, funded and administered by the New York State Department of State (NYSDOS), provides assistance to complete revitalization plans and implementation strategies for areas affected by brownfield sites. The BOA Program enables communities to return dormant sites back into productive use, while also restoring environmental quality. The BOA Program enables local governments and community based organization to:

- Address a range of problems posed by multiple brownfield sites;
- Build consensus on the future uses of strategic or priority brownfield sites; and
- Establish the multi-agency and private-sector partnerships necessary to leverage assistance and investments to revitalize neighborhoods and communities

The BOA Program consists of three steps:

Step 1: Pre-Nomination Study:

- Identify and describe a manageable study area.
- Form partnerships and conduct a public outreach and community visioning process.
- Complete a preliminary analysis that identifies compelling opportunities for revitalization.

Step 2: Nomination Study:

- Complete a comprehensive land use assessment and analysis.
- Complete an economic and market trends analysis.
- Identify and describe all brownfield sites with an emphasis on the reuse and redevelopment potential of strategic sites.
- Develop recommendations for future uses and actions to redevelop and revitalize the community or neighborhood.

Step 3: Implementation Strategy and/or Site Assessments:

- Undertake and complete techniques and actions to implement the area-wide plan.
- Perform remedial investigations and site assessments for strategic sites.
- Market strategic sites to developers.

For more information, please visit:

http://www.nyswaterfronts.com/grantopps_BOA.asp

¹ All information obtained from: www.nyswaterfronts.com.

included: land use, zoning, parks and open space, land ownership, historic properties, transportation systems, and natural resources. The information was delineated and described as it related to each of the five neighborhoods and the twenty-one (21) potential brownfield sites. The completion of the inventory and analysis allowed the community to complete a preliminary visioning and develop goals that are to promote and enhance future development opportunities and reinvestment in the City of Fulton BOA Study Area.

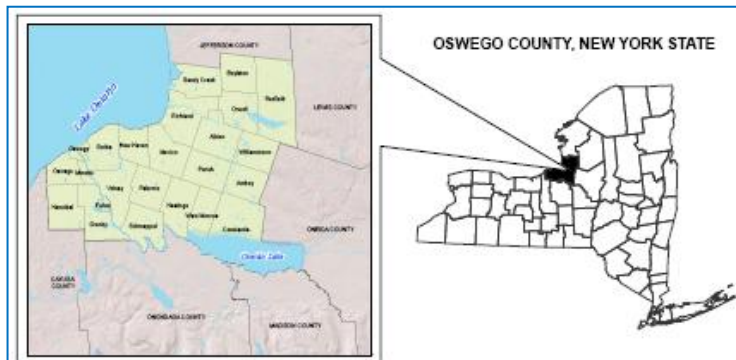
- Goal 1: Coordinate revitalization of the BOA Study Area waterfront.
- Goal 2: Encourage sustainable economic development in the BOA Study Area.
- Goal 3: Expand and create new transportation options in the BOA Study Area' pedestrian, bike, bus, car, etc/
- Goal 4: Preserve and enhance the quality of the BOA Study Area's residential neighborhoods.
- Goal 5: Develop and maintain a comprehensive network of parks and open space in the BOA Study Area, linked by a complete system of trails and greenways.
- Goal 6: Increase community development efforts in the BOA Study Area.
- Goal 7: Encourage community pride and history of the BOA Study Area.

Phase II Nomination Study

The Phase II BOA Nomination Study was expanded to provide Fulton with a detailed assessment of the BOA Study Area, a comprehensive community vision for brownfield redevelopment, and summary analysis, findings and recommendations for all the brownfield sites in the BOA Study Area. Completion of the Phase II BOA Nomination Study included an Economic and Market Trends Analysis to aid in identifying feasible new development and business opportunities within the BOA Study Area. The result will be the selection of strategic brownfield sites to be studied during Step 3 of the BOA Program, the Implementation Strategy.

The findings from Phase I have been incorporated into Phase II of the BOA Nomination Study, as well as a detailed economic and market trends to understand the fiscal implications associated with potential strategic site redevelopment scenarios. Phase II provides a redevelopment master plan for the City that:

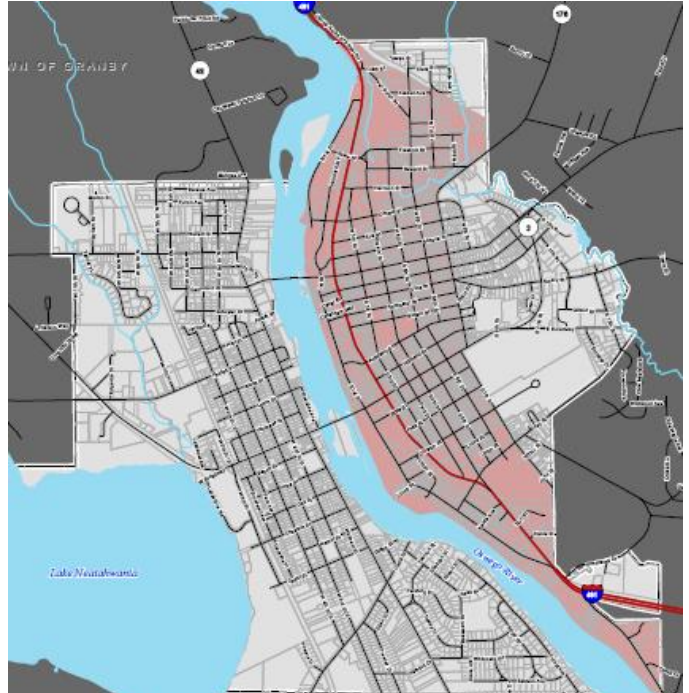
- Creates new investment and job opportunities;
- Improves housing conditions;
- Creates new recreation and waterfront access opportunities; and ultimately
- Revitalizes brownfield, abandoned, vacant, and underutilized properties.



Fulton BOA Study Area, Boundary & Justification

The Fulton BOA Nomination Study analyzes an area located on the eastern side of the City, bordering the Oswego Canal. This Study Area encompasses approximately 531 acres and has numerous underutilized and vacant sites. The presence of contaminated, underutilized, and vacant sites in this area detracts from the overall quality of life and contributes to small areas of urban blight. However, these sites also represent opportunities for redevelopment in the City.

The Fulton BOA Study Area focuses on Fulton's older, developed, industrial and waterfront areas and proximate Route 481 corridor. The Fulton BOA Study Area is defined by Oswego River on the west, municipal boundaries to the south and southeast, Seventh Street, NYS Route 176, and the municipal boundary to the east, and bending back westward towards the River running parallel to Van Buren Street and the municipal boundary to the north (See **Appendix B: BOA Maps (BOA Study Area & Neighborhoods)**). The BOA Study Area boundary incorporates existing developed properties as well as vacant and/or underutilized properties that once housed a variety of uses, including commercial and industrial facilities. See **Appendix B: BOA Maps (Community Context Map, Study Area Context Map, and BOA Boundary)**.



The BOA Study Area includes existing residential, commercial, and industrial properties, as well as several vacant, underutilized, and/or strategic properties. The BOA Study Area boundary incorporates existing developed properties as well as vacant and/or underutilized properties that once housed a variety of uses. These sites are an opportunity for economic development and reinvestment through the BOA Program.

Today, Fulton faces many of the same problems as larger urban centers in Upstate New York, such as, aging public infrastructure and housing, as well as increased poverty rates. Fulton has a population that is aging in place without an influx of new or returning young persons and families deciding to settle in the City after receiving education and job training. Many urban areas in the northeast have started to recover from these similar problems through focused policies to revitalize their neighborhoods, infrastructure, downtowns, parks, and cultural venues.

Summary of BOA Study Area Challenges

- **Vacant Properties:** The vacancy rate for housing in the City of Fulton increased from 5.9% in 1990 to 10.5% in 2000. Currently, there is a low demand for both rental and owner-occupied housing in the City. In addition to vacant housing there are a number of vacant parcels (16%) in the BOA Study Area.
- **Abandoned Industrial Sites:** These sites are located throughout the BOA Study Area, and have both real and perceived contamination issues, which must be overcome to stimulate revitalization.
- **High Unemployment:** Unemployment rates in Oswego County have been consistently higher than state and regional averages. Figures from the NYS Department of Labor indicate an unemployment

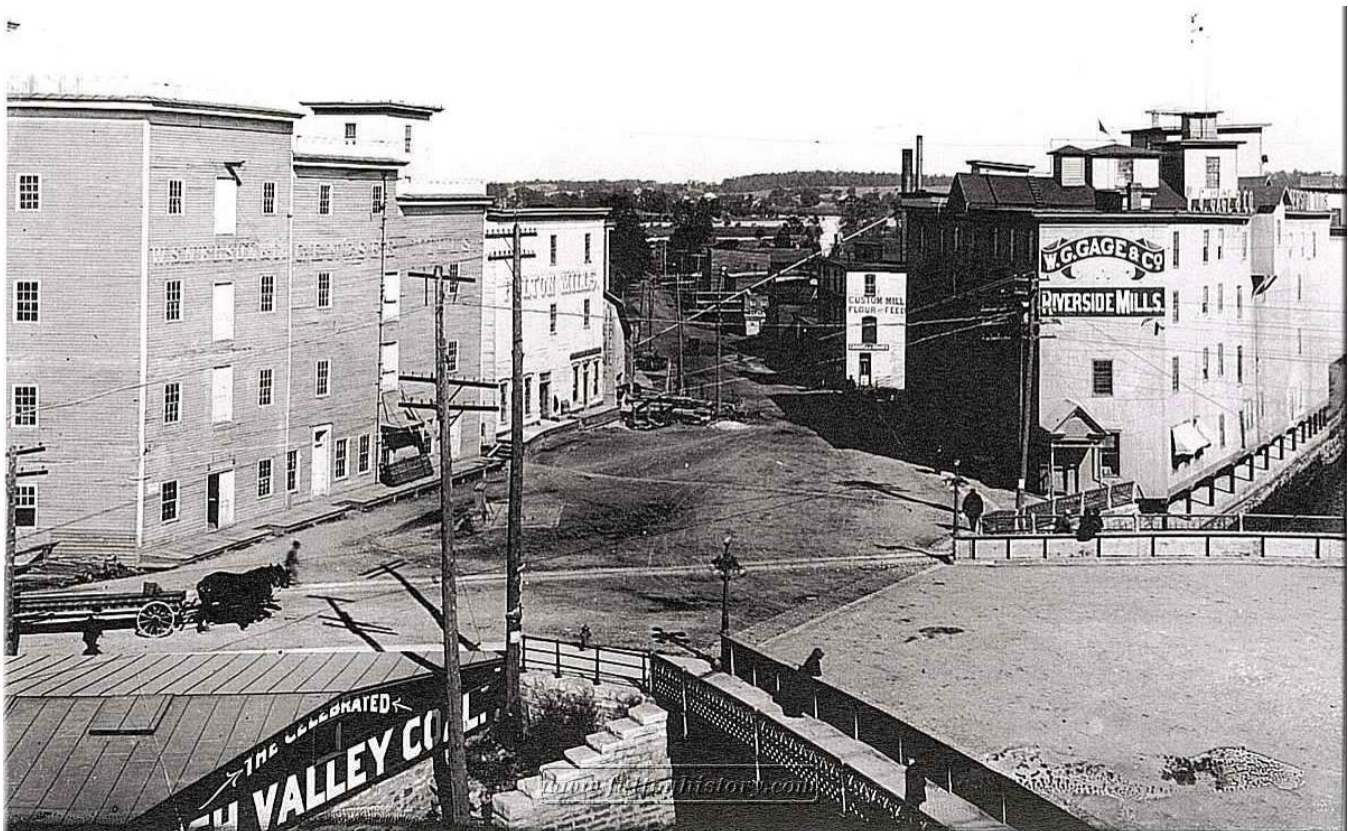
rate of 68.8% in Oswego County, compared to 7.3% for the Syracuse MSA and 7.5% for New York in August 2013. The unemployment rates in the BOA Study Area are even higher. The Study Area is comprised of two census tracts, which in 2007 had unemployment rates of 13.4% and 10.8% respectively.

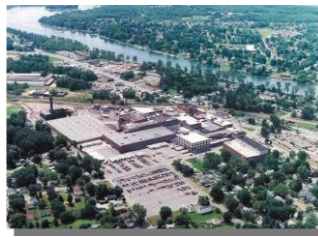
- **Growing Senior Population:** In 2010, it is projected that nearly 15% of the City of Fulton's residents were over 65 years of age with expectations that this number will increase in 2013. This will contribute to the increased demand for health care services and access to various housing choices that allow older adults to maintain their independence. However, the growing senior population also represents opportunities for young families to find employment opportunities in the job sectors that the 55-64 age cohorts once held, and for the City of Fulton to capitalize as a walkable community friendly towards seniors and retirees.
- **Aging Infrastructure:** Approximately 40% of the City's water and sewer mains date as far back as 1885.
- **Land Ownership:** Approximately 70% of the parcels in the BOA Study Area are privately owned, including the majority of the waterfront. This will pose a challenge during the process of land assemblage for future private/public development opportunities in the areas identified during Phase II as strategic redevelopment site areas.
- **Disrepair of Existing Housing Stock:** The housing stock in the BOA Study Area is aging with limited funds for improvements. A Housing Needs Assessment was conducted to better understand the existing housing conditions.



Summary of BOA Study Area Opportunities

- **Proximity to Water Bodies:** The BOA Study Area's western boundary is the Oswego River. Lake Neatahwanta is also in close proximity to the Study Area.
- **Waterfront-Focused Projects:** The City of Fulton has completed several projects in the past decade to reclaim its waterfront, including the Canal Landing Marina, City-owned seasonal docks, and the Canal Towpath Trail. The Canal trail is currently being expanded through the vision established by the *North First Street Riverwalk Plan*.
- **Pedestrian Scale:** The traditional street grid pattern and a relatively small boundary (4.8 sq miles) give the City of Fulton the potential to be a walkable community. The City currently provides sidewalk access to portions of local roads and has installed kiosks, directing pedestrian traffic to businesses and institutions throughout downtown.
- **Recreation:** The City currently has thirteen (13) parks or open spaces located throughout its boundaries. Every neighborhood within the BOA Study Area is located within a 10-minute walking distance (1,500 feet) to a public park or school owned recreational area.
- **Public Transportation System:** City of Fulton receives bus transportation service from Centro, which is a regional central New York company that provides transportation services to local and regional destinations, including the City of Syracuse, Oswego County, and the City of Utica.
- **Wealth of Historic Structures:** The City contains several examples of historic architecture, dating as far back as the mid 19th century, including but not limited to, Italianate, Greek Revival, and Tudor Revival periods of architectural history.
- **C-2 and C-2A Zoning Districts:** These zoning districts, located downtown along the BOA Study Area's riverfront, allow for the potential of mixed-use waterfront development.





PAST PLANNING EFFORTS

The following is a summary of existing plans and studies completed for the City of Fulton and/or Oswego County. Each of these plans contains research, analysis, and recommendations that are directly related to the successful integration of the BOA Nomination Study with existing City of Fulton goals and strategies. The integration of the findings from each of these plans is important to the Nomination Study. The plans or studies that are reviewed in this section include:

- Oswego County Comprehensive Plan, 1997
- City of Fulton Local Waterfront Revitalization Plan (LWRP), 1998
- City of Fulton Comprehensive Plan, 2003
- North First Street Riverwalk, 2004
- State of Oswego County Environment, 2007
- Oswego County Coordinated Public Transit Human Services Plan, 2010
- Regional Economic Development Plan, 2011

Oswego County Comprehensive Plan, 1997

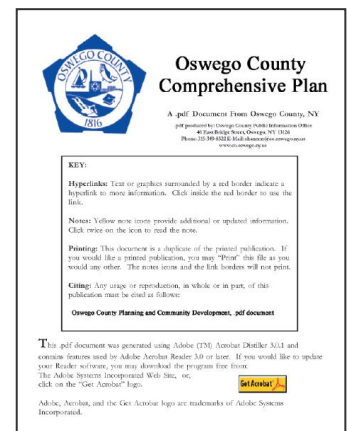
The Oswego County Comprehensive Plan was completed in 1997, and has served as a guide to County decision-makers as they work to accommodate the physical growth and development of Oswego County. The Plan covered several sections including natural resources, historic resources, transportation, infrastructure, housing, community facilities, parks and open space, economic development, and community design. An overview of the County's resources are identified and described. The Plan articulates an overall vision for the County and the means to achieve the objectives set forth.

The goals contained in the Plan were developed from a series of public workshops held to gauge public input. Some of the goals included preserving community character through proper community design and land use, open space development, and infrastructure investment. The Plan detailed measures of implementation of these goals, including the creation of public/private partnerships to help develop opportunities for jobs, facilities and businesses.

The BOA Nomination Study should recognize the program and policy recommendations developed in the Plan. Specific topics discussed related towards brownfield redevelopment included encouraging the preservation, maintenance, rehabilitation of parcels, and adaptive reuse of older and historic structures; develop sites for new commercial and industrial businesses; and promote sustainable land use development.

City of Fulton LWRP, 1998

The City of Fulton completed an LWRP in 1998, which established a set of policies for how the Oswego River/Canal waterfront should be developed in the future. The plan concentrated on several community goals,



including development and land uses that are beneficial uses of the coastal location; maintaining and enhancing natural areas, recreation areas, and open space areas; minimizing potentially adverse land uses, environmental and economic impacts that would result from proposed development; and protecting stable residential areas.

The boundary of the LWRP includes several of the proposed brownfield sites for the BOA Nomination Study, thus it should be sensitive towards the policies established through the plan. Some of these policies include but are not limited to fostering smart patterns of growth that preserve community character and open space; providing public access to the waterfront; and minimizing environmental degradation in the waterfront area from solid waste and hazardous substances.

City of Fulton Comprehensive Plan

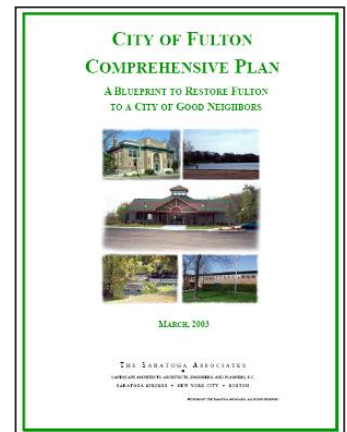
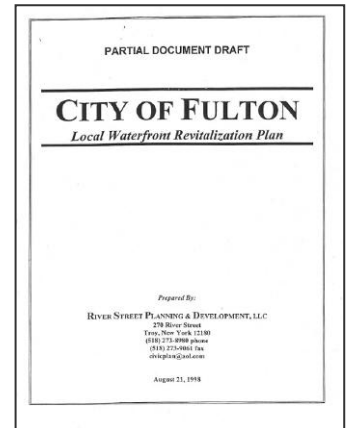
In 2003, the City of Fulton prepared a new Comprehensive Plan that was intended to build upon one of the City's biggest assets, its neighborhoods. The Plan's vision was to restore Fulton as a complete community in the regional economy through establishing several goals and recommendations for policy changes and important revitalization projects. The policies identified include advancing neighborhood stability, promoting economic vitality, and improving the overall quality of life for residents.

There were several recommendations and strategies from the Plan that are closely aligned with the mission and vision of the BOA Nomination Study. These strategies include reclaiming environmental resources as a tool for sustainable economic development; developing a strategy for dealing with abandoned, dilapidated sites and vacant lots; and a continued focus on waterfront development opportunities.

North First Street Riverwalk, 2004

In 2004, the Fulton Community Development Agency commissioned a Preliminary Design and Development Report for the North First Street Riverwalk. The report detailed the existing conditions of the Oswego River/Canal waterfront, which at the time was underutilized. The proposal was to turn the waterfront into a recreational walking and biking trail, as well as developing several "nodes," or areas designed for activity and enjoying the water. The design called for making North First Street a one-way street, and shutting down the western lane to traffic, making it exclusively pedestrian and bicycle use only. There would be a Northern Terminus and a Southern Terminus to serve as welcoming centers to visitors and recreational users. The vision of the report is currently being enhanced and carried through by the City of Fulton.

Any properties in the BOA Nomination Study located along or near the proposed Riverwalk should incorporate the design elements and potential future improvements to infrastructure and road design to North First Street and the waterfront. For those sites located along the waterfront, integration of design recommendations should be



encouraged in an effort to enhance existing and future access points and public spaces, and allow development of a unified recreational greenspace and trails.

State of Oswego County Environment, 2007

The Oswego County Environmental Management Council (EMC) was established in 1971, and has acted as a review and advisory board to local and state government regarding matters related to the protection, conservation, preservation and proper management of natural resources in Oswego County. The EMC provides an annual report detailing the current state of the environment, with 2007 being the latest report available. The report covers specific topics, such as species, wetlands, and water quality, as well as specific sites and geographic locations, such as the Oswego River corridor, and Lake Neatahwanta.

This Report identified a total of nine sites in Fulton that are currently labeled as environmentally hazardous or brownfield assessment sites. The properties identified in Fulton that have already undergone EPA Phase I Environmental Site Assessment (ESA) include:

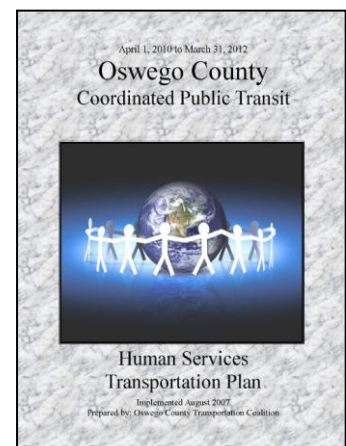
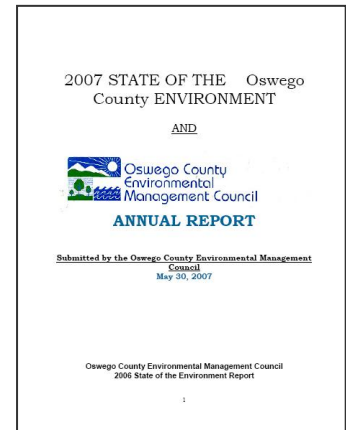
- Two Fulton Mall sites
- SOFCO site
- 62 N Fifth Street
- Building 80 (A.L. Lee Memorial Hospital)
- Four sites on Oneida Street

In 2006, the County recommended some of these sites to move forward with Phase II ESA's in an attempt to expedite the remediation of the properties. Each of these sites will be further examined in the BOA Nomination Study.

Oswego County Coordinated Public Transit Human Services Plan, 2010

Oswego County Transportation Coalition completed the Oswego Coordinated Public Transit Human Services Plan in March of 2010 to serve as guiding document for improving the service of public transit in the County till 2012. The Plan is updated every two years as a result of increased needs and changing service provisions by public transportation related agencies in the region.

The 2010 Plan reviewed all progress made since adoption of the 2008 Plan. Several goals and objectives were met, including the following: development of www.forthibus.org, an interactive website for Oswego County transit users; completion of the Travel Training project, and guide to using OCO and Centro bus services; establishment of a new branding campaign for buses in Oswego County; development of new bus schedules; expansion of bus services in the County; and appointment of an Oswego County Public Transportation Liaison. The Plan updated goals and strategies to continue the efforts of improving public transit in Oswego County. These goals will be further examined in the BOA Nomination Study, to better understand the local and regional opportunities and challenges regarding bus service provision.



Central NY Regional Economic Development Council's Strategic Plan

In 2011, Governor Cuomo established ten Regional Economic Development Councils to represent their respective regions across New York State. The City of Fulton is located in the Central New York Regional Economic Development Council (CNY REDC). The CNY REDC prepared the Central New York Strategic Plan, a five-year plan that is intended to guide, energize, and transform the five counties that make up Central New York (Cayuga, Cortland, Madison, Onondaga, and Oswego). The CNY REDC will implement projects in Central New York based on consistency with this plan.



The Central New York's vision focuses on leveraging its many assets to create a diverse, sustainable economy. The City of Fulton is poised to be a catalyst in this economic renaissance as it focuses on the Strategic Plan's key strategies:



Strengthen Targeted Industry Concentrations that Leverage Unique Economic Assets.

One of the Plan's priority industry concentrations is Agribusiness and Food Processing. Fulton has had a long history in food processing and continues to have quality graded processing infrastructure in place. Tourism is another industry identified in the Plan. Tourism has the potential to transform the Region. The Strategic Plan recommends putting in place tools to attract private investment which will drive demand to revitalize and diversify communities and create a climate which allows entrepreneurs to flourish. The Strategic Plan calls for the development of tourism infrastructure to transform the region by driving community development and leveraging private investment. The City has the ability to take advantage of the Tourism industry with two locks, with one being adjacent to Fulton's downtown (Lock O3 of the Oswego Canal).



Improve Competitiveness in, and Connections to, the Regional, National, and Global Economies.

Large and small businesses are in an increasingly competitive marketplace and often require unique skill sets. Central New York's Plan looks to focus on maximizing human capital to ensure key industry sectors thrive. Fulton has historically been a blue-collar community and has an abundance of workers skilled in manufacturing. The Strategic Plan looks to advance these skills in order to retain and expand local and regional jobs.



Revitalize our Region's Urban Cores, Main Streets, and Neighborhoods. The area that will have the most significant impact on Fulton is Central New York's plan to revitalize the region's urban cores, main streets, and neighborhoods. Municipal centers like the City of Fulton represent significant investments in physical infrastructure that must be preserved and enhanced for future growth. Identified as part of this revitalization is region-wide waterfront revitalization and promoting missed uses development as part of waterfront revitalization. The strategies under this goal focus on alleviating high concentrations of poverty that increase costs on local government, reduce educational attainment, and impede development of sustained and talented workforce. The Plan calls for three opportunities:

- Rethink – Challenge the barriers to education and economic success.
- Repurpose – Increase density and create vibrant main streets.
- Retrain – Improve social capital and better connect people to work.

SUMMARY OF CURRENT PUBLIC INVOLVEMENT

A successful planning effort requires an inclusive public outreach process. The need for this is two fold: (1) it engages the community in the planning process; and (2) it ensures that the City's officials and the consultant team will have a clear understanding of those issues that are of concern to City's residents and stakeholders.

The BOA Program is a community-driven initiative that necessitates an inclusive public outreach process in order to be successful. As such, local community participation was sought in the development of an area-wide plan for the proposed BOA. A Community Participation Plan was developed which identified the public outreach methods exercised as part of the Nomination Study. Included in the Community Participation Plan was an outline of the steps necessary to identify and maintain a community partner's database, conduct interviews, facilitate public workshops and to create a strategic marketing effort to educate the public and partners of the BOA process and findings. **See Appendix C: Community Participation Plan.** The following elements are included in the Community Participation Plan for the City of Fulton BOA Nomination Study:

- Creation of the Fulton BOA Steering Committee;
- Stakeholder Interviews & Focus Groups;
- Stakeholder Seminars;
- Resident & Business Surveys;
- Interviews with Major Employers;
- Public Workshops;
- Public Hearings; and
- Marketing & Promotion.



Several techniques were utilized to ensure active community engagement. Such techniques included the establishment of a Fulton BOA Steering Committee to oversee and make decisions for the project; public meetings to educate and engage in the BOA process, as well as obtain community feedback, development of a community vision, and the solicitation of public comments on draft documents. In addition to public forums, key community stakeholders identified by the BOA Steering Committee were interviewed to attain additional information related to the BOA Study Area. These interviews included those with Major Employers, Economic Development Organizations, and Strategic Site Owners. Stakeholder interviews allowed for consensus building on important topics and issues related to brownfields and redevelopment in the BOA Study Area. In addition, they provided supplemental information to existing data sources and built support for the implementation of the plan.

With assistance from City officials, County staff, and the Steering Committee, a community contacts database was developed consisting of all potential project partners. Those identified included property owners, local developers, major employers, business owners, realtors, residents, community groups, and governmental agencies. The comprehensive contact database included names, addresses, telephone numbers, and email addresses of each identified community partner. The database will be used to advance the recommendations of the Fulton BOA program.

Economic Development Interviews

The City of Fulton and Oswego County are part of the Syracuse, NY Metropolitan Statistical Area (MSA). A series of interviews were conducted with stakeholders to obtain information on economic development and market conditions in the City of Fulton and Oswego County and solicit feedback on potential opportunities for the proposed Fulton Brownfield Opportunity Area. Those interviewed included Linda Dickerson Hartsock, Central New York Regional Director, Empire State Development Corporation; Austin Wheelock, Economic Development Specialist, Operation Oswego County; Jennifer Hill, Director, Greater Oswego-Fulton Chamber of Commerce; and Roger Evans, Central New York Labor Market Analyst, NYS Department of Labor.²



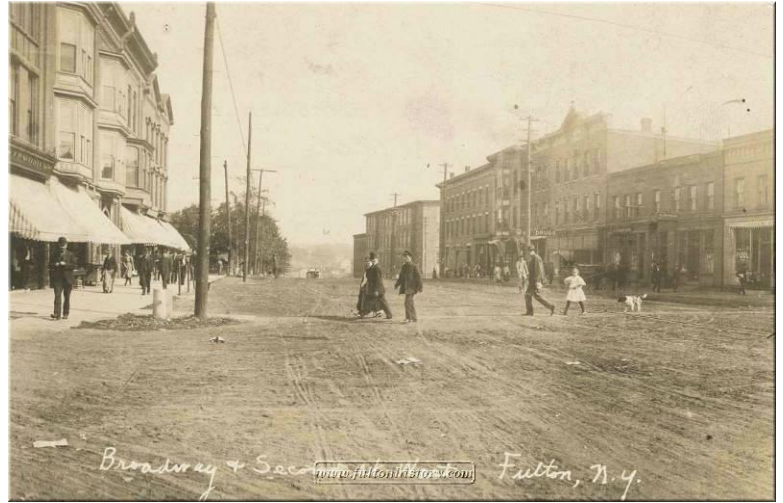
Interview questions were structured around the local business climate; types of businesses expanding or contracting; the need for additional sites and buildings to support commercial or industrial development; significant economic development projects recently completed or underway; the markets served by area retail establishments and types of amenities, stores, or services needed in Fulton; the potential for additional recreational amenities or attractions serving visitors to Oswego County; and other topics. Interview participants identified the following economic development assets in Oswego County: Good rail facilities; Access to Interstates 81 and 9; The Port of Oswego; Availability of discounted power; Abundant industrial facilities available for sale or lease; and a skilled labor force.

The market analyst indicated that Oswego County's economy is dominated by three industry sectors: manufacturing; utilities, including several nuclear power and hydro-electric plants; and educational services, led by SUNY Oswego. According to a staff person at Operation Oswego County, the City of Fulton's economy is more diverse today than ten or fifteen years ago. In the early 1990s, Fulton was dominated by large manufacturers, including the Miller Brewing Co. and Nestle; when those plants closed, the City experienced high rates of unemployment as related businesses such as machine shops also closed or laid off workers. The gaps have been filled, however, by mid-sized companies employing 100 to 200 people. In addition, some of the companies that survived the 1990s by cutting jobs are now leaner and more competitive. With a skilled manufacturing workforce and low-cost power, the City of Fulton shows promise for the future, particularly in the renewable energy sector. See **Appendix G** for full details.

² All of the interviews were conducted in October and November 2008 except Austin Wheelock of Operation Oswego County, who was interviewed in March 2009.

Economic Development Roundtable

An economic development roundtable discussion was held at the Fulton Municipal Building on September 29, 2010. The objectives of this meeting were to obtain information on economic development and market conditions (in Fulton as well as Oswego County overall), identify development issues, and solicit feedback on potential redevelopment opportunities in the City of Fulton. A total of eleven stakeholders attended the meeting and provided insights and perspectives on economic development issues and market opportunities affecting the redevelopment of potential brownfield sites in Fulton.



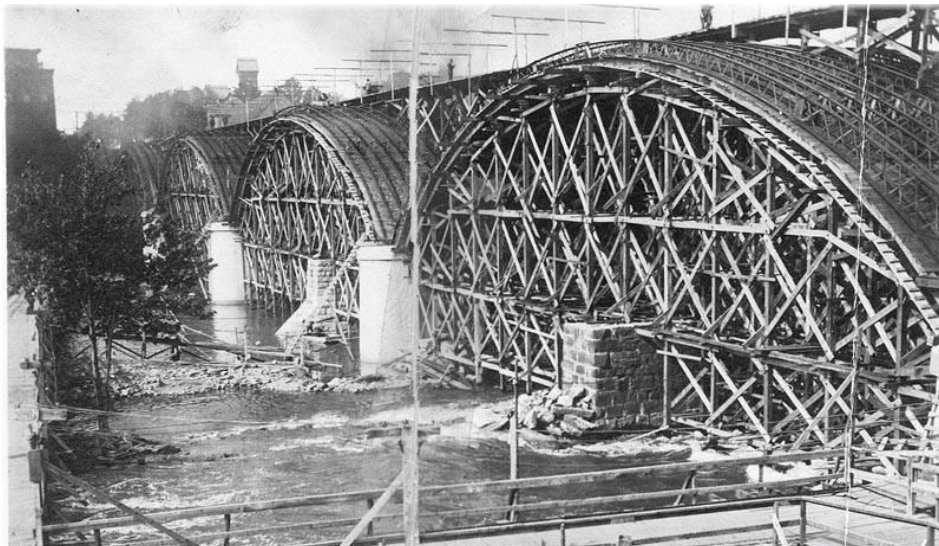
Economic Development Opportunities / Growing Sectors of the Economy

- Port of Oswego – soy, corn, wheat
 - Getting rail improvements
 - Ties into ethanol plant
 - Access to international markets
- Renewable energy
 - Operation Oswego County receiving inquiries about solar panel manufacturing
 - Ability to import-export via Port (bulk port)
 - Rail access for container shipping nearby in East Syracuse
- Fulton branch of Cayuga Community College
 - Cayuga Community College selected the River Glen Shopping Plaza as the site for the new Cayuga CC Campus. The first phase of the project completed fall of 2012.
 - Big impact on workforce development
 - Now a commuter campus, but possibility of developing student housing in the future
 - College sent out a request for proposals, seeking sites in the Fulton area, preferably shopping plaza-type (outlying) location with plenty of parking
 - From 9 sites, narrowed down to 4; college leaders will be touring all sites
- Riverview Business Park
 - 689,000 square foot warehouse with adjacent office space; assets include 26' ceilings, rail capacity, loading docks... capacity for warehouse & distribution
 - Wastewater treatment plant on-site can handle discharge
 - There are prospects for the facility – manufacturing or retail warehouse with northeastern distribution – but the property needs improvements to infrastructure (e.g., roads) and buildings
 - Ample land for additional development (80 acres)
- Emerging opportunities
 - Biofuels

- Agribusiness, food processing – Chicken products company is taking over the Birds Eye Foods building since they shut down in late 2011.
- The former Smurfit Stone building on Harris Street was purchased by a Canadian Bakery company for the intent of developing a bakery inside that would employ up to 60 persons making pizza crusts and flatbreads for the US market.
- Aseptic packaging
- Apple packaging – no facilities upstate

Assets for Economic Development

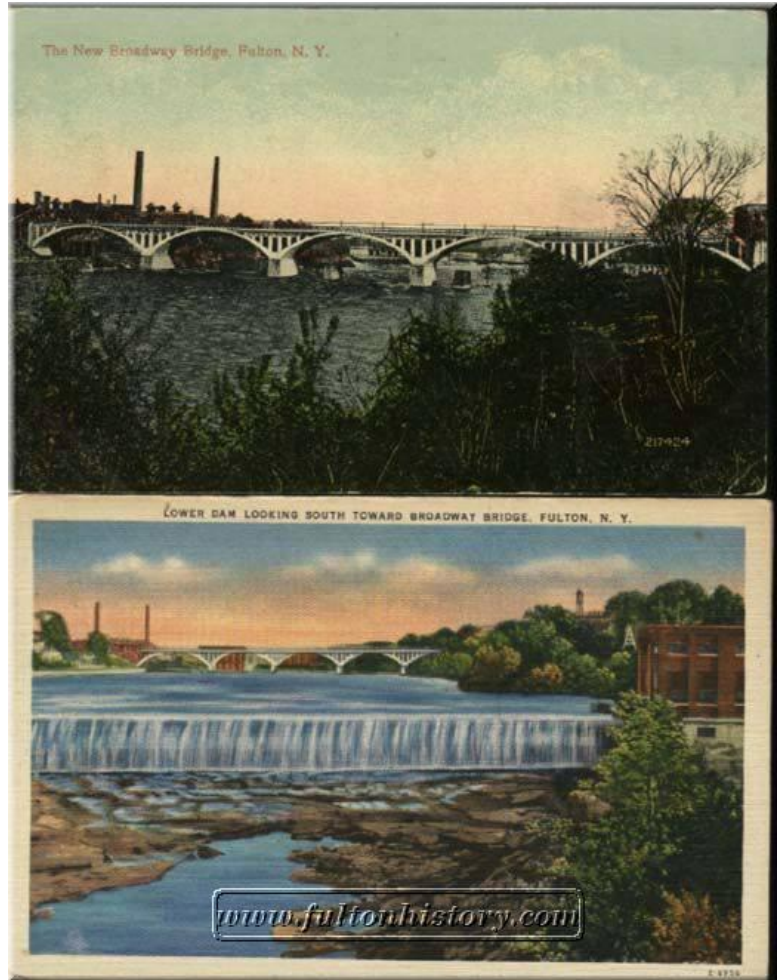
- Overeducated, underemployed labor force in the region
 - Skilled workforce touted as a major driver of economic development activity
 - But Oswego County is at a distance from major highways – hard to get people to travel this far to work
 - Brokers/developers need to discount [lease] rates to offset additional transportation costs
- Availability of water
- Availability of power
- Larger size buildings available
- Location relative to the Port of Oswego
 - Need to improve rail connection to the Port
- Excess wastewater capacity – could be important for agribusiness
- Oswego County Airport (Town of Volney)
 - A plus for the City – much closer than the Syracuse airport – but tremendously underutilized
 - Gets a lot of corporate traffic for local manufacturers like Huhtamaki
 - 100 acres adjacent to the airport owned by Operation Oswego County; a consultant is developing a conceptual site plan and feasibility study for the property
- Rail infrastructure
 - Although oil prices have again dropped, there is recognition that rail needs to play a larger role in our transportation system
 - Discussion of intermodal facility in Syracuse, for distribution – long-term project
 - How to partner with CSX?



- Rail yard near Riverview Business Park could be expanded
- There are places you can't take double containers on a flat car – impact on rail bridges

Industrial Market

- Oversaturated market in the City of Fulton
 - Opportunity to selectively demolish less desirable properties, and create more green space?
- Decline of manufacturing sector in central NY - companies “just trying not to lose jobs”
- High vacancy rate in Oswego County
 - Former Owens-Illinois plant – on the market 5-10 years
 - Nestle plant – underutilized for many years
 - Lots of underutilized space, so it doesn't make sense to build new – not sustainable
- *But* cost of acquisition and redevelopment of existing property must be compared against the cost of building new



Office Market

- “Eds and beds” characterization of Syracuse applies to this area as well
- Demand driven by health care and education > medical offices
- Not much demand for speculative office building

Tourism and Hospitality

- Oswego County doing well with tourism
 - Boating, lakes for fishing
 - County tried to attract a Cabela's in the past
 - Fulton is centrally located in the County, perhaps could attract some kind of sporting goods store
- Difficult to have large conferences here because of lack of facilities
- Nothing in Fulton to attract tourists, except the river
 - Warrants support for business opportunities, residential development
 - Waterfront has a 6-8 month season, but Lake Neatahwanta could support wintertime activity

- Fulton's waterfront areas are not easy to see – e.g., pavilion and boat launch, trails; easy to pass by if you don't know they're there
- No boat service places, even boat storage, along riverfront – need activities
- Should link Fulton waterfront with Oswego – Port City and SUNY Oswego
- Should link waterfront to area history
- What draws people here? No festival to show civic pride
 - City has started hosting snowmobile races
 - Used to have a Chocolate Festival when Nestle was operating
 - City history of doing events (produced mainly by private or not-for-profit organizations), but as industry has departed, fewer events and less civic support

Residential Market

- Fulton's central location in the County a big asset: 20 minutes to lakeshore, N. Syracuse – it's getting people here that's the issue
- Demand for townhouse development, perhaps along the river, but few suitable locations
- Demand for senior housing
 - Private vs. not-for-profit housing developers – lack of local government support for private development; seen as competing with not-for-profits
- Low median prices for housing – due to shift from owner-occupancy to ownership by absentee landlords – have hurt property values in Fulton

Retail Market

- More retail needed to keep people from leaving Oswego County to shop
 - Lost sales tax revenue as residents travel to Clay/Lysander area near Syracuse, which has a critical mass of stores
- Retail sales are soft in Oswego and Fulton – has hurt leasing activity
- Predicted spin-off from Wal-Mart in Granby hasn't happened (yet) because of the recession
- Unable to expand the Wal-Mart in the City of Oswego to a SuperCenter – would have drawn a host of additional tenants who had expressed interest
- Harder to open smaller stores – not much money available to finance creation of new stores
- Catch-22: small-scale retail would be complementary to the Fulton waterfront, but need to put money into the area for improvements first

Other Comments

- Create *redevelopment districts* – places with historic architecture – create nodes of activity with infill development
 - Example: Oneida and Broadway – set of interesting old brick structures, historic feel > start small
 - Sense of place in Fulton has been lost to urban renewal, especially between the two bridges
- Workforce issues
 - Large industrial workforce, but no voc ed school locally
 - Industrial workers can't wait around for new jobs to come
 - Consider training facility to be co-located with new community college?
 - Work with high school students

Challenges to Redevelopment

- Financing issues – tougher commercial bank lending criteria
- May be utility rights-of-way on river that prohibit water access – occurs in other communities
- NYS Barge Canal right-of-way – although the organization has been fair to work with; can get permits
- Aesthetics in Fulton – e.g., manufacturing buildings up to the street line and retail stores with parking in front
- Water as a resource – limited interest by high water users; not sure why
- Cost of power
- Timeliness: turnaround time and pre-approvals are most important to business – need to understand process – whether or not the property is a brownfield is secondary

Interviews with Major Employers

A series of interviews was conducted with major employers in 2011 and other stakeholders to identify resource needs, growth plans, and economic development opportunities in the City of Fulton. These interviews were designed to provide additional input regarding potential reuse options for the brownfield sites and barriers to redevelopment that should be addressed during the strategy implementation phase of the BOA Nomination Study.

Interview participants included representatives of Fulton Savings Bank, Carpenter's Union Local 747, Fulton Tool, Oswego Industries, and Oswego Foodservice Group LLC. *Efforts to contact leaders of Huhtamaki and the Fulton campus of Cayuga Community College but were unsuccessful as of the date of this draft.* A bulleted summary of participant comments follows.



Labor Issues

- Great labor force
- Overall, good workers
- No labor problems whatsoever in this market
- Little turnover among higher level positions – long-term employees
- Work ethic can be an issue
- Some issues with work ethic and attitudes (e.g., people remembering to “call in” if they’re sick)

Growth Plans

- (No plans for growth cited.)

Assets

- Good location
- Transportation access
- Port of Oswego, rail, and highway access
- Port of Oswego and its ability to accommodate larger ships
- The workforce
- “The river is the biggest asset”
- The waterfront
- Land available for development along the canal and Route 48
- “Recreation is big in Oswego County”
- The City of Fulton has been “dynamite to work with”
- “City government has done a fine job”

Challenges

- High real estate tax and utility rates
- “New York is not a pro-business state,” has high taxes, a high cost of doing business
- New York is not the most welcoming because of its high tax rates
- Cost of unemployment insurance and workers compensation
- Need tax incentives for people to open businesses in brownfield areas
- Older factories like Nestle are old and costly to refurbish
- High turnover of retail businesses in downtown Fulton... many people shop at the Great Northern Mall 20 minutes away, or in Syracuse
- Declining population
- Absentee landlords not maintaining the condition of their [residential] buildings
- No Main Street area in Fulton; need to make it look like a real downtown
- Fulton needs a face lift
- The whole I-481 corridor needs to be cleaned up
- Chicken or egg dilemma: we need to attract people downtown, but need something to draw them there
- “Definitely financing”; there used to be a lot of government money and bank money available, but the market is a lot tighter now
- Depressed housing market
- Competition from other communities everywhere
- Reactions of people who wants things to go back to how they were instead of moving forward

Economic Development Opportunities

- Expanding the community college - could help to bring in other businesses, create student housing demand
- Get the college downtown
- The Fulton branch of Cayuga Community College is looking to move and expand: should bring it downtown; the kids would support local shops
- “Not [manufacturing] industry”
- We need an industrial park in Fulton for entrepreneurs starting new businesses
- The Nestle site has potential, but “the people who own it don’t have the well-being of Fulton in mind”

- Oswego Health is introducing job opportunities through the Urgent Care Center; could be office space for physicians
- There is always a need for housing: Fulton has a lot of rentals, low income housing... could draw people with decent housing
- Housing is generally adequate for most of the population; waiting lists are being addressed
- Still some opportunities for housing development, based on area demographics (e.g., senior housing)
- Downtown is quaint, cleaned up; could have more touristy businesses, maybe an ice cream shop
- There's a lot of potential along the waterfront; many people walk there and along the bridges
- Start with the waterfront to draw people downtown: create a linear park along the river; in Pittsburgh, old factories along the river have been turned into restaurants, condos, retail
- Subdivide buildings along the waterfront: could have a bookstore, restaurants; "get 'em there, get them to shop"
- We need something to attract people!
- Need for destinations – we don't play up the waterfront; not enough marketing of hunting and other activities here
- Tourism opportunities
- Canal system is feeding tourism; boats go up the canal to Lake Ontario and the St. Lawrence Seaway

Strategic Site Focus Group

Several key parcels were identified as underutilized or strategic properties and it was determined that the redevelopment of these sites is necessary to advance the City's vision. The property owners of these strategic sites were invited to two Strategic Site Focus Group meetings; the first was held February 16, 2011 and the second was March 14, 2011. The discussion was intended to be interactive with the property owners to provide information related to the purpose of the BOA program, the Phase 1 findings, the benefits of the Nomination Study, and why their site had been identified. Additional

individual phone calls were made to interested property owners who were unable to attend the meeting to discuss how the Study will directly impact them.



As a result of the meetings, several property owners in the northern area of the Study Area indicated that they would be willing to assemble parcels with each other in order to maximize the benefit to them and the City. Assemblage in the northern part of the City would allow for a greater redevelopment opportunity along the waterfront.

Visioning & Design Workshop

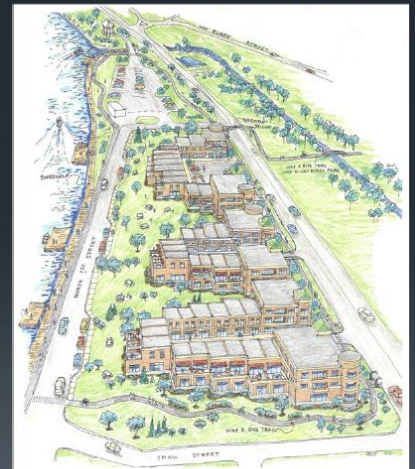
The Fulton Visioning & Design Charrette was held at City Hall on March 31, 2011. Participants attending the session provided insights and perspectives on potential design solutions and future improvements. Building on the vision from earlier workshops, this meeting focused on the redevelopment and the design of the Study Area including: future building scale, land use densities, access management, integration with neighboring uses, and economic development needs. Four specific areas of the Study Area were focused on during the workshop: 1) Northern Waterfront, 2) Nestle Site, 3.) Southern Gateway and 4) Design Guidelines for Downtown. The groups were asked to comment on what they liked and disliked; the designs were subsequently modified to reflect comments received during the workshop.

Northern Waterfront Subarea

- Tax base increase
- Condos for snowbirds
- Senior housing
- Hotel
- Minimize 481 access – slower speed not possible
- Teenage activities/Gen-X sports
- Outside activity – access to water like Lake Placid
- Waterfront dining
- Dog park
- Connection to Van Buren Park
- Canal Commons in Oswego is a good example – small shops, classes
- Festivals: Harborfest, Riverfest
- Extension of Riverwalk – connect to the bridges
- Small outdoor amphitheater
- Bike rental shop
- Need for retail options other than Wal-Mart or K-Mart
- No movie house
- Consider parking options for this site
- Previous mayor closed streets to traffic for downtown mall which didn't work and streets were reopened. Consider the implications of closing the street.

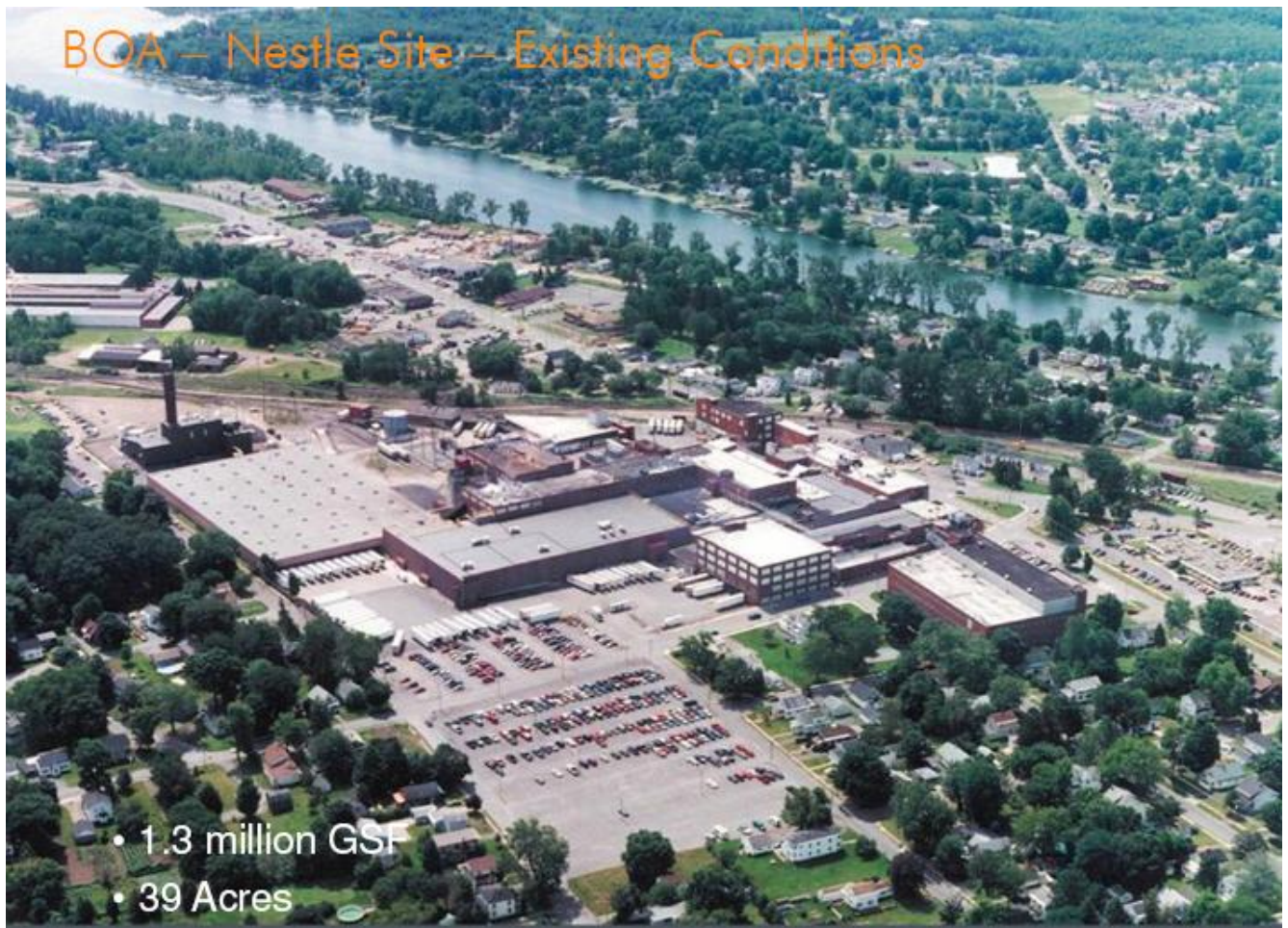


BOA – North Site – Concept Design



Nestle Site

- OCO Transportation
- Transportation Hub/Park and Ride
- Cayuga Community College expansion
- Student housing
- Child care
- Senior housing
- Grocery store
- 70 staff vehicles and 40 buses currently on 1.5 acres
- Demolish, provide clean area
- Bring rail into town
- Ethanol plant – emerging green technology, link with SUNY Oswego
- Incubator for SUNY Oswego, Cayuga College, Center of Excellence
- Indoor athletic fields, Paint ball, Soccer
- IT/Research and Tech (like Google) – entice NYC companies?
- Area devoted to Senior living like Springside in Seneca
- Site has good road access and convenience
- Small mall with retail and movie theater
- Site needs lots of 24-hour activity like The Villages in Florida
- College housing
- YMCA/Community Center/Fitness Center



Southern Gateway

- Traffic calming
- Connective corridor – to Syracuse
- Trees/Lighting/Underground Utilities
- Signage to core downtown
- Expand from Downtown Core out
- Murals on walls at entrance to Fulton (like Oswego)
- Stronger gateway
- Outside dining
- Real coffee shop
- Lampposts with flowers/street lighting/benches/bike racks
- Right now there is too much blacktop and no greenery
- Trolley
- Create an invitation to stay awhile by making a strong first impression
- Fill the voids – businesses that have left, fill with activity in the interim
- “Fulton: City with a Future” entrance sign

Downtown Core

- Small shops existed prior to urban renewal which killed the street life.
- Seneca Falls: street filled with shops
- Brick pavers
- Snow removal of sidewalks: City should take responsibility to ensure all sidewalks are free of snow and ice.
- Elderly friendly: ADA accessible with curb cuts
- Dog park
- Challenge is the seasonality of Fulton – area gets lots of snow and should plan where to put it.

BOA – Precedents – Before



Johnson City, TN



Alpine, CA

BOA – Precedents – After



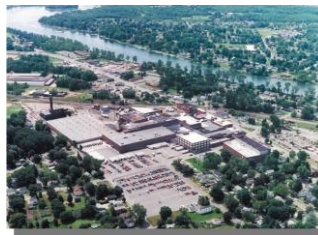
Johnson City, TN



Alpine, CA

BOA – Downtown Core

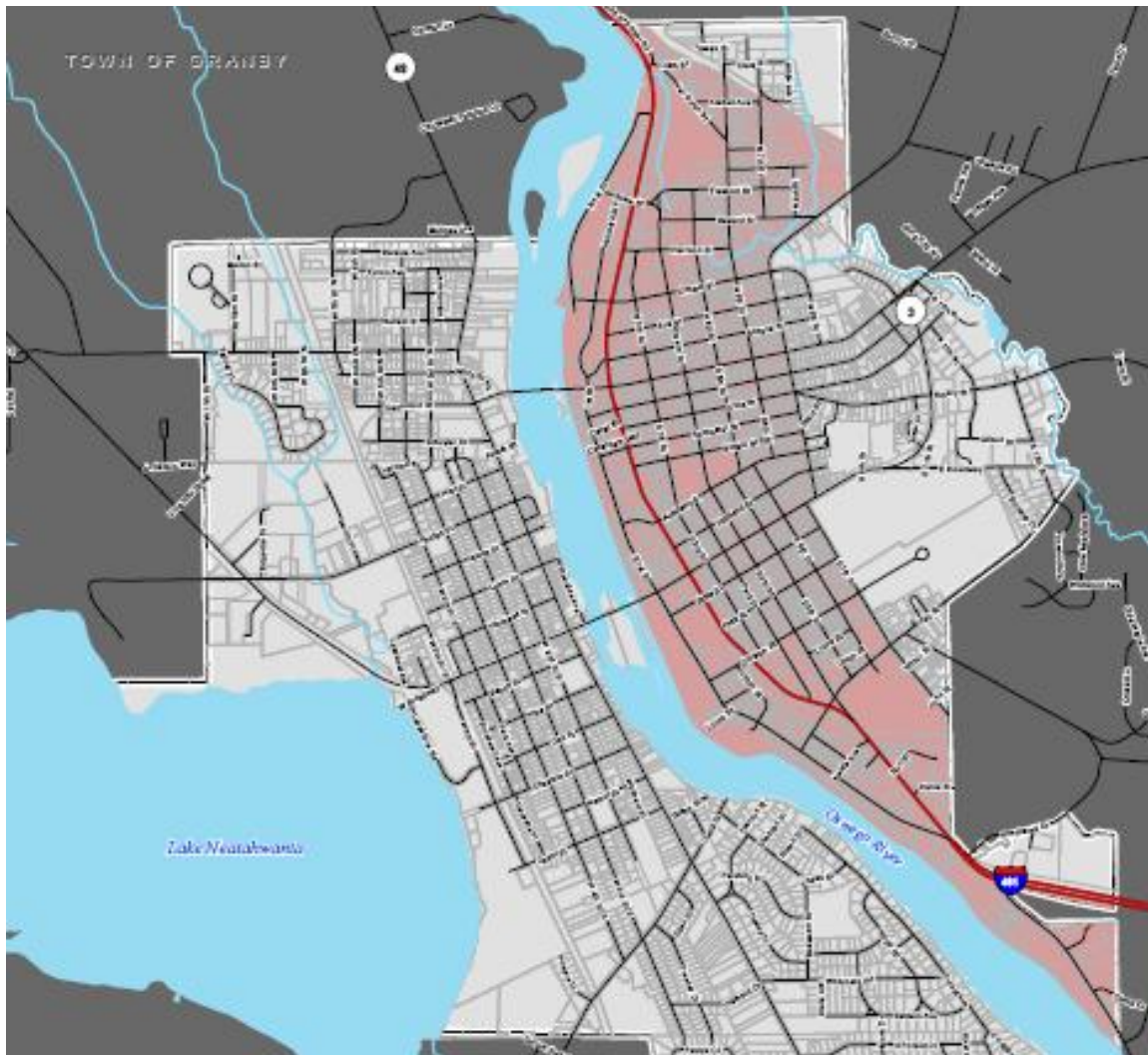




SECTION 2. ANALYSIS OF THE BOA

Community and Regional Setting

The City of Fulton is located on the Oswego River, twenty-five miles north of the City of Syracuse and twelve miles south of Lake Ontario. The City of Fulton was originally settled as a result of its advantageous location to the Oswego River. The river runs through the middle of the City and was later used for its canal to connect the City to Lake Ontario. Similar to many communities in the Northeast region, the City of Fulton grew historically as a result of its easy access to waterways and trade routes, and later as a manufacturing center.



SUMMARY OF RECOMMENDATIONS FROM PHASE 1

Parks & Recreation

It was noted during the BOA public workshops that residents desire a more modernized multi-use indoor recreational facility that contains a variety of uses and spaces for groups, organizations, music and cultural events, and sporting events. Indoor facilities are attractive to existing and future residents, as such facilities allow for year-round recreation. As the baby-boomer generation continues to age, communities are evolving to provide the services desired by this demographic. Indoor recreation venues are extremely popular with baby-boomers because they offer the safety of enclosed walking tracks, swimming pools, modern meeting spaces, and group activities.



Historic

The City should consider establishing an official historic district, potentially downtown, close to the Oswego Canal in BOA Study Area Neighborhood #3. There is an abundance of clustered historic properties and sites located in this area, including the Fulton Public Library, John Wells Pratt House, U.S. Post Office, and several other historic properties. This could serve as a tourist attraction for visitors and residents, sparking further interest and pedestrian activity in the downtown area.

There is also potential for a Historic District on South 4th Street from the Nestle Complex/Urgent Care facility north to Broadway. Approximately 40 properties would be eligible.

Transportation

Despite the diminished importance of the Erie Canal system as a major transporter of goods and people, there is a growing effort to revitalize many of New York's historic canals and locks for tourism. Many communities in New York State have used existing canal infrastructure to their advantage, creating vibrant tourist destinations that are used as tools to help revitalize the local economies, downtowns, and waterfronts.

Certain points within the Study Area, including BOA Study Area Neighborhoods #1, 3, and 4, need improved traffic calming measures implemented along State Route 481, which divides surrounding neighborhoods and the waterfront. If the City is to be successful at drawing neighborhood residents towards the Oswego Canal, it should develop better pedestrian crosswalks, sidewalks, pedestrian signage, and bicycling infrastructure (lanes, racks,

etc.), all of which will attract residents and tourists to travel amongst the City while still being connected to the waterfront. The potential for future streetscape enhancements should be tied into public transportation options.

The City of Fulton does not currently provide any rail service for the movement of people. However, it would be advantageous to begin talks with Amtrak, the current provider of passenger rail service in New York State, to consider linking the City to the current network of passenger rail lines that are provided in the region and the state as a whole.

In 2012, CSX removed the switches that bring service into the City on the Eastside. The Maple Ave switch was removed that serviced Nestle, Smurfit Stone and Huhtamaki because of ongoing maintenance costs and no current service to those properties. The rail bed is still in place as of now. With the rising price of gas caused by peak oil production, and as state and federal highways continue to become more crowded with the travel of goods and people, the location of two working rail lines that both run through the City boundaries will be of growing importance to the City, County, and region. The BOA process should incorporate any future plans for transit oriented development in the City of Fulton.

- The City of Fulton currently is lacking any bicycle infrastructure, such as bicycle lanes, signage, and bicycle racks. This is an issue that the City should address as it continues improving access to the waterfront and the City as a whole.
- The City should continue building this type of infrastructure, and identifying funding opportunities to expand pedestrian and bicycle friendly trails/paths into adjoining residential neighborhoods to create a complete non-motorized transportation network for residents and tourists.

This facility would be an excellent opportunity to develop a transit oriented development style neighborhood. This type of development has become increasingly popular among urban residents, and has shown to cause increased property values to adjacent buildings and houses. Many cities are using public transportation infrastructure as a tool for economic development, and Fulton should continue studying available transportation funding mechanisms to subsidize the overall cost of the projects infrastructure.



Infrastructure

Future redevelopment of the strategic sites in the Study Area may necessitate minor upgrades to supply mains depending on the proposed redevelopment scenario.

The City should investigate the possibility for implementation of any new green building practices into the upgraded system, which incorporate natural stormwater management processes. These practices include swales and retention ponds, using site stormwater as irrigation, and providing municipally reclaimed stormwater for irrigation through the construction of additional infrastructure.

Smart Growth Planning

Smart growth planning provides an option to combat the loss of open space and overconsumption of natural resources. The movement towards enhanced smart growth planning and sustainable development is assisted by the national advocacy organization, Smart Growth America. Smart Growth America is a nationwide coalition promoting a better way to grow: one that protects farmland and open space, revitalizes neighborhoods, keeps housing affordable, and provides more transportation choices.

Smart Growth America defines smart growth according to its outcomes, which help to achieve these six goals:

- Neighborhood Livability
- Better Access, Less Traffic
- Thriving Cities, Suburbs and Towns
- Shared Benefits
- Lower Costs, Lower Taxes
- Keeping Open Space Open



REDEVELOPMENT ANALYSIS

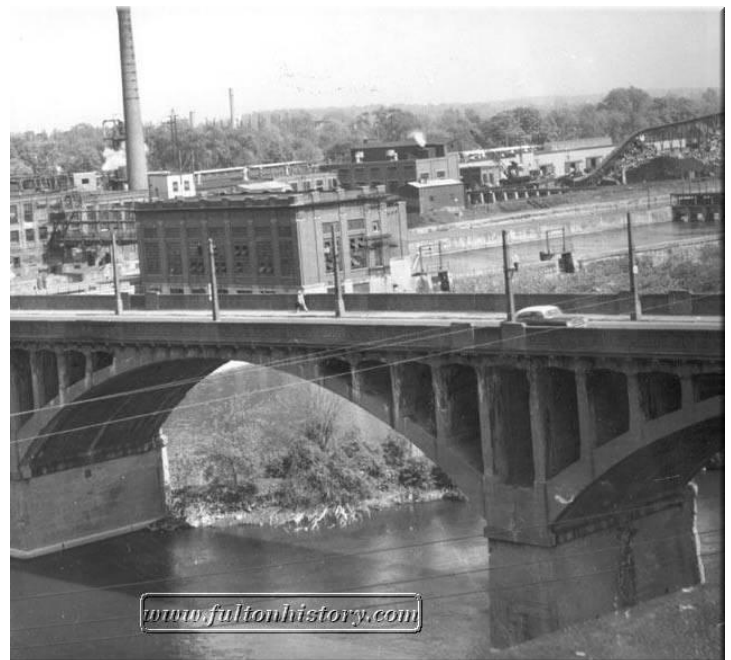
As identified in Phase I of the BOA Nomination Study, there are dozens of properties in the study area that are either abandoned, vacant or otherwise not developed to their full potential. Through a series of public seminars, steering committee meetings and analysis, the project team identified 42 underutilized parcels to be examined for potential redevelopment alternatives. A map of these parcels and corresponding profiles for them are included as **Appendix B (Underutilized & Strategic Sites Map)**.

Upon examination of property-specific data, the **Economic & Market Analysis** findings, and the community's vision for the Nomination Study, the project team selected four primary subareas encompassing 23 of the parcels for the redevelopment analysis. These four sites are regarded as having the greatest potential for redevelopment due to their size, existing use, location and other factors. The 19 underutilized properties outside of these four sites are suitable for smaller-scale redevelopment on a property-by-property basis.

The redevelopment scenarios act as a vision to guide the future development of the redevelopment areas hereafter referred to as the Northern Waterfront Subarea, Southern Gateway, Nestle Site, and Downtown Core (see **Appendix B Subarea Location Map**). This vision must be further enhanced in consultation with the property owners as the process moves forward. The scenarios also maintain the flexibility to accommodate maintaining some of the existing uses within the sites and do not act as a mandate for the redevelopment of any one property.

These redevelopment scenarios seek to advance the vision and goals identified in Phase I of the Nomination Study and are based on the **Economic & Market Analysis (Appendix E)**. The scenarios envision Fulton as a destination in the region and seek to build upon its historic and natural assets for this purpose. At the same time, the scenarios seek to preserve and enhance the existing character of the community and quality of life of its residents.

The character and identity of the City are intertwined with its history and geographic location along New York State's canal system. This is acknowledged and recognized in the redevelopment objectives of the Phase I study. One must be aware, however, that the City's history will itself result in challenges and redevelopment constraints that would not be present otherwise. The most apparent of these are the brownfields which result from the City's industrial history. Less apparent but similarly constraining are the potential need for cultural resource surveys, flood hazard mitigation measures and consultations with a larger number of state and federal agencies which could lengthen the redevelopment process for some properties.



The following is intended as a summary of findings of the **Economic & Market Analysis** and the opportunities identified for the development, or redevelopment, of vacant and underutilized properties in the Fulton BOA Study Area. (See **Appendix E**)

Demographic Analysis

Among the demographic characteristics impacting potential opportunities for development and redevelopment in the Fulton BOA Study Area are continued (albeit less rapid) decline in the population of the City of Fulton and the projected increase in both the number and percentage of residents aged 65 and older. The aging of the population will likely contribute to a rising demand for health care services as well as an array of senior housing options, from apartments for independent seniors to assisted living facilities and nursing homes.



Household income levels are also an important influence on the local market. More than one-third of all households in Fulton, compared with a quarter of the households in Oswego County overall, earn less than \$25,000 per year. Unless the City is able to attract younger, more highly educated residents and dual-income families, opportunities for certain types of housing, such as condominiums or luxury apartments, will be extremely limited in Fulton.

Economic Analysis

The economic analysis reveals a generally stable resident labor force in Oswego County and the broader Syracuse region. More than half of all Fulton residents commute to jobs outside Oswego County, and often shop outside the County as well, supporting the assertions of County leaders that sales tax revenues are being lost to Onondaga County.

The total number of jobs in Oswego County has also been stable over the last several years. Nearly 30% of these jobs are in the public sector, however, and when compared to the Syracuse MSA, it is evident that the County's economic base is not very diverse. This may account for the fact that unemployment rates in Oswego County are consistently higher than state and regional averages. The Fulton economy is even more concentrated; health care and social assistance, manufacturing, and government account for an estimated two-thirds of the jobs in the City. The utilities sector is considered one of the dominant segments of the Oswego County economy, but most of the utility companies in the County lie outside the City of Fulton.

Looking towards the future, projections from the NYS Department of Labor indicate that health care and social services – a sector that has become increasingly important to the local economy as manufacturers have scaled back – will continue to grow. In fact, health care has been identified as one of twelve significant industries statewide, with employment growth driven largely by demographics. Cost pressures, federal regulations, and other factors are expected to impact service delivery, however, resulting in a shift from hospitals to less expensive outpatient settings. Ultimately, this could create opportunities for development in the City of Fulton.

Office Market Conditions

Growth trends among health care providers and not-for-profit social service agencies are the main drivers of office market demand in the City of Fulton and Oswego County. In part due to Fulton's history as a canal community and later as a manufacturing center, it is not generally not perceived as a location for large-scale office development. In Fulton, the companies in industries with high office space utilization rates, such as finance and insurance, information, and professional services, tend to be small and serve chiefly local markets.

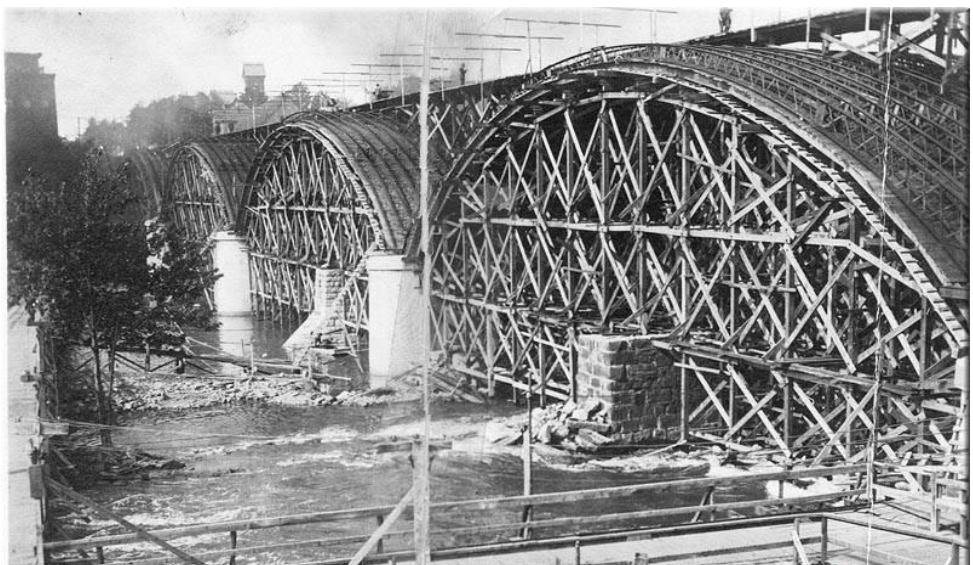
Area real estate professionals characterize the office market in Oswego County overall as "very soft." There are a couple of Class A office buildings in the County with more than 20,000 square feet of space that have been on the market for more than a year. Most of the office buildings in Fulton are less than 10,000 square feet. Nearly half of the approximately 84,000 square feet of office space in the City is occupied by medical uses, while 14% is utilized by not-for-profit agencies.

The market analysis suggests that the demand for additional office space in the Fulton BOA Study Area is likely to be moderate. There may be opportunities for office development to accommodate medical professionals to capitalize on the presence of the Oswego Health Urgent Care Center, for example. Opportunities might also be created by the relocation and expansion of the Fulton campus of Cayuga Community College. Unless the City of Fulton attracts larger businesses in the types of industries that require new office space, however, office development will probably be small in scale.

Industrial Market Conditions

The manufacturing sector comprises a disproportionate share of local employment and is the primary driver of demand for industrial space in the City of Fulton and Oswego County. As manufacturing has contracted, however, the Fulton area has been left with an abundant supply of vacant and underutilized industrial facilities. This inventory includes the former Nestle chocolate complex within the Fulton BOA Study Area, which has more than 1.3 million square feet of industrial space. Many of the industrial properties for lease and/or for sale are large buildings that have been on the market for more than a year. There is also a plentiful supply of vacant land available for industrial use in Oswego County, though none of these sites is located in the City of Fulton.

Most users of industrial space have eliminated jobs in recent years, and the NYS Department of Labor projects continued job losses in manufacturing in the central New York region. Nevertheless, there are a couple of bright spots in the industrial market: the



expansion of Oswego County companies like Huhtamaki and Fulton Thermal; the redevelopment of a portion of the Riverview Business Park in Volney as a renewable energy complex with a Sunoco ethanol production facility; and the potential expansion of the Port of Oswego. There may be some demand among users of warehouse and distribution facilities looking for space within close proximity to interstate highways, rail lines, and the Port of Oswego. Additional opportunities could also be created within the burgeoning renewable energy sector, or perhaps among start-up businesses to support the County's utility companies, if this type of entrepreneurial activity is stimulated. Whether these opportunities will be manifested specifically within the City of Fulton remains to be seen.

The Fulton industrial market is likely to remain stagnant in the short-term due to the lack of new development activity and limited demand for industrial real estate. Given the high industrial vacancy rate in Oswego County and oversupply of vacant and underutilized space, the development of *new* structures in the Fulton BOA Study Area to support manufacturing and warehousing operations would not be sustainable. Instead, rehabilitation of existing industrial sites should be undertaken as promising opportunities materialize.

Retail Market Conditions

Despite Fulton's historic role as a commercial center, the destruction of downtown buildings during the era of urban renewal, easy access to suburban shopping centers in the Syracuse area and – more recently – the growing number of retail businesses (including a Super Wal-Mart) on Route 3 in the Town of Granby have resulted in the long-term erosion of the retail sector in the City. Additionally, national economic conditions and lending restrictions have made it difficult for prospective entrepreneurs to open small shops and restaurants.

Nevertheless, the market analysis suggests that Fulton can support retail development to serve residents of the City as well as those of surrounding communities. In fact, recapturing a portion of the estimated \$56.1 million in sales leakage could support approximately 250,000 square feet of retail and restaurant space in the City. Creating space appropriate for small specialty shops and dining establishments would allow Fulton to complement rather than compete with big-box retailers while increasing sales tax revenues in Oswego County. More importantly, encouraging retail uses and promoting a diversity of mixed commercial/residential uses where appropriate would go a long way towards the revitalization of Fulton's older neighborhoods.

Residential Market Conditions

The housing stock in the City of Fulton can be characterized by a high rate of renter occupancy, lower than average housing values, and a disproportionately high percentage of units in multi-family structures. Although there has been considerable housing rehabilitation activity, the construction of new single-family homes in Fulton has been limited. Realtors believe that the large number of rental properties, some owned by absentee landlords, has been detrimental to the City's housing market.

Although there are nearly 2,500 seasonal homes on the assessment rolls, Oswego County lacks a high-end residential real estate market. This is attributed to several factors: a limited number of high-paying jobs locally; a relatively soft economy, with no major growth industries; and the absence of upscale amenities typically found in communities with large numbers of affluent residents. In downtown Fulton, four of the eight condominium units

created through the renovation of a three-story former furniture store in 2008 remain on the market nearly three years later.

The development of new housing in the City of Fulton must take into consideration local demographic and income characteristics. While overall household growth in the City is flat or declining, there are opportunities for housing development in the BOA Study Area that target specific segments of the population, especially individuals over age 65 and those between ages 55 and 64. Independent living arrangements (e.g., apartments close to support services and shopping), assisted living facilities, and nursing homes are all part of a continuum designed to accommodate the housing needs of seniors. Nationwide, the demand for assisted living is expected to rise as people live longer but do not require 24-hour nursing care; at the same time, Oswego County reportedly faces a shortage of nursing home beds. These needs could be very appropriately addressed in the City of Fulton.

The development of townhomes that offer maintenance-free living to empty nesters and perhaps young professionals represents another area of opportunity. These housing units could be constructed along the waterfront, attracting new and/or seasonal residents interested in the recreational opportunities available.

Tourism and Recreation Market Conditions

Although visitation to the City of Fulton is limited at present, tourism is a significant contributor to the Oswego County economy. The County has become a destination for sport fishing, and it attracts thousands of people who come to the area to enjoy a wide array of outdoor recreational activities, from boating, canoeing, cycling, and hiking in the summer to snowmobiling and cross-country skiing in the winter. Visitors are also encouraged to shop and dine in Oswego County communities and participate in special events like Harborfest in the City of Oswego.

With the Oswego River and Lake Neahtawanta, the City of Fulton offers abundant waterfront access, and has the potential to support tourism on a much larger scale. In the last 10-15 years, Fulton has completed several projects to reclaim its waterfront, including the Canal Landing Marina, City-owned seasonal docks, and the Canal Towpath Trail. However, there are no venues where boats, kayaks, bicycles, or other equipment can be rented; signage to guide travelers to the waterfront is lacking; and programmed activities and events like nature walks and canoe races are not available.

As one of Fulton's greatest assets, the entire waterfront area warrants support for complementary business and residential development. This would offer the opportunity not only to attract visitors and stimulate economic activity, but also to enhance the quality of life, assist in the retention of younger residents who tend to have higher rates of participation in outdoor recreation, and facilitate a greater appreciation for the area's natural resources.

BROWNFIELD, UNDERUTILIZED & STRATEGIC SITES

What is a Brownfield?

NYS Brownfield Definition:

A brownfield site is defined in New York State Environmental Conservation law as *"...any real property, the redevelopment or reuse of which may be complicated by the presence or potential presence of a contaminant."*

Federal Brownfield Definition

The federal government defines brownfields as "Abandoned, idle, or underused industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination."

Communities understand that brownfield redevelopment is important in the revitalization process; however often do not have the tools or knowledge to move these projects forward. The Brownfield Opportunity Area (BOA) Program is unique as it not only allows these potential obstacles to be understood, but also enables communities to establish a clear vision for their future and form the necessary public and private partnerships to make redevelopment a reality.

Given the choice, most developers will choose a greenfield site over a brownfield site as they are less complicated and more predictable. Greenfields are undeveloped lands, usually in a rural or suburban location, with no historic use. The majority of new development in Schenectady County over the last few decades has occurred on greenfields. This is because these properties typically provide no significant obstacles for development, such as re-use of existing buildings or constrained parking areas. The downside of this type of development is that it quickly consumes natural resources and remaining open spaces, and does little to revitalize the older or developed corridors.

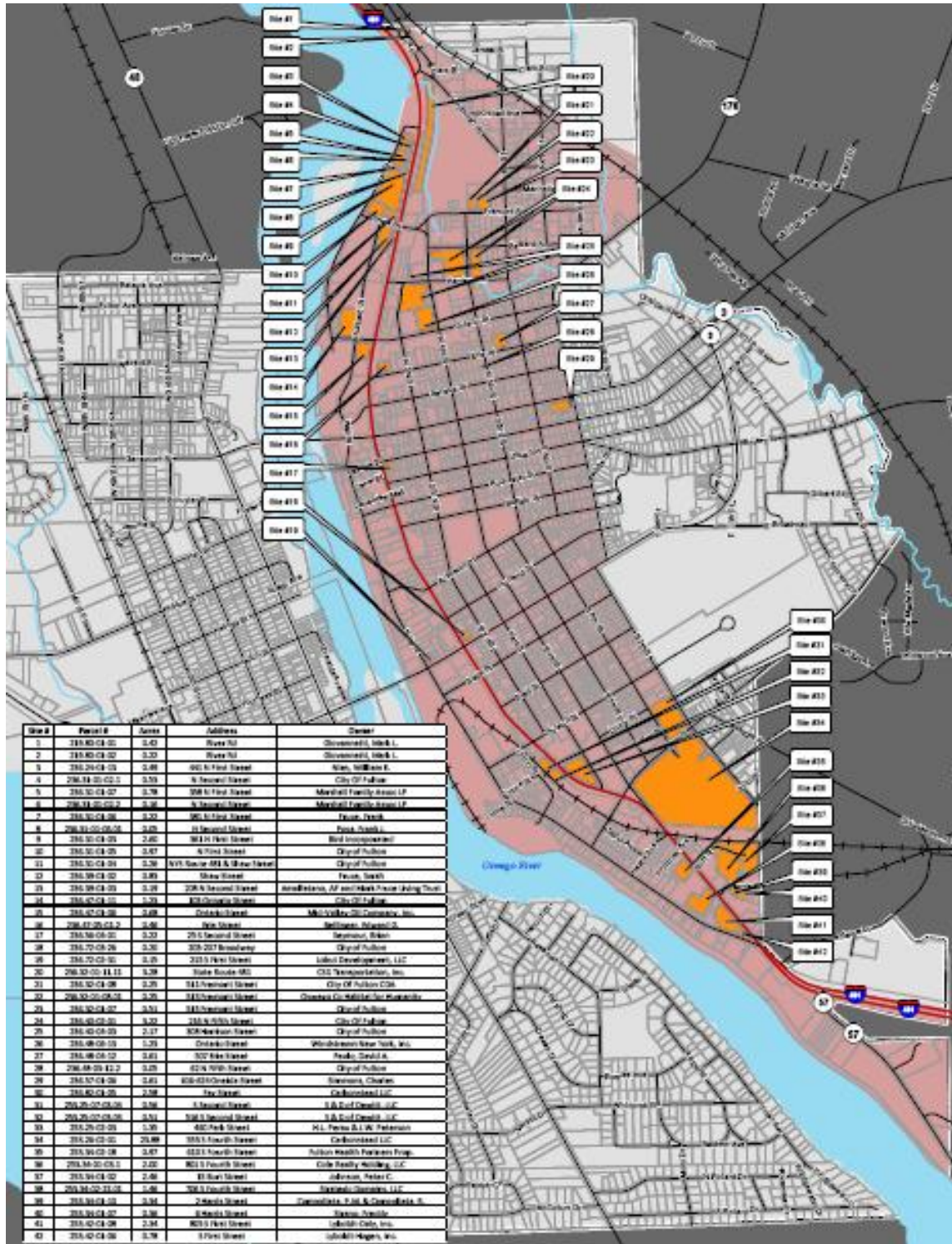
Brownfields are typically underutilized or abandoned commercial or industrial facilities that have been contaminated or are perceived to be contaminated. Although redevelopment of these facilities can be achieved, it is often complicated or more expensive due to potential environmental contaminants. Reuse is possible once these substances have been substantially removed and the public has been protected from future exposure via remediation activities.

Without financial assistance from designated remediation programs, the cost of environmental cleanup can make the redevelopment of brownfield sites economically uncompetitive in the marketplace due to the legal and procedural steps necessary to test,



remediate, acquire, and reuse these sites. Knowledge of the type and degree of contamination present can be helpful to inform property owners of the potential financial costs and timeframes necessary for remediation, and provide insight into contaminant-specific government funding that may exist.

Brownfield, Underutilized & Strategic Sites Location



City of Fulton Brownfield Development

The City of Fulton BOA was once a vibrant industrial city that is ripe for redevelopment and revitalization. The Fulton BOA represents a unique opportunity for the City to capitalize on the numerous regional strengths, mitigate its market challenges, capture current and projected regional growth industries, and leverage the BOA's assets, both economic and environmental. Together these will transform the Fulton BOA from an underutilized area to an engine of growth and stability.

Often the focus of development policies in industrial communities is to identify one key economic solution to solve the region's problems. However, the reliance on only one or a few companies, strategies, or initiatives to spur urban revitalization only makes a community more economically vulnerable to changes in the regional and national business climate. It also leaves communities at the mercy of independent decisions of only a few businesses.

Opportunities for long-term growth of multiple sectors are provided by the diversification of the labor force, the focus on several industries that have long-term growth potential, in the city, state, and country, and the incorporation of the inherent environmental, cultural, and historic value of an area or city into its revitalization efforts. Ultimately this creates a residential and commercial community that is truly diverse and sustainable, with an emphasis on the environmental, economic, and social attributes of the community.



A sustainable, long-term economic resurgence within the BOA Study Area is difficult within a context of local and regional economic stagnation. Thus, it is critical to first evaluate the local and regional economy to identify opportunities for growth within the BOA Study Area. In keeping with these ideals, the overall demographic and market trends were compared with the City's strengths, weaknesses, physical land base and emerging or sustainable industries. Many of the individual brownfield sites in the BOA Study Area are characterized by vacancy, underutilization, environmental contamination or a perceived threat of contamination. Properties that have plagued the community for years should be closely examined to identify multiple strategies to promote a balanced and sustainable economic resurgence in Fulton.



In an effort to revitalize the City as a whole, an extensive review of existing and historical land uses was conducted. Properties identified were then reviewed in greater detail through environmental databases and reports to understand whether the site was an existing or potential brownfield. These sites were also overlapped with either the underutilized or strategic site listings. (See **Appendix H** for detailed site summaries). In addition, several sites in the Fulton BOA were also identified as underutilized. Underutilized meant that potential reuse or redevelopment of the site may provide an economic benefit to the City.

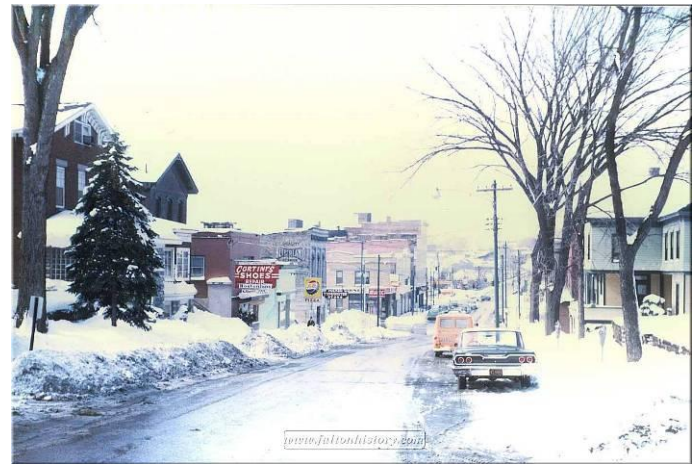


Finally, there were other sites that were identified as opportunity or strategic sites, because they could potentially improve the local economic situation or offered a unique opportunity to revitalize the City. The process and factors used during the Phase II BOA Nomination Study to determine strategic sites for redevelopment included but were not limited to: overall importance to the community and the revitalization effort; location; ownership and owner willingness; on-site structures; level of contamination; property size and capacity for redevelopment; potential to spur additional economic development or positive change in the community; potential to improve quality of life or to site new public amenities; community support for proposed projects for the site; adequacy of supporting or nearby infrastructure, utilities and transportation systems; and other factors as may be determined by the community. A detailed summary of the identification factors for strategic sites is included in **Appendix H**.

The **Underutilized Sites Map** identifies all of these properties. A site profile was prepared for each of the forty-two (42) identified potential brownfield, underutilized, and/or strategic sites (see **Appendix H**). The site profile provides detailed, site-specific property information on each parcel (e.g. tax identification number, potential environmental issues, environmental remediation efforts, etc.).

A significant component of the BOA Nomination Study is the identification and analysis of sites that have been characterized as brownfields, abandoned, vacant, or underutilized by the community. During the Phase I

Nomination Study, the City of Fulton identified and assessed twenty-one (21) potential sites within the BOA Study Area boundaries. During Phase II, this list was expanded to forty-two (42) potential brownfield, underutilized, and/or strategic sites, and some of the original sites from Phase I were removed. For each of these forty-two (42) sites, a site profile was prepared using a variety of sources, including NYSDEC records of spills and remediation programs, EPA Phase I Environmental Site Assessments, Oswego County tax records, EDR Data Study Area Map, Sanborn Maps (1924-1960), and stakeholder and committee interviews (see **Appendix H: BOA Descriptive Site Profiles**).



The descriptive site profiles include such information as location, existing buildings or structures, past and existing ownership information, past and existing land use, existing zoning, available environmental site history and condition, access to utilities and transportation systems, proximity to natural and cultural resources, and an initial identification of potential redevelopment opportunities.

These forty-two (42) sites are shown on **Appendix B: BOA Maps (Underutilized Sites Location)**, visualizing where in the BOA Study Area each site is located, and where there are intense clusters of sites versus isolated individually located sites. The following summarizes the sites identified by the City of Fulton, categorized by BOA Neighborhood location, street address, approximate acreage, and parcel identification number (Refer to Map 3).

BOA Neighborhood #1

The BOA Neighborhood #1 contains thirteen (13) BOA-targeted sites:

- Fay Street – 2.58 acres – parcel # 236.82-01-06 (Site #30)
- S. Second Street – 0.56 acres – parcel # 253.25-07-03.04 (Site #31)
- 516 S. Second Street – 0.51 acres – parcel # 253.25-07-03.03 (Site #32)
- 460 Park Street – 1.35 acres – parcel # 253.25-02-03 (Site #33)
- 555 S Fourth Street – 23.88 acres – parcel # 253.26-02-01 (Site #34)
- 610 S Fourth Street – 0.97 acres – parcel # 253.34-02-18 (Site #35)
- 801 S. Fourth Street – 2.00 acres – parcel # 253.34-01-03.1 (Site #36)
- 15 Burt Street – 2.46 acres – parcel # 253.34-01-02 (Site #37)
- 706 S. Fourth Street – 1.46 acres – parcel # 253.34-02-22.01 (Site #38)
- 2 Harris Street – 0.34 acres – parcel # 253.34-01-10 (Site #39)
- 6 Harris Street – 0.36 acres – parcel # 253.34-01-07 (Site #40)
- 805 S. First Street – 2.34 acres – parcel # 253.42-01-08 (Site #41)
- S. First Street – 0.78 acres – parcel # 253.42-01-06 (Site #42)

BOA Neighborhood #2

The BOA Neighborhood #2 contains one (1) BOA-targeted site:

- 616-624 Oneida Street – 0.61 acres – parcel # 236.57-01-06 (Site #29)

BOA Neighborhood #3

The BOA Neighborhood #3 contains three (3) BOA-targeted sites:

- 25 S Second Street – 0.05 acres – parcel # 236.56-04-01 (Site #17)
- 203 E Broadway – 0.27 acres – parcel # 236.72-03-26 (Site #18)
- 215 S Second Street – 0.16 acres – parcel # 236.72-02-31 (Site #19)

BOA Neighborhood #4

The BOA Neighborhood #4 contains twenty-five (25) BOA-targeted sites:

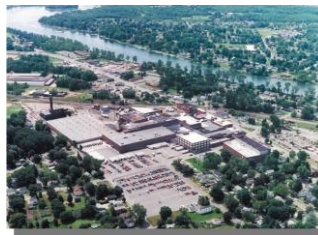
- River Road – 0.42 acres – parcel # 219.80-01-01 (Site #1)
- River Road – 0.22 acres – parcel # 219.80-01-02 (Site #2)
- 441 N. First Street – 0.49 acres – parcel # 236.24-01-13 (Site #3)
- N. Second Street – 0.53 acres – parcel # 236.31-01-02.1 (Site #4)
- 358 N. First Street – 0.78 acres – parcel # 236.31-01-07 (Site #5)
- N. Second Street – 0.16 acres – parcel # 236.31-01-06.01 (Site #6)
- 381 N. First Street – 0.22 acres – parcel # 236.31-01-06 (Site #7)
- N. Second Street – 0.05 acres – parcel # 236.31-01-06.01 (Site #8)
- 361 N First Street – 3.07 acres – parcel # 236.31-01-03 (Site #9)
- N First Street – 0.84 acres – parcel # 236.31-01-05 (Site #10)
- Route 481 & Shaw Street – 0.27 acres – parcel # 236.31-01-04 (Site #11)
- Shaw Street – 0.83 acres – parcel # 236.39-01-02 (Site #12)
- 208 N Second Street – 0.19 acres – parcel # 236.39-01-03 (Site #13)
- 103 Ontario Street – 1.23 acres – parcel # 236.47-01-11 (Site #14)
- Ontario Street – 0.68 acres – parcel # 236.47-01-06 (Site #15)
- Erie Street – 0.46 acres – parcel # 236.47-05-01.2 (Site #16)
- State Route 481 – 3.28 acres – parcel # 236.32-01-11.11 (Site #20)
- 511 Fremont Street – 0.25 acres – parcel # 236.32-01-08 (Site #21)
- 513 Fremont Street – 0.25 acres – parcel # 236.32-01-08.01 (Site #22)
- 515 Fremont Street – 0.51 acres – parcel # 236.32-01-07 (Site #23)

- 216 N. Fifth Street – 3.22 acres – parcel # 236.40-02-01 (Site #24)
- 308 Harrison Street – 2.16 acres – parcel # 236.40-04-03 (Site #25)
- Ontario Street – 1.23 acres – parcel # 236.48-04-12 (Site #26)
- 507 Erie Street – 0.60 acres – parcel # 236.48-04-12 (Site #27)
- 62 N Fifth Street – 0.05 acres – parcel # 236.48-03-12.2 (Site #28)

BOA Neighborhood #5

The BOA Neighborhood #5 does not contain any BOA-targeted sites.





SECTION 3. SUBAREA FINDINGS & RECOMMENDATIONS

Northern Waterfront BOA Subarea

Subarea Description

The Northern Waterfront Subarea is a collection of 10 mostly contiguous properties with a combined size of 9.34 acres that lie either along Route 481 or between the road and the Oswego River north of Ontario Street. These properties are identified as Sites 3 through 11 and Site 20 in **Appendix H: Site Profiles**, and on the **Underutilized & Strategic Sites Map** found in **Appendix B** and the **Map illustrated on this page**. The location of the Northern Waterfront Subarea in close proximity to existing natural and recreational resources is the primary consideration in its selection for redevelopment and the future use envisioned.



- Existing Uses & Zoning:** There is an existing fuel company within the Northern Waterfront Subarea as well as one residential structure. The other parcels are vacant. Additional existing industrial uses are in the vicinity of the Northern Waterfront Subarea which provides a significant sustained source of employment for residents of the city and region. The bulk of the Northern Waterfront BOA Subarea is currently zoned M-1 Manufacturing/Industrial District, with a small area zoned C-2 Commercial. This area would need to be rezoned to achieve its maximum redevelopment potential.
- Neighborhoods:** The Northern Waterfront BOA Subarea is entirely located in Neighborhood #5. This area is characterized by a significant amount of vacant land (51%). Most of the vacant land is zoned R-1A and presents an opportunity for infill residential development in the neighborhood. The neighborhood contains many newer housing units, which blend well with the character of the existing houses and overall neighborhood. This neighborhood is bordered by Van Buren Park, providing direct access to recreation for residents. This neighborhood could benefit from improved sidewalks, pedestrian crosswalks, and better signage for park users.
- Land Ownership:** Common ownership will substantially reduce the amount of human and capital resources devoted to assemblage of a redevelopment site. The Northern Waterfront Subarea has a significant advantage in this regard as four of the ten properties are owned by the City (sites 4, 9, 10, and 11). In addition, sites 5 and 6 are also under the single ownership further reducing the number of involved different property owners.

Redevelopment is often constrained by the small size of parcels, disparate ownership and the barriers to access they combine to create. While assemblage must still be addressed in the redevelopment strategy, this is less of a concern for the Northern Waterfront Subarea. As a result of the meetings, several of the Northern Waterfront property owners indicated that they would be willing to assemble parcels with each other in order to maximize the benefit to them and the City. Assemblage in the northern part of the City would allow for a greater redevelopment opportunity along the waterfront and increase its marketability to private investors and/or developers. In addition, the fuel company has indicated that their business does not require their current waterfront location and could be relocated within the City.

- **Recreational Resources:** Of the entire study area the Northern Waterfront Subarea has the most significant combination of existing and potential future access to recreational resources. The site is adjacent to Van Buren Park and the future trail envisioned for its western edge. It is also adjacent to the Indian Point Boat Launch and the trail that runs along the Canal. The existence of these assets in such close proximity to the site creates an opportunity for redevelopment that builds upon the existing recreational uses and culminates in the creation of a recreational destination at the northeastern edge of the City that offers a comprehensive outdoor experience for residents and visitors.
- **Historic & Cultural Resources:** Early settlement of the City was clustered along the Oswego River and Canal, including mills that were later built and became the focus of daily life. Although there are no historic sites in the Northern Waterfront BOA Subarea, there is a potential for archeological resources due to this early settlement pattern along the riverfront.
- **Transportation & Access:** As transportation access is a primary consideration for any recreational use that is utilized by a geographically dispersed population, the location of the site adjacent to Route 481 is a significant asset. Any bike, pedestrian or boat activity in the vicinity of the study area will be predominantly recreational in nature. It is, therefore, critical that vehicular access be properly maintained and fully accommodated by any redevelopment strategy for such a use in this location. The site's existing access to the local and regional transportation network affords the City that opportunity.
- **Infrastructure:** The Northern Waterfront BOA Subarea is well served by public infrastructure, both water, sewer, and storm drainage. Many of the City's water and sewer mains date as far back as 1885, and this aging infrastructure does create many modern day problems. No problems have been reported in the Northern Waterfront BOA Subarea.
- **Natural Resources:** The City of Fulton was originally settled around the natural resource of the Oswego River which was later improved to serve as a means of commercial transportation and recreational amenity. The Northern Waterfront BOA Subarea has direct access to the Oswego River. There is the potential for some flooding near the shoreline and some wetland conditions may exist here as well. This area is known for bald eagle sightings.



Assets & Opportunities

The Northern Waterfront BOA Subarea has several important characteristics that make it suitable for redevelopment. Pre-development efforts have already begun on some properties within the subarea. The subarea has superior access to the transportation network and existing recreational resources. At the same time, the Northern Waterfront Subarea is also more advanced in terms of both ownership of properties and the progress of existing and previous redevelopment efforts on individual parcels within the site. Private landownership can create a challenge to assemble properties of significant size to entice future private/public development opportunities. However, through the stakeholder interviews, many of the Northern Waterfront landowners have preliminarily indicated an interest to see land assemblage occur to better improve the success of these sites.




Existing pre-development activities are already underway, or have been completed, on several properties within the Northern Waterfront Subarea. As a result, the Northern Waterfront Subarea, perhaps more than any of the other sites, has significant potential for near-term improvements that will advance the Phase I goal of revitalizing the Study Area's waterfront. Brownfield redevelopment is a lengthy multi-phased process and property owners, including the City, have already begun studying and remediating properties in the area thereby shortening the time-frame within which full redevelopment can be achieved.

Constraints


While the Northern Waterfront Subarea is an ideal location for a new or enhanced recreational or mixed use in Fulton, there remain important constraints that must be overcome to allow the subarea to achieve its full potential. Several existing commercial and industrial uses are adjacent to and within the Northern Waterfront Subarea and these uses must be maintained or relocated. The existence of brownfields that have not been fully studied or remediated will also constrain future redevelopment.

Environmental studies have been either initiated or completed on four of the ten properties within the Northern Waterfront Subarea. In the case of the Fulton Terminals properties soil remediation has already been completed. These activities significantly increase the likelihood that any of the properties within the Northern Waterfront Subarea will qualify for federal or state redevelopment assistance in the form of grants, loans, or tax credits. The following sites are identified on the **Underutilized & Strategic Sites Map** within the Northern Waterfront Subarea:


- Site #3** (N. First Street - 236.24-01-13) is a **strategic site**. This site is currently used as a two story home. The site is strategically located next to the Indian Point Boat Launch and overlooks the canal. This half acre parcel could be assembled with the adjacent parcels to be developed as a gateway project and be a catalyst for the City.




Site #3
- Site #4** (N. Second Street - 236.31-01-02.1) is an **underutilized** and **strategic site**. The property is currently vacant; however the southern strip of the property is being used for materials storage. This half acre parcel could be assembled with the adjacent parcels as part of a gateway project for the City. No known contamination on this site, but additional testing may be necessary due to its proximity to known contaminated sites.




Site #4
- Site #5** (N. First Street - 236.31-01-07) is a **strategic site** and a **potential brownfield**. The property is currently used for gasoline, fuel oil, liquid petroleum storage, and distribution. The site was included in the HIST LTANKS database which lists leaking underground and aboveground storage tanks. Additional testing would be required through a Phase 2 Environmental Site Assessment.




Site #5
- Site #6** (N. Second Street - 236.31-01-02.2) is a **strategic site**. The property is currently vacant, but may be used for materials storage for the adjacent fuel company. No known contamination on this site, but additional testing may be necessary due to its proximity to known contaminated sites.




Site #6
- Site #7** (N. First Street - 236.31-01-06) is a **strategic site**. The property is currently vacant. There are no structures on site and no known or suspected contaminants on site. This parcel could be assembled with the adjacent parcels as part of a gateway project.



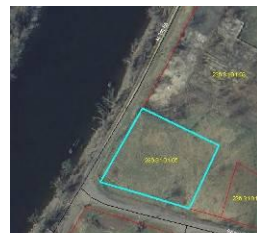
Site #7
- Site #8** (N. Second Street - 236.31-01-02.2) is a **strategic site**. The property is currently vacant. There are no structures on site and no known or suspected contaminants on site. This parcel could be assembled with the adjacent parcels as part of a gateway project.



Site #8
- Site #9** (N. First Street - 236.31-01-03) is a former **brownfield site** and a **strategic site** (also known as the **Bird Property**). The property was recently donated to the City and is a vacant former manufacturing site. Groundwater monitory wells have been installed on the site. No known contamination exists but may additional investigation if developed for public use. Remediation of the site is anticipated prior to redevelopment.



Site #9
- Site #10** (N. First Street - 236.31-01-05) is a **strategic site** and **brownfield site** (also known as **Fulton Terminals**). The property is vacant and former manufacturing structures have been removed. Groundwater monitory wells have been installed on the site a. Remediation at the site is anticipated prior to redevelopment.



Site #10

- **Site #11** (Route 481 & Shaw Street - 236.31-01-04) is a **strategic site** and **brownfield site** (also known as **Fulton Terminals**). The property is vacant with the remains of a former manufacturing building. Groundwater monitory wells have been installed on the site and adjacent leaking underground storage tanks. Remediation at the site is anticipated prior to redevelopment.
- **Site #20** (Route 481 - 236.32-01-11.11) is an **underutilized site** and **strategic site**. The property is vacant. There are no buildings or improvements on site. The speed limit on Route 481 was reduced to 30 mph going North up to the Public boat launch where it becomes 45 miles per hour. This parcel could be improved to create a gateway for the City of Fulton and connect to Van Buren Park.



Site #11



Site #20

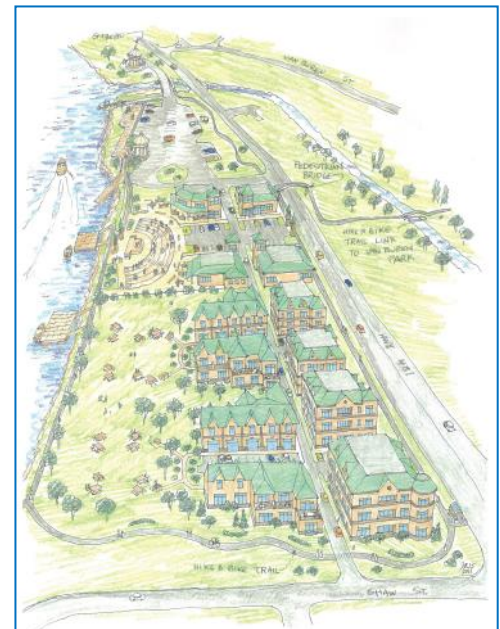
While some remediation and study of brownfields has occurred in the Northern Waterfront Subarea, more must be done and this will constrain redevelopment. Phase I Environmental Site Assessments must be completed for the remaining properties beyond those that have already been studied. Given the industrial history of this area it is likely that such analysis will indicate the need for Phase II assessments for some properties and remediation. The BOA Program and other tools such as the Brownfield Cleanup Program can defray the costs of such studies and remedial activities but this will lengthen the timeline for redevelopment regardless of the availability of state and federal funding for the project.

Brownfields, depending on the level and nature of the contamination can pose challenges for public recreational uses. Examples of successful redevelopment of brownfields to recreational uses abound but such strategies present unique challenges that must be addressed in the remedial design. Creative design can reduce or eliminate whatever additional costs might arise as a result but it remains a constraint nonetheless.

Future Use

Historically, waterfronts have provided a working gateway into many American communities. This is an opportunity to create a unique gateway for the City and its waterfront. In order to successfully achieve the redevelopment possibilities described, some additional key considerations are provided related to implementation and critical factors facing similar communities in their efforts to revitalize their downtown waterfronts and nearby shopping districts.

The redevelopment of this area was vetted with the public, the property owners, as well as aligned with the economic market feasibility to create a realistic opportunity. The redevelopment scenario for this area seeks to relocate the fueling company to create a vibrant northern gateway into the community. The fuel company has indicated that it is willing to provide the City access to the waterfront if an alternative location within the City could be arranged.



The key to any redevelopment proposed for the Northern Waterfront Subarea was to establish the location as a public waterfront and increase the City's recreational opportunities. Therefore, it has been recommended that the parcels be assembled to maximize private and public investment opportunity of this area. Through this partnership, recreational and public space can be created along the canal and is anticipated to include public trails, public benches and tables, an amphitheater, additional floating docks, and a connection to Van Buren Park.

Therefore, in order for this to be a successful waterfront it needs to also tie in the following key considerations that have made waterfronts all around the world successful:

Key Considerations

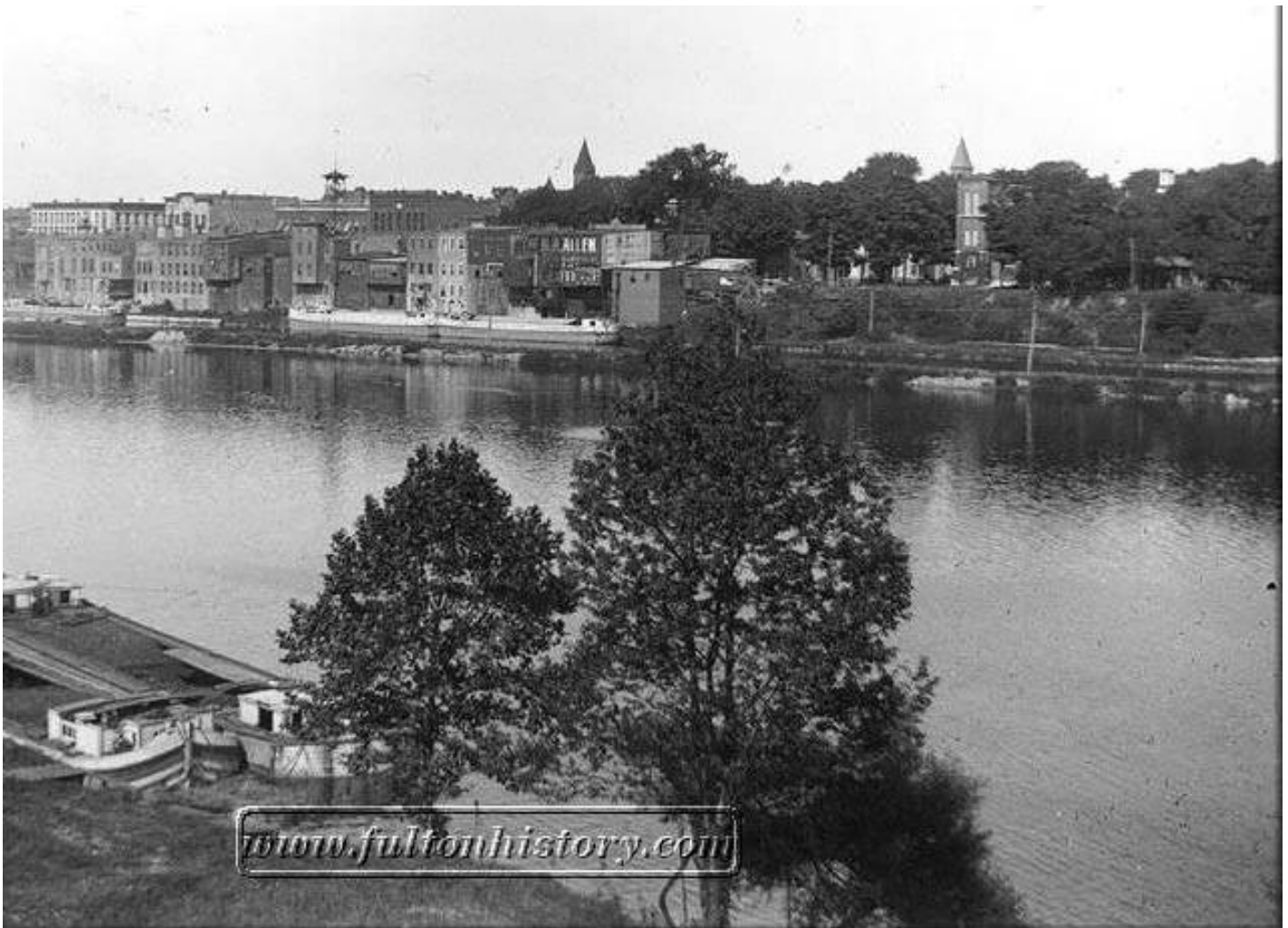
- Successful downtown waterfronts typically build on their historic and cultural assets.
- Waterfront amenities should be integrated inland as extensively as possible; significant planning and design work is required to integrate the waterfront with Fulton's downtown.
- Successful waterfronts must plan for a 16-hour day and should be oriented to an active life style.
- Waterfronts must be planned for multi-use activities.
- Tourism can provide a significant economic boost to older waterfront areas; linkages between the waterfront, festivals, parades, fishing, trails, and bike paths are all activities that would need coordination and promotion to attract more tourists to Fulton.
- The recreation potential of Fulton's waterfront has dramatic potential; the harbor presents a great opportunity for increased recreational activity and Fulton must look at these activities with a regional focus to encourage families to stay longer.
- Careful zoning and architectural/site planning can add great value to waterfronts; water dependent or water related activities should be allowed and encouraged. It is important that Fulton carefully articulates its long term vision in a manner that can be translated into the rules, regulations and guiding principles that will enhance this as a special place for decades to come.
- A physical, social, and psychological connectedness must be nurtured or developed between downtown and the waterfront; Fulton will have to work extensively with state, regional, and local transportation facilities to ensure that its road system does not become a barrier.
- Downtown waterfronts benefit significantly from open spaces such as parks, plazas, and trails. Connecting Indian Point to Veterans Park will be a great asset that can be expanded and enhanced to enable Fulton to stand out.
- Waterfronts must be comprehensively linked to key transportation systems and adopt traffic management policies.
- Make the waterfront an essential part of the downtown.



While this area is adjacent to the City's downtown, it is currently an industrially developed area of the City which lacks the aesthetic appeal to attract residents and visitor to the waterfront. In order to maximize the public recreational improvements, a key to this areas' success will be expanding the uses to create a 16-hour day for residents and visitors. In order to create a 16-hour day it is recommended that a mix of uses also be introduced with the recreational uses (i.e. commercial and residential)

- 20 Residential Townhomes (five per building)
- 56 Apartments (mixture of one, two and three bedroom market rate apartments)
- 20,000 Square Feet of Specialty Retail (small retail shops less than 5,000 SF each)
- Approximately 9 acres of Park Area (includes the hike & bike area east of Route 481, the picnic area adjacent to the river, the boat launch, docks, gazebo and open air neighborhood performance stage)

Additional measures must be taken as redevelopment progresses to physically and/or visually screen new uses from existing ones for consideration of safety, aesthetics, and vehicular and recreational access.



Redevelopment Costs & Impact Assessment

There will be additional costs involved in overcoming the constraints for the Northern Waterfront Subarea. In pre-development this could include the initial cost of conducting environmental analyses. In site preparation and construction there may be additional costs associated with remedial measures or the need to screen the recreational uses from other surrounding uses. It is likely, however, that these additional costs will be offset by the factors that will make redevelopment of the Northern Waterfront Subarea less costly.

In fact, the redevelopment scenario for the Northern Waterfront Subarea will likely be the least costly of all the strategies for redevelopment in the study area for three important reasons. Because of the existing recreational resources, the location along the waterfront and the presence of brownfields in the Northern Waterfront Subarea, this development site has the greatest potential for leveraging funding from existing state and federal grant and tax credit programs such as EPA brownfield assessment, BOA Phase 3 and the Environmental Protection Fund.

Much work has also already been done in planning for new recreational uses in Fulton and, as a result, additional analysis to establish need or community consensus will be minimal. Lastly, with three properties in public hands, two other pairs with common ownership and several potential sources of public funding, the costs of acquisition or partnering with private entities should be reduced.



Traffic Impact Evaluation

A transportation analysis was performed to determine potential operational issues with the redevelopment of the Northern Waterfront BOA Subarea. The proposed access for the site consists of two access points along NYS Route 481; one located at Shaw Street; the other located approximately 1,100 feet north of that location. Both access points are proposed to be unsignalized with stop sign control on the side streets. In the area of the proposed site, NYS Route 481 is a two-lane undivided highway with 12-ft. wide lanes and 10-ft. wide shoulders. The speed limit on NYS Route 481 is 30 mph south of Shaw Street and 45 mph north of Shaw Street.

Existing Traffic Volumes

Both proposed access points currently exist. Shaw Street is a 4-way unsignalized intersection, with the eastern leg leading to a residential neighborhood of 50-100 single family homes and the western leg leading to the back entrance to a small warehousing facility. At the northern access to the proposed site exists a driveway to a boat launch parking area. It is assumed that nearly all traffic to the boat launch and the warehousing facility occur outside the peak hours used in the analysis for the proposed development, and will contribute only a negligible change in the projected intersection traffic volumes during the analyzed periods. For the eastern leg of the Shaw Street intersection, there will be a contribution from the residential neighborhood, which will be estimated in the future analysis. For that analysis it will be assumed that the traffic utilizing this roadway will be equivalent to the trip generation of 50 single family homes. Given the multiple access points to this neighborhood, this number is conservative and will provide a reasonable approximation of the future traffic.

For NYS Route 481, traffic volumes information from a New York State Department of Transportation (NYSDOT) hourly count station placed a tenth of a mile north of Shaw Street in June 2007 revealed the peak hour and daily traffic volumes for the roadway along the frontage of the site. Using this information, a NYSDOT provided seasonal adjustment factor of 1.12 and an average annual growth rate of 1.5%, as determined by historic traffic volumes data from this area, the 2012 existing peak hour traffic volumes were determined. These volumes are summarized below:

AM Peak Hour:	420 vehicles northbound / 540 vehicles southbound
PM Peak Hour:	610 vehicles northbound / 510 vehicles southbound

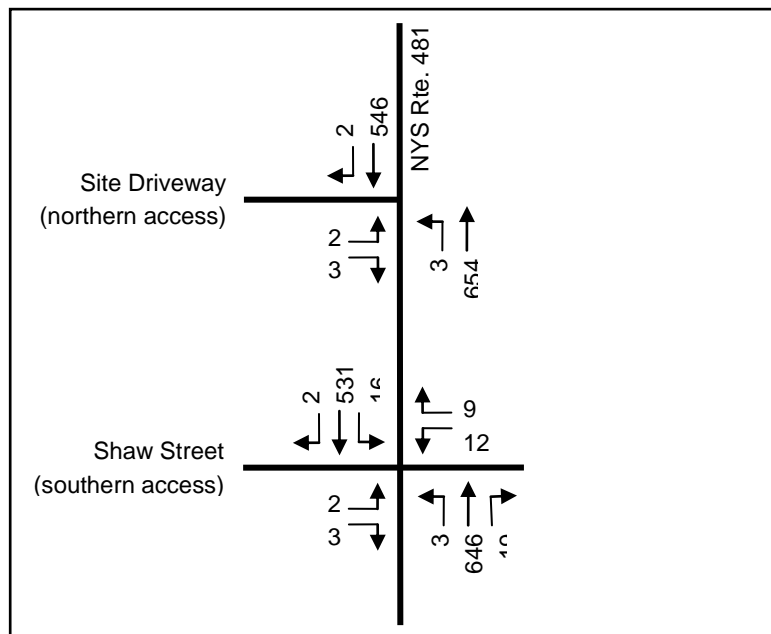
Because overall traffic is generally higher in the PM peak hour, than in the AM, and because the proposed land uses within the future Northern Waterfront BOA Subarea will tend to generate more PM peak hour trips than AM peak hour trips, the future condition traffic analysis for this site will focus only on the weekday PM peak hour, which is the worst case period for traffic operations.

Future No-Build Traffic Volumes

For the purpose of the traffic analysis, it was assumed that the redevelopment of the BOA site will occur over the course of the next five years. Using the 1.5% annual growth factor developed from historic count data, the existing PM peak hour traffic volumes along NYS Route 481 can be adjusted to approximate 2017 Future No-Build PM Peak Hour Traffic volumes. "No-Build Volumes" referring to the traffic volumes that would be present if no site development occurred.

In addition, the traffic in and out of the eastern approach of Shaw Street was approximated for this analysis. To determine the number of PM peak hour trips present at that location, *Trip Generation*, 8th Edition, published by the Institute of Transportation Engineers (ITE) was used. This publication contains traffic data from hundreds of case studies covering a variety of different land use types to assist in determining the number of trips a particular site might generate. For this application, land use code 210 for single family detached housing was used and it was assumed that up to 50 housing units exclusively use Shaw Street for NYS Route 481 access. Based on the data in *Trip Generation*, it is estimated that this neighborhood generates 56 PM peak hour trips (35 trips entering and 21 trip exiting) at the NYS Route 481 and Shaw Street intersection. For the western side of Shaw Street and for the northern site driveway, it is assumed that minimal traffic will utilize the connecting facilities during the weekday PM peak hour. For the traffic analysis, five vehicles entering and five vehicles exiting each location was assumed.

A diagram depicting the Future No-Build PM Peak Hour Traffic Volumes is shown below:



**Future No-Build PM Peak Hour Traffic
Volumes**

Future Build Traffic Volumes

To determine the number of PM peak hour trips generated by the overall development, *Trip Generation*, 8th Edition, published by the Institute of Transportation Engineers (ITE) was used. For this study, Land Use Code (LUC) 230 - "Residential Condominium/Townhouse" was used to estimate the number of peak hour trips generated by the townhomes on site; LUC 220 - "Apartments" was used to estimate the peak hour trips for the on-site apartments and LUC 814 - "Specialty Retail Center" was used to estimate peak hour trips for the retail area. For the Park Area, several LUC's were reviewed and it was determined that LUC 417 - "Regional Park" was the best fit for this application. The data for this LUC was more conservative (generated more trips) than for the other "park" land uses, and the description for this code specified that case studies included sites with hiking, boating, and picnic facilities. All of which are included at the proposed site. It is assumed that trips for the open air

neighborhood performance stage would typically occur at night or on weekends only and that trip generation for this land use would be negligible during the weekday PM peak hour.

The *Trip Generation Handbook* (An ITE Recommended Practice), 2nd Edition defines two major categories for trips, pass-by trips and non-pass-by trips, which are broken down into primary trips and diverted link trips. **Pass-by Trips** are those made by a driver enroute to a separate primary destination. They are trips that are attracted from existing traffic passing the site on an adjacent roadway and are not diverted from another roadway. **Primary Trips** are made for the specific purpose of visiting the generator. The stop at the generator is the primary reason for the trip and the trips generally go from origin to generator then return to the origin. **Diverted Link Trips** are trips attracted from the existing traffic volume on roadways within the vicinity of the generator but require diversion from that roadway to the roadway adjacent to the generator. These trips add traffic to the street adjacent to the site, but may not add traffic to other travel routes.

In the case of the Northern Waterfront BOA Subarea site, the majority of land uses on site would not experience pass-by or diverted link trips, as residential and recreational areas are typically primary destinations. However, trips to the retail area would include some pass-by trips. Because the retail on site will be smaller specialty shops, the percentage of pass-by trips will be lower than a traditional shopping center, which would typically experience a pass-by rate of around 34%. To be conservative, a pass-by rate of 17% was selected for the retail trips generated by the studied site.

Another factor that would modify the number of trips generated by a particular site is the affect of being a multi-use development. While trip generation rates for individual uses on such sites may be that same as they would be for free-standing sites, there is a potential for interaction among those uses within the multi-use site, particularly where trips can be made by walking. As a result, the total generation of vehicles trips entering and exiting the overall site may be reduced from the sum of trips potentially generated by the individual land uses in an isolated condition.

In the case of the Northern Waterfront BOA Subarea site, this means that if a townhome resident walks to visit one of the retail shops or the park area, that trip would need to be subtracted from the overall number of vehicle trips accessing the site. However, to simulate a worst case scenario for planning purposes, it was decided that no credit for internal trips would be taken in this study.

Based on the above discussion, it is estimated that the proposed site will generate 136 total PM peak hour trips. A summary of the anticipated trip by land use is shown in the table below:

Table 1: Table of Trip Generation

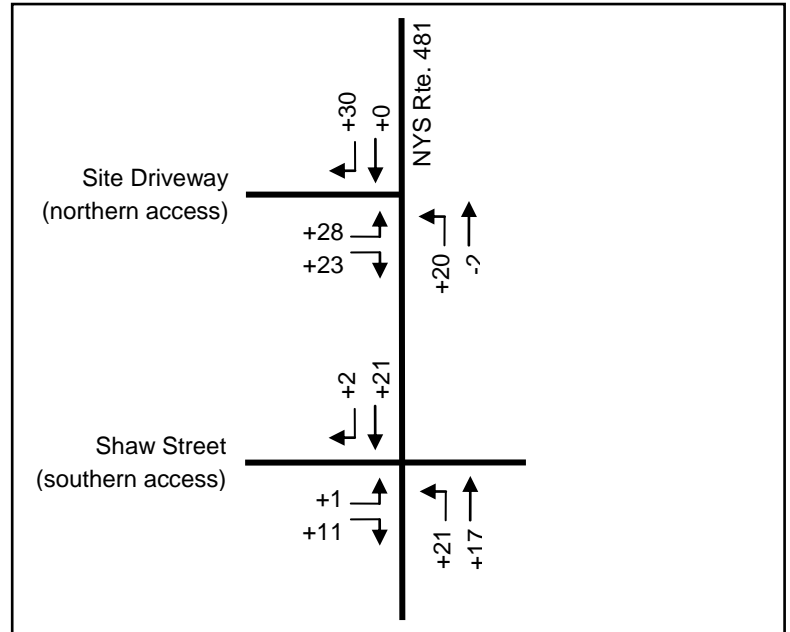
Land Use	Primary Trips			Pass-by Trips		
	Entering Trips	Exiting Trips	Total Trips	Entering Trips	Exiting Trips	Total Trips
Townhomes (20)	11	5	16	0	0	0
Apartments (56)	31	17	48	0	0	0
Park Area (~9 acres)	1	2	3	0	0	0
Specialty Retail (20k SF)	25	32	57	5	7	12
TOTAL TRIPS	68	56	124	5	7	12

For the traffic analysis, these trips were distributed to the adjacent road network based on existing traffic patterns and anticipated trip origins/destinations. For site traffic, it is assumed that 55% of new site trips will travel to/from the site from the south and 45% will travel to/from the site from the north. Of the traffic coming from the north, all retail and park traffic and 90% of the southbound residential trips will enter the northern access point to the site. For traffic coming from the south, all retail and park traffic and 10% of the northbound residential trips will enter the northern access point. The remaining site trips will access the site via Shaw Street. The distribution of site trips is shown in the diagram below:

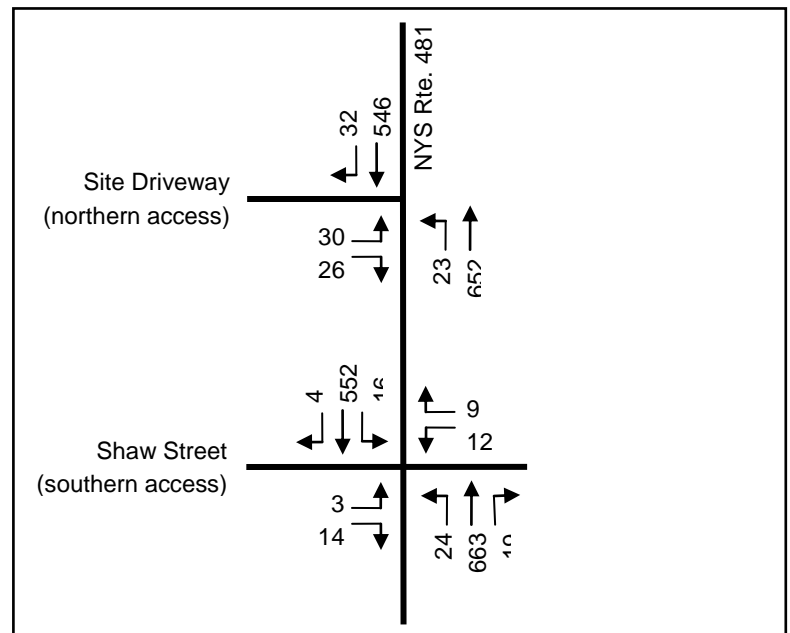
The site generated trips were combined with the future no-build traffic volumes to estimate the future build condition PM peak hour traffic volumes used in the analysis. See Figure: Weekday PM Peak Hour Site Generated Traffic.

Future Traffic Operations

The operating conditions of transportation facilities are evaluated based on the relationship of existing or projected traffic volumes to the theoretical capacity of the highway facility. Various factors affect capacity including traffic volume, travel speed, roadway geometry, grade, number and width of travel lanes and intersection control. The current standards for evaluating capacity and operating conditions are contained in the *Highway Capacity Manual*, published by the Transportation Research Board. The procedures describe operating conditions in terms of Level of Service (LOS). In general, "A" represents the best operating condition and "F" represents the worst. LOS "D" or better for signalized intersections and LOS "E" or better for unsignalized intersections normally represents acceptable operating conditions during peak traffic periods.



Weekday PM Peak Hour Site Generated Traffic



Future Build PM Peak Hour Traffic Volumes

A summary of the future peak hour traffic analysis for the proposed site is shown in the table below:

Table 2: Level of Service Summary Table

Intersection	Approach	Future No-Build PM Peak Hour		Future Build PM Peak Hour	
		LOS	Delay	LOS	Delay
NYS Route 481 and Northern Site Driveway (unsignalized)	Northbound	A	0.1 sec./veh.	A	0.7 sec./veh.
	Southbound	A	0.0 sec./veh.	A	0.0 sec./veh.
	Eastbound	C	18.2 sec./veh.	D	27.5 sec./veh.
NYS Route 481 and Shaw Street (unsignalized)	Northbound	A	0.1 sec/veh.	A	0.7 sec/veh.
	Southbound	A	0.6 sec./veh.	A	0.6 sec./veh.
	Eastbound	C	21.9 sec./veh.	C	18.2 sec./veh.
	Westbound	D	28.7 sec./veh,	D	34.2 sec./veh,

As shown in the Table above, the studied intersections each operate with all approaches at LOS D or better in both the no-build and build future conditions. These levels of service are based on the existing intersection geometry, which includes only a single lane on each approach. With this geometry, it is anticipated that that eastbound vehicular queue at the Northern Site Access Drive will generally extend one to two vehicles during peak traffic conditions and all other approaches will typically queue one vehicle or less.

Traffic Impact Conclusions & Recommendations

It is anticipated that this development will generate 136 PM Peak Hour trips, 73 entering the site and 63 exiting the site. These trips will access NYS Route 481 through two separate access points, both of which currently exist. The first provides egress for an existing boat launch parking area and the second is Shaw Street, which leads to the back of a small warehousing facility.

A traffic analysis was conducted for the future traffic conditions. For this analysis, it was assumed that buildout would occur within five years and 2017 was selected as the design year for analysis. The analysis showed that traffic operations were within an acceptable range (LOS D or better) for both site access points using the roadway geometry currently present. No geometric improvements are recommended.

The only transportation related issue associated with the development of this site as proposed would be pedestrians crossing NYS Route 481 as they travel the Hike & Bike Trail. Given the 45 mph speed limit on NYS Route 481 and the lack of traffic control that would cause vehicle stoppage along NYS Route 481, it is recommended that the proposed pedestrian bridge be constructed to cross from the Northern Waterfront BOA Subarea site to the wooded area east of the highway. This pedestrian bridge should be placed along NYS Route 481 such that adequate sight lines are maintained at each of the access points, and sight distance is not restricted.

In summary, the traffic generated by the proposed Northern Waterfront BOA Subarea can be adequately accommodated by the existing roadway network without any traffic control or geometric improvements.

Northern Waterfront BOA Subarea: Zoning Recommendations

Fulton Riverfront must plan for a 16-hour day. The rebirth and rejuvenation of waterfront communities is being experienced both regionally and nationally. Connecting the City of Fulton and its neighborhoods would benefit the entire community both as a physical asset and as an economic development opportunity. The City could potentially capitalize on a new tourism economy from an expanded customer base in the form of visitors drawn to the waterfront amenities, either by road, trail, or water access.

It is recommended that the Northern Waterfront BOA Subarea be rezoned as Waterfront Mixed-Use. In all instances, public access to the waterfront should be enhanced and promoted, including integration of the Towpath Trail and the proposed Riverwalk Trail into planned development in this area. Water-dependent commercial establishments should be required to maintain a public waterfront, such as but not limited to, restaurants, docking facilities, marinas, hotels, and conference centers. It will be equally important to have a residential component incorporated into the future use of the subarea to ensure people feel safe and that the area thrives as a 16-hour day. This area is currently surrounded by industrial uses that may create the feeling of an unsafe place after dark without the constant eyes of residents and visitors to this area.

Nothing represents a missed opportunity such as a tour boat full of affluent tourists arriving on a Sunday when the shops are closed. Harbor planners can learn a lesson from airport planners who insure that shop operations coincide with the arrival and departure of commercial aircraft. There should be recognition of the need to plan for multiple publics. The downtown areas adjacent to harbors are likely to attract different types of people all through the day. For example, from 5:00 AM to 8:00 AM, the typical waterfront may be full of fishermen, repairmen and women and other laborers. From 8:00 to 9:00, office workers will be on the street. From 9:00 to 12:00, it will be tourists who would be followed by the lunch crowd. From 2:00 to 5:00, tourists again will be commonplace along with school kids and shoppers. At five, the “night crowd” begins and continues until after midnight. While no two waterfronts will have the same mix at the same time, the fact remains that they all will have to cater to mixed publics: Workers, boat owners, business people, tourists, families, night-lifers and the like all have different requirements that need to be met.



Copenhagen, Denmark.

Source: <http://www.gcbi.org/planning/lakefront>

Northern Waterfront BOA Subarea: Capital Projects

- NW 1: Expand upon the existing waterfront infrastructure (boating slips, utility hookups, kiosks, public bathrooms, etc.) in the Northern Waterfront BOA Subarea along the Oswego Canal to further promote water based recreation and transportation.
- NW 2: Develop universally accessible waterfront connections to downtown businesses via the Towpath Trail and proposed Riverwalk Trail.
- NW 3: Improve the existing streetscape infrastructure (trees, lighting, signage, sidewalks, traffic calming treatments, etc.) along the State Route 481 corridor in the Northern Waterfront BOA Subarea and all roads located west towards the waterfront to improve aesthetics and promote pedestrian and bicycle safety and access throughout the subarea.
- NW 4: Complete the development of the Riverwalk Trail in the BOA Study Area by working with property owners through easements and/or property acquisition.
- NW 5: Develop public venues capable of hosting local events (concerts, competitions, recreational events, and tours) that celebrate the Oswego Canal waterfront, and local heritage and culture. Consider working with the future site developer(s) to provide such amenities in the Northern Waterfront BOA Subarea.
- NW 6: Construct a pedestrian bridge over Route 481 to create a gateway between the Northern Waterfront BOA Subarea to Van Buren Park and its surrounding residential neighborhood, or create traffic calming measures at a pedestrian crossing.
- NW 7: Build information kiosks and uniform way-finding signage and maps for all BOA Study Area parks and trails.
- NW 8: Improve visual and physical connectivity between the Oswego Canal and Route 481. Develop a way-finding strategy for the City of Fulton; develop and install a high quality, clear and recognizable system for directional and interpretive information along the Historic Oswego Canal. Place signs throughout the entire City directing people to local resources located to increase awareness of the City's assets and help visitors find their way.
- NW 9: Provide appropriate lighting, maintenance, and security of existing riverfront trails and parks to provide safe places for residents of all ages.



Toronto, Canada.

Source: <http://www.gcbl.org/planning/lakefront>



Baltimore, Maryland – Public & Private Waterfront Space.

Source: <http://www.gcbl.org/planning/lakefront>

Northern Waterfront BOA Subarea: Non-Capital Projects

- NW 10: Submit an application to the NYS Department of State for funding to complete a Brownfield Opportunity Area (BOA) Step 3 – Implementation Strategy. The Implementation Strategy may be used toward non-capital projects and necessary zoning amendments.
- NW 11: Develop a detailed implementation funding strategy for the construction of the capital and recreation improvements proposed for the Northern Waterfront BOA Subarea.
- NW 12: Work with property owners to assemble parcels to increase their marketability to site selectors and private developers.
- NW 13: Market the Northern Waterfront BOA Subarea to site selectors and private developers. In order to maximize successful redevelopment of the Northern Waterfront BOA Subarea, a marketing package is necessary to immediately begin implementation by attracting and informing site selectors and developers of the new local opportunities. To best advance such development, it is recommended that the City transfer the city-owned properties to a Local Development Corporation (LDC). This will allow the LDC to give all of its attention to the redevelopment and focus on effectively marketing the Study Area. The LDC will develop strategic marketing materials to be used by the City and the LDC in soliciting developers. The LDC will facilitate a Site Selection Day and invite site selectors and developers to the City of Fulton. The LDC will also prepare a Request for Proposals (RFP) to be subsequently disseminated to site selectors and developers for development of the key strategic site(s).
- NW 14: Design the pedestrian bridge from the Northern Waterfront BOA Subarea over Route 481 as a gateway into the City of Fulton.
- NW 15: Encourage infill development of brownfield, underutilized, and strategic sites that is compatible with the context of existing land uses in the surrounding neighborhoods.
- NW 16: Apply for Environmental Protection Fund (EPF) grant to convert vacant or undeveloped parcels in the BOA Study Area into recreational areas. Require private developers to provide public and recreational amenities in association with future site development adjacent to the waterfront and/or other existing recreational amenities.
- NW 17: Identify strategic locations for public transportation infrastructure improvements (shelters, signage, benches, lighting, etc.) in the Northern Waterfront BOA Subarea based upon existing ridership, available service, and potential needs of future patrons.
- NW 18: Complete environmental site assessments for City owned priority sites in the Northern Waterfront BOA Subarea through the BOA Step 3 Implementation Strategy.
- NW 19: Partner with the state and federal agencies (NYSDOS, NYSDEC, NYSDOT, USEPA, etc.) to fast track the redevelopment of brownfields along the waterfront forward through bi-annual Interagency Roundtables and briefing packages during and after the Phase II BOA Nomination Study.
- NW 20: Develop programming, policies, and incentives that encourage sustainable development and green building practices along the waterfront in the BOA Study Area.



**City of Fulton
Phase II BOA Nomination Study**

Northern Waterfront Site
May 25, 2012

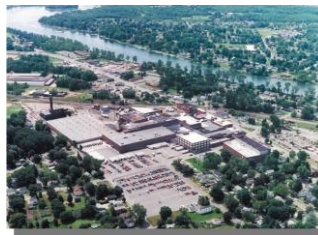


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SOUTHERN GATEWAY BOA SUBAREA

Subarea Description

The Southern Gateway BOA Subarea primarily focuses on the streetscape in the southern portion of the Study Area. This location is the main vehicular entrance to the City from the south and is characterized by commercial auto-friendly or auto-oriented uses. As the southern entrance to the City this area has the opportunity to establish visually a visitor's or resident's image of the community. There are eight strategic properties, with a combined size of 10.71 acres, that are located at or near the intersection of Route 481 and South First Street and area identified as Sites 35 to 42 on Map 7 and in **Appendix H: Site Profiles** and on the **Underutilized & Strategic Sites Map** found in **Appendix B**. These sites have been identified as strategic due to either their current use or their location in helping establish a strong gateway.



- Existing Uses & Zoning:** Most of the properties in the Southern Gateway BOA Subarea are currently in use as commercial businesses and the City is not asking these business owners to modify or abandon these existing uses either through redevelopment or sale. However, given the auto-oriented nature of the existing commercial uses, the Southern Gateway BOA Subarea is seeking to improve properties to benefit property owners and the community as a whole. The corridor contains several suburban style commercial uses with parking lots in the front of the buildings; this area is zoned C-2 and is designed for the motorist not pedestrians or bicyclists. The area closer to Broadway has denser development and provides a slightly more pedestrian friendly environment. Parcels that border the Oswego Canal are also primarily residential dwellings that tend to be a mix of older and newer/renovated homes. Further north on First Street the large industrial parcels abut the residential lots, which presents a land use conflict.
- Neighborhoods:** The Southern Gateway BOA Subarea is entirely located in Neighborhood #1. This neighborhood is the largest neighborhood comprising almost 230 acres of the BOA Study Area. It is characterized by diverse types of land uses and several different abutting development patterns. This neighborhood is defined by its most significant landmark, the former Nestle Building and includes NYS Route 481, a wide, heavily traveled transportation corridor. Single-family residential dwellings comprise almost 25% of the overall neighborhood. Houses vary in condition, but are mostly well maintained historic houses. The residential areas are walkable.

- **Land Ownership:** There are no publicly-owned properties in the Southern Gateway BOA Subarea. For this reason, any attempt at assembly of the properties for redevelopment purposes would likely require acquisition by a government or quasi-government agency. The Southern Gateway BOA Subarea also has no common private ownership. Therefore, future redevelopment and investment will be the responsibility of private land owners.
- **Recreational Resources:** The Southern Gateway BOA Subarea has some access to existing recreational resources. The Oswego River is within a block or two from NYS Route 481 as it enters the City of Fulton. However, there is no signage or linkage to direct visitors to the River or to the closet recreational amenity Oswego Falls Park which is located on the River. The existence of these assets in such close proximity creates an opportunity to significantly improve the gateway into Fulton and develop new recreational destinations throughout the City as part of a comprehensive outdoor experience for residents and visitors.
- **Historic & Cultural Resources:** Early settlement of the City was clustered along the Oswego River and Canal, including mills that were later built and became the focus of daily life. Although there are no historic sites in the Southern Gateway BOA Subarea, there is a potential for archeological resources due to this early settlement pattern along the riverfront.
- **Transportation & Access:** NYS Route 481 carries traffic both north through Fulton and south to Syracuse and Interstate 81 and the New York State Thruway. The highest traffic volumes in the Fulton area are observed at this location. The vehicular access and the accompanying traffic volumes make this location appealing for commercial uses. The transportation access here also makes this an important location for establishing the image of the community. Design improvements in the Southern Gateway BOA Subarea will have wide-ranging positive impacts. Because the built environment has such a profound impact, in general, upon the perceptions of any community both by residents and visitors, successful redevelopment of the Southern Gateway BOA Subarea that incorporates a more modern urban design strategy can be an important step toward attracting more people to the City.
- **Infrastructure:** The Southern Gateway BOA Subarea is well served by public infrastructure, both water, sewer, and storm drainage. As throughout the City, numerous water and sewer mains date as far back as 1885, and this aging infrastructure does create many modern day problems. No problems have been reported in the Southern Gateway BOA Subarea.
- **Natural Resources:** The Southern Gateway BOA Subarea is not constrained by natural resources.

Assets & Opportunities

As the southern vehicular entrance to the City along NYS Route 481 the Southern Gateway BOA Subarea's most valuable asset is its access to the regional transportation network. The properties in the Southern Gateway BOA Subarea also have fewer natural and man-made limitations because of their location relative to the rest of the Study Area.

The strategic sites in the Southern Gateway BOA Subarea, because of their history, will likely not require complex and costly remedial measures to achieve redevelopment. The properties in the Southern Gateway BOA Subarea have characteristics that make them more easily redeveloped than other underutilized properties in other portions of the Study Area. The buildings on the properties are typically one-story detached and do not hold historic significance. Reuse or demolition of such structures is more easily achieved than in a more historic higher-density area.

This development pattern also creates greater opportunities for long-term change in the overall character of the streetscape. Because these uses were designed expressly with the purpose of affording vehicles easy entrance and egress to the sites, there are parking lots in front of the buildings and the setbacks are generous. This, in combination with the character of the construction on these properties, means that the obstacles to constructing buildings closer to the front lot line are comparatively few in number.

Finally, the Southern Gateway BOA Subarea, despite being in close proximity to the River, is completely outside the 100-year floodplain. Any redevelopment, regardless of the funding source, will not require additional flood hazard mitigation measures.

Constraints

While the development pattern in the Southern Gateway BOA Subarea may make some aspects of redevelopment easier, it will also prevent full integration of the redevelopment with the central business district and more densely developed areas of Fulton. This may discourage certain kinds of private sector investment. Elements can be incorporated into the redevelopment strategy that would ease the transition from this area to the central business district and the waterfront.

In addition, the amount of vehicular traffic flowing through the Southern Gateway BOA Subarea is greater than in any other location in Fulton. This kind of traffic, while making the location more desirable for auto-oriented and auto-friendly uses, will restrict the range of redevelopment options at this location. It will require additional considerations of safety, site distance, and noise mitigation for some uses.

Because many of the properties within the Southern Gateway BOA Subarea are either currently or were previously auto-oriented uses, such as service stations, they will require Phase I environmental site assessments prior to redevelopment. Based on currently available information on these properties, however, it is unlikely that cleanup will require complex or costly remedial measures. Small amounts of petroleum may have leaked from underground storage tanks on some of these properties. The following sites are identified on the **Underutilized & Strategic Site Map** within the Southern Gateway BOA Subarea:

- **Site #35** (610 S. Fourth Street – 253.34-02-18) is an **underutilized** and **strategic** site. The property is currently classified as Vacant Commercial Land. Previous structures have been removed from the parcel. The site previously contained one small commercial building up to 2001. The building has since been demolished and the site is now vacant with a paved asphalt parking area facing Fourth Street. The land and buildings changed hands often between 1998 and 2003 when it was sold by AutoZone Texas LP to Fulton Health Partners. No known or suspected contaminants on site.
- **Site # 36** (801 S. Fourth Street – 253.34-01-03.1) is a **strategic** site. The land currently contains a large one story commercial building and parking areas used for auto body and other auto related sales. The site is in a key location for streetscape and gateway improvements. No known or suspected contaminants on site.



Site #35



Site #36

- **Site # 37** (15 Burt Street – 253.34-01-02) is a **strategic** site. The property is classified as Industrial, Manufacturing, and Processing. The majority of the parcel is vacant land, with a portion of a large building occupying the northeastern corner of the parcel. Approximately one half of the building is located in the Town of Volney. No known or suspected contaminants on site. Historic use for gun manufacturing may have resulted in site contamination. Additional investigation may be necessary.
- **Site #38** (706 S. Fourth Street – 253.34-02-22.01) is a **strategic** site. It has been redeveloped into a Little Lukes Daycare facility. No known or suspected contaminants on site.
- **Site #39** (2 Harris Street – 253.34-01-10) is a **strategic** site. The property is currently classified as Auto Body and Other Auto Related Sales. The parcel contains a one story commercial building and parking area. The site contained an auto body shop under the same ownership from 1967 to 2009. In 1970 the parcel was paved with asphalt which is used as a loading and parking area currently. No known contaminants on site. Historic use as an auto body shop may have resulted in site contamination. Additional investigation may be necessary.
- **Site #40** (6 Harris Street – 253.34-01-070) is an **underutilized** and **strategic** site. The property is classified as Residential Vacant land. There are no buildings or improvements on site. No known or suspected contaminants on site. Historic use of the neighboring property as an auto body shop may have resulted in site contamination. Additional investigation may be necessary.
- **Site #41** (805 S. First Street - 253.42-01-08) is a **strategic** site. The property is classified as Motor Vehicle Services. There are two structures on site, an auto body shop and an auto dealership as well as a large paved parking area. No known or suspected contaminants on site. Historic use as an auto body shop may have resulted in site contamination. Additional investigation may be necessary.
- **Site #42** (S. First Street – 253.42-01-06) is an **underutilized** and **strategic** site. The property is classified as Vacant Commercial Land with Minor Improvements. The parcel is paved and is currently used as a parking area for the neighboring auto dealership/service center. No known or suspected contaminants on site. Historic use for automotive storage, and the neighboring auto body shop and dealership may have resulted in site contamination. Additional investigation may be necessary.



Site #37



Site #38



Site #39



Site #42

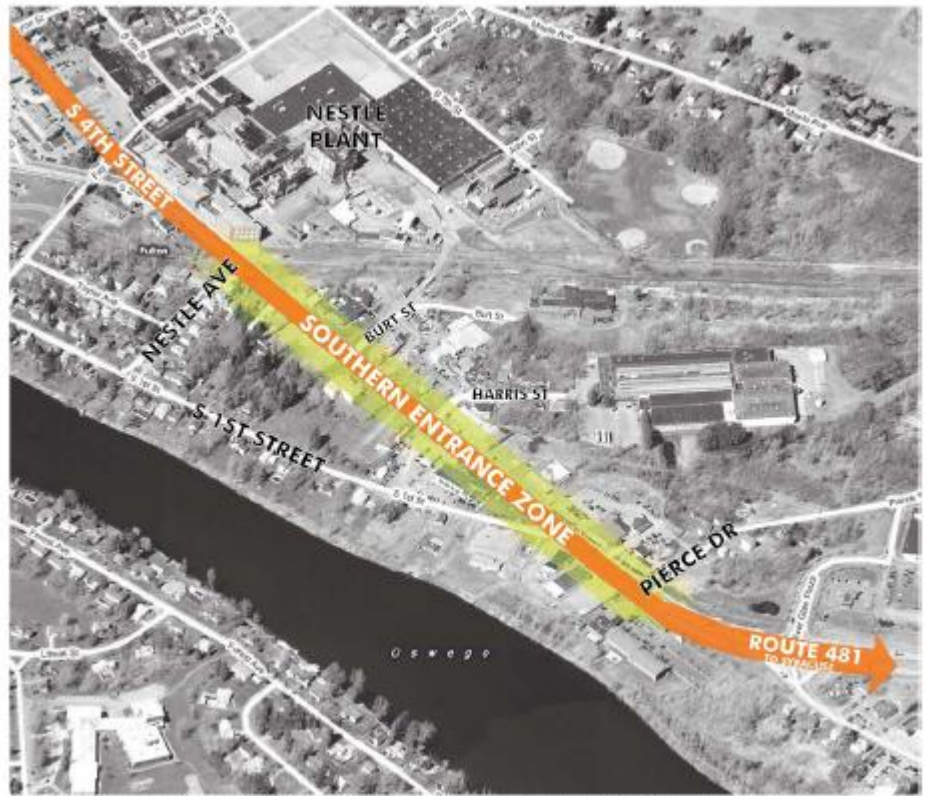


Site #41

Future Use

At the southern entry to Fulton there is a substantial change in the character of NYS Route 481 as it converges from a 4-lane divided rural highway to a 4 – lane undivided highway. The existing character of NYS Route 481 at the entry to Fulton consists of auto-oriented, commercial development.

Streetscape Guidelines were developed as part of the Phase II BOA Nomination Study for the Southern Gateway BOA Subarea along NYS Route 481 (See Appendix J). The aim of providing Streetscape Guidelines in this corridor is to improve the character and quality of life in Fulton, to provide a sense of arrival and to encourage residents and visitors to patronize businesses in Fulton.



Route 481 Streetscape Standards Site Map. (background map courtesy of Bing)

Based upon the public feedback, residents felt this location lacked snow maintenance, sufficient sidewalks, landscaping and entry features that announce the arrival into Fulton. Residents expressed a desire to improve the appearance for the southern entrance to Fulton while also maintaining a business friendly environment in a more pedestrian friendly atmosphere.

Enhancing the entrance zone is based on the general concept of realizing a more defined edge to Fulton. The intention is to provide a framework for creating and maintaining a sense of place in Fulton and establishing a pattern of development that can guide future investment. In an effort to improve the appearance and pedestrian environment at the southern entrance to Fulton on Route 481, the guidelines aim to improve the quality of the experience for people entering Fulton, encouraging them to explore the area and patronize the local businesses.

The guidelines focus on properties fronting on NYS Route 481/N South Arterial Highway approximately from Pierce Drive (north of the Kmart plaza) to Nestle Avenue (south of the former Nestle plant). This area is considered a major entry to Fulton, and public comments throughout the BOA Nomination process strongly supported treating this area with more specific attention. This corridor transitions from a rural/agricultural highway toward the downtown core, development in this area should reflect its transitional nature. New development, including building additions and/or building expansions should include street-front buildings, rear entry parking, pedestrian friendly design and improved site circulation and traffic management.

See Appendix J: Fulton Streetscape & Design Guidelines.

Key Considerations

Entrance Gateway

- To provide a gateway feature announcing the entrance into Fulton
- To provide a transition to a new area
- To create a unique image for Fulton

Streetscape Design

- To improve the ability for pedestrians, bicyclists and motorists to travel safely and efficiently along NYS Route 481 and adjacent side streets
- To establish guidelines for a consistent set of improvements to NYS Route 481
- To provide a cohesive appearance to the character of the roadway
- To signify Fulton as a unique destination

Signage

- To provide consistent and clear identification of businesses along NYS Route 481
- To minimize visual clutter that distracts drivers and detracts from the overall appearance of Route 481

Sidewalks and Street Amenities

- To create a more pedestrian-friendly environment along NYS Route 481
- To promote a uniform design that complements the desired theme and identity of Fulton

Future Development

- To establish goals for future development and economic growth along NYS Route 481

Redevelopment Costs

In general, the cost of redeveloping the strategic sites in the Southern Gateway BOA Subarea will likely be moderate. One exception, where the cost of remediation could be substantial, is on the Johnson property. As the site of a former arms factory, the property will need a Phase II environmental site assessment and that study could reveal significant contamination. Federal and state sources of funding may be tapped to conduct the necessary studies and remediation on this and other properties in the Southern Gateway BOA Subarea.

Discussions with property owners regarding their interest in redevelopment must begin in order to develop the most accurate estimation of redevelopment costs for the Southern Gateway BOA Subarea. Acquisition is not anticipated necessary and this would require purchase of properties. This issue of ownership will also lengthen the timeline for redevelopment and additional studies or analyses may be necessary in the future to update or enhance outdated information as the redevelopment progresses.

Southern Gateway BOA Subarea: Zoning Recommendations

The City of Fulton with its location along the Route 481 is expected to see an increased demand for large-scale retail or highway style development in the Southern Gateway BOA Subarea. The proximity to existing large-scale retail just to the south has also placed development pressure on this area of Route 481. Future streetscape improvements should be designed to maximize access management techniques such as shared driveways, on-site traffic control, and parking facilities while limiting curb cuts as much as possible.

As an important gateway to the City, the scale, architecture and landscaping of future development should be carefully designed and articulated. Design guidelines should clearly outline these standards. This area should provide buffering to surrounding neighborhoods to reduce the impacts of lights, traffic, and noise. These buffers will be natural or planted vegetation wherever possible. Public spaces such as small parks, fountains, or other gateway features help blend the commercial areas into the surrounding community.

While the area's zoning is commonly auto-oriented in design and scale, Fulton should encourage pedestrian connections between all developments and surrounding neighborhoods including installation of pedestrian walkways and crosswalks where appropriate. Developers should be required to provide sidewalks as part of any new development. In addition, transit stops should be included into public space designs and planning.

Types of uses that should continue to be encouraged in this area include restaurants, general retail, office buildings, and auto-oriented uses and/or services. The Streetscape Design Guidelines for the Southern Gateway BOA Subarea should be adopted and codified into the City's ordinance. Such guidelines include: the creation of shared access points; the use of landscape buffers along sidewalks and parking lots; the construction of rear or side parking lots; the use of fencing and plantings in side-yard setbacks; and screening of on-site storage facilities.

Southern Gateway BOA: Capital Projects

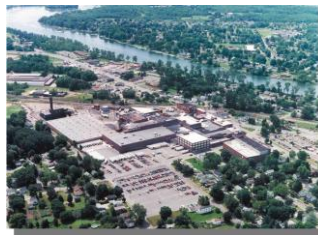
- SG 1: Adopt and implement Streetscape Guidelines (crosswalks, signage, sidewalks, landscaping, traffic calming treatments, etc.) in the Southern Gateway BOA Subarea for the southern State Route 481 corridor to improve aesthetics and promote pedestrian and bicycle safety and access throughout the subarea. Streetscape improvements will result in a more inviting and pedestrian friendly commercial area that will improve poor sidewalk conditions, consolidate or eliminate curb cuts, and calm traffic. In addition the aesthetics of this gateway will be improved through the use of street trees, pedestrian benches, pedestrian-scale lighting, and other amenities. Work with the City of Fulton Forestation Advisory Group about appropriate trees for the City and planting schedules.
- SG 2: Provide bicycle infrastructure to include bicycle lanes, signage, street arrows, markings, and bicycle racks.
- SG 3: Apply for Environmental Protection Fund (EPF) grant to convert vacant or undeveloped parcels in the BOA Study Area into recreational areas.
- SG 4: Develop and implement high visibility planting schemes (trees, landscaping, rain gardens, etc.) for major thoroughfares as recommended in the Comprehensive Plan.
- SG 5: Complete sidewalks to eliminate gaps and provide crosswalks for safe, efficient, and effective pedestrian access across NYS Route 481.

- SG 6: Design and construct a gateway entry into the City of Fulton. Consider the placement of “Welcome to the City of Fulton” signs to create a sense of place. Consider applying for New York State Main Street Program grant funding to help with the creation and implementation of the Streetscape Improvement Strategy.
- SG 7: Design and install directional, informational, and interpretive signage at key intersections within the subarea to improve to guide pedestrians and bicyclists.
- SG 8: Improve visual and physical connectivity between NYS Route 481 and the Oswego River.

Southern Gateway BOA: Non-Capital Projects

- SG 9: Finalize environmental site assessments for priority sites in the BOA Study Area identified as brownfields, vacant, and/or underutilized in the Phase II BOA Nomination Study.
- SG 10: Create set of policies for complete streets in the BOA Study Area.
- SG 11: Identify strategic locations for public transportation infrastructure improvements (shelters, signage, benches, lighting, etc.) based upon existing ridership, available service, and potential needs of future patrons.
- SG 12: Develop a community beautification network that partners local community groups and the City together to complete projects that improve the appearance of the BOA Study Area and address sources of blight.





NESTLE SITE

Site Description

The Nestle Site consists of two tax parcels identified as sites 30 and 34 on Map 7. Union Street separates these two properties. Site 30 is 2.58 acres in size and is bounded by Union Street, South 7th Street, South 6th Street and Lyon Street. Site 34, at 23.88 acres, is the largest of all the underutilized properties examined for the study and is the site of the former Nestle chocolate factory. There is approximately one million square feet of vacant industrial and flex space currently on the property.



- Existing Uses & Zoning:** The Nestle Site is currently vacant but remains classified as a Manufacturing and Processing Facility. The site has 1.1 million square feet of manufacturing, storage, and office space once owned and operated by New York Chocolate and Confections Company (“New York Chocolate”), the owner of the former Nestle Company. The facilities were used for Cocoa bean processing. The buildings are in fair condition, with predominately brick walls. The site is zoned Manufacturing/Industrial (M-1).
- Buildings:** (70 and 95) Recently, 200,000 SF has been demolished from the Nestle Facility for scrap metal by the current owner; this was the entirety of buildings 70 and 95. Previously, “building 70” was a 120,000 square feet of warehouse space that was constructed in 1975. “Building 95” was used as packaging space and was constructed in 1995. It had 30’ ceilings and contains 80,000 square feet of space. Both of the buildings had loading docks and they were connected by shared office space and bathrooms. Now there is an empty lot where the buildings once stood.
- Neighborhoods:** The Nestle Site is entirely located in Neighborhood #1. This neighborhood is the largest neighborhood comprising almost 230 acres of the BOA Study Area. It is characterized by diverse types of land uses and several different abutting development patterns. This neighborhood is defined by its most significant landmark, the former Nestle Building.
- Land Ownership:** The Nestle Site is currently in private ownership. Future redevelopment and investment will be the responsibility of private land owners, but the City and the County have the ability to be unique partners in the property’s redevelopment. While previous efforts to bring this key industrial property into the hands of a public or quasi-public entity have been unsuccessful, neither of the two properties have been subdivided, and they remain in the hands of one private entity. The current property owner has indicated an interest in redeveloping the property for a mix of potential uses. With the development of a marketable and profitable concept and the attraction of additional private investment near term redevelopment is feasible.
- Recreational Resources:** The Nestle Site is within a short walking distance of Hulett Park.

- **Historic & Cultural Resources:** There are no known or anticipated historic or cultural resources present.
- **Transportation & Access:** The Nestle Site sits along NYS Route 481 and has frontage on several other local streets. This kind of access would be desirable for any entity seeking to reuse the site for manufacturing or other large-scale mix of uses. Parking lots on the property could serve the same purpose in the future or could be easily reused for a different purpose.
- **Infrastructure:** The Nestle Site is well served by public infrastructure, both water, sewer, and storm drainage. No problems have been reported in the Southern Gateway BOA Subarea.
- **Natural Resources:** The Nestle Site is not constrained by natural resources.

Assets & Opportunities

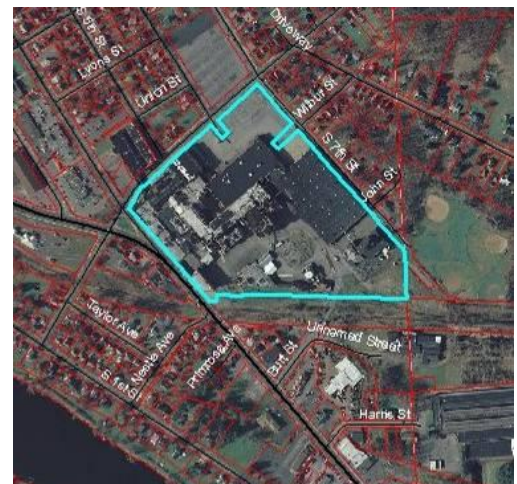
Since the announced closure of the Nestle factory in 2002 these properties have been the most closely examined of any industrial properties in the area resulting in a substantial amount of information on the history and characteristics of the site as well as a deep understanding of its potential value to the community. The site is large enough to accommodate a large-scale redevelopment that could have a profound economic impact on the community. The Nestle Site also enjoys ample transportation access which was required for the transport of materials and products to and from the site until its recent closure.

The Nestle operations were part of the community's socio-economic identity for a century and at its peak the company employed 1700 workers at the site. The presence of these workers in the City created economic opportunity for numerous other local businesses down the years. The community is aware of the level of economic activity that a financially sustainable long-term reuse of this property would generate. Community support for redevelopment efforts at the Nestle Site will be high because of the potential economic impact.

Whether redevelopment involves demolition of existing structures or reuse, the Nestle site's size is one of its most notable assets. There is approximately one million square feet of space in the existing buildings on the site and the combined size of the two parcels is 24 acres. This advantage ensures the long-term possibility that significant private investment could be leveraged to achieve a project with substantial regional economic benefit.



Site #30



Site #34

Constraints

The Nestle factory is over 100 years old and while buildings and additions have been constructed since then, the advanced age of the factory is a disadvantage for any redevelopment scenario. The space was expanded gradually over several decades and each expansion served its own unique purpose for the factory thereby rendering the empty space much more difficult to reuse for other purposes. Even reuse of the existing space will likely require

retrofitting of some kind to accommodate the new occupant. Complete or partial demolition may also be necessary and this would require costly asbestos removal.

Attempts to establish an economically viable reuse for this property since Nestle closed in 2003 have been unsuccessful. While this lack of success can be largely attributed to the oversupply of industrial space in the region, lack of interest by other chocolate producers or mismanagement by previous investors, the struggles with the Nestle site are well-documented and may inhibit future efforts to attract investment. This could be overcome with more strategic and targeted marketing efforts in combination with public subsidies but the recent history is a constraint for future redevelopment.



As documented in the **Economic and Market Trends Analysis** for the Nomination Study (**Appendix E**), there is an oversupply of industrial space in the region. Removal of the equipment makes it unlikely that the property will be reused for chocolate production. The redevelopment scenario, in light of this constraint, presents the option for either an industrial or a non-industrial use.

Future Use

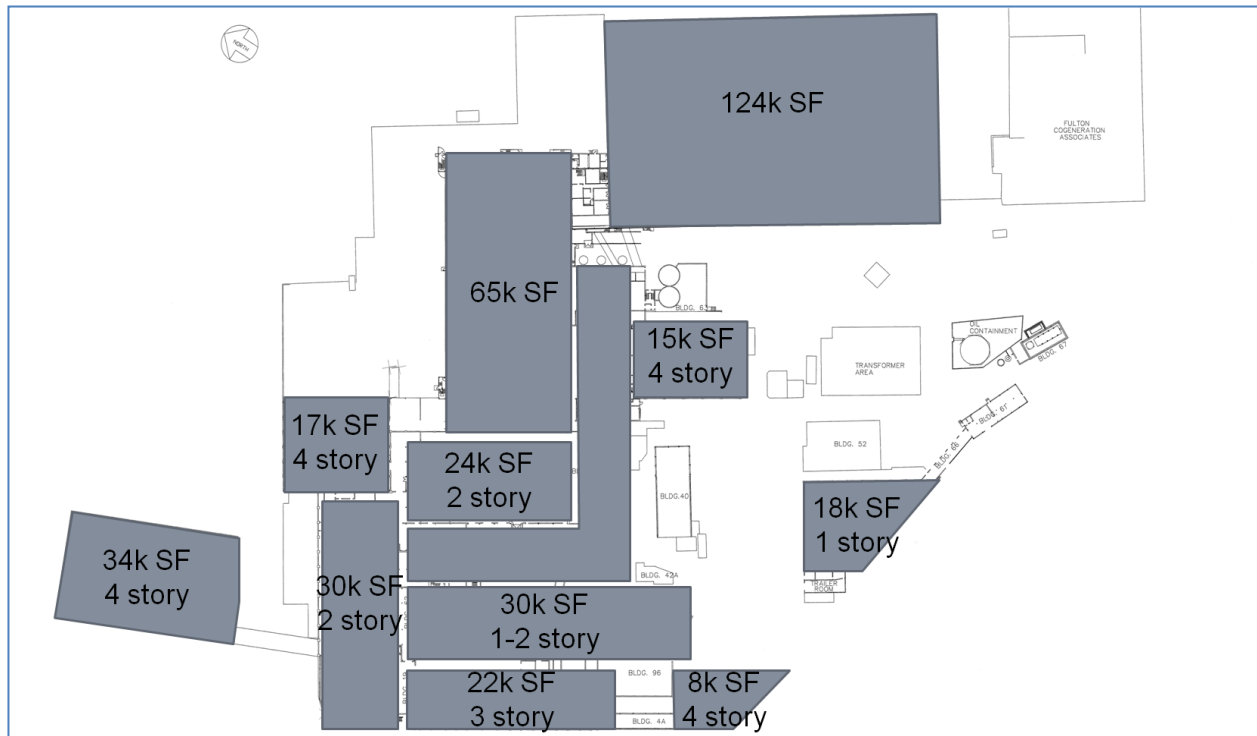
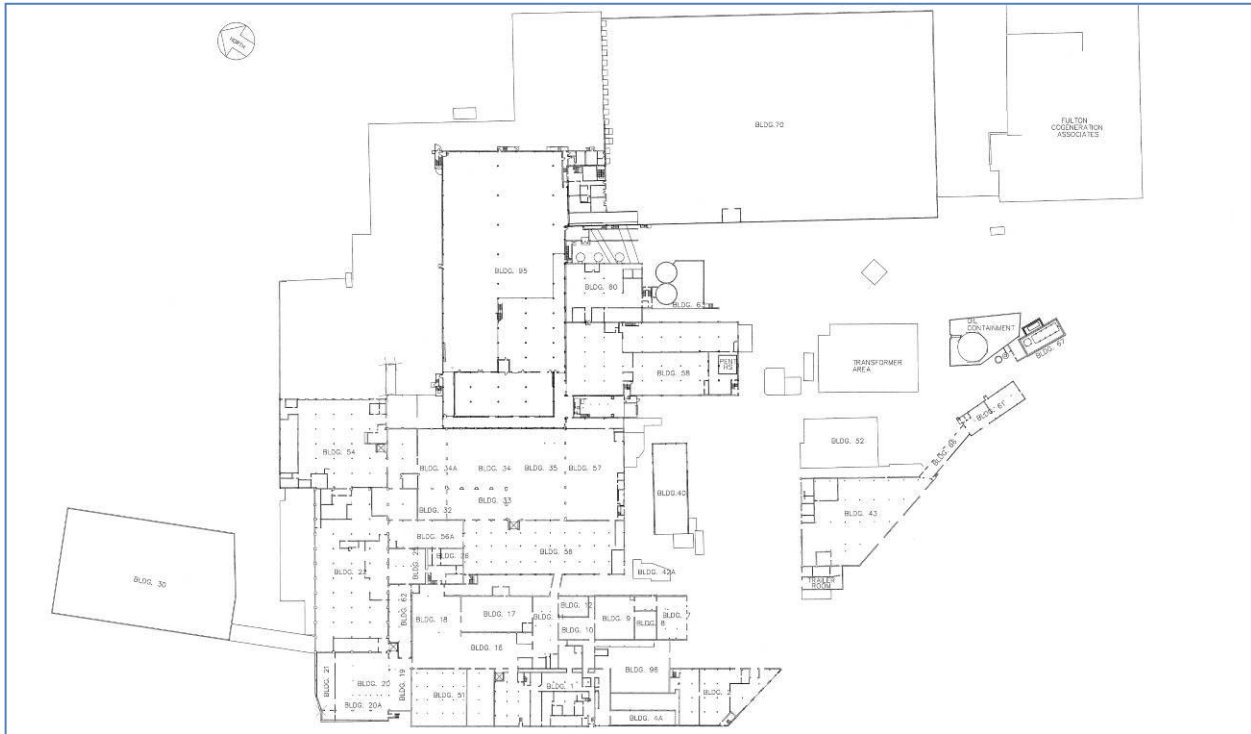
While the future use of this site has yet to be determined, whether it involves demolition of existing structures or reuse, the Nestle site's size is one of its most notable assets in the City. With approximately one million square feet of space in the existing buildings on the site and the combined size of the two parcels is 24 acres, there are many possibilities for repurposing this site as an economic engine for Fulton. Significant private investment could be leveraged to achieve a project with substantial regional economic benefit.

There has been interest in part of the Nestle site for a grocery store development which is needed on the East Side after the 2009 closure of the P&C Grocery store. Currently there are no large grocery stores on the East Side forcing residents to have to cross one of the two bridges in Fulton to go to a grocery store or travel to Oswego or Clay.

Redevelopment Costs

Costs of demolition or retrofitting will be significant with buildings of this advanced age. Some remediation of contamination identified in the previous Phase II study may be required. Significant marketing and design resources will be necessary to attract private investment to the site.

Despite the additional costs associated with redevelopment the economic impact of the original closure of the Nestle factory and its prominence in the community and the region make it easier to tap into public resources to study the site or incentivize investment. Tax abatements, economic development programs, brownfield redevelopment tools such as the Brownfield Cleanup Program and many other resources could be brought to bear in the event a potential investor were identified and the basic eligibility requirements of the programs were met. The level of public subsidies for a redevelopment on this site would be substantial and is an important consideration for the marketing strategy.



Nestle Site

Nestle Site: Zoning Recommendations

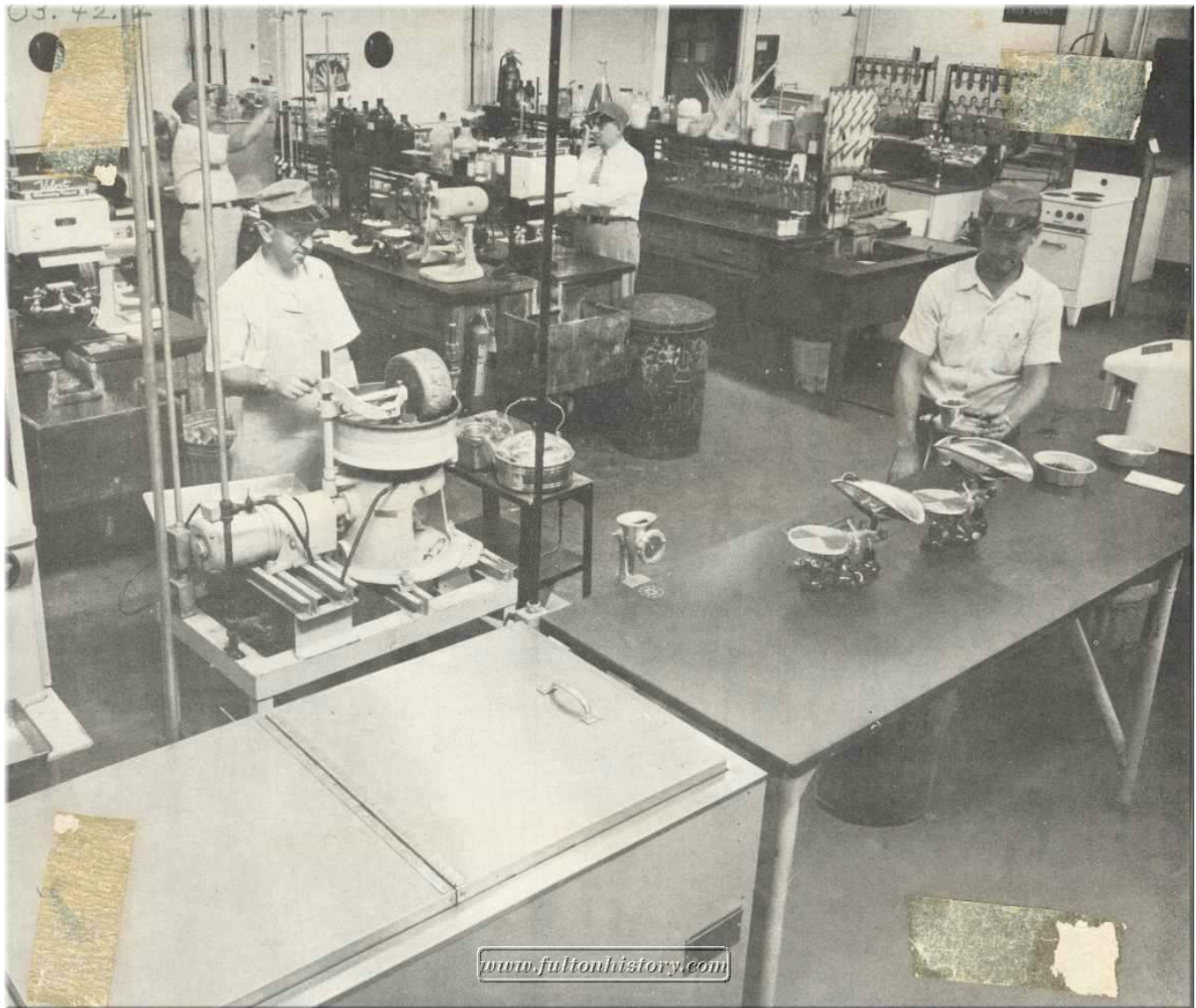
It is recommended that the Nestle Site be rezoned as a Planned Development District (PDD). A PDD is a parcel or group of parcels that is planned, developed, operated, and maintained as a unified development. PDDs are intended to allow flexibility in development and encourage the use of innovative site planning techniques resulting in developments with improved design, character, and quality. In such districts, diverse uses may be brought together to achieve a compatible plan of development. The use and area requirements of the zoning district in which the PDD is located are replaced by requirements specific to the PDD development plan. The establishment of a PDD requires an amendment to the Zoning law.

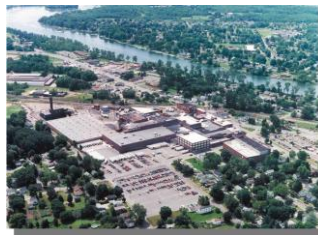
Nestle Site: Capital Projects

NS 1: Provide streetscape infrastructure (trees, planting, lighting, signage, sidewalks, etc.) surrounding the Nestle Site to improve its aesthetic appeal and provide a transition to the adjacent neighborhoods.

Nestle Site: Non-Capital Projects

- NS 2: Conduct a Reuse Feasibility Study for the Nestle Site to identify the full range of alternative uses for the site and its many buildings.
- NS 3: Work with the property owner either to implement façade treatments to the building, particularly high visibility areas along Route 481.
- NS 4: Encourage sustainable economic development and/or potential green/sustainable businesses for the Nestle Site. Work with the property owner to develop a sustainable, mixed-use, transit-oriented site specific redevelopment master plan for the Nestle Site.
- NS 5: Finalize environmental site assessments as may be needed to advance the development of the Nestle Site.
- NS 6: Preserve and enhance the quality of the residential neighborhoods adjacent to the Nestle Site.
- NS 7: Require the redevelopment of the Nestle Site to include bicycle parking and racks for residents and visitors.
- NS 8: Continue to explore the feasibility of constructing a state of the art public transit facility in the BOA Study Area (potentially the Nestle Site) to serve as a one-call, one-stop destination for multi-modal transportation, including waiting areas, bus terminals, and both indoor and outdoor directories for residents and tourists in Oswego County.





DOWNTOWN CORE BOA SUBAREA

Subarea Description

The area bounded by South 1st Street, Broadway (Route 3), South 2nd Street and Oneida Street, including side streets generally is considered the Downtown Core of Fulton. The Downtown Core serves as the center of the community, with many civic institutions located on South 1st Street such as the public library and City Hall. In addition to civic institutions, this area contains a healthy combination of retail shops, restaurants, residences, and public spaces along the Oswego River.

Design recommendations were developed to guide redevelopment and investment of the Downtown Core BOA Subarea. The aim of providing design guidelines is to improve the character and quality of life in Fulton, to facilitate redevelopment, and to encourage residents and visitors to patronize businesses in downtown Fulton while providing continued connections to the waterfront. See **Appendix J: Fulton Streetscape & Design Guidelines**.



- Existing Uses & Zoning:** Most of the properties in the Downtown Core BOA Subarea are commercial, mixed use, and community service related. The area closest to the Oswego Canal is densely developed and resembles a traditional downtown development pattern. Second Street and Oneida Street both have a more auto-oriented pattern of development. The recent adaptive re-use of 129 Cayuga Street has created a mixed-use condo development along the Second Street corridor, which could be a cornerstone for future developments of similar style. Zoning is Commercial (C-2) and Central Business (C-2A), with one exception for the Library is zoned Residential (R-3).
- Neighborhoods:** The “downtown” core is entirely located in BOA Neighborhood #3. The streetscape on First Street (brick pavers, kiosks, historic lighting, and signage) aesthetically enhances the downtown area and provides a friendly area for shoppers and residents to frequent. The single-family residential areas are located on the eastern edge of downtown with the Fulton City School District Offices located in the center of the neighborhood.
- Land Ownership:** The majority of the properties adjacent to the Oswego River are publicly owned land. Included in the Downtown Core are also City Hall, the library and other government or quasi-government agencies that serve Fulton. The future redevelopment and investment will be a mix of responsibility of both public and private partnerships.

- **Recreational Resources:** Many recreational amenities are also located in this area, such as boating amenities, the lock, and Veterans Park. Many pedestrians currently walk a Bridge-to-Bridge loop which is a 1 ½ mile pedestrian loop from the Broadway Bridge, West First Street, the Oneida Street Bridge, and the eastern shore of the Oswego River. In addition a Future Canal Towpath Trail is proposed to connect the Downtown Core with Indian Point Landing (part of the Northern Gateway BOA Subarea) via a 3.5 miles long trail along the Oswego River. The existence of these assets in such close proximity creates an opportunity to significantly improve the Fulton's Downtown Core and create recreational destinations throughout the City for residents and visitors.



- **Historic & Cultural Resources:** Fulton currently has five historic properties listed on the National Register of Historic Places within the Study Area, of which four are in the Downtown Core. These properties include the US Post Office, Fulton Public Library, John Pratt House, Chancellor (Canal Tugboat), and Dr. Charles M. Lee House (located just outside the Downtown Core).
- **Transportation & Access:** NYS Route 481 carries traffic through Fulton's Downtown Core. The transportation access here also makes this an important location for improving the aesthetics and streetscape to entice travelers to stop and visit the Downtown. Access to the waterfront can be achieved through several connecting side streets to First Street; however there is little signage to encourage visitors to travel to this amazing resource or other businesses along First Street.
- **Infrastructure:** The Downtown Core BOA Subarea is well served by public infrastructure, both water, sewer, and storm drainage. As throughout the City, numerous water and sewer mains date as far back as 1885, and this aging infrastructure does create many modern day problems. The location of infrastructure throughout the



Downtown Core will affect the City's ability to improve sidewalks, plant street trees, and other physical improvements are made to the streetscape.

- **Natural Resources:** The Downtown Core BOA Subarea is not constrained by natural resources. The Canal Lock is located in the Downtown Core.

Assets & Opportunities

The Downtown Core is the heart of the City. It is abundant with valuable assets including transportation access, recreational amenities, cultural resources, connections to neighborhoods, and solid buildings. The buildings on the properties are typically multi-story, with a mix of attached and detached structures.

Residents who attended the March 31, 2011 public meeting expressed a desire to strengthen the existing development and expand the economy within the Downtown Core while also encouraging a healthy mix of uses and activity for residents, businesses, and visitors. Fulton's future should maintain a balance between respecting the past industrial and manufacturing heritage, enhancing its unique waterfront presence, and encouraging economic growth for businesses.



Constraints

The properties in the Downtown Core BOA Subarea are challenged with reuse or demolition of such structures due to the more historic higher-density area. This development pattern also limits most future development to infill and in many cases the future size of the development is limited.

Some of the properties in the Downtown Core BOA Subarea may require a Phase I environmental site assessment prior to redevelopment. See **Appendix H: Site Profiles** and on the **Underutilized & Strategic Sites Map** found in **Appendix B**.

- **Site #17** (25 S. Second Street – 236.56-04-01) is an **underutilized** and **strategic** site. The property is currently classified as Vacant Commercial Land. Previous structures have been removed. The site used to contain a brick row building that was in poor condition and demolished in 2009. Currently the site is a vacant lot, although these conditions are not evident in the out-dated aerial imagery.
- **Site # 18** (203 East Broadway (Alaskan Oil) – 236.72-03-26) is an **underutilized** and **strategic** site. The property was a gas station, and was sold to Alaskan Oil Inc. by Parish Land Co. Inc. in 1996, and transferred to the City of Fulton in 2009. The site has historically served as a gas station; it first appeared on the Sanborn Company map in 1924 labeled as a filling station. In 1961 the site was paved by asphalt for the existing parking lot.
- **Site # 19** (215 S. First Street – 236.72-02-31) is an **underutilized** and **strategic** site. The property is currently classified as Commercial Multiple-use or Multipurpose. The one story structure and parking lot on site are currently used for retail business. The site is thought to have been historically used as a dry cleaner and may require remediation.



Site #17



Site #17 Alternative Infill Development



Site #18



Site #19

Future Use

Design improvements in the Downtown Core BOA Subarea will have wide-ranging positive impacts. Because the built environment has such a profound impact, in general, upon the perceptions of any community both by residents and visitors, successful implementation of the design improvements to the Downtown Core BOA Subarea will be an important step toward attracting more people to the City.

The guidelines are intended to enhance the sense of place and preserve the small town character of Fulton by supporting the development of mixed-use buildings in the Downtown Core, reinforcing the downtown character as an attractive, family-friendly destination with safe, walkable streets, and facilitating a business friendly environment in a more pedestrian friendly atmosphere. Design elements such as street trees, building massing, orientation, landscaping, and crosswalks can strengthen a vibrant core that is already established. Historical development patterns that emphasize the automobile over the pedestrian often result in the removal of buildings that once formed the community's center. These Design Guidelines seek to promote rebuilding in the character of the downtown as a region's center, where the community's collective goals include creating a safe and vibrant place to live, work and visit. The intention is to provide a framework for creating and maintaining a sense of place in Fulton while also expanding the local economy.



Downtown Core Site Map. (background map courtesy of Bing)



The Downtown Fulton Design Guidelines are intended to ensure that future development, including new construction as well as alterations to existing buildings, maintains and enhances the unique character and scale of the community. The Design Guidelines outline methods to enhance significant elements of Fulton's community character. The intent of the Design Guidelines is to protect or enhance the community character, and intend to accomplish the following goals:

- Clearly identify downtown Fulton as a unique place within the Central New York region
- Promote a safe, diverse, lively and active street life in downtown Fulton
- Enhance the family-friendly environment
- Provide convenient access to amenities including the waterfront and open space
- Encourage and expand pedestrian use of downtown Fulton
- Strengthen private and public sector investments to keep Fulton healthy and vibrant
- Encourage new investment

The goals can be achieved by providing the following site design elements:

- Pedestrian-oriented building and site design
- Mixed-use buildings
- Cohesive and continuous streetscape through adherence to building architectural characteristics
- Consistent building setbacks
- Small scale appearance appropriate for the City of Fulton
- Durable, high quality exterior materials
- Rear-access parking
- Consistent signage
- Pedestrian and bicycle access
- Links to adjacent open space and recreational opportunities
- Street trees, benches, bike racks, sidewalks and other design features

See **Appendix J: Fulton Streetscape & Design Guidelines**.

Key Considerations

New Development

- To maximize the potential of Downtown Fulton's business district and provide connections to existing and/or proposed waterfront amenities
- To create a critical mass of compatible land use patterns as a mixed-use district
- To maintain Downtown Fulton's early-to mid-nineteenth century architectural scale and character



Signage, Awnings and Canopies

- To clearly identify names of businesses to residents and visitors
- To create a unique identity and sense of place

Street Furniture and Amenities

- To enhance the pedestrian use and character of the street
- To promote a uniform design that complements the desired theme and identity of Fulton

Lighting

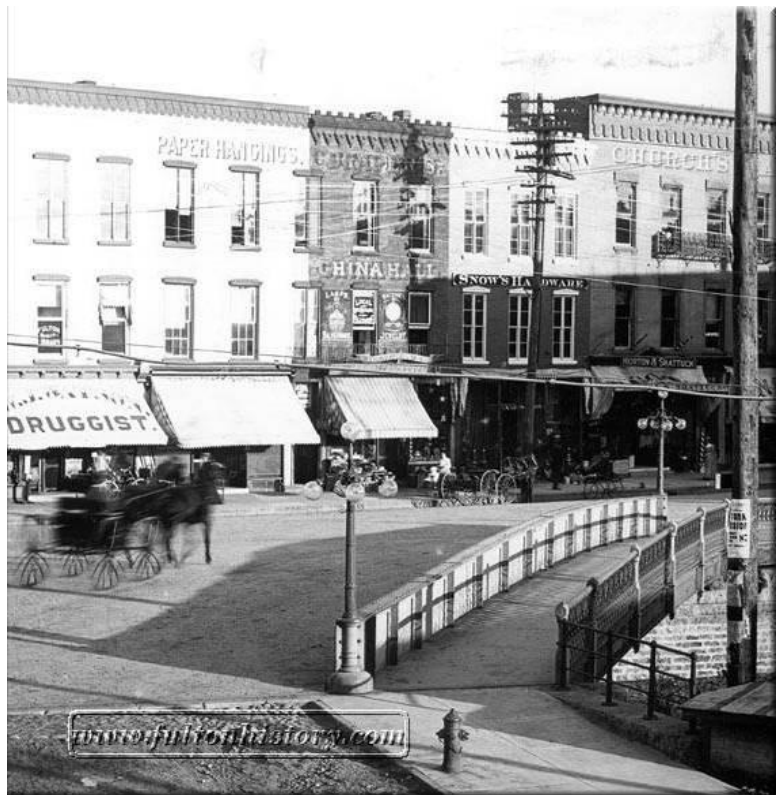
- To safely light the street, sidewalks and parking areas
- To prevent glare from affecting adjacent property
- To promote a uniform design that complements the desired theme and identity of Fulton

Sidewalks, Crosswalks and Parking

- To facilitate safe movement between pedestrians, bicyclists and automobiles
- To create a more human-scaled, pedestrian friendly atmosphere by creating high-quality landscapes that separate sidewalks from parking

Screening Guidelines

- To minimize views of objectionable features while also maintaining a level of public surveillance and safety
- To provide a consistent or cohesive landscape environment throughout downtown Fulton



Downtown Core BOA Subarea: Zoning Recommendations

Successful downtown waterfronts typically build on their historic and cultural assets and Fulton should explore building a brand for the City. Tourism can provide a significant economic boost to older waterfront areas; linkages between the waterfront, festivals, parades, fishing derbies, antique markets, gourmet food options, trails and treks, and bike paths are all activities that would need coordination and promotion to attract more tourists to City of Fulton.

The recreation potential of riverfront communities has dramatic potential in the coming decade; the Oswego Canal presents a great opportunity for increased recreational activity and Fulton must look at these activities with a regional focus to encourage families to stay longer. Careful zoning, historic preservation, and architectural and site planning regulations can add great value to downtown waterfronts. As a result, zoning regulations should be updated and the design standards adopted around the riverfront and downtown. Zoning can and should allow water dependent or water related activities close to the waterfront. Parks, public spaces boardwalks, and value added uses such as riverfront dining should be encouraged. Better signage and visual linkages between the downtown area and the riverfront would also be a welcome design element. The degree to which they are applied is dependent upon the values of the citizens of Fulton. In all uses, residents and visitors alike, there is a need to insure that the Oswego Canal reflects the fact that it is putting Fulton's best face forward. It is the most powerful image that they will take with them.

Thus, it is important that Fulton carefully articulates its long term vision in a manner that can be translated into the rules, regulations and guiding principles that will enhance this special place for decades to come.

Downtown Core BOA: Capital Projects

DC 1: Expand upon the existing downtown waterfront infrastructure (boating slips, utility hookups, kiosks, public bathrooms, etc.) in the Downtown Core BOA Study Area along the Oswego Canal to further promote water based recreation and transportation. Make the waterfront an essential part of the downtown; Fulton is starting from strength, has done an



Baltimore, Maryland.
Source: <http://www.gcbi.org/planning/lakefront>

enormous amount of work, and is well poised to reach greater potential.

DC 2: Develop universally accessible waterfront connections to downtown businesses via the Towpath Trail and proposed Riverwalk Trail. Downtown waterfronts benefit significantly from open spaces such as parks, plazas, and trails. Veterans Park and the Marina/Canal Park are great assets that can be expanded and enhanced to enable the rich, built environment of Fulton to stand out.

DC 3: Work with property owners to complete the development of the Riverwalk Trail in the Downtown Core BOA Study Area.

DC 4: Improve the existing streetscape infrastructure (trees, lighting, signage, sidewalks, etc.) in Downtown Core BOA Subarea.

DC 5: Implement a variety of traffic calming devices along major automobile corridors (State Route 481, Oneida Street, Broadway, etc.) in the Downtown Core BOA Study Area to increase the safety of pedestrians and bicyclists.

DC 6: Provide lighting for security near the waterfront and on waterfront trails to enhance the safety and comfort of residents and visitors of all ages.

DC 7: Build information kiosks and uniform way-finding signage and maps in the Downtown Core BOA Study Area linking the downtown, the waterfront, and other cultural attractions.

DC 8: Increase the amount of plantings (trees, landscaping, rain gardens, etc.) found throughout the Downtown Core BOA Study Area. Work with the City of Fulton Forestation Advisory Group about appropriate trees for the City and planting schedules.

DC 9: Complete sidewalks to eliminate gaps and provide crosswalks for safe, efficient, and effective pedestrian access throughout the Downtown Core BOA Study Area.

DC 10: Design and install directional, informational, and interpretive signage at key intersections along Route 481 to encourage motorists and other visitors into the Downtown Core and the waterfront areas.

DC 11: Improve visual and physical connectivity between NYS Route 481 and the Oswego River. A physical, social, and psychological connectedness must be nurtured or developed between downtown and the



Providence, Rhode Island.

Source: <http://www.gcbl.org/planning/lakefront>



Rochester, New York.

Source: <http://www.gcbl.org/planning/lakefront>

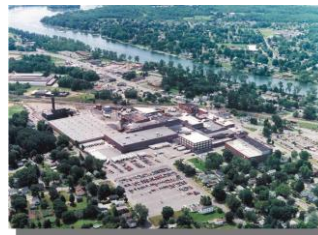
waterfront; Fulton will have to work extensively with state, regional, and local transportation facilities to ensure that Route 481 does not become a barrier.

- DC 12: Facilitate an ongoing investment into the infrastructure facilities necessary to operate a successful downtown area.

Downtown Core BOA: Non-Capital Projects

- DC 13: Adopt and codify the design guidelines that include: the creation of shared access points; the use of landscape buffers along sidewalks and parking lots; the construction of rear or side parking lots; the use of fencing and plantings in side-yard setbacks; and screening of on-site storage facilities.
- DC 14: Finalize environmental site assessments for priority sites in the Downtown Core BOA Study Area.
- DC 15: Develop a Parking Assessment and Feasibility Study for the Downtown Core BOA Study Area to identify solutions to add, share parking more efficiently, and/or options to finance a parking garage.
- DC 16: Conduct a sewer infrastructure assessment to determine potential necessary repairs to aging infrastructure and associated costs with these repairs.
- DC 17: Consider a Business Improvement District.
- DC 18: Develop a community beautification network that partners local community groups and the City together to complete projects that improve the appearance of the Downtown Core BOA Study Area.
- DC 19: Establish an official historic district in BOA Neighborhood #3, as there is an abundance of clustered historic properties located in this area. Two potential historic districts exist in the downtown area of S. 1st Street as well as S. 4th Street which is residential.
- DC 20: Encourage significant historic resources in the Downtown Core BOA Study Area to list on the National Register of Historic Places.
- DC 21: Establish educational historic preservation workshops for community members to encourage the preservation and restoration of historic properties in the Downtown Core BOA Study Area.
- DC 22: Integrate the riverfront with the Downtown through planning and design work that creates a visual connection. One may be hard pressed to even know that the riverfront exists when traveling on Route 481 through the downtown. Opportunity to daylight the canal and create visual connections to the docks and riverside parks are all in order.
- DC 23: Consider locating a farmers market downtown or on the river for a “fresh off the barge” theme.
- DC 24: Consider providing a horse drawn trolley once again in downtown Fulton.





BOA GENERAL STUDY AREA

General Description

Beyond the Northern Waterfront BOA Subarea, Southern Gateway BOA Subarea, Nestle Site, and the Downtown Core BOA Subarea, there remain nineteen other properties identified as underutilized or strategic by the project team. There is potential to assemble some of these properties into larger redevelopment sites. One example is Sites 31, 32 and 33. While only two of the three parcels have common ownership, a redevelopment strategy could be employed that encompasses all three within one design concept. This location was not selected for a redevelopment scenario because of its location. The impact to the overall streetscape would be less dramatic compared to a redevelopment of the Southern Gateway BOA Subarea.

	<i>Owner</i>	<i>Size in Acres</i>	<i>Location</i>
Site 31	S & D Dewitt LLC	0.56	S. Second Street
Site 32	S & D Dewitt LLC	0.51	S. Second Street
Site 33	H.L. Perau and J.W. Peterson	1.35	Park Street

Another example of this potential for assemblage is Site 25 and 26. These properties are adjacent and are a combined 3.4 acres in size. While a small scale industrial use may be suitable for this site, it was not selected for a redevelopment scenario because of its location and small size as compared to the Nestle Site. The site also has institutional controls that will increase development costs and/or limit the range of options for redevelopment.

Sites 25 and 26 could, in the future, be the main focus of a larger corridor design strategy for Harrison Street. This is an activity that would qualify for funding in Step 3 for this BOA. Another underutilized site is located further east along Harrison Street (Site 24).

	<i>Owner</i>	<i>Size in Acres</i>	<i>Location</i>
Site 24	City of Fulton	3.22	N. Fifth Street
Site 25	City of Fulton	2.17	Harrison Street
Site 26	Windstream New York Inc.	1.23	Ontario Street

Short-term redevelopment would be more difficult to achieve along this corridor because Site 24 is currently used as a public works garage and the entire area is in close proximity to residential uses. Redevelopment of some or all of these properties to residential use would be the most likely near-term option though, as the Economic and Market Trends Analysis shows, there is little evidence of a market for it given the current state of the economy. A long-term corridor-wide strategy that allows for redevelopment or design enhancement in stages is a more feasible alternative.

Constraints

The remaining underutilized properties are too small or too isolated to warrant the kind of investment of time and resources that a long-term redevelopment strategy would entail. The best alternative for these properties is for property owners to utilize existing resources within the community to apply for programs that may be available to assist in their redevelopment.

The properties in the Downtown Core BOA Subarea are challenged with reuse or demolition of such structures due to the more historic higher-density area. This development pattern also limits most future development to infill and in many cases the future size of the development is limited.

Some of the properties in the Downtown Core BOA Subarea may require a Phase I environmental site assessment prior to redevelopment. See **Appendix H: Site Profiles** and on the **Underutilized & Strategic Sites Map** found in **Appendix B**.

- **Site #1 & Site #2** (River Rd E N – 219.80-01-01 & 219.80-01-02) are **strategic** sites. There are two gasoline service station canopy structures on Site #1, while Site #2 is paved but vacant of structures. The sites function as part of the adjacent Babcock Oil Co. Inc. which is located within the Town of Volney. As the first properties into the City of Fulton, a unique gateway or signage feature is recommended in this area.
- **Site # 12** (Shaw Street – 236.39-01-02) is an **underutilized** and **strategic** site. The site is currently vacant and has no history of any building on the site. The site is adjacent to previously contaminated properties that have since begun the process of remediation. These properties include the Fulton Terminals Sites and Bird Incorporated. The property owner expressed interest during the stakeholder roundtable and the site may be able to be assembled with the Northern Waterfront BOA properties.
- **Site # 13** (208 N. Second Street – 236.39-01-03) is a **strategic** site. The property is currently classified as Commercial, Multiple Use or Multipurpose. The 1,625 square foot one-story structure, constructed in 1964, is occupied by a single retail use, warehouse, or small office.
- **Site # 14** (208 N. Second Street – 236.47-01-11) is an **underutilized** and **strategic** site. The site has historically been owned by the City of Fulton, used for storage and warehousing of highway equipment and vehicles. In 1955 the City paved the site with asphalt to improve storage and parking. The building on site was built in 1969, with minor improvements made in 1975.
- **Site # 15** (Ontario Street – 236.47-01-06) is an **underutilized** and **strategic** site. The property



Site #1 and #2



Site #12



Site #13



Site #14



Site #15

is currently classified as Vacant Commercial Land. The land currently contains a parking lot that was constructed in 1970 and is in fair condition. No known or suspected contaminants on site.

- **Site # 16** (Erie Street – 236.47-05-01.2) is an **underutilized** and **strategic** site. The property is currently classified as Vacant Commercial Land. There are no buildings or improvements on site. No known or suspected contaminants on site
- **Site # 21** (511 Fremont Street – 236.32-01-08), **Site #22** (513 Fremont Street – 236.32-01-08.01) and **Site #23** (515 Fremont Street – 236.32-01-07) are **underutilized** and **strategic** sites. The property is currently classified as Vacant Residential land. The site contains no buildings or improvements. No known or suspected contaminants on site



Site #16



Site #21



Site #22



Site #23

- **Site # 24** (216 N. Fifth Street – 236.40-02-01) is an **underutilized** and **strategic** site. The property is currently classified as a Government Building. This parcel encompasses two separate lots, one on either side of N. Fifth Street. The main lot on the west side of N. Fifth Street is actively used for the City of Fulton DPW. The site formally housed a number of large barns that were used for equipment and materials storage and maintenance; however, the only buildings remaining on-site currently are two storage sheds. The adjacent lot on the east side of N. Fifth Street is currently vacant and used as a parking area.



Site #24

- **Site # 25** (308 Harrison Street – 236.40-04-03) is a **brownfield** site. The property is currently classified as Vacant Commercial land. The site is listed as a Brownfield in the EPA's listing of Brownfields properties addressed by Cooperative Agreement Recipients, and Brownfields properties addressed by Targeted Brownfields Assessments. This parcel encompasses two separate lots, one on either side of Harrison Street. The main lot on the south side of Harrison Street houses a small 40x40 building. The building is unoccupied and in poor condition, with deteriorated tin walls. The site participated in the Environmental Remediation Program in 2008 after the results of a 2005 Phase I ESA identified two areas of concern: a 1,000-gallon underground storage tank (UST), and previous site use as an illegal solid waste dump. Remedial measures were conducted to remove the 1,000-gallon UST. In 2009, the Remedial Investigation and Remedial Action Reports (RI/RAR) determined that there were no significant impacts to the environmental quality of the site and remediation was unnecessary. For the protection of public health, groundwater, and ecological



Site #25

risks, the site was categorized as acceptable for any restricted use due to the presence of Arsenic in excess of the standards. The report also found that concentrations of iron, manganese, and sodium that exceeded NYS standards existed in on-site groundwater wells. However, the site and surrounding area obtain their water from the City of Fulton municipal water district rather than a well, limiting the potential for exposure to the compounds from drinking impacted groundwater. The report recommended that any future redevelopment plans include a contingency for limited soil removal and retesting of the arsenic impacted soil. The management of the contaminated excavated soil should be considered in the redevelopment plans. In addition, the report recommended that the site redevelopment include the installation of a sub-slab depressurization system(s) for any planned occupied structures as a preventative measure to protect future indoor air quality.

- **Site # 26** (Ontario Street – 236.48-06-13) is an **underutilized** and **strategic** site. The property is currently classified as Vacant Public Utility land. The site contains no buildings or improvements. No known or suspected contaminants on site
- **Site # 27** (507 Erie Street – 236.48-04-12) is an **underutilized** and **strategic** site. The property is currently classified as Commercial, Multiple Use or Multipurpose. The parcel has a 3,240 square foot commercial building which was used in the past as a warehouse. The building is in fair condition, with concrete walls, a single overhead door, and several boarded windows and doors. The property is currently used for personal storage and repair of personal equipment. The site contains a building that was constructed in 1967 and formerly housed Macadam Construction Company. In 1970 the site was paved with asphalt in the front of the property which is currently used for parking. The building is in fair condition and has potential to serve as a neighborhood business. Further investigation is necessary to assess the redevelopment potential of the site.
- **Site # 28** (62 N. Fifth Street – 236.48-03-12.2) is a **brownfield** site. The property is currently classified as Vacant Residential Land; previous structures have been removed. The building was owned and operated by Fulton Metal Mechanics. In 1995 after the building was vacant for a period of time, it was purchased by the City of Fulton Community Development Agency for use by the City of Fulton Public Works Department. This building was demolished in 2003. The site participated in the Environmental Remediation Program in 2006 when the City contracted to have an underground storage tank (UST) removed that was suspected of leaking petroleum. The site was later examined during a Phase 1 ESA in 2005. The study showed threats of PCB leakage caused by 25 light ballasts located in the break room of the building that was demolished. The site is also adjacent to properties that formerly manufactured paper from the 1850's to the 1960's. The site is currently undergoing a Phase II ESA to identify any future need for remediation. The neighborhood is residential in character, and any future use should complement the surrounding properties.
- **Site # 29** (616-624 Oneida Street – 236.57-01-06) is an **underutilized** and **strategic** site. The property is currently classified as Commercial Multiple



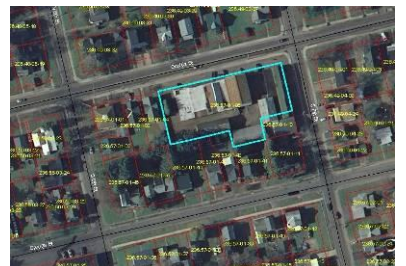
Site #26



Site #27



Site #28



Site #29

use or Multipurpose. The parcel currently has an unoccupied mixed-use building. The site contains a building that was constructed in 1920 and was expanded several times during the 1970's. The building was under ownership of the Fulton Builders Supply until it was sold to Simmons in 2005. The building has been used for storage, retail, second floor apartments, and a lumber yard. No known or suspected contaminants on site.

- **Site # 31** (S. Second Street – 253.25-07-03.04) is an **underutilized** and **strategic** site. The property is currently classified as Vacant Commercial Land. There are no buildings or improvements on site. No known or suspected contaminants on site.
- **Site # 32** (516 S. Second Street – 253.25-07-03.03) is an **underutilized** and **strategic** site. The property is currently classified as Auto Body and Other Auto Related Sales. Although the above aerial image illustrates vacant land, there is an X-Press Auto Care business currently operating on site. No known or suspected contaminants on site. According to the NYS DEC Bulk Storage Database, there are nine above ground storage tanks, ranging in size from 275 gallons to 1,000 on site for holding heating oil, used oil and lube oil. All tanks are in service and in compliance.
- **Site # 33** (460 Park Street – 253.25-02-03) is a **strategic** and **brownfield** site. The property is currently classified as a Storage, Warehouse, and Distribution Facility. The site is listed as a Brownfield in the EPA's listing of Brownfields properties addressed by Cooperative Agreement Recipients, and Brownfields properties addressed by Targeted Brownfields Assessments. The parcel currently has multiple attached, unoccupied industrial structures. The buildings are in poor condition, with predominantly brick walls and gabled roofs. The site and building was originally owned during the 1920's by Iroquois Steel and Forge Corporation, during which time it was used as a Steel Mill. During this time period the building had many functions including as a machine shop, rolling mill, wash room, offices, melting and hammer shop, storage areas, and transformer room. Nestle, Co. purchased the building by 1960 and used the building for manufacturing and distributing chocolate as part of a larger adjacent manufacturing complex. Functions were similar during this time period. The Nestle Co. sold the property to A. Lee Memorial Hospital Inc. in 2002 for warehouse/storage purposes. In 2010 the property was sold to H. L. Perau and J.W. Peterson. Based upon a 2002 ESA, the site is anticipated to have experienced environmental contamination. There are threats of mercury, asbestos, arsenic, PCB's and SVOC's due to the long use of the transformers, melting and hammer shop, machine shop, boiler room, and inactive rail siding. In addition, according to the NY HIST Spills database, on 3/17/88, a #4 fuel oil spill of 20 gallons occurred on site. According to the NYS DEC Bulk Storage Database, all underground storage tanks have been removed, and one 500 gallon diesel storage tank remains on site. Further environmental investigation is necessary. Remediation of the site is anticipated prior to redevelopment



Site #31



Site #32



Site #33



BOA General: Zoning Recommendations

Much of the existing Zoning Code serves the City of Fulton and its future redevelopment needs. The Zoning Code should be reviewed and amended where appropriate to create opportunities for investors and developers in the City of Fulton to achieve the City's long-term vision. Recommendations from this study should be codified as the first step of advancing the revitalization process.

BOA General: Capital Projects

- BOA 1: Identify and complete gaps in sidewalks to provide safe pedestrian access throughout the City and crosswalks for safe, efficient, and effective pedestrian access across NYS Route 481.
- BOA 2: Build information kiosks and uniform way-finding signage and maps for all BOA Study Area parks and trails.
- BOA 3: Develop a system of greenway connections in the BOA Study Area to the Oswego Canal, Towpath Trail, Riverwalk Trail, Lake Neatahwanta, and existing and future parks.
- BOA 4: Convert vacant or undeveloped parcels in the BOA Study Area into recreational areas. The City of Fulton has an opportunity to create pocket parks, community gardens, and passive recreation areas on vacant properties.
- BOA 5: Develop and maintain a comprehensive network of parks and open space in the BOA Study Area, linked by a complete system of trails and greenways.
- BOA 6: Develop the BOA Study Area's bicycle infrastructure to include bicycle lanes, signage, street arrows, markings, and bicycle racks.'

BOA General: Non-Capital Projects

- BOA 7: Submit an application for funding to complete the Step 3 Implementation Strategy of the BOA Program.
- BOA 8: Partner with the state and federal agencies (NYSDOS, NYSDEC, NYSDOT, USEPA, etc.) to fast track the redevelopment of brownfields along the waterfront forward through bi-annual Interagency Roundtables and briefing packages.
- BOA 9: Create a database on the City website of the commercial buildings and properties available within the BOA Study Area to share information with public and potential investors.
- BOA 10: Implement Environmental Justice Programs to educate residents on the issues and concerns related to the BOA Study Area and its associated brownfield sites, and how they can be redeveloped as a community asset.
- BOA 11: Encourage sustainable economic development in the BOA Study Area.
- BOA 12: Develop a Fulton Community Gardens Committee that identifies and develops brownfield, vacant or underutilized land into community gardens as an interim or long-term use prior to redevelopment.
- BOA 13: Establish a relationship between the community gardens and the City of Fulton School District to serve as a demonstration project for healthy eating.
- BOA 14: Create BOA Neighborhood Leaders to serve as a point of contact and information sharing regarding community issues and topics between BOA Study Area residents, City of Fulton and Oswego County.

BOA 15: Develop a Healthy Communities Initiative Brochure and Program in the BOA Study Area to promote healthy lifestyle choices for residents of all demographics to promote the benefits of walking and bicycling for residents of all ages.

BOA 16: Support an increase in the level of health care services provided for seniors, allowing them to age in place while providing stable job opportunities in the BOA Study Area.

BOA 17: Consider the needs of youth and elderly in the development of new recreation facilities in the BOA Study Area.

BOA 18: Develop a Parks and Recreation Master Plan for the BOA Study Area.

BOA 19: Increase community development efforts in the BOA Study Area.

BOA 20: Continue to develop a stronger relationship with Oswego County Opportunities (OCO) to identify needs and priorities for low-income residents.

BOA 21: Strengthen each BOA Neighborhood by encouraging infill development of brownfield and vacant sites that is compatible with the context of existing land uses in each individual neighborhood.

BOA 22: Encourage owner-occupied single-family residential infill development projects in the BOA Study Area.

BOA 23: Pursue federal, state, and local funding opportunities to assist property owners in making needed repairs and upgrades to bring buildings up to code.

BOA 24: Encourage local property management to prevent absentee landlords in the BOA Study Area through a combination of community reporting, City code enforcement, and stiff penalties.

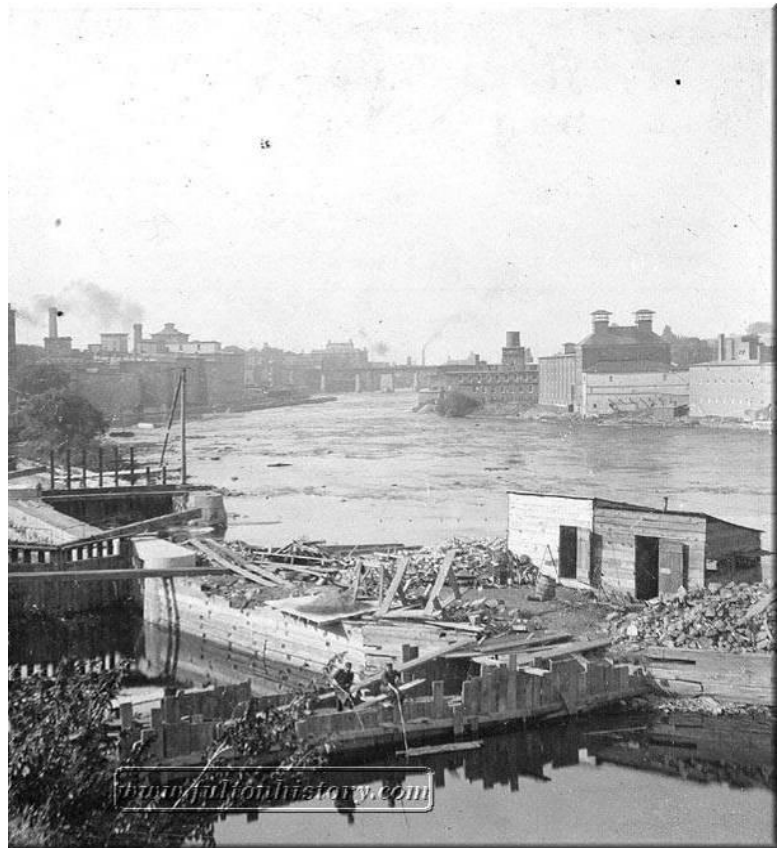
BOA 25: Develop a model inspection form based on HUD housing quality standards, to be utilized as a guide for landlords and tenants to ensure that all rental housing units are safe, sanitary, and decent for their inhabitants as recommended in the Oswego County Comprehensive Plan.

BOA 26: Work with area housing organizations, particularly the Fulton Community Development Agency, to develop additional affordable housing opportunities.

BOA 27: Locate affordable housing opportunities in close proximity to job opportunities and community services as recommended in the Oswego County Comprehensive Plan.

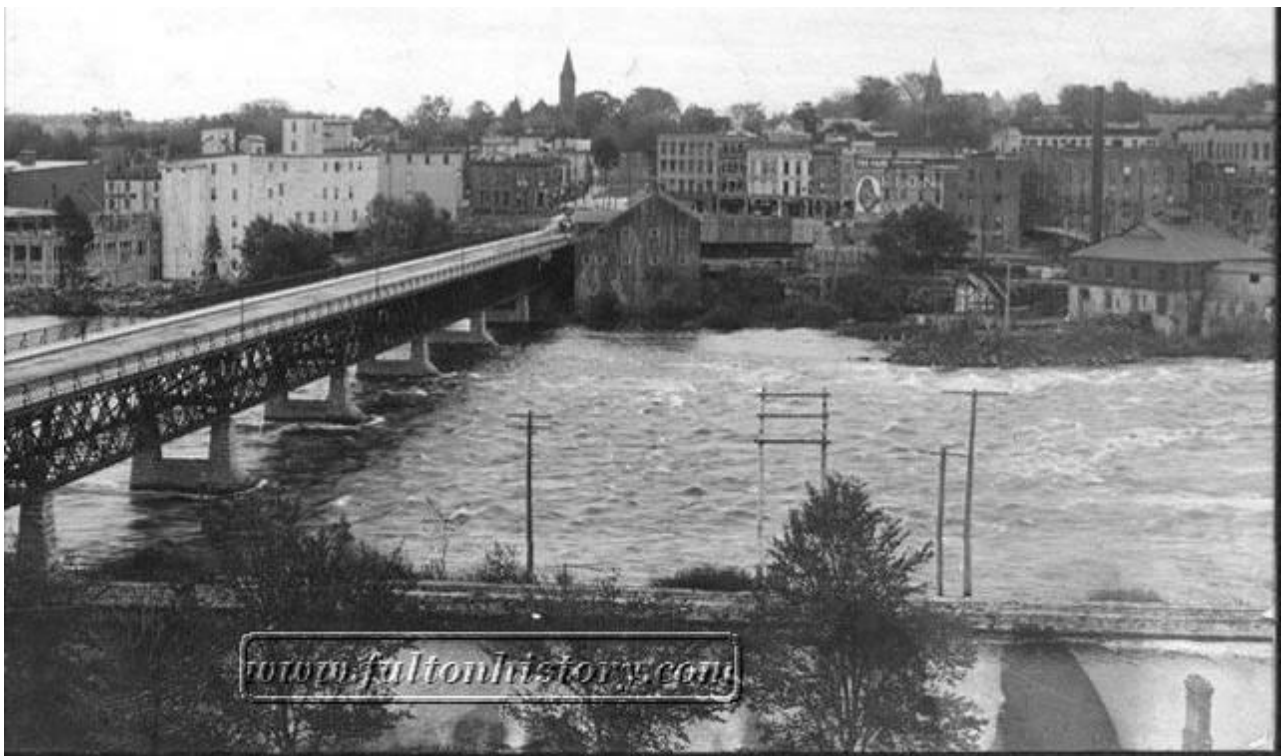
BOA 28: Encourage applications for grants to develop a diversity of private senior housing opportunities in walkable areas, within close proximity to medical and community services as recommended in the Oswego County Comprehensive Plan.

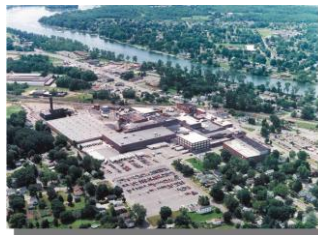
BOA 29: Explore the feasibility of enhancing senior van services in the BOA Study Area to increase accessibility, connection, and mobility of Fulton's workforce.



- BOA 30: Preserve and enhance the quality of the BOA Study Area's residential neighborhoods.
- BOA 31: Cultivate pro-active Neighborhood Associations that can work together to organize clean-up days, provide volunteer assistance to property owners, and sponsor incentive programs for homeowners in the BOA Neighborhoods.
- BOA 32: Improve transportation access to services that support employment, such as job training, childcare, and healthcare in the BOA Study Area.
- BOA 33: Develop partnerships with local, regional, and state economic development agencies to attract, retain, and recruit sustainable businesses to the BOA Study Area.
- BOA 34: Assist existing home-based businesses to expand and develop in the BOA Study Area through Zoning Code amendments that allow conversion to live/work dwellings, shorter environmental permitting review, and land use approval for reuse of vacant or underutilized buildings.
- BOA 35: Create an incentive program to assist home-based businesses to expand and locate in the BOA Study Area.
- BOA 36: Identify existing and potential green/sustainable businesses in the local and regional markets to relocate to the BOA Study Area.
- BOA 37: Develop a partnership with Oswego County Opportunities (OCO) and/or Operation Oswego County to create programs related to green job attraction, green collar workforce development, and an incubator for small green businesses.
- BOA 38: Develop a map of all existing sidewalks that provide opportunities for pedestrian connections to strategic redevelopment sites.
- BOA 39: Develop an incentive program to encourage existing and new property owners to repair and construct new sidewalks in areas of the BOA Study Area that are in need of maintenance or do not contain sidewalks.
- BOA 40: Identify strategic locations for public transportation infrastructure improvements (shelters, signage, benches, lighting, etc.) based upon existing ridership, available service, and potential needs of future patrons.
- BOA 41: Create new and expanded transportation options in the BOA Study Area.
- BOA 42: Create set of policies for complete streets in the BOA Study Area.
- BOA 43: Support the funding of a creative Bicycle Rack Contest that would provide artistic bicycle racks in the BOA Study Area.
- BOA 44: Require all brownfield redevelopments in the BOA Study Area to include bicycle parking and racks for residents and visitors.
- BOA 45: Identify and implement a unique marketing campaign specific to Fulton to attract visitors and new investors to the area.
- BOA 46: Create a Bike to Work and Play Program and Brochure in the BOA Study Area that encourages residents to use their bicycles for trips related to work and recreation instead of automobiles. Adopt a target level of bicycle use for residents, based upon a percentage of total trips in the BOA Study Area, to be achieved within a specific timeframe.
- BOA 47: Explore opportunities to acquire parcels that could be assembled for future development.
- BOA 48: Assist business owners through Community Development Block Grants (CDBG), USDA Rural Development grants, micro-enterprise grants, revolving loans, NY Main Street, and other grant programs to provide opportunities for property owners to restore, improve, and expand businesses.

- BOA 49: Conduct a Reuse Feasibility Study for Sites 25 and 26 as the main focus of a larger corridor design strategy for Harrison Street.
- BOA 50: Develop an incentive program to facilitate the rehabilitation of renter- and owner-occupied housing.
- BOA 51: Conduct a neighborhood housing analysis to understand the supply and demand for housing across a broad range of users and types, including single-family, renter, senior citizen, apartments, townhomes etc.
- BOA 52: Continue to inventory and assess existing housing to identify the quality and quantity of existing owner occupied and renter occupied housing. The study should also identify opportunities for rehabilitation, new construction, infill, and land assembly where appropriate.
- BOA 53: Work with neighborhood representatives to develop grassroots initiatives targeting neighborhood and property maintenance, including the creation of local tools and the hosting of “how to” clinics.
- BOA 54: Adopt a Neighborhood Revitalization Strategy that addresses the vacant and underutilized residential properties located throughout the Study Area. The City of Fulton has an opportunity to rehabilitate housing structures that have been categorized as “Severely Substandard” or “Dilapidated” as part of the Housing Windshield Survey. Addressing vacant properties and unsafe housing structures will increase the quality of life for residents and has the potential to increase residential property values within the City. Consider applying for CDBG and HOME money to assist in these efforts.
- BOA 55: Assist homeowners through grant programs such as: Community Development Block Grants (CDBG), HOME grants, Weatherization Assistance Program (WAP), and others to provide opportunities for property owners to improve their homes.





SECTION 4: IMPLEMENTATION STRATEGY

Implementation Overview

The lands within the Fulton BOA Study Area have an opportunity to enhance the quality of life for residents, economic benefits for local businesses and recreational and cultural resources for all to enjoy. To properly take advantage of these opportunities in the Brownfield Opportunity Area, the City of Fulton must prioritize the long-term recommendations that have been produced by the Nomination Study and be prepared to adjust these priorities based upon factors such as the availability of property and funding sources. Funding sources available are identified, but are subject to changes in local and state budgets. All of the recommended actions in the Nomination Study have been classified as one of the following: 1) Land Use and Zoning; 2) Capital Projects; or 3) Non-capital Projects.



The Implementation Summaries that follow identify the approximate timeframe the action should be accomplished. The recommended timeframes are identified as follows:

- S – Short-term - Next twelve months (Beginning 2013)
- M – Mid-term (or intermediate): Next Two to Three Years (2014-2016)
- L – Long-term: Three to Five years (2016-2018)
- O – On-going. To be accomplished any time over the next five years.

In addition, some high priority actions have been identified. These actions represent the most time sensitive and significant recommendations necessary to kick-start the revitalization process in Fulton. Included are recommendations or actions that are anticipated to spur additional investment into the Study Area or is a critical next step to facilitate future development or investment (i.e. zoning code updates).

Land Use & Zoning Recommendations

The City of Fulton has functioned as a largely industrial community for decades with working class neighborhoods to serve the local manufacturers and small businesses. However, as these businesses have relocated, modified, or changed over the years, the rest of the City has lagged behind. In summary, the BOA Study Area is made up of five neighborhoods: reference map

- **BOA Neighborhood #1:** Is almost 230 acres and is the largest of all five neighborhoods. Single-Family Residential is the largest land use in this neighborhood with approximately 24% of all uses. Industrial land uses total over 21% of all land in the neighborhood, with a strong mix of Commercial (17%) and Vacant land uses (16%).
- **BOA Neighborhood #2:** Is characterized by a high percentage of Single-Family Residential (63%). The second largest land use in the neighborhood is Multi-Family Residential (23%), followed by Commercial (7%).
- **BOA Neighborhood #3:** Is approximately 94 acres. Single-Family Residential is the largest land use with approximately 28% of all uses. Commercial and Industrial land uses total approximately 16% of all land in the neighborhood, followed by Community Services (14%).
- **BOA Neighborhood #4:** Is approximately 155 acres. Single-Family Residential is the largest land use with approximately 21% of all uses. Commercial land uses total over 18% of all land in the neighborhood, with a high percentage of Vacant (12%) and Community Services (10%).
- **BOA Neighborhood #5:** Contains over 50% Vacant land use within its boundaries. The neighborhood is approximately 88 acres, with Single-Family Residential the second largest land use with approximately 29% of all uses. Public Services land uses total over 11% of all land in the neighborhood, followed by Multi-Family Residential (7%).

Based upon the public visioning and design charrette, as well as the communities desire to promote economic development, minor changes to the City's Zoning Law are recommended for each of the subareas within the BOA to truly capitalize on a sustainable future for the City. The long-term objective of these changes is to create a more physically welcoming corridor for residents and small business, to enhance the overall quality of life for residents and to promote sustainable economic development. The Nomination Study recommends several specific changes to the City of Fulton Zoning Local Law that directly affects the Study Area, which also includes codifying design guidelines for the Southern Gateway and the Downtown Core. To implement these zoning changes the City will need to proceed with the following:

- Codify the recommendations from the BOA Nomination Study into the City of Fulton Zoning Local Law
- Draft a Local Law to be considered by the City Common Council that executes the changes
- Hold a public hearing on the Local Law
- Vote on Local Law at regular meeting of the City Common Council

Northern Waterfront BOA Subarea: Land Use & Zoning

It is recommended that the Northern Waterfront BOA Subarea be rezoned as Waterfront Mixed-Use. In all instances, public access to the waterfront should be enhanced and promoted, including integration of the Towpath Trail and the proposed Riverwalk Trail into planned development in this area. Water-dependent commercial establishments should be required to maintain a public waterfront, such as but not limited to, restaurants, docking facilities, marinas, hotels, and conference centers. It will be equally important to have a residential component incorporated into the future use of the subarea to ensure people feel safe and that the area thrives as a 16-hour day. This area is currently surrounded by industrial uses that may create the feeling of an unsafe place after dark without the constant eyes of residents and visitors to this area.

Southern Gateway BOA Subarea: Land Use & Zoning

Development along the Southern Gateway BOA Subarea should be governed by design guidelines which will enhance the look and feel of the streetscape and make the area more pedestrian-friendly. The zoning districts adequately serve this auto-oriented gateway into the City, but the Streetscape Design Guidelines for the Southern Gateway BOA Subarea should be adopted and codified into the City's ordinance. Such guidelines include: the creation of shared access points; the use of landscape buffers along sidewalks and parking lots; the construction of rear or side parking lots; the use of fencing and plantings in side-yard setbacks; and screening of on-site storage facilities. Important buffering to surrounding neighborhoods should be added to reduce the impacts of lights, traffic, and noise. Developers should be required to provide sidewalks as part of any new development. Types of uses that should continue to be encouraged in this area include restaurants, general retail, office buildings, and auto-oriented uses and/or services.



Nestle Site: Land Use & Zoning

It is recommended that the Nestle Site be rezoned as a Planned Development District (PDD). A PDD is a parcel or group of parcels that is planned, developed, operated, and maintained as a unified development. PDDs are intended to allow flexibility in development and encourage the use of innovative site planning techniques resulting in developments with improved design, character, and quality. In such districts, diverse uses may be brought together to achieve a compatible plan of development. The use and area requirements of the zoning district in which the PDD is located are replaced by requirements specific to the PDD development plan. The establishment of a PDD requires an amendment to the Zoning law.

Downtown Core BOA Subarea: Land Use & Zoning

Successful downtown waterfronts typically build on their historic and cultural assets and Fulton should explore building a brand for the City. Careful zoning, historic preservation, and architectural and site planning regulations can add great value to downtown waterfronts. As a result, zoning regulations should be updated and the design standards adopted around the riverfront and downtown. Zoning can and should allow water dependent or water related activities close to the waterfront. Parks, public spaces boardwalks, and value added uses such as riverfront dining should be encouraged. Better signage and visual linkages between the downtown area and the riverfront would also be a welcome design element. The degree to which they are applied is dependent upon the values of the citizens of Fulton.

BOA General Study Area: Land Use & Zoning

As previously noted, much of the existing Zoning Code serves the City of Fulton and its future redevelopment needs. The Zoning Code should be reviewed and amended where appropriate to create opportunities for investors and developers in the City of Fulton to achieve the City's long-term vision. Recommendations from this study should be codified as the first step of advancing the revitalization process



Land Use & Zoning – Implementation Summary

Location	Action Item	Time Frame	High Priority	Partners	Sources of Funding
NW	Rezone the Northern Waterfront BOA Subarea as Waterfront Mixed-Use.	S	X	Common Council, Planning Commission	BOA Step 3, HUD OSHC Community Challenge Planning Grant
SW	Adopt streetscape guidelines for the Southern Gateway BOA Subarea to improve the overall streetscape appearance.	S	X	Common Council, Planning Commission	BOA Step 3, HUD OSHC Community Challenge Planning Grant
NS	Rezone the Nestle Site as Planned Development District (PDD).	S	X	Common Council, Planning Commission	BOA Step 3, HUD OSHC Community Challenge Planning Grant
DC	Adopt design guidelines for the Downtown Core BOA Subarea to improve the overall streetscape appearance.	S	X	Common Council, Planning Commission	BOA Step 3, HUD OSHC Community Challenge Planning Grant
DC	Amend the Zoning Code to expand the C2-A Zoning District to cover between Oneida Street, E. Broadway, State Route 481 and the Oswego Canal as recommended in the Comprehensive Plan.	M	X	Common Council, Planning Commission	BOA Step 3, HUD OSHC Community Challenge Planning Grant
BOA	Zoning District boundaries should be revised to match property lines	M	X	Common Council, Planning Commission	BOA Step 3, HUD OSHC Community Challenge Planning Grant
Entire BOA	Review and update permitted uses to ensure water and water dependent uses are permitted along the riverfront in appropriate areas.	M	X	Common Council, Planning Commission	BOA Step 3, HUD OSHC Community Challenge Planning Grant

Capital Projects Recommendations

The capital projects recommended as part of the BOA Nomination Study will enhance the existing character of the City of Fulton, preserve the quality of life, and attract additional economic and recreational activity to the City. Improved visual and physical connectivity with the riverfront will strengthen the City's economic position. As the BOA program intends, many of these capital projects are targeted to specific properties, including brownfields, whose redevelopment is vital to the long-term economic, environmental, and social health of the City of Fulton.

Northern Waterfront BOA Subarea: Capital Projects

The Northern Gateway BOA Subarea is a catalytic redevelopment opportunity for the City that would not only attract visitors from around the region and state, but to provide new economic development for the City. These capital project recommendations seek to strengthen this asset and the overall viability of the

BOA. The City should take into account similar efforts along other river and waterfront communities when designing these capital improvements:

Southern Gateway BOA Subarea: Capital Projects

The Southern Gateway BOA Subarea is an important gateway into the City and heavily trafficked. As the southern entrance to the City this area has the opportunity to establish a lasting impression for all visitors and residents of the community. Capital projects in Southern Gateway BOA dovetail with those in the Downtown Core and the Northern Gateway to achieve a visual and physical cohesion throughout the community.

Nestle Site: Capital Projects

The Nestle Site is extremely well suited and ready made for a site selector. It is complicated by its mass of infrastructure but without an end use it does not need significant capital improvements.

Downtown Core BOA Subarea: Capital Projects

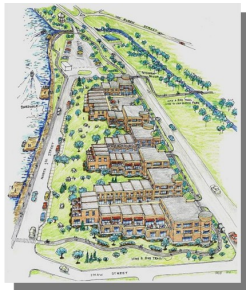
The Downtown Core also has the riverfront as a significant asset and the capital projects recommended reflect the importance of this asset and the need to more fully realize its potential for the community. Additional capital projects in Downtown Core BOA achieve a visual and physical cohesion throughout the center of the City through streetscape improvements, façade improvements, and parking enhancements.

BOA General: Capital Projects

Capital Improvements were also the BOA Study Area as a whole and the other underutilized and/or strategic sites outside of the identified priority subareas. The improvement of the physical and visual connectivity remained a prominent need identified as capital project recommendations. In the neighborhoods and along Route 481, sidewalks will go a long way to achieve this objective and will generally improve the walkability of the community. The City will need to prioritize, through its Department of Public Works and through its budget process, the construction, or improvement of these sidewalks in the necessary locations to achieve the desired result of having at least one side of each residential street with a contiguous sidewalk.



CAPITAL PROJECTS



Fulton BOA Nomination Study A Canal City's Revitalization Plan

Northern Gateway BOA Subarea

NW 1: Expand upon the existing waterfront infrastructure (boating slips, utility hook-ups, kiosks, public bathrooms, etc.) in the Northern Waterfront BOA Subarea along the Oswego Canal to further promote water based recreation and transportation. **M**

NW 2: Develop universally accessible waterfront connections to downtown businesses via the Towpath Trail and proposed Riverwalk Trail. **M**

NW 3: Improve the existing streetscape infrastructure (trees, lighting, signage, sidewalks, traffic calming treatments, etc.) along the State Route 481 corridor in the Northern Waterfront BOA Subarea and all roads located west towards the waterfront to improve aesthetics and promote pedestrian and bicycle safety and access throughout the subarea. **M**

NW 4: Complete the development of the Riverwalk Trail in the BOA Study Area by working with property owners through easements and/or property acquisition. **S**

NW 5: Develop public venues capable of hosting local events (concerts, competitions, recreational events, and tours) that celebrate the Oswego Canal waterfront, and local heritage and culture. **M**

NW 6: Construct a pedestrian bridge over Route 481 to connect the Northern Waterfront BOA Subarea to Van Buren Park and its surrounding residential neighborhood. **L**

NW 7: Build information kiosks and uniform way-finding signage and maps for all BOA Study Area parks and trails. **S**

NW 8: Improve visual and physical connectivity between the Oswego Canal and Route 481. **M**

NW 9: Provide appropriate lighting, maintenance, and security of existing riverfront trails and parks to provide safe places for residents of all ages. **S**



Southern Gateway BOA Subarea

SG 1: Adopt and implement Streetscape Guidelines (crosswalks, signage, sidewalks, landscaping, traffic calming treatments, etc.) in the Southern Gateway BOA Subarea for the southern State Route 481 corridor to improve aesthetics and promote pedestrian and bicycle safety and access throughout the subarea. **S**

SG 2: Provide bicycle infrastructure to include bicycle lanes, signage, street arrows, markings, and bicycle racks. **M**

SG 3: Apply for Environmental Protection Fund (EPF) grant to convert vacant or undeveloped parcels in the BOA Study Area into recreational areas. **S**

SG 4: Develop and implement high visibility planting schemes (trees, landscaping, rain gardens, etc.) for major thoroughfares as recommended in the Comprehensive Plan. **S**

SG 5: Complete sidewalks to eliminate gaps and provide crosswalks for safe, efficient, and effective pedestrian access across NYS Route 481. **M**

SG 6: Design and construct a gateway entry into the City of Fulton. **S**

SG 7: Design and install directional, informational, and interpretive signage at key intersections within the subarea to improve to guide pedestrians and bicyclists. **M**

SG 8: Improve visual and physical connectivity between NYS Route 481 and the Oswego River. **M**

Nestle Site

NS 1: Provide streetscape infrastructure (trees, planting, lighting, signage, sidewalks, etc.) surrounding the Nestle Site to improve its aesthetic appeal and provide a transition to the adjacent neighborhoods. **M**



Potential Funding Sources & Technical Assistance Resources

- City of Fulton (Local)
- Fulton Community Development Agency (CDA)
- Greater Oswego-Fulton Chamber of Commerce (Chamber)
- Operation Oswego County (IDA)
- Oswego County Opportunities (OCO)
- Oswego County Community Development, Tourism & Planning (County)

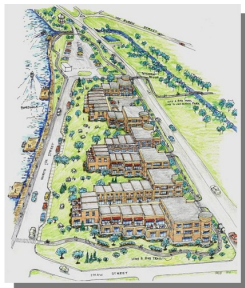
- Oswego County Cornell Cooperative Extension (OCCCE)
- Oswego Workforce Development Board (OWDB)
- Central NY Regional Economic Development Council (CNYREDC)
- Empire State Development Corporation (ESDC)
- New York State Canal Corporation (NYSCC)
- NYS Excelsior Jobs Program (NYSEJ)
- NYS Council on the Arts (NYSCA)
- NYS Department of State (NYSDOS): Local Waterfront Revitalization Program (LWRP); BOA (Step 3)

- NYS Department of Health (NYSDOH)
- NYS Department of Environmental Conservation (NYSEDEC): Business Grants; Recharge New York
- NYS Energy Research & Development Authority (NYSERDA): Energy Research & Development; Energy Efficiency & Green Jobs
- NYS Environmental Facilities Corporation (EFC)
- NYS Department of Agriculture and Markets (NYSA&M)
- NYS Department of Transportation (NYSDOT): Transportation Enhancement Program (TEP); Transportation Improvement Programs (TIP)

- New York State Division of Homes and Community Renewal (NYSHCR): Community Development Block Grants (CDBG); HOME Grant Program; Low-Income Housing Tax Credit; New York Main Street (NYMS)
- NYS Office of Parks, Recreation & Historic Preservation (OPRHP): Environmental Protection Fund (EPF)
- Small Business Administration (SBA)
- National Park Service, Rivers, Trails, & Conservation Assistance (NPS)
- Department of Housing & Urban Development (HUD): Choice Initiatives
- U.S. Environmental Protection Agency (EPA)

Section 4: Implementation Strategy

CAPITAL PROJECTS



Downtown Core

DC 1: Expand upon the existing downtown waterfront infrastructure (boating slips, utility hookups, kiosks, public bathrooms, etc.) in the Downtown Core BOA Study Area along the Oswego Canal to further promote water based recreation and transportation. **M**

DC 2: Develop universally accessible waterfront connections to downtown businesses via the Towpath Trail and proposed Riverwalk Trail. **S**

DC 3: Work with property owners to complete the development of the Riverwalk Trail in the Downtown Core BOA Study Area. **O**

DC 4: Improve the existing streetscape infrastructure (trees, lighting, signage, sidewalks, etc.) in Downtown Core BOA Subarea. **M**

DC 5: Implement a variety of traffic calming devices along major automobile corridors (State Route 481, Oneida Street, Broadway, etc.) in the Downtown Core BOA Study Area to increase the safety of pedestrians and bicyclists. **L**

DC 6: Provide lighting for security near the waterfront and on waterfront trails to enhance the safety and comfort of residents and visitors of all ages. **M**

DC 7: Build information kiosks and uniform way-finding signage and maps in the Downtown Core BOA Study Area linking the downtown, the waterfront, and other cultural attractions. **M**

DC 8: Increase the amount of plantings (trees, landscaping, rain gardens, etc.) found throughout the Downtown Core BOA Study Area. Work with the City of Fulton Forestation Advisory Group about appropriate trees for the City and planting schedules. **O**

DC 9: Complete sidewalks to eliminate gaps and provide crosswalks for safe, efficient, and effective pedestrian access. **M**

DC 10: Design and install directional, informational, and interpretive signage at key intersections along Route 481 to encourage motorists and other visitors into the Downtown Core and the waterfront areas. **M**

DC 11: Improve visual and physical connectivity between NYS Route 481 and the Oswego River. **M**

DC 12: Facilitate an ongoing investment into the infrastructure facilities necessary to operate a successful downtown area. **O**

BOA General

BOA 1: Identify and complete gaps in sidewalks to provide safe pedestrian access throughout the City and crosswalks for safe, efficient, and effective pedestrian access across NYS Route 481. **M**

BOA 2: Build information kiosks and uniform way-finding signage and maps for all BOA Study Area parks and trails. **M**

BOA 3: Develop a system of greenway connections in the BOA Study Area to the Oswego Canal, Towpath Trail, Riverwalk Trail, Lake Neatahwanta, and existing and future parks. **L**

BOA 4: Convert vacant or undeveloped parcels in the BOA Study Area into recreational areas. The City of Fulton has an opportunity to create pocket parks, community gardens and passive recreation areas on vacant properties. **M**

BOA 5: Develop and maintain a comprehensive network of parks and open space in the BOA Study Area, linked by a complete system of trails and greenways. **M**

BOA 6: Develop the BOA Study Area's bicycle infrastructure to include bicycle lanes, signage, street arrows, markings, and bicycle racks. **L**



Potential Funding Sources & Technical Assistance Resources

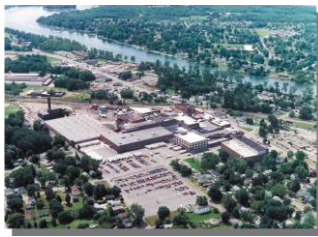
- City of Fulton (Local)
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- Oswego County Opportunities (OCO)
- Oswego County Community Development, Tourism & Planning (County)

- Oswego County Cornell Cooperative Extension (OCCCE)
- Oswego Workforce Development Board (OWDB)
- Central NY Regional Economic Development Council (CNYREDC)
- Empire State Development Corporation (ESDC)
- New York State Canal Corporation (NYSCC):
- NYS Excelsior Jobs Program (NYSEJ)
- NYS Council on the Arts (NYSCA)
- NYS Department of State (NYSDOS): Local Waterfront Revitalization Program (LWRP); BOA (Step 3)

- NYS Department of Health (NYSDOH)
- NYS Department of Environmental Conservation (NYSEDEC): Business Grants; Recharge New York
- NYS Energy Research & Development Authority (NYSERDA): Energy Research & Development; Energy Efficiency & Green Jobs
- NYS Environmental Facilities Corporation (EFC)
- NYS Department of Agriculture and Markets (NYSA&M)
- NYS Department of Transportation (NYSDOT): Transportation Enhancement Program (TEP); Transportation Improvement Programs (TIP)

- New York State Division of Homes and Community Renewal (NYSHCR): Community Development Block Grants (CDBG); HOME Grant Program; Low-Income Housing Tax Credit; New York Main Street (NYMS)
- NYS Office of Parks, Recreation & Historic Preservation (OPRHP): Environmental Protection Fund (EPF)
- Small Business Administration (SBA)
- National Park Service, Rivers, Trails, & Conservation Assistance (NPS)
- Department of Housing & Urban Development (HUD): Choice Initiatives
- U.S. Environmental Protection Agency (EPA)

Section 4: Implementation Strategy



NON-CAPITAL PROJECTS RECOMMENDATIONS

The BOA program provides an important opportunity for Fulton to move forward with several initiatives that will have long-term benefit for the City. Many historically significant areas of New York State have the kind of amenities and quality of life evidenced in the City of Fulton but lack the tools to properly present them to visitors, the local business community, and residents. Many of the non-capital projects that are recommended in the Nomination Study are the tools that are made possible through the funding in the BOA program. These include a sewer infrastructure assessment, funding strategy, marketing strategy, environmental site assessments, a neighborhood analysis, a feasibility studies, and a cost-benefit analyses.



Northern Waterfront BOA Subarea: Non-Capital Projects

The non-capital projects in the Northern Gateway BOA Subarea focus largely on the underutilized properties that could be assembled. The recommendations for these sites assist with marketing of the sites, potentially creating an LDC to seek developers and site selectors, and ultimately creating a package that can be put out to bid for development.

Southern Gateway BOA Subarea: Non-Capital Projects

The Southern Gateway BOA Subarea has recommendations that enable the City to implement the streetscape improvements identified. These enabling recommendations include creating policies for complete streets, and developing a community beautification network of partners. Each of these steps plays a critical role in reaching the long-term goal for the subarea.

Nestle Site: Non-Capital Projects

The successful implementation of any reuse strategy for the Nestle Site will serve as an important linchpin for future efforts in the City. The City of Fulton could partner with the property owner to complete a Reuse Feasibility Study for the site. This non-capital project is an important step in establishing the long-term feasibility of the site and successful implementation. Funding for this initiative

is available through the Brownfield Opportunity Area program (Step 3); however, it cannot be fully implemented without buy-in from property owner.

Downtown Core BOA Subarea: Non-Capital Projects

The canal represents an important opportunity to seamlessly incorporate it with Fulton's downtown. Its historic significance is nearly lost to those that live and visit the City. Implementation of these recommendations will culminate in an enhanced downtown that both capitalizes on this important community asset and advances its preservation.

BOA General Subarea: Non-Capital Projects

Numerous non-capital projects were identified for the entire BOA Study Area. One is the need for better maintained housing stock. There are a large number of communities throughout New York State, especially along the Canal System, who have struggled with aging housing stock and deferred maintenance and much public and private effort has been devoted to the issue. As a result, there are many examples of successful programs and initiatives that have been developed and used in other communities to address this problem. The City can implement them here, as well.



NON-CAPITAL PROJECTS



Fulton BOA Nomination Study
A Canal City’s Revitalization Plan

Northern Gateway BOA Subarea

NW 10: Submit an application to the NYS Department of State for funding to complete a Brownfield Opportunity Area (BOA) Step 3 – Implementation Strategy. The Implementation Strategy may be used toward non-capital projects and necessary zoning amendments. **S**

NW 11: Develop a detailed implementation funding strategy for the construction of the capital and recreation improvements proposed for the Northern Waterfront BOA Subarea. **S**

NW 12: Work with property owners to assemble parcels to increase their marketability to site selectors and private developers. **S**

NW 13: Market the Northern Waterfront BOA Subarea to site selectors and private developers. In order to maximize successful redevelopment of the Northern Waterfront BOA Subarea, a marketing package is necessary to immediately begin implementation by attracting and informing site selectors and developers of the new local opportunities. To best advance such development, it is recommended that the City transfer the city-owned properties to a Local Development Corporation (LDC). This will allow the LDC to give all of its attention to the redevelopment and focus on effectively marketing the Study Area. The LDC will develop strategic marketing materials to be used by the City and the LDC in soliciting developers. The LDC will facilitate a Site Selection Day and invite site selectors and developers to the City of Fulton. The LDC will also prepare a Request for Proposals (RFP) to be subsequently disseminated to site selectors and developers for development of the key strategic site(s). **M**

NW 14: Design the pedestrian bridge from the Northern Waterfront BOA Subarea over Route 481 as a gateway into the City of Fulton. **M**

NW 15: Encourage infill development of brownfield, underutilized, and strategic sites that is compatible with the context of existing land uses in the surrounding neighborhoods. **O**

NW 16: Apply for Environmental Protection Fund (EPF) grant to convert vacant or undeveloped parcels in the BOA Study Area into recreational areas. Require private developers to provide public and recreational amenities in association with future site development adjacent to the waterfront and/or other existing recreational amenities. **S**

NW 17: Identify strategic locations for public transportation infrastructure improvements (shelters, signage, benches, lighting, etc.) in the Northern Waterfront BOA Subarea based upon existing ridership, available service, and potential needs of future patrons. **M**

NW 19: Complete environmental site assessments for City owned priority sites in the Northern Waterfront BOA Subarea through the BOA Step 3 Implementation Strategy. **S**

NW 20: Partner with the state and federal agencies (NYSDOS, NYSDEC, NYSDOT, USEPA, etc.) to fast track the redevelopment of brownfields along the waterfront forward through bi-annual Interagency Roundtables and briefing packages during and after the Phase II BOA Nomination Study. **O**

NW 21: Develop programming, policies, and incentives that encourage sustainable development and green building practices along the waterfront in the BOA Study Area. **O**

Southern Gateway

SG 9: Finalize environmental site assessments for priority sites in the BOA Study Area identified as brownfields, vacant, and/or underutilized in the Phase II BOA Nomination Study. **S**

SG 10: Create set of policies for complete streets in the BOA Study Area. **S**

SG 11: Identify strategic locations for public transportation infrastructure improvements (shelters, signage, benches, lighting, etc.) based upon existing ridership, available service, and potential needs of future patrons. **M**

SG 12: Develop a community beautification network that partners local community groups and the City together to complete projects that improve the appearance of the BOA Study Area and address sources of blight. **S**

Nestle Site

NS 2: Conduct a Reuse Feasibility Study for the Nestle Site to identify the full range of alternative uses for the site and its many buildings. **S**

NS 3: Work with the property owner either to implement façade treatments to the building, particularly high visibility areas along Route 481. **M**

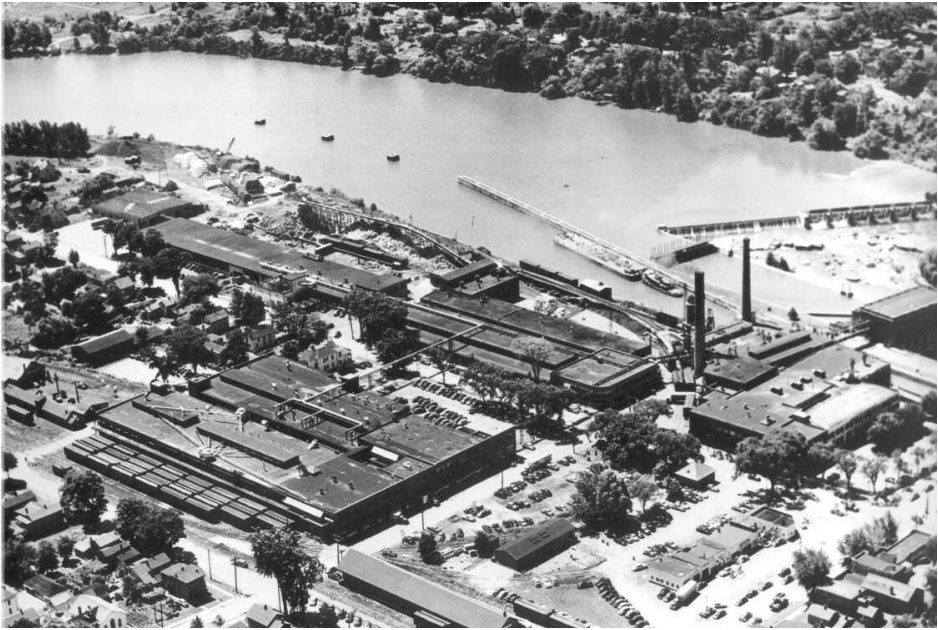
NS 4: Encourage sustainable economic development and/or potential green/sustainable businesses for the Nestle Site. Work with the property owner to develop a sustainable, mixed-use, transit-oriented site specific redevelopment master plan for the Nestle Site. **O**

NS 5: Finalize environmental site assessments as may be needed to advance the development of the Nestle Site. **S**

NS 6: Preserve and enhance the quality of the residential neighborhoods adjacent to the Nestle Site. **S**

NS 7: Require the redevelopment of the Nestle Site to include bicycle parking and racks for residents and visitors. **S**

NS 8: Continue to explore the feasibility of constructing a state of the art public transit facility in the BOA Study Area (potentially the Nestle Site) to serve as a one-call, one-stop destination for multi-modal transportation, including waiting areas, bus terminals, and both indoor and outdoor directories for residents and tourists in Oswego County. **M**



Potential Funding Sources & Technical Assistance Resources

- City of Fulton (Local)
- Fulton Community Development Agency (CDA)
- Greater Oswego-Fulton Chamber of Commerce (Chamber)
- Operation Oswego County (IDA)
- Oswego County Opportunities (OCO)
- Oswego County Community Development, Tourism & Planning (County)

- Oswego County Cornell Cooperative Extension (OCCCE)
- Oswego Workforce Development Board (OWDB)
- Central NY Regional Economic Development Council (CNYREDC)
- Empire State Development Corporation (ESDC)
- New York State Canal Corporation (NYSCC):
- NYS Excelsior Jobs Program (NYSEJ)
- NYS Council on the Arts (NYSCA)
- NYS Department of State (NYSDOS): Local Waterfront Revitalization Program (LWRP); BOA (Step 3)

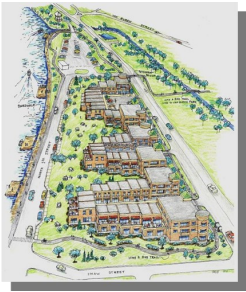
- NYS Department of Health (NYSDOH)
- NYS Department of Environmental Conservation (NYSDEC): Business Grants; Recharge New York
- NYS Energy Research & Development Authority (NYSERDA): Energy Research & Development; Energy Efficiency & Green Jobs
- NYS Environmental Facilities Corporation (EFC)
- NYS Department of Agriculture and Markets (NYSA&M)
- NYS Department of Transportation (NYSDOT): Transportation Enhancement Program (TEP); Transportation Improvement Programs (TIP)

- New York State Division of Homes and Community Renewal (NYSHCR): Community Development Block Grants (CDBG); HOME Grant Program; Low-Income Housing Tax Credit; New York Main Street (NYMS)
- NYS Office of Parks, Recreation & Historic Preservation (OPRHP): Environmental Protection Fund (EPF)
- Small Business Administration (SBA)
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Downtown Core

DC 13: Adopt and codify the design guidelines that include: the creation of shared access points; the use of landscape buffers along sidewalks and parking lots; the construction of rear or side parking lots; the use of fencing and plantings in side-yard setbacks; and screening of on-site storage facilities. **S**

DC 14: Finalize environmental site assessments for priority sites in the Downtown Core BOA Study Area. **S**

DC 15: Develop a Parking Assessment and Feasibility Study for the Downtown Core BOA Study Area to identify solutions to add, share parking more efficiently, and/or options to finance a parking garage. **M**

DC 16: Conduct a sewer infrastructure assessment to determine potential necessary repairs to aging infrastructure and associated costs with these repairs. **M**

DC 17: Consider a Business Improvement District. **S**

DC 18: Develop a community beautification network that partners local community groups and the City together to complete projects that improve the appearance of the Downtown Core. **S**

DC 19: Establish an official historic district in BOA Neighborhood #3, as there is an abundance of clustered historic properties located in this area. **M**

DC 20: Encourage significant historic resources in the Downtown Core BOA Study Area to list on the National Register of Historic Places. **M**

DC 21: Establish educational historic preservation workshops for community members to encourage the preservation and restoration of historic properties in the Downtown Core BOA Study Area. **S**

DC 22: Integrate the riverfront with the Downtown through planning and design work that creates a visual connection. One may be hard pressed to even know that the riverfront exists when traveling on Route 481 through the downtown. **M**

DC 23: Consider locating a farmers market downtown or on the river for a “fresh off the barge” theme. **S**

DC 24: Consider providing a horse drawn trolley once again in downtown Fulton. **L**

BOA General

BOA 7: Submit an application for funding to complete the Step 3 Implementation Strategy of the BOA Program. **S**

BOA 8: Partner with the state and federal agencies (NYSDOS, NYSDEC, NYS-DOT, USEPA, etc.) to fast track the redevelopment of brownfields along the waterfront forward through bi-annual Interagency Roundtables and briefing packages. **O**

BOA 9: Create a database on the City website of the commercial buildings and properties available within the BOA Study Area to share information with public and potential investors. **M**

BOA 10: Implement Environmental Justice Programs to educate residents on the issues and concerns related to the BOA Study Area and its associated brownfield sites, and how they can be redeveloped as a community asset. **O**

BOA 11: Encourage sustainable economic development in the BOA Study Area. **O**

BOA 12: Develop a Fulton Community Gardens Committee that identifies and develops brownfield, vacant or underutilized land into community gardens as an interim or long-term use prior to redevelopment. **S**

BOA 13: Establish a relationship between the community gardens and the City of Fulton School District to serve as a demonstration project for healthy eating. **O**

BOA 14: Create BOA Neighborhood Leaders to serve as a point of contact and information sharing regarding community issues and topics between BOA Study Area residents, City of Fulton and Oswego County. **S**

BOA 15: Develop a Healthy Communities Initiative Brochure and Program in the BOA Study Area to promote healthy lifestyle choices for residents of all demographics to promote the benefits of walking and bicycling for residents of all ages. **M**

BOA 16: Support an increase in the level of health care services provided for seniors, allowing them to age in place while providing stable job opportunities in the BOA Study Area. **O**

BOA 17: Consider the needs of youth and elderly in the development of new recreation facilities in the BOA Study Area. **O**

BOA 18: Develop a Parks and Recreation Master Plan for the BOA Study Area. **M**

BOA 19: Increase community development efforts in the BOA Study Area. **O**

BOA 20: Continue to develop a stronger relationship with Oswego County Opportunities (OCO) to identify needs and priorities for low-income residents. **O**

BOA 21: Strengthen each BOA Neighborhood by encouraging infill development of brownfield and vacant sites that is compatible with the context of existing land uses in each individual neighborhood. **O**

BOA 22: Encourage owner-occupied single-family residential infill development projects in the BOA Study Area. **O**

BOA 23: Pursue federal, state, and local funding opportunities to assist property owners in making needed repairs and upgrades to bring buildings up to code. **O**

BOA 24: Encourage local property management to prevent absentee landlords in the BOA Study Area through a combination of community reporting, City code enforcement, and stiff penalties. **O**

BOA 25: Develop a model inspection form based on HUD housing quality standards, to be utilized as a guide for landlords and tenants to ensure that all rental housing units are safe, sanitary, and decent for their inhabitants as recommended in the Oswego County Comprehensive Plan. **M**

BOA 26: Work with area housing organizations, particularly the Fulton Community Development Agency, to develop additional affordable housing opportunities.

BOA 27: Locate affordable housing opportunities in close proximity to job opportunities and community services as recommended in the Oswego County Comprehensive Plan. **O**

BOA 28: Encourage applications for grants to develop a diversity of private senior housing opportunities in walkable areas, within close proximity to medical and community services as recommended in the Oswego County Comprehensive Plan. **O**

BOA 29: Explore the feasibility of enhancing senior van services in the BOA Study Area to increase accessibility, connection, and mobility of Fulton’s workforce. **O**



Potential Funding Sources & Technical Assistance Resources

- City of Fulton (Local)
- Fulton Community Development Agency (CDA)
- Greater Oswego-Fulton Chamber of Commerce (Chamber)
- Operation Oswego County (IDA)
- Oswego County Opportunities (OCO)
- Oswego County Community Development, Tourism & Planning (County)

- Oswego County Cornell Cooperative Extension (OCCCE)
- Oswego Workforce Development Board (OWDB)
- Central NY Regional Economic Development Council (CNYREDC)
- Empire State Development Corporation (ESDC)
- New York State Canal Corporation (NYSCC):
- NYS Excelsior Jobs Program (NYSEJ)
- NYS Council on the Arts (NYSCA)
- NYS Department of State (NYSDOS): Local Waterfront Revitalization Program (LWRP); BOA (Step 3)

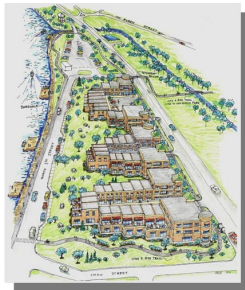
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BOA General

BOA 30: Preserve and enhance the quality of the BOA Study Area's residential neighborhoods. **O**

BOA 31: Cultivate pro-active Neighborhood Associations that can work together to organize clean-up days, provide volunteer assistance to property owners, and sponsor incentive programs for homeowners in the BOA Neighborhoods. **O**

BOA 32: Improve transportation access to services that support employment, such as job training, childcare, and healthcare in the BOA Study Area. **L**

BOA 33: Develop partnerships with local, regional and state economic development agencies to attract, retain and recruit sustainable businesses to the BOA Study Area. **O**

BOA 34: Assist existing home-based businesses to expand and develop in the BOA Study Area through Zoning Code amendments that allow conversion to live/work dwellings, shorter environmental permitting review, and land use approval for reuse of vacant or underutilized buildings. **O**

BOA 35: Create an incentive program to assist home-based businesses to expand and locate in the BOA Study Area. **M**

BOA 36: Identify existing and potential green/sustainable businesses in the local and regional markets to relocate to the BOA Study Area. **O**

BOA 37: Develop a partnership with Oswego County Opportunities (OCO) to create programs related to green job attraction, green collar workforce development, and an incubator for small green businesses. **O**

BOA 38: Develop a map of all existing sidewalks that provide opportunities for pedestrian connections to strategic redevelopment sites. **M**

BOA 39: Develop an incentive program to encourage existing and new property owners to repair and construct new sidewalks in areas of the BOA Study Area that are in need of maintenance or do not contain sidewalks. **M**

BOA 40: Identify strategic locations for public transportation infrastructure improvements (shelters, signage, benches, lighting, etc.) based upon existing ridership, available service and potential needs of future patrons. **M**

BOA 41: Create new and expanded transportation options in the BOA Study Area. **L**

BOA 42: Create set of policies for complete streets in the BOA Study Area. **S**

BOA 43: Support the funding of a creative Bicycle Rack Contest that would provide artistic bicycle racks in the BOA Study Area. **M**

BOA 44: Require all brownfield redevelopments in the BOA Study Area to include bicycle parking and racks for residents and visitors. **O**

BOA 45: Identify and implement a unique marketing campaign specific to Fulton to attract visitors and new investors to the area. **M**

BOA 46: Create a Bike to Work and Play Program and Brochure in the BOA Study Area that encourages residents to use their bicycles for trips related to work and recreation instead of automobiles. Adopt a target level of bicycle use for residents, based upon a percentage of total trips in the BOA Study Area, to be achieved within a specific timeframe. **L**

BOA 47: Explore opportunities to acquire parcels that could be assembled for future development. **S**

BOA 48: Assist business owners through Community Development Block Grants (CDBG), micro-enterprise grants, revolving loans, NY Main Street, and other grant programs to provide opportunities for property owners to restore, improve, and expand businesses. **O**

BOA 49: Conduct a Reuse Feasibility Study for Sites 25 and 26 as the main focus of a larger corridor design strategy for Harrison Street. **S**

BOA 50: Develop an incentive program to facilitate the rehabilitation of renter- and owner-occupied housing. **S**

BOA 51: Conduct a neighborhood housing analysis to understand the supply and demand for housing across a broad range of users and types, including single-family, renter, senior citizen, apartments, townhomes etc. **M**

BOA 52: Continue to inventory and assess existing housing to identify the quality and quantity of existing owner occupied and renter occupied housing. The study should also identify opportunities for rehabilitation, new construction, infill, and land assembly where appropriate. **O**

BOA 53: Work with neighborhood representatives to develop grassroots initiatives targeting neighborhood and property maintenance, including the creation of local tools and the hosting of "how to" clinics. **O**

BOA 54: Adopt a Neighborhood Revitalization Strategy that addresses the vacant and underutilized residential properties located throughout the Study Area. **M**

BOA 55: Assist homeowners through grant programs such as: Community Development Block Grants (CDBG), HOME grants, Weatherization Assistance Program (WAP), and others to provide opportunities for property owners to improve their homes. **O**



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Section 4: Implementation Strategy

Next Steps

Next steps for the implementation of the recommendations of the City of Fulton Brownfield Opportunity Area (BOA) Nomination Study can and should begin right away. The City of Fulton does not own the majority of the properties on which capital projects or studies are proposed and the next step is to engage in, or in most cases advance existing, discussions with property owners regarding future uses. Application for funding for the recommended actions should start as soon as possible, particularly for some of the smaller non-capital project recommendations. A key component to the implementation of any plan is to build momentum by accomplishing small but important tasks in the Short Term that buttress public support of the plan and demonstrate its long-term viability.

As is the case with property owners, the City and Steering Committee should also begin to seek out those partners whose support will be critical to the long-term success of this plan. Some of these entities have been part of the BOA Nomination Study planning process from the start; however, as the recommendations have taken shape the number of significant partners has expanded. The building of these relationships should start now and should be carried forward over the long-term.

Finally, there are several recommendations, particularly among the capital projects, which will require a sustained effort to secure funding, execute and administer contracts and manage projects. Successful implementation here will require a series of steps over a long time horizon and a commitment to monitoring the changing landscape of funding availability. For example, new opportunities could emerge when surface transportation funding is reauthorized at the federal level.

Conclusion

The City of Fulton remains a peaceful pleasant community that many call their home. The Fulton BOA Nomination Study incorporates and furthers the on-going objective of residents to maintain and preserve Fulton while seeking opportunities to make strategic physical, environmental, and economic enhancements to its rich resources. The respect and care for these sensitive resources, such as the aquifer, form a cornerstone for the planning efforts in this community and will guide its long-term efforts at implementing the BOA recommendations.

