



City of Lackawanna First Ward

BROWNFIELD OPPORTUNITY AREA STEP 3

Draft Implementation Strategy

November 2018

City of Lackawanna

Step 3 Draft Implementation Strategy

Draft Generic Environmental Impact Statement

City of Lackawanna First Ward Brownfield Opportunity Area Plan

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I.0 Executive Summary

This executive summary outlines the key issues, opportunities and challenges defining an overall vision for the City of Lackawanna's First Ward Opportunity Area (BOA) and the recommendations for Implementation to achieve the vision. This document is the third step in the New York State Brownfield Opportunity Area (BOA) program and is focused on implementation. Key takeaways are provided from the following topics that are further described in greater detail later in this document:

- Overview of the City of Lackawanna First Ward BOA
- Background and Setting
- Community Participation and Engagement
- Economic Context
- Development Following Step 2
- Vision
- Reinvestment Areas
- Implementation Strategies
- Strategic Sites
- Implementation Projects and Locations
- Tools for Advancing Implementation
- Project Phasing
- State Environmental Quality Review (SEQR) Compliance

City of Lackawanna First Ward BOA

The City of Lackawanna is located in Erie County, New York and is situated directly south of the City of Buffalo and just north of the Town of Hamburg and the Town of Orchard Park. The City of Lackawanna First Ward Study Area is approximately 2,062 acres. The area is comprised of the western portion of the City of Lackawanna and generally follows the perimeter of the First Ward neighborhood. The Project boundaries include the Lake Erie shoreline to the west, City of Buffalo to the north, Center Street to the east, and the Town of Hamburg to the south. The majority of the BOA study area includes what was formerly known as the Bethlehem Steel property, owned by both public and private entities.

Due to the recent restructuring of the economy after the Bethlehem Steel plant closure, there had been large tracts of land left behind. The sites where the former steel plant was located as well as other large parcels dispersed throughout the First Ward are now labeled as brownfields and underutilized sites. Fortunately, many of these sites are located in an area of rich resources such as the Lake Erie shoreline, existing rail lines and several highway thoroughfares with high amounts of traffic by local citizens as well as commuters to and from the City of Buffalo.

This report has been prepared in accordance to the guidelines established by the New York State Department of State (DOS) and the New York State Department of Environmental Conservation (DEC) for the Implementation Study of the Brownfield Opportunity Area Program in the City of Lackawanna. This BOA is located in the First Ward neighborhood of Lackawanna, New York. The purpose of this study is to provide municipalities, across New York State, the opportunity and resources to revitalize their economies and produce implementation strategies necessary to cultivate a vision for community redevelopment. This Implementation Strategy is the final step in a three tiered process to produce a community driven plan for revitalization of underutilized land.

Step 2 Nomination

The conduction of the Step 2 Nomination Study for the First Ward BOA led to five target reinvestment areas. The purpose of each reinvestment area is to create a diverse mixture of land uses with complementary features. In addition, the reinvestment areas are designed to be illustrative and not intended to create districts with hard edges.

- Ridge Road Main Street
- Steelawanna Business Park
- Hamburg Turnpike Employment Corridor
- First Ward Neighborhood
- Smokes Creek Business Park and Re-naturalized Corridor

After moving forward with Step 3, Steelawanna Business Park was removed now bringing it to four reinvestment areas total.

In this study, the redevelopment opportunity of specific sites within the Reinvestment Areas will be determined and the methodology to enable increased development within the City will be explored and presented. This study is expected to be conducted and completed through

Background and Setting

The Study Area is comprised of the western portion of the City of Lackawanna and generally follows the perimeter of the First Ward neighborhood. The majority of the BOA Study Area includes what was formerly known as the Bethlehem Steel property which plays a major part in deciding future uses of the area, zoning and economic opportunities.

The First Ward BOA is unique because of the large tract of land dedicated to industrial use on the western portion of the site; however most of this land (referred to as the former Bethlehem Steel site) is vacant and underutilized. The primary land use within the total First Ward BOA is vacant land, which occupies 37.2 percent of the just over 2,000 acres.

There is a mix of zoning uses within the BOA including single family residential, mixed residential, central business district, neighborhood commercial, regional commercial, industrial, open space, and the Bethlehem Redevelopment Area (BRA). Zoning west of Route 5 has since been updated since June of 2018 to be Light Industrial, Medium Industrial, Heavy Industrial, Intermodal Port and Green Space. Retail along the waterfront will no longer be zoned as such due to providing amenities closer to residential and commercial districts east of the Hamburg Turnpike to allow both accessibility for community members.

The First Ward BOA also lies directly south of the three previously analyzed BOA projects in the City of Buffalo; the Buffalo Harbor BOA, the Buffalo River Corridor BOA, and the South Buffalo BOA which sets up the City of Lackawanna to work in tandem to continue revitalization of the Buffalo-Niagara region.

There are no listings within the First Ward BOA on the National Register of Historic Places (NHRP). The Buffalo Harbor South Entrance Light is listed on the NHRP but lies outside of the northern border of the First Ward BOA.

One of the most important natural resources in the First Ward BOA is its adjacency to Lake Erie. Lake Erie is a major component of the Great Lakes system and carries immense potential in terms of navigation, commerce, and trade among the United States and Canada. In addition, the First Ward BOA contains Smokes Creek running directly through the southern park of the Study Area and discharging into Lake Erie. Smokes Creek is part of a large environmental ecosystem that has been disturbed by both clearing and new development in the past.

Community Participation and Engagement

The Project Team utilized a “Place-making Methodology” as the primary method for engagement to obtain creative ideas, build and strengthen relationships and inspire imagination for the City of Lackawanna. This was accomplished through:

- Traditional Public Meetings
- Steering Committee Meetings
- Site Analysis and Visioning Tours
- Small Community Conversations
- Marketing and Branding Efforts

Two public meetings were coordinated and led; one at the onset and one at the close of the BOA process.

At the onset of the BOA, a Steering Committee was established and was comprised of local and state agencies, local business owners, citizens, and community organizations. The Steering Committee played a vital role and worked very closely and collaboratively with the Project Team. The two groups met on a regular basis for review and feedback throughout the development of the BOA Plan.

Place-making techniques were integrated into various site visioning tours throughout the BOA process in order to engage the community in a more natural and conversational method. Site analysis and visioning tours involved a ‘boots on the ground’ approach to engage the public and Steering Committee. Three site analysis and visioning tours occurred in 2015 and 2016 within the proposed Reinvestment Areas.

Additional outreach efforts with City residents included “meeting the public” where they are, which involved the Project Team spending time in places where residents spend their everyday lives, rather than inviting residents to take time out of busy schedules.

There were a number of key engagements specifically during Step 3 that helped shape and enhance the Implementation Plan:

- June 6, 2018: Steering Committee Meeting
- October 3, 2018: Developer Forum
- November 7, 2018: Final Steering Committee Meeting
- November 13, 2018: Public Meeting / Community Presentation and SEQR Hearing Process

Economic Context

The viability and feasibility of the First Ward BOA Redevelopment Plan will ultimately depend on the market conditions and demands in the local and regional area. Therefore, it is necessary to evaluate the First Ward BOA and surrounding region to determine the economic context to assess the First Ward BOA’s economic development potential. Based on traffic volume, community perception, and strategic location, there are two major corridors in the BOA that, if redeveloped strategically, could catalyze the revitalization of the entire BOA area. The two significant corridors for the Market Study later in this document are Hamburg Turnpike and Ridge Road.

Development following Step 2 BOA Nomination

Several developments have taken place since the Step 2 Nomination Document completion in 2012. Many of these developments were directly stated as improvements to be made within the BOA or are aligned with the general recommendations in Step 2:

- Secured funding for the Dona Street extension
- 10 North Gates warehouse expansion approved by City Planning board
- Completed Demolition of 100 Dona Street former Lincoln School
- Purchase of Bethlehem Steel Property by Erie County
- Completed Design of potential Net Zero Energy building to be put on the BRA
- Construction started on the Bethlehem Steel Shoreline Trail
- Completion of 32-unit apartment complex—Ridgeway Commons
- Grand opening on new Family Dollar located on Ridge Road
- Complete installation of Steel Sun Solar Panels
- Approved site plans for two parcels on Wasson Ave and Ridge Road to be turned into a new gas station

Vision and Design Framework

“Through the efforts of community members, stakeholders and City leadership, the First Ward BOA will be transformed into a desirable destination centered on the redevelopment of vacant and underutilized properties along the major thoroughfares of Ridge Road and Hamburg Turnpike since they are of high visibility and easily accessible. Development will work to attract retail business and light industrial manufacturing to create additional job opportunities and tax revenue. The First Ward BOA will also work to improve the residential neighborhood’s housing stock, streets, and community amenities as well as implement plans to increase access to the natural resources of Smokes Creek and Lake Erie. “

Promotion of Economic Development

- Encourage mix of uses and establish increased density of major thoroughfares
- Utilize heavy commuter traffic to increase retail opportunities

Improvement of Transportation Networks

- Streetscaping improvements to enhance walkability and the pedestrian experience
- Create an attractive gateway into the City
- Work on connections with between Wards and day to day needs

Enhance Connections to Natural Resources and Recreational Amenities

- Utilize Smokes Creek as a recreational connection to Lake Erie
- Provide learning opportunities in tandem with the environmental and industrial history of the area
- Increase open space in Neighborhoods

Boost Community and Neighborhood Amenities

- Ridge Road transformation into a “Main Street” that includes Farmer’s Markets, music festivals and art events
- Establish a new community center that is accessible for all
- Continue improving housing stock

Reinvestment Areas and Key Focuses

- Smokes Creek Corridor: Habitat restoration, creek remediation and new active / passive recreation
- First Ward Neighborhood: Increase housing stock as well as new recreation sites
- Hamburg Turnpike Corridor: Additional retail and landscape updates as well as new industrial development
- Ridge Road Corridor: Implementation of retail and commercial outlets as well as creating neighborhood connections

Implementation Strategies

Through extensive collaboration with the community, steering committee, state and local agencies, a Master Redevelopment Plan was created to synthesize the opportunities of the First Ward BOA and spur renewed investment within the City of Lackawanna. The Master Redevelopment Plan is comprised of a Conceptual Land Use Plan, which describes the intended future land uses within the First Ward BOA, the identification of specific redevelopment projects within the First Ward BOA, as well as specific redevelopment strategies that will assist and compliment strategic sites and the overall vision.

The Conceptual Land Use Plan is intended to guide the City's physical development for the next 20 to 30 years and is a conceptual representation of the ultimate build-out of the First Ward BOA on a block-by-block basis. The proposed future land uses for the First Ward BOA were generated based on the recommendations presented in the Step 2 Nomination Document, multiple conversations between the steering committee and community, site visits and assessments throughout the study, as well as the prepared economic and market demand analysis. This information was synthesized together to generate a comprehensive land use plan for the First Ward BOA to showcase the highest and best uses for each area.

The First Ward BOA Master Redevelopment Plan not only outlines suggested uses for all strategic sites but also lays out a program for the Bethlehem Redevelopment Area. The Bethlehem Redevelopment Area, mentioned previously within this document is an extremely large amount of land and thus has been separated into zones with different uses based on market analysis. Zoning changes on the property as distance from the Hamburg Turnpike increases.

Master Plan Strategies

- Ridge Road Corridor—New local serving retail, community services, and promotion of an pedestrian friendly environment
- Smokes Creek Corridor—Creek restoration, wetland planting, new neighborhood connections to natural resources
- Commercial and Community Nodes—offer retail and services for neighborhoods, nodes are well connected by road network, accessible within 10 minutes walking from Strategic Sites
- Road Network—Assist in bridging divide between east and west sections of the city and improve major intersections
- New and continued Bicycling and Recreational Paths

Strategic Sites

Redevelopment of the strategic sites are expected to spur economic growth and catalyze future development. A comparative analysis of redevelopment of the highest priority strategic sites within the First Ward BOA has been conducted. Sites analyzed with a cost-benefit scenario later in this document are expected to create the most catalytic economic benefits within the First Ward BOA. Based on the future land use plan and information available, specific future development uses for each strategic site has been identified and is explained in the subsequent sections.

1. 150-170 Ridge Road
2. 0 N. Steelawanna Avenue
3. 264 Ridge Road
4. 229-231 Ridge Road
5. 303-305 Ridge Road
6. 333-335 Ridge Road
7. 469-477 Ridge Road
8. 0 Gates Avenue
9. 2290 Hamburg Turnpike
10. 2380-2502 Hamburg Turnpike
11. 100 Dona St
12. 0 Alliance Drive

Implementation Projects and Locations

A number of Implementation Projects have been developed for after the submission of the Step 3 BOA Document. The purpose of the Step 3 Document is to provide the City of Lackawanna with projects that will aid in sustainable development while also contributing to a sense of place and emphasize community development.

Potential Redevelopment Projects

1. Steelawanna Business Park – 0 N. Steelawanna Avenue
2. Local Supermarket – 150-170 Ridge Road
3. Recreational Fields – Mill Street Property
4. Big Box Retail – Albright Court Property
5. Housing Redevelopment – 100 Dona Street
6. Light Industrial/Workforce Development Center – Alliance Drive
7. Local Brewery – 469-477 Ridge Road
8. Small Scale Retail - 303-305 Ridge Road
9. Mixed-Use Commercial/Residential – 229-231 Ridge Road

Transportation Improvement Projects

1. Ridge Road Corridor Streetscape Enhancements (lane reduction/crosswalks)
2. Ridge Road Bridge Reconstruction
3. Lakeside Commerce Park Connector Road
4. Dona Street Extension
5. Hamburg Turnpike Streetscape Enhancements
6. Enhanced Gateway into the City
7. Ridge Road/Hamburg Turnpike Underpass
8. Pedestrian Bridge Restoration

Public Improvement Projects

1. Ridge Road Mixed-Use Community Center – 264 Ridge Road
2. Bethlehem Steel Shoreline Trail/Shoreline Trailhead Enhancement
3. First Ward Pocket Park/Greenway Connections
4. First Ward Soccer Recreational Space
5. Demolition of Hazardous Structures
6. Smokes Creek Multi-Use Trail
7. Smokes Creek Overlook

Environmental Improvement Projects

1. Smokes Creek Reclamation Park
2. Smokes Creek Restoration
3. Remediation of Former Bethlehem Steel Site
4. Open Space Network in Bethlehem Steel Site

Tools for Advancing Implementation

Zoning Changes

Any new zoning changes the City of Lackawanna makes to advance implementation and develop new projects within the BOA First Ward community should be consistent with the goals presented in the updated city Comprehensive Plan from 2016. The City of Lackawanna updated their Plan extensively which included a layout of multiple policies and goals for growth and strengthening the community as a whole. Zoning changes allow for new growth and a variety of mixed uses.

Complete Street Ordinance

Buffalo's Complete Streets movement began in 2008. Through the creation of a coalition and engaging partners from multiple sectors within the area, milestones have been reached and Buffalo's streets are becoming safer for all modes of transportation. As part of Lackawanna's Comprehensive Plan update in 2016 there were several goals relating to complete streets encouraging safe pedestrian and bicycle circulation as well as having a positive impact on the Aesthetic Resources within the City. Lackawanna becoming a more pedestrian conscious area with Complete Streets aids in a regional transformation and allows the municipality to act as a bridge connecting the City of Buffalo to the South Towns.

Design Standards and Guidelines

Design Standards describe intended physical outcomes for Lackawanna's First Ward BOA. As such, they provide prescriptions and recommendations for achieving the vision for the BOA nomination study area. Public entities shall use the Design Standards as a guideline, and will endeavor to adhere to both their spirit and their specific content wherever feasible within the context of strategic and operational considerations. The Design Standards and Guidelines are laid out later within this document.

Laws and Regulations

The City of Lackawanna has a number of established public regulations as well as actively practices code enforcement to ensure preservation and help improve the quality of life and safety for all within the community. Code enforcement plays an important role in home maintenance as well as zoning. The City of Lackawanna's code enforcement also serves the Building Department which has major impacts on new construction, demolition and storm water / floodplain regulations.

Project Phasing and Strategies

Having a phasing timeline for redevelopment throughout the City of Lackawanna is a helpful tool to stay on track and implement new major projects or improvements at an appropriate speed. After the closing of Bethlehem Steel and the vacancies that resulted in it, certain parts of the City of Lackawanna - especially the First Ward, had to move forward without a redevelopment plan.

The proposed phasing outlines a 20+ year plan starting with small development first and eventually leading to sustainable, equitable development projects for all involved. Leveraging Lackawanna's industrial potential with high level of commuters as well as improving the First Ward Neighborhood both have quick wins and long term goals that may happen before or after suggest phasing. The strategy provided has four phases:

- Phase 1 (year 0-5) - Laying the groundwork
- Phase 2 (year 5-10) - Creating connections
- Phase 3 (year 10-20) - Maintaining momentum
- Phase 4 (20+ years) - Thinking long-term

State Environmental Quality Review Compliance

In accordance with the BOA Program and the City of Lackawanna First Ward Step 3 Implementation Strategy, a Draft Generic Environmental Impact Statement (DGEIS) is to be incorporated into the body of the BOA plan so that it comprises one unified document. This section provides a description of how the requirements of the State Environmental Quality Review Act (SEQR) have been met, and identifies any conditions or mitigations required for future actions and when subsequent SEQR compliance is necessary. The adoption and implementation of this BOA plan constitutes the “action” subject to SEQR.

The environmental assessment herein has been prepared in accordance with 6 NYCRR 617.10 (Generic Environmental Impact Statements), and as such, will present a more general set of existing conditions and analyses than a conventional or project specific Draft EIS. The analyses are based on conceptual plans and available information. Where no detail is available, qualitative estimations of impacts are provided, and where appropriate analyses are identified that should be required when future individual projects are proposed.

Certain elements in other sections of the BOA meet minimum DGEIS requirements (See Table 14.1). This section relies heavily on the inventory and analysis prepared in Step 2 Nomination Study and is supplemented by information obtained during the preparation of the Step 3 Implementation Strategy. The general framework of this section provides content requirements in the below table:

DGEIS Topic	Document	Section(s) or Map	Page(s)
Description of Project (Action)	Step 2 Nomination Study	Step 2:	115-158
	Step 3 Implementation Strategy	Section 2.0—Project Description and Boundary	159-185
		Step 3: Section 9-Implementation Strategies, Section 10.0-Strategic Sites, Section 11.0-Implementation Projects, Section 12.0-Advancing Proposed Redevelopment, Section 13.0– Tools for Advancing Implementation	186-190 191-194
			195-235
SEQRA Public Hearing	Step 3 Implementation Strategy	Section 14.0-Scoping	236-245
Description of Environmental Setting	Step 2 Nomination Study	Step 2: Section 4.0-Analysis of the Brownfield Opportunity Area, Figure 3A through Figure 11	18-36
	Step 3 Implementation Strategy	Step 3: Section 3.0-Environmental Setting	
Impact Assessment/ Mitigation Measures/ Thresholds	Step 3 Implementation Strategy	Section 14.0-Impact Assessment and Mitigation Measures	236-245
Alternatives to the Proposed Action	Step 3 Implementation Strategy	Section 15.0-Alternatives Analysis	246-248
Consistency with NYS CMP Coastal Policies/NY Heritage Area	Step 3 Implementation Strategy	Section 15.0-Consistency with NYS Policies and Strategy Compliance	246-248

Coordinated Review / Lead Agency Designation / Positive Declaration

In the Step 2 Nomination Document, the City of Lackawanna Common Council was designated as SEQRA Lead Agency, receiving no objections from involved agencies included in the Coordinated Review. The City then determined that a DGEIS would be prepared. A notice for a public scoping comment period was distributed to involved agencies, published in the Environmental Notice Bulletin (ENB) and at City Hall and the City of Lackawanna Library.

Land Use and Zoning

- Minor changes to existing land use patterns due to the majority of the First Ward containing past development
- Existing land use pattern will contain a mix of uses including commercial, residential and industrial
- Proposed uses are consistent with the Comprehensive Plan

Historic and Cultural Resources

- A Phase IA Cultural Resources Investigation was conducted for the entire First Ward BOA which provides an in-depth settlement and history of the BOA and City of Lackawanna
- Five archeological sites were identified within or immediately adjacent to the First Ward BOA. None of these sites have been determined eligible for listing on the NHRP, due to previous disturbance of the area

Transportation

- A TIS was conducted for the proposed developments as part of the First Ward BOA Plan. The study indicates that existing traffic volumes on Route 5 and Ridge Road are approaching the capacity of the existing transportation infrastructure
- There is insufficient reserve capacity to be able to accommodate the traffic anticipated to be generated by the projected development

Visual and Aesthetic

- Implementation of the BOA Plan may result in significant changes in the visible landscape. These changes are expected to be positive since many of the redevelopment recommendation convert underutilized, abandoned and vacant land into new and productive uses
- Proposed redevelopment has been developed to maintain the existing streetscape and urban characteristics of the relative reinvestment area. Specific guidelines and standards have been created to guide future development to conform to existing landscape and ensure quality

Contamination and Hazardous Materials

- There is both known and suspected contamination within the First Ward BOA. There are potential impacts resulting from the proximity to or disturbance of known existing contaminated sites
- Level of remediation completed on sites is dictated by the redevelopment use

Temporary and short-term impacts include potential stormwater run off, noise, and odors

2.0 Introduction

2.0 Introduction

The City of Lackawanna has a rich industrial history and is comprised of passionate residents, stakeholders and business owners who are driven to not only see areas of opportunity grow but the community succeed as a whole. For this to happen, Lackawanna's First Ward is in need of and ready for intensive work and redevelopment. This will not only serve those who already reside in the area but also bring in new community members, businesses and activity that will positively contribute to a renewed sense of place as well as economic and social well-being.

In order to create sustainable redevelopment that will have a substantial impact, recommendations must be pragmatic and have an abundance of local support. As the City of Buffalo is experiencing a renaissance, excitement within the region is spreading and, due to its proximity, there is potential for the City of Lackawanna to feed off and then contribute to Buffalo's growth. Proposed strategic sites and design plans were made possible by community involvement, steering committee guidance and public meetings.

As the City of Lackawanna and the First Ward wrestle with the difficulties of Bethlehem Steel no longer being an active, economic contributor to the area, it is critically important to work with State and Federal governments to allow access to technical assistance, grant funding and financing to redevelop chosen strategic sites in order to positively influence the First Ward on the most eastern portion of the City.

This document outlines the City of Lackawanna's steps and efforts leading up to Step 3 of the Brownfield Opportunity Area (BOA) Program facilitated by New York State Department of State. Following an overview of history, environmental conditions and social participation - implementation concepts, framework, guidelines and strategies are presented to move the City of Lackawanna progressively forward in terms of continued sustainable development within the First Ward. Development within the First Ward will enhance and focus on connections to the remainder of Lackawanna.

This Implementation Strategy will provide a thorough description of existing conditions of the City, identify new development opportunities and also re-use potential for properties located in the First Ward BOA. The purpose of this step in the BOA process is to strategically plan the actions necessary to achieve the successful redevelopment of the high-priority sites and, consequently, the City as a whole. These actions are based off of the previous studies in the Pre-Nomination and Nomination Brownfield Opportunity Area Phases. Furthermore, final recommendations are provided to encourage both public and private investment as well as improve environmental quality throughout the Study Area and the region. It also necessary to conduct site assessments of particular areas in order to evaluate the environmental condition of the site as well as determine remedial measures necessary for redevelopment for all projects to become possible.

3.0 Background

3.0 Background

The City of Lackawanna is located in Erie County, New York and is situated directly south of the City of Buffalo and just north of the Towns of Hamburg and Orchard Park. The City of Lackawanna First Ward Study Area (Study Area) is approximately 2,062 acres. The area is comprised of the western portion of the City of Lackawanna and generally follows the perimeter of the First Ward neighborhood. The Project boundaries include the Lake Erie shoreline to the west, City of Buffalo to the north, Center Street to the east, and the Town of Hamburg to the south. The majority of the BOA Study Area includes what was formerly known as the Bethlehem Steel property which plays a major part in deciding future uses of the area, zoning and economic opportunities.

The City of Lackawanna was at its height of steel manufacturing throughout the majority of the 20th century. Lackawanna Steel Company, later known as Bethlehem Steel Company, was once America's second largest steel producer. The steel plant closed in 1982.

Due to the recent restructuring of the economy after the steel plant closure, there had been large tracts of land left behind. The sites where the former steel plant was located as well as other large parcels dispersed throughout the First Ward are now labeled as brownfields and underutilized sites. Fortunately, many of these sites are located in an area of rich resources such as the Lake Erie shoreline, existing rail lines and several highway thoroughfares with high amounts of traffic by local citizens as well as commuters to and from the City of Buffalo. The abundance of resources in near proximity to the brownfield sites provides several opportunities for redevelopment and overall revitalization of the community as a whole.

The First Ward BOA also lies directly south of the three previously analyzed BOA projects in the City of Buffalo; the Buffalo Harbor BOA, the Buffalo River Corridor BOA and the South Buffalo BOA. The First Ward BOA carries the potential to build off of these redevelopment strategies and efforts in order to spur revitalization within the City of Lackawanna that will be beneficial to all. The boundary of the First Ward BOA is outlined in Figure 3.1

This report has been prepared in accordance to the guidelines established by the New York State Department of State (DOS) and the New York State Department of Environmental Conservation (DEC) for the Implementation Study of the Brownfield Opportunity Area Program in the City of Lackawanna. The purpose of the New York State Brownfield Opportunity Areas Program is to provide municipalities, across New York State, the opportunity and resources to revitalize their economies and produce implementation strategies necessary to cultivate a vision for community redevelopment. This Implementation Strategy is the final step in a three tiered process to produce a community driven plan for revitalization of underutilized land.

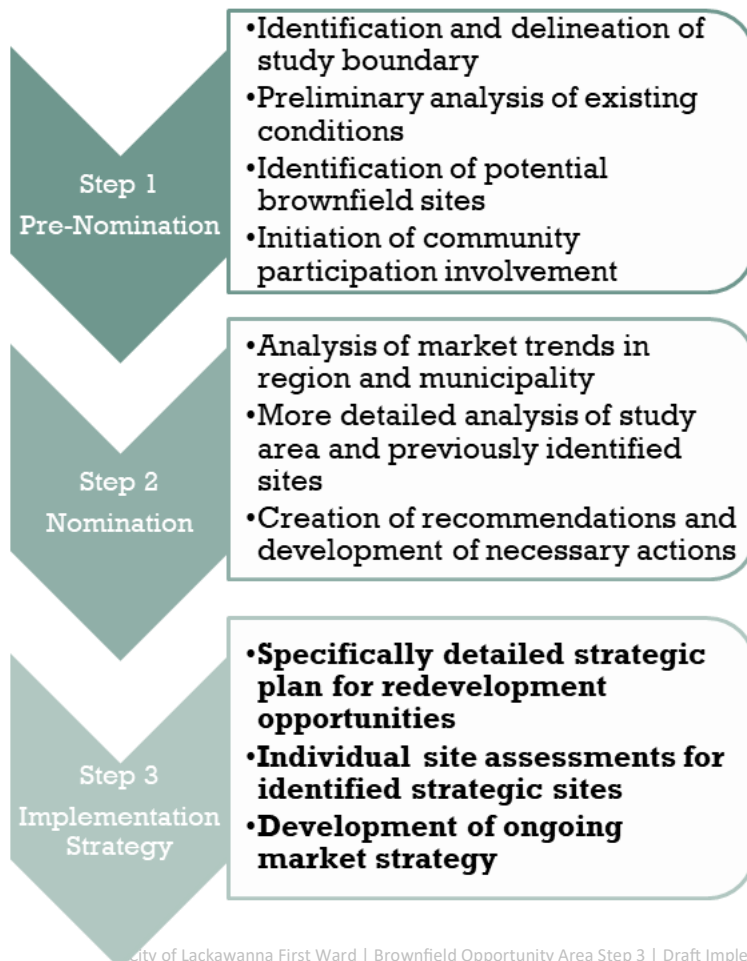
Brownfield Opportunity Area Steps

Step 1: Pre-Nomination - The first step in the BOA program is referred to as the Pre-Nomination Study, which involves the gathering and collection of data pertinent to inventory of the area as a whole, as well as the selection of a particular area in need of remediation and redevelopment. This study provides a preliminary analysis of city characteristics such as land use, zoning, natural resources, and identification of vacant and underutilized sites. Furthermore, the Pre-Nomination Document uses this analysis to form the pilot recommendations for BOA revitalization. The Lackawanna First Ward BOA entered Step 2 of the program after a large amount of planning and inventory completed by this phase of the process.

Step 2: Nomination - The second step of the BOA program is the Nomination Document. In this step it is appropriate to obtain more detailed information about the First Ward BOA, which is utilized to focus more intently on economic and market trends. It is also necessary to develop and further the visioning process to the community's desires for successful redevelopment. This phase recognizes specific sites and recommendations for revitalization and proposed implementation strategies. This phase of the program was completed in February 2012.

Step 3: Implementation Strategy - The final step of the program is referred to as the Implementation Strategy and/or Site Assessments. The purpose of this step in the procedure is to strategically plan the actions necessary to achieve the successful redevelopment of the high-priority sites and the City as a whole. Furthermore, the recommendations that are proposed are guided to encourage public investment and improve environmental quality throughout the study area and the region.

Figure 2.1: *Brownfield Opportunity Area Steps*



BOA Step 2 Nomination Study Findings

The Step 2 Nomination Study for the First Ward BOA led to five target reinvestment areas. These areas have been defined based on their current and future land uses. The purpose of each reinvestment area is to create a diverse mixture of land uses with complementary features. In addition, the reinvestment areas are designed to be illustrative and not intended to create districts with hard edges. The five reinvestment areas are as follows:

- Ridge Road Main Street
- Steelawanna Business Park
- Hamburg Turnpike Employment Corridor
- First Ward Neighborhood
- Smokes Creek Business Park and Re-naturalized Corridor

Additionally, strategic sites were identified within the reinvestment areas that were categorized as either brownfield, underutilized or vacant sites requiring remediation or sites that are clean and available for redevelopment. Twelve sites were viewed as catalytic for the redevelopment of Lackawanna that reside within the aforementioned reinvestment areas.

A number of focus area opportunities were also mentioned in the Step 2 Nomination Study. Opportunities emphasizing the local economy, enhancing the First Ward appearance, creating a Commercial Centre, supporting industry all while continuing community collaboration and outreach.

The Step 2 Nomination Study also did an extensive redevelopment framework and feasibility analysis to develop a range of different uses within the First Ward by analyzing real estate market conditions, construction costs, remediation costs and potential gaps in financing sources. Following analyzation hypothetical redevelopment scenarios were illustrated to create a vision moving forward with redevelopment.

In this study, the redevelopment opportunity of specific sites will be determined and the methodology to enable increased development within the City will be explored and presented. This study is expected to be conducted and completed through December 2018.

Key Takeaways:

- Due to its past industrial sector being the primary amount of revenue and sustainability no longer being feasible, the City of Lackawanna is ready for new development
- The First Ward BOA is in close proximity to the City of Buffalo which gives the area ample opportunity to positively contribute to the resurgence of the Western New York (WNY) region
- Step 2 led to five target areas with 12 sites that are viewed as catalytic for growth for both the First Ward neighborhood and City of Lackawanna as a whole

4.0 Environmental Setting

4.0 Environmental Setting

Historic Context

The City of Lackawanna was originally formed as a Native American settlement in the mid 1600's. In the year 1780, the British assisted the Seneca Tribe with establishing Villages along both Buffalo and Smokes Creek. Throughout the following decades, the land continued to be developed and was moved into by settlers from the East Coast and Europe. In 1821, Niagara County was divided into Erie and Niagara County and the creation of towns continued. In 1842, the Buffalo Creek and Tonawanda Reservations were both sold to Ogden Land Company permitting that the Seneca Tribe could retain Cattaraugus and Allegany Reservations. The Town of Seneca was formed in 1851 and a year following the name was changed to West Seneca located just south of the City of Buffalo. In 1909, the area now known as the City of Lackawanna was officially separated from the Town of West Seneca.

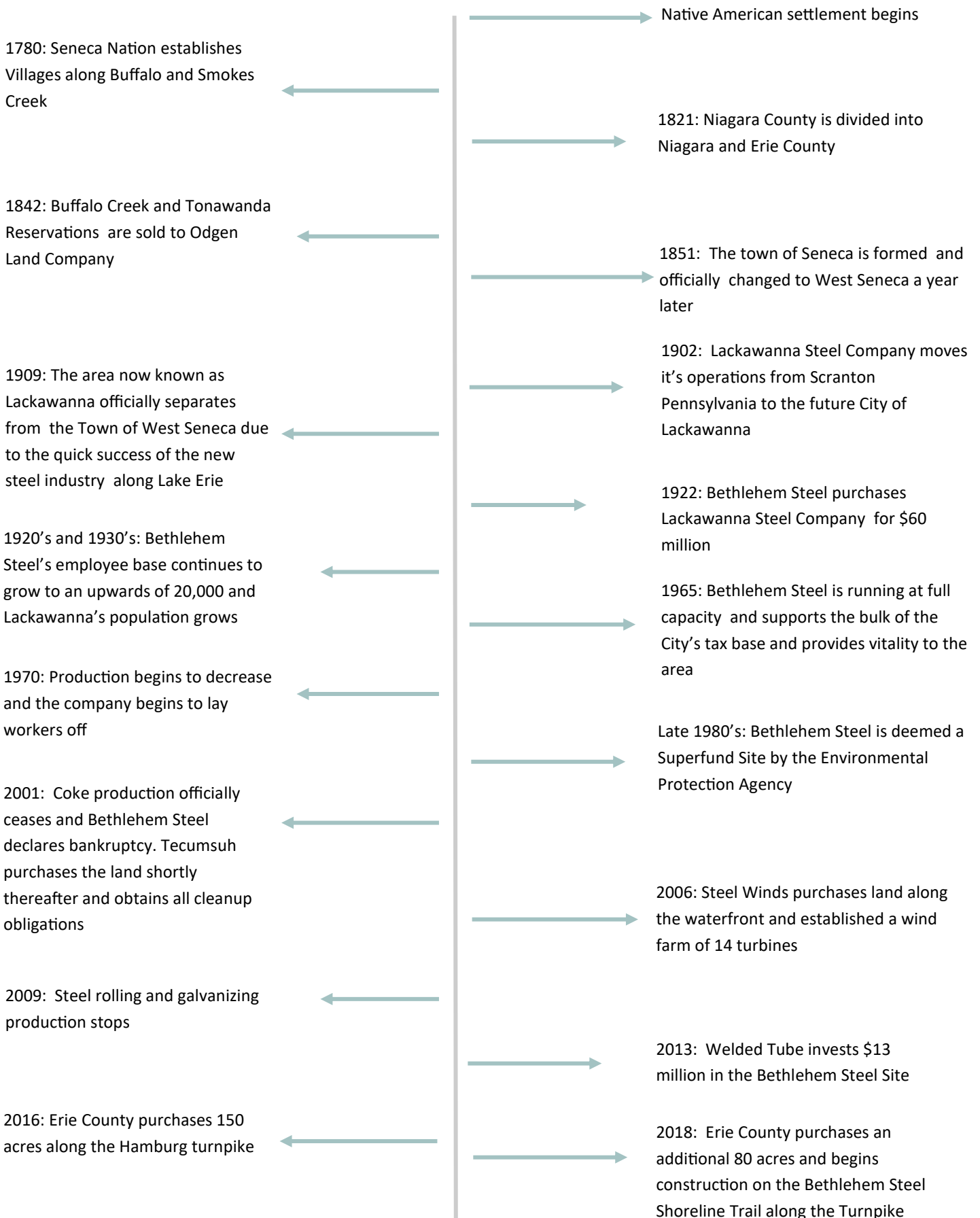
Lackawanna Steel Company was originally founded in Scranton, Pennsylvania and moved its operations to the City of Lackawanna in 1902. In 1922, Bethlehem Steel (the second largest Steel Company in the United States at the time) purchased Lackawanna Steel Company that spanned over 1,100 acres on the western portion of the City for \$60 million. This area is now referred to as the Bethlehem Redevelopment Area (BRA).

Throughout the next two decades the company prospered and employed over 20,000 workers. Operations were focused on steel plate production for ships and tanks for the United State military and World War II operations. In 1965, the company was working at full capacity and was supporting the bulk of the City's tax base. In 1970, growth began to slow and employment decreased. Over 10 years later Steel making officially ceased and workers continued to be laid off, which caused high unemployment throughout the Western New York region.

In the late 1980's the Environmental Protection Agency declared the Bethlehem Steel Corporation and Lackawanna Plant within the First Ward a Superfund Site as well as a candidate for cleanup due to posing a risk to those within the community. At the turn of the century in 2001, Bethlehem Steel completely ended coke production and declared bankruptcy. Tecumseh Redevelopment purchased the property.

In 2006, Steel Winds purchased land along the waterfront and established a wind farm of 14 turbines. In 2013, Welded Tube invested \$102 million on 40 acres of the site. Erie County then relocated two miles of the rail line. A year later, Solar Sun panel farm located on 20 acres of Bethlehem Steel's Property continuing environmental efforts. In 2016, Erie County allocated money for the initial design stage of a net zero energy building as well as announced an agreement with Tecumseh to purchase 150 acres of land along the Hamburg Turnpike as well as 80 more acres in the later part of 2018.

1600



First Ward BOA Boundary

The City of Lackawanna's First Ward BOA Boundary consists of Lake Erie to the west, and the municipal borders of the City of Buffalo to the North and the Town of Hamburg to the South. The eastern boundary follows the rail line corridor with a number residential properties east of the line extending to Center Street. Overall, the boundary generally follows the delineation of the First Ward Neighborhood within the City as shown in Figure 3.1.

Justification for this area lies within a number of reasons. One of the main being that the Bethlehem Steel Plant closure left thousands of acres of land vacant and contaminated. The economic impacts of this loss of industry resulted in the loss of jobs and severe downturn of the economy for the City of Lackawanna. The negatively impacted economy is solidified by the number of vacant and decrepit residences and properties in near proximity to the former industrial facility. Lackawanna's First Ward boundary is also political, being one of four wards located within the City itself the boundary also stops when entering the Second Ward to the east.

Additionally, Hamburg Turnpike, which cuts through the entire First Ward BOA, is a heavily traversed road for travel into and out of the City of Buffalo and is underutilized in terms of the business potential the Turnpike could attract. Being that the First Ward Neighborhood is a major gateway into Western New York, revitalization and increased competition in the City of Lackawanna could serve as a catalyst for city-wide redevelopment in terms of economic well-being as well as improving resident's quality of life. It was impertinent to ensure the boundary included major thoroughfares to ensure redevelopment. Lackawanna is now struggling to attract new tenants to the area at the same time that other businesses in the City continue to fail. These major economic factors as well as the delineation of the First Ward neighborhood create a boundary that focuses on both spurring redevelopment and revitalizing the community and creating a positive impact for those who reside within it.

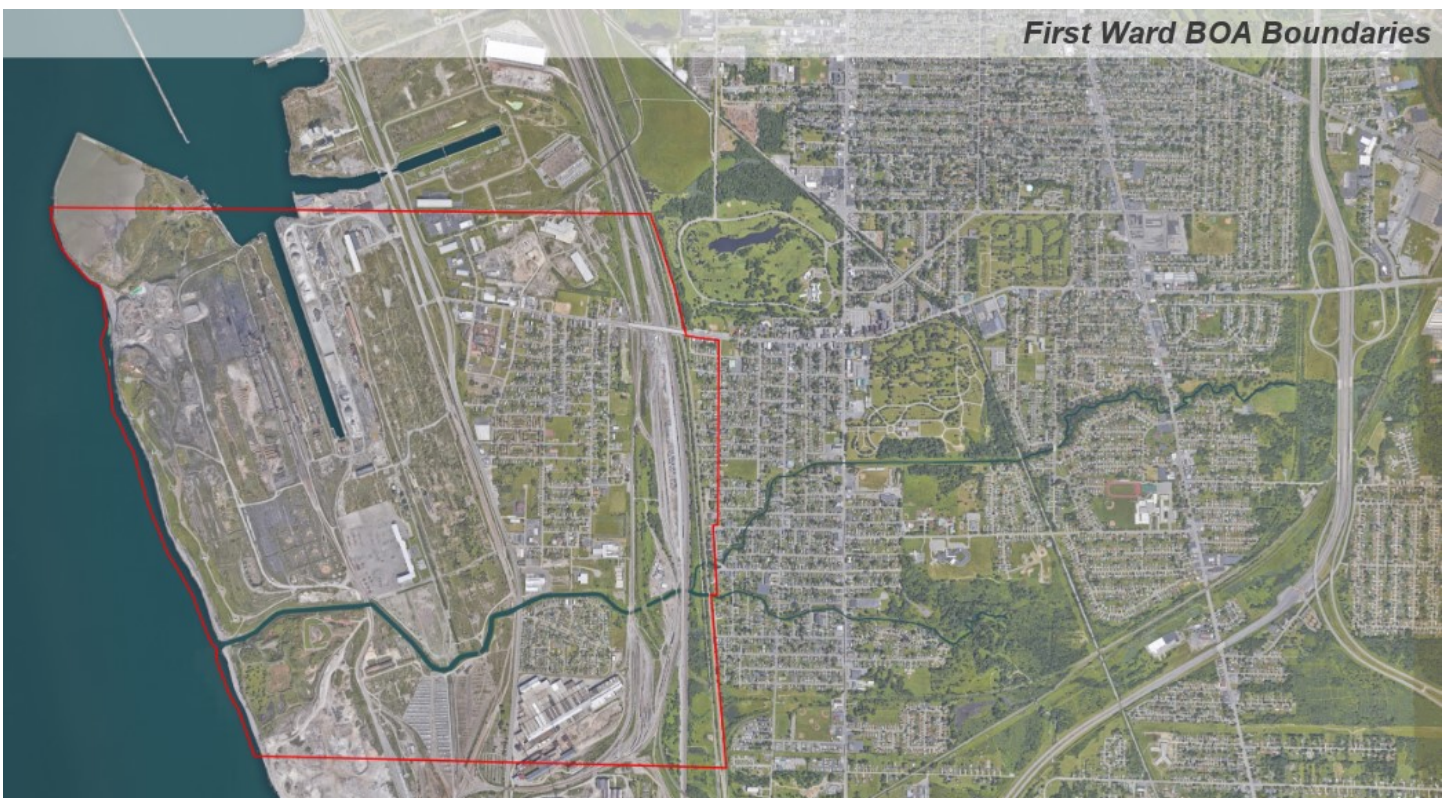


Figure 3.1: First Ward BOA Boundary

Figure 3.2: Erie County, New York—with municipalities



Figure 3.3: City of Lackawanna with surrounding Cities and Towns

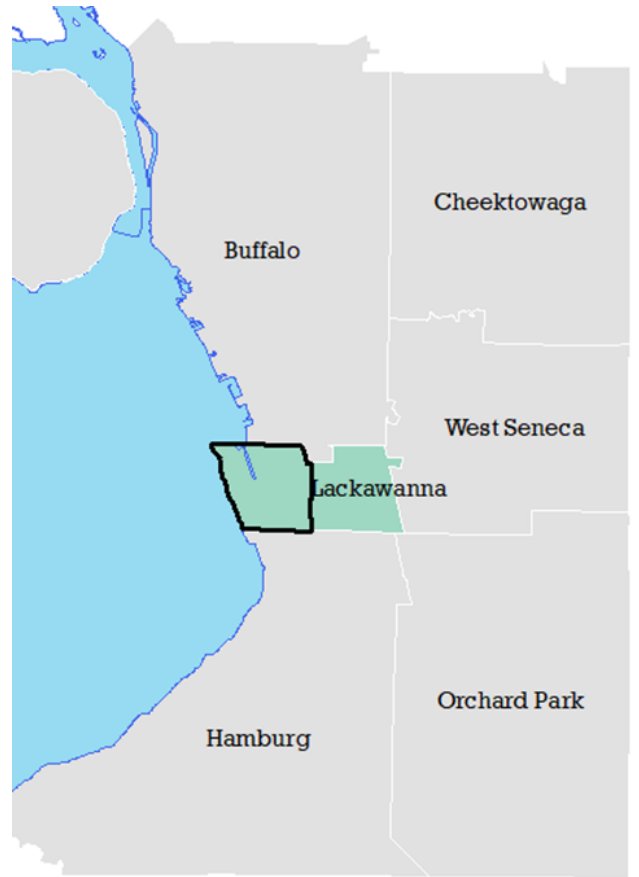


Figure 3.4: City of Lackawanna with First Ward BOA and major transportation routes



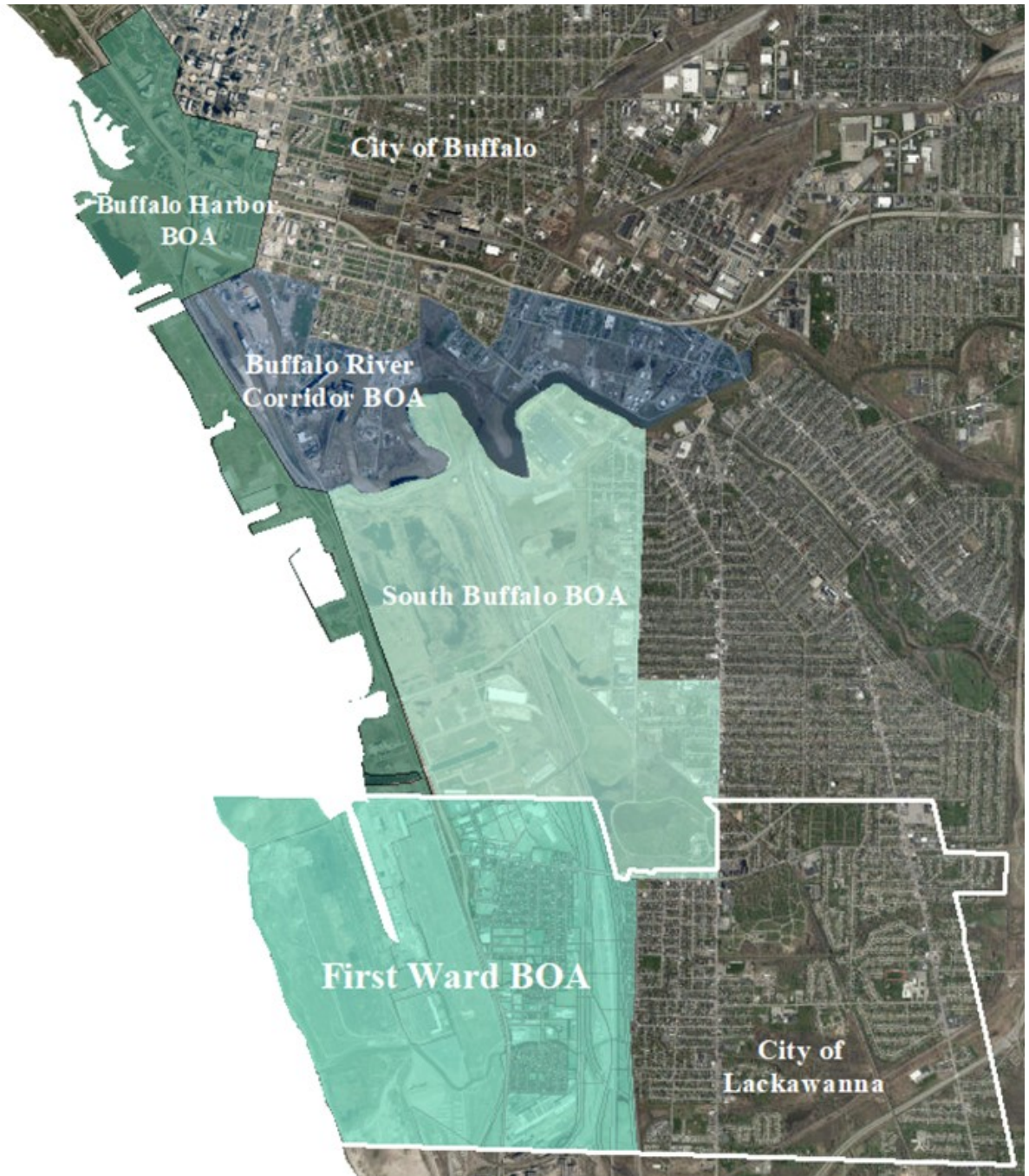


Figure 3.5: First Ward BOA and surrounding previous BOA's

The First Ward BOA also lies directly south of the three previously analyzed BOA projects in the City of Buffalo; the Buffalo Harbor BOA, the Buffalo River Corridor BOA, and the South Buffalo BOA.

This First Ward BOA carries the potential to build off of and continue redevelopment strategies developed for these areas in order to spur revitalization within the City of Lackawanna and contribute to growth along Lake Erie and within Erie County. Continuous development along the waterfront as well as main transportation corridors that are highly utilized allows for the continued pattern of effort focused on neighborhoods and areas located directly adjacent to Lake Erie. Continuing development to the south allows communities to draw upon the benefits of being close to the waterfront by developing or redeveloping vacant or underutilized sites that have a great deal of potential.

Physical Site Context

Due to the extraordinary steel making operations that once occurred on the former Bethlehem Steel Site, the shoreline has expanded over the course of time. Therefore, the majority of the land on the western portion of the First Ward BOA is manmade.

The First Ward BOA offers a multitude of resources and assets that can be leveraged to bring renewed prosperity to the City of Lackawanna. Its locational proximity to the City of Buffalo and Canada, the presence of a deep water port, industrial heritage, and natural resources are the central features of the First Ward BOA and its revitalization.

Land Use and Zoning

The existing land use and zoning within the First Ward BOA Study Area were evaluated using data provided by the Erie County Department of Environment and Planning (ECDEP) Geographic Information System (GIS). Existing land use, zoning and property ownership maps were developed using ArcGIS version 10.3.

Current land uses within the First Ward BOA are shown in Figure 3.9. The First Ward BOA contains a mix of land uses that is typical of urban areas. However, the Study Area is especially unique because of the large tract of land dedicated to industrial use on the western portion of the site. The primary land use within the BOA is vacant land, which occupies 37.2 percent of the BOA. A majority of zoning is dedicated to residential in the most north and south portions of the City and commercial surrounding major thoroughfares and areas of high traffic and Industrial along off the shoreline.

Lackawanna's Comprehensive Plan encourages the development of new commercial uses in areas such as Abbott and Ridge Road as well as the Route 5 Corridor that includes big-box developments with high visibility and good road access. Another goal of the plan in regards to land use is the preservation of natural and open space to allow opportunities for recreational enjoyment in areas such as Smokes Creek corridor. Policy 1.3 within the City of Lackawanna's Comprehensive Plan aims to ensure flexibility in the future development of Bethlehem Steel lands to allow the flow of new economic opportunities within the area.



Figure 3.6: *Second Baptist Church within the First Ward BOA*



Figure 3.7: *Commercial Buildings along Ridge Road*

Land Use

Figure 3.8: Land use for the City of Lackawanna

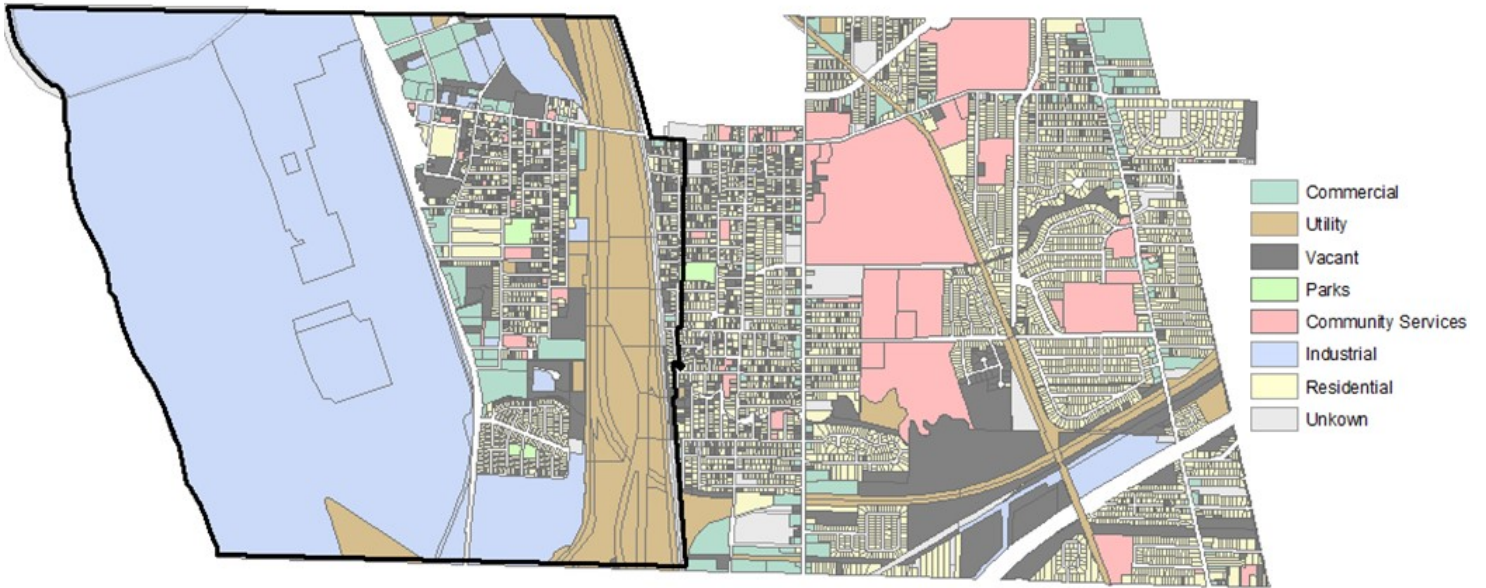
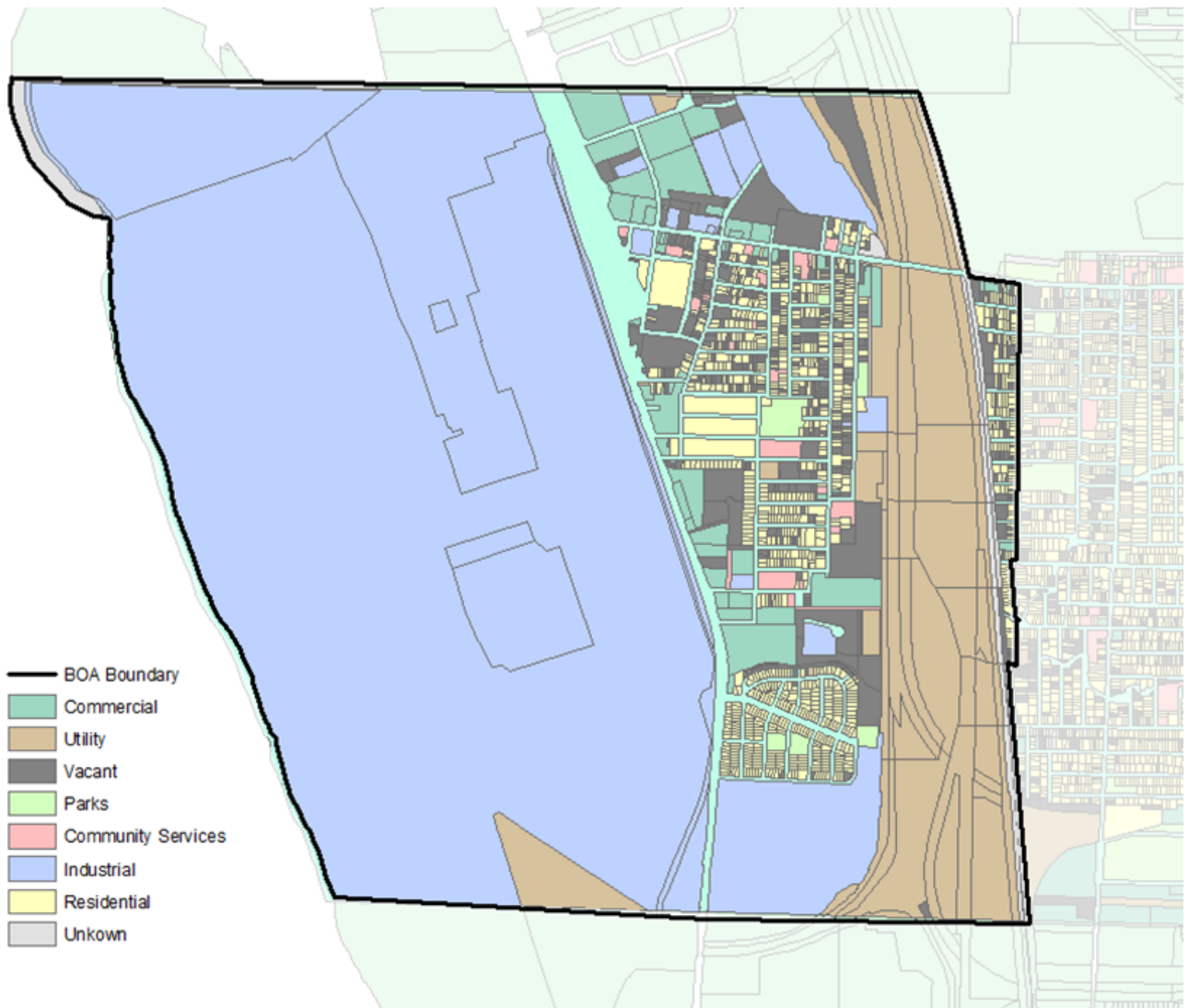
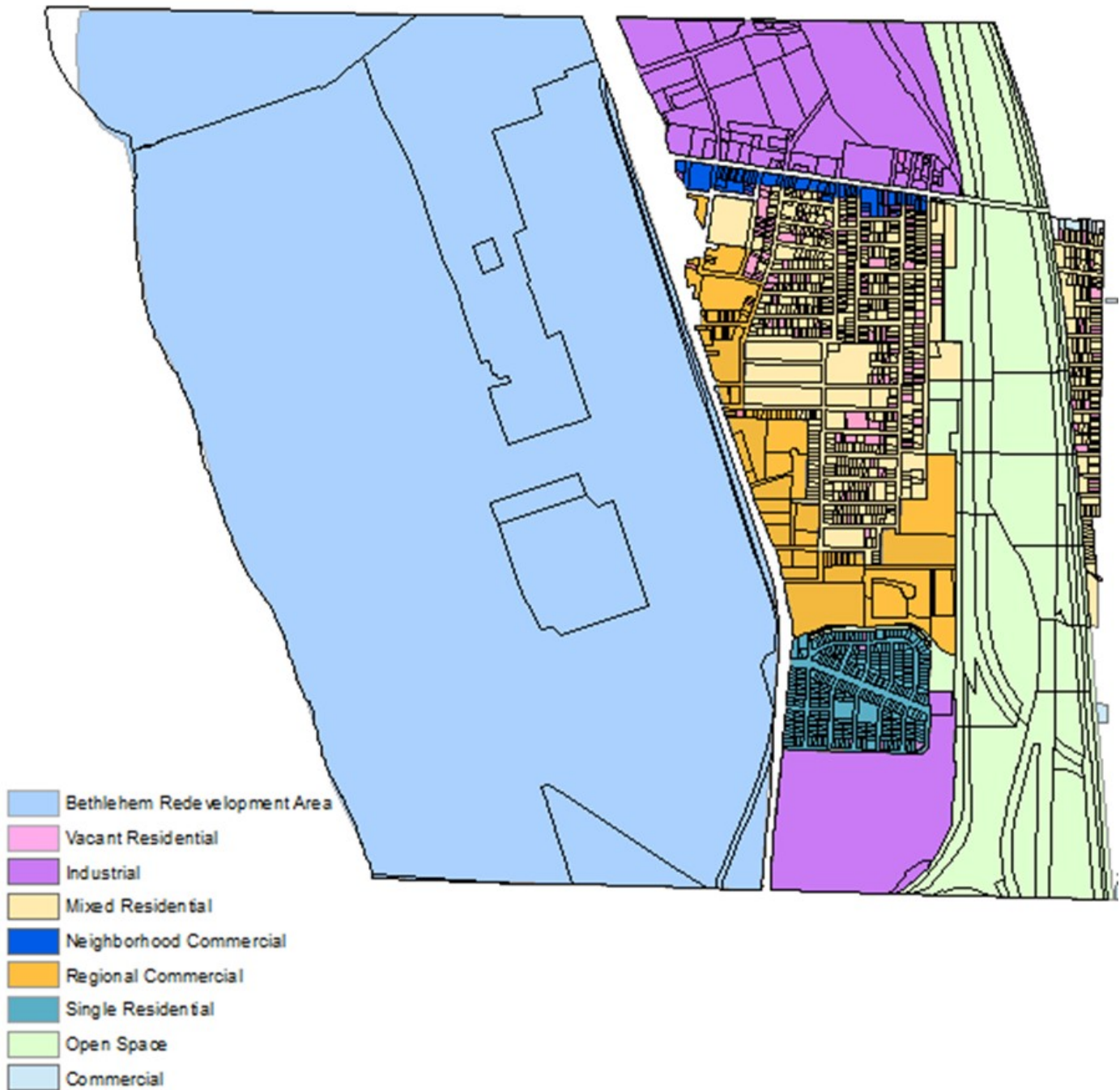


Figure 3.9: Land Use for the First Ward BOA



Zoning

Figure 3.10: Zoning for the First Ward BOA



In the City of Lackawanna, land use is regulated by the City of Lackawanna Zoning Ordinance. The zoning delineations for the First Ward BOA is displayed above in Figure 3.10. There are mix of zoning uses within the BOA including single family residential, mixed residential, central business district, neighborhood commercial, regional commercial, industrial, open space, and the Bethlehem Redevelopment Area (BRA). Zoning west of Route 5 has since been updated since June of 2018 to be Light Industrial, Medium Industrial, Heavy Industrial, Intermodal Port and Green Space. Retail along the waterfront will no longer be zoned as such due to providing amenities closer to residential and commercial districts east of the rail lines. The divisions of this zoning for the Entire BOA is listed in on the following page.

Table 3.1: Zoning Types within the First Ward BOA

Zone	Acres	Percent Acres	Parcels	Percent Parcels
Residential	34	2%	319	21%
Mixed Residential	156	8%	940	61%
Central Business District	2	0.1%	10	1%
Neighborhood Commercial	13	1%	66	4%
Regional Commercial	89	4%	80	5%
Industrial	199	10%	69	4%
Open Space	310	15%	61	4%
Bethlehem Redevelopment Area	1258	61%	8	1%

Zoning Designation Descriptions:

Single-family Residential – this designation is intended for single-family detached dwellings, with a maximum density of seven units per acre and a maximum building height of 2.5 stories or 25 feet. Approximately two percent (34 acres) of the BOA’s land area is zoned for single family residential.

Mixed Residential - This designation allows for a variety of housing styles and flexibility in building placement, with a maximum density of 36 units per acre and a maximum building height of 3 stories or 30 feet. Approximately 8 percent (156 acres) of the BOA’s land area is zoned for mixed residential.

Central Business District - This designation applies to the area along Ridge Road, and regulations seek to preserve the urban character of the corridor. Maximum building height permitted is 4 stories or 40 feet. Less than 1 percent (2 acres) of the BOA’s land area is zoned as Central Business District. This area is located along Ridge Road in the northeastern corner of the BOA.

Neighborhood Commercial - This designation is designed to allow for development of services used residents on a day-to-day basis, such as pedestrian oriented commercial uses including small retail and/or personal service establishments, convenience businesses, restaurants, taverns, and professional offices. Maximum building height permitted is 3 stories or 30 feet. Approximately 1 percent (13 acres) of the BOA’s land area is zoned for neighborhood commercial use.

Regional Commercial - This designation is designed to allow for the development of large-scale commercial uses while protecting surrounding uses from increased traffic, lighting, noise and other encroachments. Maximum building height permitted is 3 stories or 30 feet. Approximately 4 percent (89) acres of the BOA’s land area is zoned for regional commercial use.

Industrial - This designation is designed for light industrial, production, office, and accessory uses, while also protecting surrounding uses. Maximum building height permitted is 4 stories or 40 feet. Approximately 10 percent (199 acres) of the BOA's land area is zoned for industrial use.

Open Space - This designation is designed to preserve and protect natural resources, while allowing for utilization of the property for recreation and open space uses. It should be noted that much of the land within the BOA zoned as Open Space consists of an active railroad corridor. Approximately 15 percent (310 acres) of the BOA's land area is zoned for open space uses.

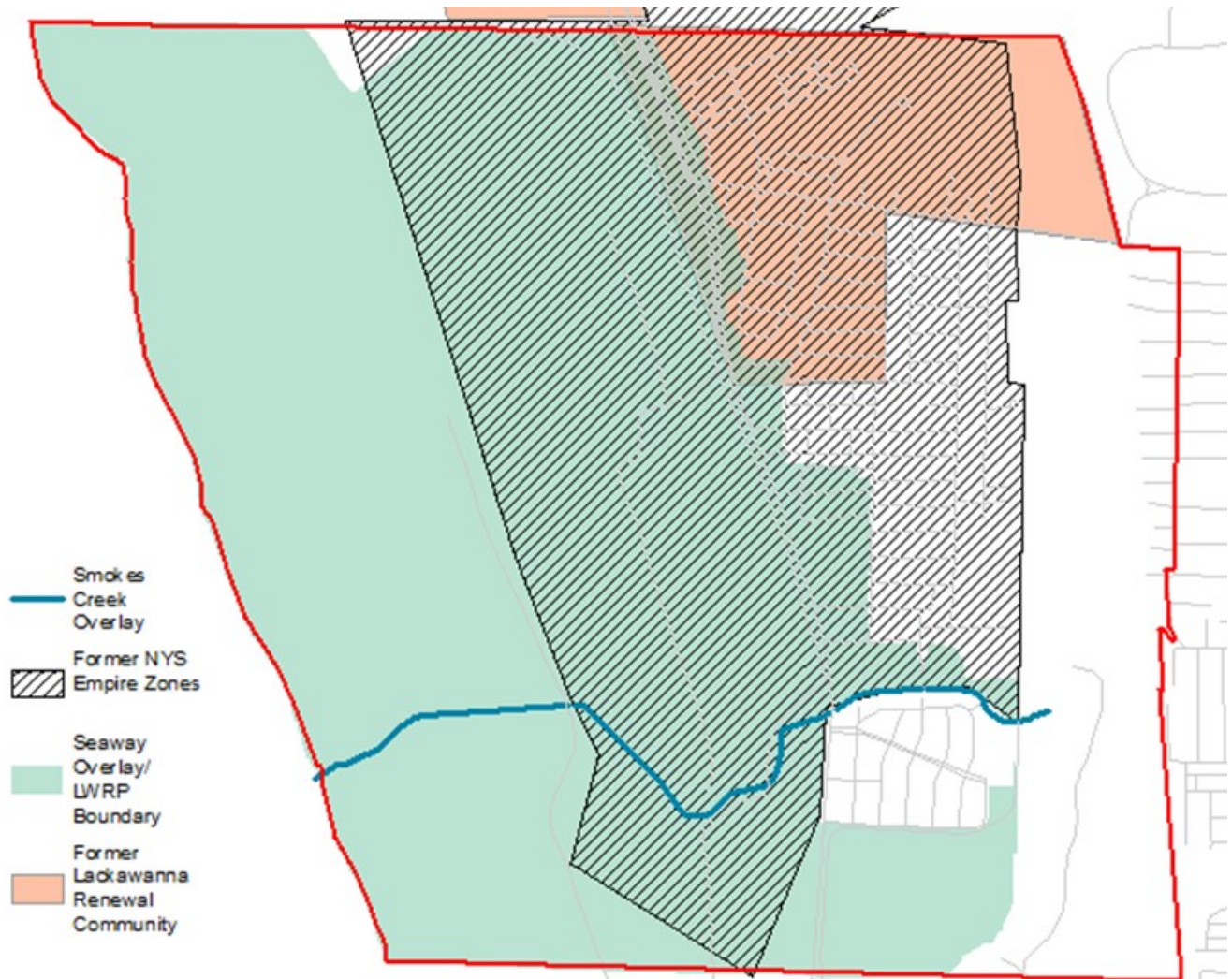
Bethlehem Redevelopment Area - The BRA has a separate zoning code, which functions as an amendment to the City's Zoning Ordinance. The BRA zoning addendum future land uses include the following:

- *Light Industry District*– 266 acres of land which is available for light industrial redevelopment, these areas are referred to as Tecumseh Business Park Phases I, II and III. These areas are discussed further in Section X. This district encourages the development of a mix of uses such as: offices, research and development facilities, wholesale, warehousing/distribution, and light manufacturing uses with the intent to offer a wide range of job opportunities.
- *Medium Industry District* – 149 acres of land (which includes the portion designated as Wind Energy Conversion Overlay). This area will be available for redevelopment after the Light Industrial Use area and is designated as a transitional zone between the high industrial and light industrial areas to encourage “non-smokestack manufacturing and high employment uses to promote redevelopment.
- *Heavy Industry District* – 425 acres of land designated to accommodate the redevelopment of the site for wind power, heavy industry and general manufacturing and production uses.
- *Intermodal District* – 101 acres designated to encourage continued use and expansion of the BRA's existing shipping and rail infrastructure. The area within this district benefits from the location of the Gateway Trade Center and rail lines.
- *Wind Energy Conversion System Overlay* – This overlay district is located along the lakefront both north and south of the existing wind turbines. Within this overlay district, the development of commercial scale wind turbines and wind farms are allowable and regulated. The overlay applies to the area 2,000 feet east from the westerly line of the City along the Lake Erie Shoreline.
- *Lakefront Buffer Overlay* – This area encourages public access and use of the Lake Erie waterfront, while also providing safe operation of wind turbines. The area includes a 50-foot buffer along the shoreline free of significant building structures, with the exception of wind towers, which are allowed within the Wind Energy Conversion Overlay area. Other industrial uses are not allowed within this buffer area.
- *Open Space District* – 161 acres established to provide for habitat restoration and limited opportunities for passive public open space within the constraints of the site. The area shall include an establishment of a 100-foot vegetative buffer along the top of the bluff. Site conditions preclude public access along most of the shoreline but scenic overlooks may be feasible near Smokes Creek.

Use regulations, supplemental requirements and some design standards have been passed by the City of

Special Zoning Overlay Districts

Figure 3.11: Special Zoning Overlay Districts within the First Ward BOA



The City of Lackawanna has two zoning overlay districts located in the First Ward BOA. These overlay districts can be seen in Figure 3.11.

The Seaway Trail Overlay District is comprised of the former Bethlehem Redevelopment Area, as well as the land on the east side of Hamburg Turnpike. The district regulates development to maintain views of Lake Erie. The following design guidelines apply to the district:

- A public view of Lake Erie shall not be obstructed for more than 400 feet.
- Where a public view of Lake Erie is obstructed, side yards shall be a minimum of 100 feet in width
- Parking lots shall be screened from view through the use of dense vegetation
- No fences, walls, or hedges greater than 4 feet shall be erected placed or maintained between the waters of Lake Erie and the nearest point of the principal building located on the premises.

Since new zoning was applied to the BRA in July of 2018, all design guidelines west the Hamburg Turnpike now follow updated use regulations, supplemental requirements and some design standards that have been passed by the City of Lackawanna.

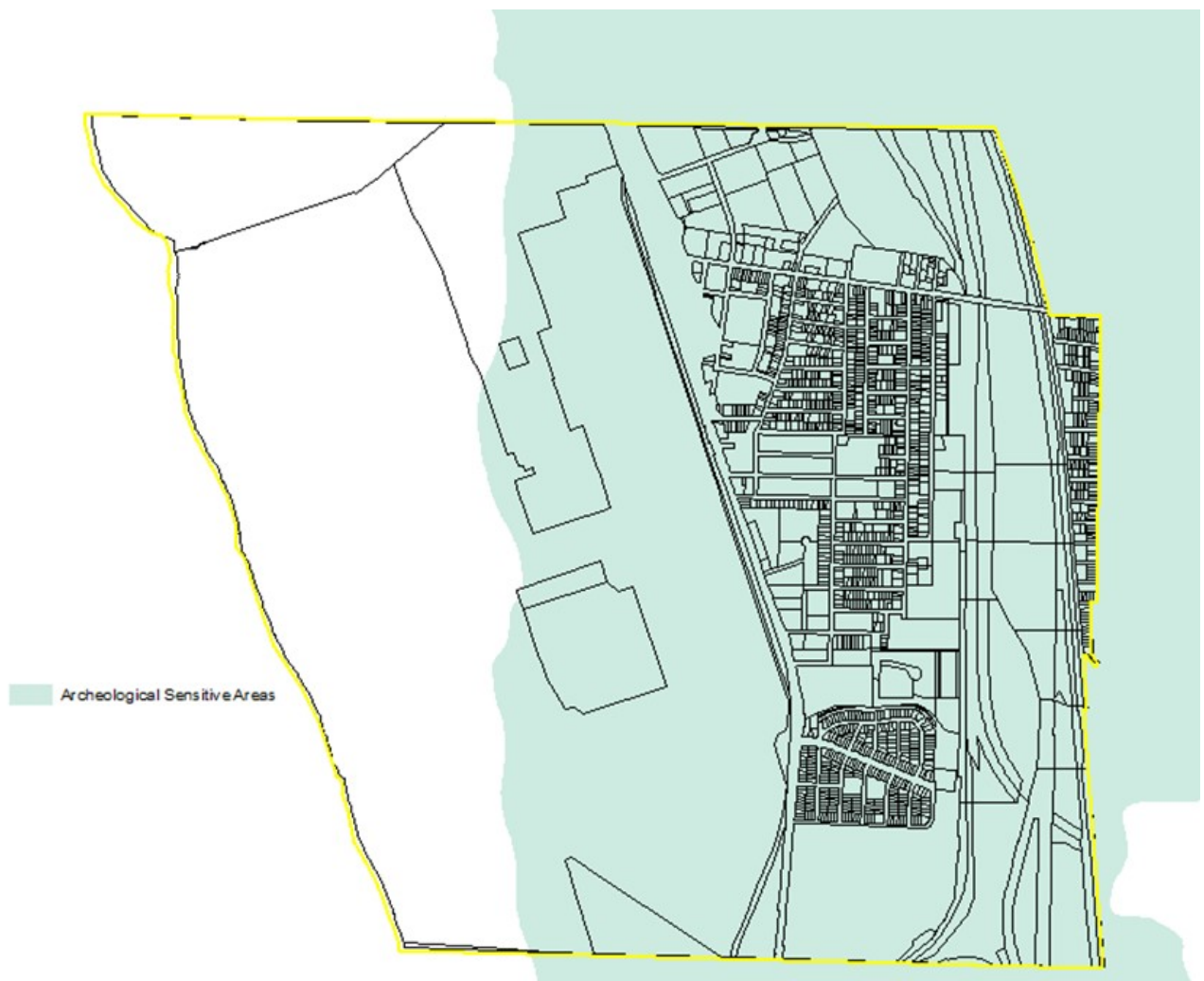
The Smokes Creek Overlay District is located along Smokes Creek throughout the City of Lackawanna. This district is designed to allow public recreation access to Smokes Creek and to develop a vegetative buffer to lessen non-point source pollution within the Creek. The following uses are prohibited within 50 feet of the mean water line of Smokes Creek:

- Sand and gravel excavations
- Dumping of snow, or ice containing de-icing agents
- Bulk storage of salt, chemicals, or petroleum products
- Parking Lots

Archeological Sensitive Areas and Historic Preservation

There are no listings within the First Ward BOA on the National Register of Historic Places (NHRP). The Buffalo Harbor South Entrance Light is listed on the NHRP but lies outside of the northern border of the First Ward BOA. According to the New York State Historic Preservation Office (SHPO), the Cazenovia Park-South Park System is registered under the National Register of Historic Places; however, this lies outside (northeast) of the First Ward BOA and the City of Lackawanna. In addition, the archeological significant areas map indicates that the entire eastern portion of the BOA is categorized as an archeological significant area (See Figure 3.12). However, much, if not all, of the First Ward BOA has previously been altered by late 19th century and early 20th century construction and development activities, making it unlikely that archeological or cultural resources would be present in this area.

Figure 3.12: Archeological Sensitive Areas within the First Ward BOA



Further investigation to determine whether this district could be designated by SHPO is required to obtain sufficient information. A designated historic district can assist in the revitalization process due to the NYS Historic Properties Tax Credit Program. The building to be rehabilitated must be either designated on the State or National Register of Historic Places or be listed as a 'contributing' building in a historic district in order to receive credits.

There are a number of historic structures within the First Ward and the City of Lackawanna including:

- First Ward Fire House
- Dom Polski Association Building
- Hale Nursery House
- Marine Corps League Building
- Reed Cemetery
- Old Toll House
- Colonel John B. Weber House
- Reed Cemetery
- Lackawanna Firefighters and Historical Preservation Museum
- Our Lady of Victory Basilica, Homes of Charity and Hospital
- Lackawanna Public Library
- Lackawanna City Hall



Figure 3.13: City of Lackawanna Public Library



Figure 3.14: Our Lady of Victory Basilica located in Lackawanna



Figure 3.15: Lackawanna Firefighters and Historical Preservation Museum



Figure 3.16: Buffalo and Erie County Botanical Gardens

During this project, a Phase IA Archeological Survey was conducted for the entire First Ward BOA, which can be located in the Appendix—A. The purpose of this Phase IA investigation was to identify cultural resources that may be impacted by any proposed development activities within the First Ward BOA, assess the likelihood that unrecorded resources may be present, and identify the presence of historic properties.

This investigation provides an in-depth settlement and history of the First Ward BOA and City of Lackawanna. Additionally, five archeological sites were identified within or immediately adjacent to the First Ward BOA. None of these sites have been determined eligible for listing on the NHRP, due to previous disturbance of the area.

Potential historic districts were identified within the First Ward BOA: Ridge Road Historic District and Kane Street Historic District. The potential Ridge Road Historic District is comprised of a 0.24-mile stretch along Ridge Road containing 16 buildings and seven undeveloped lots. The buildings from Wilkesbarre Street to Ingham Avenue represent a cohesive collection of buildings along this roadway. Additionally, the potential Kane Street Historic District is comprised of a cluster of five early 20th century commercial buildings that, collectively, retain sufficient integrity to convey their association and use as former support for the large Bethlehem Steel Plant workforce.

Further investigation of these areas as potential historic districts is required to obtain sufficient information for SHPO to convey official determination eligibility.

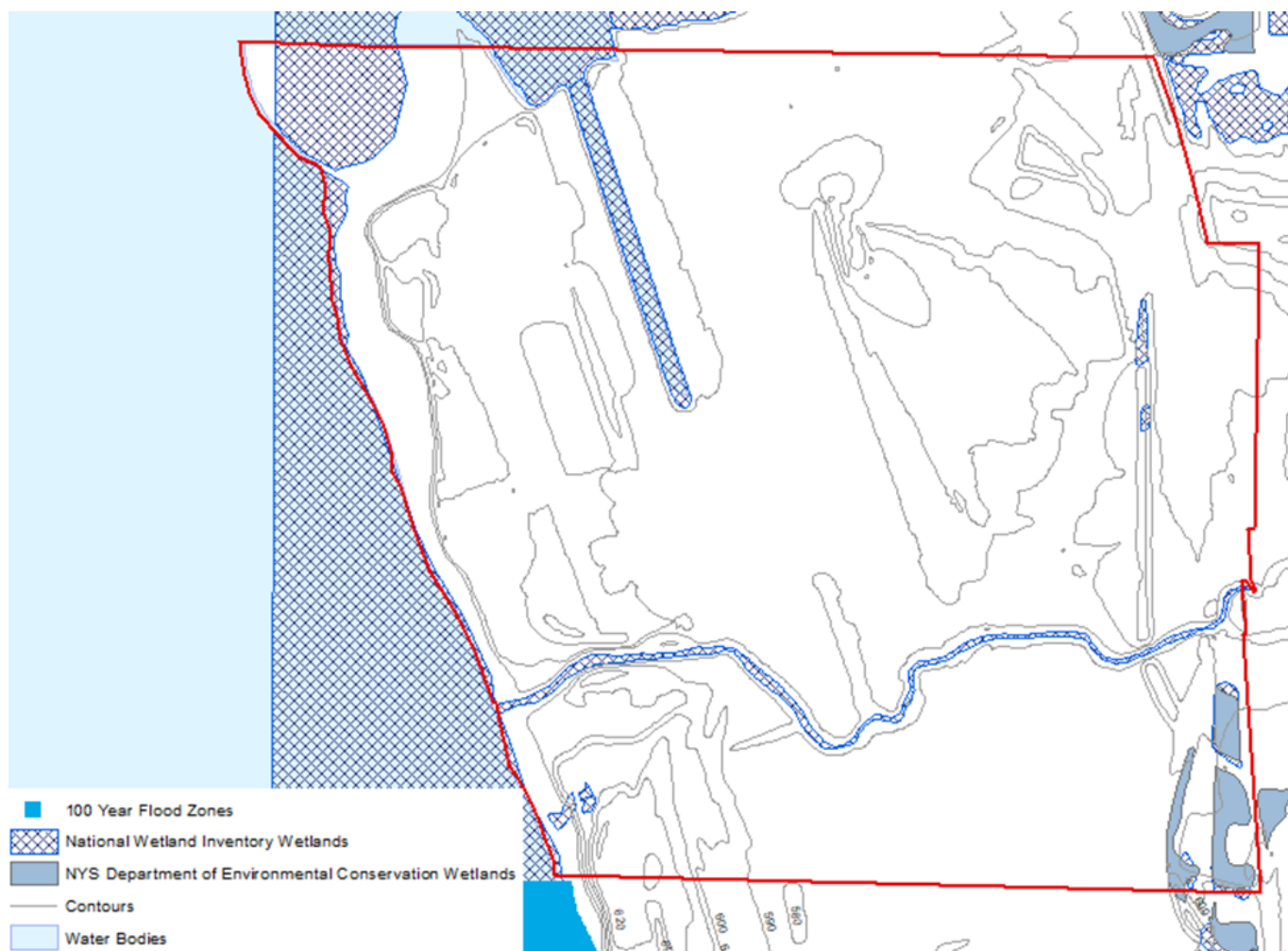
The City of Lackawanna provides efforts and detailed plans on how to continue historic preservation within the City and new methods and modes to continue the addition of new historic commercial buildings or districts.



Figure 3.17: *Wind Mills on the shoreline of Lake Erie within the Bethlehem Redevelopment Area*

Natural Resources and Environmental Features

Figure 3.18: Flood Zones, Wetland Inventory, Contours and Water Bodies within the First Ward BOA



One of the most important natural resources in the First Ward BOA is its adjacency to Lake Erie. As mentioned before, Lake Erie is a major component of the Great Lakes system and carries immense potential in terms of navigation, commerce, and trade among the United States and Canada. Lake Erie has a long-standing reputation and history of being a major driving force in both past and present development. Within the First Ward BOA exists a large port with the capacity to accept trade as well as cargo ships.

Smokes Creek

In addition, the First Ward BOA contains Smokes Creek which can be seen in Figure 3.18 running directly through the southern park of the Study Area and discharging into Lake Erie. Smokes Creek is part of a large environmental ecosystem that has been disturbed by both clearing and new development in the past. Federal wetlands are likely associated with the South Branch of the creek which meanders around open space before flowing beneath the NYS Thruway into Orchard Park. Smokes Creek is further discussed in Section 8.0—Implementation Strategies.

Wetlands

Wetlands within the First Ward BOA are minimal, with a very small percentage of both National Wetland Inventory (NWI) Wetlands and DEC Wetlands. These delineations are evidenced in Figure 3.18. The NWI areas include the extent of Smokes Creek, the Gateway Port Inlet and a small portion on the eastern half of the BOA, within the distance of the rail lines and utility segment. There is one portion of State-designated wetlands that are located within the City. It is a 35-acre area located immediately east of the railroad corridor and then extends south into the Village of Blasdell.

Species and Wildlife

Currently, there is one designated Significant Coastal Fish and Wildlife Habitat (SCFWH) within the City. Smokes Creek Shoals is located on the Shoreline of Lake Erie, on the boundary between the City of Lackawanna and the Town of Hamburg within the official BOA and First Ward. It is approximately 500 acres of open water located in a one-half mile radius of the mouth of Smokes Creek. It is classified as a Class C Stream and serves as a spawning area for a variety of warm water fish including: Walleye, Yellow Perch and Smallmouth Bass due to relatively shallow water and adequate water circulation.

Climate

The City of Lackawanna is located in the southwest portion of Erie County. Erie County accumulates on average 38 inches of rain per year and 75 inches of snow per year, about three times the national average. Summer highs are in the 80's and mid-winter low is 18. Erie County receives some kind of precipitation, on average, 95 days per year.

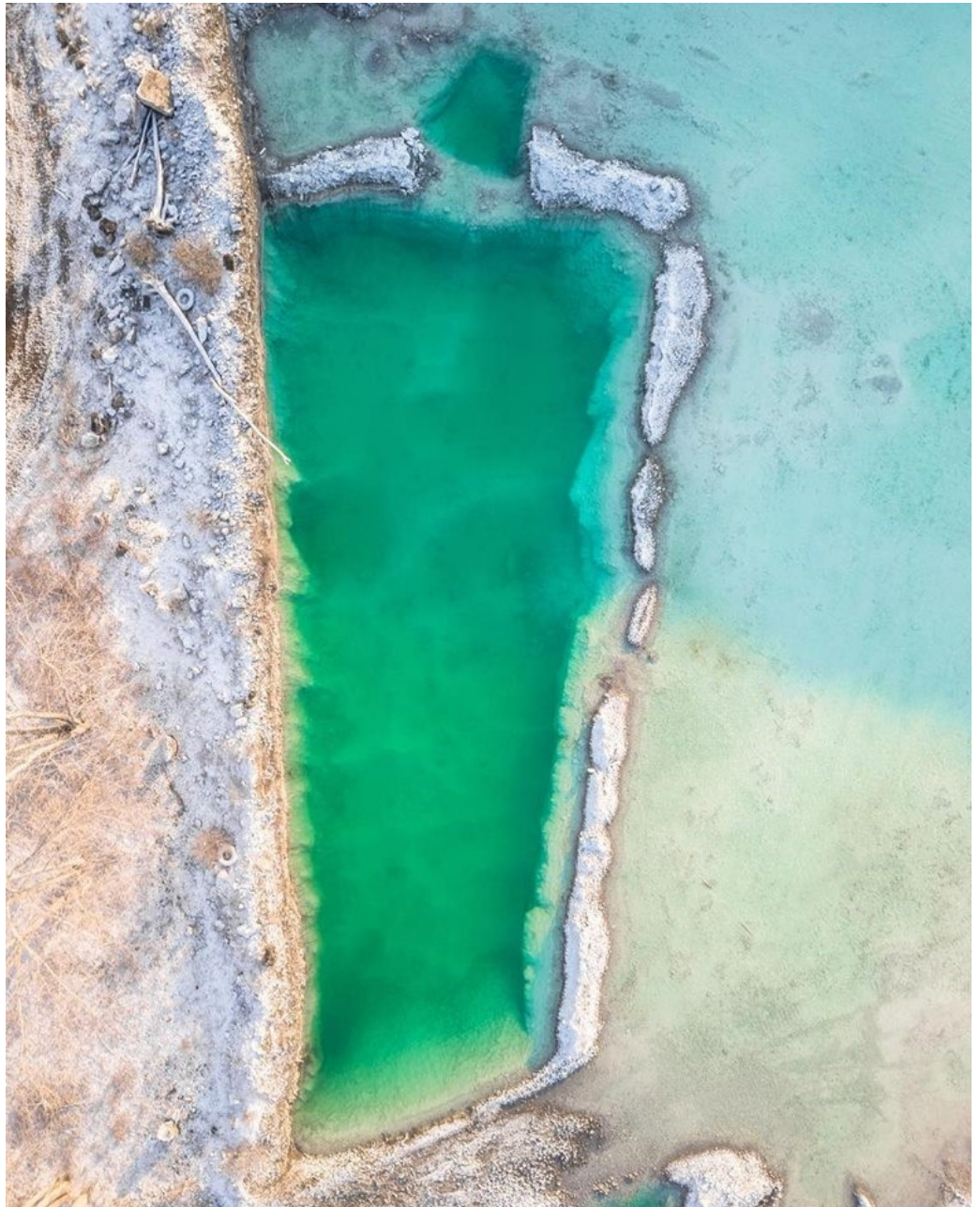
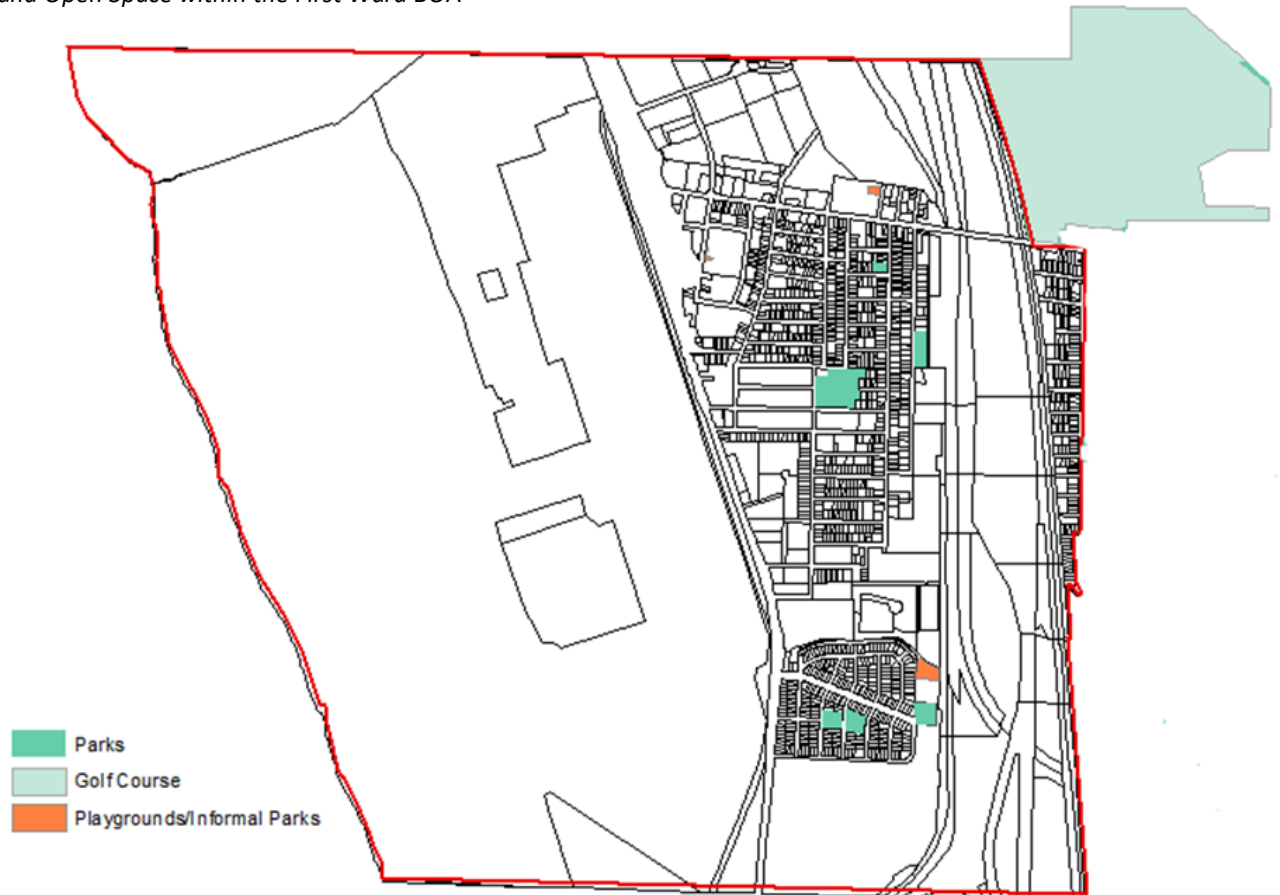


Figure 3.19: "Jalapeno Lake" located within the First Ward BOA and Bethlehem Redevelopment Area

Parks and Open Space

Figure 3.20: Parks and Open Space within the First Ward BOA



In the First Ward BOA Step 2 Nomination Study it was found that land available for parks and open space to the public within the First Ward BOA is relatively low compared to other land uses. Currently, parks and open space within the First Ward comprise only 6.35% of the City of Lackawanna's total parks and open space overall. There are a limited number of small athletic fields and play areas within the boundary as shown in Figure 3.20; however recreational opportunities remain scarce for Lackawanna's residents when looking at all land uses.

Recreational parks or other unofficial areas for recreation within the First Ward BOA include:

- Jeffrey Taggart Memorial Playground
- Yemen Soccer Field
- Bocce Club
- Former Lackawanna Foundry

According to the City of Lackawanna's Comprehensive Plan update from 2016, future development of parks and open space is encouraged in the areas of Holy Cross Cemetery and south of Martin road between the two branches of Smokes Creek as a nature park. It is also deemed that new recreational areas will be permitted in any future land use designation.

According to a Community Survey made available to residents within Lackawanna to gauge public opinion on certain services provided by local government, the community expressed dissatisfaction with Parks and Recreation available within the area.

The Buffalo and Erie County Botanical Gardens are just outside of the First Ward Study Area to the north east as well as Woodlawn Beach State Park to the South on the shore of Lake Erie. Although these areas are in close proximity to the Study Area it is crucial to implement new outdoor recreational opportunities within community members own neighborhoods without travel being necessary.

Property Ownership

Property ownership within the BOA is shown in Figure 3.23. Out of the 1548 parcels within the First Ward BOA, 125 of them are publicly owned, which accounts for approximately 8 percent of the total parcels. These entities include the municipal bodies such as the City of Lackawanna, Erie County and New York State. Erie County obtained a \$980,000 Transportation Alternatives Program grant from the New York State Department of Transportation to change and update the façade of the former Bethlehem Steel Property. Other public entities include the City of Lackawanna School District, Erie County Industrial Development Agency, Erie County Sewer Authority, Lackawanna Community Development Corporation (LCDC) and Lackawanna Municipal Housing Authority (LMHA). Table 3.2 on the following page represents the divisions of public ownership within the First Ward BOA.



Figure 3.22: St. Mark AME Zion Church located on Dona Street



Figure 3.21: What remains after the 2016 fire at Industrial Materials Recycling facility

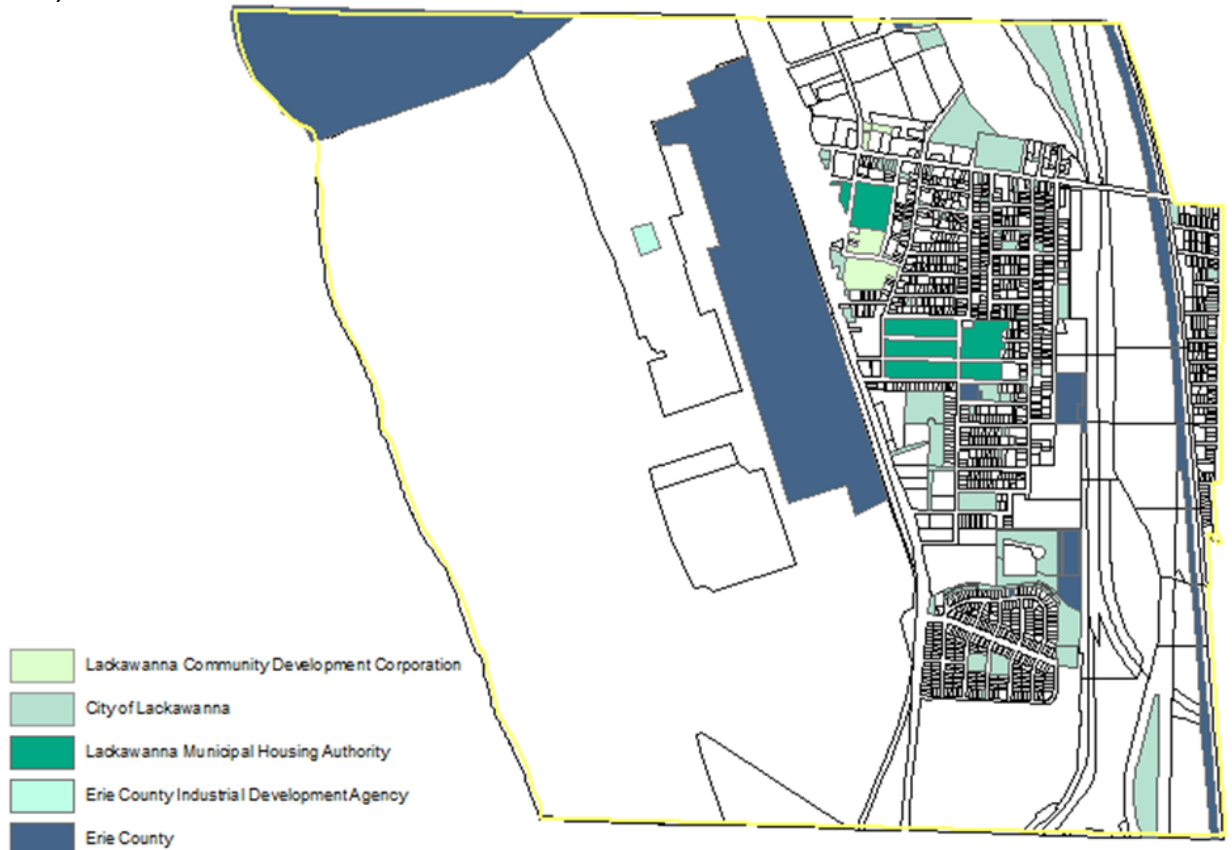


Figure 3.23: Property Ownership within the First Ward BOA

Table 3.2: Land Ownership by Public Authority

Owner	Parcels	Acres
City of Lackawanna/ City of Lackawanna School District	89	68.57
Erie County/Erie County Sewer District	21	244.52
ECIDA	1	1.78
Lackawanna Community Development Corporation	5	8.41
Lackawanna Municipal Housing	5	25.52
New York State	4	0.46

In addition to the public ownership of the BOA, a large sum of the area is owned by private entities. Approximately 943 acres of the BOA is currently owned by Tecumseh Redevelopment, Inc (Tecumsuh). More information regarding the property owned by Tecumsuh is located in Section 6.0 – Environmental Conditions.

The Erie County Industrial Land Development Corporation is currently carrying out Master Planning for approximately 240 acres along Route 5 this includes the 150 acres the ECILDC purchased in 2017 as well as an additional 90 acres in the process of being purchased on either side of Smokes Creek. It is 11 sub-parcels in Business Park I and 12 sub-parcels in Business Park II (See section 6.0)



Key Takeaways:

- The First Ward BOA and the City of Lackawanna as a whole has a large mix of land uses with large tracts dedicated to industrial use
- The Bethlehem Redevelopment Area was rezoned in June of 2018 for mostly industrial purposes and minimal commercial activity
- The BOA is located near an abundance of natural resources that will allow continued economic and social well-being

Figure 3.24: Vacant Industrial Facility located within the Bethlehem Redevelopment Area

5.0 Community Participation And Engagement

5.0 Community Participation and Engagement

At the onset of the Project, the Project Team created a Community Participation Plan (CPP) to ensure the local community was given a voice in the redevelopment planning. This document is attached in Appendix B and includes the combination of different methods for accomplishing public outreach activities.

Due to the increasing lack of interest and citizen participation in traditional public engagement methods, the Project Team approached this process from a different perspective. The Project Team utilized a “Place-making Methodology” as the primary method for engagement to obtain creative ideas, build and strengthen relationships and inspire imagination for the City of Lackawanna. This was accomplished through:

- Traditional Public Meetings
- Steering Committee Meetings
- Site Analysis and Visioning Tours
- Small Community Conversations
- Marketing and Branding Efforts

Meetings

Public Meetings

The Project Team understands that the public is the First Ward BOA’s ultimate constituent and biggest champion. Larger community knowledge and support means long term success for any project. Particular outreach efforts were planned to involve the residents and various stakeholders directly impacted by this First Ward BOA redevelopment plan.

The Project Team coordinated and led / will lead two public meetings; one at the onset and one at the close of the BOA process. The initial kick-off meeting was held on February 24, 2016 at Saint Anthony’s Church. This meeting was a joint effort between the Project Team and the DEC. Discussion of the meeting involved an overview of the goals for the BOA program and Implementation Strategy, the Project’s intent and scope, solicitation of public input on a vision for the BOA, as well as a remedial update on the former Bethlehem Steel site. This meeting was supported by representatives from the City’s DOD, Department of Public Works, NYS DOS and NYS DEC.

The second public meeting will be held at the conclusion of the Project and presented the findings of the Implementation Strategy in November of 2018.

Members from the Project Team also attended other Public Meetings held within the City of Lackawanna to ensure residents and any officials were up to date on the BOA Process and to answer any questions community members may have. A meeting for this will be held on October 28, 2018.

Steering Committee Meetings

At the onset of the BOA, a Steering Committee was established and was comprised of local and state agencies, local business owners, citizens, and community organizations (See Table 4.1). The Steering Committee played a vital role and worked very closely and collaboratively with the Project Team. It was imperative that the Project Team and the Steering Committee meet on a regular basis (approximately every six to eight weeks) for review and feedback of analysis, project opportunities and the development of the BOA plan. A Steering Committee was imperative to proper collaboration between all affiliations to establish clear goals, ensure all opinions are heard and make all potential projects feasible. Meeting minutes from each steering committee meeting is provided in Appendix C. The Steering Committee consisted of the following:

Figure 4.1: City of Lackawanna Public Notice for BOA Implementation Meeting

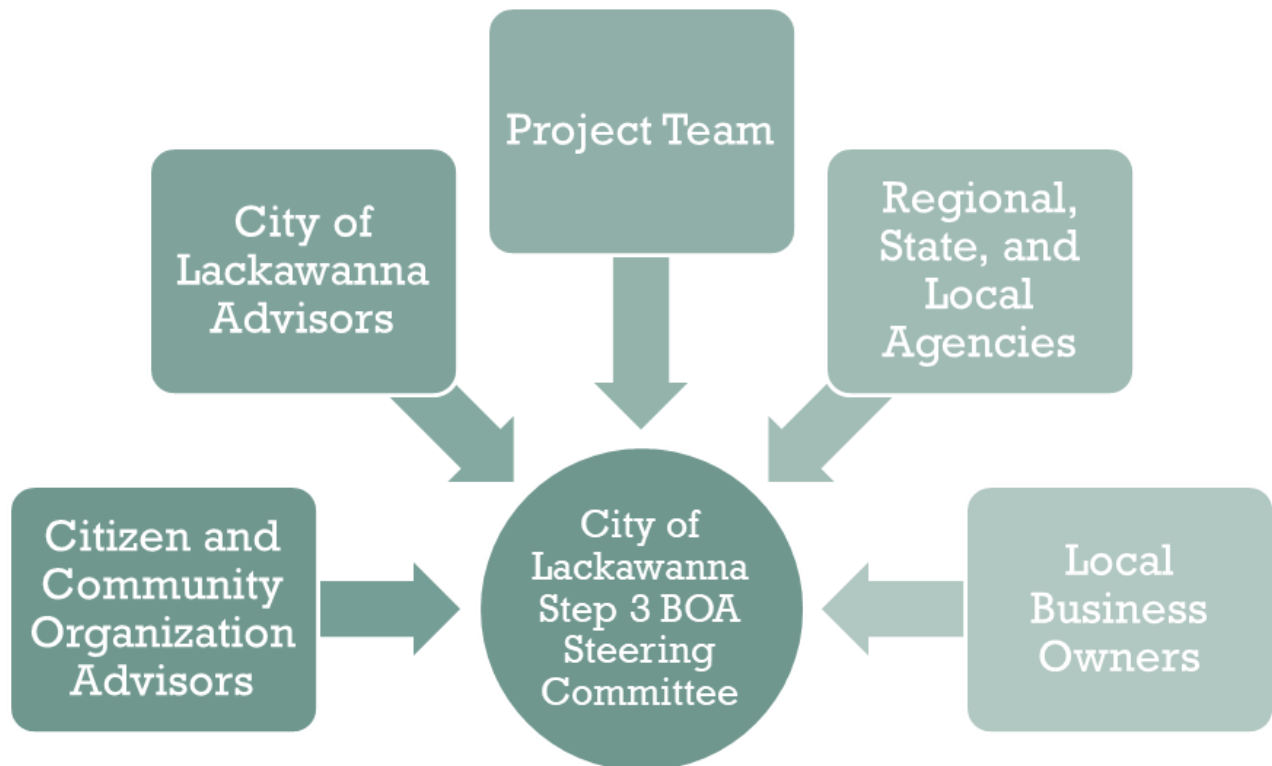


Table 4.1: City of Lackawanna Phase 3 BOA Steering Committee

City of Lackawanna Advisors	
Drew Shapiro	City of Lackawanna, Director of Development
Fred Heinle	City of Lackawanna, Former Director of Development
Phil Lowery	Lackawanna Community Development Corporation
Marsha ____	City of Lackawanna Parks and Recreation
Regional, State and Local Agencies	
Chris Pawenski	Erie County Department of Environment and Planning
Chris Bauer	New York State Department of State
Maurice Moore	New York State Department of Environmental Conservation
Hal Morse	Greater Buffalo Niagara Regional Transportation Council
Citizen and Community Organization Advisors	
Lisa Tucker	Field and Fork
Gjamil	Lackawanna Resident
Jason Kalzewski	PUSH Buffalo
Chris Wietig	Great Lakes Industrial Development
John Ingram	Lackawanna Resident
Michele Pratt	Great Lakes Environment
Bernadette Giles	PUSH Buffalo and Lackawanna Resident
Project Team	
Daniel Riker	C&S Companies
Emma Phillips	C&S Companies
Crystal Surdyk	Joy Kuebler Landscape Architect, PC
Joy Kuebler	Joy Kuebler Landscape Architect, PC
Christian Michael	AKRF
Lindsay Shields	AKRF
Frederick Merrill	Sasaki Associates
Paul Schlapobersky	Sasaki Associates
Vee Petchthevee	Sasaki Associates

Site Analysis and Visioning Tours

The Project Team integrated place-making techniques into various site visioning tours throughout the BOA process in order to engage the community in a more natural and conversational method. These techniques cultivated more efficient, productive, and quality data collection. Through these visioning sessions, a spirit of cooperation and creative problem solving was fostered within the community, which combined with a transparent process that helped to build trust from the onset of the BOA project. Approaching the engagement process in this non-traditional fashion proved to be an effective and efficient, as well as an approachable and engaging way to interact with the community.

Site analysis and visioning tours involved a ‘boots on the ground’ approach to engage the public and Steering Committee. The Project Team, Steering Committee, municipal department heads, community members, and stakeholders participated in three site analysis and visioning tours; the entire BOA area on November 18, 2015, Ridge Road and Hamburg Turnpike Corridor on June 24, 2016, and First Ward Neighborhood and Smokes Creek Corridor on September 9, 2016.

Together, participants discovered the challenges and constraints of the sites, discussed real solutions in real time, and identified creative ways to re-envision the areas as integral parts of the community. These tours allowed participants to move toward consensus much faster than traditional public meeting methods and provided participants with a shared sense of pride and ownership of the ongoing development of the final community vision and redevelopment plan. Visioning activity workbooks provided during the site analysis and visioning tours are provided in Appendix D.

Figures 4.2 and 4.3: *Site Visioning Tours throughout the BOA*



Small Community Conversations

Additional outreach efforts with City residents included “meeting the public” where they are, which involved the Project Team spending time in places where residents spend their everyday lives, rather than inviting residents to take time out of busy schedules. These small community discussions occurred in situations such as the Arts on Ridge Event.

The goal of the community conversations was to hear the local perspective, from as many view points as possible. By going to the community where they already were, the Project Team was able to have many casual conversations, which resulted in real and valuable contributions.

REVIVE Ridge Bash

As part of the community conversation piece, the Project Team worked to throw a Ridge Road Bash on Ridge Road located at the former Friendship House site. This tactical event was held on July 30th, 2016 (See Figure 4.4). The purpose of the event was to create an interactive experience on Ridge Road to facilitate conversation about how the commercial corridor along the road can be re-envisioned.

Event programming included:

- Building façades created with scaffolding to showcase what a two-story building would look like
- Streetscape design created out of duct tape crosswalks, trees and public space with seating
- “box city” where children were able to imagine and create their ideal city
- site tours of the Ridge Road Corridor and First Ward neighborhood to discuss constraints and opportunities
- Public art installation on the Ridge Road Bridge in order to show how the daunting bridge acts as a divider rather than a connector between both sides of the City
- Open festival where food, art, and community vendors from Lackawanna were able to display their work and allow the community to interact on a different level
- Live concert to activate the space
- Tent with presentation boards to talk with community members and gain feedback on community needs

Figure 4.4: Revive Ridge Bash Event Poster



Figure 4.5: Vendors at the Revive Ridge Bash

Communication Strategies

A variety of communication strategies were used leading up to the City of Lackawanna Step 3 Implementation report. It is both necessary and important to use a variety of forms of communication to reach the diverse population within the BOA spanning across different ages, backgrounds and family structures. Social Media was one of the main communication strategies utilized as a digital medium for promotion of different events and as a way to introduce visioning opportunities. The Project Team created a Facebook Page (found at: <https://www.facebook.com/lackawannafirstwardboa/>) for community members to stay in touch and engaged with BOA project happenings as well as any meetings. This site, in addition to the City of Lackawanna Municipal webpage and Lackawanna’s Community Hub page were avenues for the public to provide comments on all materials that were presented throughout the Project.

Key Takeaways:

- The Project team emphasized place-making methodology
- Plans were presented at public meetings for input and revising purposes
- A Steering Committee was developed
- Site analysis & Visioning Tours were conducted to discover challenges, share ideas and discuss solutions
- Community conversations were essential and valuable when creating a vision for the Step 3 BOA implementation
- Communication strategies including utilizing the Lackawanna municipal website, creating a Facebook page for the BOA and having genuine conversation with community members



Figure 4.6: Community Member at Arts on the Ridge



Figure 4.7: Project Team, Steering Committee and Community members on Site Visioning Tours within the BOA

6.0 Economic Context

6.0 Economic Context

The viability and feasibility of the First Ward BOA Redevelopment Plan will ultimately depend on the market conditions and demands in the local and regional area. Because of this reality, it is necessary to evaluate the First Ward BOA and surrounding region to determine the economic context to assess the First Ward BOA's economic development potential.

This section provides an update to the Step 2 Nomination Document. Data for this study is derived from the U.S. Census Bureau Decennial Census and American Community Survey 5-Year Estimates (2012-2016).

In order to use the most accurate data for the First Ward BOA, Census Tract 174 (previously Census Tracts 121 and 122) was used for data collection and statistics.

Demographic Trends

Demographics are a tool that can be utilized to understand the context of a select population and the particular groups that reside within it. For the purpose of the demographic analysis, the City of Lackawanna was divided into eastern Lackawanna and the First Ward BOA. The breakdown into these areas helps highlight the demographic disparities between those residents living on the east side of the railroad tracks outside of the BOA and those on the west side of the railroad tracks within the BOA. All of the geographies were also compared with Erie County and New York State to provide context.

This demographic information generates the ability to view changes and identify shifts in the population as well as predict future trends.

Population

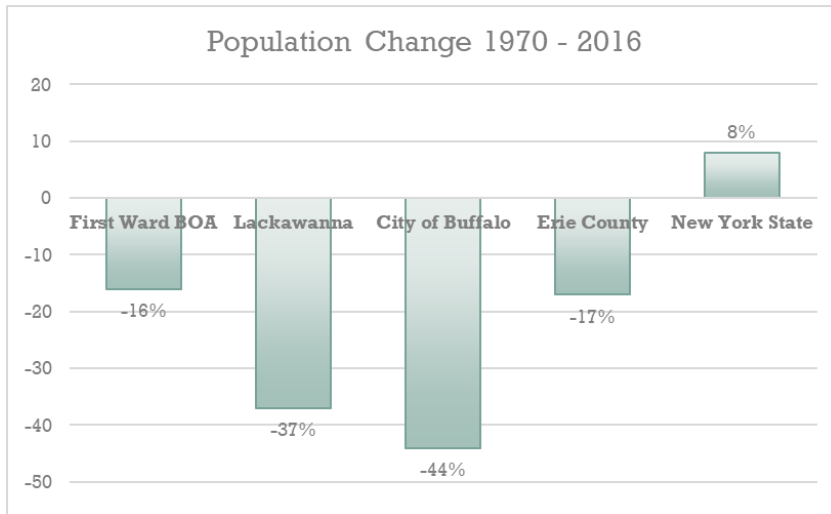
In the height of Bethlehem Steel Company, Lackawanna had developed a large population base. The majority of the population was comprised of the industrial giant's workforce who built homes in the direct vicinity to the steel manufacturer's land. In 1970, the City of Lackawanna had a population of about 28,476. This population base began to decline with the gradual loss of industry in the 1970s which then led to eventual termination. According to the U.S. Census Bureau, the City's population in 2010 had declined to 18,141. In 2016, the population was reported at 17,992. In comparison, the population within the First Ward BOA declined from 5,065 in 1970 to 4,027 in 2010 and 4,240 in 2016 showing the region appearing to be stabilizing with a growth of 12.08% in six years (See Table 5.1).

Table 5.1: Population Trends from 2000-2016 within the First Ward BOA and the City of Lackawanna

Area	2000	2010	2016	Percent Change (2000-2010)	Percent Change (2010-2016)
First Ward BOA	4,128	3,783	4,240	-8.36	12.08
Eastern Lackawanna	14,936	14,358	13,752	-3.87	-4.22
City of Lackawanna	19,064	18,141	17,992	-4.84	-0.82
Town of Hamburg	56,259	56,936	57,934	1.20	1.75
Town of Eden	8,076	7,688	7,693	-4.80	0.07
Town of Evans	17,594	16,356	16,299	-7.04	-0.35
Town of Brant	1,906	2,065	2,113	8.34	2.32
Erie County	950,265	919,040	922,129	-3.29	0.34
New York State	18,976,457	19,378,102	19,697,457	2.12	1.65

In order to grasp the concept of the City of Lackawanna’s decline, it is important to compare population growth rates to the surrounding region. As can be seen in Figure 5.1, although there was growth from 2010-2016 the First Ward BOA is on par for decline with Erie County and the City of Lackawanna’s population decline is dramatic compared to Erie County and the State of New York. It is clear, however, that other cities, within Erie County, such as the City of Buffalo, have suffered decline as well. The First Ward BOA itself has lost 16 percent of its population while the City of Lackawanna has decreased by approximately 37 percent. This loss has drastically altered the City of Lackawanna in a variety of ways including vacancies, less spending within the area and less job potential or economic opportunity for existing residents. As population declined average family size grew from 2.67 in 2010 to 3.0 in 2016.

Figure 5.1: Population Change from 1970-2016 within the Western New York Region and New York State



The following sections further detail the demographic characteristics of the First Ward BOA, the City of Lackawanna and four towns south of the City (including the Towns of Hamburg, Eden, Evans, and Brant). These townships are included in this analysis because of their proximity and residents often pass through the First Ward BOA and can be considered potential future users of any new land uses following redevelopment of the First Ward BOA.

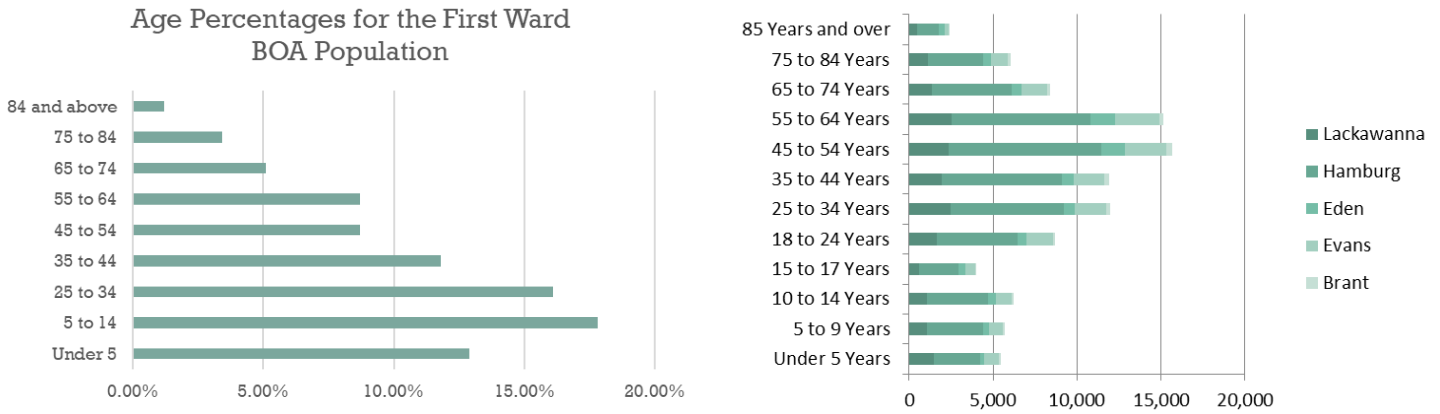
Age and Gender

The First Ward BOA (predominately Census Tract 174 within Erie County) has a wide variety of ages. The lowest percentage being the population above 84 and the highest percentage being within the ages of 5-18 and 25-34.



Figure 5.2: Community members and Senator Tim Kennedy

Figure 5.4: Age Percentages for the First Ward BOA Population and surrounding Trade Area



Median Household Income

Residents of the City and the First Ward BOA have lower median household incomes than residents of all other comparison geographies (see Table 5.2). The median household income for the First Ward BOA is \$27,240, which is substantially lower than the City of Lackawanna at \$35,563 and Erie County at \$52,744. The towns of Hamburg, Eden, and Brant have median household incomes above \$55,000 giving them greater spending power than the average Erie County household.

Table 5.2: Trade Area Median Household Income

Area	Average Household Size	Number of Housing Units	Median Household Income
First Ward BOA	3.0	1,665	\$27,240
Eastern Lackawanna	2.2	7,061	\$38,103
City of Lackawanna	2.3	8,635	\$35,563
Town of Hamburg	2.4	24,997	\$65,234
Town of Eden	2.5	3,258	\$62,794
Town of Evans	2.4	7,873	\$60,313
Town of Brant	2.3	1,053	\$56,250
Erie County	2.3	421,361	\$52,744
New York State	2.6	8,191,568	\$60,741

Employment

A majority of the residents in each of Erie County’s municipalities are of working age. As shown in Figure 5.4 above, a majority of the population are between the ages of 25 and 64. According to the U.S. Census Bureau, County Business Patterns 2015 data, most residents of Lackawanna and the comparison geographies work in Healthcare and Social Assistance, Retail Trade, Manufacturing, Education Services, and Accommodation and Food Services (see Table 5.3). In the First Ward BOA, 18.1 percent of workers (237 people) work in the Healthcare and Social Assistance industry, 13.5 percent of workers (176 people) work in the Retail Trade industry, 11.3 percent (148 people) are employed in the Manufacturing industry, and 10.8 percent (141 people) work in Accommodation and Food Services. Combined, employees in these four sectors represent more than 50 percent of the total employed population in the First Ward.



Of the 5,708 workers living in eastern Lackawanna, 15.3 percent (875 people) are employed in the Healthcare and Social Assistance industry, 13.2 percent (755 people) are employed in the Retail Trade industry, 10.5 percent (599 people) are employed in the Manufacturing industry, and 9.1 percent (521 people) work in Accommodation and Food Services

The comparison geographies of Hamburg, Eden, Evans, and Brant have a similar predominance of people working in the Health Care and Social Assistance industry (ranging from 13.8 to 15.4 percent of workers). Retail Trade and Education Services are the next largest industries in the comparison geographies, with employment rates ranging from 10.4 to 12.7 percent of workers. Compared with Erie County and the comparison geographies, Lackawanna, has a larger percentage of workers that are employed in Health Care and Social Assistance, Retail Trade, and Accommodation and Food Services. Lackawanna has the smallest percentage of workers in Education Services among all of the comparison geographies.

Table 5.3: *Top Industry Sectors for Employment as a Percentage of the Working Population*

Area	Industry Sector				
	Healthcare and Social Assistance	Retail Trade	Education Services	Manufacturing	Accommodation and Food Services
First Ward BOA	18.1	13.5	7.2	11.3	10.8
Eastern Lackawanna	15.3	13.2	7.4	10.5	9.1
City of Lackawanna	15.8	13.3	7.4	10.6	9.4
Town of Hamburg	14.9	11.1	11.6	9.8	8.3
Town of Eden	13.8	11.1	10.9	10.7	7.4
Town of Evans	15.4	11.0	12.7	11.0	8.5
Town of Brant	14.6	12.7	10.4	10.9	6.8
Erie County	15.6	10.7	10.4	9.4	8.6
New York State	17.1	10.4	10.7	5.6	7.7

Sources: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics beginning of Quarter Employment, 2nd Quarter of 2002-2014

Most of the people who are employed in the trade area municipalities and working in the industries noted in Table 5.3 commute to the City of Buffalo. The most direct route to Buffalo from each of the discussed locations is by driving through the City Lackawanna BOA on Hamburg Turnpike. The largest percentage of people commuting to the City of Buffalo for work reside in the First Ward BOA, where almost 30% of working residents work in Buffalo. The eastern section of Lackawanna has the next largest portion of people commuting to Buffalo (25.3 percent). The municipality with the lowest percentage of people commuting to Buffalo is the Town of Brant, which is also the municipality that is furthest from Buffalo. A total of 11,704 people commute from Lackawanna, Hamburg, Eden, and Brant to Buffalo. Ideally, residents have the opportunity to work in the same town in which they live. None of the aforementioned towns or cities provides more than 10 percent of their residents a place to work.



First Ward BOA Industry Sectors

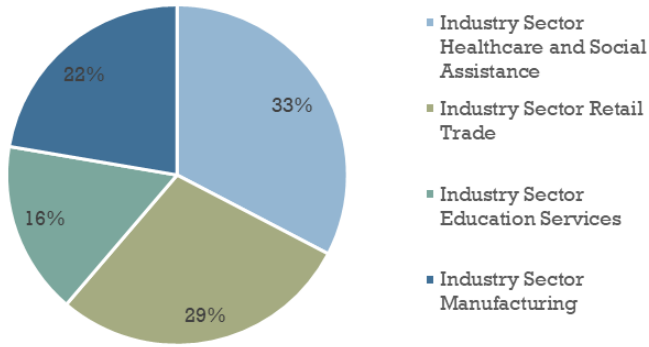


Figure 5.6: Our Lady of Victory School located in Lackawanna

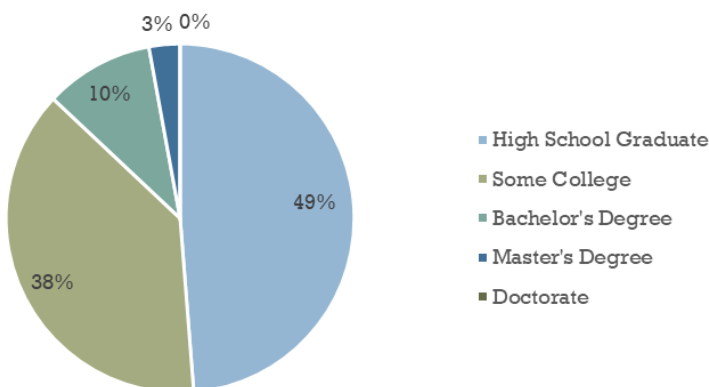
Educational Attainment

Educational attainment directly relates to the capability of the community to obtain a certain caliber of jobs and contribute to the overall workforce. This attainment level also sets a standard for the amount capital the population can invest in the community and transform the economy into a knowledge-based economy from a primarily industrial economy. The educational attainment for the City of Lackawanna is lower than the City of Buffalo, Erie County and New York State in terms of College education and obtaining degrees. While 30.6% of the City of Buffalo ages 25 and older has some college education or higher, only 28.6% in the City of Lackawanna have reached this level. While the First Ward BOA population has nearly the same level of Some College education as the City of Buffalo and Erie County – it has a substantially lower percentage of actually obtaining a Bachelor’s Degree, only 8.1% compared to 14.4 and 17.8% (See Table 5.4) .

Table 5.4: Educational Attainment within the First Ward BOA compared to local, regional and state percentages

Area	High School Graduate	Some College	Bachelor's Degree	Master's Degree	Doctorate
First Ward BOA	39%	30.6%	8.1%	2.3%	0%
City of Lackawanna	38%	28.6%	9.6%	4.4%	0.3%
City of Buffalo	27.4%	30.6%	14.4%	7.7%	1.3%
Erie County	28.2%	30.4%	17.8%	10.7%	1.5%
New York State	26.4%	24.8%	19.7%	10.9%	1.5%

First Ward BOA Educational Attainment



Commuting Patterns

Most of the people employed in the comparison geographies and working in the industries noted in Table 5.3 commute to the City of Buffalo. The largest percentage of people commuting to the City of Buffalo for work reside in the First Ward BOA, where 30.5 percent of working residents work in Buffalo. Eastern Lackawanna has the next largest portion of people commuting to Buffalo (27.2 percent). A total of 11,632 people commute from Lackawanna, Hamburg, Eden, Evans, and Brant to Buffalo.

Ideally, residents should have the opportunity to work close to where they live. None of the aforementioned towns or cities provides more than 10 percent of their residents a place to work. The most direct route to Buffalo from each of these places is to take Hamburg Turnpike, which passes through the Lackawanna BOA.

Table 5.5: *Commuting Patterns within the First Ward BOA compared to other nearby municipalities, regional and state percentages*

Area	Car, Truck, or Van	Public Transportation	Other (Bike, Walk, Work at Home)
First Ward BOA	77.3%	11.2%	11.5%
Eastern Lackawanna	93.1%	3.4%	3.5%
City of Lackawanna	90.5%	4.7%	4.9%
Town of Hamburg	94.8%	0.7%	4.5%
Town of Eden	94.7%	0.0%	5.4 %
Town of Evans	96.3%	0.3%	3.4%
Town of Brant	91.9%	0.0%	5.2%
Erie County	89.4%	3.7%	8.1%
New York State	59.7%	28.6%	11.6%

A vast majority of people commute to work using a car, truck, or van (see Table 5.5). Over 90 percent of people in the City of Lackawanna and towns of Hamburg, Eden, Evans, and Brant take their personal vehicle to work (ranging from 90.5 to 96.3 percent. This is greater than Erie County (89.4 percent) and New York State (60.4 percent).

Mode share in the First Ward BOA is particularly interesting. If New York State is excluded, the First Ward BOA has the lowest rate of car ridership to work (77.3 percent), and highest rate of taking public transit (11.2 percent) or any other mode to work (11.2 percent). According to conversations with local residents and government employees, First Ward BOA residents have a very low rate of car ownership and have voiced the need for more reliable public transportation.

Lackawanna stands out among the comparison geographies. The City of Lackawanna’s median household income is more than \$25,000 lower than those of Hamburg, Eden, Evans, and Brant—all of which have median household incomes above \$56,000, which is also above the median household income for Erie County. Lackawanna residents, and in particular the First Ward BOA residents, have a lower percentage of residents who work in Education Services and more residents who work in lower-paying service industries such as Accommodation and Food Services. Lackawanna residents are more likely to take public transportation or alternative transit compared with comparison geography residents who are more likely to take their car, truck, or van.

Based on their traffic volume, community perception, and strategic location, there are two major corridors in the BOA that, if redeveloped strategically, could catalyze the revitalization of the entire BOA area: Hamburg Turnpike and Ridge Road.

Key Takeaways:

- The First Ward along with the City of Buffalo, Erie County and the City of Lackawanna have been dealing with steady population decline
- The First Ward has the lowest Median Household Income compared to surrounding municipalities
- A majority of residents within the BOA have obtained a high school degree or higher
- The First Ward along with the City of Lackawanna is deemed food insecure by the USDA

Economic Strengths of the First Ward:

- Ample recreational opportunity including proximity to the Botanical Gardens, Woodlawn Beach and the City of Buffalo
- Major transportation routes connecting the area to suburban municipalities
- Comparatively low cost of living and housing prices

Real Estate Market Study

The following sections is a general summary of the real estate market study and analysis. The entirety of the economic and market demand analysis is provided in Appendix E.

The following market study examines conditions in the City of Lackawanna and its surrounding area to determine the potential for development in the Lackawanna Brownfield Opportunity Area (BOA). The study draws on demographic trends, retail demand, employment projections, and community feedback to identify strategies to guide potential development in the BOA, with the goal to increase tax revenues, provide new jobs, and better serve the needs of Lackawanna residents. This study found that demand for local retail (specifically, a grocery store), destination retail in the furniture store and building material supplier sectors; and industrial development in advanced manufacturing rate highly; it also identified the need for a community center, a workforce training center, and a mixed-use office building.

There are currently efforts under way to invigorate the area. Community stakeholders, local governments, and professional groups have been working together to develop a revitalization plan for the Lackawanna BOA. Based on Lackawanna's traffic volume, community perception, and strategic location, there are two major corridors in the BOA that, if redeveloped strategically, could catalyze the revitalization of the entire BOA area. The two significant corridors for this Market Study are Hamburg Turnpike and Ridge Road.



Figure 5.7: Local businesses along Ridge Road
City of Lackawanna First Ward | Brownfield Opportunity Area Step 3 | Draft Implementation Strategy



Hamburg Turnpike Corridor

The larger of the two strategic corridors, Hamburg Turnpike, also known as Route 5, has a variety of strengths that could be leveraged as part of the BOA redevelopment. Its strengths range from geographic location to abutting and underutilized land uses and the political support that exists for its redevelopment. Major challenges include speed of traffic and existing perceptions of the abutting land (industrial site). The challenges appear to be able to be addressed through mitigation, and the strengths can serve to ensure the success of any future redevelopment of the corridor.

Hamburg Turnpike is the regional transportation gateway of Lackawanna and is a well-used commuter corridor. The turnpike is on the fringe of the Buffalo-Cheektowaga-Niagara Falls Metropolitan Statistical Area (Buffalo-Niagara MSA), running from the City of Buffalo to the north to the affluent suburbs to the south, including the Towns of Hamburg, Eden, Evans, and Brant. According to the Greater Buffalo-Niagara Regional Transportation Council (GBNRTC), the annual average daily traffic (AADT) on the corridor in 2009 was 36,150 trips. Over time, AADT has increased to 42,204 trips in 2015 (GMNRTC). Even in the face of high usage, the GBNRTC rates the turnpike as in “Good Condition,” according to the First Ward BOA, City of Lackawanna, New York, Step 2 Nomination Study (the “Nomination Study”).

Desirable uses along the highly trafficked commuter corridor are few. The mostly vacant former Bethlehem Steel Site lies on the west side of Route 5. The large site would be easy to assemble and provides an opportunity for a master-planned development. As noted in the Nomination Study, the size of the site, and perception and level of environmental contamination could be seen as a challenge. However, recent assemblage and acquisition activities by the Erie County Industrial Development Agency (ECIDA), have sent a strong signal that redevelopment is imminent.

The east side of Route 5 is composed of mid-sized lots, several with highway commercial uses, but most of which are vacant. Existing businesses include the Premium Coffee Roasters, Best Western hotel (built in 2007), and on the southern portion of the turnpike, the Steelworks Industrial Park that is approximately 75percent occupied. Less desirable uses on the east side of the turnpike include an adult video store and gas stations. The buildings for these businesses are set back from the road and provide parking in the front. The City owns several vacant lots along Route 5, which presents an opportunity for redevelopment.

As noted above, the public, community groups, and city, county, and state governments support redevelopment along the Hamburg Turnpike. Several newspaper articles note the public’s concern about environmental contamination on the Bethlehem Steel Site and their desire to see redevelopment. The city, county, state governments, and the ECIDA have all taken initiative in moving the BOA process forward. Further, Erie County has approved plans and earmarked funds for infrastructure investments that will enhance the image of the turnpike and provide pedestrian and bike access. Government investments into infrastructure are an important tool for catalyzing private investment.

Hamburg Turnpike currently functions as a commuter corridor and regional connector providing passage for over 40,000 trips per day. As much as the roadway is utilized, the land next to it remains underutilized. From the vacant Bethlehem Steel Site to the sparse highway commercial uses, the land is a highly visible and obvious opportunity for redevelopment. In terms of road function, Hamburg Turnpike rises above grade right where it intersects with Ridge Road, creating a challenge not only for drivers who feel as though they are on a high-speed, above-grade expressway, but also for Ridge Road, which sees traffic diverted away from it.

Opportunities	Challenges
<ul style="list-style-type: none"> • High-volume commuter traffic; visibility and accessibility • Gateway to Lackawanna • Mid- to large-sized, underutilized lots can be easily assembled for master-planning • Several recent commercial developments • Political Support • Public property ownership and recent Erie County ac- 	<ul style="list-style-type: none"> • High-speed traffic • Privately owned Bethlehem Steel site notorious for environmental contamination • Negative perception • Above-grade at Ridge Road

Ridge Road Corridor

Similar to that of Hamburg Turnpike, the Ridge Road corridor has many strengths, which include its location and the political and public support it enjoys in favor of redevelopment. Challenges to development of this locally serving corridor are the noticeable lot and building vacancies and its mix of incompatible uses. In light of the audible public support behind it and the potential redevelopment of Hamburg Turnpike, Ridge Road represents a prime target for revitalization.

Ridge Road is without the same capacity as Hamburg Turnpike; however, its utilization and location are strengths for a different purpose. It is the only east-west thoroughfare transecting the City of Lackawanna. As such, the traffic volume is significant for the area. According to the GBNRTC, Ridge Road’s AADT in 2009 was 12,800 trips, which declined slightly to 11,155 trips in 2015. The Nomination Study noted that the GBNRTC rated Ridge Road as in “Good Condition.” Outside of the BOA, east of the rail tracks, Ridge Road has a Main Street feel, with several eating establishments, convenience retail uses, and institutional and municipal service buildings. The abutting property along Ridge Road in the BOA, in contrast, is less well utilized.

Within the BOA, the north side of Ridge Road is zoned for industrial uses while the south side is zoned for neighborhood commercial uses. The lots on the north side are predominantly vacant. Steelawanna Industrial Park, newly constructed and 100 percent leased, is located on the western portion of Ridge Road, near Hamburg Turnpike. Industrial lessees include Safety Kleen and Orkin. Another new development on the north side of Ridge Road is Ridgeway Commons, a 32-unit, low-income housing complex that opened in June 2018 on the western portion of the site of the former “Friendship House,” a community center that closed in 1997. Employees of the industrial park and residents of Ridgeway Commons will slightly increase the demand for existing locally serving retail goods and services along Ridge Road.

The south side of Ridge Road is characterized by smaller-sized lots that those found along Hamburg Turnpike. The buildings are not significantly set back from the road and street parking is utilized. Such smaller, individual lots would require less capital for acquisition, however. Several of the lots have restaurant and retail uses such as a halal market, deli, and fast food restaurant. Most of the lots are either vacant without improvements or vacant with abandoned improvements. There are also several residential uses along this commercial corridor.

Many lots along Ridge Road are publicly owned, such as 175 Ridge Road, 511 Ridge Road, and the eastern portion of the site of the now-demolished Friendship House. The Nomination Study considered the share of lots owned by the City to be substantial. The Nomination Study also noted the road’s poor pedestrian and car lighting, limited internal road connections, building vacancies, and derelict land as challenges. Bus transportation access, however, was deemed to be reasonable, with access to four different routes. The Nomination Study also found that public ownership of the land along Ridge Road supports the notion that there is great political and public support for redevelopment along Ridge Road.

Opportunities	Challenges
<ul style="list-style-type: none"> • Only east-west corridor across Lackawanna • “Main Street” character outside of BOA • New senior housing development • Political support for redevelopment • Public property ownership 	<ul style="list-style-type: none"> • Industrial zoning on lands north of Ridge Road • Vacancies, abandoned buildings lead to unfavorable perception • Poor pedestrian and car lighting

Hamburg Turnpike and Ridge Road Corridor Conclusion

Based on existing strengths and lot and use characteristics, each of the corridors lends itself to specific sets of uses. Hamburg Turnpike with its large lots and high volumes of traffic is most suitable for uses that require a larger footprint and take advantage of the area’s access characteristics and strategic location within the region. Ridge Road has smaller lots with retail gaps that are ideal for infill development that would address the needs of local population segments. Potential future uses of each corridor would complement each other.

Use Recommendations

Based on the existing attributes of Hamburg Turnpike and Ridge Road and an assessment of the local and regional real estate market, the analysis focused on the following four use categories for the strategic corridors: Destination Retail; Locally Serving Retail; Community Services; and Industrial.

1. Destination Retail

Destination retail goods and services are typically purchased periodically by consumers who generally travel farther to compare price, quality, and variety of these types of goods. Products such as apparel, furniture, and services not needed on a daily basis are typical destination retail goods. While groceries are typically purchased regularly in a location close to home, large-format grocery stores offer the opportunity to buy products in bulk and less frequently and, therefore, can be included in the destination retail category.

For destination retail segments, a trade area was delineated. Next, existing retail sales (supply) in the area were estimated and compared with estimates of potential expenditures (demand). The difference between the retail sales and the potential expenditures equates to a retail surplus or gap in supply. The results of the analysis were used to inform and shape recommendations for future destination retail development, including strategic locations, size, and type of retail mix.

a) Trade Area Characteristics

Retail expenditures are always measured for a specific trade area. A trade area commonly refers to the area from which a particular store receives the majority of its repeat sales. Customers tend to travel farther for destination goods and, as such, the trade area for destination goods is larger than the trade area for locally serving retail goods. For example, customers shopping for new furniture tend to visit a variety of stores with a driving-time distance of at least 15 minutes, while supermarket shoppers are likely to get most of their shopping done within 5 minutes of their place of residence.

In order to determine the trade area for destination retail uses, a reasonable drive time of 15 minutes from the BOA was used as starting point. The trade area was adjusted by incorporating factors that could limit people’s willingness to travel. For example, because of competing destination retail, towns north of Lackawanna were not included in the destination retail trade area. Towns south of Lackawanna were included because commuters depart from these towns and travel north along Hamburg Turnpike to their jobs in Buffalo. As a result, it is assumed that the destination retail trade area would be comprised primarily to the south and southeast of Lackawanna, and would include the towns of Hamburg, Evans, Eden, and Brant (see Destination Retail Trade Area).

1.) Commuting Patterns

To delineate a trade area for potential destination retail uses in Lackawanna, commuting patterns and the existence of potential competitors in the region were assessed. As previously stated, Hamburg Turnpike provides a direct connection for residents south of Lackawanna commuting to job centers in and around Buffalo.

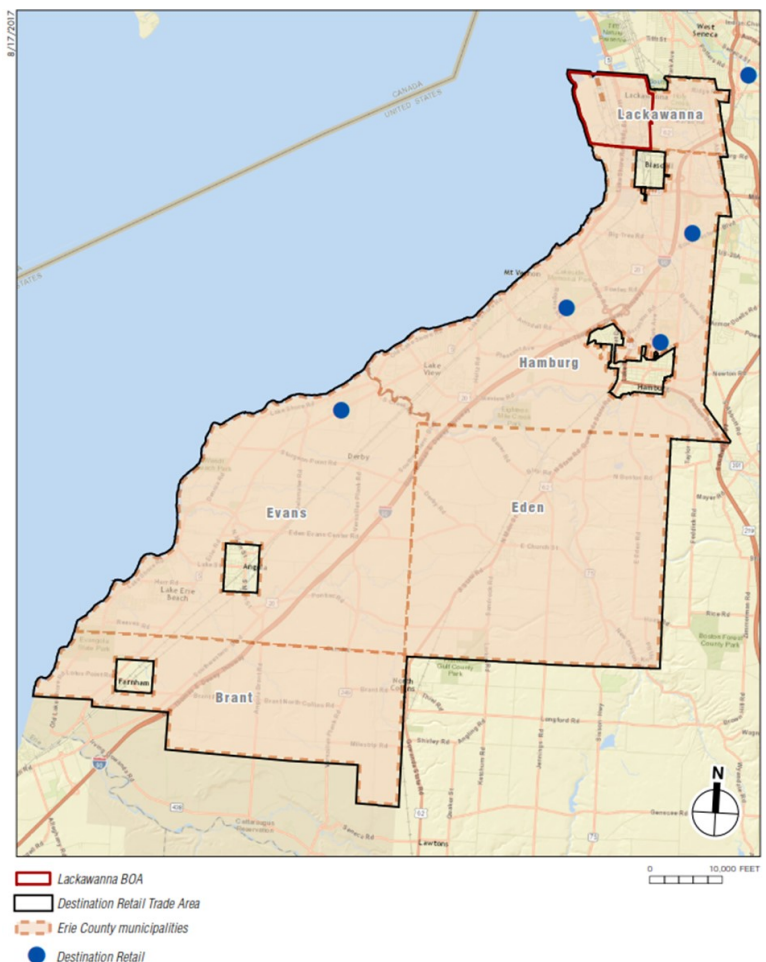
Based on commuting patterns available through the U.S. Census Bureau's OnTheMap tool, a little more than 11,000 of the turnpike's over 40,000 daily trips are commuters from the towns of Brant, Evans, Eden, and Hamburg. In 2015, 17.7 percent of Brant commuters, 21.2 percent of Evans commuters, 20.8 percent of Eden commuters, and 24.7 percent of Hamburg commuters travel along Hamburg Turnpike to work in the City of Buffalo. These commuters represent potential destination retail customers and are included in the trade area.

2.) Market Competition

As shown on in the image below, travelers have few options for large-scale retail shopping on their way to and from Buffalo. The two major grocery stores are a Walmart and a members-only BJ's, both of which are in Hamburg, outside of the trade area studied. The Walmart is part of a 250,000-gross-leasable area (GLA) strip center with a small apparel store and bank. The BJ's is part of a 175,965-GLA shopping center with service uses and quick-service restaurants. A 240,591-GLA strip center anchored by a Home Depot is located east of the trade area in West Seneca, also outside of the trade area. With these competitors located outside of the trade area and not on the commuting path between the southern suburbs and the City of Buffalo, it is clear that there is opportunity for destination retail development along the section of Hamburg Turnpike within the BOA.

b) Retail Expenditure Gap Analysis

To quantify the potential for additional destination retail establishments in the trade area, AKRF conducted a "retail gap" analysis. A retail gap analysis measures the percentage of retail-related household expenditures that are "captured" by retailers in a trade area. If total sales in a trade area are lower than the expenditure potential of households (i.e., low capture rate) then residents are spending a portion of their available dollars outside of the trade area. In this instance, there may be room for additional stores to capture the demand that is currently satisfied by out-of-trade-area stores. However, if sales are higher than the expenditure potential (i.e., high capture rate), the area may be "saturated," suggesting that additional stores may not be supportable, or that new stores may cannibalize from existing retail uses. It can also indicate that there is an influx of customers and expenditures from outside of the trade area. This can be observed in locations that receive a large number of tourists or other assets that draw people from beyond a typical trade area.



Destination Retail Trade Area

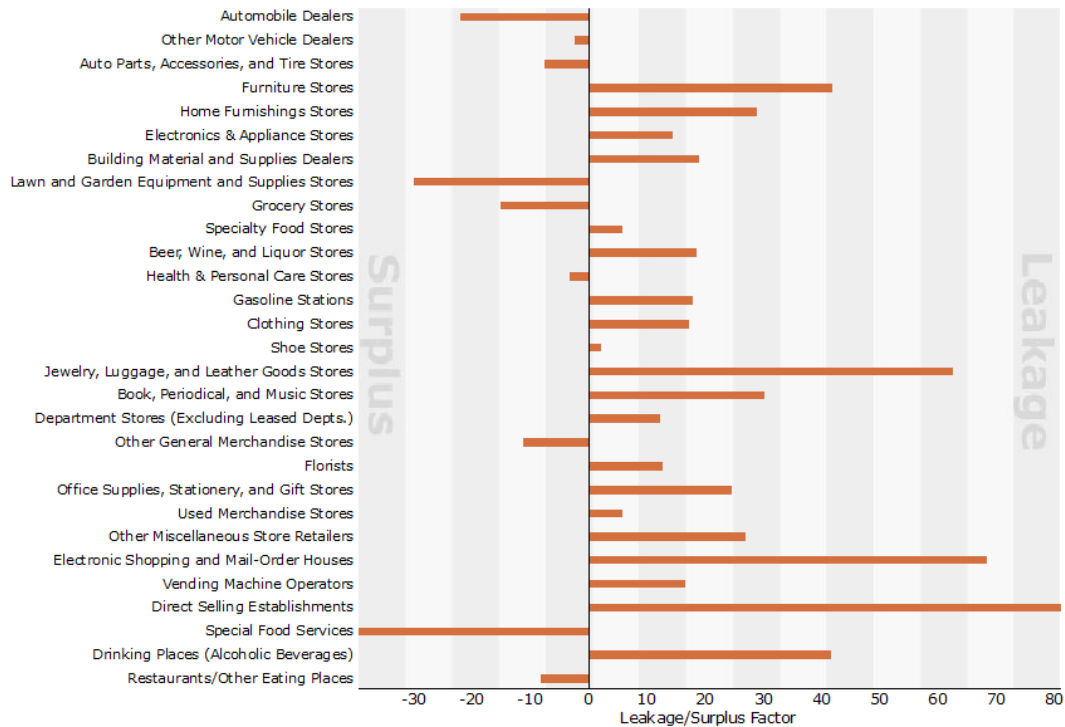
Certainly a retail gap analysis cannot identify specifically where expenditures originate (e.g., spending by residents, commuters, or local employees); however, it can nevertheless provide a good indication of potentially saturated conditions, or conversely, retail supply gaps that could be converted into new opportunities.

In order to provide a realistic picture of the potential for new opportunities in the trade area, this retail expenditure gap analysis assumes that destination retail uses in the BOA could potentially capture up to 65 percent of the unmet destination retail sales. The reason why the analysis does not assume 100 percent capture is because there are competing destination retailers at the fringe of the trade area and customers may decide to shop at these instead.

1.) Leakage and Surplus Factor

The Leakage/Surplus Factor provides an indication of which segments are saturated or underserved within a trade area. A negative Leakage/Surplus Factor indicates market saturation with business attracting expenditures from outside the trade area. For example, as shown in **Chart 2**, Automobile Dealers, Special Food Services, and Gasoline Stations are oversaturated and are attracting buyers from outside the trade area. A positive Leakage/Surplus Factor, on the other hand, is an indication of an underserved market. In other words, a positive Leakage/Surplus Factor means trade area businesses are not capturing the total available demand in a particular segment. As shown in **Chart 2**, there are more retail categories that have a high leakage factor in the trade area than compared with industries that have a surplus of businesses.

Figure 5.9: *Expenditure Leakage and Surplus for Destination Retail Trade Area 2017*



Source: ESRI Business Analyst and AKRF

Some industries where demand exceeds supply include Furniture and Home Furnishing Stores, Electronics and Appliance Stores, Clothing and Clothing Accessories Stores, and Florists.

The leakage factor can be translated into dollars of unmet potential (see **Table 5**). According to ESRI’s Business Analyst Online, destination retail trade area businesses are currently selling over \$232 million worth of goods. The demand for those goods, however, is much greater.

2.) Expenditure Gap

Of the destination retail business categories that have a high Leakage/Surplus Factor (that have higher demand than supply) there is a total of \$360,222,423 in retail potential, but only \$232,246,860 in supply (see Table 5.6). Some of the top industries in demand in the destination retail trade area are Clothing and Clothing Accessories stores with over \$108 million in demand but only \$70 million supplied in the trade area; Furniture and Home Furnishings stores have \$49 million in demand and only \$23 million in supply; and Building Materials and Supplies Dealers which have over \$80 million in demand and only \$54 million in supply. While each of the industry categories listed in Table 5.6 has over 19 businesses, the markets are currently underserved and there potentially exists the opportunity to expand destination retail floor space in these categories.

Table 5.6: Destination Retail Trade Area Retail Goods and Services Expenditure Gap

Category	Demand (Retail Potential)	Supply (Retail Sales)	Number of Businesses
Furniture and Home Furnishings Stores	\$49,190,643	\$23,506,011	20
Electronics and Appliances Stores	\$50,193,800	\$37,517,885	19
Building Materials & Supplies Dealers	\$80,121,914	\$54,589,483	27
Clothing & Clothing Accessories Stores	\$108,085,907	\$70,108,070	52
Miscellaneous Store Retailers (e.g., Florists, Pet Supplies, Office Supplies)	\$72,630,159	\$46,525,411	85
Total	\$360,222,423	\$232,246,860	203

Sources: ESRI, Business Analyst Online. Accessed August 15, 2018

3.) Demand for Destination Retail Space

Although the destination retail markets in Table 5.6 currently show unmet demand for a number of categories, sufficient support may not materialize for all. Brick and mortar retail sales have been affected by an increase in e-commerce sales. Electronic and Appliance Store sales have declined by 11 percent since 2008 (pre-recession) and the annual rate of decline is increasing.⁵ This resulted in a high rate of store closings in recent years and chains such as Best Buy have closed a significant number of stores in the past years. In addition, Clothing and Clothing Accessory Stores and Miscellaneous Store retail show a leakage of expenditures for the trade area. However, online stores have also become strong competitors of clothing stores, absorbing a noticeable portion of expenditure potential in this particular segment.

Retail sales in Furniture and Home Furnishing Stores and Building Materials and Supplies Dealers have increased by approximately 19 percent and 25 percent, respectively, since 2008 and show a continued trend of increasing annual growth. Therefore, Furniture and Home Furnishing Stores and Building Materials and Supplies Dealers are a suitable candidates for destination retail uses in Lackawanna. As shown in Table 5.7, the target destination retail sectors, Furniture and Home Furnishing Stores and Building Materials and Supplies, each have over \$25 million of unmet demand in the trade area. Lackawanna residents are annually spending over \$50 million at retailers in these sectors located outside of Lackawanna.

It would be inaccurate to assume that new destination retailers would attract 100 percent of shoppers moving through the BOA. Instead, this analysis assumes that only 65 percent of the unmet potential could initially be captured by new destination retail opportunities in the BOA. Capture rates are expected to increase as retailers move to the area and people alter their shopping patterns. The unmet total demand potential of each target sector was multiplied by 65 percent to develop a realistic scenario of the expenditure potential that could be absorbed by destination retail stores in the BOA. This resulted in up to \$33 million of destination retail shopping expenditures in the Furniture and Home Furnishing Stores and Building Materials and Supplies sectors.

Based on the captured unmet potential and the average sales per square foot for each industry, one can estimate the sales floor square footage that could be added to the trade area. Based on these assumptions, the trade area market could absorb approximately 161,900 square feet of destination retail. Broken down by retail sector, the trade area could support 66,500 square feet of Furniture and Home Furnishings Stores, and 95,400 square feet of Building Materials & Supplies Dealers (see Table 5.7). The large lot sizes, existing commercial uses, vacancies, and commuter rates indicate that larger-scale sites along Hamburg Turnpike would be most suitable for use as additional destination retail.

Table 5.7: Destination Retail Unmet Demand and Supportable Space

Category	Unmet Demand (Demand minus Supply)	Capture-able Unmet Demand (65%)	Sales per Square Foot*	Additional Supportable Square Feet
Furniture and Home Furnishings Stores	\$25,684,632	\$16,695,011	\$251	~66,500
Building Materials & Supplies Dealers	\$25,532,431	\$16,596,080	\$174	~95,400
Total	\$51,217,063	\$33,231,091	-	~161,900

Notes: *Sales Per Square Foot data was obtained from the ICSC and is based on 2016 sales for the Middle-Atlantic Region, which includes NY, NJ, and PA. Sources: ESRI, Business Analyst Online. Accessed August 21, 2018; ICSC QuickStats, Accessed July 25, 2016.

2.) Local Retail

Local retailers tend to supply residents within the same neighborhood with goods and services needed on a daily basis. Generally, consumers do not travel very far to compare prices or quality for these types of products but shop at stores that are convenient and nearby. Locally serving retail businesses could include minimarts, small-format grocery stores, dry cleaners, laundromats, pharmacies, or beauty parlors. Local retail uses require smaller lot sizes than destination retail uses.

a) Trade Area Characteristics

The trade area commonly refers to the area from where a particular store receives the majority of its repeat sales. Local retailers cater to people living within a 1-mile radius or a 5 to 10 minute drive. As such, the local retail expenditure trade area is smaller than the destination retail expenditure trade area. For example, customers who need to pick up a prescription will likely stop at the pharmacy close to home and convenient to access. Customers do not price compare and do not go out of their way to use a locally serving retail service.

To determine the trade area for local retail uses, a reasonable drive time of 10 minutes from the BOA was used as a starting point. The trade area was adjusted by incorporating factors that may limit people's willingness to travel. For example, because of competing retail opportunities, the towns east of Lackawanna and east of Interstate 90 are not included in the local retail trade area. Given the drive time and competing local

1.) Commuting Patterns

The commuting patterns and the existence of potential competitors in the region were assessed to determine appropriate sites for local retail use within the trade area. Ridge Road runs through Lackawanna and serves as an access road to Hamburg Turnpike, Route 62, and I-90, connecting Lackawanna to the region. As noted in the “Existing Conditions” section, Ridge Road currently serves as the local retail corridor for the City and is bordered by small lots that are predominantly vacant. According to ESRI’s Business Analyst Online and New York State Traffic Data Viewer, between 11,000 and 13,000 commuters travel along Ridge Road on a daily basis. Traffic count numbers increase at the count locations along Ridge Road that are closest to Hamburg Turnpike and I-90. The Ridge Road corridor appears to be locally serving and used by Lackawannans as an access road to regional transportation routes.

2.) Market Competition

City of Lackawanna residents have few options for local retail shopping and services. Close to and along Ridge Road are seven convenience stores, three of which are in converted residential structures in the First Ward neighborhood and two of which serve a specific population (one halal market and one “Islamic Imports” market). There are 10 food service businesses, including three locally owned sit-down restaurants, three to-go restaurants, three bars, and one liquor store. There are also several service businesses, such as a bank, gas station, and optician. These locally serving retail uses occupy smaller buildings and lots than destination retail uses.

b) Retail Expenditure Gap Analysis

AKRF conducted a retail gap analysis based on resident spending and retail market data for the local-retail trade area. As with the destination retail section, the purpose of the analysis is to quantify the potential for additional establishments in the trade area. The local retail analysis assumes that only certain percentage of local trade area residents will initially shop at retail stores along the portion of Ridge Road that runs through the BOA. The reason that the analysis will not assume 100 percent capture is because residents who live east of the railroad tracks have access to more retail options than those living west of the tracks and would be less likely to cross the tracks to shop for local retail goods. Second, as previously mentioned, there is a negative stigma associated with the BOA portion of Ridge Road. As such, for the purposes of the retail expenditure gap analysis, the trade area is again divided into two parts: those residents living within the BOA, west of the tracks, and those in the remainder of the City, east of the tracks. The analysis assumes that 80 percent of residents living west of the tracks and only 20 percent of residents living east of the tracks will shop along the BOA portion of Ridge Road. Their expenditures will be weighted accordingly to give a realistic picture of the retail expenditure gap.

Leakage and Surplus Factor

Most retail sectors in eastern Lackawanna and the First Ward BOA are undersupplied so that expenditures leak into the neighboring areas. Only automobile dealers; auto parts stores; and drinking places in the local retail trade area are able to capture expenditures from outside of the trade area. A positive Leakage/Surplus Factor is an indication of an underserved market. In particular, the First Ward BOA local trade area has a high leakage factor for furniture stores; shoes stores; jewelry, luggage, and leather goods stores department stores, and even florists (see Figure 5.10). As for eastern Lackawanna, the local trade area has a high leakage factor for furniture and home furnishing stores, food and beverage stores, lawn and garden equipment stores, and department stores, to name a few (see Figure 5.11). The residents of the local retail trade areas are buying products in the aforementioned industry groups outside of the trade area because their demands are not being met by the retail options within the trade area. By putting a monetary value to their demand and the extent to which it is being met within the local retail trade area, one can determine the local retail trade gap.

Figure 5.10: First Ward BOA Expenditure Leakage and Surplus for Local Retail Goods

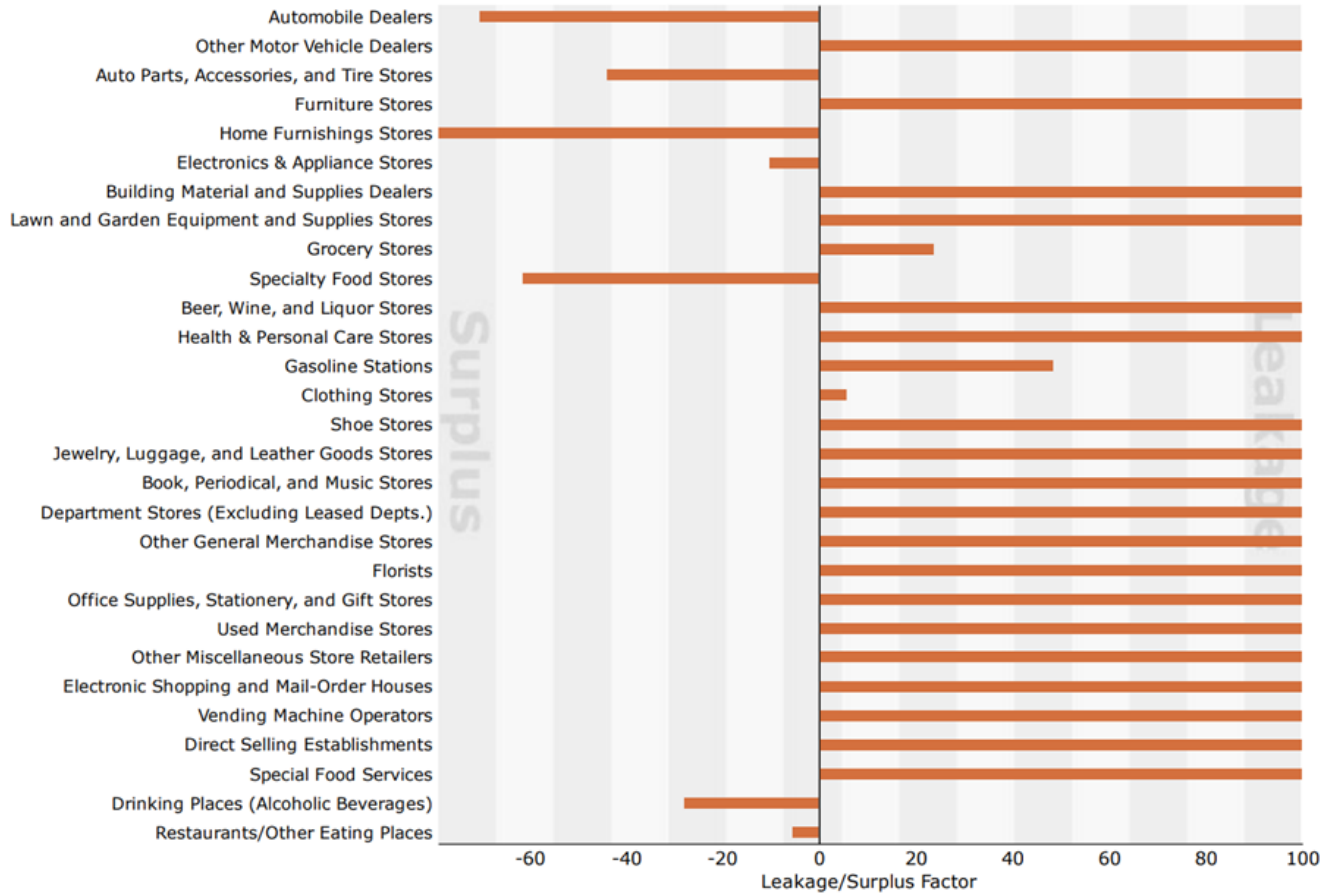
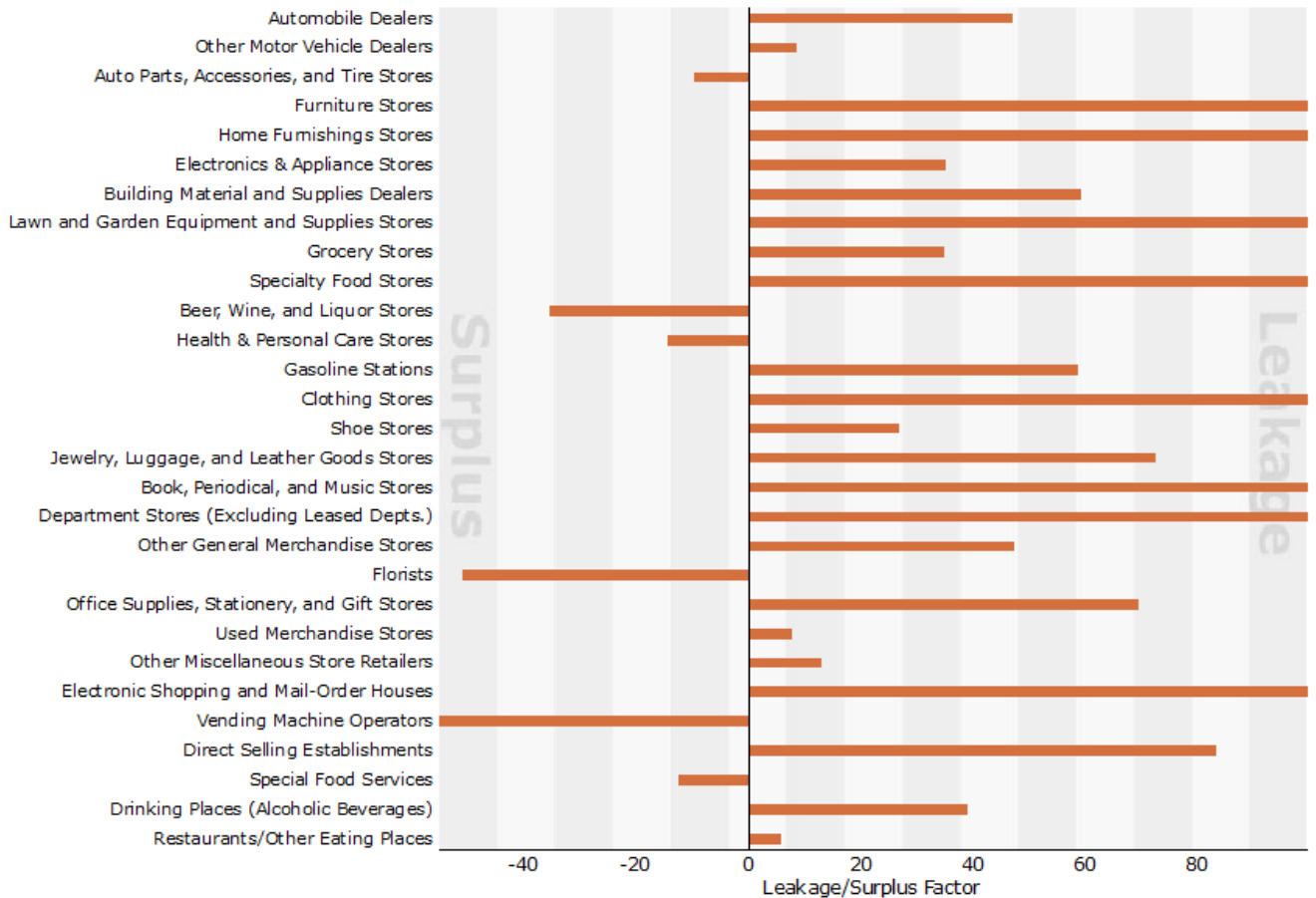


Figure 5.11: Eastern Lackawanna Expenditure Leakage and Surplus for Local Retail Goods



2.) Expenditure Gap

The potential demand for goods and services of First Ward BOA and eastern Lackawanna residents, based on the projected expenditure potential, is compared with the supply of goods and services within the same geography (see Table 5.8). Two things become immediately apparent. Both trade areas have very few businesses in those retail sectors, for which undersupply is projected. In the First Ward BOA, there is nearly \$5 million of demand for general merchandise and health and personal care stores, but no businesses to meet that demand. The second characteristic that becomes apparent is that the First Ward BOA has significantly lower purchasing power and expenditures than eastern Lackawanna, even when accounting for the disparity in population size. So, while the First Ward BOA residents do not have expenditures as high as their eastern or southern counterparts, their expenditures are enough to support a small number of locally serving retail uses.

Table 5.8: Local Retail Trade Area Goods and Services Expenditure Gap

Category	Demand (Retail Potential)	Supply (Retail Sales)	Number of Businesses
First Ward BOA			
General Merchandise	\$2,933,895	\$0	0
Health and Personal Care Stores	\$2,059,251	\$0	0
Grocery Stores ¹	\$3,784,830	\$2,333,464	6
Miscellaneous Store Retailers (incl. florists, stationary	\$902,660	\$0	0
Sporting Goods, Hobby, Book & Music Stores	\$704,132	\$0	0
Total	\$10,384,768	\$2,333,464	6
Eastern Lackawanna			
General Merchandise Stores	\$17,952,553	\$2,499,056	3
Food & Beverage Stores	\$27,082,786	\$15,416,014	9
Food Services & Drinking Places	\$15,723,277	\$13,796,005	29
Clothing & Clothing Accessories Stores	\$11,587,015	\$1,076,354	2
Sporting Goods, Hobby, Book & Music Stores	\$4,244,294	\$2,649,638	3
Miscellaneous Store Retailers (incl. florists, stationary	\$5,884,511	\$4,687,779	8
Total	\$82,474,436	\$40,124,846	54

Notes: 1. The Grocery Store NAICS code includes convenience stores. There are no large-format grocery stores in the City of Lackawanna

Sources: ESRI, Business Analyst Online. (Accessed August 21, 2018)

3.) Demand for Local Retail Space

Subtracting the total trade area supply from the trade area demand provides an idea of how much the retail sales in the trade area are leaking (see Table 5.9). These sales are occurring, but just not in a convenient location for residents and not in a place where the City of Lackawanna can benefit from the business or sales taxes.



Table 5.9: Local Retail Trade Area Unmet Demand and Supportable Space

Category	Unmet Demand (Demand minus Supply)	Capture-able Unmet Demand (80%)	Sales per Square Foot ¹	Additional Supportable Square Feet
First Ward BOA				
Health and Personal Care Stores	\$2,059,251	\$1,647,401	\$920	1,791
Grocery Stores (Part of Food & Beverage Stores)	\$1,451,366	\$1,161,093	\$507	2,290
Miscellaneous Store Retailers (incl. florists, stationary stores, and office supplies)	\$902,660	\$722,128	\$100	7,221
Sporting Goods, Hobby, Book & Mu-	\$704,132	\$563,306	\$264	2,134
Total (West)	\$5,117,409	\$4,093,927	-	13,436
Category	Unmet Demand (Demand minus Supply)	Capture-able Unmet Demand (20%)	Sales per Square Foot ¹	Additional Supportable Square Feet
Eastern Lackawanna				
Food & Beverage Stores	\$11,666,772	\$2,333,354	\$300	7,778
Food Services & Drinking Places	\$1,927,272	\$385,454	\$377	1,022
Clothing & Clothing Accessories	\$10,510,661	\$2,102,132	\$300	7,007
Sporting Goods, Hobby, Book & Music Stores	\$1,594,656	\$318,931	\$264	1,208
Miscellaneous Store Retailers (incl. florists, stationary stores, and department stores)	\$1,196,732	\$239,346	\$100	2,393
Total (East)	\$42,349,590	\$8,469,918	-	19,409
Total (East and West)	\$50,400,894	\$10,080,179		32,845

Notes: 1. Sales Per Square Foot data was obtained from the ICSC and is based on 2016 sales for the Middle-Atlantic Region, which includes NY, NJ, and PA.

Sources: ESRI, Business Analyst Online. Accessed August 21, 2018; ICSC QuickStats, Accessed July 25, 2016. Grocery Sales per square foot were acquired from JLL.

As mentioned previously, the local retail goods and services stores are not assumed to capture the full spending potential of eastern Lackawanna and the First Ward BOA. Instead local stores are assumed to capture 80 percent for the First Ward BOA and 20 percent for eastern Lackawanna unmet demand. Based on these assumptions, local retail stores can expect to capture a total of \$10,080,179 of sales initially from the First Ward BOA and eastern Lackawanna (see Table 5.9). It is expected that capture will increase over time as more businesses are attracted to the area and as the stigma of the neighborhood begins to shift.

Applying typical sales-per-square-foot estimates, the First Ward BOA could potentially support a total of 32,845 square feet of local retail uses. In particular, the area could potentially support 10,068 square feet of food and beverage sales, which include grocery stores. Additionally, the area could potentially support 7,007 square feet of clothing sales and more than 3,000 square feet of sporting goods and book stores. Local retail stores and service providers need smaller spaces and accessible locations, both of which could potentially be provided along Ridge Road.

As mentioned previously, the local retail goods and services are not assumed to capture the full spending potential of eastern portion of Lackawanna and the western portion of Lackawanna. Multiplying the unmet demand by 80 percent for the western portion of Lackawanna capture and 20 percent for the eastern portion of Lackawanna capture provides a realistic picture of how much square footage of local retail can be absorbed by the market. Local retail stores can expect to capture a total of \$18,421,835 of sales initially from Lackawanna households. It is expected that capture will increase over time as more businesses are attracted to the area and as the stigma of the neighborhood begins to shift.

Dividing the proportion of retail sales captured by the average sales per square foot equates to the amount of retail space the First Ward BOA can realistically expect to absorb and support. Based on the above calculations, the First Ward BOA could potentially support a total of 37,196 square feet of local retail uses. In particular, the area could potentially support 13,890 square feet of food and beverage sales, which include grocery stores. Additionally, the area could potentially support 6,000 square feet of clothing sales, a small electronics store, and almost 3,000 square feet of sporting goods and book stores. Local retail stores and service providers need a smaller amount of space and accessible locations, which both could potentially be provided along Ridge Road.

Key Takeaways:

- Implementation of retail on the east side of the Hamburg Turnpike (Rt. 5) that is accessible to both commuters and community members is in demand
- The First Ward's retail supply isn't matching the demand in areas such as sporting goods, grocery stores, clothing, and general merchandise

Community Services

The Destination Retail and Local Retail use recommendations were based on quantifiable, market-based industry and real estate trends. The Community Services use recommendation section places a stronger emphasis on the soft demand factors for community uses needed to develop a stronger neighborhood fabric. Besides assessing "classic" market factors, this section provides a closer examination of socioeconomic challenges that have a profound impact on the neighborhood's ability to provide a prospering environment to all its residents. There are three community-oriented uses missing in Lackawanna: A community center with recreational opportunities, a workforce training center to develop needed skills, and a smaller-scale, mixed-use building that could house professional neighborhood services. The purpose of these developments is to encourage economic stability and strength in the First Ward and the City of Lackawanna.



1.) Key Characteristics

The First Ward is home to particularly vulnerable population segments. As noted in the “Existing Conditions” section, the City of Lackawanna’s population has seen decline and poverty has increased. However, as previously shown, population decline has begun to level off in recent years. Population and poverty trends suggest that those residents who are able to improve their economic situation are leaving while those residents who remain stay impoverished.

One in five residents surveyed have reported difficulty getting services according to a survey conducted by the University at Buffalo Regional Institute and the Mobile Safety-Net Team (the “Community Report”). Since the closing of The Friendship House in 1997, which used to provide social services to the First Ward, residents have expressed concern over not having a community gathering place or a safe place for children and teens to go after school. The existing social service providers do not address the needs of the First Ward population, who would be better served by a new community center for recreation, community gatherings, and continued learning located on Ridge Road in the BOA. The services provided by the community center could reduce hardships on First Ward residents, enabling residents to spend time on other actions to increase their own economic stability. This concern and need for a Community Center is resonated by the Lackawanna Community Development Corporation’s City of Lackawanna Community Center Market Study done in 2006.

Existing services meet many needs, but do not meet the needs of the most vulnerable. For example, there are three organizations in the city that provide legal services—Lackawanna Treatment Court Program; Lackawanna Area Chamber of Commerce; and the Senior Citizens Complex—none of which are in the First ward, and none of which serve the vulnerable populations that live there.

One in five Lackawannan adults (21 percent) and 42 percent of children are living at or below the poverty level according to the most recent ACS. Compared with surrounding towns, the City of Lackawanna and the First Ward in particular have fewer people making more than \$60,000 per year and more people making less than \$25,000 per year. Economically disadvantaged people are a vulnerable population that can easily be trapped in a cycle of poverty if not given access to health and human services.

Lackawanna is home to other vulnerable populations such as foreign-born citizens and single-parent families. Of the total First Ward population, 18 percent of residents are foreign-born. In comparison, 9.1 percent of Lackawanna residents and 6.6 percent of Erie County residents are foreign-born. This shows that there is a higher concentration of foreign-born citizens in the First Ward. Foreign-born populations are considered vulnerable because they could be linguistically isolated at school and other social settings. As for single-householder families, 27.2 percent of Lackawanna households are single-householder families and 41.4 percent of First Ward households are single-householder families (Erie County: 17.9 percent single-householder family). As with foreign-born residents, there is a concentration of single-householder families in the First Ward. With only one income, single-householder families tend to have less income available for housing, food, healthcare, and childcare. An important role of local government is to provide services to those residents who are disadvantaged and/or underserved, with the goal of helping those residents achieve greater economic stability.

For a full list of social service providers, including their location and services offered, please refer to the Community Report of the City of Lackawanna prepared for The John R. Oishei Foundation by the University at Buffalo Regional Institute (the “Community

An alternative location for the First Ward center can be the utilization of vacant or underutilized churches (see Table 5.10) within the area. Within the First Ward alone there are 9 churches that may have space or capacity to accommodate a new community center to provide basic daily needs to those residing in nearby neighborhoods. There is also potential to add additional space onto these churches since they don't fill up entire lot sizes. Lot size varies from 1/10 of an acre to almost 1.4 acres.

Two existing churches are located on Ridge Rd (Ebenezar Baptist Church and St. Hyacinth Parish) and others are located on smaller side streets on the eastern portion of the BOA. Mount Olive Baptist Church located on Wasson Ave and community members recently worked to create a second Community Garden located in the back of their parcel in June of 2018. Community Gardens are used as an effort to combat "food deserts" and food insecure areas as well as create social capital and improve relationships within the area. The other Community Garden is located at 245 Lakeshore Boulevard.

Table 5.10: Churches within the First Ward BOA

Church	Address	Land Use	Lot Size (acres)	Owner
Ebenezar Baptist Church	195 Ridge Rd	C - Religious	0.28	Ebenezar Baptist Church
Mt. Olive Baptist Church	66 Wasson Ave	R - Residential	0.079	Missionary Baptist Church
First Baptist Church	320 Ingham Ave	C - Religious	0.237	The First Baptist Church
Second Baptist Church	18 Church St	C - Religious	0.63	Second Baptist Church
St. Anthony's	306 Ingham Ave	C - Religious	1.38	St Anthony's R C Church
St. Michaels	144 Warsaw St	C - Religious	0.758	Queen of Angels Church
Polish National Catholic Church	39 Pulaski St	C - Religious	0.731	The River of WNY
St. Hyacinth Parish	253 Ridge Rd	C - Educational Facility	0.9862	CAO of Erie County Inc
True Church of the Lord	36 Pearl Ave	C - Religious	0.139	Elnora Williams

2.) Development Opportunity

The foreign-born population concentrated in the First Ward has a need for legal services specializing in immigration issues and services that help new residents to adjust to their new country. Financial literacy programs represent another pressing area of need. Low-income residents just do not have adequate access to amenities that can help them prepare for a more stable life. In addition, the Community Report noted gaps in basic neighborhood goods such as affordable grocery stores and points out the area’s need for general public services, such as specialty health services, after-school programs for the youth, affordable and flexible transportation, and effective information channels. Residents could opt to seek services outside of Lackawanna; however, low levels of car ownership and inadequate public transportation impede such travel. With adequate programming, a community center with flex space and use arrangements could begin to address some of these public service gaps.

In addition to gaps in human services, the city also has gaps in recreational options. The National Parks and Recreation Association (NPRA) published guidelines to quantify the number of recreation facilities recommended based on the size of the population (see Table 5.11). The NPRA suggests one park for every 2,114 residents and 10.1 acres of designated park land for every 1,000 residents within the jurisdiction. Based on the most recent American Community Survey population estimate for the City of Lackawanna (17,992 residents in 2016) and the NPRA recommendations, the city could potentially add six playgrounds, six picnic shelters, two horseshoe pits, five tennis courts, and three baseball diamonds. Adding new recreational facilities based on the NPRA is only part of what can determine the demand for recreation facilities. The other half of the demand can come from public surveys. For example, according to local government officials, rectangular fields for soccer are always in high demand even though the City has double the number recommended by the NPRA.

Table 5.11: NPRA Standards and Recommendations for the First Ward BOA

Facility Type	NPRA Standard	NPRA Recommended Quantity	Existing Quantity
Basketball Court	1 per 5,000 people	4	5
Diamond Field (baseball, softball, kickball)	1 per 3,000 people	6	3
Rectangular Field (football, soccer)	1 per 15,000 people	1	2
Tennis Court (outdoor)	1 per 2,000 people	9	4
Horseshoe Pits	1 per 7,500 people	2	0
Picnic Shelter	1 per 2,000 people	9	3 (tables only)
Playground	1 per 2,000 people	9	3
Bocce Court	N/A	N/A	0

A new community center or development of an existing church could have classrooms for programming such as after-school programs, ESL classes, continued education for adults, and financial literacy classes. The community center could also be a place for the dissemination of information, cultural exchanges, and a gathering place. Outdoor recreation spaces provide an area for after-school activities and friendly competition among neighbors, leading to a sense of community pride. A community center with strategic programming could begin to address some of the gaps in human services that exist in the First Ward, easing the hardships of many First Ward residents, and enabling residents to focus on actions that would lead to better individual economic stability.

1.) Key Characteristics

As stated previously, Lackawanna's economy has lost jobs since the closure of Bethlehem Steel over 30 years ago. The loss of Bethlehem Steel was particularly difficult for First Ward residents, many of whom were employed at the steel manufacturer. City of Lackawanna residents have lower levels of educational attainment and higher levels of unemployment than Erie County and surrounding towns. With low education levels, lack of local jobs, and lack of transportation access to jobs outside of the City, Lackawanna residents face high barriers to employment.

First Ward residents, in particular, have lower education levels than the rest of Lackawanna. In the First Ward, only 10.4 percent of residents over the age of 25 have achieved a bachelor's degree or higher, compared to 14.5 percent in all of Lackawanna, and 32.2 percent in Erie County. Low levels of education can be a factor in the high unemployment rate in the First Ward, where 17.7 percent were unemployed as of the 2012-2016 ACS, compared with 9.7 percent in all of Lackawanna and 6.1 percent in Erie County. A well-educated workforce has been shown to lead to higher productivity and economic prosperity.

2.) Development Opportunity

A workforce training center located in the First Ward could make a strong contribution to the economic revival of the City and the former Bethlehem Steel site. Existing and projected company relocation and employment trends show an increase in firms and employment in the advanced manufacturing sector throughout the region. Incoming businesses provide job opportunities to people with the required skills. A workforce training center could be geared towards providing job training opportunities specifically for advanced manufacturing employees.

There has been a resurgence of the advanced manufacturing sector in the region and South Buffalo in particular. New York State programs such as the Buffalo Billion have provided incentives to advanced manufacturing businesses willing to locate in the Buffalo area. For example, the State and the region were able to attract Elon Musk's SolarCity GigaFactory to the Buffalo High-Tech Manufacturing Innovation Hub at RiverBend. Other advanced manufacturing companies have since followed and are bringing employment opportunities to the region. According to the Brookings Institute, manufacturing in the U.S. has shifted from low-skilled jobs to jobs requiring more advanced skills. This shift has resulted in the need for new mechanisms to train workers so they can be take advantage of these new opportunities. Lack of skills in advanced manufacturing is a nationwide challenge and could be addressed locally by a new workforce training center in Lackawanna. Not only will an advanced manufacturing workforce training center benefit the First Ward residents by increasing their employability, but it will also benefit incoming firms looking for skilled employees and will attract new firms to the region.

In addition, advanced manufacturing jobs pay more than the currently prevailing industry sectors of retail and food service and wages are in-line with the second prevailing industry sector of Healthcare and Social Assistance. Average annual wages in manufacturing in 2017 were \$64,426 per employee. This is three times higher than average annual wages in Accommodation and Food Services (\$19,136 per employee), and more than twice as high as Retail Trade (\$26,965 per employee.)



According to a study conducted by the Economic Analysis and Research Network in 2013, there is a strong connection between education and income: “A more educated individual is more likely to participate in the job market, to have a job, to work more hours, and to be paid more, and less likely to be unemployed.” This leads to a beneficial cycle as working people who can afford to buy goods and services support local businesses and economic growth. A workforce training center that closes the gap between the Lackawanna residents and advanced manufacturing job skills requirements will not only benefit local people, but will also benefit the City, County, and State economies.

Mixed-Use Office Building

1.) Key Characteristics

Ridge Road has the potential to become a focal point in the First Ward, a place where residents can shop, recreate, and live. First Ward residents resoundingly desire for Ridge Road to become a true “Main Street” offering retail options, restaurants, safe sidewalks, and a more pedestrian-friendly environment. Currently, the portion of Ridge Road in the First Ward is wrought with vacant buildings and empty lots, and poorly maintained sidewalks.

There are few businesses on the BOA portion of Ridge Road. The corridor lacks grocery stores providing healthy food options; bank branches serving the local community; and pharmacies to pick up prescriptions. The area also lacks basic neighborhood services such as lawyer’s offices, doctor’s offices, and mental healthcare facilities but also laundromats or dry cleaners. There are only a few local convenience goods stores and quick-service restaurants in the First Ward. They are located in older, dilapidating structures, separated from each other by vacant buildings and lots, and thus creating a disjointed environment. Walking from one store to another is not a pedestrian friendly experience and discourages people from spending time on Ridge Road. The corridor also lacks amenities such as pedestrian lighting, benches, or other amenities, that could help create an attractive commercial corridor.

In addition to more retail uses, mixed-use development can create more activity on Ridge Road. Residents as well as new commercial users such as attorneys and doctors can add activity and movement to the otherwise calm and quiet corridor. New, mixed-use development on Ridge Road could bundle demand and ultimately act as a catalyst for a more attractive commercial corridor in the First Ward.

2.) Development Opportunity

A mixed-use development with small office spaces on the first floor and apartment dwellings on the second floor could help address a number of housing and business issues, and be a catalyst for future development. Developing a mixed-use building on Ridge Road could be a signal to First Ward residents and potential investors and developers that the revitalization of the corridors continues. Creating this momentum is important to stimulate additional growth and create a critical mass of development and activity along Ridge Road. Mixed-use development would make Ridge Road more attractive to the surrounding businesses and pedestrians and create safer and more inviting environment.

A mixed-use development contributes to this by generating new foot traffic from new businesses and new residents. Adequate programming in terms of commercial uses can lead to a greater variety of goods and services offer on Ridge Road. The current mix does not provide residents with many choices and a wider range of goods and services would improve the quality of life of the population.

New residential apartments above ground-floor businesses would not only increase the range of housing options for Lackawannans, it would help create a safer environment and possibly even generate demand for new businesses. When businesses close and turn off their lights, residents would continue to maintain a presence in the area that would make the corridor safer and more welcoming beyond business hours.

Overall, Main Streets with their mix of uses maximize existing infrastructure, reinforce the pedestrian-scale environment, and support dense, compact development. Ridge Road could become an active commercial corridor reflecting the community's character and diversity while offering a space for human interaction and community-building.

All three of the recommended community services—a community center, a workforce training center, and a mixed-use building—would therefore positively benefit the wellbeing of the First Ward residents and would lead to overall economic benefits in the long run.

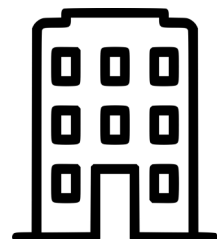
Industrial Demand Analysis

Industrial development in the City of Lackawanna was identified in the Nomination Report as one of the suitable uses in BOA. This section intends to continue the discussion to provide additional detail about Lackawanna's potential for industrial development in terms of recent trends, suitable locations, and overall demand.

Similar to the southern fringes of Buffalo, the City of Lackawanna has historically been the site of large-scale industrial activity; and for many of the former industrial properties that are now vacant and underutilized, it would seem that reintroducing parcels industrial uses would be an appropriate option. According to the Nomination Study, vacant or undeveloped properties comprise a significant share of the total land available within the BOA. Currently, approximately 804 acres or 37.2 percent of all the properties within the BOA are vacant.

A few larger clusters of vacant parcels exist east of Route 5; however, most of these sites, especially south of Ridge Road, would be unsuitable for industrial development but should be developed with uses that could be integrated and which would be compatible with the surrounding First Ward residential neighborhood.

In recent years, Lackawanna has begun to reintroduce productive uses on vacant and underutilized sites in this area. In particular, in the area south of Ridge Road in the residential portions of the BOA, the City has started an affordable, residential rent-to-own program on parcels that had either been abandoned or burdened with tax liens. Many of the sites east of Route 5 would also be suitable for retail and community uses that complement and support the residential areas. Sites fronting Route 5 could potentially support larger format destination retail. Potential demand for these uses is discussed in the Local Retail and Destination Retail sections.



East of Route 5 and north of Ridge Road, the Steelawanna Industrial Park (discussed in more detail below) houses a number of prospering industrial businesses. Many of these businesses have been located in the industrial park for more than 5 years and a few are looking to expand. However, all of the properties are currently occupied by active users and cannot accommodate additional industrial businesses.

The Bethlehem Steel Site

The only area that could accommodate significant industrial growth is the area west of Route 5—the former Bethlehem Steel site. The site is privately owned by Tecumseh Redevelopment Inc., a fully owned subsidiary of ArcelorMittal, one of the world’s largest steel producers.

The Bethlehem Steel site is contaminated, a legacy of its steel-producing past. However, the site includes the largest vacant land area in the BOA and the City of Lackawanna as a whole, occupying 61 percent of the BOA acreage. Industrial uses have previously been contemplated for the site; the Nomination Study recommended industrial, manufacturing, and warehousing uses. Contamination notwithstanding, any prospective industrial businesses will find in Lackawanna large sites that are suitable for commercial and industrial uses, accessible by many transportation modes, and serviced by utilities that can meet future capacity needs. Considering the manufacturing past of the site, (re)introducing industrial activities is not farfetched. Industrial uses typically require larger properties for production, storage, and distribution purposes. Easy access is also a typical requirement. Trucks can easily access Lackawanna from the New York State Thruway (I-90), take Route 79 to Pittsburgh, or use Route 190 to connect with Canada. International travel and shipment of goods is also enabled through Buffalo-Niagara International Airport.

In addition, infrastructure elements available within the site are a major asset for some industrial sectors that rely on the efficient movement of goods. Industrial users on the Bethlehem Steel site have access to a variety of transportation modes and other large-scale infrastructure options. For example, the deep sea port can accommodate up to seven vessels at a time. In addition, the three railroad companies operating within City boundaries including CSX, Norfolk Southern, and South Buffalo Railroad. The Bethlehem Steel site used to be serviced by rail, and remnants of the rail network are still present. In 2013, the Rail Improvements and Relocation Project, funded by a \$4.4 million NYS Multimodal grant, created a new main line to provide better rail access to the Port of Buffalo for businesses on the site. However, additional investment would be required to improve access across the site.

Beyond transportation infrastructure, the public water and sewer system, according to the Nomination Study, was designed for heavy industrial users and is now considered “oversized.” Based on the study, the Erie County Department of Sewage Management reported that the Wastewater Treatment plan had available capacity in 2012. In 2013, Erie County completed the installation of a new public water line to support a new facility by Welded Tube (of Canada), one of handful of firms to recently reintroduce industrial activity in this area. The electric and gas infrastructure was also built to handle heavy industrial users, and National Grid has recently completed a demand study for the site to project the magnitude of investment that would be necessary to accommodate potential future industrial users.

Remediation efforts on the site will likely be substantial. Besides the contamination related to steel production, the site’s eastern portion consists of fill material that reaches approximately 80 feet below the surface. According to the New York State Department of Environmental Conservation, cleaning the entire site to industrial clean-up standards is possible, whereas cleaning it to residential standards would require disturbing stabilized soil layers, which could in turn lead to more environmental concerns and would cost beyond what can be considered reasonable and financially viable.

While the site’s internal infrastructure inherited from its industrial past can be an asset to potential users,

other elements are a major obstacle for industrial development. | Paradigm Environmental Services | Panamerican Consultants

Deep foundations of foundries and other steel production facilities are difficult to remove and add to the already substantial remediation costs. New roadway and possibly rail infrastructure needs to be developed for better access to the site's interior. A comprehensive road network does not currently exist. Water and sewer networks would need to be reconfigured to serve individual users on smaller parcels. Economic development professionals in the Buffalo-Niagara MSA believe that the cost associated with the removal of facility remnants and the installation of new infrastructure—as opposed to tax issues—are the main hurdle when attracting new users to the site. Erie County has already spent several million dollars to study infrastructure conditions and to connect the site to the outside road network. Much more will need to be done to prepare the site for a more prosperous future.

In light of these challenges, however, the site is perceived to be a major asset with great potential for housing new industrial users. This is a major shift from the more traditional view of how brownfield sites were regarded a decade ago, when similar sites were considered to be unproductive burdens with little or no value. The Bethlehem Steel site is the last remaining, large (re)development site in the Buffalo-Niagara MSA, and economic development agencies have signaled that significant demand exists from industrial users intending to locate to the site. The site is also the only remaining property in New York State on which 100 percent of capital infrastructure costs could be applied toward tax credits from the Brownfield Cleanup Program (BCP). This represents a substantial savings for those interested in developing the site. And although large portions of the site remain vacant and undeveloped, Erie County has in fact already attracted a few new users, such as Welded Tube and BQ Energy, to the site. The County and its Industrial Development Agency have remained active in the redevelopment of the site and are currently in negotiations to acquire additional land from the current holding company.

Attracting Industrial Uses to Lackawanna and the Bethlehem Steel Site

Considering the readiness of the site for industrial properties and the strengthening demand for same in the larger Buffalo-Niagara MSA, (re)using it for such uses is considered a suitable alternative. In particular, a revitalized Bethlehem Steel site would:

1. Contribute to a more sustainable fiscal situation in the City of Lackawanna;
2. Provide much needed employment opportunities for the local and regional workforce; and
3. Provide a setting for an alternative energy sector cluster where supply chain businesses can grow and prosper.

Industrial Sector in the Buffalo—Niagara Region

Urban areas in Western New York State have been hubs for manufacturing since before World War II. Certain amenities including a large urban center, the availability of locally generated electricity, access to transportation infrastructure, and its location at the border to Canada, have contributed to the success of the manufacturing and industrial sector in the region. However, starting in the 1970s and lasting to the late 2000s, as has been the case for similar industrial centers around the country, the Buffalo-Niagara MSA experienced a substantial loss of industrial businesses and employment.

In recent years, the region has seen renewed activity in the industrial sector. Commitments from the state and private investors have created momentum that must be maintained and reinforced in order to sustain the current growth trends. In particular, areas related to advanced manufacturing and alternative energy production have been identified as areas to focus on by the Regional Economic Development Council. Efforts to attract these industries have already resulted in the relocation of new businesses to the Buffalo-Niagara MSA.

State and local governments, with the help of the BOA program, have heavily invested in the underlying infrastructure and created new industrial areas to accommodate new business growth. These industrial parks provide an attractive environment to businesses seeking new space that is suitable for value-added manufacturing.

A case in point is the RiverBend Industrial Park, which previously went through Steps 1 and 2 of the BOA program, and was able to stimulate major development. The park was able to attract SolarCity, which is at the forefront of alternative energy creation and storage. Once completed, SolarCity’s new production facility will become one of the main anchors for alternative energy sector activity in the Buffalo-Niagara MSA.

With the recent surge in the industrial sector, the Buffalo-Niagara MSA has begun to hold a competitive edge over many competing industrial areas in the Northeast. To assess which sectors have the highest potential to grow, the Location Quotient (LQ) was used to identify existing, strong industry clusters currently present in the Buffalo-Niagara MSA. The assessment also reviewed past employment growth patterns for industry sectors in order to project and quantify potential future demand for additional industrial space in the region.

Significant Industrial Clusters in the Buffalo-Niagara MSA

The LQ is a powerful indicator that identifies strong and growing industries in a local area. It measures how concentrated a particular industry sector is by comparing a particular industry sector’s share in a local area to the same sector’s share on a state or national level.

For example, an LQ greater than one for a specific sector in a particular geography indicates a higher concentration of this sector than in the area it is compared with. This typically means that a local sector cluster is present and that this specific sector is employing a larger share of people (and/or producing more goods and services) than that of the comparison geography. It can therefore be assumed that this cluster produces products and services destined to be exported and consumed outside of the trade area. These sectors tend to (1) have a net new economic effect rather than circulating money within the region; (2) tend to be competitive on a larger scale; and (3) are often growing.

The Buffalo-Niagara MSA is home to a number of industry clusters. Table 5.12 compares sector employment concentration of the Buffalo-Niagara MSA to New York State and the entire United States. Sectors that show a much higher concentration of employment than at state and national levels are:

“Chemical Manufacturing,” “Plastics and Rubber Products Manufacturing,” “Nonmetallic Mineral Products Manufacturing,” “Primary Metal Manufacturing,” “Fabricated Metal Products Manufacturing,” “Machine Manufacturing” and “Electrical Equipment and Appliances Manufacturing.”

While the LQ of these industry sectors illustrates the importance of them for the region, it also provides an indication of the skill sets present in the area. Labor force and skill set availability are typically the most important elements when companies are selecting a new location for a specific facility.

Figure 5.12: Building located within the First Ward BRA

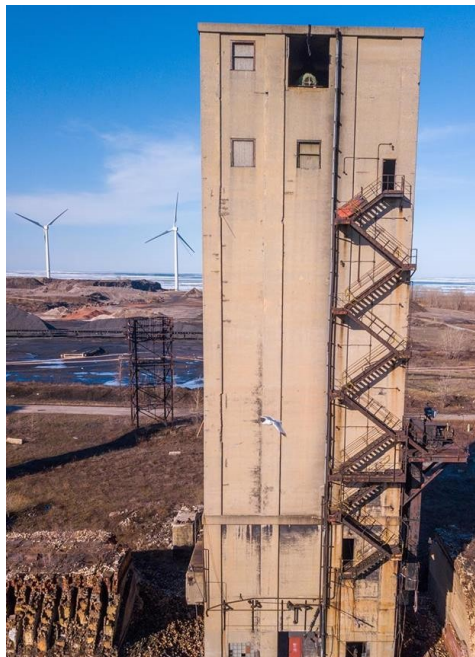


Table 5.12: Buffalo-Niagara MSA Location Quotient for Industrial Sub Sector (2017)

NAICS CODE	Industry	Buffalo-Niagara Location Quotient Compared with	Buffalo-Niagara Location Quotient Compared with
311	Food manufacturing	1.48	0.83
312	Beverage and tobacco product manufacturing	1.68	0.97
321	Wood product manufacturing	1.32	0.41
322	Paper manufacturing	1.54	0.99
323	Printing and related support activities	1.84	1.35
325	Chemical manufacturing	2.28	1.63
326	Plastics and rubber products manufacturing	3.35	1.56
327	Nonmetallic mineral products manufacturing	2.57	1.52
331	Primary metal manufacturing	2.84	1.21
332	Fabricated metal product manufacturing	2.46	1.32
333	Machinery manufacturing	2.20	1.22
334	Computer and electronic product manufacturing	0.97	0.83
335	Electrical equipment and appliance manufacturing	2.98	1.58
339	Miscellaneous manufacturing	1.76	1.42

Note: Blue indicates industry sectors with location quotients greater than 1.00 and orange indicates industry sectors with location quotients less than one.

Source: Bureau of Labor Statistics 2017 Annual Employment Averages, calculations by AKRF

The presence of sectors in metal and machine manufacturing—but also in chemical and plastics productions as exist in the Buffalo-Niagara MSA—provides the transferable skills that alternative energy and advanced manufacturing businesses look for when considering relocating to a region.

Industrial Sector Employment Trends in the Buffalo-Niagara Region

As mentioned above, it is only in recent years that the industrial sector has experienced an upward trend. Starting in the 1970s, the industrial and manufacturing sector in the Buffalo-Niagara MSA has seen a substantial decline. From 1969 to 2003, manufacturing employment alone decreased by almost 100,000 jobs from a total of 180,000 to 88,000 in the Buffalo-Niagara MSA. Since 2003, industrial business activity continued to shrink (see Figure 5.13).

Figure 5.13: Industry Restructuring within the City of Buffalo, NY

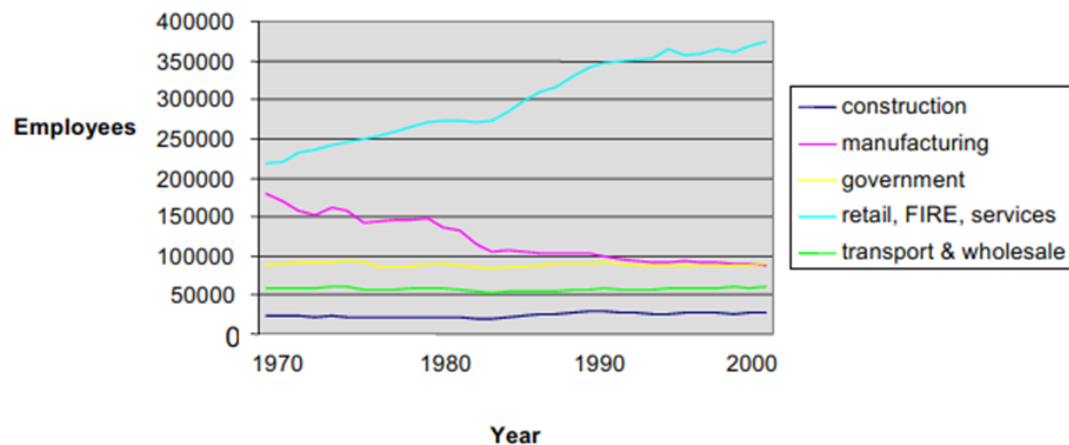


Table 5.13 on the following page shows that between 2001 and 2010, the two-county region (i.e., Erie County and Niagara County) lost almost one third of its industrial job base—24,000 of the approximately 73,000 jobs from industrial and manufacturing companies were lost during these 10 years. In particular, the Fabricated Metal Manufacturing and Transportation Equipment Manufacturing subsectors were hit hard, losing almost 8,000 jobs combined.

It is notable that with the exception of the food and beverage subsector, which experienced a total marginal job growth of 29 employees, all other subsectors have seen double digit losses, with companies in the Petroleum and Coal Products sector shedding almost three quarters of its employees.

It should be noted that only the Plastics and Rubber Manufacturing and Machinery Manufacturing sectors were able to increase their share of the total industrial labor force by more than 1 percent, indicating relative strength in an otherwise weak sector.

Table 5.13: Total Employment by Industrial Sub Sector (2001 and 2010)

NAICS Code	Manufacturing Subsector	2000		2010		2000-2010	
		Employment	Percent of Total	Employment	Percent of Total	Total Change	Percent
311	Food manufacturing	7,846	10.8%	5,147	10.5%	(2,699)	(0)
312	Beverage and tobacco product manufacturing	479	0.7%	508	1.0%	29	0
313	Textile mills	225	0.3%	200	0.4%	(25)	(0)
314	Textile product mills	328	0.4%	264	0.5%	(64)	(0)
315	Apparel manufacturing	1,629	2.2%	722	1.5%	(907)	(1)
316	Leather and allied product manufacturing	-	0.0%	-	0.0%	-	NA
321	Wood product manufacturing	1,269	1.7%	604	1.2%	(665)	(1)
322	Paper manufacturing	2,414	3.3%	1,558	3.2%	(856)	(0)
323	Printing and related support activities	3,600	4.9%	2,451	5.0%	(1,149)	(0)
324	Petroleum and coal products manufacturing	1,197	1.6%	311	0.6%	(886)	(1)
325	Chemical manufacturing	6,139	8.4%	4,851	9.9%	(1,288)	(0)
326	Plastics and rubber products manufacturing	5,334	7.3%	4,205	8.6%	(1,129)	(0)
327	Nonmetallic mineral product manufacturing	3,325	4.6%	2,353	4.8%	(972)	(0)
331	Primary metal manufacturing	2,356	3.2%	1,880	3.8%	(476)	(0)
332	Fabricated metal product manufacturing	9,606	13.2%	6,599	13.5%	(3,007)	(0)
333	Machinery manufacturing	6,076	8.3%	4,799	9.8%	(1,277)	(0)
334	Computer and electronic product manufacturing	3,589	4.9%	2,809	5.7%	(780)	(0)
335	Electrical equipment and appliance mfg.	3,294	4.5%	2,276	4.6%	(1,018)	(0)
336	Transportation equipment manufacturing	8,971	12.3%	3,978	8.1%	(4,993)	(1)
337	Furniture and related product	889	1.2%	482	1.0%	(407)	(0)
339	Miscellaneous manufacturing	4,818	6.6%	3,424	7.0%	(1,394)	(0)
	Total	72,905	100.0%	48,951	100.0%	(23,954)	(0)

Source: Bureau of Labor Statistics and AKRF

2010 appears to have marked the tipping point for industrial sectors in the region. Table 5.14 compares employment numbers for industrial subsectors in the Buffalo-Niagara MSA for the years 2010 and 2017. A few subsectors continued to lose a substantial number of jobs. In particular, Miscellaneous Manufacturing (302 employees), Food Manufacturing (278 employees), and Printing and Related Support Activities (245 employees) were the three sectors that lost the largest total number of employees during the five-year period.

The majority of subsectors have stabilized over the seven-year period, and close to half have even experienced substantial growth.

Beverage and Tobacco Product Manufacturing had the largest rate of employment growth (85.8 percent) and added the most jobs of any subsector (436). This substantial growth is likely related to the boom in breweries, specifically craft and farm breweries throughout New York State.

Three other subsectors have also had significant growth in employment: Transportation Equipment Manufacturing added 406 jobs, Chemical Manufacturing added 376 jobs, and Computer and Electronic Product Manufacturing added 387 jobs. Two of these sectors, Fabricated Metal Product Manufacturing and Chemical Manufacturing, have developed into strong clusters in the region, with location quotients over 2.0 and are likely to continue to grow. And while activities in Computer and Electronic Product Manufacturing did not stand out when compared with the state and the nation, growth in this sector will be vital as a support function for other growth sectors.

Table 5.14: Total Employment by Industrial Sub Sector (2010 and 2017)

NAICS Code	Manufacturing Subsector	2010		2017		2010 to 2017	
		#	%	% of Total Mfg Sector	% of Total Mfg Sector	Total Change	Percent Change
311	Food manufacturing	5,147	10.5%	4,869	9.8%	(278)	-5.4%
312	Beverage and tobacco product manufacturing	508	1.0%	944	1.9%	436	85.8%
313	Textile mills	200	0.4%	0	0.0%	(200)	-100.0%
314	Textile product mills	264	0.5%	29	0.1%	(235)	-89.0%
315	Apparel manufacturing	722	1.5%	737	1.5%	15	2.1%
316	Leather and allied product manufacturing	0	0.0%	0	0.0%	0	0.0%
321	Wood product manufacturing	604	1.2%	602	1.2%	(2)	-0.3%
322	Paper manufacturing	1,558	3.2%	1,345	2.7%	(213)	-13.7%
323	Printing and related support activities	2,451	5.0%	2,206	4.5%	(245)	-10.0%
324	Petroleum and coal products manufacturing	311	0.6%	368	0.7%	57	18.3%
325	Chemical manufacturing	4,581	9.3%	4,957	10.0%	376	8.2%
326	Plastics and rubber products manufacturing	4,205	8.6%	4,141	8.4%	(64)	-1.5%
327	Nonmetallic mineral product manufacturing	2,353	4.8%	2,317	4.7%	(36)	-1.5%
331	Primary metal manufacturing	1,880	3.8%	1,657	3.4%	(223)	-11.9%
332	Fabricated metal product manufacturing	6,599	13.4%	6,955	14.1%	356	5.4%
333	Machinery manufacturing	4,799	9.8%	4,866	9.8%	67	1.4%
334	Computer and electronic product manufacturing	2,809	5.7%	3,196	6.5%	387	13.8%
335	Electrical equipment and appliance mfg.	2,276	4.6%	2,261	4.6%	(15)	-0.7%
336	Transportation equipment manufacturing	3,978	8.1%	4,384	8.9%	406	10.2%
337	Furniture and related product manufacturing	482	1.0%	499	1.0%	17	3.5%
339	Miscellaneous manufacturing	3,424	7.0%	3,122	6.3%	(302)	-8.8%
	Total	49,151	100.0%	49,455	100.0%	304	0.6%

Source: Bureau of Labor Statistics and AKRF

Overall, employees in the above three subsectors have the skills necessary to compete in today’s value-added manufacturing market. Products in this market segment include high-technology machinery and equipment that are able to produce complex products for a global market. In particular, energy production and storage equipment and technology require cutting-edge knowledge and a specialized set of skills that can help to translate the latest technological innovations into a workable product. Having these transferable skill sets in the Buffalo-Niagara MSA will be critical when expanding these sectors and attracting new ones that require similar skill profiles.

Table 5.15: *Growth Sector Employment Projections (20157 to 2022)*

NAICS	Manufacturing Subsector	Compound Annual Growth Rate 2010-2017	5-Year Growth Projection 2017-2022 Percent	5-Year Growth Projection 2017-2022 Total
332	Fabricated metal product manufacturing	0.75%	3.82%	7,221
334	Computer and electronic product manufacturing	1.86%	10.13%	3,520
336	Transportation equipment manufacturing	1.40%	7.19%	4,699

With current efforts to attract additional businesses in advanced manufacturing and alternative energy production and storage, it is very probable that the three sectors at the center of this effort will continue to grow at a similar pace, if not faster. All three sectors grew by approximately 1 percent annually over the past seven years. Based on the assumption that the three sectors would continue to grow at the same rate over the coming 10 years, the three sectors combined would add approximately 905 additional jobs to the Buffalo-Niagara MSA labor market by 2025.

Since manufacturing sector businesses use approximately 1,000 square feet per employee, the employment growth of the three growth sectors would result in a total demand of approximately 900,000 square feet in industrial space over the coming decade.

Industrial Parks

Steelworks Industrial Park

The Steelworks Industrial Park is one of two designated industrial parks within the Lackawanna city limits. The Steelworks Industrial Park is privately managed and located in the southern portion of the City, east of Route 5. It consists of a few former Bethlehem Steel buildings that for the most part date back to when Bethlehem Steel was still in operation; they are currently almost 70 percent occupied. The Steelworks Industrial Park is mostly used by industrial businesses in need of large storage areas and access to rail transportation. According to one building manager in the park, there are many Canadian companies interested in affordable industrial space within the larger cross-country region. Multimodal transportation accessibility and low rents are major draws for Canadian companies.

Steelawanna Industrial Park

At the most northern end of Lackawanna is the City's other industrial park, the Steelawanna Business Park. Located just north of Ridge Road, the Steelawanna Business Park is currently 100 percent occupied. Several tenants include Iroquois Bar Corporation, a Native American-owned and -operated construction company; Quikrete, a cement and concrete products company; Marotta's Truck Repair, a truck repair and maintenance service; and Western New York Foreign Trade Zone Operators, Inc., a warehousing, logistics, shipping, customs and transfer services facility. Industrial businesses in this park are mostly focused on product manufacturing and transportation.

Buffalo Lakeside Commerce Park

The Buffalo Lakeside Commerce Park (BLCP) is adjacent and connected to the Steelawanna Business Park, but located just outside of Lackawanna's city limits. Completed in 2012, the BLCP's 105 acre property is a brownfield redevelopment project. BLCP boasts a "smart growth" development plan and is currently occupied by Sonwill Distribution, CertainTeed Corporation, and Cobey, Inc and employs approximately 400 workers.

RiverBend Industrial Park

Farther north, RiverBend is currently under construction in South Buffalo. RiverBend is a business park that boasts 260 acres of industrial and manufacturing land. One of its largest tenants is SolarCity, a large-scale private investment undertaken by Elon Musk that has been complemented by large-scale public investment most recently by the State in the form of \$485 million of funding.

SolarCity, a large-scale private investment undertaken by Elon Musk that has been complemented by large-scale public investment most recently by the State in the form of \$485 million of funding.

Hamburg Development Park

Benderson Development Company has developed Hamburg Development Park, a commercial/industrial park which is south of the BOA. Hamburg Development Park is home to three companies: Safelite AutoGlass, Crunch Hamburg and Southtowns Dialysis.

Also developed by Benderson is Broadway Development Park, north of the BOA, with tenants such as Keystone Automotive, Derrick Corporation, FedEx Ground, and Ashton-Parker.

Walden Development Center

Located north of Lackawanna in Depew, NY, this newly constructed space has 196,000 square feet of warehousing and light manufacturing space.

Encouraging Industrial Growth in the Buffalo-Niagara Region

Encouraging industrial business activity in Western New York has been one of the focus areas of economic development efforts of Governor Cuomo, and is one that aligns well with locating industrial uses on the Bethlehem Steel site. Since Governor Cuomo's administration started its Regional Economic Development Council initiative in 2011, New York State has awarded \$170 million in funding to projects in Western New York that have leveraged over \$708 million in further investment. "Western New York has invested over \$766 million in projects that have leveraged 2.9 billion". A large portion of the investments were made to support industrial activity in the region. For example, the South Buffalo BOA received almost \$1.7 billion in public and private sector investments since 2008 in an effort to create the Buffalo High-Tech Manufacturing Innovation Hub within the RiverBend Industrial Park.

Overall, "the Buffalo Billion" initiative intends to create innovation hubs that will act as catalysts to draw new businesses. At the core of this initiative in terms of industrial growth are the Advanced Manufacturing and Energy subsectors, which are two of the seven subsector focus areas identified by the Western NYREDC economic development strategy.

Western NYREDC Sector Strategies are:

- Advanced Manufacturing;
- Health / Life Sciences;
- Agriculture;
- Professional Services;
- Bi-National Logistics;
- Tourism; and
- Energy

Industrial development on the Bethlehem Steel site would also help further New York State's greater development planning strategy by encouraging the implementation of smart-growth development goals. Development on the site would result in remediated brownfield sites, decreased vacancies [and underutilization], and development focused on areas already developed.

South Buffalo & River bend Infrastructure Needs Assessment

In light of the recent resurgence of industrial activity and redevelopment in the South Buffalo area, the Buffalo Niagara Partnership surveyed 120 businesses and land owners as well as economic development agencies and utility and service providers in the South Buffalo/Lackawanna area to help determine future growth and related infrastructure requirements. The project study area is based upon existing National Grid infrastructure and recognized development plans, generally along the Ohio Street/Buffalo River corridor and in the South Buffalo brownfields area. It is also significant to note that these projections do not include conceptual planning for the Outer Harbor, which was recently conducted by the Erie Canal Harbor Development Corporation.

The project area is slated to experience a tremendous level of growth that is expected to nearly double the amount of development from 2016 to 2020. By 2020, 2.8 million square feet of new space will be constructed throughout seven of the eight precincts.



Source: South Buffalo & RiverBend Infrastructure Needs Assessment, 2015

The highest concentration of growth is on the River Bend site (1.345 million square feet), a direct result of Solar City’s investment. Four other precincts (Bethlehem, Lakeside, River East and Outer Harbor) anticipate more than a quarter million square feet of new development by 2020. For the Bethlehem Steel site, the needs assessment anticipates new development of more than 400,000 square feet alone.

Industrial Development Potential

Next to the Health and Life Science sector, Industrial Activity has seen the largest growth and investment in the Buffalo-Niagara MSA. Asset managers have observed strong demand for industrial space and CBRE, a leading real estate research firm, reports premium rental rates for industrial and warehouse space and decreasing vacancies for the region (i.e., less than 5 percent), all signs of a strengthening industrial market.

The Buffalo-Niagara MSA has all the ingredients in place to make the revitalization of the the First Ward BOA a lasting success. The overall environment for industrial business growth is strong with:

- Strong support from public agencies;
- Strong concentration of target industrial sectors;
- Strong regional demand from existing businesses;
- Strong employment growth trend of selected industrial target sectors; and
- Strong interest from potential industrial users and developers.

Projected demand for new industrial space is significant. If employment in a few target sectors continues to grow at the same rate as in the prior five years, the Buffalo-Niagara MSA would need approximately 3.3 million square feet of additional industrial space by 2025. For the South Buffalo/Lackawanna area alone, the Buffalo Niagara Partnership estimates that 1.8 million square feet of space will be needed by 2020.

How much of this demand over the next 10 years the Bethlehem Steel Site can absorb will depend on the continuing support from the State and the success of the businesses anchoring the target sectors. It will also depend if the comprehensive concept can be developed for the Bethlehem Steel Site to become more than a random agglomeration of industrial businesses but one of the main (alternative supply chain) clusters in the Buffalo-Niagara Region. Assuming a slow growth over the next 10 years, demand is likely to stagnate at around 500,000 square feet. However, with a master planned concept in place and continued industrial growth, the demand can easily surpass the 1 million square feet threshold.

Transportation and Access

The City of Lackawanna is served by multiple transportation systems including vehicular, rail and transit systems. The City of Lackawanna and First Ward BOA has excellent transportation access on a local and regional basis, including Hamburg Turnpike, several regional rail lines, and deep water port access on Lake Erie. These ties to the regional transportation network will allow the planned revitalization of the First Ward BOA to be realized. This section further details the transportation and access of the City of Lackawanna.

Roadway Network

The main transportation system within the First Ward BOA is comprised of surface road consisting of primarily local/residential roads. There are also two main thoroughfares within the First Ward BOA; these are Hamburg Turnpike (otherwise known as Route 5), which travels north-south from the City of Buffalo to the Town of Hamburg, as well as Ridge Road, which is an east-west roadway. All other roads within the First Ward BOA are local roads shown in Figure 5.14. It should be noted that all of these roads lie east of Hamburg Turnpike. The following is an in-depth description of the major roadways within the First Ward BOA:

- *NYS Route 5* is classified as a principal arterial running in the north-south direction with a posted speed of 40 miles per hour (mph). This is a major thoroughfare for commuting traffic from southern Buffalo suburbs, such as Hamburg, to the City of Buffalo. This road is owned and maintained by the New York State Department of Transportation (NYSDOT), with an Annual Average Daily Traffic (AADT) of approximately 42,000 vehicles per day (vpd). Through the First Ward BOA, there are three northbound lanes and two southbound lanes. The lane widths are 12 feet, with 10-foot shoulders. The northbound and southbound directions are separated by different types of treatments throughout the First Ward BOA, including bi-directional left turn lanes, hatched pavement, and a concrete barrier.
- *Ridge Road* is classified as a principal arterial running in the east-west direction with a posted speed of 30 mph. Ridge Road is currently under jurisdiction and maintained by the City of Lackawanna. The AADT of Ridge Road is approximately 16,000 vpd. The typical section of Ridge Road varies throughout the study area, but is typically comprised of two travel lanes in each direction with sidewalks on both sides. On-street parking is permitted in the curb lane east of North Gates Avenue.

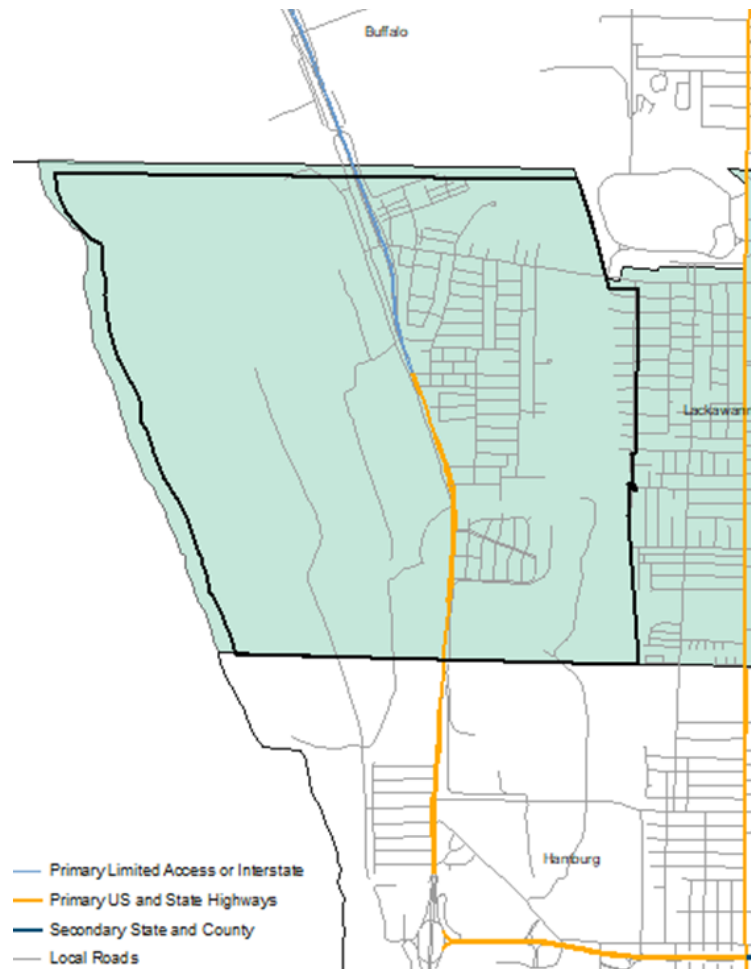


Figure 5.14: Transportation routes located within the First Ward BOA

Existing Traffic Volumes

Traffic count data for the First Ward BOA were derived from the New York State Department of Transportation (NYSDOT) Traffic Data Viewer. This web-based system provided traffic counts for roadways within the City of Lackawanna. Data that is presented is categorized by annual average daily traffic (AADT). AADT is a measure that is frequently and primarily used in transportation planning and engineering. It is calculated by recording the total volume of traffic for one year divided by 365 days. Looking at traffic count data is helpful in a variety of ways. One of the biggest components is seeing how many cars travel through the area and another is getting a feel for seeing how big of a catchment area that is. Specific periods of time along with traffic counts of major roadways are extremely helpful when determining where and what to develop.

The traffic counts for the BOA on the Hamburg Turnpike totaled 35,635 AADT in 2013. This congestion has slightly decreased since a total of 36,150 in 2009. On Ridge Road, between the Hamburg Turnpike and South Park Avenue the traffic congestion was 11,918 in 2013. This is also a slight decrease from an AADT of 12,800 in 2006.

Additionally, a Level Of Service (LOS) analysis was completed at each signalized intersection for the morning and afternoon peak hours on Hamburg Turnpike and Ridge Road. Level of Service criteria are stated in terms of the control delay per vehicle for a 15-minute analysis period and range from “A” to “F”. Level of Service A is representative of a movement that is free flowing with very minimal delay, while LOS F generally represents long delays and higher amounts of traffic (see Table 5.16). LOS D is generally considered acceptable in urban environments due to increased density.

The ranges of delay for each level of service, as contained in the 2000 Highway Capacity Manual, are shown in the table below.

Table 5.16: *Level of Service Criteria*

Level of Service (LOS)	Signalized Intersections	Unsignalized Intersections
	Delay (sec)	Delay (sec)
A	0-10	0-10
B	> 10-20	> 10-15
C	> 20-35	> 15-25
D	> 35-55	> 25-35
E	> 55-80	> 35-50
F	over 80	over 50

For existing conditions, the signalized intersections operate at an acceptable LOS for the overall intersections. Dona Street and Hamburg Turnpike operates at a LOS C in the AM and PM peak hours. The side street movement, Dona Street, operates at a LOS E in both peak hours. At Holbrook and Route 5 in the AM peak hour, the Holbrook westbound approach and Rt. 5 southbound left turn movement operate at a LOS F.

Additionally, under existing conditions, all intersections along Ridge Road operate at an acceptable level of service of C or better, and all intersection movements operate at a LOS D or better.

Traffic counts were highest on the Hamburg Turnpike/Ridge Road, Route 5 Ramps, Gates Avenue and Steelawanna Avenue from 4:00-5:30 PM.

Traffic counts were highest on Dona Street, Holbrook St and Odell Street from 7:15-8:15 AM.

Table 5.17: *Traffic Counts for the First Ward BOA*

Roadway	7:15 - 8:15	4:00 - 5:00	4:30 - 5:30
Dona Street	4,302	4,053	4,157
Holbrook Street	4,317	4,051	4,151
Odell Street	4,345	4,111	4,246
Hamburg Turnpike/Ridge Road	199	305	390
Route 5 Ramps	1,031	1,123	1,092
Gates Avenue	1,096	1,215	1,207
Steelawanna Avenue	1,035	1,184	1,167
Total	15,290	16,042	16,410

Source: C&S Engineers, Inc. 2018

As you can see in Table 5.17, overall counts for all major roadways were highest from 4:30 to 5:30 PM.

Bicycle and Pedestrian Facilities

According to Greater Buffalo-Niagara Regional Transportation Council (GBNRTC) existing bicycling facilities within the City of Lackawanna (including the First Ward BOA) are currently limited. There are no bike shops or bike racks with City boundaries. There is a New York State Bicycle Route as well as a small portion of a marked bike lane over the rail road just south of South Park heading toward Lake Erie on Ridge Road.

There is also a proposal within the GBNRTC 2009 Bicycle & Pedestrian Master Plan for a multi-use trail along Smokes Creek that would be off-road and extend along the corridor from Ridge Road into the town of West Seneca to the west as part of the Erie County Regional Bikeway Network.

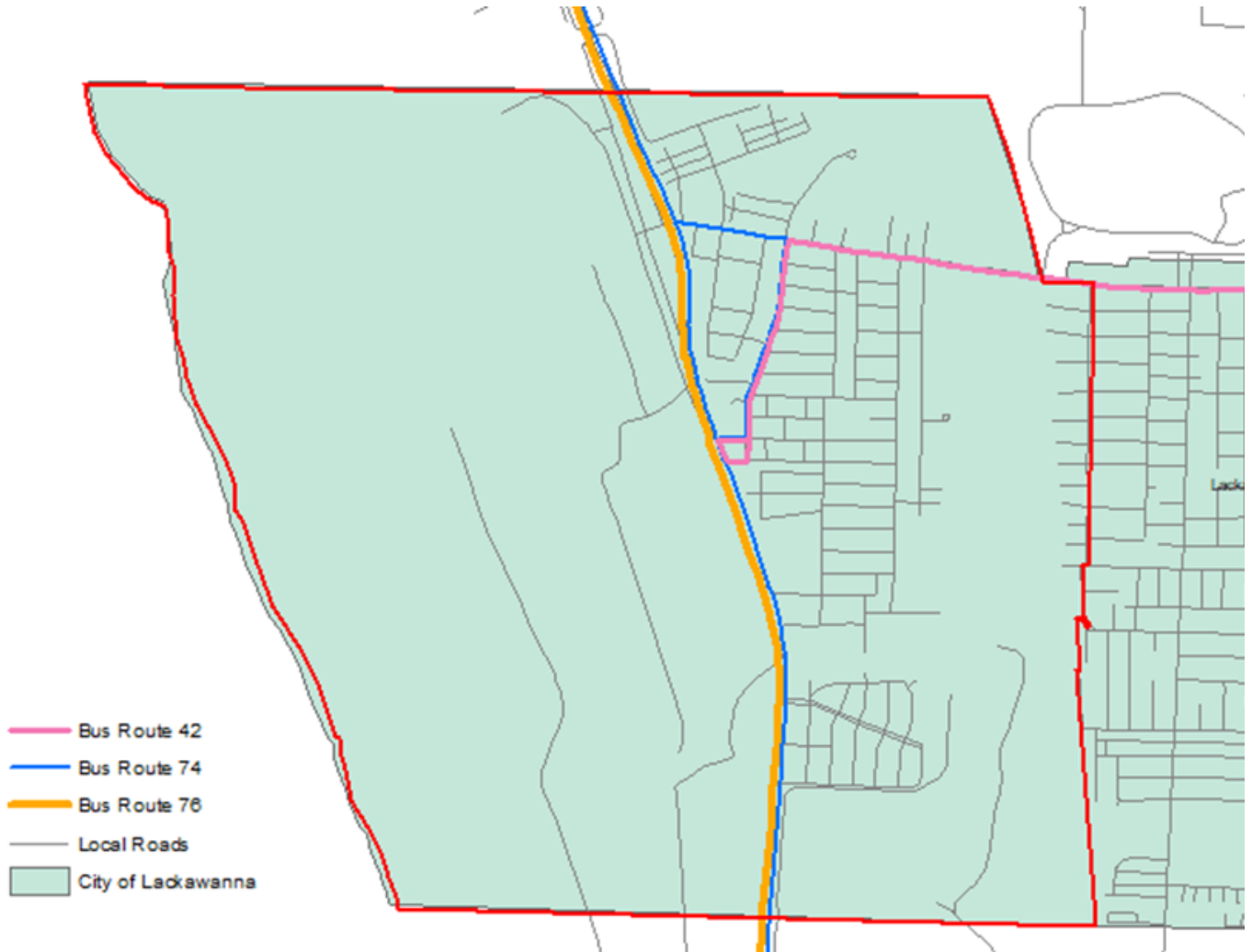
The GBNRTC also created a Bicycle Level of Service guide to assist bicyclists with recommendations on how comfortable or safe they may feel along any routes. Ratings and recommendations are based on a number of factors such as: surface conditions, width of shoulder, posted speeds and land use. Routes can be graded from A to F where an A means extreme ease and F indicates the route could be dangerous. Currently no routes within the First Ward BOA are considered ‘Suitable’ for riders and the main Route along Route 5 is designated as ‘Caution Advised’.

The GBNRTC is responsible for developing a long-range Metropolitan Transportation Plan (MTP) for the Buffalo-Niagara region that reflects transportation needs as a macro and micro level. This provides a vision for development, identifies transportation needs and improvements, provides direction for any necessary infrastructure investment throughout the region, and a framework for the Transportation Improvement Plan. The GBNRTC officially approved a 2040 Long-Range Plan Update in May of 2014 that outlines major projects through the year of 2039 using 70% of total funds in both Erie and Niagara Counties. Within the Transportation Improvement Plan, the City of Lackawanna has a project listed within the Bethlehem Steel section of the Erie County Shoreline Trail (awarded \$980,160 in funding) and is expected to be commenced in the fall of 2018. If available discretionary funds become available in following years a project involving Erie County’s Southtowns and increased access along NYS Route 5 from Ridge to NUS Route 179 in Hamburg would be next in line.

Public Transportation

The City of Lackawanna is serviced by the four bus routes provided by the Niagara Frontier Transportation Authority (NFTA). These routes include Route 36, Route 42, Route 74 and Route 76. These routes operate along Ridge Road, Hamburg Turnpike and Steelawanna Avenue following the major roadways leading to surrounding municipalities such as the City of Buffalo and the Town of Hamburg. Shown in Figure 5.16.

Figure 5.16: Available Public Transportation Routes within the First Ward BOA



Rail lines

Towards the eastern half of the First Ward BOA lies multiple railroad tracks that run in the north-south direction (see Figure 5.17). The Buffalo-Niagara Region is served by four Class I railroads, one Class II railroad and two Class III railroads. The rail companies that operate these lines include: Norfolk Southern Railway Company, Buffalo and Pittsburgh Railroad Company, CSX Transportation, Amtrak and Buffalo Southern Railroad, Inc.

Norfolk Southern Railway Company is a Class I rail line that is a major transporter of domestic and export coal to the eastern United States. The Buffalo & Pittsburgh Railroad Company is a rail line that travels from Pittsburgh, Erie and the City of Buffalo carrying good ranging from aggregates, brick, cement, automobiles, chemicals, coal, food and feed, metallic ores, steel and scrap. It is the only Class II railroad in the area. CSX Transportation is a Class I rail line that primarily serves the eastern coast of the United States as well as the Canadian Provinces of Ontario and Quebec. The main transport on this line includes Tropicana Orange Juice, coke for steel making and garbage. Lastly, the Buffalo Southern Railroad Inc. is a Class III short line railroad that travels from the City of Buffalo to the City of Jamestown.

According to a study by the GBNRTC, rail traffic through the region, including the Lackawanna rail corridor, is expected to increase. Regional intermodal facility locations include the Gateway Trade Center (port of Buffalo) and existing railyards both are located within the BOA.

Amtrak is the only provider of passenger service within the area and the United States as a whole. There are three passenger stations in the region: City of Buffalo, Depew and Niagara Falls. Amtrak travels on the CSX line through the City of Lackawanna.

Figure 5.17: Rail lines within the First Ward BOA



Waterborne Transport and Activity

The Port of Buffalo

The Port of Buffalo, otherwise known as the Gateway Metroport or Gateway Trade Center, is located in the northwestern portion of the First Ward BOA (See Figure 5.18). This port ranks 28th among all United States seaports and seventh busiest port of all Great Lakes ports. This port is the first of call in the United States for vessels entering or leaving the Great Lakes. The Gateway Metroport is able to support a variety of commodities and provides access to markets in southern Ontario, the northeastern United States and St. Lawrence Seaway making it a domestic and international importer and exporter. It is a major bulk cargo storage and transfer facility with 20 acres of storage space and 10 acres of open storage area. It can accommodate up to eight vessels with 9,000 feet of dock space on either side of the Lackawanna Canal.

The Gateway Trade Center includes a 40,000 square-foot terminal building for both warehousing and distribution with access to water, rail and local truck routes.

Docks, Marinas and Bulkheads

There are no private or public marinas, docking facilities or boat launch ramps for recreational vessels in the BOA. Approval for docks and pilings on Lake Erie is regulated by the Army Corp of Engineers as well as NYSDEC for certain circumstances.

Since the Gateway Metroport is located 22 miles from Port Colborne, Ontario, it lies within 500 miles of the major population and distribution centers of the Northeast and North Central States, and within 500 miles of 75 percent of Canada's population.

Features of this port which make for an ideal location for industry and distribution include:

- Accommodation of seven vessels simultaneously
- 200 acres of surrounding land dedicated to bulk cargo storage and conventional bulk carriers
- Convenient access to regional railroad interchange that serves five Class I rail lines
- Close proximity to New York State Interstate-90
- Minutes away from the Peace Bridge to Canada
- Within a U.S. Foreign Trade Zone

Air Transportation

There are no public or private airports within the City of Lackawanna. The closest and largest airport is the Buffalo-Niagara International Airport located 13 miles northeast in the town of Cheektowaga which provides passenger and commercial air services.

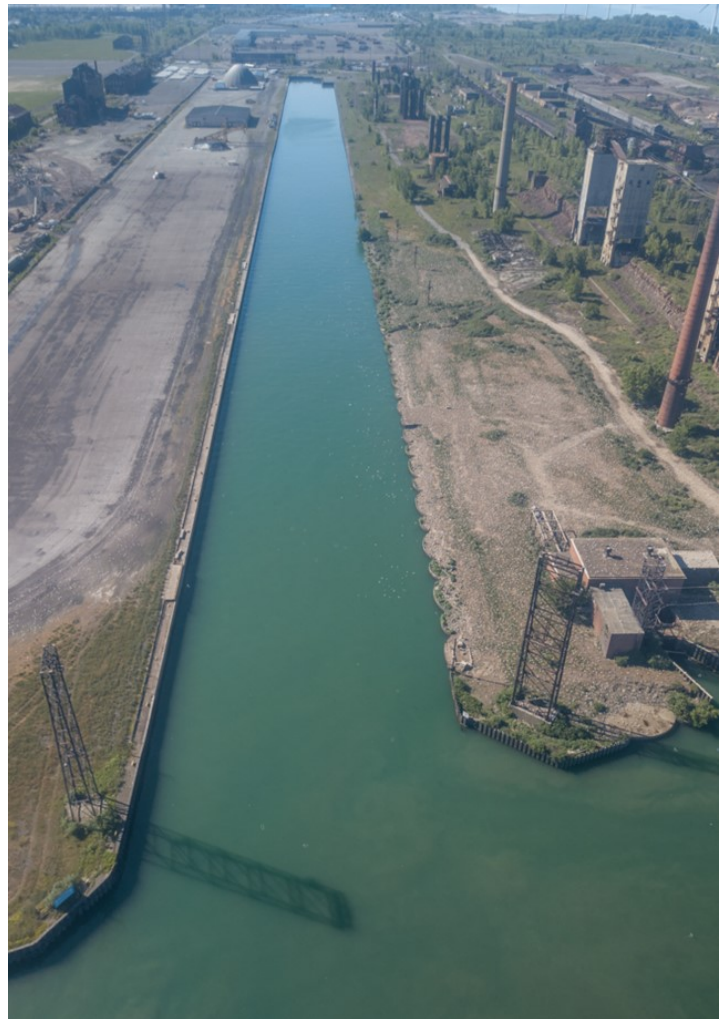


Figure 5.18: The Gateway Metroport located off Lake Erie within the first Ward BOA



Figure 5.19: *Remains following the fire of 2016 on the Hamburg Turnpike*

Key Takeaways:

- The City of Lackawanna and the First Ward BOA have limited cycling facilities available to community members
- Currently no bikes trails within the BOA are seen as “suitable” for riders according to the GBNRTC
- There are four NFTA bus routes within the City of Lackawanna. Ridership of these routes continues to decrease yet the First Ward has high percentages of public transportation usage for commuting to work
- The BOA walk score is 41/100—meaning that most day to day errands are car dependent and there is limited access to multiple modes of public transportation
- Major rail lines run through the BOA and rail traffic is expected to increase

Public Infrastructure

The following sections will detail the existing infrastructure within the First Ward BOA. Due to the historical immense growth and later decline of population within City of Lackawanna, there is sufficient infrastructure to support the planned revitalization of the area. Municipal infrastructure includes: water supply, stormwater management, stormwater collection and treatment, transportation facilities and private utility services.

Water

The City of Lackawanna obtains water distribution from the Erie County Water Authority (ECWA). In 2014, the ECWA facilities produced 25.1 billion gallons of high-quality water a year for more than 500,000 customers across Western New York. The two main sources of this water is from Lake Erie and the Niagara River. Overall water consumption in Erie County’s service district is projected to decline due to the decrease in population and increase in efficiency of appliances that use less water. Currently, businesses and residents purchase 47.5 million gallons of water per month on average from the ECWA. Water is pumped from the Sturgeon Point Water Treatment facility located in the town of Evans.

Sanitary Sewer

The City of Lackawanna is serviced by Erie County Sewer District Number 6 and the Lackawanna Waste Water Treatment Plant. The Lackawanna Waste Water Treatment Plant is owned by the Erie County Sewer District 6. The main function of the Erie County Sewer District Number 6 is to operate and maintain the network of sanitary and storm sewers in the City of Lackawanna as well as a sewage treatment facility.

All wastewater flow collected flows through a 30-inch force main at the Willmuth Avenue pump station. Effluent is discharged through a 30-inch outfall to Smokes Creek. The entire treatment facility is designed to treat 4.5 million gallons per day and a peak capacity of 11.75 mgd. Present average daily flow is approximately 3.37 mgd. According to the Erie County Department of Sewage Management, the Wastewater Treatment Plant has available capacity since the City was built to support a much larger population that exists today.

The City of Lackawanna Department of Public Works (DPW) has provided information that there are no planned stormwater and/or sanitary sewer improvements located in the First Ward BOA. However, this infrastructure may be in need of improvements prior to development. Site-by-site analysis should be performed to determine infrastructure conditions on each property.

Forty-two communities within Erie and Niagara Counties have joined forces to develop a stormwater management program in order to protect local waterways and enhance quality of life in local communities, including the City of Lackawanna. The Western New York Stormwater Coalition was formed as a forum for regulated communities to work together and share resources toward compliance with Phase II requirements.

Gas, Electric, Telephone, and Internet Services

The City of Lackawanna Police Department includes a Chief of Police, two Captains, five Lieutenants, 42 patrolmen, five crossing guards, and seven civilian patrol staff. The department has ten marked police vehicles and eight unmarked vehicles responding to 12,000 calls annually in all Wards.

Police Protection

The City of Lackawanna Police Department includes a Chief of Police, two Captains, five Lieutenants, 42 patrolmen, five crossing guards, and seven civilian patrol staff. The department has ten marked police vehicles and eight unmarked vehicles responding to 12,000 calls annually in all Wards.

Fire Protection

The city of Lackawanna maintains a Fire Department with three Fire Stations. One of those stations is located within the First Ward BOA at 55 Ridge Road manned by one Lieutenant and two firefighters with one truck. The other two Fire Stations are located at 1630 Abbott Road (3rd and 4th Ward) and 2990 South Park Avenue (2nd Ward).



Figure 5.20: *Lackawanna City Hall*



7.0 Environmental Conditions

7.0 Environmental Conditions

As part of the Step 2 Nomination Document, a total of 43 sites were identified as brownfield, underutilized and/or vacant sites (See Figure 6.1). Generally, due to the former steel making operations on the Bethlehem Steel Site, almost every site within the First Ward BOA could potentially be eligible for the DEC Brownfield Cleanup Program (BCP). Known environmental information about each site is displayed in the table below. Being aware of the implications of contamination before the carrying out of redevelopment is crucial for sustainable and safe development within an area. Potential contamination not only affects residents but can also hinder any progress a municipality makes in the development in terms of infrastructure, social well-being for residents or economy.

Figure 6.1: *Brownfield Sites, Vacant Residential Parcels and Vacant Parcels within the First Ward BOA*



Former Bethlehem Steel Site

The 1,010 acres that lie along the western portion of the First Ward BOA is referred to as the former Bethlehem Steel site. This property occupies the entire City of Lackawanna Lake Erie shoreline and is virtually inaccessible to the public. Historically, the property was utilized for steelmaking from approximately 1903 until the early 1980s.

A large proportion of the site is currently within the BCP. The large tract of land is divided into three main “business parks” and each of these parks is further subdivided into separate BCP parcels. These parcels have been created by the DEC to help manage the environmental information and remedial strategies; they do not represent Erie County tax parcels. The business parks are identified as follows:

- Tecumseh Phase I Business Park
- Tecumseh Phase II Business Park
- Tecumseh Phase II Business Park

As part of the BCP, each site within the former Bethlehem Steel site has undergone detailed environmental assessment. Before remediation begins on the site, a Decision Document is created to outline the specific remedial strategy to be implemented. For remedial purposes, all sub-parcels within the Tecumseh Phase I Business Park have been grouped together into one Decision Document and remediation strategy. All other sub-parcels within the other two business parks each have individual Decision Documents. The following sections detail the environmental condition and remedial strategy for each business park.

Tecumseh Phase I Business Park

The Tecumseh Phase I Business Park (Phase I) is located at 1958 Hamburg Turnpike. This 102.51-acre site is subdivided into 11 sub-parcels. It is a generally flat, slag filled site vegetated with natural grasses, shrubs and poplar trees. An active rail line parallels the eastern portion of the site.



Figure 6.2: Photo: Buffalo News—Vacant Industrial Building within the First Ward BOA

The entire site is mostly filled land with approximately two to eight feet of steel and iron-making slag as well as other fill material. Due to the nature of the slag material, the site is fairly porous. A Remedial Investigation (RI) of the site revealed contaminants of concern on the property. A contaminant of concern is defined as a “contaminant that is sufficiently present in frequency and concentration in the environment to require evaluation for remedial action”. Contaminants of concern on the site include the following:

- Arsenic
 - Chromium
 - Lead
 - Mercury
 - Cyanides (soluble cyanide salts)
 - Benzo(a)pyrene
 - Sodium
- Dibenz[a,h]anthracene
 - Benzo(b)fluoranthene
 - Benz(a)anthracene
 - Indeno(1,2,3-cd)pyrene
 - Barium
 - Iron
 - Manganese
 - Magnesium

Based on investigations, the primary contaminants of concern for soils include metals and semi-volatile organic compounds (SVOC's).

Interim Remedial Measures (IRM) have been completed on the site. These include the excavation and bio-remediation of approximately 12,000 cubic yards of petroleum impacted fill, excavation and disposal of 100 cubic yards of soils impacted by lead and 45 cubic yards of coal tar-impacted soil, removal of two former underground storage tanks (USTs) and backfill of excavations with reclaimed slag material under DEC issued Beneficial Use Determination.

According to the Decision Document for the Phase I site, remedial design includes the placement of a soil cover to allow for commercial use on the Site. This cover is required to be a one-foot cover over a demarcation layer. An environmental easement will be placed on the site to allow for the use of commercial and industrial development, restrict the use of groundwater as a source of potable or process water without proper treatment, and requirement of a Site Management Plan (SMP).

Tecumseh Phase II Business Park

The Tecumseh Phase II Business Park (Phase II) is located on the former Bethlehem Steel site at 2303 Hamburg Turnpike. Phase II is comprised of 142.23-acres, adjacent to Phase I to the south, and is subdivided into 12 sub-parcels. Unlike Phase I, each sub-parcel in Phase II has been assessed by the DEC separately; however, environmental conditions and remedial strategy for each sub-parcel is largely similar.

The land that comprises Phase II was formerly utilized for steelmaking operations and amenities. Specific uses of the site included pattern storage, rail lines, and parking. The entire Phase II is filled with between two to eight feet of steel and iron-making slag as well as other fill material.

The nature and extent of contamination on Phase II is consistent with former site uses a steel manufacturing facility. SVOCs and metals are widespread throughout Phase II. Many contaminants are PAHs and are usually associated with the burning of fossil fuels and heavy rail use.

The selected remedial strategies for each of the Phase II sub-parcels vary slightly; however, all include a site cover of a minimum of one-foot to allow for the commercial use of the site, the imposition of an institution control in the form of an environmental easement, and the requirement of a SMP. Some sub-parcels within Phase II also require in-situ stabilization for groundwater remediation.

Tecumseh Phase III Business Park

The Tecumseh Phase II Business Park (Phase III) is also located on the former Bethlehem Steel site to the west of Phase II. It is comprised of 150.35-acres subdivided into 10 sub-parcels. Five of the sub-parcels within Phase III have undergone remediation and have obtained their Certificate of Completion (COC), which are issued to sites whom have participated in the BCP and been issues a no further action decision document. The COC provides liability protections for site owners, developers, lessees and will trigger the availability of tax credits for eligible parties, as well as allow the certificate holder to redevelop the site.

Sub-Parcel III-1, III-5, III-6, III-7 and III-8 all have obtained their COC and either include redeveloped uses on the site or are in the process of being redevelopment into productive use. The remaining parcels have obtained their Decision Document, which outlines the remedial strategy for each individual sub-parcel.

The land that comprises Phase III was formerly utilized for steelmaking operations. Specific processes and facilities performed on or proximate to the site include slab yards, scale flume sluiceway, settling basin, and motor room. As with Phase II, Semivolatile Organic Compounds (SVOCs) and metal contamination is ubiquitous throughout Phase III.

The remedial strategy for the remaining three sub-parcels within Phase III includes:

- III-2 – site cover across the entire site and additional cover over a portion of the site containing asbestos containing material
- III-9 - removal of abandoned subsurface product piping, which will either be cleaned and capped or recycled off site, based on field conditions. In situ stabilization (ISS) to treat petroleum contamination and VOCs in groundwater
- III-10 - pipe removal of abandoned piping impacted with coke gas residuals, excavation and removal of 8,500 cubic yards of grossly contaminated soil, ISS of groundwater to treat VOCs in groundwater and extraction of groundwater in a 2.8-acre area, site cover to allow for commercial use of the site, and an institutional control in the form of an environmental easement. Any future buildings on site will also be required to have a sub-slab depressurization system to prevent migration of vapors into the building from soil and groundwater.

Environmental Site Assessments

Phase I and Phase II Environmental Site Assessments (ESA) were conducted on five of the identified strategic sites within the First Ward BOA in this study. The purpose of a Phase I ESA is to identify possible environmental contamination, ascertain past and present uses of the site and surrounding properties through historical records, and identify possible Recognized Environmental Conditions (RECs) associated with the site. An REC is defined as the “presence of likely presence of any hazardous substance or petroleum products in, on, or at a property: (1) due to any release to the environment; (2) under conditions indicative of a release to the environment; or (3) under conditions that pose a material threat to the environment.” To further this analysis, Phase II ESAs were conducted to advance the findings of the Phase I ESA. This assessment typically involves a soil and groundwater investigation of the site to solidify if contamination exists.

Five sites were identified in the Step 2 Nomination Document for the completion of Phase I and Phase II ESAs. The sites selected for these assessments are listed below and shown in Figure X. The full assessment package for each site is in Appendix F.

The site assessments conducted as part of this study are important resources to have when both determining the redevelopment use of the property as well as incentivizing private developers to invest in particular sites. Transparency of site conditions and potential future use is a driver to sell particular City owned sites. Summaries of the environmental assessments performed during the course of this study is provided in Table

Table 6.1: Summaries of environmental site assessments

Site Name	RECs	Phase II ESA Results	BCP Eligible?
100 Dona Street	<ul style="list-style-type: none"> Former school building was heated by oil located on the property; UST was formerly located on the southeast corner of the property; Former automotive station located east and upgradient to the property. 	<ul style="list-style-type: none"> Fill material was encountered on the eastern portion of the site; Visual and olfactory indications of petroleum impairment were evident north of the building; SVOCs detected above Industrial Use SCOs in surface soil; Metals detected above Unrestricted Use SCOs; Contaminants in groundwater exceeding standards. 	Yes
Albright Court Property	<ul style="list-style-type: none"> Past use of property for residential use suggests fill was potentially placed in basements locations, therefore, fill is considered a REC; Unknown fill material following demolition of on-site residential structures; Former petroleum spill in close proximity to property. 	<ul style="list-style-type: none"> 	Yes
Mill Street Property	<ul style="list-style-type: none"> Unknown fill material following demolition of on-site residential structures and closure of two streets on property. 	<ul style="list-style-type: none"> Fill material encountered at depths of 0-2 feet; SVOCs and metals detected in surface and subsurface soils at significantly elevated concentrations; VOCs and PCBs detected above Unrestricted Use SCOs; Contaminants in groundwater exceeding standards. 	Yes
Steelawanna #2	<ul style="list-style-type: none"> Property located in industrial area; Past use of property included storage of unknown material. 	<ul style="list-style-type: none"> Fill material encountered on western portion; SVOCs detected above Industrial Use SCOs in surface soil; Metal concentrations exceeding Unrestricted Use SCOs in subsurface soil. 	Yes
10 N. Gates Avenue	<ul style="list-style-type: none"> Unknown fill material following demolition of on-site residential structures; Unknown origin of fill material on eastern portion of property. 	<ul style="list-style-type: none"> Site owner elected to not perform a phase II ESA 	Unknown

The BCP has been highly effective in incentivizing the development of previously underutilized and vacant sites in Western New York. According to the DEC webpage, “The goal of the BCP is to encourage private-sector cleanups of brownfields and to promote their redevelopment as a means to revitalize economically blighted communities. The BCP is an alternative to Greenfield development and is intended to remove some of the barriers to, and provide tax incentives for, the redevelopment of urban brownfields”. Tax credit breaks for cleanup costs are a major incentive for developers and can help with financial feasibility of proposed redevelopment.

8.0 Development Following Step 2 Nomination

8.0 Development Following Step 2 Nomination

Several developments have taken place since the Step 2 Nomination Document completion in 2012. Many of these developments were directly stated as improvements to be made within the BOA or are aligned with the general recommendations for Reinvestment Areas. A majority of proposed and implemented developments are related to the remediation and redevelopment of the former Bethlehem Steel site; however, progress in other sections of the City, east of Route 5 have taken place as well. New development throughout the City of Lackawanna addresses areas of blight, vacant lots, and the need for new sustainable energy sources as well as new recreational opportunities for residents, commuters and visitors to the area. New developments also provide jobs in multiple sectors which enhances the City and First Ward’s economic well-being.

Table 7.1: Developments following the First Ward Step 2 Nomination

Development and Description

Stage and Phase

Dona Street Extension

The Erie County Industrial Development Agency (ECIDA) has undertaken multiple studies to relocate rail lines that run alongside the Hamburg Turnpike and extend Dona Street west onto the former Bethlehem Steel Property. This funding has been secured and the design process should begin in 2018

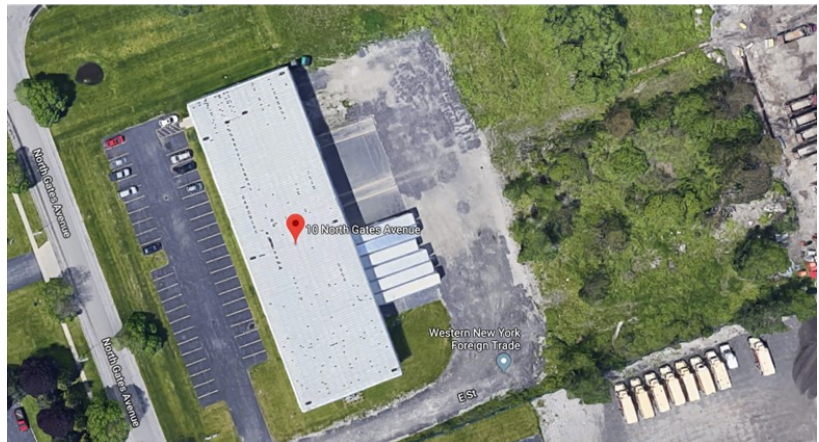
Secured Funding



10 North Gates Expansion

Owner of 10 North Gates is expanding the current warehouse 20,000 sq. ft. This will essentially double it in size to increase capacity

Approved by City of Lackawanna Planning Board



100 Dona Street—Demolition of Former Lincoln School

In 2017, the City secured \$500,000 in Restore New York funds and \$300,000 in Community Development Block Grant funds through the Erie County Consortium for asbestos abatement and demolition of the Former Lincoln School on Dona Street. Demolition was approved on June 4, 2018 but it is not shovel ready and will require \$228,000 in order to redevelop following demolition.

Complete



Erie County Land Purchase of Bethlehem Steel

Erie County agreed to purchase 148 acres on the former Bethlehem Steel site along the Hamburg Turnpike for remediation and development for \$6.7 million. These parcels include all DEC Phase I and Phase II-8, II-9, II-10, II-11, and II-12 parcels.

Purchased



Net Zero Energy Building

The ECIDA designed an 80,000 sq. ft. net zero energy building to be constructed on the former Bethlehem Steel site along the Hamburg Turnpike. This building will utilize geothermal energy, solar panels, wind turbines and architectural features aimed at lowering energy use. The building will contain both light manufacturing use and office space.

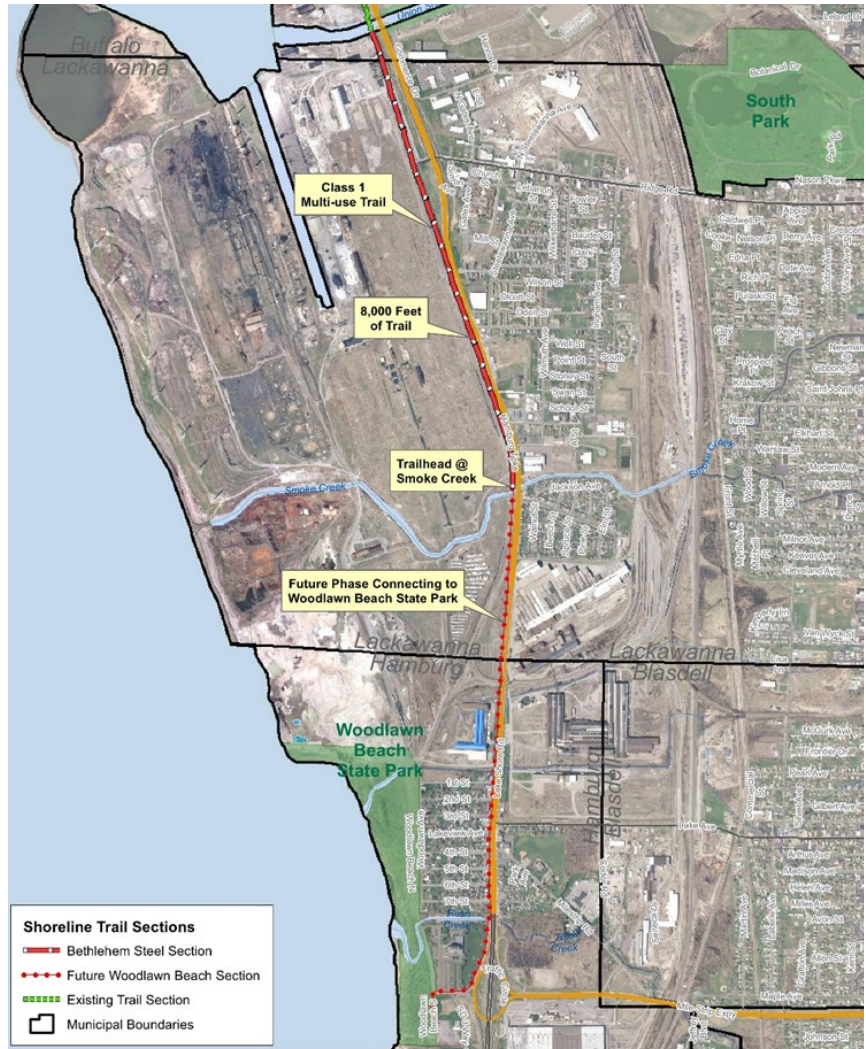
Completed Design—Funding Needed



Bethlehem Steel Shoreline Trail

In March of 2016, the Erie County Department of Environment and Planning (DEP) completed the design phase of the Bethlehem Steel Shoreline Trail on the western portion of the Hamburg Turnpike. This 1.4 mile trail will accommodate pedestrian and bicycle use by linking the Union Ship Canal in the city of Buffalo to the Hamburg Turnpike/Dona Street intersection. Future Plans involve the connection of the trail to Woodlawn Beach State Park. Groundbreaking started at the end of May 2018 and construction began on June 4, 2018.

Construction in process



Ridgeway Commons

In February of 2017, the City approved development of the western portion of 264 Ridge Road for a 32-unit apartment complex. The apartment complex had its grand opening on June 5, 2018 with 22 units already occupied. It is expected to be fully occupied by the end of 2018.

Complete



Family Dollar—Ridge Road

In August of 2016, the City approved the sale of six parcels along Ridge Road and Wasson Avenue (a previously identified Strategic Site). This corner has since then been developed into a Family Dollar that will provide 18 jobs and increase the tax base by adding \$2 million in assessed valuation. It also increases the flow of traffic to this part of the First Ward and Ridge Road.

Complete



Steel Sun Solar Panels

BQ Energy has developed and installed 13,000 solar panels on the Bethlehem Steel Site adjacent to the Welding Tube facility and is now one of the largest wind energy farms in the world on 24 acres total.

Complete



Gas Station on the Corner of Wasson Ave and Ridge Road

In June of 2018 the City approved the site plans for two parcels on the corner of Wasson Ave and ridge Road for development of a new gas station and convenience store across from the new Family Dollar.

Approved by the City of Lackawanna Planning Board



9.0 Design Framework

9.0 Design Framework

In the Step 2 Nomination Document, community participation techniques lead to the creation of a community vision for the redevelopment of the First Ward BOA. In this Step 3 Implementation Strategy, the general consensus on the vision for this BOA has largely remained the same. A higher emphasis has been put on the portion of the BOA surrounding Smokes Creek and land east of the Hamburg Turnpike which is more likely to make a positive impact on residents in relation to jobs, higher quality of housing and increased quality of life. The Vision for the Study Area has created a design framework consisting of increased economic development, a focus on transportation networks, connections to natural resources and centering in on community amenities and quality of housing. These frameworks set the stage for new development projects and improvements within the First Ward.

Vision➔

The First Ward BOA has great existing assets including rich history, culture, industrial building stock, natural resources and a mixed-use community located on Lake Erie and directly south of Buffalo. The redevelopment framework presented in the Step 2 Nomination Document is the basis of this Implementation Strategy. The overall vision for this BOA is as follows:

“Through the efforts of community members, stakeholders and City leadership, the First Ward BOA will be a phased transformed into a desirable destination centered on the redevelopment of vacant and underutilized properties along the major thoroughfares of Ridge Road and Hamburg Turnpike since they are of high visibility and easily accessible. Development will work to attract retail business and light industrial manufacturing to create additional job opportunities and tax revenue. The First Ward BOA will also work to improve the residential neighborhood’s housing stock, streets, and community amenities as well as implement plans to increase access to the natural resources of Smokes Creek and Lake Erie. “



Figures 8.1: Photo Source: Buffalo News - Rail lines made by Lackawanna Steel Company in 1975



Figure 8.2: A Community Visioning Tour near Ridge Road

The following topics outline the vision of the BOA through the following lenses:

Promotion of Economic Development

- Encourage development of vacant and underutilized parcels on Ridge Road and Hamburg Turnpike to include mix of uses and establish density
- Revise and revisit current tax structure to incentivize development
- Increase retail businesses, goods and services, community centers, office parks, and light industrial uses in the BOA
- Continue marketing campaign to heighten developer interest in Ridge Road and Hamburg Turnpike
- Encourage conversion of vacant Bethlehem Steel land into multiple types of productive industrial uses
- Cooperate with local educational institutions to build a skilled workforce
- Utilize heavy commuter traffic as a means and justification to increase retail opportunities within the BOA

Improvement of Transportation Networks

- Implement streetscaping improvements along Ridge Road and the Hamburg Turnpike
- Improve walkability and the pedestrian experience on Ridge Road through multiple enhancement projects
- Create an attractive gateway to the City of Lackawanna to the Hamburg Turnpike and Ridge Road intersection
- Introduce traffic calming methods on major thoroughfares to improve pedestrian experiences
- Increase east-west connection within the BOA
- Improve sidewalks within the First and Second Ward Neighborhoods



Figure 8.3: Catalyst Site located at Ridge Road and Ingham Avenue



Figure 8.4: Ridge Road Bridge and Bike Lane



Figure 8.5: Vacant Commercial buildings on Ridge Road



Enhance Connections to Natural Resources and Recreational Amenities

- Utilize Smokes Creek as a recreational connection and future access to Lake Erie
- Increase open space in and around existing neighborhoods
- Encourage recreational interactions with Smokes Creek and improve relationship with natural resources within the area
- Provide educational and historic learning opportunities through the former Bethlehem Steel Site and the Creek corridor

Boost Community and Neighborhood Amenities

- Encourage Ridge Road to become a “Main Street” with a mix of uses such as: hosting Farmer’s Markets, art events, and music festivals for both residents and visitors as well as providing a place to shop for daily goods and necessary items
- Establish new community center to be accessible for the entire First Ward community that will provide basic needs and recreational opportunities
- Continue to improve current housing stock while also encouraging and implementing development of different housing options for newcomers



Figure 8.6: Smokes Creek Corridor



Figure 8.7: Community Members at REVIVE Ridge Bash



Figure 8.8: Community Members on a Visioning Tour within the First Ward Neighborhood



Leveraging Previous Planning Work

One of the core principals of the BOA program is to utilize previous or on-going planning done to date and leverage knowledge or framework that may be helpful or crucial in the implementation of Step 3 for that municipality. Studies done for the same area often have over-lapping themes and goals that vocalize the concerns and hopes of residents. In order to make brownfield redevelopment possible, strategically unifying multiple plans and recognizing how they have shaped the area as a whole is essential for sustainable progress within the First Ward BOA.

As mentioned previously, the City of Lackawanna updated their Comprehensive Plan in 2016 which provided a number of visions and goals for multiple types of possible redevelopment and implementation throughout the City. The City of Lackawanna Step 3 BOA Implementation Strategy is not a comprehensive plan but does aim to build upon the efforts of the 2016 Updated Plan within its framework.

The City of Lackawanna also has a current on-going Local Waterfront Revitalization Program which puts its main focus on the City's Lake Erie Waterfront within the First Ward BOA. In 2015, the City of Lackawanna was awarded funding for the continuation of the LWRP to address the critical issues facing a significant portion of the waterfront. This plan will allow the City of Lackawanna to work with public officials, the community and private land owners to strategize opportunities revitalization of the waterfront for the future. It also provides key information regarding the waterfront, habitats surrounding the waterfront and recreational opportunities.

Planning documents, initiatives, studies and Analysis used:

- City of Lackawanna Local Waterfront Revitalization Program Preliminary Draft – May 2018
- City of Lackawanna Comprehensive Plan Update – July 2016
- The City of Lackawanna Comprehensive Plan 2020: The Future Defined - 2001
- Greater Buffalo Niagara Regional Transportation Council 2040 Long Range Plan Update
- Greater Buffalo Niagara Regional Transportation Council Transportation Improvement Program
- City of Lackawanna Downtown Revitalization Initiative – 2010
- Feasibility Study of Economics and Performance of Solar Photovoltaics at the Former Bethlehem Steel Plant Brownfield Site in Lackawanna, New York
- Strengthening WNY's Safety Net: A Community Report, City of Lackawanna – 2014
- Western New York Community Health Needs Assessment: Volume One CNA Summary – 2014
- City of Lackawanna Community Center Market Study, Lackawanna Community Development Corp. - 2006

City of Lackawanna Local Waterfront Revitalization Program

Preliminary Draft

May 2018



CITY OF LACKAWANNA COMPREHENSIVE PLAN UPDATE

JULY 6, 2016



Reinvestment Areas

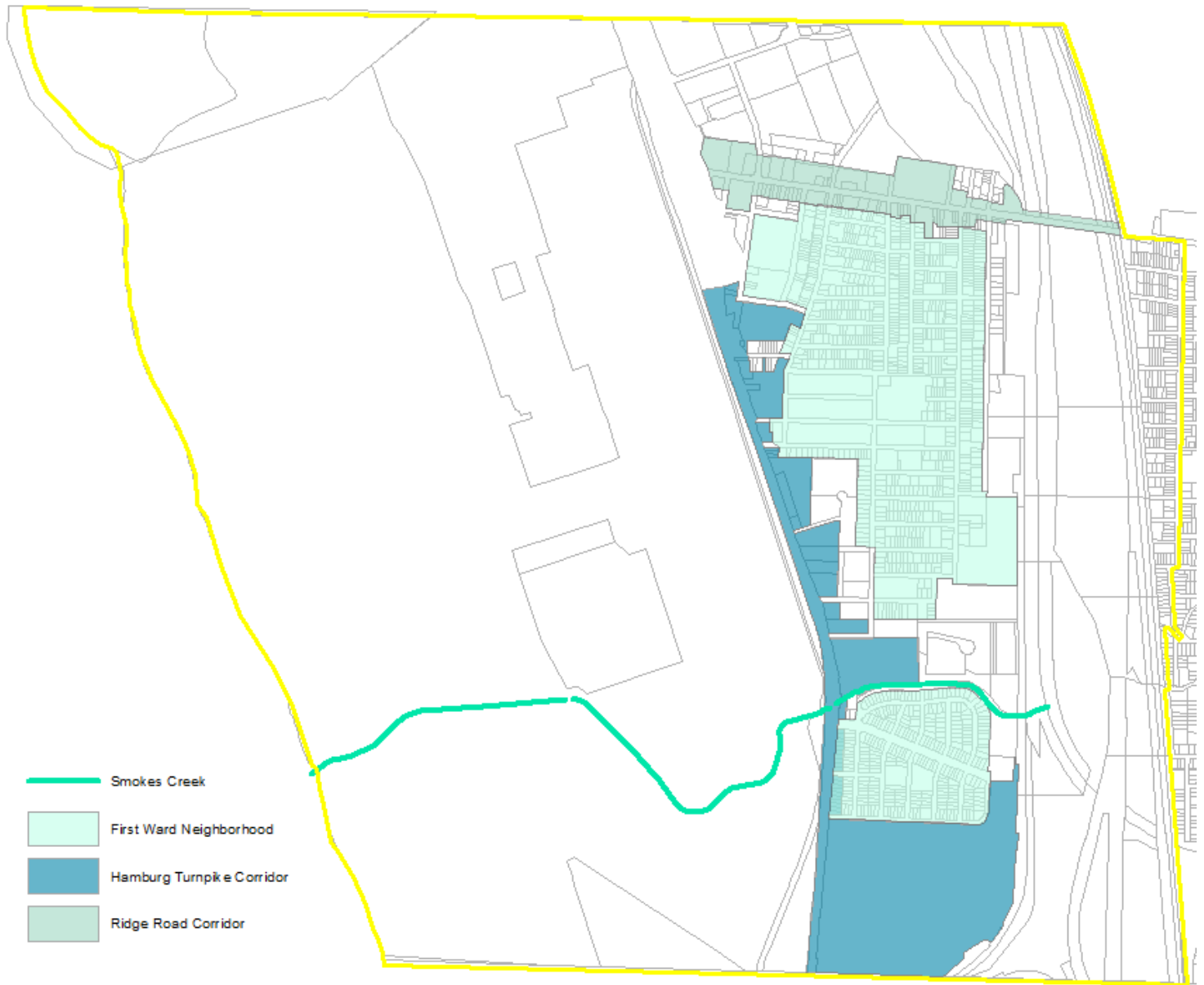
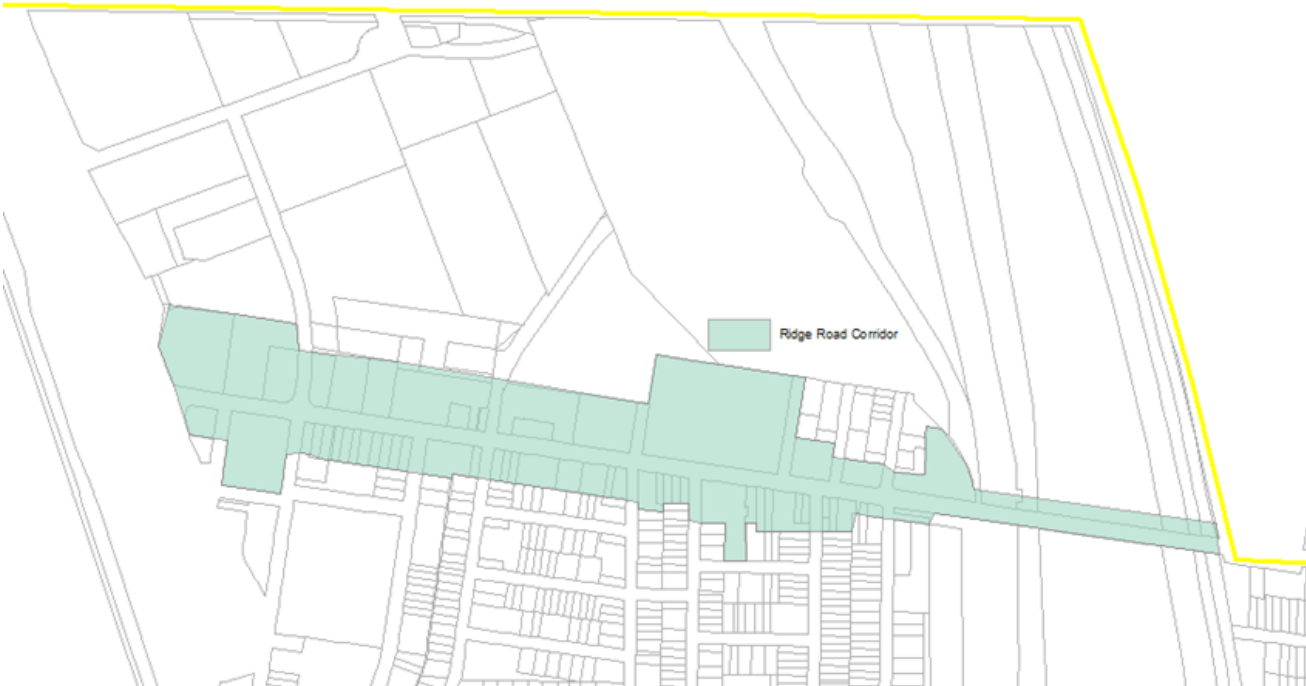
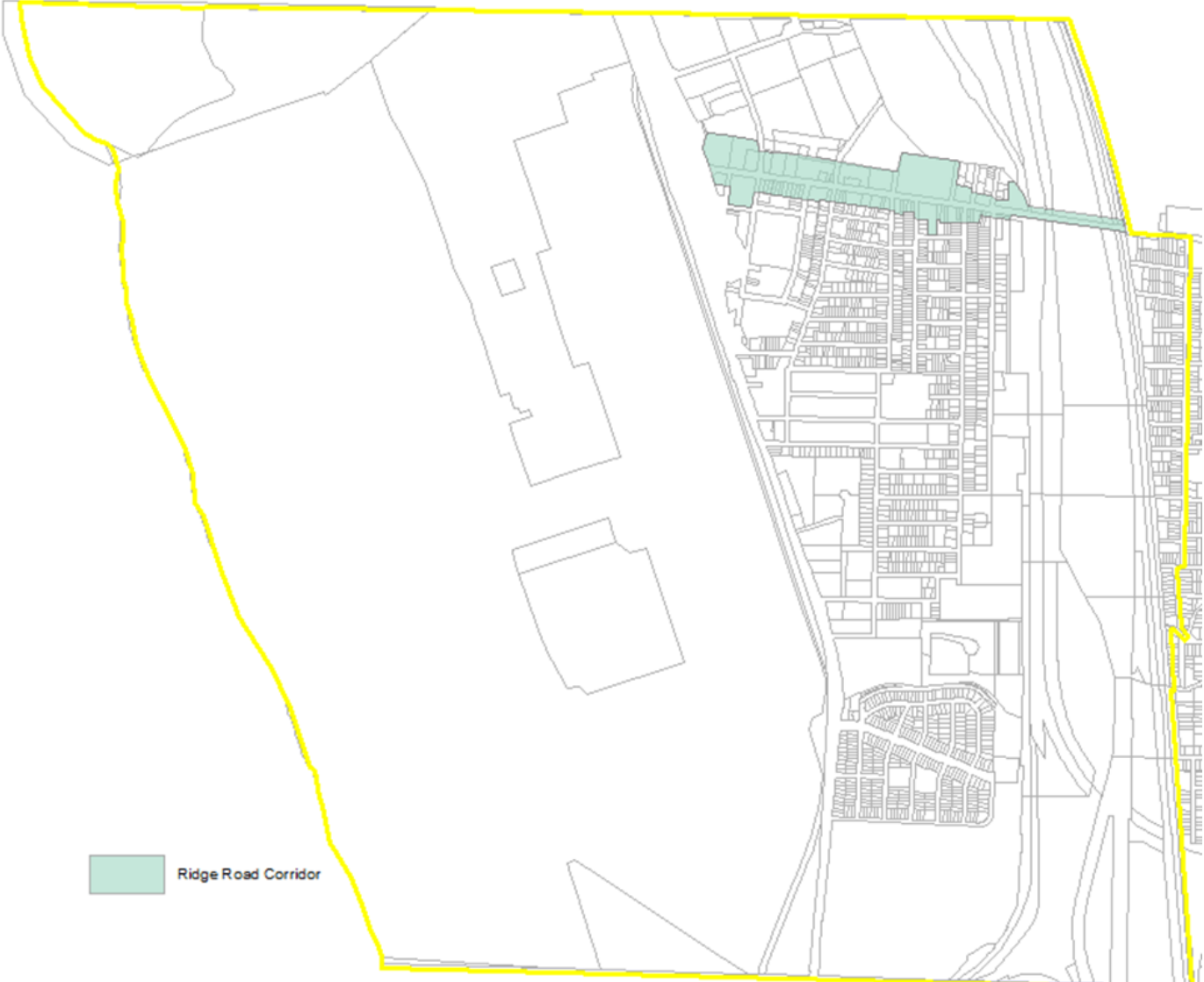


Figure 8.9: All Reinvestment Areas within the First Ward BOA

In the Step 2 Nomination Document, five reinvestment areas were delineated to specify redevelopment to varying portions of the First Ward BOA. In this Implementation Strategy, four reinvestment areas were of particular focus including; Ridge Road Corridor, Hamburg Turnpike Corridor, First Ward Neighborhood and Smokes Creek Corridor (see Figure 8.9) For each of these areas, challenges and constraints as well as opportunities and goals for each area were determined. Each of these Reinvestment Areas vary in population, commuter travel, and utilization. Therefore, it is important to recognize them as separate areas using key connections. Each area has the potential to be an economic driver for the First Ward and City of Lackawanna.

Ridge Road Corridor

Figure 8.10 and 8.11: *Parcels surrounding the Ridge Road Corridor within the First Ward BOA*



Description

The Ridge Road Corridor runs east-west through the First Ward BOA (see Figure 8.10) . Currently, this corridor includes a mix of uses including a small number of detached housing interspersed with light industrial, retail and commercial uses. Most industrial properties are located on the north side of Ridge Road which is home to warehouse space, automobile repair facility and several additional industrial properties near the railroad tracks. Ridge Road is the most advantageous location for locally-serving retail given the connectivity between downtown Lackawanna and the Hamburg Turnpike.

Constraints and Challenges

Based on interactions with the steering committee and community members throughout this process, constraints and challenges of the Ridge Road Corridor were discussed and encompassed a common theme for the area. The Ridge Road Corridor suffers from a lack of connections the residents of the First Ward neighborhood to amenities and services. This includes: grocery stores, barber shops, coffee shops, and restaurants, among others. Residents repeatedly expressed concern over the difficulty of transport; whether by foot or by automobile to services throughout the City. This is because the majority of the services within the City are on the eastern side of the Ridge Road Bridge.

A major hindrance to services within the City is a daunting experience of the Ridge Road Bridge, which connects Ridge Road over the railroad bed that cuts through the City from north to south. The entirety of the Ridge Road Bridge is almost one quarter of a mile long with a moderate incline and decline on either side. This bridge is extremely hard to walk or bike over in both the summer and winter months. In the summer, the bridge is hot due to the amount of concrete and lack of shade to shield from the summer sun. In the winter, the incline on the bridge makes the bridge icy. Overall, the bridge is an intimidating experience due to the lack of separation between automobiles and pedestrians/bicyclists. While a bike lane exists on both sides of the bridge, it only extends to the length of the bridge creating a connection gap after the rail lines.

In the same vein, the entire streetscape of Ridge Road is in need of improvement. Ridge Road is a four lane road on the western side of the bridge, a four lane bridge, and a two lane road on the eastern portion (with lanes that are double the width on the western portion). The current design of Ridge Road places utmost attention on the automobile, with little to no respect for pedestrians or bicyclists. Additionally, Ridge Road lacks pedestrian crossings at major intersections making it extremely difficult to travel from the First Ward neighborhood to the northern side of Ridge and vice versa.

Vacant lots and buildings are continuously spread out along all of Ridge Road. Old dilapidated buildings are currently characteristic of the street landscape in this portion of the City and cast blight out onto the community. Reinvestment in the form of re-adaptive use and new construction is highly necessary to revitalize this portion of the BOA.

Opportunities and Goals

The Ridge Road Corridor is abundant with enhancement opportunities throughout. The existing infrastructure, including underground utilities (electric, gas, water and sewer) are located throughout the corridor and have ample capacity for additional development. Therefore, the vacant lots and currently underutilized buildings within the corridor are ripe and ready for redevelopment.

Additionally, Ridge Road contains excess space to tailor the roadway towards pedestrian and bicyclist usage, rather than focusing solely on automobile transport. The amount of space that exists between the vehicle and sidewalk on Ridge Road is an untapped asset to be capitalized upon. Projects to scale back the roadway, including reducing the amount traffic lanes, repairing sidewalks, addition of crosswalks, planting of street trees, and improvements to the Ridge Road Bridge are feasible and realistic projects to transform the “urban feel” of the landscape.

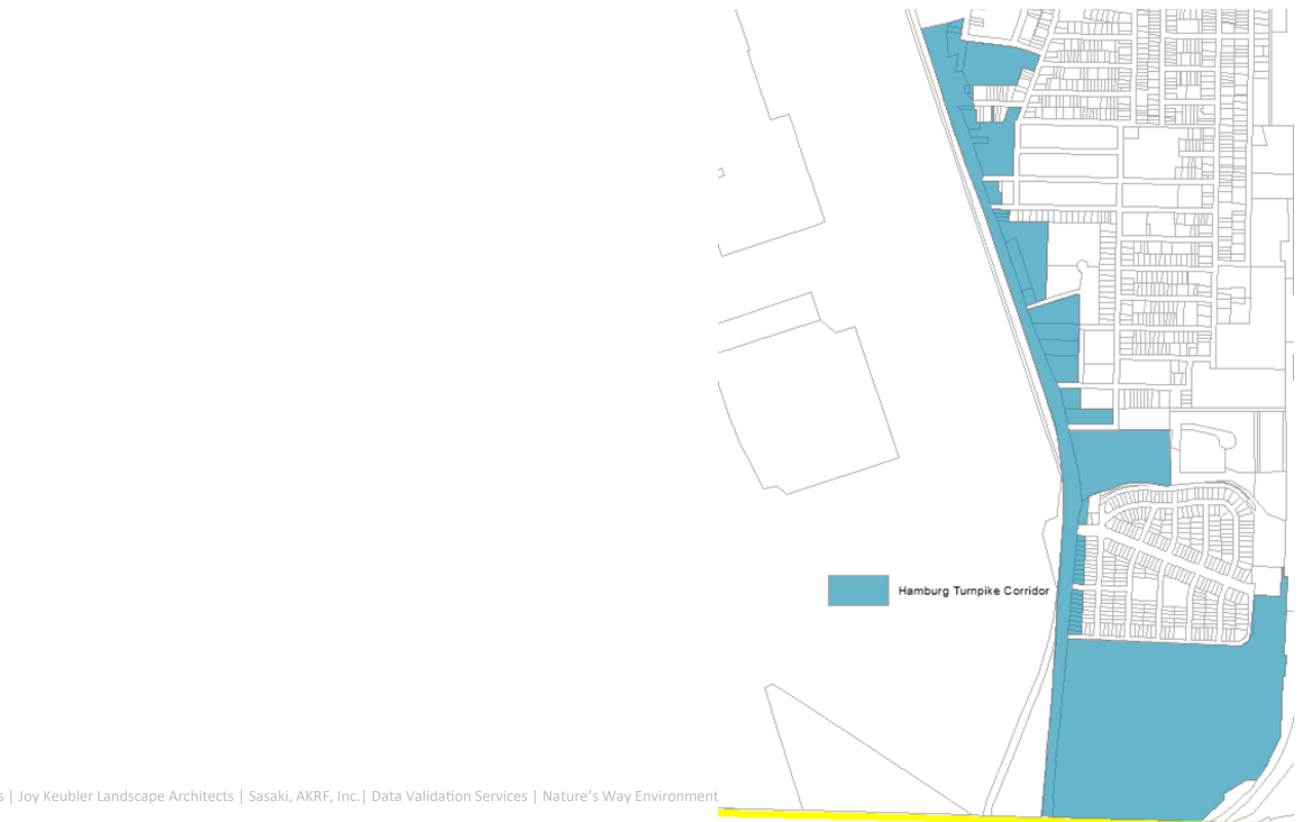
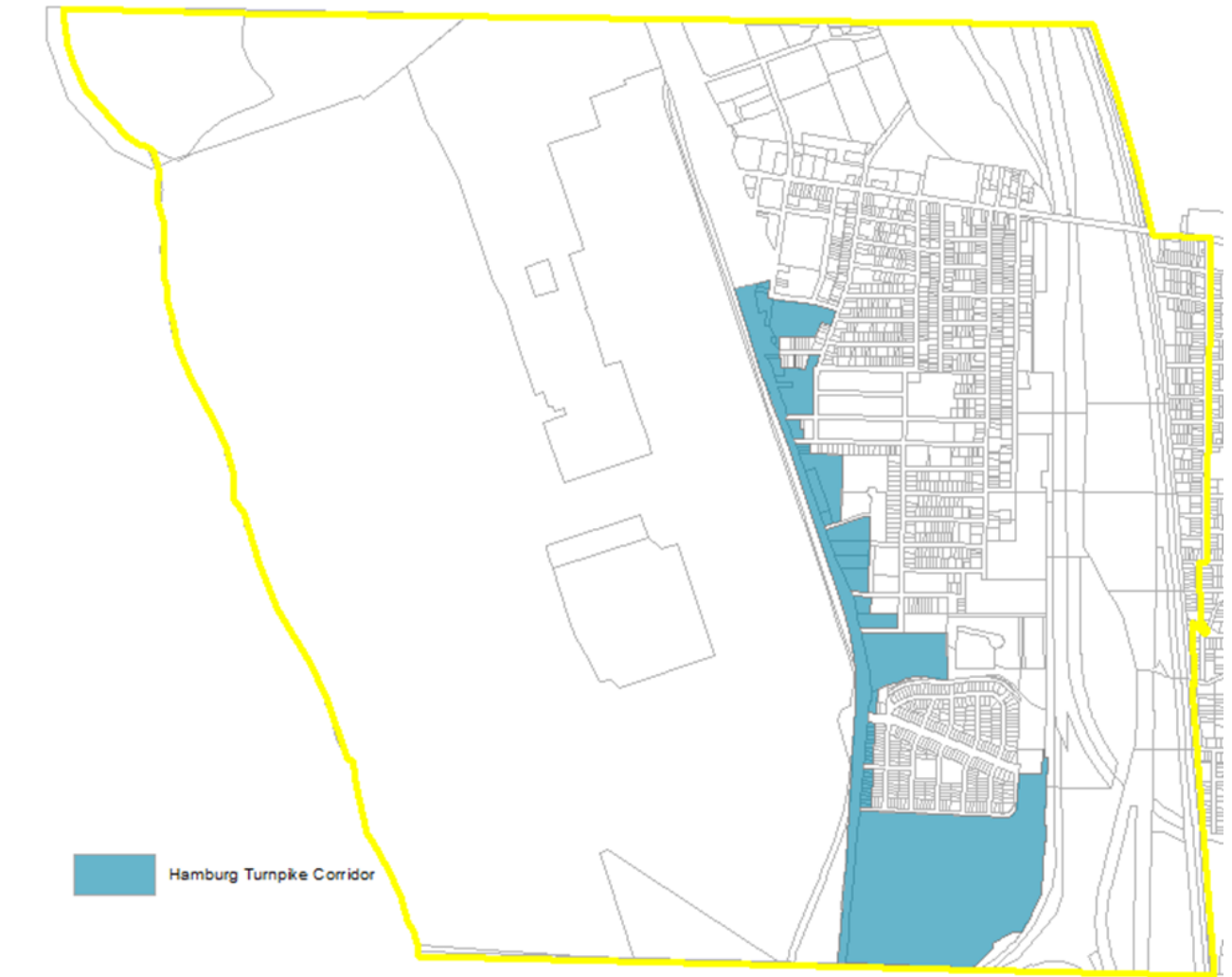
Ridge Road contains all of the basic infrastructure to become an urban “Main Street”. As mentioned previously, Ridge Road is the major east-west directional thoroughfare through the City of Lackawanna and the First Ward neighborhood meaning that the road obtains a high number of visitors and traffic, both City residents and commuters. The majority of the existing buildings located on Ridge are an extreme advantage to creating this “Main Street” because of their minimal “city-like” set backs up to the front lot line. This maintained urban edge is highly desirable on urban streets due to their authentic appeal and pedestrian orientation. Additionally, the majority of the existing buildings are architecturally appealing due to their historic nature, which enriches the authenticity and attraction of a place. According to the Urban Land Institute, “Communities should make every effort to preserve the authentic aspects of local heritage and culture, including food, art, music, handicrafts, architecture, landscape, and traditions”.

Every urban Main Street needs retail and commercial outlets to both sustain itself and continue the flow of newcomers and community members utilizing the area. Since the Ridge Road Corridor lacks a healthy array of particular retail needs, additional storefronts are of necessity. Locally serving retail such as grocery stores, pharmacies, dry cleaners, coffee shops, barber shops are among several examples of retail that can be introduced on Ridge Road. These services will enhance the vitality and vibrancy of the street, while also creating additional job opportunities for the residents.

Furthermore, the Ridge Road Corridor is a perfect opportunity to connect multiple neighborhoods within the City of Lackawanna. There are multiple examples where the activation of spaces along this route will work to reinvent public spaces to become more inclusive and attractive. Since the City of Lackawanna is home to many cultures and backgrounds, opportunity exists to celebrate these individualities. For example, a community center on the former Friendship House is one way to unite the community. This community center should be created to be inclusive of all peoples and cultures as well as include educational and workforce development components to augment skills training and small business ownership in the area.

Hamburg Turnpike Corridor

Figure 8.12 and 8.13: *Parcels surrounding the Hamburg Turnpike Corridor within the First Ward BOA*



Description

The Hamburg Turnpike Corridor (see Figure 8.12) is situated between the First Ward neighborhood and the former Bethlehem Steel site. The boundary is this area comprises properties within one block on either side of the Hamburg Turnpike. Few residential properties front the Turnpike; however, two public housing complexes lie about one block east of this highway. The majority of industrial land lies on the former Bethlehem Steel site. Other industrial land includes the Park Avenue Wholesale warehouse and Ferrous Manufacturing facility. Current retail use in the Hamburg Turnpike Corridor are geared toward highway users and include gas stations, Premium Coffee Roasters, Best Western Hotel, and several commercial outlets.

Constraints and Challenges

As it currently exists, the Hamburg Turnpike Corridor is made up of large swaths of undeveloped or underutilized land. The former Bethlehem Steel site which lies to the west of Hamburg Turnpike is currently vacant, fenced off land that fronts the roadway with overgrown brush and grass. When traveling along this route, one feels a sense of disrepair and desolation due to these conditions. Additional land along this route is also made up of former industrial or commercial businesses that are either vacant buildings or warehouse type space. These conditions combined create a roadway that is desperate need of activity and vitality.

In the City of Lackawanna, most of the sparse local retail/commercial uses are located along Ridge Road. Generally, as discussed in the Market Analysis, the commercial, retail and office space type uses are lacking within the City. This lack of developed and active land within the City has hindered the City in terms of economic stability and tax revenue. Action must be taken to convert this inactive land into revenue producing and job creating opportunity.

In addition to the land that surrounds this roadway, the wide street (six lanes) encourages automobiles to travel at increasingly high speeds. At peak hours both in the AM and PM, high congestion is a recurring condition, making travel along this route difficult. At other times in the day, the traffic along this 40 Miles Per Hour (MPH) route can exceed 50 MPH, creating unsafe conditions for fellow commuters, pedestrians and bicyclists.

Opportunities and Goals

The Hamburg Turnpike lies in the center of a high commuting route from the south towns to the City of Buffalo. This route is located on the fringe of the Buffalo-Niagara Metropolitan Statistical Area (MSA). This commuter corridor and regional connector provides the passage of upwards of 40,000 trips per day. While the high commuter traffic was discussed as a challenge above, this high level traffic pattern can be seen as an opportunity as well. The need to capture these commuters by instituting potential destination retail, additional commercial use and service type amenities will transform the landscape of this portion of the First Ward BOA significantly.

The vacant land and knowledge of the overwhelming amount of traffic that travels along this route will act as an incentive for developers to build plaza retail spaces and encourage commercial/office space development. Since the City of Lackawanna owns several of the vacant parcels along the Hamburg Turnpike, redevelopment of these sites is an extremely likely opportunity.

The former Bethlehem Steel site was recognized as a brownfield site in the Step 2 Nomination Document; however, due to complications and difficulty with redeveloping this site, options of revitalization were steered away from. Due to recent increased public interest in the redevelopment of this site, this Implementation Strategy will focus more on future improvements to revitalize this area. The City, County and State governments have all taken initiative in moving the redevelopment process of this site forward by negotiating the sale of a portion of the land that fronts the Hamburg Turnpike for industrial development. This sale and transformation of at least this portion of this site is expected to incentive additional spin off development with the encouragement of shovel ready land.

Traffic calming is seen as an opportunity to encourage additional retail development on the eastern portion of the Hamburg Turnpike. This is because creating more efficient but welcoming streets to accommodate all users is increasingly sustainable and allows for increased economic development. Overall traffic calming along the Hamburg Turnpike will increase safety, mobility, access and economic vitality.

The recommended redevelopment projects will transform the Hamburg Turnpike into an active commercial, light industrial corridor supported by the highly efficient traffic that travels through the area. The roadway will no longer be solely focused on commuter automobile transport but a destination for commuters to visit for their retail needs, as well as an invigorating space and increasing job creation in light industrial development within the former Bethlehem Steel site.

First Ward Neighborhood

Figure 8.14: *Parcels within and Surrounding the First Ward Neighborhood within the First Ward BOA*

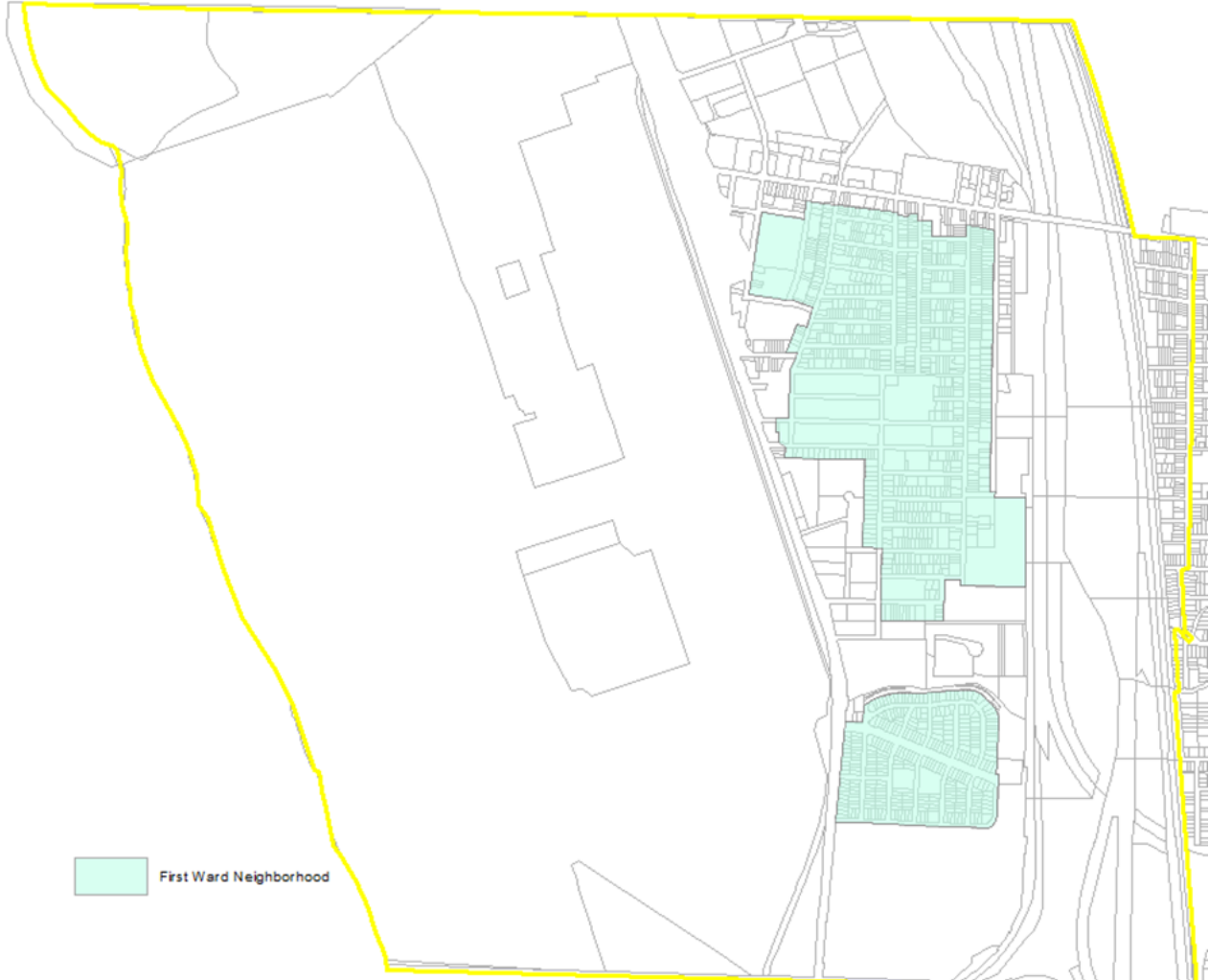
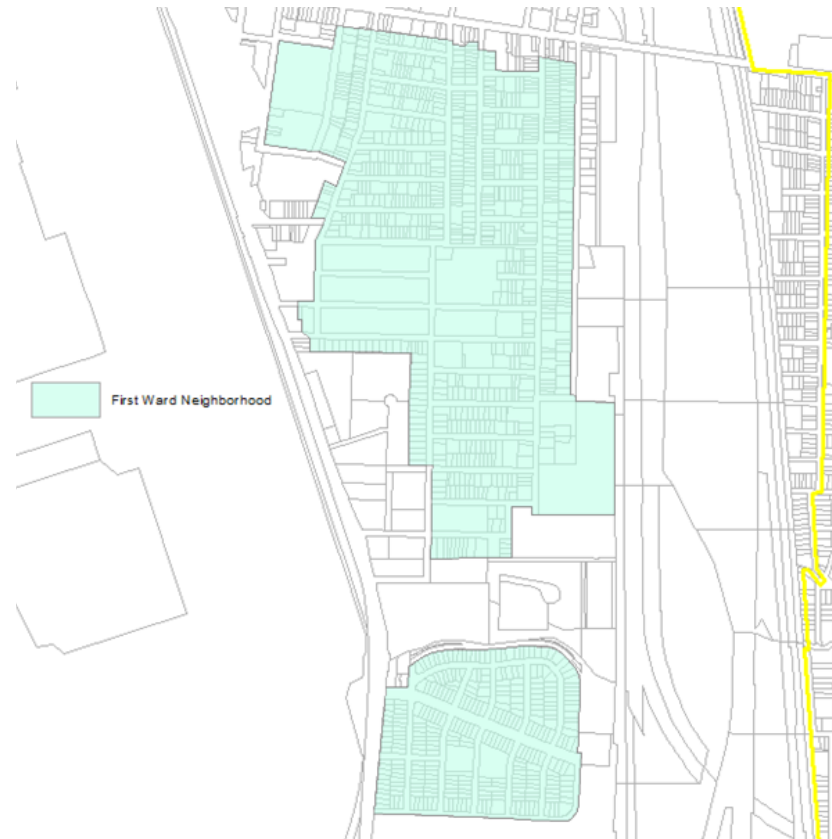


Figure 8.15: *Parcels within and Surrounding the First Ward Neighborhood within the First Ward BOA*

Description

The First Ward Neighborhood (see Figure 8.15) is located to the east of the Hamburg Turnpike Corridor and south of the Ridge Road Corridor. This area comprises the majority of residential properties in the First Ward BOA, as well as the majority of the First Ward's vacant residential lots. Industrial uses within the First Ward neighborhood are minimal and inconsistent with residential character of the neighborhood. The limited retail uses include several neighborhood grocery and convenient stores.



Constraints and Challenges

Through various site visits and conversations with the steering committee and the public, constraints and challenges within the First Ward neighborhood have been identified. The area currently consists of two, large multi-unit low income housing complexes, vacant land, park land, rundown single family and multifamily housing, and low quality housing stock. The low quality housing stock in the area has hindered development within the First Ward due to the subpar conditions and buildings in disrepair.

Low quality housing stock or ill-maintained properties concentrated within a particular area has extremely reduced the quality of life and physical appearance of a neighborhood. Not only are the home conditions poor, but there are multiple properties and sites with overgrown lawns, collected litter and overall signs of neglect.

The concentrated housing blight within the First Ward neighborhood coupled with the lack of services available has caused a tangible reduction in property values as well as tax revenue losses for the City. The reduction in property values has a snowball effect, creating additional social issues and cultural tensions within the neighborhood and the City.

In addition to the apparent housing disinvestment, vacant lots, and in most cases overgrown lots, can be found scattered throughout the First Ward neighborhood. These vacant lots have resulted in a lack of density within the neighborhood and decreasing the population within the City.

First Ward residents have expressed difficulty in obtaining access to everyday needs, such as fresh food, grocery stores, laundromats, as well as retail and service needs. These types of services are hard to obtain due to their location on the east side of the Ridge Road Bridge and the unreliability of the public transportation within the City.

Opportunities and Goals

While there are hindrances to development within the First Ward neighborhood, opportunities to continue increasing housing stock are likely.

Within the last few years, over four dozen single family homes were built in the First Ward neighborhood. This effort was funded by the New York State Office of Homes and Community Renewal, City of Lackawanna and Erie County. These homes are rented to low-mid income families whom will have the option to purchase the property after 15 years. The presence of new, high quality housing has drastically reduced the vacancy rate within the First Ward and is expected to increase property values of the surrounding neighborhood.

With the rapid development within the City of Buffalo, rental prices on both apartments and single family homes has dramatically increased in recent years. Many residents and young professionals whom wish to live in the City of Buffalo are finding it difficult to afford the price of rent per month. As more and more people are being pushed out of the housing market in Buffalo, increased opportunity exists to expand both single family and multifamily dwelling units within the First Ward. Development of this type of housing will lend a different option for young professionals whom wish to live near the City of Buffalo, but not pay an extraordinary rate for housing.

The great thing about the First Ward neighborhood is that there are an abundant number of vacant sites and derelict properties to incentivize additional private development for housing. A major goal of the First Ward neighborhood is to infill these vacant properties with homes or activating spaces for residents to utilize, such as pocket parks.

The children within the First Ward neighborhood are highly interested in soccer; however, fields to play soccer on are scarce for residents. Additional park space within the neighborhood would be a benefit to the community due to positive social benefits such as improvement of public health. Park amenities and active open space in close proximity to neighborhoods helps reverse sedentary lifestyles, reduces the risk of obesity and other health issues, improves psychological well-being and increases social interactions.

Smokes Creek Corridor

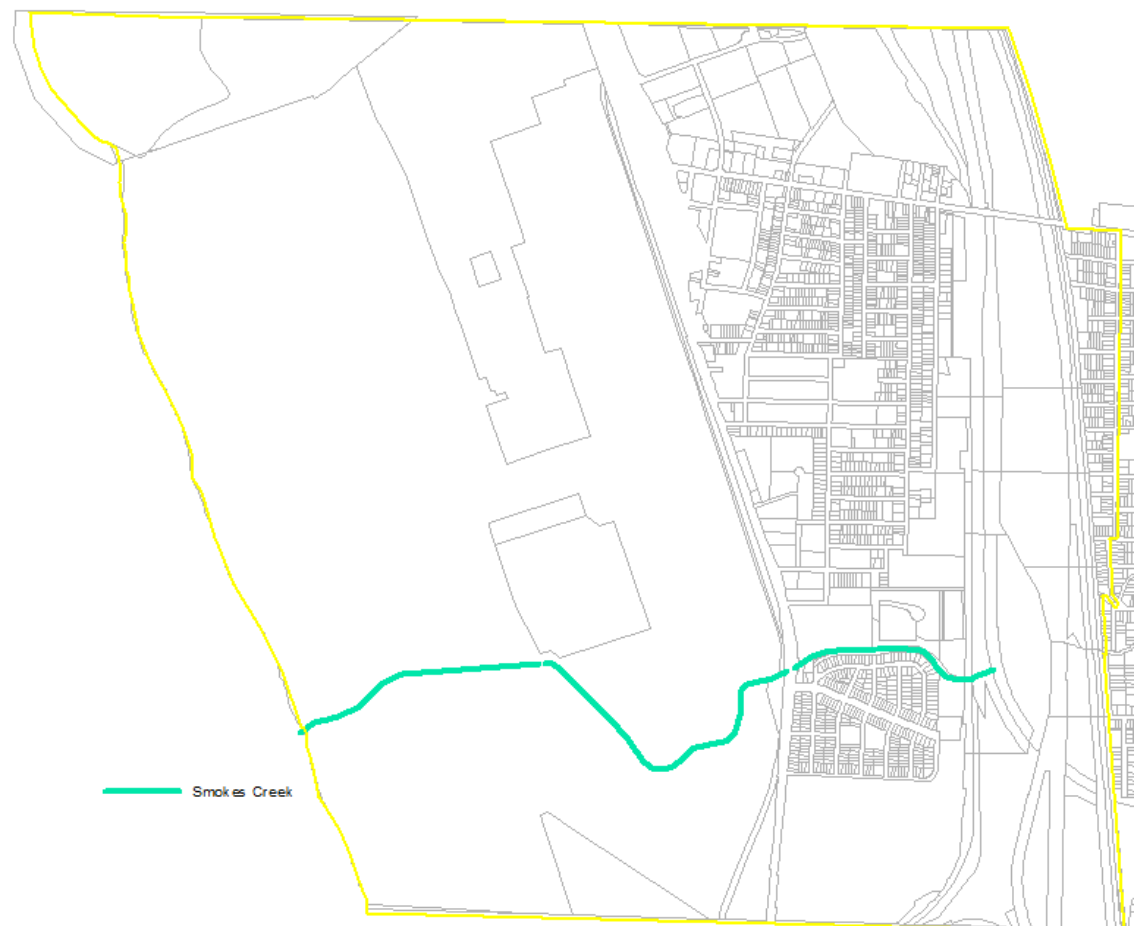




Figure 8.17: *Parcels surrounding Smokes Creek Corridor within the First Ward BOA*

Description

Smokes Creek Corridor (see Figure 8.17) follows the Smokes Creek stream path from Lake Erie to the Hamburg Turnpike, as well as the residential area south of the First Ward Neighborhood. This area lies adjacent to the First Ward’s healthiest and densest residential neighborhood, Bethlehem Park, which contains a somewhat healthy housing stock. Industrial uses include several industrial and warehouse facilities including Alliance Innovative Manufacturing. There is currently no retail use within Smokes Creek Business Park.

Constraints and Challenges

The biggest challenge of the Smokes Creek Corridor is the lack of accessibility to the water, namely to Smokes Creek and Lake Erie. Both residents and visitors have been cut off from the natural resources provided by these waterbodies. The City of Lackawanna is technically a waterfront community; however, access to Lake Erie for residents has never been a reality due to the presence of the former steel manufacturer.

Additionally, much of the land within the Smokes Creek Corridor is within the former Bethlehem Steel land and privately owned. On-going remediation of portions of the property is underway along Smokes Creek and will eventually lead to the restoration of the waterway and waterbody.

Opportunities and Goals

Increased access to natural resources for residents and businesses will enhance the quality of life and standard of living in the City of Lackawanna. In 1989, the City of Lackawanna adopted the City of Lackawanna Local Waterfront Revitalization Program (LWRP). This plan encompassed the lands of the former Bethlehem Steel site as well as north and south branches of Smokes Creek. The LWRP acknowledged that the City of Lackawanna is the only municipality along the Lake Erie shoreline without public access to the waterfront.

While the western section of Smokes Creek is privately owned, portions of the Smokes Creek waterfront east of Hamburg Turnpike is owned by the City of Lackawanna. This ownership allows the City increased opportunity and controlled development of the Smokes Creek Corridor. Development of this corridor could include the development of a light industrial/workforce training center along the creek to establish

Specific goals for Smokes Creek reinvestment include:

- Provide a scenic background for adjacent development
- Ensure habitat restoration, creek remediation
- Increase active and passive recreation along the Creek

Additionally, in July 2017, Erie County announced agreement with Tecumseh Development to purchase 148 acres of the former Bethlehem Steel site along Hamburg Turnpike. The turnover of the previously privately owned land to Erie County along with the planned construction of the Bethlehem Steel Shoreline Trail connecting Lackawanna to the City of Buffalo is considered progress in terms of advancing the redevelopment goals of the former Bethlehem Steel site and increasing access to recreational opportunities.

Key Takeaways:

Reinvestment areas include:

- Ridge Road Corridor: Implementing retail and commercial outlets as well as creating neighborhood connections
- Hamburg Turnpike Corridor: Additional retail and landscape updates as well as new industrial development
- First Ward Neighborhood: Increase housing stock as well as new recreation sites
- Smokes Creek Corridor: Habitat restoration, creek remediation and new active / passive recreation



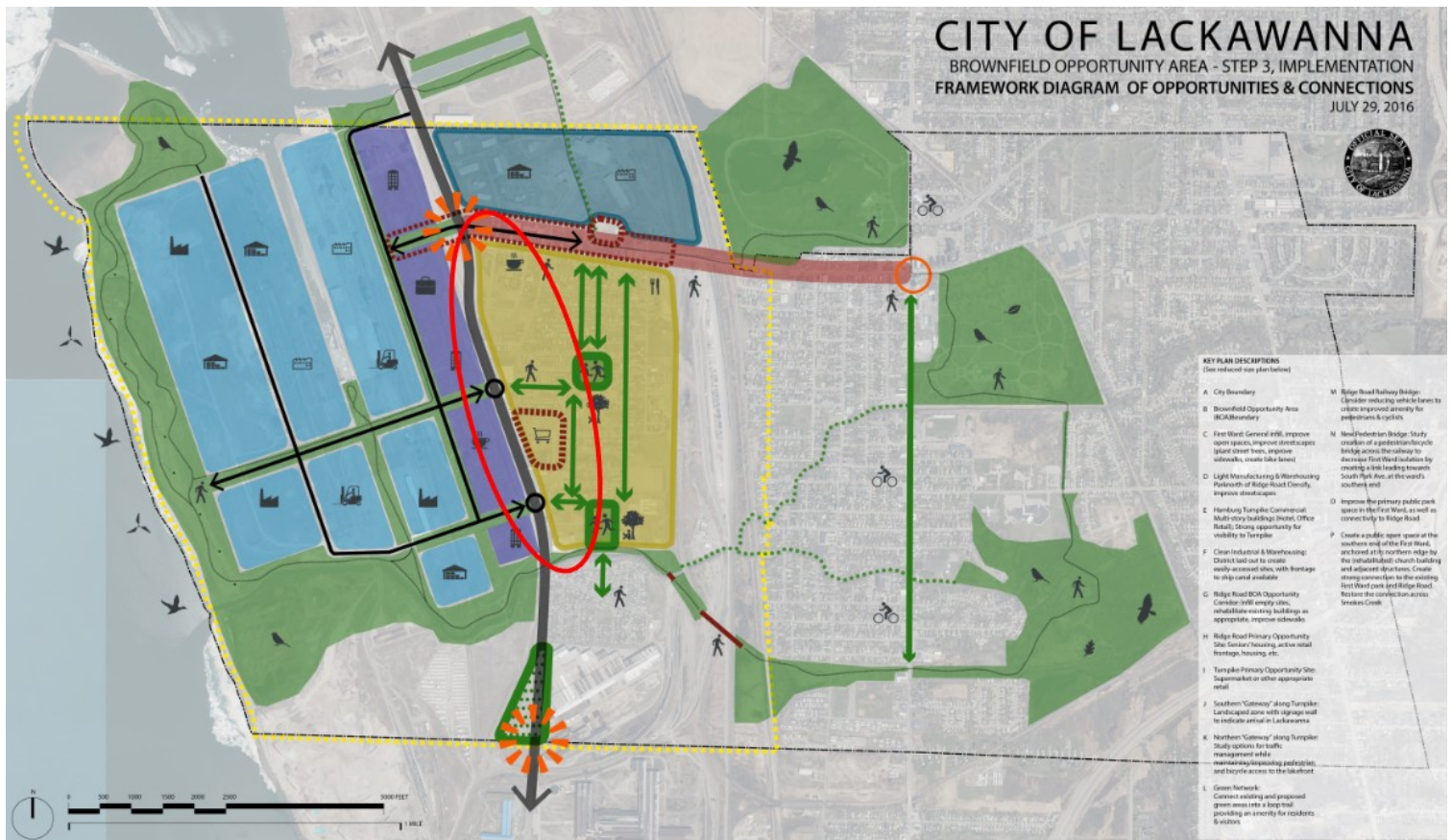
Figure 8.18: Land leading up to the Lake Erie Waterfront within the BRA

10.0 Implementation Strategies

10.0 Implementation Strategies

Through extensive collaboration with the community, steering committee, state and local agencies, a Master Redevelopment Plan was created to synthesize the opportunities of the First Ward BOA and spur renewed investment within the City of Lackawanna. The Master Redevelopment Plan is comprised of a Conceptual Land Use Plan, which describes the intended future land uses within the First Ward BOA, the identification of specific redevelopment projects within the First Ward BOA, as well as specific redevelopment strategies that will assist and compliment strategic sites and the overall vision. The redevelopment projects proposed are categorized by each Reinvestment Area described earlier in the document.

Conceptual Land use Plan



The Conceptual Land Use Plan is intended to guide the City's physical development for the next 20 to 30 years and is a conceptual representation of the ultimate build-out of the First Ward BOA on a block-by-block basis. The proposed future land uses for the First Ward BOA were generated based on the recommendations presented in the Step 2 Nomination Document, multiple conversations between the steering committee and community, site visits and assessments throughout the study, as well as the prepared economic and market demand analysis. This information was synthesized together to generate a comprehensive land use plan for the First Ward BOA to showcase the highest and best uses for each area. The conceptual diagram presents the structure and divisions of land uses recommended to revitalize the First Ward BOA. It is crucial to develop a concept plan with intended future physical development first so use strategies within the Master Plan following

The First Ward BOA is extremely segmented; therefore, a focus of this plan is to enhance connections throughout this section of the City. Enhanced connections to various sections of the BOA will increase the overall vitality of the area, strengthen community ties, enhance economic development and increase the quality of life. Therefore, this plan involves the redevelopment of multiple areas and potential methods of connections to each. The redevelopment opportunities for these areas will be explained further in the subsequent sections; however, these areas are targeted mainly at commercial/retail redevelopment, light industrial development, housing and community improvement and green/open space enhancement. These ideologies together will spur increased economic development and revitalize the community in a variety of ways.

The land use categories presented in the Conceptual Land Use Plan largely remained the same since the completion of the Step 2 Nomination Document, but have been refined in this Implementation Strategy and are described as:

- **Neighborhood/Residential (Yellow):** This area generally encompasses the First Ward neighborhood from Route 5, from Ridge Road to Smokes Creek, east to the railroad tracks. Intended to primarily contain medium to high density single family or multi-family residential use with support of institutional/educational type uses such as workforce training and development, cultural and community type development uses, and small scale retail.
- The land fronting the eastern side of Hamburg Turnpike is intended to cater to commuters in the form of retail and service needs. Specific uses include hotel/hospitality, destination retail, locally-serving retail, gasoline stations, car washes, etc.
- **Mixed-Use/General Business (Red):** This area generally encompasses Ridge Road from Route 5 east to Center Street. Intended to accommodate a wide range of retail, service and office type uses to provide convenient locations for businesses that serve the needs of the surrounding residents without disrupting the character of the neighborhood. Other uses include commercial and retail use, combination of first floor retail with residential on upper floors, community service/civil types uses, locally serving retail such as grocery stores, dry cleaners, laundromats, coffee shops, barbers, etc.
- **Light Industrial/Highway Commercial (Purple):** This district is intended to accommodate wholesale uses including fabrications light manufacturing, assembly and processing of materials, as well as retail, service and distributive use needs with access to frontage on Hamburg Turnpike. This land use is intended to provide establishments which cater primarily to passing motorists and require the high visibility and road access that Hamburg Turnpike provides.
- **High-Quality Industrial (Blue):** Area includes former Bethlehem Steel Site. Intended to provide space for supply-chain type businesses as well as include training and research space. Also intended to accommodate a wide range of assembling, fabricating and heavy manufacturing activities Strategic location of this section with access to the deep sea port facilities. Potential intended use as a foreign trade zone.
- **Open Space (Green):** Intended to provide recreational opportunities for residents and visitors. Amenities include pedestrian/bicycle trails, locally-serving parks and green space, active and passive recreational space, access to Smokes Creek and Lake Erie.

The main difference between this Conceptual Land Use Plan and the plan presented in the Step 2 Nomination Document is the additional detail of future uses for the former Bethlehem Steel site, including the division of land into light industrial use, high quality industrial use, warehousing and heavy industrial use. The Bethlehem Steel site is seen as an asset that can be utilized to spur economic development throughout the First Ward and City of Lackawanna. Utilizing this large piece of land for a positive impact is essential for growth within the community and the opportunity for Lackawanna to be an active contributor throughout western New York.

This Conceptual Land Use Plan also highlights the connections throughout the BOA and the City of Lackawanna that will boost the resident's quality of life by increasing access to recreational activities and natural resources. The Conceptual Land Use Plan envisions a highly integrated network of connections to park space within the First Ward neighborhood, to Smokes Creek and Lake Erie, as well as to the park space in the eastern portion of the City of Lackawanna.

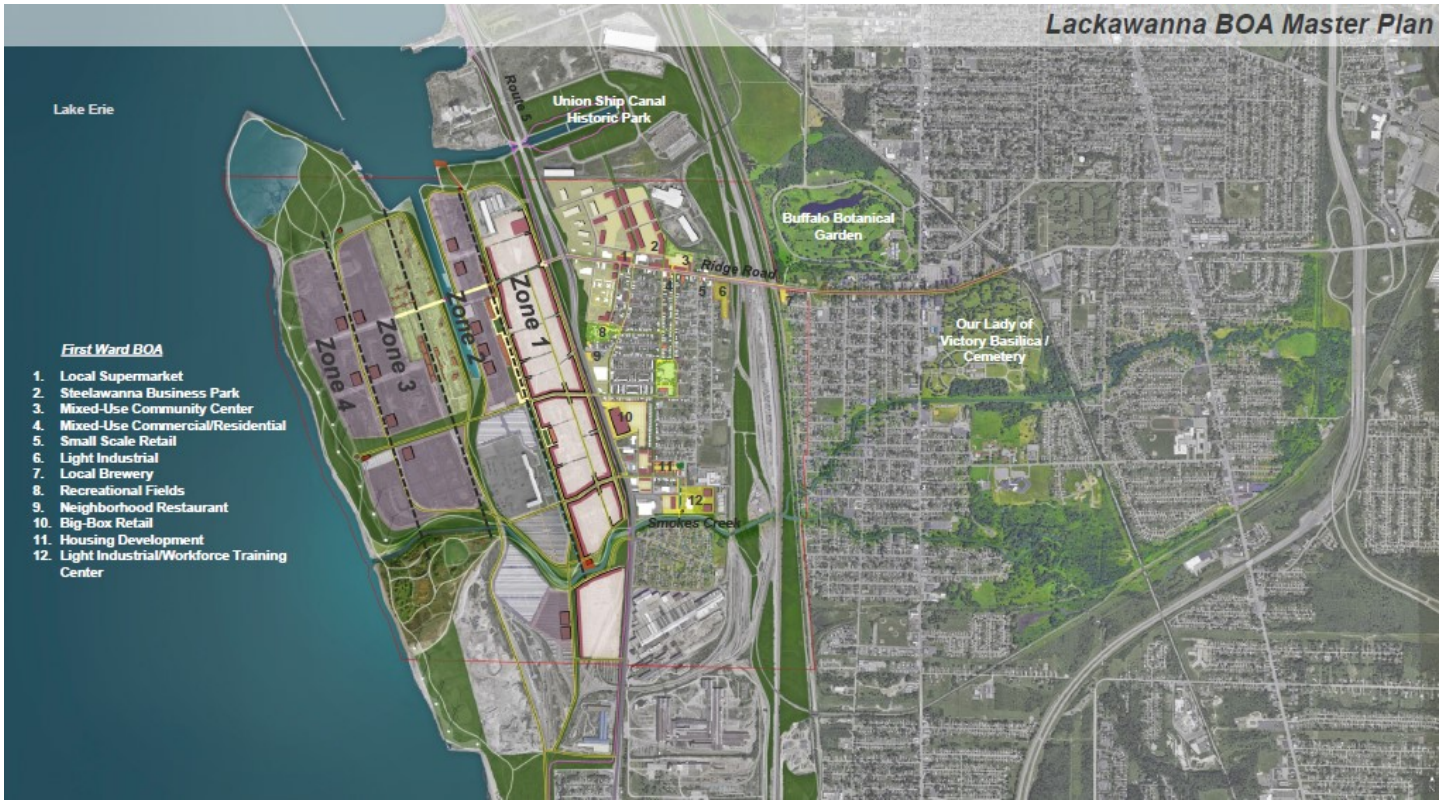
Master Plan, Redevelopment Plans, and Implementation Projects

The First Ward BOA Master Redevelopment Plan for the First Ward BOA is intended to provide a redevelopment strategy to ensure successful projects over the next 20 to 30 years. This plan takes the Conceptual Land Use Plan a few steps further to showcase the specific redevelopment projects and sites that will enhance the First Ward BOA. As shown in the figure, development projects and strategies will take place throughout multiple sectors within the First Ward BOA to create an economically thriving, service-oriented and desirable destination. Redevelopment opportunities and strategies are presented by each Reinvestment Area.

The First Ward BOA Master Redevelopment Plan not only outlines suggested uses for all strategic sites but also lays out a program for the Bethlehem Redevelopment Area. The Bethlehem Redevelopment Area, mentioned previously within this document is an extremely large amount of land and thus has been separated into zones with different uses based on market analysis. Zoning changes as distance from the Hamburg Turnpike increases. It is suggested that Zone 1 (closest to the Turnpike) be utilized for Retail due to the ease and accessibility when driving on the Turnpike. This not only gives opportunity to commuters but also those who will eventually be taking advantage of the Shoreline Trail. Zone 2 be used as a space for Light Industrial manufacturing as well as Commercial office buildings. Zone 3 be used for Warehousing purposes and Zone 4 be used for Heavy Manufacturing in conjunction with solar/wind production.

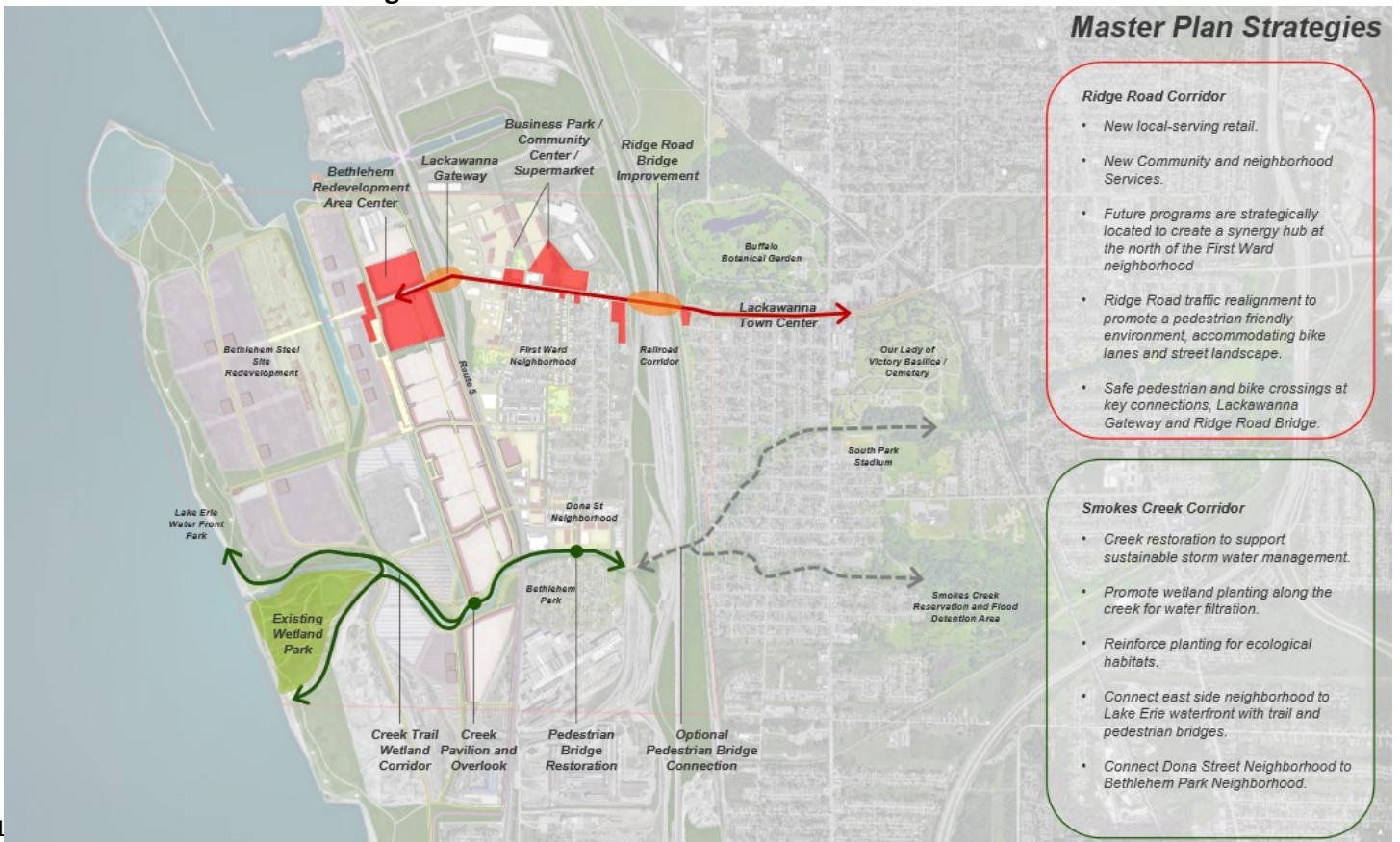
First Ward BOA Master Redevelopment Plan

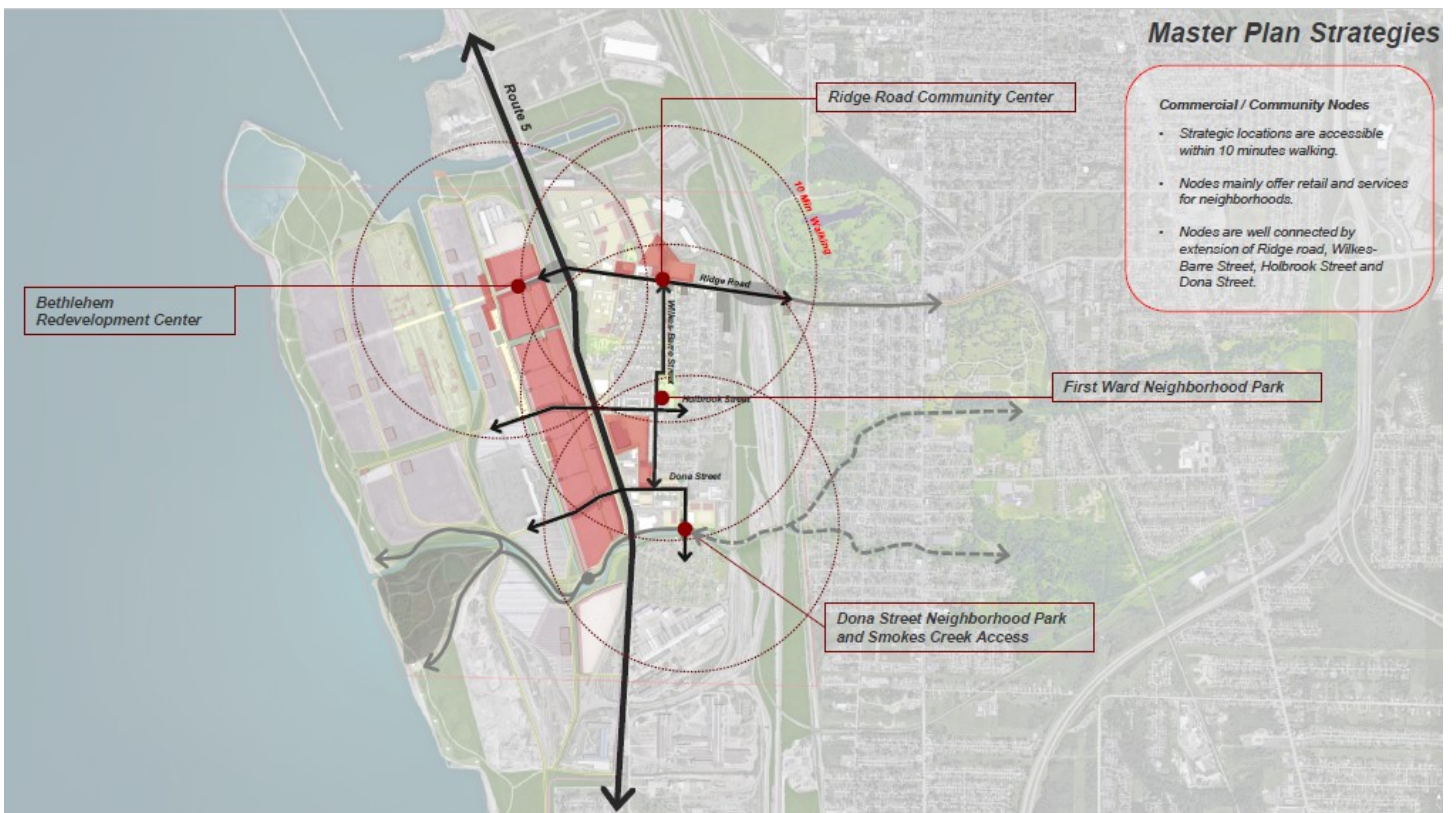




Master Plan Strategies were developed from market analysis, steering committee meetings and community conversations. Strategies for Ridge Road Corridor, Smokes Creek Corridor and Commercial / Community Nodes have been created for the First Ward to leverage their current assets as well as see potential in any apparent weaknesses. The Strategies suggest a variety of activities ranging from new retail on Ridge Road to creating safe pedestrian and bike crossings at key intersections throughout the Study Area.

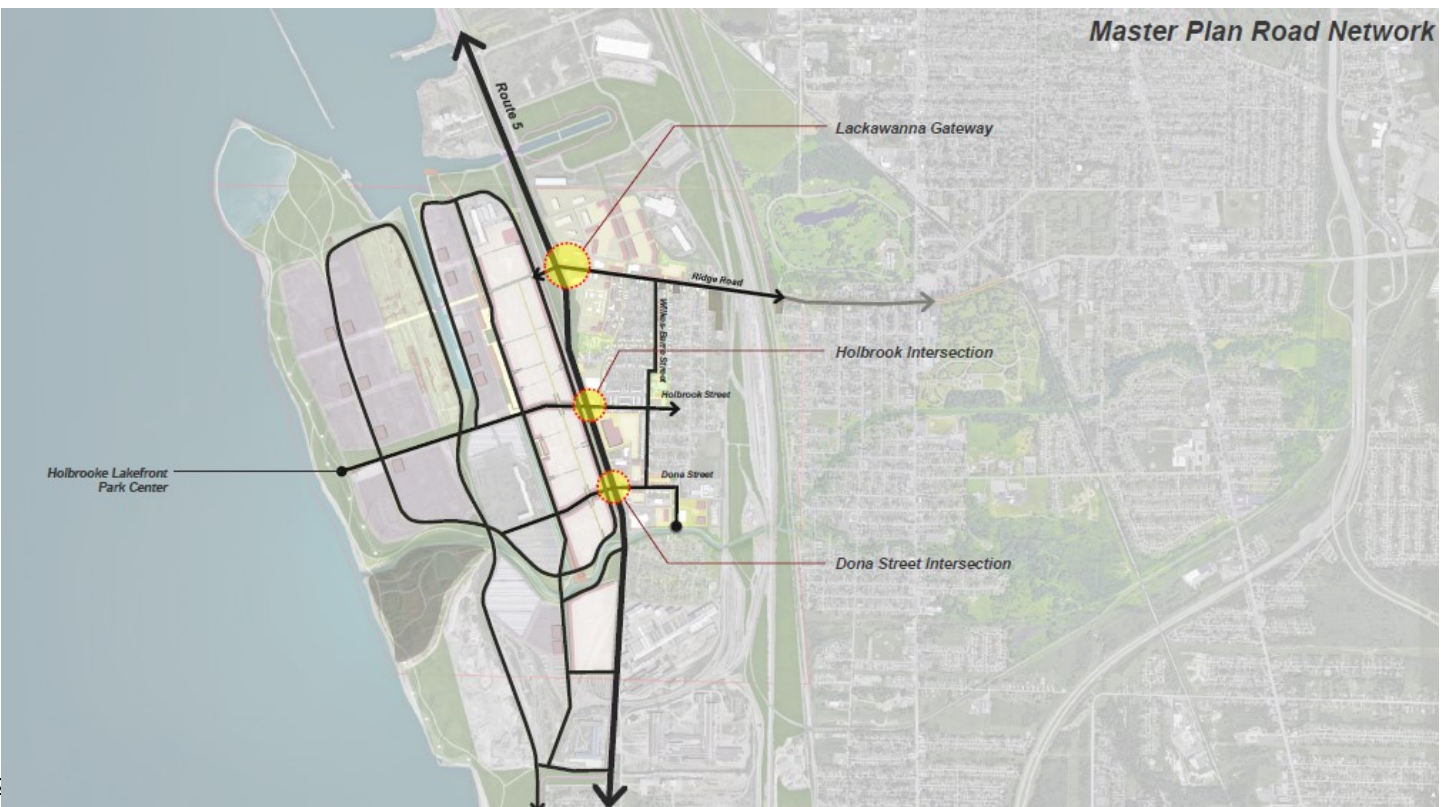
Master Plan Strategies





Creating connections throughout the First Ward BOA is one of the main focuses on the Master Plan Strategies. Having an efficient network on major roads with a focus on key nodes and intersections that tie Reinvestment Areas together with Strategic Sites can be seen as one of the most important features. Allowing community members, commuters and visitors to the area access to potential new development is crucial for sustainability and the maintenance of any Study Area project. If there are increases in connections the community as well as those visiting the area are more likely to explore not only the First Ward but the remainder of the City as a whole.

Master Plan Road Network



Strategies for the Road Network allow for movement within the First Ward while enhancing key assets that provide flow into other Wards of the City. This is beneficial to all residents and those visiting the area. The rail lines running directly through the City of Lackawanna creates a divide into a western (the First Ward) portion and an eastern portion (Second, Third and Fourth Wards). Transportation improvements help bridge the divide for increased sense of community.

Master Bike Plan and Recreational Paths

As mentioned previously, the new Bethlehem Steel Shoreline Trail being built by Erie County Parks and Recreation is a substantial step forward for recreational opportunities for First Ward and City of Lackawanna Residents. It opens the door to allow visitors and ecotourism that stems from visiting the trail into to the area as well as highlights the history of Bethlehem Steel and it’s contribution to the greater Buffalo region. The Shoreline Trail also allows links to municipalities such as South Buffalo to the north and Hamburg to the south.

New trails and parks highlighting key environmental features such as wetlands, the Canal, the waterfront and Smokes Creek within the First Ward can be used as an educational tool. Attaching those features to notable attractions throughout the City of Lackawanna such as Our Lady of Victory Basilica and the Buffalo Botanical Gardens by using new trails and improved pedestrian-friendly streetscaping is a way to grab the attention and interest of those who have never visited the First Ward or City of Lackawanna. This can also aid in sparking a sense of community pride. Knowledge about the area and being able to discuss it’s rich history as well as future potential allows for storytelling and can be impactful on the region in years to follow.

Eco and recreational tourism will have both a positive effect on increased foot traffic throughout the area and increased economic impact. Implementation of a master bike plan as well as new recreational paths that keep visitors around for the day means families, groups and individuals are more likely to spend within the area. Local businesses as well as vendors at possible markets have the potential to benefit from those choosing to stay in Lackawanna to grab a bite to eat or wander through different commercial shops. This ties in with suggested planning for Ridge Road Corridor on the following page.





Ridge Road Corridor will be transformed into an urban “Main Street” through the enhancement of transportation networks, aesthetic improvements, increase of locally-serving retail uses, and the establishment of connections. A variety of uses such as senior housing, commercial businesses and industrial manufacturing throughout the Ridge Road Corridor creates an active space for a diverse population. An active space typically has people utilizing a variety of businesses, walking paths or recreational opportunities which can make the area more inviting. This ties into the goal of establishing an urban, walkable main street that is west of the rail lines.

Master Planning—Ridge Road Corridor

Current State of Ridge Road Corridor

Ridge Road Currently has four lanes of traffic expanding from the Hamburg Turnpike to the rail lines. Immediately after crossing Ridge Road Bridge, Ridge Road cuts down to two lanes of traffic. Current uses on the corridor include Light Industrial, Commercial and Senior Housing.



Light Industrial and Destination Retail

First Ward Business / Commercial 4 Lanes

Ridge Road Senior Housing 4 Lanes

Ridge Road Bridge 4 Lanes

Ridge Road 2 Lanes

Intended Future State of Ridge Road Corridor



The above are intended future improvements to enhance Ridge Road Corridor. Improvements include lane reduction, addition of bike lanes, and a First Ward Business Park off of Steelawanna Avenue.

Transportation Enhancements

1. Streetscape Enhancements

A. Lane Reduction

The western portion of Ridge Road, extending from Route 5 until the eastern end of the Ridge Road Bridge, is made up of four-lanes; two traffic lanes in each direction. Despite the two travel lanes on both the northern and southern side, the lane closest to the sidewalk is typically utilized as a parking lane, typically resulting in the need for automobiles to move over. Traffic counts on this route indicate that the level of service along this stretch is in good condition, meaning that there is room for additional traffic or a need of lane reduction.



Ridge Road at First Ward Senior Housing Parcel

- Low traffic volume and flexible on-street parking on the right traffic lanes allow recreating more pedestrian-friendly and street landscape improvement.

Master Plan – Existing Ridge Road

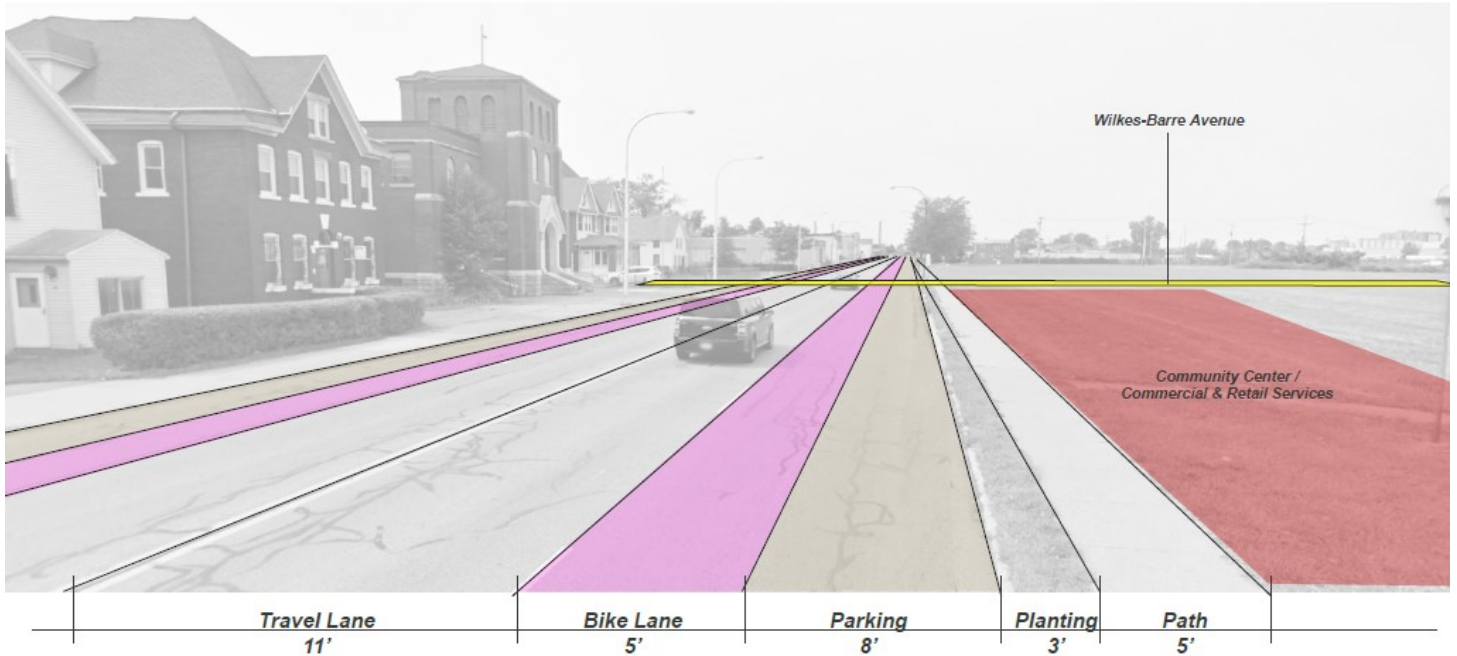


To remedy this situation, re-striping can be implemented by the City Department of Public Works to create a two lane roadway with a parking lane and bicycle lane in between on both sides. The conditions of the roadway suggest that, in the future, a newly paved roadway, new curbs, sidewalk repairs and planting of trees is needed. For the next 0 to 5 years, simple restriping of the roadway can be completed, with complete overhaul of the roadway to be completed in 10 to 15 years. Conceptual design of the proposed restriping is shown below.



Master Plan – Proposed Ridge Road Improvement

- Formalize parallel parking
- Paint bike lane



In the South Buffalo BOA, directly north of the First Ward BOA, proposed bicycle lane connections were identified. Ridge Road in the First Ward BOA was proposed as a dedicated bike path; therefore, this improvement is supported and encouraged by surrounding municipalities and provides another opportunity for increased connections. Below is an example of future roadway improvements on Ridge Road.

Phase I of the Ridge Road streetscaping project (including restriping of the roadway) will cost approximately \$15,000. Phase II of the Ridge Road streetscaping project (including complete reconstruction of the roadway) is estimated at approximately \$2.2 million. Application for New York State Funding under the NYS DOT Transportation Enhancement Plan is suggested to secure funding for this type of project.



B. Crosswalks

In order to make Ridge Road Corridor more walkable and safe for pedestrians, painted crosswalks will be added to the street landscape. These simple paint crosswalks will enhance visibility of potential crossing pedestrians and signal the need to reduce speeds along these intersections, as well as aesthetically enhance the streetscape. These crosswalks will be implemented at the South Park Ridge Road Entrance, at Ridge and Center Street, across from the City of Lackawanna Public Library, and at Franklin Street. An example of high visibility painted crosswalks is shown (see Figure 9.1).

On July 30th, 2016, the Project Team and City of Lackawanna held an event dedicated to reviving Ridge Road. During this event, crosswalks were created on the streetscape for visualization of the potential crosswalks on the roadway.

2. Bridge Reconstruction

Community members expressed concern about the Ridge Road Bridge; the difficulty it is to cross as well as the extreme separation it creates between the western and eastern portions of the City. The bridge currently has two bicycle lanes on each travel side; however, these lanes only exist to the extent of the bridge, which is terribly impractical for users. The bicycle lane on this bridge is perceived as very unsafe for the user since it is at grade with cars traveling at high speeds. Those utilizing the sidewalks and bike lanes are left feeling as though they are exposed to traffic and dangerous conditions on this sterile bridge.

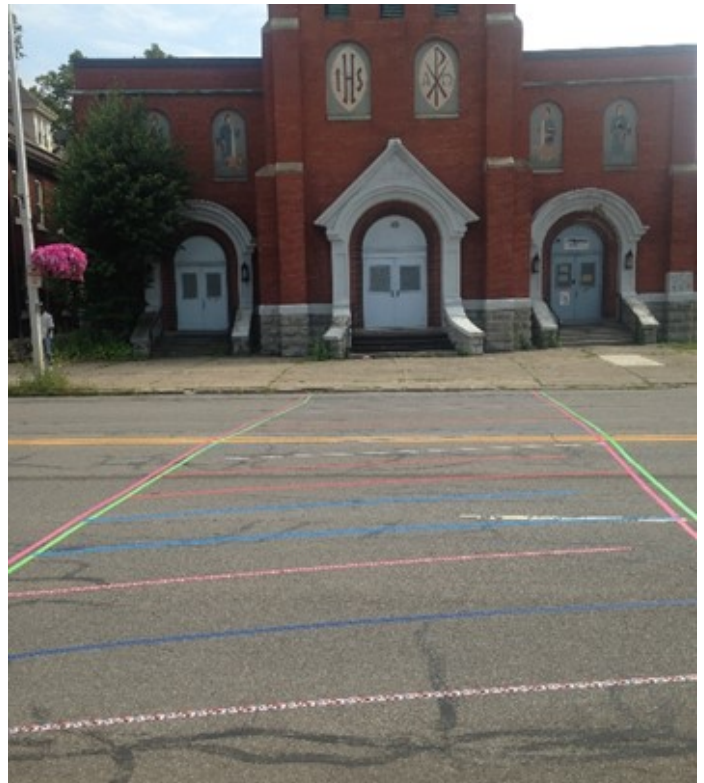
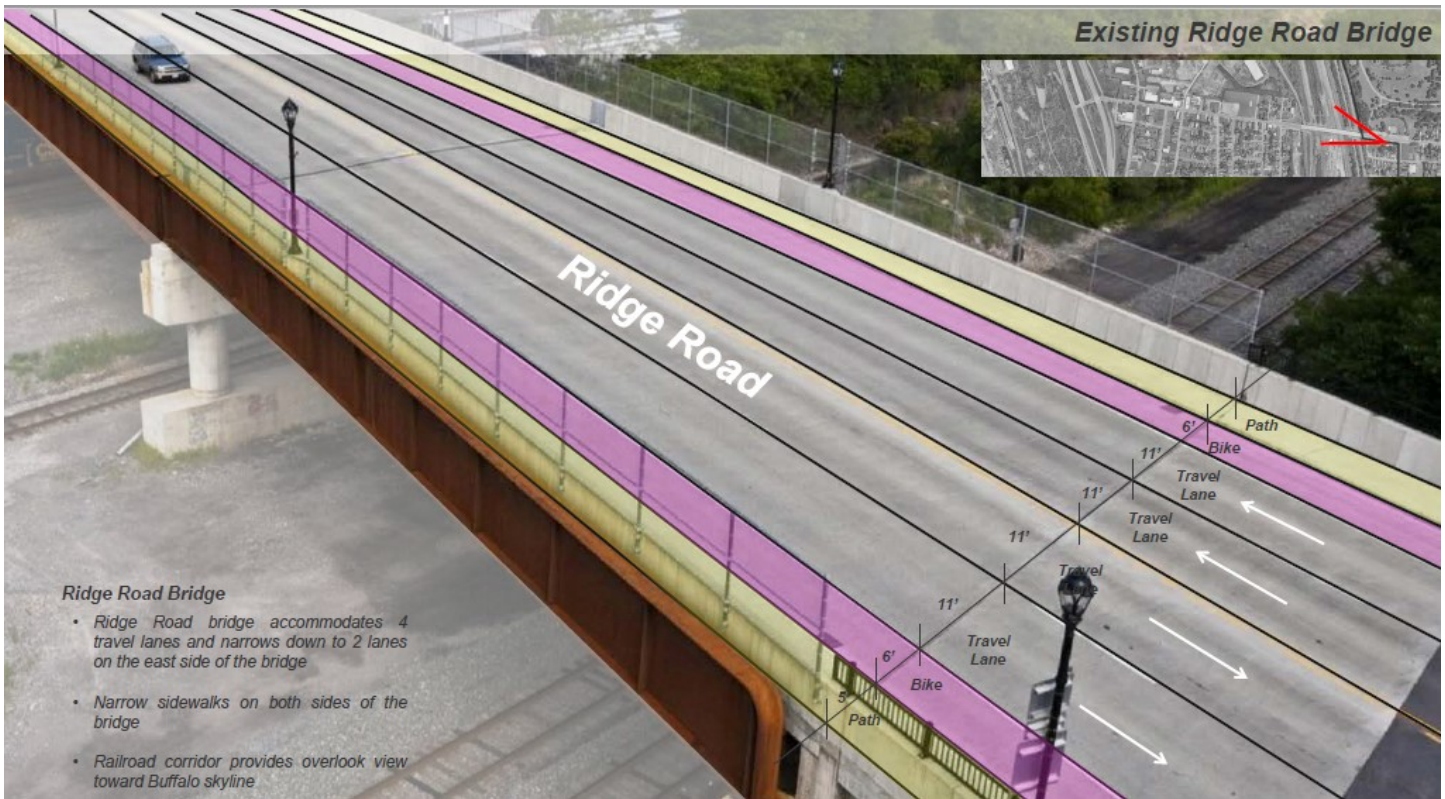
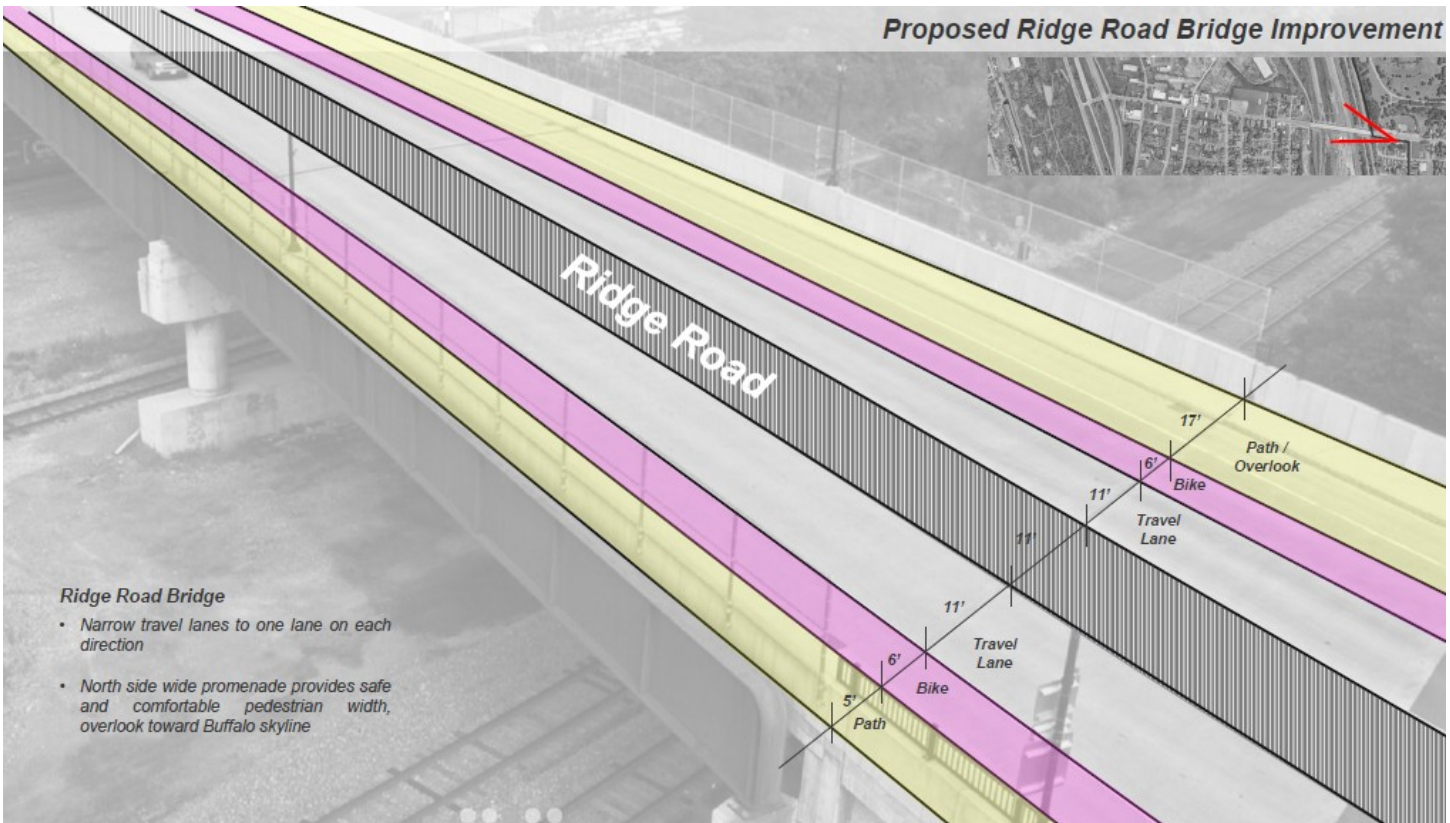


Figure 9.1: Crosswalk streetscaping example on Ridge Road





Improvements are of necessity in order to create a safer experience for users on this bridge. Since the four lanes on this bridge is excessive, lanes can be narrowed to one in each travel direction with a turning lane in between. Phase I transformation of the Ridge Road Bridge with restriped lanes on the roadway is estimated to cost approximately \$20,000.



Phase II transformation of the Ridge Road Bridge includes the addition of a north side promenade that is slightly above grade and includes a guard rail will create a space that is to be utilized by both pedestrians and bicyclists; this will induce a hard separation between automobiles and make walking more of an enjoyable experience for the user. This is estimated to cost approximately \$320,000.

3. Lakeshore Commerce Park Connector Road

In the Step 2 Nomination Document, a roadway was proposed to connect Steelawanna Business Park to Lakeside Commerce Park. This roadway was proposed to provide a gateway for increased commercial activity in this area of the City of Lackawanna and provide an additional link to the City of Buffalo industrial park. This roadway would begin at Wilksbarre Avenue and extend north to connect to Commerce Drive, completing the connection from Ridge Road to Lakeside Commerce Park. According to the Traffic Impact Study conducted, Ridge Road currently contains sufficient commercial traffic to support this link to Lakeside Commerce Park. However, in this report it is recommended that this connector road be designed to discourage cut-through traffic to avoid the roadway serving as a Hamburg Turnpike by-pass alternative route. Additional analysis to support the design of this connector road is provided in Appendix G.

Community Enhancement and Place-Making Techniques

Place-making techniques are important beginning steps to the revitalization of any community. Place-making is a facet of community planning that works to leverage existing assets in order to create spaces that promote well-being for all. Place-making has the potential to provide the First Ward BOA with simple, inexpensive projects, installations and events can be implemented in order to boost community pride and activity within the Ridge Road Corridor. Specific enhancements and place-making techniques are:

1. Marketing Campaign

The City of Lackawanna’s existing ‘About FACE’ campaign as well as the continuing Arts on Ridge Festival have been widely successful in recent years. In order to keep this momentum thriving, a branding campaign of the City and the Ridge Road Corridor itself should be kept alive. In this capacity, the Ridge Road Corridor will have a recognizable face to any event or association that takes place in the area. Continuing the use of the ‘About FACE’ logo during local events, grand openings of redevelopment projects and at Public Meetings is a beneficial way for both community members and those from outside of the community to associate new development with the City’s efforts.



Figure 9.2: City of Lackawanna’s Marketing Campaign logo — ‘About FACE’

2. Art Installations



Figure 9.3: Art Installation using House hold items on Ridge Road



Figure 9.4: Community members working on the First Wards public art installation



Figure 9.5: A public art mural within the City of Buffalo

In order to create a lively and thriving district, it is necessary for the experience of the street to be vibrant and active. The City has already taken steps to achieve this with flower pots lined along ridge road. This is a great, relatively inexpensive method of activating a space. Also known as, arts-based place-making, this integrated approach has been shown to stimulate local economies as well as lead to increased innovation, cultural diversity and civic engagement. The goal of this type of work is to build strong, healthy, resilient and creative cities.

In July of 2016, the Project Team created an art installation made out of everyday household objects to showcase the simplicity of art as an attractor on Ridge Road Bridge (See Figures 9.3 and 9.4). The art installation was produced to represent the windmills along the Lake Erie shoreline within the First Ward BOA. This type of creativity was proudly received by the community; community members expressed delight and positivity when walking across the bridge and desired to see more examples of art throughout the City an First Ward.

Other examples of art that can transform and bring life to the public space are paintings and murals on the side of an underutilized building, or paintings on the pavement of sidewalks and crosswalks. This type of initiative can be broadcasted by the City to local artists and visionaries whom would like to opportunity activate spaces in their hometown. The City of Buffalo and surrounding municipalities have several murals throughout the City that create a sense of place in a particular neighborhood (see Figure 9.5). The art in the City of Lackawanna could be tailored to the industrial heritage and remembrance of it's history. Place-making is highly focused on a grassroots approach to community building and revitalization.

3. Healthy Food Markets

Through ongoing interactions with community members, it is clear that access to healthy food in the First Ward is difficult and insufficient. In order to get to a grocery store or market without a car, residents must either walk several miles from their homes, take a taxi or rely on the undependable public transportation in the area.

Local markets are successful in strengthening the local identity of a community as well as supporting local neighborhood revitalization (see Figure 9.7). This is because the partnerships involved in maintaining a marketplace involves a wide network of local businesses, organizations and vendors and strong relationships are formed from them.

264 Ridge Road serves as a perfect start-up location for a healthy food market due to its high visibility and centrality. Several food vendors have used this space for this type of exposure in the recent past. This type of endeavor involves the following steps:

- Obtain a permit from the City of Lackawanna
- Gather a list of farmers, vendors and local businesses
- Contact said organizations and choose several dates and times that work best (typically Saturday and Sunday mornings to early afternoon)
- Begin a marketing campaign for the market with posted flyers throughout the neighborhood, within local businesses and multiple types of media (print, social and news)



Figure 9.6: Pop up Farmer's Market at REVIVE Ridge Bash



Figure 9.7: Bidwell Farmer's Market in the Elmwood Village of Buffalo, NY

4. Ridge Road Community Hub

The Former Friendship House is located on Ridge Road, which is one of the most traversed roads in the City of Lackawanna, and the only east-west corridor that transects the City, making its location highly accessible to both residents and commuters. Additionally, this parcel of land is in close proximity to the residential neighborhood of the First Ward, is owned by the City of Lackawanna, and is of ample parcel size, deeming it ripe for development. Once place-making techniques are begun on and around the site, the resulting spurred activity will create the demand for a mixed-use community center with retail components.

The Former Friendship House is an ideal location for a mixed-use community and retail center. This entirety of the building will be approximately 20,000-square feet; 10,000-square feet dedicated to the community center and 10,000-square feet dedicated to five retail outlets (about 2,000-square feet each). This center and retail will provide up to 40 jobs within the First Ward neighborhood and enhance the quality of life by bringing increased vitality to the neighborhood. Residents will be inclined to spend money at this location shown on the following page due to its convenience and easy accessibility for everyday needs.



This facility will likely remain City owned property and be operated in part by a non-profit entity as well as private business owners for the individual shops.

Potential Ridge Road Historic District

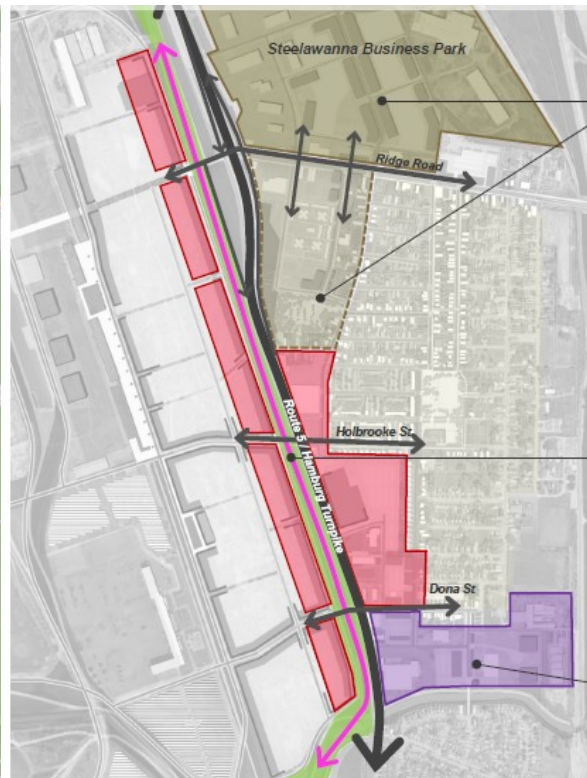
The Phase IA Archeological Survey conducted during this project identified a potential Ridge Road Historic District based off of the existing buildings and features along the western section of the roadway. The potential Ridge Road Historic District shown below is comprised of a 0.24-mile stretch along Ridge Road containing 16 buildings and seven undeveloped lots. The extant buildings from about Wilkesbarre Street to Ingham Avenue represent a cohesive collection of buildings along this roadway.



Further investigation to determine whether this district could be designated by SHPO is required to obtain sufficient information. A designated historic district can assist in the revitalization process due to the NYS Historic Properties Tax Credit Program. This program provides credits to both federal and state income taxes, each providing 20% tax credits up to \$5 million for Qualified Rehabilitation Expenditures (QRE). The building to be rehabilitated must be either designated on the State or National Register of Historic Places or be listed as a 'contributing' building in a historic district in order to receive credits. Developers are significantly incentivized to rehabilitate particular buildings based on their tax credit potential; therefore, the designation of this district should be investigated further to determine eligibility.



The recommended redevelopment projects will transform the Hamburg Turnpike into an active commercial, light industrial corridor supported by the highly efficient traffic that travels through the area. The roadway will no longer be solely focused on commuter automobile transport but a destination for commuters to visit for their retail needs, as well as an invigorating space for industrial development within the former Bethlehem Steel site.



- Steelawanna Business Park**
 - Visible and accessible sites along Hamburg Turnpike are valuable for business and commercial development. Interior sites should be developed to complete the feel of a business park.
 - Steelawanna Business Park could, in the long term, potentially expand toward South along the Turnpike to create a higher return investment (with housing consolidated as infill in a more compact First Ward residential zone).
 - Infill vacant residential lots within the First Ward neighborhood.
- Regional Bike Trail Network and Commercial Frontage**
 - Frontages along the turnpike should capitalize on the benefits of a regional bike and recreational network.
 - Linear open space and commercial activities should transform the highway landscape to a unique experience.
- Job Training Center**
 - Job training center and clean light manufacturing is to anchor the South gateway.

A redeveloped Hamburg Turnpike has the potential to also improve relationships with the environment throughout the First Ward and City of Lackawanna as provide access to Smokes Creek and possible waterfront activities. There is also the possibility of the possible expansion of Steelawanna Business Park making it not only a site on Ridge Road but on the Turnpike as well.

Transportation Enhancements

It is no doubt that the heavy load of traffic traveling north and southbound on the Hamburg Turnpike has created an auto-centric environment within the City. For this reason, lane reduction on Hamburg Turnpike was discussed as a potential remedy to the high commuter traffic speeds on this roadway; however, according to the Traffic Impact Study, lane reduction along this route is infeasible due to amount of traffic traveling on Hamburg Turnpike at peak hours.

Lane reduction is not the only way to achieve traffic calming and enhancement of the pedestrian environment. Alteration of the conditions of the roadway can be achieved through improved landscaping, reconstructed sidewalks and shoulders, street furniture and lighting, pedestrian refuge and mid-block islands, modified intersection and channelization, higher visibility crosswalks, signage as well as regulations and enforcement. Since Hamburg Turnpike is a New York State owned road, specific procedures will need to be followed for implementation.

1. Hamburg Turnpike Intersections



Enhance highway access; reduce traffic impacts on housing development

- Extend Dona St. and Holbrook St. across Rte. 5 and RR tracks.
- Relocate signal from Odell St. to Holbrook St.
- Close Odell St. between Steelawanna Ave. & Rte. 5

Master Plan – Hamburg Turnpike Intersections



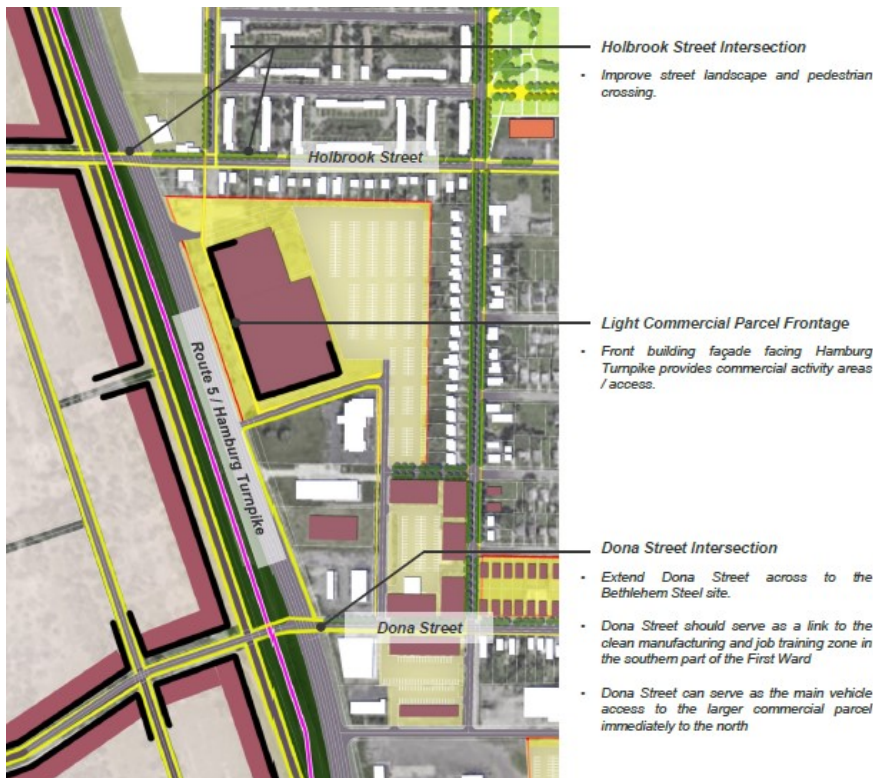
It is recommended as a transportation enhancement for Hamburg Turnpike Corridor for an extension of Holbrook Street onto the former Bethlehem Steel site to increase access to the Site further. In order to ensure ease of access for this extension, the traffic light at Odell Street must be relocated to the Holbrook Street intersection. The same estimate for the Dona Street extension can be used for the construction of the Holbrook Street Extension at \$1,584,980.000.

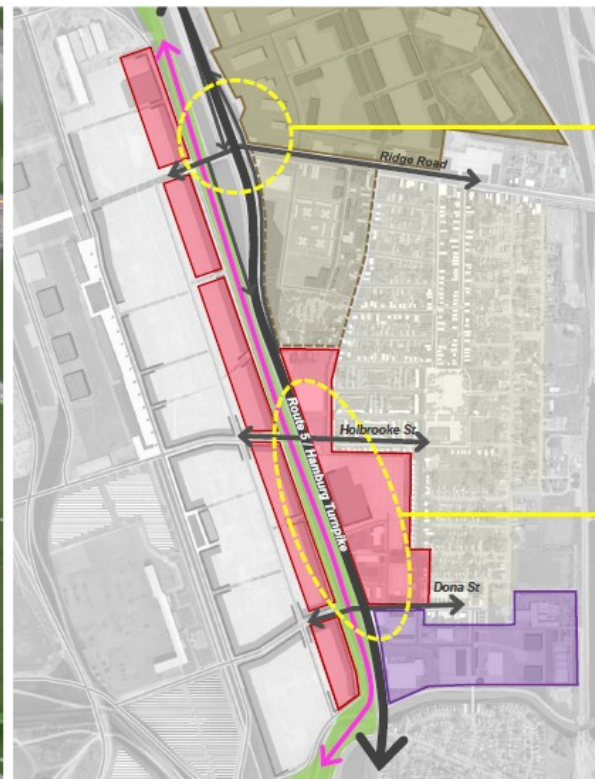
Intersection improvements provide ample opportunity for a safer Hamburg Turnpike. Intersections has the capability to be a deciding factor in reducing accidents, allow a greater amount of access to the Highway and other major roads within the area and provide a gateway to access any retail or commercial businesses. With Dona and Holbrooke Street extensions, ties are created to the Bethlehem Steel Shoreline Trail currently under construction by Erie County as well. This allows visitors and community members access to both sides of Hamburg Turnpike is crucial to balance spending within the area.



- Develop Dona St./Albright Ct. as retail gateway.
- The existing Dona Street signalized intersection improves vehicular ingress / egress to the parcel and improve pedestrian safety.

2. Traffic and Street Landscape Improvements





- Lackawanna Gateway**
- Maintain existing ramp and improve signage and safe pedestrian crossings.
 - Regional bike trail could be integrated with the Bethlehem destination retail frontage to create a node and landmark for the gateway.
- Light Commercial Parcels and Intersections**
- Visible and accessible sites along Hamburg Turnpike are valuable for business and commercial development.

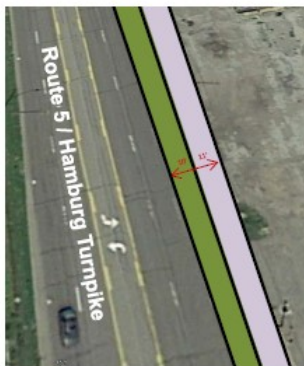
Street extensions as well as having appealing commercial frontage are important steps when improving the Hamburg Turnpike streetscape. “Big Box” retail is suggested and typically has a negative connotation but, having appealing frontages with proper landscaping and signage that fits the area can create a positive impact of the overall visual appeal of the turnpike.

Eastside Traffic

Improve access to/egress from light commercial parcel

- Reduce NB Rte. 5 from three thru lanes to two; replace with street tree landscape for district identity and traffic calming environment

Frontage Road:
Convert outside lane and sidewalk ROW (21') to buffer strip (6'), frontage road (10') and sidewalk (5')



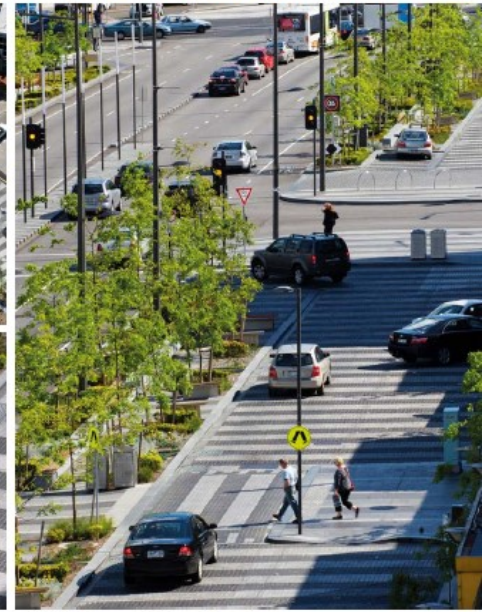
South of Dona St.:
Provide green buffer to Bethlehem Park homes



- Rte. 5 capacity requirements should be tested.
- Requires taking/relocating diesel pumps at Excell gas station.
- Access from north via Holbrook St. also achievable.

Other strategies for the east side of Hamburg Turnpike are also suggested. Having a larger buffer between the highly commuted road and homes residing is a calming method that can also take green infrastructure into account. A “green buffer” in front of Bethlehem Park homes to allow more landscaping in this area and a higher sense of home owner pride. This is not only a positive step forward for those residing within the Bethlehem Park neighborhood but also makes the area more appealing to potential developers and those visiting from outside of Lackawanna.

3. Service Road and Street Landscape Improvements



Light Commercial Parcel Frontage

- Front building façade facing Hamburg Turnpike provides commercial activity areas / access.
- Short term parking lots and service road are provided along the turnpike . Major traffic and parking are diverted to Dona Street and Albright Court.

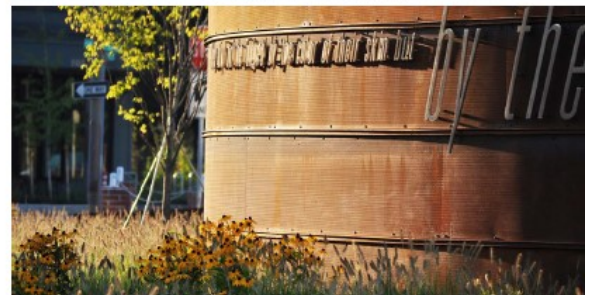
Short term parking as well as service roads provided to those utilizing Hamburg Turnpike are adjustments that will aid in the flow of traffic and the decrease in congestion. Allowing short term parking lots provides the incentive to stop at a commercial business one normally won't due to the cost-benefit analysis. The less time commuters have to wait or look for parking when making a quick stop the be more appealing and it is for them and better for the economic well being of that business and First Ward.

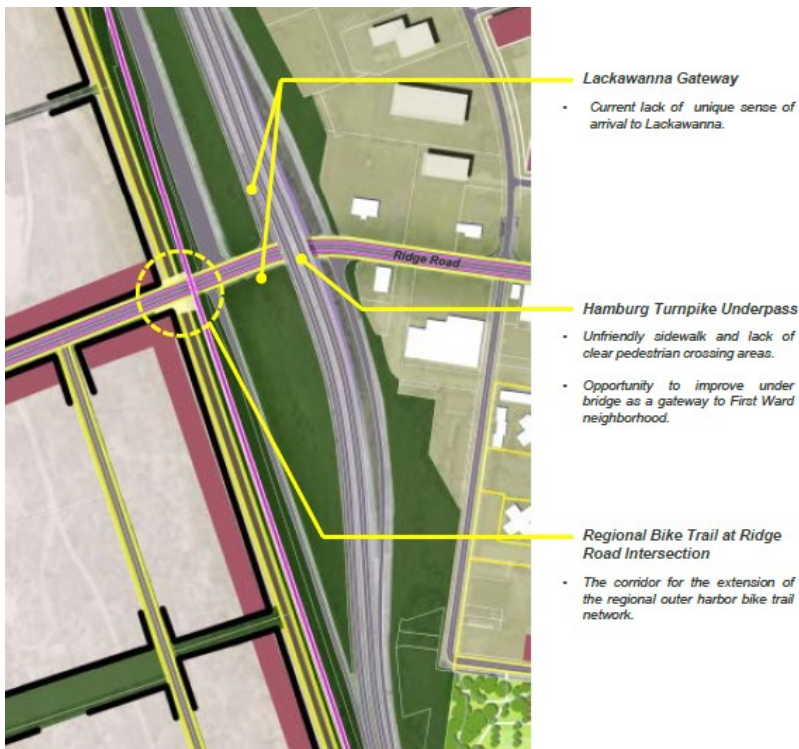
4. First Ward and Lackawanna Gateway Enhancements



Lackawanna Gateway

- Use strong colors and steel materials to address the sense of arrival landscape, and to connect with the city's steel-centered history.
- Signage panels and native landscape plantings are low maintenance and represent the rebirth of the historic industrial city.





The addition of signage and landscaping can transform a small space in a big way. Both elements along the Ridge Road/Hamburg Turnpike overpass will assist with slowing commuter speeds, enhancing the vacant space along Hamburg Turnpike, and activating space for pedestrians and bicyclists. Signage such as the examples shown in the image on the previous page will embrace the unique industrial heritage of the area while activating the dead greenspace in between Hamburg Turnpike and the former Bethlehem Steel site access road to the west. Additionally, with the newly announced net zero energy building to be constructed in the near future, increased employees will be utilizing the nearby space; therefore, signage and landscaping such as this will bring sense of arrival to the area with low expense and maintenance.

Hamburg Turnpike is undoubtedly utilized as a commuter corridor into and out of the City of Buffalo. The way that it exists today, there is a lack of prominent entryway into the City of Lackawanna for these commuters; no signage welcoming commuters into the City as well as barren land on either side of the overpass. Additionally, the Ridge Road/Hamburg Turnpike intersection consists of a raised bridge above Ridge Road. There is an opportunity to tailor this overpass into a gateway into the City of Lackawanna and former Bethlehem Steel site. In the early stages of the Step 3 Implementation Strategy, the removal of the Hamburg Turnpike overpass and conversion into an at-grade roundabout was discussed as a potential option to act as a traffic calming solution. However, the traffic impact study conducted in 2017 revealed that the existing traffic volumes along the Hamburg Turnpike/Ridge Road intersection were too significant to support the conversion into a roundabout. Therefore, this traffic calming method was eliminated from the Projects to be implemented.

5. Addition of Bethlehem Steel Shoreline



In March of 2016, the Erie County Department of Environment and Planning (DEP) completed the design phase of the Bethlehem Steel Shoreline Trail on the western portion of the Hamburg Turnpike. This 1.4-mile trail will accommodate pedestrian and bicycle use by linking the Union Ship Canal in the City of Buffalo to the Hamburg Turnpike/Dona Street intersection. Groundbreaking for the Trail was at the end of May 2018 (see Figure 9.8) and construction of the Trail began on June 4, 2018 (see Figure 9.9). Future plans involve the connection of the trail to Woodlawn Beach State Park, eventually connecting the Town of Hamburg to Niagara County along multiple multi-use trails in Western New York.



Figure 9.8: Shovel Ceremony for Bethlehem Steel Shoreline Trail



Figure 9.9: The building of Bethlehem Steel Shoreline Trail

5. Bethlehem Steel Shoreline and Gateway Bike Trailhead Enhancement

Plans to construct the Bethlehem Steel Shoreline Trail should be accompanied by trail and bicycle amenities in order to attract additional visitors to the recreational trail. Experience along this trail with amenities such as signage and bike racks will work to further enhance the connection of the City of Lackawanna to the City of Buffalo through the Buffalo Outer Harbor Waterfront Trail.

Application through NYS DOT Transportation Enhancement Program grant will provide funds necessary to establish these amenities along the anticipated trail. Examples of amenities include the Gallagher Pier enhancement project that recently took place along the Buffalo Outer Harbor (see Figure 9.10).



Figure 9.10: Recent Gallagher Pier enhancement Project located at the Buffalo Outer Harbor

6. Ridge Road / Hamburg Turnpike Underpass

As an additional pedestrian amenity to the Ridge Road/Hamburg Turnpike overpass, the underpass of the bridge could use a facelift to transform the experience while walking or biking along this route. Once the Bethlehem Steel Shoreline Trail is constructed and in use, an increase in pedestrians and bicyclists along Ridge Road traveling to this multi-use trail is expected.

A contemporary signature green space that will attract and retain pedestrians and bicyclist and provide a direct walkable route to the multi-use trail. Potential enhancements of this underpass are shown in the figure.

Enhancements can either include varying colors of LED lights or paint to upgrade and improve bare concrete walls that exists in the City currently. This is a very inexpensive way to create urban tactical changes to currently underutilized areas (see Figure 9.11).

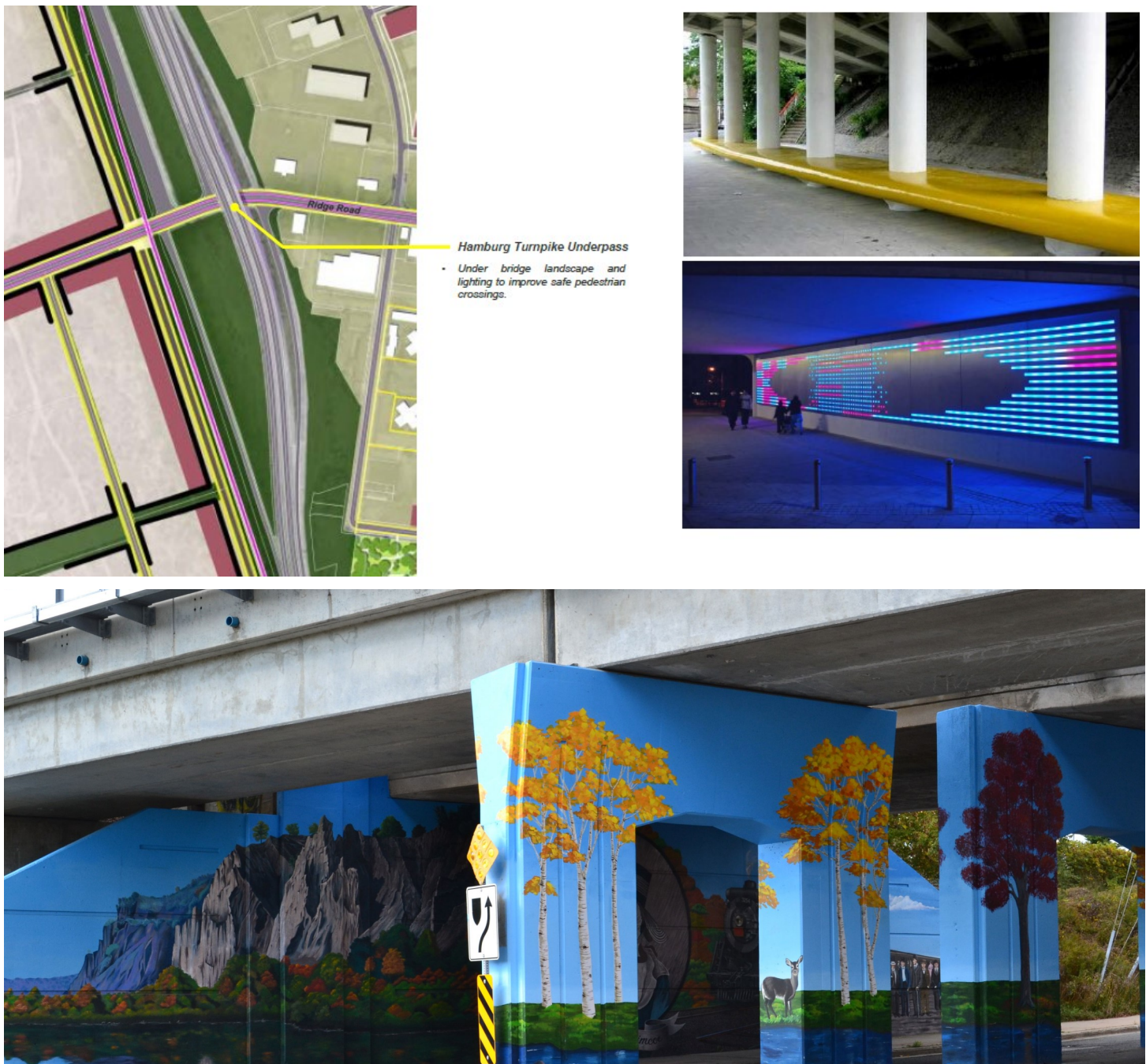


Figure 9.11: Example of underpass enhancement using mural paintings

Economic Development Projects

1. Albright Court

Due to the commuting patterns on Hamburg Turnpike there is a demand for increased retail services along this roadway. The economic and market analysis of the First Ward BOA and surrounding region showed a demand gap for retail services of \$200 million in the City of Lackawanna; therefore, indicating that the retail market is underserved and an opportunity to expand destination retail floor space exists. Based on the assumptions of the analysis, the First Ward BOA could absorb approximately 687,000 square feet of retail and service industry businesses.

For this reason, the preferred redevelopment of the Albright Court Property is a large-format commercial store of approximately 50,000 square feet along Hamburg Turnpike. This retail service would be branded as a “big-box” store, which is defined as a physically large retail establishment typically part of a retail chain and offers a variety of products to its customers. This retail store would be beneficial to the City of Lackawanna and the surrounding region as a whole due to its accessibility for both residents and commuters. Additionally, since the frontage portion of the property is currently within the NYS BCP, tangible tax credits for any hard development costs on the site could be recovered under the program.

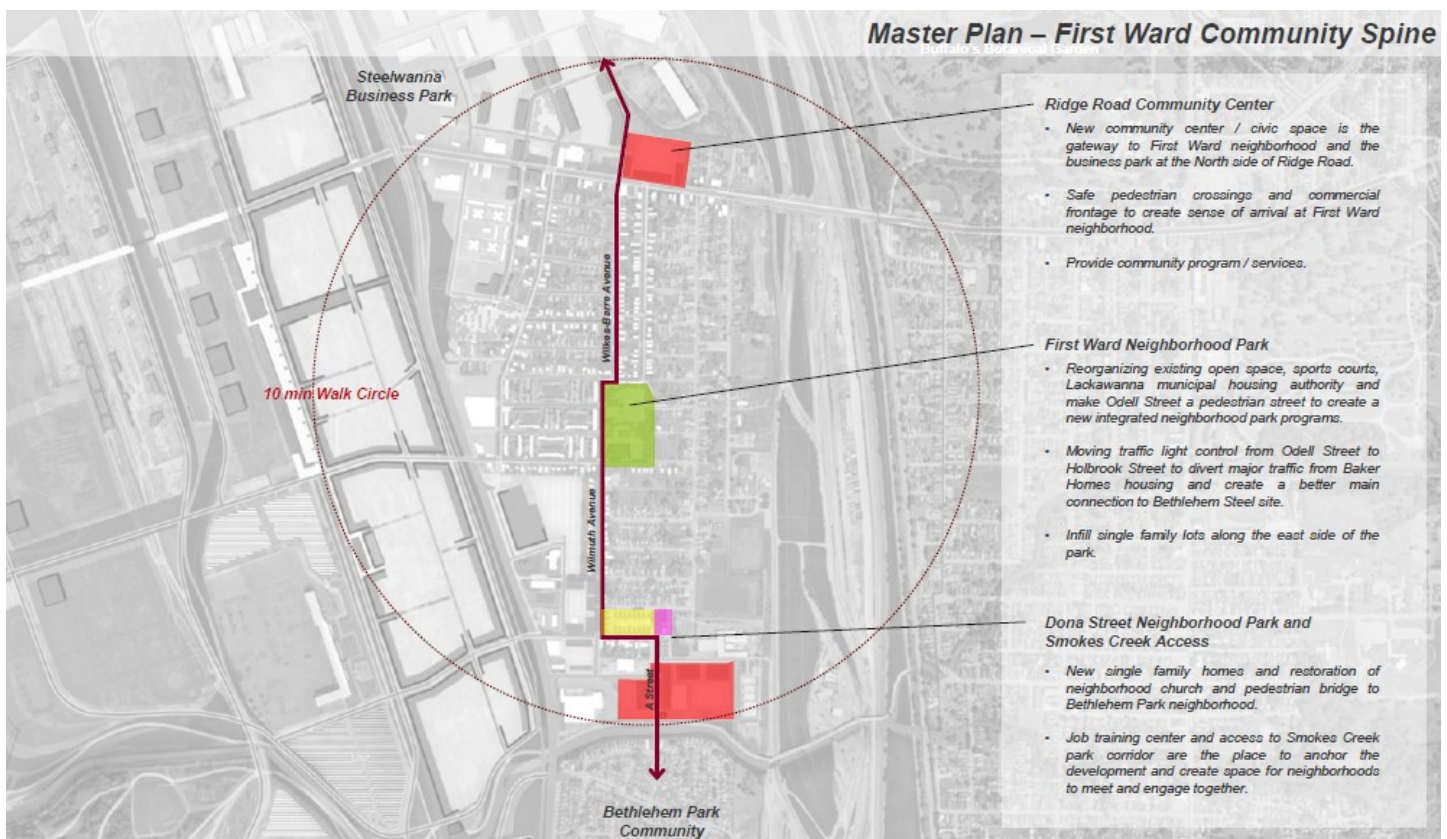
Additional information about the development of this property is provided in Strategic Sites.

First Ward Neighborhood

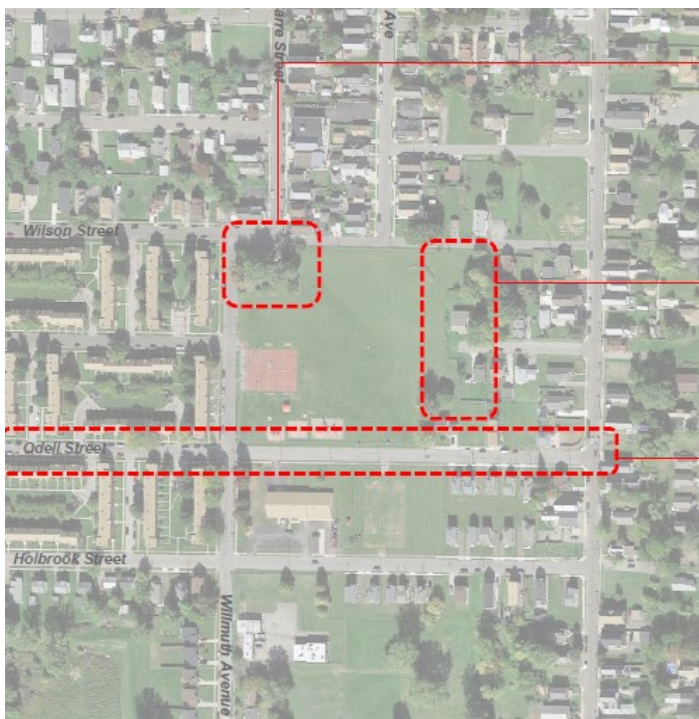
The recommended projects that follow will transform the First Ward Neighborhood into a unified area with an abundance of recreational and gathering space supported by a diversified housing stock.

Community Enhancement Projects

1. Pocket Parks and Greenway



The First Ward Community Spine travels south from Ridge Road using Wilkes– Barre Street connecting the First Ward Neighborhood Park to Wilmuth Avenue which leads to the Dona Street neighborhood. The Dona Street Neighborhood is in close proximity to the Smokes Creek Corridor which has the potential to provide both jobs and introduce people to environmental as well as recreational experiences. Once again emphasizing connections, having strategic sites and putting an emphasis on neighborhoods that could benefit from development and community gathering spaces has the potential to enhance the overall area as a well. Using the First Ward “spine” as a major route increases social capital and provides safe neighborhood crossing. Safe crossings enhance the walkability of an area and nudge those who would normally drive through the neighborhood to walk.



Residential Parcel at the Corner

- Relocate the residential parcel and open the corner at Wilkes-Barre Street and Wilson Street to provide space for gathering, visibility and direct access to the neighborhood park.



Residential Parcels along the Park

- Edge of the park lacks accessibility.
- Adding residential lots to create more single family homes fronting the park will increase property values.



Odell Street

- Existing Intersection at Hamburg Turnpike carries major traffic to First Ward neighborhood through Baker Homes Housing.
- Removing intersection at the Turnpike will significantly reduce traffic.



As shown, the current park space provided by the LMHA is severely underutilized. This is because there is currently no access to the park from the eastern side and the highly trafficked Odell Street hinders use of this section of the neighborhood park.



Park Corner Plaza

- Key public space that will anchor main pedestrian spine connecting Wilkes-Barre Street, Wilson Street and Wilmoth Avenue.
- Plaza provides neighborhood directory, space for gathering and direct access to the park.

Residential Parcels along the Park

- The extension of Holland Avenue along the park edge to Holbrook Street allows new residential parcels to front the park open space, increase parcel values.

Odell Pedestrian Street

- Odell Street transforms and integrates the neighborhood park and Housing Authority.
- Provides space for neighborhood activities, such as outdoor market, events, neighborhood social gatherings.

This project proposes the annexation of the residential parcel at the intersection of Wilkesbarre and Wilson streets into the current LMHA Park, the extension of Holland Avenue to Holbrook Street and the closure of Odell Street in between Willmuth Avenue and the eastern border of the park to automotive traffic. Since this Implementation Strategy proposes the relocation of the Hamburg Turnpike/Odell Street intersection traffic light to Holbrook Street, this closure a feasible alteration of the network.

A Park Corner Plaza is a way to anchor the redevelopment of space and can provide a directory and access to the park. New residential parcels with park frontage on Holland Avenue and Holbrook Street are an incentive to move into the park and aid in the increase in parcel values.



Across the community the need for additional parks and recreation space for residents in the First Ward neighborhood is evident. Pocket parks can be instituted as a viable solution to redevelop the stream of vacant parcels that exist within the neighborhood. A pocket park is a small, outdoor space, usually approximately 1/4-acre, located in an urbanized area. These areas provide safe environments for surrounding community members to have a small event space, play areas for children, or an area to enjoy the outdoors.

By linking the entire First Ward neighborhood through park space and greenway connections, a greater sense of community and well-being will be established. With the development of a new community center and the establishment of a more accessible Smokes Creek Corridor (described in subsequent sections), the need for a connecting First Ward Neighborhood Park is necessary. The current Lackawanna Municipal Housing Authority (LMHA) park space on Odell Street will be enhanced. The following figure shows the existing conditions of the site.

Figure 9.12 & 9.13: *Community members participating in Lackawanna's first Pop up Park event*

2. New Multi-use Soccer Field

First Ward residents have expressed the need for additional soccer fields for their children to play in several organized leagues in the City. 31 South Street (otherwise known to the NYSDEC as “Lehigh Industrial Park Site” just north of CIR (see Figure 9.14 and 9.15), is owned by the Islamic Mosque, whom intends to use this site as a soccer field for residents. The DEC stipulates that this site only needs one foot of cover material to permit this parcel for recreational use. Following coverage, this site can then be striped to create an official soccer field for City residents to utilize.

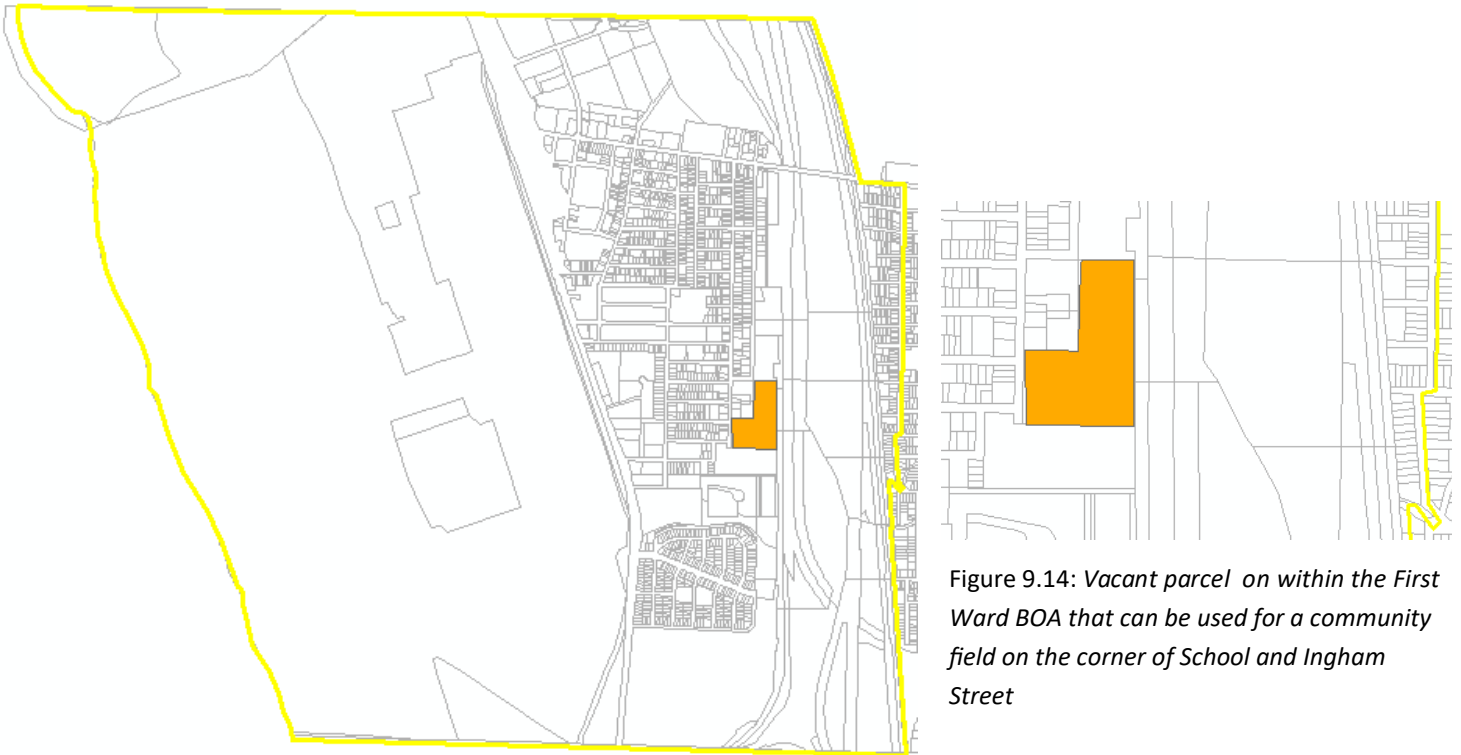


Figure 9.14: Vacant parcel on within the First Ward BOA that can be used for a community field on the corner of School and Ingham Street

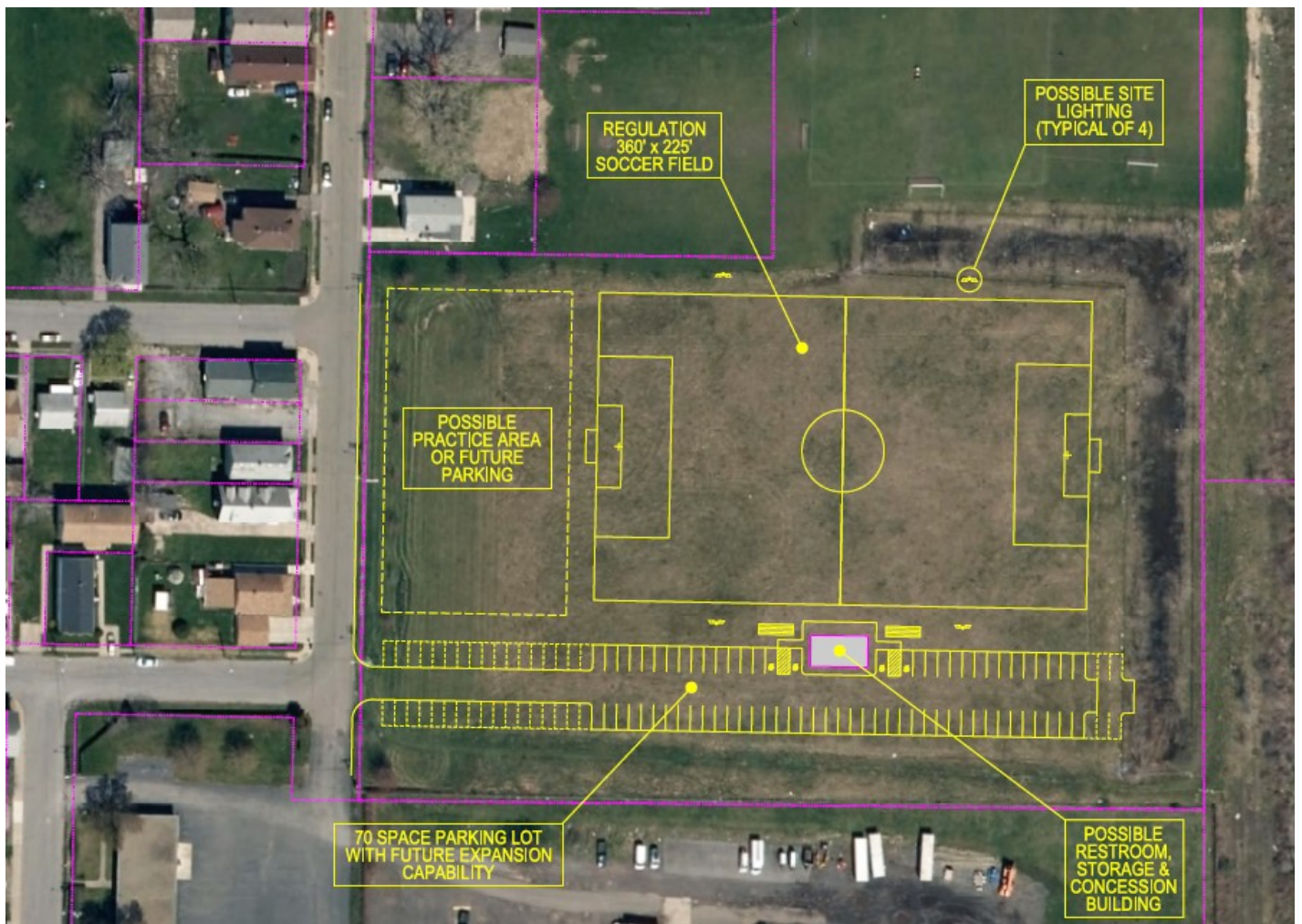


Figure 9.15: Potential usage for a First Ward Neighborhood soccer field

Concepts were created for the First Ward BOA on how to utilize this parcel as a multi-use field to its fullest extent. An itemized breakdown of all proposed improvements such as landscaping, fencing, paving, building, and utilities can be found in Appendix H.

3. Demolition of Hazardous Structures

Some structures within the First Ward neighborhood are in such a condition that they can be considered a threat to public safety. Structures that display disrepair and are at risk of collapse and debris falls or potential problems with rodents. The City should first work with property owners through code enforcement procedures to either repair or demolish these structures. A second option for the Lackawanna Municipal Housing Authority is to obtain U.S. Department of Housing and Urban Development grants for the demolition of severely distressed housing units. Properties identified as needing attention in the immediate future are:

- 35 Steelawanna Avenue
- 89 Holland Avenue

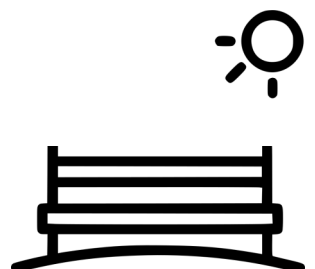
4. Encourage More Housing Infill through Various Programs

The First Ward neighborhood is overwhelmingly ridden with vacant properties, which contribute to instability of the neighborhood. The City of Lackawanna is also burdened with their ownership of a large number of vacant parcels since these properties are not contributing to tax revenue. There are a number of options the City has in obtaining private interest on these properties and incentivizing private investment dollars to redevelop these properties for residential development. These include:

- First time Home Buyers Program
- Rehabilitation Loans
- Community Development Block Grant Funds

In addition to obtaining outside interest in these properties, the City and the LCDC should advertise these programs to the residents of the First Ward. Many residents may not know about these programs and would benefit immensely. Homeownership instills pride within community members and develops the potential for block clubs as well as a strong sense of security.

Construction of new housing within the First Ward Neighborhood has been ongoing in recent years. If programs and housing continue to accelerate the First Ward Neighborhood and those residing within it will benefit immensely.



5. Redevelopment of 100 Dona Street



100 Dona Street, as previously discussed, was once the location of the Friendship House. The building which formerly operated as the Friendship House was recently dilapidated and a safety hazard for the community due to falling portions of the structure. Additionally, according to the Phase I/II ESA that was performed as part of this study, the structure contains hazardous asbestos and lead material as well as petroleum, SVOC and metal contamination on the site.

In 2016, the City of Lackawanna was awarded RestoreNY funds to demolish the hazardous building. This demolition took place in the summer of 2018. The demolition of the structure alone has potential to increase the quality of life within the First Ward neighborhood as well as remove a significant eyesore on the community.

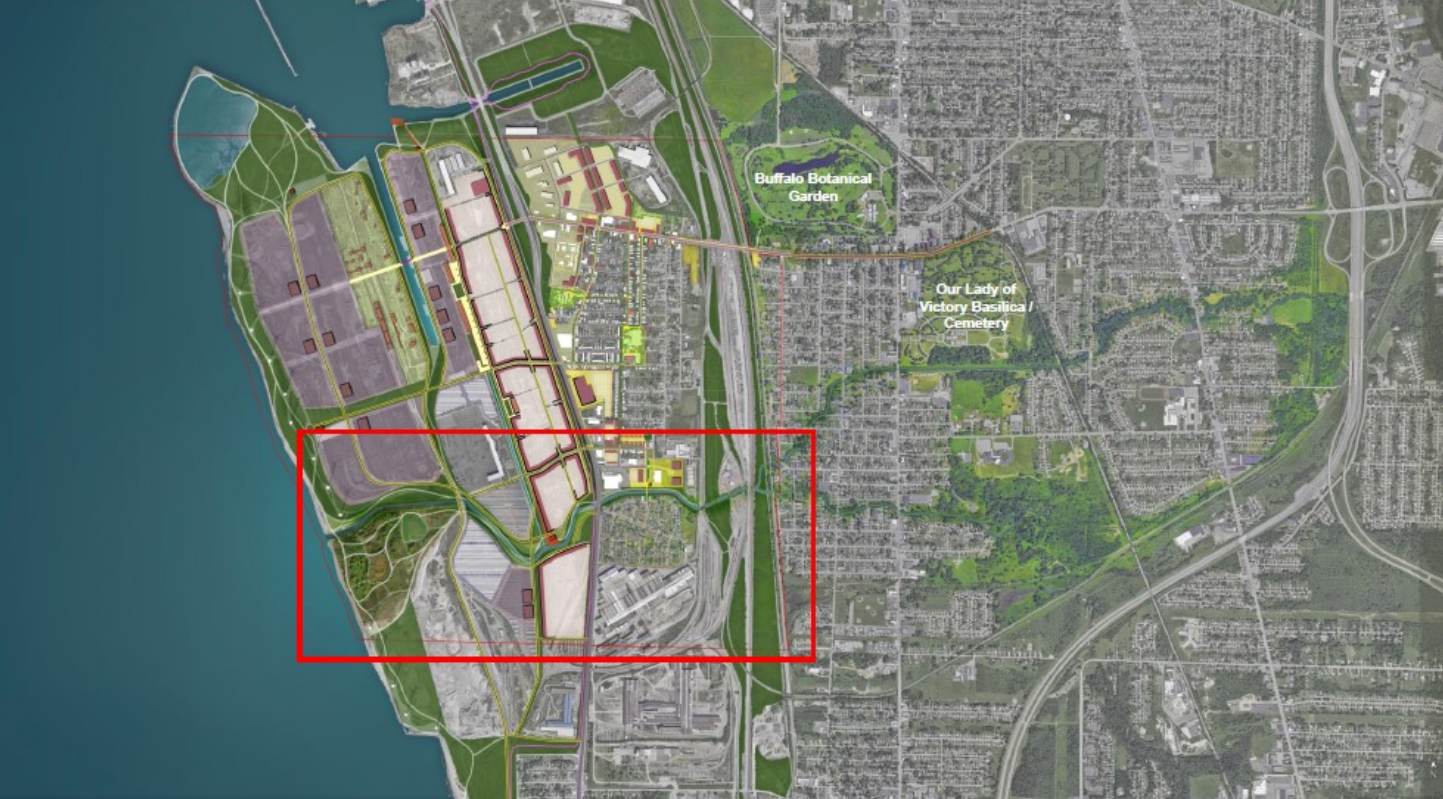
Based on the Phase II ESA conducted in 2016, contaminants on the property exist. This contamination suggests that the property may be eligible for remediation and redevelopment under the NYS BCP. The cleanup and redevelopment of this property would greatly improve the First Ward neighborhood and increase economic stability in the City of Lackawanna. Greater detail of the potential redevelopment is provided in Section 10 – Strategic Sites.

Smokes Creek Corridor

The recommended projects that follow will transform Smokes Creek into a recreational, economic and community resource to be enjoyed by all residents of the City of Lackawanna and the Western New York region. Projects will link the Smokes Creek Corridor to the regional trail system as well as provide incentive to work and reside within the area.

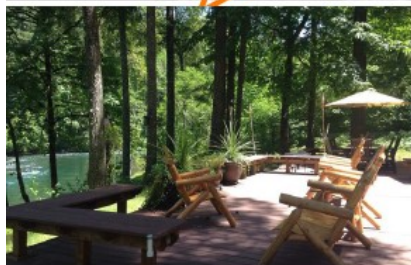
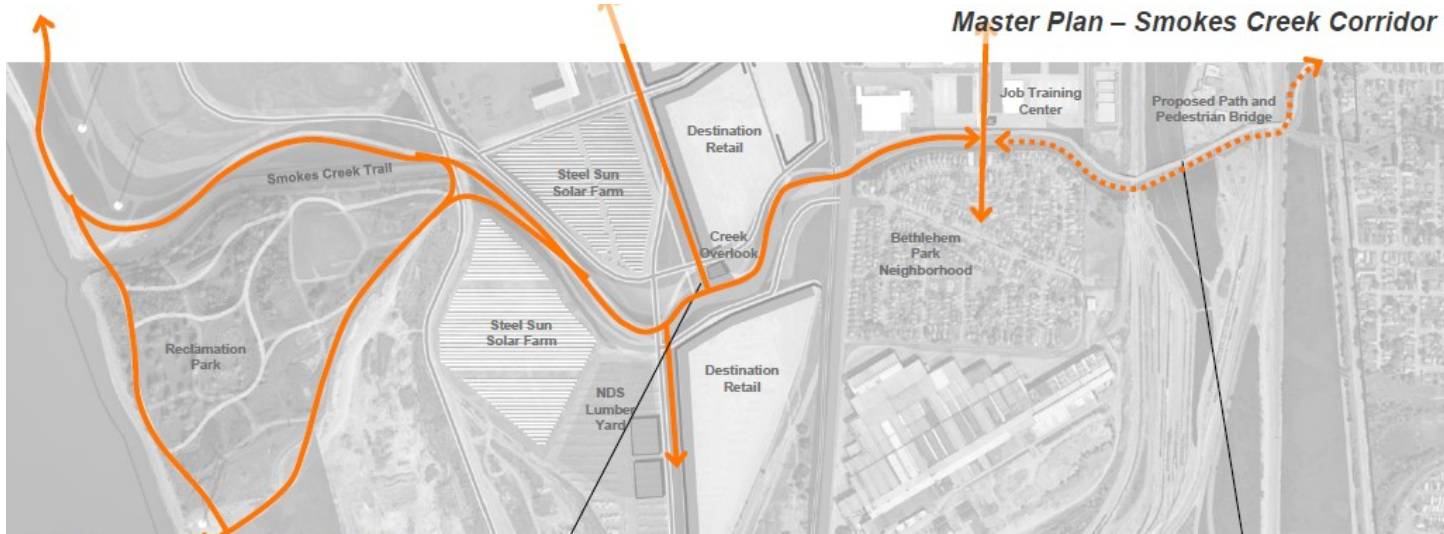


Master Plan – Smokes Creek Corridor



Master Plan – Smokes Creek Corridor





Creek Overlook

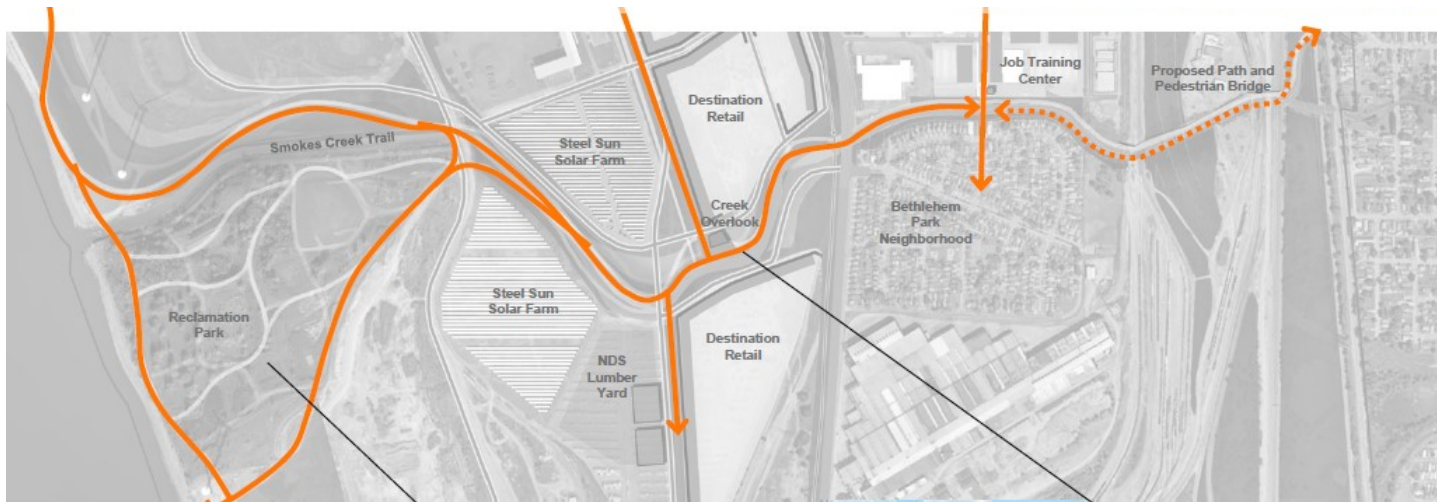
- Overlook provides space for sitting and connects to destination retail street.
- A small café, bike shack and Smokes Creek visitor information are located near the deck as a key node to support the creek recreational trail.



Pedestrian Bridge

- Simple bridge structure, crossing railroad tracks
- Ramps are provided for bike and wheelchair access

Multiple community enhancement installments along Smokes Creek Corridor can lead to big changes in environmental appreciation, stewardship and pride in natural resources. Key strategies along Smokes Creek have been chosen to connect community members and visitors back to the area due to not having access for many years. It is suggested that green infrastructure be used whenever possible along Smokes Creek Corridor to ensure the area remain as undisturbed as possible. Habitat restoration and creek remediation are suggested along with the strategies to attract tourism. Practices such as stream restoration, bio retention and flooding mitigation can help with overflow, runoff and maintaining biodiversity.



Reclamation Park

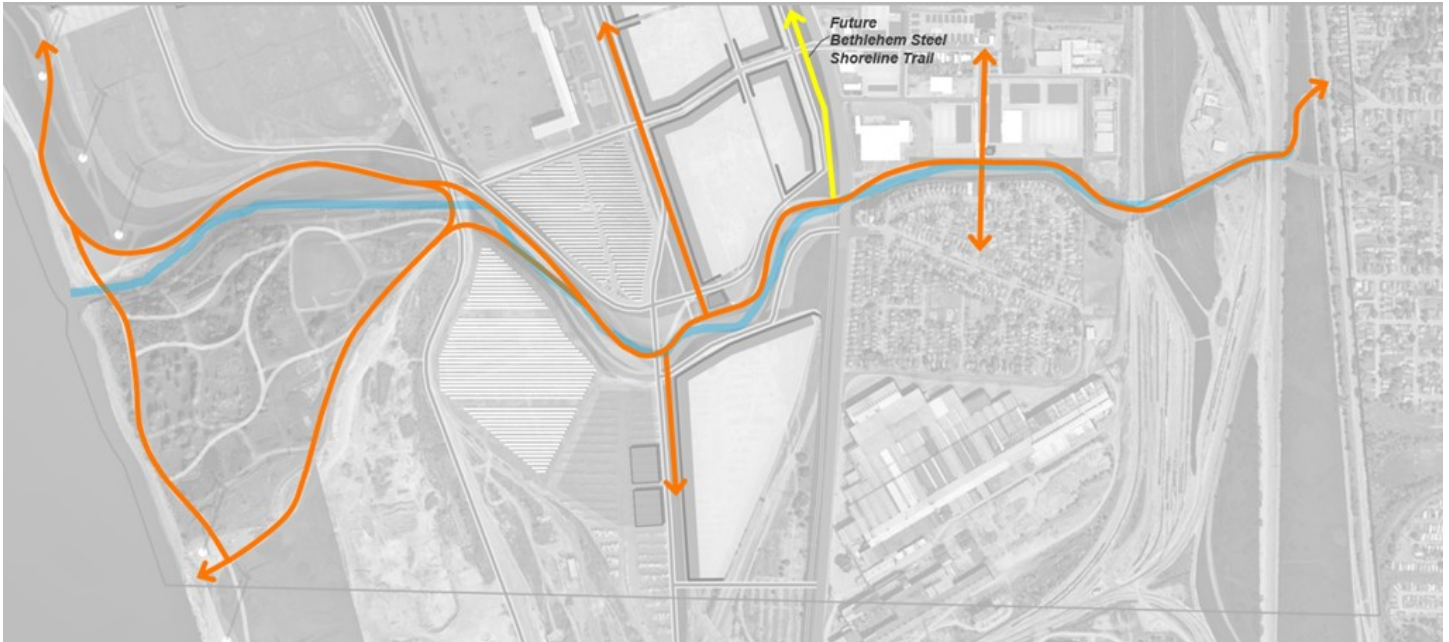
- Reclaim and clean up site hazardous waste to create and integrate wetland park with Smokes Creek corridor.
- Park provides educational trail for visitors to learn about restoring Smokes Creek storm water system and natural habitats.



Smokes Creek Restoration

- Restore pedestrian connection across the creek
- Promote native plantings along the creek to provide natural habitats
- Provide wetland plantings to clean water before discharging to Lake Erie
- Integrate path and bike trail with environmental education

1. Construct Multi-Use Trail along Smokes Creek



As discussed previously, despite common misconceptions, Lake Erie waterfront has never been publicly accessible due to private ownership and former steel operations. Smokes Creek access is also limited in the First Ward BOA due to almost half of the corridor located on the former Bethlehem Steel Site, as well.

An identified goal in the Step 2 Nomination Document was to create increased access to both waterfronts as well as improve recreational activities surrounding these natural resources. For this reason, a multi-use trail is an incredible opportunity to both connect residents to the water as well as open up land for public use.

The multi-use trail would extend from the railroad tracks on the eastern side of the First Ward BOA and extend east to the Lake Erie waterfront through the Smokes Creek Corridor. Toward the western side of the First Ward BOA, the multi-use trail would split to conform around the current location of the acid tar pits, giving access to this future 'Reclamation Park'. This multi-use trail would be similar to the future Bethlehem Steel Shoreline Trail in width and function.

2. Pedestrian Bridge Restoration

The condition of the Smokes Creek Bridge was a major community concern revealed during the BOA Process. This bridge lies in between Bethlehem Park and Alliance Drive. This bridge once connected the First Ward to the Second Ward (Bethlehem Park); however, has since been closed down (with barriers and fencing on the entryways of the bridge) impeding all access. The picture to the left depicts the current state of the Smokes Creek Bridge.

Additionally, A Street, which lies just to the north of the Smokes Creek Bridge currently terminates where the light manufacturing company, Alliance Drive Manufacturing, is located. This disconnection creates a hindrance of community members to access Smokes Creek.

This bridge and the surrounding area (see Figure 9.16) should be restored to allow pedestrian access to the Smokes Creek Corridor as well as connect the two neighborhoods north and south of the bridge. This will both encourage continued community interaction as well as provide recreational access.



Figure 9.16: Smokes Creek Bridge

Restoration activities include:

1. Connect A Street to Smokes Creek Bridge

In order to create a seamless connection of A Street to the Smokes Creek Bridge, 310 feet of pavement at 25 feet wide should be placed in the north-south directional.

2. Reopening of Smokes Creek Bridge

Smokes Creek Bridge is currently closed off to any type of access. Removing these fences and restoring the Bridge will be beneficial for the entire community.

The reopening of the Bridge will add even more connections throughout the area and once again connect people within the City of Lackawanna and First Ward to existing natural resources that have once been closed off or off limits to them.



3. Reclamation Park

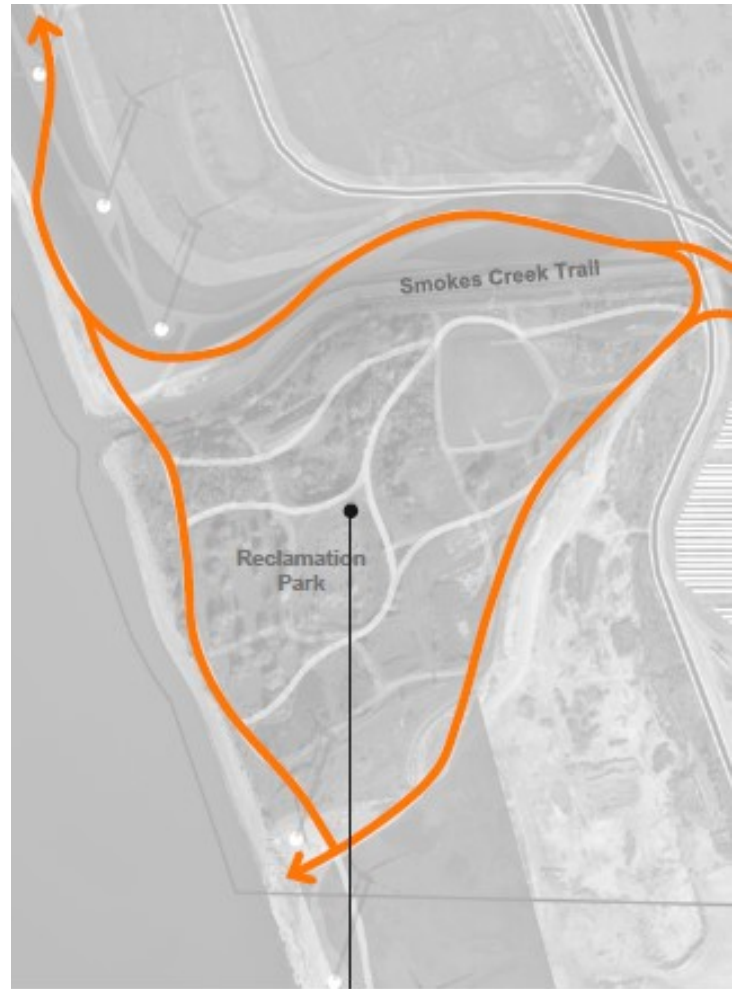
A new park can be implemented near the Lake Erie Waterfront as an educational trail for all ages. Environmental and history makers can be implemented throughout the park to continue connections with natural resources as well as tie in the former Bethlehem Steel Site and the history of the City of Lackawanna as a whole.

Reclamation Park will have trails throughout with an overall connection to Smokes Creek Trail. This park has opportunities to connect to the Bethlehem Steel Shoreline Trail as well as potential commercial development on the Hamburg Turnpike.

Since Reclamation Park is within the City of Lackawanna Limits and resides in the First Ward BOA, it drastically increases the percentage of land dedicated to green and open space. It was mentioned previously that the First Ward suffers from a low percentage of land dedicated to park space and this will fill that gap immensely.

When adding educational elements, the Park has the potential to be a hub for nearby Universities science programs within the City of Buffalo. It also can be a place for field trips for the City of Lackawanna and surrounding primary schools.

Examples of a Wetland Park and educational elements can be seen in Figures 9.17 and 9.18.



Reclamation Park



Figure 9.17 and 9.18: Examples of Wetlands Parks



4. Smokes Creek Restoration

Many efforts by the NYS DEC have been completed in recent years to maintain the environmental integrity of Smokes Creek. The lower reach of Smokes Creek, nearest Lake Erie, was dredged of sediment in 2009. Approximately 40,000 cubic yards of material was removed under this action as part of the NYSDEC cleanup of the adjacent former Bethlehem Steel Site. In 2015, Smokes Creek was dredged from Lake Erie, east to Wood Street, restoring this area to its former hydraulic capacity.

In order to ensure Smokes Creek maintains its ecological health, the City should partner with Buffalo Niagara Waterkeeper, a non-profit organization specializing in waterway restoration and overall health in the Buffalo-Niagara Region. The Buffalo Niagara Waterkeeper is involved in many restoration and aquatic habitat sustainability projects including the nearby Buffalo River. Not only can Waterkeeper help restoration efforts, but they are also innately involved with green infrastructure methods to mitigate flood risk and reduce stormwater flow.

Specifically, restoration activities that could be implemented include:

- Native plantings along the creek to provide natural habitats for land and water life
- Buffering around the stream corridor to mitigate land erosion
- Channel restoration

5. Smokes Creek Overlook

Smokes Creek is disconnected from the community in terms of recreational opportunities and enjoyment. A creek overlook along Smokes Creek's path could work to provide a designated spot for rest, fishing, and nature viewing. This overlook could be supplemented with historical and ecological information about the City of Lackawanna and Lake Erie to provide a fruitful visitor experience.

It is most practical for this overlook to be located on City-owned property. Near the eastern portion of the First Ward BOA, west of the railroad tracks, the City of Lackawanna owns land on both the northern and southern banks of Smokes Creek. There are two options for the creek overlook:

- a. Overlook on northern bank adjacent to Smokes Creek multi-use trail
- b. Overlook on southern bank on City-owned park connected to multi-use trail with a small pedestrian bridge across Smokes Creek

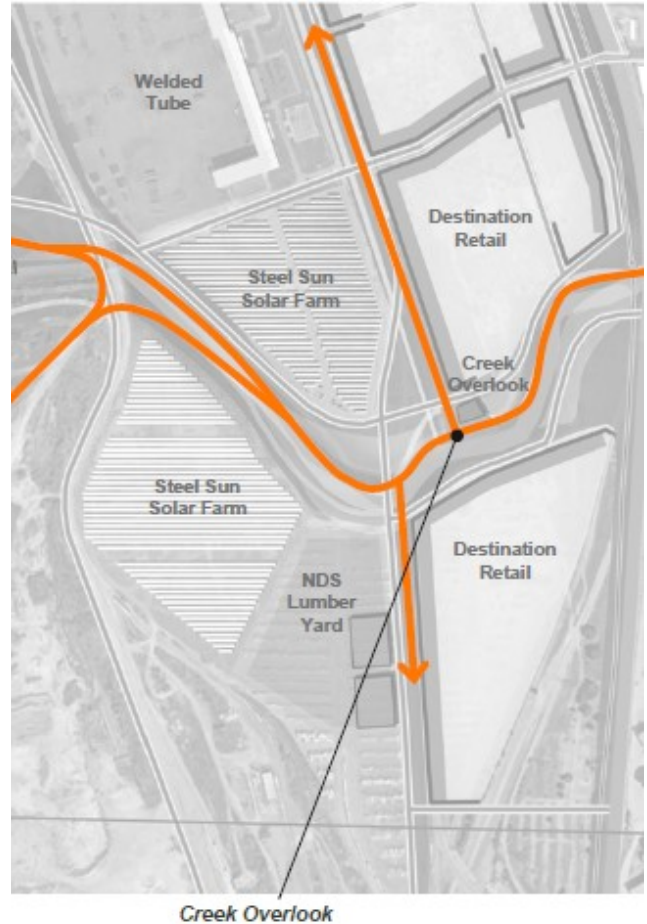


Figure 9.19: Creek Overlook example

1. Light Industrial and Workforce Development Center

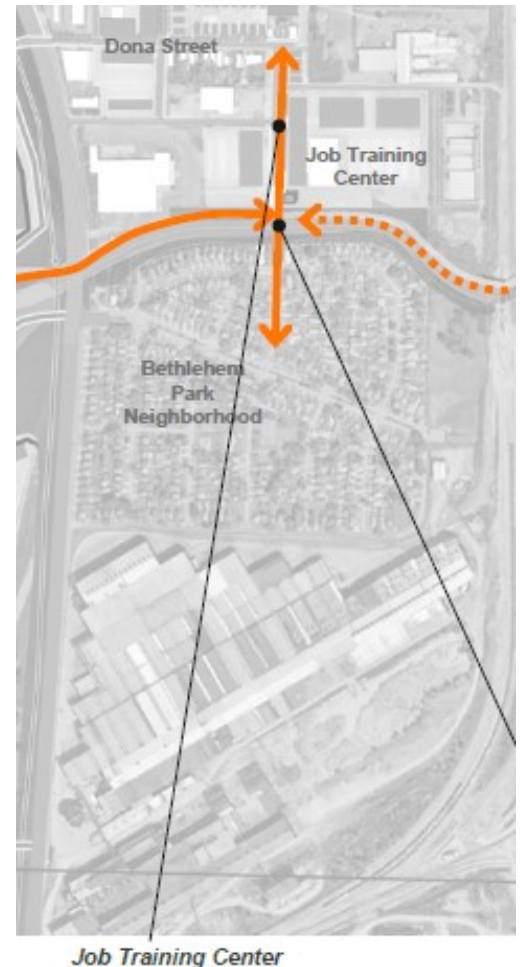


The property at Alliance drive is composed of seven parcels along Alliance Drive and A Street. The site is currently undeveloped and surrounds the recently redeveloped Alliance Innovative Manufacturing, a light manufacturing facility.

Throughout the BOA process and economic and market analysis, the highest and best use of the site would be for a combined workforce training center and light industrial use development. This development would include several separate buildings within the site to support resident workforce training as well as job creation. The three building development (one workforce training center and two light industrial/flex space buildings) would total approximately 50,000-square feet. Parking lots would also be constructed in conjunction with each building.

Since this development is in such close proximity to Smokes Creek, green infrastructure techniques and best management practices should be instituted in parking areas to reduce potential stormwater discharge from entering the creek corridor.

Details about the redevelopment strategy for this property is provided in Section 10.





Reinvestment Strategies

1. Recreational Program and Pedestrian Bridge

There are a number of Bethlehem Steel Reinvestment Strategies proposed to advance development of new sites and redevelopment of pre-existing structures. The above strategies have the capability to contribute in making the Bethlehem Steel site an active and valuable contributor to the First Ward and City of Lackawanna.

The Wetland and Recreational Program could tie into Reclamation Park located northwest of Smokes Creek. A rotating Pedestrian Bridge that provides a direct connection for pedestrians on Ridge Road enhances visitors and community members experience transitioning from an “urban main street” to an area that mixes both industrial and environmental elements.



- Waterfront Boat Deck
- Wetland / Recreational Program
- Wetland Park Trailhead / Parking
- Working Canal / Loading Area / Integrated with Public Recreational Path
- Rotating Pedestrian Bridge (Provides direct connection for Pedestrians from Ridge Road)
Cultural Plaza / Destination Retail Node
- Historic Steel Production Site / Integrated Recreational Programs
- Bethlehem Steel Site Open Space Network
- Zone 1 Service Road / Parking

2. Road Network



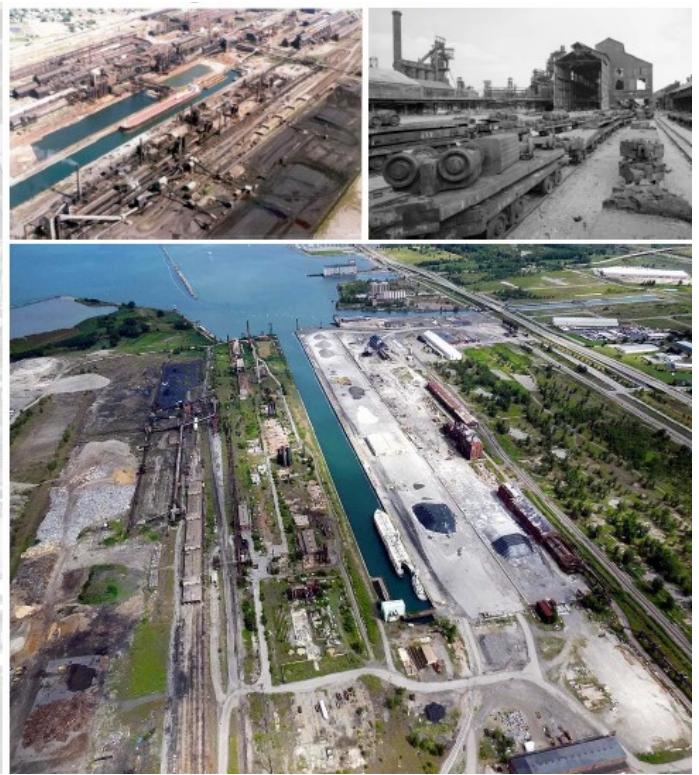
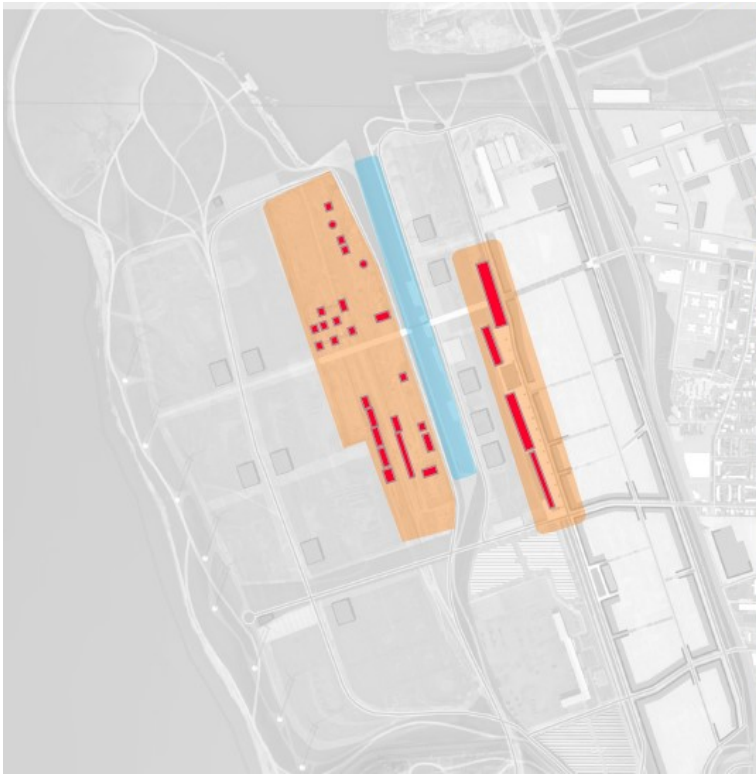
Bethlehem Steel Site Development Program

- Zone 1 700,00 – 900,000 sq ft Retail
- Zone 2 200,00 – 300,000 sq ft High Quality Industrial
- Zone 3 200,00 sq ft Warehousing
- Zone 4 100,00 sq ft Heavy Manufacturing (Solar / Wind Production)

The proposed strategy for the Bethlehem Steel site road network connects development program zones. Having connections between the different zones while taking new projects into consideration is essential for accessibility into the area. Currently, the former Bethlehem Steel site is not accessible and unfamiliar to much of the surrounding community. A new, easy to navigate road network clearly separating uses such as industrial, recreational and commercial will aid in a smoother implementation.

Master Plan – Existing Bethlehem Steel Industrial Structure





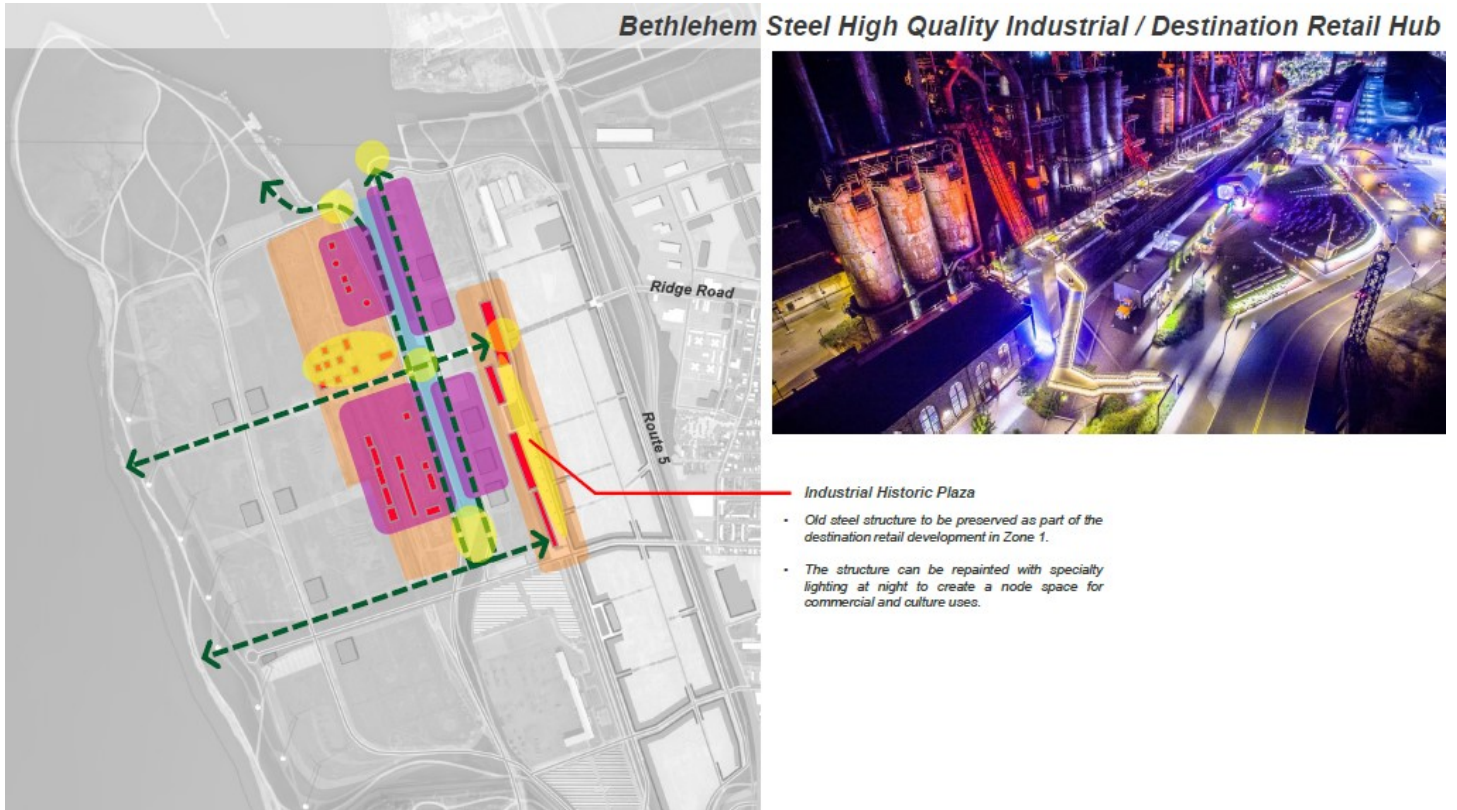
Existing Industrial Structure

- Existing industrial structures are mainly located around the deep water canal in Zone 2 (High Quality Industrial).
- New high quality industrial development could integrate the existing structure as part of the historic value of the site.
- Existing structure could be use as part of the open space and landscape elements to reinforce its unique historic site character.

3. Historic Production Site

Existing structures on the Bethlehem Steel site were located around the Deep Water Canal in Zone 2 for High Quality Industrial. New development of industrial structures could integrate the remaining infrastructure left from Bethlehem Steel operations and increase the historic and educational value of the site. Old industrial character would remain present in new operations and place-making techniques would be evident to create appeal and attractive frontages from both the waterfront and roadways.

4. Destination Retail Hub



With the future revitalization of the Bethlehem Steel site comes the expected drastic influx of people. With a rising permanent resident or commuter population, implementing a destination retail hub that fills the gaps in retail supply throughout the First Ward / City of Lackawanna is crucial to capture spending in the area and use economic activity to continue development of the area. To enhance a destination retail hub it is suggested that an industrial historic plaza accompany the area and act as a node space for both shopping and cultural uses. This creates another area for social capital, community building. The historic structure can be painted as well as use specialty lighting at night for wayfinding and act as an attractor to the area off of the Hamburg Turnpike and Ridge Road.

Key Takeaways:



Figure 9.20: City Hall located on Ridge Road



Figure 9.21: Construction on the Shoreline Trail through the Bethlehem Steel Site



Figure 9.22: Demolition of 100 Dona St. Former Friendship House



Figure 9.23: Smokes Creek

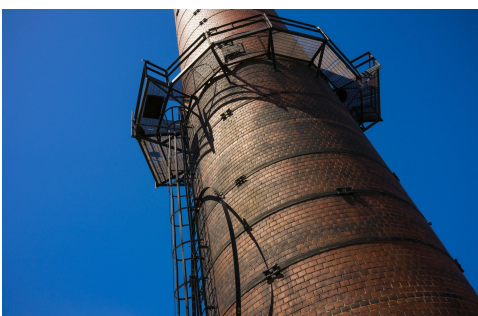


Figure 9.24: Industrial building located within the Bethlehem Redevelopment Area

Ridge Road Corridor

- Transportation and streetscape enhancements
- Revamped crosswalks
- Place-making initiatives
- Potential designated Historic District

Hamburg Turnpike Corridor

- Streetscape enhancements
- Gateway improvements
- Addition of Shoreline Trail and Trailhead
- Ridge Road and Hamburg Turnpike underpass upgrade
- Albright Court redevelopment

First Ward Neighborhood

- Pocket Parks and new Greenway connections
- New multi-use soccer field
- Demolition of hazardous structures
- Infill housing

Smokes Creek Corridor

- Multi-use recreational trail with the addition of an overlook
- Pedestrian bridge restoration
- Workforce development center with green infrastructure

Bethlehem Steel Investment

- Road networks to connect mixed uses
- Retail hub for new influx of population
- Rotating Pedestrian Bridge to continue Ridge Road main street
- Include a historic production site using pre-existing structures emphasizing the history of the area

11.0 Strategic Sites

11.0 Strategic Sites

During the Step 2 Nomination Document, nine strategic sites were identified. Due to changes in ownership and use of some parcels, some of these sites have been eliminated as well as added. For this Implementation Strategy, there are a total of 12 strategic sites in total to spur economic development within the First Ward BOA (see locations in Figure 10.1) The majority of these sites are owned by the City of Lackawanna; therefore, site redevelopment is able to be more guided and controlled.

The identified sites can anchor future development efforts and are the key parcels necessary for the overall redevelopment plan to be completed efficiently. These sites were identified as focus sites because they are strategically located, have high capacity for redevelopment, can catalyze additional economic investment, and have particular historical uses that indicate significant chance of environmental contamination for future involvement in the NYS BCP.

The following conceptual plans for each of the strategic sites represent potential development plans that fit into the overall vision for redevelopment. These ideas are not representative of actual commitment for development; however, showcases the potential for a particular site. Each proposed plan is subject to further investigation and design based on future market demands.

Figure 10.1: Twelve Strategic Sites that have potential to catalyze development within the First Ward BOA



Preferred Strategic Site Redevelopment

The following Table summarizes the strategic sites and related information including address, size in acres, ownership and assessed value:

Table 10.1: Strategic Sites within the First Ward BOA to catalyze development

Site	Site Name	Address	Acres	Owner	Assessed Value
1	150-170 Ridge Road	150-170 Ridge Road	1.76	City of Lackawanna and Richard A. Root	\$ 233,900
2	Steelawanna #2	0 N. Steelawanna Avenue	6.3	City of Lackawanna	\$ 126,000
3	Former Friendship House - Ridge Road	264 Ridge Road	2.5	City of Lackawanna	\$ 250,000
4	229-231 Ridge Road	229-231 Ridge Road	1.7	City of Lackawanna	\$ 10,000
5	303-305 Ridge Road	303-305 Ridge Road	0.15	City of Lackawanna	\$ 49,100
6	333-335 Ridge Road	333-335 Ridge Road	3.33	Lois Fadale	\$ 48,700
7	469-477 Ridge Road	469-477 Ridge Road	0.83	City of Lackawanna, Quality Furniture for Less Inc.	\$ 70,000
8	Mill Street Property	0 Gates Avenue	4.68	LCDC	\$ 11,300
9	2290 Hamburg Turnpike	2290 Hamburg Turnpike	0.46	City of Lackawanna	\$ 36,400
10	Albright Court Property	0 Willmuth Rear, 2380-2502 Hamburg Turnpike	13.22	City of Lackawanna, Ellicott Lodging Inc, Lakeview Development Group Inc, 2424 Hamburg Turnpike LLC, FTS Development LLC	\$ 620,800
11	Former Friendship House - Dona Street	100 Dona Street	2.2	City of Lackawanna	\$ 31,600
12	Alliance Drive	0 Alliance Drive	11	City of Lackawanna	\$ 455,000

Redevelopment of the strategic sites are expected to spur economic growth and catalyze future development. A comparative analysis of redevelopment of the highest priority strategic sites within the First Ward BOA has been conducted. Sites analyzed with a cost-benefit scenario are expected to create the most catalytic economic benefits within the First Ward BOA. Based on the future land use plan and information available, specific future development uses for each strategic site has been identified and is explained in the subsequent sections.

DEVELOPMENT SITE

150 - 170 Ridge Road, Lackawanna, Erie County, NY

For More Information, Contact:
Drew Shapiro, Director of Development
714 Ridge Road
Lackawanna, NY 14218
(716) 827-6421
development@lackny.com



This site is well suited for a small format grocery store due to its location along Ridge Road, urban setback from the street and concentration of residential neighborhoods within close proximity. It is also located conveniently near Hamburg Turnpike.

SBL: 141.07-3-16.1, 141.07-3-16.2, 141.07-3-18, 141.07-3-28.1
Size: 1.76 acres
Owner: Richard A Root and City of Lackawanna
Current Use: Commercial—Root Inc.
Total Assessment: \$233,900
Zoning: Industrial

Previous Owners: Richard A. Root and City of Lackawanna
Adjacent Uses: Industrial (north), Commercial (east, south, west)
Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority
Site Access: Steelawanna Avenue and Ridge Road
Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA.
Environmental/Land Use History: According to the 1927 Sanborn Map, the property was formerly a filling station (on the western side) with 8 gasoline storage tanks. Additionally, the eastern portion of the property was used for a paint and varnish shop as well as a movie theater, restaurant and store.
Known/Suspected Contaminants: Petroleum contamination suspected
Use Potential: Site could be redeveloped into a mixed use building supporting residential and retail needs.

Cost-Benefit Scenario

This site is composed of four parcels along Ridge Road. Based on the economic and market analysis conducted throughout this study and the existing conditions in the area, this site is an ideal location for a larger grocery store for the First Ward neighborhood and the City of Lackawanna. There are currently no large format grocery stores within the City of Lackawanna, other than the specialty Halal Market on Ridge Road; all other grocery stores are either within the City of Buffalo to the north or the Town of Hamburg to the south.

The Leakage/Surplus Factor conducted for the City of Lackawanna revealed a gap in the demand and supply for grocery stores within the area. This means that there is an insufficient supply of grocery stores within the City of Lackawanna to support resident demand. Currently, residents of the local retail trade area are buying products outside of the trade area because their demands are not being met by retail options within the trade area.

According to the National Grocers Association, independent retail supermarkets play a vital role in the communities they serve and are a major contributor to the economy. In the New York 27th congressional district there are 42 retail stores that \$197.98 million in annual sales, which create 2,243 stable and reliable jobs. Grocers and wholesalers generate major tax revenues for state and local taxes with \$1.46 billion contribution in total taxes.

A 25,000-square foot supermarket will generate approximately 25 to 40 jobs and increase tax revenue for both the City of Lackawanna and New York State. Supermarket investment on Ridge Road would increase economic activity in the community, increase access to healthy and higher quality foods, and improve overall attractiveness of Ridge Road and the First Ward neighborhood. According to a Reinvestment Brief by the TRF Fund, residents are willing to pay higher real estate taxes for convenient access to supermarkets less than a 10 -minute drive.

The site is well suited for a grocery store due to its location on Ridge road, urban setback from the street with developed parking behind the building, and concentration of residential neighborhoods within close proximity. In order to develop this site into a grocery store, either adaptive reuse or demolition of the existing building will need to take place. The approximate costs of development are described in the table below. The total costs of site redevelopment would be approximately \$4,120,000 (see Figure 10.2).

Table 10.2: Development site characteristics for potential Ridge Road grocery store

GROCERY STORE

Site Characteristics		Development Cost Assumptions	
Suitable Location:	<ul style="list-style-type: none"> North side of Ridge Road, West of Steelawanna Avenue. Includes: 150 Ridge Road (SBL 141.07-3-28.1), 156 Ridge Road (SBL 141.07-3-18). 	Land Acquisition:	\$150,000
Lot Size:	1.325 Acres (57,717 gsf)	Hard Cost:	\$3,444,000 (including demolition)
Existing Use:	25,200 gsf GM Root building; Not highest and best use for high-volume commercial corridor.	*Soft Costs:	<u>\$676,000</u>
Proposed Use:	25,000 gsf locally-serving grocery store	Total Costs:	\$4,120,000
		Taxes:	\$30,000 over a 2-year construction period.
		Tenant Improvements:	\$250,000
*Soft costs include 5% contingency, interest expense, and TIA.			
Operating Assumptions		Return Parameters [†]	
Rent:	\$17/sf/year or \$425,000 annually	Cost/Cash: (income on total cost)	7.2%
Taxes:	\$46,250 annually	Cash/Cash: (income on equity)	20.5%
Net Operating Income (NOI):	\$296,000	Incentives:	(1) City to provide zero interest 15-year loan for cost of acquisition. (2) Developer to obtain low-interest (3%) construction loan. Potentially NY Healthy Foods Fund. (3) Developer to obtain low-interest (2%) permanent financing. (4) City to provide tax abatement for construction period.
[†] First stabilized year			

The site is currently equipped with all necessary infrastructure, including sewer, water, gas and electric, and there are no expected upgrades necessary for construction. Site access for the grocery store may need to be enhanced along Ridge Road. Environmental conditions of the site are unknown; however, the site could undergo a Phase I and Phase II Environmental Site Assessment. Due to the conduction of environmental assessments within the vicinity of the site, it is assumed that the site could be part of the NYS BCP and receive tax credits for remediation and development costs.

Figure 10.4: Ridge Road grocery store rendering



Actionable Plan for Redevelopment:

Pre-Development:

- Attract new buyer for property
- Contact potential local business organizations for business tenants
- Conduct Phase I and Phase II Environmental Site Assessment to determine potential participation in the NYS BCP
- Apply for rezoning of property from Industrial to Neighborhood Residential
- Obtain City of Lackawanna Site Plan Approval for development
- Refine site plan to development needs, if necessary

Construction:

- Arrange financing structure for construction
- Construct building

DEVELOPMENT SITE

Steelawanna Avenue, Lackawanna, Erie County, NY

For More Information, Contact:
Drew Shapiro, Director of Development
714 Ridge Road
Lackawanna, NY 14218
(716) 827-6421
development@lackny.com



This site is conveniently located on Ridge Road in the City of Lackawanna directly off of Hamburg Turnpike. With easy access to Lakeside Commerce Park in the City of Buffalo, this site is a prime development parcel fit for commercial or industrial use. This parcel is currently undeveloped and within the First Ward Lackawanna Brownfield Opportunity Area, which is funded through New York Department of State.

SBL: 141.08-1-13.111

Size: 6.3 acres

Owner: City of Lackawanna

Current Use: Vacant Industrial

Total Assessment: \$126,600

Zoning: Industrial

Previous Owners: City of Lackawanna

Adjacent Uses: Industrial (North and West), Commercial and Vacant (South), Vacant (East)

Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority

Site Access: Ridge Road, Steelawanna Avenue, Commerce Drive

Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA

Environmental/Land Use History: According to historical aerial photographs, the site was used for storage of an unknown material associated with industrial use.

Known/Suspected Contaminants: SVOC and metal contamination is present on site exceeding NYSDEC soil cleanup objectives and is therefore BCP eligible

Use Potential: Business Park Development with multiple access points

Cost-Benefit Scenario

This site is comprised of one vacant six-acre parcel located on Steelawanna Avenue, owned by the City of Lackawanna. This site is adjacent to “Steelawanna Business Park” to the north and west, which contains Quikrete Concrete Company, Iroquois Bar Corporation, Western New Foreign Trade, Marotta’s Truck Repair and two vacant warehouse buildings. Lakeside Commerce Park, located in Buffalo, lies to the north of the site as well. Lakeside Commerce Park is a newly developed “smart growth” urban commerce park on reclaimed waterfront land, with multi-modal transportation opportunities, such as a ship canal. The site connects to this industrial park through Hanna Drive; however, improvements to this connection should be made.

This site is in a highly strategic location, close proximity to Hamburg Turnpike and Interstate-190, site access through both the City of Buffalo and City of Lackawanna, connectivity to Lakeside Commerce Park, and close proximity to CSX rail service. A new business park will be supported with the coming light industrial development on the former Bethlehem Steel site due to the increase in trafficked areas.

For these reasons and the position of the site within a business park, the highest and best use of the site would be to develop this parcel into additional business park-type uses. Business-type uses of this property would include a density of multiple business offices in close proximity to one another. Additionally, the business park would be serviced with ample parking space to allow flexibility for customers and business owners.

Business parks offer immense benefits and advantages. Some of these include that these types of facilities can offer accommodation for larger companies, they can be used by customers to do several related activities (such as file tax returns, conduct real estate transactions, conduct banking, etc), and provide cheaper rents compared to individually standing businesses.

A Phase I/II ESA was conducted on this site in 2017. During this assessment, it was revealed that the site contains SVOC and metal contamination above Restricted Residential Use SCOs and Industrial Use SCOs. Due to the shallow depth of contamination within the fill and SVOC contamination within the surface soil, exposure to impacted soil is likely if any site improvement is conducted. Since the analytical results for soil on the site are above NYS SCOs for Industrial Use, the site appears to be eligible for cleanup and redevelopment under the NYS BCP.

The site is owned by the City of Lackawanna and serviced by the Erie County Water Authority and Erie County Sewer District 6. Improvements would need to be made to the property including remediation of the site. It is recommended that the site participate in the NYS BCP to obtain any tax credits for remediation and tangible development on the property.

The business park will be comprised of three buildings totaling approximately 100,000-square feet, equipped with parking areas and landscaping (See Figure 10.5).

Figure 10.5: *Steelawanna Avenue Business Park rendering*



DEVELOPMENT SITE

264 Ridge Road, Lackawanna, Erie County, NY

For More Information, Contact:
Drew Shapiro, Director of Development
714 Ridge Road
Lackawanna, NY 14218
(716) 827-6421
development@lackny.com



This site was formerly the Friendship House of WNY. This site is located on Ridge Road just off of the Hamburg Turnpike. A Phase II Environmental Site Assessment was conducted on the site in 2009 and revealed low concentrations of contaminants within the soil samples. No remediation was recommended in this assessment. The parcel is undeveloped and prime for retail and commercial development to suit community needs.

SBL: 141.08-2-9

Size: 2.50 acres

Owner: City of Lackawanna

Current Use: Vacant Land

Total Assessment: \$250,000

Zoning: Industrial

Previous Owners: Presbyterian Church of WNY, Friendship House of WNY and Erie Tax Certificate Corporation

Adjacent Uses: Industrial (North), Vacant and Residential (East and South), Vacant (West)

Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority

Site Access: Ridge Road

Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA

Environmental/Land Use History: The site historically contained a hospital. The Friendship House of WNY previously occupied the site and contained a community center. A Phase II ESA was conducted in 2009 and revealed low PAHs in soil samples, no groundwater contamination and lead/asbestos within the building. The building has since been demolished.

Known/Suspected Contaminants: SVOCs present in surface soil above NYSDEC soil cleanup objectives and is therefore BCP eligible.

Use Potential: Mixed use retail containing community amenities such as a market, barber shop, coffee shop with apartments on upper levels. Site should be developed to conform to existing building setbacks in the area and assist in the creation of a neighborhood 'Main Street'.

Cost Benefit Scenario

The Former Friendship House was located on Ridge Road, which is one of the most traversed roads in the City of Lackawanna, and the only east-west corridor that transects the City, making its location highly accessible to both residents and commuters. Additionally, this parcel of land is in close proximity to the residential neighborhood of the First Ward, is owned by the City of Lackawanna, and is of ample parcel size, deeming it ripe for development.

This site was formerly the location of the Friendship House, which closed its doors in 1997. This community center enhanced the quality of life within the First Ward neighborhood by providing social services to address the needs of the entire Lackawanna community. Through conversations with the public, since the closure of the Friendship House, the current residents of the City of Lackawanna have been experiencing difficulty with obtaining social services and a recreational output for both young and adolescent children.

There is a heightened need for specialized services within the First Ward neighborhood including financial literacy classes for primarily foreign-born residents, as well as human services and recreational options. According to the University at Buffalo Regional Institute and the Mobile Safety-Net Team, gaps in public services within the First Ward neighborhood include grocery stores, affordable food, and specialty health services, after-school programs for youth, affordable and flexible transportation, and effective information channels.

A new community center in conjunction with service stores (such as grocery stores, coffee shops, barber shops, etc.) will work to narrow the gap in public services within the City of Lackawanna.

The community center would be equipped with classrooms for after-school programming for youth, ESL classes, continued education for adults, financial literacy classes, cultural exchange center, gathering place for youth, and recreational facility.

This community/retail center would also be supported with the increase of residential units currently under construction to the adjacent west of 264 Ridge Road. Ridgeway Commons is planned to be a 32-unit apartment complex on Ridge Road. This complex will increase the residential density and activity along this corridor.

For these reasons, the Former Friendship House is an ideal location for a mixed-use community and retail center (of up to three outlets). This entirety of the building will be approximately 20,000-square feet; 10,000-square feet dedicated to the community center and 10,000-square feet dedicated to five retail outlets (about 2,000-square feet each). This center will provide up to 40 jobs within the First Ward neighborhood and enhance the quality of life by bringing increased vitality to the neighborhood. Residents will be inclined to spend money at this location due to its convenience and easy accessibility for everyday needs.

This facility will likely remain City owned property and be operated in part by a non-profit entity as well as private business owners for the individual shops. The table below lays out the approximate costs for construction and financing of the community/retail center. Overall, this facility would cost approximately \$3,900,000 to construct; however, funding opportunities for assistance with construction and operation costs are available (See figure 10.6)

Figure 10.6: Development site characteristics for potential Ridge Road community facility

COMMUNITY FACILITY																																																
Site Characteristics <table border="1"> <tr> <td>Suitable Location:</td> <td> <ul style="list-style-type: none"> Former Friendship House Site; North side of Ridge Road, west of Fairview Avenue Includes: 264 Ridge Road (SBL 141.08-2-9)* </td> </tr> <tr> <td>Lot Size:</td> <td>5.04 Acres (219,450 gsf)</td> </tr> <tr> <td>Existing Use:</td> <td>Vacant</td> </tr> <tr> <td>Proposed Use:</td> <td>20,000 gsf community facility with expansive outdoor recreation facilities.</td> </tr> </table> <p>*City-owned property</p>		Suitable Location:	<ul style="list-style-type: none"> Former Friendship House Site; North side of Ridge Road, west of Fairview Avenue Includes: 264 Ridge Road (SBL 141.08-2-9)* 	Lot Size:	5.04 Acres (219,450 gsf)	Existing Use:	Vacant	Proposed Use:	20,000 gsf community facility with expansive outdoor recreation facilities.	Development Cost Assumptions <table border="1"> <tr> <td>Land Acquisition:</td> <td>City-owned site City to develop site .</td> </tr> <tr> <td>Hard Cost:</td> <td>\$3,545,000</td> </tr> <tr> <td>Soft Costs:</td> <td><u>\$345,000</u></td> </tr> <tr> <td>Total Costs:</td> <td>\$3,900,000</td> </tr> <tr> <td>Grant (equity):</td> <td>\$780,000 (Grant to cover 20% of development costs)</td> </tr> <tr> <td>Financing:</td> <td>\$3,120,000</td> </tr> </table>	Land Acquisition:	City-owned site City to develop site .	Hard Cost:	\$3,545,000	Soft Costs:	<u>\$345,000</u>	Total Costs:	\$3,900,000	Grant (equity):	\$780,000 (Grant to cover 20% of development costs)	Financing:	\$3,120,000																										
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Total Costs:	\$3,900,000																																															
Grant (equity):	\$780,000 (Grant to cover 20% of development costs)																																															
Financing:	\$3,120,000																																															
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The site is currently equipped with all necessary infrastructure, including sewer, water, gas and electric, and there are no expected upgrades necessary for construction.

Figure 10.7: Ridge Road community facility rendering



Actionable Plan for Redevelopment:

Pre-Development:

- Contact potential retail outlets/local business organizations for business tenants
- Apply for NYS and federal grants for development and operations of center
- Obtain Lackawanna Community Development Corporation (as a non-profit entity) to act as the operator of the community/retail center
- Refine site plan to development needs, if necessary
- Apply for rezoning of property from Industrial to Neighborhood Residential
- Obtain City of Lackawanna Site Plan Approval for development

Construction:

- Arrange financing structure for construction
- Construct Building

DEVELOPMENT SITE

229 - 231 Ridge Road, Lackawanna, Erie County, NY

For More Information, Contact:
Drew Shapiro, Director of Development
714 Ridge Road
Lackawanna, NY 14218
(716) 827-6421
development@lackny.com



This site is on the southern side of Ridge Road across from the former Friendship House. It is comprised of two parcels both owned by the City of Lackawanna. This site has direct access from the Ridge Road Corridor.

SBL: 141.43-7-2 and 141.43-7-3

Size: 1.7 acres

Owner: City of Lackawanna

Current Use: Vacant Commercial Land

Total Assessment: \$10,000

Zoning: Neighborhood Commercial

Previous Owners: Unknown

Adjacent Uses: Vacant (north), Commercial (east and west), Residential (south)

Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority

Site Access: Ridge Road

Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA

Environmental/Land Use History: This site was formerly the location of a family movie theatre and later the Lackawanna Welfare Assistance. No environmental history is known about the site.

Known/Suspected Contaminants: Unknown.

Use Potential: Retail or mixed use development with parking in rear of building

This site is comprised of two parcels, totaling approximately 1.7 acres, along Ridge Road across from the former Friendship House. These parcels are owned by the City of Lackawanna and zoned Mixed Residential. This site has direct access to the Ridge Road Corridor, which makes this space an ideal location for a mixed-use retail and residential development.

The retail outlets within the City of Lackawanna are few and far between. There are several local convenience stores and quick-service restaurants. As determined in the economic and market analysis, there is sufficient demand for locally-service retail uses for services including laundromats, banks, doctor's offices, among others. Since a low number of residents have access to a car for transport, businesses within walking distance of the First Ward neighborhood would be well supported.

Additionally, second-story apartments will add to the character of the neighborhood as well as provide First Ward residents with a greater variety of housing options. For residents whom cannot afford the predominant single-family home in the First Ward but make more income than allows them to qualify for affordable housing (such as will be provided by Ridgeway Commons across the street), apartments located on Ridge Road could begin to narrow this housing gap. Overall, this type of mixed-use development with retail components on the first floor coupled with apartment dwellings on the second floor would address a multitude of housing and business issues in the First Ward BOA and would be a catalyst for future development.

A mixed-use development on Ridge Road on this property would begin to fill in the gaps between buildings, making Ridge Road more attractive to commercial businesses and pedestrians. Additionally, this introduction of a mix of uses maximizes the existing infrastructure, reinforces the pedestrian-scale environment, and supports dense, compact development (See Figure 10.8).

Figure 10.8: Ridge Road mixed-use building rendering



Figure 10.9: Ridge Road mixed-use building rendering



DEVELOPMENT SITE

303 - 305 Ridge Road, Lackawanna, Erie County, NY

For More Information, Contact:
Drew Shapiro, Director of Development
714 Ridge Road
Lackawanna, NY 14218
(716) 827-6421
development@lackny.com



This site is on the southern side of Ridge Road. It is currently vacant and may have been associated with the building to the east in the past. This property can be tailored to retail or mixed use development for community service's needs.

SBL: 141.44-4-1.2, 141.44-4-2

Size: 0.15 acres

Owner: City of Lackawanna, PA Seven LLC

Current Use: Vacant Commercial Land

Total Assessment: \$49,100

Zoning: Neighborhood Commercial

Previous Owners: Anthony Fruci, Fruci Apartments, First Lady Holdings, Eva and Ichak Fisch, Gelt Group LLC

Adjacent Uses: Commercial (west, east, north), Residential (south)

Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority

Site Access: Ridge Road, Ingham Avenue

Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA

Environmental/Land Use History: This site was formerly the location of a saloon in 1915, a store in 1927 and later listed as an undertaker building. The site is currently vacant.

Known/Suspected Contaminants: No known contamination.

Use Potential: This site could be a prime location for retail development tied into the vacant building to the east.

This site is comprised of two parcels, totaling approximately 0.15 acres, on the corner of Ridge Road and Ingham Avenue. The site contains one vacant lot in association with a vacant, derelict building. Since this site lies along Ridge Road in a commercial corridor, the best suited use for this site would be a small scale retail development to service community needs.

The current building is an eyesore for the community; therefore, every effort to demolish the building should take place. Restructure of the retail building should be setback to Ridge Road with a few parking spaces behind. Due to the proximity of the residential neighborhood and walkability of the area, the retail component would demand few parking spaces. Additionally, based on the contamination of the properties near this site, the site should undergo environmental assessment to determine eligibility for the NYS BCP.

DEVELOPMENT SITE

333-355 Ridge Road, Lackawanna, Erie County, NY

For More Information, Contact:
Drew Shapiro, Director of Development
714 Ridge Road
Lackawanna, NY 14218
(716) 827-6421
development@lackny.com



This site is comprised of three parcels on the southwest corner of the Ridge Road Bridge. This site does not contain frontage along Ridge Road; however, it is located in close proximity to Hamburg Turnpike. This site was historically used as a lumberyard in the 1920s, therefore, there is suspected contamination of the property. If assessed, this property has a high likelihood of participation in the NYS BCP.

SBL: 141.44-5-1, 141.44-5-2 and 141.44-5-3

Size: 3.3 acres

Owner: Lois Fadale

Current Use: Commercial (Automotive Repair Shop)

Total Assessment: \$48,700

Zoning: Mixed Residential

Previous Owners: Elizabeth Zoladz, 343 Ridge Road Inc, Stanley J. Tomaka, William Hess

Adjacent Uses: Utilities/Railroad corridor (East), Residential (West), Commercial (North), Residential Vacant (South)

Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority

Site Access: Ridge Road and Lehigh Street

Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA

Environmental/Land Use History: Historically used as a lumber yard in the 1920s and appears to be currently used for car storage.

Known/Suspected Contaminants: Unknown.

Use Potential: Redevelopment of property is highly likely in the future due to probability of involvement in the NYSBCP. Accessibility to rail is also extremely important to development.

This site is currently the location of an automotive repair shop along Ridge Road. This site is inaccessible to Ridge Road due to the Ridge Road Bridge that begins at the foot of this property. The site is a tax generator for the City of Lackawanna, but is highly underutilized and looks as though it is in disrepair and in need of improvements.

This site was historically used as a lumber yard in the 1920s and is currently used for automobiles. The redevelopment of this property is highly likely given the past use of the property and the probability of involvement in the NYS BCP. A Phase I and Phase II Environmental Site Assessment should be conducted on this property to solidify eligibility.

Due to the sites current ownership and use, a specific redevelopment plan has not been created. However, the location of this site and the proximity of the site to rail will be extremely important for redevelopment in the future. Future uses best suited for this property include commercial or light industrial uses compatible with surrounding residential neighborhoods.

DEVELOPMENT SITE

469 - 477 Ridge Road, Lackawanna, Erie County, NY

For More Information, Contact:
Drew Shapiro, Director of Development
714 Ridge Road
Lackawanna, NY 14218
(716) 827-6421
development@lackny.com



This site is on the southern side of Ridge Road at the base of the Ridge Road Bridge; retail development could be supported by commercial traffic along Ridge Road.

SBL: 141.20-2-1.1, 141.20-2-2

Size: 0.83 acres

Owner: City of Lackawanna, Quality Furniture for Less LLC

Current Use: Underutilized Commercial Land

Total Assessment: \$70,000

Zoning: Central Business District

Previous Owners: Unknown

Adjacent Uses: Community Services (north), Residential (south), Commercial (east), Utility (west)

Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority

Site Access: Ridge Road

Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA.

Environmental/Land Use History: This site was formerly the location of a furniture warehouse.

Known/Suspected Contaminants: Unknown.

Use Potential: This site could be developed as a potential brewery with a railroad type theme with an associated beer garden.

This site is comprised of two parcels totaling approximately one acre along Ridge Road, near the Ridge Road Bridge. There is one, two-story building on site that was formerly a furniture warehouse and is currently vacant. This building has an urban setback from the roadway and has immense potential to be developed into a mixed-use building with a brewery on the first floor and residential apartments on the second floor. Since the proximity of the railroad brings character to the site, the brewery would be well suited for a railroad/industrial-type theme.

Breweries in New York State has dramatically increased in recent years. According to NYUP.com, the number of New York breweries has doubled in the past five years to more than 300. There are 27 breweries alone in WNY. With the rise of breweries in New York State, a brewery unique to Lackawanna would be greatly supported by the surrounding region.

One parcel of the site is owned by the City of Lackawanna, which is a positive feature of this potential development. The site is serviced by the Erie County Water Authority as well as Erie County Sewer District six. The site is zoned Central Business District; therefore, the desired land use for this parcel is compliant under the current code. In order to make this site more appealing to developers, purchase of the parcel to the east could provide additional parking the Ridge Road site access for the building.

DEVELOPMENT SITE

Mill Street Property, Lackawanna, Erie County, NY

For More Information, Contact:
Drew Shapiro, Director of Development
714 Ridge Road
Lackawanna, NY 14218
(716) 827-6421
development@lackny.com



This site is located off of Ridge Road with visibility from Hamburg Turnpike. This property was first developed around 1927 used for various operations such as stores and dwellings. The property was most recently used as a parking lot. A Phase II ESA was conducted on the site in 2017 and revealed contaminant concentrations in urban fill above DEC soil cleanup objectives.

SBL: 141.11-1-34

Size: 4.7 acres

Owner: Lackawanna Community Development Corporation

Current Use: Vacant Residential Land

Total Assessment: \$11,300

Zoning: Regional Commercial

Previous Owners: Bethlehem Steel Corporation

Adjacent Uses: Vacant (north, west, south), Residential/Vacant (east)

Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority

Site Access: Mill Street, Gates Avenue, Steelawanna Avenue

Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA.

Environmental/Land Use History: According to a Phase I Environmental Site Assessment and based on interviews with the property owner, the soils on the property are peat.

Known/Suspected Contaminants: Presence of contaminants (SVOCs and metals) above NYSDEC soil cleanup objectives is likely. Site is likely to be eligible for participation under the NYS BCP.

Use Potential: Potential park with basketball/baseball courts.

This property is located on Mill Street on the western side of Route 5. This property is visible from Route 5; however, from Route 5 this property is inaccessible. In the Step 2 Nomination Document, this site was listed as a priority site for regional commercial development. Through additional studies and conversations with the public and property owner, it is believed that this site would not be suited for regional commercial development. This is because additional geotechnical studies revealed peat soils on site, which are very unstable for extensive development. Instead, this site seems to be well suited for recreational use, such as baseball fields, soccer fields, or other passive types of recreation.

During this study, a Phase I and Phase II Environmental Site Assessment was conducted on the property and revealed the presence of contaminants above New York State Industrial Use Soil Cleanup Objectives (SCOs). From this assessment, it appears that the site may be eligible for participation within the NYS BCP, which is a program that offers tax incentives for redevelopment. Due to soil conditions, location of the property, and surrounding land uses, the most realistic land use for this site should be geared toward recreational playing fields and a park-type setting. While this type of land use will not directly transfer to dollars generated for the City, the indirect benefits of park-type land use within a City is critical for a high quality of life. For example, conversion of the vacant property with overgrown vegetation and overlain litter on the property into an active recreational space will transform the appearance of the neighborhood and increase surrounding property value.

DEVELOPMENT SITE

2290 Hamburg Turnpike, Lackawanna, Erie County, NY

For More Information, Contact:
Drew Shapiro, Director of Development
714 Ridge Road
Lackawanna, NY 14218
(716) 827-6421
development@lackny.com



This site is on the eastern side of the Hamburg Turnpike. It is currently used for billboard purposes. This site is a major opportunity due to high visibility on Hamburg Turnpike. A Phase II ESA was conducted on the site in 2017 and revealed contaminated concentrations in urban fill above NYSDEC soil cleanup objectives.

SBL: 141.11-1-10.1

Size: .45 acres

Owner: City of Lackawanna

Current Use: Vacant Commercial Land (Billboard use)

Total Assessment: \$35,400

Zoning: Regional Commercial

Previous Owners: Unknown

Adjacent Uses: Vacant (north), Utility (west), Commercial (south), Residential (east)

Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority

Site Access: Hamburg Turnpike, Kane Street

Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA.

Environmental/Land Use History: This site was formerly the location of a store. No environmental history is known about the site.

Known/Suspected Contaminants: Presence of contaminants (SVOCs and metals) above NYS DEC soil cleanup objectives. Site is likely to be eligible for participation under the NYS BCP.

Use Potential: This site could be a prime location for a neighborhood supported restaurant. Should be combined with NYS DOT owned parcel to the north to create access onto Hamburg Turnpike.

This site is composed on one vacant parcel, approximately 0.5 acres in size, owned by the City of Lackawanna. It is currently zoned Regional Commercial and identified as ‘billboard use’; however, the site is not utilized for any type of advertising.

This site could potentially be developed with a small scale restaurant, similar to Mulberry Restaurant located in the Bethlehem Park residential neighborhood. This is because the site is currently City-owned (creating development incentives), visible from Hamburg Turnpike, and located in a potential historic district. In the Phase IA Archeological Survey conducted during this project, a potential Kane Street Historic District was identified, which comprised of several adjacent properties to this site.

The site does not currently have access to Hamburg Turnpike, although it is visible from this roadway. The NYS DOT owns the property directly to the north of this property, which extends to Hamburg Turnpike. Additional collaboration with NYS DOT could potentially allow a curb cut to be constructed, giving Kane Street direct access to Hamburg Turnpike.

DEVELOPMENT SITE

Albright Court Property, Lackawanna, Erie County, NY

For More Information, Contact:
Drew Shapiro, Director of Development
714 Ridge Road
Lackawanna, NY 14218
(716) 827-6421
development@lackny.com



This site is located on the eastern side of the Hamburg Turnpike. It is currently vacant grassy land ripe for development. A Phase I ESA revealed two Recognized Environmental Conditions related to the unknown fill on the site and potential migration of petroleum onto the property from a former gas station. A Phase II ESA is currently underway.

SBL: 141.59-5-1, 141.59-5-2, 141.59-5-3, 141.59-5-49, 141.4-1.111, 141.59-5-50

Size: 13.22 acres

Owner: City of Lackawanna, Ellicott Lodging Inc., Lakeview Development Group LLC, 2424 Hamburg Turnpike LLC, and FTS Development LLC

Current Use: Vacant Commercial Land

Total Assessment: \$620,800

Zoning: Regional Commercial

Previous Owners: Anthony Palumbo, Alice Marinelli, Michael and Helen Palumbo, Penn Advertising, Independent Gas Deals Inc, Samuel Siegel, Elynn Urso

Adjacent Uses: Commercial (west and south), Residential (north and east)

Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority

Site Access: Hamburg Turnpike, Albright Court

Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA

Environmental/Land Use History: Albright Court Property was formerly the location of a defense housing project, a local school and a community center around 1939. Phase II ESA conducted in September 2018.

Known/Suspected Contaminants: Results pending.

Use Potential: This site could be a prime location for retail development supported by the high traffic volumes on Hamburg Turnpike and supportive of nearby residential neighborhood use.

Cost-Benefit Scenario

This property is comprised of six parcels totaling approximately 13 acres along Hamburg Turnpike and Albright Court. Two parcels along Albright Court are owned by the City of Lackawanna, while the other four parcels are privately owned. 2424 Hamburg Turnpike, a parcel that has direct frontage on Hamburg Turnpike, is currently undergoing remediation under the NYS BCP.

Current uses of the site include vacant parcels toward the east, as well as one inactive gasoline station, one commercial store and one vacant former automotive repair shop. It is a very underutilized tract of land on a highly functional commuter corridor and regional connector.

Because of the commuting patterns on Hamburg Turnpike there is a demand for increased retail services along this roadway. Additionally, within the market and economic analysis of the First Ward BOA and surrounding region, a demand gap for retail services of \$200 million was identified in the City of Lackawanna; therefore, indicating that the retail market is underserved and an opportunity to expand destination retail floor space exists. Based on the assumptions of the analysis, the First Ward BOA could absorb approximately 687,000 square feet of retail and service industry businesses.

For this reason, the preferred redevelopment of the Albright Court Property is a large-format commercial store of approximately 50,000 square feet along Hamburg Turnpike. This retail service would be branded as a “big-box” store, which is defined as a physically large retail establishment typically part of a retail chain and offers a variety of products to its customers. This retail store would be beneficial to the City of Lackawanna and the surrounding region as a whole due to its accessibility for both residents and commuters. Additionally, since the frontage portion of the property is currently within the NYS BCP, tangible tax credits for any hard development costs on the site could be recovered under the program.

Due to the fact that the property contains an inactive gasoline station, the property is likely eligible for the NYS BCP. A Phase I/II ESA would be required to determine eligibility based on either potential soil and/or groundwater contamination. If contamination is found, NYS BCP application must be filed and sent to the DEC for review.

Potential difficulty with the fruition of this preferred development is the acquisition and assemblage of the parcels into one developable property. However, if this obstacle can be overcome, the construction and operation of the store would be highly successful. The economic impact of this 50,000-square foot redevelopment will generate significant tax revenue for the City and approximately 100 jobs for the area. The development cost as described in the table below would be approximately \$7,800,000 (See Figure 10.10).

Figure 10.10: Development site characteristics for potential Albright Court Large-Format commercial building

LARGE-FORMAT COMMERCIAL																																											
<table border="1"> <thead> <tr> <th>Site Characteristics</th> <th>Development Cost Assumptions</th> </tr> </thead> <tbody> <tr> <td> <table border="1"> <tr> <td>Suitable Location:</td> <td> <ul style="list-style-type: none"> East side of Hamburg Turnpike, north of the Best Western Includes: 80,000 gsf of the Albright Court Development Site. </td> </tr> <tr> <td>Lot Size:</td> <td>1.8 Acres (80,000 gsf) - multiple lots</td> </tr> <tr> <td>Existing Use:</td> <td>Primarily vacant. Billboard located at 2380 Hamburg Turnpike.</td> </tr> <tr> <td>Proposed Use:</td> <td>Phase 1-50,000 gsf large-format commercial. 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The site is currently equipped with all necessary infrastructure, including sewer, water, gas and electric, and there are no expected upgrades necessary for construction. The site may need to be cleared of some trees on the site and regraded.

Actionable Plan for Redevelopment:

Pre-Development:

- Contact potential retail outlets/local business organizations for business tenants
- Apply for NYS and federal grants for development and operations of center
- Obtain operator
- Acquire and assemble all five parcels into one lot through the City's Assessors Office and Council
- Obtain tax credits from NYS BCP, if possible
- Refine site plan to development needs, if necessary
- Obtain City of Lackawanna Site Plan Approval for development

Construction:

- Arrange financing structure for construction
- Construct building

Figure 10.11: *Albright Court large-format commercial building rendering*



Figure 10.12: Albright Court large-format commercial building rendering



DEVELOPMENT SITE

100 Dona Street, Lackawanna, Erie County, NY

For More Information, Contact:
 Drew Shapiro, Director of Development
 714 Ridge Road
 Lackawanna, NY 14218
 (716) 827-6421
 development@lackny.com



This site is currently a vacant and derelict structure located on Dona Street just off of Hamburg Turnpike. Formerly the Friendship House of WNY, this is a three-story structure with a small associated parking lot. A Phase I Environmental Site Assessment was conducted in July 2016, which revealed two Recognized Environmental Conditions associated with historical property uses and a nearby former gasoline station. A Phase II ESA conducted in 2017 revealed SVOC and metal contamination in urban fill soils; petroleum nuisance characteristics were also identified proximal to a former UST.

<p>SBL: 141.67-3-1</p> <p>Size: 2.2 acres</p> <p>Owner: City of Lackawanna</p> <p>Current Use: Vacant</p> <p>Total Assessment: \$31,600</p> <p>Zoning: Mixed Residential</p>	<p>Previous Owners: Union School District #6, Friendship House of WNY, Erie Tax Certificate Corporation</p> <p>Adjacent Uses: Residential (North and South), Vacant and Commercial (East and West)</p> <p>Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority</p> <p>Site Access: Dona Street, Wilmuth Avenue, School Street</p> <p>Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA.</p> <p>Environmental/Land Use History: The site was most originally occupied by a public school, which was later purchased by the Friendship House of WNY. The Friendship House contained community services. A Phase I and Phase II were completed and revealed two RECs associated with a former gasoline tank and an upgradient automobile station.</p> <p>Known/Suspected Contaminants: Presence of contaminants (SVOCs and metals) above NYSDEC soil cleanup objectives is likely. Site is likely to be eligible for participation under the NYS BCP.</p> <p>Use Potential: The building on site is derelict and should be demolished. Use of the property could include residential use to conform to surrounding land use.</p>
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Cost-Benefit Scenario

This site located on Dona Street, is located in the First Ward Neighborhood. This 2.2-acre site was once the location of a school that was later purchased by Friendship House WNY, Inc. and operated as the Friendship House. The three story structure was vacant and a health hazard due to the poor structural integrity of the building and the presence of asbestos and lead within the building.

In 2017, the City secured \$500,000 in Restore New York funds and \$300,000 in Community Development Block Grant funds through the Erie County Consortium for asbestos abatement and demolition of the Former Lincoln School on Dona Street. The abatement and demolition of the building took place in the summer of 2018 and was completed by September of 2018.

During this project, a Phase I/II ESA was conducted on the property to determine if contamination exists on the property. During this assessment it was uncovered that the soil contains varying concentrations of SVOC contamination above DEC standards as well as groundwater metal contamination above DEC standards. Additionally, visual and olfactory indications of petroleum impairment were discovered just north of the building. It was determined that due to the soil and groundwater contamination on site, that the property is eligible for the NYS BCP. If the site were to be involved in the BCP, a private entity would be required to acquire the site to obtain remediation and redevelopment tax credits.

Based on the characteristics of the First Ward BOA, market and economic analysis, and conversations with the community, the highest and best use for this site would be the development of approximately 20 single-family homes (See Figure 10.13) While this redevelopment does not create jobs, it will increase the density of the area while placing property back on the tax rolls.

An increase in home-ownership is shown to enhance the overall appeal of an area. Home-owners are more likely to maintain and have pride in their home as well as their front yards. Home-owners and families within the new infill housing will contribute to the City of Lackawanna's workforce as well as increase density within the area.

Figure 10.13: 100 Dona Street infill housing rendering



DEVELOPMENT SITE

Alliance Drive, Lackawanna, Erie County, NY

For More Information, Contact:
Drew Shapiro, Director of Development
714 Ridge Road
Lackawanna, NY 14218
(716) 827-6421
development@lackny.com



This site is currently undeveloped and surrounds the recently redeveloped Alliance Innovative Manufacturing, a light industrial manufacturing facility. This site is located off of Hamburg Turnpike in the southern portion of the City of Lackawanna. Suitable for light manufacturing or commercial development.

SBL: 141.20-1-12.1, 141.20-1-14, 141.68.1-9-12, and section of 141.29-1-3.11

Size: 11 acres

Owner: City of Lackawanna

Current Use: Vacant

Total Assessment: \$455,000

Zoning: Regional Commercial

Adjacent Uses: Vacant Industrial (East), Residential (South), Commercial (North and West)

Existing Infrastructure/Utilities: City of Lackawanna Sewer and Erie County Water Authority

Site Access: A Street and Alliance Drive

Natural and Cultural Resources: Archaeological Sensitive Area: no known S/NRHP-listed or eligible archaeological sites are within or adjacent to the BOA.

Environmental/Land Use History: Entered into NSYERP in 1998. Low levels of PAHs and metals across property and chromium in surface soil. Engineering and institutional controls exist: may not be used other than commercial/industrial, parking, streets or public safety facilities; soil excavation from site may be placed on site as fill, graded/covered with topsoil and seeded; soil that is not covered by an impervious product such as concrete/asphalt/structures must be covered with a layer of clean soil, vegetated and maintained; municipality and successors in title shall submit an annual report certifying that controls remain.

Known/Suspected Contaminants: Unknown.

Use Potential: Suitable for a commercial or light industrial manufacturing facility.

The property at Alliance drive is composed of seven parcels along Alliance Drive and A Street. The site is currently undeveloped and surrounds the recently redeveloped Alliance Innovative Manufacturing, a light manufacturing facility. A portion of this site was formerly involved in the NYS Environmental Restoration Program (ERP) in 1998; therefore, the parcels along Alliance Drive are primed for development. The western portion of the property is an unutilized section of 2600 Hamburg Turnpike.

Throughout the BOA process and economic and market analysis, the highest and best use of the site would be for a combined workforce training center and light industrial use development. This development would include several separate buildings within the site to support resident workforce training as well as job creation. The three building development (one workforce training center and two light industrial/flex space buildings) would total approximately 50,000-square feet. Parking lots would also be constructed in conjunction with each building.

This development would be highly successful in the City of Lackawanna for several reasons. Lackawanna has been steadily losing jobs for residents since the closure of the Bethlehem Steel Company. However, with the recent purchase of a portion of the former Bethlehem Steel site by Erie County and construction of SolarCity in South Buffalo, light industrial manufacturing is expected to be developed and provide an uptick in career opportunities for the surrounding region. A workforce training center located in the First Ward could contribute to the economic revival of the City if geared toward providing jobs specifically for advanced manufacturing.

First Ward residents traditionally employed in manufacturing should be trained to work in advanced manufacturing. Not only will an advanced manufacturing workforce training center benefit First Ward residents in terms of increasing their employment opportunities, but it will additionally benefit incoming firms seeking skilled employees and will attract new firms/companies to the region. Additionally, advanced manufacturing jobs pay more than the current prevailing industry sector of retail; making these types of jobs more attractive for job seekers.

In order to develop a workforce training center, the City must partner with a recognized and established organization or multiple organizations. Teaming up with nearby colleges and universities such as Erie Community College, Alfred State, Buffalo State College, and the University at Buffalo will best provide workforce training opportunities to traditionally underserved groups in the workforce.

New York State recently announced plans to develop a \$44 million Western New York Training Center in South Buffalo to be developed in summer 2018. The City should join forces with this initiative to develop a branch of this larger facility on this strategic site.

Additionally, since the former Bethlehem Steel site is expected to be redeveloped with light manufacturing, and potentially retail components, offshoot light manufacturing and assembly outfits could support larger companies and firms.

This development is expected to both increase career opportunities in the First Ward BOA as well as generate tax revenue for the City of Lackawanna. This site is currently serviced by the Erie County Water Authority as well as Erie County Sewer District 6; with sufficient capacity for growth and development.

The site contains access through A Street and Alliance Drive; however, A Street is technically not a City right-of-way. Therefore, as part of this project, A Street was professionally surveyed in order to convert this street into a proper right-of-way for development. An easement would need to be established on this roadway in order to complete the process. (See Figure 10.14)

Figure 10.14: Alliance Drive Light Industrial and Workforce Development Center rendering



Actionable Plan for Redevelopment

Pre-Development:

- Create City right-of-way easement on A Street
- Market for operator of the site; apply for NYS and federal grants for development and operations of center
- Acquire and assemble all five parcels into one lot through the City's Assessors Office and Council
- Finalize site plan and architectural designs
- Obtain operator
- Obtain City of Lackawanna Site Plan Approval for development

Construction:

- Arrange financing structure for construction
- Construct building

12.0 Implementation Projects

I2.0 Implementation Projects

These construction ready projects are anticipated to enhance the economic stability of the First Ward BOA and significantly advance the redevelopment objectives of this plan. Being construction ready, these projects can move at a quicker pace and start acting as an asset to the First Ward and City of Lackawanna.

Potential Redevelopment Projects

1. Steelawanna Business Park – 0 N. Steelawanna Avenue
2. Local Supermarket – 150-170 Ridge Road
3. Recreational Fields – Mill Street Property
4. Big Box Retail – Albright Court Property
5. Housing Redevelopment – 100 Dona Street
6. Light Industrial/Workforce Development Center – Alliance Drive
7. Local Brewery – 469-477 Ridge Road
8. Small Scale Retail - 303-305 Ridge Road
9. Mixed-Use Commercial/Residential – 229-231 Ridge Road
10. Small Scale Restaurant – 2290 Hamburg Turnpike
11. Vacant Church Redevelopment



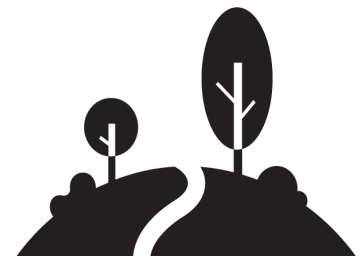
Transportation Improvement Projects

1. Ridge Road Corridor Streetscape Enhancements (lane reduction/crosswalks)
2. Ridge Road Bridge Reconstruction
3. Lakeside Commerce Park Connector Road
4. Dona Street Extension
5. Hamburg Turnpike Streetscape Enhancements
6. Enhanced Gateway into the City
7. Ridge Road/Hamburg Turnpike Underpass
8. Pedestrian Bridge Restoration



Public Improvement Projects

1. Ridge Road Mixed-Use Community Center – 264 Ridge Road
2. Bethlehem Steel Shoreline Trail/Shoreline Trailhead Enhancement
3. First Ward Pocket Park/Greenway Connections
4. First Ward Soccer Recreational Space
5. Demolition of Hazardous Structures
6. Smokes Creek Multi-Use Trail
7. Smokes Creek Overlook
8. Bethlehem Steel Pedestrian Bridge
9. Wetland and Recreation Program



Environmental Improvement Projects

1. Smokes Creek Reclamation Park
2. Smokes Creek Restoration
3. Remediation of Former Bethlehem Steel Site
4. Open Space Network in Bethlehem Steel Site



Preconstruction Activities

The table below (Table 11.1) indicates the preconstruction activities that are to be completed to ensure the fruition of the identified construction ready projects:

Table 11.1: Construction ready projects and activities

Construction Ready Projects Implementation Matrix									
		Preconstruction Activities							
		Conceptual Design	Architectural and Engineering Cost Estimates	Financial Planning and Modeling	Bid Documents	Permitting	Remedial Investigation	Land Survey	Title Search
Redevelopment Projects									
1	Steelawanna Business Park – 0 N. Steelawanna Avenue		✓	✓		✓	.	✓	✓
2	Local Supermarket – 150-170 Ridge Road		✓	✓		✓		✓	✓
3	Recreational Fields – Mill Street Property		✓	✓		✓		✓	✓
4	Big Box Retail – Albright Court Property		✓	✓		✓		✓	✓
5	Housing Redevelopment – 100 Dona Street		✓	✓		✓		✓	✓
6	Light Industrial/Workforce Development Center – Alliance Drive		✓	✓		✓		✓	✓
7	Local Brewery – 469-477 Ridge Road		✓	✓		✓		✓	✓
8	Small Scale Retail - 303-305 Ridge Road		✓	✓		✓		✓	✓
9	Mixed-Use Commercial/Residential – 229-231 Ridge Road		✓	✓		✓		✓	✓
10	Small Scale Restaurant – 2290 Hamburg Turn-		✓	✓		✓		✓	✓
11	Vacant Church Redevelopment	✓	✓	✓		✓		✓	✓
Transportation Improvement Projects									
1	Ridge Road Corridor Streetscape Enhancements				✓	✓		✓	
2	Ridge Road Bridge Reconstruction				✓	✓		✓	
3	Lakeside Commerce Park Connector Road				✓	✓		✓	✓
4	Dona Street/Holbrook Street Extension				✓	✓		✓	
5	Hamburg Turnpike Streetscape Enhancements				✓	✓		✓	
6	Enhanced Gateway into the City	✓			✓	✓		✓	
7	Ridge Road/Hamburg Turnpike Underpass				✓	✓			
8	Pedestrian Bridge Restoration				✓	✓		✓	.

Public Improvement Projects								
1	Ridge Road Mixed-Use Community Center – 264 Ridge Road			✓	✓			✓
2	Bethlehem Steel Shoreline Trail/Shoreline Trailhead Enhancement	✓	✓		✓		✓	
3	First Ward Pocket Park/Greenway Connections				✓			✓
4	First Ward Soccer Recreational Space				✓			✓
5	Demolition of Hazardous Structures				✓			
6	Smokes Creek Multi-Use Trail		✓		✓			✓
7	Smokes Creek Overlook	✓	✓		✓			

Environmental Improvement Projects								
1	Smokes Creek Reclamation Park	✓			✓			✓
2	Smokes Creek Restoration	✓			✓			
3	Remediation of Former Bethlehem Steel Site	✓	✓		✓			

✓ = Necessary to be Completed

Additional Studies and Investigations Needed

A handful of studies have been completed through this First Ward BOA project to advance the readiness of the identified construction ready projects for this BOA. A TIS was conducted for the First Ward BOA encompassing the full build out of the First Ward BOA Master Plan for Redevelopment. This TIS was conducted to ensure the future traffic generated from the implementation of this plan was analyzed. Additionally, a Phase IA Archeological Survey was conducted on the entirety of the First Ward BOA to analyze specific impacts of construction on potential cultural or archeological features.

Additional studies may be needed to ensure the construction ready projects listed above are realized. These are listed below:

- Phase I and Phase II ESAs

Some strategic sites have been environmentally assessed through this First Ward BOA project. While environmental assessment is not a required part of real estate development, the tax credits provided by the NYS BCP substantially assist with associated tangible costs. The remaining strategic sites likely have some contamination on site due to the urban nature of the City. For this reason, these sites are likely eligible for NYS BCP participation and developers will be able to receive large sums of tax credits if redeveloped. In order to determine whether or not these sites are eligible, a Phase I and Phase II ESA should be conducted on the remaining strategic sites before redevelopment begins.

To ensure the redevelopment vision of the First Ward BOA is realized, it is important that these two entities work collectively in the same direction with a defined focus. Both entities have collaborative partnerships with varying agencies and organizations and the coordination of these partnerships is key to success.

Several other municipalities with NYS BOA Designation utilize a management structure through collaborations with local CDCs or local development corporations (LDC). These include the City of Kingston, NY and the Town of Babylon, NY. As precedents with successful development in their respective BOAs, the City of Lackawanna should highly consider the strategic partnership of the LCDC for BOA management.

Management of the First Ward BOA Plan has a high focus on revitalized, mixed-use spaces that are highly utilized by both those who already live in the City as well as commuters and visitors to the western New York region. The plan confronts the issue of existing, vacant, brownfield sites and the lack of connections as well as the lack of capture within the area. The City of Lackawanna will have a variety of projects starting at different times while focusing on different outcomes. Responsibilities are suggested but not limited to:

1. Startup, manage and coordinate redevelopment as a whole. Oversee approval and permitting for development projects as well as facilitate applications and review projects that fall in line with the First Ward BOA vision
2. Prepare grant proposals for funding and be able to raise funds in advance and to advance a variety of projects
3. Offer incentives such as tax exemptions and Payment in Lieu of Taxes to potential investors to attract both public and private investment within the First Ward and BRA
4. Maintain relationships with local government offices and departments as well as local agencies that provide policy support and potential funding
5. Maintain relationships with State and Federal agencies
6. Promote and market the First War BOA's Strategic sites as well as other suggested projects and properties
7. Promote capital commitments such as parking, maintenance of public streets and sidewalks, public open space and continued remediation
8. Negotiations with developers and private investors
9. Property acquisition
10. Constant outreach to local residents, businesses and other stakeholder groups that support and have ideas or opinions that directly relate to positive development

I 3.0 Advancing Proposed Development

I 3.0 Advancing Proposed Redevelopment

Steelawanna Business Park Connector Road

Steelawanna Business Park, is located in a highly strategic section of the City, within close proximity to Hamburg Turnpike and Interstate-190, contains site access through both the City of Buffalo and City of Lackawanna, has connectivity to Lakeside Commerce Park, and close proximity to CSX rail service. A new business park will be supported with the coming light industrial development on the former Bethlehem Steel site due to the increase in trafficked areas.

In order to provide a “gateway” for increased commercial activity to lead into Steelawanna Business Park as well as Buffalo Lakeside Commerce Park, a “connector road” was identified in the Step 2 Nomination Document. Advancement of this potential project was advanced in this document. This connector road is planned to begin at Wilksbarre Avenue and extend north to connect to Commerce Drive. A schematic of the potential connector road is presented below (Figure 12.1).

Figure 12.1: *Steelawanna Business Park Connector Road rendering*



A Traffic Impact Study was conducted for the First Ward BOA to predict traffic patterns and congestion from the implementation of the Master Redevelopment Plan. Traffic volumes were estimated based on no-build conditions and build conditions. Multiple scenarios of commercial traffic patterns are presented in this TIS, attached as Appendix I.

Based on this TIS, there is insufficient information regarding the future development of Buffalo Lakeside Commerce Park to analyze how the proposed connector road could change travel patterns within the City of Lackawanna. However, given the anticipated growth in traffic, it is recommended that the connector road be designed to discourage cut-through traffic so that it does not serve as a by-pass to avoid delays on Hamburg Turnpike.

Appendix G details the Project site comprising the Steelawanna Business Park Connector Road, including presence of natural resources, utility capacity, parcel ownership, and historic and archeological analysis and connection to Lakeshore Commerce Park.

Bethlehem Steel Shoreline Trail

In March 2016, the Erie County Department of Environment and Planning (DEP) completed the design phase of the Bethlehem Steel Shoreline Trail on the western side of Hamburg Turnpike. The land the Bethlehem Steel Shoreline Trail is to be built on is owned by Erie County, New York. This 1.4-mile trail (shown in yellow in the graphic) will accommodate pedestrian and bicycle use by linking the Union Ship Canal in the City of Buffalo to the Hamburg Turnpike/Dona Street intersection. Future plans involve the connection of the trail to Woodlawn Beach State Park, eventually connecting the Town of Hamburg to Niagara County along multiple multi-use trails in Western New York. Construction started in June of 2018.



Figure 12.2: Bethlehem Steel Shoreline Trail rendering

Smokes Creek Corridor Reinvestment

Reinvestment in the Smokes Creek Corridor will lead to the betterment of environmental quality within the First Ward, increase recreational opportunities for residents and potential visitors, and connect the Smokes Creek Corridor to the regional trail network. Planned development projects for the Smokes Creek area was presented in Section 9-Implementation Strategies. This plan is anticipated to reinvent the Smokes Creek Corridor as a recreational, community and economic resource to the community and the region. One way to do this is the implementation of a Multi-use Trail. In order for this multi-use trail to become a reality, necessary steps will need to be acted upon for ultimate implementation. These are listed below:

- Easements / Right-of-Way

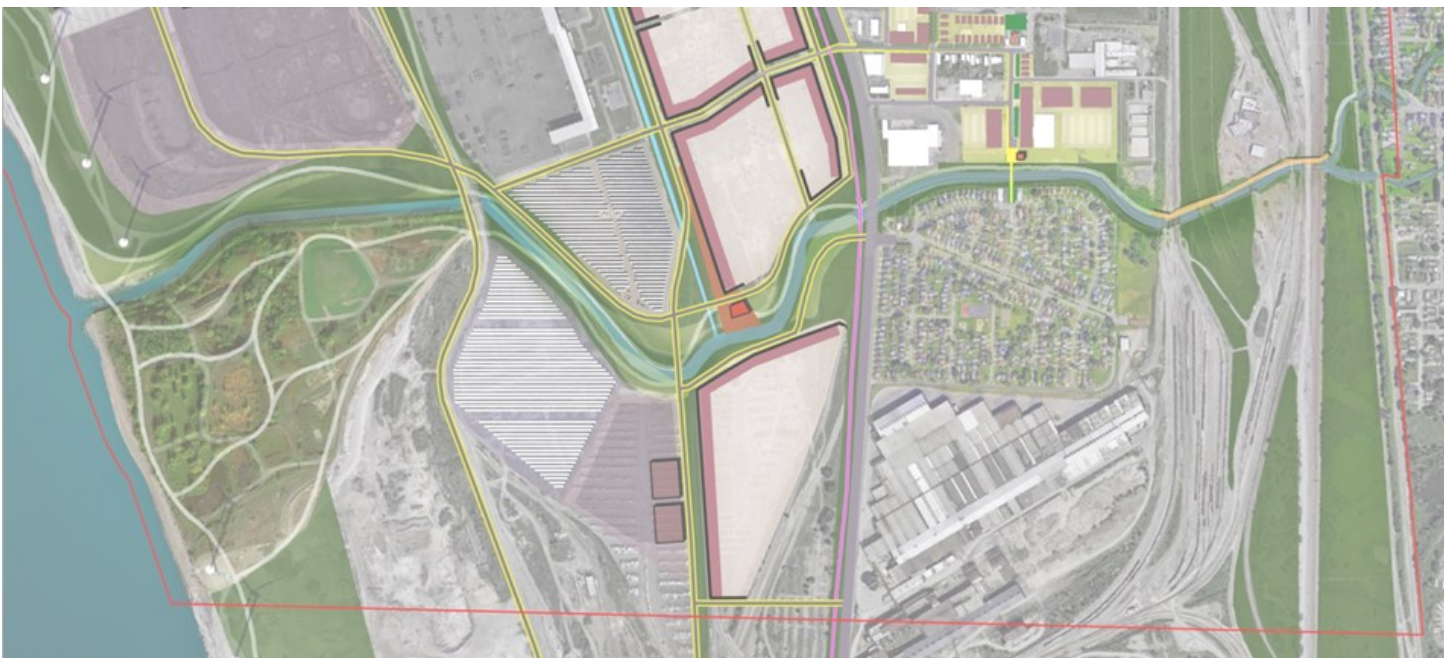
Currently, the land on which the proposed multi-use trail lies is owned by multiple entities, both public and private. Therefore, either public easements or right-of-ways will be instituted for future implementation of the multi-use trail. Typically, easements can be granted for right-of-way use for a public entity, such as the City of Lackawanna or Erie County, if “acquired for the benefit of the public”. This project along with the development of the future Bethlehem Steel Shoreline Trail is considered a public benefit since it increases recreational opportunities and access.

In order to have a right-of-way granted, a site survey is required to determine exactly what portions of the land will possess the right-of-way. This survey would be required to demonstrate the exact location and dimensions of the proposed right-of-way to be enacted in order to be placed in the property deed. This right-of-way process is being implemented with the Bethlehem Steel Shoreline Trail and is highly comparable to the future implementation of this multi-use trail.

- Mitigation of Potential Physical Obstacles

The plan for the Smokes Creek Multi-Use Trail is to create a continuous trail horizontally through the First Ward BOA. Since this proposed trail spans across property owned by many different owners, both public and private entities, physical obstacles exist.

In order to advance the planned development project as part of Smokes Creek Corridor reinvestment strategy, additional analysis of site conditions is presented as Appendix K.



I 4.0 Tools for Advancing Implementation

I 4.0 Tools for Advancing Implementation



Zoning Changes

Any new zoning changes the City of Lackawanna makes to advance implementation and develop new projects within the BOA First Ward community should be consistent with the goals presented in the updated city Comprehensive Plan from 2016. The City of Lackawanna updated their Plan extensively which included a layout of multiple policies and goals for growth and strengthening the community as a whole. New zoning should align with recommended policies to ensure smart growth in appropriate areas that fit community needs and aid in economic development.

Complete Street Ordinance

Buffalo's Complete Streets movement began in 2008. Through the creation of a coalition and engaging partners from multiple sectors within the area, milestones have been reached and Buffalo's streets are becoming safer for all modes of transportation. As part of Lackawanna's Comprehensive Plan update in 2016 there were several goals relating to complete streets encouraging safe pedestrian and bicycle circulation as well as complete streets having a positive impact on the Aesthetic Resources within the City. Lackawanna becoming a more pedestrian conscious area with Complete Streets aids in a regional transformation and allows the municipality to act as a bridge connecting the City of Buffalo to the South Towns including municipalities such as Hamburg, Eden, Evans and West Seneca. The following are recommendations for advancement in this sector:

- Work with GObike Buffalo as well as continued efforts with NYSDOT and Erie County.
- Adoption of a complete streets law leading to a positive influence on transportation and the functional capacity / quality of local roadways
- Have performance measures and reporting including total miles of bike lanes, linear feet of new pedestrian accommodation, number of new curb ramps, total crosswalk and intersection improvements
- Include educational components to ensure all users of the transportation system both understand and utilize new project elements
- Create a task force

Design Standards and Guidelines

Vision

The City of Lackawanna First Ward Brownfield Opportunity Area (BOA) – Step 3 Implementation Framework Plan seeks to re-establish the preeminence of this part of the city as both an important neighborhood and commercial district, and to leverage its physical position as the physical gateway to Lackawanna from the Hamburg Pike near the city's western edge.

The transformation of Lackawanna's First Ward is an essential component of the city's future success, for a number of reasons. The BOA Area:

- Sits geographically between the "town center" (focused along Ridge Road east of the railway line, and around the intersection of Ridge Road and South Park Avenue) and the Lake Erie waterfront area;

- Encompasses a historic residential neighborhood whose fortunes rose and fell with those of the Bethlehem Steel Plant. This neighborhood is historic because it was home to workers at Bethlehem Steel and while it lost much of its prior vitality with the closure of Bethlehem Steel, is still home to many families. It is additionally important because it defines Lackawanna's approaches from the Hamburg Pike;
- Comprises the former Bethlehem Steel plant site, a major piece of former lakefront industrial land that includes a deep water ship channel. With the County's purchase of many acres of the site, successful incorporation of the purchased lands into the daily life of Lackawanna becomes important and highly desirable;
- Forms the major part of Lackawanna's shoreline on Lake Erie. As such, there are opportunities for shoreline uses (some already exploited for placement of wind turbines) and for civic access.

Is a major link on an in-progress bicycle trail system extending from Buffalo southwards.

Purpose of Design Standards

These Design Standards describe intended physical outcomes for Lackawanna's First Ward BOA. As such, they provide prescriptions and recommendations for achieving the vision for the BOA nomination study area. The purpose of the Design Standards is as follows:

- Ensure that future development of the BOA study area is consistent with the City's goals for the zone, in accordance with the Framework Plan, and ensure that future development of public and private initiatives are consistent with the general improvement and regeneration of the First Ward BOA.
- Create a high-quality public realm within the First Ward BOA (ie. elements specifically focusing on items and elements that will be implemented by public authorities). This is to include public parks and plazas, as well as streetscapes and pedestrian zones.
- Provide design guidance to private entities and interests seeking to locate new or alter existing premises within the First Ward BOA (eg. Institutions, commercial developers, residential developers).
- Establish design criteria that will be utilized by the relevant City and other authorities to evaluate proposed private development as well as initiatives within the public realm.

Reviewing Authority and Approvals Review

These standards will be administered by the City of Lackawanna, which will be the final arbiter – through existing planning approval mechanisms and through the guidelines and requirements – on the suitability of private sector initiatives within the First Ward BOA. In addition, County and State objectives and requirements shall be met by private sector initiatives. Public entities shall use the Design Standards as a guideline, and will endeavor to adhere to both their spirit and their specific content wherever feasible within the context of strategic and operational considerations.

A design submission package shall be submitted to the reviewing authority at Concept Design phase, including plans, elevations and renderings utilizing color and indicating material, heights, signage, and landscape elements. An additional submission package following creation of a construction documentation set shall be submitted to demonstrate fidelity with the original, approved design intent. Resubmissions with amendments of both submission sets may be requested by the reviewing authority until they are satisfied that the goals for the BOA study area are being met.

Structure of the Design Standards

The Design Standards include a number of elements that are common to all zones within the First Ward BOA area. These are described in general terms and are intended to create the conditions for coordination of efforts within the various BOA subzones. The Overview and Objectives elements are: Regeneration and Development Principles, Framework Plan description, Public Realm Plan description. Beyond the broader Overview and Objectives, the more detailed information for the BOA's subzones is designed to be read subzone by subzone within the First Ward BOA, with all information relevant to each subzone being included in each section. Subzones are: First Ward Residential Neighborhood, Ridge Road, Hamburg Pike Corridor, Bethlehem Steel Site.

Regeneration and Development Principles

5.1.1. Cohesive Physical Form: Create a physical form for the First Ward BOA that contributes to an overall sense of cohesion and vitality. Fill in vacant lots wherever possible where these lots originally housed buildings and where the presence of buildings would clearly contribute to continuity of the urban fabric. This is particularly important along Ridge Road, but will also be important along both sides of the Hamburg Pike. Remove or refurbish derelict buildings. If removed, replace them with high quality new buildings or public realm. If refurbished, respect their historic character where applicable, and select uses compatible with the area surrounding them.

5.1.2. Vibrant Public Realm: Create conditions for a public realm that is welcoming to residents, workers and visitors alike, and that provides a coherent network of elements that are interconnected. "Connecting the dots" will be one of the primary means by which public realm vitality can be attained. The extension southward of the Shoreline Trail as well as improving connectivity to/from neighborhood parks will be essential to success.

5.1.3. Integrated Street Network: Extending and connecting streets where desirable and feasible will insure connectivity, which will in turn contribute to dynamism. This will be particularly important for the detailed planning of Erie County's land acquisitions from Bethlehem Steel/Tecumseh Redevelopment along the western edge of Hamburg Pike. The extension of Dona Street and Ridge Road into these areas will provide convenience and a sense of interconnectedness.

5.1.4. Flexible Development Framework: Insure that the framework of streets, open spaces, trails and other civic elements allows for flexibility in future development of individual parcels as these are developed and redeveloped.

Framework Plan

The grid system of the First Ward was soundly established when the neighborhood was laid out in the early 20th Century. It is more than serviceable as an armature for the future of the community. The great void space in the First Ward BOA area is the former Bethlehem Steel site, which is also a site of great opportunity for strengthening the west for focus and activity. The physical framework for the BOA area seeks to achieve the following:

- Create strong east-west connections across the Hamburg Pike – roadways incorporating vehicles, bicycles, pedestrians – into the heart of the former Bethlehem Steel property, with main crossing points at Ridge Road, Odell Street, and Dona Street. The importance of these connections cannot be overstated. With heavy industrial uses removed from the former Bethlehem Steel site, the need for fencing off of this land is removed (once remediation is completed), and it will strengthen the Lackawanna community overall if people are able to cross freely in an east-west direction. These intersections should be signalized.
- Create a road network within the former Bethlehem Steel site that responds to the main signalized intersections at Hamburg Pike, and that effectively create a clear and logical grid network of roads at a scale appropriate to the larger-scale clean manufacturing and warehousing activities envisioned for the lands west of the Hamburg Pike.

Beginning at the rail road tracks on the eastern side of the BOA, there exists a gravel path that has been designated as the future multi-use trail. Traveling west, the first major obstacle is the Hamburg Turnpike. This six-lane roadway is highly traversed causing major safety issues for potential multi-use trail operators. Many options can be instituted to mitigate this situation including the placement of a signalized light at this intersection, a high visibility crosswalk, or a potential pedestrian/bicycle bridge.

The second major obstacle is the rail road tracks traveling in the north-south directional west of the Hamburg Turnpike. With Erie County's purchase of the 148 acres on the Bethlehem Steel Site, these rail road tracks are anticipated to be relocated; therefore, mitigating this obstacle.

Additionally, along Smokes Creek, there are two other locations where the trail meets rail road tracks. This acts as a potential obstacle. These obstacles may not be able to be relocated in the near future, making this a potential hindrance in the development of a continuous trail.

- Trail Configuration

The proposed multi-use trail generally follows Smokes Creek and the existing access roads that exist within the former Bethlehem Steel Site. Based on the future development of the site, the multi-use trail could be configured on these existing roadways, creating a streamlined process for the development of this recreational amenity. Additionally, since these access roads already exist, any public safety or emergency vehicle access routes have already been established, eliminating this need for project development.

- Redevelopment of Acid Tar Pits

Currently, the southern portion of the Lake Erie waterfront on the former Bethlehem Steel Site is occupied with what is referred to as an Acid Tar Pit (ATP). These ATPs were constructed to contain the observed contaminants on this portion of the property. These confined containment systems are composed of a slurry wall, groundwater collection and pre-treatment system, and geo-composite cover system to mitigate the migration of contaminants to Smokes Creek and the surrounding environment. These systems mitigate the migration of these contaminants through the adjacent subsurface soil and groundwater into Smokes Creek, thus reducing the groundwater contamination load to Smokes Creek and Lake Erie.

The remediation and containment of contaminants on this portion of the former Bethlehem Steel Site offers renewed opportunity site reuse along Smokes Creek and Lake Erie. Interest in increased opportunities for recreational amenities, such as walking paths, could be instituted.

An example of the redevelopment of a formerly contaminated site into recreational access includes the former Sinclair Refinery Site, located in Wellsville, New York. This 100-acre site is situated between the Genesee River and South Brooklyn Avenue. During the operating history of the refinery, the Sinclair Refining Company manufactured products, which contaminated the site with heavy metals, pesticides, waste oil, acids, and sludges.

Remediation of the site included a combination of soil excavation, soil capping, and groundwater remediation, which was completed in 2011. EPA confirmed that all systems were operating as designed and protective of human health and the environment.

Since this time, post-construction restoration work of the site involved the restoration of a public recreational trail on the western bank of the river, completed in 2012. This trail, known as the WAG Trail,

In order to advance the planned development project as part of Smokes Creek Corridor reinvestment strategy, additional analysis of site conditions is presented as Appendix K.

- Immediately on the western side of the Hamburg Pike, create a commercial zone that leverages frontage to the Pike. Relocate railway lines close to the Pike’s western edge to allow for commercial development in this zone.
- Infill the Steelawanna Business Park area to create a complete small-scale business park.
- Invigorate Ridge Road to enable it to function as the east-west “connecting thread” between the lakefront and the Lackawanna city center, and so that it functions optimally as the First Ward neighborhood’s “village high street”.

Public Realm Plan

The Public Realm Plan for the BOA study area seeks to achieve two primary goals, in addition to traditional public realm objectives. The first of these primary goals involves the infilling and reframing of excessive open space, rather than the creation of additional open space. The last quarter of the 20th Century saw the creation of an excess of open space within the community with the demolition of derelict residential properties. A large part of the goal for the BOA area is to re-create a sense of vitality stemming from urbanity. Open space in that future would be a special element, rather than the signifier of loss and decay. The second of the primary goals is to make strong connections beyond the confines of the BOA area. Connecting to the Buffalo and Erie County Botanical Gardens as well as to Smoke Creek and to the large cemeteries in Lackawanna is desirable. Similarly, incorporating a shoreline park as part of the western edge of the BOA is a natural step. Beyond these primary goals, the Public Realm Plan seeks to achieve the following:

- Widespread planting of street trees, particularly on existing residential streets.
- Rehabilitation of the parks and playgrounds of Lackawanna, and the creation of select new small parks as described herein.
- Creation of the “Bethlehem Steel Shoreline Trail”, connecting to the South Buffalo bicycle path (to the north of Lackawanna) and ultimately to Woodlawn Park (to the south).
- Reopening of the pedestrian bridge across Smoke Creek at the southern end of the BOA study area.

BOA Sub-Zones

8.1 First Ward Neighborhood

8.1.1. Overview and Objectives

8.1.1.1. The First Ward neighborhood is unique within the City of Lackawanna, being physically separated from the bulk of Lackawanna’s residential neighborhoods by the north-south CSX railway lines linking Buffalo with points south along the southern shoreline of Lake Erie. The neighborhood was historically closely bound with the fortunes of the Bethlehem Steel Company, with many of its residents working for the company, and had an established core of African-American homeowners and residents. The neighborhood has suffered departures and corresponding neglect over the past decades due to the steel plant’s closure. This decline in fortunes has, however, also enabled it – from a cost-of-living point of view – to be a landing point for new immigrants to the region, and as such it continues to be an ethnically diverse neighborhood within the Greater Buffalo area, serving an important social role within the broader community.

8.1.1.2. The First Ward neighborhood is additionally important to Lackawanna’s future as it forms the city’s “front door” from the increasingly important Hamburg Pike.

8.1.1.3. The primary urban design objective for the First Ward neighborhood is to mitigate its physical and social isolation from other areas of Lackawanna, and to leverage its physical location so that it can function as the “front door” of the city along Hamburg Pike.

8.1.2. Existing Conditions

8.1.2.1. The First Ward residential neighborhood has suffered from nearly forty years of decline due to closure of the majority of the adjacent Bethlehem Steel plant's operations in 1982. At present the City is making efforts to demolish derelict buildings and to build infill housing where feasible.

8.1.2.2. Brick buildings within the neighborhood have naturally fared better than wood-framed structures, but with many of the more decayed examples of the latter having been removed, the existing stock at this time is in fair condition overall. There are numerous opportunities for refurbishment of residential buildings, which would contribute greatly to the overall look and feel of the neighborhood.

8.1.2.3. There are some examples of small-scale clean manufacturing enterprises within the First Ward Neighborhood, particularly towards its southern end.

8.1.2.4. There are existing neighborhood retail establishments, some functional and others shuttered.

8.1.2.5. Some workshop-type uses (car repair, etc.) have been implemented in the residential neighborhood

8.1.3. Urban Form

8.1.3.1. The existing urban form of the First Ward neighborhood is a mix of single and multi-family housing of relatively low density accessed via gridded streets typical of early Twentieth century block layouts. The structure of the neighborhood is sound, in terms of parcel sizes and widths of rights of way, notwithstanding the negative physical effects over the past decades of deferred maintenance stemming from the economic impacts of the Bethlehem Steel plant closure.

8.1.3.2. Urban form should be reinforced through the infilling of replacements of residential structures that were previously removed. On sites where other derelict uses are or have been removed, either single or multi-family residential should be implemented as market conditions or financing streams permit. Stick-built multi-story multi-family residential would represent an ideal reuse for certain larger sites where economies of scale are possible, and where such developments would create new housing types in the market and inject more residents into the neighborhood.

8.1.3.3. Infill housing should be of height, site coverage and setback that accords with Lackawanna requirements, and with existing neighborhood buildings. In general, these guidelines do not seek to restrict aesthetic decisions relating to private dwellings (other than discouraging the use of certain materials).

8.1.4. Streetscapes

8.1.4.1. As mentioned elsewhere in this document, the physical structure of the First Ward neighborhood (roads, sidewalks, parks, etc.) is sound in terms of its layout and arrangement. Augmentation of this structure with additional elements as follows would be highly beneficial:

8.1.4.1.1. Plant street trees at approximate 30' intervals where feasible. This will improve the overall look of the streetscape, as well as amenity for pedestrians and homeowners. There are numerous urban community examples in the USA where street trees are being installed retroactively through careful saw-cutting of existing sidewalks and the placement of trees and grates. Street trees will be the single-largest contributor to upliftment of overall look and feel of residential neighborhood streets.

- 8.1.4.1.2. Provide street lighting that is coordinated visually (type, height, spacing), and that provides lighting levels that allow facial recognition and an overall sense of safety.
- 8.1.4.1.3. Create curb cuts and crosswalks at intersections in a manner that increases safety and usability for all users.
- 8.1.4.1.4. Carry out repairs to degraded public areas such as sidewalks and parks.
- 8.1.4.1.5. Increase regime of street sweeping and loose trash pickup from public rights of way and the grounds of public spaces.

8.1.5. Open Space Network

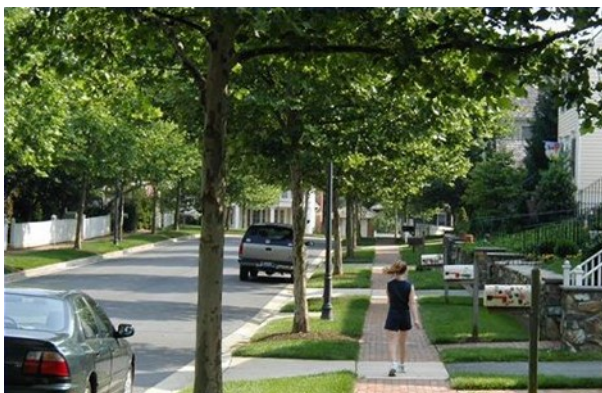
8.1.5.1. As with the street grid, the open space network of the First Ward residential neighborhood was originally well established around the First Ward Neighborhood Park bordered by Wilmuth Avenue and Wilson and Odell Streets. Primary efforts can therefore be focused on revitalization of this park, as well as creation of some supporting community open spaces. Due to demolitions of derelict buildings over the past decades, there is at present an excess of open space overall in the neighborhood. Although much of this is private land, the overall perception is of too much openness. This can be particularly severe in the winter months. Therefore, as recommended under Urban Form, general infilling of private open spaces should be carried out. This will accentuate and support the public open spaces that do exist and that are recommended for addition herein. Measures recommended are as follows:

- 8.1.5.1.1. Restructure the existing First Ward Neighborhood Park, including expanded playground elements, increased tree planting, and, critically, inclusion of sidewalks around the perimeter of the park.
- 8.1.5.1.2. Create a new Dona Street Neighborhood Park in the immediate vicinity of the intersection of Dona Street and Ingham Avenue. This park could abut Wilmuth Avenue, which would provide a direct line-of-connection to the First Ward Neighborhood Park, and/or it could include part of the Friendship House site, interacting with future built-form uses of that site. Overall, a park in this location would contribute strongly to the revitalization of the southern part of the neighborhood. The block bounded by Wilmuth and Ingham Avenues, and Dona and School Streets is ideally suited to function in this role, given the historical buildings at the blocks southeast corner (See also “Additional Recommendations”)
- 8.1.5.1.3. Create pocket parks and playgrounds as possible, particularly in the northern part of the neighborhood (See also “Ridge Road Corridor”).
- 8.1.5.1.4. Early primary streetscape improvements should be focused in a manner that connects these parks from south to north in the neighborhood (ie. planting of street trees, improved pedestrian crossings and sidewalks, lighting, etc.).
- 8.1.1.1.5. Additional primary streetscape improvements should focus on east-west connections to and past the parks, and across Hamburg Pike (see also “Framework Plan”).

8.1.6. Additional Recommendations

- 8.1.6.1. Re-open and refurbish the pedestrian bridge connection across Smoke Creek to the neighborhood to the south of the creek.
- 8.1.6.2. Create a community lookout point where Smoke Creek crosses the CSX railway line.
- 8.1.6.3. Create a trail westward along the northern edge of Smoke Creek, connecting to the Lake Erie shorefront.
- 8.1.6.4. Small scale clean manufacturing premises already existing in the southern and eastern portions of the BOA are a valuable asset. Steps should be taken to encourage additional enterprises of this nature to locate within the neighborhood, and steps should be taken to integrate them primarily through low-cost building and site design measures that position loading docks away from residences, and that create a green presence for these buildings along the roadways they abut.
- 8.1.6.5. The three clustered brick buildings in the southern part of the neighborhood, close to Smoke Creek, between the Friendship House site and the corner of Dona Street and Ingham Avenue; two former stores with residential above, bracketing the former St. Mark Zion AME Church. These buildings are of architectural merit and should be retained, restored, and ultimately put to use as a “neighborhood node”, with the church possibly housing a community center, and the two stores once again providing neighborhood retail.
- 8.1.6.6. Other scattered examples of neighborhood convenience retail should be retained wherever possible.
- 8.1.6.7. Non-conforming uses such as car repair shops or informal light-industrial should be encouraged to eventually move to other sites within the commercial portions of the BOA, so that the residential character of the neighborhood can be maintained, with adjacent and nearby properties not suffering loss in value due to being impacted by these uses.

First Ward Neighborhood: Precedents



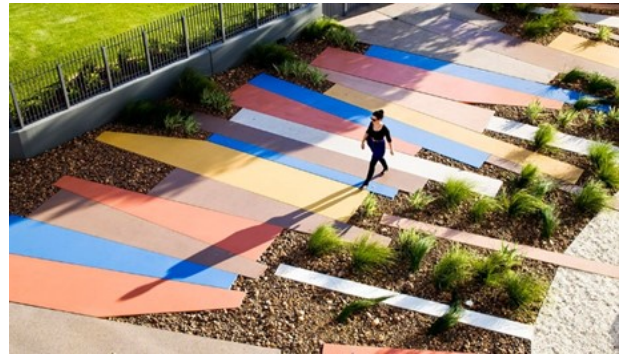
The addition of street trees to residential streets is perhaps the single-largest contributor to a good look and feel.



Former retail/community nodes within neighborhoods (such as the one at St. Paul’s Baptist Church in Lackawanna) can be revitalized as community hubs or centers.



Small scale engineering and clean manufacturing premises can be incorporated alongside residential uses.



Colored paving combined with planting is a cost-effective way of enlivening public spaces.



Splash pads provide great community amenity and gathering space in summer.



Incorporation of low-scaled lighting provides safety and amenity within neighborhoods and neighborhood public places.

8.2. Ridge Road Corridor

8.2.1. Overview and Objectives

If the Hamburg Pike is the “front door” of Lackawanna along the Lake Erie shoreline, then Ridge Road is the “front hall”, linking the city east-west from the former Bethlehem Steel Site and Hamburg Pike, to the west, to the heart of Lackawanna, and I-90, to the east. Ridge Road also importantly forms, along with South Park Avenue, Lackawanna’s main road intersection (from a civic identity point of view, being anchored by Our Lady of Victory Basilica, City Hall, and town center type retail). While this town center is not within the BOA boundaries, it is significant that Ridge Road is the only east-west link across the main railway reserve within the BOA area (the next link across to the south is Lake Avenue, south of the Republic Steel site).

Existing Conditions

As with the First Ward neighborhood, Ridge Road east of the CSX rail lines, in the BOA area, has seen its fortunes fall with the closure of the Bethlehem Steel plant. Being physically distanced from the stretch of Ridge Road to the west of the CSX tracks by the large cambered bridge across the railway lines, the western portion of Ridge Road feels entirely distinct. It is bracketed by the railroad bridge to the east, and Hamburg Pike to the west. The character of its junction in the west with Hamburg Pike is determined strongly by an underpass below the Pike, beyond which Ridge Road terminates at the edge of the former Bethlehem Steel site.

Several projects are already either underway or are in advance planning for the stretch of Ridge Road that passes through the BOA area. These should serve to revitalize the street and to reinforce its role as the “village high street” for the First Ward residential neighborhood.

8.2.3. Urban Form

8.2.3.1. The urban form of Ridge Road is diverse in terms of massing, and this is a part of the road’s character. The issues that require addressing are infilling of the open sites along the road and rehabilitation of buildings that are degraded.

8.2.3.2. The urban form should ultimately support a vehicular experience and, above all, a pedestrian and bicycle experience, that is inviting and pleasant. Activated ground floors will do much to achieve this, as will the removal of tracts of open land. Specific urban form items are as follows:

8.2.3.2.1. Former retail buildings with storefronts should be refurbished and the storefronts retained (even if the use behind them is not retail).

8.2.3.2.2. Maximum FAR for buildings fronting Ridge Road should be 4.0, with 0’ setback requirements on front and sides at first floor, and 10’ at upper floors, with minimum 10’ setback on the rear at all floors. Maximum height should be 60’ above sidewalk elevation.

8.2.3.2.3. Retail ground floors should be encouraged in new developments where feasible. These should have a floor-to-floor height of 15’ or greater.

8.2.3.2.4. Where retail is not feasible, ground floors of new buildings should be planned to put public functions of the buildings facing towards the Ridge Road edge, to activate the street. These uses could include lobbies and communal functions in residential buildings, or front-office and main entries in commercial buildings.

8.2.3.2.5. Loading docks and parking lots should under no circumstances be located in the zone between new buildings along Ridge Road and the Ridge Road edge.

8.2.3.2.6. “Hero” buildings such as churches with steeples should be retained and refurbished, irrespective of their current or future uses, and celebrated as

8.2.4. Streetscapes

8.2.4.1. In support of infilling of “missing” buildings and activation of storefronts to complete the urban form, several items should be addressed to improve the streetscape, as follows:

8.2.4.1.1. Retain parallel parking on both sides of the street, for convenience stopping at retail establishments and to slow through traffic overall. Consider instituting bump-outs at corners when this is done, to provide added sense of protection and a shorter distance for pedestrians to cross Ridge Road.

8.2.4.1.2. Plant street trees at regular spacing of approximately 30’, in quality tree grates. Species should be selected for longevity and elegant canopy form.

8.2.4.1.3. Implement bicycle lanes on either side of the street, clearly demarcated.

8.2.4.1.4. Curb cuts, indicator strips, and crosswalks should be implemented throughout to insure accessibility. Crosswalks should be situated at strategic locations to insure connectivity across Ridge Road from the neighborhood and work areas to either side. Specifically, crosswalks with on-demand flashing amber lights should be installed at the intersections of Ridge Road and Wilkes-Barre, Holland and Ingham Avenues, to complete “line of desire” connections (described also under First Ward Residential Neighborhood).

8.2.4.1.5. Front-of-building parking with strip-mall like retail or other uses behind is strongly discouraged. Parking should be either on-street parallel, or should be behind buildings fronting onto Ridge Road. Existing uses that employ parking in front should be incentivized to ultimately relocate parking. Where this is not feasible (eg. Gas station forecourt), additional care should be taken with sidewalk design and implementation, to insure safe, comfortable continuity of the pedestrian experience.

8.2.5. Open Space Network

8.2.5.1. Given that Urban Form recommendations in this document are for infilling as much of the open space along Ridge Road as possible, there is no requirement for an extensive open space network along Ridge Road. The environment of this street will benefit from the absence of excessive open space, and the focus of the City on creating an excellent streetscape along Ridge Road. It may be desirable, however, to convert some empty lots into pocket parks and playgrounds, subject to their suitability (absence or remediation of ground contamination, ownership, etc.). The City should devise a strategy for creating such pocket parks. These parks should be fenced with low, high-quality fencing with self-closing gates for user safety (preventing children from running from park to roadway while playing).

8.2.6. Materials

8.2.6.1. Given the number of red-brick buildings in Lackawanna, use of this material in future is encouraged for cladding of solid surfaces, particularly near ground level, due to its robustness. Overall, materials such as brick, wood cladding, metal panel, and fibercement are encouraged. Vinyl siding is heavily discouraged.

8.2.6.2. Large glass storefronts or large windows at ground level should be utilized wherever possible to underscore Ridge Road’s role as a public thoroughfare.

8.2.7. Furnishings

8.2.7.1. Street furniture should be of high quality, incorporating powdercoated steel benches with wood accents, powdercoated lampposts (preferably with LED lighting) that maintain lighting levels at night to a level that is commensurate with facial recognition and overall sense of safety, and quality trash and recycling cans.

8.2.7.2. Street furniture should be standardized and coordinated along the length of Ridge Road through the BOA area, and ideally along its entire length through Lackawanna.

Signage and Lighting

Given that Ridge Road is a village high street, its signage should be diverse without being unregulated. Billboards should generally be avoided, unless these take the form of painted advertisements on the blank walls of buildings, as these can often add considerable character.

General signage may be illuminated, pylon type, or simple lettering on a background. All signage should conform to City ordinances.

Ridge Road Corridor: Precedents



Mature street trees create amenity, visual richness, and work with awning, signage and street parking to provide a sense of vibrancy on a main shopping street.



Bold signature signage announces a special district or stretch of street, in combination with a plinth wall and planting.



Infill buildings can incorporate color and inexpensive cladding materials smartly, in combination with active ground floor uses and sidewalk plantings.



Artfully conceived and executed murals can provide color, vibrancy, and a sense of community ownership, especially when these incorporate local themes.



Playful and tasteful signage is incorporated in a band above retail entries, creating uniformity and allowing for innovation.



Neighborhood "pocket park" enlivens a built-up area (Lawn on D. Boston)

9. Former Bethlehem Steel Site

9.1. Overview and Objectives

9.1.1. This portion of the BOA area has the largest number of unknown outcomes relating to its future physical form and uses, given that control of the land, as well as conditions of remediation, are highly varied. The Implementation Framework Plan therefore takes the view that whatever future outcomes may be, certain framework elements are desirable under any circumstances. There is significant latent opportunity on this large piece of land, notwithstanding the various challenges (remediation, ownership, access, etc.) to making it fully usable. The vision for the land overall is commercial uses, ranging from large warehousing, clean manufacturing and logistics uses around the ship channel to medium size elements on the immediate western edge of the Hamburg Pike, such as office uses and hotels. As indicated in “Framework Plan,” a clear and rational parcelization of this land is essential, supported by a clear and easy-to-navigate road network. The last decades have been characterized by interim and opportunistic uses of the land, in keeping with its partially-available condition (with remediation work having been ongoing). But, looking forwards, the land should form a cohesive commercial district overall, irrespective of ownership demarcations. This will be to the benefit of any and all landowners.

9.1.2. For the purposes of these Design Standards, the land is broadly divided into the Industrial Park and the Hamburg Pike West Edge. Industrial sites consist of all land from the Lake Erie edge up to the ship channel, and in a north-south band of approximately 800’ width on the eastern side of the ship channel. Hamburg Pike West Edge sites run in a north-south band from the western edge of the Pike, and up to within approximately 800’ of the eastern edge of the ship channel.

9.2. Existing Conditions

9.2.1. Existing uses are characterized by opportunistic uses on portions of the site that have been remediated sufficiently to make them usable. Roadways into and out of the site are generally unimproved gravel base driveways.

9.3. Urban Form – Industrial Park

9.3.1. The envisioned urban form for the Industrial Park portion of the district is one of large, neatly arrayed development parcels housing diverse buildings supported by well-positioned loading and logistics/parking arrangements. Guidelines are as follows:

9.3.1.1. 100’ front building setback from property line, minimum 50’ side and rear setbacks. Note that this is a required minimum but also a maximum setback.

9.3.1.2. Front office type accommodation should front the building and should be architecturally distinct from attached large warehouse components, Visitor and staff parking of limited size may be accommodated on the front of the building(s), but the building(s) may not be set behind a “sea” of parking. Front parking may be a maximum of 1 space per 2000 square feet of indoor space. Any remaining parking should be at side or rear.

9.3.1.3. Logistics aprons, loading and turning areas should only be sited on the rear of buildings, or if that is absolutely not possible, on the side. These elements are not permitted on primary street frontages.

9.3.1.4. Building vertical dimensions to be reflective of the minimum heights required for the uses contemplated within.

9.4. Urban Form – Hamburg Pike West Edge

- 9.4.1. Buildings should not exceed 6 stories in height except by special consideration by the City.
- 9.4.2. First floors of buildings shall be activated to the greatest extent possible with common amenities, retail, and office space (where applicable). Road-facing facades shall not incorporate large louvered surfaces relating to mechanical equipment, nor shall such equipment be sited at or near the front of buildings. Minimum floor-to-floor heights of first floors shall be 15' above adjacent grade (with the highest adjacent grade setting the datum for measurement).
- 9.4.3. All building facades shall have a minimum of 20% fenestration, with a minimum of 75% at first floors.
- 9.4.4. Rooftop mechanical equipment shall be screened from direct view using appropriate screening compatible with the design of the building.
- 9.4.5. Permitted uses shall include hotels, office buildings, and retail. Non-permitted uses shall include gas stations, car dealerships, warehouses (other than high-quality manufacturing and distribution premises as may be deemed acceptable by the City). Single-story uses are generally to be avoided, so that a strong street presence on the western side of the Hamburg Pike can be established.

9.5. Streetscapes

- 9.5.1. A landscaped buffer zone is required on all street frontages. The buffer zone shall be a minimum of 30' wide from the property line. Storm water management features other than detention basins may be incorporated into this zone.
- 9.5.2. A clear pedestrian path from sidewalk to the building's main entrance is a requirement, with pathway lighting provided such that facial recognition shall be possible at night.
- 9.5.3. Public rights of way should incorporate street trees spaced at 30-50' apart, with sidewalks on both sides of the ROW.
- 9.5.4. Parking provisions shall generally be accommodated to the side or rear of buildings, with only a small amount of drop-off and convenience parking in front. The intent is to prevent an appearance of strip mall type development behind a large layout of parking.
- 9.5.5. Billboards shall not be permitted on or adjacent to buildings along the Hamburg Pike corridor through the BOA study area.

9.7. Open Space Network – Hamburg Pike West Edge

9.6. Open Space Network – Industrial Park

- 9.6.1. The primary opportunity for open spaces in the Industrial Park portion of the former Bethlehem Steel property is the inclusion of “green corridors” running in an east-west direction – as indicated in the Framework Diagram herein – facilitating connection of the First Ward neighborhood with the Lake Erie shorefront. As such, the Industrial Park’s open spaces will be a vital component in providing that shoreline access. These “green corridors” should be designed to incorporate pedestrian and bicycle pathways, safety and amenity lighting, and opportunities for rest and play along their routes.
- 9.6.2. To the extent possible, open space should be preserved at and around the ship channel, as an amenity for the public and for those working in adjacent buildings.

9.7. Open Space Network – Hamburg Pike West Edge

- 9.7.1. The primary opportunities for open spaces along the Hamburg Pike’s western edge portion of the former Bethlehem Steel property are 1) the extension of the South Buffalo bicycle path further southwards to Woodlawn Park, and 2) the creation of east-west “green corridors” (per “Open Space Network – Industrial Park,” above) to facilitate connection to and from a lakefront park and the First Ward.

9.8. Materials – Industrial Park

- 9.8.1. In the industrial park materials shall be compatible with large-scale commercial and light industrial buildings. Corrugated or U-Channel metal cladding systems shall be permitted but must terminate not less than 3’ above exterior ground level, transitioning to a more weather and impact-resistant material at ground level. Fibercement materials shall similarly transition at least 3’ above exterior ground level to more impact-resistant material.
- 9.8.2. Design of large wall surfaces should be punctuated by changes in material, including the use of material accents.
- 9.8.3. Expression of office components is encouraged, with high-quality materials (ground-face CMU, brick, etc.) and larger amounts of fenestration on these elements.

9.9. Materials – Hamburg Pike West Edge

9.9.1. The public-fronting nature of buildings along this edge suggests that high-quality materials should be utilized. Brick, ground-face CMU, fibercement, insulated metal panels, etc. are encouraged, with accents in wood or other high-quality materials. Corrugated or box-rib metal claddings shall not generally be permitted in this subzone, other than by special exception where the designer considers such to be an integral feature to a high-quality building design.

9.9.2. Impact sensitive materials (fibercement, metal panels, etc.) are to be terminated several feet above ground level, replaced below a datum height with a high-durability material (such as brick or ground-face CMU).

9.10. Lighting

9.10.1. Lighting throughout the former Bethlehem Steel property shall be consistent with citywide goals for safety and amenity. In both the Industrial Park and Hamburg Pike West Edge portions of the site lighting shall be designed by lighting design professionals to insure a high degree of utility and elegance.

9.11. Signage: Industrial Park

9.11.1. A single rectangular sign on the main façade not to exceed 30 square feet total shall be permitted. On corner lots, such signs of the same size and design may be placed on two facades at the same height.

9.11.2. Illuminated box signage is not permitted, but rear illumination of individual letters on a rectangular background shall be permitted, or directly pin-affixed to the backing wall.

9.11.3. Large scale signage painted directly onto facades or roofs shall not be permitted.

9.12. Signage: Hamburg Pike West Edge

9.12.1. Given the “highway edge” nature of this land, owners and tenants should be able to capitalize on exposure to vehicular traffic on the Pike. This must, however, be done in such a way as to prevent the development of a chaotic and inelegant condition. As such, the following guidelines shall be followed:

9.12.1.1. Only the anchor tenant in a particular building shall have rights to signage affixed to the façade/parapet of the building. This signage shall not exceed 20 square feet on a single façade. Rear illuminated signage boxes are not permitted, but individual letters and logos may be rear illuminated. Corner buildings may have one such sign on each façade.

- 9.12.1.2. Additional tenants shall be named on pillar signs at or near the main property entry.
- 9.12.1.3. Retail tenants may utilize signage at first floor level in the buildings they occupy. Such signage will form part of the submission package to the reviewing authority at the time of the building's design. In general, this signage, including any awnings, shall be incorporated at or below the 15' datum height for first floor retail and commercial uses.
- 9.12.1.4. For buildings with second floor retail (health clubs, specialty retail, etc.) signage for these uses may be approved on a case-by-case basis by the reviewing authority, and shall be included in the submission package for each project.

9.13. Additional Recommendations

- 9.13.1. Solar panels should be incorporated wherever possible at roof level, but shall not be installed directly at ground level. Solar panels forming canopies above parking areas or garages are strongly encouraged as long as these conform to structural code and life safety requirements and do not interfere with vehicle or pedestrian activity.
- 9.13.2. Wherever possible, measures should be adopted to avoid large asphalted areas. Where this is not possible (truck loading areas, etc.) measures to decrease the impacts of large impermeable surfaces should be incorporated, such as swales and French drains. Surface basins should be avoided where possible, other than those designed to temporarily accommodate surcharging. The goal should be to detain and infiltrate the majority of storm water as close as possible to its source through the use of Low Impact Design (LID) features. New York State environmental requirements shall be met or exceeded.
- 9.13.3. Plant species utilized in landscaping should be native species capable of existing without installed irrigation. Grass surfaces should be irrigated to maintain appearance in hot summer months, with irrigation timers and rain-sensors in place to minimize unnecessary watering.
- 9.13.4. Rolled curbs or on roadways and driveways shall not be permitted. Asphalt curbs shall not be permitted on roadways or primary driveways.

Former Bethlehem Steel Site—Industrial Park: Precedents



Elegant use of color and simple composition to enliven a large warehouse facility.



Corner fenestration, clear property numbering on the building façade, and integrated landscaping on a large logistics building.



Simple but elegant façade composition of an industrial building. Loading bays are carefully integrated.



Incorporation of a ship channel (Philadelphia Navy Yard) as a common outdoors space for all users of a district.



Understated signage incorporating color and geometric shapes to announce the district.



Green corridors through a commercial park enable public connection to major park elements as well as creative stormwater management.

Former Bethlehem Steel Site—Hamburg Pike West Edge Precedents



A mid-scale hotel with parking carefully integrated.



A larger hotel property with all parking concealed at the rear. The front is landscaped with mature trees and other vegetation.



Use of lighting and a clear-glass first floor create a welcoming building day and night, as well as serving as a “billboard” along a major roadway.



Strong outdoor spaces with bicycle and pedestrian paths adjacent to areas of native planting in a commercial office zone.



Interesting materials and elegant signage enliven a main-road focused medical office building.



An urban trail along the edge of an industrial commercial park provides a strong community amenity and enlivens the street edge.

10.1.1. Overview and Objectives

10.1.1.1. Since the Steelawanna Business Park is an already-established small and medium business zone (manufacturing, warehousing) close to Ridge Road, it will provide many potential opportunities for the City upon full build-out. These include:

- Best utilization of land in a zone already established as a business park.
- Concentration of additional workforce close to Ridge Road (thus providing support to further development of a Ridge Road “village high street”

10.1.2. Existing Conditions

10.1.2.1. The Steelawanna Business Park is largely built-out and occupied along its edges. It is at the heart of this zone where opportunities exist for further infilling, particularly along Steelawanna Avenue.

10.1.3. Urban Form

10.1.3.1. The urban form of the business park is, as might be expected, diverse, ranging from the larger Certainteed premises in the northeast corner to smaller premises along the eastern edge of Hamburg Pike. This diversity of form is reflective of a diversity of uses, which should be continued into the future.

10.1.3.2. The main objective for the Steelawanna Business Park should be to ultimately remove, to the greatest extent possible, the sense that the interior of the business park is a “back lot” for back of house industrial uses. Ultimately, the entire Steelawanna park should be a clean manufacturing and warehousing zone of small to medium scale, with the sites of all businesses being well kept on all sides of each property.

10.1.4. Streetscapes

10.1.4.1. In support of attaining the look and feel of a small and medium scale clean manufacturing and warehousing business park, the streetscapes within the area, particularly Steelawanna Avenue, should receive street trees, sidewalks, and uniform street lighting on all roads.

10.1.5. Open Space Network

10.1.5.1. Within the business park, the primary open spaces will be the streetscapes, which should be brought by the City to a level of uniform quality. With that said, individual plot owners should coordinate their onsite landscaping efforts to create amenity for workers and “line of desire” walking routes across properties to and from Ridge Road businesses.

10.1.6. Materials

10.1.6.1. Materials should be consistent with light manufacturing premises (corrugated metal) and front office applications (brick, metal panel, with fenestration).

10.1.7. Additional Recommendations:

10.1.7.1. A land swap for Quikrete to the Bethlehem Steel Industrial Park should be considered, to enable the Lackawanna Business Park to ultimately transform its center into a true business park.

Lackawanna Business Park: Precedents



Small to mid-scale clean manufacturing, warehousing and office with parking at side or rear and a landscaped front edge facing the road.



A neat streetscape of low-rise small manufacturing and distribution businesses, set back evenly, with street trees, sidewalk, and frontage plantings.



Neat and compact overall layout with parking contained at the center of each plot, predominately away from road edges.



Relief of parking areas with plantings, including trees that can attain medium size.



Signage and landscaping create a sense of community, increasing property values and user experience.



The Ridge Road—Steelawanna Avenue intersection should be treated a major community crossroad.

Laws and Regulations

The City of Lackawanna has a number of established public regulations as well as actively practices code enforcement to ensure preservation and help improve the quality of life and safety for all within the community. Code enforcement plays an important role in home maintenance as well as zoning. The City of Lackawanna's code enforcement also serves the Building Department which has major impacts on new construction, demolition and storm water / floodplain regulations.

Established laws and regulations such as:

- Cluster development
- Building siting
- Construction standards
- Corner visibility
- Erosion and sedimentation
- Fencing
- Landscaping
- Lighting
- Parking
- Roadway Design
- Screening
- Signs

All regulations within the code actively contribute to advancing proper implementation of current and potential development.

Other Recommendations

- Improve review process for Site Plan Applications
- Alignment with the City of Buffalo's Green Code ordinance

Project Phasing and Strategies

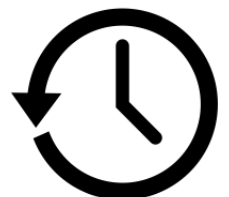
Having a phasing timeline for redevelopment throughout the City of Lackawanna is a helpful tool to stay on track and implement new major projects or improvements at an appropriate speed. The City of Lackawanna is deeply rooted in its industrial past and ties to Bethlehem Steel which provided an ample number of jobs as well as allowed the area to flourish economically. After the closing of Bethlehem Steel and the vacancies that resulted in it, certain parts of the City of Lackawanna - especially the First Ward, had to move forward without a redevelopment plan.

The proposed phasing outlines a 20+ year plan starting with small development first and eventually leading to sustainable, equitable development projects for all involved. Leveraging Lackawanna's industrial potential with high level of commuters as well as improving the First Ward Neighborhood both have quick wins and long term goals that may happen before or after suggest phasing. The strategy provided has four phases:

- Phase 1 (year 0-5) - Laying the groundwork
- Phase 2 (year 5-10) - Creating connections
- Phase 3 (year 10-20) - Maintaining momentum
- Phase 4 (20 to 30 years) - Thinking long-term

Current State of the First Ward and it's Major Thoroughfares

The First Ward BOA and the major thoroughfares that run through it are currently highly travelled yet there isn't much capture. People mainly utilize Lackawanna's Ridge Road and Hamburg Turnpike as a means to commute into the City of Buffalo or Lackawanna from the surrounding suburbs. The Hamburg Turnpike currently offers very little retail opportunity so most is concentrated on Ridge Road near local shops, restaurants, City Hall and the Basilica. Recreation on the Hamburg Turnpike is expected to increase exponentially due to the new Shoreline Trail being constructed by Erie County and potential new retail on the East Side of the road to cater to existing residents and those driving to and from work. Luckily, there is a high amount of opportunity for infill and redevelopment throughout the First Ward BOA in order to create new and sustainable development utilized by all.



Phase I (0-5 years) - Laying the Groundwork

Laying the groundwork with new projects and initiatives sets the overall tone for the remainder of development. Initiatives should be recognizable and highly utilized by the public as well as be both easily attainable, otherwise known as “quick wins”. These act as leveraging points for future projects and gain community support by being both beneficial for economic and social development. Quick wins can be creative, low-cost options that continue to use branding efforts and make the implementation of suggested Step 3 projects possible by gaining community support.

- Completion of Bethlehem Steel Shoreline Trail along the Hamburg Turnpike
- Continue to use Lackawanna’s About FACE marketing strategy
- Implementation of new pocket parks
- Passing of Complete Streets Ordinance and implementation of new Design Standards and Guidelines
- Crosswalk improvements along major thoroughfares to allow walkability
- Start redevelopment of Gateway into the City and First Ward
- Farmers Markets and other festivals along Ridge Road
- Beginning of Smokes Creek Investment to increase recreational tourism
- Demolition of hazardous buildings within the First Ward

Phase 2 (5-10 Years) - Creating Connections

After laying the groundwork and gaining community support through providing services and increasing social capital within the area – the next step is to start implementation on larger projects that will be catalytic in the process. Catalytic projects not only draw more people into the area but also increase local tourism as well as create more necessary development as a result. There are a number of catalytic projects and strategic sites within the First Ward BOA to aid in creating connections not only within the City of Lackawanna but also between its community members and to other areas within the region. While most of these catalytic projects are commercial there are residential and recreational opportunities as well to serve populations in need.

- “Big Box” development at Albright Court location
- Ridge Road infill development
- Finish Smokes Creek recreational areas
- Continue industrial development within the BRA
- Start construction of new community center
- Begin work on First Ward community soccer field on Ingham Avenue
- Streetscaping along major thoroughfares

Property	Buildout (acres)	Current zoning
Albright Court	13.22	Regional Commercial
Ridge Road supermarket	1.7	Industrial
Ridge Road small retail spaces	0.15	Neighborhood Commercial
Ridge Road mixed-use building	1.7	Commercial
Ridge Road brewery	0.8	Neighborhood Commercial
Ridge Road community center	5.1	Industrial
First Ward Soccer field	5.9	Regional Commercial
Total Buildout	28.6	

Table 13.1: Acreage for buildout and zoning of properties for Phase 2

Phase 3 (10-20 Years) - Maintaining Momentum

Once major projects are approved and initiated, it's important to maintain the same momentum as the beginning of implementation. Without momentum and the continuation of developing or redeveloping focus areas, projects may fall flat and the community itself feels the blow. Capitalizing on demand for new markets such as housing and more jobs will seamlessly connect the influx of a new population with the need of where they will both work and more importantly live. The First Ward neighborhood provides solutions for both of those "problems" that should be seen as opportunity for the area.

- Infill housing within the First Ward neighborhood (formerly 100 Dona St)
- New Light Industrial Workforce and Development Center
- Steelawanna Business Park
- New recreational fields at O Gates Avenue
- Finish Dona Street Extension
- New retail and restaurants on the eastern portion of Hamburg Turnpike

Table 13.2: Acreage buildout and zoning for properties in Phase 3

Property	Buildout (acres)	Zoning
First Ward Infill Housing	2.2	Residential
Light Industrial Workforce and Development Center	11	Regional Commercial
Steelawanna Business Park	6.2	Industrial
Recreational fields	4.6	Regional Commercial
Hamburg Turnpike development	0.5	Regional Commercial
Total Buildout	24.5	

Phase 4 (20+ Years) Thinking Long-term

When most projects are wrapping up and the community has grown in multiple facets, there are still long-term goals to be focused on to ensure Lackawanna and the First Ward stay sustainable and remain a destination.

- Continue using updated About FACE branding
- Uphold complete streets ordinance and design guidelines for consistent new development that fits in with the community
- Constantly involve community members and stakeholders within the First Ward BOA economy in discussion surrounding how to continue improvements throughout the area

Although the above phasing has been strategically and deliberately planned to maximize supply and demand within the First Ward BOA, implementation of new projects may change at any time due to investors wanting to begin or hold off on a particular site for funding and financial reasons.

Total possible infrastructure buildout: 53.1 acres

Funding Sources and Grant Opportunities

In order to successfully implement new projects, spur development and start redevelopment a funding source becomes necessary. Without financial resources, catalytic initiatives or even simple place making techniques may not be possible. Networking and partnering with local, regional or state agencies, nonprofits and stakeholders is crucial for continuing implementation within areas that need it most. The following section depicts possible funding avenues for the First Ward and City of Lackawanna to utilize in order to carry out the suggested implementation projects.

In 2011, Governor Andrew Cuomo created ten different Regional Economic Development Councils (REDC) and the Consolidated Funding Application (CFA) as a way to improve New York State's business climate and thus improve communities by working on local solutions for designed for certain areas (10 across the state). Strategic plans are developed yearly using stakeholders from different sectors such as academia, local government and nonprofits within public-private partnerships. As a result, thousands of projects have been approved creating almost a quarter of a million jobs.

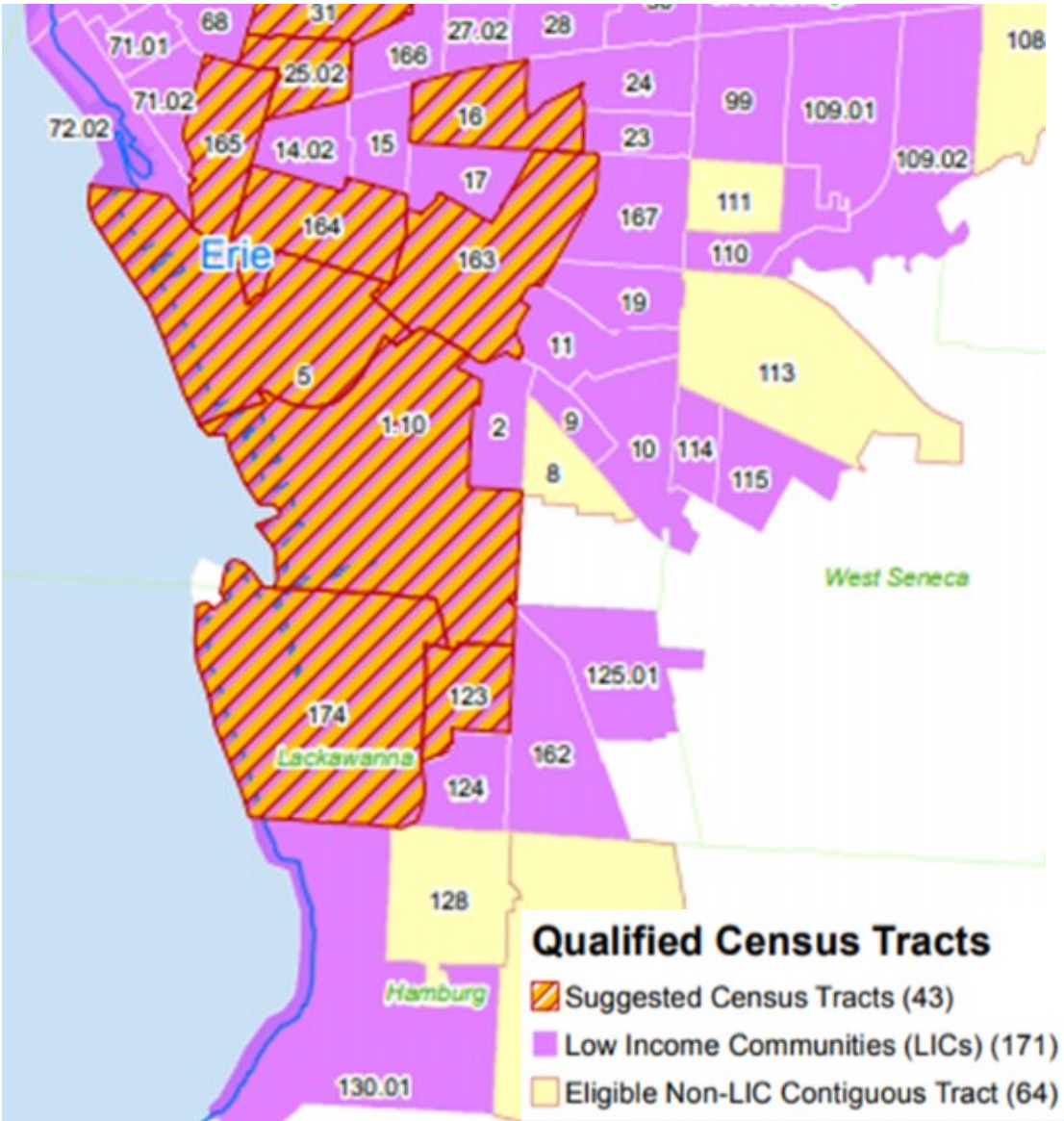
The Western New York Regional Economic Development Council accepts letters of interest, works with Downtown Revitalization Initiatives, contributes to the WNY Smart Growth Community Fund and works alongside the Buffalo Billion which aims to invest \$1 billion in the Buffalo, New York area economy. The City of Lackawanna was chosen to receive up to \$2.5 million for projects throughout all four Wards involving vacant parcel development, park enhancements and improvements to connectivity between community assets.

New York State also participates in the Federal Opportunity Zone Program through the Tax Cuts and Job Acts of 2017. The program encourages private investment in low-income urban and rural communities that are at poverty rates of at least 20% and a median family income no greater than 80% compared to the surrounding area. 514 tracts were approved and designated as Opportunity Zones within New York State, three of them being within the City of Lackawanna and completely encompassing the First Ward BOA (see Figure 13.1)



The City of Lackawanna and the First Ward BOA being both a 'Suggested Census Tract' as well as a Low Income Community (LIC) leverages that area to be available for tax benefits in return for development that positively impacts the community. Utilizing the status of being a qualified census tract as a way to gain momentum in spurring development will help the City of Lackawanna and more importantly, the First Ward BOA on its journey to revitalization. It should also be noted that previously mentioned surrounding Brownfield Opportunity Areas such as South Buffalo BOA, the Buffalo River Corridor BOA and the Buffalo Harbor BOA.

Figure 13.1 : Low Income Communities, Eligible Non-LIC and Suggested Census Tracts for the Federal Opportunity Zone Program



Source: Empire State Development, 2018

A funding spreadsheet has been created as a source for the City of Lackawanna to be able to streamline the grant process and potentially use multiple sources of revenue in order to make projects possible. Eligibility and potential funding for any project varies based on investors, applicants, availability of funds and time of year. The City of Lackawanna should use the following table as a guide but be flexible with their options and utilization of partnerships.

Table 13.3 *Funding, grant and partnership opportunities*

Organization	Mission and objective	Eligibility / Potential Funding and Possible Application	Contact information
Western New York Foundation	Investments that build on nonprofit strength to be effective and fulfill missions	Non-profit organizations / TBD	www.wnyfoundation.org
M&T Bank Charitable Foundation	Providing resources to non-profit organizations that make communities a better place to live and work	Non-profit organizations / TBD	www.mtb.com/aboutus/community/Pages/TheMTCharitablefoundation
Baird Foundation	Contributions to the arts, health & wellness, community development, and education	Private investors, municipalities, and non-profits / TBD	cfs@bairdfoundation.org
Margaret L. Wendt Foundation	Contributions to the arts, community development, education, human services, energy, and environment	Private investors, municipalities, non-profits / TBD	Robert Kresse, (716) 885-2146, mlwendt@aol.com
The John R. Oishei Foundation	Support for programs and organizations which are clearly based upon attainment of excellence in concept and implementation	Private investors, municipalities, non-profits / TBD	www.oishei.org
United States Department of Agriculture Healthy Food Financing Initiative (HFFI)	To bring grocery stores and other healthy food retailers to underserved urban and rural communities essentially expanding access to nutritious food through efforts of developing and equipping grocery stores, small retailers, corner stores, and farmer's markets	Municipalities / TBD	https://www.acf.hhs.gov/ocs/programs/community-economic-development/healthy-food-financing
Building Blocks for Sustainable Communities	Technical assistance delivered by EPA staff and consultant teams for public engagement workshops, processing implementation, and consultation	Municipalities / No funding–toolkits, planning assistance, examinations and evaluations	

Organization	Mission and objective	Eligibility / Potential Funding and Possible Application	Contact information
Brownfield Economic Development Initiative (BEDI)	To promote economic and community development to redevelop abandoned or underused industrial and commercial facilities	Municipalities / TBD	https://www.hudexchange.info/programs/bedi/
Payment in Lieu of Taxes	Payments that assist local governments carry out services such as firefighting and police operations	Private owners and investors / TBD	https://www.doi.gov/pilt
Historic Rehabilitation Tax Credits (HRTC)	Provides investors a tax credit that can be claimed for the year in which the renovated building is put into service. A certified historic structure is defined as a building that is on the Register of Historic Places. Rehabilitation of income producing certified historic structures qualifies for a credit equal to 20% of the cost of work	Private investors, municipalities, and non-profits / 20% of income tax credit	https://www.nps.gov/tps/tax-incentives.htm
U.S. Department of Housing and Urban Development: Low Income Housing Tax Credits	Provides funding for affordable housing by allowing the taxpayer to claim federal tax credits for costs incurred during development of affordable units in a rental housing project	For profit and non-profit developers with at least 20% of its units rented to households that are at or below 50% of the area median income	Portal.hud.gov/hudportal
New York State Rehabilitation Tax Credit Program	Used in conjunction the Federal Historic Preservation Tax Incentive Program. Owners can use credits on both state and federal income taxes which provide 20% each for Qualified Rehabilitation Expenditures amounting to 40% total	Any person, firm, partnership or limited liability corporation or other business entity that owns a historic commercial building / Up to 40% or a \$5 million cap	https://parks.ny.gov/shpo/tax-credit-programs/
Buffalo Erie Niagara Land Improvement Corporation (BENLIC)	Acquires tax-delinquent and abandoned properties to repurpose for future use (mostly residential but not limited)	Municipalities	

Organization	Mission and objective	Eligibility / Potential Funding and Possible Application	Contact information
New York State DOT Transportation Enhancement Program (TEP)	Strengthen cultural, aesthetic, and environmental aspects of the Nation’s intermodal transportation system. Including: on and off road pedestrian / bicycle facilities, infrastructure projects, community improvement activities, and recreational trails	Municipalities / TBD	www.fhwa.dot.gov/environmental/transportation_alternatives
State Community Development Block Grant Program	Designed to create jobs through the expansion and retention of local businesses. Provides support for business planning, construction, purchasing, acquisition of property, demolition, public services, training, and technical assistance	Units of general local government that do not receive CDBG funds directly from HUD and populations of less than 50,000 / TBD	https://www.hud.gov/program_offices/comm_planning/communitydevelopment/programs
Community Economic Development Program (CED)	Works to address the economic needs of low-income people through the creation of employment and business opportunities. Can be used for business startup and expansion as well as be used to support agriculture initiatives by providing funding for physical food hubs, job training, and marketing.	Private, non-profit organizations that are Community Development Corporations with principal purpose of low-income housing or economic development projects / TBD	Fafael J. Elizalde—Program Manager. (202) 401-5115. @OCSgrantsAacf.hhs.gov
Infrastructure For Rebuilding America (IFRA) Grants program	Addresses highway and bridge issues throughout the United States to fund innovative approaches to shape transportation and mobility	All levels of government and the private sector / TBD	https://www.transportation.gov/buildamerica/infragrants
Surface Transportation Program (STP)	Flexible funding for transit or highway purposes. Funds may be used for public transportation capital improvements, car and vanpool projects, fringe and corridor parking facilities, bicycling and pedestrian facilities or bus terminals	Municipalities and local government entities / TBD	https://www.fhwa.dot.gov/specialfunding/stp/

Organization	Mission and objective	Eligibility / Potential Funding and Possible Application	Contact information
United States Department of Agriculture (USDA) Community Facilities Direct Loan & Grant Program	Provides funding for essential community facilities in communities with no more than 20,000 residents	Municipalities, TBD, Community Center on Ridge Road	https://www.rd.usda.gov/programs-services/community-facilities-direct-loan-grant-program
Empire State Development— Empire Zones	Creation of an Empire Zone that comes with a bundle of tax credits, that can be granted to businesses that applied to the program	Businesses, TBD, Business Attraction on Hamburg Turnpike and Ridge Road	https://esd.ny.gov/empire-zones-program . (518) 457-6150
Western New York Regional Economic Development Council	Strategic advisory board for the WNY region. Administer consolidated Funding Applications (CFA) funds that allow for BOA projects to receive higher priority	Municipalities, private and public agencies, TBD,	CREDC@esd.ny.gov
Buffalo and Erie Greenway Fund	\$2 million Annual Fund distributed to local groups to expand, improve, and create new greenway features	Municipalities, private and public agencies, TBD	Patty@bfloparks.org (716) 838-1249, ext. 10.
Empire State Development— Workforce Development Challenge	\$10 million available that aims to ensure that WNY's regional workforce pipeline is being responsive to industry demands. Designed to promote and invest in innovation and underserved populations	Non-profits, at least \$250,000, workforce development training center on Alliance Drive	Pamm Lent, pamm.lent@esd.ny.gov, (716) 846-8309

Local Management Structure to Implement the Step 3 BOA

The management of the First Ward BOA will no doubt be a large undertaking with a variety of actors and the maintenance of preexisting relationships and creation of new partnerships. The multitude of differing types of projects to be implemented over a 20-year span will require substantive attentiveness for successful implementation.

It is recommended that this First Ward BOA plan be implemented as a joint venture between the City of Lackawanna Department of Development and the Lackawanna Community Development Corporation (LCDC).

Lackawanna is fortunate to have a community development corporation (CDC) already established. Many cities and municipalities do not have an already formed CDC and thus may have to take the extra step to form one in order to move forward with major projects.

As a CDC, the LCDC, has the ability to advance economic development goals that a municipality may have limitations on. The municipal use of a local development corporation is extremely beneficial to the City for several reasons. Benefits of CDC's include:

- Not being subject to certain public procurement laws;
- Ability to control and manage property through legal agreements;
- Financial assistance in construction, acquisition, rehabilitation or improvements;
- Authorization to buy/lease property from a municipality without appraisal, public notice, or public bidding;
- Income/operations of CDC's are exempt from taxation;
- Provide grant funding for infrastructure development.

The partnership between the municipal government and the LCDC will ensure that the large pieces of the redevelopment plan will be realized. For example, the LCDC, unlike the City of Lackawanna, would be able to assist with the remediation of listed sites under the NYS BCP (since they are a private corporation). A continued relationship with the LCDC to assist with remediation, development and funding will be highly beneficial.

It is also recommended that the City of Lackawanna continue their partnership and work with the Buffalo Erie Niagara Land Improvement Corporation to ensure homes and properties that are put up for auction within the area are resold to the municipality so redevelopment can happen in both a safe and proper way.

BOA Market Study Implementation Strategy

This Implementation Plan provides recommendations, based on the results of the “Lackawanna BOA Market Study” for the elements that must be in place to achieve the development goals for the City of Lackawanna. The Market Study identified two main areas for development, and the implementation strategy will focus on them: the Bethlehem Steel site on Hamburg Turnpike and the First Ward Residential Neighborhood including the Ridge Road corridor. Two additional strategic development sites were also singled out as good candidates for redevelopment. They are of smaller scale and are the 100 Dona Street site and the Alliance Drive site; both are located in the First Ward neighborhood.

The redevelopment of the Bethlehem Steel site and the strategic development sites in the First Ward can be tackled together. Indeed, the hope is that redevelopment efforts would be pursued concurrently so as to set in motion a comprehensive, interconnected revitalization effort that sets the area up with the momentum for further economic investment.

For example, the workforce training center recommended for the Alliance Drive site in the First Ward would in the best-case scenario support the businesses already located on or considering locating on the Bethlehem Steel site. The training center could tap into the existing labor force in the First Ward to ensure that an adequate labor pool is available for current and future employers. Businesses also have the opportunity to shape the curriculum based on their needs and workforce demands if they choose to work with the new training facility.

All redevelopment recommendations herein are considered high priority; however, the timing of each will depend on various factors such as site control; cooperation and coordination with government agencies and authorities at the county, state and federal level; and availability of funding sources.

Bethlehem Steel Site

The Bethlehem Steel site has been a challenge facing Lackawanna for decades. Its redevelopment is seen as vital to the success of the City as a whole. Reclaiming the site for new businesses will take cooperation from all levels of government and the private sector. The County and City have increased their efforts to move the site closer toward redevelopment as exhibited in the final stages of the BOA Step 2 Nomination Study. To this end, the City of Lackawanna has adopted a new zoning code for the former Bethlehem Steel site, the Erie County Industrial Development Agency (ECIDA) recently acquired a large portion of the Bethlehem Steel site with intention to speed the process, and a consultant team was selected to draft a redevelopment master plan for the entire site.

Critical Elements for Redevelopment

A number of major factors must be in place to encourage sustainable development on the site. Described separately below, they are however all interconnected and must be enacted together. For example, whereas a comprehensive site plan typically addresses potential contamination and infrastructure needs to attract more businesses to the site, contamination and infrastructure needs need to be addressed before any businesses can settle in. This section will attempt to break down the process into its smaller, more manageable parts. The key elements addressed in this section are (1) developing a comprehensive site plan; (2) mitigating existing contamination; (3) addressing infrastructure needs; and (4) attracting and retaining new businesses.

Developing a Comprehensive Master Plan

Developing a comprehensive master plan is the backbone of any redevelopment initiative. Such a plan provides the development framework needed to jump start redevelopment on an area the size of the Bethlehem Steel site. Key tasks of the comprehensive master plan should be:

Creating a unified vision for the entire site

A comprehensive site plan that provides a unified vision for the entire site will ideally incorporate uses that complement and strengthen each other. For example, if the plan advocates providing space for uses that comprise various components of a particular supply chain, (energy production and storage, for example), this can encourage synergies and create an environment where innovation and collaboration flourish. Treating the entire site in a holistic way is also necessary to understand the phasing plan that needs to be followed so that growth can be coordinated as the site reaches toward its highest potential. A sitewide vision, therefore, matches demand conditions with the most suitable areas and provides flexibility to react to changing market conditions.

Thoroughly assess existing conditions

Overall, a comprehensive master plan creates a solid foundation and recommendations based on a 360 degree analysis of key characteristics, including economic, physical, and environmental conditions, as well as the community and social characteristics and needs of the surrounding neighborhoods. The findings of the analysis will point toward the area's strengths and limitations, both of which will affect the development strategy for the site. In addition, input gathered during the assessment can provide valuable information when it is time to obtain funding and/or market the site.

Develop a realistic, market-based outlook

It will be critical to use the market and community assessment findings as the foundation for developing a realistic development outlook and a framework that can best accommodate future growth. In particular, the comprehensive plan must be rooted in market realities with a strong focus on the types of uses for which demand exists. Redevelopment based on the highest-and-best uses will ensure sustainable market-based growth. In addition to local market conditions, a future site plan needs to incorporate any existing county and/or regional planning activities to avoid duplication and create synergies between the various efforts.

Provide a solid foundation for policy development and implementation

One of the most valuable outcomes of a comprehensive master plan is the facilitation of communication between stakeholders. To do this, the plan must provide a publically and legally defensible framework that empowers local officials to make decisions when guiding sustainable growth and development. It will also identify specific actions to take for implementation and will link these actions to possible sources of funding and any potential public/private partnerships. A comprehensive plan also conveys predictability and certainty to private investors; these are key when trying to attract capital and continuous support.

The comprehensive planning process can also provide legitimation for the project, so that a public or quasi-public entity would be more likely to step in as a master developer for the site. Having a master developer in place helps to more efficiently coordinate, negotiate, and execute activities related to development of the site.

The market assessment identified demand for a range of uses that would be suitable for location on the Bethlehem Steel site. These include limited, niche-destination retail options; light industrial and warehousing uses, and other industrial uses. In general, the suitability characteristics of the site change from its eastern border to its western. For example, while the eastern portion has easy access and great exposure to the high-traffic Route 5, the far western portion consist is more difficult to reach. The three zones identified on the following page should function as a guideline when creating a more detailed development framework for the site.

Of the 34 sites currently under the BCP, approximately 11 parcels have been sold to individual businesses who in many instances continue to remediate their properties often by utilizing the State's BCP program (e.g., Welded Tube USA). Fifteen of the initial 34 sites (approximately 150 acres) were sold to the ECIDA and 8 of those 15 sites will be covered and ready for redevelopment. ECIDA is in the process of purchasing 80 more acres.

Zone 1 – This is the area on the eastern portion of the site that abuts Hamburg Turnpike. Zone 1 is best suited to house between 700,000 to 900,000 gross square feet (gsf) of large-scale commercial and/or industrial development, industries that would benefit from exposure to the high-traffic corridor. The top industry categories where demand exceeds supply in the study area include furniture and home furnishings stores; building materials and suppliers dealers and other light industrial uses.

Zone 2 – This area would be best suited for 200,000 to 300,000 gsf of high-quality industrial and advanced manufacturing uses. Existing uses in this zone include a lumber transfer facility and a metal tubing manufacturer. The lumber transfer facility is noisy, stores and transfers lumber to different transportation modes, and does not require a location close to Route 5. The metal tubing manufacturer, in business since 2013 and with plans for expansion, applies innovative and advanced manufacturing practices with no need for a high-traffic location. Establishment of solar fields would also be a good fit for Zone 2. In addition, warehousing would be a good choice for this zone since many industrial and commercial users are located nearby and typically need warehousing. The existing transportation infrastructure (rail, seaport, highways, at the Canadian border) would be an attractive asset.

Zone 3 – This is the area on the westernmost portion of the site, farthest from busy Route 5. It is best suited for 300,000 gsf of uses more characteristic of the previous ones on the site, i.e., heavy manufacturing and/or energy generation and storage. Heavy manufacturers typically produce noise and are considered less visually attractive and should be located away from the commercial areas or publicly accessible roads.

Solar fields are passive uses and, similar to wind turbines, already exist in the western portion of the site. This is a good fit for Zone 3. One point to consider is that solar fields and wind turbines do not require buildings, and so do not generate high levels of property tax. Solar fields would, however, integrate well with any of the potential advanced energy manufacturers in Zones 1 and 2.

Contamination and Mitigation

In light of its previous use as steel production facility, contamination and the mitigation of potentially contaminated areas is at the core of any redevelopment effort. For decades, the City and County have struggled to begin the remediation process. While large portions of the site (over 150 acres) have been remediated by private sector businesses, the owner of the Bethlehem Steel site, and the ECIDA, but a large area still awaits remediation. Remediation is critical for the sale and therefore for the redevelopment of individual sites, since it provides legal certainty for the owner and/or purchaser, limits liability, and alleviates potential health and environmental concerns.

A review of the current status of site remediation will inform how remediation of the remainder of the site can move forward. As one example of the slow-going nature of site clean-ups, it took the ECIDA and the current property owner more than five years to negotiate the remediation of over 200 acres of the site. The property under remediation is adjacent to Hamburg Turnpike and is largely congruent with the area covered by Zones 1 and 2, described above.

Under the Brownfield Cleanup Program (BCP), the 200 acres under remediation were divided into 34 smaller parcels ranging in size from 1.4 acres to 16.19 acres. Each parcel is covered by a decision document, or mandatory plan for remediation. Once a decision document is issued, an owner may start the cleanup action to address contamination. NYS DEC determines and certifies the completion of the remediation process via a Certificate of Completion (COC), which allows the sale and redevelopment of the property based on the terms and conditions of the BCP.

The remainder of the Bethlehem Steel site has not been entered into the BCP program and a remediation plan has not been developed. It will be crucial to continue remediation efforts of the remainder of the site to ensure redevelopment.

Infrastructure Needs

Apart from remediation, creating the physical infrastructure to accommodate new businesses is another critical issue. Conversations with developers and economic development professionals have revealed that infrastructure concerns are front and center when discussing redevelopment of the area. Infrastructure concerns are twofold, and hinge on (1) removal of existing infrastructure, including rail spurs and building foundations and (2) the need for development of new infrastructure elements, such as utility lines and roads. The added cost of removing and providing new infrastructure in addition to any likely remediation costs that each site will require represents an added obstacle to the redevelopment of the Bethlehem Steel site. Resources being scarce, investments in infrastructure are only feasible for sites that will soon enter redevelopment. This requires a site or a cluster of sites to be in remediation before the required supporting infrastructure will be developed.

Erie County has currently set \$6 to 8 million aside for the extension of Dona Street onto the Bethlehem Steel site. This extension would include installing any associated utilities, such as electricity and water. The extension would primarily involve those parcels recently acquire by the ECIDA, but as parcels continue to be sold to individual users, infrastructure development must be coordinated and extended to more of the site. As the master developer of the initial 150 acres, ECIDA has significant control over the redevelopment process. Not only can it approve individual buyer but it can also direct and guide future infrastructure development and so determine which areas are prioritized for redevelopment.

Funding infrastructure for a site of the size and history of the Bethlehem Steel site can therefore be challenging. However, there are some tools publicly available that can help. Public-Private-Partnership (P3) concepts can help share the burden of developing the site's infrastructure. In particular, Tax Increment Financing (TIF) and Pilot Increment Financing (PIF) have become proven approaches to incentive private investment and should be incorporated when planning for the site's infrastructure.

Eventually, an industrial business improvement district (BID) could be an option to help maintain the infrastructure.

Business Attraction and Retention

Once a comprehensive plan and vision for the site has been created, development sites should be strategically marketed to attract the types of business identified as suitable users. In particular, businesses that are part of the alternative energy generation and storage sector should be targeted as part of this effort since businesses in this sector would complement other uses in the region and could take advantage of the developing network of suppliers and innovators. The network includes neighboring SolarCity, the wind and solar farms already on site, and the nation's first net zero commercial building. These represent some of the ingredients that could create a prospering cluster.

It is important to point out that there is a market for the finished product. The National Renewable Energy Laboratory ranked the Buffalo Niagara region as fourth among U.S. cities with the highest potential to meet its electricity demand with rooftop solar systems. The value of the redevelopment of the Bethlehem Steel site, as envisioned here, would mean that the cluster of aligned businesses would grow.

The large-scale manufacturing space recommended for Zone 1 could be occupied by engineering and advanced manufacturing firms developing and prototyping new technologies. Light manufacturers and warehousing facilities in Zone 2 would become part of the larger supply chain, designing, testing, and delivering new products, while Zone 3 would be where heavy manufacturers of solar panel or wind turbine parts or finished products locate.

First Ward BOA Residential Neighborhood and Ridge Road Corridor

The First Ward BOA Residential Neighborhood and Ridge Road Corridor will require proper land use zoning, site preparation and marketing, and requests for proposals for redevelopment. The Market Study recommended specific land uses and developments for

The market research recommended destination retail be located along Hamburg Turnpike, locally serving retail along Ridge Road, a community facility on the eastern portion of the former Friendship House Site, a mixed-use building on Ridge Road, a job training facility on Alliance Drive, and single-family rent-to-own homes on Dona Street.

Challenges Facing the First Ward

The City faces two main challenges when it comes to redeveloping the First Ward

High Vacancy Rate and Non-Productive Land Uses

Non-productive land, for the purposes of this analysis, is land that does not provide any public benefit from tax revenue or active use as a residence or commercial site. The City of Lackawanna owns many parcels in the First Ward. City ownership means that the city is not benefitting from property taxes that would be paid by a private owner. Many sites, city-owned and privately owned, sit vacant or are occupied by degraded buildings. Similar to the idea of the broken window theory, widespread vacancy in the First Ward gives the impression that there is disorder, a lack of investment, and a lack of community. Commercial offerings are concentrated east of the tracks. Redevelopment of strategic sites throughout the First Ward would catalyze further redevelopment of these non-productive land parcels in the neighborhood. A marketing strategy focused on business attraction and coordinated policy efforts to reduce vacancy and blight will attract new investment to the First Ward.

Lack of Community Services

Since the closure of the Friendship House site, the residents of the First Ward have felt neglected. Most of the public services offered by the City are east of the CSX railroad tracks and outside of the First Ward. These include the public library; city court and other city department buildings; public, parochial, and charter schools; senior center; baseball diamonds; and streetscaping. The surplus of vacant buildings combined with the severe lack of community services represent a lower quality of life for the residents of the First Ward who as a result feel neglected. Investments in streetscape improvements, a new community center, and a job training facility will help to meet the needs of the First Ward residents and support the economic revitalization of the area.

Use Zoning to Facilitate Redevelopment

Destination Retail on Hamburg Turnpike: The First Ward portion of Hamburg Turnpike should be zoned to encourage large-scale commercial development. The existing large lot sizes on the east of Hamburg Turnpike are ideal for destination retail; daily car volumes are high enough to support it. Zoning along Hamburg Turnpike should accommodate large (greater than 25,000 gsf) commercial businesses and require parking for customers commuting on the Turnpike. In contrast to the uses envisioned for Ridge Road, which are recommended to be locally serving and of smaller format, the uses along Hamburg Turnpike would be regionally serving, larger in format, and more similar to shopping centers than a typical “Main Street.” Maintaining a strict contrast between uses permitted along Ridge Road and those permitted along Hamburg Turnpike will ensure businesses will not compete with each other.

Ridge Road: The First Ward portion of Ridge Road should be zoned to create a Main Street character. The City should use zoning to control location and type of development. For example, the existing small lot sizes on the south side of Ridge Road are ideal for locally serving retail that is smaller in size than destination retail. Zoning on the south side of Ridge Road and portions of the north side of the road could accommodate small (less than 25,000 gsf) commercial businesses. Locally serving retail would not be in competition with the destination retail recommended for Hamburg Turnpike.

Second-story residential dwelling units on Ridge Road should be permitted and incentivized with increased development rights. Having residential units on Ridge Road will increase activity on the street, encourage local shopping, and give Ridge Road the Main Street feel that residents want.

Additional land use controls should include a setback of less than 10 feet from the street, no required parking, and no parking permitted in the front yard. Short setbacks and rear parking will encourage people to walk on the sidewalks from store to store, window shop, and enter stores easily. No required parking is in line with the demand for alternative modes of transportation and existing adequate parking in the First Ward BOA (also, most First Ward residents do not own cars).

Invest in Infrastructure

Once zoning is in place, the City should consider the streetway improvements recommended in Step 2 and begin the RFP process. The streetway improvements as recommended in Step 2 include improving sidewalks, providing street lighting and street trees, and adding crosswalks. Streetway improvements will draw residents, non-local customers, and businesses alike to Ridge Road. Improvements such as crosswalks, street trees, and sidewalks are a sign that the City and the residents are invested in the sustainability of the road’s businesses.

Governor Andrew Cuomo has invested over \$700 million in Elon Musk’s SolarCity solar panel manufacturing company located outside of Buffalo, and another \$44 million to the Western New York Workforce Training Center in Buffalo, which focuses primarily on training for careers in advanced manufacturing and energy sectors.

Create a Marketing Strategy for Business Attraction and Retention

An economic development marketing strategy should create an identity for Lackawanna as an attractive place to start, expand, or relocate a business. The City should use the data included in the market study (daily trip counts, retail gap, land cost incentives for city-owned land, pro-formas) to develop marketing materials to present to prospective destination retailers and other developers.

The City can market specific sites and publish RFPs for redevelopment of strategic sites. Many of the sites on Ridge Road are already city-owned, so low land costs or subsidized land costs represent an incentive opportunity for the City. Using the market study, the City can target specific businesses to attract depending on the industry gap analysis.

Two census tracts in Lackawanna are approved and designated Opportunity Zones: Census Tract 174 (the First Ward BOA) and Census Tract 123, which is adjacent to the First Ward BOA. The Opportunity Zone Program is a federal initiative designed to encourage investment in low income areas. Because the First Ward is a designated Opportunity Zone, it can receive funds from Opportunity Funds. An Opportunity Fund is a corporation or partnership which holds at least 90 percent of its assets in property in Opportunity Zones. As an incentive to invest, investors can defer or exclude capital gains that are reinvested in Opportunity Funds from their taxable income. The First Ward's status as an Opportunity Zone should therefore be used to attract new investors. The U.S. Treasury has not yet released final guidelines for creating Opportunity Funds, but Lackawanna should begin the process of researching the program and preparing for new investment.

Redevelop Strategic Sites

The market study identified strategic redevelopment sites and identified demand for commercial and community facility land uses. The order in which these properties are developed is not as important as simply beginning the process of redeveloping underutilized sites. The sites themselves are in strategic locations such that their redevelopment will catalyze development on other surrounding non-productive sites.

Hamburg Turnpike: The market study proposes to redevelop the Albright Court property (1 Albright Court) as a large-format retail store, an action that will provide local and regional benefits. The Albright Court property is city-owned and largely vacant. The portion of this strategic site directly abutting Hamburg Turnpike contains a vacant building and an adult entertainment store.

A large-format retail store would enliven the area, provide opportunities for employment, take the property off the City's bankroll, and would fill the existing gap in demand for goods versus the availability of goods within the neighborhood. Development at 1 Albright Court would complement the redevelopment of the Bethlehem Steel site located directly across Hamburg Turnpike.

Ridge Road: A mixed-use building, community center, and grocery store are recommended for the three strategic sites located on Ridge Road.

The strategic site for the mixed-use building (located at 229, 231, and 233 Ridge Road) is currently vacant. The site is located across the street from the recently developed apartment complex, Ridgeway Commons. Having active uses along the north and south sides of Ridge Road will give the feeling of greater density. The mixed-use building is recommended to have a small (approximately 5,000 gsf) office space on the ground floor, which is ideal for the kind of services, including medical offices, which are currently in demand in this part of the City. Residential apartments on the second floor will provide a greater range of housing options, and will activate the street during the nighttime when stores are typically closed.

The strategic site for the community center (264 Ridge Road) is the location of the former Friendship House site, on the north side of Ridge Road and directly adjacent to Ridgeway Commons. As described in the previous section, since the closing and demolition of Friendship Houses over a decade ago, the First Ward community has experienced a gap in city-provided services. There is high demand for city services on the west side of the CSX railroad track. The majority of city services and buildings are currently east of the tracks; given the demand and need for them on the west of the tracks, it is imperative that the First Ward be the location of a new community center. The community center will encourage all Lackawannans to go to the First Ward, whether it be for an event at the community center or for shopping at the retail along Ridge Road.

The strategic site for the grocery store (150 and 156 Ridge Road) is on the north side of Ridge Road. Currently, the site houses GM Root, a business that manufactures products used in tire manufacturing. An important business to retain in Lackawanna, the manufacturer is not the highest and best use of a site located on a high-volume commercial corridor. GM Root could potentially be relocated to the new light industrial zone at the Bethlehem Steel Site.

As identified in the market study, there would be few competing grocery stores for the approximately 15,000 to 20,000 gsf store at 150 and 156 Ridge Road. The market study also identified an unmet demand for grocery, food and beverage, and health and personal care stores. Since few First Warders have access to a car, and in light of the current public transportation situation that has much to be desired, residents need a grocery store within walking distance. Beyond the most local of residents, customers would be likely to include other City of Lackawanna residents and commuters driving along Hamburg Turnpike. A grocery store combined with the appeal of a community center and a mixed-used building would entice residents and visitors alike to Ridge Road, and would in turn create a more active commercial corridor that would provide positive benefits to safety and sustainable economic development of the City.

In addition to the three strategic sites along Hamburg Turnpike and Ridge Road, there are two strategic sites in the southern portion of the First Ward, on Alliance Drive and Dona Street, respectively. The city-owned parcel at approximately 100 Dona Street, once occupied by a vacant school building, is now vacant land and is in the process of remediation. Once remediated, the site will become available for redevelopment, and since surrounding land uses are single-family residential, single-family homes in a rent-to-own program would be the highest and best use for this site. The City of Lackawanna has participated in a rent-to-own program in the past decade with great success, and should continue the process on Dona Street.

The Alliance Drive strategic site abuts the existing industrial business Solar by CIR and Alliance Innovative Manufacturing. The site is city-owned and currently vacant and ready for redevelopment. The site, much like the other strategic sites discussed above, are not producing property or income taxes for the City of Lackawanna and are therefore a drain on the City's resources. As discussed above, more advanced manufacturing, light and heavy industrial businesses are being targeted to locate on the Bethlehem Steel site. As a means to attract those businesses and to provide a skilled and educated workforce for those businesses, a workforce development center should be developed on Alliance Drive. The center should be a development based on joint ventures between the City, the ECIDA, and the business community. Development of the parcel as a job training center would benefit the City by training the workforce to get skilled and high-paying jobs, which would result in income taxes and higher spending capabilities, and would attract and retain businesses to the City of Lackawanna.

Redevelopment of the strategic sites will make land uses productive and will enhance the quality of life of residents of the First Ward and the City of Lackawanna as a whole. Quality of life is the general well-being of individuals and communities. It includes life satisfaction, physical health, family, education, employment, wealth, finance, and the environment. A community with a high quality of life will attract and retain residents. Each of the recommended land uses for the strategic sites will result in enhanced quality of life for residents.

Commercial uses on Hamburg Turnpike and Ridge Road will give residents shopping opportunities and potentially a place of employment. The market study recommended a 15,000 to 20,000 gsf grocery store on the north side of Ridge Road and larger-format commercial, potentially a furniture store, on the east side of Hamburg Turnpike. There are no major grocery stores within Lackawanna. While there are several corner stores in the First Ward, corner stores are often more expensive than typical grocery stores and do not carry fresh foods. Ease of access to fresh and healthy food encourages healthier eating habits. Increasing commercial opportunities in Lackawanna will enhance the quality of life of residents by providing greater food choices, a marginal increase in local jobs, and shopping within the community.

Develop a Robust and Well-Educated Workforce

Job Training Facility on Alliance Drive

A trained and skilled workforce attracts and retains businesses. As such and as previously stated, it is recommended that a job training facility should be developed on Alliance Drive. Similar to the redevelopment strategy for the Bethlehem Steel site, the job training facility should focus on a niche group of trades and industry sectors. The job training facility, much like the redevelopment plan for the Bethlehem Steel site, would affect change on a regional level and require regional cooperation.

Workforce development programming should be strategically aligned with industry needs and economic development goals. As recommended, advanced manufacturing, specifically the green energy industry sector, shows great potential for success in Lackawanna. Skills that would be in demand for the green energy sector include mechanics, solar panel installation, and construction skills. Training in energy efficiency will also be necessary to provide a basis of understanding.

The City will have to develop partnerships between local businesses and non-profits, universities, and the IDA. Public institutions, community colleges, and private businesses could provide a variety of instructors. Nearby city and county departments could commit to hire graduates into short-term job assignments post-grad. Workforce Buffalo is a network of career service providers with “one-stop” career centers located throughout Erie County. The closest career center to Lackawanna is at SUNY Erie Community College South Campus in Hamburg where Workforce Buffalo provides job placement assistance and career coaching. Workforce Buffalo would be a good partner for the job training facility.

Federal, state, and regional agencies and non-profits provide a variety of funding opportunities for workforce development programs. The Empire State Development Western New York Workforce Development Challenge (WDC) is a \$10 million initiative of the Buffalo Billion program. WDC provides grant funding for not-for-profit corporations (501(c) (3)) with a demonstrated history of workforce development work. Funds go toward fostering workforce development work in target industries including advanced manufacturing and energy through programs, projects or capital improvements. Lackawanna could partner with an established not-for-profit to access WDC funds for the job training center. See Appendix A for a full list of possible funding sources.

Invest in Community Facilities

Community Center

As previously stated, a replacement community center should be developed on Ridge Road on the eastern portion of the site where the old Friendship House was once located. Unless the City feels they have the capacity to own and manage a community facility, a non-profit should be formed to run the community center or a group of local non-profits could collectively manage the center. A non-profit may have greater capacity for community organizing and developing a program for the community center. Once an organization has been decided on, the next step would be to put together financing for the development. Established non-profits may be more attuned to financing opportunities available to them. Step 2 of the BOA Process listed a number of different county, state, and federal sources of funding that could be applied to the community center's development. Appendix A also includes a list of financing opportunities.

Building a community center in the First Ward will provide people a free place to congregate that is within walking distance for frequent visiting. In addition, the school district has cut funding to after-school programs such as sports, recreation, and other activities. The community center will provide programming to continue the education and entertainment of youth in the community. Ease of access to community services will greatly increase the quality of life of residents.

Create a Comprehensive Strategy to Combat Vacancy and Blight

Lackawanna's local leadership has already made great strides toward fighting vacancy and blight. The following recommendations are site specific and general policy options to complement and strengthen Lackawanna's existing efforts in this area.

Facilitate Homeownership: Single-Family Housing on Dona Street, Rent-to-Own Program

Only 47 percent of housing units in Lackawanna are owner-occupied. Increasing levels of homeownership is beneficial to Lackawanna residents individually and to the community as a whole. Homeownership is associated with better educational and health outcomes, greater civic participation, better property maintenance, and lower crime rates. It also allows homeowners to build wealth and creates economic and fiscal benefits for Lackawanna.

The site at 100 Dona Street, which is in the process of remediation, should be developed with approximately 20 single-family rent-to-own homes. Infill development on this site will bring activity and vibrancy to this long-vacant site and reinforce the residential character of this portion of the First Ward. Single-family rent-to-own homes will provide home ownership opportunities and stability to families who otherwise would not be able to afford buying a home. The property is currently owned by the City of Lackawanna, which is financing the over \$1 million site remediation. Once remediation is complete, the City should release a request for proposals for a developer to construct homes for a rent-to-own program.

Land Banking

Land banks are governmental or quasi-governmental entities that buy vacant land and blighted properties with the aim of quickly converting them to productive use. Because land banks are government entities, they have the power to hold property without paying taxes and clear titles and back taxes. Land banks will maintain properties while vacant to prevent blight and remediate contaminated properties to prepare them for sale. The aim of land banking is to prevent vacancy and blight and strategically resell properties for productive uses that align with land use and economic development goals. Land banking removes barriers to redevelopment and gives local municipalities more control over how these properties will be redeveloped. Buffalo Erie Niagara Land Improvement Corporation (BENLIC) is the land bank for Erie County under the New York State Land Bank Program. BENLIC currently holds the title for 63 properties for various municipalities throughout Erie County and seeks to dispose of these properties for productive use in accordance with local development goals. Only one of their 63 properties is located in Lackawanna. Lackawanna currently partners with BENLIC to redevelop foreclosure properties. Continuation of this partnership will assist with the City's goals.

Vacant Property Registry / Property Information Systems Ordinance

Vacant property registry ordinances (VPROs) require owners of vacant properties to register their properties as vacant with the local government. Vacant property registries allow municipalities to better track vacancies and ensure that property owners can be contacted for issues of code enforcement. Municipalities can elect to enact vacant property fees that would be collected each year when a vacant property is registered. Fees serve to incentivize property owners to convert their properties to active use and can help fund code enforcement programs.

Code Enforcement

Code enforcement is an essential tool of local governments to incentivize property owners to maintain their properties, keep properties in active use, and make their municipality attractive to new businesses and residents. Blight begets blight, as vacant properties or properties in disrepair attract vandalism and dumping. Innovative code enforcement strategies can help cities achieve code compliance without large investments. Educating the public on building codes, building permits and resources for building repair is an essential first step. The City can assist property owners in applying to Erie County's Housing and Rental Rehabilitation Programs or the Lackawanna Housing Development Corporation (LHDC) to fund required repairs to their properties.

U.S. Census Bureau, 2012-2016 American Community Survey

Yun, Lawrence; Evangelou, Nadia. (2017). Social Benefits of Homeownership and Stable Housing. *The Journal of the Center for Real Estate Studies*. Vol. 5, No.1 October, 2017. https://realtoru.edu/wp-content/uploads/2017/09/NAR_RU_JCRES_Vol5No1_WEB.pdf

2012 Burlington Associates in Community Development LLC, http://www.burlingtonassociates.com/files/8513/4463/0249/1-Land_Banking_vs._Land_Trusting.pdf

15.0 State Environmental Quality Review Compliance

I 5.0 State Environmental Quality Review Compliance

In accordance with the BOA Program and the City of Lackawanna First Ward Step 3 Implementation Strategy, a Draft Generic Environmental Impact Statement (DGEIS) is to be incorporated into the body of the BOA plan so that it comprises one unified document. This section provides a description of how the requirements of the State Environmental Quality Review Act (SEQR) have been met, and identifies any conditions or mitigations required for future actions and when subsequent SEQR compliance is necessary. The adoption and implementation of this BOA plan constitutes the “action” subject to SEQR.

The environmental assessment herein has been prepared in accordance with 6 NYCRR 617.10 (Generic Environmental Impact Statements), and as such, will present a more general set of existing conditions and analyses than a conventional or project specific Draft EIS. The analyses are based on conceptual plans and available information. Where no detail is available, qualitative estimations of impacts are provided, and where appropriate analyses are identified that should be required when future individual projects are proposed.

Certain elements in other sections of the BOA meet minimum DGEIS requirements (See Table 14.1). This section relies heavily on the inventory and analysis prepared in Step 2 Nomination Study and is supplemented by information obtained during the preparation of the Step 3 Implementation Strategy. The general framework of this section provides content requirements in the below table:

Table 14.1: *DGEIS Content Requirements*

DGEIS Topic	Document	Section(s) or Map	Page(s)
Description of Project (Action)	Step 2 Nomination Study	Step 2:	115-158
	Step 3 Implementation Strategy	Section 2.0—Project Description and Boundary	159-185
		Step 3: Section 9-Implementation Strategies, Section 10.0-Strategic Sites, Section 11.0-Implementation Projects, Section 12.0-Advancing Proposed Redevelopment, Section 13.0— Tools for Advancing Implementation	186-190 191-194 195-235
SEQRA Public Hearing	Step 3 Implementation Strategy	Section 14.0-Scoping	236-245
Description of Environmental Setting	Step 2 Nomination Study	Step 2: Section 4.0-Analysis of the Brownfield Opportunity Area, Figure 3A through Figure 11	18-36
	Step 3 Implementation Strategy	Step 3: Section 3.0-Environmental Setting	
Impact Assessment/Mitigation Measures/Thresholds	Step 3 Implementation Strategy	Section 14.0-Impact Assessment and Mitigation Measures	236-245
Alternatives to the Proposed Action	Step 3 Implementation Strategy	Section 15.0-Alternatives Analysis	246-248
Consistency with NYS CMP Coastal Policies/ NY Heritage Area	Step 3 Implementation Strategy	Section 15.0-Consistency with NYS Policies and Strategy Compliance	246-248

SEQRA Process

Prior to commencing a review of environmental impacts, the City conducted a series of procedural steps in accordance with SEQRA. While developing the Step 2 Nomination and Step 3 Implementation Strategy, a Full Environmental Assessment Form (FEAF) was completed, followed by Coordinated Review / Lead Agency Designation.

Environmental Assessment Form

In 2012, Part 1 of the Full Environmental Assessment Form (EAF) was completed as part of the Step 2 Nomination Document. The Project was classified as a Type 1 Action under SEQRA. The Project is considered a Type I action because it is anticipated to:

- * Include adoption of a municipality's land use plan, the adoption by any agency of comprehensive resource management plan or the initial adoption of a municipality's comprehensive zoning regulations;
- * Include the adoption of changes in the allowable uses within any zoning district, affecting 25 or more acres; and
- * A project or action that involves the physical alteration of 10 acres.
- Involve Unlisted Actions within an area substantially contiguous to a National Register –listed historic resource.

Part 2 and 3 of the Full EAF were completed and included in this Step 3 Implementation Strategy.

Coordinated Review / Lead Agency Designation / Positive Declaration

In the Step 2 Nomination Document, the City of Lackawanna Common Council was designated as SEQRA Lead Agency, receiving no objections from involved agencies included in the Coordinated Review. The City then determined that a DGEIS would be prepared. A notice for a public scoping comment period was distributed to involved agencies, published in the Environmental Notice Bulletin (ENB) and at City Hall and the City of Lackawanna Library.

Scoping

In conjunction with the First Ward BOA kick-off meeting in February 2016, environmental scoping on the project was discussed together with input on visioning for the redevelopment of the First Ward BOA. Public comments provided during this meeting as well as subsequent input from the project steering committee were summarized a

A 30-day public comment period on the Draft Scope Document ended on December 30, 2017. The Final Scoping Document was finalized in January 2017 and included the following anticipated content to be incorporated throughout the BOA plan:

- * Description of Proposed Action
- * Community Participation
- * Environmental Setting
 - Potential Significant Impacts
 - Land Use and Zoning
 - Historic and Cultural Resources
 - Transportation Impacts
 - Contamination Impacts / Hazardous Materials
- * Cumulative Impacts
- * Unavoidable Adverse Environmental Impacts
- * Irreversible and Irretrievable Commitment of Resources
- * Mitigation Measures
- * Alternatives to Proposed Action

Rationale for DGEIS

The City determined that a DGEIS rather than a project-specific or conventional EIS is particularly well suited for the Project because the BOA Plan:

- * Represents a number of separate actions within the First Ward BOA that when considered together may have significant impacts; and
- * Is an entire program or plan having wide application that may have new or significant changes to future policies, projects and changes to land use, zoning or development plans.

An advantage of a DGEIS under these circumstances, is that it has the ability to set forth specific conditions when future projects are proposed. This may include recommendations for Supplemental EIS(s) to reflect site-specific impacts that cannot be adequately addressed in the DGEIS at this time.

Impact Assessment Mitigation Measures

This section assesses potential significant environmental impacts anticipated to occur upon implementation of the Step 3 Implementation Strategy, based on information known at this time. This section also discusses potential mitigation measures for those impacts if considered significant and adverse.

Land Use and Zoning

Impacts

A future land use plan was described in the Step 2 Nomination Study (Section 7.0) and updated in this document in Section 9 – Implementation Strategies. Implementation of this BOA Plan will result in minor changes to the existing land use patterns, since the majority of the First Ward contains past development. In general, the existing land use pattern throughout the First Ward BOA will remain a mix of uses, including commercial, residential, industrial use.

Implementation of the Plan will result in additional commercial, residential and community services throughout the First Ward BOA. The plan represents a positive change in that proposed uses are consistent with the City's Comprehensive Plan. The BOA Plan is consistent and progresses all goals identified in the Comprehensive Plan. Most development in the First Ward BOA occurs on previously developed land and is considered infill development, since there are few "greenfields" available for new development.

Much of the proposed redevelopment projects are identified on currently City-owned land; therefore, it is anticipated that this land be privately purchased and redeveloped. This would be a benefit for the City since most of the identified redevelopment projects will place property back on the tax rolls and contribute to the City budget.

In addition to proposed redevelopment on identified strategic sites, the redevelopment of the former Bethlehem Steel Site is proposed. While much of this land was once previously developed, a large percentage of the land is underutilized. The full build out of this proposed redevelopment substantially increases the active land use of the City, which will involve the need for increased infrastructure such as water, sewer and electric expansion.

Mitigation Measures

Remediation and redevelopment within the First Ward BOA is generally consistent with current land use patterns. Future projects are proposed to ensure land use and zoning ordinances are maintained and enhanced to improve the aesthetics and vitality of the area.

Thresholds

The BOA Plan established preferred land use patterns that generally fit into existing zoning, current land use, and the City's Comprehensive Plan. If future proposed projects within the First Ward BOA exceed the preferred land use plan, then the proposed development may not be adequately considered in this DGEIS. If this is the circumstance, it is recommended that a new project-specific SEQR assessment be undertaken.

Additionally, while this BOA Plan includes recommended uses for the former Bethlehem Steel Site, this development would be of massive scale. As master planning for this site progresses in the future, additional studies will be needed to determine the impacts on infrastructure and the need for expansion of water, sewer, and electric.

Impacts on Historic and Cultural Resources

Impacts

During this project, a Phase IA Cultural Resources Investigation was conducted for the entire First Ward BOA, which is attached as L. The purpose of this Phase IA was to identify previously recorded cultural resources that may be impacted by any proposed development activities within the First Ward BOA, assess the likelihood that unrecorded resources may be present, and identify the presence of historic properties.

This investigation provides an in-depth settlement and history of the First Ward BOA and City of Lackawanna. The methodology for this investigation involved background data as well as a field survey. Significant in-depth cultural background is provided in this investigation report. The entirety of the First Ward BOA was previously disturbed and significant land area, now considered a portion of the former Bethlehem Steel Site, is man-made land.

Five archeological sites were identified within or immediately adjacent to the First Ward BOA. None of these sites have been determined eligible for listing on the NHRP, due to previous disturbance of the area.

Potential historic districts were identified within the First Ward BOA; Ridge Road Historic District and Kane Street Historic District. The potential Ridge Road Historic District is comprised of a 0.24-mile stretch along Ridge Road containing 16 buildings and seven undeveloped lots. The buildings from Wilkesbarre Street to Ingham Avenue represent a cohesive collection of buildings along this roadway. Additionally, the potential Kane Street Historic District is comprised of a cluster of five early 20th century commercial buildings that, collectively, retain sufficient integrity to convey their association and use as former support for the large Bethlehem Steel Plant workforce.

The identified buildings in the potential Kane Street Historic District were determined to not be eligible for registry individually; however, if grouped together into a historic district, they could be considered “contributing” to the historic district. Further investigation of these areas as potential historic districts is required to obtain sufficient information for SHPO to convey official determination eligibility.

Mitigation Measures

Measures will be taken to avoid, to the greatest extent possible, or minimize impacts to historic and archeological resources in the First Ward BOA. There are no historic districts currently in the First Ward BOA; therefore, as the City stands today, no buildings are eligible for New York State Historic Tax Credits.

Thresholds

If future projects in the First Ward BOA utilize federal funding, a Phase IB Cultural Resource Survey may need to be conducted (depending on the funding requirements). Additionally, if future projects are progressed on any buildings identified as potential individual NHRP-eligible, consultation with SHPO is proposed to begin as soon as possible in the planning process, at least before construction.

Impacts on Transportation

Impacts

During this Step 3 Implementation Strategy, a TIS was conducted for the proposed developments as part of the First Ward BOA Plan. The study indicates that existing traffic volumes on Route 5 and Ridge Road are approaching the capacity of the existing transportation infrastructure. There is insufficient reserve capacity to be able to accommodate the traffic anticipated to be generated by the projected redevelopment. While the proposed transportation modifications meet project objectives to accommodate alternative modes of transportation and increase connectivity between neighborhoods, the lane reductions exacerbate the already poor operating conditions. In particular, existing and projected traffic volumes render the proposed installation of a roundabout at the interchange of Route 5 and Ridge Road, and the proposed road diet on Ridge Road infeasible.

This conclusion is derived from the magnitude of the projected development for the former Bethlehem Steel Site. If the development of this site is less than projected, the road capacity of Route 5 and Ridge Road should be able to accommodate traffic anticipated from strategic site redevelopment.

Mitigation Measures

With proposed development comes anticipated traffic increases. The First Ward BOA Master Redevelopment Plan encourages the implementation of complete streets and urban traffic development methods to curtail traffic generation as much as possible. By introducing infrastructure that encourages multi-modal transportation options, mitigation of trip generation is achieved.

Thresholds

As future planning for the First Ward BOA advances and specific development proposals are identified and further refined, a more detailed traffic impact study is recommended to evaluate different scenarios to reduce the existing commuter volumes on Route 5 as well as mitigation necessary to accommodate the phased implementation of the proposed BOA development.

This study should use the GBNRTC's regional model to evaluate how the proposed new links in the transportation system and anticipated increased traffic volume may influence the potential redistribution of commuter trips from Route 5 to alternative routes. The model should also be used to inform the need for Transportation Demand Management (TDM) and specific mode share targets to reduce single occupant vehicles (SOVs) from the Southtowns to downtown Buffalo. As specific programs are identified for development sites, consideration should be given to multi-use development that encourage internal and pass-by trips and that are of sufficient scale to implement TDM programs. Consideration should also be given to the development of a Transportation Management Association (TMA) for the First Ward BOA or even greater Southtowns area. While road diets of Route 5 and Ridge Road may not be feasible with the anticipated development, the TIS should explore the potential for improved bicycle and pedestrian accommodations within the study area, e.g. signalizations of intersections on Ridge Road, providing a pedestrian refuge island on Route 5 or the development of a cycle track, multi-use trail or bike boulevard parallel to these routes.

Visual and Aesthetic Impacts

Impacts

Implementation of the BOA Plan may result in significant changes in the visible landscape. These changes are expected to be positive changes since many of the redevelopment recommendations convert underutilized, abandoned and vacant land into new, productive uses. The building designs for each strategic site will be

Additionally, proposed redevelopment in the First Ward BOA has been developed to maintain the existing streetscape and urban characteristics of the relative reinvestment area; Ridge Road Corridor, Hamburg Turnpike Corridor, Smokes Creek Corridor and First Ward Neighborhood. Specifically, for the Ridge Road Corridor and the Hamburg Turnpike Corridor, specific design guidelines and standards have been created to guide future development to conform to the existing landscape and ensure quality.

A NYS-identified “scenic vista” in the First Ward BOA includes the Great Lakes-Seaways Trail, which follows the path of Hamburg Turnpike through the City. The current landscape of the land surrounding this trail is underutilized and derelict. The implementation of the Master Redevelopment Plan will significantly enhance the aesthetics of this corridor.

Mitigation Measures

No mitigation measures are proposed for visual and aesthetic resources since development guidelines and standards were created to ensure quality and consistent development in the First Ward BOA.

Thresholds

Once project-specific designs are proposed, an assessment of potential visual impacts should be required for each project proposing structures over 2 stories. The visual impact assessment may include viewshed analysis to determine where the new development will be visible from and line-of-sight diagrams to facilitate an assessment of their level of impact.

Contamination and Hazardous Materials Impacts

Impacts

Through the analysis and environmental assessments completed in both the Step 2 Nomination Study and the Step 3 Implementation Strategy, there is both known and suspected contamination within the First Ward BOA. There are potential impacts resulting from the proximity to, or the disturbance of, known existing contaminated sites near residential neighborhoods. Generally, the level of remediation completed on these sites is dictated by the redevelopment use. For example, residential use standards are more restrictive than industrial use standards.

Much of the known contamination in the First Ward BOA, especially on the former Bethlehem Steel Site, is controlled, managed or has oversight by the DEC. Therefore, any activity on the former Bethlehem Steel Site is subjected to approvals from the DEC.

Certain strategic sites through this Step 3 Implementation Strategy have identified known contamination on site. These sites have a high likelihood of participating in the NYS BCP and can receive tax credits and incentives for both remediation and redevelopment. It is recommended that these sites enter the NYS BCP in order to receive these incentives, increase environmental quality, and improve health, safety, and welfare of the First Ward residents.

Mitigation Measures

In order to determine whether or not strategic sites in the BOA, not assessed through this Implementation Strategy, are eligible for the Brownfield Cleanup Program (BCP) and therefore BCP tax credits, Phase I and Phase II ESA’s are recommended.

Thresholds

There are no thresholds required for this impact. New York State provides guidance on the level of contamination allowed by proposed property use. If additional investigation such as Phase I and II ESAs are conducted, these would be completed as described above, and are not subject to further SEQR review. Additionally, if additional sites not identified in this plan are determined to be needing remediation, additional SEQR review is not required. NYSDEC provides all necessary standards and guidance regarding this impact.

Temporary and Short-Term Impacts

Implementation of the BOA Plan will result in possible temporary and short-term impacts stemming from potential construction activities. These may include temporary impacts from site runoff in stormwater, noise, dust and odor and during remediation of contamination.

Stormwater

During construction of individual projects, there is a potential for uncontrolled runoff into Smokes Creek and Lake Erie. Individual Stormwater Pollution Prevention Plans (SWPPPs) will be required for coverage under the DEC State Pollutant Discharge Elimination System (SPDES) General Permit for Stormwater Discharges from Construction Activity (GP-0-15-002) for the treatment and

management of stormwater discharges from construction activities associated with projects that disturb at least one acre. SWPPPs for each project will outline temporary erosion and sedimentation control measures, as well as permanent stormwater management practices for runoff reduction, water quality treatment and regulation of discharge rate and volume.

Mitigation measures identified in the SPDES SWPPP guidance include but are not limited to the following temporary and permanent erosion control/slope stabilization practices:

- * Silt fence;
- * Stabilized Construction Entrance;
- * Check Dams;
- * Temporary stockpiling of topsoil, gravel, backfill, etc.;
- * Initiating soil stabilization measures as soon as practical, and
- * Best Management Practices (BMPs) for spill prevention and solid waste management.

Noise

The City of Lackawanna is considered an urban setting with background ambient noise. Impacts of the BOA in terms of noise are expected to be short-term construction related noise. Remediation and redevelopment activities at the Strategic Sites may result in temporary and short term increases in noise levels associated with construction equipment such as backhoes, compactors, bulldozers and trucks. Noise produced by heavy equipment will vary throughout the day and during the entire construction period. During a typical work shift, construction equipment may be idling while preparing to perform a task or operating at maximum capacity. As a result, construction, operation, and hauling vehicle sound levels will vary. Average construction sound levels over a full construction work shift are expected to be considerably lower than peak levels. Once construction is complete, there would be an increase in noise levels from vehicular traffic and building operations associated with new facilities on the property.

Mitigation measures for noise include the enforcement of the City's noise ordinance, which specifies that construction-related activities are to occur between the hours of 8:00 AM and 9:00 PM. Additionally, through site plan review, the City of Lackawanna can ensure adequate distances and landscaping between property

Odors

Temporary impacts from odors resulting from clean-up of contaminated soils or groundwater in the First Ward BOA may occur during the implementation of this plan. The nature and intensity of odors will depend on the type and amount of contamination documented in future investigations. Therefore, mitigation of odor impacts will be addressed in the site-specific remedial action work plan that must be prepared for each site prior to clean-up activities.

Cumulative Impacts

A number of impacts have been identified as a result of implementation of BOA development or redevelopment. The previous section provided a summary of potential short and long term environmental impacts that may occur. This section examines the potential cumulative impacts that may result from the implementation of this BOA plan. A cumulative impact is the effect on the environment that could result from the incremental impact of the proposed actions when added to other past, present, or reasonably foreseeable future action. Cumulative Impacts can result from individually minor but collectively significant actions that take place over time.

An assessment of these probable impacts is necessary because development of multiple chosen strategic sites may take place simultaneously under the City of Lackawanna Step 3 BOA Implementation Strategy. The study area for this cumulative impact analysis is the limits of the BOA.

Within this study area, future development of the area is expected and anticipated. This future development may be currently in progress, or spurred by BOA Program benefits. The following reasonably foreseeable non-project actions are occurring or may occur in the study area:

- * Net Zero Energy Building at Bethlehem Redevelopment Area
- * Erie County Shoreline Trail along Route 5 in the Bethlehem Redevelopment Area
- * Any non-project actions listed in Section 7.0 Development following Step 2 Nomination

No long term, significant adverse cumulative impacts are expected from the implementation of this BOA Implementation Strategy along with other reasonably foreseeable projects. Minor traffic, parking and noise impacts would be expected due to the construction of any of these projects if occurring alone or simultaneously with any strategic sites. Construction impacts could include localized and temporary impacts to sound levels, air quality, parking, traffic and visual impacts. Short-term noise impacts associated with construction would be regulated by local and state regulations and standards. Air quality impacts would be limited to short-term increases in fugitive dust, and mobile emissions sources from construction equipment. Any of these construction impacts would be classified as short term cumulative impacts.

Unavoidable Adverse Environmental Impacts

The BOA Plan is designed to properly guide redevelopment in a manner that lessens the potential negative impacts resulting from land use changes and development activities. The First Ward BOA Master Redevelopment Plan provides the City an opportunity to plan adequately and provide the proper tools to manage the preferred growth and redevelopment in the BOA, which reduces the likelihood of potentially significant adverse environmental impacts

The majority of the identified impacts from the BOA Plan will be sufficiently minimized and where appropriate, will be mitigated. It is not anticipated that implementation of the Master Redevelopment Plan will result in significantly adverse impacts that cannot be mitigated. All development actions taking place after the adoption of this BOA Plan and DGEIS will still be subject to the SEQR process on a site specific basis. Nothing contained in this document supplants the necessity of adequate environmental review of future actions. However, this BOA Plan will be a resource that can be used to facilitate the review under SEQR of future development actions

Irreversible and Irretrievable Commitment of Resources

This section identifies the unavoidable impacts that will irreversibly curtail the range of potential uses of the environment or result in the commitment of resources that are neither renewable nor recoverable. An irreversible commitment results in environmental changes that cannot, at a future date, be altered to restore the environment to its pre-construction state. Resources include not only the commitment of labor, fiscal resources and materials, but also natural and cultural resources committed as a result of Project construction, operation and maintenance.

Construction of the BOA plan will result in the short- and long-term commitment of natural resources, including structural steel, gravel, concrete and wood. The long-term commitment of these resources will limit their availability for other projects. However, the amount of materials required will comprise a very small percentage of the U.S. and world production of these materials. Some of the materials, including steel, may be reclaimed and recycled. Therefore, although there will be an

irretrievable commitment of some natural resources, this will not a significant impact on the availability of these materials.

The construction, operation and maintenance of the BOA plan will require the irreversible commitment of human and fiscal resources to design, build, operate and maintain the facilities. Human resources will also be committed by governments during the planning, environmental reviews and permitting associated with development. The commitment of human resources will not strain local resources.

BOA plan construction, operation and maintenance will require the irretrievable commitment of energy resources, including those derived from petroleum products. Energy will also be committed to the manufacture and transport of materials to implement and construct the recommended projects. Fuel will be consumed by workers commuting to the redevelopment sites during construction and operation, as well as by construction equipment. Additionally, energy and fuel will be used by the redevelopment sites and the occupants during the life of the Master Redevelopment Plan. Although this will be an irretrievable commitment of resources it will not be a significant amount and will not impact the local energy supply.

16.0 Alternatives Analysis

16.0 Alternatives Analysis

As required by 6 NYCRR § 617.9, alternatives to the Project “that are feasible, considering the objectives and capabilities of the Project sponsor” will be evaluated; the specific alternatives that will be analyzed are:

Reasonable Alternative Redevelopment Scenarios

The actions of the First Ward BOA Master Redevelopment Plan are not set in stone. They are guided recommendations formulated by several planning and urban design consultants, City of Lackawanna officials, state representatives, and public interests. For this reason, there are alternative developments that could be implemented on identified strategic sites.

Alternate uses on strategic sites would be controlled by the City’s zoning ordinance and comprehensive plan. This First Ward BOA Plan does not recommend that developed land uses be significantly different than those uses permitted by the zoning ordinance. Therefore, the buildout of the First Ward BOA if without a Implementation Strategy is likely to result in similar development, if proposals come forward. However, incentives for these developments will not be established.

As the buildout would be similar, impacts to land use and zoning, historic and cultural resources, transportation, visual and aesthetic resources, and contamination and hazardous materials would also be similar. Without the guided recommendations of the Implementation Strategy, impacts may be slightly worse than the preferred alternative (this Implementation Strategy).

No-Action Alternative

Consideration of the No-Action Alternative establishes a baseline for assessing relative impacts and benefits of the proposed action. This discussion is intended to evaluate the adverse and/or beneficial impacts that are likely to occur if the First Ward BOA Master Redevelopment Plan was not implemented.

Under the No-Action Alternative, the First Ward BOA will remain the same, with no additional redevelopment projects. The strategic sites would likely remain underutilized and vacant with known contamination on site, the visual aesthetics of the First Ward BOA would not be enhanced and the First Ward BOA and City of Lackawanna would not reap the potential economic benefits anticipated from the proposed redevelopment.

Since the No-Action Alternative would have adverse impacts without any offsetting positive impacts, it is not selected as the preferred alternative.

Consistency with NYS Policies and Strategy Compliance

The First Ward BOA Step 3 Redevelopment Plan will be truly successful when compliance happens with other established plans for the area. The City of Lackawanna Local Waterfront Revitalization Program (LWRP) and the Heritage Area Management Plan are two initiatives made possible by other consultants and the City itself to move progressively forward in terms of environmental and social factors.

City of Lackawanna Local Waterfront Revitalization Program

This BOA plan is consistent with all policies set forth by the City of Lackawanna LWRP. This waterfront plan includes policies directed at:

- * Waterfront
- * Fish and Wildlife
- * Flooding and Erosion Hazard
- * Generalities
- * Public Access
- * Recreation
- * Historic and Scenic Resources
- * Agricultural Lands
- * Energy and Ice Management
- * Water and Air Resources
- * Wetlands

The BOA plan encourages the development of the former Bethlehem Steel Site for light industrial use, encourages the enhancement of the Port of Buffalo, plans to reduce flooding and erosion of Smokes Creek, states the protection of Smokes Creek and habitat, encourages recreational development of the Smokes Creek/Lake Erie area, safeguard environmental/social/economic interests of the public, protection of scenic resources, enhance quality of Route 5 and Ridge Road, utilization of Ridge Road/Route 5 intersection as a gateway to Lackawanna, among others. Generally, this plan upholds the policies of the LWRP.

Through development policies, the LWRP assists in multiple facets of waterfront revitalization to ensure comprehensive and responsible planning for both community members and industries alike. This drastically aligns with the First Ward BOA goals of ensuring community and economic wellness throughout the area and region.

Western Erie Canal Heritage Area Management Plan

The Western Erie Canal Heritage Area Management Plan created by the Western Erie Canal Heritage Corridor Commission in 2004 outlines the programs necessary to ensure development within this area showcases the historic nature and significance of the Western Erie Canal. The objectives of this management plan include a vibrant regional economy, an enhanced regional quality of life, resource conservation, and increased appreciation of natural and cultural heritage resources. The BOA plan is consistent with all of the objectives set forth by this management plan and has the goal and intent to align on new strategic sites and proposed development with the Western Erie Canal Heritage Area Management Plan objectives.

DGEIS References and Underlying Studies

- * Brownfield Opportunity Areas Program – Guidance for Applicants, New York State Department of State and New York State Department of Environmental Conservation, October 2008.
- * City of Lackawanna Comprehensive Plan Update, City of Lackawanna, July 6, 2016.
- * Phase IA Cultural Resources Investigation, Panamerican Consultants, Inc., July 2017.
- * State Environmental Quality Review Act, Final Scoping Document for the Preparation of a Generic Environmental Impact Statement, C&S Engineers, Inc., January 2017.
- * Traffic Analysis, Lackawanna Step 3 BOA, C&S Engineers, Inc., August 2017.
- * Western Erie Canal Heritage Area Management Plan, Western Erie Canal Heritage Corridor Commission, 2004.

* City of Lackawanna Local Waterfront Revitalization Program, City of Lackawanna, June 1989.

Appendix

Appendices

- A. Phase 1 Archeological Survey
- B. Community Participation Plan (CPP)
- C. Meeting Minutes
- D. Visioning Activity Workbooks
- E. Economic and Market Demand Analysis
- F. Full assessment package for environmental sites
- G. Lakeshore Commerce Park Connector Road materials
- H. Probable Construction Costs—Lackawanna First Ward Soccer Field
- I. Commercial Traffic Volume Scenarios
- J. Bethlehem Steel Shoreline Trail materials
- K. Smokes Creek Corridor Site Conditions analysis