



BUFFALO HARBOR
Brownfield Opportunity Area
NOMINATION DOCUMENT

CITY OF BUFFALO

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TABLE OF CONTENTS

1. EXECUTIVE SUMMARY	1
2. OVERVIEW	16
Project Description	
Vision, Goals, and Objectives	
Community Participation	
3. ANALYSIS	23
Community and Regional Setting	
Community and Regional Trends	
Study Area Trends	
4. INVENTORY	37
Natural Resources	
Infrastructure and Transportation	
Parks and Open Space	
Land Use	
5. IMPLEMENTATION STRATEGY	71
Alternative Scenarios	
Community Feedback	
Land Use and Zoning Recommendations	
6. STRATEGIC LOCATIONS	94
Lower Niagara Street	
Waterfront Village	
Outer Harbor Blueprint	
7. SITE PROFILES	124
8. MARKETING AND COMPLIANCE	167
Marketing	
Funding Opportunities	
SEQRA Compliance	

Project Overview

In 2011, the City of Buffalo was awarded funding from the New York State Department of State to establish the Buffalo Harbor Brownfield Opportunity Area.

This Nomination Document outlines the final strategy for the designation of Buffalo Harbor as a BOA. This designation provides expanded eligibility for state-sponsored environmental and economic development programs, including favorable tax and investment incentives for private development.

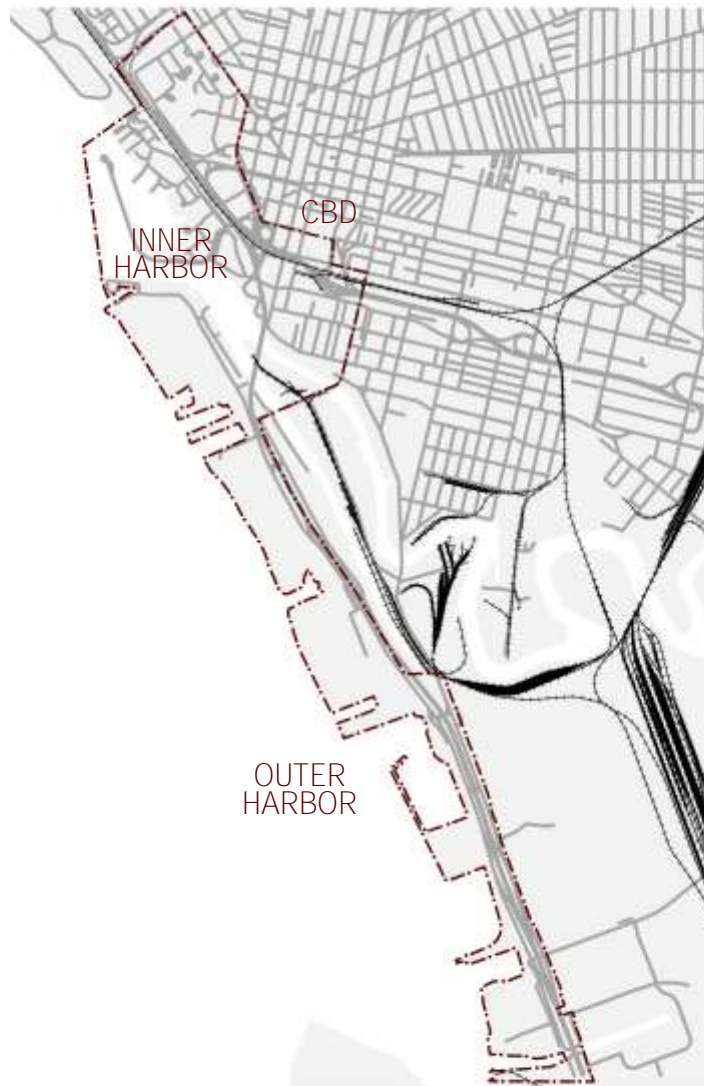
The Buffalo Harbor BOA encompasses 1,045 acres (about 1.6 square miles), and includes the Inner and Outer Harbors and a portion of the city's Central Business District. It contains a large concentration of brownfields, vacant, and abandoned parcels; a legacy from the many industrial users that were formerly located on the waterfront.

Vision, Goals and Objectives

Any vision for the future must be guided by broad-based community, municipal, and state support; and solidly grounded in current and emerging challenges, initiatives, and opportunities.

The long-term goal is to pursue both environmental enhancement and sustainable development by creating a plan designed by stakeholders, including area residents, businesses, environmental advocates, and government. Consensus building began at project inception, by ensuring that the various concerns and goals were discussed in an open fashion. Community contributions and acceptance are vital to the success of any redevelopment plan.

Planning is essential to ensure that future development does not compromise recent gains. The need to generate employment opportunities and tax revenues must be balanced with strengthening neighborhoods, expanding recreational opportunities, preserving industrial heritage, ensuring waterfront access, and improving habitats and watershed ecology.



Community Participation

A community participation plan was designed to enable input at a variety of levels and stages during the development of the Nomination Document. A range of opportunities for community involvement were identified, from public open houses to small stakeholder sessions. The project website also provided opportunities for interested parties to submit comments.

The consultation process employed numerous outreach methods to ensure robust public and private participation. The design and production of accessible materials, and the provision of multiple opportunities for feedback were seen as essential to a successful communication strategy.

Several different audiences were engaged during the planning process, including residents, block clubs, community groups, advocacy organizations, educational institutions, businesses and developers, county, state, and federal agencies, city departments and boards, elected officials, and steering committee members.

Stakeholder Sessions

A series of stakeholder sessions were held in November 2011 and January 2012, to assist the consultant team in understanding the dynamics of the study area. These sessions included developers and investors, businesses and large landholders, non-profits and community-based organizations, regulatory agencies, and city departments that serve the community.

A “Business Breakfast” was also held in June 2012, to provide business owners and developers with an opportunity to more openly discuss their objectives outside of a public forum.

Steering Committee Meetings

A 20-member steering committee was appointed to review material prepared by the consultant team, provide input regarding project direction, and serve as liaisons to the larger community. Members included representatives from local businesses, developers, community-based organizations and other non-profits, institutions, and the general public. Staff from agencies providing project support were also invited to attend steering committee meetings. A total of four meetings were held:

- **December 2011** – the initial meeting introduced the project team; provided overviews of the BOA program and study process; and included breakout sessions to allow participants to brainstorm key issues, challenges, opportunities, and goals and aspirations.
- **January 2012** – the second meeting reviewed consultant analysis and findings to date; introduced the visioning process that would be employed at the first open house; and included breakout sessions to discuss types of desired uses and locations, infrastructure needs, and phasing of proposed improvements.
- **June 2012** – the third meeting reviewed and discussed three alternative scenarios for future development.
- **February 2014** – the fourth meeting reviewed the draft Nomination Document and initial strategic sites, discussed concerns, and proposed changes.

Open Houses

A total of three open houses were held over the course of the planning process to share information with the public and solicit comments and feedback:

- **January 2012** – the first open house introduced the project objectives, provided an overview of the analysis conducted to date, and then broke out into visioning sessions to allow participants to discuss emerging principles and their vision for the BOA.
- **June 2012** – the second open house reviewed the economic analysis for the BOA, and laid out a set of emerging principles to guide redevelopment. The consultants provided workbooks outlining three alternative development scenarios, and asked participants to mark these up with their thoughts and comments. The meeting concluded with a facilitated discussion on initial reactions to the alternatives.
- **April 2014** – the third open house provided the community with a brief recap of project status, and reviewed the key findings of the draft Nomination Document. The consultants identified the strategic sites that are being proposed, and accepted input on their redevelopment potential.

Analysis

For this analysis, the BOA was extended to include census tracts that reach beyond its boundaries. Waterfront Village and a portion of the Lower West Side are within the BOA, and the Central Business District and West Village are adjacent. Data for the Outer Harbor was not included, since the census tracts covering this area largely describe South Buffalo neighborhoods, as there are currently no residents or housing on the Outer Harbor.

Unlike the city as a whole, the population of the study area has grown since 1950. This is largely due to residential developments such as Marine Drive Apartments, with 616 units built in the 1950s; Pine Harbor and Shoreline Apartments, which added 680 units in the 1970s; and Waterfront Village, which began developing condominiums and townhouses in the 1980s. Between 2000 and 2013 (the most recent year for which neighborhood data is available) the population fell slightly, due to a drop in the average household size.

Along with the population increase, the racial composition of the BOA has also undergone significant changes. In 1950, these neighborhoods were over 90 percent white; but this share fell to less than half by 2000, while the black population rose from just 6 percent to 40 percent. Since 2000, the white population has increased slightly, the number of blacks has decreased, and Latinos now comprise 30 percent of the population, largely concentrated in the Lower West Side.

Median household incomes (measured in constant 2015 dollars) declined slightly between 2000 and 2013, going from \$26,000 to \$23,900. This was over \$8,000 lower than the citywide median, and \$26,000 lower than the countywide figure. Almost 80 percent of households in the BOA make less than \$50,000 annually; yet although the median income for the BOA lags behind that of the city, the percentage of households earning \$100,000 or more is twice the citywide average. This wide variation results from the presence of upscale housing in Waterfront Village and West Village, in contrast with public housing and subsidized apartments on the Lower West Side.

Along with the decline in median household income, the poverty rate increased from 36 to 42 percent during this period. Both the 2000 and 2013 poverty rates are higher than those citywide, and the rate of growth over this period increased faster than in the city as a whole.

Over 80 percent of all housing units are rentals; and almost twice as many – 30 percent – rent for less than \$300 a month than in the city as a whole. The vacancy rate for apartments fell from 13 to 6 percent between 2000 and 2013, bringing it in line with the citywide rate, and indicating that the market may be tightening.

New residential construction since 2000 has been limited, and has been driven by waterfront development. According to assessment records, there were 60 condominium units built in Waterfront Village, with values ranging from \$230,000 to \$1.3 million. The average value was \$480,000, and with units ranging between 1,360 and 2,600 square feet, the per square foot value averaged \$183.

Although less than 20 percent of residential units are owner-occupied, the median value of this housing is the highest in the city. It increased by 44 percent in constant dollars between 2000 and 2013, to an average of \$244,200 throughout the BOA. In the area encompassing Waterfront Village, the median value was \$347,600. Where the BOA departs from the city is in the share of owner-occupied units on the market. While citywide just 4 percent of units were being marketed for sale, the BOA had 11 percent of its owner-occupied units for sale in 2013.

	1950	2000	2009/13
PERSONS	3,100	6,500	6,200
White alone	93%	48%	53%
Black alone	6%	40%	28%
Latino	NA	19%	30%
College grads	7%	18%	28%
Poverty rate	NA	36%	42%
Median income	\$19,000	\$26,000	\$23,900
HOUSING UNITS	425	3,300	3,450
Occupied	420	2,700	2,900
Vacant	<1%	7%	10%
Homeowners	11%	16%	19%
Median value	NA	\$169,300	\$244,200

Inventory

Infrastructure

Like most of the city, this area was largely built-out by the early 1900s, and benefits from an infrastructure network that provides nearly complete coverage for electric, natural gas, water, and sewage disposal.

There is acceptable electrical service via underground and overhead lines for both existing and proposed development in nearly all of the BOA. Areas on the extreme southern end of the Outer Harbor appear to be underserved, and new development may require that service be supplied from overhead lines located to the east. Capacity problems have also been reported on Kelly Island.

All parts of the BOA are within sufficient distance of an existing natural gas supply main, with available capacity to support future redevelopment.

All public water is obtained from the Niagara River via the Colonel Francis Ward Pumping Station located on Porter Avenue. The BOA is well-served by potable water, with public water supplies available to all properties. The only private water service is a line located along Ganson Street servicing the General Mills complex at the northern end of Kelly Island.

The sanitary sewer system includes separate sanitary sewers, combined storm and sanitary sewers, large interceptor sewers, and pump stations. Most sewer infrastructure in the BOA is located within public rights-of-way. Sanitary sewer service is provided by the Buffalo Sewer Authority via a waste water treatment plant located on Unity Island.

Separate sanitary sewers consist of 6.3 miles of pipe and service significant portions of the BOA, including the Inner Harbor and adjacent areas south and west of I-190. BSA does not have any sanitary sewers south of the Small Boat Harbor. There are sewers adjacent to the unserved area that are serviced by the Erie County Sewer District in Lackawanna. To support future development on the waterfront an extension of this service may be needed. However, the present sewers may not be sufficient to support significant additional growth beyond that anticipated at Lakeside Commerce Park.

The city also uses a combined sewer system that collectively conveys sanitary and storm sewage. The system receives sanitary sewage from building sewers and storm-

water from street, parking lot, and roof drains. The local systems carry sewage to interceptor sewers that combine flows from large portions of the city, eventually conveying the combined sewage to the treatment plant.

The BOA is serviced by five miles of combined sewer, mainly to the north of I-190, and most areas south of I-190 and east of the Buffalo Skyway (Route 5).

During dry periods, most of the flow in the combined sewer consists of sanitary sewage. However, when it rains the system also collects stormwater. During heavy rainfall or snowmelt, the combined sewer system may not have the capacity to convey these flows, and the treatment plant does not have the capacity to treat the excess volume. To mitigate the lack of capacity, Combined Sewer Overflows are used to prevent sewage from backing up into streets and buildings.

There are four CSOs in the BOA. Three discharge directly into the Erie Basin alongside Waterfront Village; while the fourth discharges into the Commercial Slip at Canalside. Initiatives to reduce or eliminate these CSOs have been undertaken over the past decade in an effort to improve water quality within the BOA.

The storm sewer system is composed of separate storm sewers, combined sewers, storm overflow sewers, and storm sewer outfalls. There are 4.6 miles of storm sewer located in the BOA. Generally, the areas of greatest need for storm sewers have the highest levels of impervious surface coverage.

The storm water generated during heavy rainfall events requires significant storm water management capacity, beyond that currently supplied by combined sewers. To prevent the combined sewer system from being overwhelmed during rainfall events, the city has employed CSOs to capture flows beyond the system's capacity.

The Buffalo River and Inner Harbor are the only outfall locations for the CBD and significant portions of the city south of Genesee Street. There are 10 storm sewer outfalls within the BOA; six of which carry combined sewer overflows. An \$18 million filtration system was recently installed at the outfall of the Hamburg Drain along Hanover Street, and is anticipated to significantly improve water quality within the Inner Harbor area.

Transportation

The BOA is strategically located near several interconnected transportation modes. The road system is augmented by a comprehensive pedestrian and bicycle network that draws many to the waterfront. The northern portion of this network consists of the Niagara Riverwalk, which enters from LaSalle Park, extends south around Waterfront Village and the Erie Basin Marina, passes through Canalside, and continues east along South Park Avenue.

The Fuhrmann Boulevard Parkway is an off-road path that links nearly all of the properties situated along the Outer Harbor, beginning at the Coast Guard Station in the north and continuing to the city line. The Outer Harbor Greenway is a pedestrian and bicycle path that runs along the shoreline. A parking area at the Bell Slip provides a connection between the Greenway and Parkway.

The BOA also has a network of sidewalks that is concentrated in the northern portion, close to downtown and its many destinations and amenities.

The Niagara Frontier Transportation Authority operates portions of 26 bus lines in the BOA. There are a total of 50 bus stops, 45 of which are in the CBD. The northeastern portion of the BOA also contains the aboveground section of Metro Rail.

The road network is categorized into a hierarchy based on capacity and traffic volume. Small urban collectors, arterials, and local roads make up the majority of the infrastructure in the northern portion of the BOA, close to downtown. Large volume, limited-access expressways dominate the southern portion of the Inner Harbor and the Outer Harbor.

The State Department of Transportation recently reconfigured Route 5 to provide improved access to the Outer Harbor. To accomplish this, a new interchange was installed south of the Skyway and an underpass constructed beneath Route 5 to connect with Fuhrmann Boulevard. Improvements to the southern portion of Route 5 include a newly constructed interchange with Ohio Street.

NYSDOT has also undertaken improvements to Fuhrmann Boulevard, transforming the existing two-lane road into a two-lane, two-way, boulevard between Tiff Street and Michigan Avenue. The boulevard has on-street parking and a new roundabout interchange. Along most of the route the boulevard also includes a treed median with decorative light fixtures.

The BOA contains both passenger and freight rail lines. A freight line that parallels the I-190 carries both Amtrak and CSX trains. This line is one of CSX's principal routes, connecting Buffalo with Boston, New York City, and Chicago. CSX also operates Seneca Yard, located immediately south of the BOA; two railroad bridges that cross the Buffalo River; and serves the General Mills property on Kelly Island. There are some sites in the Outer Harbor with existing rail infrastructure that is currently out of service.

The BOA is part of the Great Lakes/St. Lawrence Seaway trade route that includes Lake Erie, the Buffalo River, City Ship Canal, and Black Rock Channel. There are a variety of shipping facilities and marinas located along these waterways. The Army Corps of Engineers maintains the navigable shipping channels, and conducts regular maintenance dredging every two to three years to remove accumulated sediment.

The navigation season generally runs from April 1 to December 30. During winter, the eastern end of Lake Erie often freezes, preventing ship traffic from entering or exiting the harbor.

Commercial traffic supporting industries along the Buffalo River, Ship Canal, and Outer Harbor, is generally concentrated near General Mills and the Cargill Grain Elevator. The Edward M. Cotter Fireboat is also docked within the BOA, just downstream of the Michigan Avenue Bridge.

The Inner and Outer Harbors are popular areas for use by recreational boaters. There are also active private marinas located along the Buffalo Ship Canal. Recreational touring vessels berth along the Buffalo River near the Erie Basin Marina. The Naval Park and Commercial Slip areas also attract recreational boaters to temporary berths.

Nearly all of the shoreline along Lake Erie, the Buffalo River, the Buffalo Ship Canal, and the Union Ship Canal is reinforced by steel or concrete headwalls. These facilitate docking, temporary mooring, and loading and unloading of large lake-going vessels.

The majority of the perimeter of the Erie Basin Marina, the mouth of the Buffalo River, and the Coast Guard area are lined with steel sheet pile headwalls. Much of the Outer Harbor shoreline is lined with dikes or stone revetments, but where slips and piers are present, there are often transitions to concrete or steel headwalls.

Land Use

The existing land use in the Buffalo Harbor BOA reflects the nature of its two distinct parts – the Inner Harbor and Outer Harbor. The inventory is based solely on land parcels, and excludes land in streets or under water.

The Inner Harbor exhibits a land use pattern that reflects a healthy mix of uses:

- Land adjacent to the CBD is predominantly commercial, with office and retail uses.
- Land not directly adjacent to the CBD displays a greater mix of uses, generally consistent with the prominence of the general location.
- Large residential campuses such as Waterfront Village, Shoreline Apartments, Pine Harbor, and Marine Drive Apartments are also located near the CBD.
- Complementary public uses and parks are distributed throughout the area. The Erie Basin Marina is a focal point for water-oriented recreation and passive enjoyment of the waterfront. Emerson Young Park, the Erie Pedestrian Mall, and the Central Wharf are park facilities that serve both local and regional users.
- Public off-street parking is scattered throughout the area, with a significant amount located under the I-190 elevated expressway.
- Vacant land, awaiting redevelopment, is dispersed throughout the Inner Harbor area.

The land use pattern in the Outer Harbor is quite different:

- Large tracts of vacant land are concentrated in the Outer Harbor.
- Industrial uses remain significant, including the northern part of Kelly Island and the LaFarge/Holcim Cement facility.
- Park and open space represent prominent uses. Times Beach Nature Preserve, Wilkeson Pointe, the Small Boat Harbor, and Gallagher Beach are significant facilities.
- The Coast Guard station at the northern end of the Outer Harbor has been adapted to allow public access to the historic Buffalo Main Light.

	Acres		Parcels	
Total	1,045			
Water	130	12%		
Right-of-way	242	23%		
Under ownership	673	65%	250	
Residential	57	8%	154	62%
Parks / open space	130	19%	9	4%
Community facilities	62	9%	10	4%
Commercial	128	19%	42	17%
Industrial	78	12%	11	4%
Rail and utilities	24	4%	12	5%
Vacant	194	29%	12	5%

Zoning

Current zoning is consistent with existing land uses in some parts of the BOA, but not others. There are a few reasons for these inconsistencies. First, zoning does not necessarily have to be consistent with existing land uses. Second, zoning is sometimes a reactive form of land use control. Where an original use has become obsolete and is awaiting redevelopment, the existing zoning often remains in place until a new use is proposed by the property owner. Finally, Buffalo's current zoning is cumulative, which means that as classifications change from residential to commercial to industrial, all uses from the previous classification are allowed in the subsequent one. As a result, housing can be developed in an industrial district; although a commercial property could not be built in a residential district without a variance.

The city has undertaken the Green Code process in order to transition its current zoning to a form-based code. The new zoning, codified in a Unified Development Ordinance, will more accurately match both existing and anticipated uses with the goals and objectives set forth by the community. It is the intent to use the public input received from the BOA process to guide and inform recommendations for land use and zoning changes within the study area.

Ownership

The majority of land within the BOA is publicly owned. The two largest owners are New York State (which controls about 256 total acres among ECHDC, NYPA, OPRHP, and the NFTA); and the City of Buffalo (which controls roughly 153 acres among the city, BURA, and the BMHA). This suggests that many redevelopment decisions will be based on a broad assessment of community benefit, and that the range of options will include significant public use. The Outer Harbor is predominantly under public ownership; while the Inner Harbor is equally balanced between public and private ownership.

Master planning and redevelopment is often more easily facilitated on large parcels, since it reduces or eliminates the need for land assembly. There are 16 sites that are 10 acres or larger; five sites with 107 acres are privately held, while 11 sites with 363 acres are publicly owned. These large parcels represent 70 percent of the total land area in the BOA. Almost all of the small parcels are in the Inner Harbor and CBD, and very little of this land is vacant.

Potential Brownfields

Potential brownfields may consist of active, vacant, or underutilized sites. As defined by the US Environmental Protection Agency, they include any real property where the expansion, redevelopment, or reuse is complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant. Brownfields are generally considered sites where previous operations have impacted the property's environmental integrity. Many times these are large former industrial sites, but they may also include smaller commercial sites such as dry cleaners, gas stations, and auto repair shops. Brownfields can have a variety of adverse impacts on a community—signifying disinvestment, posing environmental and public health threats, and impacting the local economy.

Each brownfield site is characterized as either:

- Remediated/Remediation Ongoing
- Known Contamination
- Brownfields.
- No Known Contamination
- No Site Characterization

The six potential brownfields within the BOA encompass 249 acres, and were identified based on a variety of databases, including the NYSDEC's Remediation Site Database, Spills Inventory, and Bulk Storage Facility Database; and the USEPA's Envirofacts Database. In addition, windshield surveys were conducted to evaluate any apparent recognized environmental concerns that may indicate on-site contamination issues. Strategic brownfields that have had some level of remediation include the Greenway Nature Trail and Radio Tower Site on the Outer Harbor.



Implementation Strategy

The analysis of demographic characteristics and market potential, along with the inventory of assets, form the basis for establishing a vision for the Buffalo Harbor. In undertaking this process, priorities must be set, since some land may not be development ready for many years. To ensure success that ultimately reaches all corners of the BOA, initial efforts need to create critical mass by focusing on targeted areas and strategic locations.

The Implementation Strategy seeks to build off the success of initiatives that have been implemented across the city, and provide a comprehensive strategy to achieve the community's desired vision. These strategies include improving the public realm, creating places for all users, and embracing the city's unique natural habitat. The plan encourages investment that is in line with city policies, local laws, and the Green Code. It is grounded in a community vision and includes detailed plans for three strategic locations: Lower Niagara Street, Waterfront Village, and the Outer Harbor.

As the first step in this process, the consultant team prepared three alternative scenarios for guiding future development within the BOA. These were presented to the public to determine how much support there was for each. This feedback was then used to inform the city's Land Use Plan and Unified Development Ordinance.

To help frame the discussion of the alternative scenarios, a set of visioning directions and emerging principles were prepared:

Visioning Directions

- The water is an important community asset that should be public and accessible to all.
- Canalside is a key destination that should continue to be a focus for the city and region.
- Vacant sites along the Outer Harbor are expansive and will take longer to redevelop.
- Downtown, Canalside, and the Inner and Outer Harbors should be connected by a variety of transportation modes.
- On-going environmental remediation on the land and in the water will positively impact the perception of the area.

Emerging Principles

- Create a clean, green, and remarkable waterfront with regional significance.
- Design a destination accessible for everyone.
- Focus on the northern section of the BOA as a unique waterfront entertainment district and extension of Downtown.
- Knit the BOA into the wider community by creating a connected pedestrian, cycling, and open space network.
- Focus investment and development to optimize benefits. Plan for incremental growth over time, and don't allow short-term activities to preclude long-term goals.

Outer Harbor
Alternative Scenario 1
Environmental Repair and Recreation



Inner Harbor
Alternative Scenario 3
Connected Entertainment District

Community Feedback

Highlights on the Inner Harbor and Downtown sections of the BOA, from participants who attended the open house or completed workbooks include:

- Continued development of the Canalside project and its expansion into adjacent areas has strong support.
- Extension of the Naval Park toward the Erie Basin Marina also has strong support, although many are skeptical of other development concepts for the Erie Street area.
- Intensified development of the Cobblestone district as an extension of Canalside and Downtown is generally well-supported.
- Proposed Outer Harbor bridge connections are more controversial. An Erie Street bridge has weak support and strong opposition. A Main Street bridge finds slightly more favor but also draws more opponents than supporters. Water taxi service to the Outer Harbor is broadly popular.
- Some support residential development on the North Outer Harbor location but many more argue that these locations are better for public access and uses.
- There is concern that development adjacent to Times Beach can pose a threat to the wildlife that have made that area their home.
- Water-dependent uses such as marinas, fishing, and cruise boat docks are viewed favorably; as are regionally-significant cultural attractions.
- “Integrated Entertainment District” was favored by 72 percent of participants; “Expanded Entertainment District” was supported by 17 percent; and “Connected Entertainment District” by 11 percent.

Highlights on the Outer Harbor section of the BOA, from participants who attended the open house or completed workbooks include:

- Consistent with previous discussions of the Buffalo waterfront, strongest support came for the expansion of public access through trails and boardwalks
- The environmental innovation park and the innovation and education campus both drew a mix of support and opposition – the latter not because the concepts were offensive, but because they were deemed inappropriate for the Outer Harbor location.
- The “Waterfront City” concept drew concerted opposition. Participants worried that it is not feasible, that residential development will draw market potential from other neighborhoods, that the housing would be exclusive, and generally that the proposed development was too intense.
- “Legacy Park” (50 percent) and “Environmental Repair and Recreation” (46 percent) split support for most favored alternative; while “Waterfront City” was supported by just 4 percent of participants.

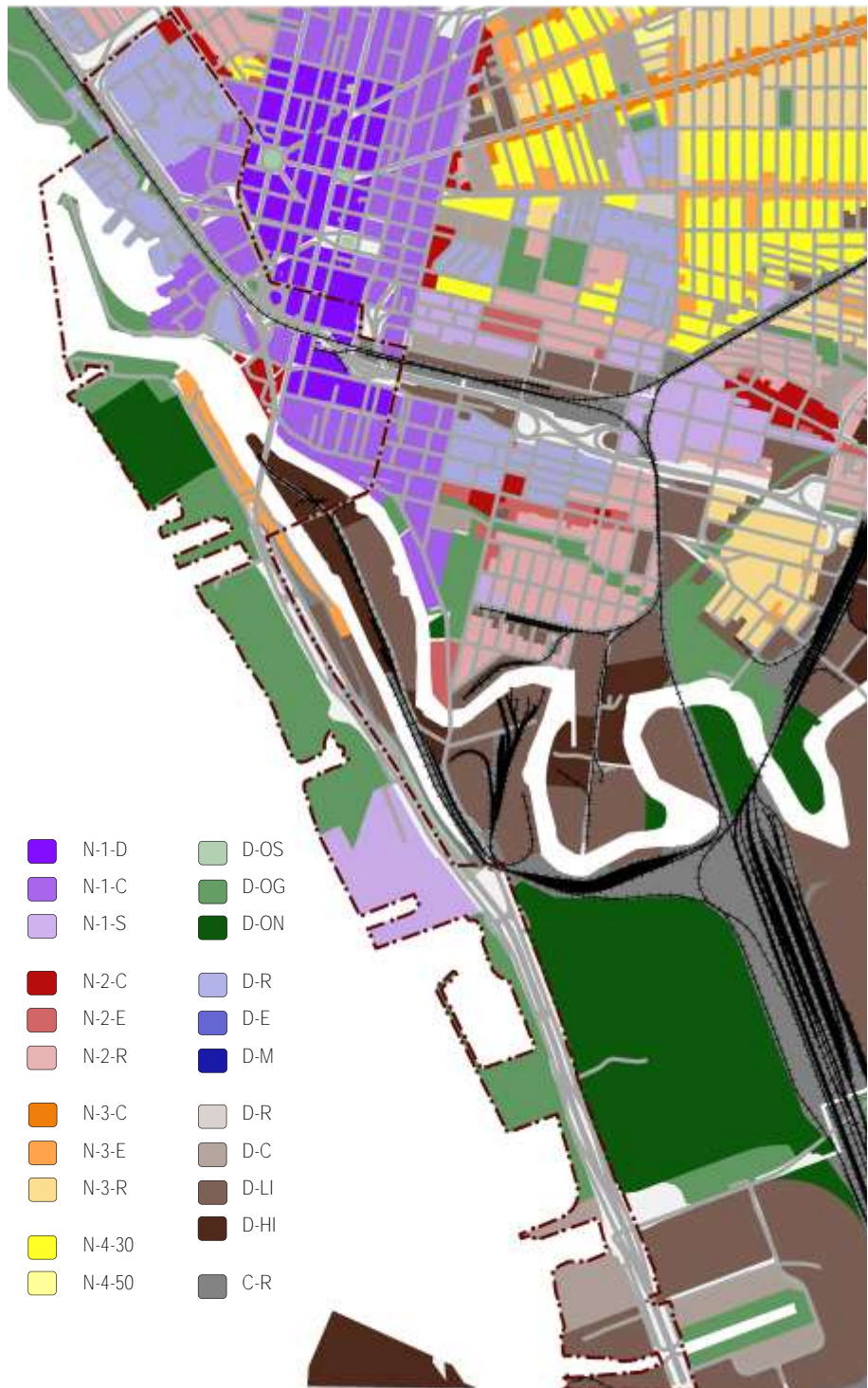
Land Use and Zoning Recommendations

The consultant team and city used the community's feedback on the alternative scenarios to develop land use and zoning recommendations for implementation under the city's proposed Green Code.

In addition to the public input received during the BOA process, nearly 1,000 residents attended Green Code meetings that were held throughout the city. The resulting land use and zoning recommendations reflect this input, along with the city's existing and desired development character, and market trends that are driving investment.

The land use and zoning recommendations proposed for the BOA will provide guidance for the next 20 years. These designations generally offer more flexibility than the existing zoning. The Green Code is designed to lay the foundation for future development, so that the market can determine what investments make sense and where, within the parameters agreed upon by the community.

It is expected that this approach will be more adaptable and encourage greater levels of private investment. The result of this planning process will be a BOA that truly balances employment, recreational, and natural uses.



Marketing

The Buffalo Harbor BOA underwent extensive market analysis during the Nomination Study to understand local, regional, and national contexts. Although the area's history includes a great deal of shipping and heavy industrial uses, market projections suggest that it must advance beyond these types of uses to reach its full potential.

The Nomination Study describes market trends, while taking into consideration the complex land base and community concerns that shape the plan. As with the city's Green Code, a Smart Growth approach was employed to balance the BOA's need for economic development with preserving the built environment and targeting vacant and underutilized properties for future redevelopment.

Five principles will be used to guide decision-making:

1. Leverage existing assets
2. Diversify the economic base
3. Encourage redevelopment with public realm investments
4. Promote high-quality urban design
5. Establish a range of implementation activities

The Implementation Strategy identifies three strategic locations that meet these principles. But the BOA has also witnessed extraordinary investments since work on the study began. These investments are driven in part by the renewed development focus provided by the BOA program, and are positioned to continue as the strategic plan is implemented. The visibility and success of these projects has become one of the primary means of marketing.



In addition to these marketing opportunities, research conducted by the Western New York Regional Economic Development Council has identified eight industry clusters to target, including advanced manufacturing, bi-national logistics, professional services, and tourism. The report also calls for a comprehensive and coordinated approach to regional marketing and promotion to address the negative images of Western New York.

The Buffalo Harbor BOA is best situated to compete in bi-national logistics and professional services in its downtown core section, and tourism that takes advantage of its waterfront locations. To advance development opportunities in the BOA, a coordinated marketing effort aligned with the ongoing efforts of the WNYREDC and local economic development organizations is needed. Strategies to consider include:

- Marketing the BOA as a regional asset in its targeted industry clusters;
- Leveraging and promoting "Buffalo Billion" infrastructure investments;
- Uniting regional marketing power to entice businesses to expand in or relocate to the city;
- Implementing marketing campaigns to improve brand awareness of the Buffalo Harbor BOA;
- Increasing direct foreign investment by targeting Canadian firms; and
- Matching company needs with incentive programs to encourage relocation or expansion.

Targeting appropriate markets will require ongoing analysis by WNYREDC and its partners. The audience for a successful marketing strategy includes investors, private sector companies, and brokers.

A marketing strategy requires multiple formats to reach potential investors. A strong web presence with industry sector and site specific content is an important avenue for pursuing a broad-based target audience. Other broad forms of outreach can include trade shows, industry specific journals, e-mail blasts, blogs, and direct mailers. Using this creative approach to marketing the Buffalo Harbor BOA would be beneficial to introducing new audiences to this exciting area.

The Implementation Strategy expands on previous planning efforts for the Buffalo Harbor BOA, and provides recommendations for three strategic locations. Numerous parcels throughout the BOA are owned by the city, and have sufficient environmental information regarding existing conditions for prospective buyers. However, a great deal of land along the Outer Harbor is now owned by the state, with limited opportunities for private redevelopment. As a result, most of the assessment and remediation at these sites will be done by the public.

To convey the information about the strategic locations and other areas of interest within the Buffalo Harbor BOA, graphic representations such as plans, sections, and perspectives may need to be created. These can be used to better inform elected officials, community groups, residents, and potential investors of proposed implementation strategies. Additional advantages include use by news media, in advertisements, or for real estate agents looking to market specific properties.

Funding Opportunities

Implementing the BHBOA Plan will require the participation of numerous stakeholders, including residents, community organizations, business owners, city departments, civic leaders, and cultural institutions. By partnering together, interested parties can share knowledge and execute the projects outlined in the plan.

Financial resources are pivotal to success. The following list outlines potential funding sources. It is often possible to combine funds from a range of sources to support priority projects.

The state's **Brownfield Cleanup Program** encourages private sector cleanup and redevelopment of brownfield sites through the use of tax credits. Sites located in approved BOAs are eligible for an additional five percent credit, on top of the amount conferred by their status.

New York's **Environmental Restoration Program** provides municipalities with up to 90 percent of on-site and 100 percent of off-site costs associated with brownfield site investigation and remediation measures. Upon successful completion of the program, the municipality and future owners are released from liability for contaminants on the property prior to obtaining ownership.

The **Consolidated Funding Application** is designed to improve New York's business climate and expand economic opportunity by directing state resources to development projects. The Western New York Regional Economic Development Council's strategic plan and implementation agenda guide investments that the state makes through its annual Consolidated Funding Application process.

Low Income Housing Tax Credits is a state-administered program that provides federal tax credits for costs related to the development of affordable rental units. Both for-profit and non-profit developers can use LIHTC to construct new buildings or rehabilitate existing ones. Projects must rent at least 20 percent of the units to households with incomes at or below 50 percent of the area median; or at least 40 percent of the units to households with incomes at or below 60 percent of the area median.

The **Rehabilitation Tax Credit Program** provides a 20 percent tax credit for qualified rehabilitation expenditures, and is used in conjunction with the federal Historic Preservation Tax Incentive Program. Any commercial, industrial, or residential rental property is eligible if it is listed on the state or national register of historic places either individually or as a contributing building in a historic district. For the state credit, the property must also be located in a qualified census tract with a family income at or below the statewide median.

The U.S. Environmental Protection Agency provides technical and financial assistance to assess, remediate, and sustainably reuse brownfield properties. State, regional, and local governments and agencies; as well as non-profit organizations are eligible to apply. Up to \$200,000 in grant funding is available for each identified site, and requires a 20 percent match in the form of funding, labor, materials, or services.

The **New Markets Tax Credit Program** was established to help offset investment risks in low-income communities. An organization wishing to receive funding must be certified as a Community Development Entity, demonstrate a primary mission of serving low-income communities or residents, and maintain accountability to residents through representation on its governing or advisory board. In exchange for investing in a certified project, an investor receives 39 percent of the investment value in tax credits over a seven-year schedule.

The federal **Historic Preservation Tax Incentive Program** provides investors with a 10 or 20 percent tax credit that can be claimed for the year in which an eligible building is put into service. A historic structure is defined as a building that is listed individually in the National Register of Historic Places, or as a contributing building within a certified local historic district. Rehabilitation of certified historic structures qualifies for a credit equal to 20 percent of the cost of the work; while rehabilitation on non-certified structures qualifies for a credit equal to 10 percent of the cost of the work. All restored buildings and properties must be income producing and rehabilitated according to the Department of Interior's standards.

SEQRA Compliance

The Buffalo Harbor BOA Plan has been prepared in accordance with guidelines established by the New York State Departments of State and Environmental Conservation for the Step 2 Nomination Study and Step 3 Implementation Strategy phases of the BOA program. It is anticipated that the adoption and implementation of the Plan will result in the redevelopment of several brownfield, abandoned, and vacant sites; enhanced open space and parks; new commercial, recreational and mixed-use opportunities; and improvements to access and connectivity.

Since 2008, the city has initiated a significant number of planning initiatives, including the preparation of a land use plan and zoning ordinance, a Local Waterfront Revitalization Program, and four BOA Nomination Studies. Based on the number and scope of these initiatives, the city decided that a consolidated environmental impact review process, through preparation of a GEIS, would be an appropriate vehicle for SEQRA compliance. As a result, the city initiated a comprehensive SEQRA review under the auspices of the Buffalo Consolidated Development Framework.

The BCDF took a number of procedural steps under SEQRA, which in part satisfy the DGEIS requirements for the BHBOA Plan. Common Council received a Full Environmental Assessment Form prepared on its behalf by the city's Office of Strategic Planning, and determined that the adoption of the components of the BCDF was a Type 1 Action under SEQRA.

Common Council then circulated a letter to other involved agencies and interested parties stating its intent to act as Lead Agency. Since no objections were raised, Common Council assumed the role of SEQRA Lead Agency, and determined that the adoption and implementation of the BCDF may have an adverse impact on the environment and that a DGEIS must be prepared. A Positive Declaration was subsequently issued.

<i>Procedural Step</i>	<i>Citation</i>	<i>Completion date</i>	<i>DGEIS reference</i>
EAF Part 1	6 NYCRR 617.6(a)(2)	May 29, 2012	BCDF DGEIS Appendix
Lead Agency Status	6 NYCRR 617.6(b)	July 10, 2012	BCDF DGEIS Appendix
EAF Parts 2 and 3	6 NYCRR 617.6(a)(2)	July 10, 2012	BCDF DGEIS Appendix
Positive Declaration	6 NYCRR 617.12(a)(2)(ii)	July 10, 2012	BCDF DGEIS Appendix
Draft Scoping Document	6 NYCRR 617.8(b)	July 10, 2012	NA
DGEIS	6 NYCRR 617.12(a)(2)(iii)	February 16, 2016	NA
Public Comment Period	6 NYCRR 617.12(a)(2)(iii)	April 22, 2016 (closed)	BCDF DGEIS Appendix
FGEIS	6 NYCRR 617.12(a)(2)(iii)	TBD	BCDF DGEIS Appendix
Findings Statement	6 NYCRR 617.11	TBD	NA

Common Council also determined that scoping, a process by which the Lead Agency, with input from the public, involved, and interested agencies, identifies potentially adverse impacts that should be evaluated in the DGEIS and eliminates impacts that are irrelevant or non-significant from consideration, would be appropriate.

On February 16, 2016 Common Council determined that the DGEIS was complete and adequate for public review, and a public comment period began. During the comment period, the public and interested and involved agencies submitted comments regarding the evaluation and conclusions summarized in the DGEIS. Following the comment period, Common Council assembled the comments and subsequently determined the appropriate procedural steps to complete the SEQRA review.

The DGEIS is partially incorporated into the BHBOA Plan. The remainder of the DGEIS content requirements (analysis of potential adverse environmental impacts, description of mitigation measures and the range of reasonable alternatives to the action, GEIS references, and conditions for future actions) are included in the BCDF DGEIS.

The DGEIS has been prepared in accordance with 6 NYCRR 617.10, and as such presents a more general set of analyses than a conventional, project-specific EIS. The DGEIS describes the proposed action, and includes assessments of specific anticipated impacts commensurate to the level of detail available. The analysis is based on conceptual information due to the comprehensive and prospective nature of the BHBOA Plan.

2 OVERVIEW

2.1 Project Description

In 2011, the City of Buffalo was awarded funding from the New York State Department of State to establish the Buffalo Harbor Brownfield Opportunity Area. This funding allows recipients to plan for the revitalization of underutilized, vacant, and brownfield sites by establishing a vision for their redevelopment, and strategies to return the sites to productive use.

The Buffalo Harbor BOA encompasses 1,045 acres, and includes the Inner and Outer Harbors and a portion of the city's Central Business District. It contains a large concentration of brownfields, vacant, and abandoned parcels; a legacy from the many industrial users that were formerly located on the waterfront.

Previous efforts to revitalize these areas have identified the need for a coordinated plan that addresses environmental conditions, incompatible land uses, productive reuse options, and community engagement at the earliest possible stage.

Recent planning and development activities have begun to show progress. Canalside is taking shape, the State Office

of Parks, Recreation & Historic Preservation has initiated the Outer Harbor State Park, and the Erie Canal Harbor Development Agency is in control of the Outer Harbor.

The continuing redevelopment of the BOA will provide opportunities for additional water-dependent and water-enhanced attractions, utilizing assets such as highway and rail access, a bi-national bridge, and an environmentally rich setting including Lake Erie and the Buffalo River.

This BOA is being evaluated as part of a Generic Environmental Impact Statement that will review the impacts of adopting three Step 2 BOAs (Buffalo Harbor, Buffalo River Corridor, and Tonawanda Street Corridor), a Step 3 BOA (South Buffalo), the Local Waterfront Revitalization Plan, changes to existing Urban Renewal Plans, and an updated Land Use Plan and Unified Development Ordinance.

The Common Council was declared lead agency, and a Positive Declaration and draft scope of work prepared. The GEIS will be submitted to the Common Council for review and approval, and a public comment period will take place prior to adoption.

2.2 Vision, Goals and Objectives

The BOA process seeks to initiate, prioritize, and guide land remediation and redevelopment by identifying economic, social, and cultural opportunities. A vision for the future must be guided with broad-based community, municipal, and state support; and solidly grounded in current and emerging challenges, initiatives, and opportunities.

The long-term goal is to pursue both environmental enhancement and sustainable development by creating a plan designed by stakeholders, including area residents, businesses, environmental advocates, and government. Consensus building began at project inception, by ensuring

that the various concerns and goals were discussed in an open fashion. Community contributions and acceptance are vital to the success of any redevelopment plan.

Planning is essential to ensure that future development does not compromise recent gains. The need to generate employment opportunities and tax revenues must be balanced with strengthening neighborhoods, expanding recreational opportunities, preserving industrial heritage, ensuring waterfront access, and improving habitats and watershed ecology.

Vision

The city's four Brownfield Opportunity Areas are all aligned with the Buffalo Green Code. This is a place-based economic development strategy designed to implement the city's Comprehensive Plan, and includes the first citywide land use plan since 1977, and the first zoning rewrite since 1953. It incorporates the city's Homestead Urban Renewal Plan, Local Waterfront Revitalization Plan, and Brownfield Opportunity Area Plans into a common vision that will guide Buffalo's physical development over the next 20 years.

The 2006 Comprehensive Plan positioned the city as Western New York's regional center, and provided a road map for reversing declines in employment, population, and environmental quality. It was driven by three principles: fix the basics and build on assets; target sustainability; and employ smart growth. The plan identified strategic investments in economic development, neighborhoods, and infrastructure; and called for a revised zoning ordinance to achieve the city's smart growth goals.

This Land Use Plan translates the Comprehensive Plan into policies for directing future growth. It assesses existing conditions and trends, and offers direction on land use, transportation, and urban design. The plan sets the foundation to revise the zoning ordinance, establish capital improvement priorities, and drive neighborhood planning efforts. It provides guidance that support community objectives, but maintains enough flexibility to take advantage of unanticipated opportunities that may arise.

The Unified Development Ordinance integrates land use and urban design into a legal framework that addresses both public and private realms. It facilitates development by protecting and strengthening what residents like about the city, while addressing aspects they dislike. The ordinance consolidates development regulations into a simple user-friendly document, providing fair and transparent rules and procedures based upon public consensus.

The vision outlined for the Green Code, along with its component parts, includes:

- Using a participatory process to establish clear and simple rules that are fairly and consistently applied, respect community diversity, incorporate existing community plans, and are revised democratically.
- Encouraging investment by making development rules predictable, setting aside land for job creation in key districts and corridors supported by cost-

effective infrastructure, and allowing for the productive and timely reuse of vacant land.

- Promoting land use patterns that encourage compact development and transportation choices to conserve energy; protect air, water, and soil quality; preserve and expand green infrastructure; and support access to wholesome food to promote healthy living.
- Respecting traditional development patterns, repairing existing neighborhood fabric, helping residents reinvent neighborhoods where the fabric is beyond repair, and preserving the city's architectural heritage and the physical context that supports it.
- Creating the conditions for growth by making the city attractive to newcomers, meeting the aspirations of current residents, and sharing the benefits of city life equitably with this generation and those to come.

Goals and Objectives

The Buffalo Harbor BOA is grounded in three main goals: grow the economy, strengthen neighborhoods, and repair the environment.

Grow the economy

A strong economy is the foundation for successful neighborhoods and a healthy environment. The BOA is designed to promote growth on the waterfront, downtown, and within industrial and commercial centers.

These place-based assets are at the heart of Buffalo's economic recovery. Reduced property taxes and streamlined permit approvals are already making it easier and more attractive to invest. The plan builds on this momentum by targeting suitable sites for development and employment opportunities.

A successful city concentrates knowledge, assets, and talent; and encourages innovation and creativity. It nurtures the social and economic networks necessary to produce both wealth and community cohesion. By building on its historic strengths, Buffalo will be better positioned to compete for investments and jobs, and expand economic opportunity and equity for all residents.

As the city transitions to a knowledge-based economy, locational needs and requirements are changing. Industry used to require a great deal of land to support its activities, while far less is needed in the new economy. At the same

time, location—in dense, mixed-use, lively places—is becoming more important to building and maintaining business relationships.

Although manufacturing has declined both locally and nationally, Buffalo still has a strong industrial presence. There is sufficient land to accommodate demands for advanced manufacturing, primary and back office space, and facilities for biomedical and educational facilities, yet it is not always shovel-ready. Aggressive efforts to prepare sites and structures for redevelopment must continue.

Strengthen neighborhoods

Buffalo benefits from diverse, walkable neighborhoods that are linked by public transit. A number have recently experienced rising demand and investment; others have remained relatively stable; while some suffer from issues that limit their potential, such as vacancy, abandonment, and absentee landlords.

It is important to preserve the unique assets that define individual neighborhoods. Supporting and maintaining strong neighborhoods is the key to attracting and retaining residents, bolstering the city's tax base, and reducing the region's carbon footprint.

The strategy for addressing Buffalo's neighborhoods was originally outlined in the Comprehensive Plan: fix the basics and build on assets. Neighborhoods that are doing well should be closely monitored to make sure that they remain attractive locations for residential and commercial investment.

Stable neighborhoods must receive attention to ensure that they continue on the right path. Public investments should be targeted to upgrade infrastructure and community facilities. Infill development that is pedestrian-scaled, and capable of supporting a range of transportation options should be encouraged to repair any tears in the neighborhood fabric.

Neighborhoods that have experienced disinvestment require special attention, with an emphasis on long-term recovery. Homeowners must feel confident that investments in repairs and upgrades will remain secure. Vacant land must be managed creatively, keeping as much as possible in active uses to reduce the negative impacts on neighboring properties, while land banking key parcels to maximize long-term development potential.

Repair the environment

Buffalo was largely built out by 1950, during a time when little thought was given to environmental impacts. The city was built by draining wetlands and channelizing streams; using the land, water, and air to dispose of waste; and constructing homes, schools, and workplaces with asbestos and lead-based paint. These actions are now recognized as having caused serious harm to the environment, as well as the economic sustainability of the city.

Although these abuses have largely been curtailed, their ongoing impacts must continue to be addressed to avoid undermining the revitalization of city neighborhoods and employment centers. While encouraging walkable, transit-served places offers clear ecological benefits, efforts to tackle these legacy environmental challenges must remain a priority.

The city's environmental quality shows continued improvement, due to the impact of legislation such as the Clean Air and Clean Water acts adopted in the 1970s, ongoing remediation efforts along its waterways, and efforts to address contaminated sites through various brownfield programs. Work to restore native habitats began in 1972, when Tifft Nature Preserve was established on the site of former docks and landfill, and has continued through the 2006 dedication of Times Beach Nature Preserve.

The BOA will facilitate restoring natural systems and open space, conserving energy and water, and reducing the city's impact on the global environment. This approach will lighten Buffalo's overall development footprint, while providing a sense of permanence and character that bolsters both property values and quality of life.

2.3 Boundary

The boundaries of the BOA were selected to include former industrial areas located along the waterfront, as well as a portion of the city's Central Business District. They take into account quality-of-life enhancements such as shorelines, so that redevelopment can utilize these amenities and make connections with these resources. [Maps 2.1 and 2.2]

The northern boundary abuts LaSalle Park and the Niagara Street interchange of the I-190; the eastern boundary abuts the city's CBD and the Buffalo River Corridor and South Buffalo BOAs; the southern boundary is the city line; and the western boundary the Lake Erie waterfront.



2.4 Community Participation

A community participation plan was designed to enable input at a variety of levels and stages during the development of the Nomination Document. The plan was organized around project tasks to provide timely inputs to deliverables. A range of opportunities for community involvement were identified, from public open houses to small stakeholder sessions. The project website also provided opportunities for interested parties to submit comments.

The consultation process employed numerous outreach methods to ensure robust public and private participation. The design and production of accessible materials, and the provision of multiple opportunities for feedback were seen as essential to a successful communication strategy.

Several different audiences were engaged during the planning process. In order to effectively communicate with each group, contact lists were developed and updated with names, addresses, phone numbers, and e-mail addresses. These lists included residents, block clubs, non-profits and community groups; advocacy organizations, educational institutions, businesses and developers; county, state, and federal agencies; city departments and boards; elected officials; and steering committee members. Opportunities for community participation included:

Stakeholder Sessions

A series of stakeholder sessions were held in November 2011 and January 2012, to assist the consultant team in understanding the dynamics of the study area. These sessions included developers and investors, businesses and large landholders, non-profits and community-based organizations, regulatory agencies, and city departments that serve the community.

These early consultations were designed to:

- Inform stakeholders about the study process and objectives;
- Discuss issues and opportunities, along with policy and development concerns; and
- Identify potential projects and initiatives that would benefit the community.

A "Business Breakfast" was also held in June 2012, to provide business owners and developers with an opportunity to more openly discuss their objectives outside of a public forum.

Map 2.1 Boundaries



Map 2.2 Aerial view



Steering Committee Meetings

A 20-member steering committee was appointed to review material prepared by the consultant team, provide input regarding project direction, and serve as liaisons to the larger community. Members included representatives from local businesses, developers, community-based organizations and other non-profits, institutions, and the general public. Staff from agencies providing project support were also invited to attend steering committee meetings. A total of five meetings were held during the course of the Step 2 process:

- **December 2011** – the initial meeting introduced the project team; provided overviews of the BOA program and study process; and included breakout sessions to allow participants to brainstorm key issues, challenges, opportunities, and goals and aspirations.
- **January 2012** – the second meeting reviewed consultant analysis and findings to date; introduced the visioning process that would be employed at the first open house; and included breakout sessions to discuss types of desired uses and locations, infrastructure needs, and phasing of proposed improvements.
- **June 2012** – the third meeting reviewed and discussed three alternative scenarios for future development.
- **February 2014** – the fourth meeting reviewed the draft Nomination Document and initial strategic sites, discussed concerns, and proposed changes.

Open Houses

A total of four open houses were held over the course of the planning process to share information with the public and solicit comments and feedback:

- **January 2012** – the first open house introduced the project objectives, provided an overview of the analysis conducted to date, and then broke out into visioning sessions to allow participants to discuss emerging principles and their vision for the BOA over the next two decades.
- **June 2012** – the second open house started with a brief review of the community input from the prior meeting, discussed the economic analysis for the BOA, and laid out a set of emerging principles to guide redevelopment. The consultants provided workbooks outlining the three alternative development scenarios, and asked participants to mark these up with their thoughts and comments. The meeting concluded with a facilitated discussion on initial reactions to the alternative scenarios.
- **April 2014** – the third open house provided the community with a brief recap of project status, and reviewed the key findings of the draft Nomination Document. The consultants identified the strategic sites that are being proposed, and accepted input on their redevelopment potential.

3 ANALYSIS

3.1 Community and Regional Setting

Buffalo is the regional center of Western New York, which consists of Erie, Niagara, Orleans, Genesee, Wyoming, Allegany, Cattaraugus, and Chautauqua counties. Erie and Niagara are the most urbanized, and together form the Buffalo-Niagara Falls Metropolitan Statistical Area.

The regional setting reflects long-term trends in Erie and Niagara counties. Buffalo's population peaked in 1950, and had fallen 55 percent by 2010; Niagara County peaked in 1960, and had fallen 11 percent by 2010; while Erie County peaked in 1970, and had fallen 17 percent by 2010. [Figure 3.1]

These declines reflect the lack of economic growth in Western New York over the past 60 years. The region was historically dependent on manufacturing and trade for its job base. Manufacturing underwent a major restructuring in the second half of the 20th century, which led to industrial facilities relocating from the Northeast and Midwest to the West and South, and later overseas. Population growth mirrored these trends, which also had a significant impact on the region's role as a shipping hub, as markets shifted further away from Western New York.

Beyond the impacts of manufacturing decline, cities were also beginning to experience the effects of suburbanization. The rise of bedroom communities in the 1950s initiated a massive shift in population. Yet Buffalo remains the regional center in terms of government, finance, medicine, education, and the arts; providing the city with a strong foundation for future growth.

The region's transition from manufacturing to a service-based economy has been slow, but is now firmly underway. The University of Buffalo is a major research institution that advances the technological capabilities of the region. The training offered by UB and other higher education providers represents a significant resource; while the Buffalo Niagara Medical Campus reinforces Buffalo's position as a center for biomedical technology to drive the region's growth in the service-based economy.

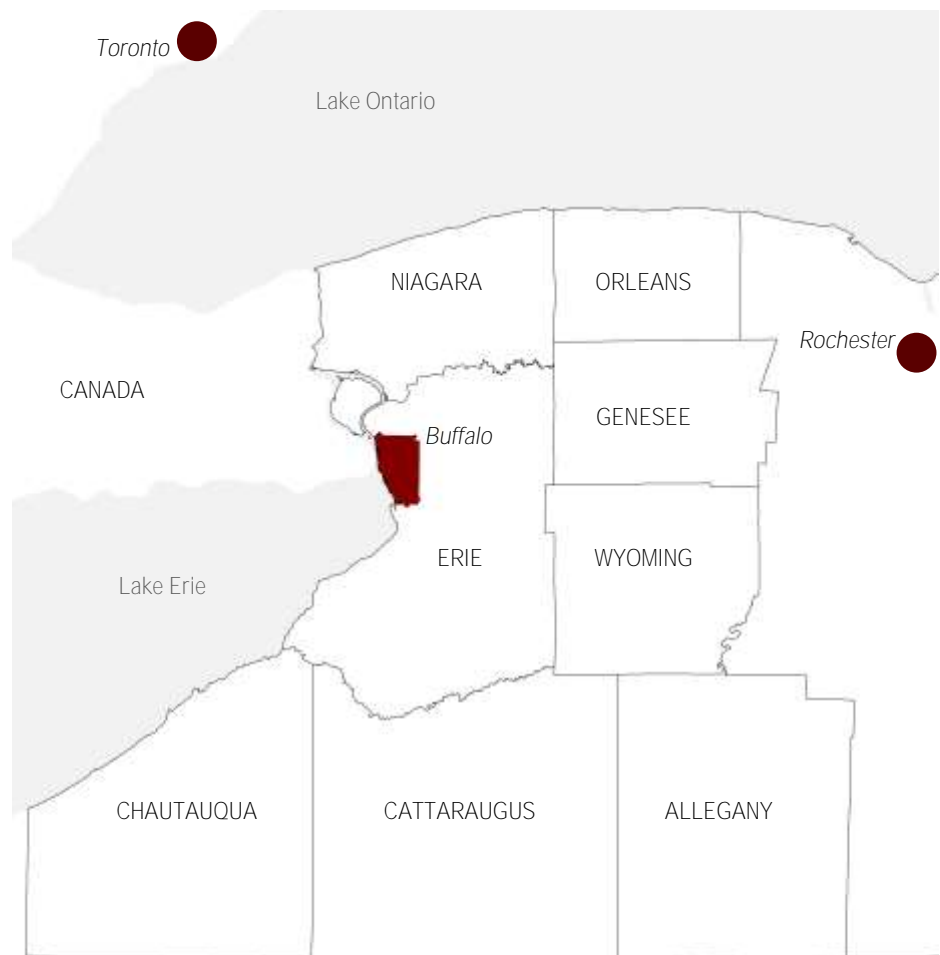
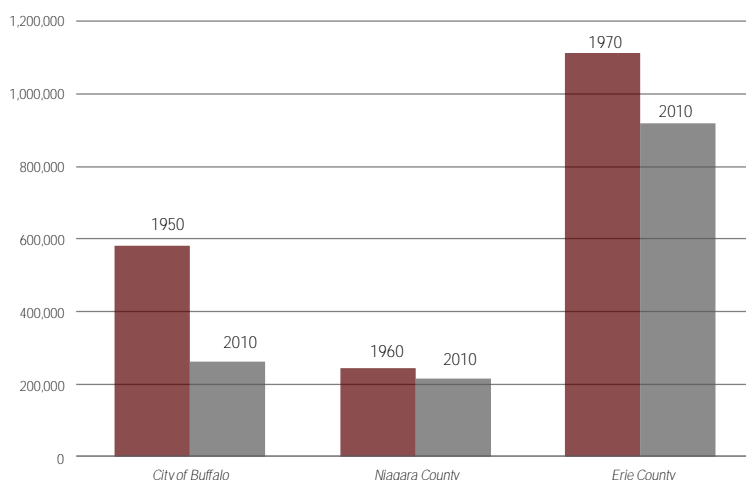


Figure 3.1 Population change



Western New York also benefits from its relationship with Toronto and Southern Ontario, which offers significant opportunities for development on both sides of the border. Increasing international trade and cross-border relationships have been a long-term trend. Initially spurred by the North American Free Trade Agreement, the region has become a portal for Canadian businesses seeking to access US markets.

Economic activity resulting from bi-national trade is expected to be a continuing source of regional growth. As Canadian firms seek greater operational efficiencies and access to the larger US market, more facilities and jobs will be located on this side of the border, with Buffalo positioned to capture a significant portion of this investment.

The goal is to turn Western New York into a place where people choose to live, rather than leave. In the industrial economy, locational decisions were based on factors such as access to raw materials, proximity to markets, and the cost of transporting goods. Today, employment flows to places with workforce synergies and a high quality of life. Where people want to live plays an increasing role in regional success.

Quality of life is a broad, somewhat abstract concept that includes economic opportunities, cost of living, education, public safety, housing options, environmental health, arts and culture, and recreation. No single place can excel in all areas; but the purpose of all efforts must be to enhance the quality of life within the city and region.

Opportunities

- Use the area's **skilled workforce** and **higher education** institutions to provide the capacity for renewed economic growth.
- Build on **cultural diversity** by welcoming and integrating the growing numbers of immigrants and refugees into the economic and social networks.
- Leverage the **tourism** focused on Niagara Falls with complementary assets such as architecture, industrial heritage, arts and music, food and beverage, sports and recreation, and fishing and hunting.
- Take advantage of excess **transportation** capacity while restructuring the existing system to become more multi-modal and responsive to urban form.
- Enhance the city's unique **urban form**, dictated by the confluence of Lake Erie with the Niagara and Buffalo rivers, and guided by the subsequent efforts of Joseph Ellicott and Frederick Law Olmsted.
- Maximize **natural resources** by making recreation and natural beauty part of the regional lifestyle, and by restoring ecosystem function and resilience.
- Emphasize **history and heritage** to enhance a sense of place and increase regional appeal.

Challenges

- **Economic diversification** is well underway, but needs to be accelerated to achieve net growth.
- Disinvestment has outpaced private sector investment in recent decades. **Barriers to investment** must be overcome to address issues such as legacy industrial and commercial contamination.
- The region suffers from both misconceptions and real concerns regarding quality of life. Positive demonstrations are needed to **enhance the image** of the city and region.
- The economic restructuring of the region will require a **physical restructuring**, including new land use patterns, revitalized neighborhoods, and updated transportation systems.
- Without sacrificing its heritage, the region must **address obsolescence** and upgrade its housing, transportation, and community facilities; and employ best practices and state-of-the-art urban design.

3.2 Community and Regional Trends

Demographic, employment, and real estate trends all impact the potential for future redevelopment. There are a number of options that could reasonably be considered for the BOA, yet most market and economic indicators are still relatively weak, both within the city and the region. Therefore, the rate of new development for any selected use should be expected to unfold over a period of years. Low demand for residential and non-residential land uses also suggests that subsidies and incentives may be required to attract developers and investors, at least in the near term.

Demographic Trends

Population and household growth within the region have been constrained over the past few decades by a general lack of economic opportunities. Recent population changes between 2000 and 2014 reflect overall net losses at both the city and county levels; although estimates since 2010 indicate that the county has grown by roughly 4,100 persons, while the city's rate of decline has slowed considerably, with a loss of just 2,500 residents over the past four years. As with population, the city experienced a loss of 12,600 households between 2000 and 2014; although the rate of decline has also been slowing recently. [Figure 3.2]

The county's median age of 40.8 is well above the city's median of 32.7. Although the city had 28 percent of the

total county population in 2014, this was not evenly distributed among age groups. [Figure 3.3] The city had 33 percent of all persons under age 24, and 32 percent of those between 25 and 44. But as persons age, they are more likely to live in the suburbs, as just 23 percent of those 45 to 64, and less than 22 percent of those over 65 reside in the city.

The two largest age cohorts in the United States are Millennials (currently ages 15 to 35) and Baby Boomers (ages 51 to 69). The city has a unique opportunity to retain a greater share of Millennials as they reach the age when persons typically begin leaving cities for the suburbs; as well as the potential for drawing back empty nesters among Baby Boomers looking to downsize.

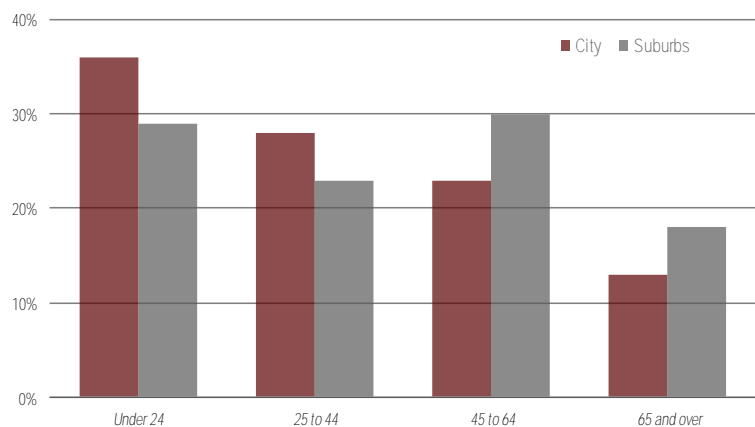
When adjusted for inflation, median household income in Erie County declined by 5.4 percent between 2000 and 2014, going from \$53,400 to \$50,500. There are various factors contributing to this, including a growing number of households being headed by retirees, as well as the continuing increase in one-person households, which therefore have just a single income. Median household incomes in the city also decreased between 2000 and 2014, from \$35,100 to \$32,100. Household incomes in the city have traditionally been below those of the county, and fell slightly from 66 to 64 percent of the countywide median during this period.

Figure 3.2 City of Buffalo demographic trends

	1950	2000	2014	2014 County
PERSONS	580,100	292,600	258,700	922,800
Density	14,100	7,200	6,500	890
White alone	94%	55%	47%	78%
Black alone	6%	37%	37%	13%
Other races	0%	8%	16%	9%
Latino	NA	8%	11%	5%
Foreign born	12%	4%	9%	7%
College grads	5%	18%	24%	32%
Poverty rate	NA	27%	31%	15%
Median income	\$30,900	\$35,100	\$32,100	\$50,500
HOUSING UNITS	166,700	145,600	131,600	421,200
Occupied	164,700	122,700	110,100	383,700
Household size	3.5	2.4	2.2	2.2
For sale	<1%	6%	4%	2%
For rent	<1%	14%	7%	6%
Vacant	1%	7%	11%	6%
Homeowners	44%	44%	40%	65%
Median value	NA	\$84,900	\$70,400	\$132,700

Source: US Census Bureau

Figure 3.3 Age distribution in 2014



Employment Trends

Total employment in Erie County rose by over 13,000 between 2000 and 2014, from 431,180 to 444,470. [Figure 3.4] Private sector jobs represented about 80 percent of the 2014 total. The region has seen this number increase by 5.5 percent since 2000, while government employment has declined by 3.7 percent. The largest number of employees work in education and health care, retail trade, manufacturing, and accommodations and food services; with professional services and management, and finance, insurance, and real estate also accounting for a significant number of jobs.

Like many regions across the country, the manufacturing sector recorded the greatest losses since 2000, with a decline of over 15,000 jobs. These losses are projected to continue, although efforts to promote advanced manufacturing are designed to slow this trend. While the overall losses were not as great, wholesale trade declined 41 percent (7,700 jobs) and information declined 29 percent (2,900 jobs). On the other side of the ledger, education and health care gained 15,000 jobs, accommodations and food service grew by almost 11,000, and finance, insurance, and real estate were up over 6,000.

Figure 3.4 Erie County employment trends

	2000		2014		Change	
CLASSIFICATION	431,180		444,470		13,290	3%
Private	335,580	78%	354,190	80%	18,610	6%
Government	75,170	17%	72,380	16%	(2,790)	-4%
Self-employed / family	20,430	5%	17,900	4%	(2,530)	-12%
SECTOR	431,180		444,470			
Education and health care	110,320	26%	125,470	28%	15,150	14%
Retail trade	50,930	12%	54,780	12%	3,850	8%
Manufacturing	62,250	14%	46,680	11%	(15,570)	-25%
Accommodation and food service	32,340	8%	43,080	10%	10,740	33%
Professional and management	34,660	8%	41,100	9%	6,440	19%
Finance, insurance, real estate	28,690	7%	34,970	8%	6,280	22%
All other	111,990	26%	98,390	22%	(13,600)	-12%
OCCUPATION	431,180		444,470			
Management and business	149,730	35%	170,530	38%	20,800	14%
Sales and office	121,260	28%	111,640	25%	(9,620)	-8%
Service	67,290	16%	82,050	18%	14,760	22%
Production and transportation	62,790	15%	51,020	11%	(11,770)	-19%
Construction and maintenance	30,110	7%	29,230	7%	(880)	-3%

Source: US Census Bureau

Similar to the gains and losses among sectors, the number of persons employed in production and transportation occupations declined by more than 11,000, while employment in management, business, and science occupations rose by 20,800, and service occupations increased by almost 15,000. Employment growth in sectors with significant shares of lower wage workers, such as health care, accommodations, and food service, coupled with ongoing losses in higher-paying manufacturing jobs, have also contributed to the decline in median household income.

With respect to the city, total employment dropped by 3,910 between 2000 and 2014, from 114,060 to 110,150. [Figure 3.5] This reflects a loss of over 4,800 government

positions, which was only partially offset by a gain of 2,000 private sector jobs.

The largest employment sectors in the city are similar to those in the county as a whole, although losses in manufacturing were more severe (down 38 percent), and gains in accommodation and food service more robust (up 44 percent).

Given the decline in manufacturing, the loss among production and transportation occupations outpaced that of the county, falling by 25 percent between 2000 and 2014. Sales and office occupations also fell; although management, business, and science rose by 8 percent, and service occupations were up 14 percent.

Figure 3.5 City of Buffalo employment trends

	2000		2014		Change	
CLASSIFICATION	114,060		110,150		(3,910)	-3%
Private	87,400	77%	89,410	81%	2,010	2%
Government	22,180	19%	17,370	16%	(4,810)	-22%
Self-employed / family	4,480	4%	3,370	3%	(1,110)	-25%
SECTOR	114,060		110,150			
Education and health care	32,380	28%	33,480	30%	1,100	3%
Retail trade	12,170	11%	12,710	12%	540	4%
Manufacturing	14,910	13%	9,210	8%	(5,700)	-38%
Accommodation and food service	9,490	8%	13,700	12%	4,210	44%
Professional and management	9,770	9%	10,600	10%	830	8%
Finance, insurance, real estate	6,510	6%	6,720	6%	210	3%
All other	28,830	25%	23,730	22%	(5,100)	-18%
OCCUPATION	114,060		110,150			
Management and business	33,290	29%	35,920	33%	2,630	8%
Sales and office	30,770	27%	26,200	24%	(4,570)	-15%
Service	24,050	21%	27,410	25%	3,360	14%
Production and transportation	19,560	17%	14,660	13%	(4,900)	-25%
Construction and maintenance	6,390	6%	5,960	5%	(430)	-7%

Source: US Census Bureau

Stagnant population growth and an aging workforce represent economic development challenges, since these will force businesses to be more aggressive in attracting workers. This suggests that efforts to retrain the existing workforce to support shifts into new and emerging industry sectors as part of on-going economic diversification planning will be required.

Employment sectors that offer the best potential for growth include producer services, information technology, biomedical, industrial machinery and services, food and materials processing and distribution, back office and outsourcing, and travel and tourism.

- Professional and technology establishments are potential users of business parks, particularly if relationships can be established with area research centers to help support growth in these sectors. These firms require both office space and specialized flex-building space for research and development activities. High-speed internet linkages are critical, and electric demand may also be high.
- Biomedical includes the manufacturing sector producing pharmaceutical, nutraceutical, and cosmeceutical products; research and development of physical, engineering, and life sciences; as well as medical equipment development and manufacturing. New or expanding firms in this cluster will most likely want to locate near research centers and existing campuses.
- Industrial machinery has been a mainstay of the region's manufacturing base, but national trends suggest that this cluster is not expected to be a source of significant future employment growth. However, the labor force from this cluster provides an asset for diversifying the sector towards advanced manufacturing with industries that produce high technology goods or use advanced technologies to produce goods, such as SolarCity.
- Processing and distribution represent several industry sectors that combine to offer a dynamic relationship between processing facilities and the distribution network. These rank relatively low in terms of regional employment, but offer growth potential based on national trends. Sustaining and expanding these clusters will depend on a number of factors, one of which is a strong and integrated distribution network. Buffalo is well-located to become more of a logistics hub due to its access to rail, water, road, and air

transportation systems. Increases in energy costs are fostering a resurgence of rail as a means of moving goods over long distances. The region occupies a strategic position on an international border, with the potential for developing logistics facilities.

- Back office and outsourcing includes telephone answering centers, telemarketing, and credit bureau operations. These uses could be readily integrated into a professional office park or within renovated commercial or industrial buildings. These types of jobs do not generally require a high skill level, so could potentially draw from the large number of service sector employees in the area.
- Travel and tourism is the third largest source of employment in the region. This cluster is one of the most diverse, encompassing accommodations; cultural, recreational, and amusement facilities; food service facilities; passenger transportation services; and travel-related retail sales.

Real Estate Trends

Based on data provided by CBRE, the **industrial market** in Erie and Niagara counties included an inventory of 64.7 million square feet in 2014. [Figure 3.6] Manufacturing uses occupied half of this inventory, with warehouses accounting for another 36 percent and flex space the remaining 14 percent. For 2014, net absorption totalled just over 900,000 sf. This led to a decline in the overall vacancy rate from 5.7 at the end of 2013 to 4.5 percent, which represents the lowest rate since 2005. The current vacancy rate among industrial buildings is less than half the national rate of 10.6 percent, which is the tenth consecutive year that the national market has been outperformed locally.

Just 88,000 sf of new industrial space was added in 2014, which is well below the average of 240,000 sf that has been added annually since 2000. The lack of new construction has had positive impacts, however, as tenants have been absorbing older, existing industrial space. The addition of 1.2 msf of space when Solar City is completed in 2016 will have a significant impact on the industrial inventory.

Only 14 percent of the region's industrial inventory consists of owner-occupied buildings, indicating that supply is primarily driven by developers. As a result, new

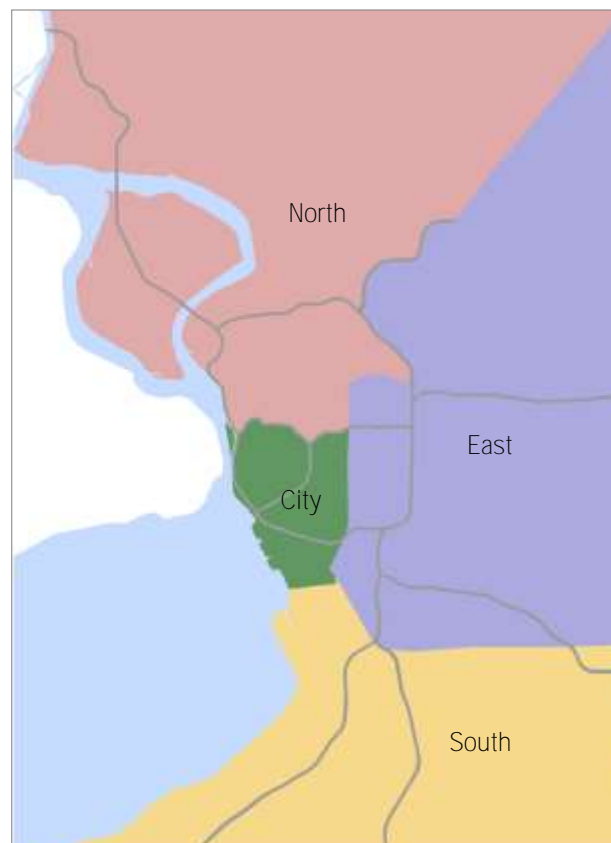
Figure 3.6 Industrial market; 2014 Q4

	<i>Inventory</i>	<i>Available</i>	<i>Vacancy</i>
TOTAL	64,694,000	2,893,000	4.5%
Flex	8,840,000	729,000	8%
Manufacturing	32,558,000	1,173,000	4%
Warehouse	23,296,000	991,000	4%
City	12,080,000	361,000	3.0%
Flex	523,000	0	0%
Manufacturing	7,755,000	262,000	3%
Warehouse	3,802,000	99,000	3%
North	18,690,000	847,000	4.5%
Flex	2,921,000	363,000	12%
Manufacturing	10,383,000	260,000	3%
Warehouse	5,386,000	224,000	4%
East	23,546,000	1,202,000	5.1%
Flex	3,713,000	285,000	8%
Manufacturing	7,503,000	504,000	7%
Warehouse	12,330,000	413,000	3%
South	10,375,000	484,000	4.7%
Flex	1,682,000	81,000	5%
Manufacturing	6,916,000	148,000	2%
Warehouse	1,777,000	255,000	14%

Source: CBRE

construction will likely require pre-leasing or financial incentives, since speculative development will be limited due to slow projected employment growth over the near-term.

The city submarket, which encompasses the areas within the Scajaquada and Kensington Expressways, contains 12.1 msf of industrial space, and had a 2014 vacancy rate of 3.0 percent, down from 6.3 percent in 2013. Over 400,000 sf was absorbed during the past year, leaving just over 360,000 sf available.



The land supply in Buffalo and the region is presumed to be adequate to support demand for new industrial construction. However, much of this land is not in premier locations, and will need upgraded infrastructure as well as financial incentives to compete with more marketable, shovel-ready locations such as Buffalo Lakeside Commerce Park.

Based on employment projections and targeted sectors, flex buildings and other small-scale spaces appear to offer reasonable industrial development potential. These types of facilities can be planned and developed incrementally, allowing the building supply to grow as market demand dictates. The city currently has only six percent of the regional inventory of flex buildings, but no vacancies within this sector.

Industry growth projections and anticipated support from state and regional agencies for businesses in these clusters suggests that they could provide a viable component of future land use. Flex buildings are also more easily integrated into mixed-use business parks since they are less obtrusive than traditional manufacturing facilities.

The availability of rail access is also likely to be a positive factor for supporting new construction, as well as the re-use of any remaining manufacturing and warehousing facilities, if regional economic plans to promote food and materials processing and multi-modal distribution facilities continue to receive support and incentives.

Figure 3.7 Office market; 2014 Q4

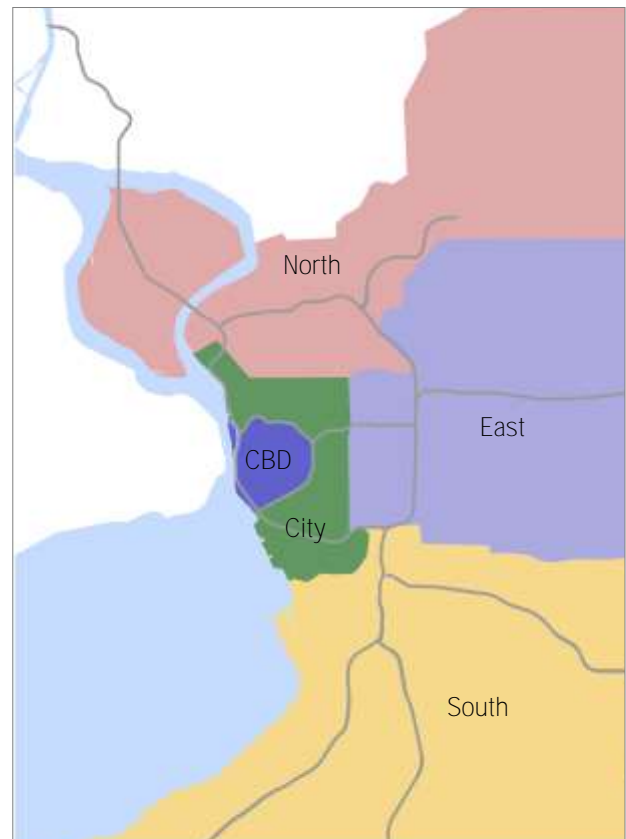
	Inventory	Available	Vacancy
TOTAL	26,951,000	3,766,000	14.0%
Class A	8,473,000	1,414,000	17%
Class B	12,794,000	1,685,000	13%
Flex	5,684,000	667,000	12%
CBD	9,129,000	1,713,000	18.8%
Class A	4,408,000	963,000	22%
Class B	4,569,000	750,000	16%
Flex	152,000	0	0%
City	2,624,000	352,000	13.4%
Class A	797,000	0	0%
Class B	1,044,000	230,000	22%
Flex	783,000	122,000	16%
North	8,279,000	985,000	11.9%
Class A	2,117,000	404,000	19%
Class B	3,356,000	308,000	9%
Flex	2,806,000	273,000	10%
East	5,001,000	459,000	9.2%
Class A	809,000	18,000	2%
Class B	2,581,000	224,000	9%
Flex	1,611,000	217,000	13%
South	1,919,000	257,000	13.4%
Class A	342,000	29,000	8%
Class B	1,245,000	172,000	14%
Flex	332,000	56,000	17%

Source: CBRE

The regional **office market** had an inventory of approximately 27 million square feet in 2014, with almost half in Class B, 31 percent in Class A, and 21 percent in Flex. [Figure 3.7] Over the past several years the regional office market has been relatively stable from a vacancy perspective. The overall vacancy rate for all classes (A, B, and Flex) rose from 13.6 percent in 2013 to 14.0 percent in 2014. This places it in line with the national vacancy rate of 13.9 percent, which is its lowest level since 2008.

The city's office inventory includes almost 11.8 msf, or 44 percent of the regional supply. Over three-quarters of the city's inventory is located in the Central Business District, with over 9.1 msf. The CBD had a vacancy rate of 18.8 percent in 2014, which is an increase over prior years. Much of this can be attributed to One Seneca Tower, which currently has almost 900,000 sf of unleased space on the market, constituting over 90 percent of the city's available Class A space.

The overall quality of downtown office space is improving through both new construction and redevelopment activity. Recently completed and ongoing projects at One Canalside, Catholic Health, Compass East, Conventus, and 250 Delaware indicate continued faith in this market.



The rest of the city outside the CBD performed well, with vacancies dropping from 16.0 percent at the end of 2013 to 13.4 percent in 2014. New projects in pockets such as the Larkin District have also led to an increase in rental rates. Suburban markets remain stable, with an overall vacancy rate of 11.2 percent, compared to a national rate of 15.5 percent in suburban locations. However, it's been reported that some long-time tenants have begun to look at downtown as a feasible relocation option as leases expire.

While this market remains relatively strong, demand for new construction will be limited over the next few years. Based on recent absorption levels, the CBD has a 10 to 12 year supply of available space, and continued renovation of the existing inventory into higher quality space may lessen demand for new construction. Vacancy in the remainder of the city is currently 350,000 sf, but this predominantly Class B inventory will need to continue to offer competitive lease rates in order to sustain occupancy levels.

Given these market conditions, the demand for conventional office buildings is expected to be relatively modest. Competition for office development would come from existing and future development in the city's Larkin District which is successfully attracting office and mixed-use projects.

The regional **retail market** had an inventory totaling approximately 26.6 million square feet in 2014. [Figure 3.8] This includes freestanding stores, shopping centers, and malls. The overall vacancy rate across all these facilities was 10.2 percent, which represents the lowest rate since 2000, and is below the national average of 11.5 percent. Across the region, net absorption over the past year increased by over 360,000 sf.

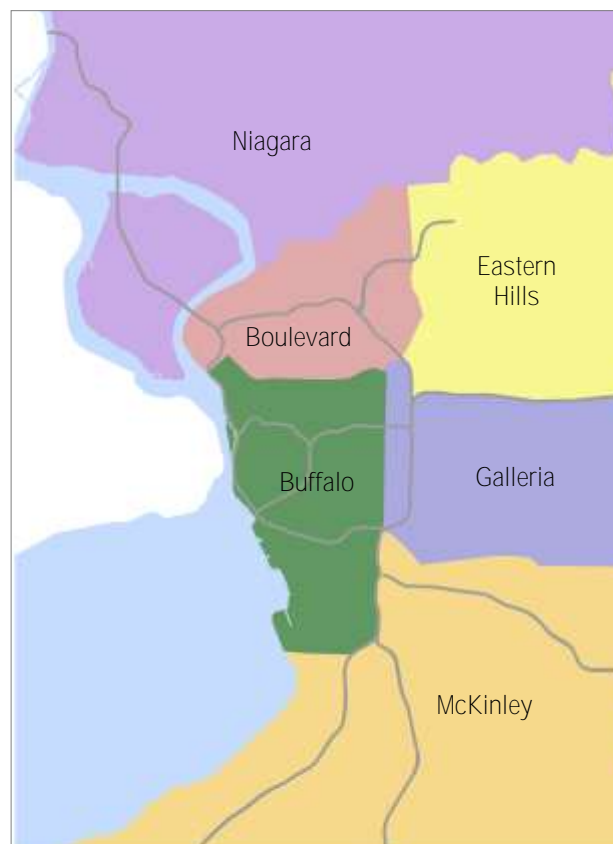
In contrast to industrial and office markets, the city contains less than 10 percent of the regional retail inventory. Retail in the city underperformed the rest of the region, with a vacancy rate of 16.4 percent, compared to 9.5 percent in suburban Erie County, and 11.0 percent in Niagara County. On the positive side, the Elmwood and Hertel shopping districts continued to do well, HarborCenter and One Canalside are bringing new retail to the city, and traditional retailers have begun joining bars and restaurants in expressing interest in the CBD.

However, the beneficial impacts of Canadian shoppers on local retail faces uncertainty. Some retailers around the

Figure 3.8 Retail market; 2014 Q4

	Inventory	Available	Vacancy
TOTAL	26,625,000	2,727,000	10.2%
Buffalo	2,087,000	341,000	16%
Boulevard	5,497,000	540,000	10%
Eastern Hills	4,065,000	221,000	5%
Galleria	5,454,000	611,000	11%
McKinley	5,402,000	560,000	10%
Niagara	4,120,000	454,000	11%

Source: CBRE



Galleria Mall and in Niagara County report that up to 40 percent of sales are to Canadians, but the exchange rate for the Canadian dollar is currently at its lowest level since 2004. This is being reflected in a decrease in border crossings between 2014 and 2015 – down 5 percent at the

Peace Bridge, 15 percent at the Rainbow Bridge, and 20 percent at the Whirlpool Bridge. If these shoppers decide to stay home, a significant portion of the regional retail market could be affected.

As a result, the demand for any sizeable square footage of additional retail is probably the most questionable among commercial uses. The CBD is the city's strongest retail area, but it appears as though demand there will remain moderate in the near term, with renovated space offering more opportunities than new construction.

Some retail nodes could potentially be added at locations with highway access. These would not be totally dependent on local households for support, especially if prior levels of Canadian shoppers can be recaptured. Any new retail facilities offering general merchandise would likely be created at the expense of existing businesses, since total retail demand is not expected to increase substantially given the low projected growth in regional population and employment.

The **residential market** has remained stable regionally, with the median value for owner-occupied housing in Erie County rising from \$88,200 to \$131,800 between 2000 and 2014. The average annual increase has been between 2 and 4 percent, with only a few years where growth either exceeded or fell below this rate. In constant 2015 dollars, countywide values increased by 2.1 percent, going from \$126,200 in 2000 to \$132,700 in 2014. This compares to a national increase of 6.6 percent during this 14-year period. [Figure 3.9]

Countywide appreciation has been affected by declining values in the city. Suburban housing values increased by 3.9 percent in constant 2015 dollars, going from \$134,900 to \$140,100; but city values fell from \$84,900 to \$70,400, representing a decline of 17.1 percent. There were wide variations among city neighborhoods, however. Median values ranged from a low of \$24,200 to a high of \$347,100 in 2013 (the most recent year that figures are available at the census tract level); and some areas appreciated by up to 65 percent between 2000 and 2013, while others declined by over 50 percent in constant 2015 dollars.

Rental housing represents almost 60 percent of the city's stock [Figure 2.2]. Among the almost 65,700 rental units that were on the market in 2014, 4,640 – or 7 percent – were being offered for rent or awaiting occupancy. While this is a bit higher than the 5 percent target that indicates a healthy balance between supply and demand (and much improved from the 14 percent figure in 2000), the citywide average again masks wide variations among neighborhoods. In some, apartment vacancies were under one percent in 2013; while in others the rate topped 10 percent, with a handful exceeding 20 percent.

The city issued building permits for 1,680 new housing units between 2000 and 2014, including 750 single-family and 930 multi-family units. [Figure 3.10] Yet Buffalo's building activity represented only 7 percent of the 22,740 permits issued in Erie County during this period, meaning that over 13 units went up in the suburbs for every one built in the city. Permit activity has also been steadily declining in both the city and suburbs. While the city permitted an average of 287 units annually during the late 1990s, that number has dropped to an average of 88 since 2010. [Figure 3.11]

Figure 3.9 Median housing values (in 2015 dollars)

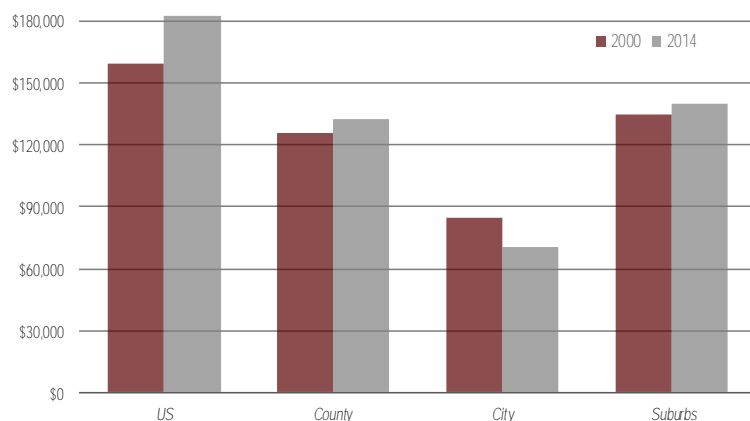
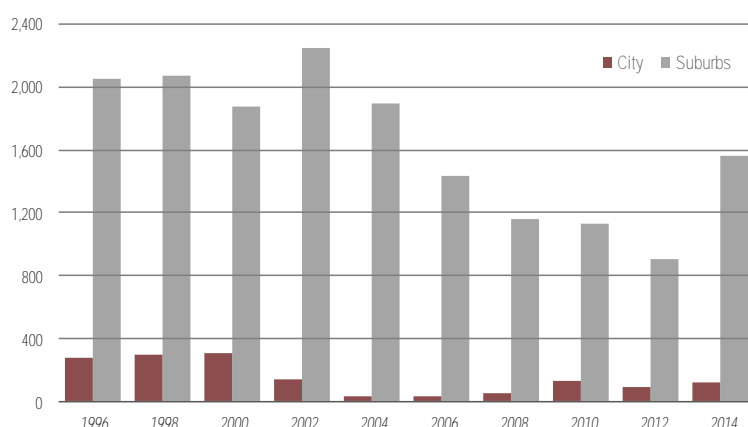


Figure 3.10 Erie County building permits issued



Compensating for this lack of new construction has been a rise in the number of units created through the adaptive reuse of non-residential structures. It is estimated that over the past decade more than 800 new rental units have been completed, and another 200 are in the planning or construction stages.

Census data indicates that the city experienced a net loss of 14,000 housing units between 2000 and 2014, a decrease of almost 10 percent of its stock. [Figure 3.2] Despite the removal of these abandoned units, the number of vacant housing units that are not being marketed for sale or rent still climbed from 7 to 11 percent during this period. It is unlikely that the current balance of over 15,000 vacant units – some of which have been pulled from the market by owners who do not wish to rent at this time, others that have been abandoned – can be absorbed in a region that continues to add 1,500 new suburban units annually.

As a result, demand for new residential development in the city will continue to be moderate, and limited regional population growth is not expected to result in any marked impacts on this trend in the near-term. Given the anticipated population changes over the next few years – where growth will be concentrated in the near-retirement and retirement age groups, with only modest increases in younger households – potential regional demand is likely to be focused within the following niches:

Figure 3.11 Building permits by decade

	City	Suburbs	Ratio
1996 to 2014	149	1,624	11 to 1
1990s	287	2,027	7 to 1
2000s	124	1,646	13 to 1
2010s	88	1,257	14 to 1

Source: US Census Bureau

Senior housing: An estimated 7,000 households will be entering this market segment countywide over the next 10 years. Projected increases in income levels for these age groups suggest that they may be able to afford somewhat higher housing costs if they choose to downsize into a retirement-oriented living facilities.

Rental housing: An estimated 2,000 households will be added in the 25 to 34 age group over the next five years. Although this does not represent a huge increase in demand, the city currently has a larger share of its population in these age groups, and could build on this base.

Luxury housing: Although a small share the city's housing market, high-end apartments and condominiums have met with success downtown and along the waterfront. Absorption is likely to remain slow, and may need to be part of a mixed-use development to attract private investment.

3.3 Buffalo Harbor Trends

For this analysis, the BOA was extended to include census tracts that reach beyond its boundaries. Waterfront Village and a portion of the Lower West Side are within the BOA, and the Central Business District and West Village are adjacent. Data for the Outer Harbor was not included, since the census tracts covering this area largely describe South Buffalo neighborhoods, as there are currently no residents or housing on the Outer Harbor. [Map 3.1]

Unlike the city as a whole, the population of the study area has grown since 1950. This is largely due to residential developments such as Marine Drive Apartments, with 616 units built in the 1950s; Pine Harbor and Shoreline Apartments, which added 680 units in the 1970s; and Waterfront Village, which began developing condominiums and townhouses in the 1980s. Between 2000 and 2013 (the most recent year for which neighborhood data is available) the population fell slightly, due to a drop in the average household size. [Figure 3.12]

Along with the population increase, the racial composition of the BOA has also undergone significant changes. In 1950, these neighborhoods were over 90 percent white; but this share fell to less than half by 2000, while the black population rose from just 6 percent to 40 percent. Since 2000, the white population has increased slightly, the number of blacks has decreased, and Latinos now comprise 30 percent of the population, largely concentrated in the Lower West Side.

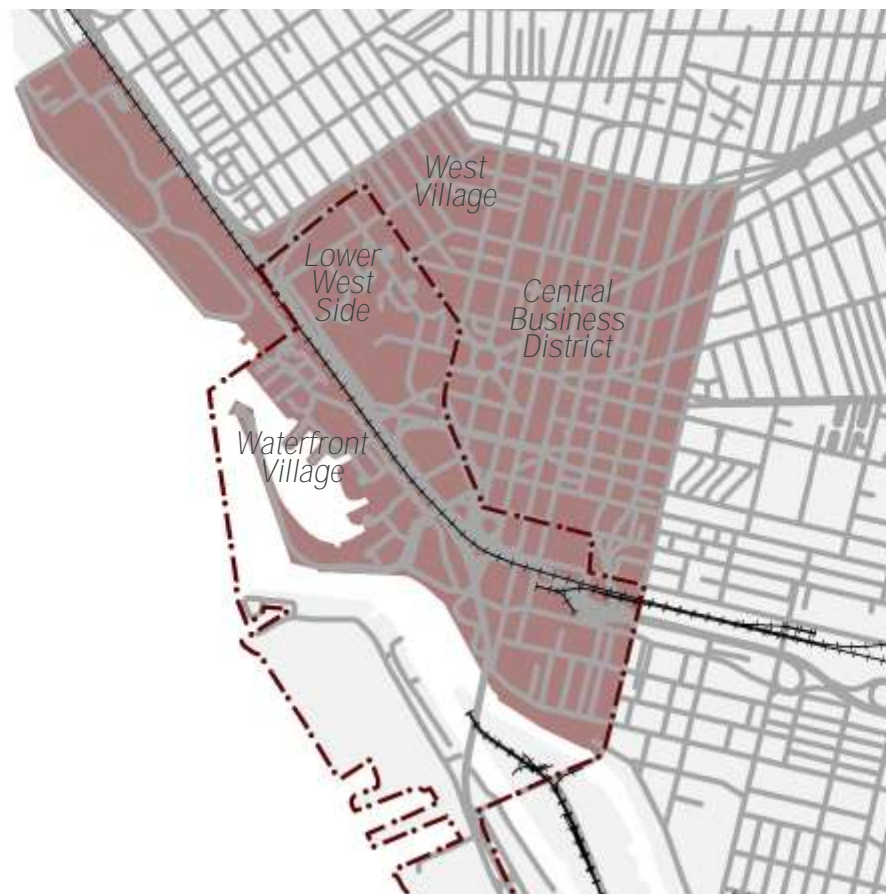
Median household incomes (measured in constant 2015 dollars) declined slightly between 2000 and 2013, going from \$26,000 to \$23,900. This was over \$8,000 lower than the citywide median, and \$26,000 lower than the countywide figure. Almost 80 percent of households in the BOA make less than \$50,000 annually; yet although the median income for

the BOA lags behind that of the city, the percentage of households earning \$100,000 or more is twice the citywide average. This wide variation results from the presence of upscale housing in Waterfront Village and West Village, in contrast with large amounts of public housing and subsidized apartments on the Lower West Side.

Along with the decline in median household income, the poverty rate increased from 36 to 42 percent during this period. Both the 2000 and 2013 poverty rates are higher than those citywide, and the rate of growth over this period increased faster than in the city as a whole.

Over 80 percent of all housing units are rentals; and almost twice as many – 30 percent – rent for less than \$300 a month than in the city as a whole. The vacancy rate for apartments fell from 13 to 6 percent between 2000 and 2013, bringing it in line with the citywide rate, and indicating that the market may be tightening.

Map 3.1 BOA neighborhoods



New residential construction since 2000 has been limited, and has been driven by waterfront development. According to assessment records, there were 60 condominium units built in Waterfront Village, with values ranging from \$230,000 to \$1.3 million. The average value was \$480,000, and with units ranging between 1,360 and 2,600 square feet, the per square foot value averaged \$183.

There are currently nine townhouses under construction next to the Pasquale, and a proposal to build another 20 condos and 10 townhouses on the last undeveloped parcel in Waterfront Village. Adjacent to the BOA, adaptive reuses of former commercial buildings are underway both downtown and in the West Village, typically taking advantage of Historic Tax Credits. The owner of the Shoreline Apartments is also in the first phase of redeveloping the property, having demolished the northern portion of the site to replace it with 48 new units.

Property values in the BOA tend to be high in comparison with other city properties located outside of downtown. Per square foot values are highest among single-family residences, averaging \$125 per square foot. This is almost three times higher than the citywide figure, and can be attributed to the presence of upscale housing along the waterfront. Mixed-use properties also have significantly higher average values than the city as a whole. The lowest values were found in multi-family homes, many of which are located on the Lower West Side.

Although less than 20 percent of residential units are owner-occupied, the median value of this housing is the highest in the city. It increased by 44 percent in constant dollars between 2000 and 2013, to an average of \$244,200 throughout the BOA. In the area encompassing Waterfront Village, the median value was \$347,600. Where the BOA departs from the city is in the share of owner-occupied units on the market. While citywide just 4 percent of units were being marketed for sale, the BOA had 11 percent of its owner-occupied units for sale in 2013.

There have been four major commercial projects developed within the BOA since 2000. Health Now is the primary tenant of a 960,000 square foot office facility on West Genesee. Templeton Landing is a 21,400 square foot restaurant near the Erie Basin Marina.

One Canalside, located at 125 Main Street, recently underwent a \$30 million renovation by Benderson Development. The project involved the removal and replacement of the building's façade, and interior work to

convert the structure into office space, a hotel, and restaurant. Just south on Main, surface parking on the "Webster Block" has been replaced by HarborCenter, a \$200 million development that includes two hockey rinks, a 200-room hotel, retail and restaurant space, and a 750-space parking deck. Pending is a proposal for a mixed-use hotel / retail development on city-owned property adjacent to Templeton Landing.

Figure 3.12 BOA demographic trends

	1950	2000	2009/13
PERSONS	3,100	6,500	6,200
Density	4,900	4,400	4,250
White alone	93%	48%	53%
Black alone	6%	40%	28%
Other races	1%	12%	19%
Latino	NA	19%	30%
Foreign born	14%	4%	9%
College grads	7%	18%	28%
Poverty rate	NA	36%	42%
Median income	\$19,000	\$26,000	\$23,900
HOUSING UNITS	425	3,300	3,450
Occupied	420	2,700	2,900
Household size	NA	2.4	2.2
For sale	<1%	9%	11%
For rent	<1%	13%	6%
Vacant	<1%	7%	10%
Homeowners	11%	16%	19%
Median value	NA	\$169,300	\$244,200

Source: US Census Bureau

4 INVENTORY

The purpose of this inventory is to provide a better understanding of existing conditions; clarify the regulatory framework; recognize opportunities and potential barriers to redevelopment; and identify assets and opportunities that can leverage investments.

The BOA is situated along nearly four miles of Lake Erie shoreline, and contains a number of natural resources associated with the waterfront. The northern section is

primarily comprised of commercial uses, residential properties, and dedicated parkland. Areas along the Outer Harbor consist mostly of vacant former industrial parcels that presently serve as open space. Many of the former industrial sites, including several large parcels owned by NFTA and the Holcim Cement Plant Company, contain acres of previously disturbed but currently undeveloped scrub-shrub uplands and meadows.

4.1 Natural Resources

Geology and Soils

The BOA is generally composed of laminated layers of silt and clay, deposited in lakes when glaciers covered Western New York. Lacustrine silt and clay contains calcareous soil with low permeability, resulting in the potential for land instability.

A small portion of the BOA, in the vicinity of Seventh Street and immediately west of City Hall, may also contain outwash sand and gravel deposits. These geological deposits are comprised of coarse-to-fine gravel and sand, resulting from fluvial deposition from glacial lakes. The surficial deposits likely have been disturbed by urban development activities and additional geological studies would be warranted for properties being considered for redevelopment.

The depth to bedrock in the BOA varies from 15 to 70 feet below grade. The majority of the BOA is underlain by Onondaga limestone bedrock. This consists of a 390 million year-old formation made up of hard and erosion resistant bedrock stretching from Buffalo to Albany. The bedrock in the remainder of the BOA, south of the Small Boat Harbor, is comprised of the Marcellus Formation, Oatka Creek Shale member.

According to the Soil Survey of Erie County, there are three prominent distinct soil types in the BOA. The majority of soil material is mapped as Commercial soil type. Most of these areas have been significantly disturbed through previous residential, commercial and industrial

construction activities. In most cases, this soil type is completely covered with buildings, paved surfaces, demolition fill, capped remediation areas or other man-made materials. These areas include landfills, former marshes, and floodplains. Careful onsite investigation is essential to determine the suitability and limitations of any abandoned areas for any proposed use.

Large areas, generally located near industrial sites, urban developments or construction sites, are covered with Fill soil type. These soils consist of various kinds of excavated earthy material that has been stockpiled for use as fill for topdressing, soil and rock material that has been trucked from other areas and leveled, or soil deposits that are left in areas that have been excavated or deeply scalped. In some places the fill is mixed with slag or cinders, in other places the fill is mixed with concrete or asphalt and other trashy wastes. Onsite investigation is essential to determine the feasibility of using these areas for any purpose.

Small portions of the BOA are mapped as Haplaquolls, Ponded, and are associated with the Times Beach Nature Preserve and an area near the Bell Slip. Soils in this series are very poorly drained and associated generally with inundated marshlands. Slopes in this series are generally flat, and the soil is composed of black loamy silt with a high organic content. This soil is generally considered to be poor for building construction and site development and would require the installation of drainage measures to be usable. [Map 4.1]

Map 4.1 Soil types



Topography

At 570 feet above mean sea level, the Lake Erie shoreline serves as the lowest elevation in the BOA. Since most of the land along the shoreline has been filled, graded and developed, the topography in the BOA is fairly level. The highest point is located near the intersection of Niagara and Carolina, at an elevation of 598 feet. Elevation drop-offs of 8 feet or more are evident along the waterfront due to the presence of concrete bulkheads. Nearly all of the Outer Harbor shoreline is reinforced in this manner, with the exception of the Outer Harbor Greenway, the Small Boat Harbor & Park, and Gallagher Beach.

Surface Water

Surface water is one of the most important assets of the BOA. Commerce, industry, and recreation have all centered on Lake Erie, the City Ship Canal, and the mouth of the Buffalo River. Use and development of surface waters have historically supported economic development in the immediate area and the region.

Prior to industrialization and commercialization, the BOA shoreline was dominated by wetland marsh, and the Buffalo River channel was less than 5 feet deep. To capitalize on lakefront access for shipping, marshlands were filled and riparian zones replaced by hard seawalls. Water transport for industrial uses was accommodated by dredging navigation channels and canals, allowing access for large lake freighters. Due to this past development, surface waterways have been impacted by shoreline degradation, combined sewer overflows, and industrial and surface discharges and spills.

Lake Erie is the fourth largest Great Lake, encompassing nearly 9,940 square miles and bordering four states and one Canadian province. The BOA fronts on approximately four miles of Lake Erie shoreline. The Outer Harbor is separated from Lake Erie by a seawall that was constructed in 1867 to protect the city from violent storms. The BOA is located in the Buffalo River-Frontal Lake Erie sub-watershed, which covers 165 square miles of Erie County.

Lake Erie is a major navigable waterway, with large cargo ships traveling from the interior Great Lakes to Lake Ontario, the St. Lawrence Seaway, and the Atlantic Ocean. Jurisdiction over shipping, navigation and law enforcement is provided by the Army Corps of Engineers and the Coast Guard, that latter of which maintains a station located at the confluence of Lake Erie and the Buffalo River.

The mouth of the **Buffalo River** is centrally-located within the BOA. The Buffalo River watershed begins in headwaters over 30 miles away in the Towns of Sardinia and Concord, slowly meandering north and west before emptying into Lake Erie between the Coast Guard Station and the Erie Basin Marina.

The Buffalo River is a navigable waterway from Lake Erie to the Exxon-Mobil site, located just west of the River's confluence with Cazenovia Creek. The Corps actively monitors conditions on the River and periodically undertakes dredging activities in order to maintain the navigation channel and ensure that it remains passable for water transport.

The Buffalo River is classified as a "Class C" water body, defined by NYSDEC as a water body most suitably used for fishing and fish, shellfish, and wildlife propagation and survival. The water quality is also suitable for primary and secondary contact recreation, although other factors may limit the use for these purposes. The portion of the Buffalo River located in the boundary of the BOA is designated a Great Lakes Area of Concern.

The **City Ship Canal**, also known as the Buffalo Ship Canal, is located between Kelly Island and the Outer Harbor. It was constructed in 1850 to provide additional mooring and dock space for the boats traveling between Lake Erie and the Buffalo River. The canal was also used by businesses to transport goods from the grain elevators to destinations across the country. The canal remains active, used by businesses such as First Buffalo River Marina, RCR Yachts Marina, China Light Yacht Club, and General Mills. The City Ship Canal is classified as a "Class C" water body, and is part of the Buffalo River AOC.

A portion of the City Ship Canal is a federal navigation channel. The authorized portion of the navigational channel is 125 feet wide and 5500 feet in length, with a depth of 23 feet. Minimum depths due to shoaling have been recorded at 18 feet. The City Ship Canal contains four docks: General Mills, Toledo Dock Exchange, Buffalo Dock Forwarders, and ADM Milling Company. Several industries located on Kelly Island rely on lake freighters for the shipment of goods into and out of the canal.

The **Union Ship Canal** is located between Holcim Cement and the Gateway Trade Center at the southern tip of the BOA. It was constructed to provide freighter access inland to the Susquehanna Iron Works and later, the Hanna Furnace Corporation. The Union Ship Canal is classified as a "Class C" water body.

Groundwater

No primary, principal, or sole source aquifers are located in the BOA. There are no known uses of groundwater in the city. Environmental assessments at a number of properties located in the BOA have indicated that the ground water has been impacted by industrialization, storm water runoff, and chemical/petroleum spills.

Wetlands and Floodplains

Thriving wetlands provide flood and stormwater control, wildlife habitat, and groundwater filtration. The Army Corps of Engineers is the federal agency entrusted with regulating all jurisdictional wetlands within the United States. The Department of Environmental Conservation also provides regulatory oversight of wetlands in the state that are 12.4 acres or larger, or those with special environmental characteristics. The BOA contains one wetland complex that falls under the jurisdiction of the Army Corps of Engineers and the NYSDEC, at Times Beach Nature Preserve. [Map 4.2]

The Times Beach Nature Preserve, a popular bird watching area, is a former dredge spoil containment area that has been remediated, opened to the public and reverted to a more naturalized state. Most of the preserve is comprised of marsh, wetlands, and upland areas through which trails and interpretive signs have been installed.

The BOA is primarily located within the 500-year flood inundation area, where chances of flooding are minimal. Several portions, fronting the Outer Harbor and along the Buffalo River, are located within the 100-year flood inundation area, and have a one percent annual chance of a flood occurring. Parcels within this area include the Erie Basin Marina, Coast Guard Station, Times Beach Nature Preserve, the NFTA property on the Outer Harbor, Small Boat Harbor, and Holcim Cement. Future development will be affected by the location of these 100-year floodplains, as building location, design, and stormwater retention will need to meet local, state, and federal requirements.

Erosion Hazard Areas

There are no designated Coastal Erosion Hazard Areas along the Lake Erie or Buffalo River waterfronts within the BOA. Most properties along these water bodies are protected from erosion by the prior installation of concrete bulkheads, steel pilings, or riprap along the shore.

Fish and Wildlife Habitats

The BOA provides important habitat for many species of fish and wildlife. The close proximity of Lake Erie provides ample opportunity for fish habitat and waterfowl migration. Over 40 native species of fish have been observed. The BOA lies along the direct path of a “globally significant” Important Bird Area. The Niagara River corridor was the first globally significant IBA to be jointly identified by cooperating nations. Habitat areas along the water’s edge are crucial for many bird species as they pass through on their northern migration pattern.

The State Department of Environmental Conservation has listed 15 endangered species that have historically inhabited the BOA. According to the US Fish & Wildlife Service Inventory of Threatened and Endangered Species, no federally-listed species are currently found in Erie County. Non-endangered wildlife typically found within the BOA includes amphibians, snakes, and mammals. Fish and wildlife habitat in the BOA is impacted due to development activities on waterfront lands and routine dredging of the harbors and navigation channels. Three habitat restoration projects have been completed, bringing an additional 2,165 linear feet of shoreline into productive habitat; and six more projects are in the restoration or design phase.

The Significant Coastal Fish and Wildlife Habitats program serves to protect important fish and wildlife habitats that contain a unique combination of environmental and biological conditions which fish and wildlife need for survival. Times Beach Nature Preserve was designated a SCFWH in 1987 and is one of the few large, diverse coastal wetland areas on Lake Erie. It has four distinct habitat zones: silt flat, marsh, woodlands, and uplands. According to the Buffalo Audubon Society, 219 species of birds have been recorded at Times Beach. The Small Boat Harbor was also designated as a SCFWH in 1987. It is one of the few places on Lake Erie that provides protection for fish and wildlife from the harsh weather and waves of Lake Erie. Despite the boat traffic and hardened shoreline, several plant, fish, and wildlife communities are thriving.

There are a number of other important fish and wildlife habitats in the BOA. The City Ship Canal and the shallows around Kelly Island and the Bell Slip all provide habitat for fish, amphibians, and invertebrates. The City Ship Canal also provides cover and as a nesting, spawning and resting place for waterfowl and fish. Native shoreline and aquatic vegetation have naturalized the western edge of the canal south of the active ADM industrial area.

Map 4.2 Wetlands and floodplains



Air Quality Maintenance Areas

Places that persistently violate national ambient air quality standards are designated as “non-attainment.” With a concentration of 0.081 parts per million as of 2008, the City of Buffalo is designated a “non-attainment area,” with ground level ozone concentrations in excess of the 0.075 parts per million ambient air quality standard set by the EPA.

Visual Quality

Most of the properties in the BOA offer unobstructed views of Lake Erie. The elevated Route 5/Skyway complex is part of the Great Lakes Seaway Trail, one of the first roadways designated as a *National Scenic Byway*. The Skyway provides views of the lake and city skyline. The historic buildings, grain elevators, and bridges offer visitors a view into the past, when Buffalo was one of the largest industrial cities in the country. The configuration of industrial heritage complexes and the BOA’s location on the waterfront presents a unique visual experience.

Upland Natural Resources and Open Space

While the northern section of the BOA is primarily comprised of existing commercial uses, residential properties,

and dedicated urban parkland, areas to the south along the Outer Harbor consist largely of former industrial parcels that now serve as lakefront open space. For several decades the Times Beach Nature Preserve was a dump site for contaminated dredge spoils before being protected and allowed to revert to a more naturalized state. Although most of the preserve is comprised of marsh and wetland ecosystems, it also contains a significant amount of upland areas through which trails and interpretive signage have been installed. Additional upland open space opportunities exist within the BOA. Many former industrial sites, including several large parcels owned by New York State and Holcim Cement, contain acres of previously disturbed but currently undeveloped scrub-shrub uplands and meadows.

Agricultural Lands

No agricultural land uses are located within the BOA.

State and Federally-Designated Resources

The Great Lakes Seaway Trail, a 518-mile long National Scenic Byway established in 1978, follows Routes 5 and 266 (Niagara Street) through the BOA.

4.2 Infrastructure

Like most of the city, this area was largely built-out by the early 1900s, and benefits from an infrastructure network that provides nearly complete coverage for electric, natural gas, water, and sewage disposal.

Electric

Visual inspection utilizing aerial photography indicates that there is acceptable coverage via overhead electrical service for portions of the BOA south of downtown. Areas on the extreme southern end of the Outer Harbor appear to be underserved, and new development may require that service be supplied from overhead lines located to the east. Capacity problems have also been reported on Kelly Island. The downtown area is serviced by underground distribution lines. The current density and intensity of development in the downtown core suggests sufficient access to electrical capacity for new development. [Map 4.3]

Natural Gas

Correspondence with the engineering department at National Fuel indicated that all parts of the BOA are within sufficient distance of an existing supply main with available capacity to support future redevelopment.

Water

The water system in the BOA consists of public and private infrastructure, with pipe sizes ranging from six to 48 inches. All public water for the city is obtained from the Niagara River via the Colonel Francis Ward Pumping Station located on Porter Avenue. The BOA is well-served by potable water, with public water supplies available to all properties. The only private water service is a 16-inch line located along Ganson Street servicing the General Mills complex at the northern end of Kelly Island. [Map 4.4]

Map 4.3 Electric infrastructure



The BOA is supplied by a 48-inch water main that loops through the city, with two parallel branches that travel south from the pump station, converge at Canalside, and continue southeast along Perry Street. A large 36-inch main branches off to supply water to the Erie Basin Marina and Marine Drive Apartments. A 16-inch main along Chicago Street parallels a 10-inch line along Michigan Avenue; the two lines meet and cross onto Kelly Island and service the southern waterfront as a 16-inch main.

Sanitary Sewer

The sanitary sewer system includes separate sanitary sewers, combined storm and sanitary sewers, large interceptor sewers, and pump stations. Most sewer infrastructure in the BOA is located within public rights-of-way. Sanitary sewer service is provided by the Buffalo Sewer Authority via a waste water treatment plant located on Bird Island. [Map 4.5]

Separate sanitary sewers service a significant portion of the BOA, including the Inner Harbor and adjacent areas south and west of I-190. The separate sanitary sewer system consists of 6.3 miles of pipe, ranging from six to 36 inches in diameter. The system conveys flows to large interceptor sewers that direct sewage north to the treatment plant. The Inner Harbor and Canalside are serviced by a separate 36-inch sanitary main, while service to the Erie Basin Marina is accomplished through a series of separate sewers along Lakefront Boulevard, Erie Street, Ojibwa Circle, and La Riviere Drive.

Another separate 10-inch sanitary sewer service terminates at the Small Boat Harbor. BSA does not have any sanitary sewers south of this location. There are sewers adjacent to the unserved area that are serviced by Erie County Sewer District #6 in Lackawanna. To support future development on the waterfront an extension of this service may be feasible. However, the present sewers ranging from eight to 12 inches in diameter, may not be sufficient to support significant additional growth beyond that anticipated at Lakeside Commerce Park.

The city also uses a **combined sewer system** that collectively conveys sanitary and storm sewage. The system receives sanitary sewage from building sewers and stormwater from street, parking lot, and roof drains. The local systems carry sewage to interceptor sewers that combine flows from large portions of the city, eventually conveying the combined sewage to the treatment plant on Squaw Island.

The BOA is serviced by five miles of combined sewer, ranging from ten to 60 inches in diameter. Combined sewer services the areas north of I-190, and most areas south of I-190 and east of the Buffalo Skyway (Route 5).

During dry periods, most of the flow in the combined sewer consists of sanitary sewage. However, when it rains the system also collects stormwater. During heavy rainfall or snowmelt, the combined sewer system may not have the capacity to convey these flows, and the treatment plant does not have the capacity to treat the excess volume. To mitigate the lack of capacity, Combined Sewer Overflows are used to prevent sewage from backing up into streets and buildings.

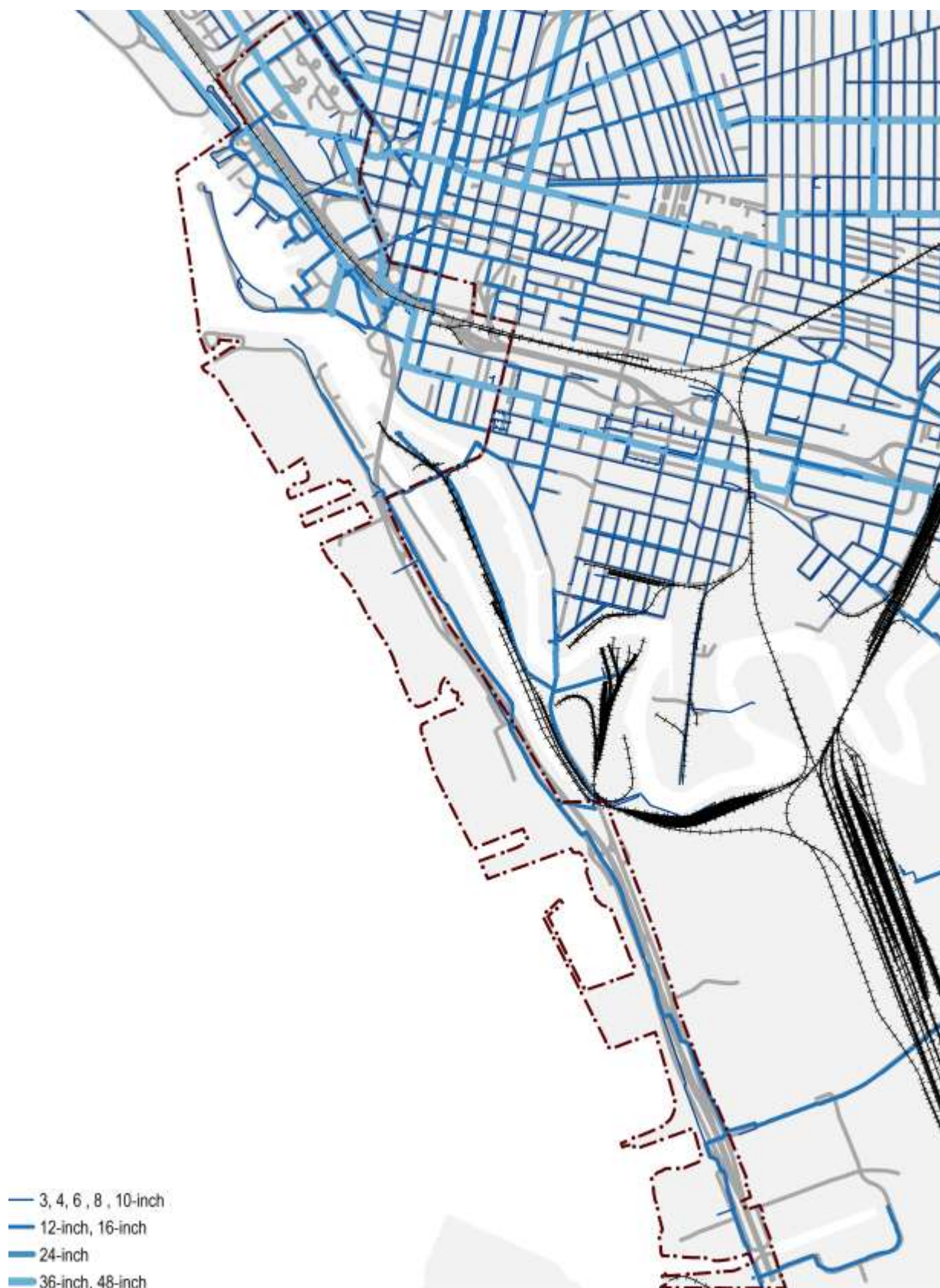
There are several areas where the combined sewer system is connected to a CSO, including South Park Avenue, Perry Street, Scott Street, Michigan Avenue, and areas adjacent to the Adam's Mark Hotel. Connection to the CSO indicates that the sewer service in this area is insufficient to meet peak demands during a rainfall event.

CSO outfalls are points where wastewater and storm water from a combined sewer system are discharged directly into a water body without treatment. CSO's are directly responsible for the degradation of water quality in many of Buffalo's water bodies. In periods of heavy precipitation or snowmelt, storm water carries pollutants from streets and properties and waste water carries human waste and bacteria directly into Lake Erie through the combined sewer system.

There are four CSOs in the BOA. No. 014, No. 015, and No. 016 discharge directly into the Erie Basin alongside Waterfront Village; while No. 017 discharges into the Commercial Slip at Canalside. The sewer shed for No.015 covers 339 acres and averages 15 overflows a year. No.016 covers 33 acres and averages 97 overflows a year. No.017 covers 1465 acres and averages 133 overflows a year. Compounding the pollution impacts of these four CSOs are the additional stormwater and sewer overflows that are generated upstream in the watershed.

Initiatives to reduce or eliminate these CSOs, including the Buffalo Sewer Authority's *Long Term Control Plan* and Buffalo Niagara Riverkeeper's *Green Infrastructure Solutions to Buffalo's Sewer Overflow Challenge Draft Feasibility Study*, have been undertaken over the past decade in an effort to improve water quality within the BOA. CSO abatement measures have been identified and will be implemented as part of the LTCP. In addition to traditional grey infrastructure stormwater-sewer pipe separations,

Map 4.4 Water infrastructure



proposed projects include a host of blue and green infrastructure proposals, including utilizing vacant lands for stormwater management.

An 11-foot diameter **interceptor sewer** travels along Exchange Street where it joins with a smaller branch from the Canalside area and continues northwest beneath I-190. This infrastructure is largely located within public rights-of-way controlled by the NYS Department of Transportation.

The separate sanitary, combined and interceptor sewers all flow below grade via gravity. To overcome the depths required for gravity flow, **pump stations** are used to lift sewage. The Skyway Pump Station is located at the intersection of Main Street and South Park Avenue, and services the Lake Erie waterfront, the Outer Harbor, and Kelly Island. The Fuhrmann Pump Station is located on Fuhrmann Boulevard, just north of the new roundabout, and services development south along the waterfront.

Storm Sewer

Stormwater is water from rain or melting snow that does not soak into the ground. It flows from rooftops, over paved areas, bare soil, and sloped lawns. As it flows, stormwater runoff collects and transports soil, animal waste, salt, pesticides, fertilizers, oil and grease, debris and other potential pollutants. Rain and snowmelt wash pollutants from streets, construction sites, and land into storm sewers and ditches. Eventually, the storm sewers and ditches empty the polluted stormwater directly into streams and rivers with no treatment. This is known as stormwater pollution.

Polluted stormwater degrades our lakes, rivers, wetlands and other waterways. Nutrients such as phosphorus and nitrogen can cause the overgrowth of algae resulting in oxygen depletion in waterways. Toxic substances from motor vehicles and careless application of pesticides and

fertilizers threaten water quality and can kill fish and other aquatic life. Bacteria from animal wastes and improper connections to storm sewer systems can make lakes and waterways unsafe for wading, swimming, and fish consumption. Eroded soil is a pollutant as well. It clouds the waterway and interferes with the habitat of fish and plant life.

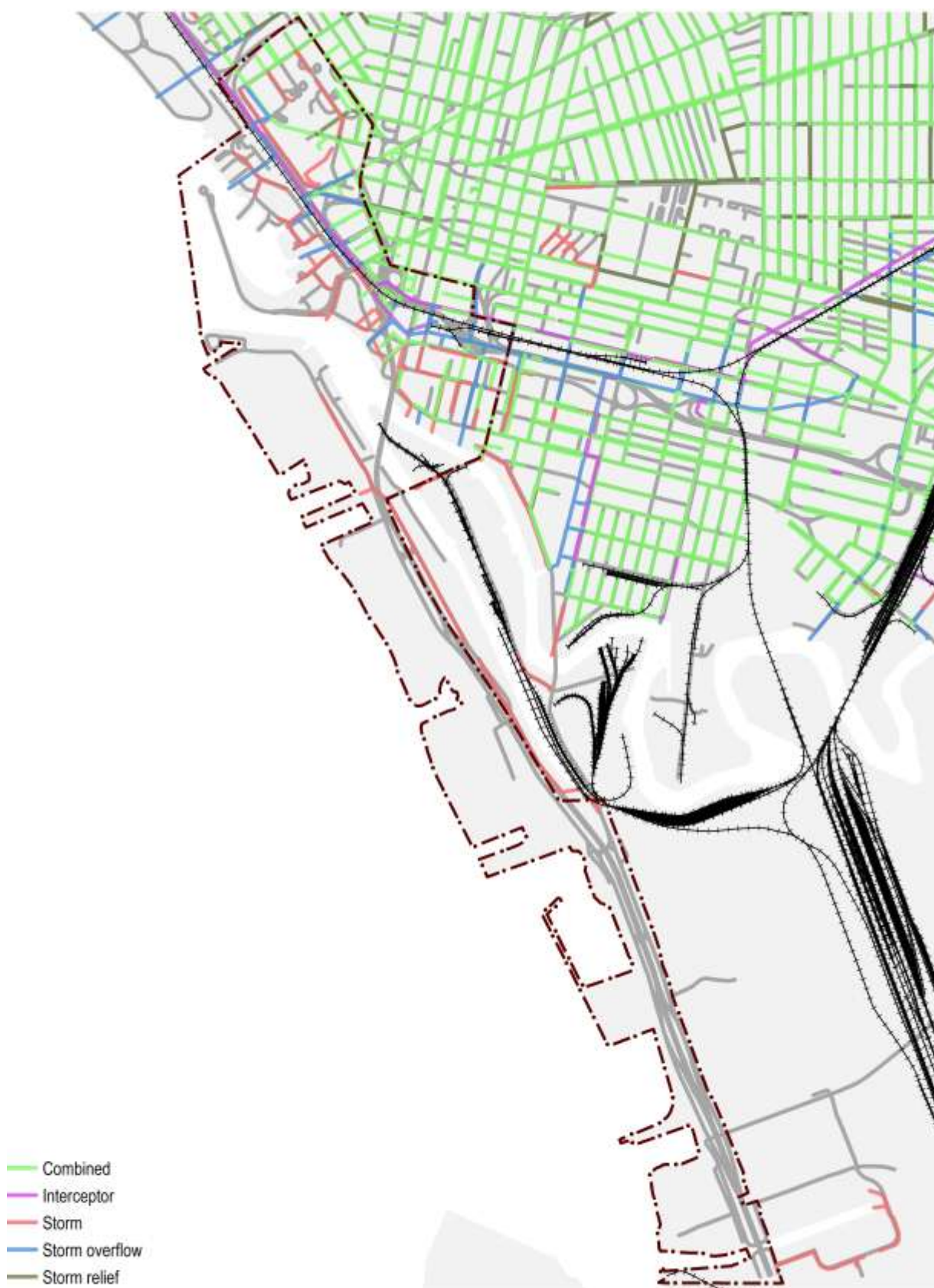
The storm sewer system is composed of separate storm sewers, combined sewers, storm overflow sewers, and storm sewer outfalls. Storm sewers are managed by the Buffalo Sewer Authority, which has adopted a storm water management plan pursuant to state and federal requirements.

There are 4.6 miles of storm sewer located in the BOA. Generally, the areas of greatest need for storm sewers have the highest levels of impervious surface coverage. Impervious surfaces prevent rainfall from being absorbed into the ground, instead channeling it along the surface. The storm sewer system seeks to capture this flow and convey it directly into a separate storm or combined system, with an ultimate outfall to Lake Erie or the Buffalo River.

The storm water generated during heavy rainfall events requires significant storm water management capacity, beyond that currently supplied by combined sewers. To prevent the combined sewer system from being overwhelmed during rainfall events, the city has employed CSOs to capture flows beyond the system's capacity.

The Buffalo River and Inner Harbor are the only outfall locations for the CBD and significant portions of the city south of Genesee Street. There are 10 **storm sewer outfalls** within the BOA; six of which carry combined sewer overflows. An \$18 million filtration system was recently installed at the outfall of the Hamburg Drain along Hanover Street, and is anticipated to significantly improve water quality within the Inner Harbor area.

Map 4.5 Sewer infrastructure



4.3 Transportation

The BOA is strategically located near several distinct yet interconnected transportation modes. The roadway system used for private and public transportation is augmented by a comprehensive off-road pedestrian and bicycle network that draws many to the waterfront. The BOA also includes a portion of the public passenger rail system, as well as portions of freight rail lines used by industrial sites.

Pedestrian and Bicycle Infrastructure

The BOA contains a comprehensive network of off-road pedestrian and bicycle paths. The northern portion is served by the Niagara Riverwalk, which enters from LaSalle Park, extends south around Waterfront Village and the Erie Basin Marina, crosses the Commercial Slip via a Whipple Truss Bridge, and continues east along south Park Avenue past the First Niagara Center.

The Fuhrmann Boulevard Parkway is an off-road path that links nearly all of the properties situated along the Outer Harbor, beginning at the Coast Guard Station in the north and continuing to the city line. The Outer Harbor Greenway is a pedestrian and bicycle path that runs along the shoreline. A parking area at the Bell Slip provides a connection between the Greenway and Parkway.

The BOA also has a network of sidewalks that is concentrated in the northern portion, close to downtown and its many destinations and amenities. [Map 4.6]

Public Transportation

The Niagara Frontier Transportation Authority operates portions of 26 bus lines in the BOA. There are a total of 50 bus stops in the BOA, 45 of which are in the CBD. The northeastern portion of the BOA also contains the above-ground section of Metro Rail. There are three stops: Seneca Street, Erie Canal Harbor, and Special Events. The Seneca and Erie Canal Harbor stops are open continuously, while the Special Events stop is open only when events are occurring at First Niagara Center. [Map 4.7]

Roads

The road network is categorized into a hierarchy based on capacity and traffic volume. Small urban collectors, arterials, and local roads make up the majority of the infrastructure in the northern portion of the BOA, close to downtown.

Large volume, limited-access expressways dominate the southern portion of the Inner Harbor and the Outer Harbor.

The State Department of Transportation recently reconfigured Route 5 to provide improved access to the Outer Harbor. To accomplish this, a new interchange was installed south of the Skyway and an underpass constructed beneath Route 5 to connect with Fuhrmann Boulevard. Improvements to the southern portion of Route 5 include a newly constructed interchange with Ohio Street.

NYSDOT has also undertaken improvements to Fuhrmann Boulevard, transforming the existing two-lane road into a two-lane, two-way, boulevard between Tifft Street and Michigan Avenue. The boulevard has on-street parking and a new roundabout interchange, connecting Route 5 with Fuhrmann Boulevard. Along most of the route the boulevard also includes a treed median with decorative light fixtures.

There are currently two proposals under study to connect the Inner and Outer Harbors. One would provide a set of two bridges at Main Street, to span both the Buffalo River and City Ship Canal; while the other would cross the Buffalo River alone at Erie Street. An alternative bridge location at Michigan Avenue has been studied and rejected. [Map 4.8]

Rail Infrastructure

The BOA contains both passenger and freight rail lines. A CSX freight line that parallels the I-190 carries both Amtrak and CSX trains. The Chicago Line is one of CSX's principal routes, connecting Buffalo with Boston, New York City, and Chicago. CSX also operates Seneca Yard, located immediately south of the BOA; two railroad bridges that cross the Buffalo River; and serves the General Mills property on Kelly Island. [Map 4.9]

The Gateway Trade Center to the south of the BOA has rail that is serviced by the Buffalo Southern Railroad, which operates a single track line from Tifft Street to the Village of Gowanda in southern Erie County. The line, with a maximum operating speed of 30 mph, is owned by Erie County and interchanges traffic with CSX, Norfolk Southern, CN and Canadian Pacific railroads.

There are some sites in the Outer Harbor with existing rail infrastructure that is currently out of service. These sites provide an opportunity for future rail service development.

Map 4.6 Pedestrian and bicycle infrastructure



Map 4.7 Public transportation



Map 4.8 Roads



Map 4.9 Rail infrastructure



Navigable Waterways

The BOA is part of the Great Lakes/St. Lawrence Seaway trade route that includes Lake Erie, the Buffalo River, City Ship Canal, and Black Rock Channel. There are a variety of shipping facilities and marinas located along these waterways. The Army Corps of Engineers maintains the navigable shipping channels. The Outer Harbor shipping channel is maintained at a minimum depth of 23 to 28 feet below low water datum; while minimum depths for the Buffalo River and the Buffalo Ship Canal vary between 22 and 23 feet. The USACE conducts regular maintenance dredging of these channels every two to three years to remove accumulated sediment. [Map 4.10]

The navigation season generally runs from April 1 to December 30. During winter, the eastern end of Lake Erie often freezes, preventing ship traffic from entering or exiting the harbor. To prevent ice from flowing downstream and damaging the water intakes for the Niagara Power Project, a boom is installed outside of the breakwater area. The Buffalo River may also freeze, but a narrow navigation channel is maintained for small craft. During the spring thaw, the breakup of lake ice and its rapid movement toward the Niagara River closes the navigation channel to ship traffic.

Commercial traffic, supporting industries along the Buffalo River, Ship Canal, and Outer Harbor, is generally concentrated near Terminals A and B, General Mills, and the Cargill Grain Elevator. The Edward M. Cotter Fireboat is also docked within the BOA, just downstream of the Michigan Avenue Bridge. The Cotter is utilized for fire-fighting and as an icebreaker on the Buffalo River.

The Inner and Outer Harbors are popular areas for use by **recreational boaters**, who often dock at the Erie Basin Marina and Small Boat Harbor. There are also active private marinas located along the Buffalo Ship Canal. Recreational touring vessels, such as the Moondance and Miss Buffalo, berth along the Buffalo River near the Erie Basin Marina. The Naval Park and Commercial Slip areas also attract recreational boaters to temporary berths. The Queen City Ferry is a privately-operated, 35-passenger water taxi that transports passengers between the Commercial Slip, Riverfest Park, and Wilkeson Pointe.

There are two highway **bridges** and one operational drawbridge in the BOA. The two highway bridges are located along Route 5, and include the Skyway to the north and the Union Ship Canal Bridge to the south. The Skyway is elevated 100 feet above the Buffalo River and Buffalo Ship Canal. The Union Ship Canal bridge is fixed and spans 50 feet. There is a separate pedestrian bridge adjacent to this span, limiting vertical waterway clearance to approximately 9 feet. Due to this elevation, use of the western portion of the Union Ship Canal is limited to small craft.

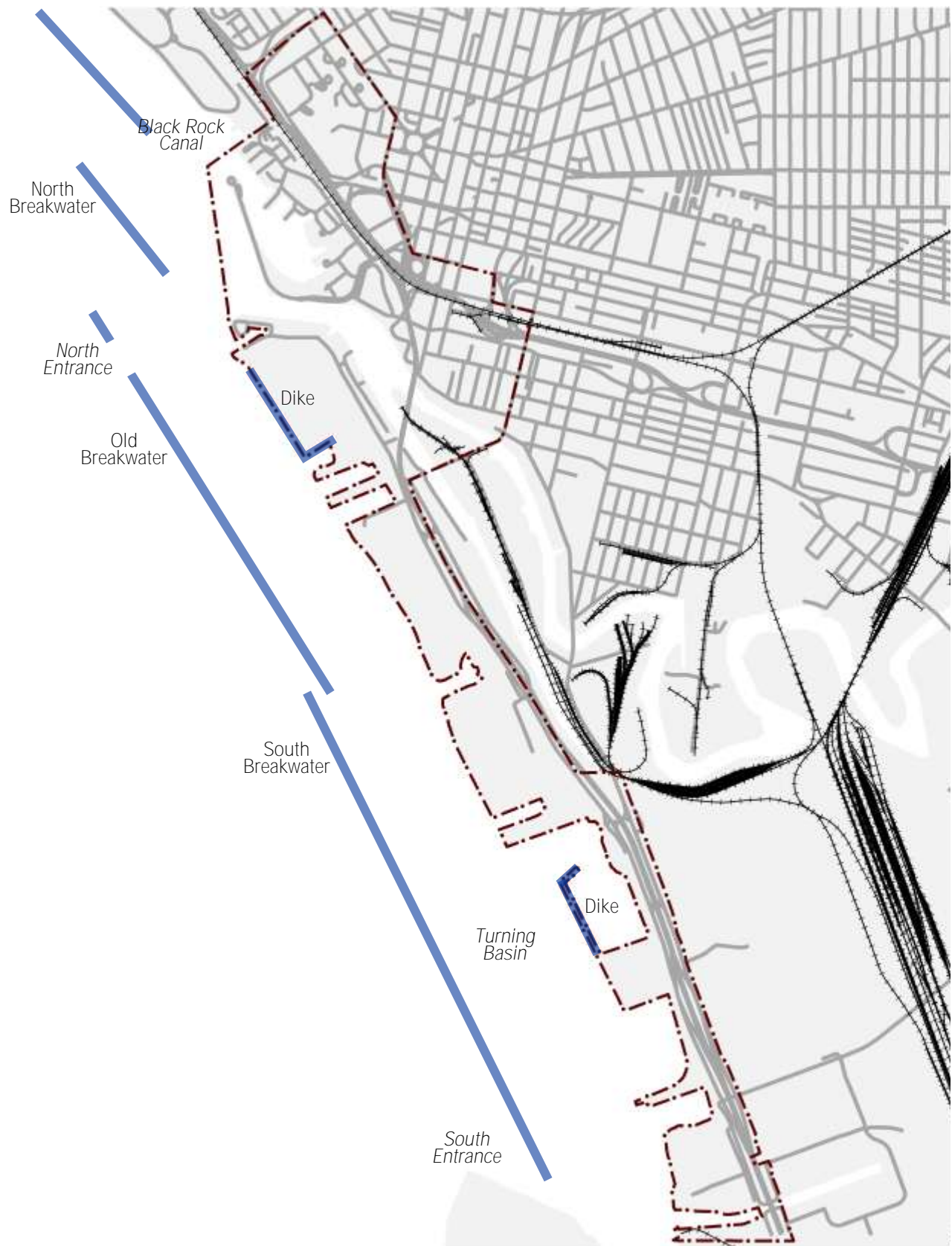
The Michigan Avenue Bridge, spanning the Buffalo River and connecting Kelly Island to the mainland, is the BOA's sole drawbridge. It has a clearance of 20 feet when lowered and 100 feet when raised. In accordance with USACE regulations, the bridge must open on signal if notice is given at least four hours prior to a vessel's time of passage. City regulations stipulate that all vessels requiring the bridge to be opened must have the assistance of a tug boat when approaching and passing the bridge.

Nearly all of the shoreline along Lake Erie, the Buffalo River, the Buffalo Ship Canal, and the Union Ship Canal is reinforced by steel or concrete **headwalls**. The headwalls facilitate docking, temporary mooring, and loading and unloading of large lake-going vessels.

The majority of the perimeter of the Erie Basin Marina, the mouth of the Buffalo River, and the Coast Guard area are lined with steel sheet pile headwalls. Much of the Outer Harbor shoreline is lined with dikes or stone revetments, but where slips and piers are present, there are often transitions to concrete or steel headwalls.

Much of the property abutting the Buffalo River, Buffalo Ship Canal, and Harbor is in close proximity to **rail service**. There are no railroad bridge crossings within the BOA, and several railroad lines near facilities are inactive or abandoned. However, there are active railroad lines near facilities at Terminals A and B and on Kelly Island.

Map 4.10 Navigable waterways



4.4 Parks, Trails, and Water Access

A number of parks, marinas, water access points, and open space are connected through a network of bicycle and pedestrian trails within the BOA. Urban pocket parks in the northern portion of the BOA are complemented by larger facilities along the shores of Lake Erie. [Map 4.11]

Emerson Young Park offers green space, a softball diamond, basketball court, and a playground. It is primarily used as recreational fields for the Waterfront School, but is also utilized by neighborhood residents.

Erie Hills Park & Pedestrian Mall is a small pocket park with tree-lined sidewalks that navigate around several small mounds. A portion of the park located just outside of the BOA contains the Police Memorial Fountain, which honors officers who died in the line of duty.

Erie Basin Marina is owned by the City of Buffalo, which contracts out its operation. It provides slips for 400 boats, and includes the Hatch Restaurant and the Ice Cream Gazebo. There is an observation deck and lighthouse, and a lakeside promenade and boardwalk.

Buffalo and Erie County Naval & Military Park is home to several decommissioned World War II Naval vessels, including the USS Little Rock, USS The Sullivans, and USS Croaker. The park also displays other military equipment. Entry onto the ships or into the museum requires an admission fee, but the promenade along the Buffalo River is open to the public.

Central Wharf opened in 2008, and features exhibits and replica buildings that give visitors a sense of the historic Erie Canal terminus. It has become the location for many of the city's largest public gatherings, including concerts and fireworks displays. The park also has boat slips for temporary docking, and is the Inner Harbor home for the ferry to the Outer Harbor.

First Buffalo River Marina is a privately-operated marina, on land leased from the New York Power Authority. It is located at the confluence of the Buffalo River and City Ship Canal, and contains 152 slips as well as rest rooms, showers, and winter storage space.

Times Beach Nature Preserve offers 56 acres of wetlands and forested uplands at the north end of the Outer Harbor. Originally used as a beach in the early 1900s, the property was a spoils site for Buffalo River dredge sediments until the early 1970s. Times Beach has

been transformed into a nature preserve, with trails, boardwalks, viewing stands, platforms, and signage. It is also located along the Greenway Nature Trail.

Wilkeson Pointe is a 16-acre parcel that offers pedestrian paths, volleyball courts, natural playgrounds, wind sculptures, public docking, and a kayak launch. Additional work included shoreline enhancements, installation of a soil cap over the entire site, and the rehabilitation of an existing building into a comfort station.

Small Boat Harbor is largest marina in the state, and was recently transferred from the NFTA to New York State. It has nearly 1000 slips that can accommodate crafts over 50-feet in length. The marina offers a fueling station, showers, bait and tackle shop, fish cleaning station, ship store, pump out station, and boat/jet ski launch for day users. A small park with children's playground is located adjacent to the marina.

Gallagher Beach offers 1200 linear feet of frontage on the Outer Harbor, just south of the Small Boat Harbor Park. Originally developed in 1998, it includes a boardwalk fishing pier, boat launch, and pavilion. The beach is a regional destination for sail boarders, who use the site as a launching point.

South Harbor Marina is a privately-owned marina with a boat launch, and offers moorings for small craft and boat storage during the winter.

Greenway Nature Trail, Industrial Heritage Trail and Tifft Street Pier provide waterfront access for pedestrians and cyclists along the Outer Harbor. The Greenway Nature Trail is located on state-owned land, and runs from the Seaway Pier south along the Bell Slip to its terminus at the structures of the former Ford plant. The Industrial Heritage trail runs from Times Beach to the Union Ship Canal, and includes benches, period lighting, landscaping, and interpretive signage. The Tifft Street Pier includes a pier, covered pavilion, boardwalk, benches, and public art installations near the foot of Tifft Street. [Map 4.12]

Map 4.11 Parks and water access



Map 4.12 Trails



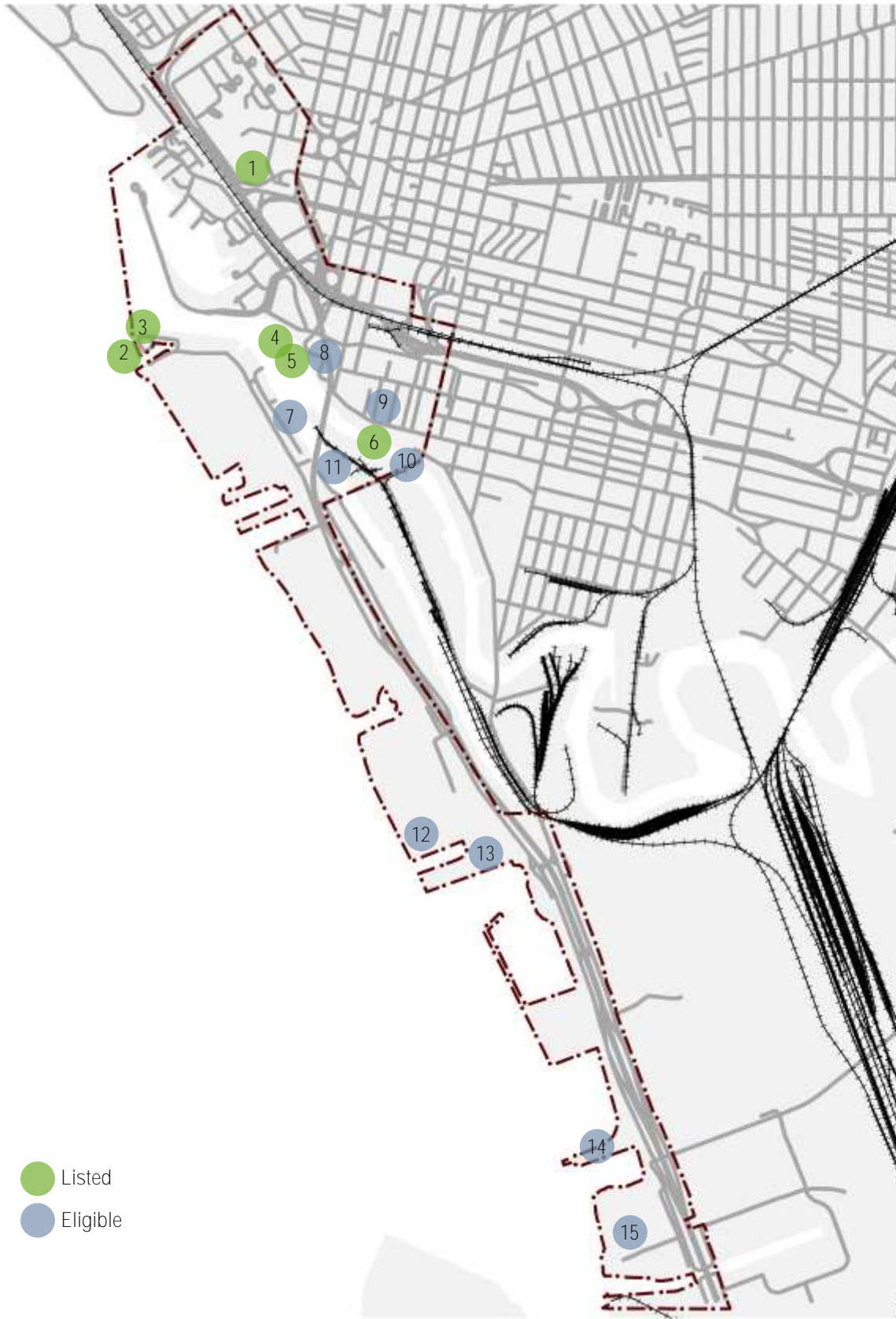
4.5 Archeological and Historical Resources

The general vicinity within and around the BOA was occupied during prehistoric times, but given the two centuries of subsequent urban and industrial development, arriving at a model of archaeological sensitivity with any precision is difficult. The area between Erie Street and Michigan Avenue on the north side of the river, the core of the historic waterfront district, is archaeologically sensitive unless the area has been severely disturbed. The area west of Route 5, which comprises the majority of the BOA's area, is made land and generally not considered to be archaeologically sensitive.

There are 13 properties within the BOA that are either listed or eligible for the State and National Registers of Historic Places, including four grain elevators, three ships, a lift bridge, and five other structures. The locally-designated Cobblestone District is located entirely within the BOA; as is a single parcel from the Joseph Ellicott District. [Map 4.13]

1	Buffalo Gas Light Company	National/State Registers of Historic Places	1976
2	North Breakwater South End Light	National/State Registers of Historic Places	1983
3	Buffalo Main Light	National/State Registers of Historic Places	1984
4	USS Croaker	National/State Registers of Historic Places	2008
5	USS The Sullivans	National Historic Landmark	1986
6	Edward M Cotter Fireboat	National Historic Landmark	1996
7	Connecting Terminal Elevator	National Register Multiple Property Submission	2003
8	Erie Canal Harbor Archaeological District	National/State eligible	
9	Phoenix Die Casting Company	National/State eligible	
10	Michigan Avenue Lift Bridge	National/State eligible	
11	General Mills Elevator	National/State eligible	
12	Buffalo Port Terminal	National/State eligible	
13	Freezer Queen Foods	National/State eligible	
14	Cargill Pool Elevator	National/State eligible	
15	Independent Cement Elevator	National/State eligible	

Map 4.13 Historical resources



4.6 Land Use

The existing land use in the Buffalo Harbor BOA reflects the nature of the two distinct parts of the BOA – the Inner Harbor and Outer Harbor. The inventory is based solely on land parcels, and excludes land in streets or under water. [Map 4.14]

The Inner Harbor exhibits a land use pattern that reflects a healthy mix of uses. Important characteristics include:

- Land adjacent to the CBD is predominantly commercial in use, consistent with the office and retail uses in the CBD.
- Land not directly adjacent to the CBD displays a greater mix of uses, generally consistent with the prominence of the general location.
- Residential uses are also located in areas not directly adjacent to the CBD. Waterfront Village, the Shoreline Apartments, Pine Harbor, and the Marine Drive Apartments represent key residential nodes.
- Complementary public uses and parks are distributed throughout the area. The Erie Basin Marina is a focal point for water-oriented recreation and passive enjoyment of the waterfront. Emerson Young Park, the Erie Pedestrian Mall, and the Central Wharf are park facilities that serve both local and regional users.
- Public off-street parking is scattered throughout the area, with a significant amount located under the I-190 elevated expressway.
- Vacant land, awaiting redevelopment, is dispersed throughout the Inner Harbor area.

The land use pattern in the Outer Harbor is quite different. Important characteristics include:

- Large tracts of vacant land concentrated in the Outer Harbor.
- Industrial uses remain significant, including the northern part of Kelly Island and the Holcim Cement facility.
- Park and open space represent prominent uses. Times Beach Nature Preserve, Wilkeson Pointe, the Small Boat Harbor, and Gallagher Beach are significant facilities.
- The U.S. Coast Guard station at the northern end of the Outer Harbor has been adapted to allow public access to the historic Buffalo Main Light.

	Acres		Parcels	
Total	1,045			
Water	130	12%		
Right-of-way	242	23%		
Under ownership	673	65%	250	
Residential	57	8%	154	62%
Parks / open space	130	19%	9	4%
Community facilities	62	9%	10	4%
Commercial	128	19%	42	17%
Industrial	78	12%	11	4%
Rail and utilities	24	4%	12	5%
Vacant	194	29%	12	5%

Map 4.14 Land use



Current zoning is consistent with existing land uses in parts of the BOA, but not in others. The reasons for these inconsistencies are rarely documented, but some rationale can be offered. First, zoning does not necessarily have to be consistent with existing land uses. Second, zoning is sometimes a reactive form of land use control. Where an original use has become obsolete and is awaiting redevelopment, the existing zoning often remains in place until a new use is proposed by the property owner. Finally, Buffalo's current zoning is cumulative, which means that as classifications change from residential to commercial to industrial, all uses from the previous classification are allowed in the subsequent one. As a result, housing can be developed in an industrial district; while a commercial property could not be built in a residential district.

The pattern of zoning districts in the BOA is dominated by industrial and manufacturing classifications. All of the land in the Outer Harbor has been designated as M1-Light Industrial, M2-General Industrial or M3-Heavy Industrial. Where new uses have been established, such as at Times Beach and Gallagher Beach, these districts allowed public parks and open space as permitted or conditional uses, so rezoning was not required.

Significant portions of the Inner Harbor area are also zoned industrial, while others are in a variety of classifications. Most of the area surrounding the Erie Basin Marina is zoned M1-Light Industrial, but the Marine Drive Apartments are zoned R5. Two areas in the DO-Downtown Opportunity District are located along the edge of the BOA adjacent to the downtown; and an I1-Institutional/Light Industrial District is located from the Buffalo River to the northern edge of the BOA, and from Route 5 to the western edge of the BOA. [Map 4.15]

As explained in more detail later in this document, the city has undertaken the Green Code process in order to transition its current zoning to a form-based code. The new zoning, codified in a Unified Development Ordinance, will more accurately match both existing and anticipated uses with the goals and objectives set forth by the community. It is the intent to use the public input received from the BOA process to guide and inform recommendations for land use and zoning changes within the study area.

Understanding land **ownership patterns** within the BOA is essential to making sound redevelopment decisions. This analysis focuses on two perspectives: public versus private ownership; and large holdings (10 acres and more). The amount – and location – of publicly and privately held land is an important consideration, since each can present different redevelopment opportunities. Public entities can transfer land below market value to achieve public objectives, and are more likely to cooperate on matters of land assembly and disposition to achieve these objectives.

The majority of land within the BOA is publicly owned. The two largest owners are New York State (which controls about 256 total acres among ECHDC, NYPA, OPRHP, and the NFTA); and the City of Buffalo (which controls roughly 153 acres among the city, BURA, and the BMHA). This suggests that many redevelopment decisions will be based on a broad assessment of community benefit, and that the range of options will include significant public use. The Outer Harbor is predominantly under public ownership; while the Inner Harbor is equally balanced between public and private ownership. [Map 4.16]

In addition, master planning and redevelopment is often more easily facilitated on **large parcels**, since it reduces or eliminates the need for land assembly. There are 16 sites that are 10 acres or larger; five sites with 107 acres are privately held, while 11 sites with 363 acres are publicly owned. These large parcels represent 70 percent of the total land area in the BOA.

Almost all of the small parcels are in the Inner Harbor and downtown areas; and very little of this land is vacant. Improving these areas can take time, since it relies on individual actions by many different property owners. The amount of land in small parcels represents just 30 percent of the total area in the BOA; with the size of these parcels ranging from less than a quarter-acre to 10 acres. [Map 4.17]

Map 4.15 Current zoning



Map 4.16 Ownership



Map 4.17 Large parcels



Key buildings are typically older, former industrial structures that are increasingly providing redevelopment opportunities. These 14 structures were identified based on their location, current use, potential for contributing to area-wide revitalization, and anticipated redevelopment potential. [Map 4.18]

Major commercial and industrial facilities generally consist of active operations on properties that may or may not be considered brownfields, and properties that may contain key buildings. Approximately 5,300 workers are employed in the BOA. The largest employers are concentrated around the CBD and employ almost 4,700 persons. These businesses range in size from 50 to 2,200 employees. The mix is primarily office-oriented, with financial, technical, architectural, and health care firms represented. A total of 16 major commercial and industrial facilities – sited on 44 acres – were identified based on the number of employees or revenue generated. [Map 4.19]

Vacant structures are properties that are either vacant or are not being utilized to their highest potential based on their location, zoning, and level of development. **Vacant parcels** were initially identified through the NYS Office of Real Property Services classification codes, and refined through site evaluations. The BOA has been the location of significant industrial and shipping activities, contributing to Buffalo's long history as a manufacturing center. Due to the loss of industry, 29 parcels with 320 acres – are categorized as vacant, abandoned, or underutilized. This includes vacant land such as ECHDC's holdings on the Outer Harbor; abandoned structures such as the former Freezer Queen and Terminals A & B; and underutilized sites such as the DL&W Terminal and numerous surface parking lots in the Cobblestone District and Waterfront Village. All of these offer opportunities for long-term reinvestment and redevelopment that capitalize on their location. [Map 4.20]

Potential brownfields may consist of active, vacant, or underutilized sites. As defined by the US Environmental Protection Agency, they include any real property where the expansion, redevelopment, or reuse is complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant. Brownfields are generally considered sites where previous operations have impacted the property's environmental integrity. Many times these are large former industrial sites, but they may also include smaller commercial sites such as dry cleaners, gas sta-

tions, and auto repair shops. Brownfields can have a variety of adverse impacts on a community—signifying disinvestment, posing environmental and public health threats, and impacting the local economy.

Each brownfield site is further characterized as one of the following:

- Remediated/Remediation Ongoing – sites considered ready for future redevelopment because investigation and remedial activities have been satisfactorily completed; or where remediation is either ongoing or approved but not commenced.
- Known Contamination – sites that are not currently being investigated or remediated, or that have residual contamination documented from past spills or remediation efforts.
- Brownfields – sites that have been subject to Phase I Environmental Site Assessments that identified the likely presence of contamination; or have undergone past remedial activities that addressed some but not all possible contamination; or have a documented past history of operations or proximity to sites having operations that may have utilized or disposed of hazardous materials.
- No Known Contamination – sites that have been investigated and have been found to have no site contamination.
- No Site Characterization – underutilized or vacant sites for which no site characterization has been identified. Closed Landfill – former dumps or landfills that no longer accept solid waste, but may require long-term operation and maintenance.

The six potential brownfields within the BOA encompass 249 acres, and were identified based on a variety of databases, including the NYSDEC's Remediation Site Database, Spills Inventory, and Bulk Storage Facility Database; and the USEPA's Envirofacts Database. In addition, windshield surveys were conducted to evaluate any apparent recognized environmental concerns that may indicate on-site contamination issues. Strategic brownfields that have had some level of remediation include the Greenway Nature Trail and Radio Tower Site on the Outer Harbor. [Map 4.21]

Map 4.18 Key buildings



Map 4.19 Major facilities



Map 4.20 Vacant structures and land



Map 4.21 Potential brownfields



5 IMPLEMENTATION STRATEGY

The analysis of demographic characteristics and market potential, along with the inventory of assets, form the basis for establishing a vision for the Buffalo Harbor. In undertaking this process, priorities must be set, since some land may not be development ready for many years. To ensure success that ultimately reaches all corners of the BOA, initial efforts need to create critical mass by focusing on targeted areas and strategic locations.

The goal of the Step 2 process is to develop an understanding of the BOA's long-term potential, which can then be used to inform the city's proposed Land Use Plan and Unified Development Ordinance. These documents will guide the city's development over the next 20 years, and

are designed to make long-neglected areas more attractive to investment and redevelopment.

The Implementation Strategy seeks to build off the success of initiatives that have been implemented across the city, and provide a comprehensive strategy to achieve the community's desired vision. These strategies include improving the public realm, creating places for all users, and embracing the city's unique natural habitat. The plan encourages investment that is in line with city policies, local laws, and the Green Code. It is grounded in a community vision and includes detailed plans for three strategic locations: Lower Niagara Street, Waterfront Village, and the Outer Harbor.

5.1 Alternative Scenarios

As the first step in this process, the consultant team prepared three alternative scenarios for guiding future development within the BOA. These were presented to the public to determine how much support there was for each. This feedback was then used to inform the city's Land Use Plan and Unified Development Ordinance. Public input also assisted with the selection of strategic sites for further study under Step 3 of the BOA process.

To help frame the discussion of the alternative scenarios, a set of visioning directions and emerging principles were prepared:

Visioning Directions

- The water is an important community asset that should be public and accessible to all.
- Canalside is a key destination that should continue to be a focus for the city and region.
- Vacant sites along the Outer Harbor are expansive and will take longer to redevelop.
- Downtown, Canalside, and the Inner and Outer Harbors should be connected by a variety of transportation modes.

- On-going environmental remediation on the land and in the water will positively impact the perception of the area.

Emerging Principles

- Create a clean, green, and remarkable waterfront with regional significance.
- Design a destination accessible for everyone.
- Focus on the northern section of the BOA as a unique waterfront entertainment district and extension of Downtown.
- Knit the BOA into the wider community by creating a connected pedestrian, cycling, and open space network.
- Focus investment and development to optimize benefits. Plan for incremental growth over time, and don't allow short-term activities to preclude long-term goals.

Inner Harbor: Option 1

Integrated Canalside / Cobblestone Entertainment District

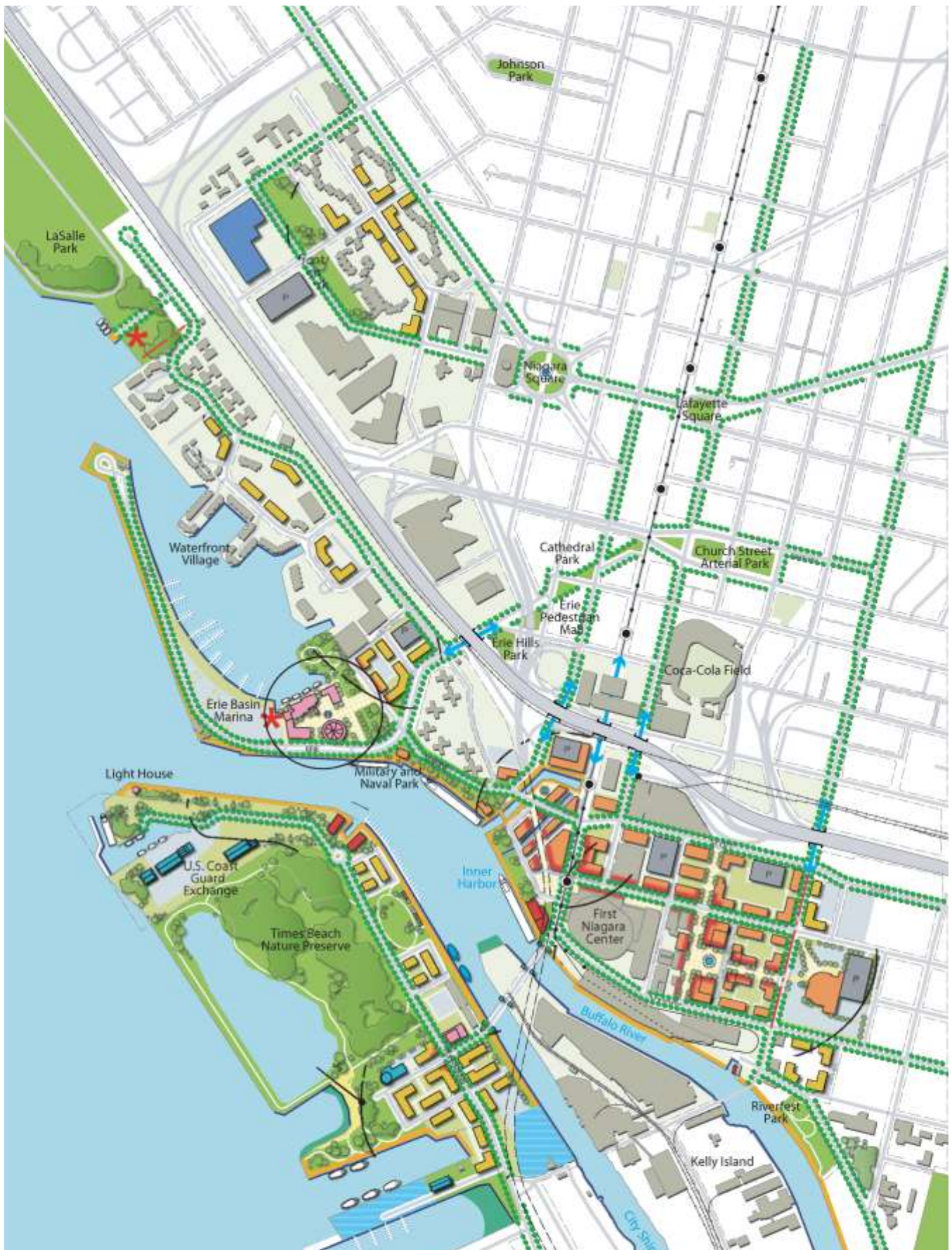
- A regionally significant, mixed-use waterside entertainment district.
- Complement and support efforts aimed at downtown renewal.
- New offices, hotels, mixed-use buildings, and attractions.
- New event space on Scott Street.
- New residential development along Erie Street.
- New park space on the northern end of the Outer Harbor, with the remainder left for environmental open space and marine use.



Inner Harbor: Option 2

Expanded Entertainment District

- Build-out Canalside and the Cobblestone District as in Scenario 1.
- Expand this mixed-use Entertainment District to the west and north through expansion of the Naval Park and the development of the Erie Basin Marina.
- A new potential new bridge at Main Street permits development of a waterside residential community on portions of the northern Outer Harbor.
- Some of the former marine uses are accommodated on the Seaway Pier and in the southern section of the Outer Harbor.



Inner Harbor: Option 3

Connected Land and Waterside Entertainment District

- Build out Canalside and the Cobblestone District as indicated, and extend these uses to the northern Outer Harbor to create a fully connected destination waterfront.
- New bridges at Main Street and Erie Street link signature mixed-use office development, attractions, shops, housing, and waterside restaurants.
- Lake cruise activity is located at Canalside and the Seaway Pier.



Outer Harbor: Option 1

Environmental Repair and Recreation

- Employment and recreation opportunities that complement and do not compete with those in the Inner Harbor.
- Predominantly clean and green.
- New regionally-scaled public park and fairground creates passive, active, and programmed recreational opportunities
- Three employment nodes – Innovation Park, Terminal A entertainment precinct, and an industrial cluster to the south.
- Long-term potential to evolve with more urban uses.



Outer Harbor: Option 2

Legacy Park

- Mixed-use district anchored by a legacy waterfront park in a contemporary Olmsted style, which creates a high value setting for residential and employment uses.
- A cultural, innovation, and education district anchored by an expanded Innovation Park to the north, an expansion of Terminal A as an entertainment district, and further development of Lakeside Commerce Park to the south.



Outer Harbor: Option 3

Waterfront City

- A mixed-use waterfront with an urban form.
- **A network of connected parks create a series of “moments,”** and provide public amenity and continuous access to the water.
- Opportunities for higher-density waterside living are focused to the north.
- The central section is a mixed-use precinct, anchored by an Educational / Institutional Campus.
- Terminal A evolves as a Trade & Exhibition Center with a strong focus on entertainment.
- High-quality mixed-use office and residential developments create opportunities to live and work next to the lakefront.



5.2 Community Feedback

Highlights on the Inner Harbor and Downtown sections of the BOA, from participants who attended the open house or completed workbooks include:

- Continued development of the Canalside project and its expansion into adjacent areas has strong support.
- Extension of the Naval Park toward the Erie Basin Marina also has strong support, although many are skeptical of other development concepts for the Erie Street area.
- Intensified development of the Cobblestone district as an extension of Canalside and Downtown is generally well-supported.
- Proposed Outer Harbor bridge connections are more controversial. An Erie Street bridge has weak support and strong opposition. A Main Street bridge finds slightly more favor but also draws more opponents than supporters. Water taxi service to the Outer Harbor is broadly popular.
- Some support residential development on the North Outer Harbor location but many more argue that these locations are better for public access and uses.
- There is concern that development adjacent to Times Beach can pose a threat to the wildlife that have made that area their home.
- Water-dependent uses such as marinas, fishing, and cruise boat docks are viewed favorably; as are regionally-significant cultural attractions.
- “Integrated Entertainment District” was favored by 72 percent of participants; “Expanded Entertainment District” was supported by 17 percent; and “Connected Entertainment District” by 11 percent.

	<i>Integrated Entertainment District</i>	<i>Expanded Entertainment District</i>	<i>Connected Entertainment District</i>
Likes	Expanded Canalside / Naval Park	New bridge	New bridges
	Accessible green space	Residential infill	Regional cultural attractions
	Ferry service to Outer Harbor	Harborfront Center	Cobblestone development
	Limited development	Intensified Cobblestone development	Mixed-use at North Outer Harbor
	Marina preservation and expansion	Marina preservation and expansion	Erie Street realignment
	Intensified Cobblestone development	Cars on Main Street	
	Consolidation of Coast Guard site	New park overlooking city	
	Emerson / Young infill		
Dislikes	New residential	New bridge	New bridges
	Lack of new bridge	Residential infill	Too much development
	Additional marina space	Times Beach encroachment	Times Beach encroachment
	Naval Park expansion	Erie Basin Marina development	Residential infill
	Lower West Side concepts	Harborfront Center	Threats to open space and nature
	Emerson / Young infill		

Highlights on the Outer Harbor section of the BOA, from participants who attended the open house or completed workbooks include:

- Consistent with previous discussions of the Buffalo waterfront, strongest support came for the expansion of public access through trails and boardwalks
- The environmental innovation park and the innovation and education campus both drew a mix of support and opposition – the latter not because the concepts were offensive, but because they were deemed inappropriate for the Outer Harbor location.
- The “Waterfront City” concept drew concerted opposition. Participants worried that it is not feasible, that residential development will draw market potential from other neighborhoods, that the housing would be exclusive, and generally that the proposed development was too intense.
- “Legacy Park” (50 percent) and “Environmental Repair and Recreation” (46 percent) split support for most favored alternative; while “Waterfront City” was supported by just 4 percent of participants.

	<i>Environmental Repair</i>	<i>Legacy Park</i>	<i>Waterfront City</i>
Likes	Waterfront access	Legacy park	Residential neighborhood
	Recreational uses	Residential infill	Tax revenue from development
	Environmental innovation center	Restaurants and marina services	Restaurants and marinas
	Restaurants and marina services	Terminal A entertainment facility	Not much
	Most realistic	Water dependent recreation	
	Public open space	Cultural attractions	
	Terminal A entertainment facility	Innovation campus	
	Skate park		
Dislikes	Industrial uses	Innovation center—wrong location	Too much development
	Playing fields	Lakeside Commerce Park expansion	Unrealistic
	Innovation park	Too much development	Loss of green space, access to water
	Lack of residential		Residential weakens other neighborhoods
	Terminal A entertainment facility		Waterfront wrong place for residential
			Residential too exclusive

5.3 Land Use and Zoning Recommendations

The consultant team and city used the community's feedback on the alternative scenarios to develop land use and zoning recommendations for implementation under the city's proposed Green Code.

In addition to the public input received during the BOA process, nearly 1,000 residents attended Green Code meetings that were held throughout the city. The resulting land use and zoning recommendations reflect this input, along with the city's existing and desired development character, and market trends that are driving investment.

The land use and zoning recommendations proposed for the BOA will provide guidance for the next 20 years. These designations generally offer more flexibility than the existing zoning. The Green Code is designed to lay the foundation for future development, so that the market can determine what investments make sense and where, within the parameters agreed upon by the community.

It is expected that this approach will be more adaptable and encourage greater levels of private investment. The result of this planning process will be a BOA that truly balances employment, recreational, and natural uses.

Place-Based Planning

The conventional approach to land use planning and zoning divides places into mutually exclusive single-use zones. Place-based planning takes a different approach by addressing form and character, recognizing that great places typically have a mix of uses—residential, retail, office, civic, recreational, and natural—that make neighborhoods lively, interesting, and safe.

To initiate this planning process, historic development patterns were evaluated in the Tonawanda Street Corridor and across the city. Legal records indicated when different areas were subdivided and developed, and property maps showed street patterns and lot sizes. Windshield surveys then provided measurements of development character such as building setbacks and heights, uses, design characteristics at an even greater level of detail.

The existing neighborhood fabric—buildings, parks, streets—provides the foundation for future development, and was an important factor in assigning place types. The proposed place types were ultimately determined by a

combination of three factors: what existed in the past, what is there now, and what residents indicated they wanted their neighborhoods to become.

Buffalo's land use pattern is built around three distinct place types:

Neighborhoods are locations with a mixture of homes and businesses that are generally compact and walkable; support a mix of activities and a range of housing types; have streets that accommodate pedestrians, bicycles, and motor vehicles; and place priority on creating public space and locating civic buildings.

Neighborhoods are identified by their intensity. Characteristics such as building type and height, lot occupancy, and mix of uses can be measured to provide an understanding of the different types of neighborhoods where we live, work, and play—going beyond simply how land is used.

Buffalo's neighborhoods are divided into four basic types, familiar to residents because they are based on existing neighborhood character. They developed during different eras in the city's history and have evolved over time, ranging from old to new, dense to open.

- Downtown neighborhoods house a range of uses—offices, shops, restaurants, theaters, and apartments—with structures that are built to the sidewalk. They work best when there is activity on the ground floor that attracts pedestrians and keeps streets safe. Examples include the Central Business District and secondary employment centers such as the Larkin District and Niagara Street in Upper Rock.
- Central neighborhoods are Buffalo's oldest, first developed in the 1800s and mostly adjacent to downtown and the waterfront. The lots are small—typically 25 to 35 feet wide. Homes are close together and setbacks from the street minimal. Mixed-use, walkable centers are dense and have an array of uses in smaller buildings. Examples include Black Rock, Fruit Belt, and Old First Ward.
- Streetcar neighborhoods were developed along streetcar lines at the turn of the 20th century, have strong mixed-use centers at their cores, and are located near the outskirts of the city. These

neighborhoods have slightly larger lots—typically 35 to 50 feet wide. Homes have more space between them with deeper setbacks, and building heights rarely exceed three stories. Examples include Kaisertown, Riverside, and University Heights.

- Edge neighborhoods are characterized by large lot sizes, spacious front yards, and single-family homes, often developed around parks and parkways. While they contain no retail activity, they are usually within walking distance of denser neighborhoods with a mix of commercial uses. Examples include Central Park, Kensington Heights, and Rebecca Park.

Districts are single-use areas such as employment centers or green spaces, where development patterns were created specifically for that use. There are three basic types, each with a pre-dominant use. Although districts are often separate from the prevailing street grid, their structure parallels the adjacent neighborhoods, sometimes with an identifiable focus that provides orientation, identity, and clear boundaries.

- Open space districts include natural conservation areas such as Tiff Nature Preserve; the Olmsted Park and parkway system; parks such as Unity Island and Tow Path; and civic spaces such as Market Square Park.
- Campus districts can be residential, medical, or educational. They function separately from surrounding activities, and are often served by an internal circulation system apart from the adjacent street grid. Examples include Shaffer Village, Marine Vista, Erie County Medical Center, and Buffalo State College.
- Employment districts include auto-oriented shopping centers, office parks, and light and heavy industrial facilities. They are often separated from, but within walking or transit distance of, residential neighborhoods. Examples include Delaware Consumer Square, the Free Trade Zone, and Aurubis.

Corridors are linear connections that form the borders of and connect neighborhoods and districts. Corridors are composed of natural and man-made components, including waterways, trails and green spaces, limited access highways, and rail lines.

- Transportation corridors have long been organizing elements for the city, serving as both connectors and boundaries that define neighborhoods. Examples include active rail lines and the Metro Rail.
- Waterfront corridors are bodies of water that connect neighborhoods, industrial areas, and employment centers. They also define the edges of neighborhoods and give identity to the city. Examples include Lake Erie, the Buffalo and Niagara Rivers, Black Rock Canal, and Scajaquada and Cazenovia Creeks.

Proposed Place Types

By applying these place-based planning principles, the entire city was mapped by place type. All of the city's 90,000 parcels (including the 250 in the Buffalo Harbor BOA) were assigned a specific place type. This allowed residents and stakeholders to establish tailored goals for each, while encouraging mixed-use places with a combination of functions—the foundation for creating walkable neighborhoods and employment centers.

Within the BOA, the area to the east of the I-190 elevated expressway is zoned Residential Campus in the north, in recognition of existing housing developments. It is anticipated that any redevelopment of these apartment complexes will allow the historic street grid to be reintroduced. South of this area, the land within and adjacent to the Central Business District will be designated Mixed-Use Core and Downtown Hub, to encourage a high level of intensity.

On the west side of the I-190, all land has a relationship with the water, either Lake Erie, the Niagara River, the Buffalo River, or the City Ship Canal. North of the Buffalo River's mouth, this area is commonly known as the Inner Harbor; to the south lies the Outer Harbor. A decision was made to focus intense waterfront activity on the Inner Harbor; while converting the Outer Harbor from manufacturing to a combination of open space and mixed-use at existing development nodes.

In the northern section of the Inner Harbor, a Residential Campus zone will allow Waterfront Village to be completed with infill residential development. Where existing commercial exists, a Mixed-Use Core designation will allow build-out in the area to occur. Erie Basin

Marina is designated Open Space to protect it from intense development; and the Marine Drive Apartments are zoned Residential Campus.

Canalside is designated a Mixed-Use Center, to encourage a range of uses, while respecting historic development patterns. The Cobblestone District is zoned Downtown Hub and Mixed-Use Core, to encourage infill development at a fairly intense level.

Moving to the Outer Harbor, the bulk of the land is designated as either Green or Natural Open Space. This will protect these key waterfront parcels from development that is better focused downtown or on the Inner Harbor.

A strip of land along the City Ship Canal has been zoned Mixed-Use Center to take advantage of access to the Inner Harbor by ferry, as well as views of the

downtown core. Allowance has also been made for redevelopment at the foot of Ohio Street, where the former Port Terminal complex and Freezer Queen are located. The Secondary Employment designation will encourage redevelopment of these long-vacant structures into mixed uses.

South of this area, the Small Boat Harbor, Outer Harbor State Park, and Gallagher Beach are all zoned Green Open Space, to protect public access to these spaces.

The remainder of the waterfront, which has long been the home of industrial facilities, is designated as flex commercial and light industrial, to transition from the open space just to the north. There is a small parcel of land which is separated from the Outer Harbor by a shipping channel, and connected to the City of Lackawanna to the south, that is designated heavy industrial. [Map 5.1]

N-1D: Downtown Hub

Within walking distance of Main Street, and directly accessible to Metro Rail service and several Metro Bus lines.

Able to support high densities, with building heights that exceed the width of the adjacent right-of-way. New construction should be at least four stories, to protect the scale and character of the neighborhood and support a range of transportation options.

Appropriate for an intense mix of residential and commercial uses, to encourage all-day pedestrian activity as the regional center.

On blocks of between 200 and 400 feet.

N-1C: Mixed-Use Core

Accessible to either Metro Rail or more than two high-frequency Metro Bus lines.

Able to support higher densities, with building heights that match the width of the adjacent right-of-way. New construction should be at least two stories, to protect the scale and character of the neighborhood and support a range of transportation options.

Appropriate for an intense mix of residential, commercial, and industrial uses, to encourage pedestrian activity.

On blocks of between 200 and 400 feet.

N-1S: Secondary Employment Center

Accessible to at least one high-frequency Metro Bus line.

Located in an industrial heritage area of significant density, with warehouses and factories developed in clusters adjacent to rail or water shipping routes.

Able to support high densities, with building heights of up to six stories.

Occupied by industrial structures that are appropriate for redevelopment into an intense mix of industrial, commercial, and residential uses.

Amenable to design standards contributing to the reuse of heritage structures, without imposing an unreasonable burden on industrial uses.

On blocks of up to 1,200 feet.

N-2C: Mixed-Use Center

Accessible to at least one high-frequency Metro Bus line.

Located along a neighborhood main street, characterized by small-scale, mixed-use buildings placed close to the sidewalk and designed for pedestrian access.

Able to support density at a human scale, with buildings of up to four stories. New construction should be at least two stories, to protect the scale and character of the neighborhood and support a range of transportation options.

Appropriate for development as a consistent streetscape of pedestrian-oriented shop fronts.

Amenable to design standards promoting walkability to attract pedestrian activity and boost retail sales.

On blocks of between 200 and 400 feet.

N-2E: Mixed-Use Edge

Accessible to at least one Metro Bus line.

Located at less intensely developed areas, where a diverse set of building types and setbacks reflects a mixed residential and commercial character.

Able to offer a transition between a neighborhood main street and principally residential areas.

Able to support density at a human scale, with buildings of up to four stories.

Amenable to design standards promoting walkability, while providing flexibility to respond to a more residential context.

On blocks of up to 800 feet.

N-2R: Residential

Located in a predominantly residential area with a variety of housing options (single-family to multi-family), occasional civic structures (schools, places of worship), and mixed-use buildings on corner lots.

Able to support density at a human scale, with buildings of up to three stories (four stories along frequent transit routes).

On lots of between 18 and 60 feet.

On blocks of up to 800 feet.

N-3C: Mixed-Use Center

Accessible to at least one high-frequency Metro Bus line.

Located along a neighborhood main street, characterized by small-scale, mixed-use buildings placed close to the sidewalk and designed for pedestrian access.

Able to support density at a human scale, with buildings of up to three stories. New construction should be between one and three stories, to protect the scale and character of the neighborhood and support a range of transportation options.

Appropriate for development as a consistent streetscape of pedestrian-oriented shop fronts.

Amenable to design standards promoting walkability to attract pedestrian activity and boost retail sales.

On blocks of between 200 and 400 feet.

N-3E: Mixed-Use Edge

Accessible to at least one Metro Bus line.

Located at less intensely developed areas, where a diverse set of building types and setbacks reflects a mixed residential and commercial character.

Able to offer a transition between a neighborhood main street and principally residential areas.

Able to support density at a human scale, with buildings of up to three stories.

Amenable to design standards promoting walkability, while providing flexibility to respond to a more residential context.

On blocks of up to 800 feet.

N-3R: Residential

Located in a predominantly residential area with a variety of housing options (single-family to multi-family), occasional civic structures (schools, places of worship), and mixed-use buildings on corner lots.

Able to support density at a human scale, with buildings of up to three stories.

On lots of between 30 and 75 feet.

On blocks of up to 800 feet.

N-4-30: Single Family

Located in a predominantly single-family residential area, with occasional civic structures and no mixed-use or commercial buildings.

Able to support density at a human scale, with buildings of up to three stories.

On lots of between 30 and 75 feet.

On blocks of up to 800 feet.

N-4-50: Single Family

Located in a predominantly single-family residential area, with occasional civic structures and no mixed-use or commercial buildings.

Able to support density at a human scale, with buildings of up to three stories.

On lots of at least 50 feet.

On blocks of between 800 and 1,200 feet.

D-OS: Square

Intended for a formal public square, designed as a largely hardscape area.

Less than two acres.

Appropriate for an intense mix of civic and commercial uses, to support a lively public realm.

D-OG: Green

Intended for a formal civic green, often identified as a public park.

Appropriate for some civic and commercial uses, in support of its primary use as a public space.

D-ON: Natural

Intended to be set aside as protected areas principally used for the conservation of natural habitat.

At least a quarter acre.

Characterized by wetlands, flood plains, or sensitive habitats.

Inappropriate for intensive use by the public, and appropriate only for passive recreation that is compatible with natural habitat.

D-R: Residential Campus

Located in a predominantly residential area, usually under single ownership, with occasional civic and commercial uses that support campus residents.

Able to support a range of building types and heights.

On blocks of up to 1,200 feet.

D-E: Educational Campus

Located within an integrated college or university campus with clearly defined boundaries.

Directly accessible to Metro Rail or at least one high-frequency Metro Bus line.

Able to support high densities, with buildings of up to six stories (12 stories with special review).

Appropriate for an intense mix of residential and commercial uses to support campus development.

D-M: Medical Campus

Located within an integrated medical or research campus with clearly defined boundaries.

Directly accessible to Metro Rail or at least one high-frequency Metro Bus line.

Able to support high densities, with buildings of up to six stories (16 stories with special review).

Appropriate for an intense mix of residential, commercial, and industrial uses to support campus development.

D-S: Strip Retail

Located at a highway interchange or along a major arterial with little or no on-street parking.

Developed for large-scale retail establishments that draw upon markets beyond the immediate neighborhood.

Appropriate for an intense mix of residential and commercial uses, but not for industrial uses.

Over 10,000 square feet in area, and more than 200 feet deep.

On blocks of up to 1,200 feet.

D-C: Flex Commercial

Located at a highway interchange, along a major arterial with little or no on-street parking, or along a truck route.

Identified as an appropriate transition area between industrial and residential zones.

Appropriate for a mix of uses, including industrial in some cases.

Over 10,000 square feet in area, and more than 200 feet deep.

On blocks up to or exceeding 1,200 feet.

D-IL: Light Industrial

Appropriate for light industrial uses.

Accessible to a truck route, rail or water

Over 10,000 square feet in area, and more than 200 feet deep.

On blocks up to or exceeding 1,200 feet.

D-IH: Heavy Industrial

Appropriate for heavy industrial uses, without reasonable likelihood of producing conflicts with established uses nearby.

Buffered from residential neighborhoods by either distance or a rail, highway, or water barrier.

Accessible to a truck route, rail or water.

Over 10,000 square feet in area, and more than 200 feet deep.

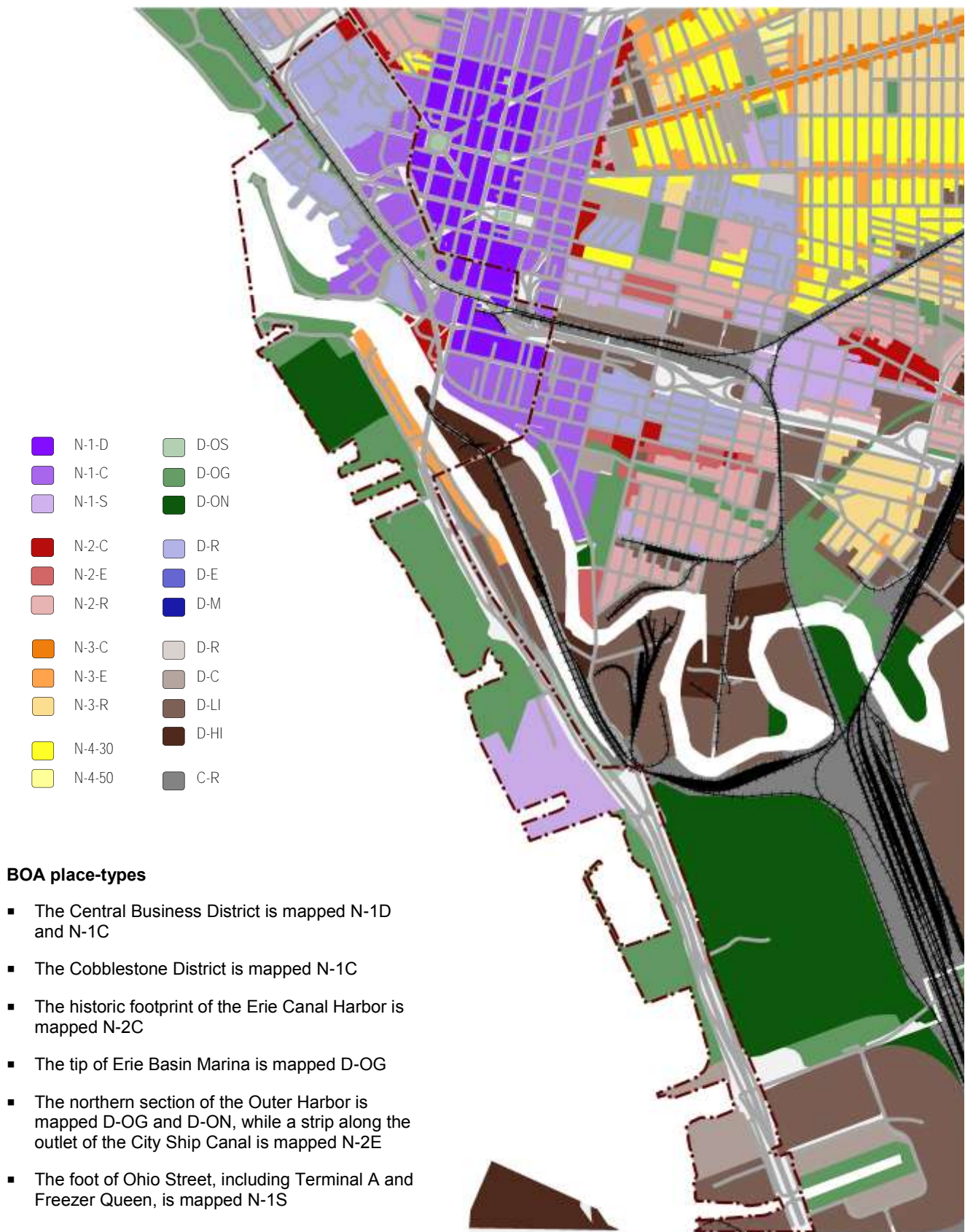
On blocks up to or exceeding 1,200 feet

C-R: Rail

Owned by an entity that actively provides intercity freight or passenger rail service, or that previously provided service but maintains importance as a rail link.

Considered critical to supporting transportation access, and set aside and protected exclusively for that use.

Map 5.1 Proposed place types






6

STRATEGIC LOCATIONS



Three strategic locations were identified for the consultant team to prepare more detailed redevelopment concepts. Like the RiverBend exercise in the South Buffalo BOA, these concepts show potential opportunities, but don't endorse any particular scenario. These locations were considered strategic due to a combination of factors including current land uses, proximity to transportation, environmental conditions, and redevelopment potential.

-  Lower Niagara Street
-  Waterfront Village
-  Outer Harbor Blueprint

6.1 Lower Niagara Street

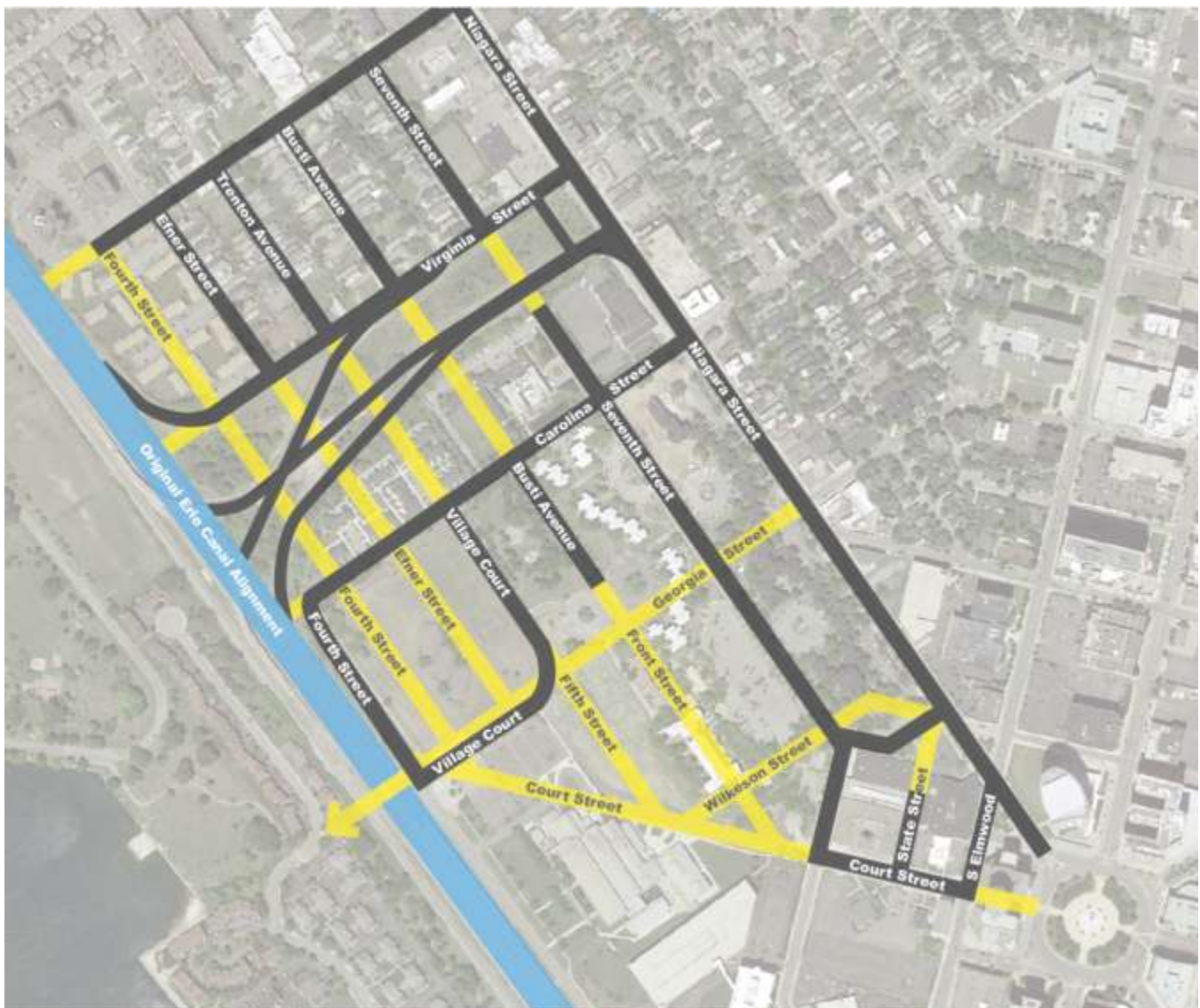
Buffalo's Lower West Side neighborhood is centered on the section of Niagara Street that runs from Niagara Square on the south to Porter Avenue on the north.

The neighborhood was closely connected to the Erie Canal, with an intense mix of industrial and commercial uses along the canal, and homes and stores closer to Niagara Street. In the early to mid-19th century, the neighborhood attracted Irish immigrant and Yankee migrants, and after the turn of the century largely Italian immigrants. By the 1950s the neighborhood was one of the densest in Buffalo, with a mix of Italian and Puerto Rican residents; but it

had become a target of urban renewal planning.

The Erie Canal had been filled in during the Works Progress Administration, and by 1959 the I-190 opened along the path of the canal. In 1963 the Waterfront Urban Renewal Project began, targeting the Lower West Side. A total of 42 acres were demolished, including hundreds of homes, stores, and even schools; much of the street grid was also removed. The neighborhood was then split in two by the Virginia-Carolina Interchange, the first leg in a never-completed West Side Arterial that would have connected the I-190 to the Kensington Expressway.

Current and historic street alignments



Lower West Side before...



...and after the Waterfront Urban Renewal Project



The cleared land, with no interested buyers, was sold to the New York State Urban Development Corporation in 1969. The UDC constructed a Brutalist complex designed by noted architect Paul Rudolph—the Shoreline and Pine Harbor apartments—that was intended to incorporate the automobile and compete with the suburbs.

Concurrently, a coalition of Puerto Rican activists was able to defeat the West Side Arterial, and these plans were formally cancelled by the state in 1975.

As a result, from 1960 to 1975, one of Buffalo's most walkable, mixed-use neighborhoods was transformed into the "model" of a single-use, auto-oriented vision for the city.

The current owner of the Shoreline Apartments has recently begun construction on Phase 1 of a plan to demolish the existing complex and replace it with a more neighborhood-friendly design. The site plan also calls for reconnecting Georgia Street from Niagara to Seventh, which is the first step in recovering the historic street grid.

Shoreline Apartments redevelopment plan



Over the years, various proposals have been presented to either realign or remove the interchange, with little progress made. But the state Department of Transportation now seems willing to consider alternatives, although funding for any changes has not yet been identified.

This aerial photograph shows the proposed bridge structure over the existing rail line. The bridge deck is highlighted with a hatched pattern. Labels include "EXISTING RAIL LINE" with an arrow pointing left, "PROPOSED BRIDGE" with an arrow pointing to the hatched structure, "PROPOSED APPROACH RAMP" with an arrow pointing to the ramp on the right, and "PROPOSED BRIDGE" with an arrow pointing to the bridge on the left. The surrounding area includes residential buildings and a road labeled "HARRIS ROAD".



The existing interchange funnels traffic entering the I-190 along Virginia Street, making it a high-volume, high-speed arterial as vehicles race from Niagara Street onto the expressway.

Cars exiting the I-190 travel along a dedicated road that parallels Virginia, and enters Niagara via a mid-block slip ramp heading south, and a signalized intersection for northbound traffic.

These access ramps (in addition to Virginia Street serving as a virtual access ramp), have severed the neighborhoods to the north and south of Virginia. While the area to the south was levelled and rebuilt under the Waterfront Urban Renewal Project, the area to the north was able to retain its historic character, but has suffered from the impacts of the highway interchange.

In order to address this situation, two alternatives are being offered. A short-term realignment acknowledges the development that has occurred over previous street right-of-ways to the south, which makes it difficult to reconnect Busti, Trenton, and Efner.

As a result, the access ramps are still linked to Virginia Street, but terminate at Busti rather than Niagara, providing an opportunity to reconnect Seventh Street while calming the traffic entering and exiting the highway. This will also allow for the redevelopment of blocks fronting Niagara and Seventh between Virginia and Carolina.

The long-term realignment routes I-190 thru-traffic under a modified roundabout that directs entering and exiting traffic to the historic street grid. This enables all streets except Fourth to be reconnected, substantially slows down traffic entering the neighborhood, encourages redevelopment, and improves safety.

Existing I-190 interchange



Short-term recommendation



Long-term recommendation



6.2 Waterfront Village

The Buffalo Urban Renewal Agency owns almost 16 acres of land in the southern, commercial portion of Waterfront Village. The majority—11 acres—currently provides surface parking; while two acres includes the Irish Famine Memorial and other open space; and the rest is vacant.

In 2013, the city solicited proposals for the redevelopment of the Webster Block, a parcel on lower Main Street located across from Canalside. Ellicott Development and Pegula Sports & Entertainment submitted proposals; PSE was awarded the site and built HarborCenter. The Ellicott Development proposal had many merits, however, and the

city asked if they would be willing to consider an alternative location at Waterfront Village.

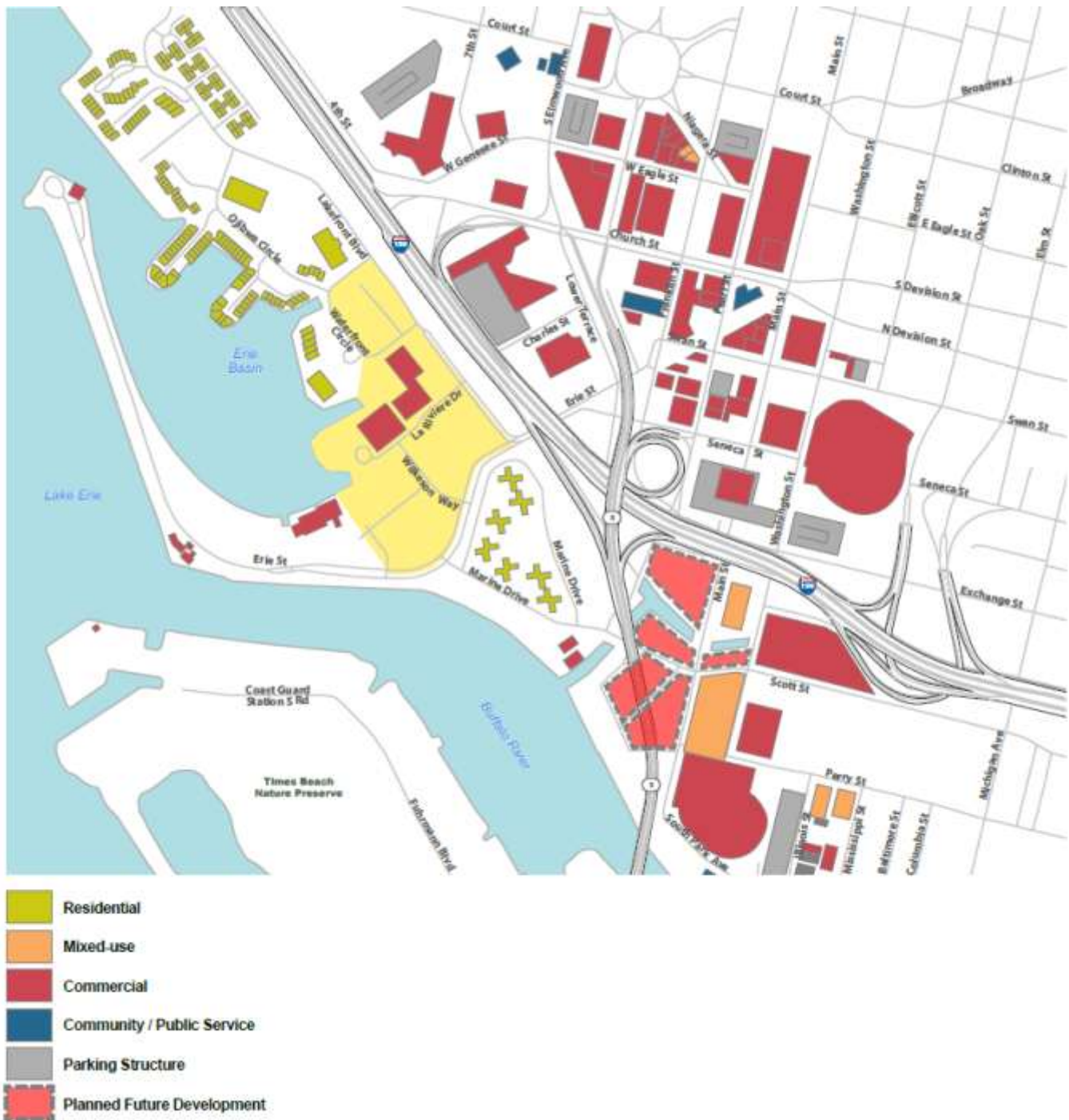
The project area is within walking distance of Canalside to the east and the Erie Basin Marina to the west. In order to take advantage of increasing foot traffic between these two emerging recreational and entertainment centers, the city worked with Ellicott Development and the owner of the existing office structures on concepts for the build-out of underutilized parcels in Waterfront Village. Any final plans resulting from these concepts will be thoroughly vetted by the public.



Existing Land Use

Waterfront Village has always been isolated from downtown by a rail line and the I-190, which run parallel to each other in the former Erie Canal right-of-way. This relative seclusion has been reinforced by a land use pattern that is suburban in nature, requiring a car to access both residential and commercial areas.

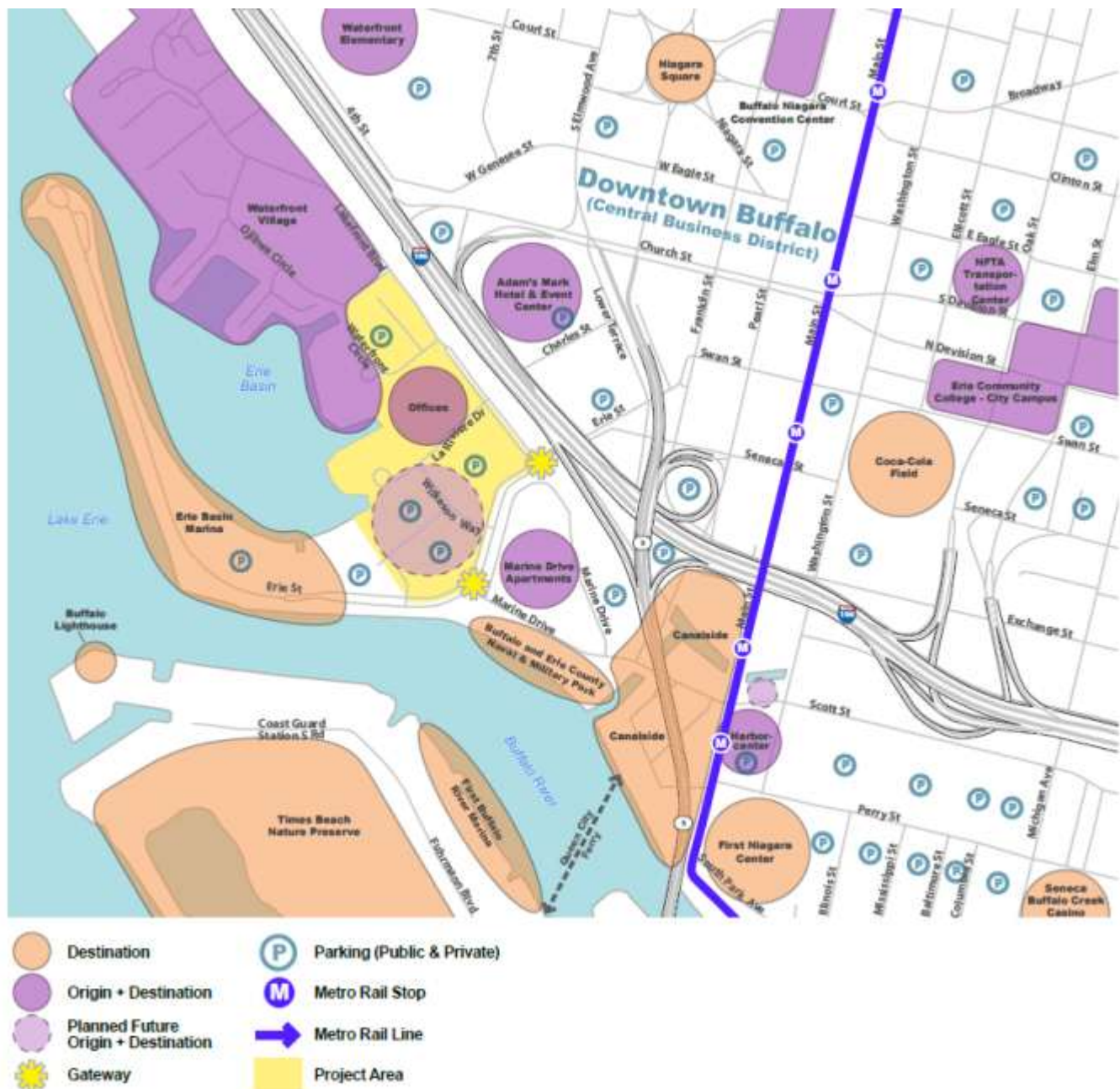
With redevelopment pressures growing, the goal is to intensify the existing commercial footprint to attract more pedestrian traffic from both Canalside and Erie Basin Marina, while respecting that vehicular access will still be necessary for residents and employees in Waterfront Village and the Marine Drive Apartments, particularly.



Key Origins and Destinations

Although access to the project site is somewhat hemmed in by the I-190 to the north; the Marine Drive Apartments and Skyway to the east, and the Buffalo River and Lake Erie to the south and west, there are a number of nearby attractions that generate considerable numbers of visitors.

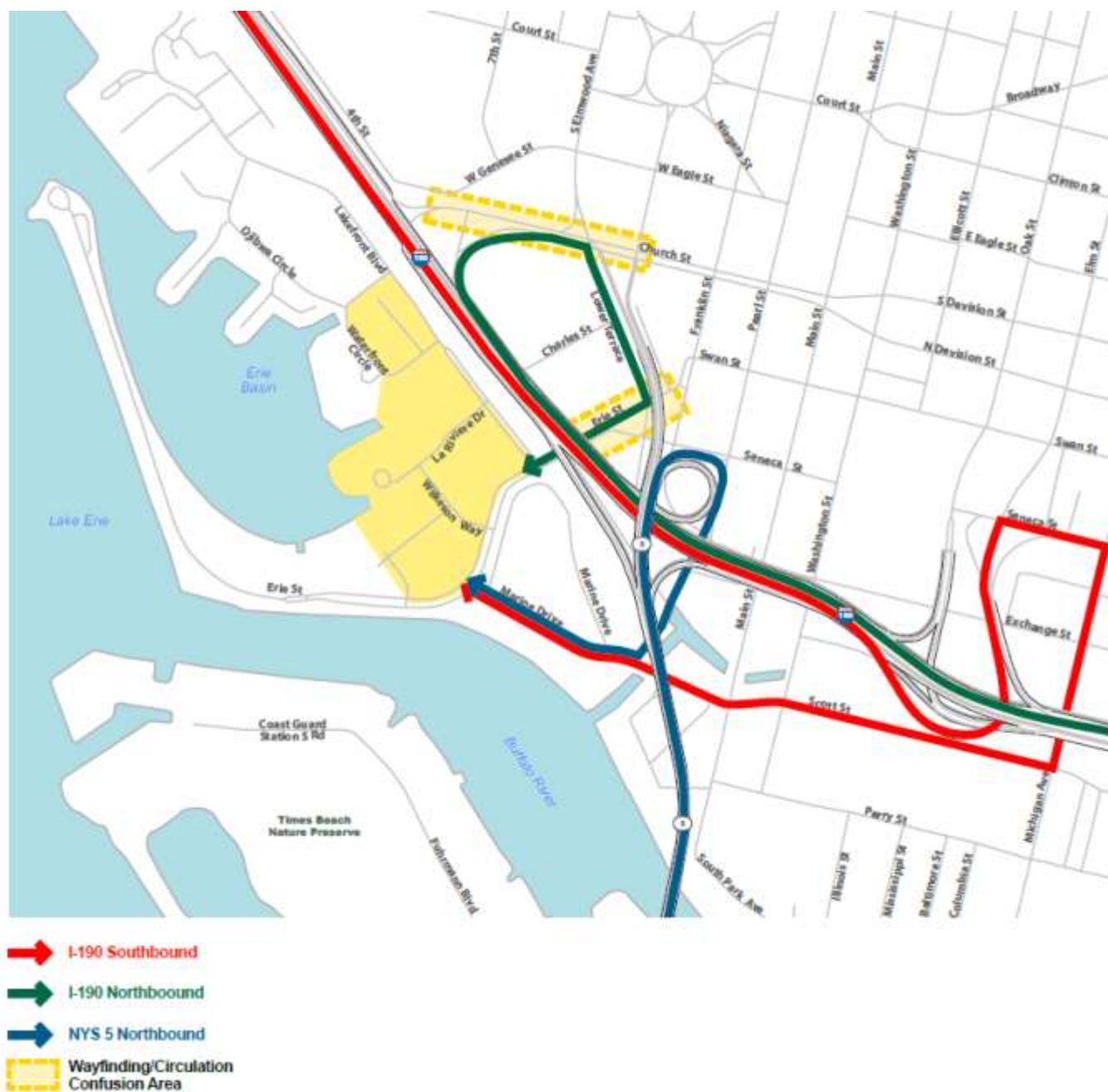
Canalside, HarborCenter, First Niagara Center, the Naval & Military Park, and the Erie Basin Marina are all within walking distance; as are light rail Metro stations on Lower Main. In the summer months, the ferry running between the Central Wharf and the Outer Harbor brings visitors to Times Beach Nature Preserve, the Buffalo Lighthouse, and other attractions to the door of Waterfront Village.



Arrival Circulation

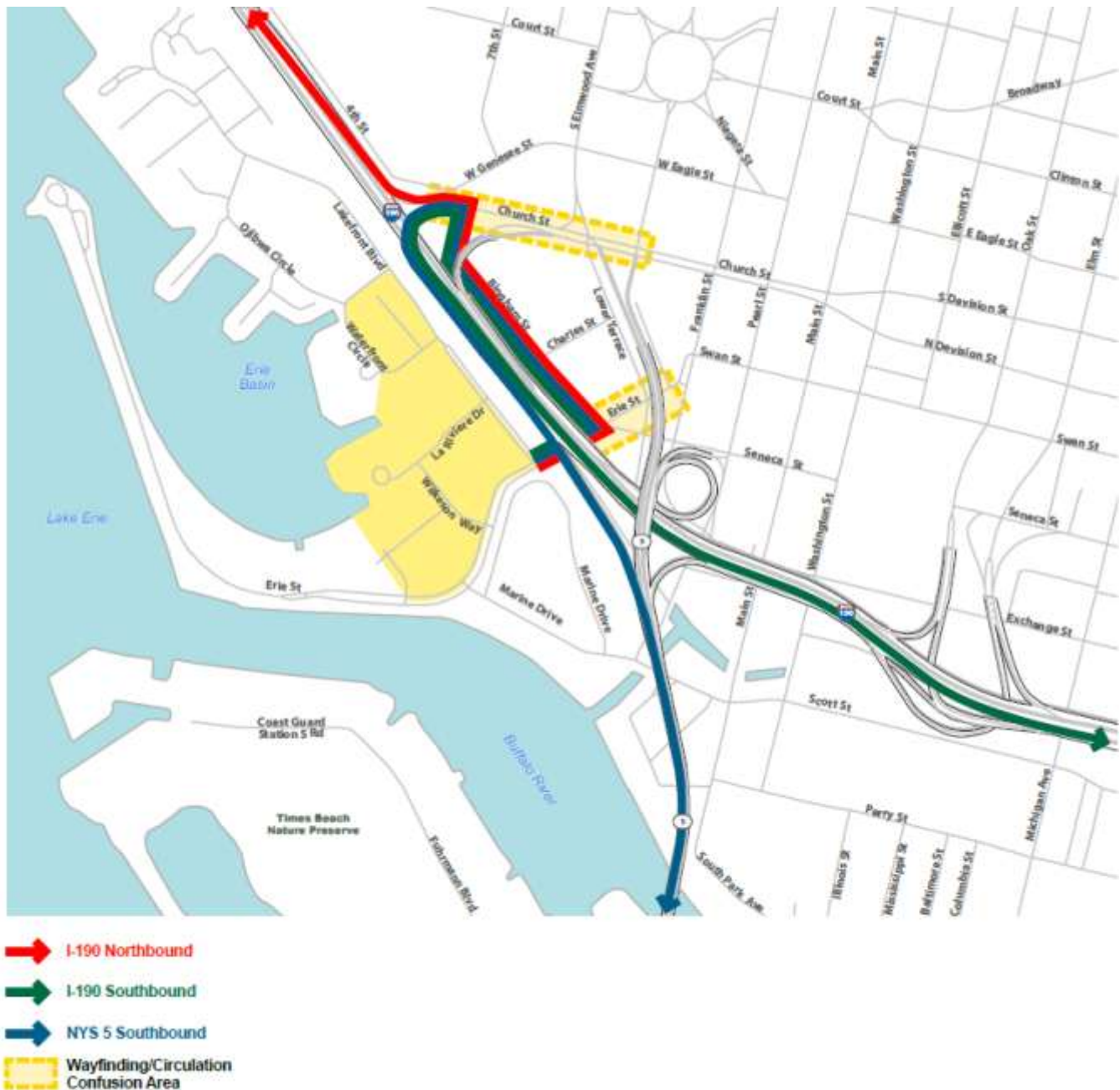
One of the difficulties in attracting development to the site has been poor access. Although several bus routes provide service to Waterfront Village and Marine Drive Apartments, most residents, workers, and visitors must rely on cars. With only two surface streets—Erie Street and Marine Drive—entering the site, vehicular access is somewhat constrained.

This is compounded by the routing which vehicles arriving from the I-190 or NYS Route 5 must take. Exiting either of these highways for a destination at the project site requires a series of switchbacks that can be confusing unless the driver is already familiar with the route.



Departure Circulation

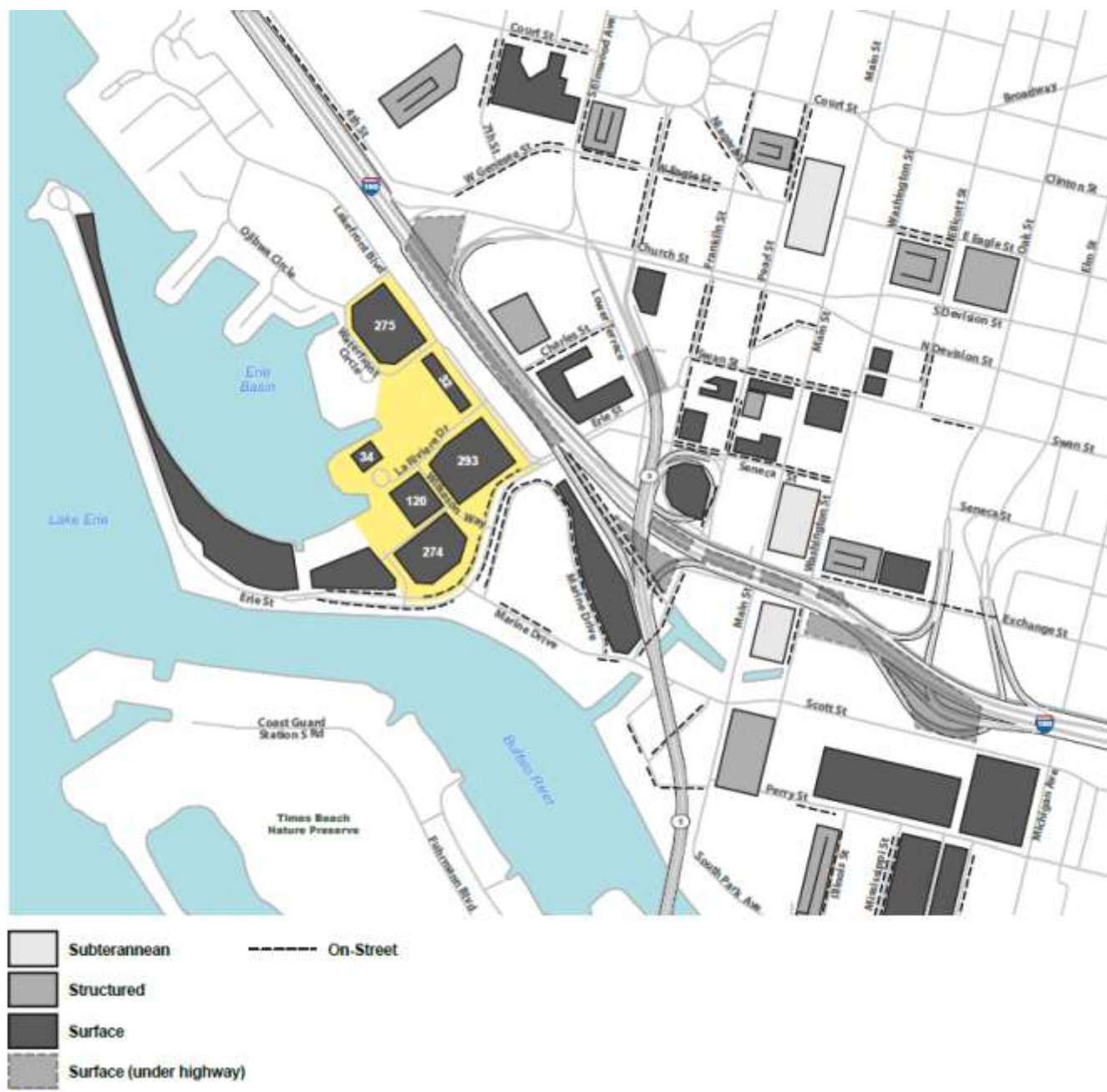
Leaving the site, particularly for drivers who wish to get on the highway, is also confusing. For those wishing to head south on either the I-190 or NYS Route 5, you must first drive north along a small road under the I-190 to reach the interchange at Church Street. For those who are unfamiliar with the street network, it can present a challenge.



Existing Parking

The project site offers a substantial amount of on-site parking, all of it in surface lots. The amount of land dedicated to surface parking far overwhelms the amount that has been developed, and remains a constraint on future opportunities. There is also very little on-street parking currently available.

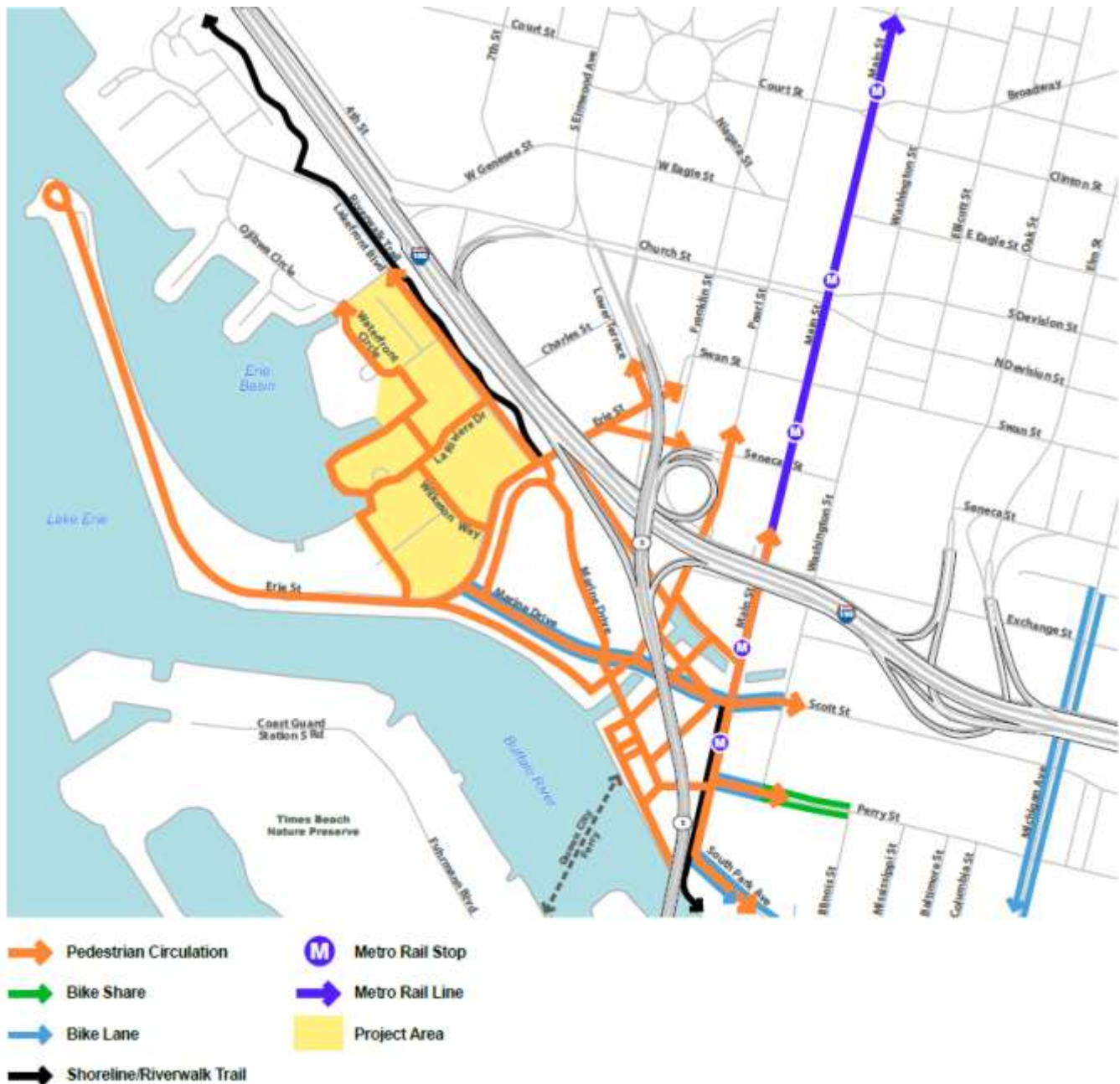
While an assessment of parking usage has shown that the amount of parking available is more than adequate for present needs, any development that occurs will have to come at the expense of surface parking lots. Replacing this, given that public transportation will remain a limited option, will require structured parking.



Pedestrian and Bike Circulation

One of the advantages of the project site is that it can attract both pedestrians and cyclists who are already in the area. With well over a million annual visitors to Canalside, the Naval & Military Park, and Erie Basin Marina, the project site has the opportunity to take advantage of existing visitors looking for additional attractions.

Waterfront access for pedestrians and cyclists is provided from the tip of Erie Basin Marina, through Canalside, alongside the DL&W Terminal, all the way to Ohio Street. A ferry now offers access to the Outer Harbor trail system during the summer months, further enlarging the market for Waterfront Village.



Original Erie Street Alignment

Ellicott Development's initial site plan placed the Carlo on vacant land and a surface parking lot fronting the curving Erie Street alignment. But in keeping with the Green Code goal of recreating the city's historic street grid, the developer was asked to relocate the building footprint to preserve as much of the original street alignment as possible.

Erie Street historically provided a sightline from its intersection with Main Street to the water. Today this view from downtown is obscured by the elevation of Erie Street where it passes over the rail line that runs below the I-190. However, reclaiming more of its historic alignment represents a step in the right direction.



Existing Project Area Parking

As noted previously, the majority of the land in the project site is devoted to surface parking. There are currently over 1,000 parking spaces spread out over six lots. Redevelopment is proposed to take place on existing surface lots, so a better understanding of parking needs is required.

Windshield surveys indicate that less than 75 percent of the available spaces are being used on an average week-day. With the proposed Carlo project slated to be built on parking Area 2, it will be critical to identify both how and where this supply can be replaced.



Weekday Parking Counts

	<i>Spaces</i>	Average		April 29 @ 10:30		May 7 @ 10:30		May 13 @ 1:30		June 9 @ 1:30	
		<i>In use</i>	<i>Rate</i>	<i>In use</i>	<i>Rate</i>	<i>In use</i>	<i>Rate</i>	<i>In use</i>	<i>Rate</i>	<i>In use</i>	<i>Rate</i>
Total	1,028	752	73%	762	74%	740	72%	751	73%	758	74%
Area 1	34	29	85%	28	82%	29	85%	30	88%	30	88%
Area 2	120	113	94%	112	93%	113	94%	113	94%	115	96%
Area 3	274	90	33%	88	32%	65	24%	99	36%	109	40%
Area 4	293	257	88%	262	89%	265	90%	251	86%	251	86%
Area 5	32	27	84%	28	88%	27	84%	22	69%	29	91%
Area 6	275	236	86%	244	89%	241	88%	236	86%	224	81%

Potential Project Area Parking

The Carlo can address its own parking needs with a 314-space ramp; but the city must find a way to replace the surface parking that will be lost, as well as accommodate future development beyond the Carlo.

Given the high construction costs for ramped parking, the objective is to not overbuild. Although a 500-space ramp

on the site of parking area 4 will reduce the total number of parking spaces by over 100, the usage rate on an average weekday would still be 83 percent, leaving adequate room to meet additional demand that may arise. To create a more urban streetscape, the number of on-street parking spaces would also be increased, which will help to match current levels at the surface lots.



Long-term Conceptual Site Plan

The site plan is focused on the 12-story Carlo hotel, which is complemented by smaller retail outlets to the north and south of the attached parking ramp.

Ellicott Development has also indicated a willingness to expand on their original footprint, and add up to three new mixed-use structures across Wilkeson Way and Erie

Street from the hotel. One of the facilities would be adjacent to the 500-space parking ramp, while the others would have surface parking to the rear.

There is also potential for development attached to the parking ramp, as well as an addition to the office complex on vacant land to the north of the existing buildings.



Proposed Building Heights

The site plan attempts to bring a more urban feel to a street that has a direct—though long lost—connection to downtown; and to fill in the gap between Canalside and the Erie Basin Marina. Adding density and a mixed-use component to this location will also help activate the existing office complex, rather than leave it in a sea of parking.

The curving Erie Street alignment would remain, but function as more of a by-pass for vehicles needing direct access to the Erie Basin Marina. The plan also improves sight lines at intersections to ensure safety, and to encourage more pedestrians to wander over from nearby attractions and enjoy the redeveloped project site.



6.3 Outer Harbor Blueprint

The Outer Harbor consists of over 400-acres of man-made land located between Lake Erie and the City Ship Canal. To the north are a Coast Guard station, small boat marina, and Times Beach Nature Preserve. South of these areas are Wilkeson Pointe, Seaway Pier, Bell Slip, and the Terminal Buildings. These lands were the focus of the planning process, which did not include sites to the south, such as the former Freezer Queen property, Buffalo Harbor State Park, or Tift Nature Preserve.

Public input on the future of the Outer Harbor has been collected in various forms for decades. Most recently, this input included dozens of public meetings with several thousand participants as part of the City of Buffalo's Green Code, Local Waterfront Revitalization Plan, and Buffalo Harbor Brownfield Opportunity Area efforts. These plans solicited and incorporated input from people across the city and region, and laid the foundation for the Outer Harbor Blueprint.

This Blueprint planning process originated in September 2013, when Governor Andrew Cuomo announced that the Niagara Frontier Transportation Authority would transfer 350 acres of largely open and underutilized land to the Erie Canal Harbor Development Corporation, whose mission and resources better positioned it to meet the challenge of enhancing and accelerating development.

Approximately 190 acres, including the Small Boat Harbor and Gallagher Beach, are now known as Buffalo Harbor

State Park, the first state park in the city. Uses for the remaining land were to be determined by a public planning process that would be led by a consultant, managed by ECHDC, and overseen by the Buffalo Waterfront Development Advisory Committee. The BWDAC included five members appointed by Governor Cuomo, and four members appointed by Buffalo Mayor Byron Brown.



Recapping Recent Progress

The Blueprint is designed to build on the many past and ongoing improvements ECHDC and the state have already announced. Although this document is focused on the Outer Harbor's future, it is important to note the progress that has been made. Recent investments include:

Southtowns Connector This project involved a series of improvements to make the waterfront accessible for pedestrian, bicycle, vehicular, and waterborne transportation – and to support new recreational and mixed-use development. Its initial phase was completed in 2010, and involved the reconfiguration of NYS Route 5 to consolidate interchanges and allow Fuhrmann Boulevard to become a landscaped parkway. The project also created an extensive network of multi-purpose trails, parking areas, water access points, and interpretive features.

Ohio Street Reconstruction ECHDC and the city funded the reconstruction of Ohio Street between downtown and the Outer Harbor. The project transformed Ohio Street into a landscaped corridor linking key areas along the Buffalo River and Old First Ward neighborhood. It includes a multi-purpose trail system with interpretive features, new street lighting, and a number of sustainability features such as permeable pavement and stormwater management to reduce environmental impacts.



Queen City Bike Ferry This was developed to allow safe and easy travel between Canalside and the Outer Harbor for cyclists and pedestrians. The service will operate for six months each year. Coming improvements include the

installation of a paved pedestrian pathway on land owned by the New York Power Authority, shelter next to the landing, signage, benches, planters, and bicycle racks.

Times Beach Nature Preserve Improvements were completed by DOT in spring 2012. To make the area more attractive while protecting this important ecosystem, DOT invested \$900,000 to create an elevated boardwalk with a decorative fence, and lighted interpretive signage along the boardwalk.



Wilkeson Pointe ECHDC invested \$3.4 million to create a public recreational space along the water's edge, which was completed in May 2013. The site improvements included shoreline enhancements, lighting and utility installations, pedestrian paths, volleyball courts, natural playgrounds, wind sculptures, and public docking.

Outer Harbor Kayak & Canoe Launch This \$14,000 project converted an outdated ferry landing into a modern, safe, and easy-to-use kayak and canoe launch. It allows paddlers of all skill ranges and ages to easily enter their water craft and launch it safely.

Outer Harbor Greenbelt Extension This \$145,000 project connected the existing greenbelt, which had stopped at the site of the former Pier restaurant, with Fuhrmann Boulevard. It was completed in July 2015, and included the construction of a new, multi-use trail adjacent to the Michigan slip.

Buffalo Harbor State Park The first state park in the city was announced in May 2014, and the new park opened in June 2015 after \$15 million in enhancements were completed. This included the construction of a new nautical-themed playground, picnic pavilions, an event platform, new paths, restrooms, and improved lighting. Additional improvements are scheduled for the coming years.

Safe Harbor Marina A new marina operator was announced in April 2015, resulting from an RFP process for leasing and maintaining the state-owned property. Safe Harbor will invest \$10 million in marina improvements and construct a full service restaurant. Plans include upgrading slips, improving electrical and water service, and adding other amenities. Under terms of the proposed lease, Safe Harbor will oversee the 1,037-slip marina, 8,000-square-foot restaurant and administration building, 214 parking spaces, bait shop, and storage facilities at the park.

Gallagher Beach Improvements were completed in spring 2012 by the New York State Department of Transportation. The \$500,000 project added a new pavilion, boardwalk improvements, picnic tables, chess tables, and bike racks, turning Gallagher Beach into a multi-functional gathering place for visitors.



Tifft Pier and Industrial Heritage Trail This \$4.3 million project provided waterfront access to previously neglected areas along Fuhrmann Boulevard. At Tift Street, a new fishing pier, boardwalk area, seating, and provisions for public art were installed. The Industrial Heritage Trail along Fuhrmann Boulevard received a series of historical interpretive markers that tell the story of how Buffalo's working waterfront contributed to the growth of the Outer Harbor.

Union Ship Canal This \$2 million project was completed in 2012, and enhanced access for fishing by constructing an ADA-compliant boardwalk and promenade. Other enhancements include benches, architectural lighting, a decorative rail that depicts Buffalo's industrial past, and heritage markers describing the Union Ship Canal area.

Guiding Principles

The BWDAC established four "guiding principles" to serve as the foundation for the planning process:

Public Access

- Activate water edges for public use
- Maintain scenic views
- Promote year-round public use and access
- Offer a welcoming and safe environment
- Facilitate multiple modes of access (pedestrian, bike, water taxi, circulator, public transit)
- Ensure handicapped accessibility

Diverse Uses and Users

- Offer multiple things to see and do (green space, public places, recreational activities, public art activities)
- Design a destination that attracts visitors as well as residents
- Promote a wide variety of land and water activities that complement each other
- Emphasize a mix of land uses

Quality Planning and Design

- Lead a comprehensive and collaborative planning process with opportunities for public participation and review
- Create a remarkable and regionally significant waterfront.
- Design for all seasons
- Ensure green/sustainable building and site development practices
- Consider investments that improve lake quality, reduce stormwater overflows, save energy, and improve traffic flow and safety
- Pursue a phased development strategy

Financial Payback

- Pursue long-term economic self-sufficiency
- Attract follow-on private investment
- Focus investment to optimize economic, social, and environmental benefits
- Create jobs for local residents
- Pursue economic benefits from tourism
- Ensure Equal Employment Opportunity
- Prioritize development that does not compete with existing efforts downtown

Site Analysis

As a second step in the planning process, ECHDC issued a Request for Proposals for an interdisciplinary team with “expertise in community engagement, mixed-use and waterfront planning and urban design, financial and market feasibility analysis, cost estimation, and familiarity with the local economy and geographic region.” This RFP resulted in the selection of a team led by Perkins+Will, a firm recognized for its work planning cold-weather waterfronts.

The team began by studying the existing site conditions of the Outer Harbor, its geographic and economic context, and the many plans and opportunities for public input that had preceded the Blueprint. This examination resulted in the publication of an Existing Conditions Report.

The team was able to identify a number of opportunities and constraints that must be considered in determining the future of the Outer Harbor. It will be critical to overcome constraints with innovative solutions, and to capitalize on opportunities in a manner that is sensitive and informed. Any future vision for the Outer Harbor must be set in the context of these interrelated factors, which includes the site's history, access and mobility, environmental issues, and the market for redevelopment.

Community Engagement

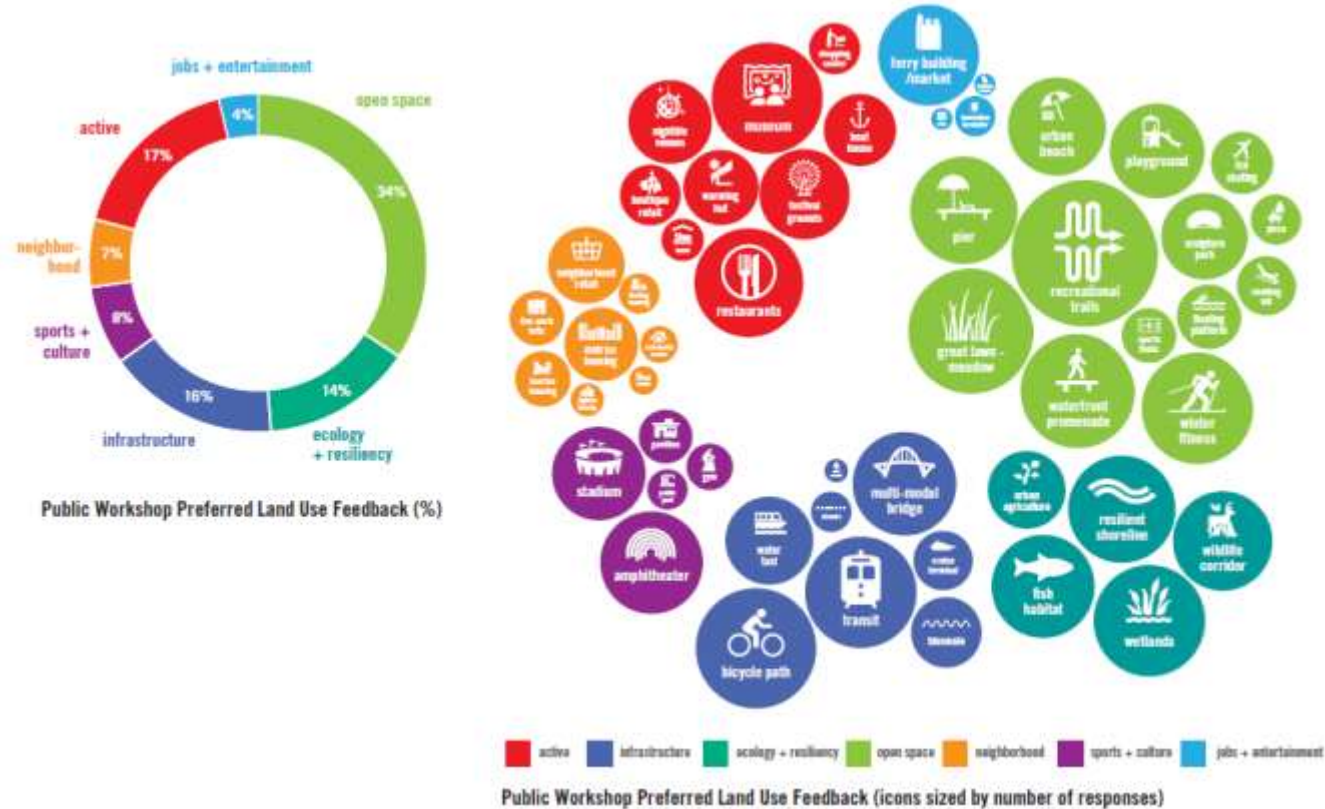
Round 1 Following the release of the Existing Conditions Report, three public meetings were held on July 9, 10, and 12, 2014 to present findings and allow the community to share their ideas. These meetings were attended by approximately 600 persons, and provided an engaging, hands-on experience for participants. Many key themes and takeaways arose over the course of the three meetings. The input allowed the team to gauge the community's preferences for the types and distribution of different land uses at the Outer Harbor, and to create an outline of uses as the basis for developing alternative design strategies in the next phase of the project.



Round 2 Based on the public input, two additional meetings were held on August 6, 2014, where alternatives for the Outer Harbor were presented. More than 400 participants were given a scorecard and asked to rate their favorite elements within the three alternatives. As a result of this feedback, a series of key public preferences emerged. These results were used in the development of a preferred concept, which incorporated the community's favored design strategies and features across the three approaches, tempered by the guiding principles and more detailed feasibility analysis.

Round 3 A Draft Concept Plan was presented to the community at an open house on September 9, 2014, which was attended by over 300 persons. After a presentation of the overarching themes and an explanation of how these were derived from community input at the

previous open houses, participants were encouraged to visit information stations and then assemble in groups to discuss and comment on the plan. Following the open house, the information was displayed at the Central Library to give persons who were unable to attend an opportunity to review the draft.



Draft Concept Plan

The Draft Concept Plan was designed to:

- Explore creative development options, such as a bridge over the City Ship Canal, fishery islands, museums, beaches, and a new waterway connection from Lake Erie to the City Ship Canal.
- Illustrate a potential development scenario, including the number of residential units, size and shape of buildings, and road layout.
- Provide an order-of-magnitude financial projection to help establish priorities and identify early-action implementation items.

It offered a comprehensive and detailed long-term vision for an active, livable place with an emphasis on open space, waterfront access, wildlife protection, and neighborhoods infused with cultural and recreational activities. Key recommended uses included three new neighborhoods; restaurants and nightlife; an outdoor amphitheater; an indoor market hall and recreation center; a signature museum; a public promenade; and a “Great Lakes Park” with a destination playground. Major infrastructure investments included a multi-modal lift bridge connecting to the Inner Harbor; shoreline softening to support fish populations, views, and direct water access; and a proposed canal between Lake Erie and the City Ship Canal for kayaks and canoes.

The feasibility of these improvements relied on support from economic activities related to the proposed mixed-use development. The plan also preserved a vast amount of open space and waterfront access at Buffalo Harbor State Park and Times Beach Nature Preserve. Taking these locations into account, the plan proposed using only seven percent of all land for development—a low share compared to most urban waterfronts.

Many community members and meeting participants expressed excitement and support; while others disagreed with particular plan features, and asked to extend

the timeline for providing input. Concerns were most commonly associated with the amount of residential development; the extent to which the waterfront was to remain publicly accessible; the thoroughness of the environmental review process; and the degree to which impacts on wildlife and natural resources would be mitigated.

As a result, the Perkins+Will team continued to refine the Draft Concept Plan based on public input, along with other ongoing technical and financial analyses related to implementation. These deliberations caused ECHDC to extend the timeline to consider different approaches that might prove financially and environmentally feasible, while still allowing for additional public input.



Outer Harbor Blueprint

In undertaking this planning process, BWDAC and the Perkins+Will team received an extraordinary amount of public input, with many strong opinions becoming clear. As a result of this input and further study of existing conditions, the team has reached several important decisions.

The first decision represents a commitment to maintaining the momentum of the Inner Harbor, which presents the highest potential for economic development in the near-term.

The second decision is that the long-term future of the Outer Harbor should be guided by high-level land use recommendations, closely aligned with and folded into the city's ongoing planning efforts regarding its Land Use Plan and Unified Development Ordinance (Green Code), the Local Waterfront Revitalization Plan, and the Buffalo Harbor Brownfield Opportunity Area.

The third decision is that while development discussions and reviews proceed, ECHDC will continue building on recent momentum at the Outer Harbor by investing \$5 million in short-term improvements, all of which are compatible with the long-term vision. Future decisions regarding the balance of green space with private development will be enhanced by encouraging more visitors to experience the Outer Harbor and envision it as a vital part of the city.

Based on feedback to the Draft Concept Plan, BWDAC identified additional work that will be necessary, such as researching financing sources; studying developer interest; and providing ongoing opportunities for public input, particularly regarding environmental impacts. Consequently, these three decisions are all based on the following principles:

Respect – acknowledge, support, and protect efforts that have been made over past 25 years, such as at Times Beach, Buffalo Main Lighthouse, and Wilkeson Pointe

Activate – target redevelopment to a few key locations, and work to establish the public/private partnerships that will be necessary to initiate and sustain these efforts

Connect – tie together destinations along the Outer Harbor from Buffalo Main Lighthouse to Gallagher Beach on both the land and water sides

Recommit to the Inner Harbor

The many Outer Harbor projects either underway or under consideration will continue the positive momentum in recapturing the city's waterfront for public use and increasing its viability as an economically healthy metro area.

It is increasingly important to provide the kinds of attractions that promote Buffalo as a great place to live, work, and play, and make it appealing to an economically, culturally, and generationally diverse market. Enhancing the Outer Harbor will be an important part of this effort to attract more businesses and residents to the city.

In this spirit, ECHDC and the city are recommitting efforts to focus near-term private development at Canalside and the Inner Harbor. While the Outer Harbor still requires significant public investments to attract development, the Inner Harbor represents a cost-effective opportunity to continue rebuilding the city's downtown core.

At ECHDC, this focus will include the redevelopment of the Aud Block into the Explore & More Children's Museum. Set to open in 2018, it will anchor the area along the Commercial Slip. With 200,000 annual visitors, the Museum will contribute to the year-round offerings at Canalside. Additional mixed-use development on the South Aud Block will add retail, restaurants, office, and residential.

The southern portion of the Donovan Block is envisioned as a mixed-use building with a signature restaurant on the ground floor. Filling in the space between One Canalside and HarborCenter, the building will complete the east side of Main Street. With the State's commitment of \$9 million toward the Children's Museum, these development projects are expected to generate between \$100 and \$150 million of private and philanthropic investment.

ECHDC will also be enhancing the public space with an extension of the Central Wharf's wooden boardwalk. The popular waterfront esplanade will see over \$2 million worth of improvements, including an enhanced beach area, landscaping, railing, and service for seasonal businesses.

For the city, there is renewed focus on the historic parcels nearest the Central Wharf. These efforts are consistent with the ECHDC General Project Plan for Canalside that was adopted after extensive public input. It is expected that the city will select a preferred developer for the entire four-acres consisting of several small parcels.

Take a Long-Term View for the Outer Harbor

Based on input from the community, city, and BWDAC, along with the advice of its consultant team, ECHDC is advancing high-level land use designations and recommending their incorporation into the city's new Land Use Plan and Unified Development Ordinance, collectively known as the Green Code.

By aligning the Blueprint with the Green Code, ECHDC is able to provide specific development guidelines that will direct the community's vision for the Outer Harbor while allowing flexibility in the scale, mix, and distribution of uses proposed for different sites. With the Green Code serving as a 20-year framework, a built-in process will exist for re-evaluating these designations when developments are proposed, and for determining whether the scope and patterns align with the community's vision.

Rather than trying to predict or prescribe every element of the Outer Harbor's future, this approach will ensure agreement on broad priorities, allow for incremental progress, and provide ample opportunities for continued public input and environmental reviews along the way.

The following recommendations are offered to begin this process:

- Focus redevelopment on the Terminal Buildings at the foot of Ohio Street and the NYPA parcel
- Maintain the balance of the Outer Harbor as open space in the interim, with specific uses to be determined in the future based on the Green Code
- Preserve public access at all points along the lake-front and the City Ship Canal



Once these land use designations are incorporated into the city's draft Green Code, they will be subject to additional review and public input under the GEIS to support the Land Use Plan, Unified Development Ordinance, LWRP, and Buffalo Harbor BOA.

This process will further vet these land use designations and identify any possibility for negative environmental impacts that would be created if unmitigated. ECHDC will also be required to demonstrate that it has satisfied all obligations under the State Environmental Quality Review Act by preparing plan-specific supplementary environmental reviews for each proposed development.

The full realization of open space improvements and private development will take many years. A realistic assessment—taking into account known constraints, historically slow economic growth, the need for additional public financing, and the sheer size of the site—implies that the most effective future for this land will be based on incremental progress and regularly revisiting current planning assumptions.

Target Strategic Improvements

Since public open space emerged as a clear priority during the planning process, the long-term land use recommendations will be accompanied by a series of short-term investments to improve access and create opportunities for residents and visitors to more fully access and enjoy the Outer Harbor.

Investing in open space will continue the Outer Harbor's positive momentum, demonstrate the resolve of ECHDC's commitment, and allow the public to enjoy widely-supported improvements to accessibility and activities.

ECHDC has received a \$5 million commitment from Governor Cuomo to support an initial round of open space improvements, all of which are compatible with the long-term Outer Harbor vision, and capable of being absorbed into future developments.

Investments in public amenities and infrastructure will encourage greater use, and increase the viability of subsequent private development. When this happens, some of the initial public investment may be recouped through land disposition proceeds and other development-related tax revenues from areas where development is permitted under the Green Code.

Proposals for initial targeted improvements include:

- Creating a **Visitor's Center** with pedestrian and bicycle amenities, to take advantage of the existing views and availability of parking at the Bell Slip. A pair of **overlooks** would be developed nearby to encourage birding, painting, photography, and astronomy.
- Studying the potential for a **wildlife corridor** between Times Beach and Tifft Nature Preserves; and installing an **osprey-nesting platform** at Times Beach.
- Transforming the **Seaway Pier** into a multi-use flex space, building on the success of Wilkeson Pointe. The 8-acre site will be cleared, capped and graded to accommodate an adult workout area, ropes course, foot/bicycle paths (doubling as cross-country ski trails), cantilevered trail section (doubling as a fishing pier), deck, beach, beer garden, and games zone (horseshoes, bocce courts, petanq, shuffleboard, volleyball). The site will also include recreational fields or pollinator fields and seasonal floating docks, safety ladders and life rings.
- Extending a **Southern Bike Trail** around the Terminal Buildings to complete the Greenbelt loop, with benches, trash cans, bike racks, and other features. New mountain bike facilities will provide additional off-road trails.
- Operating a **seasonal trolley** along Fuhrmann Boulevard between Gallagher Beach and Buffalo Main Lighthouse.
- Installing **signage** to highlight key public locations and distances, with consideration for additional interpretive signs.

In conjunction with these permanent improvements, ECHDC also intends to facilitate other temporary uses of public space, such as art installations, bicycle rentals, outdoor film screenings, and pop-up events. As additional public and private funds become available, ECHDC will develop further plans for public investments in accordance with community priorities.



7 SITE PROFILES

The following site profiles describe the size and condition of vacant, abandoned, or underutilized parcels within three strategic locations: the Outer Harbor, Waterfront Village, and the Cobblestone District.

This compendium is based on review of existing or historical records and reports; aerial photographs; existing environmental site investigations; remedial investigations and feasibility studies; field observations; government records; private environmental databases; and Sanborn Fire Insurance maps.

The city elected not to pursue Phase II site assessments based on the Buffalo Urban Development Corporation's experience with the South Buffalo BOA. BUDC and their consultant found that few private property owners are interested in these assessments unless they are ready to redevelop. Otherwise, the potential liability incurred by identifying site contamination becomes a deterrent. If there are any property owners who indicate a willingness to participate in the future, we will identify work with them to identify funding to carry out these assessments.

LIST OF PROFILES

Outer Harbor

Connecting Terminal
Wilkeson Pointe
Erie Canal Harbor Development Corporation
Port of Buffalo
Queen City Landing
Holcim Cement

Waterfront Village

Open Space
Surface Parking

Cobblestone District

DL&W Terminal
Surface Parking
Lockhouse Distillery & Bar
Residential Parcel
Surface Parking
United/Richter Electric Motors
JH Dodman Company
Sterling Industry
Milo's Diner
Povinelli Grinding Service
Surface Parking
Surface Parking
HSBC Atrium

Connecting Terminal

Address:	2 and 32 Fuhrmann
Owner:	Erie Canal Harbor Development Corporation
Acres:	16.1
Zoning:	N-2E
Property class:	340 (vacant industrial); 570 (marina)
Special district:	None

Site criteria

Key building:	Yes
Major facility:	No
Underutilized:	Yes
Vacant:	Portions
Brownfield:	Yes
Strategic site:	Yes

Utilities

Water:	Buffalo Water Authority
Sewer:	Buffalo Sewer Authority
Natural gas:	National Fuel
Electric:	National Grid
Phone:	Verizon
High speed data:	Time Warner

Adjacent uses

North:	U.S. Coast Guard Station
East:	Buffalo River
South:	Marina and boat storage
West:	Times Beach Nature Preserve; Wilkeson Pointe

Access

Highways:	NYS 5 (0.25 mile)
Rail service:	None
Bus route:	None



Property description

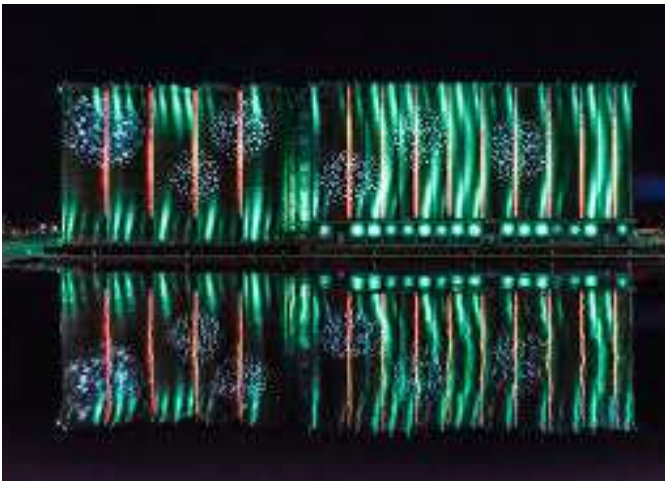
Previous use:	Connecting Terminal elevator complex; chemical storage; rail lines
Current use:	Marina and boat storage
Existing structures:	Abandoned grain elevator: unknown construction date; poor condition Storage building: single story; unknown construction date; fair condition
Notes:	Connecting Terminal elevator is being used to project lighting displays for viewing across Buffalo River at Canalside

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	Closed; unknown amount of raw sewage spilled impacting soil
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Portion of site accommodates Queen City Bike Ferry, providing access between Outer Harbor and Canalside. Long-term uses include adaptive re-use of former grain elevator, mixed-use development, and open space.



Wilkeson Pointe

Address: 175 and 225 Fuhrmann
Owner: Erie Canal Harbor Development Corporation
Acres: 15.6
Zoning: N-2E
Property class: 590 (park)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: Portions
Brownfield: Yes
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Times Beach Nature Preserve
East: Marina
South: Vacant
West: Lake Erie

Access

Highways: NYS 5 (0.25 mile)
Rail service: None
Bus route: None



Property description

Previous use:	Former storage facility for New York Power Authority ice boom;
Current use:	Public park (south and west) with launching dock for canoes and kayaks; vacant land (north and east)
Existing structures:	Small restroom facility and maintenance shed: built in 2013; excellent condition
Notes:	NA

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	Closed; unknown amount of gasoline impacting soil and groundwater
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Possible expansion of park and recreational uses into vacant portion of site.



Erie Canal Harbor Development Corporation

Address: 275, 461, and 525 Fuhrmann
Owner: Erie Canal Harbor Development Corporation
Acres: 77.3
Zoning: N-2E, D-OG
Property class: 340 (vacant industrial); 570 (marina); 840 (transportation)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: Yes
Brownfield: Portions
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Wilkeson Pointe
East: NYS 5
South: Port of Buffalo
West: Lake Erie

Access

Highways: NYS 5 (0.25 mile)
Rail service: None
Bus route: None



Property description

Previous use:	Shipping piers and rail lines; municipal waste disposal; marine construction; restaurant and nightclub
Current use:	Greenway Nature Trail; vacant land; open space; seasonal outdoor concert venue
Existing structures:	None
Notes:	NA

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	NA
NYSDEC remediation database:	Classification N - Brownfield Cleanup Program; NFTA withdrew BCP application in 2006; contaminants known or suspected to affect soil, ground water, and surface waters include SVOC's, metals, and PCBs
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Park, open space, and recreational uses—with limited residential, commercial, and retail—as detailed in ECHDC's Outer Harbor Blueprint



Port of Buffalo

Address:	901 Fuhrmann
Owner:	Erie Canal Harbor Development Corporation
Acres:	91.3
Zoning:	D-OG, N-1S
Property class:	448 (pier/wharf)
Special district:	None

Site criteria

Key building:	Yes
Major facility:	No
Underutilized:	Yes
Vacant:	Yes
Brownfield:	Yes
Strategic site:	Yes

Utilities

Water:	Buffalo Water Authority
Sewer:	Buffalo Sewer Authority
Natural gas:	National Fuel
Electric:	National Grid
Phone:	Verizon
High speed data:	Time Warner

Adjacent uses

North:	Vacant open space
East:	NYS 5
South:	Vacant industrial
West:	Lake Erie

Access

Highways:	NYS 5 (0.5 mile)
Rail service:	CSX (0.1 mile)
Bus route:	None



Property description

Previous use:	Ford Motor Plant; Port of Buffalo; municipal waste disposal
Current use:	Vacant land and structures; portions used for storage
Existing structures:	Terminal A: two-story industrial; 490,000 sf; built in 1930s; fair condition Terminal B: one-story warehouse; 95,000 sf; built in 1970s; good condition
Notes:	NA

Environmental history

Bulk storage facility:	Several aboveground and underground tanks have been closed and removed; one 300 gallon aboveground steel tank, and one 6,000 gallon underground fiberglass tank remain in service
Hazardous waste generator:	Large Quantity Generator, reported in 2001
NYSDEC spill event site:	Unknown amount of petroleum affecting soil; nine recorded spill events from 1987 to 2010 with fuel oil, gasoline, diesel and asbestos impacting surface water, groundwater and soil; status: closed
NYSDEC remediation database:	Ongoing hazardous waste remediation project registered as Class 2 Superfund Site on 6-acre site (Radio Tower Area) near parking area. Classification C - Environmental Restoration Program associated with 90-foot wide Greenway Nature Trail; remediation completed and Certification of Completion issued by NYSDEC in 2012.
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Adaptive re-use of Terminal A into mixed-use / secondary employment center, with complementary infill development adjacent to site



Queen City Landing

Address: 975 Fuhrmann
Owner: Queen City Landing LLC
Acres: 15.7
Zoning: N-1S
Property class: 710 (manufacturing)
Special district: None

Site criteria

Key building: Yes
Major facility: No
Underutilized: Yes
Vacant: Yes
Brownfield: Yes
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Port of Buffalo
East: NYS 5
South: Buffalo Harbor State Park
West: Lake Erie

Access

Highways: NYS 5 (0.75 mile)
Rail service: None
Bus route: None



Property description

Previous use:	Freezer Queen food manufacturing and warehouse
Current use:	Vacant structure and land
Existing structures:	Six-story building; built in 1927; 273,000 sf; poor condition
Notes:	NA

Environmental history

Bulk storage facility:	All tanks have been closed and removed
Hazardous waste generator:	NA
NYSDEC spill event site:	Closed; unknown amount of hydraulic oil spilled, impacting water
NYSDEC remediation database:	Classification A - Brownfield Cleanup Program; contamination at site is from use of various sources of urban fill and presence and use of petroleum products
Notes:	Necessary remediation should be completed under Brownfield Cleanup Program

Redevelopment potential

Current plans by owner involve demolition of existing structure and construction of 23-story mixed-use tower with structured/underground parking and other site amenities.



Holcim Cement

Address: 1751 and 1775 Fuhrmann
Owner: LaFargeHolcim Ltd
Acres: 45.1
Zoning: D-C, D-IL
Property class: 710 (manufacturing)
Special district: None

Site criteria

Key building: Yes
Major facility: No
Underutilized: Yes
Vacant: Portions
Brownfield: Yes
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Buffalo Harbor State Park
East: NYS 5
South: Union Ship Canal
West: Lake Erie

Access

Highways: NYS 5 (0.25 mile)
Rail service: None
Bus route: None



Property description

Previous use:	Grain elevators; coal and shale storage; cement manufacturing and storage; rail lines
Current use:	Cement storage
Existing structures:	Multiple buildings and silos of varying age and size; most are in fair condition
Notes:	

Environmental history

Bulk storage facility:	One 4,000 gallon aboveground steel tank remains in use
Hazardous waste generator:	NA
NYSDEC spill event site:	Closed; PCB oil, 4 gallons of hydraulic oil, and 4 gallons of motor oil spilled, impacting soil
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Underutilized portions of site provide redevelopment potential as light industrial or flex commercial



Waterfront Village Open Space

Address: 10, 15, and 9999 LaRiviere; 28 and 30 Waterfront Circle
Owner: Buffalo Urban Renewal Agency
Acres: 4.8
Zoning: N-1C (Mixed-use Core)
Property class: 350 (urban renewal vacant)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: Yes
Brownfield: No
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Waterfront Village
East: I-190
South: Marine Drive Apartments
West: Erie Basin Marina

Access

Highways: I-190 (0.75 mile)
Rail service: None
Bus route: None



Property description

Previous use:	Portions existing, portions created with fill as part of Erie Basin Marina
Current use:	Vacant land, green space, public access to water
Existing structures:	None
Notes:	

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	Closed; unknown petroleum and diesel
NYSDEC remediation database:	Classification N - Voluntary Cleanup Program application submitted in 1998 and withdrawn in 1999, with no further studies conducted under the program
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Combine with other BURA-owned parcels to support development of mixed-use commercial space with structured parking



Waterfront Village Surface Parking

Address: 20 and 100 Lakefront; 4 Waterfront Circle; 20 Wilkeson Way
Owner: Buffalo Urban Renewal Agency
Acres: 11.0
Zoning: N-1C (Mixed-use Core)
Property class: 331 (urban renewal parking)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: No
Brownfield: No
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Waterfront Village
East: I-190
South: Marine Drive Apartments
West: Erie Basin Marina

Access

Highways: I-190 (0.75 mile)
Rail service: None
Bus route: None



Property description

Previous use:	Portions existing, portions created with fill as part of Erie Basin Marina
Current use:	Surface parking
Existing structures:	None
Notes:	

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	Closed; unknown petroleum and unidentified material
NYSDEC remediation database:	Classification A - Brownfield Cleanup Program; contaminants known or suspected to affect soil, ground water, and surface waters include PAH's and metals; various contaminants found to exceed Commercial, Restricted-Residential, and Unrestricted-Use soil cleanup objectives
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Combine with other BURA-owned parcels to support development of mixed-use commercial space with structured parking



DL&W Terminal

Address: 15 Main Street
Owner: Niagara Frontier Transportation Authority
Acres: 8.5
Zoning: N-1C (Mixed-use Core)
Property class: 841 (motor vehicle services)
Special district: None

Site criteria

Key building: Yes
Major facility: Yes
Underutilized: Yes
Vacant: No
Brownfield: Yes
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Mixed-use; parking
East: Seneca Buffalo Creek Casino
South: Buffalo River
West: Canalside

Access

Highways: I-190 and NYS 5 (1.0 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.25 mile)



Property description

Previous use:	Former DL&W rail terminal; passenger concourse demolished in 1971
Current use:	NFTA maintenance facility on ground level; vacant on second level
Existing structures:	Two-story brick structure; built in 1917; 121,000 sf; good condition
Notes:	Adjacent to Cobblestone Historic District

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	Closed; unknown amount of waste oil and used oil spilled, impacting groundwater
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

NFTA has proposed extending Light Rail line into ground floor of facility, to generate interest in commercial redevelopment of second story



Surface Parking Lots

Address: 25 Mississippi; 125 Perry
Owner: Buffalo Urban Renewal Agency
Acres: 4.8
Zoning: N-1C (Mixed-use Core)
Property class: 438 (parking lot)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: No
Brownfield: No
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Surface parking
East: Surface parking
South: DL&W Terminal
West: Mixed-use commercial

Access

Highways: I-190 and NYS 5 (1.0 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.25 mile)



Property description

Previous use:	W.A. Case and Son Manufacturing; Lehigh Valley Railroad Freight Houses; rail lines
Current use:	Surface parking
Existing structures:	None
Notes:	

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	NA
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Site offers infill development potential if alternate parking opportunities are identified; also within footprint of potential location for downtown football stadium



Lockhouse Distillery & Bar

Address: 41 Columbia
Owner: 4100 Group LLC
Acres: 0.8
Zoning: N-1C (Mixed-use Core)
Property class: 449 (warehouse)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: No
Vacant: No
Brownfield: Yes
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Surface parking
East: Seneca Buffalo Creek Casino
South: DL&W Terminal
West: Surface parking

Access

Highways: I-190 and NYS 5 (1.0 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.25 mile)



Property description

Previous use:	Wagon and truck house; commercial stores; Nicholson and Hall manufacturing.
Current use:	Distillery and bar
Existing structures:	Two-story structure; built in 1920; 25,400 sf; good condition
Notes:	

Environmental history

Bulk storage facility:	One previous tank has been closed and removed
Hazardous waste generator:	NA
NYSDEC spill event site:	Closed; 50 gallons of fuel oil spilled, impacting groundwater
NYSDEC remediation database:	NA
Notes:	NA

Redevelopment potential

Site was recently converted from industrial to commercial use; is within footprint of potential location for downtown football stadium



Residential parcel

Address: 190 South Park
Owner: Marian Nugent
Acres: 0.1
Zoning: N-1C (Mixed-use Core)
Property class: 220 (two-family residential)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: No
Brownfield: No
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Lockhouse Distillery
East: Lockhouse Distillery
South: DL&W Terminal
West: Lockhouse Distillery

Access

Highways: I-190 and NYS 5 (1.0 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.25 mile)



Property description

Previous use:	None
Current use:	Residential
Existing structures:	2.5-story aluminum-sided structure; built in 1877; 2,500 sf; fair condition
Notes:	

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	NA
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Existing residential unit surrounded by Lockhouse Distillery; within footprint of potential location for downtown football stadium



Surface Parking Lots

Address: 84 and 88 Michigan; 143 Perry
Owner: Hockey Western New York
Acres: 1.9
Zoning: N-1C (Mixed-use Core)
Property class: 330 (vacant commercial); 340 (vacant industrial)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: No
Brownfield: Portions
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Surface parking
East: Seneca Buffalo Creek Casino
South: Commercial
West: Surface parking

Access

Highways: I-190 and NYS 5 (1.0 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.25 mile)



Property description

Previous use:	White Company, manufacturers of edge tools and machine knives; commercial stores; residential dwellings
Current use:	Surface parking
Existing structures:	None
Notes:	

Environmental history

Bulk storage facility:	All previous tanks have been closed and removed
Hazardous waste generator:	NA
NYSDEC spill event site:	Closed; unknown amount of tetrachlorethane, lube oil, and gasoline spilled, impacting groundwater
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Site offers infill development potential if alternate parking opportunities are identified; also within footprint of potential location for downtown football stadium



United/Richter Electric Motors

Address: 106 Michigan
Owner: United Electric Motors
Acres: 0.4
Zoning: N-1C (Mixed-use Core)
Property class: 449 (warehouse)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: No
Vacant: No
Brownfield: No
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Commercial
East: Seneca Buffalo Creek Casino
South: Surface parking
West: Surface parking

Access

Highways: I-190 and NYS 5 (0.75 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.25 mile)



Property description

Previous use:	Wholesale groceries, feed, and produce; transient stable
Current use:	Warehouse
Existing structures:	One-story brick structure; built in 1880; 9,700 sf; fair condition
Notes:	

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	NA
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Continued operation or adaptive reuse of existing building to support mixed-use commercial; within footprint of potential location for downtown football stadium



JH Dodman Company

Address: 116 Michigan
Owner: TMAC Holdings LLC
Acres: 0.2
Zoning: N-1C (Mixed-use Core)
Property class: 446 (cold storage)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: No
Vacant: No
Brownfield: No
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Commercial
East: Seneca Buffalo Creek Casino
South: Commercial
West: Surface parking

Access

Highways: I-190 and NYS 5 (0.75 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.25 mile)



Property description

Previous use:	Wholesale groceries
Current use:	Cold storage and food warehouse
Existing structures:	Two-story brick structure; built in 1950; 8,000 sf; good condition
Notes:	

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	NA
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Continued operation or adaptive reuse of existing building to support mixed-use commercial; within footprint of potential location for downtown football stadium



Sterling Industry

Address: 118 Michigan
Owner: Joseph and Michael Madia
Acres: 0.2
Zoning: N-1C (Mixed-use Core)
Property class: 449 (warehouse)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: No
Brownfield: No
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Commercial
East: Seneca Buffalo Creek Casino
South: Commercial
West: Surface parking

Access

Highways: I-190 and NYS 5 (0.75 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.25 mile)



Property description

Previous use:	Automobile storage
Current use:	Warehouse
Existing structures:	Two-story brick structure; built in 1920; 14,600 sf; fair condition
Notes:	

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	NA
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Continued operation or adaptive reuse of existing building to support mixed-use commercial; within footprint of potential location for downtown football stadium



Milo's Diner

Address: 126 Michigan
Owner: Anthony Prendergast
Acres: 0.1
Zoning: N-1C (Mixed-use Core)
Property class: 422 (diner)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: No
Brownfield: No
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Surface parking
East: Seneca Buffalo Creek Casino
South: Commercial
West: Surface parking

Access

Highways: I-190 and NYS 5 (0.75 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.25 mile)



Property description

Previous use:	Bank
Current use:	Diner
Existing structures:	One-story brick structure; built in 1950; 1,250 sf; fair condition
Notes:	

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	NA
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Continued operation or adaptive reuse of existing building to support mixed-use commercial; within footprint of potential location for downtown football stadium



Povinelli Grinding Service

Address: 161 Perry
Owner: Douglas Povinelli
Acres: 0.1
Zoning: N-1C (Mixed-use Core)
Property class: 710 (manufacturing)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: No
Brownfield: No
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Surface parking
East: Commercial
South: Commercial
West: Surface parking

Access

Highways: I-190 and NYS 5 (0.75 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.25 mile)



Property description

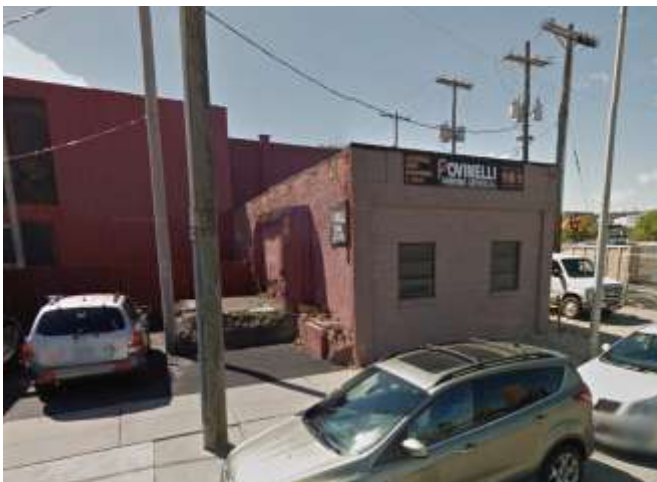
Previous use:	Commercial store
Current use:	Light industrial
Existing structures:	One-story brick structure; built in 1920; 2,300 sf; fair condition
Notes:	

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	NA
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Continued operation or adaptive reuse of existing building to support mixed-use commercial; within footprint of potential location for downtown football stadium



Surface parking

Address: 142 Perry
Owner: City Block Joint Venture
Acres: 3.1
Zoning: N-1D (Downtown Hub)
Property class: 438 (parking)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: No
Brownfield: No
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Surface parking
East: Commercial
South: Surface parking
West: Surface parking

Access

Highways: I-190 and NYS 5 (0.5 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.5 mile)



Property description

Previous use:	Wholesale groceries; creamery; cold storage; leather tanning
Current use:	Surface parking
Existing structures:	None
Notes:	

Environmental history

Bulk storage facility:	NA
Hazardous waste generator:	NA
NYSDEC spill event site:	NA
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Site offers infill development potential if alternate parking opportunities are identified; also within footprint of potential location for downtown football stadium



Surface parking

Address: 125 Scott
Owner: Skydeck Corporation
Acres: 0.5
Zoning: N-1D (Downtown Hub)
Property class: 438 (parking)
Special district: None

Site criteria

Key building: No
Major facility: No
Underutilized: Yes
Vacant: No
Brownfield: Yes
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Surface parking
East: Surface parking
South: Surface parking
West: Surface parking

Access

Highways: I-190 and NYS 5 (0.5 mile)
Rail service: None
Bus route: 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.5 mile)



Property description

Previous use:	Leather tanning; rail lines
Current use:	Surface parking
Existing structures:	None
Notes:	

Environmental history

Bulk storage facility:	One aboveground tank remains in service; several other tanks have been closed but remain in place
Hazardous waste generator:	NA
NYSDEC spill event site:	NA
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Site offers infill development potential if alternate parking opportunities are identified; also within footprint of potential location for downtown football stadium



HSBC Atrium

Address: 95 Washington
Owner: Erie County Industrial Development Agency
Acres: 7.8
Zoning: N-1D (Downtown Hub)
Property class: 464 (office building)
Special district: None

Site criteria

Key building: Yes
Major facility: Yes
Underutilized: Yes
Vacant: No
Brownfield: Yes
Strategic site: Yes

Utilities

Water: Buffalo Water Authority
Sewer: Buffalo Sewer Authority
Natural gas: National Fuel
Electric: National Grid
Phone: Verizon
High speed data: Time Warner

Adjacent uses

North: Buffalo News
East: Surface parking
South: KeyBank Arena; surface parking
West: HarborCenter

Access

Highways: I-190 and NYS 5 (0.75 mile)
Rail service: None
Bus route: LRRT; 14 Abbott; 16 South Park; 36 Hamburg; 74 Hamburg (within 0.5 mile)



Property description

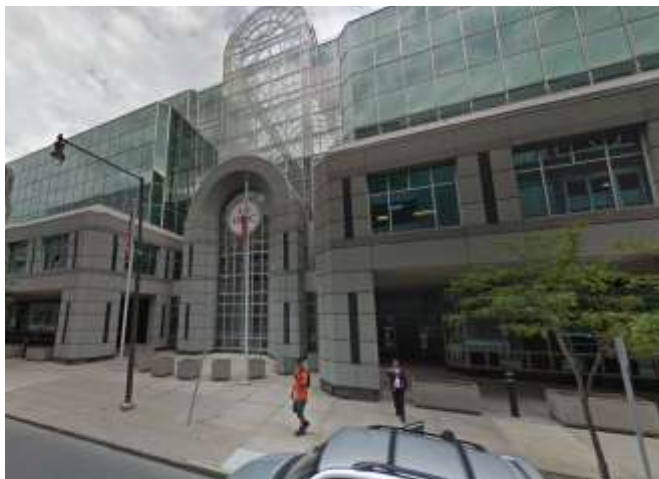
Previous use:	Rail lines
Current use:	Back office facility for HSBC Bank
Existing structures:	Seven-story glass curtain wall structure; built in 1990; 229,000 sf; excellent condition
Notes:	

Environmental history

Bulk storage facility:	Three aboveground steel tanks (4,375 gallons each) remain in place
Hazardous waste generator:	NA
NYSDEC spill event site:	Closed; transformer oil, gasoline, and waste oil spilled, impacting soil and groundwater
NYSDEC remediation database:	NA
Notes:	Phase I and II Environmental Site Assessments required prior to redevelopment

Redevelopment potential

Surface parking portion of site offers infill development potential if alternate parking opportunities are identified; surface parking is also within footprint of potential location for downtown football stadium



8 MARKETING AND COMPLIANCE

8.1 Marketing

The Buffalo Harbor BOA underwent extensive market analysis during the Nomination Study to understand local, regional, and national contexts. Although the BOA's history includes a great deal of shipping and heavy industrial uses, market projections suggest that the study area must advance beyond these types of uses to reach its full potential.

The Nomination Study describes market trends, while taking into consideration the complex land base and community concerns that shape the plan. As with the city's Green Code, a Smart Growth approach was employed to balance the BOA's need for economic development with preserving the built environment and targeting vacant and underutilized properties for future redevelopment.

Five principles will be used to guide decision-making within the BOA:

1. Leverage existing assets
2. Diversify the economic base
3. Encourage redevelopment with public realm investments
4. Promote high-quality urban design and place-making
5. Establish a range of implementation activities

The Implementation Strategy identifies three strategic locations that meet these principles. However, the BOA has also witnessed extraordinary investments since work on the study began. These investments have been driven in part by the renewed development focus provided by the BOA program, and are positioned to continue as the strategic plan for the BOA is implemented. The visibility and success of these projects has become one of the primary means of marketing the BOA.

Niagara Street

Lower Niagara Street from Niagara Square to Virginia Street is currently being reconstructed using Complete Street principles. The project includes the reconfiguration and resurfacing of Niagara Street, the addition of bike

lanes and transit amenities, sidewalk and curb replacement, green infrastructure for stormwater management, and trees and landscaping. Work began in 2015, and will be completed by the fall of 2016. The \$2.7 million project includes \$2,160,000 from the federal government, \$405,000 from the state, and \$135,000 from the city.

Shoreline Apartments

Norstar Development is demolishing deteriorated structures at the northern edge of the existing Shoreline Apartments complex to make way for the construction of 48 units of affordable rental units. Work began in the fall of 2015, and should be completed by the end of 2016. The total project cost of \$14 million is being assisted with \$10.1 million in Low-Income Housing Tax Credits, \$2.6 in state funding, and \$400,000 from the city's HOME program.



Erie Basin Marina / Waterfront Village

The city is investing \$3.7 million into the marina, including an expansion and addition to the Hatch Restaurant that will allow it to operate year-round, a new public boardwalk, handicapped-accessible restrooms, and new security gates for boaters. In addition, nine townhouses are currently under construction at Waterfront Place, with five already under contract. These luxury units range in size from 2,900 to 3,500 square feet, and are being marketed at \$500,000 to \$650,000.

Cars Sharing Main Street

The city secured a federal matching grant to upgrade the Main Street Transit Mall from Exchange Street to Scott Street. The project will rebuild obsolete transit infrastructure, provide an enhanced streetscape environment, and support redevelopment efforts by providing automobile

access to Canalside, KeyBank Arena, HarborCenter, and One Canalside. Project design will start in 2016; with construction scheduled to be completed during 2018. The total cost of \$22.5 million includes an \$18 million federal grant, and \$4.5 million in matching funds from the state.

HarborCenter

This mixed-use complex opened in 2014 on the east side of Main Street between Scott and Perry Streets. It features two NHL-size ice rinks, a sports-themed restaurant and bar, a full-service Marriott hotel, street-level retail, and a 750-space parking structure. The \$200 million construction cost was privately financed.

One Canalside

This project included the interior demolition, environmental remediation of hazardous wastes and materials, and renovation and adaptive reuse of the vacant Donovan State Office Building into One Canalside. The new structure, completed in 2014, includes office, hotel, restaurant, and retail space. The \$30 million project included \$7.1 million in state assistance for environmental remediation.



East Canal

Adjacent to One Canalside, the East Canal provides a connection to Canalside on the west side of Main Street, and offers an outdoor public space featuring a granite plaza, public seating, a shaded tree grove, fountains, and a shallow canal. The \$5.8 million project was funded by the Erie Canal Harbor Development Corporation.

Canalside

Infrastructure improvements at the former Memorial Auditorium site opened to the public in early 2015. The first phase includes a series of canals, walkways, pedestrian bridges, and public art; with additional amenities planned.

The \$20 million project was funded by Erie Canal Harbor Development Corporation and National Grid. The improvements offer year-round attractions with recreational opportunities, events and programming. During the winter, the canals serve as the state's largest outdoor ice skating rink; while in the summer miniature sail boats, paddle boats, paddle boards, and flat-bottom boats navigate the canals.



Central Wharf

The historic and interpretive restoration of the western terminus of the Erie Canal is an ongoing project that includes rewatering the Commercial Slip, a plank boardwalk along the water's edge, a replica canal-era building housing museum space and the Liberty Hound restaurant, the unearthing and presentation of historic building ruins, a "Whipple Truss" foot bridge, docking space for boats, a sand playground, and cobblestone streets. Over \$46 million has been invested by Erie Canal Harbor Development Corporation over the years. During 2015, over 1,000 events took place, drawing over 1 million visitors.

Queen City Bike Ferry

In 2015, the Erie Canal Harbor Development Corporation invested \$200,000 to purchase and operate a ferry running between the Central Wharf at Canalside and the Outer Harbor. This new connection has improved public access to recreational amenities on the Outer Harbor, such as the Buffalo Lighthouse, Times Beach Nature Preserve, Wilkeson Pointe, Buffalo Harbor State Park, and the trail system. Based on the initial success of the ferry, construction of a new landing on the Outer Harbor side was undertaken for the 2016 season. This \$825,000 project includes new boat docks, a pedestrian pathway, signage, benches, planters, and bike racks.

Connecting Terminal

The State Power Authority recently spent \$3 million installing a new roof, providing stabilization, and removing asbestos and other hazardous materials to maintain this structure for future reuse. Another \$3.1 million has been invested in a permanent lighting installation that projects onto the Connecting Terminal and can be viewed from Canalside and the Buffalo River. The nightly light show transforms the structure into a contemplative artistic lighting installation, and has become a popular attraction for visitors and families.



Wilkeson Pointe

This 20-acre parcel at the northern end of the Outer Harbor opened to the public in 2013. It transformed what was formerly an outdoor storage space for the Lake Erie ice boom into a park with pedestrian paths running along the entire perimeter and water's edge, volleyball courts, natural playgrounds, wind sculptures, and a kayak launch and public dock. The Erie Canal Harbor Development Corporation invested \$3.3 million to create the park.

Outer Harbor

Improvements to the Outer Harbor are being planned as part of the state's "Buffalo Billion" project. The Erie Canal Harbor Development Corporation recently secured \$5 million to provide better public access and recreational opportunities at various locations on the Outer Harbor. Improvements being discussed include the redevelopment of the Seaway Pier for active recreational uses, a visitors center at the Bell Slip, nature viewing overlooks, and extensions to the trail system. Completion of the northern portion of the Greenbelt trail was completed in 2014 with \$145,000 from the New York Power Authority.

Port of Buffalo Complex

In February 2016, the Erie Canal Harbor Development Corporation purchased Terminals A and B of the Port Complex, along with 50 acres of surrounding land, from the Niagara Frontier Transportation Authority for \$3.5 million. This paves the way for the potential mixed-use redevelopment of warehouse space that has been underutilized or vacant for a number of years.

Queen City Landing

A private developer has proposed a \$60 million, 23-story apartment tower at the site of the former Freezer Queen warehouse. The current six-story structure would be demolished and replaced with a tower with up to 200 one- and two-bedroom apartments. Additional amenities include two restaurants, a nightclub, a fitness facility, and on-site parking for over 300 vehicles. Construction could start in 2016, pending project review and permitting.

Buffalo Harbor State Park

The Erie Canal Harbor Development Corporation acquired 340 acres of land from the NFTA in May 2014. The existing Small Boat Harbor was retained under its current use with a new private operator; while land to the south was dedicated as the city's first State Park. A destination playground and picnic pavilions were opened in 2015, and construction is underway for the next project phase, including a pedestrian walkway, overlook, seating, and fishing access along the breakwall that protects the State Park and Small Boat Harbor. Over 100,000 visitors enjoyed the park during its first year of operation.



Ohio Street Reconstruction

This project, while located outside the BOA boundaries, has had a major impact on improving access to the Outer Harbor. Completed in 2014, with finishing touches added during the 2015 construction season, the \$11.3 million project received \$8.1 from the federal government, \$2 mil-

lion from the state, and \$1.2 million from the city. National Grid also invested \$4.2 million to install underground duct work and cabling to accommodate future development. The reconstruction has transformed Ohio Street into a key link between the Inner and Outer harbors, and includes a multi-use bike and pedestrian pathway, on-street parking, LED street lighting, and trees and landscaping.

In addition to the marketing opportunities resulting from recent and ongoing development efforts, research conducted by the Western New York Regional Economic Development Council for the “Buffalo Billion” identified a number of industry clusters to target. “A Strategy for Prosperity,” WNYREDC’s economic development plan that was released in November 2011, targeted eight specific industry sectors, including advanced manufacturing, bi-national logistics, professional services, and tourism. The report also calls for a comprehensive and coordinated approach to regional marketing and promotion to address the negative images of Western New York.

The Buffalo Harbor BOA is best situated to compete in bi-national logistics and professional services in its downtown core section, and tourism that takes advantage of its waterfront locations. To advance development opportunities in the BOA, a coordinated marketing effort aligned with the ongoing efforts of the WNYREDC and local economic development organizations such as Invest Buffalo Niagara (formerly Buffalo Niagara Enterprise), and the Buffalo Urban Development Corporation is needed. Strategies to consider include:

- Marketing the BOA as a regional asset in its targeted industry clusters;
- Leveraging and promoting “Buffalo Billion” infrastructure investments;
- Uniting regional marketing power to entice businesses to expand in or relocate to the city;
- Implementing marketing campaigns to improve brand awareness of the Buffalo Harbor BOA;
- Increasing direct foreign investment by targeting Canadian firms; and
- Matching company needs with incentive programs to encourage relocation or expansion.

Targeting appropriate markets will require ongoing analysis by WNYREDC and its partners. The audience for a successful marketing strategy includes investors, private sector companies, and brokers. Invest Buffalo Niagara’s Canadian strategy has produced significant success and

created a road map for greater outreach. While Canada remains a key focus, additional national and international efforts using an industry-focused approach are required.

A marketing strategy requires multiple formats to reach potential investors. A strong web presence with industry sector and site specific content is an important avenue for pursuing a broad-based target audience. Invest Buffalo Niagara, BUDC, and ECIDA websites all currently maintain a strong presence that could be used to support the Buffalo Harbor BOA. These organizations are able to maintain contact with key targets, stakeholders, and media outlets to promote positive news and foster awareness for the BOA.

Other broad forms of outreach can include trade shows, industry specific journals, e-mail blasts, blogs, and direct mailers. Using this creative approach to marketing the Buffalo Harbor BOA would be beneficial to introducing new audiences to this exciting area.

Previous efforts have also shown that most business owners are not interested in building a structure or dealing with issues associated with new construction. A majority of Invest Buffalo Niagara successes have been with companies that lease existing facilities, often in small spaces that allow them to introduce their products or services to the area. Including local developers will allow them to share their experiences, promote potential partnering opportunities, and create awareness of the requirements among companies interested in expanding or relocating.

The Implementation Strategy expands on previous planning efforts for the Buffalo Harbor BOA, and provides recommendations for three strategic locations. Numerous parcels throughout the BOA are owned by the city, and have sufficient environmental information regarding existing conditions for prospective buyers. However, a great deal of land along the Outer Harbor is now owned by the state, with limited opportunities for private redevelopment. As a result, most of the assessment and remediation at these sites will be done by the public.

To convey the information about the strategic locations and other areas of interest within the Buffalo Harbor BOA, graphic representations such as plans, sections, and perspectives may need to be created. These can be used to better inform elected officials, community groups, residents, and potential investors of proposed implementation strategies. Additional advantages include use by news media, in advertisements, or for real estate agents looking to market specific properties.

8.2 Funding Opportunities

Implementing the BHBOA Plan will require the participation of numerous stakeholders, including residents, community organizations, business owners, city departments, civic leaders, and cultural institutions. By partnering together, interested parties can share knowledge and execute the projects outlined in the plan.

Financial resources are pivotal to success. The following list outlines potential funding sources. It is often possible to combine funds from a range of sources to support priority projects.

New York State

Brownfield Cleanup Program

BCP encourages private sector cleanup and redevelopment of brownfield sites through the use of tax credits. Sites located in approved BOAs are eligible for an additional five percent credit, on top of the amount conferred by their status. Exempt sites include sites listed as Class 1 or 2 in the Registry of Inactive Hazardous Waste Disposal Sites; sites listed on the USEPA National Priorities List; Hazardous waste treatment, storage or disposal facilities; sites subject to cleanup order or stipulation under Article 12 of the Navigation Law; or sites subject to any on-going state or federal enforcement actions regarding solid/hazardous waste or petroleum.

Environmental Restoration Program

ERP provides municipalities with up to 90 percent of on-site and 100 percent of off-site costs associated with brownfield site investigation and remediation measures. Upon successful completion of the program, the municipality and future owners are released from liability for contaminants on the property prior to obtaining ownership. The municipality must own the property and not have caused the contamination; and the property cannot be listed as Class 1 or 2 on the New York State Registry of Inactive Hazardous Waste Sites.

Consolidated Funding Application

CFA is designed to improve New York's business climate and expand economic opportunity by directing state resources to development projects. Ten Regional Economic Development Councils have developed strategic plans with advice from a broad spectrum of stakeholders. These

plans serve as road maps, guiding each region's efforts to stimulate economic growth. The Western New York Regional Economic Development Council's strategic plan and implementation agenda guide investments that the state makes through its annual Consolidated Funding Application process.

Low Income Housing Tax Credits

LIHTC is a state-administered program that provides federal tax credits for costs related to the development of affordable rental units. Both for-profit and non-profit developers can use LIHTC to construct new buildings or rehabilitate existing ones. All activities associated with housing development, including site remediation, can be claimed as expenses under LIHTC. Projects must rent at least 20 percent of the units to households with incomes at or below 50 percent of the area median; or at least 40 percent of the units to households with incomes at or below 60 percent of the area median.

Rehabilitation Tax Credit Program

This 20 percent tax credit is available for qualified rehabilitation expenditures, and is used in conjunction with the federal Historic Preservation Tax Incentive Program. Any commercial, industrial, or residential rental property is eligible if it is listed on the state or national register of historic places either individually or as a contributing building in a historic district; eligible for inclusion on the registers; or has an approved Part I federal tax credit certification. For the state credit, the property must also be located in a qualified census tract with a family income at or below the statewide median.

Green Innovation Grant Program

GIGP provides grants to municipalities and non-profits for projects that improve water quality and demonstrate green stormwater infrastructure. It is administered by the state Environmental Facilities Corporation through a grant from the US Environmental Protection Agency.

New York State Council on the Arts

Funding for municipalities and non-profits is available for the study and presentation of performing and fine arts; surveys and capital investments to encourage participation in the arts and cultural heritage; and to promote tourism by supporting arts and cultural projects.

Federal Government

Brownfields Cleanup Funding

The Environmental Protection Agency provides technical and financial assistance to assess, remediate, and sustainably reuse brownfield properties. State, regional, and local governments and agencies; as well as non-profit organizations are eligible to apply. Up to \$200,000 in funding is available for each identified site, but no entity may apply for cleanup at more than five sites. Grants require a 20 percent match, which may be in the form of funding, labor, materials, or services.

New Markets Tax Credit

The New Markets Tax Credit Program was established to help economically distressed communities attract private investment by providing investors with tax credits. The program is designed to offset investment risks in low-income communities. An organization wishing to receive funding must be certified as a Community Development Entity, demonstrate a primary mission of serving low-income communities or residents, and maintain accountability to residents through representation on its governing or advisory board. In exchange for investing in a certified project, an investor receives 39 percent of the investment value in tax credits over a seven-year schedule.

Historic Preservation Tax Incentives

This program provides investors with a 10 or 20 percent tax credit that can be claimed for the year in which an eligible building is put into service. A historic structure is defined as a building that is listed individually in the National Register of Historic Places, or as a contributing building within a certified local historic district. Rehabilitation of certified historic structures qualifies for a credit equal to 20 percent of the cost of the work; while rehabilitation on non-certified structures qualifies for a credit equal to 10 percent of the cost of the work. All restored buildings and properties must be income producing and rehabilitated according

to the Department of Interior's standards. Projects must meet IRS criteria to qualify for the credit, including: the structure must be depreciable; the property must be returned to an income-producing use; and the building must be maintained as a certified historic structure when returned to service.

Great Lakes Habitat Restoration Program

The National Oceanic and Atmospheric Administration provides funding and technical assistance to state agencies, municipalities, and non-profits to restore coastal habitats along the Great Lakes. Projects funded by NOAA typically have strong habitat restoration components that provide social and economic benefits for persons and communities, in addition to long-term ecological habitat improvements.

Foundations

Great Lakes Protection Fund

The Great Lakes Protection Fund provides funding to government, academia, and non-profits for research projects that protect, restore and improve the health of the Great Lakes ecosystem.

Sustain Our Great Lakes

Sustain Our Great Lakes provides funding to non-profits and state, tribal, and local governments to sustain, restore and protect fish and wildlife habitat in the Great Lakes basin, build conservation capacity, and focus partners and resources toward key ecological issues.

Fish America Foundation

Fish America provides funding to non-profits and conservation-minded groups to enhance fish populations, restore habitat, improve water quality, and advance fisheries research to improve sport fishing opportunities.

8.3 SEQRA Compliance

The Buffalo Harbor BOA Plan has been prepared in accordance with guidelines established by the New York State Departments of State and Environmental Conservation for the Step 2 Nomination Study and Step 3 Implementation Strategy phases of the BOA program. It is anticipated that the adoption and implementation of the BHBOA Plan will result in the redevelopment of several brownfield, abandoned, and vacant sites; enhanced open space and parks; new commercial, recreational and mixed-use opportunities; and improvements to access and connectivity.

This section describes how State Environmental Quality Review Act requirements have been fulfilled; including consistency with New York State Coastal Management Program policies, Heritage Area Management Plans, and specific conditions or criteria under which future actions will be undertaken or approved, including requirements for any subsequent SEQRA compliance. This includes thresholds and criteria for supplemental Environmental Impact Statements to reflect site specific impacts that are not adequately addressed in the Draft Generic Environmental Impact Statement.

The following provides an overview of the BHBOA process, beginning with the Step 2 Nomination Study phase and its integration with the larger Buffalo Consolidated Development Framework.

Early SEQRA Procedural Steps

Prior to starting the environmental impact review process for the BHBOA, the city conducted a series of procedural steps in accordance with SEQRA and its implementing regulations. It completed Part 1 of the Environmental Assessment Form, and classified BHBOA adoption and implementation as a Type 1 action under SEQRA. The project was considered a Type 1 action because it would involve adoption of a plan with prescribed land use components; the physical alteration of over 10 acres of land; and certain unlisted actions conducted within publicly-owned recreation areas and designated open spaces. Other Type 1 activities were also assumed to apply, given the number and types of projects that could be implemented as a result of the plan.

Upon completing Part 1 of the EAF and classifying the project as a Type 1 action, the Common Council passed a resolution on February 5, 2008 proposing to seek SEQRA

lead agency status for the adoption and implementation of the BHBOA Plan, and indicated its intent to conduct a coordinated review by requesting consent from other potentially involved agencies to act as SEQRA lead agency.

On March 18, 2008, upon receiving consent from potentially involved agencies, the Common Council passed a resolution resolving that it would act as lead agency for the Project and issued a Positive Declaration indicating that the adoption and implementation of the BHBOA Plan may have a significant impact on the environment and that a DGEIS would be prepared.

The city determined that a GEIS rather than a project-specific conventional EIS was particularly well suited because the BHBOA Plan:

- Represents a number of separate actions within the study area, which alone may have minor impacts, but together may have significant impacts; and
- Is an entire program or plan having wide application that may have new or significant changes to affecting the range of future policies, projects, and changes to land use, zoning, or development plans.

Buffalo Consolidated Development Framework

Since 2008, the city has initiated a significant number of planning initiatives, including the preparation of a land use plan and zoning ordinance, a Local Waterfront Revitalization Program, and four BOA Nomination Studies. Based on the number and scope of these initiatives, the city decided that a consolidated environmental impact review process, through preparation of a GEIS, would be an appropriate vehicle for SEQRA compliance.

As a result, the city initiated a comprehensive SEQRA review under the auspices of the Buffalo Consolidated Development Framework. The BCDF is the culmination of years of planning work that aims to encourage and support redevelopment within the city. This effort consists of the following initiatives:

- The **Land Use Plan** accommodates future land uses in a way that reinforces the city's historic character;
- The **Unified Development Ordinance** provides form-based zoning recommendations, revised subdivi-

sion and sign ordinances, and standards for street design and reconstruction;

- The **Local Waterfront Revitalization Program** guides development along the city's coastal areas;
- An **Urban Renewal Plan** assessment provides recommendations on the termination, replacement, or modification of these plans to better reflect current community and economic development needs; and
- **Brownfield Opportunity Area Plans** for Buffalo Harbor, the Buffalo River Corridor, South Buffalo, and the Tonawanda Street Corridor guide redevelopment opportunities in those areas.

As part of the BCDF effort, it was determined that while certain elements of the Step 2 Nomination Study met the SEQRA GEIS content requirements (Project Description and Boundary, Community Participation, and Analysis and Inventory), the remaining elements necessary to satisfy SEQRA compliance requirements including analysis of the BHBOA's potential adverse environmental impacts, description of mitigation measures and the range of reasonable alternatives to the action, conditions for future actions, and GEIS references, would be addressed in the broader DGEIS prepared for the BCDF.

The BCDF took a number of procedural steps under SEQRA, which in part satisfy the DGEIS requirements for the BHBOA Plan. On May 29, 2012, Common Council received a Full Environmental Assessment Form prepared on its behalf by the city's Office of Strategic Planning. The Common Council determined that pursuant to 6 NYCRR § 617.4 (b) (1) that the adoption of the components of the BCDF was a Type 1 Action under SEQRA.

On May 30, 2012, the Common Council circulated a letter to other involved agencies and interested parties stating its intent to act as Lead Agency. Since no objections were raised, on July 10, 2012 the Common Council assumed the role of SEQRA Lead Agency. Pursuant to 6 NYCRR § 617.7, the Common Council determined that the adoption and implementation of the BCDF may have an adverse impact on the environment and that a DGEIS must be prepared. A Positive Declaration was subsequently issued on July 10, 2012.

The Common Council also determined that scoping for the DGEIS would be appropriate. Scoping, as established in 6 NYCRR § 617.8, is a process by which the Lead Agency, with input from the public, involved, and interested agencies, identifies potentially adverse impacts that should be evaluated in the DGEIS and eliminates impacts that are irrelevant or non-significant from consideration.

SEQRA Procedural Steps

<i>Procedural Step</i>	<i>Citation</i>	<i>Completion date</i>	<i>DGEIS reference</i>
EAF Part 1	6 NYCRR 617.6(a)(2)	May 29, 2012	BCDF DGEIS Appendix
Lead Agency Status	6 NYCRR 617.6(b)	July 10, 2012	BCDF DGEIS Appendix
EAF Parts 2 and 3	6 NYCRR 617.6(a)(2)	July 10, 2012	BCDF DGEIS Appendix
Positive Declaration	6 NYCRR 617.12(a)(2)(ii)	July 10, 2012	BCDF DGEIS Appendix
Draft Scoping Document	6 NYCRR 617.8(b)	July 10, 2012	NA
DGEIS	6 NYCRR 617.12(a)(2)(iii)	February 16, 2016	NA
Public Comment Period	6 NYCRR 617.12(a)(2)(iii)	April 22, 2016 (closed)	BCDF DGEIS Appendix
FGEIS	6 NYCRR 617.12(a)(2)(iii)	TBD	BCDF DGEIS Appendix
Findings Statement	6 NYCRR 617.11	TBD	NA

The Lead Agency determined on February 16, 2016 that the DGEIS was complete and adequate for public review. Once the Lead Agency made this determination, a public comment period began. During the comment period, the public and interested and involved agencies submitted comments regarding the evaluation and conclusions summarized in the DGEIS. Following the comment period, the Common Council, as Lead Agency, assembled the comments and subsequently determined the appropriate procedural steps to complete the SEQRA review.

Fulfillment of DGEIS Content Requirements

The DGEIS is partially incorporated into the BHBOA Plan (Project Description and Boundary, Community Participation, Analysis, and Inventory). The remainder of the DGEIS content requirements (analysis of potential adverse environmental impacts, description of mitigation measures and the range of reasonable alternatives to the action, GEIS references, and conditions for future actions) are included in the BCDF DGEIS.

The DGEIS has been prepared in accordance with 6 NYCRR 617.10, and as such presents a more general set of analyses than a conventional, project-specific EIS. The DGEIS describes the proposed action, and includes assessments of specific anticipated impacts commensurate to the level of detail available. The analysis is based on conceptual information due to the comprehensive and prospective nature of the BHBOA Plan.

The following is a brief summary of the BHBOA Plan elements and their relationship to the DGEIS content requirements:

Project Description and Boundary

The description of the proposed action and boundary justification was prepared as part of the Step 2 Nomination Study and updated in the Step 3 Implementation Strategy. The project description and boundary justification satisfies both SEQRA and BOA program requirements. The BHBOA Plan includes a concise description of the project and its purpose, public need and benefits, including social and economic considerations. A map showing the location of the BHBOA in relation to the city, county, and region is also included.

Community Participation

The BHBOA Plan includes a description of the extensive community participation process implemented as

part of the plan. It summarizes the partners who have been consulted, the methods and techniques used to inform partners about the project's status, and progress enlist their assistance in the process. It also provides a summary of stakeholder meetings and public open houses that have occurred at appropriate stages during the planning process. In addition to the community participation process in the BHBOA Plan, the BCDF DGEIS provides an overview of the community participation process conducted for all of the planning initiatives and the associated SEQRA public scoping effort, comment period, and hearing processes. These extensive efforts satisfy both SEQRA and BOA program requirements.

Environmental Setting

The BHBOA Plan provides a concise description of the environmental setting of the study area, in conformance with both SEQRA and BOA program requirements. It includes a description of the community and regional setting; existing land use and zoning; brown-field, abandoned and vacant sites; land ownership patterns; parks and open space; a building inventory; historic and archeologically significant areas; transportation, infrastructure, and utilities; natural resources and environmental features; and economic and market trends.

Impacts, Mitigation and Alternatives

The DGEIS prepared for the BCDF includes an analysis of potential adverse environmental impacts, mitigation measures where applicable and appropriate, and an analysis of alternatives. Included in this discussion is an analysis of the BCDF's consistency with New York State Coastal Management Program policies (addressed as part of the LWRP in the DGEIS) and Heritage Area Management Plans, as applicable. This material satisfies both SEQRA and BOA program requirements.

Thresholds and Criteria for Future Actions

The DGEIS prepared for the BCDF also identifies and establishes thresholds and criteria under which future actions will be undertaken or approved, including requirements for any subsequent SEQRA review. Future SEQRA review of projects is limited to either topics or specific sites that were not evaluated in the DGEIS. BHBOA-specific thresholds included in the DGEIS satisfy both SEQRA and BOA program requirements.

DGEIS Content Requirements and Locations

<i>Plan element</i>	<i>Location</i>	<i>Content requirements met</i>
Project/Boundary description	BHBOA Plan Section 1	Description of proposed action
Community Participation	BHBOA Plan Section 1	SEORA public hearing conducted simultaneously with BHBOA Plan public hearing
Analysis and Inventory	BHBOA Plan Sections 2 and 3	Description of environmental setting
Implementation Strategy	BHBOA Plan Section 4	Potential significant adverse impacts; description of mitigation measures and range of reasonable alternatives to proposed action
SEORA Compliance	BHBOA Plan Section 5	Consistency with state Coastal Management Program policies; consistency with Heritage Area; GEIS references; conditions for future actions

BUFFALO HARBOR
Brownfield Opportunity Area
NOMINATION DOCUMENT

