

CITY OF FULTON

OSWEGO COUNTY, NEW YORK



PHASE I BOA NOMINATION STUDY

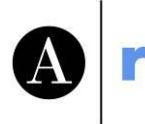
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Executive Summary

Project Overview

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.



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 also is dealing with a population that is aging in place without young persons and families deciding to resettle 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.

City of Fulton BOA

The City of Fulton and Oswego County have joined together to complete a BOA Nomination Study, which will analyze a 531 acre area located on the eastern side of the City, which includes twenty-one (21) potential brownfield sites. 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 for the Phase II Nomination Study. As a result of the two grant awards, the project was staged into two phases.



Phase I Nomination Study provided the inventory and analysis and preliminary visioning that is necessary to develop realistic goals and recommendations for Fulton to redevelop its brownfield sites. The findings from this preliminary Phase I Nomination Study will be incorporated into the Phase II Nomination Study, as well as, detailed economic and market trends to

understand the fiscal implications associated with potential strategic site redevelopment scenarios. The result will be the selection of strategic brownfield sites to be studied during Step 3 of the BOA Program, the Implementation Strategy.



What is a BOA?

The BOA Program provides municipalities with financial assistance to complete area-wide planning approaches to brownfield redevelopment and site assessments to determine if a 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). Designation of a specified area as a BOA allows sites included within the boundaries to be eligible for state and federal funding opportunities related to brownfield remediation, making them more attractive for future development.



The BOA Program

The BOA Program consists of three steps, the Pre-Nomination Study, Nomination Study, and the Implementation Strategy. The Pre-Nomination Study provides a preliminary description and analysis of the proposed BOA. The Nomination Study provides an in-depth and thorough description and analysis, including an economic and market trends analysis, of existing conditions, opportunities, and re-use potential for properties located in the proposed BOA with an emphasis on the identification and reuse potential of strategic brownfield sites that are catalysts for revitalization. The Implementation Strategy provides funding to undertake and complete techniques and actions to implement the area-wide plan and describes how the requirements of the SEQRA have been met, as well as, site assessments for strategic brownfield sites identified in the Nomination Study. The City of Fulton is currently in the process of completing Step 2 of the BOA Program, the Nomination Study.

Purpose of the BOA Program

The goal of the BOA Program is to create the necessary public and private partnerships to help communities. The following are the goals of the BOA Program, and should be consistent with visions and plans previously developed for the City of Fulton and County of Oswego:

- Assess the full range of community problems posed by multiple brownfield sites;
- Build a shared vision and consensus on the future uses of strategic brownfield sites;
- 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.



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."*

It is important to understand the difference between a greenfield versus a brownfield when discussing brownfield redevelopment. The definition of a greenfield is land that is undeveloped, usually in a rural or suburban location, with no historic use other than agricultural. The majority of new development in Oswego County over the last few decades has occurred on greenfields. Smart growth planning provides an option to combat the loss of open space and overconsumption of natural resources.

Fulton Brownfield Opportunity Area Boundary & Justification

Brownfield Opportunity Area Boundary

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 **Map 3: 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.



Brownfield Opportunity Area Boundary Justification

The entire BOA Study Area, as initially presented in the BOA grant application, consisted of the entire City of Fulton. The City of Fulton and Oswego County originally identified over thirty (30) properties to be examined during the BOA Nomination Study process. After initial analysis, it was determined that the BOA Study Area be further refined to only twenty-one (21) potential brownfield sites on the east side of the Oswego River in the City.



Community Participation Plan

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.

Local Participation

Two public workshops were conducted for the Phase I Nomination Study. These workshops were designed to ensure that the final outcome of the planning process reflects the community's vision for the BOA Study Area and its surroundings.

Strengths, Weaknesses, Opportunities and Threats Workshop: Two community-wide workshops for the BOA Nomination Study were held in Fulton on September 25, 2008 and on October 23, 2008. The second workshop was video recorded and subsequently televised on the local access network. During the workshop, the BOA Program and process was introduced to the public and the participants were asked to identify the strengths, weaknesses, opportunities and threats (SWOT) experienced or perceived within the Study Area.



The participants revealed what they considered to be the most apparent positive and negative features of the Study Area and laid the foundation for the development of the future goals and recommendations. Those features that were considered Fulton's greatest strengths included the Oswego River, Lake Neatahwanta, short driving distance from Lake Ontario, and natural landscapes and viewsheds. Participants then decided upon the community's opportunities, which included recreational activities along river, indoor recreation facility, marketing lake and river for tourism, waterfront development, adaptive re-use, and workforce development.

Stakeholder/Partner Seminars

Stakeholder or Partner seminars were used to gather the views and opinions of the project partners, and assist in identifying key development issues. The Stakeholder Seminars were held on October 16, 2008 and December 2, 2008. The Stakeholder Seminars served to educate the stakeholders regarding the purpose and intent of the BOA program, the benefits afforded by the



BOA designation, and the roles and responsibilities of the stakeholders in the success and implementation of the BOA.

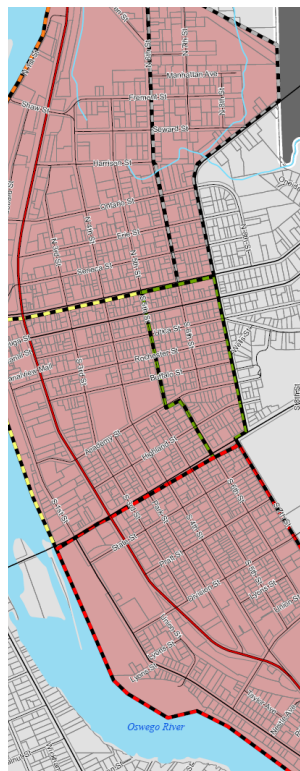
Inventory and Analysis

Socioeconomic Highlights

While the City has lost population, Census Tract 211.02, the southern portion of the BOA Study Area has stabilized, and is maintaining its overall population. The population in Fulton is aging, which provides an opportunity for young families to find employment opportunities in the job sectors that the 55-64 age cohort once held. The aging population also provides an opportunity for the City of Fulton to focus on becoming a walkable community, friendly to seniors and retirees. With a high unemployment rate, a proven workforce, and a low cost of living, the City of Fulton provides an excellent opportunity for available employees that may help attract new employment opportunities. These potential employers should be focused towards properties located in the BOA Study Area.



Neighborhood Assessments



The City of Fulton is comprised of several diverse neighborhoods (See **Map 3: BOA Study Area & Neighborhoods**). The BOA Study Area includes five (5) neighborhoods which followed the U.S. Census Block Group boundaries. A neighborhood assessment was completed for each; neighborhood numbers were assigned randomly and not by any ranking system.

BOA Neighborhood #1

The BOA Neighborhood #1, located in the southern portion of the BOA Study Area, is the largest neighborhood comprising almost 230 acres of the Study Area. It is characterized by diverse types of land uses and several different abutting development patterns. Single-Family Residential is the largest land use 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%). This neighborhood is defined by its most significant landmark, the former Nestle Building. The Nestle Building is designated in the M-1 Zoning District and is directly adjacent to the residential neighborhood. Another significant landmark is the Huhtamki Consumer Packaging Building, located at the intersection of South Second Street and State Street.



The area includes New York State Route 481, a wide, heavily traveled transportation corridor that is the gateway to the City from the south. The City constructed a well designed gateway sign welcoming motorists to the City of Fulton. The corridor contains several suburban style chain commercial developments in the southern portion of the neighborhood with parking lots in the front of the buildings. This area of the neighborhood is zoned C-2, and is designed for the motorist, not pedestrians or bicyclists. However, some sidewalks do exist intermittently along NYS Route 481. The area closer to Broadway has denser development and provides a slightly more pedestrian friendly environment.

Single-family residential dwellings comprise almost 25% of the overall neighborhood between NYS Route 481, Broadway and South Seventh Street and is zoned R-1A. These houses vary in condition, but are mostly well maintained historic houses. This neighborhood is walkable with sidewalks and pedestrian right-of-ways, all of which lead to downtown and other neighborhoods in the Study Area. Another portion of this neighborhood is located along First Street and includes parcels that border the Oswego Canal. This area is also zoned R-1A and also consist primarily of residential dwellings. The housing stock is a mix of older and newer/renovated homes and includes the Oswego Falls Playground. Further north on First Street the large industrial parcels abut the residential lots, which presents a land use conflict.



BOA Neighborhood #2

The BOA Neighborhood #2 is located in the central eastern portion of the BOA Study Area and is the smallest neighborhood totaling only 28 acres. The area is a traditional neighborhood, zoned mostly R-1A, with small blocks containing single and multi-family residential houses. The street signs have historic character, with black plates and white lettering, allowing visitors to distinguish the neighborhood as a unique part of the City. Most streets in the neighborhood are served by sidewalks, allowing residents to walk to destinations safely. The architecture is primarily from the turn of the century; however, some structures appear to be more recently constructed. Most structures in the neighborhood are well maintained.



Many of the traditional corner store commercial buildings have remained and are still in business, including a mini-mart and a recycling center (zoned C-1). Oneida Street is the busiest street in the



neighborhood, and lacks traffic calming devices to slow auto traffic for pedestrians using the sidewalks.

BOA Neighborhood #3

The BOA Neighborhood #3, located in the central western portion of the BOA Study Area, is generally considered “downtown” Fulton. The neighborhood consists of several single-family residential areas zoned R-2 and R-3 located on the eastern edge of downtown. This area provides an excellent opportunity for residents to be able to frequent downtown businesses as pedestrians can walk along old growth tree lined streets surrounded by historic housing. In addition, the neighborhood features the East Side Park which is well maintained and is adjacent to the Fulton City School District Office. Both of these community assets are located in the center of the neighborhood, providing public spaces for residents.

The area closest to the Oswego Canal, First Street and its adjoining streets are densely developed and resemble traditional downtown development patterns. This area is zoned C-2 and is the only



part of the City that is zoned C-2A. 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. Many cultural amenities are also located along First Street and the Oswego Canal, such as the library, City Hall, boating amenities, Veterans Park, and the recently constructed gazebo overlooking the Oswego Canal. Comparatively, 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.

BOA Neighborhood #4

The BOA Neighborhood #4, located in the northwestern portion of the BOA Study Area, is the second largest neighborhood (94 acres) within the BOA boundaries. This area has a diverse land use mix, with the highest amount of commercial buildings of any neighborhood, most of which are located along Route 481 which bisects the neighborhood. The businesses located along this corridor



are primarily manufacturing and industrial related. This is due to the zoning of the corridor as mostly M-1, with some C-2. Traffic along the corridor is busy and automobiles travel at high



speeds in this section of the City. The Route 481 corridor lacks traffic calming devices and sidewalks.

The adjoining streets to Route 481, such as Harrison and Shaw Street are both industrial and are appropriately zoned M-1. These sites contain identified contaminated parcels. Recognizing the threats that these parcels provide to residents, the City and County have initiated the environmental remediation of many of these sites.

In addition, the area along the Oswego Canal is currently being redeveloped into a hiking and biking trail, attempting to connect the residential land uses to the east of Route 481 to the waterfront. When the trail is completed along the Canal it should be connected to Van Buren Park, which is the largest park in the City at 18 acres and provides the neighborhood with the highest amount of parkland totaling almost 12% of the areas land use. The park is surrounded by single and multi-family residential on Fremont, Van Buren and Sixth Street. These streets and adjacent streets lack sidewalks and pedestrian crosswalks to slow traffic and provide a separation between automobiles, pedestrians, and bicyclists. Such improvements would enhance the park and improve safety for park users.

BOA Neighborhood #5

The BOA Neighborhood #5 is located in the northeastern portion of the BOA Study Area. It 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.



BOA Land Use

Single-Family Residential is the predominant land use within the BOA Study Area, covering 150 acres (28%) of all land. Since the Study Area encompasses the eastern side of downtown, it is not surprising that the second largest land use in the Study Area is Commercial properties, with a total coverage of 92 acres, or 17% of total land use. Vacant land again is the third largest land use, totaling 16% of the BOA Study Area. It should also be noted that there is a significant percentage of industrial properties (11%) in general within the Study Area. Conflicting land uses in the Study Area present a challenge to the City in its revitalization efforts.



BOA Zoning

The most frequent Zoning District found in the BOA Study Area is R-1A (36.4%), which shows that there is a high concentration of dense housing located in the Study Area. The BOA Study Area is the only part of the City that has the C-2 and C-2A Zoning Districts, which allows for mixed-use development. These districts are located downtown along the BOA Study Area's riverfront, allowing for the potential of mixed-use waterfront development. Mixed-use development would be the preferred type along the waterfront and in areas that are suitable for commercial development, such as the downtown area. Overall the potential for zoning amendments should be based upon the community's vision, economic issues, and environmental issues.

Parks and Open Space

Every neighborhood in the BOA Study Area has at least one park within its boundaries. Van Buren Park, which is located in BOA Study Area Neighborhood #4 and bordering Neighborhood #5, provides an excellent opportunity for the City to improve the local quality of life through revitalization of the park system. The design of the Canal Towpath Trail includes developing several nodes of activity along the canal to be used for recreational activities which would assist the Study Area's redevelopment.

Brownfield, Abandoned, and Vacant Sites

During the Phase I Nomination Study, the City of Fulton identified and assessed twenty-one (21) potential sites within the BOA Study Area boundaries. For each parcel, a site profile was prepared, and a full description of each parcel is provided in **Appendix F: BOA Descriptive Profiles**. The following summarizes the sites identified by the City of Fulton, categorized by BOA Neighborhood location, street address, approximate acreage and parcel identification number.



BOA Neighborhood #1

The BOA Neighborhood #1 contains six (6) BOA-targeted sites:

- 460 Park Street - 1.41 acres - parcel # 253.25-02-03
- 555 S Fourth Street - 2.33 acres - parcel # 253.26-02-01
- 520 S Second Street - 2.33 acres - parcel # 253.25-07-03.01
- 610 S Fourth Street - 0.85 acres - parcel # 253.34-02-18
- 2 Harris Street - 0.27 acres - parcel # 253.34-01-10
- 902 First Street - 0.62 acres - parcel # 253.42-02-14



BOA Neighborhood #2

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

- 103 Ontario Street - 1.26 acres - parcel # 236.47-01-11

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
- 203 E Broadway - 0.27 acres - parcel # 236.72-03-06
- 215 S Second Street - 0.16 acres - parcel # 236.72-02-31

BOA Neighborhood #4

The BOA Neighborhood #4 contains eleven (11) BOA-targeted sites:

- 361 N First Street - 3.07 acres - parcel # 236.31-01-03
- N First Street - 0.84 acres - parcel # 236.31-01-05
- Route 481 & Shaw Street - 0.27 acres - parcel # 236.31-01-04
- 208 N Second Street - 0.19 acres - parcel # 236.39-01-03
- Shaw Street - 0.85 acres - parcel # 236.39-01-02
- 258 N Fourth Street - 1.28 acres - parcel # 236.40-01-02
- Harrison Street - 0.36 acres - parcel # 236.40-01-07.01
- 308 Harrison Street - 2.16 acres - parcel # 236.40-04-03
- 507 Erie Street - 0.60 acres - parcel # 236.48-04-12
- 62 N Fifth Street - 0.05 acres - parcel # 236.48-03-12.2
- 616-624 Oneida Street - 0.67 acres - parcel # 236.57-01-06

BOA Neighborhood #5

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

Land Ownership Pattern

The majority of the Study Area is privately owned (70.1%) in addition to a relatively high amount of publicly owned properties (25.5%). The City of Fulton currently owns approximately 72 acres of public property within the Study Area, followed by the Oswego County IDA (34 acres). Only four (4) BOA Sites within the BOA Study Area are publicly owned properties.



Historic or Archaeologically Significant Areas

There are several historic districts throughout Oswego County; however, none are located within the City of Fulton boundaries. 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.

Transportation Systems

The City of Fulton is serviced by a variety of regional transportation systems, including state highways, county and local roads, and public transportation. The City is in proximity to Interstate 81 and the NYS Thruway (I-90), Oswego Canal, two working freight rail lines and the Oswego County Airport. 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. The potential for future streetscape enhancements should be tied into public transportation options.

Infrastructure

In general, the BOA Study Area is well served by public water and sewer infrastructure. Future redevelopment of the strategic sites in the Study Area may necessitate minor upgrades to supply mains depending on the proposed redevelopment scenario. However, each site should be adequately served with minimal constraints to development. The City and the BOA Study Area have a plentiful supply of fresh water for residents and businesses.

Natural Resources and Environmental Features

As the use of the Oswego Canal was transformed into a recreational amenity the development of this infrastructure was determined by the environmental features that affect urban construction, such as water access and quality, wetlands, floodplains, and soil type. None of these environmental features have caused any problems with existing development and should not interfere with redevelopment of the BOA Study Area.





Summary Analysis, Findings & Recommendations (Preliminary)

The Phase I BOA Nomination Study contains a consistent collection of priorities and values expressed by the community to serve as the foundation for all strategies and actions contained in this Plan. These should be used to promote and enhance future development opportunities and reinvestment in the BOA Study Area.

The following Vision Statement was developed through the public participation process conducted as part of the Phase I BOA Nomination Study:

Vision of the City of Fulton

“We are a destination community on the Oswego Canal with a unique history and a strong future; we support innovation, education, commerce, and quality living; we are a place where you belong.”

The City of Fulton strives to be a united community, balancing future development through progressive and cooperative local and regional planning. The City of Fulton celebrates its historic settlement pattern and embraces its distinct history along the Oswego Canal; a place where a diverse cross-section of residents and businesses choose to locate and thrive. Collectively the City recognizes that the community can be a destination in the region and must continue to encourage investment to remain a desirable location. The City’s waterfront, downtown, neighborhood communities, and industrial presence are essential to the City’s quality of life. Through thoughtful planning and design, the City will protect these assets while allowing for smart and sustainable growth, encouraging more efficient use of land, and supporting the revitalization of underutilized properties. Most importantly, the City recognizes the inherent value of community and strives to preserve the safety, welfare, and general values viewed as crucial by those that choose to live, work, and play in the City.



Goals & Objectives

This section establishes the roadmap for achieving the City of Fulton's vision for the BOA Study Area by identifying goals and objectives to address a diverse array of issues that will ultimately determine the City's future. Following the completion of the Inventory and Analysis, a series of strategies will be developed, based upon the Plan's findings, to implement the City's goals and objectives. To best understand the intent of these elements, the differences between goals and objectives are as follows:

- Goal 1: Coordinate revitalization of the BOA Study Area waterfront.
- Goal 2: Encourage sustainable economic development in the BOA Study Area.
- Goal 3: Create new and expanded transportation options in the BOA Study Area.
- 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.



Next Steps in BOA Program

The following steps are tailored towards the BOA Nomination Study and how to proceed from Phase I to Phase II of the Study. The findings from this preliminary Phase I Nomination Study will be incorporated into Phase II of the BOA Nomination Study, as well as, detailed economic and market trends to understand the fiscal implications associated with potential strategic site



redevelopment scenarios. Below is a list of “Next Steps” associated with the Phase II Nomination Study.

- Complete a Parking Assessment for the three strategic redevelopment site areas in the BOA Study Area, which will include the following: inventory of existing public and private parking infrastructure on strategic sites and in redevelopment areas, analysis of potential parking spaces needed based upon review of zoning regulations and requirements, survey of off-street parking infrastructure, and recommendations for future parking.
- Complete a Housing Needs Assessment of the BOA Study Area to identify existing housing conditions and potential opportunities for rehabilitation and new construction. The Assessment will include the following: visual housing survey, collection and tabulation of data, Housing Conditions Map, and summary analysis and recommendations for future housing initiatives.
- Complete a Traffic Literature Review for State Route 481 to identify existing traffic flow and future issues related to redevelopment of strategic sites along the corridor. The Analysis will include research and analysis of NYSDOT traffic count data, and inclusion of the data and illustrations as an appendix to the Study.
- Complete the Community Participation and Techniques to Enlist Partners task of the Study, including the following: re-orientation kick-off meeting with Oswego County, City of Fulton, Department of State, BOA Steering Committee, and Consultant Team; update the community participation plan to identify additional stakeholders, and outline the strategy to engage neighborhood and regional partners; bi-monthly BOA Steering Committee meetings; and development of a project website.
- Revision of the Community Vision and Goals and Objectives task of the study, incorporating the economic and market trends analysis, neighborhood meetings findings, and design of strategic redevelopment sites.
- Develop a map of all existing sidewalks that provide opportunities for pedestrian connections to the three strategic redevelopment site areas.
- Develop a map of existing and future public access opportunities for the Oswego Canal waterfront in the BOA Study Area.
- Complete the Economic and Market Trends Analysis to identify historic, existing and future trends related to jobs and real estate development in the City of Fulton. The Analysis will include the following: emerging business opportunities, feasibility of future uses of buildings, and identification of short-term and long-term opportunities for employment.
- Develop sustainable, mixed-use, transit-oriented redevelopment master plans for the three strategic site areas in the BOA Study Area, which will include building orientation, size, land use, design, and connections to the community.
- Expansion of the Preliminary Analysis, Findings, and Recommendations task of the Study into the final recommendations. The final recommendations will be based off of the



completion of the economic and market trends analysis, neighborhood meetings, and design of the three strategic redevelopment sites.

- Complete the review of strategic brownfield sites with Oswego County, City of Fulton, Department of State, Department of Environmental Conservation, and the consultant team. The site review process will include the following: coordination meeting, environmental and site constraint review, prioritized list of sites that should be eligible for site assessment funding or technical assistance under the State's remedial programs (i.e., Environmental Restoration Program, or Brownfield Cleanup Program), or other programs.
- Complete the Draft Nomination Study for Department of State and Oswego County review. The Study will be reviewed, edited and returned to the consultant team for further revisions.
- Complete the Draft Nomination Study for a second round of Department of State and Oswego County review.
- Complete and distribute the Final Nomination Study for Department of State and Oswego County for public review, during which the public will have a 30-day review and provide comments.
- Finalize the Nomination Study and complete the application for advancement in the BOA Program to Step 3, the Implementation Strategy. The Implementation Strategy application will include the completion of Site Assessment Forms for the strategic brownfield sites determined prior to finalizing the Study.
- Complete the SEQRA review process, including finalizing the Long Form EAF, following the required review process for determining the significance of the project, and completing a scoping session if the project requires a DGEIS.
- Complete all project reporting requirements in regards to payment, quarterly, and annual documentation of project progress to the State.

Section 1. Project Description & Boundary

Lead Project Sponsors



In 2006, Oswego County and the City of Fulton applied for funding from the New York State Brownfield Opportunity Area (BOA) Program to further study the revitalization of the City's existing brownfields. Together, the City and the County had previously completed several environmental investigations through the Federal Environmental Protection Agency (EPA) Brownfield Assessment Grant. The City of Fulton and Oswego County were successfully awarded grant monies to prepare the BOA Nomination Study to establish a revitalization plan for the City's brownfields. 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.

Project Overview and Description

City of Fulton BOA



The City of Fulton and Oswego County have joined together to complete a BOA Nomination Study, which will analyze an area located on the eastern side of the City, bordering the Oswego Canal. The BOA Study Area encompasses a total of 531 acres, which includes twenty-one (21) potential brownfield 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 economic development in the City of Fulton through redevelopment.

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 for the Phase II Nomination Study. As a result of the two grant awards, the project was staged into two phases. Phase I Nomination Study provided the inventory and analysis and preliminary visioning that is necessary to develop realistic goals and recommendations for Fulton to redevelop its brownfield sites. The findings from this preliminary Phase I Nomination Study will be incorporated into Fulton's Phase II Nomination Study, as well as, detailed economic and market trends to understand the fiscal implications associated with potential strategic site redevelopment scenarios.



The Phase I Nomination Study included the following: identification of a BOA Study Area boundary, selection of specific sites to be studied, development of a community participation plan and workshops, engaging and educating stakeholders, inventory, analysis, and socioeconomic profile of the BOA Study Area. Initial investigation during the Phase I Nomination Study has revealed several potential opportunities for returning these vacant, underutilized, or contaminated sites into productive, successful properties for the City.



The Phase II BOA Nomination Study will expand upon Phase I 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 will include 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.

What is a BOA?

The BOA Program provides municipalities with financial assistance to complete area-wide planning approaches to brownfield redevelopment and site assessments to determine if a 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.

Designation of a specified area as a BOA allows sites included within the boundaries to be eligible for funding opportunities related to brownfield remediation, making them more attractive for future development. Designated BOA's shall receive priority and preference from New York

¹ All information obtained from: www.nyswaterfronts.com



State Department of Environmental Conservation's (NYSDEC's) Environmental Restoration and Environmental Protection Fund Programs. Designated BOA's may also receive priority and preference when considered for other state and federal programs.

In addition the site specific information gathered during the BOA process can be used by property owners, both public and private, to complete future Environmental Site Assessments (ESA's). ESA's are completed as part of a two phase process required by EPA Programs prior to the brownfield remediation and cleanup process. Phase I ESA's analyze the history and past uses of the sites. Phase II ESA's, which are only required if the Phase I ESA provided evidence of contamination, involves physical testing to determine the presence of hazards.

Phase I ESA

Phase I ESA's provide analysis of site specific land, property and buildings. Analysis includes potential soil contamination, water quality, chemical spills and hazards, asbestos and hazardous storage containers. The completion of a Phase I ESA will determine whether a site is actually contaminated or a "brownfield." Standards for performing a Phase I ESA are established per ASTM standards. Actual sampling of soil, soil vapor, air, groundwater and/or building materials is typically not conducted during a Phase I ESA. If a site is considered contaminated, a Phase II ESA must be conducted prior to brownfield remediation.

Phase II ESA

Phase II ESA's provide a more detailed analysis of site specific land, property and buildings. This investigation is normally undertaken when a Phase I ESA determines that a site may be contaminated. Phase II ESA's include detailed physical investigation and collection of original samples of soil, groundwater and/or building materials. The samples are then analyzed for quantitative values of various contaminants. The most frequent substances tested are petroleum hydrocarbons, heavy metals, pesticides, solvents, asbestos and mold. In severe cases, brownfield sites may be added to the National Priorities List where they will be subject to the U.S. EPA Superfund program.

The BOA Program

The BOA Program provides Fulton with an opportunity to leverage existing assets through the remediation of contaminated sites, re-use existing properties and encourage infill development, enhance and leverage the natural environment for recreational purposes, rebrand the BOA Study Area, develop a list of public infrastructure projects that can enhance the Study Area, develop standards for design and landscaping that will create the type of environment desired by the community, increase and foster public/private





partnerships, work in a regional context to implement smart growth techniques, and integrate local brownfield planning with related local and regional long-term planning initiatives.

The BOA Program consists of three steps, the Pre-Nomination Study, Nomination Study, and the Implementation Strategy. The three steps are described in detail below:

- **Step 1: Pre-Nomination Study:** The Pre-Nomination Study is intended for communities that are uncertain about existing environmental conditions and have minimal or no information about brownfields that are impacting their community. The Pre-Nomination Study provides a preliminary description and analysis of the proposed BOA.
- **Step 2: Nomination Study:** The Nomination Study thoroughly describes existing conditions, issues and opportunities. The Nomination Study provides an in-depth and thorough description and analysis, including an economic and market trends analysis, of existing conditions, opportunities, and re-use potential for properties located in the proposed BOA with an emphasis on the identification and re-use potential of strategic brownfield sites that are catalysts for revitalization. The Nomination Study will result in a comprehensive assessment of the BOA Study Area and its associated brownfield sites. Based on the analysis and findings, recommendations are developed for future uses and actions to redevelop strategic sites and revitalize the Study Area and its neighborhoods.
- **Step 3: Implementation Strategy and/or Site Assessments:** The Implementation Strategy provides funding to undertake and complete techniques and actions to implement the area-wide plan and describes how the requirements of the SEQRA have been met. Site assessments are completed for strategic brownfield sites that are identified in the Nomination Study, concurrent with progress on the Implementation Strategy. Key findings from the site assessment reports are factored into the Implementation Strategy. Remedial investigations are used to design a conceptual level remediation strategy for priority brownfield sites. The result of Step 3 will lead to the establishment of the following: an effective area-wide site specific redevelopment strategy, priorities for investment and redevelopment, improved information to foster site clean-ups, shovel ready sites, and marketing to attract investors.

The City of Fulton has inventoried and compiled a significant amount of environmental information for many of the potential brownfield sites prior to submitting the BOA application. The extensive research, previous brownfield investigation, completed Phase I ESA's, and remediation work completed through the EPA's Brownfield Assessment Grant was considered comparable to the results of a Pre-Nomination Study. The City of Fulton is currently in the process of completing Step 2 of the BOA Program, the Nomination Study.



Purpose of the BOA Program

The goal of the BOA Program is to create the necessary public and private partnerships to help communities. The following are the goals of the BOA Program, and should be consistent with visions and plans previously developed for the City of Fulton and County of Oswego:

- Assess the full range of community problems posed by multiple brownfield sites;
- Build a shared vision and consensus on the future uses of strategic brownfield sites;
- 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.

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."*

It is important to understand the difference between a greenfield versus a brownfield when discussing brownfield redevelopment. The definition of a greenfield is land that is undeveloped, usually in a rural or suburban location, with no historic use other than agricultural. The majority of new development in Oswego 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.

In the Fulton area, development has occurred on vacant greenfields instead of in existing commercial and cultural centers. While infill development can increase the cost of construction and lower the return on investment for projects, the urban fabric of the BOA Study Area and its sites provide excellent redevelopment opportunities for potential developers.

One recent local example is the development of a new Wal-Mart outside the City's boundaries, which affects the existing small businesses in the downtown and neighborhoods. It is difficult for small business to compete against national corporate chains that have the ability to sell items for



lower costs due to economies of scale. As a result, older properties throughout cities, such as Fulton are often left vacant or underutilized with a perception that such properties are undesirable for redevelopment. The BOA Program identifies opportunities for these properties to become active again, and provide spaces for new businesses and residents.

Too often communities understand that brownfield redevelopment is important in the revitalization process, however do not have the tools or knowledge to move these projects forward. The BOA Program will enable the City of Fulton to establish a clear vision for the Study Area and form the necessary private and public partnerships to make redevelopment realistic. Through the BOA program the City and County will be able to identify redevelopment opportunities by understanding the area's existing conditions, constraints, and economic and market realities.

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.² 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



Relationship of BOA to Existing Plans, Reports & Studies

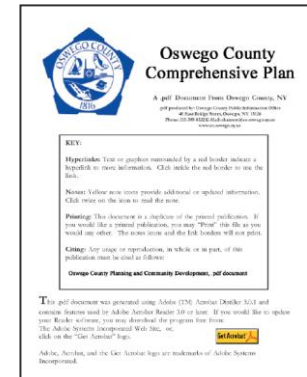
The following is a summary of existing plans and studies completed for the City of Fulton and/or Oswego County. Each of these plans contains research, analysis, and recommendations that are directly related to the successful integration of the BOA Nomination Study with existing City of Fulton goals and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

² All information obtained from: www.smartgrowthamerica.org



Oswego County Comprehensive Plan

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.

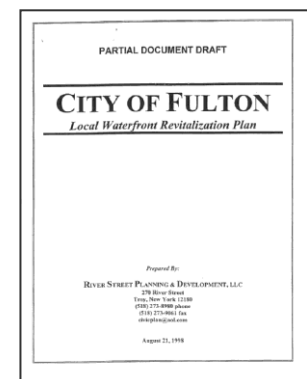


The goals contained in the Plan were developed from a series of public workshops held to gauge public input. Some of the goals included preserving community character through proper community design and land use, open space development, and infrastructure investment. The Plan detailed measures of implementation 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, rehab, 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

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.

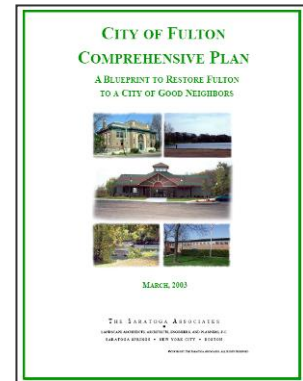


The boundary of the LWRP includes several of the proposed brownfield sites for the BOA Nomination Study, thus it should be sensitive towards the policies established through the plan. Some of these policies include but are not limited to fostering smart patterns of growth that preserve community character 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.

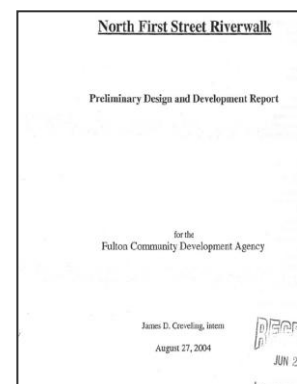


There were several recommendations and strategies from the Plan that are closely aligned with the mission and vision of the BOA Nomination Study. These strategies include reclaiming environmental resources as a tool for sustainable economic development; developing a strategy for dealing with abandoned,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

North First Street Riverwalk

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.

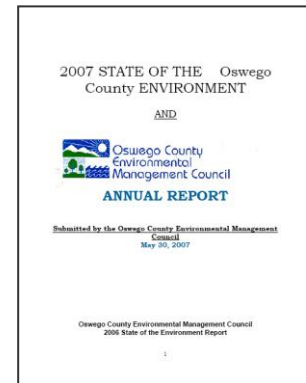
Any properties in the BOA Nomination Study located along or near the proposed Riverwalk should incorporate the design elements and potential future improvements to infrastructure and road design to North First Street and the waterfront. For those sites located along the waterfront, integration of design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

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.



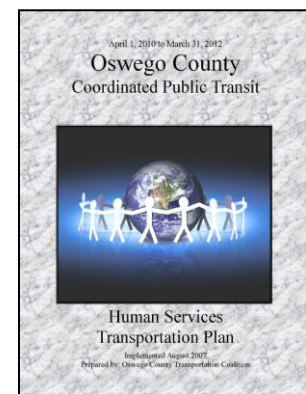
This Report identified a total of nine sites in Fulton that are currently labeled as environmentally hazardous or brownfield assessment sites. The properties identified in Fulton that have already undergone EPA Phase I Environmental Site Assessment (ESA) include:

- 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

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.

Community Vision & Goals

Vision Statement

The Phase I BOA Nomination Study contains a consistent collection of priorities and values expressed by the community to serve as the foundation for all strategies and actions contained in this Plan. These should be used to promote and enhance future development opportunities and reinvestment in the BOA Study Area.

The following Vision Statement was developed through the public participation process conducted as part of the Phase I BOA Nomination Study:

Vision of the City of Fulton

“We are a destination community on the Oswego Canal with a unique history and a strong future; we support innovation, education, commerce, and quality living; we are a place where you belong.”

The City of Fulton strives to be a united community, balancing future development through progressive and cooperative local and regional planning. The City of Fulton celebrates its historic settlement pattern and embraces its distinct history along the Oswego Canal; a place where a diverse cross-section of residents and businesses choose to locate and thrive. Collectively the City recognizes that the community can be a destination in the region and must continue to encourage investment to remain a desirable location. The City’s waterfront, downtown, neighborhood communities, and industrial presence are essential to the City’s quality of life. Through thoughtful planning and design, the City will protect these assets while allowing for smart and sustainable growth, encouraging more efficient use of land, and supporting the revitalization of underutilized properties. Most importantly, the City recognizes the inherent value of community and strives to preserve the safety, welfare, and general values viewed as crucial by those that choose to live, work, and play in the City.



Goals & Objectives

This section establishes the roadmap for achieving the City of Fulton's vision for the BOA Study Area by identifying goals and objectives to address a diverse array of issues that will ultimately determine the City's future. Following the completion of the Inventory and Analysis, a series of strategies will be developed, based upon the Plan's findings, to implement the City's goals and objectives. To best understand the intent of these elements, the differences between goals and objectives are as follows:

Goal: A goal is a general statement of a future condition, which is considered desirable for the community; it is an end towards which this plan is aimed.

Objectives: An objective is a statement of a measurable activity to be accomplished in pursuit of the goal; it refers to some specific aspiration, which is reasonably attainable.

The following series of goals and objectives identified through the public participation process will establish a roadmap for the City's future. Once implemented, they are intended to serve as the blueprint for the City of Fulton in achieving its vision for the future.

Goal 1: Coordinate revitalization of the BOA Study Area waterfront.

Currently the BOA Study Area waterfront is not being used to its full potential. The City and County should develop waterfront amenities as identified in both the Comprehensive Plan and LWRP, and continue efforts to clean up blighted properties, improve infrastructure, and enhance public services in the BOA Study Area along the Oswego Canal waterfront.

Objectives:

- Improve the appearance of existing and future businesses along the waterfront.
- Enhance recreational opportunities and waterborne transportation infrastructure where appropriate.
- Develop unique infrastructure and amenities for the waterfront.
- Improve the connectivity of the waterfront with the surrounding BOA Neighborhoods.
- Redevelop brownfield, vacant, and underutilized sites along the BOA Study Area waterfront.
- Reserve waterfront areas in the BOA Study Area for water dependant or water enhanced activities.
- Promote public and private community development/redevelopment partnerships that will encourage redevelopment along the BOA Study Area's waterfront.



Goal 2: Encourage sustainable economic development in the BOA Study Area.

The BOA Study Area has continued to lose population over the last several decades and one of the contributing factors for this decline has been the loss of good paying jobs for local residents. The City of Fulton has the potential to break the cycle of economic stagnation through the development and implementation of policies that promote future expansion and redevelopment opportunities within the BOA Study Area.

Objectives:

- Study the growth potential for specific industries and types of market sectors.
- Encourage the reuse of existing buildings and infrastructure.
- Provide a range of retail and service uses along the State Route 481 business corridor that support the needs of local residents, visitors, and through traffic.
- Create an attractive and business friendly environment for new and existing businesses.
- Capitalize on the location of the BOA Study Area in relation to Oswego and Syracuse.
- Increase the BOA Study Area's tax base through the attraction of new light industrial, commercial and mixed-use development.
- Expand job training and educational opportunities to create a more skilled local workforce.
- The City of Fulton should integrate smart growth and green infrastructure initiatives into its economic revitalization policies.

Goal 3: Create new and expanded transportation options in the BOA Study Area.

For the BOA Study Area to compete as a destination locally and regionally, it must offer residents, tourists, and businesses access to an array of alternative transportation choices. Expand existing transportation infrastructure to include multi-modal transportation options.

Objectives:

- Promote the BOA Study Area as a bicycle, pedestrian and recreational waterborne transportation friendly place.
- Expand the existing public transportation infrastructure and service.
- Work regionally to link paths, trails and sidewalks with neighboring communities.
- Preserve, expand and maintain river access, and neighborhood bicycle and pedestrian connections.



Goal 4: Preserve and enhance the quality of the BOA Study Area's residential neighborhoods.

The City of Fulton should offer quality, affordable housing in close proximity to jobs and amenities in order to attract young residents and help older residents to age in place. BOA Neighborhoods are marked by pockets of deterioration and underutilized sites. The aging housing stock within the BOA Study Area must be rehabilitated to provide a variety of housing options to current and future residents.

Objectives:

- Foster a strong sense of place in the BOA Neighborhoods.
- Encourage infill development in order to strengthen the fabric of the BOA Neighborhoods.
- Improve the quality and appearance of the housing stock within the BOA Study Area.
- Promote a balanced blend of quality housing opportunities, including a desirable range of housing types and affordable price ranges.
- Promote a diverse housing market to meet increasingly specialized housing requirements including elderly, handicapped, and the young adult population.
- Encourage home ownership opportunities for new and existing residents in the BOA Study Area 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.

Recreational resources, such as parks, open space, and trails, provide an important means for protecting valuable natural resources and preserving safe, scenic areas for resident use and enjoyment. The City of Fulton should implement strategies to better connect residents and visitors to passive and active recreational facilities on the Oswego Canal and throughout the BOA Study Area.

Objectives:

- Enhance and maintain a sustainable, high-quality parks and recreation system that reflects the needs of the BOA Study Area.
- Foster awareness of the City's resources for recreational and cultural enjoyment.
- Establish and maintain a public waterfront with both active and passive recreational opportunities to serve as an attraction and a destination for residents and visitors.
- Connect neighborhoods, parks, and the waterfront through an expanded network of bicycle and pedestrian friendly streets and trails.



- Preserve, expand, and maintain community green space, river access, and active and passive recreational facilities.
- Increase community recreational access, participation, and programming for all ages.

Goal 6: Increase community development efforts in the BOA Study Area.³

The BOA Study Area is characterized by a diverse population and City of Fulton should provide equitable community development opportunities for residents. Continue to meet the needs of residents in the BOA Study Area by building partnerships with local, regional, and state agencies to offer programs for community health, education and sustainability.

Objectives:

- Encourage community pride and historic preservation of the BOA Study Area.
- Provide easy access to healthy food for residents of the BOA Study Area.
- Improve the overall appeal and appearance of the BOA Neighborhoods.
- Develop sustainable neighborhood programs and initiatives for the BOA Study Area.
- Increase the amount of residents that are involved in community development and beautification.
- Develop stronger links between community members and local and regional educational/cultural organizations.
- Promote and enhance live/work relationship by creating local economic opportunities and increase home ownership programs.

Fulton Brownfield Opportunity Area Boundary & Justification

Brownfield Opportunity Area Boundary

The Fulton BOA Study Area focuses on Fulton's older, developed, industrial and waterfront areas and proximate NYS 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 and Route 176 to the east, and bending back west towards the River running parallel to Van Buren Street to the north. See **Map 2: BOA Study Area Context** and **Map 3: 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.

³ This goal will be strengthened by interviews with Oswego County Opportunities during Phase II of the BOA Nomination Study.



Brownfield Opportunity Area Boundary Justification

The entire BOA Study Area as initially presented in the BOA grant application consisted of the entire City of Fulton. The City of Fulton and Oswego County originally identified over thirty (30) properties to be examined during the BOA Nomination Study process. These properties were located on both sides of the Oswego River and all were considered abandoned, vacant, or underutilized.

After initial analysis, it was determined that the BOA Study Area be further refined to only include those properties located on the eastern side of the Oswego Canal. With the Oswego Canal serving as a natural boundary and the majority of potential sites being located in the eastern half of the City, this boundary allows the City to focus its redevelopment efforts. As a result, the BOA Study Area includes twenty-one (21) potential brownfield sites. These sites will be examined thoroughly during the Phase II Nomination Study.



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 that have been losing population and are experiencing difficulties creating job growth, such as Fulton, 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, during the Phase I Nomination Study, the overall demographic and market trends



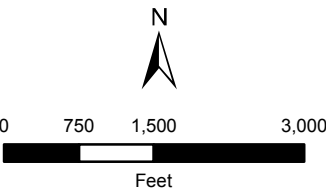
were compared with the City's strengths, weaknesses, physical land base and emerging or sustainable industries. Many of the individual brownfield sites in the BOA Study Area are characterized by vacancy, underutilization, environmental contamination or a perceived threat of contamination. Properties 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.

MAP 1: COMMUNITY CONTEXT

Brownfields Opportunity Area
CITY OF FULTON
OSWEGO COUNTY, NEW YORK

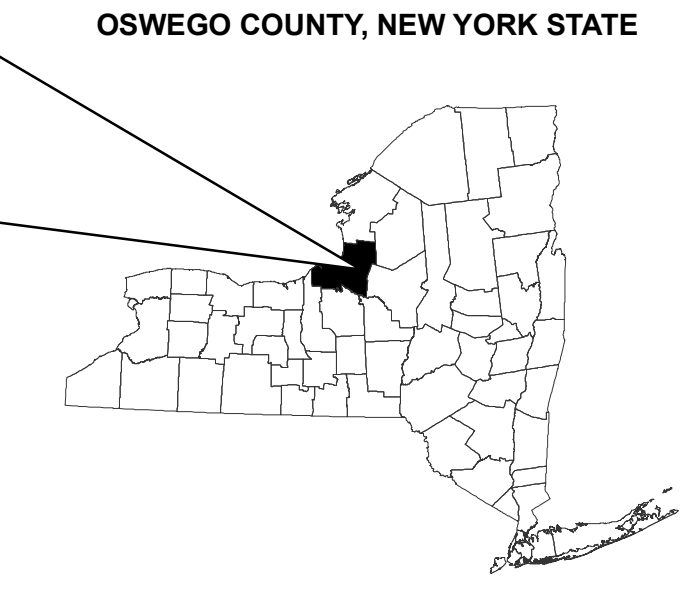
LEGEND

- City of Fulton
- Adjacent Town (Granby & Volney)
- Parcel
- Body of Water
- Limited Access Highway
- State, County and Local Roads

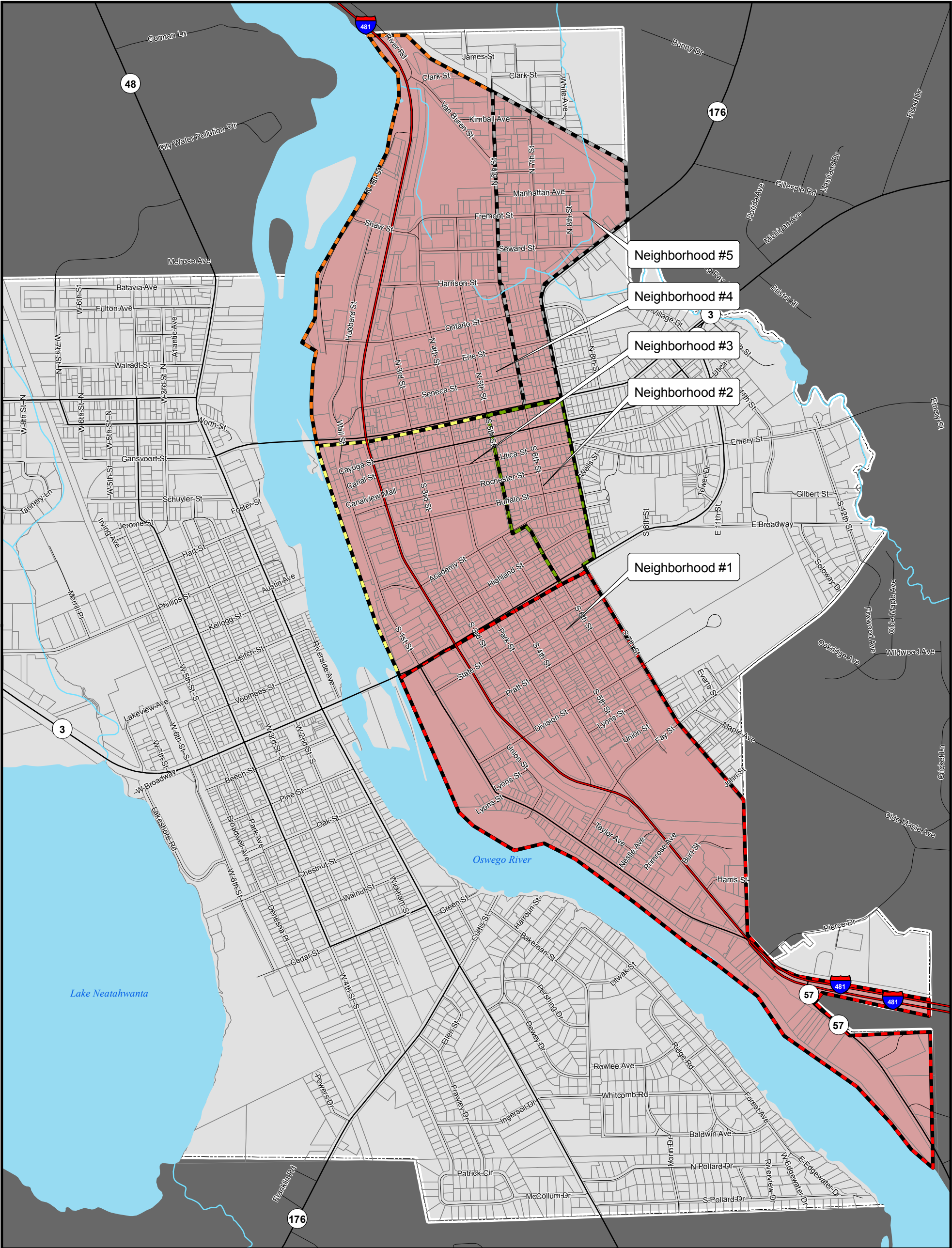


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LEGEND

- | | | | |
|--|-----------------------------|--|-----------------|
| | City of Fulton | | Neighborhood #1 |
| | Adjacent Towns | | Neighborhood #2 |
| | BOA Boundary | | Neighborhood #3 |
| | Parcel | | Neighborhood #4 |
| | Body of Water | | Neighborhood #5 |
| | Limited Access Highway | | |
| | State, County & Local Roads | | |

Map 3: BOA Study Area & Neighborhoods

Brownfields Opportunity Area
CITY OF FULTON
OSWEGO COUNTY, NEW YORK



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0 0.125 0.25 0.5
Miles

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Section 2. Community Participation Plan & Techniques to Enlist Partners

Community Participation Plan

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 A: Community Participation Plan.**

The Community Participation Plan meets the following objectives:

- The public should recognize the importance of the Nomination Study as a Revitalization Plan to guide future planning and zoning decisions in the City of Fulton.
- The outreach effort is intended to engage a full range of stakeholders in the community including residents, business owners and elected representatives.
- The public should have easy access to project technical information, maps, and analyses.
- All involved agencies, including the City, should serve as a conduit throughout the process of the analysis, evaluation, and Nomination process (including SEQRA).
- The Fulton BOA Steering Committee should strive to solicit input from the broadest possible range of perspectives and interests in the community.
- Input should be solicited through a variety of technical and non-technical means and should be carefully considered and responded to in a timely manner.
- The community participation process should be approached in a way that enfranchises local residents and strengthens the sense of community.
- Participation should further the vision of the community; enhance civic pride, and encourage future participation in the long-range decision making process for the Study Area.



A successful Community Participation Plan will continue even after the BOA study is complete, as contacts and partnerships formed during the process will continue to carry out the goals and recommendations of the Study. The full methodology and process is outlined in **Appendix A: 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.

Local Participation

Three public workshops were conducted in Fulton for the BOA Study Area. These workshops were designed to ensure that the final outcome of the planning process reflects the community's vision for the BOA Study Area and its surroundings. Each focus group workshop consisted of a presentation by the planning consultants to educate the public about the planning process, followed by a roundtable discussion with the public. Marketing materials were distributed to solicit participation at the workshops, including a newsletter to aid in educating the public about the BOA program and process. A copy of the newsletter and the marketing materials are included in **Appendix B: Public Workshops & Outreach Materials**.

Strengths, Weaknesses, Opportunities and Threats Workshop: Two community-wide workshops for the BOA Nomination Study were held in Fulton on September 25, 2008 and on October 23, 2008. The second workshop was video recorded and subsequently televised on the local access network. During the workshop, the BOA Program and process was introduced to the public and the participants were asked to identify the strengths, weaknesses, opportunities and threats (SWOT) experienced or perceived within the Study Area. Strengths are internal characteristics that the community can build on to achieve the desired vision. Weaknesses are



internal issues that may make it difficult to achieve the vision, but are factors that the community can influence. Opportunities are factors that the community can possibly take advantage of to achieve the vision. Threats are conditions the community should guard against.

The participants revealed what they considered to be the most apparent positive and negative features of the Study Area and laid the foundation for the development of the future goals and recommendations. The table below organizes the factors identified by the participants, related to Fulton's ability to achieve the community vision, into each of the four categories: strengths, weaknesses, opportunities, and threats. In addition, participants were asked to individually identify the most important concept in each of the four categories. These concepts are identified with a "*" in **Table 1: SWOT Workshop Results**. The full summary of public opinions and ideas generated from the workshops are contained in **Appendix B: Public Workshops & Outreach Materials**.

Table 1: SWOT Workshop Results

Oswego River,(its riverfront & access points)* Lake Neatahwanta * Gateway to Lake Ontario* Natural landscape and viewsheds* Historic homes and structures History of canal and locks Proximity to transportation hubs Small-town atmosphere and safety Variety of parks, recreation areas, and recreational resources Industry and manufacturing Existing infrastructure Zoning Strong healthcare and education system	Population's dependence on public services* High tax rate* Antiquated infrastructure* Low median income* Potential loss of hospital* Lack of aesthetic appeal in new development* Large percentage of rental housing Vacant structures Lack of employment opportunities Lack of streetscape and landscape design guidelines Lack of destinations and attractions Lack of retail and sit-down restaurants Lack of youth activities High utilities costs High senior population Disrepair of housing Abundance of big box retail and car lots Community apathy Industrial sites along Oswego River Flood plains
--	--



Opportunities	Threats
Recreational activities along river* Indoor Recreation Facility* Marketing lake and river for tourism* Waterfront development* Adaptive reuse* Workforce development* Train service to Syracuse and Oswego Hydro power to promote job creation Improve hotel/motel accommodations Upscale dining BOCES Terminal for port and chocolate expansion History of Chocolate tourist attraction	Community Apathy* Poor quality of life* Decreasing employment opportunities, especially living wage jobs* Potential loss of hospital* Decreasing property values* Appearance of entry-corridors* Lack of pedestrian and bicycle safety* Limited physical activity in winter* Rising taxes and utility costs Loss of population to other areas Lack of family events, cultural offerings, community gatherings Climate By-pass route around City Potential loss of City status Lake pollution Brownfield sites Loss of tax revenue with arrival of Wal-Mart Power plant affecting housing Loss of representation in legislature

Community Walk & Talk Charrette:

Summary to be prepared as part of the Fulton Phase II BOA Nomination Study.

Techniques to Enlist Partners

In order to successfully implement and advance the BOA Nomination Study, the City of Fulton needs to identify and activate project partners. These partners may be local or regional, but will be instrumental in the successful revitalization of the City. Some of these organizations may already meet for inter-agency coordination of resources and strategies. The purpose of the BOA Nomination Study will be to identify and create dynamic relationships that are long lasting and accomplish brownfield redevelopment in the City of Fulton.

Utilization of New York State and Federal brownfield redevelopment tools and the tasks associated with the development of the Nomination Study will require that the project partners develop an intimate knowledge of the Study Area, an ability to identify and locate necessary information and a keen awareness of the regulatory and legislative environment. Key project partners were identified by the Fulton BOA Steering Committee. These agencies and organizations include the following:



- City of Fulton
- Fulton/Local property owners
- Fulton City School District
- Fulton Community Development Agency (CDA)
- Real Estate Agencies
- Greater Oswego-Fulton Chamber of Commerce
- Operation Oswego County
- Oswego County Legislature
- Oswego County Community Brownfield Advisory Group (CBAG)
- Oswego County Opportunities (OCO)
- Cayuga Community College (CCC)
- Metropolitan Development Association (MDA)
- National Grid
- New York State Canal Corporation (NYSCC)
- New York State Department of Environmental Conservation (NYSDEC)
- New York State Department of State Division of Coastal Resources (NYSDOS)
- New York State Department of Transportation (NYSDOT)
- New York State Division of Housing and Community Renewal (DHCR)
- New York State Empire State Development Corporation (ESDC)
- Federal Housing Administration (FHA)
- U.S. Department of Transportation (DOT)
- U.S. Environmental Protection Agency (US EPA)

Community Partners

Key community partners, both local and regional, will continue to be identified by the Fulton BOA Steering Committee to solicit their participation in revitalizing the City. A variety of community partners have been involved and/or identified. The following is a list of these community partners; contact information is included in **Appendix C: Community Partners**.

- **City of Fulton:** In partnership with the Oswego County, the City of Fulton has led the BOA Study Area effort. The Mayor, as a member of the Fulton BOA Steering Committee, has provided insight into the historic use of key brownfield sites throughout the City, as well as the City's ongoing efforts to remediate several of these properties. Other Department officials and Board members were active in the public workshops and will be advocates of the implementation process.



- **Fulton/Local property owners:** Property owners whose properties are within the BOA Study Area will be instrumental to the success of the revitalization efforts. Property owners were invited to participate in workshops, surveys, and outreach to understand their concerns and needs. Educating property owners of the program and process will be the key to advancing the goals and recommendations of the Study.
- **Fulton City School District:** A partnership with the Fulton City School District would be a unique opportunity to benefit the City as a whole. Identifying methods to involve the City's youth in the revitalization of their community would help create a stronger quality of life for all residents in the City.
- **Fulton Community Development Agency (CDA):** The Fulton CDA actively works with property owners to assist with: Homeownership; Community Development Block Grants (CDBG); Economic Development; Fair Housing; Housing Rehabilitation; Lead Paint Program; and Rental Assistance. The Fulton CDA operates several Federal and State grants for the City, specifically HUD programs. Recently the agency became a HUD-Approved Housing Counseling Agency. The Fulton CDA also successfully received approval to serve as the administrator of new funds for the CDBG Weatherization Assistance Program (WAP) under the American Recovery and Reinvestment Act (ARRA). The Fulton CDA will be important throughout the BOA process in allocating necessary subsidies for rehabilitation projects and assisting property owners with financial incentives to engage in the brownfield remediation process.
- **Real Estate Agencies:** The City of Fulton and Oswego County have numerous real estate agencies. These agencies speak to property owners, developers, and business leaders on a daily basis. As a community partner in the planning process, realtors can advance the City's vision for reinvestment and revitalization.
- **Greater Oswego-Fulton Chamber of Commerce:** Engaging area business owners will be key when focusing on expanding existing and developing new commercial and business opportunities associated with the economic development facets of the BOA Program. Not only will the Greater Oswego-Fulton Chamber of Commerce be useful in marketing the key brownfield sites, but also may serve as an outlet for identifying end users for the targeted BOA properties.
- **Operation Oswego County:** The County's Industrial Development Agency is a nonprofit corporation that administers Oswego County's economic development programs and offers financing and other forms of assistance to promote, develop, encourage, and assist in the acquiring, constructing, reconstructing, improving, maintaining, equipping, and furnishing of industrial, manufacturing, warehousing, commercial, research, and recreational facilities. Although private companies benefiting from Industrial Development Agency participation are technically exempt from local government property taxes, a Payments in Lieu of Taxes Agreement (PILOT) is entered into between Operation Oswego County and any applicant. These PILOT Agreements are used as an incentive for business to locate in Oswego County.



- and could be beneficial to the long-term revitalization of Fulton. This organization's mission is to create and retain jobs, strengthen the economic base, and to plan future development.
- **Oswego County Community Brownfield Advisory Group:** The CBAG oversees multiple brownfield initiatives throughout the County. In addition, the CBAG will provide insight and assistance with securing strategic partnerships to advance the BOA process.
 - **Oswego County Opportunities (OCO):** The BOA Program should incorporate existing public transportation networks into the planning process. OCO currently serves the City of Fulton with a bus system that reaches all areas of Oswego County, including the rural and suburban Towns and Villages. OCO is a non-profit organization dedicated towards the delivery of several human services, including safe, affordable public transit to all County residents. Specific programs have been designed and implemented that address the needs of both economically and physically disadvantaged persons in Oswego County, such as, Non-Emergency Medical Transport, Call-N-Ride, Oswego County Public Transit (OPT), and Retired Individuals Driving the Elderly Services (RIDE). The BOA process should examine OCO's programs and services, and prioritize those sites that are best served by public transit.
 - **Oswego County:** The County is a project partner with the City of Fulton. The County provides support and resources to assist the City with the redevelopment and revitalization of the BOA properties.
 - **Cayuga Community College (CCC):** Partnerships with local universities and colleges are important in the continued revitalization of urban areas. CCC is part of the State University of New York (SUNY), the nation's largest comprehensive network of public higher education. The college expanded their existing campus in Auburn with a satellite campus in downtown Fulton in 2001. The Fulton campus now serves over 1,000 students each academic year. CCC continues to broaden the scope of programs offered at the Fulton campus, providing opportunities for local residents to obtain training and certification in new cutting edge technologies and job sectors. With increased focus and attention on the new green economy on a national level, the college is developing new programs to allow for local training in related fields that will result in immediate job creation and growth. The BOA Program should continue to support the CCC downtown Fulton campus and provide opportunities to expand the current programs offered.
 - **Metropolitan Development Association (MDA):** The MDA serves the region through implementation of key development projects. The MDA represents the area's business leadership, and has been instrumental in economic development projects and providing immediate access to the people who can make things happen. The MDA has participated in the local workshops and the stakeholder seminars. The MDA has the resources to connect the City with developers experienced in redeveloping brownfields.
 - **National Grid:** National Grid offers a host of programs, services, and resources for economic development and brownfield revitalization. National Grid was an active participant at the stakeholder seminars and is a project partner that could significantly assist property owners in the Study Area.



- **New York State Canal Corporation (NYSCC):** Many of the BOA-targeted properties are located on the Oswego River Canal. In order to effectively include these properties in subsequent steps of the BOA Program, the NYSCC would need to be engaged and active in Fulton BOA Steering Committee decisions.
- **New York State Department of Environmental Conservation (NYSDEC):** State government partner sponsoring the BOA Program. A representative from the NYSDEC provides guidance, information, and access to resources throughout BOA Study Area effort.
- **New York State Department of State Division of Coastal Resources (NYSDOS):** State government partner sponsoring the BOA Program. A representative from the NYSDOS provides guidance, information, and access to resources throughout BOA Study Area effort.
- **New York State Department of Transportation (NYSDOT):** BOA redevelopment projects which would occur in transportation-related areas, such as along State Route would be greatly assisted with the involvement of the NYSDOT for funding, technical assistance, and coordination.
- **New York State Division of Housing and Community Renewal:** The Division of Housing and Community Renewal is responsible for the supervision, maintenance and development of affordable low- and moderate-income housing in New York State. The Division performs a number of activities in fulfillment of this mission, including: Community Development, Housing Operations, Rent, and Policy Research and Development.
- **New York State Empire State Development Corporation (ESDC):** The City of Fulton is served by the Central New York Region of ESDC. Through a partnership with ESDC, the City could incorporate existing programs and incentives into the planning process, as well as build public-private partnerships that can assist in economic development activities. ESDC actively promotes the Riverview Business Park in the Town of Volney as the nation's largest renewable and alternative energy business parks. The BOA process should incorporate the opportunity for related alternative energy job creation in the City of Fulton to build on its proximity to this unique resource.
- **Federal Housing Administration (FHA):** The Federal Housing Administration, generally known as "FHA," provides mortgage insurance on loans made by FHA-approved lenders throughout the United States and its territories. FHA insures mortgages on single family and multifamily homes including manufactured homes and hospitals. It is the largest insurer of mortgages in the world, insuring over 34 million properties since its inception in 1934.
- **U.S. Department of Transportation (DOT):** Serve the United States by ensuring a fast, safe, efficient, accessible and convenient transportation system that meets our vital national interests and enhances the quality of life of the American people, today and into the future.
- **U.S. Environmental Protection Agency (US EPA):** The long-term remediation activities have the potential to impact many of the planning and potential environmental investigation/remediation projects that are part of the BOA Study Area. The BOA Program could benefit substantially from coordination and technical support provided by the US EPA.



The U.S. EPA does possess a substantial amount of data from areas adjacent to many sites in the BOA Study Area.

Stakeholder/Partner Seminars

Stakeholder or Partner seminars were used to gather the views and opinions of the project partners, and assist in identifying key development issues. In addition, these Stakeholder Seminars serve to educate the stakeholders regarding the purpose and intent of the BOA program, the benefits afforded by the BOA designation, and the roles and responsibilities of the stakeholders in the success and implementation of the BOA.

The sessions and topics corresponded chronologically with the components of the Study. From project initiation through implementation, there will need to be many public/private partnerships fostered to facilitate funding, permitting, and remediation. All community stakeholders should be knowledgeable of the entire process and have the ability to coordinate resources when and where appropriate based upon project needs and timeline. These seminars are intended to inform and update all potential partners to advance the City of Fulton's BOA program.

Stakeholder Seminar #1: The first Stakeholder Seminar was held on October 16, 2008. This seminar was used to establish a connection with the City's potential partners and to introduce these partners to the BOA planning process and Study Area. A presentation on the BOA program and process was provided, as well as information regarding what is a "brownfield." In general, the purpose of the seminar was to begin building an understanding of the State's BOA program and the elements specific to Fulton's BOA; to raise awareness among key segments of the community about it (the stakeholders); and to obtain thoughts and feedback from the stakeholders in guiding the Fulton BOA process. A copy of the presentation is included in **Appendix D: Stakeholder Seminars**.



Stakeholder Seminar #2: The second Stakeholder Seminar was held December 2, 2008. Personal invitations went to all stakeholders that attended the first seminar, as well as additional new potential partners identified. The second seminar was intended to further educate the City's project partners about the BOA program. The purpose of the second seminar was to identify and discuss elements unique to brownfield redevelopment; examine the tools available to assist in studying and remediating properties; and to consider the importance of such tools in community planning. A copy of the presentation is included in **Appendix D: Stakeholder Seminars**.

Stakeholder Seminar #3:

Summary to be prepared as part of the Fulton Phase II BOA Nomination Study.

Section 3. Analysis of the Proposed Brownfield Opportunity Area

Community and Regional Setting

Geographic Location

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 as a 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.



The current land uses for the City of Fulton reflect its early settlement pattern along the bisecting river. Traditionally, the Canal was used as a working waterfront and mills dependent upon the water for power located in close proximity, producing textiles, paper and machine tools. Many of these past uses spurred additional development including industrial, transportation, public services, and commercial uses. This development pattern is notable on the eastern edge of Fulton's riverfront, which is the location of the BOA Study Area.

From the mid-19th century to the mid-20th century, manufacturing was the foundation of Fulton's and the BOA Study Area's growth and prosperity. Towards the end of this period many cities in the Northeast region, including Fulton, began to lose these manufacturing jobs, along with the workforce that was once employed by the mills and plants. The result of this job and population loss left Fulton one of many post-industrial cities. Post-industrial cities are typically located close to water, and have major portions of their urbanized areas dedicated to empty, previously used industrial properties.

Currently the Oswego Canal is one of only four operational canals in New York State. The Oswego Canal is part of the New York State Barge Canal, and is used extensively for both commercial and recreational purposes. 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.



As the City of Fulton continues to enhance its downtown and riverfront on the eastside of the Canal and develop strategies for revitalizing the BOA Study Area, rehabilitation of properties that once served industrial needs to more modern waterfront needs will be critical. The 531 acre BOA Study Area and the 21 identified sites are all located along or near the waterfront, with the intent of redeveloping water-related housing, retail, tourism and industrial development.

Demographic, Social & Economic Indicators

By examining the population, past, present and future, recommendations can be made concerning the socioeconomic make-up of the community. In addition to the City data provided in this section, comparisons to Oswego County and the State of New York have been made where appropriate. These comparisons provide a level of context required to assimilate an understanding of past and future estimated growth patterns for the City of Fulton in comparison to the region.

Table 2 shows the projected population for the City of Fulton from 2000 to 2013. The City's 2000 census population was 11,855 people. Between 1990 and 2000 the City lost 8.3% of its population, and is expected to continue losing residents through 2013. This trend is typical for Upstate New York Cities, who are losing population while surrounding suburbs and rural areas are gaining residents and constructing new houses and infrastructure to handle the population increase.

Table 2: Population Projections

Population Projections							
Market Area	1990	2000	2008 (est.)	2013 (proj.)	% Change 1990-2000	2000-08	2008-13
City of Fulton	12,929	11,855	11,673	11,608	-8.3%	-1.5%	-0.6%

Source: U.S. Census Bureau

One of the reasons for the population loss in the City of Fulton can be attributed to the loss of traditional manufacturing related employment opportunities. As shown in **Table 3**, residents faced an unemployment rate of 9.2% in 2000, which was considerably higher than the national average (it should be noted that these numbers are from 2000 and do not reflect 2010 economic conditions).

Table 3: Local Economic Indicators

Market Area	Median Household Income	Per Capita Income	Poverty Rate	Unemployment Rate
City of Fulton	\$ 29,018	\$ 16,133	19.3%	9.2%

Source: U.S. Census Bureau



Table 4 details the job growth that occurred in Oswego County between the years of 2002 to 2006. The County experienced an overall net loss of 1,720 jobs, an overall decline of 4.8%. These jobs were based in the manufacturing industries. However, several industries did experience job growth, including health care and social assistance (461 jobs), wholesale trade (89 jobs), and finance and insurance (68 jobs).

Table 4: Countywide Job Growth

Private Industry Segments With Significant Job Growth* in Oswego County, 2002-2006			
Description	Employment		Net Change
	2002	2006	
HEALTH CARE & SOCIAL ASSISTANCE: Social Assistance	856	992	136
HEALTH CARE & SOCIAL ASSISTANCE: Hospitals	1,015	1,139	124
RETAIL TRADE: Building Material & Garden Supply Stores	254	357	103
HEALTH CARE & SOCIAL ASSISTANCE: Nursing & Residential Care Facilities	923	1,026	103
HEALTH CARE & SOCIAL ASSISTANCE: Ambulatory Health Care Services	1,095	1,191	96
MANUFACTURING: Printing and Related Support Activities	---	82	82
WHOLESALE TRADE: Merchant Wholesale, Nondurable Goods	98	178	80
FINANCE & INSURANCE: Financial Investment & Related Activity	12	72	60

*Defined as net employment growth of 50 or more

Source: NYS Department of Labor and E.M. Pemrick and Company

Overview of Community Features & Conditions

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 also is dealing with a population that is aging in place without young persons and families deciding to resettle 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 downtowns, parks, and cultural venues.

Housing

U.S. Census figures show that the City had a 10.5% vacancy rate for housing in 2000, compared to 5.9% in 1990. The rental vacancy rate in 2000 was 12.2%, compared to a homeowner vacancy rate of 2.8%. While there has been a low demand for owner-occupied and rental housing in Fulton, Oswego County has continued to receive new applications for residential building permits. The City has only had a few single-family houses built in the last 20 years, whereas the County has issued thousands of permits for new single-family homes during the same time period. This may be attributable to the desire over the last few decades for families to locate in rural and suburban areas in Oswego County, as opposed to established urban centers. This is a phenomenon that has plagued many urban communities throughout Upstate New York, resulting in metropolitan regions that continue to consume land at a rate much higher than population growth.



Public Services

The City of Fulton is serviced by both paid fire and police protection staffs. According to the *City of Fulton Comprehensive Plan*, there are two fire stations located in the City. Fire station No. 1 is located in the City's Municipal Building, which is located within the BOA Study Area, and is able to provide sufficient response time to the entire eastern side of the City. The same can be said about the Police Department, which is also located at the City's Municipal Building, and provides sufficient response time, as well as, neighborhood safety patrol.

Parks and Recreation

With Lake Neatahwanta and the Oswego River, the City of Fulton provides abundant waterfront access to all residents. 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. Van Buren Park is the largest neighborhood park, providing close proximity to the riverfront and an excellent opportunity to improve the resident's quality of life. Residents of all ages gather year round at two local indoor recreational venues, the Fulton Community Center Ice Arena and War Memorial. Both venues provide opportunities for increased availability of local sporting events, community gatherings, and social events.



Infrastructure and Schools

The City of Fulton contains complete public water, sewer and a conventional urban stormwater management infrastructure system that serves the BOA Study Area and has the available capacity to deliver service to future development. The City provides water service to approximately 12,900 users daily, which extends beyond City limits. The public sanitary sewer system was updated in the 1980's when the City bonded for \$8 million to update 60 miles of infrastructure. The conventional urban stormwater management infrastructure system catches water at curbside and delivers it via underground piping to nearby water bodies. In addition, the BOA Study Area contains the Fulton City School District Office within its boundaries.



Current & Historic Economic Land Use Development Trends

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. Fulton is within 300 miles of 50% of the U.S. population, making it an ideal location for regional distribution. Oswego Opportunities and A.L. Lee Memorial Hospital provide an additional 800 jobs in the City of Fulton.

In the last two decades of the 20th century, the City of Fulton has continued to lose population at an accelerated rate. One factor for this trend is the appeal of suburban and country living in the towns surrounding the City of Fulton or farther out in Oswego County. During the 1980s, Fulton's population was stabilized by a jump in the number of construction jobs associated with the development of new power plants in the Town of Scriba. The construction of these major power plants sustained the local economies and attracted a skilled workforce to the area. However, the rapid in-migration of the construction workforce accelerated conversion of many of Fulton's larger single-family homes into rental units, causing a host of maintenance problems in neighborhoods, ranging from parking to loss of residential character.

Upon completion of the projects in the mid 1980s, the population resumed its downward trend. Both Fulton and Oswego experienced a large out-migration of construction-related workers and their families. The City has utilized its community partners in the past to provide incentive packages, Community Development Block Grant (CDBG) financing, benefits through the Empire Zone, and other local, state, and county funding.



Today, the City of Fulton faces many of the same problems as larger urban centers such as Syracuse and Binghamton. Public infrastructure is aging along with the City's housing stock with limited funds for improvements. The poverty rate has increased and remains at a higher level than Oswego County overall, and the City's median household income of its urban residents has not kept pace with the broader County. In 1990, nearly 17% of Fulton's residents were over 65 years of age, compared to only 11% in Oswego County. Fulton's population is aging in place without young families choosing to settle in Fulton.

Fulton is not alone in its economic circumstance; old industrial cities throughout upstate New York, New England, and the Mid-West are similarly struggling with transition. Many urban areas in the northeast have started to recover; the goal of urban revitalization is not unreachable. Demographic and cultural trends indicate that vibrant urban places will remain a lifestyle alternative for an increasing number of Americans.

The City of Fulton and the Fulton Community Development Agency (CDA) have made sustained efforts to stabilize Fulton's neighborhoods, urban core, and economic base. Major

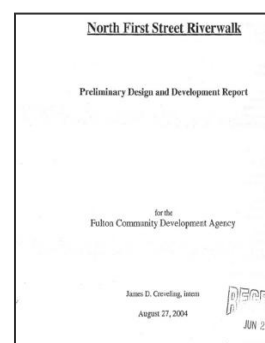
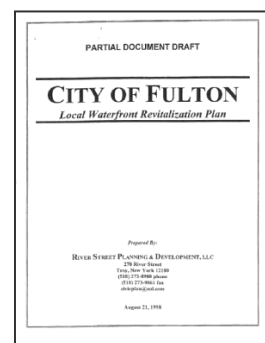


accomplishments of City departments and partner organizations include application of federal community development block grants to renew public infrastructure and rehabilitate housing; development of a canal front park; conversion of an historic mill site into senior housing; and the development of the Bullhead Point Pavilion and Boat Launch on Lake Neatahwanta.

Fulton's Planning Efforts

The City of Fulton has completed numerous planning efforts over the past several years. Each of these plans contains research, analysis, and recommendations that are directly related to the successful integration of goals and strategies of the BOA Nomination Study. These plans and studies include:

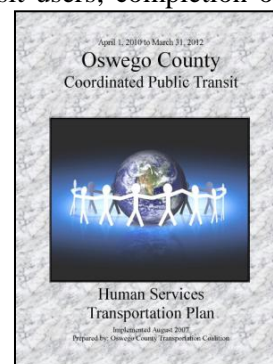
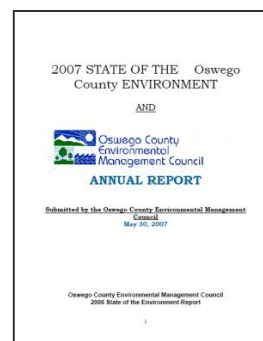
- **Oswego County Comprehensive Plan, 1997:** The goals contained in the Plan recognized preserving the County's community character through proper community design and land use, open space development, and infrastructure investment. Specific topics discussed related towards brownfield redevelopment included: encouraging the preservation, maintenance, rehabilitation, 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 Local Waterfront Revitalization Plan (LWRP), 1998:** The City of Fulton completed an LWRP in 1998, which established a set of policies for future development of the Oswego River/Canal waterfront. The LWRP boundary includes several of the proposed brownfield sites. Policies identified in the LWRP directly relate to the objectives of Fulton's BOA Nomination Study and 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, 2003:** Fulton prepared a new Comprehensive Plan in 2003 to build upon the City's biggest assets, its neighborhoods. The Plan's vision was to restore Fulton as a complete community in the regional economy. 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 cleaning up environmental resources to support environmentally based 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:** 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 and proposed to turn the waterfront into an active and passive recreational amenity for the City. This area is also part of the Fulton BOA Nomination Study and the design recommendations should be integrated into the BOA Nomination findings.

- **State of the Oswego County Environment, 2007:** The Oswego County Environmental Management Council (EMC) was established in 1971, and serves as an 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 2007 annual report prepared by EMC reviewed species, wetlands, and water quality, as well as specific sites and geographic locations, in the Oswego River corridor and Lake Neatahwanta. It identified several sites in Fulton as environmentally hazardous or brownfield assessment sites, some of which have already undergone EPA Phase I Environmental Site Assessments (ESA) include: 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 and will be further examined in the BOA Nomination Study.
- **Oswego County Coordinated Public Transit Human Services Plan, 2010:** Oswego County Transportation Coalition updated the Oswego Coordinated Public Transit Human Services Plan in 2010. The 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.





Inventory and Analysis

Neighborhood Assessments

The City of Fulton is comprised of several diverse neighborhoods. While most neighborhoods are difficult to define geographically, residents and business owners in urban areas, like Fulton, often connect to each other as a result of socio, economic, land use or natural features that define a particular area or neighborhood. For purposes of consistency, the geographic locations of the neighborhoods included in the BOA Nomination Study are defined based upon the *City of Fulton Comprehensive Plan*, which followed the U.S. Census Block Group boundaries. The BOA Study Area includes five (5) neighborhoods. A neighborhood assessment was completed for each; neighborhood numbers were assigned randomly and not by any ranking system. See **Map 3: BOA Study Area and Neighborhoods** for the location of each neighborhood within the Study Area.

BOA Neighborhood #1

The BOA Neighborhood #1, located in the southern portion of the BOA Study Area, is the largest neighborhood comprising almost 230 acres of the 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. The Nestle Building is designated in the M-1 Zoning District and is directly adjacent to the residential neighborhood.



The area includes NYS Route 481, a wide, heavily traveled transportation corridor that serves as the City's northern and southern gateways. The City constructed a well designed gateway sign welcoming motorists to the City of Fulton. The corridor contains several suburban style chain commercial developments in the southern portion of the neighborhood with parking lots in the front of the buildings. This area of the neighborhood 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.

Single-family residential dwellings comprise almost 25% of the overall neighborhood between Route 481, Broadway and South Seventh Street and is zoned R-1A. These houses vary in condition, but are mostly well maintained historic houses. This neighborhood is walkable with sidewalks and pedestrian right-of-ways, all of which lead to downtown and other neighborhoods in the Study Area. Another portion of this neighborhood is located along First Street and includes parcels





that border the Oswego Canal. This area is also zoned R-1A and also consist primarily of residential dwellings. The housing stock is a mix of older and newer/renovated homes and includes the Oswego Falls Playground. Further north on First Street the large industrial parcels abut the residential lots, which presents a land use conflict.

BOA Neighborhood #2



The BOA Neighborhood #2 is located in the central eastern portion of the BOA Study Area and is the smallest neighborhood totaling only 28 acres. The area is a traditional neighborhood, zoned mostly R-1A, with small blocks containing single and multi-family residential houses. The street signs have historic character, with black plates and white lettering, allowing visitors to distinguish the neighborhood as a unique part of the City. Most streets in the neighborhood are served by sidewalks, allowing residents to walk to destinations safely. The architecture is primarily from the turn of the century; however, some structures appear to be more recently constructed. Most structures in the neighborhood are well maintained.

Many of the traditional corner store commercial buildings have remained and are still in business, including a mini-mart and a recycling center (zoned C-1). Oneida Street is the busiest street in the neighborhood, and lacks traffic calming devices to slow auto traffic for pedestrians using the sidewalks.



BOA Neighborhood #3

The BOA Neighborhood #3, located in the central western portion of the BOA Study Area, is generally considered “downtown” Fulton. The neighborhood consists of several single-family residential areas zoned R-2 and R-3 located on the eastern edge of downtown. This area provides an excellent opportunity for residents to be able to frequent downtown businesses as pedestrians can walk along old growth tree lined streets surrounded by historic housing. In addition, the neighborhood features the East Side Park which is well maintained and is adjacent to the Fulton City School District Offices. Both of these community assets are located in the center of the neighborhood, providing public spaces for residents.

The area closest to the Oswego Canal, First Street and its adjoining streets are densely developed and resemble traditional downtown development patterns. This area is zoned C-2 and is the only



part of the City that is zoned C-2A. 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. Many cultural amenities are also located along First Street and the Oswego Canal, such as the library, City Hall, boating amenities, Veterans Park, and the recently constructed gazebo overlooking the Oswego Canal. Whereas, 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.



BOA Neighborhood #4



The BOA Neighborhood #4, located in the northwestern portion of the BOA Study Area, is the second largest neighborhood (94 acres) within the BOA boundaries. This area has a diverse land use mix, with the highest amount of commercial buildings of any neighborhood, most of which are located along Route 481 which bisects the neighborhood. The businesses located along this corridor are primarily manufacturing and industrial related. This is due to the zoning of the corridor as mostly M-1, with some C-2. Traffic along the corridor is busy and automobiles travel at high speeds in this section of the City. The Route 481 corridor lacks traffic calming devices and sidewalks.

The adjoining streets to Route 481, such as Harrison and Shaw Street are both industrial and are appropriately zoned M-1. These sites contain identified contaminated parcels. Recognizing the threats that these parcels provide to residents, the City and County have initiated the environmental remediation of many of these sites.

In addition, the area along the Oswego Canal is currently being redeveloped into a hiking and biking trail, attempting to connect the residential land uses to the east of Route 481 to the waterfront. When the trail is completed along the Canal it should be connected to Van Buren Park, which is the largest park in the City at 18 acres and provides the neighborhood with the highest amount of parkland totaling almost 12% of the





areas land use. The park is surrounded by single and multi-family residential on Fremont, Van Buren and Sixth Street. These streets and adjacent streets lack sidewalks and pedestrian crosswalks to slow traffic and provide a separation between automobiles, pedestrians, and bicyclists. Such improvements would enhance the park and improve safety for park users.

BOA Neighborhood #5

The BOA Neighborhood #5 is located in the northeastern portion of the BOA Study Area. It 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.



Existing Fulton Land Use

A land use analysis was developed to compare the City of Fulton, the BOA Study Area, and the five neighborhoods that define the BOA Study Area. Using Geographic Information System (GIS) data provided by the Oswego County Department of Community Development, Tourism, and Planning, the analysis assigned a land use category based upon the New York State Real Property Type Classification Codes. The local tax assessor uses these codes to complete real property tax assessment for the City. The following ten (10) categories classify the land uses in the City of Fulton and are illustrated on **Map 4: Existing Land Use Map**:

- **Single-Family Residential:** Property used for one-family, year round and seasonal residences, including apartments.
- **Multi-Family Residential:** Property used for two or more residences.
- **Mixed-Use:** Downtown buildings with ground level commercial uses and upper floor residential/ office uses.
- **Vacant Land:** Property that is not in use, in temporary use, or is lacking any permanent improvements.
- **Commercial:** Property used for hotels, restaurants, automobile services, storage, retail, banks, offices, funeral homes, etc.
- **Recreation & Entertainment:** Property used for parks, theaters, racetracks, bowling centers, health spas, beaches, campgrounds, etc.



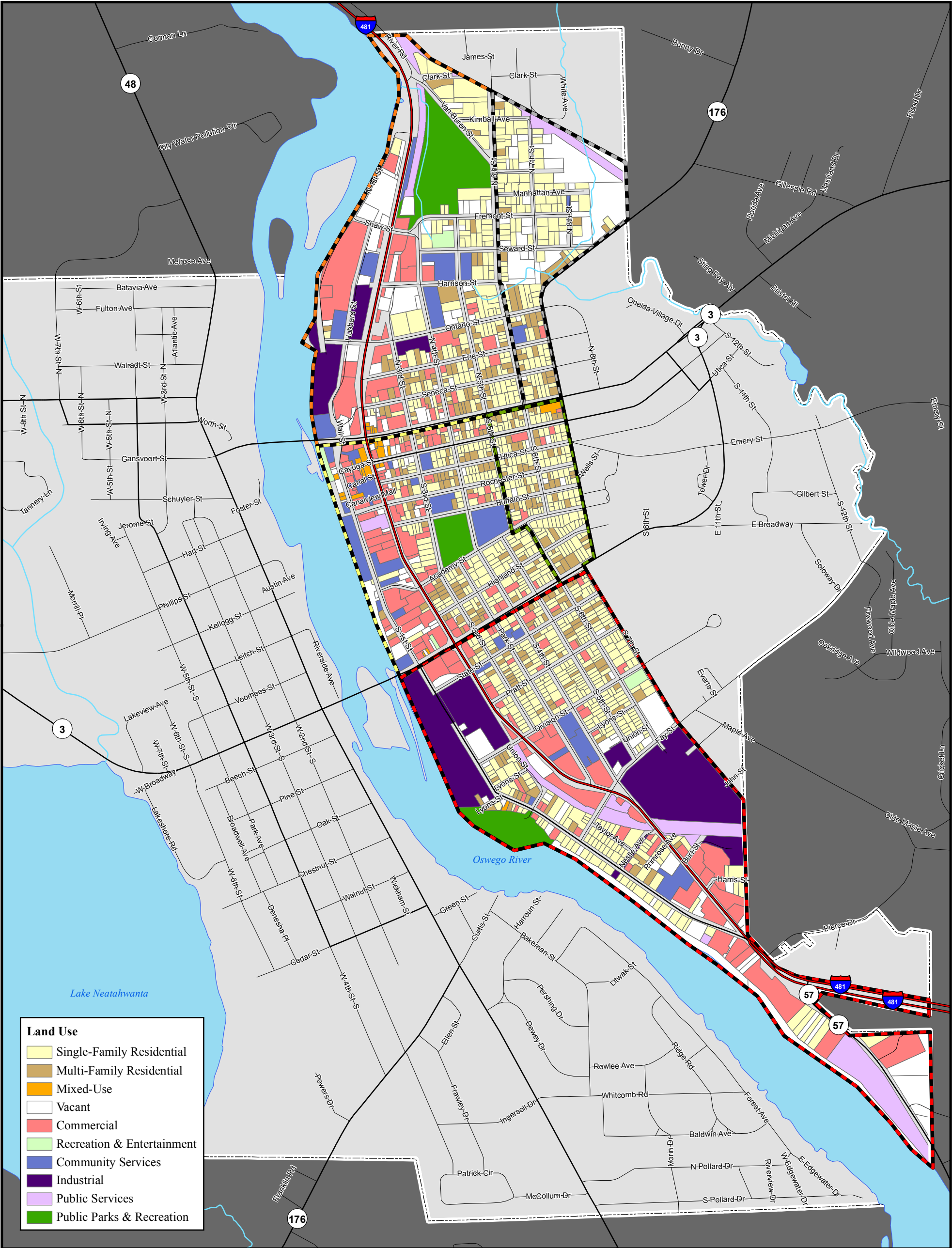
- **Community Services:** Property used for schools, libraries, places of worship, cultural facilities, welfare services, hospitals, clinics, government, police, armed forces, correctional facilities, shelters, cemeteries, etc.
- **Industrial:** Property used for the production and fabrication of durable and non-durable goods, mining, quarrying, etc.
- **Public Services:** Property used for electric or gas power generation or transmission, public drinking water and water treatment facilities, communications, train, plane and bus terminals, canals, waste disposals, etc.
- **Wild, Forested, Conservation Lands & Public Parks:** Includes State, Federal and privately owned forestlands, reforested lands, and preserves; City, County and State public parkland; and private hunting and fishing clubs.

Table 5: Existing City of Fulton Land Use summarizes the existing land uses present on the City's 4,306 parcels. With large portions of the City, including the southwestern, northwestern, and northeastern sections comprised of Single-Family Residential, it is not surprising that these parcels total 768 acres (34%) of current land use. The second largest land use is Wild, Forested, Conservation Lands, and Public Parks, which totals 310 acres, or 14% of the City's land area. Vacant land comprises the third largest land use, covering almost 13% of the City's total acreage.

Table 5: Existing City of Fulton Land Use

Land Use Category	Land Area (Acres)	% of Total Acres	# of Parcels	% of Total Parcels
Single-Family Residential	768.1	34.5%	2,788	34.5%
Multi-Family Residential	122.9	5.5%	601	5.5%
Mixed Use	7.6	0.3%	48	0.3%
Vacant	286.1	12.8%	419	12.9%
Commercial	209.1	9.4%	232	9.4%
Recreation & Entertainment	21.9	1.0%	111	1.0%
Community Services	253.9	11.4%	54	11.4%
Industrial	105.3	4.7%	20	4.7%
Public Services	141.1	6.3%	24	6.3%
Wild, Forested, Conservation Lands & Public Parks	310.2	13.9%	9	13.9%
Totals	2,226.7	100.0%	4,306	100.0%

Source: GIS Data and City of Fulton Real Property Tax Parcel Data Provided by: Oswego County, Department of Planning & Development.



Land Use

- Single-Family Residential
- Multi-Family Residential
- Mixed-Use
- Vacant
- Commercial
- Recreation & Entertainment
- Community Services
- Industrial
- Public Services
- Public Parks & Recreation

LEGEND

City of Fulton	Neighborhood #1
Adjacent Towns	Neighborhood #2
Parcel	Neighborhood #3
Body of Water	Neighborhood #4
Limited Access Highway	Neighborhood #5
State, County & Local Roads	

Map 4: Existing Land Use

Brownfields Opportunity Area
CITY OF FULTON
OSWEGO COUNTY, NEW YORK

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BOA Land Use

As illustrated in **Table 6: Existing BOA Land Use**, Single-Family Residential is the predominant land use within the BOA Study Area, covering 150 acres (28%) of all land. Since the Study Area encompasses the eastern side of downtown, it is not surprising that the second largest land use in the Study Area is Commercial properties, with a total coverage of 92 acres, or 17% of total land use. Vacant land again is the third largest land use, totaling 16% of the BOA Study Area. It should also be noted that there is a significant percentage of industrial properties (11%) in general within the Study Area. Conflicting land uses in the Study Area present a challenge to the City in its revitalization efforts.

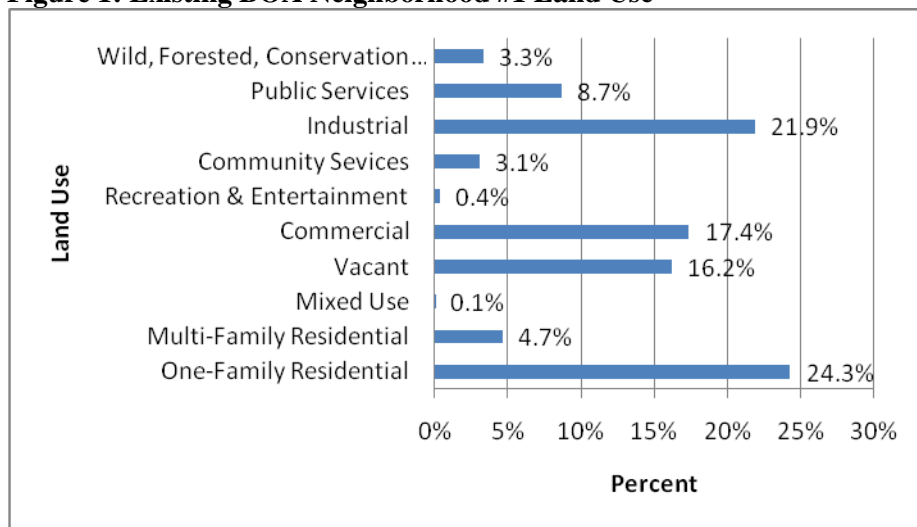
Table 6: Existing BOA Land Use

Land Use Category	Land Area (Acres)	% of Total Acres	# of Parcels	% of Total Parcels
Single-Family Residential	150.7	28.3%	856	54.7%
Multi-Family Residential	41.8	7.9%	270	17.3%
Mixed Use	3.1	0.6%	21	1.3%
Vacant	85.1	16.0%	159	10.2%
Commercial	92.4	17.4%	208	13.3%
Recreation & Entertainment	2.9	0.5%	3	0.2%
Community Services	30.6	5.7%	28	1.8%
Industrial	60.7	11.4%	9	0.6%
Public Services	33.7	6.3%	8	0.5%
Wild, Forested, Conservation Lands & Public Parks	30.8	5.8%	3	0.2%
Totals	531.8	100.0%	1,565	100.0%

Source: GIS Data and City of Fulton Real Property Tax Parcel Data Provided by: Oswego County, Department of Planning & Development.

BOA Neighborhood #1 Land Use

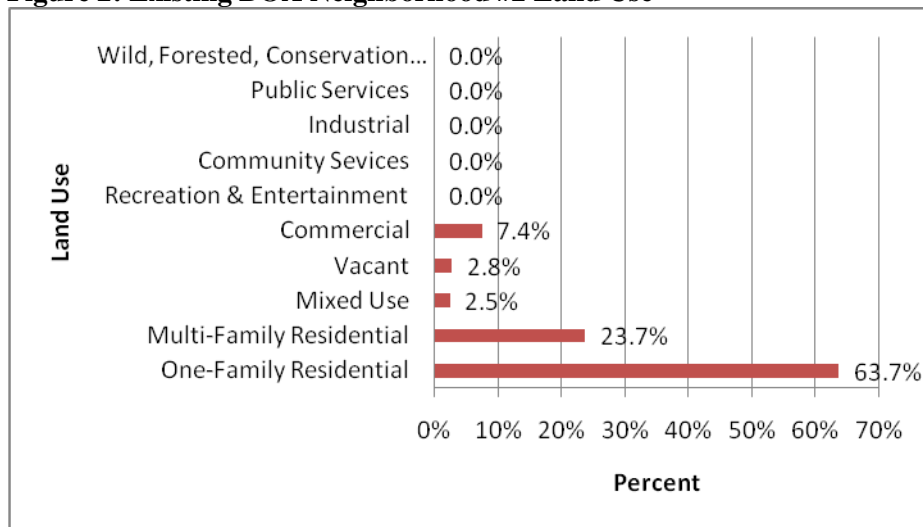
Figure 1 illustrates BOA Neighborhood #1, which is almost 230 acres and is the largest of all five neighborhoods. Single-Family Residential is the largest land use in this neighborhood with approximately 24% of all uses. Industrial land uses total over 21% of all land in the neighborhood, with a strong mix of Commercial (17%) and Vacant land uses (16%).

**Figure 1: Existing BOA Neighborhood #1 Land Use**

Source: GIS Data and City of Fulton Real Property Tax Parcel Data Provided by: Oswego County, Department of Planning & Development.

BOA Neighborhood #2 Land Use

As shown in **Figure 2**, 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%).

Figure 2: Existing BOA Neighborhood #2 Land Use

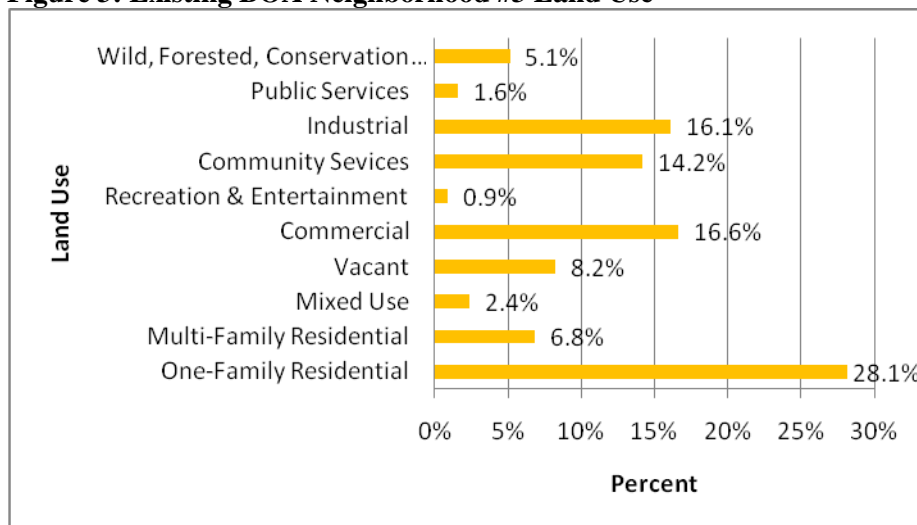
Source: GIS Data and City of Fulton Real Property Tax Parcel Data Provided by: Oswego County, Department of Planning & Development.



BOA Neighborhood #3 Land Use

Figure 3 illustrates the land use mix in BOA Neighborhood #3, which 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%).

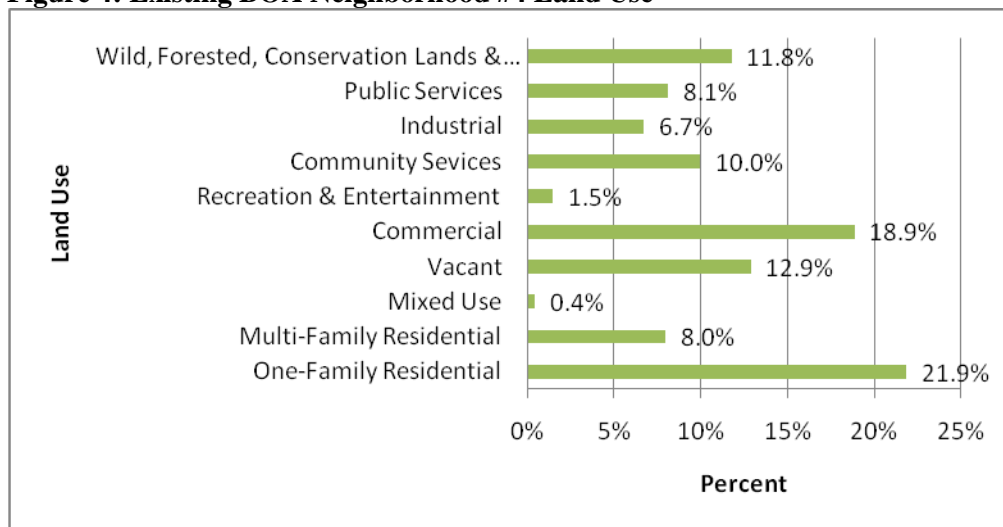
Figure 3: Existing BOA Neighborhood #3 Land Use



Source: GIS Data and City of Fulton Real Property Tax Parcel Data Provided by: Oswego County, Department of Planning & Development.

BOA Neighborhood #4 Land Use

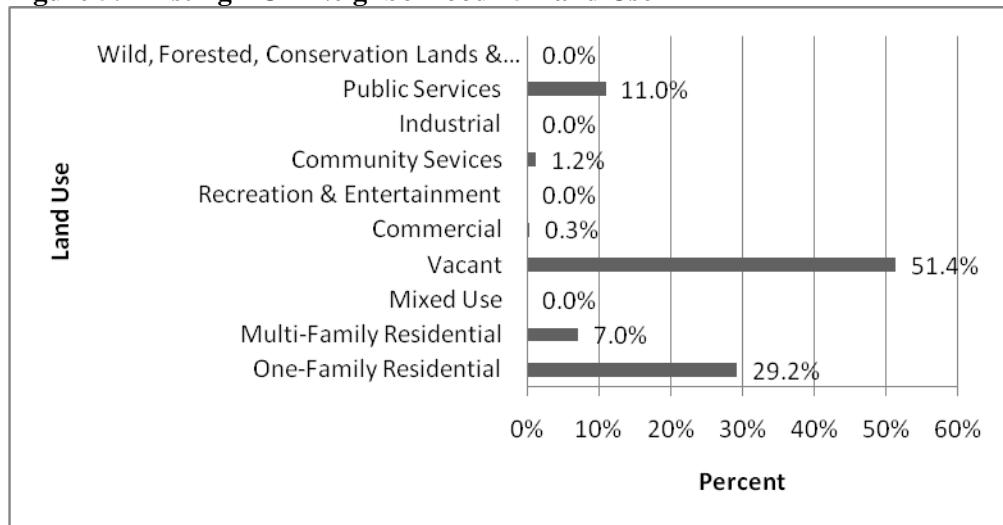
Figure 4 provides an illustration for the land use mix in BOA Neighborhood #4, which is approximately 155 acres. Single-Family Residential is the largest land use with approximately 21% of all uses. Commercial land uses total over 18% of all land in the neighborhood, with a high percentage of Vacant (12%) and Community Services (10%).

**Figure 4: Existing BOA Neighborhood #4 Land Use**

Source: GIS Data and City of Fulton Real Property Tax Parcel Data Provided by: Oswego County, Department of Planning & Development.

BOA Neighborhood #5 Land Use

As shown in **Figure 5**, 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%).

Figure 5: Existing BOA Neighborhood #5 Land Use

Source: GIS Data and City of Fulton Real Property Tax Parcel Data Provided by: Oswego County, Department of Planning & Development.



Fulton Zoning

The City's Zoning Ordinance regulates the types of uses allowed in the City, the minimum lot sizes required, and the intensity of each use and parcel. The purpose of the Zoning Ordinance is to promote orderly development, protect the character of the City, and maintain the overall stability of the City's residential, business, and manufacturing areas. The City is divided into fifteen (15) zoning districts: eight (8) residential districts, five (5) commercial or business districts, two (2) manufacturing or industrial districts. The following describes each Zoning district in abbreviated form, for a more detailed definition please reference the City of Fulton Zoning Ordinance.

Residential

- **R-1 Residential District:** Established to provide and maintain land area for neighborhoods of single-family dwellings on large size lots.
- **R-1A Intermediate Density Residential District:** Established to provide and maintain land area for neighborhoods of single-family dwellings on smaller lots than R-1 district.
- **R-2 Residential District:** Established to provide and maintain land area for neighborhoods of single- and two-family residential dwelling units on medium-sized lots.
- **R-2A Residential Cluster Overlay District:** Established to provide and maintain land area for various types of clustered single-family residential units, both attached and detached, in existing R-2 and R-3 Residential Districts, having less square feet of land than would be normally required of such use, with the right to subdivide such lots or sites to accommodate such dwelling units.
- **R-3 Residential District:** Established to provide and maintain land area for neighborhoods of single-family, two-family and multiple-family dwellings on medium size lots.
- **R-4 Residential Planned Unit Development (PUD) District:** Established to provide and maintain land area for large-scale residential multiple dwelling developments of a type and/or density that would not be permitted in other residential districts.
- **R-AP Residential Accessory Parking District:** Established to provide accessory parking for residential uses.
- **MHP Mobile Home Park District:** Established to provide and maintain land area for residential mobile homes in a mobile home park.

Commercial

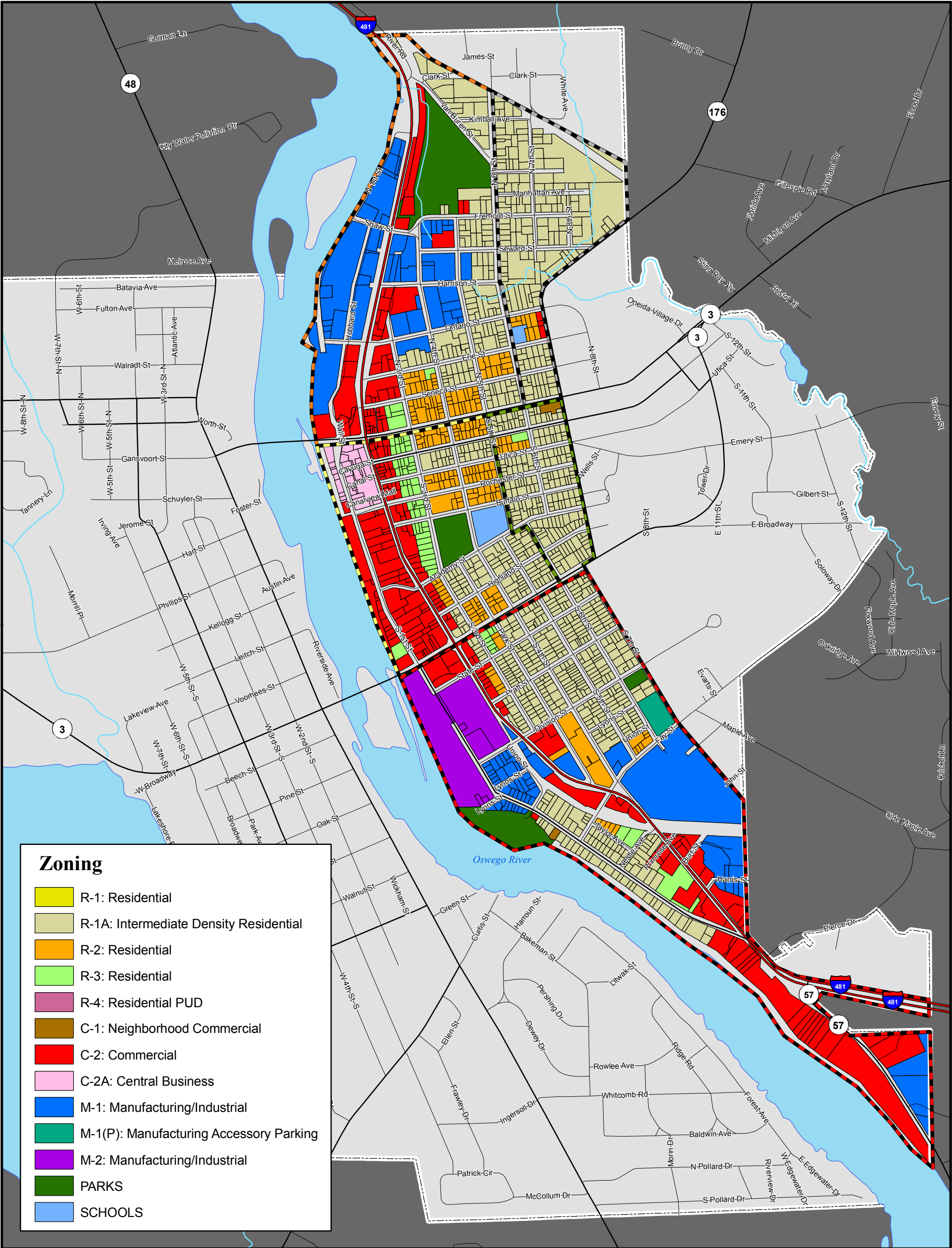
- **C-1 Neighborhood Commercial District:** Established to provide for limited commercial use abutting any residential district. The following uses shall be permitted in the C-1 District with site plan approval from the Planning Commission: neighborhood grocery store, small retail store, banking, church, social club/lodge, restaurant and drinking establishment, bakery, personal services, laundry/dry-cleaning, professional offices, copy center, licensed day-care center, and municipal public or private utility structure.



- **C-2 Commercial District:** Established to provide for a wide variety of business uses. The following uses shall be permitted in the C-2 District with site plan approval from the Planning Commission: retail store, police/fire/ambulance station, restaurant and drinking establishment, movie theater, convenience store/mini mart, repair garage, service station, public parking garage, professional offices, banking, personal services, laundry/dry-cleaning, wholesale supplier, printing/photo copy shop, hotel/motel, appliance sales or service, bowling alley/pool hall, indoor golf range/tennis courts, commercial or vocational school, public offices, business services/trade union, auto/boat/mobile home sales lot, farm implementation sales, car work, greenhouse supply, veterinarian hospital, licensed day-care center, and municipal public or private utility structure.
- **C-2A Central Business District:** Established to provide for a limited variety of small businesses and mixed residential use in close proximity to one another. The following uses shall be permitted in the C-2A District with site plan approval from the Planning Commission: retail store, banking, insurance/real estate office, travel bureau, movie theater, personal services, restaurant and drinking establishment, book store, photographic studio, delivery/mailing/telephone answering service, dry-cleaning, liquor store, hobby shop, business services/trade union, residential dwellings in existing buildings located above the First floor, residential dwellings in multi-story buildings at least 30 feet in height, residential townhouse on property abutting Oswego River, day-care center, and municipal or private utility structure.
- **C-3 Commercial Planned Unit Development (PUD) District:** Established to provide and maintain land area for large-scale commercial developments of a type and/or density that would not be permitted on other commercial land. Any permitted use in C-1 or C-2 District shall be permitted in the C-3 District. Any prohibited use in the C-1 and C-2 District shall be prohibited in the C-3 District.
- **C-AP Commercial Accessory Parking District:** Established to provide accessory parking for commercial uses.

Manufacturing and Industrial Districts

- **M-1 Manufacturing/Industrial District:** Nine (9) permitted uses including processing, packaging, assembly, etc.
- **M-AP Manufacturing Accessory Parking District:** Established to provide accessory parking for manufacturing and industrial uses.



LEGEND

City of Fulton

Adjacent Towns

Parcel

Body of Water

Limited Access Highway

State, County & Local Roads

Neighborhood #1

Neighborhood #2

Neighborhood #3

Neighborhood #4

Neighborhood #5

Map 5: Zoning

Brownfields Opportunity Area

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Table 4: Existing City of Fulton Zoning summarizes the current zoning for the City's 2,018 acres. There is a difference between the acreage of zoned parcels and land use parcels; this difference is due to certain parcels not receiving any zoning, but still warranting a land use designation. The table below shows that R-1 is the most frequent Zoning District, covering 23.6% of municipal land. R1-A, which allows single-family dwellings on smaller lots than R-1, is the second most frequent Zoning Regulation at 21.8% of total acres.

Table 7: Existing City of Fulton Zoning

Zoning District	Land Area (Acres)	% of Total Acres	# of Parcels	% of Total Parcels
RP: Residential	21.3	1.1%	2	0.0%
R-1: Residential	477.0	23.6%	1,151	26.9%
R-2: Residential	153.6	7.6%	528	12.3%
R-3: Residential	60.7	3.0%	131	3.1%
R-1A: Intermediate Density Residential	439.4	21.8%	1,884	44.0%
C-1: Neighborhood Commercial	20.6	1.0%	30	0.7%
C-2: Commercial	215.6	10.7%	358	8.4%
C-2A: Central Business	6.8	0.3%	30	0.7%
M-1: Manufacturing/Industrial	171.1	8.5%	136	3.2%
M-1(P): Manufacturing Accessory Parking	2.8	0.1%	1	0.0%
M-2: Manufacturing/Industrial	24.9	1.2%	5	0.1%
R-4: Residential PUD	0.8	0.0%	1	0.0%
Parks	353.1	17.5%	15	0.4%
Schools	70.5	3.5%	11	0.3%
Totals	2,018.3	100.0%	4,283	100.0%

Source: GIS Data and City of Fulton Real Property Tax Parcel Data Provided by: Oswego County, Department of Planning & Development.

BOA Zoning

As **Table 8: Existing BOA Zoning** shows, the zoning for the BOA Study Area is comprised of more diverse zoning districts than the City as a whole. The most frequent Zoning District found is R-1A (36.4%), which shows that there is a high concentration of dense housing located in the Study Area. C-2, Commercial District is the second highest allowed use, covering 20.2% of total land, followed by M-1, Manufacturing/Industrial District with 19.1%. The diverse range of uses in the BOA Study Area allows for the opportunity of several types of development of any potential brownfield sites.

The BOA Study Area is the only part of the City that has the C-2 and C-2A Zoning Districts, which allows for mixed-use development. These districts are located downtown along the BOA Study Area's riverfront, allowing for the potential of mixed-use waterfront development.

When deciding which sites are most valuable to the BOA Nomination Study, it will be important to analyze the existing land use and zoning for each site. This will allow the City and County to better decide which types of zoning districts best fit specific areas and sites for redevelopment.



Mixed-use development would be the preferred type along the waterfront and in areas that are suitable for commercial development, such as the downtown area. Overall the potential for zoning amendments should be based upon the community's vision, economic issues, and environmental issues.

Table 8: Existing BOA Zoning

Zoning District	Land Area (Acres)	% of Total Acres	# of Parcels	% of Total Parcels
RP: Residential	0.0	0.0%	0	0.0%
R-1: Residential	0.0	0.0%	0	0.0%
R-2: Residential	36.1	7.1%	219	13.6%
R-3: Residential	15.0	2.9%	67	4.2%
R-1A: Intermediate Density Residential	186.2	36.4%	973	60.4%
C-1: Neighborhood Commercial	1.0	0.2%	2	0.1%
C-2: Commercial	105.3	20.6%	206	12.8%
C-2A: Central Business	6.8	1.3%	30	1.9%
M-1: Manufacturing/Industrial	97.5	19.1%	103	6.4%
M-1(P): Manufacturing Accessory Parking	2.8	0.5%	1	0.1%
M-2: Manufacturing/Industrial	24.9	4.9%	4	0.2%
R-4: Residential PUD	0.0	0.0%	0	0.0%
Parks	31.7	6.2%	4	0.2%
Schools	4.2	0.8%	2	0.1%
Totals	511.6	100.0%	1,611	100.0%

Source: GIS Data and City of Fulton Real Property Tax Parcel Data Provided by: Oswego County, Department of Planning & Development.

Local Laws & Special Designations

Economic Development Programs

The City of Fulton has a number of financial assistance programs available to new and expanding businesses. Many of these programs are administered through the not-for-profit organization, Operation Oswego County (OOC) and help to guide development and land use within the County of Oswego as well as the City of Fulton. This organization's mission is to create and retain jobs, strengthen the economic base, and to plan future development.



Empire Zone

The Empire Zone (EZ) offered through New York State in the City of Fulton is administered by the Fulton Community Development Agency, with support from OOC. EZ's are designated areas throughout New York State that offer special incentives to



encourage economic and community development, business investment, and job creation. Businesses located within an EZ are eligible to receive significant tax credits and benefits. A portion of the City of Fulton is designated an EZ. Areas included in the EZ primarily include most of the east side of the riverfront, as well as the west side of the riverfront, and a major portion of the western edge of the City. In relation to the BOA Study Area, nearly all parcels would qualify for EZ benefits.

Power For Progress Program

Oswego County's Public Utility Service offers low-cost electrical energy to new and expanding businesses in Oswego County. Applicants are asked to provide detailed information about the project, their job creation plans and their power usage requirements. To be eligible, businesses must meet certain minimum usage requirements and commit to create permanent new jobs.

County of Oswego IDA

The Oswego County Industrial Development Agency (IDA) provides financial assistance to qualified business applicants. The IDA provides tax-exempt or taxable bonds; direct financial lending assistance; or assistance with sale/leaseback transactions for purposes of accessing real property tax, sales and use tax, and/or mortgage recording tax exemptions. The IDA administers four (4) business loan programs: HUD Micro RLF, HUD RLF, General RLF, and PILOT RLF.

Small Business Administration (SBA) 504 Loan Program

The program offers accessible, fixed rate, long term financing for land, buildings, and equipment. Businesses eligible for Small Business Administration (SBA) 504 loans are independently owned, for-profit businesses that are ready to expand and create jobs. Businesses must have a net worth less than \$6 million and annual after-tax profit of less than \$2 million. An SBA Certified Development Company (CDC), such as OOC, finances 40 percent of the project with an SBA 504 loan, and the small business provides ten percent equity.

Parks and Open Space

As more communities are concerned with their quality of life appeal to current and potential residents, the availability and access to parks and open space becomes crucial. Parks provide public places for leisure, recreation, and social gathering. Open space, which includes parks, is considered any land which is not developed. Many communities have increased their effort to preserve open space as a way to add to the quality of life for their residents. Open space is valuable to municipalities as it provides the





opportunity for trails, public access to waterfronts, and space for both passive and active recreational activities. **Table 9** lists the existing parks and recreational facilities in Fulton. See **Map 6: Parks & Open Space** for the locations of all City of Fulton Parks.

Table 9: Fulton Parks & Recreational Facilities

Park	Park or Facility	Acres	Activities
Foster Park	Neighborhood	9.5	softball, children's play area, picnic area
Recreation Park	Neighborhood/Community	21.5	field sports, children's play area, beach area, outdoor pool
Patrick Park	Neighborhood	1.2	children's play area, open field area
Oswego Falls Playground	Neighborhood	4.8	baseball, basketball, children's play area
John Lincoln Park	Neighborhood	1.8	children's play area, open field area
Rowlee Beach	Neighborhood	7.6	outdoor swimming pool, pond, picnic area, children's play area
East Side Park	Neighborhood	4.1	children's play area, open space
Quirk Park	Open Space	1.7	open space
Veterans Park		0.6	open space
Van Buren Park	Neighborhood/Community	18	soccer, tennis, volleyball, children's play area, picnic area
Guyer Park	Neighborhood	1.1	children's play area, open space
North Bay Recreation Area	Community/Regional	75	softball, boat launch, beach, open space
Bullhead Point	Special Use Community	5	fishing, event pavilion

Source: City of Fulton Comprehensive Plan



With Lake Neatahwanta and the Oswego River, the City of Fulton provides abundant waterfront access to all residents. The City currently has thirteen (13) parks or open spaces located throughout its boundaries. Every neighborhood in the BOA Study Area has at least one park within its boundaries. The only portion of the City that is not located within a 10-minute walking distance (1,500 feet) to a public park or school owned recreational area is the northwest quadrant of the City. Van Buren Park, which is located in BOA Study Area #4 and

bordering BOA Study Area Neighborhood #5, provides an excellent opportunity for the City to improve the local quality of life through revitalization of the park system. Future improvements to Van Buren Park were identified in previous plans, which include a skateboard park, bicycle paths, and trail links to the Oswego River and future trail expansions.



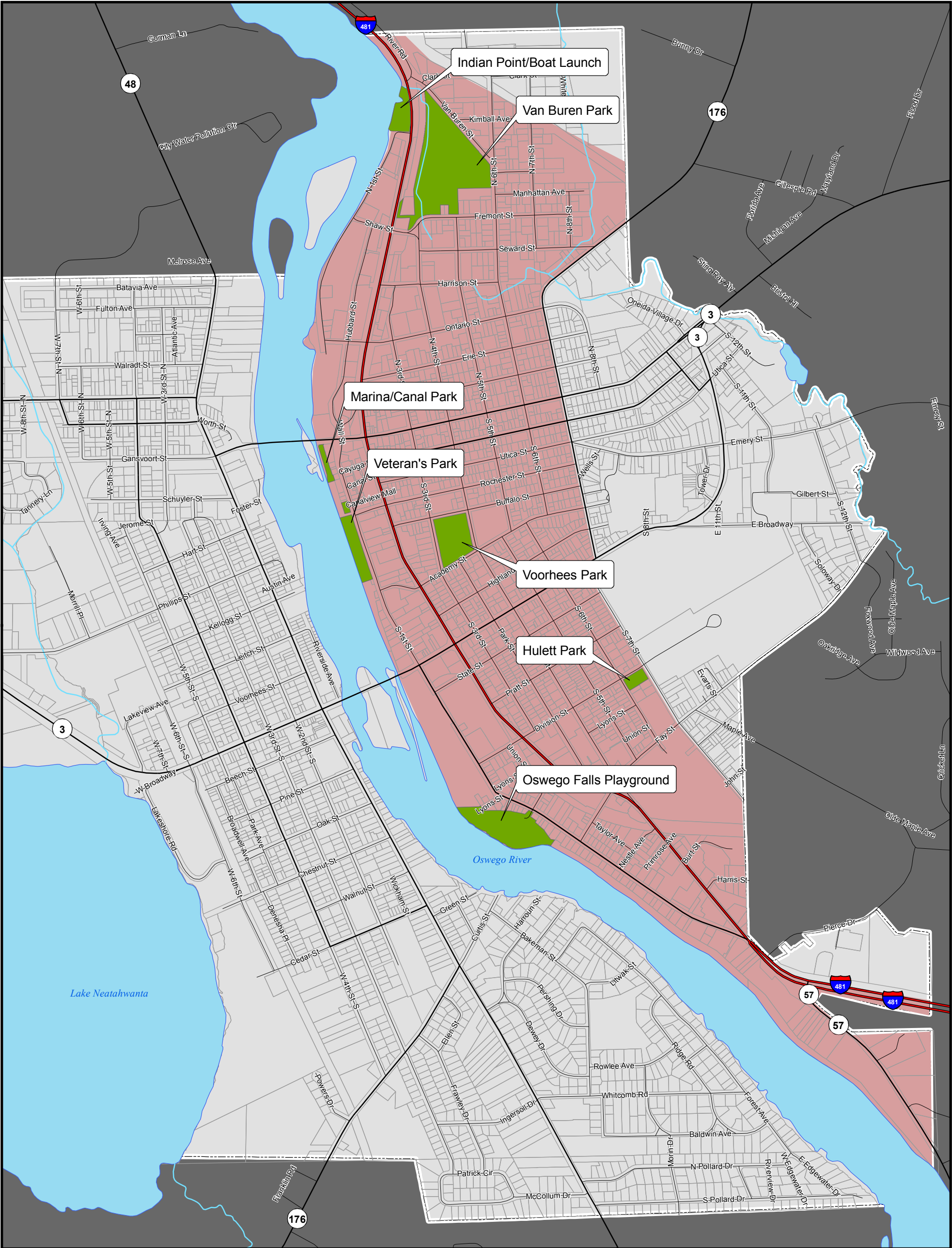
Lake Neatahwanta which is located outside the BOA Study Area in the southwestern part of the City is an asset that should be enhanced and improved through recreational trail networks connecting the waterfront to Bullhead Point, North Bay Recreation Area, War Memorial, Recreation Park, and the G. Ray Bodley High School. This plan is detailed in the *Lake Neatahwanta Opportunities Plan*, which was developed as an economic development tool to aid in the improvement of the overall quality of life in Fulton.

The City is also studying strategies through the *North First Street Riverwalk Plan* to further develop the eastern riverfront Canal Towpath Trail. These improvements will provide better pedestrian and bicycle access to the Oswego River. The design includes developing several nodes of activity along the canal in BOA Study Area # 3 and #4 to be used for recreational activities. The City has already successfully completed infrastructure improvements to the riverfront, including Veteran's Park and Indian Point.



Residents of all ages gather year round at two local indoor recreational venues, the Fulton Community Center Ice Arena and War Memorial. Both venues provide opportunities for increased availability of local sporting events, community gatherings, and social events. Fulton should continue to encourage the maintenance and improvement of these facilities, as well as study the feasibility for future expansion. Several community based groups could utilize an improved venue, such as the Elks, Rotary, Lion's, and Moose Club, as well as youth and adult sporting leagues. The Fulton YMCA, which is located along Lake Neatahwanta, is the only existing indoor multi-use recreational facility in the City.

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.



LEGEND

- | | | | |
|--|-----------------------------|--|-----------------------------------|
| | BOA Boundary | | Neighborhood #1 |
| | City of Fulton | | Neighborhood #2 |
| | Adjacent Towns | | Neighborhood #3 |
| | Parcel | | Neighborhood #4 |
| | Body of Water | | Neighborhood #5 |
| | Limited Access Highway | | Public Parks & Conservation Lands |
| | State, County & Local Roads | | |

Map 6: Parks & Open Space

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Brownfield, Abandoned, and Vacant Sites

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. For each parcel, 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. A full description of each parcel is provided in **Appendix F: BOA Descriptive Site Profiles**. The descriptive 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 sites are shown on **Map 7: 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.

BOA Neighborhood #1

The BOA Neighborhood #1 contains six (6) BOA-targeted sites:

- 460 Park Street - 1.41 acres - parcel # 253.25-02-03
- 555 S Fourth Street - 2.33 acres - parcel # 253.26-02-01
- 520 S Second Street - 2.33 acres - parcel # 253.25-07-03.01
- 610 S Fourth Street - 0.85 acres - parcel # 253.34-02-18
- 2 Harris Street - 0.27 acres - parcel # 253.34-01-10
- 902 First Street - 0.62 acres - parcel # 253.42-02-14



BOA Neighborhood #2

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

- 103 Ontario Street - 1.26 acres - parcel # 236.47-01-11

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
- 203 E Broadway - 0.27 acres - parcel # 236.72-03-06
- 215 S Second Street - 0.16 acres - parcel # 236.72-02-31

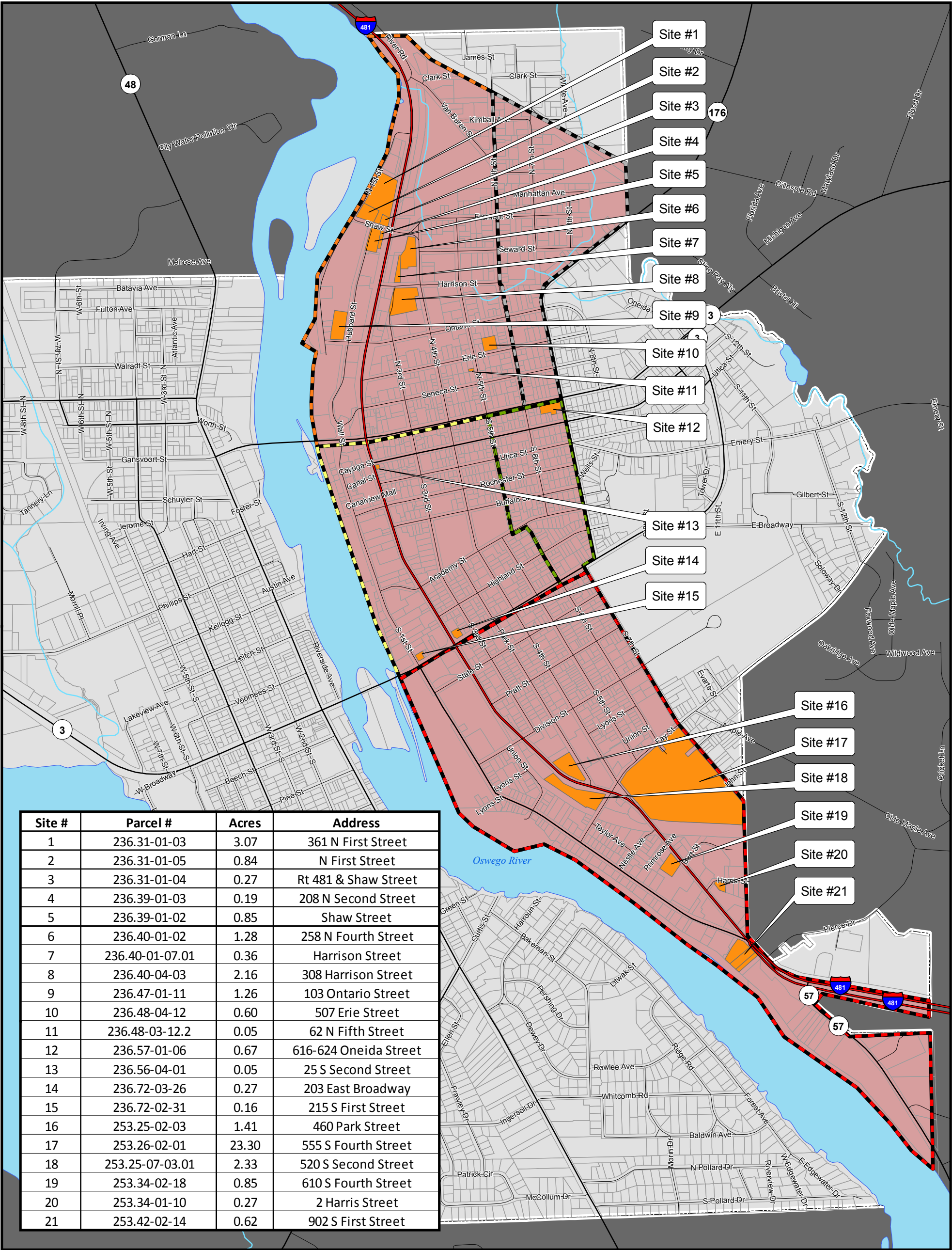
BOA Neighborhood #4

The BOA Neighborhood #4 contains eleven (11) BOA-targeted sites:

- 361 N First Street - 3.07 acres - parcel # 236.31-01-03
- N First Street - 0.84 acres - parcel # 236.31-01-05
- Route 481 & Shaw Street - 0.27 acres - parcel # 236.31-01-04
- 208 N Second Street - 0.19 acres - parcel # 236.39-01-03
- Shaw Street - 0.85 acres - parcel # 236.39-01-02
- 258 N Fourth Street - 1.28 acres - parcel # 236.40-01-02
- Harrison Street - 0.36 acres - parcel # 236.40-01-07.01
- 308 Harrison Street - 2.16 acres - parcel # 236.40-04-03
- 507 Erie Street - 0.60 acres - parcel # 236.48-04-12
- 62 N Fifth Street - 0.05 acres - parcel # 236.48-03-12.2
- 616-624 Oneida Street - 0.67 acres - parcel # 236.57-01-06

BOA Neighborhood #5

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



Site #	Parcel #	Acres	Address
1	236.31-01-03	3.07	361 N First Street
2	236.31-01-05	0.84	N First Street
3	236.31-01-04	0.27	Rt 481 & Shaw Street
4	236.39-01-03	0.19	208 N Second Street
5	236.39-01-02	0.85	Shaw Street
6	236.40-01-02	1.28	258 N Fourth Street
7	236.40-01-07.01	0.36	Harrison Street
8	236.40-04-03	2.16	308 Harrison Street
9	236.47-01-11	1.26	103 Ontario Street
10	236.48-04-12	0.60	507 Erie Street
11	236.48-03-12.2	0.05	62 N Fifth Street
12	236.57-01-06	0.67	616-624 Oneida Street
13	236.56-04-01	0.05	25 S Second Street
14	236.72-03-26	0.27	203 East Broadway
15	236.72-02-31	0.16	215 S First Street
16	253.25-02-03	1.41	460 Park Street
17	253.26-02-01	23.30	555 S Fourth Street
18	253.25-07-03.01	2.33	520 S Second Street
19	253.34-02-18	0.85	610 S Fourth Street
20	253.34-01-10	0.27	2 Harris Street
21	253.42-02-14	0.62	902 S First Street

LEGEND

- BOA Boundary

City of Fulton

Adjacent Towns

BOA Sites

Parcel

Body of Water

Limited Access Highway

State, County & Local Roads
- Neighborhood #1

Neighborhood #2

Neighborhood #3

Neighborhood #4

Neighborhood #5

Map 7: Underutilized Sites Location

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Land Ownership Pattern

As illustrated by **Table 10: Publicly Owned Land**, over 31% of all land in the City of Fulton is owned by a local, county, state, or federal public agency. In general, the City of Fulton owns the greatest percentage (57.7%) of the publicly owned properties within the City's boundaries. The Oswego County IDA owns the second largest amount of public land (21.2%), followed by the Fulton City School District (14.6%).

Table 10: Publicly Owned Lands

Geographic Area	Land (Acres)	% of Total Acres	# of Parcels
City of Fulton	705.1	31.7%	166
BOA Study Area	136	25.5%	82

Source: Laberge Group, 2008

Table 11: City of Fulton Publicly Owned Land

Public Agency	Land (Acres)	% of Total Acres	# of Parcels
City of Fulton	406.9	57.7%	83
City of Fulton CDA	3.2	0.5%	7
Fulton City School District	103.1	14.6%	13
Oswego County IDA	149.2	21.2%	20
NYS	15.1	2.1%	8
Other	27.6	3.9%	35
Total	705.0	100.0%	166

Source: GIS Data and City of Fulton Real Property Tax Parcel Data Provided by: Oswego County, Department of Planning & Development.

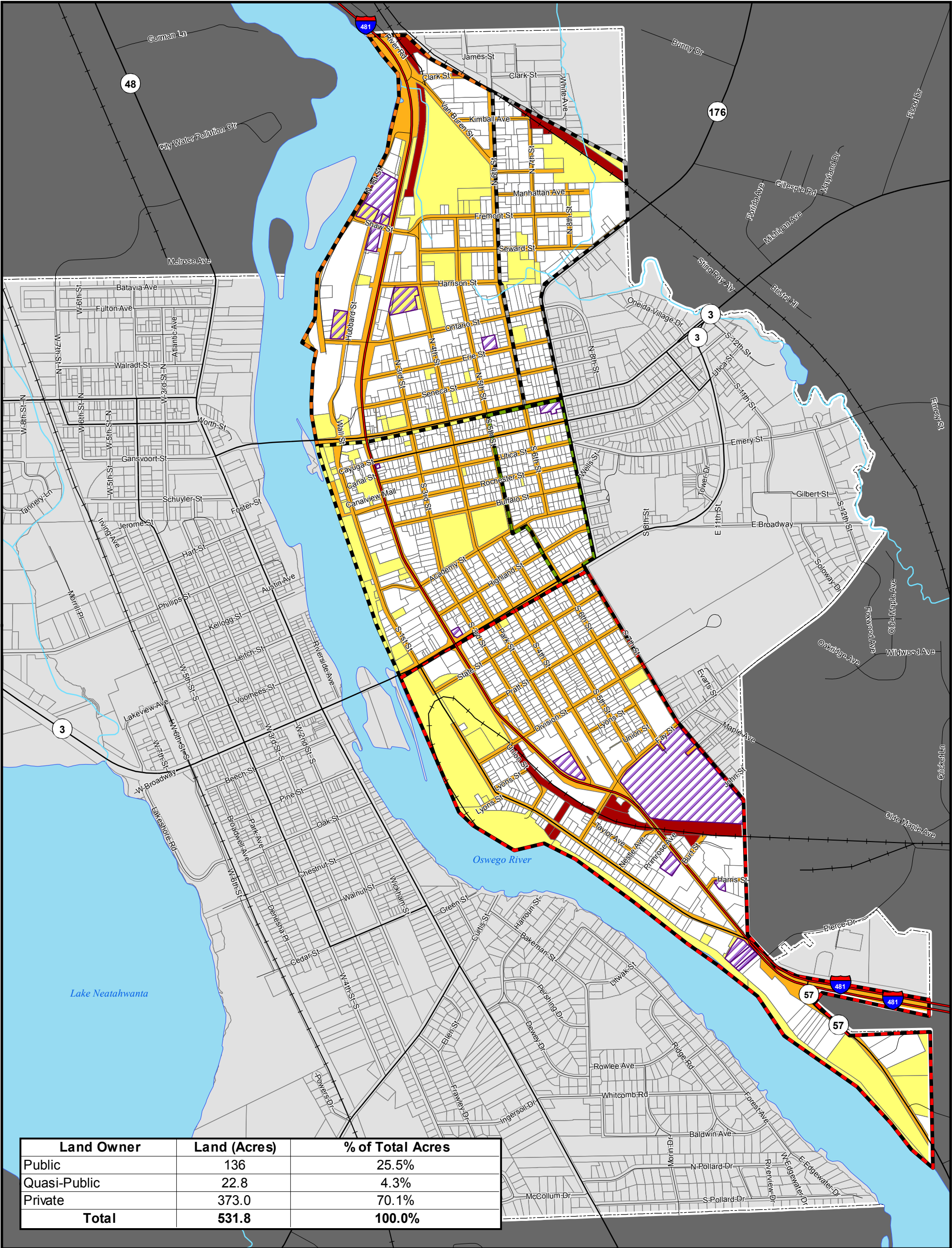
The majority of the Study Area is privately owned (70.1%) in addition to a relatively high amount of publicly owned properties (25.5%). When analyzing the land ownership in the BOA Study Area, a third category was analyzed, quasi-public. This includes those parcels which are owned and operated by utility and infrastructure related organizations. Two organizations, National Grid and CSX Transportation, Inc. own approximately 22 acres within the BOA Study Area.

Please refer to **Table 12: BOA Study Area Land Ownership** for a complete breakdown of public, quasi-public, and private land ownership within the BOA Study Area. The City of Fulton currently owns approximately 72 acres of public property within the Study Area, followed by the Oswego County IDA (34 acres). Only four (4) BOA Sites within the BOA Study Area are publicly owned properties.

Table 12: BOA Study Area Land Ownership

Land Owner	Land (Acres)	% of Total Acres	# of Parcels
Public	136	25.5%	82
Quasi-Public	22.8	4.3%	8
Private	373.0	70.1%	1,475
Total	531.8	74.4%	1,565

Source: GIS Data and City of Fulton Real Property Tax Parcel Data Provided by: Oswego County, Department of Planning & Development.



BOA Boundary

City of Fulton

Adjacent Towns

BOA Sites

Parcel

Body of Water

Limited Access Highway

State, County & Local Roads

Railroad

Neighborhood #1

Neighborhood #2

Neighborhood #3

Neighborhood #4

Neighborhood #5

Public Owned Land

Right-of-Way

Private Owned Land

Quasi-Public Land

Map 8: Land Ownership

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Historic or Archaeologically Significant Areas

Historic Properties & Areas

Similar to most canal towns and cities, the County of Oswego and the City of Fulton both contain numerous historic sites and buildings. 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. Due to early settlement patterns along the riverfront, many historic residential and commercial properties were built in the center of the City to support the growing population. Fulton currently has six (6) historic properties listed on the National Register of Historic Places, all of which are located within the Study Area⁴. **Table 13: National Register of Historic Places** includes a list of National Register sites located in the City of Fulton.

Table 13: National Register of Historic Places

District, Building, or Property	Architectural Style	Historic Period	Within BOA Study Area	Ownership
CHANCELLOR (tugboat)	Other	1925-1949	Yes	Private
Fulton Public Library	Beaux Arts	1900-1924	Yes	Public
Mount Adnah Cemetery	Other	1850-1874, 1875-1899, 1900-1924	No	Private
Oak Street School	Tudor Revival	1900-1924, 1925-1949, 1950-1974	No	Public
John Wells Pratt House	Italianate	1850-1874, 1875-1899	No	Public
US Post Office	Greek Revival	1900-1924, 1925-1949	Yes	Public

Source: National Register of Historic Places

The City of Fulton has been successful at finding modern uses for many of these historic properties. Some commercial buildings have been turned into residential dwellings and some have successfully retained their initial and intended uses. This is true for the Mount Adnah Cemetery, which has remained untouched by time, and has been maintained and restored well throughout its storied history. Mount Adnah Cemetery dates back to 1850, and is an excellent example of the rural cemetery movement that occurred in the U.S. during the mid 19th century. This movement was an important period in landscape design and architecture, and was very popular in northeastern cities during the pre-civil war era.

The City also 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. The Fulton Public Library is an excellent example of the Beaux Arts

⁴ Information obtained by the National Register of Historic Places website (<http://www.nps.gov/nr/>).



architectural style, dating back to the early 1900's. The Library is a tremendous asset to the City and serves as a unique landmark for residents and tourists.

Archaeologically Significant Areas

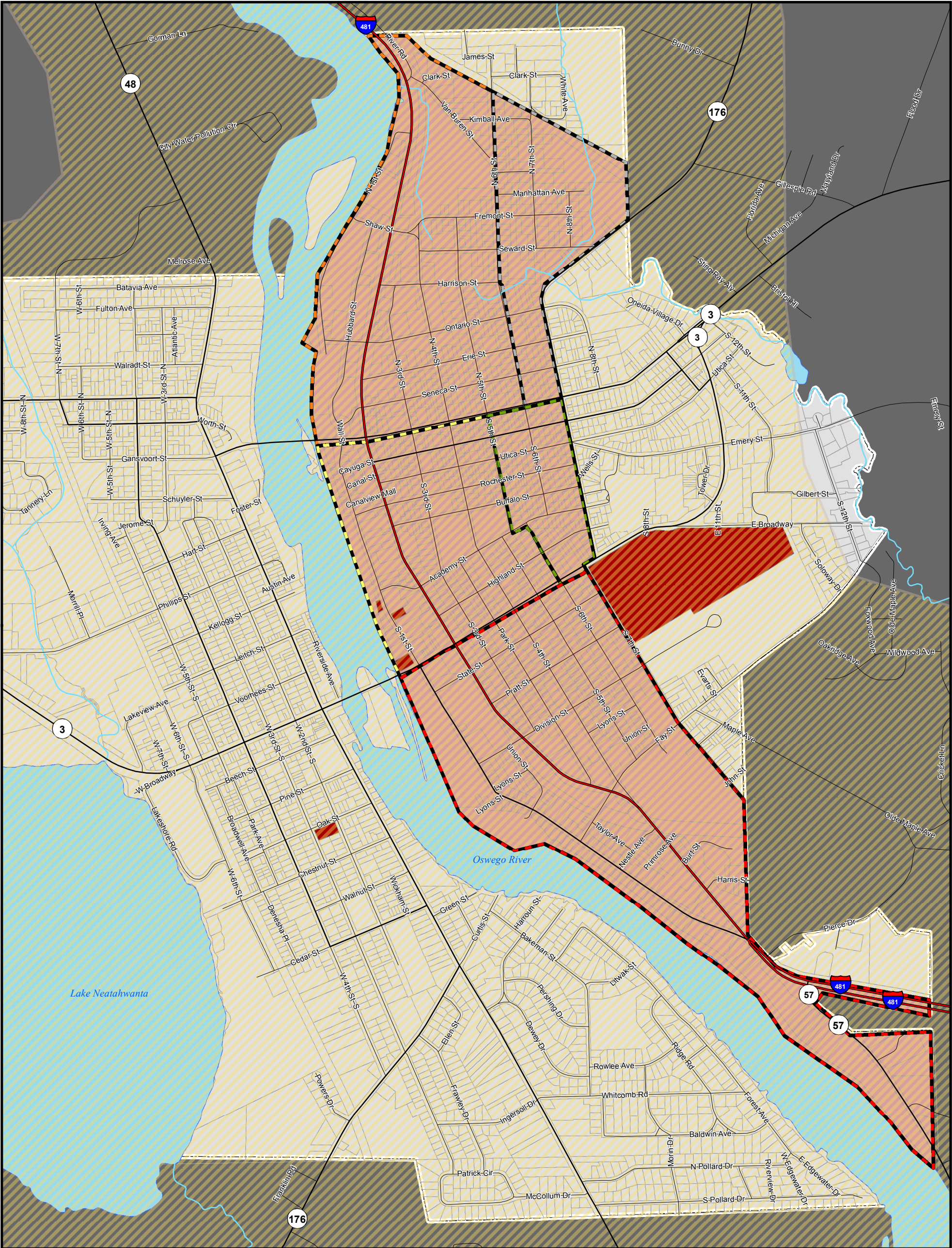
According to the New York State Office of Parks, Recreation and Historic Preservation (OPRHP), almost the entire City of Fulton, with the exception of a very small portion located on the eastern edge of the municipal boundaries, is labeled an archaeologically sensitive area. New York State designated archaeologically sensitive areas are characterized to a strong history of early settlement activity.⁸

Many areas in New York State contain not only original European settler artifacts, but also Native American artifacts from thousands of years before any Europeans explored America. These artifacts are important in continued research of New York's history and heritage, and allow further insight into the lifestyles and settlements of pre-European Native Americans. The designation as an archaeologically sensitive area is also used as a tool for historic preservation. By creating an overlay district, buildings that are not yet on the National or State Register of Historic Places can receive protection against demolition from the State Historic Preservation Office (SHPO) that otherwise might not be available from the State agency.



Despite the growing number of registered historic properties and the designation as an archaeologically sensitive area, the City does not have any designated historic districts. There are several historic districts throughout Oswego County; however, none are located within the City of Fulton boundaries. 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.

⁸ All information obtained from the NYSHPO website (<http://www.oprhp.state.ny.us/nr/>).



LEGEND

- BOA Boundary
- City of Fulton
- Adjacent Towns
- Parcel
- Body of Water
- Limited Access Highway
- State, County & Local Roads
- Neighborhood #1
- Neighborhood #2
- Neighborhood #3
- Neighborhood #4
- Neighborhood #5
- Historic Sites
- Archaeologically Sensitive Areas

Map 9: Historic or Archaeologically Significant Areas

Brownfields Opportunity Area
CITY OF FULTON
OSWEGO COUNTY, NEW YORK



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Transportation Systems

The City of Fulton is serviced by a variety of regional transportation systems, including state highways, county and local roads, and public transportation. The City is in proximity to the major Interstates 81 and 90, Oswego Canal, two working freight rail lines and the Oswego County Airport. (See **Map 10: Transportation Systems**).

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.



Highway/Roads

The City of Fulton's network of local roads provides vehicular access to all areas of the City. The most common street pattern throughout the City is a grid pattern, on both the west and east side of the City. Areas of the City in the southwestern portion of the City have more suburban, curved roads, as well as the edges of the northwest and eastern part of the City.

There are four New York State highways that serve the City of Fulton, State Routes 3, 48, 176, and 481. State Route 3 serves the City as an east-west arterial highway. As it enters the City boundaries on the east, it turns into East Broadway, and then the Broadway Bridge as it moves over the Oswego River. As this route continues west, it is locally referred to as West Broadway



and then continues as State Route 3 towards Cayuga County. State Route 3 runs northeast out of the City of Fulton and eventually is referred to as the Seaway Trail, as it runs parallel to Lake Ontario.

State Route 48 is parallel to the Oswego River on the west side of the City. It provides direct north south access to the City of Fulton and connects with Interstate 690 to the south, connecting Fulton to Syracuse. State Route 48 is referred to as West First Street as it merges with State Route 176 and becomes a local road while running through the City boundaries. State Route 176 continues to run southwest out of City boundaries, eventually providing access to Interstate 90 to the south.

State Route 481 runs north to south along the eastern side of the City, providing direct access to both the City of Oswego to the north and the City of Syracuse to the south. State Route 481 is a heavily traveled road, and provides access for the City of Fulton not only to the City of Syracuse, but the rest of New York State, as it connects with Interstate 81 and Interstate 90 to the south. State Route 481 turns into Second Street as it enters the City's boundaries. Second Street connects Oneida Street in the downtown portion of the City, forming a major intersection. Oneida Street, which branches off State Route 3 on the eastern side of the City, runs east-west and is one of only two bridges that cross the Oswego River within City's boundaries.

Rail

The City of Fulton has two regional freight railroad connections that are currently used to provide freight services for major manufacturers and wholesalers in the region. Both rail lines run north to south, eventually connecting the City of Fulton with both the City of Syracuse to the south and the City of Oswego to the north. The two rail lines provide service on the west side and the east side of the City, with the line on the west side running parallel to the Oswego River, between Lake Neatahwanta and the western edge of the City. The east side line runs close to the eastern edge of the City boundary and then moves closer to the Oswego River as it approaches State Route 3, running parallel to State Route 481 and the Oswego River as it heads north to the City of Oswego.

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. 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.



River and Canal

Fulton grew historically because of its location near the Oswego River. Following construction of the Oswego Canal in 1826, the primary use for the Canal was transporting goods, as well as people, connecting the City to the rest of the State of New York through the Erie Canal.⁹ Currently the Oswego Canal is one of only four operational canals in New York State. The Oswego Canal is part of the New York State Barge Canal, and is used extensively for both commercial and recreational purposes.

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.



The City of Fulton has completed several projects in the last few years to reclaim its waterfront, such as the Canal Landing Marina, which has opened the canal to both residents and tourists. The Marina is located between Locks 2 and 3 on the Oswego River Canal. The facility has 20 wet slips that provide accommodations for boats up to 42 feet in length, overnight electric and water hookups, a dumping station, and bathroom facilities. In addition, the City offers seasonal docks for residents that would like to boat on the canal all summer. These enhancements to the original canal infrastructure have allowed Fulton to capitalize on the tourism industry, bringing new restaurants and businesses to the downtown area.

In 2000, the City received funding from New York State to develop the Canal Towpath Trail, a half-mile paved trail along the eastside of the Oswego Canal between the Broadway and Oneida Street bridges. The result was better pedestrian and bicycle access, as well as physical enhancements that included new plantings, trees, lighting fixtures, benches, and historic interpretive signs.

⁹ City of Fulton: Local Waterfront Revitalization Program



The City is currently expanding the trail alongside the Canal through the vision established by the *North First Street Riverwalk Plan*. The Plan includes reclaiming First Street from Indian Point Boat Launch to Harrison Street, and converting sections of the road into a non-vehicular path for bicyclists and pedestrians. Due to residential and commercial properties located along First Street, portions of the street will need to remain accessible to vehicular traffic, although, it will be limited to single lane, one-way traffic flow. The implementation of this plan will continue the momentum of future waterfront redevelopment in the BOA Study Area.

Cycling/ Pedestrian

With a traditional street grid pattern, and a relatively small boundary (4.8 sq miles), the City of Fulton could easily be considered a walkable community. The City currently provides sidewalk access to portions of local roads, and continues to improve pedestrian accessibility to all parts of the City. Downtown along the eastside of the waterfront in the BOA Study Area, the City has installed kiosks, directing pedestrian traffic to businesses and institutions throughout downtown. This shows recognition of the growing importance of creating a walkable, pedestrian friendly downtown area for residents and tourists.

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 *North First Street Riverwalk Plan* details strategies to revitalize the eastern side of the Oswego Riverfront through creation of a biking/walking trail running parallel to the water. In addition, the 2003 *City of Fulton Comprehensive Plan* identified a system of potential bike lanes and pedestrian trails throughout Fulton that would connect the Canal to Lake Neatahwanta and the surrounding neighborhoods. 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.





Airports

The City of Fulton is located within 30 miles of two (2) airports, the Hancock International Airport and the Oswego County Airport.¹⁰ The City is also located within 80 miles of the Greater Rochester International Airport. Despite the distance, many Fulton residents travel to Rochester to capitalize on less expensive airfares and a greater flight selection.

The Hancock International Airport is the closest major regional airport to the City of Fulton. The airport, owned and operated by the City of Syracuse, is located less than 30 miles from the City of Fulton, accessible from Interstate 81. Air travel is provided by seven major airlines, and several smaller commuter and charter planes. The City of Syracuse is currently engaging in several plans to increase passengers and daily flights to and from the airport, in an effort to better serve areas such as the City of Fulton.

The Oswego County Airport is located in the Town of Volney, a few miles northeast from downtown Fulton. The Oswego County Airport serves smaller charter and locally bound planes throughout central New York, linking Oswego County with larger regional airports, such as Hancock International Airport. The airport handles approximately 25,000 aircraft take offs and landings per year, with two (2) runways, 31 hangar stalls, and a new Instrument Landing System (ILS).

Over the last 20 years, the Airport has been expanded by Oswego County. Realizing the value of this asset, the County has made every effort in recent years to modernize the facilities and ensure proper maintenance of the runways. The airport has partnered with the Cayuga Community College (CCC) and BOCES to provide a Joint Aeronautical College Degree Program. This is part of an ongoing effort to market the airport as a training facility that offers a complete flight school for less experienced pilots.

In addition to the airport itself, there are approximately 170 acres of land available on-site for industrial development. This site has excellent potential for manufacturing or service companies, which may find close proximity to air transport service advantageous. The City of Fulton would benefit from the location of new businesses to the airport because of its close proximity, and has a vested interest in the further development of the facilities and services.

¹⁰ All airport information was obtained from Oswego County Airport and Hancock International Airport websites



Public Transportation

The 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.¹¹ In 2006, The American Public Transportation System voted Centro “America’s Best Mid-sized Transit System.” Centro’s Fulton service operates on weekdays and Saturdays. It runs on a single route in both directions, and provides service to both sides of the City, crossing the Oswego River at the Broadway Bridge. Centro also provides an Oswego-Fulton-Phoenix-Syracuse bus service available seven days a week, connecting Fulton to the City of Oswego, including SUNY Oswego, and the City of Syracuse, including Syracuse University.

The City of Fulton is also served by Oswego County Opportunities (OCO), which provides safe, affordable public transportation to all County residents, especially assisting target of economically and physically disadvantaged persons.¹² OCO offers numerous transportation programs that allow residents the option to choose public transit as a viable means of transportation. Some of the programs that OCO offers include, Non-Emergency Medical Transport, Call-N-Ride, and Retired Individuals Driving the Elderly Services (RIDE). Currently OCO operates approximately 40 buses, with several major routes within the City of Fulton and Oswego County.



Through partnerships with New York State, forged by the Oswego County Transportation Coalition, OCO recently expanded their services to cover an even larger geographic area, and provide increasingly convenient bus routes and schedules to its patrons. With the formation of Oswego County Public Transit (OPT), a division of OCO, residents are now able to access a comprehensive bus service that travels throughout urban, suburban, and rural areas in Oswego County. OPT currently

offers twelve (12) bus routes that allow easy transfers to existing OCO and Centro transit lines, with the option of personal pick-up within one mile of a standard bus stop.

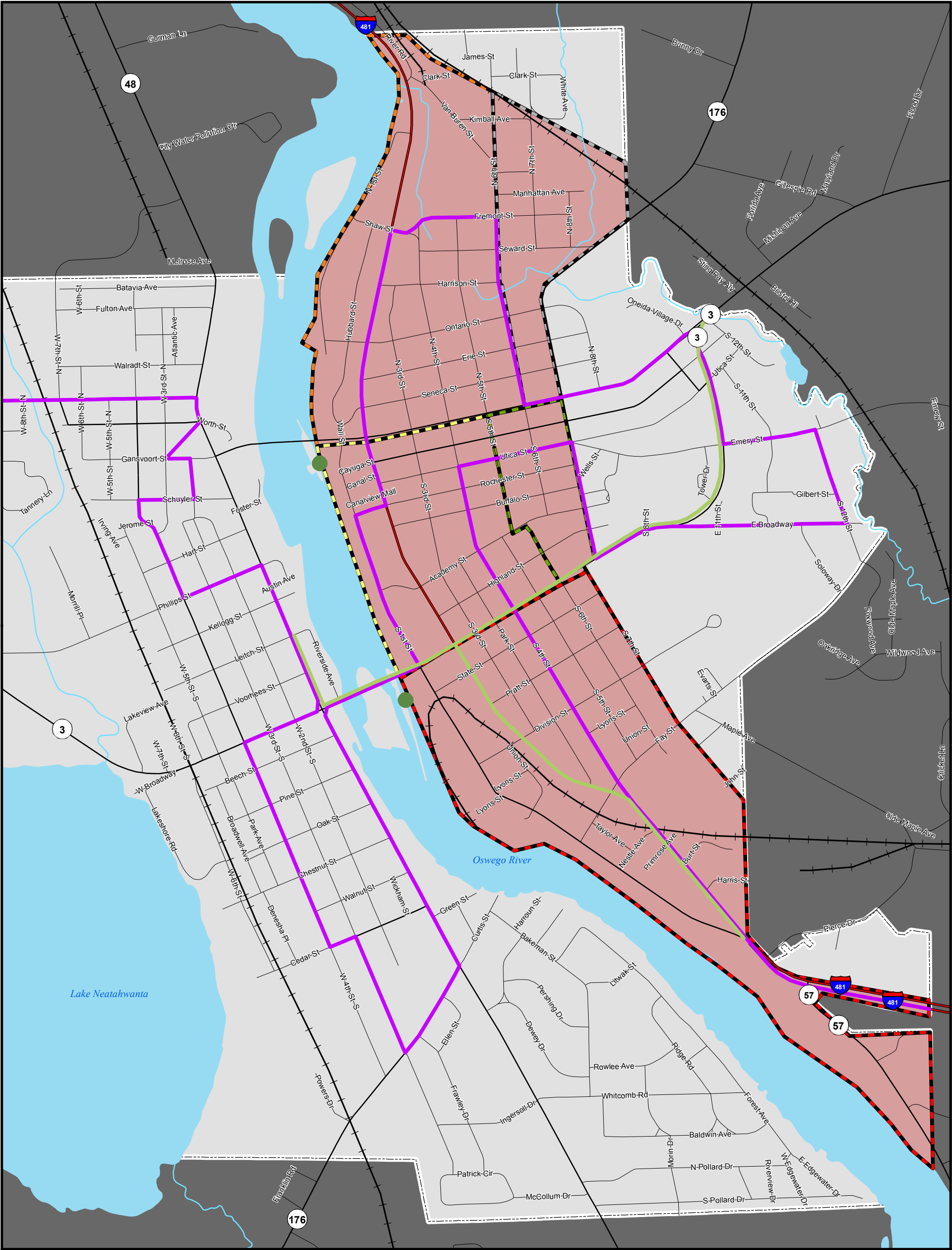
The City of Fulton has recently begun studying the possibility of constructing a state of the art transportation facility in the downtown area. The facility would serve as the transportation hub for

¹¹ All information on Centro was obtained from Centro, Inc.’s website

¹² All information obtained from OCO website



Oswego County, linking all organizations and agencies that provide public transit in one central location. The result would be 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. 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.



LEGEND

- BOA Boundary

City of Fulton

Adjacent Towns

Parcel

Body of Water

Limited Access Highway

State, County & Local Roads

Railroads
- Neighborhood #1

Neighborhood #2

Neighborhood #3

Neighborhood #4

Neighborhood #5

Canal Locks

Centro Bus Route

OCO Bus Route

Map 10: Transportation Systems

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Infrastructure

Approximately 40% of the City's water and sewer mains date as far back as 1885, when it was operated by the Fulton Water Works. This aging infrastructure is the root of many modern day problems due to the smaller pipes used during this earlier time period. Currently, there are no items on the capital budget itemized for water and sewer system upgrades. The City is heavily reliant on State and Federal grants for infrastructure updates. Despite problems with delivery, the City and the BOA Study Area have a plentiful supply of fresh water for residents and businesses.



In general, the BOA Study Area is well served by public infrastructure. Future redevelopment of the strategic sites in the Study Area may necessitate minor upgrades to supply mains depending on the proposed redevelopment scenario. However, each site should be adequately served with minimal constraints to development.

Public Water Supply

Fulton has an extensive water system with mostly 8-inch diameter pipes providing service to approximately 12,900 users in the water service area, which extends beyond City limits. The modern standard for pipe size is a minimum of an 8-inch diameter, which allows for a more manageable flow of water through the system. The City has successfully upgraded its water supply system whenever possible, replacing the original four-inch diameter pipes.

The City of Fulton has an abundance of available groundwater. The main sources for water in the City are the Great Bear Springs, which produce approximately 1.6 million gallons per day. Also water resources are provided by Lake Ontario, and three wells near the banks of the Oswego River. The wells near the Oswego River were contaminated by an accidental spill caused by the Miller Brewing Company, thus forcing the City to clean the water prior to delivery. The water delivered from Lake Ontario is made available from the Onondaga County Water Authority, which has the ability to supply much more water to Fulton if needed in the future.



Public Sewer Disposal

In the 1980's the City upgraded its sanitary sewer system with 60 miles of piping, numerous manholes, and pumping stations that transmit wastewater to the Wastewater Treatment Plant.¹³ This project was paid for entirely by an \$8 million bond taken out by the City, resulting in higher than desired sewer rates for residents and businesses. Today, the entire City is serviced by public sewer. The City should continue to investigate the potential for upgrading hook-ups and improving the efficiency of service to new infill developments.

Stormwater Management

The City of Fulton currently has a conventional urban stormwater management system, which catches stormwater on curbside drainage basins. These basins are connected to underground pipes that carry the stormwater into surrounding streams, river, and lake discharge points. The City will need to comply with modern Phase II stormwater regulations, which require municipalities to "clean" stormwater prior to release in natural water systems. 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.



¹³ City of Fulton Comprehensive Plan, 2003



Natural Resources and Environmental Features

The City of Fulton was originally settled around the Oswego River which was later improved to serve as the Oswego Canal. As the use of the Canal was transformed less as a means of commercial transportation and more into a recreational amenity, the City began to capitalize on its assets by developing boating infrastructure and waterfront parks. The development of this infrastructure was determined by the environmental features that affect urban construction, such as water access and quality, wetlands, floodplains, and soil type.

Water Resources

There are plenty of surface water resources for Fulton residents located within the City. Lake Neatahwanta, which is approximately 1.2 sq. miles, is located along the southwestern border of the City. In addition, approximately 3.4 miles of the Oswego River bisects the center of the City and provides opportunities for recreation and commerce.

Under New York State's Environmental Conservation Law (ECL), Title 5 of Article 15, certain waters in the State are protected on the basis of their classification.¹⁴ All water bodies in the state (lakes, rivers, streams, and ponds) are assigned a water quality classification based on existing, or expected best usage. There are eight (8) surface water classifications, with Class A being the highest standard, and suitable for drinking water. Streams and small water bodies located in the course of a surface water body that are designated as Class C or higher, are collectively referred to as "protected streams."

The City of Fulton has several water bodies, including streams, rivers and tributaries that are classified as Class C; these waters are suitable for fish propagation and survival and may warrant primary and secondary contact recreation. Both the Oswego River and Lake Neatahwanta are classified as Class B or optimal as primary and secondary recreation and fishing. These classifications further exemplify the City's clean water and allow both residents and tourists enjoyment of the River. Several of the BOA Study Area neighborhoods are directly adjacent to the Oswego Canal, including Neighborhoods #1, 3, and 4. These neighborhoods provide opportunities for future access to water-based recreational activity, such as the Canal Towpath Trail that the City recently designed.

Wetlands

Both the New York State Department of Environmental Conservation (NYSDEC) and the U.S. Fish and Wildlife Service have designated wetlands in the City. However, such State and Federal wetlands are limited within the City of Fulton municipal boundaries, as most are located around Lake Neatahwanta and to the west of the City. The small wetlands that are located within the City

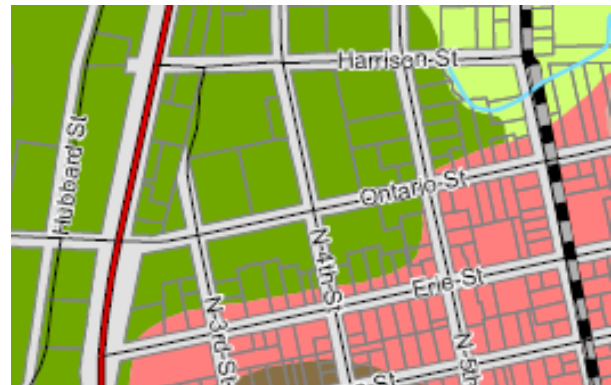
¹⁴ U.S. EPA: www.epa.gov/waterscience/standards/wqslibrary/ny/ny_2_water_quality_reg.pdf



are focused on the west side, with small areas along the eastern riverfront, located within the BOA Study Area. See **Map 11A: Natural Resources – Wetlands & Agricultural Districts**.

Floodplains

The City of Fulton contains four different floodplains as classified by the Federal Emergency Management Agency (FEMA), Zones A, AE, AO, and X500. All of these floodplains, less X500 are classified as 100-year floodplains, with X500 being a 500-year floodplain. Zone AO is a 100-year shallow flooding area with depths of one to three feet. Zone X500 is the base area, or sea-level area of a floodplain, and is prone to 500-year flooding with depths of less than one foot, or with drainage areas less than one square mile. The BOA Study Area Neighborhoods #4 and 5 contain zones AE, AO, and X500, with a four-block area defined by Seward Street, N 15th Street, Ontario Street, and N Third Street covered by zone AO. See **Map 12B: Natural Resources – Special Flood Hazard Areas**.



Soils

The City of Fulton contains a variety of soil types with varying properties and characteristics. According to the U.S. Department of Agriculture, soil constraints are typically reflected by depth to bedrock and depth to the water table. Depth to bedrock is the distance from the surface of the soil to the upper surface of the rock layer. Depth of the seasonal high water table is the distance from the surface of the soil to the highest level that ground water or perched water reaches in the soil in most years. Studying soil types allows municipalities to understand how the land is best used, and how the land will drain when disturbed by impervious surfaces. Below is a summary of the six most frequent soils types found in the City of Fulton.

- **Arkport Series:** Amboy Very Fine Sandy Loam (AvB) consists of very deep, well-drained soils, with 2 to 6 percent slopes, and is an easily cultivated soil type.
- **Canandaigua Series:** Canandaigua Silt Loam (Cd) consists of very deep and very poorly drained soils, and is common near lowland lake plains and in depression areas on glaciated uplands.
- **Hinckley Series:** Hinckley Gravelly Loamy Sand (HkC) consists of very deep, excessively drained soils formed in water-sorted materials, with 8 to 15 percent slopes.
- **Braceville Series:** Ira Gravelly Fine Loamy Sand (IrB) consists of a nearly level to moderately steep soil that is very deep, and well drained, with 0 to 25 percent slopes.



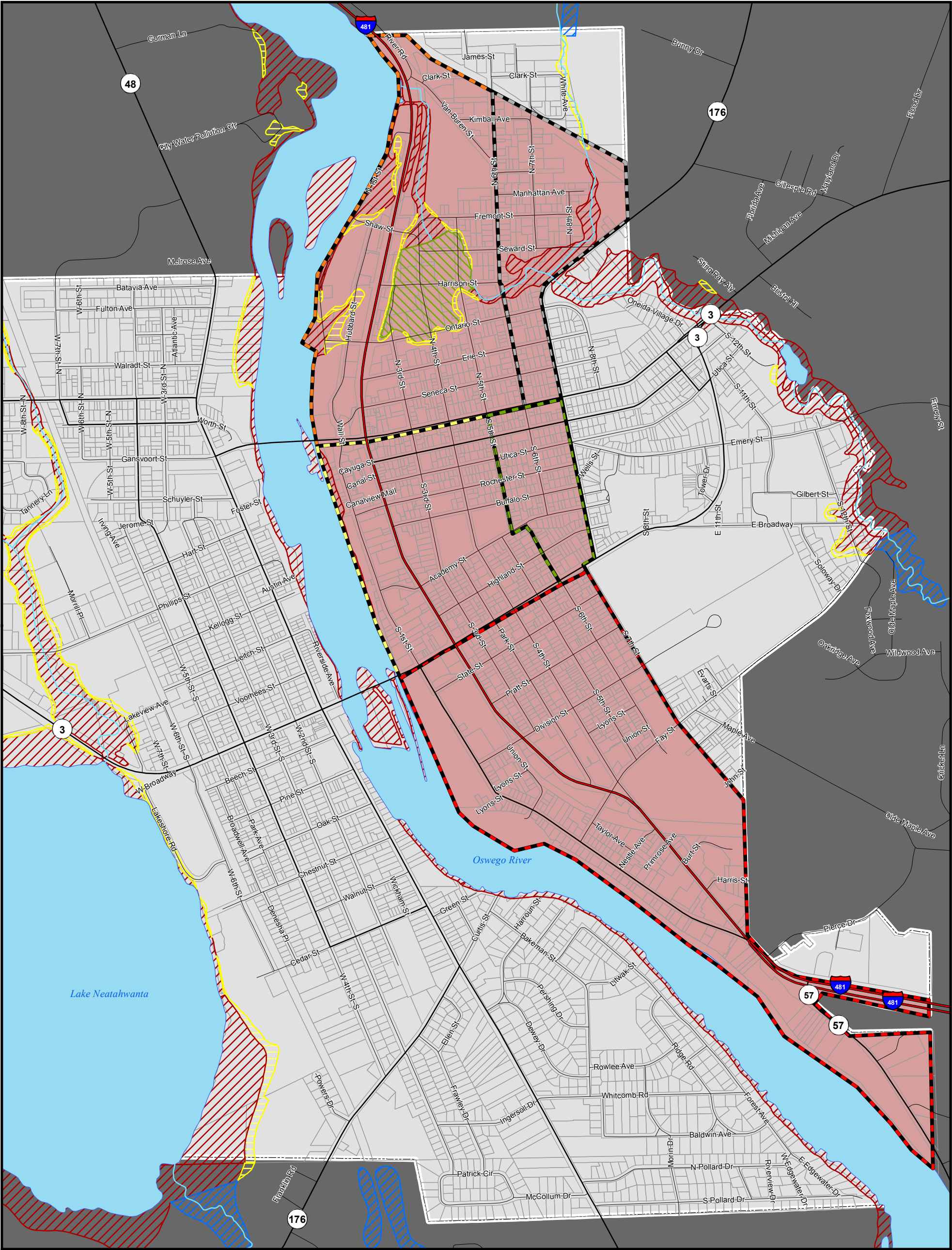
- **Raynham Series:** Raynham Silt Loam (RaB) consists of very deep, poorly drained soils, has 0 to 6 percent slopes, and is common in depressions and drainage ways.
- **Middlebury Series:** Middlebury Loam (Mf) is typically found in flood plains and consists of very deep soils with 0 to 3 percent slopes.

The most common soil classification within the City of Fulton is Urban Land (UB). This soil type covers the entire western riverfront and expands further west. Urban Land is a common soil classification for more developed, urbane areas, whose soils have been disturbed by the construction of roads, parking lots, housing, factories, railroad yards, churches, and commercial properties. The most common soil type found in the Study Area consists of the Arkport Series (AvC3), which is well drained and good for development. This soil type is great for development, and should not present significant obstacles during construction within the BOA Study Area, particularly BOA Study Area neighborhoods #1, 3, and 4. **Map 12C: Natural Resources - Soils** shows all of the different soil types located in the City of Fulton and the BOA Study Area.

Fish and Wildlife Habitats

Under the Endangered Species Act, the U.S. Department of Interior, Fish and Wildlife Services determines if a species is to be labeled endangered, and if so, which environments are essential towards preserving the species. The Bald Eagle, Bog Turtle, Indiana Bat, and Piping Plover are all U.S. Fish and Wildlife Service federally listed endangered and threatened species located in Oswego County⁶. Also, Oswego County is listed as a “critical habitat” for the Piping Plover. Being labeled as a “critical habitat” protects certain terrains and locations from specific types of development potential because they are part of a small group of areas that are still habitable for certain endangered species. As these species become more threatened, it is more important to protect these unique habitats. All future development within the BOA Study Area should be sensitive to these habitats and provide detailed studies of any potential harm or damage caused by proposed construction.

⁶ <http://www.fws.gov/northeast/nyfo/es/ColistCurrent>



LEGEND

- BOA Boundary
- City of Fulton
- Adjacent Towns
- Parcel
- Body of Water
- Limited Access Highway
- State, County & Local Roads

- Neighborhood #1
- Neighborhood #2
- Neighborhood #3
- Neighborhood #4
- Neighborhood #5

FLOOD ZONES

- A - 1% annual chance of flooding
- AE - 1% annual chance of flooding
- AO - 1% annual chance of flooding
- X500 - 0.2% annual chance of flooding

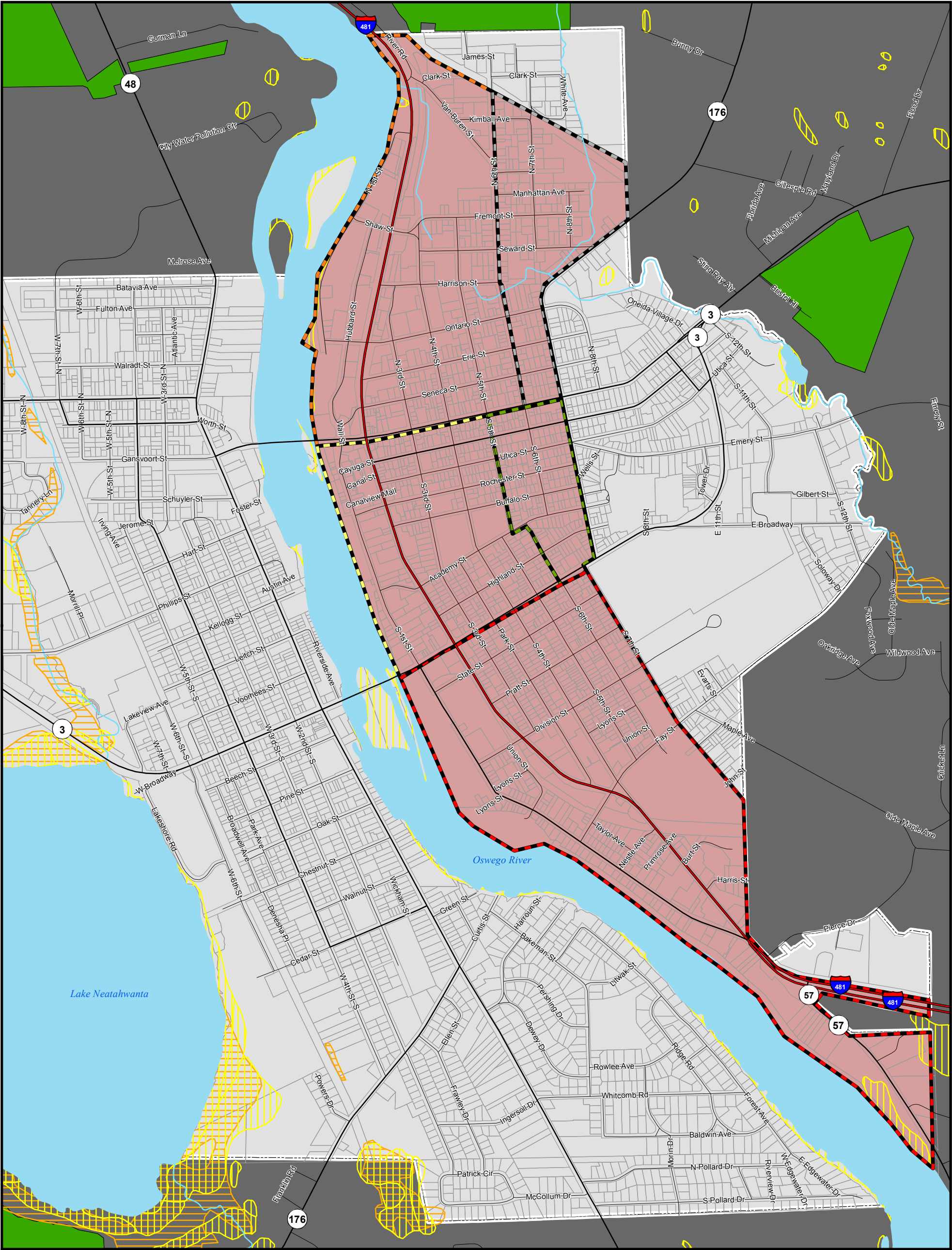
**Map 12A: Natural Resources
Special Flood Hazard Areas**

**Brownfields Opportunity Area
CITY OF FULTON
OSWEGO COUNTY, NEW YORK**



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LEGEND

- | | | | |
|--|-----------------------------|--|-----------------------|
| | BOA Boundary | | Neighborhood #1 |
| | City of Fulton | | Neighborhood #2 |
| | Adjacent Towns | | Neighborhood #3 |
| | Parcel | | Neighborhood #4 |
| | Body of Water | | Neighborhood #5 |
| | Limited Access Highway | | NWI Wetland |
| | State, County & Local Roads | | NYSDEC Wetland |
| | | | Agricultural District |

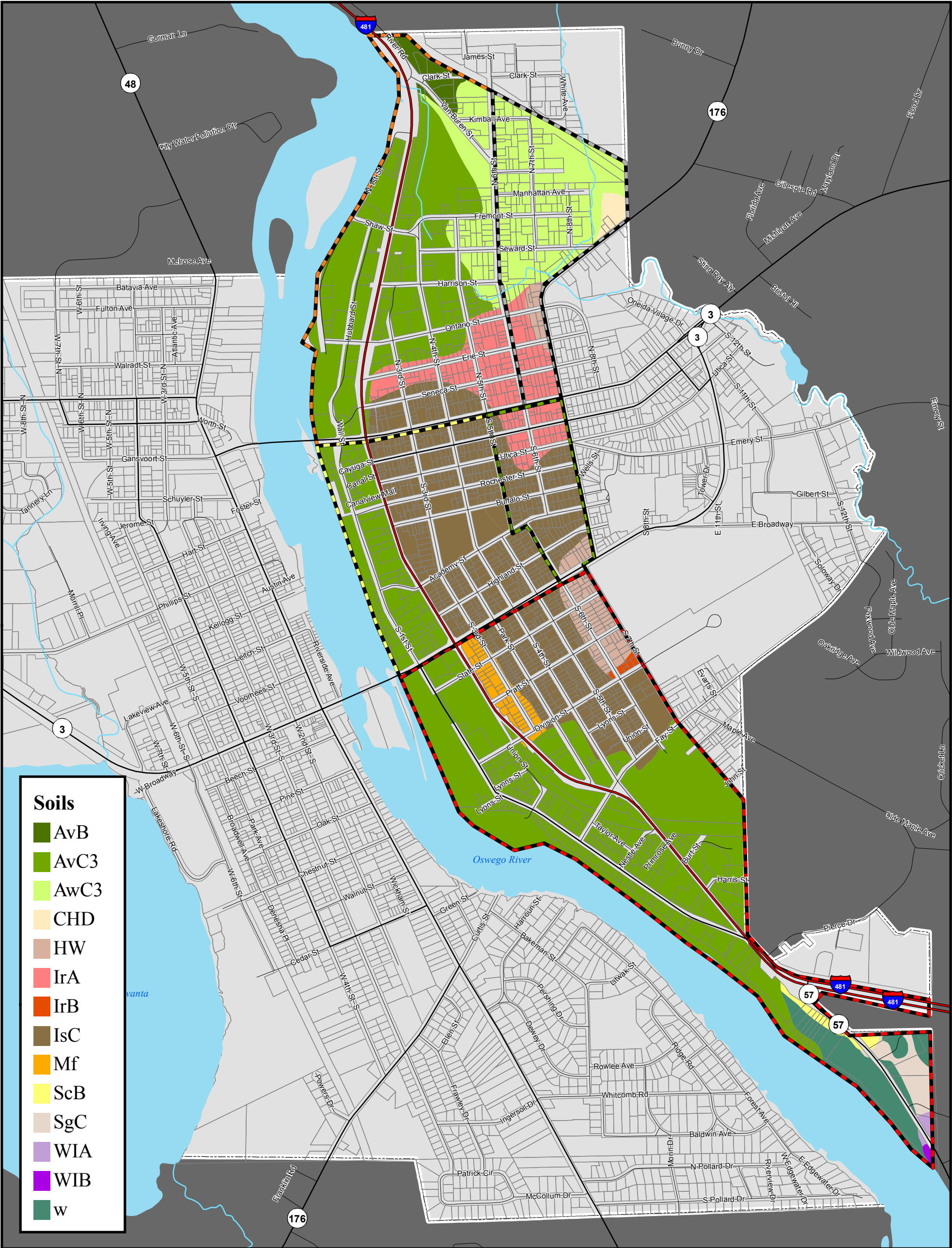
**Map 12B: Natural Resources
Wetlands & Agricultural Districts**

Brownfields Opportunity Area
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Soils

- AvB
- AvC3
- AwC3
- CHD
- HW
- IrA
- IrB
- IsC
- Mf
- ScB
- SgC
- WIA
- WIB
- W

LEGEND

- BOA Boundary
- City of Fulton
- Adjacent Towns
- Parcel
- Body of Water
- Limited Access Highway
- State, County & Local Roads
- Neighborhood #1
- Neighborhood #2
- Neighborhood #3
- Neighborhood #4
- Neighborhood #5

Map 12C: Natural Resources Soils

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Building Inventory

Analysis of Key Buildings

The Phase I BOA Nomination Study includes the identification and analysis of 21 potential sites in the BOA Study Area that have been characterized as brownfields, abandoned, vacant, or underutilized properties. **Appendix F: BOA Descriptive Site Profiles** includes building inventories for 14 of the 21 potential sites that have existing buildings or structures. Each building inventory includes a description of building name, ownership, assessed value, gross floor area, year built, stories, original use, current use, and condition. See **Map 13: Building Inventory** for the location of all sites with buildings in the BOA Study Area.

The following summarizes the sites that contain buildings or structures identified by the City of Fulton, categorized by BOA Neighborhood location, street address, approximate acreage and parcel identification number. A detailed summary of key buildings will be prepared as part of the Fulton Phase II BOA Nomination Study.

BOA Neighborhood #1

The BOA Neighborhood #1 contains five (5) BOA-targeted sites with buildings:

- 460 Park Street - 1.41 acres - parcel # 253.25-02-03
- 555 S Fourth Street - 2.33 acres - parcel # 253.26-02-01
- 520 S Second Street - 2.33 acres - parcel # 253.25-07-03.01
- 2 Harris Street - 0.27 acres - parcel # 253.34-01-10
- 902 First Street - 0.62 acres - parcel # 253.42-02-14

BOA Neighborhood #2

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

- 103 Ontario Street - 1.26 acres - parcel # 236.47-01-11

BOA Neighborhood #3

The BOA Neighborhood #3 contains two (2) BOA-targeted sites with buildings:

- 203 E Broadway - 0.27 acres - parcel # 236.72-03-06
- 215 S Second Street - 0.16 acres - parcel # 236.72-02-31



BOA Neighborhood #4

The BOA Neighborhood #4 contains six (6) BOA-targeted sites with buildings:

- 208 N Second Street - 0.19 acres - parcel # 236.39-01-03
- 258 N Fourth Street - 1.28 acres - parcel # 236.40-01-02
- Harrison Street - 0.36 acres - parcel # 236.40-01-07.01
- 308 Harrison Street - 2.16 acres - parcel # 236.40-04-03
- 507 Erie Street - 0.60 acres - parcel # 236.48-04-12
- 616-624 Oneida Street - 0.67 acres - parcel # 236.57-01-06

BOA Neighborhood #5

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

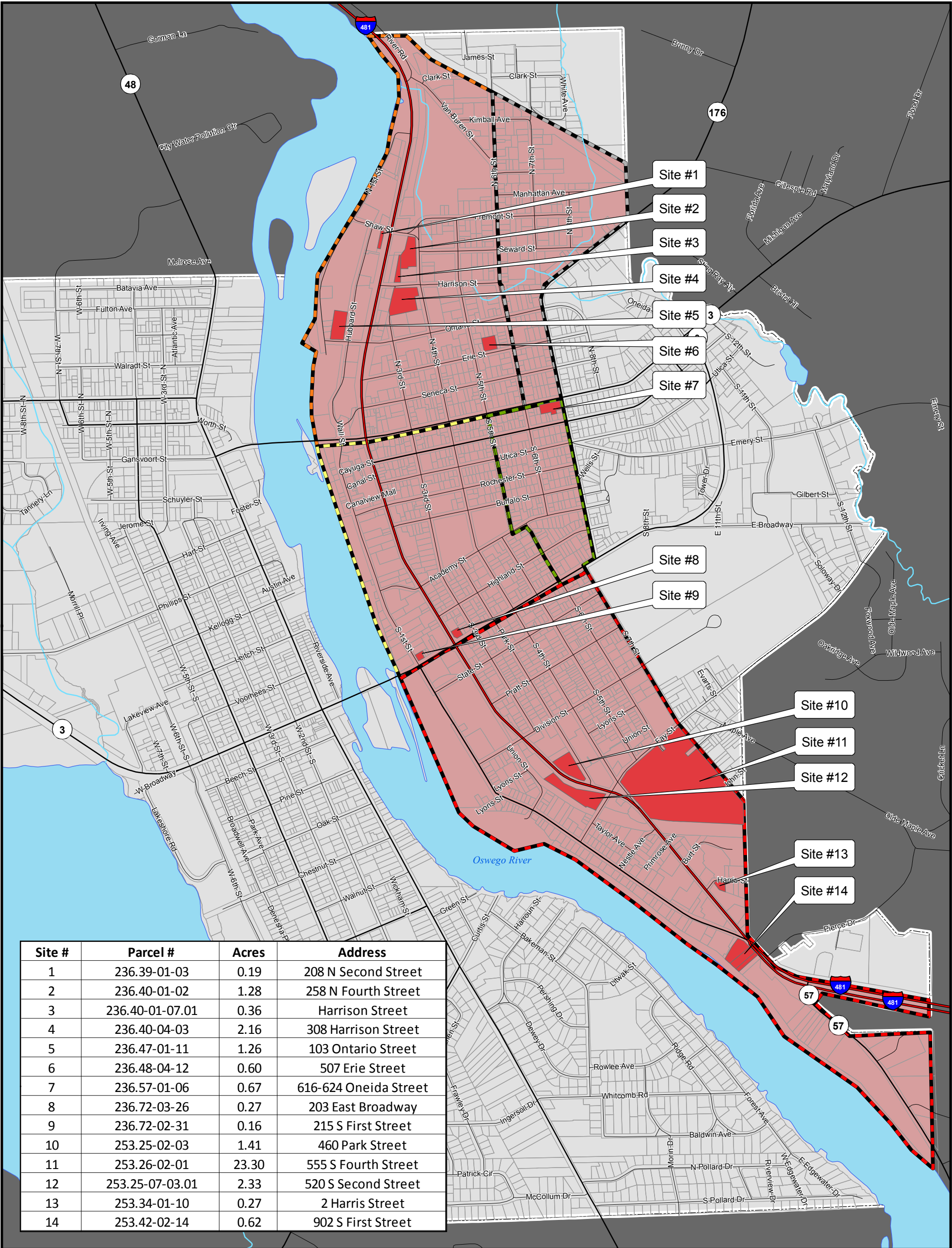
Strategic Sites

Selection Process of Strategic Sites

The Phase II BOA Nomination Study will analyze the BOA Study Area and the potential 21 sites to identify a select number of strategic sites for redevelopment (See **Map 14: Strategic Sites**). The factors and methodology used to determine priority sites for redevelopment and revitalization shall be based upon information received during the community participation process and information obtained during further research and analysis of each site. A detailed summary of the strategic sites and the selection process will be prepared as part of the Fulton Phase II BOA Nomination Study.

Identification Factors of Strategic Sites

The process and factors used during the Phase II BOA Nomination Study to determine strategic sites for redevelopment may include but are 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 will be prepared as part of the Fulton Phase II BOA Nomination Study.



LEGEND

- BOA Boundary
- City of Fulton
- Adjacent Towns
- BOA Building Sites
- Parcel
- Body of Water
- Limited Access Highway
- State, County & Local Roads
- Neighborhood #1
- Neighborhood #2
- Neighborhood #3
- Neighborhood #4
- Neighborhood #5

Map 13: Building Inventory

Brownfields Opportunity Area
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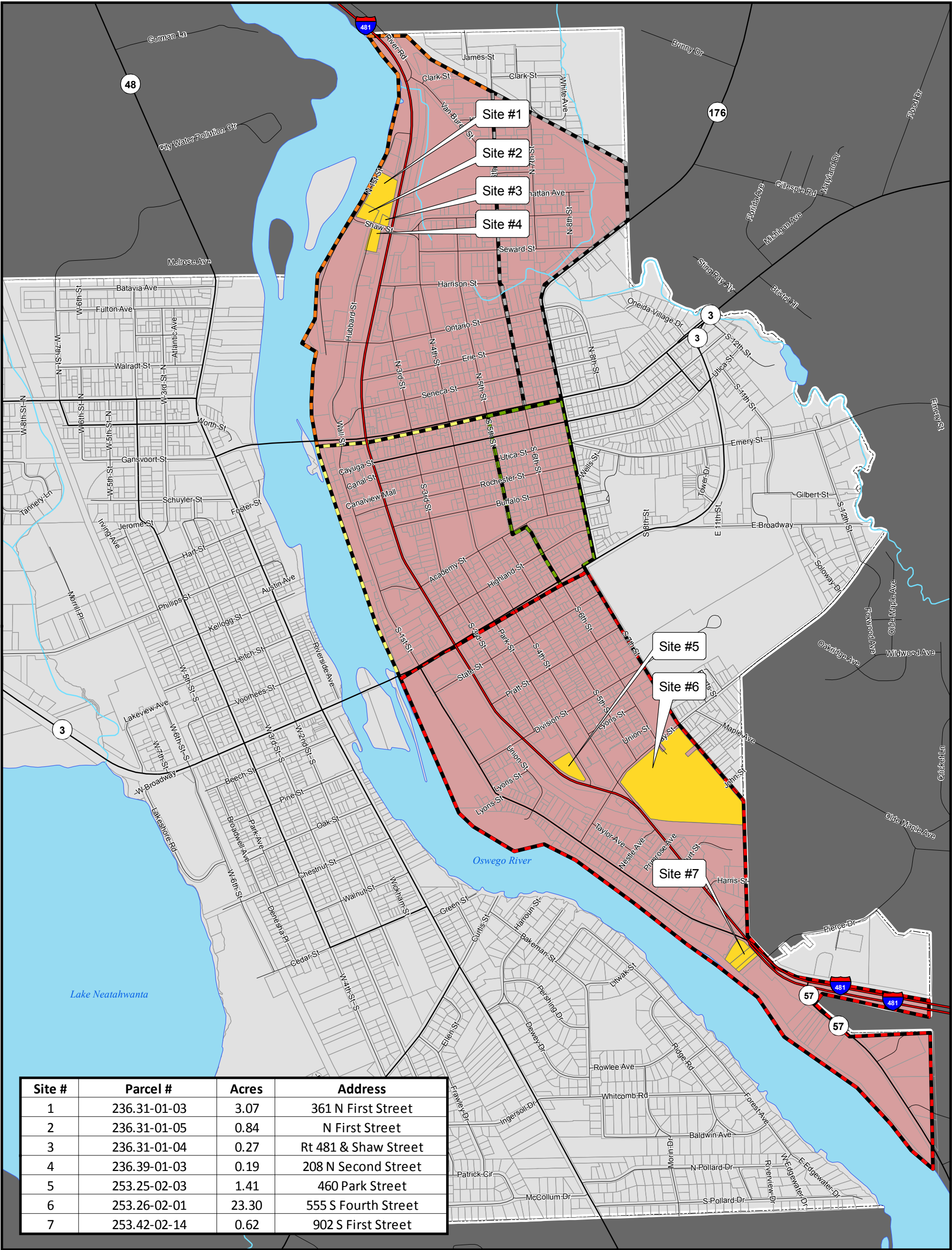
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LEGEND

- BOA Boundary
- City of Fulton
- Adjacent Towns
- BOA Strategic Sites
- Parcel
- Body of Water
- Limited Access Highway
- State, County & Local Roads
- Neighborhood #1
- Neighborhood #2
- Neighborhood #3
- Neighborhood #4
- Neighborhood #5

Map 14: DRAFT Strategic Sites

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Economic & Market Trends Analysis

Socioeconomic Profile

The demographic and socioeconomic profile presents a range of quantitative data on the City of Fulton, the proposed Fulton BOA Study Area, and Oswego County. This data provides a brief analysis of trends that impact the area under study and will allow the City to better understand the socioeconomic issues that it is currently combating. The Phase II Nomination Study will expand upon this initial data analysis to provide a complete Economic and Market Trends Analysis used to identify business attraction and retention possibilities within the BOA Study Area.

The data used in this report was compiled from multiple sources, including the U.S. Census Bureau and the NYS Department of Labor. In addition, demographic, socioeconomic and retail sales data was purchased from ESRI, a leading national provider of market information. ESRI prepares demographic updates and projections based on federal data sources, and offers retail market data derived from public and proprietary sources at varying levels of geography.

Socioeconomic Highlights:

- *While the City has lost population, Census Tract 211.02, the southern portion of the BOA Study Area has stabilized, and is maintaining its overall population.*
- *The population in Fulton is aging, which provides an opportunity for young families to find employment opportunities in the job sectors that the 55-64 age cohort once held.*
- *The aging population also provides an opportunity for the City of Fulton to capitalize as a walkable community friendly towards seniors and retirees.*
- *With a high unemployment rate, a proven workforce, and a low cost of living, the City of Fulton provides an excellent opportunity for available employees that may help attract new employment opportunities. These potential employers should be focused towards properties located in the BOA Study Area.*

Proposed Fulton Brownfield Opportunity Area (BOA)

The boundaries of the proposed Fulton BOA roughly correspond with Census Tracts (CT) 211.01 and 211.02 on the east side of the Oswego River. CT 211.01 covers all of the area north of the bridge crossing, while CT 211.02 extends southward from the bridge to the City line.

This area is characterized by significant levels of socioeconomic distress relative to the City of Fulton overall and Oswego County. As shown in **Table 14: Levels of Economic Distress**, rates of poverty and unemployment in CT 211.01 and 211.02 were higher than those in the City, County,



or region in 2000. CT 211.01 had a median household income that was 38% less than the median for Oswego County, while the median household income in CT 211.02 was 48% less.

Special tabulations from the U.S. Department of Housing and Urban Development (HUD) indicate that 54.6% of Fulton residents in 2000 were in low and moderate income households, with incomes at or below 80% of the area median. Within Census Tracts 211.01 and 211.02, the percentages were 62.1% and 62.8%, respectively. The rate for Oswego County overall was 47.2%. Additional data on Census Tracts 211.01 and 211.02 is provided in subsequent sections of this report.

Table 14: Levels of Economic Distress

Market Area	Median Household Income	Per Capita Income	Poverty Rate	Unemployment Rate
Census Tract 211.01	\$ 26,989	\$ 13,130	24.4%	13.4%
Census Tract 211.02	\$ 24,855	\$ 17,688	27.8%	10.8%
City of Fulton	\$ 29,018	\$ 16,133	19.3%	9.2%
Oswego County	\$ 36,598	\$ 16,853	14.0%	9.3%
Syracuse MSA	\$ 40,051	\$ 20,254	12.1%	6.2%

Source: U.S. Census Bureau, 2000.

Population Trends

Since 1990, the two Census Tracts that roughly correspond to the proposed Fulton BOA have experienced a decline in population. In fact, *CT 211.01 and CT 211.02 accounted for 63% of the overall population decline in the City of Fulton between 1990 and 2000.*

Current estimates of population from ESRI suggest that the number of residents in CT 211.02, the southern portion of the proposed BOA, has stabilized. This is not the case with the CT 211.01, however, which continues to lose population.

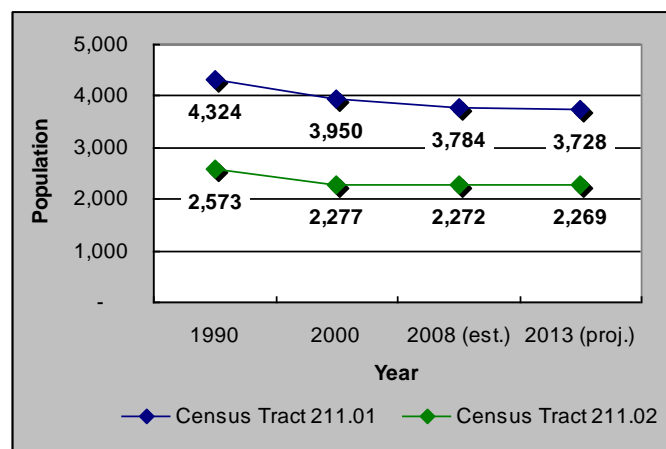


Figure 6: Population Change (Census Tract)

In contrast to the City of Fulton, Oswego County has experienced a moderate increase in population since 1990. By 2012, Oswego County is projected to reach 125,000 residents. Based on the approximately 2,485 seasonal homes on the assessment rolls and an average household size of 2.54 persons, Oswego County's population is supplemented by an estimated 6,300 part-time residents during the summer months. This does not include overnight visitors staying in one of the nearly 1,200 lodging rooms or at local campgrounds in the County. These seasonal residents impact the housing market and represent a potential target market for retail and recreational uses.



Table 15: Market Area Population summarizes the population trends in the two BOA census tracts, the City of Fulton, Oswego County, and the Syracuse Metropolitan Statistical Area (MSA) from 1990 projected to 2013.

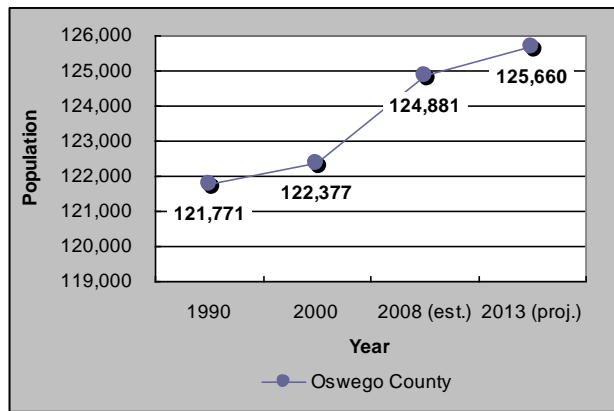


Figure 7: Population Change (City of Fulton)

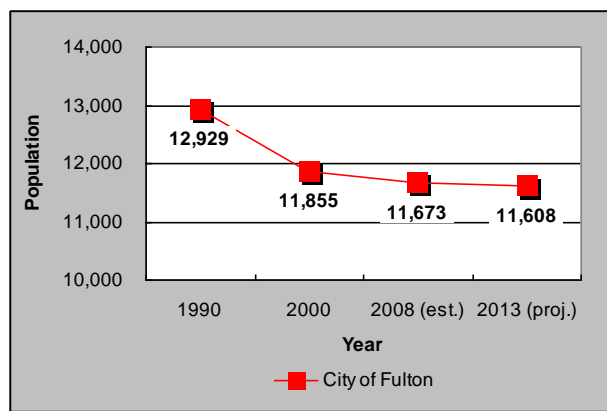


Figure 8: Population Change (Oswego County)

Table 15: Market Area Population

Market Area Population							
Market Area	1990	2000	2008 (est.)	2013 (proj.)	% Change 1990-2000	2000-08	2008-13
Census Tract 211.01	4,324	3,950	3,784	3,728	-8.6%	-4.2%	-1.5%
Census Tract 211.02	2,573	2,277	2,272	2,269	-11.5%	-0.2%	-0.1%
City of Fulton	12,929	11,855	11,673	11,608	-8.3%	-1.5%	-0.6%
Oswego County	121,771	122,377	124,881	125,660	0.5%	2.0%	0.6%
Syracuse MSA	659,864	650,154	653,519	654,551	-1.5%	0.5%	0.2%

Source: ESRI, U.S. Census Bureau, and E.M. Pemrick and Company. Population by Age

Based on estimates of population from ESRI, persons under age 20 currently make up the largest segment of the total population in both the City of Fulton (27.8%) and Oswego County (25.4%). This age cohort is projected to shrink slightly over the next five years, however.

In contrast, the number of residents ages 55-64 and age 65 and over is projected to increase. This may have implications for the local workforce as individuals begin to retire. It will also contribute to the increased demand for health care services and access to various housing choices that allow older adults to maintain their independence.

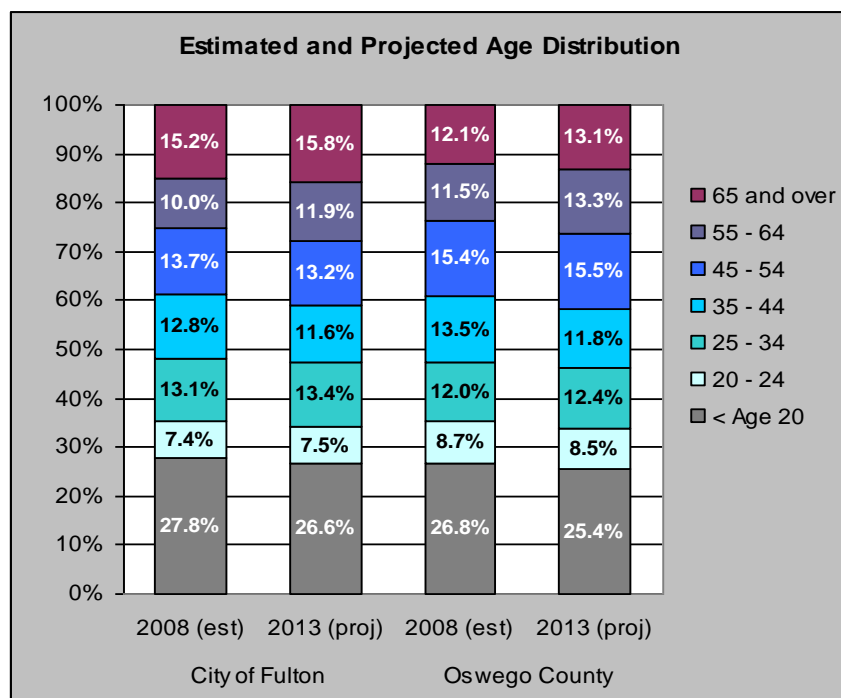


Figure 9: Estimated & Projected Age Distribution

Table 16: Market Area Median Age

Market Area	2000	2008	2013	% Change	
				2000-08	2008-13
Census Tract 211.01	32.2	32.3	32.9	0.3%	1.9%
Census Tract 211.02	35.6	37.4	38.4	5.1%	2.7%
City of Fulton	35.5	36.5	37.3	2.8%	2.2%
Oswego County	35.0	37.0	38.1	5.7%	3.0%
Syracuse MSA	36.0	38.1	39.0	5.8%	2.4%

Source: ESRI, U.S. Census Bureau, and E.M. Pemrick and Company.

Households

Change in the number of households can impact the overall demand for housing in a community.

Table 17: Market Area Households compares the number of households in the two BOA census tracts, the City of Fulton, Oswego County, and the Syracuse Metropolitan Statistical Area (MSA) from 1990 projected to 2013. As the table shows, virtually no change in the total number of households is projected for the City of Fulton over the next several years.

Recent data on the distribution of households by type is not available. According to the 2000 Census, however, the City of Fulton had a total of 4,923 households, 60.4% of which were family households, including married-couple families and single parents with children; 39.6% were non-family households, comprised mostly of individuals living alone. Nearly 29% of the households in



Fulton, compared with 22% of those in Oswego County and 24% in the Syracuse MSA, included an individual over age 65.

As shown in **Table 18: Market Area Average Household Size**, the average number of persons per household in the City of Fulton was 2.38 in 2000 and an estimated 2.34 persons in 2008. These figures reflect a continuing trend toward smaller families and the increasing prevalence of single-person households – including households occupied by persons over age 65 – both locally and nationally over the past several decades.

Table 17: Market Area Households

Market Area Households							
Market Area	1990	2000	2008 (est.)	2013 (proj.)	% Change		
Census Tract 211.01	1,731	1,578	1,529	1,516	-8.8%	-3.1%	-0.9%
Census Tract 211.02	1,055	959	964	970	-9.1%	0.5%	0.6%
City of Fulton	5,235	4,923	4,923	4,934	-6.0%	0.0%	0.2%
Oswego County	42,347	45,522	47,274	48,028	7.5%	3.8%	1.6%
Syracuse MSA	243,972	252,043	259,276	261,692	3.3%	2.9%	0.9%

Source: ESRI, U.S. Census Bureau, and E.M. Pemrick and Company.

Table 18: Market Area Average Household Size

Market Area Average Household Size							
Market Area	1990	2000	2008 (est.)	2013 (proj.)	% Change		
Census Tract 211.01	2.48	2.48	2.45	2.43	0.0%	-1.2%	-0.8%
Census Tract 211.02	2.33	2.27	2.23	2.22	-2.6%	-1.8%	-0.4%
City of Fulton	2.44	2.38	2.34	2.32	-2.5%	-1.7%	-0.9%
Oswego County	2.76	2.60	2.54	2.52	-5.8%	-2.3%	-0.8%
Syracuse MSA	2.60	2.49	2.43	2.41	-4.2%	-2.4%	-0.8%

Source: ESRI, U.S. Census Bureau, and E.M. Pemrick and Company.

Income Levels

Personal income is one of the most important indicators of the economy. Understanding the income characteristics of the community is also important in determining a community's wealth as well as the ability of residents to maintain their housing, contribute to the local tax base, and participate in the economy.

As shown in the top chart at right, income levels in the City of Fulton are low relative to the County and the region. In 2008, for example, the estimated median household income in the

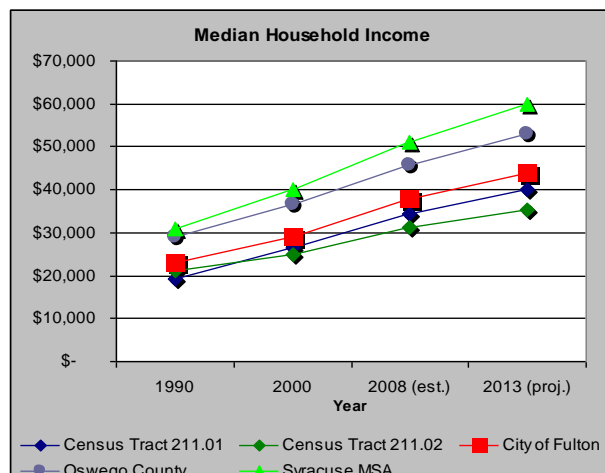


Figure 10: Median Household Income



City of Fulton was \$37,783, versus \$45,652 in Oswego County and \$51,085 in the Syracuse MSA.

The projected household income for 2013 shows a continuation of trends from 1990 and 2000, with the median household income in Fulton, \$43,933, remaining well below that of Oswego County (\$52,906) or the Syracuse MSA (\$59,681).

The per capita income is the mean (average) income computed for every man, woman, and child. The per capita income in Fulton in 2000 (\$16,133) is nearly identical to that of Oswego County (\$16,853), but still about 80% of the regional per capita figure.

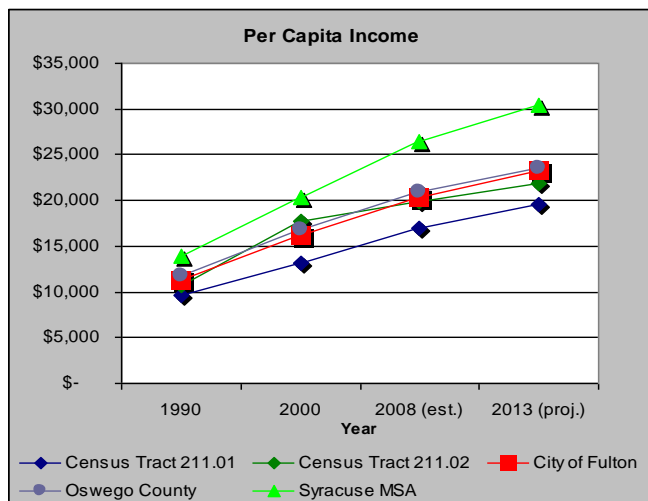


Figure 11: Per Capita Income

Educational Attainment

The chart below presents the highest level of educational attainment among persons age 25 and older in the two BOA census tracts, the City of Fulton, Oswego County, and the Syracuse MSA. As the chart indicates, significant proportions of individuals living within the proposed BOA lack a high school diploma, and are not prepared for the “knowledge economy” jobs of the future. Most adults in the City of Fulton overall have at least a high school diploma, with 12% achieving

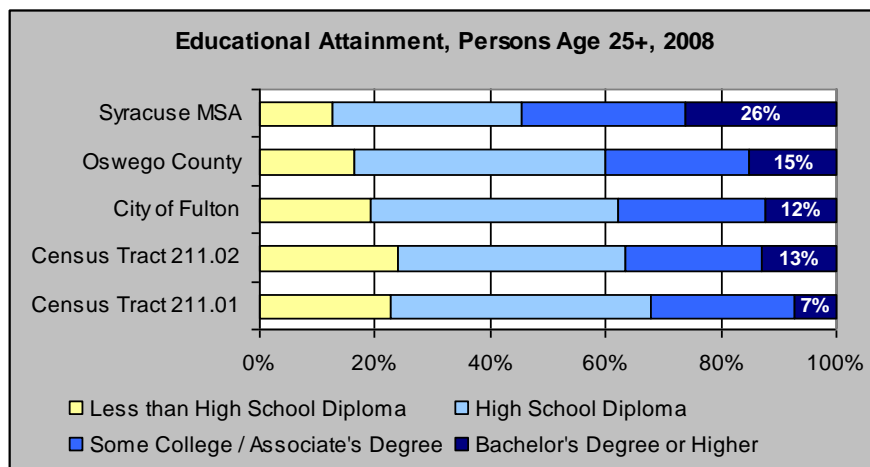


Figure 12: Educational Attainment, Persons 25+, 2008

a bachelor's degree or higher.



Resident Labor Force

The Local Area Unemployment Statistics (LAUS) program of the NYS Department of Labor provides the most up-to-date estimates of persons employed and unemployed by *place of residence*. The civilian labor force is comprised of individuals aged 16 and older, excluding those in the military, who are employed or actively looking for work.

Since 1990, the size of the civilian labor force in Oswego County has ranged from a low of 57,200 in 1998 to a high of 60,300 in 2005-06. Today the County makes up 18.2% of the civilian labor force in the Syracuse MSA, up from 17.1% in 1990.

Unemployment Trends

Unemployment rates in Oswego County have been consistently higher than state and regional averages. As shown below, Oswego County faced double-digit rates of unemployment in the early 1990s; however, rates have generally been more moderate since then. Figures from the NYS Department of Labor indicate an unemployment rate of 6.6% in Oswego County, compared to 5.7% for the Syracuse MSA and 5.6% for New York in August 2008, the most recent month for which

data are available

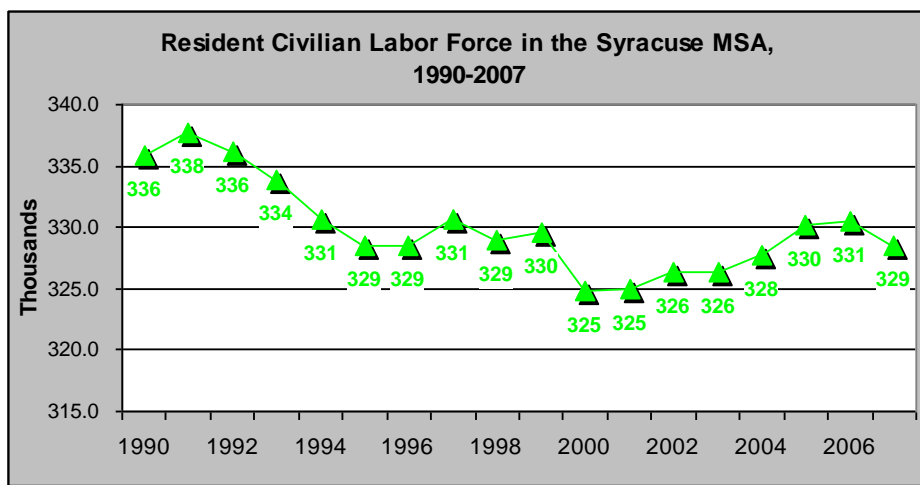


Figure 13: Resident Civilian Labor Force in the Syracuse MSA, 1990-2007

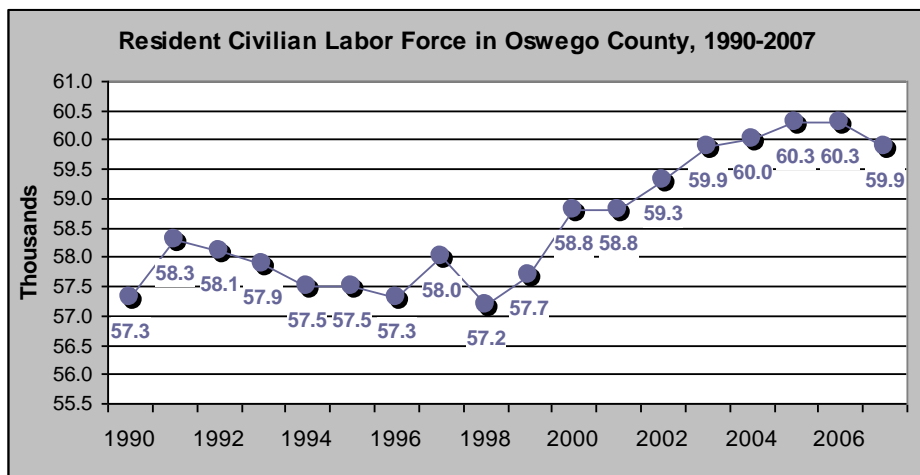


Figure 14: Resident Civilian Labor Force in Oswego County, 1990-2007

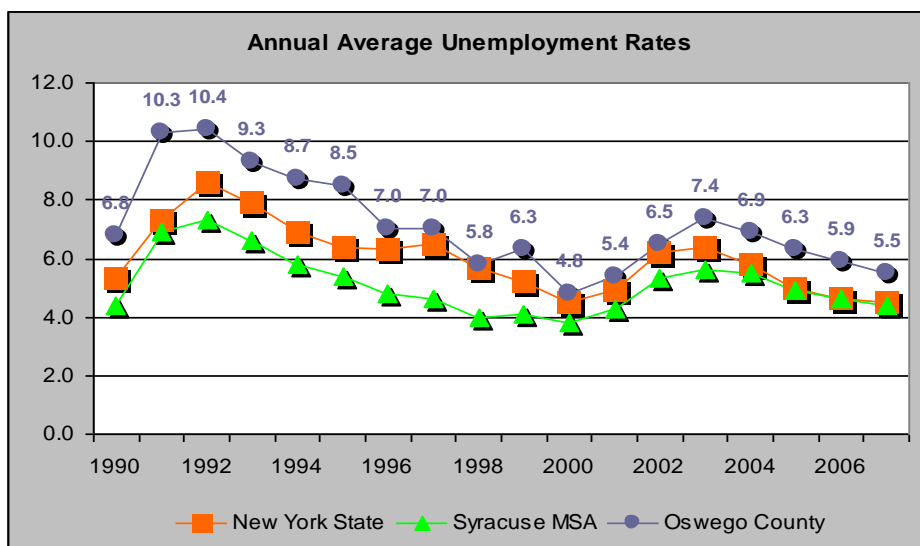


Figure 15: Annual Average Unemployment Rates

Commutation Patterns

Journey-to-work data from the U.S. Census Bureau show that of Fulton residents who were employed in 2000, 42.4% also worked in Fulton, while 23.5% worked elsewhere in Oswego County, including the City of Oswego. More than a quarter of Fulton residents worked in Onondaga County, in which the City of Syracuse is located.

Looking at individuals who were working in the City of Fulton in 2000, the majority resided within Oswego County, including 27.1% in Fulton and 6.0% in Oswego. Relatively few of those employed in Fulton commuted into the City from Syracuse or elsewhere in Onondaga County.

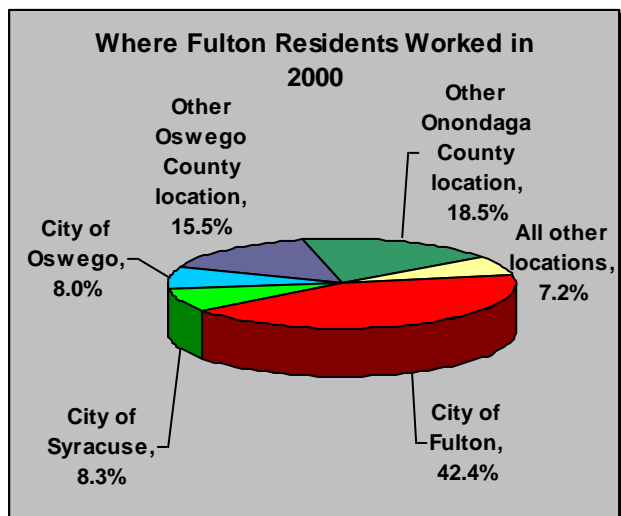


Figure 16: Place of Employment 2000

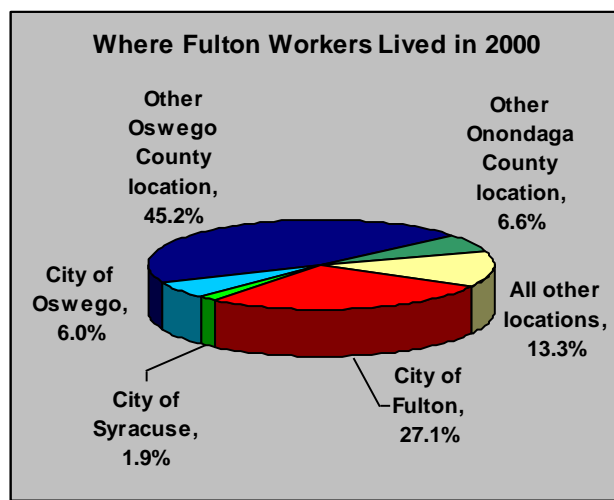


Figure 17: Place of Residence 2000

Employment Trends

The Quarterly Census of Employment and Wages (QCEW) Program includes all employment covered under unemployment insurance laws in New York. Only the self-employed, student workers, unpaid family workers, and some agricultural workers are excluded. Unlike the decennial Census and other sources of employment data, QCEW measures jobs by *place of work*, rather than place of residence.

As shown in the top chart at right, average annual employment in Oswego County since 2000 peaked with 35,477 in 2002 and declined to 33,757 in 2006. The number of jobs has generally been stable with no major increases or decreases over the last several years. Private sector as a proportion of all employment in Oswego County also held steady at approximately 73%, compared to 82% in the Syracuse MSA overall.

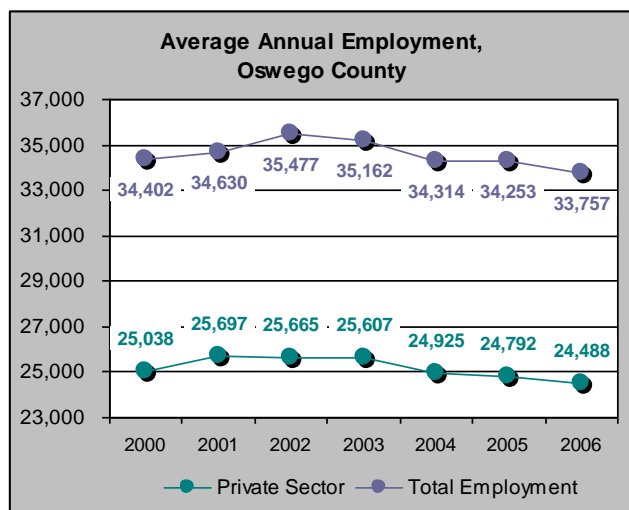


Figure 18: Average Annual Employment, Oswego County

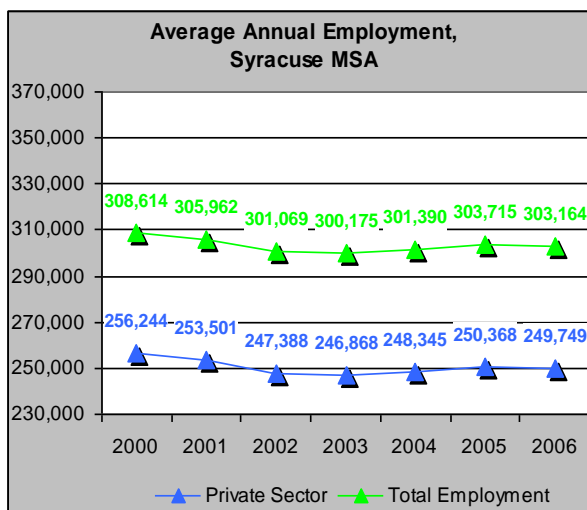


Figure 19: Average Annual Employment Syracuse MSA

Employment by Industry

Table 19: Employment by Industry presents the total employment by major industry division in Oswego County in 2006, the most recent annual average data currently available. As the table indicates, of the 33,757 jobs in the County, 9,269 (27.5%) were in government, with about 1,500 positions at the State University of New York at Oswego; 4,380 jobs (13.0%) were in retail trade, and 4,348 (12.9%) were in health care and social assistance. Manufacturing, including the production of primary and fabricated metals, paper and printing, represented 10.5% of total employment. The County also averaged 3,161 jobs in accommodation and food services. Most other industries had a relatively modest presence with respect to employment, although power production, with more than 2,000 jobs, is considered one of the dominant sectors of the Oswego County economy.

**Table 19: Employment by Industry**

Employment by Industry, Oswego County, 2006 Description	Number	Percent
Total, Government	9,269	27.5%
Retail Trade	4,380	13.0%
Health Care and Social Assistance	4,348	12.9%
Manufacturing	3,544	10.5%
Accommodation and Food Services	3,161	9.4%
Utilities	2,029	6.0%
Construction	1,298	3.8%
Other Services	1,210	3.6%
Administrative and Waste Services	878	2.6%
Finance and Insurance	740	2.2%
Professional, Scientific, and Technical Services	595	1.8%
Transportation and Warehousing	483	1.4%
Wholesale Trade	482	1.4%
Arts, Entertainment, and Recreation	285	0.8%
Agriculture, Forestry, Fishing & Hunting	270	0.8%
Real Estate and Rental and Leasing	255	0.8%
Information	255	0.8%
Management of Companies and Enterprises	72	0.2%
Educational Services	61	0.2%
Mining	NA	NA
Total, All Industries	33,757	100%

Source: NYS Department of Labor and E.M. Pemrick and Company.

Employment Growth Trends

Between 2002 and 2006, Oswego County experienced a net loss of 1,720 jobs, a decline of 4.8%. Several industry sectors *gained* employment during this period, however, including health care and social assistance (461 jobs), wholesale trade (89), and finance and insurance (68). Private industry segments with significant employment growth are shown in **Table 20: Private Industry Segments with Significant Job Growth in Oswego County**.

Table 20: Private Industry Segments with Significant Job Growth in Oswego County

Description	Private Industry Segments With Significant Job Growth* in Oswego County, 2002-2006 Employment		
	2002	2006	Net Change
HEALTH CARE & SOCIAL ASSISTANCE: Social Assistance	856	992	136
HEALTH CARE & SOCIAL ASSISTANCE: Hospitals	1,015	1,139	124
RETAIL TRADE: Building Material & Garden Supply Stores	254	357	103
HEALTH CARE & SOCIAL ASSISTANCE: Nursing & Residential Care Facilities	923	1,026	103
HEALTH CARE & SOCIAL ASSISTANCE: Ambulatory Health Care Services	1,095	1,191	96
MANUFACTURING: Printing and Related Support Activities	---	82	82
WHOLESALE TRADE: Merchant Wholesale, Nondurable Goods	98	178	80
FINANCE & INSURANCE: Financial Investment & Related Activity	12	72	60

* Defined as net employment growth of 50 or more.

Source: NYS Department of Labor and E.M. Pemrick and Company.



Major Employers and Economic Drivers

Major employers in Oswego County other than local government are presented in Table 8. The list includes several companies located in the City of Fulton: Huhtamaki Consumer Packaging, which produces paper packaging for the food industry; Oswego Industries, a private, not-for-profit rehabilitation program for adults with disabilities; Black Clawson, a machinery and equipment manufacturer; and Birds Eye frozen vegetable processor Agrilink Foods.

Table 21: Major Employers in Oswego County

Major Employers in Oswego County		
Company	Empt.	Industry
State University of New York	1,500	Services
National Grid	1,300	Utilities
Alcan Rolled Products	810	Manufacturing
New York Power Authority	700	Utilities
Huhtamaki Packaging	600	Manufacturing
Oswego Hospital	550	Services
Verizon Communications Inc	500	Communications
Oswego Industries Inc	365	Services
EMC Corporation	311	Manufacturing
Black Clawson Converting Machinery	300	Manufacturing
Agrilink Foods Vegetable Co	250	Manufacturing
Armstrong Industrial Specialties	225	Manufacturing
Metal Transportation Systems	225	Distribution
Fulton Boiler Works Inc	205	Manufacturing
Owens-Brockway Corp	200	Manufacturing
Sonoco Products Company	165	Manufacturing
Loretto Heights	160	Services
Oswego Wire Incorporated	110	Manufacturing
NRG Energy	108	Utilities
Hammermill Paper Co	100	Manufacturing

Source: National Grid, www.shovelready.com, 10/8/2008.

Other companies with employment of fifty or more in the City of Fulton include InterFace Solutions, a manufacturer of sealing systems and engineered composite materials; A.L. Lee Memorial Hospital, a private hospital; the Kenwell Corporation, which manufactures precision machined parts for the pump, HVAC, and aerospace industries; and Spear USA, a producer and supplier of pressure-sensitive labeling systems. Fulton also has a number of small companies engaged in precision machining, welding, and sheet metal work.

Table 22: Largest Private Employers in Oswego County presents the largest private industries in the County based on employment. Restaurants and bars represent the County's top employer, followed by utilities and food and beverage stores, which includes grocery stores. Many of the largest employers are in the health care sector, a growing segment of the economy for both Oswego County and the Syracuse region.

**Table 22: Largest Private Employers in Oswego County, 2006**

Largest Private Employers in Oswego County, 2006		
NAICS Code	Description	Empt.
722	Food Services and Drinking Places	2,953
221	Utilities	2,029
445	Food and Beverage Stores	1,227
621	Ambulatory Health Care Services	1,191
622	Hospitals	1,139
331	Primary Metal Manufacturing	1,039
623	Nursing and Residential Care Facilities	1,026
624	Social Assistance	992
238	Specialty Trade Contractors	876
322	Paper Manufacturing	857
561	Administrative and Support Services	823
452	General Merchandise Stores	765
441	Motor Vehicle and Parts Dealers	639
813	Membership Organizations & Associations	604
551	Professional and Technical Services	595

Source: NYS Department of Labor and E.M. Pemrick and Company.

Retail Sales and Market Potential

Table 23 presents estimates of retail sales within the City of Fulton. According to ESRI, 129 retail establishments in Fulton generate an estimated \$136.4 million in annual sales. More than \$56 million, or 41%, is generated in the automotive category, which includes car dealerships, gas stations, and auto supply stores; grocery stores account for \$29 million, or 21% of total sales. The high level of grocery store sales is typical of most communities, since groceries are a basic commodity purchased regardless of income. Aside from general merchandise, however, Fulton has a relatively low level of sales in specialty retail stores (see “shoppers’ goods retail”) that could attract consumers from a wider geographic market. In fact, this category represents 16.4% of retail sales (supply) but fully 27.8% of the retail potential (demand) in Fulton.

The term *sales leakage* is used to refer to the demand for goods and services that is not being met locally – in other words, consumers are going outside the area for purchases in a given retail sector. Typically, rural and suburban communities with predominantly residential land uses experience high levels of sales leakage because retail establishments are limited in number; conversely, a sales *surplus* often exists in large cities and metropolitan areas because of their retail diversity and ability to draw shoppers from other areas.


Table 23: Retail Sales Profile – City of Fulton

Store Type	Store Count	Estimated Total Sales	Sales Distribution (%)
Food Services & Drinking Places	38	\$ 19,852,885	14.5%
Full-Service Restaurants	20	\$ 4,763,239	3.5%
Limited-Service Eating Places	14	\$ 14,278,858	10.5%
Special Food Services	0	\$ -	0.0%
Drinking Places	4	\$ 810,788	0.6%
Convenience Retail	56	\$ 93,905,983	68.8%
Building Materials & Supplies Dealers	7	\$ 1,644,113	1.2%
Lawn and Garden Equipment Stores	2	\$ 574,932	0.4%
Grocery Stores	11	\$ 29,066,628	21.3%
Specialty Food Stores	2	\$ 229,903	0.2%
Health & Personal Care Stores	9	\$ 7,778,404	5.7%
Gasoline Stations	7	\$ 19,780,764	14.5%
Automotive Dealers	14	\$ 32,598,301	23.9%
Auto Parts, Accessories, and Tire Stores	4	\$ 2,232,938	1.6%
Shopping Goods Retail	34	\$ 22,689,891	16.6%
General Merchandise	5	\$ 17,812,958	13.1%
Furniture & Home Furnishings Stores	5	\$ 1,119,862	0.8%
Electronics & Appliance Stores	4	\$ 563,670	0.4%
Beer, Wine, & Liquor Stores	1	\$ 531,401	0.4%
Clothing & Shoe Stores	1	\$ 326,708	0.2%
Jewelry, Luggage, and Leather Goods Stores	2	\$ 185,463	0.1%
Used Merchandise Stores	3	\$ 87,050	0.1%
Sporting Goods/Hobby/Musical Instruments Stores	4	\$ 318,801	0.2%
Book, Periodical, and Music Stores	2	\$ 963,765	0.7%
Office Supplies, Stationery, and Gift Stores	3	\$ 330,922	0.2%
Florists	4	\$ 449,291	0.3%
Other Miscellaneous Store Retailers	0	\$ -	0.0%
Total Retail Sales (Supply)	128	\$136,448,759	100.0%

Source: ESRI, infoUSA, and E.M. Pemrick and Company

As shown in **Table 24**, the sales leakage in the City of Fulton is estimated at a total of \$12.5 million. The sales leakage is highest for full-service restaurants (\$2.8 million), clothing and shoe stores (\$2.8 million), electronics stores (\$1.5 million), and furniture and home furnishings stores (\$1.4 million). Although this brief analysis does not take into account specific aspects of the retail market in Fulton or the competition that exists in neighboring communities, recapturing a portion of the sales leakage may represent a potential opportunity for additional establishments as well as associated tax revenues in Fulton.

**Table 24: Sales Leakage Summary for City of Fulton**

Store Type	Value
Full-Service Restaurants	\$ 2,773,521
Clothing & Shoe Stores	\$ 2,757,260
Electronics & Appliance Stores	\$ 1,488,530
Furniture & Home Furnishings Stores	\$ 1,440,043
Building Materials & Supplies Dealers	\$ 1,105,879
Specialty Food Stores	\$ 724,242
Other Miscellaneous Store Retailers	\$ 658,735
Sporting Goods/Hobby/Musical Instruments Stores	\$ 529,591
Special Food Services	\$ 381,420
Jewelry, Luggage, and Leather Goods Stores	\$ 285,591
Drinking Places	\$ 130,618
Office Supplies, Stationery, and Gift Stores	\$ 124,614
Beer, Wine, & Liquor Stores	\$ 112,364
Total Sales Leakage	\$ 12,512,408

Source: ESRI, infoUSA, and E.M. Pemrick and Company

Economic and Market Trends Analysis

Summary to be prepared as part of the Fulton Phase II BOA Nomination Study.

Review of Strategic Brownfield Sites

Summary to be prepared as part of the Fulton Phase II BOA Nomination Study.



Summary Analysis, Findings & Recommendations (Preliminary)

Through the BOA planning process, Oswego County and the City of Fulton have examined current land uses, infrastructure conditions and needs, and the potential reuse of underutilized properties to create a starting point for both public and private redevelopment efforts. This thorough analysis of the BOA Study Area led to the identification of key challenges and opportunities, which formed the basis for the Phase I BOA Nomination Study recommendations. A summary of these findings can be found below.

Summary of Findings

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 6.6% in Oswego County, compared to 5.7% for the Syracuse MSA and 5.6% for New York in August 2008. 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 2008, 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. Further information and data will be collected during Phase II derived from City infrastructure maps and discussions with the City Engineer. Once the existing conditions of the City's infrastructure are analyzed, it will be easier to understand the challenges facing future development.
- **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. During Phase II of the Nomination Study, a Housing Needs Assessment will be conducted to better understand the existing housing conditions.



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.

The extensive research, analysis, and community engagement conducted as part of Phase I of the Fulton BOA Nomination Study will allow this document to serve as an initial foundation from which more detailed analysis for Phase II will take place. Successful redevelopment of the BOA Study Area will depend upon the location of future uses, as well as how and when such uses are phased into future development. Redevelopment strategies should leverage near-term opportunities, but also generate sustainable, long-term economic activity. Broadly stated, the Final BOA Nomination Study should position the City to fully capitalize upon the core strengths of the BOA Study Area and its five neighborhoods. In order to position the BOA Study Area as an engine of growth for the City and the region, the City must target appropriate growth industries and draw them to the Study Area with existing and creative new incentives.

Strategies

To support the goals and objectives previously identified in Section II of this Plan, preliminary strategies were prepared to guide Phase II of the BOA Nomination Study and to assist with future decision-making for the BOA Study Area.



This section furthers the goals and objectives identified during the Phase I BOA Nomination Study by developing a series of actions items that can be used as strategic ideas for fast tracking brownfield redevelopment in the BOA Study Area. The following defines a strategy:

Strategy: A strategy is a measurable activity to be accomplished in pursuit of the goal; it refers to some specific aspiration, which is reasonably attainable. Each strategy identifies the how, where, and amount to be done.

The following strategies were developed specifically to address the key challenges and opportunities identified during the Public Participation Process and the Inventory and Analysis. The strategies also build upon recommendations from previous plans and studies, especially the City of Fulton Local Waterfront Revitalization Program, City of Fulton Comprehensive Plan, and Oswego County Comprehensive Plan. These preliminary strategies will be further refined during the Phase II BOA Nomination Study. Below are the preliminary strategies, which were designed to achieve the goals and objectives identified for the BOA Study Area.

Goal 1: Coordinate revitalization of the BOA Study Area waterfront.

- Strategy 1.1: Expand upon the existing waterfront infrastructure (boating slips, utility hookups, kiosks, public bathrooms, etc.) in the BOA Study Area along the Oswego Canal to further promote water based recreation and transportation.*
- Strategy 1.2: Develop universally accessible waterfront connections to downtown businesses via the Towpath Trail and proposed Riverwalk Trail.*
- Strategy 1.3: 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.*
- Strategy 1.4: Improve the existing streetscape infrastructure (trees, lighting, signage, sidewalks, etc.) in BOA Neighborhoods #1, 3, and 4 along the State Route 481 corridor and all roads located west between the corridor and the waterfront.*
- Strategy 1.5: Partner with the state and federal agencies (NYSDOS, NYSDEC, NYSDOT, USEPA, ect.) 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.*
- Strategy 1.6: Identify priority brownfield, vacant or underutilized sites and strategic areas in the BOA Study Area that are most likely for waterfront redevelopment in the Phase II BOA Nomination Study.*



Strategy 1.7: Analyze the potential for redevelopment of brownfield, vacant or underutilized sites in the BOA Study Area based upon existing infrastructure, adjacent land uses, existing zoning, and utility hook-ups.

Strategy 1.8: Develop programming, policies and incentives that encourage sustainable development and green building practices along the waterfront in the BOA Study Area.

Goal 2: Encourage sustainable economic development in the BOA Study Area.

Strategy 2.1: Develop sustainable, mixed-use, transit-oriented site specific redevelopment master plans for strategic sites in the BOA Study Area during the completion of the Phase II BOA Nomination Study.

Strategy 2.2: Complete the economic and market trends feasibility analysis for redevelopment of the strategic BOA Study Area site locations identified in the Phase II BOA Nomination Study.

Strategy 2.3: 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.

Strategy 2.4: Improve transportation access to services that support employment, such as job training, childcare, and healthcare in the BOA Study Area.

Strategy 2.5: Develop partnerships with local, regional and state economic development agencies to attract, retain and recruit sustainable businesses to the BOA Study Area.

Strategy 2.6: 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.

Strategy 2.7: Create an incentive program to assist home-based businesses to expand and locate in the BOA Study Area.

Strategy 2.8: Identify existing and potential green/sustainable businesses in the local and regional markets to relocate to the BOA Study Area.

Strategy 2.9: Develop a marketing branding strategy for the BOA Study Area as a compilation of five (5) progressive, sustainable neighborhoods to potential investors and developers.

Strategy 2.10: 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.



Goal 3: Create new and expanded transportation options in the BOA Study Area.

- Strategy 3.1: Develop a Parking Assessment for the three strategic redevelopment site areas in the BOA Study Area during the Phase II BOA Nomination Study.*
- Strategy 3.2: Develop gateway designs (crosswalks, signage, sidewalks, landscaping, etc.) for the State Route 481 corridor at the intersections of the northern and southern municipal boundaries to promote pedestrian safety and access.*
- Strategy 3.3: Implement a variety of traffic calming devices along major automobile corridors (State Route 481, Oneida Street, Broadway, etc.) in the BOA Study Area to increase the safety of pedestrians and bicyclists.*
- Strategy 3.4: Complete the development of the Riverwalk Trail in the BOA Study Area.*
- Strategy 3.5: Create set of policies for complete streets in the BOA Study Area.*
- Strategy 3.6: Develop the BOA Study Area's bicycle infrastructure to include bicycle lanes, signage, street arrows, markings, and bicycle racks.*
- Strategy 3.7: 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.*
- Strategy 3.8: 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.*
- Strategy 3.9: Fund a creative Bicycle Rack Contest that would provide artistic bicycle racks in the BOA Study Area.*
- Strategy 3.10: Develop a Healthy Communities Initiative Brochure and Program in the BOA Study Area to promote the benefits of walking and bicycling for residents of all ages.*
- Strategy 3.11: Require all brownfield redevelopments in the BOA Study Area to include bicycle parking and racks for residents and visitors.*
- Strategy 3.12: Develop a map during the Phase II BOA Nomination Study of all existing sidewalks that provide opportunities for pedestrian connections to strategic redevelopment sites.*
- Strategy 3.13: 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.*
- Strategy 3.14: Continue to explore the feasibility of constructing a state of the art public transit facility in the BOA Study Area 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.

Strategy 3.15: 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.

Strategy 3.16: Explore the feasibility of developing a trolley service in the BOA Study Area to increase accessibility, connection and mobility of Fulton's workforce.

Strategy 3.17: Explore the feasibility of enhancing senior van services in the BOA Study Area to increase accessibility, connection and mobility of Fulton's workforce.

Goal 4: Preserve and enhance the quality of the BOA Study Area's residential neighborhoods.

Strategy 4.1: Conduct a neighborhood-based workshop for each BOA Neighborhood during the Phase II BOA Nomination Study in order to establish neighborhood specific visions.

Strategy 4.2: 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.

Strategy 4.3: Complete a housing conditions windshield survey for the neighborhoods in the BOA Study Area during the Phase II BOA Nomination Study to support HUD and CDBG housing grant applications.

Strategy 4.4: Strengthen each BOA Neighborhood through infill development of brownfield and vacant sites that is compatible with the context of existing land uses in each individual neighborhood.

Strategy 4.5: Encourage owner-occupied single-family residential infill development projects in the BOA Study Area.

Strategy 4.6: Pursue federal, state, and local funding opportunities to assist property owners in making needed repairs and upgrades to bring buildings up to code.

Strategy 4.7: 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.



- Strategy 4.8: 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.*
- Strategy 4.9: Work with area housing organizations, particularly the Fulton Community Development Agency, to develop additional affordable housing opportunities.*
- Strategy 4.10: Locate affordable housing opportunities in close proximity to job opportunities and community services as recommended in the Oswego County Comprehensive Plan.*
- Strategy 4.11: 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.*

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.

- Strategy 5.1: 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.*
- Strategy 5.2: Apply for Environmental Protection Fund (EPF) grant to convert vacant or undeveloped parcels in the BOA Study Area into recreational areas.*
- Strategy 5.3: Develop a system of greenway connections in the BOA Study Area to the Oswego Canal, Towpath Trail, Riverwalk Trail, Lake Neatawanta, and existing and future parks.*
- Strategy 5.4: Encourage maintenance and security of existing trails and parks to provide safe places for BOA Study Area residents of all ages.*
- Strategy 5.5: Complete the development of the Riverwalk Trail in the BOA Study Area.*
- Strategy 5.6: Identify existing and future public access points to the Oswego Canal waterfront in the BOA Study Area during Phase II of the BOA Nomination Study as recommended in the City of Fulton LWRP.*
- Strategy 5.7: Build information kiosks and uniform way-finding signage and maps for all BOA Study Area parks and trails.*
- Strategy 5.8: Consider the needs of youth and elderly in the development of new recreation facilities in the BOA Study Area.*



Strategy 5.9: Develop a Parks and Recreation Master Plan for the BOA Study Area.

Goal 6: Increase community development efforts in the BOA Study Area.

Strategy 6.1: During the Phase II BOA Nomination Study, develop a stronger relationship with Oswego County Opportunities (OCO) to identify needs and priorities for low-income residents.

Strategy 6.2: Establish an Implementation Strategy for the three strategic redevelopment sites in the BOA Study Area during the Phase II BOA Nomination Study and proceed to Step 3 of the BOA Program.

Strategy 6.3: Develop and implement high visibility planting schemes (trees, landscaping, rain gardens, etc.) for major thoroughfares as recommended in the Comprehensive Plan.

Strategy 6.4: 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.

Strategy 6.5: 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.

Strategy 6.6: Establish an official historic district in BOA Neighborhood #3, as there is an abundance of clustered historic properties located in this area.

Strategy 6.7: Establish educational historic preservation workshops for community members to encourage the preservation and restoration of historic properties in the BOA Study Area.

Strategy 6.8: Preserve significant heritage resources in the BOA Study Area by listing eligible properties on the National Register of Historic Places

Strategy 6.9: 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.

Strategy 6.10: Establish a relationship between the community gardens and the City of Fulton School District to serve as a demonstration project for healthy eating.

Strategy 6.11: 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.



Strategy 6.12: Develop a Healthy Communities Initiative Brochure and Program in the BOA Study Area to promote healthy lifestyle choices for residents of all demographics.

Strategy 6.13: Increase 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.

Next Steps in BOA Program

The following steps are tailored towards the BOA Nomination Study and how to proceed from Phase I to Phase II of the Study. The findings from this preliminary Phase I Nomination Study will be incorporated into Phase II of the BOA Nomination Study, as well as, detailed economic and market trends to understand the fiscal implications associated with potential strategic site redevelopment scenarios. Below is a list of “Next Steps” associated with the Phase II Nomination Study.

- Complete a Parking Assessment for the three strategic redevelopment site areas in the BOA Study Area, which will include the following: inventory of existing public and private parking infrastructure on strategic sites and in redevelopment areas, analysis of potential parking spaces needed based upon review of zoning regulations and requirements, survey of off-street parking infrastructure, and recommendations for future parking.
- Complete a Housing Needs Assessment of the BOA Study Area to identify existing housing conditions and potential opportunities for rehabilitation and new construction. The Assessment will include the following: visual housing survey, collection and tabulation of data, Housing Conditions Map, and summary analysis and recommendations for future housing initiatives.
- Complete a Traffic Literature Review for State Route 481 to identify existing traffic flow and future issues related to redevelopment of strategic sites along the corridor. The Analysis will include research and analysis of NYSDOT traffic count data, and inclusion of the data and illustrations as an appendix to the Study.
- Complete the Community Participation and Techniques to Enlist Partners task of the Study, including the following: re-orientation kick-off meeting with Oswego County, City of Fulton, Department of State, BOA Steering Committee, and Consultant Team; update the community participation plan to identify additional stakeholders, and outline the strategy to engage neighborhood and regional partners; bi-monthly BOA Steering Committee meetings; and development of a project website.
- Revision of the Community Vision and Goals and Objectives task of the study, incorporating the economic and market trends analysis, neighborhood meetings findings, and design of strategic redevelopment sites.
- Develop a map of all existing sidewalks that provide opportunities for pedestrian connections to the three strategic redevelopment site areas.



- Develop a map of existing and future public access opportunities for the Oswego Canal waterfront in the BOA Study Area.
- Complete the Economic and Market Trends Analysis to identify historic, existing and future trends related to jobs and real estate development in the City of Fulton. The Analysis will include the following: emerging business opportunities, feasibility of future uses of buildings, and identification of short-term and long-term opportunities for employment.
- Develop sustainable, mixed-use, transit-oriented redevelopment master plans for the three strategic site areas in the BOA Study Area, which will include building orientation, size, land use, design, and connections to the community.
- Expansion of the Preliminary Analysis, Findings, and Recommendations task of the Study into the final recommendations. The final recommendations will be based off of the completion of the economic and market trends analysis, neighborhood meetings, and design of the three strategic redevelopment sites.
- Complete the review of strategic brownfield sites with Oswego County, City of Fulton, Department of State, Department of Environmental Conservation, and the consultant team. The site review process will include the following: coordination meeting, environmental and site constraint review, prioritized list of sites that should be eligible for site assessment funding or technical assistance under the State's remedial programs (i.e., Environmental Restoration Program, or Brownfield Cleanup Program), or other programs.
- Complete the Draft Nomination Study for Department of State and Oswego County review. The Study will be reviewed, edited and returned to the consultant team for further revisions.
- Complete the Draft Nomination Study for a second round of Department of State and Oswego County review.
- Complete and distribute the Final Nomination Study for Department of State and Oswego County for public review, during which the public will have a 30-day review and provide comments.
- Finalize the Nomination Study and complete the application for advancement in the BOA Program to Step 3, the Implementation Strategy. The Implementation Strategy application will include the completion of Site Assessment Forms for the strategic brownfield sites determined prior to finalizing the Study.
- Complete the SEQRA review process, including finalizing the Long Form EAF, following the required review process for determining the significance of the project, and completing a scoping session if the project requires a DGEIS.
- Complete all project reporting requirements in regards to payment, quarterly, and annual documentation of project progress to the State.