

**DOWNTOWN RENEWAL STUDY  
PLANS & RECOMMENDATIONS  
BUFFALO, NEW YORK; 1966**







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**March 1966**

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BUFFALO, NEW YORK; 1966**

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**Adam, Meldrum & Anderson Co., Inc.**

**Bank of Buffalo**

**L. L. Berger, Inc.**

**Buffalo Courier-Express, Inc.**

**Buffalo Evening News, Inc.**

**Buffalo Optical Company**

**Buffalo Savings Bank**

**J. W. Clement Company**

**Copy Products, Inc.**

**Erie County Savings Bank**

**W. T. Grant Company**

**Genesee Building**

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**Hens and Kelly**

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**Jacobi Bros., Inc.**

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**Liberty National Bank & Trust Co.**

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**Marine Trust Co.**

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**New York Telephone Company**

**Niagara Mohawk Power Corporation**

**Statler Hilton Hotel**

**A. Victor and Company**

**Western Savings Bank**

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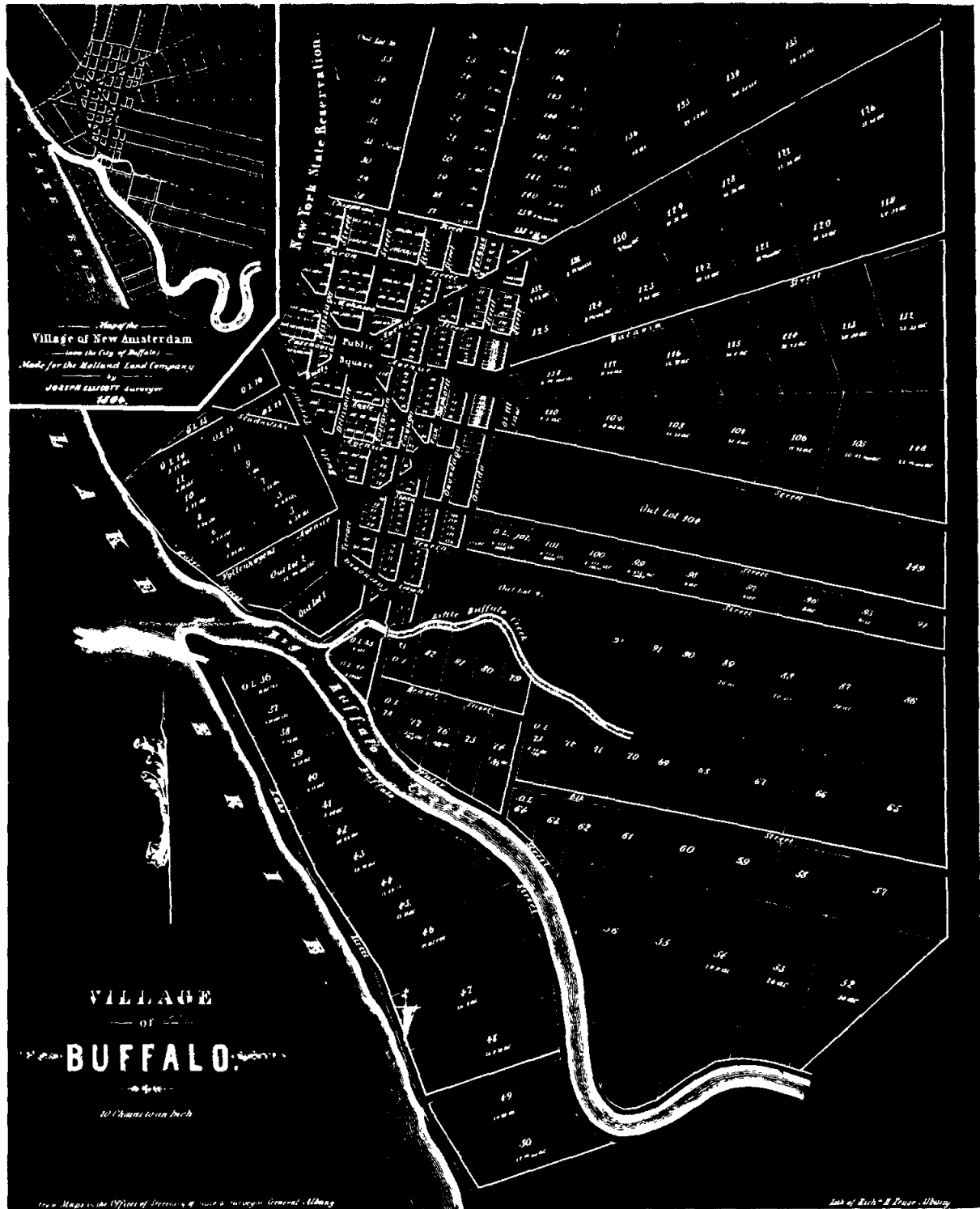
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Map of Village of Buffalo and 1804 map of New Amsterdam by Joseph Ellicott, Surveyor.



## DOWNTOWN RENEWAL STUDY/1966

Downtown Buffalo has the basic requirements for a healthy, prosperous, and growing downtown area: a large and growing metropolitan population; a system of highways under construction or in planning which will make Downtown as accessible as any suburban center; and a historic confluence of activity; government, business, and the professions.

Despite these assets, the downtown retail activities, taken as a whole, are losing business to the suburban shopping centers. The most important question facing Downtown Buffalo today is whether this downward trend is to continue or whether it will be reversed.

As stated in the Arthur D. Little Report, *Buffalo Downtown Study*: "Barring any dramatic and pronounced change in current trends or in the existing environment, the foreseeable future holds, at best, limited opportunities for arresting the present downward trend."<sup>1</sup>

"Upper Main Street, about Huron Street, is being downgraded by the influx of marginal establishments and the existence of vacant stores, such as the old Flint and Kent store. Formerly, daytime crowds at motion picture theatres made this a more desirable location; today, however, pedestrian traffic drops off sharply above Chipewa Street on the west side and above Court Street on the east side."<sup>2</sup>

Since the Little report was completed, important new developments have occurred. The Main Place redevelopment project on the west side of Main Street between Church Street and Court Street, itself a recommendation of the Little Report,

will provide a twenty-five story tower for the Erie County Savings Bank, a new Kobachers department store, an enclosed shopping mall, and an underground parking garage.

North of Huron Street, the old Flint and Kent store is being remodeled to provide expansion space for W. T. Grant and other tenants; the Buffalo Savings Bank is building a major addition on the east side of Main Street.

The obsolescence of most of the downtown retail facilities remains a major problem to businesses who wish to remain in, or to enter, the downtown core. Main Place is an impetus; it strengthens and renews the area south of Court Street which also contains the largest downtown department store, the new Manufacturers and Traders Trust Company Bank Tower, and other strong stores and office buildings. It will also benefit from the new Erie County Hall soon to be completed and a new twenty-story Erie County office building now in the planning stage. Most of the City, County, and State government offices will contribute to the success of this area.

Indeed, the authors of the Little report were moved to write: "... the prime retailing function is contracting into a small, clearly defined area along Main Street between Lafayette Square and Eagle Street."<sup>3</sup>

However, the prime retailing function should not be permitted to contract into the area between Lafayette Square and Eagle Street because:

1. Strong existing businesses will be left outside the prime area, including Hengerer's, Neisner's, Hens and Kelley, Bergers, Victor's, Lane Bryant,

(<sup>1</sup>) *Buffalo Downtown Study*, Arthur D. Little, Inc., December, 1960, p.17.

(<sup>2</sup>) *Ibid.*, p.47.

(<sup>3</sup>) *Ibid.*, p.58.

Franklin Simon, W. T. Grant, the main office of the Buffalo Savings Bank, and a branch of the Manufacturers and Traders Trust Company.

2. The entire downtown core must expand rather than contract if it is to preserve its traditional dominance of the metropolitan market. The list of cities is growing longer every year in which shopping centers or groups of such centers now offer greater variety of choice and of selection than the traditional downtown. In Buffalo, announced expansions to, and in the vicinity of, Thruway Plaza, will increase the gross floor area in that location to 1.3 million square feet in department-store-type-merchandise (DSTM). For comparison, Downtown Buffalo now has about 2.5 million square feet gross area in DSTM selling, much of it obsolescent and inefficient. It is apparent that further contraction downtown coupled with a continued expansion in the vicinity of Thruway Plaza will soon displace the downtown core from its historic position of dominance.
3. The prestige shops, office buildings, hotels, and government buildings on Delaware Avenue north of Niagara Square should complement the prime retail function on Main Street; they should be tied together by a strong, active pedestrian-generating link. The entire downtown core must function as a single entity if it is to be the Central Business District of a great metropolitan area, if it is to maximize its drawing power in competition with suburban centers, and if it is to remain healthy and prosperous. It would be detrimental to the entire downtown core to allow it to develop into disconnected fragments separated by decay and blight.

## DOWNTOWN RENEWAL STUDY/1966

### DOWNTOWN NORTH RENEWAL PROJECT

*The Downtown North Renewal Project* is designed to continue the renewal of the downtown core and to fulfill the specific needs described above. It will:

1. Strengthen the retail stores on both sides of Main Street between Court and Huron Streets by acting as a balance to the present concentration of stores and office buildings south of Court Street, and by encouraging pedestrians to move north and south along both sides of Main Street.
2. Increase the total retail sales in the entire downtown area by attracting more shoppers to frequent downtown. When the Downtown North Project is fully developed and tenanted, it will provide the major retail magnet necessary to increase sales of DSTM in the entire downtown area by over \$76 million, or by almost 78%. The market impact which the project must have to generate these new sales will be appreciated by remembering that the present trend of DSTM sales in Downtown Buffalo is a decline, from \$138.2 million to \$127.3 million, or approximately 8%, from 1954 to 1963.

This sales increase will have the effect of increasing the Buffalo Central Business District's share of metropolitan DSTM sales from 20.5% to 30.%, and will insure the continued dominance of the metropolitan area

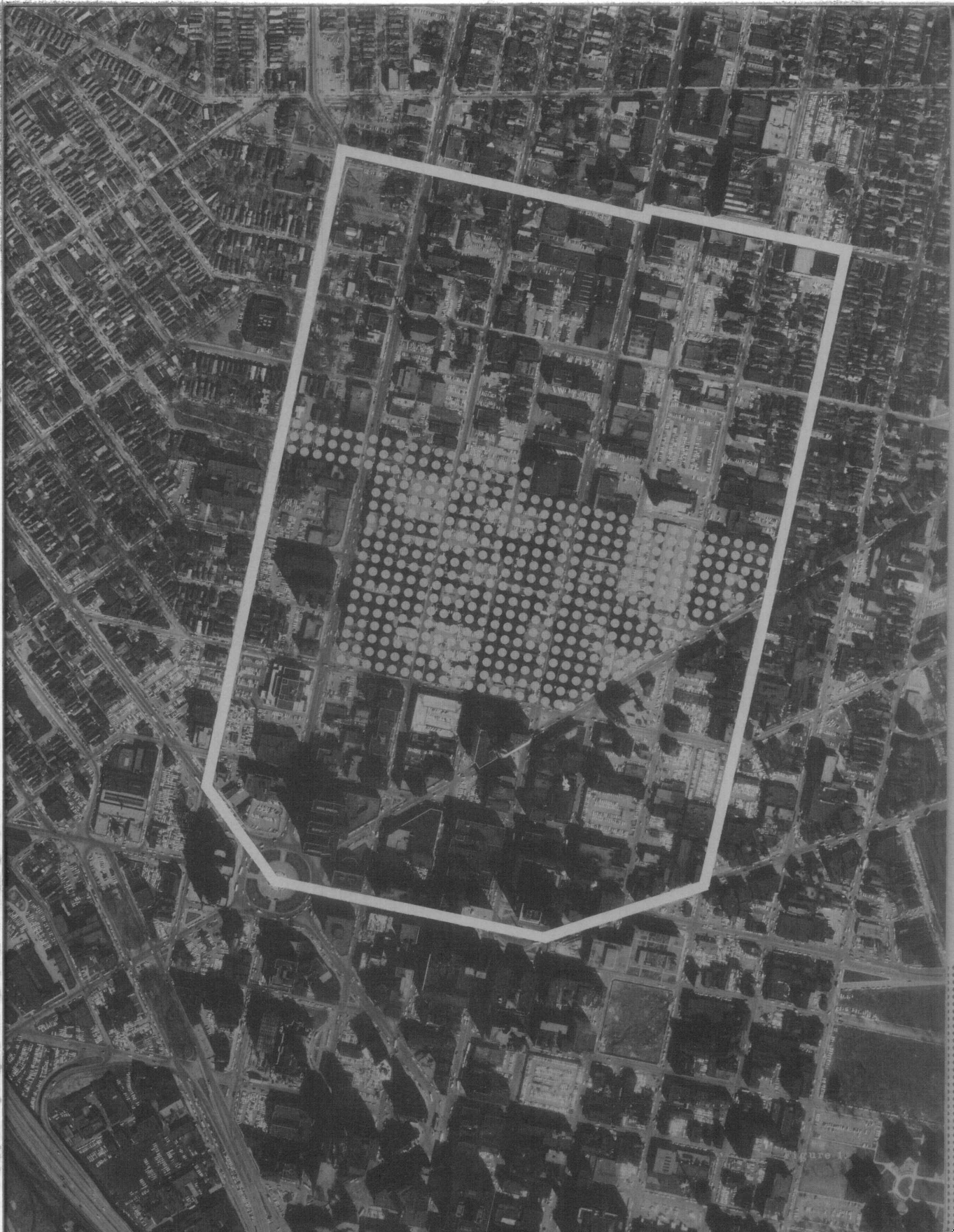


Figure 1

by the Buffalo Central Business District for the foreseeable future, regardless of the future expansion of the suburban centers. Because of the anticipated continued growth of the metropolitan trade area, the development of the Downtown North Project does not preclude continued expansion of the suburban centers, but it does demand the larger share of the total metropolitan increase for Downtown Buffalo.

3. Bring together as one business area the present concentration of office buildings, prestige shops, hotels, and government buildings on Delaware Avenue with the prime retail function on Main Street. The enclosed air-conditioned mall of the Downtown North Project fronts on both Delaware Avenue and Main Street, providing an attractive, busy, urban space that links these two important concentrations of activity.
4. Provide an attractive entrance to the downtown core from the Kensington Expressway. The extension of Johnson Park to Oak Street as a broad, open, and well-lighted boulevard leading from the Kensington Expressway, and distributing traffic directly into or through the Downtown North Project into the balance of the CBD, will provide an attractive, safe entrance to the shopping area.
5. Renew the presently-blighted blocks on both sides of Chippewa Street from Delaware Avenue to Genesee and Oak Streets.
6. Provide additional tax revenues to the City and additional jobs for many of the City's unemployed.

## **DOWNTOWN RENEWAL STUDY/1966**

### **OBJECTIVES**

The goal of this study is to preserve and reinforce the dominant role of Downtown Buffalo in the Niagara Frontier Region. Historically, Downtown Buffalo has been the economic, cultural, and social center for this dynamic region.

As the City has grown, the dominant role has been altered. Major cultural facilities have been built beyond the City's core. The suburbanization which followed World War II drastically altered living, working, and shopping patterns.

One facet of Downtown Buffalo's dominance which has been the least affected by external shifts, is its office building concentrations.

For Downtown Buffalo to remain the economic center for the region, it must balance the strong office space concentration with an equally strong retail trade complex. This study provides recommendations to achieve this goal. With this achievement comes greater certainty of a dominant downtown core.



*Buffalo from Lake Erie, 1836; aquatint by W. J. Bennett, after J. Hill, courtesy of The Old Print Shop, New York, New York.*



## **DOWNTOWN RENEWAL STUDY/1966**

### **DOWNTOWN BUFFALO**

Prime retail activity has been concentrated on Main Street. The strongest concentration of retail activity is the east side of Main Street between Eagle Street and Lafayette Square. This block includes the largest department store in the downtown core — Adam, Meldrum and Anderson — plus Kleinhans and Woolworth's.

Opposite this block on the west side of Main, the new Main Place Project is under construction and will include a new building for Kobacker's Department Store, an enclosed air-conditioned shopping mall, and a 25-story office tower for Erie County Savings Bank. South of Eagle and east of Main Street, the new Manufacturers and Traders Trust Company 20-story office building is under construction.

The Church Street Arterial, expected to be built by 1968, will form a natural boundary for the prime retail area on the south.

The main office-building concentration in the downtown core is along Court Street and Lafayette Square with six important buildings; however, the Marine Midland Bank of Western New York, the Ellicott Square Office Building, the General Donovan Office Building, and the Memorial Auditorium are on Main Street south of Church Street.

North of Court Street, retail activities continue fairly strong to the W. T. Grant Company on the west side of Main Street, but on the east side, the volume of pedestrian traffic decreases markedly north of Hengerer's Department Store (between Court and Mohawk Streets).

Other traffic changes and improvements required to implement the plan and to handle the increased traffic generated by the Downtown North Project are described later in this report.

Note that the closing of Main Street to traffic south of Huron Street is *NOT* required for the Downtown North Project, but rather is a logical and attractive way to extend the amenity of the Downtown North Project and Main Place to the existing stores on Main Street.

It is a recommendation of this study that when the Downtown North Project is under development, an additional study be made for the connection between the Downtown North Project and Main Place. This study should consider the various ways in which protection from the elements can be provided to shoppers in the Main Street Mall and the best way in which this protection and the Mall itself can be related to the specific existing buildings fronting on Main Street.

The development of strong projects at both ends of Main Street and the removal of vehicular traffic from Main Street afford an extraordinary opportunity for the merchants and property owners along Main Street to rehabilitate their properties and improve the common space to create a modern and attractive shopping area. This additional study should receive the careful attention of all concerned, and should command the best possible merchandising and design talent. The area of this additional study should include Main Street as far south as Church Street. The present study areas stops at Court Street.

The Downtown North Project begins at W. T. Grants and the Buffalo Savings Bank and replaces the deteriorated property to the north thereof with a modern shopping complex. The enclosed and weather-controlled mall connects Main Street to Delaware Avenue between the



new Federal Office Building and Johnson Park.

The extension of Johnson Park as a broad landscaped boulevard connects the Kensington Expressway at Oak Street with the proposed Kenmore Expressway and the West Side Expressway. It replaces Chippewa Street and serves the northern part of the core area in much the same way that the Church Street Arterial serves the southern part.

A critical problem in Buffalo is the conflict of the pedestrian and vehicular traffic on Main Street. This conflict is common to our older cities but has been resolved in the suburban shopping centers by the exclusively-pedestrian shopping mall; vehicular traffic is peripheral to the shopping-mall complex. Vehicular and pedestrian conflict maximizes the danger of accidents and is inconvenient and unattractive to shoppers. Vehicular impediment to the flow of shoppers makes it difficult to merchandise to people across the street, reduces selling opportunities, and frequently causes a "dead" side to what should be a vital, prosperous business entity.

There will be no such conflict or impediment to shoppers in the Downtown North Project because the east-west traffic of Chippewa Street will be moved north to the extension of Johnson Park, and north-south traffic on Pearl and Franklin Streets will be depressed below the pedestrian mall.

To provide a similar amenity for shoppers destined for the existing shops south of Huron, and to facilitate the movement of pedestrians on Main Street between Main Place and the concentration of existing office buildings and department stores south of Court Street, and between the Downtown North Project and the existing stores north of Court Street, all vehicular traffic should be removed from Main Street between Johnson Park and Church Street, and the existing right-of-way developed as an attractive, exclusively-pedestrian shopping mall.

The major stores on Main Street go through the block to either Pearl or Washington Streets and will still have visual exposure to traffic by improving their store fronts on these streets. The few small shops which do not go through the block depend primarily on the pedestrian traffic generated by the larger stores and will profit from the increased pedestrian traffic in the Main Street Mall.

Most of the traffic now on Main Street will be routed to Pearl and Washington Streets which will form a one-way couple around the stores-mall complex. The direction of traffic on Washington Street will be reversed to permit the traffic to drive around. Pearl and Washington Streets will serve shopper traffic more efficiently than Main Street because they will provide access to the parking facilities.

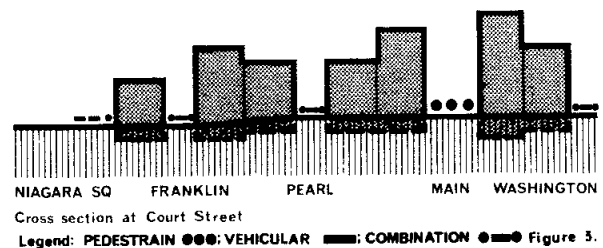
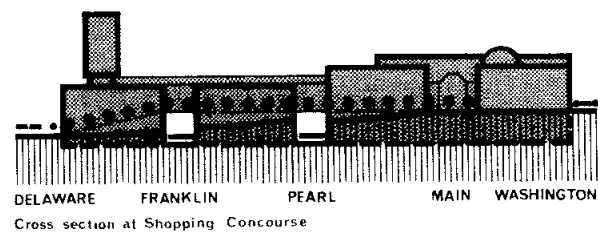
## DOWNTOWN RENEWAL STUDY/1966

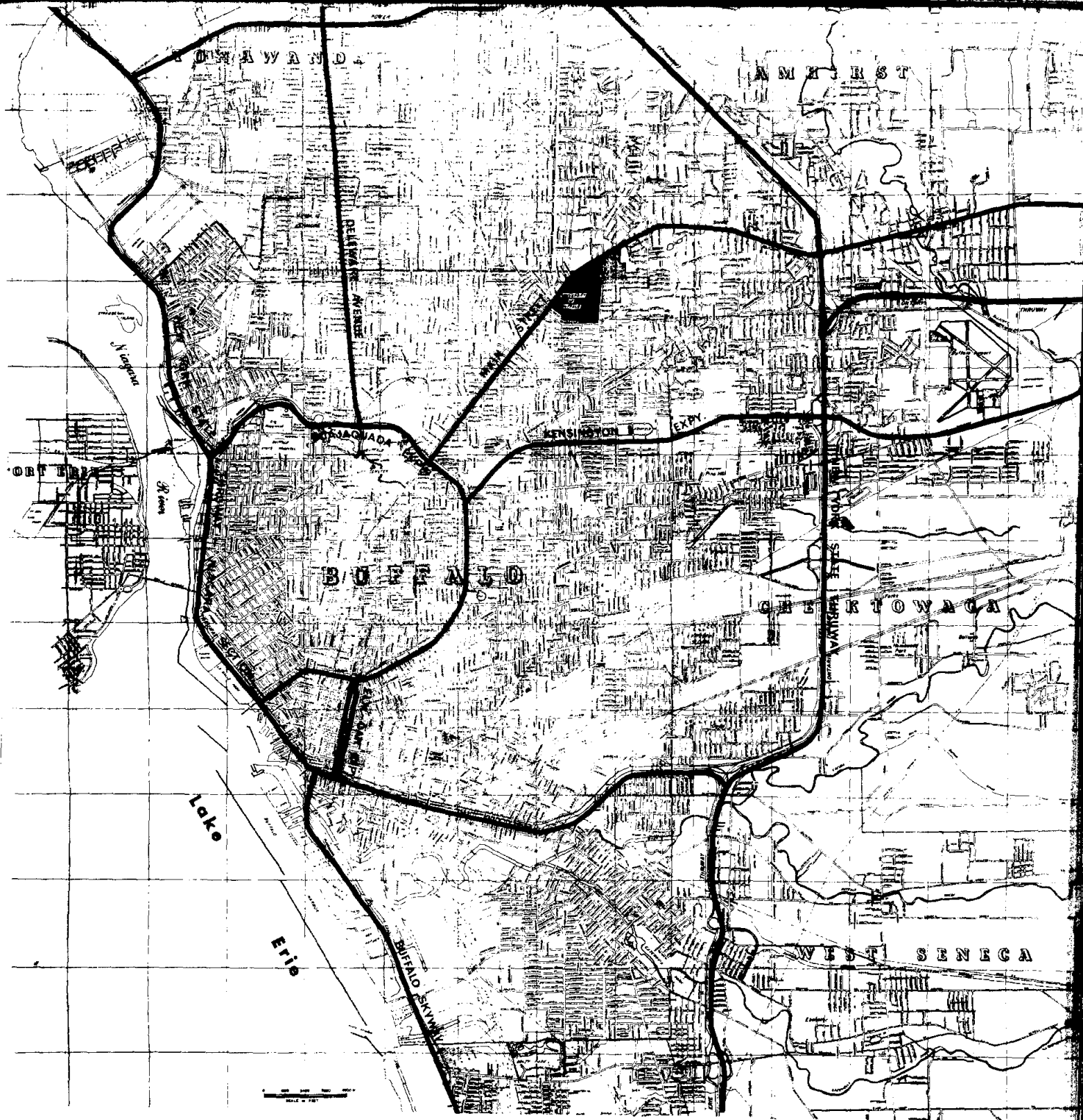
### PRINCIPLE OF SEPARATION OF PEDESTRIAN AND VEHICULAR TRAFFIC

The Downtown North Renewal Project observes the principle of separation of pedestrian and vehicular traffic. Traffic is separated in two ways; by locating the two types of traffic on different vertical planes, and by separating the two types of traffic horizontally.

*Vertical Separation:* Vertical separation of pedestrian and vehicular traffic is the result of bridging the shopping concourse over Franklin and Pearl Streets. The road bed of these streets has been depressed beneath the shopping concourse of the Downtown North Renewal Project.

*Horizontal Separation:* Horizontal separation is established by closing Main Street to vehicular traffic. The diagrammatic cross section made at Court Street, shows Main Street right-of-way reserved for pedestrians and that parallel streets are intended primarily for vehicular traffic. This principle may be extended south of Huron Street to Church Street, in a later project, by converting that portion of Main Street to exclusively pedestrian use to give similar benefits to the existing stores fronting thereon.





# BUFFALO AND ENVIRONS



Figure 4



## **DOWNTOWN RENEWAL STUDY/1966**

### **STUDY AREA**

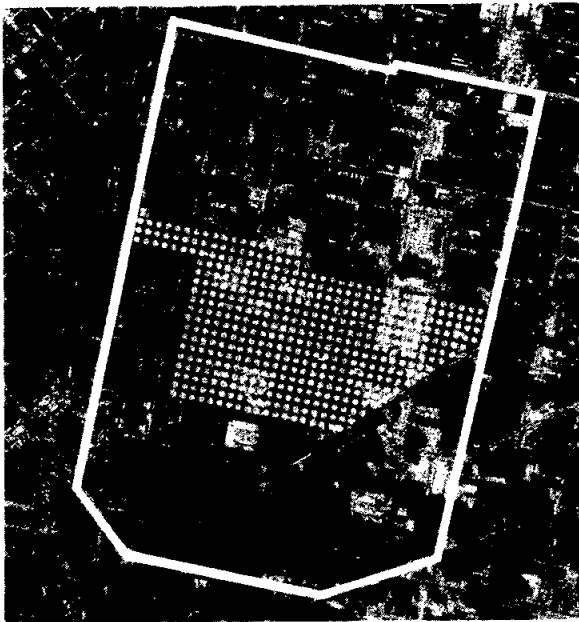
The boundaries of the Downtown Renewal Study, beginning at Niagara Square and going counter-clockwise are; Court Street, Broadway, Oak Street, Goodell Street, Edward Street, South Elmwood Avenue, and Niagara Street.

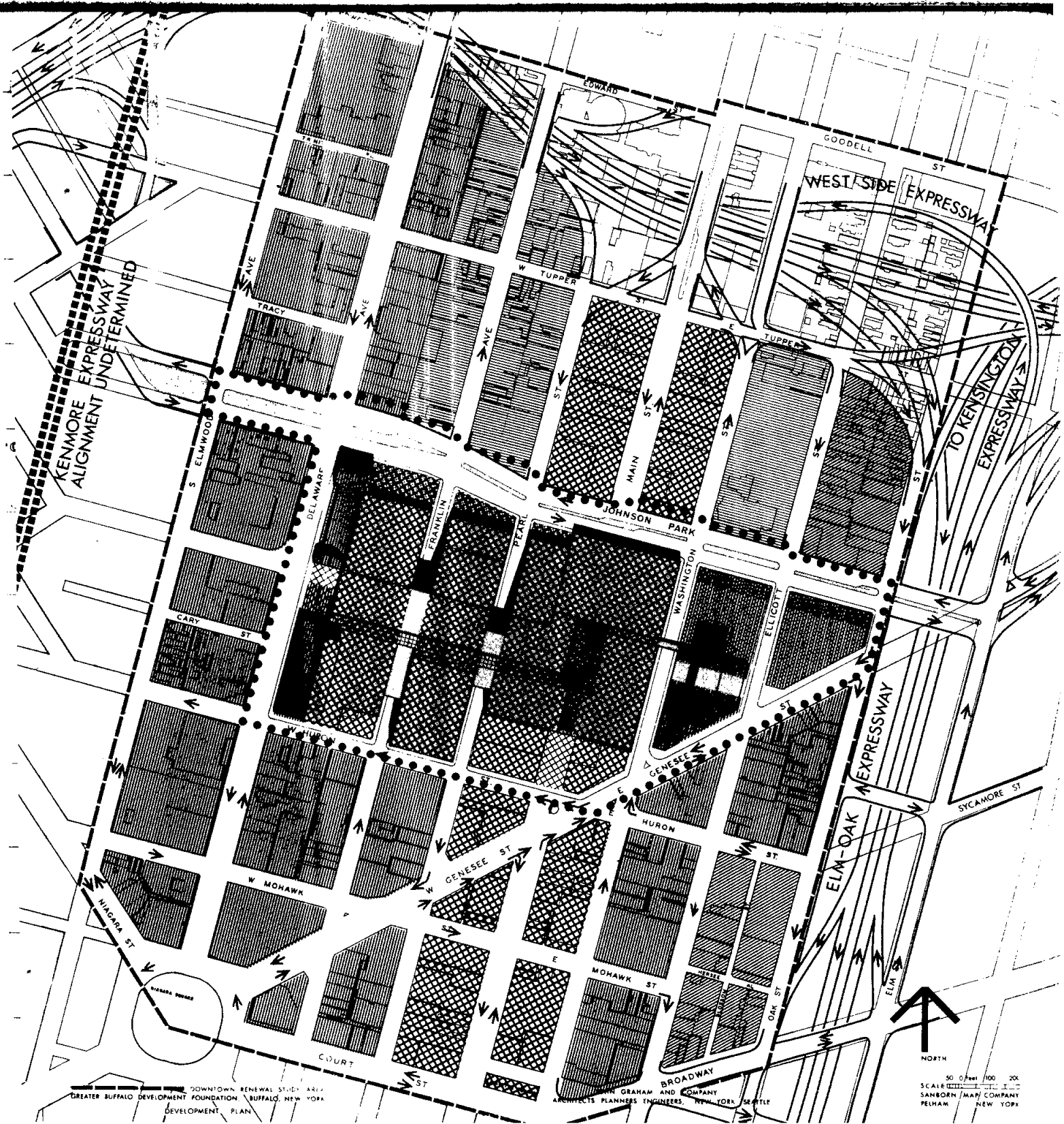
This area has been studied in terms of land use, building condition, circulation, and development potential. Based upon these studies and the experience of the consultants in the renewal of the downtown portions of other cities, specific recommendations have been made for an action program.

These recommendations include a proposed Land Use Plan and a Development Plan consisting of 3 projects.

The development potential of the Study Area depends upon the ability of the community to attract a larger share of the trade in the metropolitan region downtown, because the Study Area is the most logical place to locate this trade expansion. Without an increase of trade, much of the Study Area would have to be downgraded to less intensive uses.

Therefore, both the Land Use Plan and the Development Plan must be contingent on the success of the first stage project — the Downtown North Renewal Project — which is described in greater detail later in this report.





# LAND USE - PREDOMINATE

RETAIL  
TRADE



SERVICES



RESIDENTIAL



WHOLESALE



Figure 5.

## DOWNTOWN RENEWAL STUDY/1966

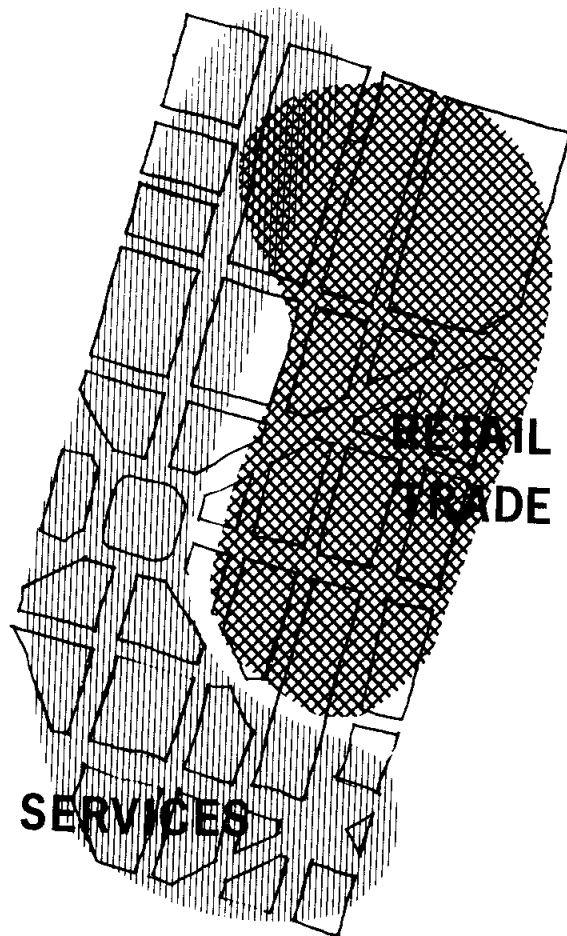
### LAND USE PLAN

Primary retail activities are the predominant use at the first floor level of the blocks on both sides of Main Street. The Downtown North Project will establish land between Huron Street and Johnson Park (extended) and from Washington to the west side of Franklin Street as the northern terminal of the primary retail area. To the west of the primary retail area, services predominate, including governmental services, hotels, office buildings, semi-public institutions, and parking. These service activities extend north to the study area boundary at Edwards Street, on both sides of Delaware Avenue. An important function of the blocks adjoining the primary retail area is the provision of parking for shoppers, business people, and employees.

East of Washington Street, between Genesee Street and Broadway, is also a service area with wholesale and warehousing in the blocks between Genesee and Huron. East of Ellicott Street, between Genesee and Broadway, wholesale and warehousing should continue to predominate; since the primary function in the service area is retail and services, wholesaling activities which cannot find space within the Study Area would be better located on the east side of the Elm-Oak Expressway.

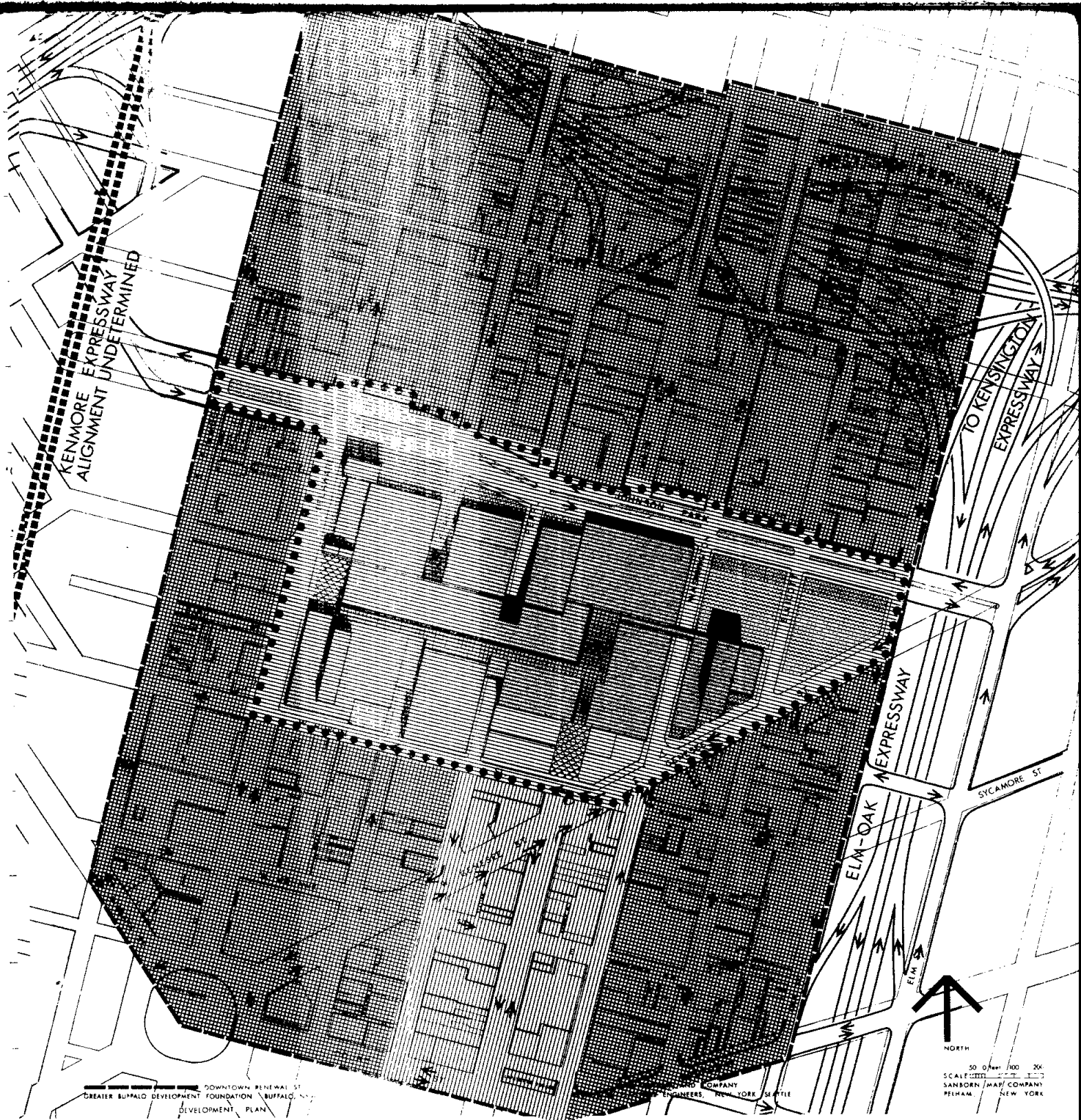
The existing secondary retail trade on both sides of Main Street between Johnson Park and the proposed West Side Expressway should continue and can be aided by on-street parking along both sides of Main Street in this area when the major

thru traffic is rerouted to Pearl and Washington Streets. To the west of Pearl Street, the east of Washington Street, and the North of St. Michael's Church, there is an opportunity to develop new housing which would enjoy convenient walking distances to the business center. On the east side of Ellicott Street between Johnson Park and the expressways, wholesaling and warehousing activities should be encouraged and the land presently occupied by deteriorated housing should be redeveloped for an expansion of warehousing. An alternative consideration in this block would be the removal of all commercial activity to the east side of the Elm-Oak Expressway and the redevelopment of this block for housing similar to that which will be on the west side of Ellicott Street.



Diagrammatic Land Use

Figure 6.



# PROPOSED PROJECTS

CLEARANCE & REDEVELOP. 

CONSERVAT. & REHAB. 

COMB. OF TREATMENTS 

Figure 7.

## **DOWNTOWN RENEWAL STUDY/1966**

### **DEVELOPMENT PLAN—PROPOSED PROJECTS**

**The Development Plan provides for three urban renewal projects in the Study Area.**

*Project Number 1, the Downtown North Renewal Project, is the most critical. It will provide the new commercial complex that will anchor the Study Area and attract sufficient new shoppers downtown to reverse the present sales decline and establish the entire downtown area as the dominant retail center for the foreseeable future.*

*Project Number 2, Main Street, capitalizes on the new strength on Main Street north of Huron Street and south of Court Street to rehabilitate the blocks inbetween. The project provides for an attractive, exclusively-pedestrian mall on the right-of-way of Main Street—between Church Street and Huron Street—with landscaping and protection from the winter weather, plus rehabilitation of existing buildings and spot clearance.*

*Project Number 3, the remainder of study area, is 15 or 20 years away, but certain general recommendations are made for that project which can also serve as a guide to private renewal activity which might take place before initiation by the local public agency.*





TRAFFIC FLOW ➔

Figure 8.

## DOWNTOWN RENEWAL STUDY/1966

### PROJECT NO. 1 DOWNTOWN NORTH RENEWAL PROJECT

*Project No. 1 Downtown North Renewal Project* provides the extension to Johnson Park and the site for the major new retail magnet which will reverse the present downtrend of retail sales in the Central Business District. The primary treatment of this area must be clearance and redevelopment in order to accomplish this objective. However, several major buildings will remain. These include the Buffalo Savings Bank, the W. T. Grant Building, the Flint and Kent Building into which W. T. Grant is expanding, and the office building on the northwest corner of the intersection of West Huron Street and Franklin Avenue.

The demands upon the first project are extensive because it must reverse the downward trend of retail sales in the Central Business District. Once this task is accomplished and the sales in the downtown area are escalating, succeeding projects will have a more favorable situation.

Initially the Downtown North Project must present a sufficiently attractive picture to a sophisticated developer to induce him to undertake a complex project: it must offer a sound vehicle for investment; it must provide retail floor space so situated as to be attractive to merchant tenants; and it must be a more attractive place to shop and conduct business than competing shopping centers. Concurrently, the local share of the cost of the urban renewal project must be in proportion to the benefits to the community, and the parking garages

must generate sufficient revenue to the Parking Board to amortize their capital cost and cover their operating costs.

These requirements have been met in this project, but the "scope of play" is limited. That is, the development of this project must closely follow the proposed plan if it is to meet all the critical requirements for its success.

One of these critical elements is the size of the project; it must be of sufficient size to have the necessary market impact. The retail space provided, especially the department store space, cannot be reduced significantly without jeopardy to the project. The problem here is similar to what the physicists call "critical mass", the mass below which the desired action does not occur.

This "critical mass" is necessary to make the Downtown North Project an attractive investment; it is also necessary to attract sufficient new business downtown to make a gross addition to downtown as opposed to merely tapping into the existing trade.

On the other hand, not all of the office space is so critical to the project. Indeed, the office towers are dependent on institutional users taking large parts, if not all of the space, and should not be developed until such tenants are available. The office space on the second level of the mall is planned for small, consumer-oriented activities and should find its market as the retail space is leased.

The Downtown North Project is primarily a major retail magnet to be located between Delaware Avenue, West Huron, Genesee, and Washington Streets, and Johnson Park which extends as a broad boulevard to Oak Street, Genesee Street, and the Kensington Expressway. This retail complex serves as the northern terminus to Main Street's prime retail area and connects this area to the governmental and institutional offices, hotels, and prestige shops on Delaware Avenue.

The proposed hotel, at the northeast corner of Delaware and W. Huron Streets, is strategically located between the existing Statler Hilton and Richford Hotels. It will complement the existing hotel, governmental, and institutional complex and will strengthen the City's role as a regional convention center.

Downtown North Renewal Project is essentially an active pedestrian shopping street. Landscaped plazas form entrances from Main Street and Delaware Avenue. The absence of conflict with automotive traffic plus the comforts of year-round air conditioning insure maximum pedestrian freedom. The shopper is insured of easy access either by automobile or public transit. Ample parking is part of the complex. Public transit is served by two bus facilities with the intraurban platform adjacent to the lower level of the mall. The main concourse has two large department stores, a quality specialty shop, smaller shops, a hotel, and office space. This range of activity will result in a lively flow of pedestrians. The extension of Johnson Park has a 50-foot wide landscaped border on the project side, and a landscaped median. Ample traffic capacity will assure a pleasant arrival. This plan is recommended as the most feasible means of attracting investors and merchant tenants. It is also the most feasible way to strengthen and preserve downtown Buffalo as the region's retail center.

*Location.* The location of the Downtown North Project was based on extensive studies and surveys of the project area. These surveys consisted of land use; building condition, interior and exterior; type of building construction; and all utilities, water, sewers, gas, electric, and telephone. Careful evaluation of these surveys, of the character of the study area, and of the requirements of a new facility led to the conclusion that the best site was on both sides of Main Street, North of Huron Street.

Main Street has traditionally been the location of Buffalo's retail activities. The site recommended offers the desired access to these activities and by spanning the street encourages pedestrians to use both sides of Main Street. This site is sufficiently large and is presently occupied predominantly by deteriorated and substandard buildings. It has the added advantages of frontage on active and prestigious Delaware Avenue and exposure immediately off the Kensington Expressway. The Kensington Expressway and Johnson Park to Oak Street provide access to the project and to the entire retail core area from the north and east.

*Access.* In the immediate future, vehicular access to the Downtown North Project will be by private automobile and public transit buses.

Parking on structure for 2,455 automobiles, and 252 spaces on grade will be provided as part of the Downtown North



Sketch of the Plaza at the Delaware Avenue entrance to the shopping concourse. On the left is the restored Greek Revival House.

Project. This amount is in addition to existing stock of parking, both on grade and in structures publicly and privately operated.

In order to make access to the Downtown North Project via public transit buses more attractive and convenient, a covered lower mall level entrance with bus docks on Pearl and Franklin Streets is provided. The long planned subway could have similar entrances from Main and Washington Streets. Proposals for a subway are not sufficiently definite to incorporate into the Downtown North Project; the Project must be feasible even if the subway remains un-built.

For pedestrians, the all-weather comforts of the air-conditioned mall will make the Project a point of arrival and departure and a shopping concourse. The Downtown North Project is conceived as a magnet to balance the existing Main Street retail facilities south of Court Street and as a linkage to Main Place. It will also act as a link to the office buildings, hotels, and specialty shops on Delaware Avenue. Because of the attracting power of the complex, it will have a most favorable impact on existing Main Street retailers by providing a substantial increase in the number of pedestrians on Main Street.

*East of Washington Street.* That part of the Downtown North Renewal Project east of Washington Street serves a dual purpose. It provides an attractive "foreground" for the project from Kensington Expressway, and essential on grade parking space. These function as interim uses. They provide needed facilities for the present without substantial capital commitment. The Market Analysis supports the project as proposed, and the basic plan should be limited to a program which can be shown to be feasible at this time. This condition does not preclude the additions of the other elements as the project develops.

As the Downtown Renewal Project stabilizes Downtown Buffalo's retail activity a need for expansion space will occur. The land which is used for on-grade parking function is the land bank for this future expansion space. In order that this expansion will occur as part of the Downtown North Renewal Project rather than a series of independent developments, long range goals must be formulated. Compatibility of land use, separation of circulation systems, and maximum use of transportation facilities must be provided.

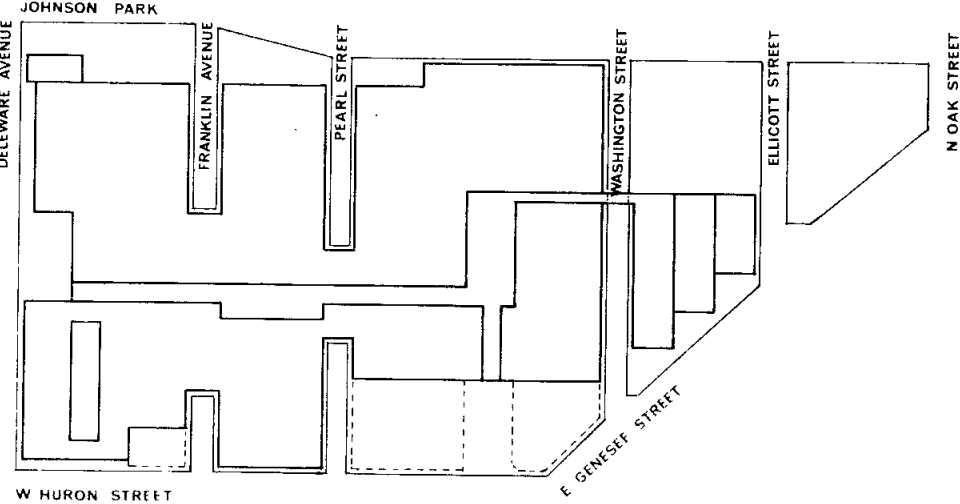
The area lends itself to office and service usage. A demand for such space will occur following the stabilization of Downtown Buffalo's activity by the Downtown North Renewal Project.

The principle of separation of pedestrians and vehicular traffic will also be applied in the area east of Washington Street. The continuous podium for pedestrian circulation will connect to the pedestrian levels west of Washington Street. The connection to the pedestrian levels of the Downtown North Renewal Project serves as a means of pedestrian flow continuity. Beneath this podium, vehicular circulation and parking will be provided.

The podium serves as a base for office buildings, as is the case with the medical center and its office tower. The podium will also provide landscaped areas and the site for a civic or cultural facility. The growing interest in legitimate theatrical presentation suggests the possibility of developing theaters on this podium.

Maximization of transportation facilities is aided by the proximity of the inter- and intraurban bus facilities. The planned expressway system and ample vehicular parking spaces satisfy the demands of this form of transportation. The long planned subway system would add to the attractiveness of the Downtown North Renewal Project.

# Roof



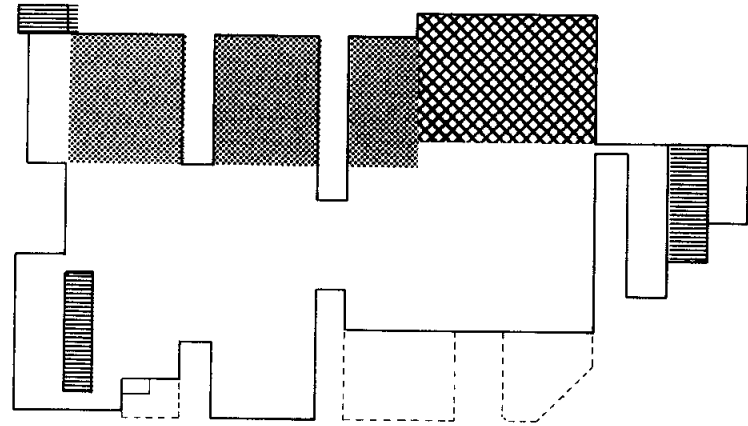
# SCHEMATIC PLANS

Figure 9

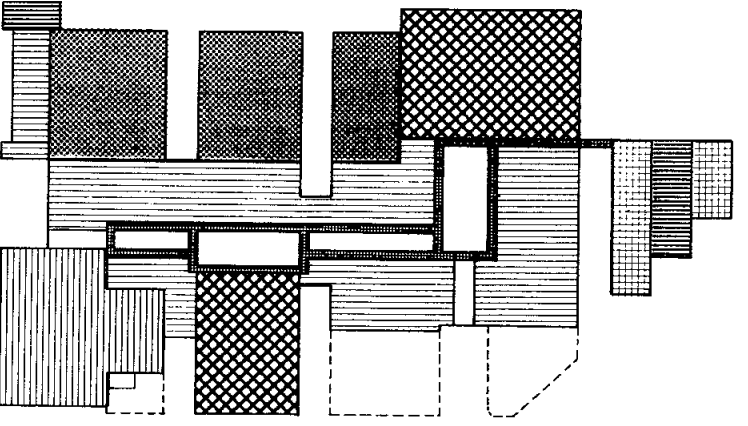
## Roof

The view from above of the Downtown North Renewal Project shows the new link between the concentrations of Main Street retail activity and service functions on prestigious Delaware Avenue. This pedestrian way bridges the vehicular traffic (see levels 46' and 26').

# 71'



# 61'



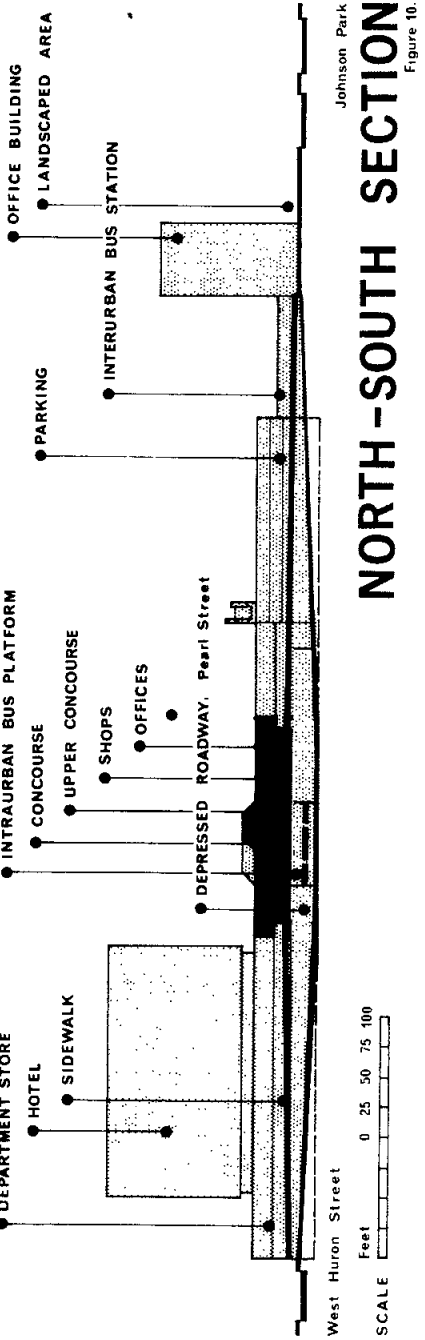
## Level 71'

Only the high-rise elements penetrate this level. The two ten-floor office structures are shown. The tower of the two hundred and fifty room hotel also goes above this level.

## Level 61'

The principle feature of this level is the secondary concourse in the form of a balcony over the main concourse. This provides access to the small office and service activities. It also connects with the podium above the medical center by a pedestrian bridge over Washington Street. The plan is particularly flexible east of Washington Street where the podium could be extended northward to provide a platform for theatres and other cultural facilities when a sponsor and sufficient financial support for these facilities has been found.

The openings at this level admit natural light from the skylight above to the main shopping concourse at level 46' and to the lower shopping level (26').



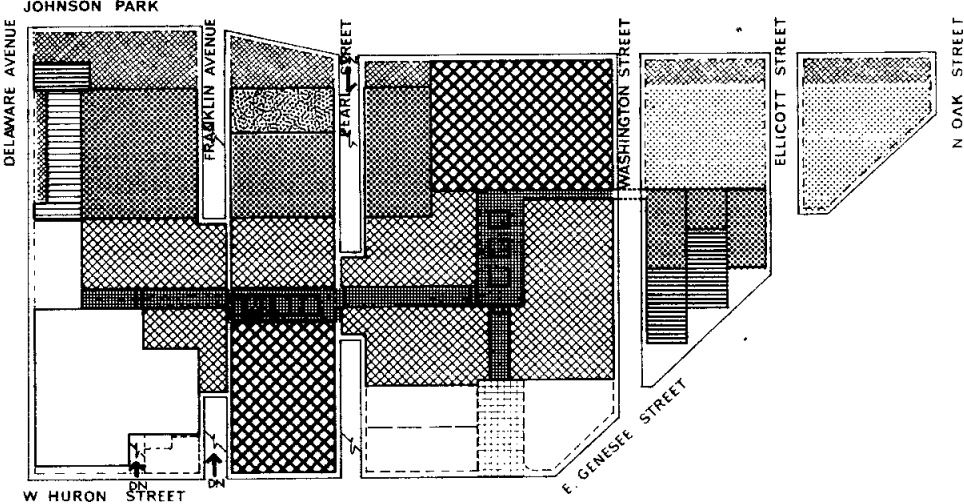
## DOWNTOWN NORTH RENEWAL PROJECT AREA SUMMARY

<b>RETAIL:</b>		
Department Store	466,450 S.F.	
Department Store	202,400 S.F.	
Other Retail	426,925 S.F.	
		1,095,775 S.F.
<b>SERVICE:</b>		
Small Offices	254,840 S.F.	
Medical Center	23,250 S.F.	
Office Tower (Delaware Avenue)	91,000 S.F.	
Office Tower (Genesee Street)	116,250 S.F.	
		485,340 S.F.
<b>HOTEL:</b>		
INTERURBAN BUS STATION:	250 Rooms	
<b>PARKING FACILITIES:</b>		
On grade	232 parking spaces	
On Structure	2,455 parking spaces	
		2,707 Spaces

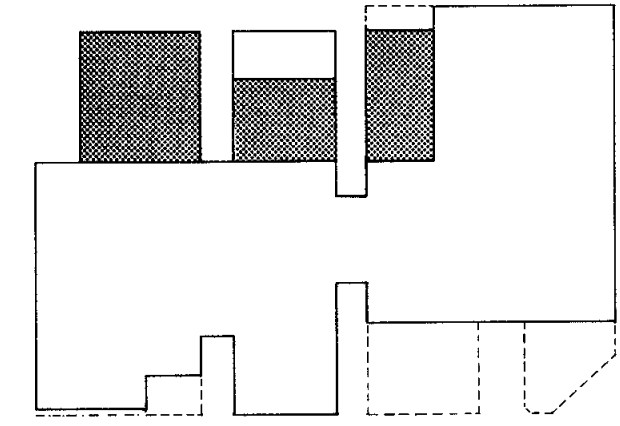
<b>CONSTRUCTION COST ESTIMATES</b>	
COMMERCIAL DEVELOPMENT	\$32,656,900
INTERURBAN BUS STATION	220,000
PARKING FACILITIES	4,990,000
JOHNSON PARK	450,000
OTHER STREET IMPROVEMENTS	298,000
PARKS, PLAZA	173,000
UTILITY RELOCATION	1,691,000
<b>TOTAL CONSTRUCTION COST:</b>	<b>\$40,478,900</b>

NOTE: Construction cost is exclusive of land cost, site improvements, fees, and other development costs. See Technical Supplement: Financial Analysis for more information.

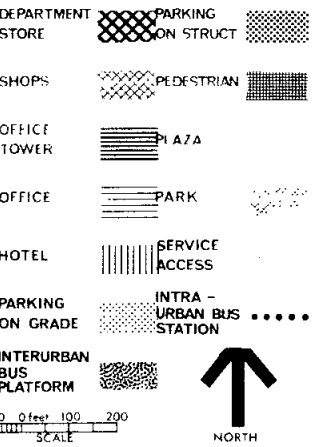
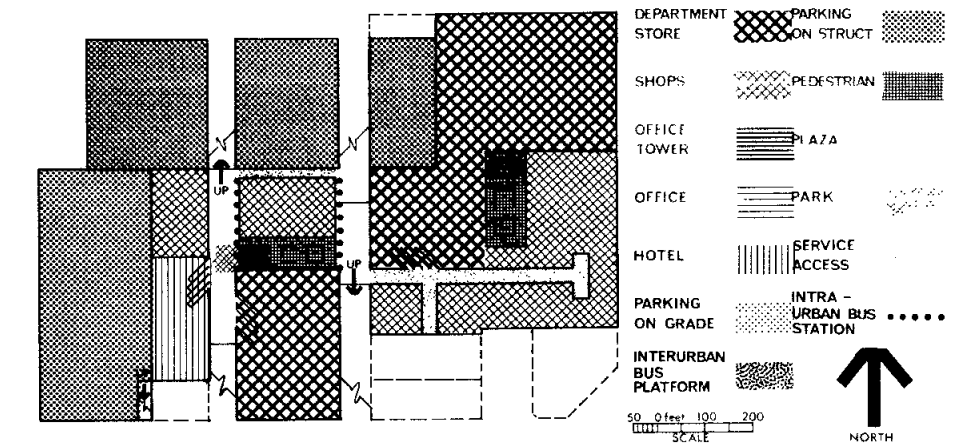
# 46'



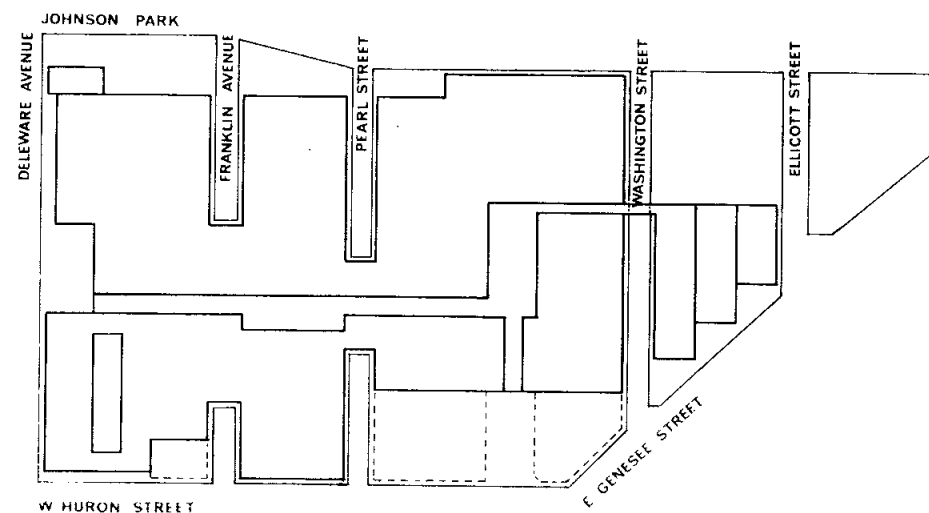
# 36'



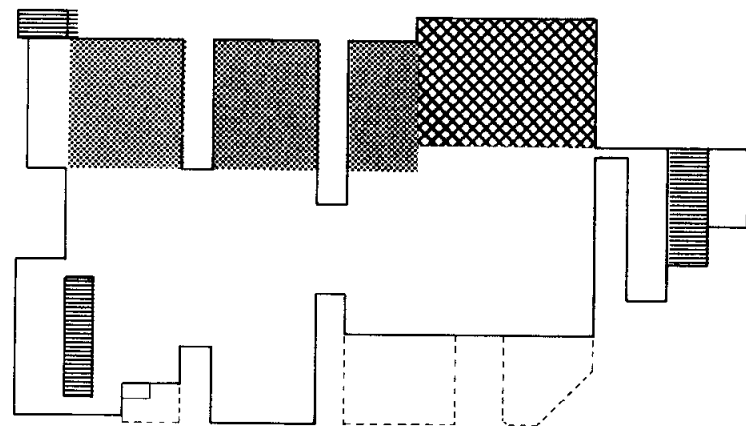
# 26'



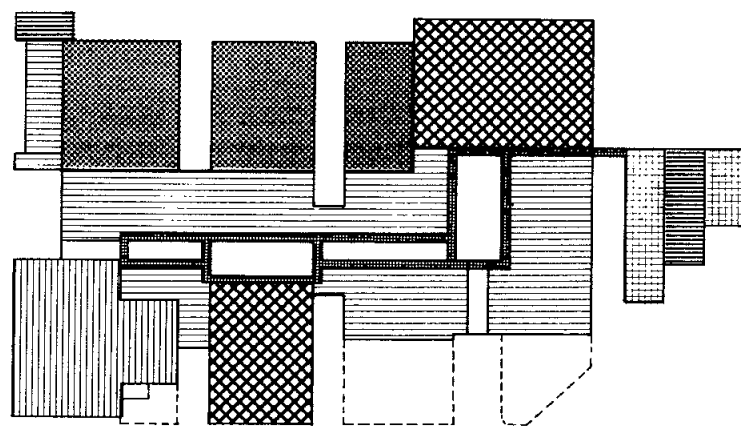
## Roof



## 71'

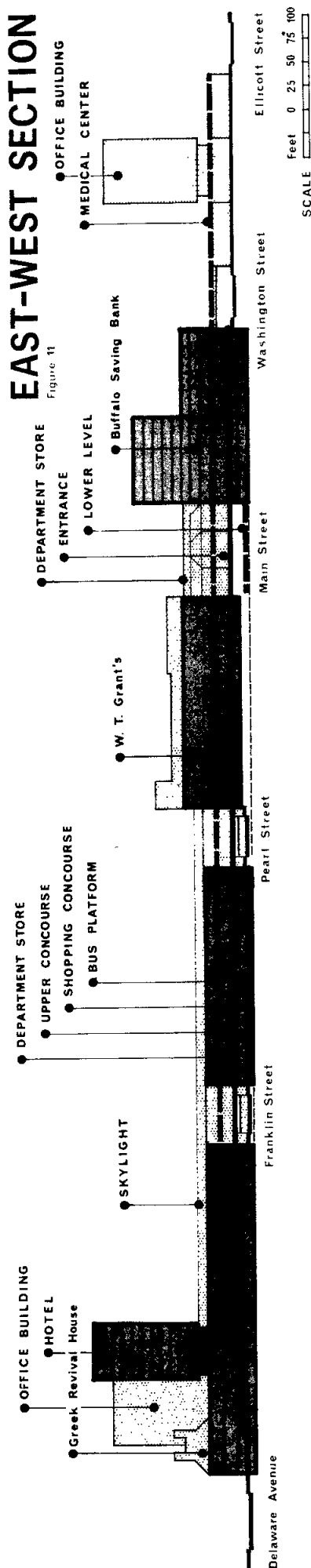


## 61'



## EAST-WEST SECTION

Figure 11



## Level 46'

The shopping concourse is connected with existing Main Street and Delaware Avenue at grade. Landscaped plazas are provided at these entrances. Two department stores and numerous small shops line this air-conditioned pedestrian way. Vehicular traffic on Franklin and Pearl Streets goes beneath the concourse.

On Delaware Avenue are the hotel, the restored Greek Revival House and its adjacent low row of offices. At the corner of Delaware Avenue and Johnson Park is the site of the future office tower.

Bordering Johnson Park the parking facilities are set back providing an ample landscaped park area.

East of Washington Street is located the Medical Center and its office tower plus additional parking.

## Level 36'

The floor-to-floor height of 10 feet in the parking structures permits an intermediate parking deck at this level.

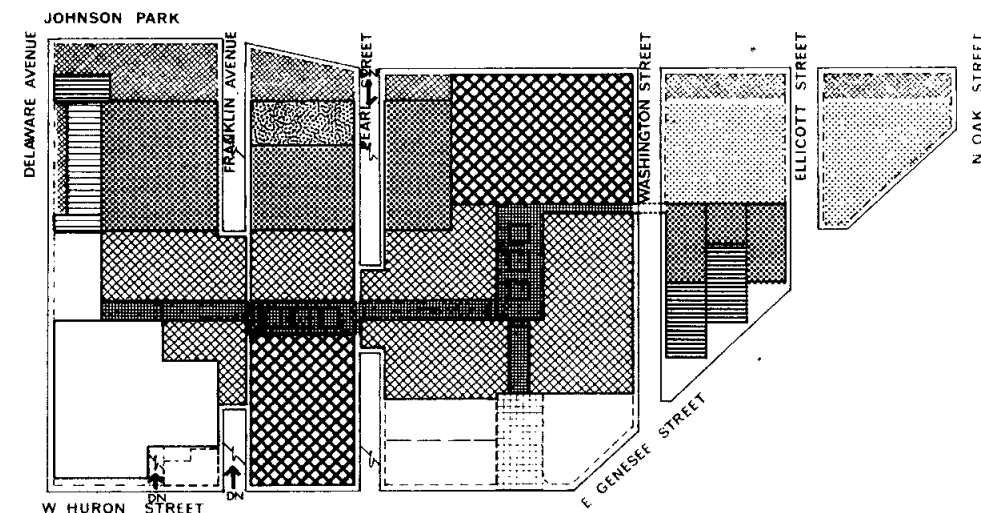
## Level 26'

The intraurban bus platforms on Franklin and Pearl Streets lead immediately to lower level shopping facilities. One of the project's department stores and a series of small shops front on this concourse. This level is connected visually and mechanically with the main shopping level above by escalators and light wells.

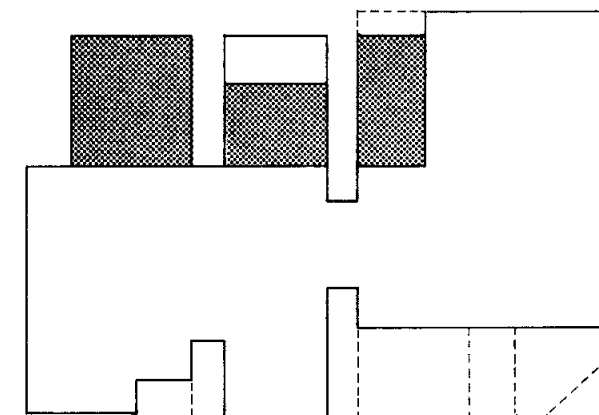
The larger department store is also served by a lower level shopping concourse which is located at the intersection of the pedestrian malls.

Service access is provided to all retail facilities at this level from the depressed portions of Pearl and Franklin Streets. Parking directly beneath the hotel connects with other parking for maximum utility.

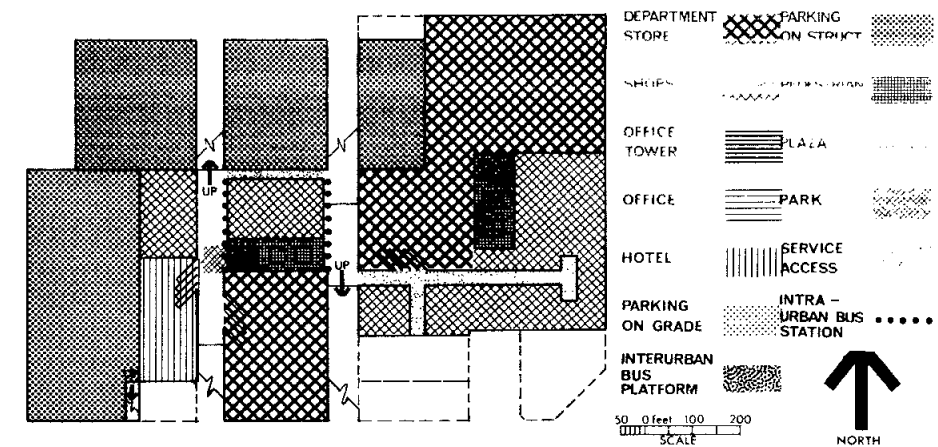
## 46'



## 36'



## 26'







## DEVELOPMENT PLAN: STREET IMPROVEMENTS

Specific recommendations for street improvements to provide an adequate circulation system to service the Downtown North Renewal Project, and the entire downtown area, have been described under Circulation. These improvements may be considered in two categories; (1) improvements outside the project boundaries, and, (2) improvements within the boundaries.

### Off-site Improvements

*Expressways in planning and construction* — The changes in downtown traffic volumes and destinations, as well as changes in the circulation pattern, necessitate changes in the entrance and exit ramps, bridges, and access roads of the planned expressway system. The decision to close Main Street to traffic between Huron Street and Johnson Park requires the construction of a "Y" to rechannel traffic on Washington and Pearl Streets. The extension of Johnson Park requires that a bridge planned to carry Genesee diagonally across the depressed Elm-Oak Expressway be realigned to carry Johnson Park directly across to Genesee.

*Washington Street* — In order to facilitate north-south circulation with Main Street closed to traffic, the roadway of Washington Street is widened from Genesee Street to East Tupper Street where it joins the "Y". Part of this improvement is outside the project.

34 *Minor Operational Changes* — This project also requires minor operational changes to the traffic system which are described under Circulation.

### On-site Improvements

*Johnson Park* — Traffic from the Kensington Expressway will demand a major

new east-west thoroughfare. This is provided by the extension of Johnson Park eastward to Oak Street, as a major new arterial.

*Franklin and Pearl Streets* — The desire to achieve optimal pedestrian circulation at grade requires the depression of Pearl and Franklin Streets below the pedestrian concourse. This improvement also provides access to parking, off-street loading facilities, and the intraurban bus platforms.

*Washington Street* — The roadway of Washington Street is widened within the project to carry the additional traffic.

*Street Vacations* — A portion of Main Street is vacated to permit the development of the project. The portion of Main Street between the Buffalo Savings Bank and Grant's is closed to traffic but maintained as a public pedestrian plaza.

Chippewa Street is vacated between Delaware Avenue and Ellicott Street to provide sufficient area for the redevelopment project.

### Cost of On-site Improvements

Most on-site improvements will be a cost to the project and not involve cash outlays by local public agencies.

The exception is the extension of Johnson Park which the State will construct with State and Federal funds. It is suggested that the Department of Urban Renewal act as the agent of the State in the acquisition and demolition of structures and the relocation of families and businesses to prevent costly severances of property. The State would reimburse the project for the cost involved and the State would let construction contracts. The cost of extending Johnson Park will be approximately \$3,038,000, including land and construction.

Improvements to Franklin and Pearl Streets are estimated at \$258,000, to Wash-





# STREET IMPROVEMENTS

NEW VEHIC-  
ULAR R.O.W.   
PEDESTRIAN 

DEPRESSED  
ROADWAY   
LANDSCAPED 

WIDENED  
ROADWAY 

VACATED  
R.O.W.   
Figure 12.

ington Street in the project at \$20,000, and to the pedestrian portion of Main Street at \$29,000. They would be accomplished as project improvements and their cost would be covered by the grants and non-cash credits so that there would be no direct cost to the City, provided the project proceeds on a  $\frac{3}{4}$  basis.

#### **Cost of Off-site Improvements**

The expressway ramps, bridges, and access roads, to be constructed by the State with State and Federal funds will benefit the project to the extent of \$662,000. The "Y" will cost \$1,683,000 (land and construction) and will benefit the project to the extent of \$336,000. It will be done in connection with the West Side Expressway with State and Federal funds. The widening of the roadway of Washington Street between Johnson Park and East Tupper Street will be done by the City at a cost of \$20,000.

#### **Results**

The street improvements planned for the project will affect major changes in the street pattern of downtown Buffalo. The plan also proposes changes in the expressway complex that will enable it to more effectively serve the downtown area. The credits from portions of the expressway system being planned by the State will reduce the cost of the renewal project to the City. The accomplishment of major changes in internal streets (including Johnson Park) during the renewal project enables the changes to be made at the least cost to the City and the State.

#### **DEVELOPMENT PLAN: PUBLIC FACILITIES**

The Downtown North Renewal Project will result in major additions to the stock

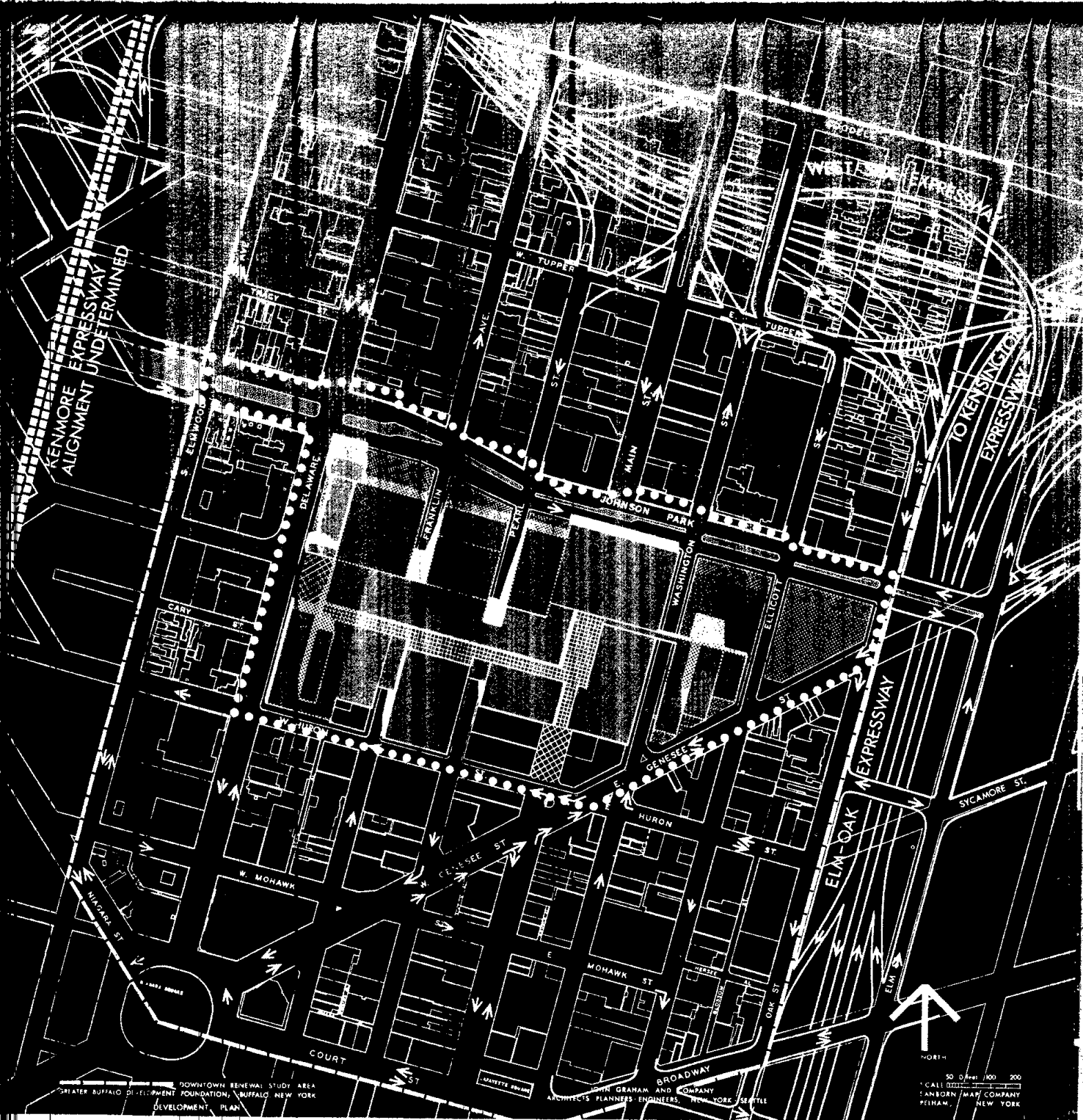
of public facilities. The project provides public parking on structure and on grade, an interurban bus station, intraurban bus platforms, and several small parks.

The interurban bus station provides improved facilities for people who commute to the city center by bus as well as for tourists. Shoppers and employees using local bus lines are served by the intraurban bus platforms which are under cover and connect directly to the air-conditioned shopping concourse above. Parking structures incorporated into the complex provide 2,455 spaces. Immediate access to the shopping and the office facilities is incorporated into the design of the parking garages. On grade parking for 252 vehicles is also provided.

The small parks along the Johnson Park extension will provide pleasant, close-in urban green space for shoppers and office workers. In addition, the park areas will serve to enhance a drive along Johnson Park and make the project more attractive.

The parking will occupy 6 acres and share an additional 3.6 acres with private development and the bus station. The bus station will occupy a quarter acre and share another quarter acre with the parking. The park areas will cover 1.5 acres. A total of 8 acres will be in public facilities and another 3.6 acres will be shared by public facilities and private development.

The parking will be developed by the Parking Board at a cost of \$6,186,000. The interurban bus station will be built by the City and leased—or built by a developer—at a cost of \$274,000. The intraurban bus platforms will be constructed as part of the project improvements. The park areas would be landscaped and dedicated to the City as project improvements. The renewal process enables the City to make these additions at minimal cost.



# PUBLIC FACILITIES

PARKING ON  
STRUCTURE  
PARK

PARKING ON  
GRADE

INTERURBAN  
BUS STATION

INTRAURBAN  
BUS PLATFORM

Figure 13.

**FIRST-STAGE TRAFFIC  
CIRCULATION PLAN**

The following traffic improvements are necessary to accommodate the Downtown North Renewal Project. A discussion of the Circulation Plan for the entire Study Area and an analysis of the traffic and parking implications of the Downtown North Renewal Project follows this description.

**Circulation Changes Within Project Area**

The project itself will provide for the construction of Johnson Park between Oak Street and Delaware Avenue. It also will provide the depressed profile of Franklin and Pearl Streets — between Johnson Park and Huron Streets — needed to establish the east-west pedestrian mall. Washington Street will be widened to permit four moving lanes and Ellicott Street would require widening if it is to be operated as a two-way street. Main Street will be closed to traffic between Johnson Park and Huron Streets.

The closure of Main Street will require an effective alternative for continuity of the Main Street traffic. This will require construction of the diagonal connections at Tupper Street to and from Pearl and Washington Streets, respectively.

*Washington Street* — In the first-stage plan, Washington Street must have its traffic direction reversed, along with a reversal of flow on Ellicott Street. The proposed street widening on Washington Street, can be limited to the portion from Genesee Street to Tupper Street. Thus, northbound traffic on Main Street would be diverted into Genesee Street, which would serve as the transition to Washington Street (improved from this point northerly). With Washington Street made into a northbound street, traffic from South Park Avenue could directly enter Washington Street, south of the Thruway, instead of feeding into Main Street.

*Pearl Street* — Southbound Main Street traffic will transition into Pearl Street and would have the opportunity to return to Main Street via Mohawk, Court, Church, or Seneca Streets, or else it could continue through the CBD to Lower Terrace at the War Memorial Auditorium.

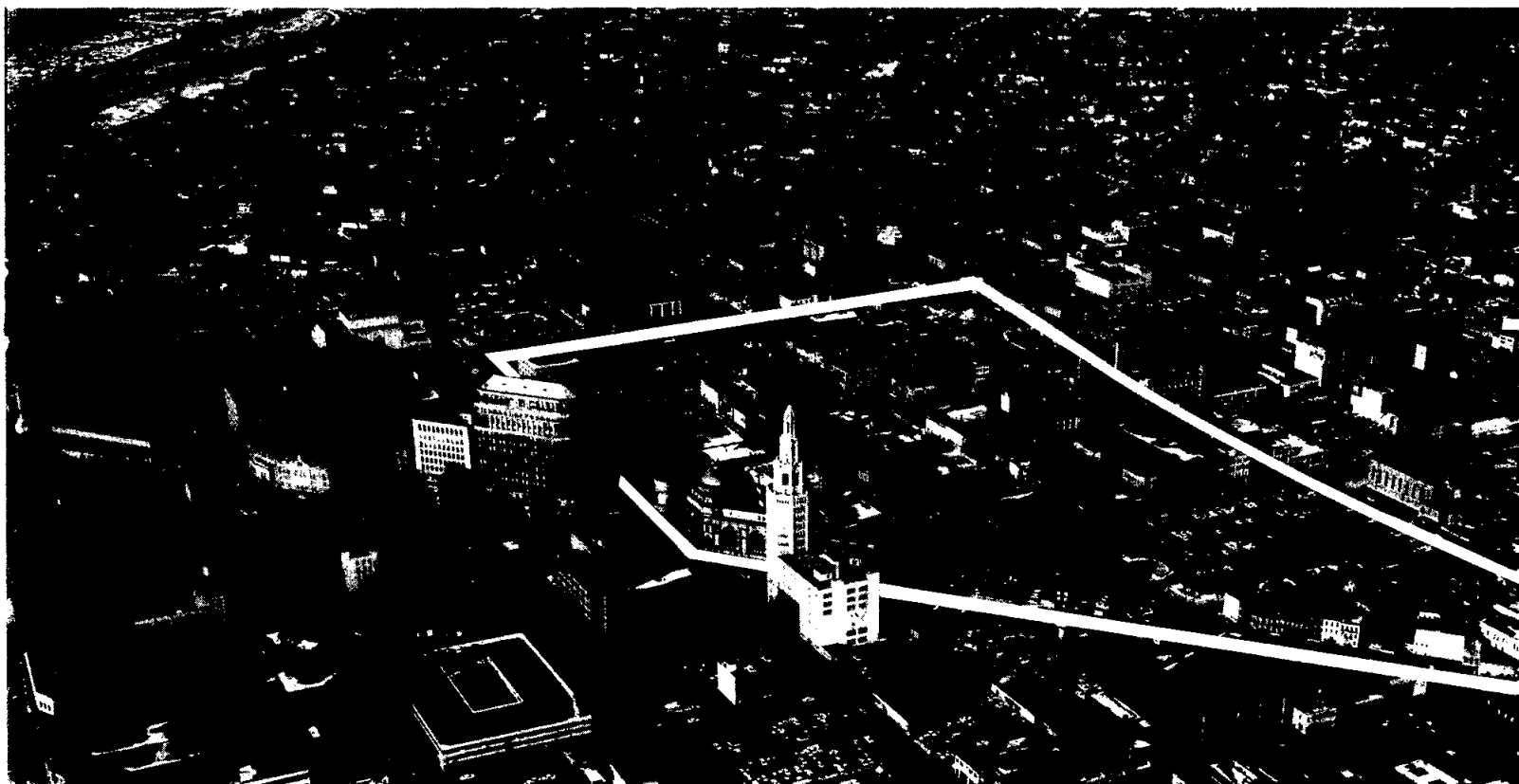
*Johnson Park* — Beyond the project limits Johnson Park will need to be constructed to extend from the intersection of Elm and Genesee on the east, to an intersection with West Avenue on the west (including improvement of existing North and South Johnson Park west of Delaware Avenue). The section east of Oak Street, including the bridge over the Elm-Oak Expressway, should be substituted for Genesee Street where it crosses the Expressway.



### **Elm-Oak Arterial and Expressway**

In order to undertake the First-Stage Project and affect the closure of one block of Main Street, it will be necessary to have the Kensington Expressway fully completed, along with the improvement of Elm and Oak Streets into four-lane one-way arterials. The Elm-Oak Expressway must be well under construction so that it will be available when the project is fully tenanted and generating its maximum level of vehicular traffic.

*Genesee Street* — Genesee Street would become a local circulation street in the CBD, except in the block which will be carrying northbound Main Street traffic, as already discussed. Genesee Street would be open to southwestbound traffic only, from Oak Street to Huron Street, and from Pearl Street to Niagara Square. It is necessary to have Genesee Street operate one-way northeastbound between Pearl and Huron, in order to reduce the multiple intersection conflicts in this area, when Main Street is closed north of Huron.



## DOWNTOWN RENEWAL STUDY/1966

### EXISTING TRAFFIC PATTERNS AND MAGNITUDES

In order to discuss the traffic circulation proposals for the Downtown-North Study Area in Buffalo, it is necessary to have some understanding of present traffic patterns and magnitudes.

#### Present Traffic Operations

The study area is served by eight north-south streets, six east-west streets, and one diagonal street, Genesee Street, running southwest to northeast through the area. Two additional diagonal streets, Niagara and Broadway, border the study area.

*North-South Streets*—The north-south streets, from west to east are Elmwood Avenue (two-way), Delaware Avenue (two-way), Franklin Street (one-way north), Pearl Street (one-way south), Main Street (two-way), Washington Street (one-way south), Ellicott Street (one-way north), and Oak Street (one-way south). Beyond the study area to the east is Elm Street which serves as the counterpart to Oak Street and carries northbound traffic. Of these streets, Delaware and Main each has a right-of-way width of approximately 100 feet, and roadway widths of 60 feet. The remaining streets have 66-foot rights-of-way and roadway widths of 47 to 48 feet, except that Washington Street is 42 feet wide, and Oak Street is 38 feet wide. The roadways on Franklin and Washington narrow abruptly north of Tupper Street, while those on Ellicott and Oak Street narrow north of St. Michael and Genesee Streets, respectively.

*East-West Streets*—The east-west streets, from north to south, are Goodell and Edward (one-way west), Tupper (one-way east, east of Ellicott), Chippewa (two-way), Huron (one-way east, west of Genesee), Mohawk (one-way east, west of Main), and Court Street (two-way). Niagara Street and Broadway intersect diagonally with Court Street, at Niagara Square and Lafayette Square, respectively. The east-west streets generally have 66-foot wide rights-of-way, and 36

to 42-foot wide roadways. Tupper Street, the westerly continuation of Goodell, is even narrower. Court Street, and the diagonal street have 99-foot rights-of-way, and 54 to 60-foot roadways.

*Traffic Signals*—Interconnected traffic signals control nearly all intersections. However, there are some notable exceptions, such as the intersections of Genesee Street with Mohawk, Pearl, Huron, Washington, and Chippewa, which have stop signs or flashers only.

#### Public Transit

By far, the largest number of buses (nearly a dozen different routes), operate along Main Street, although some of the southbound bus movements are made via Washington Street. However, Delaware Avenue and Pearl and Franklin Streets also carry two or three bus routes each. Several bus lines are routed along Broadway and Court Street, and there is a single bus route along Genesee Street east of Main Street.

In terms of passengers carried by public transit, the Niagara Frontier Transportation Study found that the daily volume of transit riding was more than 25,000 persons along Main Street, approximately 15,000 along Washington Street (south of Huron), and 10,000 on Court Street and Broadway. Chippewa Street, west of Main carried about 8,000 transit passengers.

#### Parking Facilities

The study area presently contains a substantial amount of off-street parking. Two of the five municipal parking ramps that have been constructed during the past 10 years lie within the study area. They are the Mohawk Ramp, with a capacity of 611 spaces, at Washington, Mohawk and Ellicott Streets, and the Huron Ramp, with a capacity of 612 spaces, at Franklin, Huron, and Pearl Streets. The parking rate at all of the ramps is \$0.20 for the first hour, and \$0.15 for each additional hour. The daily maximum ranges from \$1.00 to \$1.25, and the monthly parking charge is \$18.00 at the Mohawk Ramp and \$15.00 at the Huron Ramp.

Other principal parking areas are concentrated along Washington Street between Genesee and Tupper, along Pearl and Franklin Streets between Huron and Tupper, in the vicinity of Delaware, Elmwood and Niagara, and along East Huron Street. Many of these surface parking lots are located in blighted portions of the Central Business District, including the site of the first-stage renewal project proposed in this report.

**Table 1**  
**Estimated 1975**  
**TRAFFIC GENERATION AND PARKING REQUIREMENTS**  
**Downtown-North Renewal Project**  
**Buffalo, New York**

<i>PROPOSED USE</i>	<i>FLOOR AREA</i>	<i>ESTIMATED NUMBER OF VEHICLE TRIPS</i>			<i>PARKING SPACES REQUIRED</i>
		<i>Typical Weekday One Direction</i>	<i>P.M. In</i>	<i>Peak Hour Out</i>	
Retail	1,118,000 <sup>1</sup>	8,400	450	1,250	2,100
Office	485,000	1,100	70	500	700
Hotel	264,000 <sup>2</sup>	500	80	50	150
<hr/>					
Total	1,867,000	10,000	600	1,800	2,950

(1) Including Bus Station.

(2) Estimated figure, assuming 135,000 square feet above lobby floor.

### **Present Traffic Volumes and Capacity**

Data on present traffic volumes were available from data compiled by the Niagara Frontier Transportation Study in 1962. Elmwood Avenue, Delaware Avenue, and Main Street, each carried from 15,000 to 17,000 vehicles daily in the study area. A portion of Oak Street also carried a volume of 17,000 vehicles. The other north-south one-way streets (Franklin, Pearl, Washington, Ellicott), carried volumes in the 7,000-10,000 vehicle range.

The east-west streets generally carried lower traffic volumes, ranging from less than 4,000 vehicles on portions of Huron and Mohawk, to 9,000 on Court and Chippewa Streets, and 11,000 on East Tupper Street.

*Traffic Capacity*—In general the street system of the Downtown-North Study Area has satisfactory capacity to carry present traffic volumes. However, specific traffic capacity deficiencies result on individual streets when there is an overload of traffic volume combined with deficient street width, as on Elmwood Avenue and on Tupper Street, or in complex multi-street intersection areas, such as those created by the diagonal crossings of Genesee Street with Franklin, Mohawk, and Pearl Streets, and with Main, Huron, and Washington Streets. Other problem areas, brought on by multiplicity of intersecting traffic streams and complicated by pedestrians and bus movements, occur in the vicinity of both Niagara and Lafayette Square.

### **Central Business District and Study Area Trip Generation**

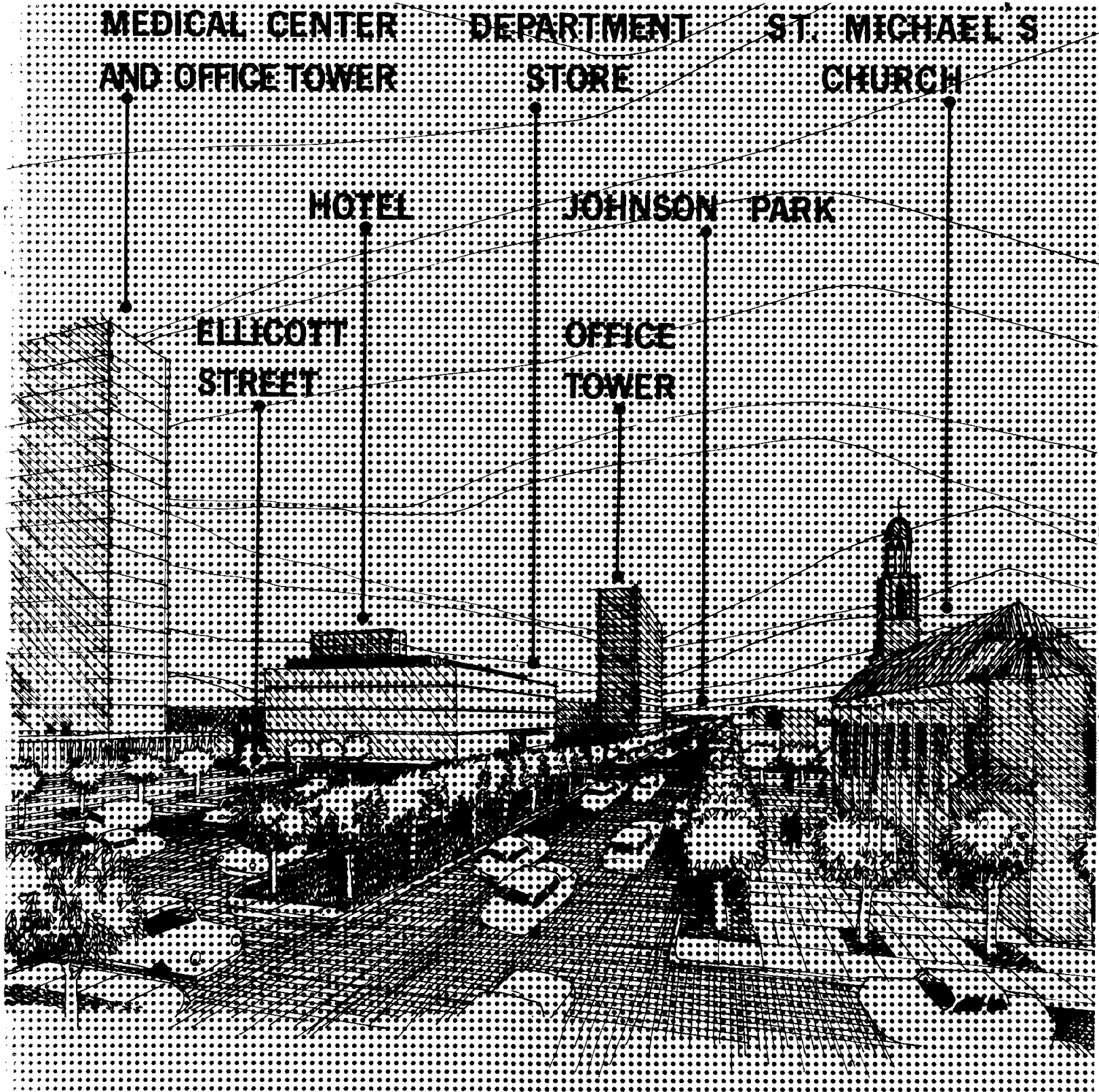
Preliminary data were available from the NFTS on CBD traffic generation and on the distribution of origins of CBD trips.

A total of approximately 110,000 person trips daily were destined to the Buffalo central square mile. Traffic zone 003, which almost exactly coincides with the Downtown-North Study area attracted 48,000 person trips. It is estimated that these included 22,000 driver trips, 10,000 passenger trips (in automobiles, trucks, and taxis), and 16,000 transit trips.

The NFTS also provided data on the distribution of CBD trips origins in the 40 internal<sup>1</sup> districts and 12 external districts.

This information was useful for making assignments of future traffic expected to be generated by the proposed Downtown-North renewal project area as discussed subsequently.

(<sup>1</sup>) Within Erie and Niagara Counties.



Perspective of Johnson Park facing West  
from St. Michael's Church

## DOWNTOWN RENEWAL STUDY/1966

### PROPOSED CIRCULATION PLAN

The circulation plan proposed for the Downtown North Study Area ties into the accepted plan of expressways and arterials for the Buffalo central area. The existing, proposed, or committed routes will make the area highly accessible by motor vehicle, although a number of additional modifications and improvements to the street system are proposed.

#### CBD Expressway and Arterial Plan

An excellent expressway and arterial plan for the Buffalo central area has been developed jointly over a period of years by the City of Buffalo and the New York State Department of Public Works. It includes a complete "downtown loop," several radial routes, and other routes which either cross or penetrate the expressway loop.

*Downtown Expressway Loop*—The southwest and south of the loop will consist of the existing elevated six-lane New York State Thruway (Niagara Section). The easterly leg will be the depressed Elm-Oak Expressway, paralleled by Elm and Oak Streets, each improved as a four-lane wide one-way service road. The Elm-Oak Expressway will be constructed in two stages. The surface roadway improvements and the ramp connections to the Kensington Expressway to the northeast, will be constructed over the next two or three years. The depressed expressway lanes and the several bridges carrying the intersecting streets will be built thereafter. The first phase probably will be completed by 1969 or 1970, with the second stage completed by 1975.

The north and northwest leg of the loop will be the West Side Expressway, generally lying between Virginia Street and Carolina-Tupper Streets, which will serve as service roads. Except for the "Virginia-Carolina Interchange" from the Thruway to Niagara Street, this route has not been designed. Construction of the connections is held up because of a controversy over financing methods. Even if this is resolved the entire route probably will not be constructed until the early 1970's.

*Radial Expressways*—Radiating from the loop are the New York State Thruway to the northwest and the east, the Kensington Expressway to the northeast, and the Buffalo Skyway to the south. The Kensington Expressway is either completed or under construction from Genesee Street at the Buffalo Airport to Downtown Buffalo, except for a short at-grade section where it coincides with Humboldt Parkway and the connections to Elm and Oak Streets already referred to. The Scajaquada Expressway and Humboldt Parkway Extension connect to both the Kensington Expressway and the Thruway, forming an intermediate expressway loop.

The Buffalo Skyway, serving the industrial areas south of the Buffalo River and the City of Lackawanna, enters the loop southwest of Niagara Square, and presently has inadequate connections to the Thruway. In close coordination with the plans for the Waterfront Redevelopment Area, plans have been worked out to extend the Skyway to a surface connection at Niagara Street (which is to be widened), including improved connections to and from the Thruway. This project also will incorporate the improved Genesee and Church Street connections to and from the Thruway.

*Kenmore Expressway*—In the CBD area one additional expressway route, the Kenmore Expressway, has resulted from the Niagara Frontier Transportation Study. This route, for which enabling legislation is expected to be passed this year, may run due north from the end of the Skyway Extension or from the West Side Expressway, and parallel to Elmwood Avenue and Richmond Avenue, towards Kenmore and Tonawanda. Preliminary design studies of this expressway have not been prepared, although traffic assignments indicate it would be one of the most heavily travelled routes in the Buffalo area. The design of the West Side and Kenmore Expressways must be coordinated where these two routes intersect.





*Church Street Arterial*—In addition to the Skyway Extension, which penetrates the loop, there is planned an arterial improvement that will bisect the CBD in the east-west direction and will give improved access to the southern portion of the core area. This is the improvement of Church Street and the Church Street Extension, from the Thruway to the Elm-Oak Expressway. The street improvement will serve the Erie County buildings, the Main Place Mall project with the Erie County Savings Bank Building, and the new Manufacturers and Traders Bank Building. It is expected to be completed by 1968.

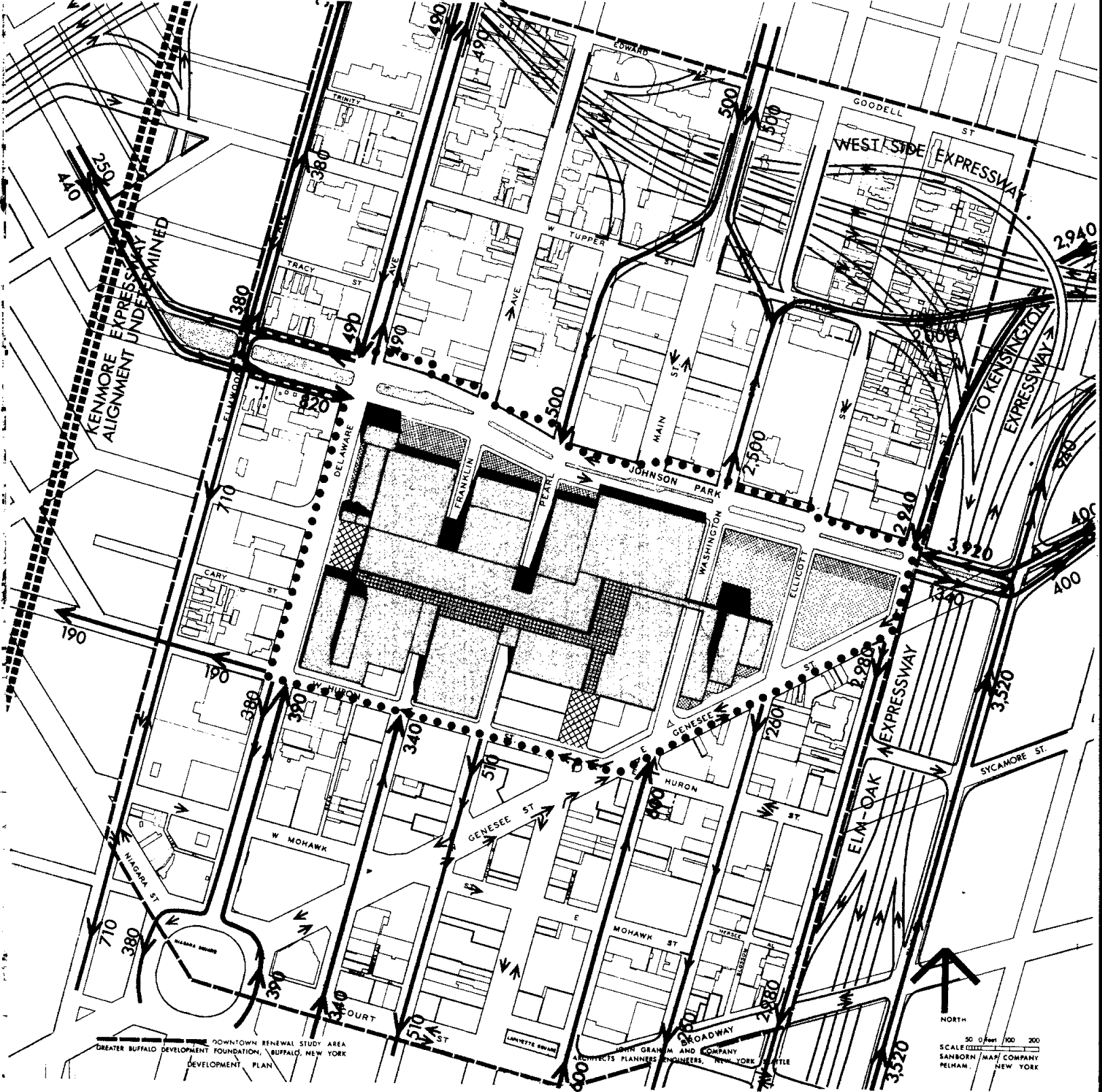
#### **Proposed Circulation for Downtown-North Area**

The proposed circulation plan for the Downtown-North Area was developed to best accommodate the first stage renewal project that is the subject of this study and, at the same time, achieve desirable improvements in the internal circulation pattern of the downtown area.

*Closing of Main Street*—The plan calls for a closing of Main Street north of Huron Street as a first step in creating an exclusive pedestrian area in the retail core. The major flow of north-south traffic now carried by Main Street would be diverted onto Pearl Street, southbound, and Washington Street, northbound; that is, the two streets would be functioning as a one-way pair. To accomplish this effectively, these two streets will need to be improved and two new street connections will be needed near Tupper Street. These three-lane wide diagonal street connections are proposed to serve as the transition between two-way traffic on Main Street and the one-way street pair.

*Pearl-Washington One-way Pair*—Pearl Street is already a southbound one-way street, with a pavement width of 47 feet. It is adequate for three wide moving lanes and a standing lane, or four very good moving lanes with standing prohibited.

Washington Street, which has a curb-to-curb width of 42 feet, does not have adequate width for four effective moving lanes. Its direction of flow must be reversed from southbound to northbound, and it should be widened, (initially north of Genesee Street), to a width of 48 feet between curbs. This can be accomplished without the existing 66-foot wide right-of-way. The widening of Washington Street should be carried out in conjunction with the construction of the northbound connection to Main Street already discussed.



*Ellicott Street*—With Washington Street carrying northbound rather than southbound traffic, Ellicott Street, too, should be reversed, and made into a southbound one-way street. This would create two parallel southbound streets, i.e. both Ellicott and Oak Streets. However, Ellicott would primarily carry local traffic moving within the business district and would provide for around-the-block circulation. Oak Street, on the other hand, would serve largely as the southbound collector-distributor for ramp traffic to and from the Elm-Oak Expressway. An alternative that would provide increased capacity would involve widening the pavement on Ellicott Street to permit it to be operated as two-way street.

*Johnson Park*—In addition to the proposed closing of Main Street and the diversion of traffic onto Pearl and Washington Streets, it is proposed that there be provided an additional and entirely new east-west street, designated as "Johnson Park," an extension of existing Johnson Park. This would furnish a new means of access into the northern part of the downtown area, and moreover, would permit closure of Chippewa Street between Genesee and Delaware and a de-emphasis of the importance of Genesee Street.

Johnson Park is proposed to have a 132-foot wide right-of-way, resulting in a street of "boulevard" proportions. There would be three moving lanes plus a standing lane or right turning lane in each direction. The street would have a 16 to 20-foot wide mall, adequate for protected left-turn storage lanes where appropriate. Johnson Park would run from Elm Street at Genesee Street, across the Elm-Oak Expressway, passing south of St. Michael's Church and the Shea's Buffalo Theater, to a connection with existing Johnson Park at Delaware Avenue.

Between Delaware and Elmwood Avenues the two separate roadways of existing Johnson Park should be widened through acquisition of the buildings and private property lying between them. When the design of the Kenmore Expressway and the West Side Expressway become crystallized, plans should be made to connect Johnson Park to these two major highways, thereby further increasing its usefulness in letting it provide access from both the east and west sides of the expressway loop.

In many respects, the function of Johnson Park in the Downtown-North area will be similar to that of the proposed Church Street Arterial in the south end of the business district. The latter pro-

vides a high-quality cross-connection and access route between the Niagara Thruway and Buffalo Skyway on the west and the Elm-Oak Expressway on the east. It is strongly recommended that Johnson Park be added to the state urban arterial system, thereby assuring a means of financing its construction cost.

By constructing a bridge over the Elm-Oak Expressway along the alignment of proposed Johnson Park rather than Genesee Street, it will be possible to minimize traffic on the latter street, west of Oak Street. The portion of Genesee Street from Huron to Pearl Street should ultimately be closed to traffic in conjunction with the future closing of additional segments of Main Street south of Huron Street. Other portions of Genesee should then be made one-way in an effort to reduce the confusion and complexity that now prevails at several multi-leg intersections along Genesee Street.

*Depression of Pearl and Franklin Streets*—The renewal plan for the first-stage project envisions a "super block" and two-level pedestrian mall area bounded by Huron Street, Delaware Avenue, Johnson Park, and Washington Street. In order to achieve this and yet maintain continuity of traffic flow along Pearl and Franklin Streets, it is recommended that these two streets be depressed below their present grade in the section from Huron to New Streets. Both streets are to be rebuilt with basic four-lane wide pavements under the enclosed pedestrian mall area. The grades on the depressed sections of these two streets will not exceed four per cent.

*Other Streets of Downtown-North Area*—The direction of flow on the remaining streets in the Downtown-North area would continue substantially as at present. However, Goodell-Edward (westbound) and Tupper (eastbound) will become the service roads for the West Side Expressway. There will be an on-ramp from Tupper Street into the Kensington Expressway northeastbound, and an on-ramp from Edward Street into the West Side Expressway westbound.

West Huron would remain a westbound Street and Mohawk an eastbound street. Genesee Street, open only between Oak and Huron under the longer-range scheme, could be made one-way southwestbound and combined with West Huron to permit clockwise circulation around the renewal project.

Table 2

**ADEQUACY OF STREET SYSTEM**  
**Downtown-North Renewal Project**  
**Buffalo, New York**

STREET	PRESENT		ANTICIPATED 1975 ADT <sup>1</sup>		PROPOSED
	ADT <sup>1</sup>	No. of Mov- ing Lanes	Without Project	With Project	No. OF LANES
<i>North-South Streets</i>					
Elmwood	15,000	2	16,000	18,000	4
Delaware	15,000	4	18,000	20,000	4
Franklin	9,000	3	11,000	13,000	3
Pearl	5,000	3	9,000	16,000	4
Main	15,000	4	12,000	.....	...
Washington	10,000	2	9,000	18,000	4
Ellicott	9,000	3	7,000	7,000	3
Oak	17,000	2	12,000	15,500	4
Elm	9,000	3	12,000	15,500	4
Subtotal	104,000	26	106,000	123,000	30
Elm-Oak Expressway	.....	....	40,000	40,000	4 Expwy.
TOTAL	104,000	26	146,000	163,000	30+4 Expwy.
Average volume per lane <sup>2</sup>	4,000				
<i>East-West Streets</i>					
Chippewa	8,000	2	11,000	.....	...
Huron	5,000	2	6,500	8,000	3
Genesee	9,000	4	11,500	( <sup>3</sup> )	....
Johnson Park	.....	....	.....	26,000	6
TOTAL	22,000	8	29,000	34,000	9
Average volume per lane	2,750			3,800	

(<sup>1</sup>) Average Daily Traffic.

(<sup>2</sup>) Not including expressway volumes or lanes.

(<sup>3</sup>) Local traffic only.

## DOWNTOWN RENEWAL STUDY/1966

### TRAFFIC IMPLICATIONS OF DOWNTOWN-NORTH RENEWAL PROJECT

The major renewal effort in the Downtown-North area is proposed to consist of a large mixed-use project on a site bounded by New, Oak, Genesee, and Huron Streets, and Delaware Avenue.

This project area will have vehicular access via these perimeter streets as well as via Ellicott, Washington, Pearl, and Franklin Streets. Since the latter two streets are proposed to be depressed below their present level, they will provide convenient vehicle access directly to the lower parking and service levels.

#### Traffic Generation

Traffic generation figures were developed on the basis of square footage of floor area proposed to be developed for various uses. The 1975 figures are intended to represent the year in which the project is fully completed and tenanted.

The estimated traffic figures are based, in part, on data for existing stores and buildings as determined by the Niagara Frontier Transportation Study, as well as on figures for similar downtown redevelopment projects in other cities.

As indicated in Table 1, there will be a total of 10,000 vehicle trips into and an equal number out of the project on a typical 1975 weekday. Eighty-four per cent of the daily traffic will be generated by the retail floor space, while the office space and the hotel will generate the remainder. The most critical traffic flow conditions will prevail during the P.M. peak hour of a typical weekday; an estimated 1,800 vehicles will leave the project and approximately 600 vehicles will enter it during that period, most of them being private automobiles.

### Traffic Distribution

In order to determine the impact of the vehicular traffic expected to be generated by the Downtown-North Project it was necessary to make an assignment of arriving and departing traffic to the future street and highway pattern in Downtown Buffalo. The origins of present central business district trips were available from the Niagara Frontier Transportation Study, and it was assumed that trips to the Downtown-North Project will have a similar origin pattern.

*Arriving Traffic*—The largest single proportion of trips, 29.4 per cent, will arrive via the Kensington Expressway. Prior to completion of the West Side Expressway, the Elm-Oak Expressway will carry 23.2 per cent of the vehicles to the project, although Elm Street will actually carry 35.2 per cent since several radial streets will feed project traffic into it. Since it must also carry Genesee Street traffic, the Johnson Park Bridge over the Elm-Oak Expressway will carry 39.2 per cent of all arriving traffic.

Johnson Park, west of Delaware, will carry 8.2 per cent of arriving traffic, Washington Street 6.0 per cent, and Pearl Street, 5.0 per cent (from the north on Main Street). Delaware Avenue from the north and south, Genesee, and Franklin Streets, will carry smaller percentages. With availability of the West Side Expressway the relative use of the Elm-Oak Expressway would be somewhat decreased, while significantly more traffic would arrive via Pearl Street (and the proposed off-ramp from the West Side Expressway).

*Departing Traffic*—The ultimate distribution of traffic departing from the project is identical with that of arriving traffic. However, the outbound traffic will have a different distribution pattern in the vicinity of the project due to the arrangement of one-way streets and expressway ramps.

A major proportion of existing traffic, 43.3 per cent, is expected to use Johnson Park just west of Oak Street, dispersing into Oak Street (29.9 per cent), Genesee Street (4.0 per cent), and the Elm Street on-ramp to the Kensington Expressway (9.4 per cent). Washington Street will carry 25.0 per cent (27.5 per cent after completion of the West Side Expressway) of departing traffic, of which 20 per cent will turn right into the Tupper Street on-ramp to the Kensington Expressway, and 5.0 per cent will continue north on Main Street.



Johnson Park will carry 13.4 per cent of departing traffic (10.9 per cent when the West Side Expressway is available). Elmwood, Delaware, Pearl, and Ellicott will carry smaller percentages of departing traffic.

Without the availability of the West Side Expressway it was assumed that departing traffic to the Niagara Thruway (northwestbound) would largely use Elmwood Avenue and the Genesee Street on-ramp, although arriving traffic would primarily use the Elm-Oak Expressway, Elm Street, and the Johnson Park Bridge.

### **Traffic Adequacy**

To test the adequacy of the proposed street system in the vicinity of the project, it is necessary to evaluate the combined volume of project traffic and other traffic on the streets. This was done by applying the arriving and departing distribution percentages to the anticipated daily total traffic of 10,000 vehicles. The street traffic volumes had to be adjusted to reflect the general increase to 1975 and the redistribution due to closure of Main Street and opening of the Elm-Oak Expressway with its service roads.

Table 2 lists the north-south and east-west streets in the vicinity of the project, giving present volumes and number of moving lanes, as well as estimated 1975 volumes (without and with the Downtown-North Project), and the proposed number of moving lanes.

The analysis clearly indicate the requirement for four lanes on both Elmwood and Delaware Avenues, as well as on Pearl and Washington Streets. Franklin and Ellicott Streets will require three lanes each, while Elm and Oak will need three to four lanes each. With the provision of the Elm-Oak Expressway the average per lane volumes in 1975 will be about equal to the present levels, even with the added traffic generated by the Downtown-North Project and with Main Street closed. On the east-west streets, the added capacity of Johnson Park will keep the average per lane volumes at a relatively low level, even though Chippewa Street is closed and Genesee Street is minimized.

### **Parking Requirements**

In addition to the traffic generation estimates for the project, Table 1 also gives the required number of parking spaces. The retail space will require 2,100 parking spaces for weekday usage. The office functions will need 700 spaces for day

time use, while the hotel requires 150 spaces for normal functions. The total requirement, therefore, is for 2,950 parking spaces.

The site plan makes provisions for 2,707 spaces within the development (2,455 spaces in structures and 252 in surface parking areas), indicating a small deficit in on-site parking. This deficit can be compensated readily, however, by the surplus in spaces available in the Huron Ramp, directly opposite the project, and surface parking areas outside the periphery of the project to the north and east.

It should also be pointed out that most of the 700 spaces needed to serve the office space during daytime hours would become available for shopper parking during evenings, on Saturdays, and holidays. The possibility of future rapid transit service also could somewhat lessen the peak parking space requirements.

### **Rapid Transit Potential**

Recent years have seen a reawakened interest in modern rapid transit in numerous metropolitan areas of one million population or over. The Buffalo area is no exception and the Niagara Frontier Transportation Study is now testing the potential future useage of alternative rapid transit systems and networks.

To date, at least two rail rapid transit routes, paralleling Delaware Avenue and Main Street, respectively, have been tested and found to have enough 1985 usage to warrant further study. These two transit lines would converge into a single line, and presumably enter the CBD in a subway under Main Street.

The much more favorable economic outlook for the Buffalo CBD that could result from the Downtown-North Project and related private investments, also would favorably influence the potential for the two rail transit lines to the north and Northwest. It is possible that the Downtown-North Project, centered on upper Main Street, could mean the difference between a somewhat marginal and a truly successful rapid transit plan.

For this reason, the design of the project should be such that a future rapid transit subway and station under Main Street could be readily incorporated. If necessary, public financing should be arranged to finance the rough construction work for these facilities prior to completion of the proposed air-conditioned mall and major department store in the right-of-way of present Main Street.

## **MARKET ANALYSIS — SUMMARY**

A Market Analysis of the future development opportunities for retail stores, offices, and hotels in Downtown Buffalo, based on the development proposals herein described, including the Downtown North Renewal Project, has been prepared as a part of this study by the real estate consulting firm of Larry Smith and Company. This market analysis is submitted separately as a technical supplement to the report.

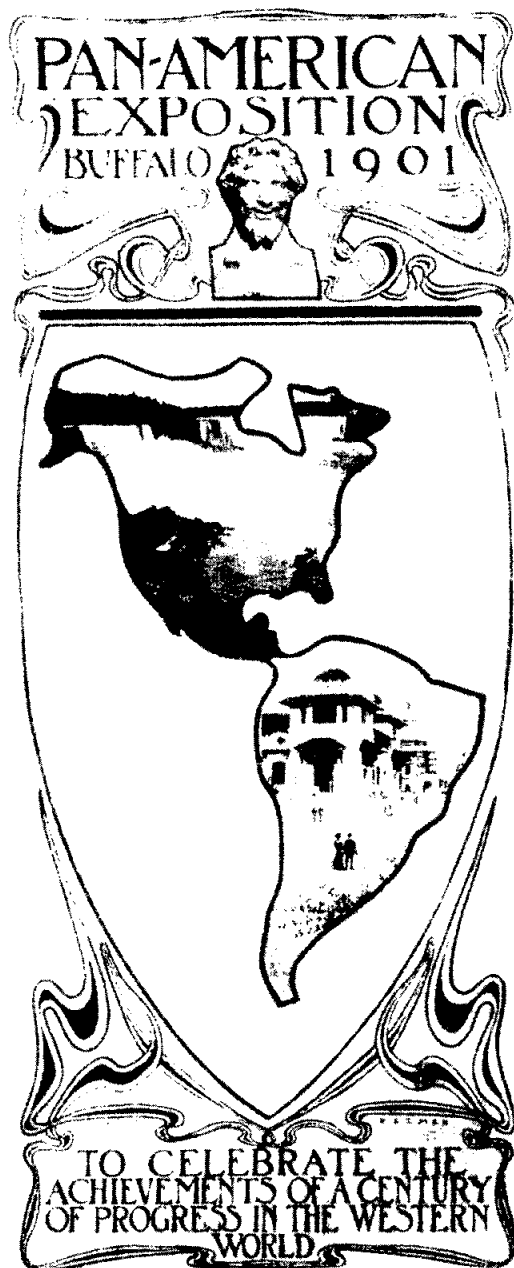
The projected future demands for retail, office, and hotel space and potential requirements for new facilities based on projected growth of the community, the need for replacement of obsolete facilities, and the specific development proposals herein recommended are not intended to be forecasts of the construction which will occur in any specific year or period. The actions of private land owners, developers, and major tenants, as well as the scope and timing of renewal action will affect the extent to which this development projection are realized.

Downtown Buffalo's function as a regional center has been weakened over the past two decades by the suburbanization of population and the rapid growth of new commercial facilities in outlying areas. Extensive redevelopment, providing better access, adequate parking, and attractive new physical facilities will be necessary to allow the downtown core to improve its future position against suburban competitors. The Downtown North Renewal Project, would be a major factor in achieving the revitalization of the downtown core.

### **Retail**

The Market Analysis projects an increase in the DSTM sales in the downtown core from 99 million dollars to 175.8 mil-

lion dollars by 1980, if an aggressive redevelopment program is pursued, including the Downtown North Project, as set forth in this report. This is an increase in DSTM sales of 76.8 million dollars and an increase in the downtown share of the metropolitan



Souvenir brochure cover, *Pan American Exposition, Buffalo, 1901*, courtesy of Avery Library, School of Architecture, Columbia University.

market from 20.5% in 1965 to 30.0% in 1980. It should be emphasized, however, that this achievement can only be accomplished through this comprehensive program of redevelopment. Without this program downtown core sales will undoubtedly continue to decline. From 1954 to 1963, the sales decreased approximately 8%.

### Offices

Within the private office space market there are, generally speaking, two distinctly different types of office space demand; a single-purpose, and multi-purpose. Single-purpose office buildings generally are occupied by one or possibly several large tenants. The demand for such space is difficult to forecast since it is based on individual management decisions concerning desirable locations for company headquarters or major company branch offices.

Multi-purpose office buildings generally are occupied by numerous relatively small firms. The demand for this type of firm is not dependent upon individual management decision, but rather is related to growth of area in general and the growth of the central business district in particular.

In the Downtown North Project the office space on the second level of the mall is based on the demand for space by these small professional firms. The office towers, on the other hand, would be single-purpose buildings, the demand of which is dependent upon large office-space users. Therefore, the space over the mall should be developed as the retail space is developed, but the office towers should be developed only after specific major tenants have expressed interest.

### Hotels

The Market Analysis indicates a demand projection for a motor hotel from 200 to 250 rooms which could be included in the Downtown North Renewal Project.

## DOWNTOWN RENEWAL STUDY/1966

### FINANCIAL ANALYSES: SUMMARY

Urban Renewal is a partnership of Public Redevelopment Agencies and private developers, and to be successful, a redevelopment project must be attractive to both parties.

The Downtown North Renewal Project must present an attractive financial picture to three (3) different parties: the developer, who will build the taxpaying portion of the project; the City, which must initiate the project through its department of Urban Renewal; and the Parking Board, which must develop the parking facilities within the project.

#### Developer

A preliminary cash flow summary for the developer of the Downtown North Renewal Project—based on certain assumptions which are described more fully in the technical supplement to this report—indicates that the cash flow would be about 12.5%, on an equity of slightly over 6 million dollars. This rate of return—while not unusually high—is probably sufficiently high to attract a private redeveloper.

#### City of Buffalo

A preliminary analysis of the urban renewal project expenditures, disposition proceeds, non-cash credits and Federal and State grants, indicates that the direct cash cost to the City would be approximately \$20,000<sup>1</sup>. This is based on the three-quarter/one-quarter federal-local formula for

sharing costs which the City presently enjoys due to its designation as a “depressed area.” If this designation is lost and the City returns to the normal two-third/one-third formula, the direct cash cost to the City would be approximately \$1,150,000.

The *pro forma* budget for the City Department of Urban Renewal for the accomplishment of the Downtown North Renewal Project indicates that the net project cost will be approximately \$31,057,000. The direct local cash cost is reduced to the figures cited above by the substantial non-cash credits received from the planned expressway access roads, ramps, and bridges; the parking facilities; the Johnson Park extension; and the Main Street “Y” connection. The total value of these credits under the  $\frac{3}{4}$ - $\frac{1}{4}$  formula would not only cover the local share of the project but would also give the City approximately \$166,000 credit toward other federally assisted projects.

#### Tax Revenue

The project area currently returns \$670,000 to the City and the County in real estate taxes. Notwithstanding the loss of project land to public uses, the remainder of the project area should return \$1,380,000 in real estate taxes after it is fully completed.

#### Parking Facilities

A financial analysis of the proposed parking facilities indicates that the capital cost should be amortized and that the operating cost will be covered by the anticipated revenue. No direct public subsidy should be required.

For further details on the financial analyses, the technical supplement should be consulted.

<sup>1</sup> For necessary improvements not eligible<sup>1</sup> as project expenditures.



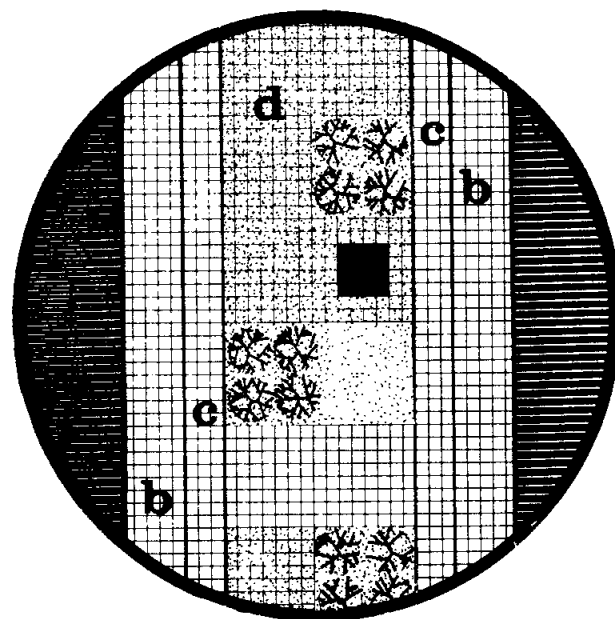
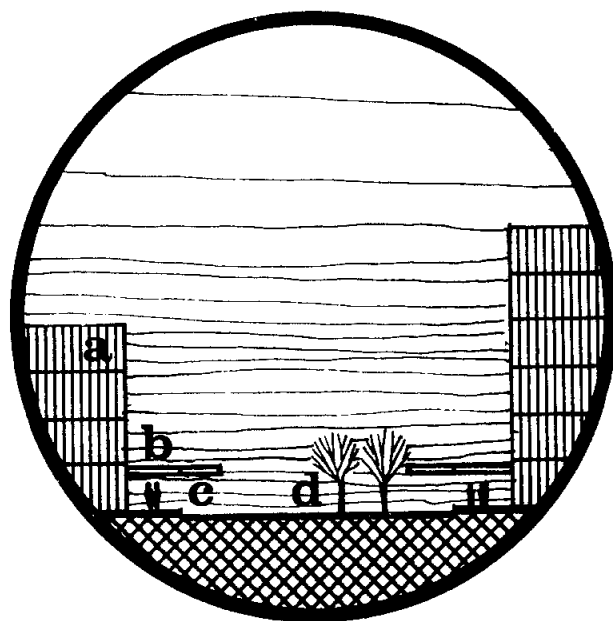
## PROJECT NO. 2 — MAIN STREET AND MALL

This project, which primarily treats the area by the rehabilitation of existing building and the development of an attractive, exclusively-pedestrian mall on the Main Street right-of-way, should extend from Huron Street south to Church Street to include the entire primary retail area. While the primary treatment of existing buildings is rehabilitation, it will undoubtedly be found that spot clearance is necessary, particularly in the block bounded by East Mohawk Street, Main Street, East Genesee Street, and Washington Street. This block should be redeveloped for a major retail store.

As a retail trade center, the existing Main Street is obsolescent by comparison with the post-war suburban centers. The second project is to rehabilitate Main Street to a competitive level as a retail center, and to strengthen the connection between the concentration of existing office buildings, large retail establishments, and Main Place below Court Street, with the existing merchants and the Downtown North Project north thereof.

The prime retail downtown core extends from the Church Street Arterial to the proposed Johnson Park Arterial, and rehabilitation should carry through this entire area.

Specific plans for this mall and for the rehabilitation of the existing buildings are beyond the scope of this Study. It is recommended that an additional study be commissioned, using the best merchandising



Main Street Mall Plan and Section a. Existing buildings; b. canopy over sidewalk and mini-bus route; c. mini-bus route; d. landscaped area.

and design talent available, to prepare specific plans for a rehabilitation project that would include all of the retail core area not already included in Main Place, the Downtown North Project, and other new buildings such as Manufacturers and Traders Trust Company's new tower on Main Street between Eagle and North Division Streets.

Project No. 2 is a composite of improvements. Basic to improving Main Street as a retail center are: (a) separation of vehicle and pedestrian circulation; (b) weather Protection for pedestrian; and (c), renewal or redevelopment of deteriorated properties.

### **PROJECT NO. 3 — REMAINDER OF STUDY AREA**

Redevelopment of the remainder of the study area may be fifteen or twenty years hence when Project No. 2 is in execution, but it is possible at this time to make certain general recommendations with respect to the balance of the area. The portion of Project No. 3 west of Pearl Street and south of Johnson Park requires only spot treatment because of the many strong existing buildings. The portion of Project No. 3 east of Washington Street and south of Genesee, as well as the portion north of Johnson Park, is appropriate for a combination of rehabilitation and clearance in accordance with the recommendations for land use as shown on the Land Use Plan.

It may be possible to redevelop portions of the balance of the study area on a private basis in advance of the completion of

Projects 1 and 2. The Land Use Plan described previously provides the framework for doing this in accordance with the overall plan. It suggests the continued use of Delaware Avenue for offices, the spot upgrade south of Huron, and for some residential use north of Johnson Park.

Delaware Avenue because of its size, location, and the character of its present tenants lends itself to being a prestigious corporate and institutional address.

This should be fostered and encouraged. The headquarters of National Gypsum Company, the Xerox Building, and the Federal Reserve Bank of New York, plus the planned Federal office building give the Avenue strength for this role. Further north, near the West Side Expressway, there are several notable buildings of quasi-public character, notable the Buffalo Club, the Trinity Episcopal Church, and the Asbury Methodist Church.

The section of Main Street from Johnson Park to the West Side Expressway is recommended for secondary retail trade use. Small office or service usage would also be appropriate in this location. Both of these recommendations tend to reinforce the present pattern. A strong recommendation is made for middle and upper income housing in the area north of Johnson Park and east of Delaware Avenue. This housing would be primarily one and two bedroom dwelling units.

The presence of several churches, entertainment facilities, and shopping and employment opportunities within walking distance would be attractive to the adult, urban market. With residential uses immediately adjacent to the Downtown North Project, the facility would be more fully utilized around the clock, particularly on the weekends. The project would not only be part of downtown Buffalo's retail core but also a community center for nearby residents.



## **DOWNTOWN RENEWAL STUDY/1966**

### **PROGRAM FOR REALIZATION OF THE FIRST PHASE REDEVELOP- MENT PROJECT**

Realization of the first phase redevelopment project—the Downtown North Renewal Project—will require the cooperative effort of both public and private agencies.

The recommended action to accomplish this project is as follows:

1. The first step in the initiation of this program is its review and adoption by the Greater Buffalo Development Foundation. Without the unified support of the business community it is not likely to succeed.
2. The City of Buffalo—acting through its Department of Urban Renewal—should prepare and submit a Survey and Planning Application for this project to the United States Department of Housing and Urban Development, Urban Renewal Administration. Approval of this Application by the Federal Government will make available an advance of federal funds for the detailed surveys and plans of the project, and will serve to preserve the non-cash credits from public improvements.
3. At the same time it is recommended that the City prepare and submit to

the Federal government an application for a General Neighborhood Renewal Plan to include the entire downtown area. There are two reasons for initiating a General Neighborhood Renewal Plan for the downtown area at this time:

- a. To preserve non-cash credits and thus save the City money on succeeding urban renewal projects in the downtown area.
- b. To plan the renewal of the balance of the downtown area, i.e., south of Court Street and west of Elmwood Avenue, and to study other aspects of the overall renewal problem which were beyond the scope of the present Study, such as relocation.

Additional non-cash credits from the local share of the cost of expressway construction alone would amount to hundreds of thousands of dollars and the Federal grants matching these credits could amount to several million dollars.

It is possible to submit the Survey and Planning Application for the Downtown North Project at the same time as the Application for the General Neighborhood Renewal Plan because this Study provides a sufficient basis for the planning of the first project as part of over-all downtown development.

It should be noted, however, that the first phase—the Downtown North Renewal Project—does not require a General Neighborhood Renewal Plan to preserve credits if the Survey and Planning Application for this project is filed as soon as possible. The credits preserved by the General Neighborhood Renewal Plan will apply to future projects to follow the Downtown North Renewal Project.

4. Coordinate planning with the New York State Department of Public works. Some modification to the access ramps and bridges along the expressway will be required to fit the Circulation Plan herein presented. The Kensington Expressway interchange with the proposed Elm-Oak Expressway is now being designed and it is important that these designs fit with the proposed Circulation Plan.
5. Seek the legislation for the proposed extension to Johnson Park—as an arterial between the West Side Expressway and/or the proposed Kenmore Expressway and the Elm-Oak Expressway—as a part of the State's highway building program. This extension to Johnson Park is an essential element in the revitalization of downtown Buffalo.
6. As the project enters the survey and planning stages the Parking Board of the City of Buffalo should take steps to prepare for the development of the required parking facilities.
7. The Greater Buffalo Development Foundation should take a continuing interest in this project through its Downtown North Renewal Project Committee, rendering advice and assistance to the City Department of Urban Renewal where appropriate, and continuing public support for the program.
8. It is also recommended that the City Planning Board revise the City's Master Plan to incorporate the major elements of the Downtown North Renewal Project. This action will give the Downtown North Renewal Project official status and will alert all parties—public and private—to the City's intention to renew and revitalize its downtown area.

## DOWNTOWN RENEWAL STUDY/1966

### TIMING

Prompt action by the Foundation and the City to prepare and submit a Survey and Planning Application for the Downtown North Renewal Project will save the City a substantial amount of money—probably over a million dollars—by capitalizing on the City's current designation as a "redevelopment area" and by utilizing the non-cash credits inherent in the highway improvements now being planned.

Preliminary budget estimates indicate that the Downtown North Renewal Project can be accomplished with negligible cash cost to the City provided that the project is initiated while Buffalo is still designated a "redevelopment area" under the Public Works and Economic Development Act of 1965, which provides for a Federal contribution of  $\frac{3}{4}$ th's of net project cost. If the City loses its designation, the Federal Government will pay only  $\frac{2}{3}$ 's of the net cost, and in the Downtown North Project this

difference will cost the City approximately \$1 million. There is some question how much longer the City will be designated a redevelopment area because of the recent decline in the rate of unemployment on which the designation is based.

A second saving to the City from prompt action will be the preservation of non-cash credits from highway improvements now being planned. The Housing Act credits renewal projects with a percentage of the local cost of public facilities based on the percentage of benefit from the improvements which will accrue to the project. "Local" cost includes that portion paid by the State as well as by the City. It has been estimated for this Study that the eligible local (i.e. State) share of the cost of access roads, ramps, and bridges of the planned expressways which will service the project area will be approximately \$662,000.

Timing is important because, for these credits to be counted toward the Downtown North Renewal Project, the Survey and Planning Application must be submitted and approved prior to the start of construction or the Loan and Grant Application must be approved not later than three (3) years after the start of construction.

Another important reason for initiating this project as soon as possible is the need to coordinate it with the design of the expressways. The Downtown North Renewal Project will affect highway planning in the downtown area for two reasons: (1) the project, when completed, will generate considerably more traffic than would otherwise be generated from this area; and, (2) the project requires changes in the local street system into which expressway traffic must feed. The Elm-Oak Interchange is being designed now and the State Department of Public Works needs an official commitment to this project by the City as a basis for their highway plans.

## TIMETABLE

A reasonable goal for the completion of the Downtown North Renewal Project is approximately 7½ years. This period extends from the initial action by City Council to the preparation of the Survey and Planning Application. This Timetable assumes no unusual deterrents to the project's completion.

1. Preparation of a Survey and Planning Application (including City Council's authorization to submit same to U.R.A.): 3 months
  2. Review of the S & P Application by the federal agency and authorization to undertake detailed planning: 4 months
  3. Preparation of detailed plans and Part I Application for Loan and Grant 12 months
  4. Federal review of the Part I: 4 months
  5. Formal local review, including public hearings, and submission of Part II, Application for Loan and Grant: 3 months
  6. Federal review of Part II and authorization to acquire land: 2 months
  7. Acquisition, relocation, demolition, and disposition of land: 24 months
  8. Site improvements, developer's preparation of plans, construction of buildings: 36 months
- 
- Total. 7 years, 4 months

## OTHER RECOMMENDATIONS

The main complex of the Downtown North Renewal Project extends from Delaware Avenue to Washington Street. This complex includes all of the retail space, all

of the enclosed mall, most of the parking, the hotel, and most of the office space in one physically-integrated structure. The best way to have it developed is to place the responsibility for all of the private development in the hands of a single developer. This developer should have had experience with comparable projects including all the elements of a regional shopping center and with the Federal urban renewal process. He should be adequately financed. The developer should be given some flexibility in the way he realizes the plan since this may be necessary to secure his major tenants. Standards should be set as to the type and intensity of the development and for the amenities which will be provided.

The portion of the project on the east side of Washington Street need not be built by the same developer.

It can be seen from the above timetable that the site will not be ready for disposition for about five (5) years from the initiation of the project by City Council. Where special problems occur it may take much longer. It is difficult to get an effective commitment from a responsible developer until the City is in a position to promise to deliver the site within a reasonable time period and at a known price. There is no need to involve a developer prior to the execution phase of the project, provided the planning is sophisticated and realistic. It is suggested that the City begin negotiations with a prospective developer at the time of the submission of Part II Application for Loan and Grant and that the City try to complete contract negotiations with the developer by the time the site is acquired. In this way the developer can be preparing his plans during relocation and demolition.

In the meantime, the project plans and market and financial analyses herein presented provide a sound basis for step-by-step action described above.

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