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REVISIONING
BROWNFIELDS: **A Regional Strategic Approach**



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Niagara County
Erie County
City of Niagara Falls
City of Lockport
City of North Tonawanda
City of Buffalo



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Executive Summary



1971 Aerial photo of Union Station and Dussault Foundry Site, Lockport, NY

The Niagara Region has a rich history of innovation. The commitment, vision and perseverance of regional communities have laid the foundation for a great place to live and work. A strong sense of community identity and historical prominence is evident. Preserving and enhancing this regional identity and building a stronger image to the outside world will be central to the redevelopment of the Region's brownfield sites.

Brownfields are defined as *vacant or underutilized property*. The expansion, redevelopment, or reuse of these sites may be complicated by the real or perceived presence of hazardous substances, pollutants, or contaminants. There are several reasons why developers would be interested in brownfields, ranging from financial incentives to the presence of infrastructure to visibility and marketing.

However, the number one reason developers are interested is the **location** of brownfields, many of which are in highly desirable urban locations, where greenfields (or undeveloped sites) are unavailable. Developers are further attracted to brownfields because localities, states and the federal government have invested money and resources into many of the sites, providing investigation and cleanup as well as new or improved infrastructure and access and sometimes, marketing resources. If done correctly, brownfields redevelopment creates lucrative financial opportunities and the sites themselves become major assets to municipalities.

Since its inception in 2000, the Niagara Region Brownfields Coalition has worked towards revitalization of contaminated land within the Niagara Region and along its waterfronts through **partnerships with local governments, business owners, and educational institutions**. Revisioning Brownfields: A Regional Strategic Approach ("the Plan") is a strategy developed for the two-county region along the Niagara

What is a Brownfield?

The Federal Environmental Protection Agency defines a brownfield as "abandoned, idled, or underused industrial and commercial facilities where expansion or redevelopment is complicated by a real or perceived environment contamination."

New York State Department of Environmental Conservation defines a brownfield as "any real property where development or reuse may be complicated by the presence or potential presence of a contaminant."

River and Erie Canal in Western New York. This region includes Erie and Niagara Counties and the cities of North Tonawanda, Niagara Falls, Lockport, and Buffalo.

This plan outlines a regional approach to the redevelopment of some of the Niagara Region's most challenging yet promising properties. These properties will play an important and meaningful role in the Region's continued economic recovery. As the global economy continues to evolve, most innovation still happens face-to-face, deeming the "quality of place" more important than ever. Because knowledgeable people—the key to economic progress—can choose to live virtually anywhere, the Niagara Region must strategize to attract this type of population. Taking a regional approach to brownfields redevelopment is an important step for the Niagara Region to continue with its efforts to create a place of choice.

The following themes are the basis for which the Plan is shaped:

- > Revitalize downtowns into Live, Work, and Play communities
- > Link waterfronts to downtowns
- > Promote a vibrant and sustainable regional economy
- > Protect existing natural and agricultural lands
- > Refocus development into existing urban cores
- > Slow sprawl and other inefficient patterns of development
- > Redesign transportation systems to promote reinvestment in the urban cores
- > Reuse existing buildings whenever possible
- > Preserve and adapt historic properties

The Plan establishes **collaborative relationships between the region's communities and the private sector**, and engages these groups in strategic investment and development programs. Investments will need to be made in the public realm, infrastructure, neighborhoods, and commercial districts. This plan is designed to help these communities understand how their brownfield sites located within their defined Local Waterfront Revitalization Areas can present new opportunities and meet local needs. This report provides a framework from which brownfield redevelopment projects should be approached and helps to establish a prioritized approach for regional investment. With details for obtaining funds and gaining support and input from the community, this report will assist in fostering lasting partnerships for a better Niagara Region.

How Brownfields Can Help Address Regional Challenges

The Niagara Region has experienced disinvestment and sprawling development over the past three decades. The urban centers of the region have been facing the challenges of a steady decline in population, largely resulting from both regional and national deindustrialization trends. The weakening economy has resulted in a general loss of community livability and declining city centers. Many of the neighborhoods in Buffalo, Niagara Falls, Lockport and North Tonawanda, particularly those located near abandoned industrial sites, have lost their livability. Further challenging regional recovery is the stress local and county government budgets are under.

Although the region has fallen behind from its once prominent role in the national economy, **the region's rich heritage and the proximity of its urban centers to the waterfront will play a meaningful role in its recovery.** Reclaimed sites will create new and appealing places for people and businesses in a region where such places are absent. Unique opportunities will arise—including development of mixed-use buildings, loft-style apartments and upscale housing, new public waterfront access and parks. Since most of the Niagara Region's brownfield sites are centered around or in close proximity to waterbodies, redevelopment should include linking the projects together through water and land trails.

In a recent book by two leading planners, Peter Calthorpe and William Fulton suggest that some of best development opportunities to combat sprawl are located on vacant and underutilized lands. Many of these sites are large enough to make significant land use changes to reposition the properties with retail, services and residential mixed uses. Many national trends are finding small to medium sized urban centers, like those within the Niagara Region, are becoming increasingly popular among baby boomers as they search out places that are walkable, human-scale and memorable. Likewise, many young professionals are currently seeking communities where they can live, work and play. The region's brownfields sites have the opportunity to capitalize on these trends while making meaningful contributions to the regional economy and quality of life offered.

This approach to brownfields development fully supports and will advance the recommendations made in the *Framework for Regional*

The Niagara Region's Framework for Regional Growth Plan

The *Framework for Regional Growth* is a document prepared and supported by Erie and Niagara Counties. It will serve as a blueprint to support the actions of county and regional agencies relating to the area's physical development. It also helps inform state and local governments, private developers, and non-profit organizations about the process and actions County government should undertake when making decisions affecting the region's development.

Source:
www.regionalframework.com

Growth, which advocates “community livability, economic vitality and environmental sustainability”.

Why Create a Regional Revitalization Strategy?

There are three main reasons to create a regional brownfields plan. First, the region’s urban centers have limited time and financial resources to commit to any project. **Infusing public resources into brownfield redevelopment will require focused regional investment.** Establishing a list of regional brownfield sites provides a rational basis for public officials to focus their efforts on the most important and most beneficial projects, but prioritizing these sites is foundational to success.

Second, this strategy establishes priority sites that will provide the most meaningful return on public investment. A strategy such as this is useful to potential grant funders, developers and public officials as site-specific projects get underway. The priorities and information can be updated as new information is uncovered about sites, new sites are added to the list, or sites need to be removed because they have been redeveloped.

Finally, by concentrating information in an office at the regional level a “one-stop shop” will emerge for potential developers. When potential developers and investors recognize that the region has developed a rational and strategic approach to brownfields redevelopment, they are more likely to get involved with those sites identified as priority sites. In turn, the communities of the Niagara Region can begin to solicit private sector interest to help implement the vision of a vibrant, safe, caring, and growing region.

Understanding the Current Regional Situation

In order to rebuild for the future, it is important to understand the Niagara Region’s current capacities, circumstances and needs. Providing services and amenities expected by both existing and new residents will be essential to the success of redeveloping brownfields. The challenge for the Niagara Region will be to capitalize on existing assets to keep existing residents, and to create an environment that is appealing to new residents. The demographic information presented within Section I of this report demonstrates that **the Niagara Region is slowly recovering from decades of industry loss and resulting population decline.** Local, regional and state officials recognize the potential of the region and are putting forth a strong effort to realize

this potential. However, any strategy for redevelopment must include the region's brownfield sites in order for the strategy to be successful. Several brownfields are located in important areas and provide enormous opportunity for recreating the regional image.

The Role of Local and Regional Government

The Niagara Region is engaged in an important economic transition from an industrial center, and is committed to rebuilding itself into a diverse manufacturing, technology, education and research economy.

Given the complexity of brownfields redevelopment, coupled with the region's efforts to re-build from an era of being an industrial powerhouse, **local and regional governments must become agents of change**. In an effort to facilitate redevelopment of the region's brownfields it will critical for local and regional governments to come together and collectively address these issues and provide the appropriate assistance to entice private investment. Given current market conditions, local and regional governments may find themselves assessing sites for contamination, then cleaning the land and trying to market the sites to a potential developer themselves; potentially even providing additional incentives to lure a developer.

Public sector officials provide the bridge between brownfields redevelopment and the benefits that the region can gain from redevelopment. However, along with municipalities and regional government agencies, the efforts of community residents, stakeholders, and private sector developers will be required. All parties must work together toward a common goal to bring important brownfield properties back to productive use.

Public Participation

As described in Section II of this report, **public participation is the process through which people who will be affected by or interested in a decision have an opportunity to influence its content before the decision is made**. Recognizing that brownfields redevelopment must reflect the people of the community and region, the process outlined in this Plan strongly encourages citizen input throughout the creation of a redevelopment strategy. Public participation allows the community to be involved and become part of a solution while building a stronger sense of ownership in the project. An effective public participation program will help local and regional leaders in the Niagara Region build momentum and redefine how these properties

can become a rallying point for continued regional economic restoration.

Thus far, the community involvement process has formed the basic framework for achieving an interactive dialogue between local and state decision-makers, private sector developers and citizens in the Niagara Region.

Creating a Project Vision Statement

When redeveloping a brownfield site, creation of the vision statement should be one of the first steps. A vision should draw on the beliefs of the community, and complement regional planning goals with a positive and inspiring tone. The vision statement then becomes the foundation for preferred redevelopment options. While the vision statement should be open to new thinking, the site's industrial heritage should also be taken into consideration. The vision developed for the Niagara Region Brownfields is as follows:

The Niagara Region will be a vibrant, safe, caring, and growing region that relies on strong community values, community involvement, natural scenic beauty, and responsible government working to achieve regional goals. As the region looks to the future, the residents seek to remember their unique industrial heritage, create opportunity for young residents, and provide employment, housing, and recreational opportunities for all age groups in an organized, efficient, and responsible manner. The region's brownfields sites, principally located in the region's urban centers and along waterfront areas, will play an important role in realizing this vision.

Policies for Local and Regional Success

Numerous studies within the region have pointed to a common pattern in its urban centers: the region is decentralizing and continuing to struggle to build a workforce that can participate in and help grow the area's economy. Many of the neighborhoods within the region's urban centers continue to experience decline, as they are marred by the presence of an industrial past. The policies outlined within this report—regarding land use, economic development, community development, transportation, housing and redevelopment and financing—take a comprehensive approach to brownfields redevelopment. These policies should be incorporated as part of any regional brownfields redevelopment project.

Prioritizing Brownfields

Section III describes the prioritization tool that is recommended for selecting brownfields, and was successfully implemented in the Niagara Region. The objective of the multi-step prioritization process is **to provide policy makers with guidance on regional priorities for funding, incentives or other program policies**. The steps are as follows:

- Step 1: Compile List of Potential Sites
- Step 2: Consider Economic, Social and Geographic Aspects
- Step 3: Rank and Prioritize
- Step 4: Financial Feasibility Analysis
- Step 5: Develop Design Concepts (into a Concept Plan)

Project Funding and Financing

Section IV includes a comprehensive list of various state and federal funding and technical assistance programs that can help foster redevelopment of the Niagara Region's brownfield sites. As redevelopment of these sites continues to take on a more prominent role in urban revitalization, **new programs will likely continue to emerge**. Although this list will be a worthwhile starting point, new programs and creative uses of other funds and programs should always be explored.

Implementation

Section V provides an overview of the suggested Implementation Plan for brownfield redevelopment. It outlines opportunities for leveraged partnerships and financial strategies as well as specific regulatory changes necessary to facilitate development of the identified sites. The Implementation Plan provides the specific steps needed to achieve success. Projects should be prioritized as short- and long-term and take into account factors such as cost, availability of property, community impact, and overall contribution to the brownfield redevelopment goals.

The following steps to successful brownfields redevelopment are:

1. Create a Central Coordinating Committee
2. Incorporate Public Input
3. Create a Vision Statement and Goals for the Project
4. Prioritize Sites
5. Create Broad Partnerships to Develop Projects
6. Centralize Information

7. Utilize an Area-wide Location Strategy

Developing a Workable Implementation Plan

Implementing a Concept Plan can be a time consuming process. Generally, while urban redevelopment is a challenging endeavor, brownfields redevelopment is even more challenging. To be successful, local and regional government agencies will need to think creatively. Building and maintaining support throughout the redevelopment process is a critical component of redevelopment; and public sector agencies are the appropriate resources and mechanisms to foster redevelopment. Ultimate success of any redevelopment strategy will be realized through the persistent dedication of both community residents and leaders.

The steps in a workable implementation plan are:

- > Establish the Capacity to Implement
- > Develop an Organized Capital Investment Strategy
- > Consider a regional land bank authority
- > Develop a process to solicit developer interest
- > Building for the Future: A New START

Another key to insuring successful brownfields redevelopment is regional collaboration, the foundation of this report. Through collaboration, public agencies and private organizations can work together to share resources and information that foster brownfields redevelopment. Local governments especially need to cooperate in the administration of planning, zoning, and development regulations. The region, rather than individual communities, is the operative economic and social unit.

Taking the Project to Market

Whether within an urban center or on a suburban greenfield, land development is a significant undertaking. To achieve success, developers—ranging from public agencies to private companies—must listen to key stakeholders, network for technical and financial resources, and think creatively to find the best solution. Real estate development is an iterative process in which plans are modified in response to feedback. **To effectively take a project to market, a municipality must first create staff capacity and institute clear and consistent internal systems. Next, the municipality should rezone the property to reflect a Concept Plan, establish a developer selection process, and creatively engage developer interest.**

The process outlined in this report provides greater clarity for redevelopment potential. However, an open mind to creativity and listening to the residents of the community will be fundamental throughout the redevelopment process. Brownfields redevelopment in the Niagara Region will require focus and persistence in order to be successful.

Foreword



The Niagara Region has faced a number of challenges resulting from the transformation of the global economy in recent decades. As technology continues to evolve, profound impacts on the regional land use, economic and social patterns in the Niagara Region are affected. However, the region is beginning to recognize the costs of sprawl and the value of urban living, while still struggling to find land on which to spark economic growth. Brownfields are a source of land, public infrastructure and facilities for urban redevelopment projects. Across the United States, communities are working to revitalize their brownfield sites. This is happening in the Niagara Region as well.

People are inherently drawn to water. The Niagara Region's earliest settlement patterns can be traced back to opportunities that its proximity to water provided for industry and tourism. Today, many of its waterfront sites are abandoned, but ripe with possibility. Regional redevelopment investments should pay attention to historic, current and future development patterns. Waterfronts provide an excellent place to live, enjoy art, recreate, shop, or relax. They provide an opportunity for multi-use activities, social interaction, economic stimulation and a sense of community. The recently completed *Framework for Regional Growth* recognized among its highest priorities the need to improve "the competitive position of the region's centers of commerce, industry, and education." Redevelopment of the region's brownfields, particularly those along the waterfront areas, will be an important action in realizing this priority.

The Brownfield Opportunity Area (BOA) Program, established by the NYS Department of State, is an important program for the communities of New York State to consider as it provides a significant land use and brownfields redevelopment planning tool for communities. The program provides communities with assistance to plan for the reuse and redevelopment of brownfields on an area-wide

The recently completed Framework for Regional Growth recognized among its highest priorities the need to improve "the competitive position of the region's centers of commerce, industry, and education". Redevelopment of the region's brownfields, particularly those along the waterfront areas, will be an important ingredient to realizing this priority.

basis, as opposed to dealing with brownfields on a site-by-site basis. The program's primary objective is to establish revitalization plans and implementation strategies for areas affected by a concentration of brownfield sites. The program will enable local governments and community based organization to address a range of problems posed by multiple brownfield sites; build consensus on the future of the area with an emphasis on brownfield sites; and establish the multi-agency and private-sector partnerships necessary to leverage assistance and investments to revitalize neighborhoods and communities.

Since its inception in 2000, the Niagara Region Brownfields Coalition has worked towards revitalization of contaminated land within the Niagara Region and along its waterfronts through partnerships with local governments, business owners, and institutional processes. The Niagara Strategic Brownfields Waterfront Plan is a strategy developed for the two-county region along the Niagara River and Erie Canal in western New York, and includes the cities of North Tonawanda, Niagara Falls, Lockport, and Buffalo. The following themes are the basis for which this plan is shaped:

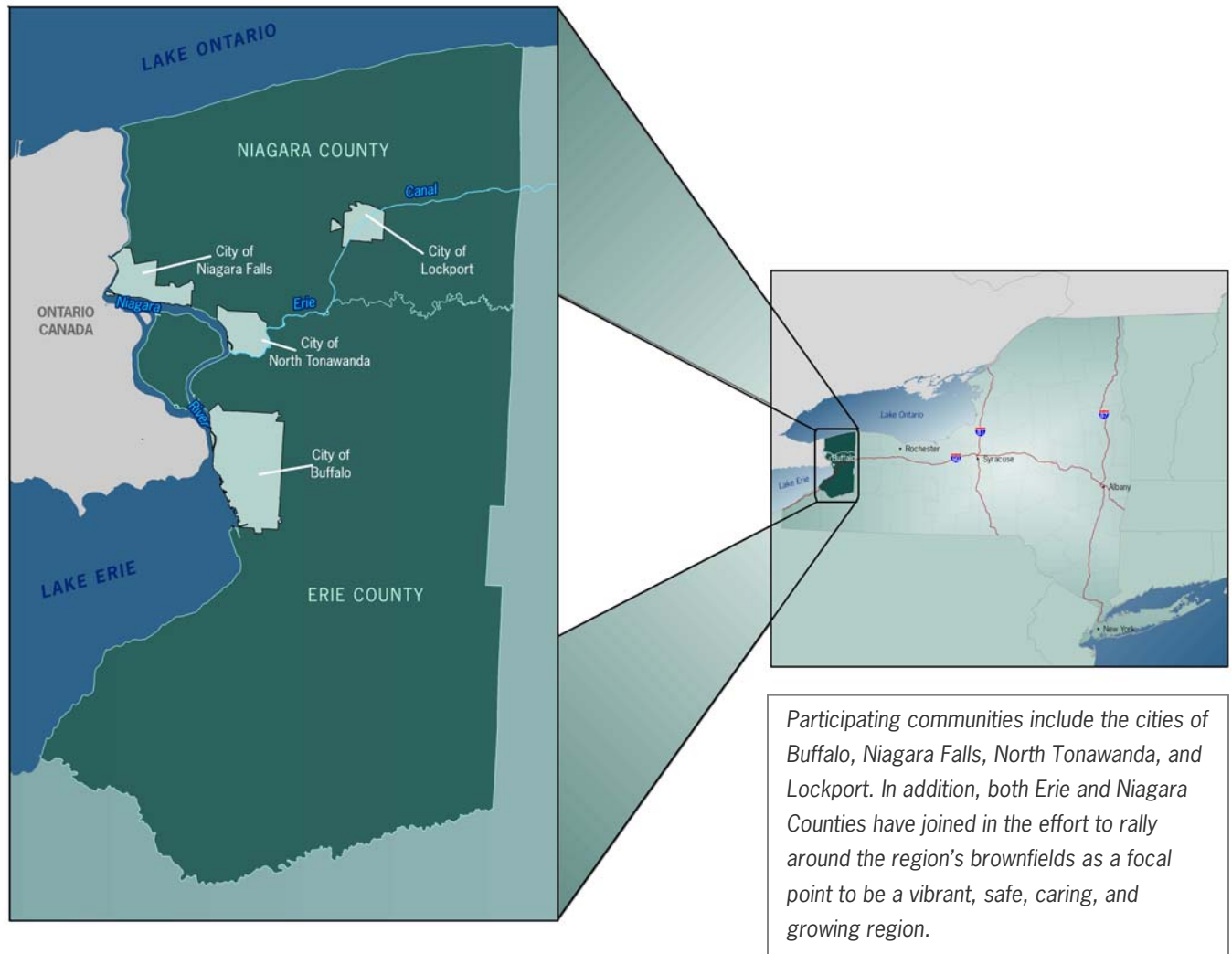
- > Revitalize downtowns into Live, Work, and Play communities
- > Link waterfronts to downtowns
- > Promote a vibrant and sustainable regional economy
- > Protect existing natural and agricultural lands
- > Refocus development into existing urban cores
- > Slow sprawl and other inefficient patterns of development
- > Redesign transportation systems to promote reinvestment in the urban cores
- > Reuse existing buildings whenever possible
- > Preserve and adapt historic properties

The Niagara Strategic Brownfields Waterfront Plan establishes collaborative relationships between the region's communities and the private sector, and engages these groups in strategic investment and development programs. Investments will need to be made in the public realm, infrastructure, neighborhoods, and commercial districts.

This plan is designed to help the communities of the Niagara Region understand how their brownfield sites located within their defined Local Waterfront Revitalization Areas, can present new opportunities and meet local needs. The process outlined can be applied to a number

of planning tasks in order to bring brownfield sites to usable status from developing a vision statement and a set of project goals, to running public meetings and gaining public input, to plan execution and seeing the plan in a physical form, reshaping former brownfield sites.

This document provides a framework from which brownfield redevelopment projects should be approached and helps to establish a prioritized approach for regional investment. With details for obtaining funds and gaining support and input from the community, this regionally encompassing document will assist in fostering lasting partnerships for a better Niagara Region.



Introduction



Since 2000, the Niagara Region Brownfields Coalition has been working to build a set of government, business, institutional, and community-supported processes that foster restoration and reuse of contaminated land, and promote revitalization of neighborhoods within the Niagara Region and along its waterfronts. The objective of the Niagara Strategic Brownfields Waterfront Plan is to link brownfields development to the economic, social, and ecological restoration of the region's waterfront cities.

The Niagara Strategic Brownfields Waterfront Plan area is situated in western New York. In large measure, because of the duality of the natural beauty and power-generating potential of Niagara Falls, the region has developed in two ways—one, as a place of scenic and passive recreational pursuit, and another as a platform upon which industry flourished. The cities of North Tonawanda, Niagara Falls, Lockport, and Buffalo are the urban centers of the Buffalo Niagara region and, like other “Rust Belt” cities, have been negatively impacted in recent years with the decline of the manufacturing industry. Heavy industrial buildings, many of which are vacant or significantly underutilized, are prominent on the landscape. Many of the cities' neighborhoods are deteriorating and others face continued decline. While these cities include some of the most prestigious parks in the region, many of the natural areas and scenic resources, fish, and wildlife habitat and water quality characteristics are strained. For the past half-century, these cities have been steadily losing their predominant position in the region as urbanization spreads outward from the urban core.

Designing a strategy that harnesses a dynamic interface between brownfields restoration and community development is fundamental to sustaining future growth in the most efficient and compatible way possible, further advancing regional economic growth and enhancing

the quality of life in the region. Managing changes in future growth and determining how it should occur is an important challenge for the leaders to address. The Niagara Strategic Brownfields Waterfront Plan team seeks to form collaborative relationships between the region's communities and the private sector that will guide strategic investment and develop programs, policies, and projects to bring about meaningful change and ongoing success.

Success will require investments to be made in the public realm, infrastructure, neighborhoods, and commercial districts. To take advantage of efficiencies of scale, these investments will best be achieved in a coordinated fashion. This means engaging in a collaborative process that discovers needs, and results in actionable items. This strategic plan is grounded in the community-planning framework to help focus activities into strong sectors that hold the greatest opportunities.

An Overview of the Process

The United States Environmental Protection Agency (EPA) started a Brownfield Showcase Communities program in 1998. Showcase Communities have three main goals: “to promote environmental protection, economic redevelopment and community revitalization through the assessment, cleanup and sustainable reuse of Brownfields; to link Federal, State, local and non-governmental action supporting community efforts to restore and reuse Brownfields; and to develop national models demonstrating the positive results of public and private collaboration addressing Brownfields challenges.”¹ In addition to serving as recognition for innovative and successful approaches to addressing brownfields, the Niagara Region's Showcase Community designation benefits the Coalition in various ways; namely, through specific technical experience, financial support and grants that will advance a more efficient planning process.

In October 2000, Niagara County—in conjunction with the City of Niagara Falls, Erie County, and the City of Buffalo—was selected by EPA as one of twelve Brownfield Showcase Communities located throughout the United States. The group, now known as the Niagara Region Brownfields Coalition, aims to serve as a model community, linking brownfields restoration to the economic, social, and ecological restoration of the Buffalo-Niagara Region. The Coalition intends to

¹ <http://www.epa.gov/swerosps/bf/showcase.htm>

focus its resources on ventures that will yield the highest benefit to the region's long-term economic and environmental sustainability. The Niagara Strategic Brownfields Waterfront Plan is intended to foster public and private partnerships within the region to recycle contaminated properties and give rise to new jobs, while promoting brownfields redevelopment, pollution prevention, and green space protection.

Brownfields redevelopment is often a difficult process for both communities and private landowners to engage in. Brownfields often remain unimproved due to misconceptions that “no action” is safer than redevelopment. Further, when resources are stretched, it is more challenging to understand where existing resources should be targeted. The process outlined in this document will help the population centers in the Niagara Region better understand how to put these challenging sites back into the open market and begin generating new regional opportunities.

This process began by developing a list of sites identified as having a (real or perceived) level of contamination. Existing lists of brownfields were melded into a comprehensive list that was principally defined by each community's Waterfront Revitalization Area (as defined in their Local Waterfront Revitalization Program or LWRP, see sidebar). The sites were then evaluated based on several planning and community factors. The net result was a prioritized list of sites with high, medium or low redevelopment potential, which will help policy makers begin to determine regional priorities for funding, incentives, and other program policies.

After the initial step of prioritizing sites was complete, a financial feasibility analysis was conducted for the sites with the highest potential for redevelopment, to determine the range of potential redevelopment options. Property owners were engaged in the process to discuss the redevelopment potential for their sites. These findings were then evaluated through an outreach process to determine the community's desire for redevelopment. A redevelopment program will be developed that melds the financial feasibility analysis, property owner's goals for redevelopment and the community's vision. An implementation plan will then designed to establish a coordinated set of actions and facilitate redevelopment.

What is a Local Waterfront Revitalization Program?

As a planning document, a Local Waterfront Revitalization Program (LWRP) is a locally prepared, land and water use plan and strategy for a community's natural, public, working, or developed waterfront through which critical issues are addressed.

Source: www.nyswaterfronts.com

How to Use this Document

This document is a guide to help the communities and stakeholders in the Niagara Region understand how their brownfield sites can present new opportunities and meet local needs. This guide will raise awareness and promote greater consistency and efficiency across the region regarding brownfields redevelopment.

The document follows a rational planning process. It describes the steps that communities must undertake to proactively bring their “challenging” properties back into productive use. If a community is only just beginning to think about how to approach brownfields redevelopment or is in the preliminary stages of redevelopment, the process outlined in this document will provide a better understanding of the steps needed to achieve success. In addition to serving as a basic guide for redevelopment, the process outlined in this document can become a basic operational reference and should be updated periodically as new opportunities are identified.

As a general guide, this document can be applied to most situations; however, not everything within will be useful or appropriate for specific situations. Users should choose among the parts that are appropriate for a community, adding or deleting sections as needed. In any circumstance, key matters should be presented logically and comprehensively and information should be presented consistently.

This document may address some topics that will be relatively unfamiliar when undertaking the ambitious (and sometimes daunting) task of redevelopment. Some users may require professional assistance with site investigation or detailed financial feasibility analyses. When beginning to prepare a prioritization strategy, utilize the excellent resources provided by the Niagara County Department of Economic Development and the County of Erie Department of Environment and Planning. Their staffs are knowledgeable in guiding the redevelopment process and recommending experts.

I. An Introduction to the Regional Planning of Brownfields

Introduction

As municipalities across the country continue to recognize the high cost of sprawl and the comparative value of urban living, they are struggling to find land on which to spark economic growth. Not surprisingly, most cities have few empty greenfields—or undeveloped, usually agricultural properties—typically favored by suburban developers of residential or commercial projects. Consequently, communities such as those in the Niagara Region are now striving to revitalize their brownfield sites.



This former textile mill in Maynard, Massachusetts has been converted to office space. The largely leased property is an important downtown anchor.
(Photo: Saratoga Associates)

Brownfields are defined as *vacant or underutilized property*. The expansion, redevelopment, or reuse of these sites may be complicated by the real or perceived presence of hazardous substances, pollutants, or contaminants. Many types of properties, such as former industrial operations and old factories, can fit this definition.

Other brownfields are not so obvious. Old schools, ports, warehouses, churches, and apartment buildings can also be considered brownfields, as can certain vacant and lush green lots. The pollution does not have to be extensive to be considered a brownfield. Asbestos in the walls or oil tanks underground can turn supposedly benign places into a brownfield. Furthermore, there may be no actual pollution problem but only a perceived problem. Verification of contamination is part of the assessment process.

There are many reasons why developers would be interested in brownfields. A number of financial incentives exist to help overcome the hurdles of perceived or actual pollution. Another key advantage of brownfields is the presence of infrastructure. Also, successful brownfield cleanups gain public visibility and can be invaluable marketing tools.

However, the number one reason is probably the age-old real estate adage: location, location, location. Many of these brownfields are in highly desirable urban locations where greenfields are unavailable. In addition to excellent locations, developers are often attracted to

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The Federal Environmental Protection Agency defines a brownfield as “abandoned, idled, or underused industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination.”

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brownfields because localities, states and the federal government have invested money and resources into many of the sites, providing investigation and cleanup as well as new or improved infrastructure and access and sometimes, marketing resources. If done correctly, brownfields redevelopment creates lucrative financial opportunities and the sites themselves become major assets to municipalities.

Despite real or perceived cleanup costs and other issues—including small or fragmented parcel sizes; limited access to transportation from some urban sites, perceptions of crime rates around brownfield sites, concerns about labor force and uncertainty about pollution liability—many developers have recognized the value of brownfield sites and found ways to overcome obstacles, converting brownfields into quality investments.

The Many Faces of Brownfields



Why Create a Regional Revitalization Strategy?

There are three main reasons to create a regional brownfields plan. First, the region's urban centers have limited time and financial resources to commit to any project; infusing public resources into brownfields redevelopment will require focused regional investment. Establishing a list of regional brownfield sites provides a rational basis for public officials to focus their efforts on the most important and most beneficial projects, but prioritizing these sites is foundational to success.

Second, this strategy establishes priority sites that will provide the most meaningful return on public investment. A strategy such as this is useful to potential grant funders, developers and public officials as site-specific projects get underway. The priorities and information can be updated as new information is uncovered about sites, new sites are added to the list, or sites need to be removed because they have been redeveloped.

Finally, by concentrating information in an office at the regional level a "one-stop shop" will emerge for potential developers. When potential developers and investors recognize that the region has developed a rational and strategic approach to brownfields redevelopment, they are more likely to get involved with those sites identified as priority sites. In turn, the communities of the Niagara Region can begin to solicit private sector interest to help create the vision for a vibrant, safe, caring, and growing region.

Understanding the Current Regional Situation

The Niagara Region has a rich history of innovation. The commitment, vision and perseverance of regional communities have laid the foundation for a great place to live and work. A strong sense of community identity and historical prominence is evident. Preserving and enhancing this regional identity and building a stronger image to the outside world will be central to the redevelopment of the Region's brownfield sites.

This plan outlines a regional approach to the redevelopment of some of the Niagara Region's most challenging properties. These properties will play an important and meaningful role in the continued economic recovery of the Region, which has been greatly affected by the national economic transition from industry to a knowledge-based economy. As the global economy continues to evolve, most innovation still happens face-to-face, deeming the "quality of place" more important than ever. Because knowledgeable people—the key to economic progress—can choose to live virtually anywhere, the Niagara Region must strategize to attract this type of population. Taking a regional approach to brownfields

The Niagara Region's Framework for Regional Growth Plan

The *Framework for Regional Growth* is a document prepared and supported by Erie and Niagara Counties. It will be a blueprint to support the actions of county and regional agencies relating to the area's physical development. It will also help to inform state and local governments, private developers, and non-profit organizations about the process and actions County government could undertake when making decisions affecting the region's development.

Source:
www.regionalframework.com

redevelopment is an important step for the Niagara Region to continue with its efforts to create a place of choice.

It is worth noting the amount of developable area in the region, as shown in the Empire State Development Corporation's database of industrial buildings and sites across New York State. Buildings and sites are in various states of readiness and the accuracy of the inventory depends upon submissions by local and regional economic development agencies, utility companies and commercial realtors. Despite potential problems, the database can help describe the portfolio of properties in the two counties. As of July 2005, the total acreage of developable sites is 2,000 acres (on 58 sites) in Erie County and almost 1,400 acres (on 26 sites) in Niagara County. The total number of buildings for lease or sale in Erie County is 235 (6 million gsf) plus 73 buildings (3.7 million gsf) in Niagara County.

In order to rebuild for the future, it is important to understand the Region's current capacities, circumstances and needs. Providing services and amenities expected by both existing and new residents will be essential to the success of redeveloping brownfields. As the following analysis suggests, the challenge for the Niagara Region will be to capitalize on existing assets to keep existing residents, and to create an environment that is appealing to new residents.

Opportunities and Hurdles: Rebuilding Fundamental Assets

Population

Although the populations of most Upstate New York cities are far less than what they were at the height of American industry in the 1950's, the City of Buffalo and the Niagara Region are well-poised to reverse the trends of suburban exodus and sprawl, as represented by this plan to Revision Brownfields, the *Framework for Regional Growth* and other major planning efforts such as the award-winning plan, "*Queen City Hub: Regional Action Plan for Downtown Buffalo*." Although numbers state that the regional population loss is steeper than in New York State or Upstate as a whole, its suburban areas have generally increased in population, meaning that the region continues to hold appeal. Today, Buffalo is gaining stature as a cultural, medical and education center.

Demographers at Cornell University's New York Statistical Information Service (NYSIS) have developed population projections for selected New York counties. These projections cover time from 2005 to 2030. EASI demographics, independent demographic analysts, have developed city population projections for 2011.

Households

Along with population, the number and size of households in the region has been steadily decreasing. Three of the four Niagara Region cities (Buffalo, Lockport and Niagara Falls) experienced a decrease in the number of households, while only the City of North Tonawanda experienced growth. Despite losses in population, both Niagara and Erie counties gained households, although gains lag behind Upstate New York or the state as a whole. The numbers indicate trends of smaller household sizes and increased suburbanization as residents move from core urban areas to surrounding communities.

Race

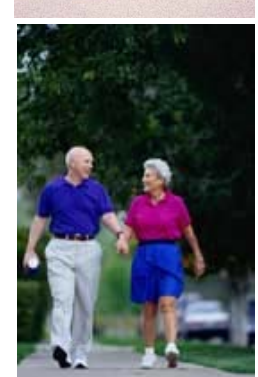
The U.S. Census asks respondents to identify themselves by race (white, African American, Native American, etc.) and to indicate whether they are of Latino background. In 2000, for the first time, the Census allowed respondents to put themselves in more than one race category.

The most effective way to express the diversity of a community is to examine the percentage of people who put themselves in categories other than “white alone” and then, separately, to examine those who consider themselves Latino. Within the Niagara Region, the highest concentrations of the population considered “Not White Alone” are in Buffalo (46%) and Niagara Falls (24%) while in Lockport (9%) and North Tonawanda (2%) the population is largely white. Within the larger populations, the “Not White Alone” respondents total 11% in Upstate New York and 32% in New York State. Generally, the Latino population in the region is small. While 15% of New York State’s population considers itself Latino, only 3% and 1% of Erie and Niagara Counties, respectively, is of a Latino background. The City with the highest concentration of Latinos is Buffalo, with 7.5%.

Age

The age of the residents in a community determines, in part, future growth patterns. It also indicates the purchasing power of residents, as well as the kinds of public services, community design and recreational opportunities a community may require. For the purposes of this study, age groups are examined based on the following classifications:

Preschool	Less than 5 years old
School Age	5 to 17 years old
College Age	18 to 24 years old
Younger Working Adults	25 to 34 years old
Mid-Life	35 to 54 years old
Empty Nesters	55 to 64 years old
Seniors	65 years old and older



With the exception of Buffalo and Lockport, the region has a lower portion of Young Working Adults than in the Upstate region as a whole. This age group is an important part of the employee base for entry-level jobs. This group also matures into more experienced “Mid-Lifers” whose skills and increased purchasing power are important for sustaining the local economy. A number of factors may account for the younger population in Buffalo, most directly the presence of a large college student population.

Niagara Falls has a significantly higher percentage of seniors than other places in the region and then the state as whole. A high senior population has a unique set of concerns—such as adequate access to health care and hospitals—and necessitates environmental considerations regarding walkability, ample signage and alternative transportation for seniors who do not drive.

Educational Attainment

Education data is important to understand, as education levels strongly influence the economic success of a community. In the not so distant past, it was not unusual for an individual to graduate from high school and begin working in the manufacturing and trade industries. In the Niagara Region, the presence of manufacturing has not encouraged a historically higher educated workforce. Currently, information-driven industries require workers with specific skill sets. As a result, the educational level of the regional workforce will play a critical role in the extent to which it is able to participate in an economy driven by knowledge-intensive industries. Similarly, a lack of information-driven jobs in the Niagara Region can contribute to population loss from the area, as those with higher levels of education leave the region in search of more suitable employment.

Two factors are required to judge a region’s educational attainment: the percentage of the Age 25 and over population with a high school diploma and the percentage with a bachelor’s degree. In the Niagara Region, a relatively large portion of the population does not have a high school diploma or equivalency. Compared to 17% of the Upstate population and 21% of the State population in this category, it also encompasses 25.4% of Buffalo respondents and 23.4% of Niagara Falls respondents. At approximately 17% each, both Erie and Niagara Counties are in line with the Upstate average.

The percentage of respondents with bachelor's degrees is generally less than the state as a whole. The Statewide average is approximately 12% and the Upstate average is almost 10%. Approximately 10% of Erie County respondents also have a degree while in contrast, only 7% of Niagara County respondents do. Of the municipalities in the Region, Buffalo has the highest percentage of college graduates (8%) while Niagara Falls has the lowest (5%).

Unemployment

In 2006, the national unemployment rate was approximately 4.8% and statewide hovered around 4.5%. In the same time period, the Niagara Region's unemployment rates were slightly higher than those of the U.S., New York State and the Upstate Region.² The rate in the Buffalo-Niagara Metropolitan Statistical Area (MSA) is 5.01% while in Niagara County and Erie County unemployment was at 5.3% and 4.9% respectively.

Unemployment Rates				
	Feb. 2007	2006 (Average)	2005 (Average)	2004 (Average)
Buffalo/Niagara	5.4%	5.0%	5.2%	5.8%
Erie County	5.2%	4.9%	5.1%	5.7%
Niagara County	6.3%	5.3%	5.5%	6.2%
Upstate	4.8%	4.2%	4.5%	5.0%
New York State	4.9%	4.5%	5.0%	5.8%

Source: NYS Dept. of Labor

As shown in the detailed unemployment graph (see Appendix), the region in general and Niagara County in particular have consistently been suffering from higher unemployment than other areas of New York State. This could be at least partially attributed to the decline of the manufacturing industry across the region, as well as the lower levels of educational attainment (see above), which may not support newer industries as well as areas with higher levels of educational attainment can—an obstacle with both short- and long-term implications. High unemployment levels are obviously undesirable, as they have a ripple effect on median income, home values, population shifts, and ultimately the tax base of a municipality, which in turn dictates the overall sense of the community's well being.

² Note: Unlike elsewhere in the report, the Upstate unemployment figure includes all 57 non-New York City counties. In other sections, Upstate totals exclude the seven counties considered part of the New York City Metropolitan Statistical Area.

Understanding a community's income characteristics is an important indicator for determining a community's economic well-being. The regional median household income reflects many factors, including the transition from manufacturing employment to service sector employment, the educational attainment of its residents, and the age of the population. An analysis of household income trends is based on information from the 2000 Census and the American Community Survey in 2005. The average and median household incomes in Buffalo (\$37,000 and \$27,000, respectively) are much lower than the New York State average and median incomes of \$70,000 and approximately \$50,000. Within the Buffalo-Niagara MSA, the average and median incomes are approximately \$54,000 and \$42,000, respectively.

Per capita income changed between 1990 and 2000. The trend parallels population trends as communities outside the region's urban centers grew during this period, reflecting a general increase in per capita incomes.

Given the median and average income disparity described above, it is not surprising that Buffalo's poverty rate is high. Compared to a statewide poverty rate of

This map displays the percent change in per capita income across various towns and cities in Western New York. The color scale ranges from light yellow (-5% to 0%) to dark brown (25% to 30%).

Town/City	Percent Change Per Capita Income
TOWN OF SOMERSET	-5 - 0
TOWN OF HARTLAND	-5 - 0
TOWN OF NEWFANE	0 - 5
TOWN OF WILSON	0 - 5
TOWN OF PORTER	10 - 15
CITY OF LOCKPORT	15 - 20
TOWN OF CAMBRIDGE	0 - 5
TOWN OF LEWISTON	25 - 30
TUSCARORA RESERVATION	15 - 20
TOWN OF NAGARA	0 - 5
CITY OF NAGARA FALLS	0 - 5
CITY OF NORTH TONAWANDA	0 - 5
TOWN OF WHEATFIELD	0 - 5
TOWN OF PENDLETON	0 - 5
TOWN OF ROYALTON	0 - 5
TONAWANDA RESERVATION	0 - 5
TOWN OF CLARENCE	25 - 30
TOWN OF NEWSTEAD	0 - 5
TOWN OF AMHERST	0 - 5
CITY OF TONAWANDA	0 - 5
TOWN OF GRAND ISLAND	0 - 5
CITY OF BUFFALO	-5 - 0
TOWN OF CHEEKTOWAGA	0 - 5
TOWN OF LANCASTER	10 - 15
TOWN OF ALDEN	0 - 5
CITY OF LACKAWANNA	0 - 5
TOWN OF WEST SENECA	0 - 5
TOWN OF ELMA	0 - 5
TOWN OF MARILLA	25 - 30
TOWN OF ORCHARD PARK	0 - 5
TOWN OF AURORA	0 - 5
TOWN OF WALES	0 - 5
TOWN OF EDEN	25 - 30
TOWN OF BOSTON	-5 - 0
TOWN OF COLDEN	15 - 20
TOWN OF HOLLAND	0 - 5
TOWN OF EVANS	15 - 20
TOWN OF BRANT	25 - 30
TOWN OF NORTH COLLINS	15 - 20
TOWN OF CONCORD	0 - 5
TOWN OF SARDINA	0 - 5
TOWN OF COLLINS	0 - 5
CATTARAUGUS RESERVATION	25 - 30

approximately 14%, over one in four Buffalo residents live under the poverty line. In addition, almost 40% of children in Buffalo live in poverty, compared to 19% of children statewide.³ Within the greater Buffalo-Niagara MSA, poverty rates are slightly lower than those statewide. North Tonawanda has a very low poverty rate, and Lockport's is under 5%. Both Erie and Niagara Counties also have overall poverty rates (12% and 11%) lower than the statewide average.

Buffalo and the surrounding region, whose employment history was based on a manufacturing economy for many decades, has suffered greatly as its largest employers downsized, realigned, or closed completely. Manufacturing jobs gave way to lower-paid service sector jobs, which partially accounts for the low household income. In addition, New York State possesses relatively high state, local and property taxes, adding to the financial burden of its residents. Buffalo and the surrounding region is a dramatic example of an area that has been affected by the transition from a manufacturing-based to a service-based economy, and must develop strategies to address this in order to facilitate revitalization of the area.

Employment Characteristics

The 2003 American Community Survey provided a snapshot of the working status of residents in the area. As with other data, the survey only covers the City of Buffalo, Erie County and then the greater Buffalo-Niagara MSA. The U.S. Census classifies workers in three ways, by occupation, industry and class.

The survey found that, compared to the other places in the state, fewer residents in the region work in management or professional occupations. On the other hand, a slightly higher percentage of residents work in the lower-paying service sector when compared to other Upstate counties with mid-size cities. Production and transportation occupations are found in greater proportion in the Buffalo-Niagara MSA than in New York State as a whole. The higher proportion is not surprising considering the region's historical focus on manufacturing.

Regarding specific industries, the top employment sectors in the Buffalo-Niagara MSA (Education/health/social services, Manufacturing, and Retail Trade) mirror top employment sectors across the country.



³ In 2005, poverty was defined a family of four making less than \$19,350 per year. The number varies depending upon family size, and age of family members (under 18 years and/or over 65 years).

The 2005-2006 work force labor data for the Buffalo-Niagara MSA indicates that the region will likely continue the trend of job loss in manufacturing and related industries. However, one positive sign is that net job gains are expected to grow in information-based industries. This is important as the region defines how its brownfield sites can not only contribute to new employment opportunities, but also add to the overall quality-of-life amenities that employees are seeking in their community of choice.

Despite the loss of manufacturing jobs, both Erie County and the Buffalo-Niagara MSA have a greater share of workers employed in that sector than the rest of New York State, with the exception of Monroe County. Agricultural jobs in the Buffalo-Niagara MSA are significantly below the state and national averages. This is not surprising given the loss of rural land to the growing suburbs in the Buffalo-Niagara MSA.

Most residents work in the private sector in wage or salaried positions. The Buffalo-Niagara MSA has a lower percentage of self-employed people than other areas studied. Although not all self-employed people are entrepreneurs, smaller businesses are an increasingly important part of the economic mix.

Community Health

Almost 60% of adults in the Buffalo region reported that they are overweight and almost one-third of them are obese.⁴ The rate of adults overweight in the Buffalo Region is slightly higher than across Upstate New York as a whole. Trends among Upstate New Yorkers reflect a generally sedentary lifestyle, which can result in myriad health problems and an economic burden on individuals and communities as a whole. Given the extremely high number of overweight and obese adults in the region, it is apparent that recreational opportunities and health awareness programs could greatly benefit the population. Redevelopment of brownfields site can contribute to this as many are located within more densely populated areas and foster greater biking and walking opportunities for daily activities.

Housing Tenure

Understanding the occupancy and ownership rates of households within the Niagara Region is one measure for assessing the stability of the community. A community's housing stock and owner-to-renter ratio is a

⁴ Source: Zogby International telephone poll conducted on behalf of the Excellus Blue Cross Blue Shield.

strong indicator of its stability. Typically a homeowner is more attentive to property maintenance than a renter or absentee landlord. A homeowner also tends to remain in his or her home for a longer period of time than a renter, reducing the amount of turnover within a neighborhood. These and other factors contribute to the level of investment in a neighborhood and ultimately contribute to the value and character as well.

Although research has not defined a definitive percentage of homeownership for a stable community, state and national trends indicate that roughly 50% homeownership should be a minimum target. The statewide average for owner occupancy is 54% while in the Buffalo-Niagara MSA it is 67%. As expected in an urban area, the owner occupancy rate in Buffalo, at only 47%, is significantly lower than the region as a whole. The cities of Lockport (57%), Niagara Falls (57%) and North Tonawanda (69%) are more reflective of the counties in which they are located, with Erie County at 65% and Niagara County at almost 70% owner occupancy. These numbers indicate a high level of stability within the region.

Building Vacancy

A high number of vacant units—like a low number of owner-occupied housing units—is generally a sign of instability within a community. The statewide average for vacancy rates is just under 9%, and within the Buffalo-Niagara MSA is 8.5%. According to the U.S. Census in 2003, Buffalo had the highest vacancy rate in the region, with 17.6%. This is cause for concern not only because it is much higher than the statewide average, but also because the rate has increased from 15.7% in 2000. For the sake of comparison, the City of Niagara Falls also has a high vacancy rate at 13.4%. The Cities of Lockport and North Tonawanda had lower rates, of 8.5% and 5.2%, respectively.

Median Rent

Across the region, rent is substantially lower than the rest of New York State. In 2000, Niagara Falls had the lowest rent in the region (\$472), compared to \$502 in North Tonawanda and \$516 in all of Erie County. The New York State median rent is \$672. In general, rent expenses that consist of more than 30 percent of a household's income is considered unaffordable, and a sign that the costs of housing should be re-examined. Of the municipalities studied, only the City of Buffalo's median rent as a percentage of household income is over 30 percent—at 31 percent. Niagara Falls comes close, however, at 29.4 percent. These are both somewhat higher than New York State as a whole (26.8 percent).

Considering that Niagara Falls had the lowest rent in the region yet still is considered nearly unaffordable, future policies for development in the area should consider affordability as a major factor.

Housing Values

The Niagara Region's housing values are fairly low relative to other areas of New York State. Over half of the homes in Erie County are valued at less than \$100,000. This percentage is much higher than other New York counties with mid-sized cities, such as Albany County (23%) and Monroe County (38%). In addition, the portion of homes valued over \$200,000 is lower than other comparable counties. The housing values in the area are lower as are household incomes. When housing values rise, the diversity of housing types, especially housing for seniors or new professionals, is often reduced. It is important to maintain a balance of affordability and desirability of housing. Low housing values indicate a low demand for housing, which correlates with the area's shrinking population. Attracting people to the Niagara Region—for jobs, education, or other reasons—can help push housing values higher, insuring more tax revenue for municipalities as well as more equity for individuals.

Transportation Patterns

As is common in American cities and regions of this size, most workers **commute to work** by car. In 2003, the U.S. Census found that two-thirds of workers in the region drove alone while 13% carpooled with at least one other person. Public transportation was used by 13% of workers and only 5% walk or bike to work. Alternative modes of transportation are less-frequently used due in part to the sprawling nature of the region. As global economics continue to influence travel costs, some experts believe that urban centers will likely to experience a boost in residents who want closer proximity to daily needs and activities, reducing the need to travel by car. From 1980 to 2000, however, the total number of miles driven by people in Erie and Niagara Counties increased 53%. The rise is particularly dramatic when considering that the total population of the area declined by 6% during the same period. Brownfields redevelopment can play a meaningful role in reducing our dependency on the automobile.

Air travel at the Buffalo Niagara International Airport has increased steadily from 1998 to 2002, and is predicted to increase for the foreseeable future. In 1998, total passenger boardings were 1.6 million, increasing to almost 2.1 million in 2002. Due in part to terminal and runway expansion, as well as the addition of low-cost carriers such as

JetBlue, Southwest Airlines and AirTran to the airport's list of choices, boardings are predicted to exceed 2.65 million by 2008. A large number of Canadians also utilize the airport as it sometimes provides lower-cost choices than Toronto. The ease of air travel to and from the region will provide an added benefit to any proposed brownfield redevelopment.

The number of **U.S.–Canada border crossings** (determined by passenger vehicles crossing the four international bridges in the region) peaked in 1991 at 19 million annually. Since 1994, the number of crossings have hovered around 15 million per year. The highest number of crossings occurs at the Peace Bridge, while the fewest occur at the Whirlpool Bridge. In August 2000, a bi-national survey was conducted on border crossings and found that—in both directions—the four bridges handled an average of almost 55,000 cars on a weekday and 68,000 cars on a weekend. About 69% of the cars were U.S.-based. **Truck traffic** steadily increased in the last three decades. In 1999, a total of 1.5 million trucks traversed the Peace Bridge, making it the third busiest crossing along the U.S. Canadian border.

In 1999, the Greater Buffalo-Niagara Regional Transportation Council reported that five major **rail freight** carriers serviced the region. These are CSX, Norfolk, Southern, Canadian Pacific and Canadian National. In addition several local short line operators exist. Amtrak is the sole provider of passenger rail service with three regional stations, in Buffalo, Niagara Falls and Depew. Accessibility to rail lines is a benefit to any proposed redevelopment sites. Brownfields tend to provide valuable connections with rail lines.

Analysis of Opportunities and Constraints

The demographic information presented in Section I demonstrates that the Niagara Region is slowly recovering from decades of industry loss and resulting population decline. Local, regional and state officials recognize the potential of the region and are putting forth a strong effort to realize this potential. However, any strategy for redevelopment must include the region's brownfield sites in order for the strategy to be successful. Several brownfields are located in important areas and provide enormous opportunity for recreating the regional image.

How Brownfields Can Help Address Regional Challenges

The findings outlined above clearly illustrate how the region has been experiencing disinvestment and sprawling development over the past three decades. The urban centers of the region have been facing the challenges of a steady decline in population, largely resulting from both

regional and national deindustrialization trends. The weakening economy has resulted in a general loss of community livability and declining city centers. Many of the neighborhoods in Buffalo, Niagara Falls, Lockport and North Tonawanda, particularly those located near abandoned industrial sites, have lost their attractiveness in today's market. Further challenging regional recovery is the stress local and county government budgets are under.

Although the region has fallen behind from its once prominent role in the national economy, the region's rich heritage and the proximity of its urban centers to the waterfront will play a meaningful role in its recovery. Further, as global trends in the oil industry increasingly put pressure on household incomes, many experts predict that mid-size urban centers, like those in the Niagara Region, will again regain the significance as preferred places to live, work and recreate. Through carefully conceived and balanced redevelopment, the region's brownfields can make meaningful contributions to this revival period. Many of the region's brownfield sites are located on large tracts of land along the waterfront, which will prove to be a significant draw for new residents and businesses over time. The time is right for local municipalities to recognize this impending value and to begin to re-invest in those sites with the greatest potential to meet this emerging demand.

Reclaiming former industrial sites and transforming them from abandoned and contaminated eyesores to usable space will essentially create new and appealing places for people and businesses in a region where such places are absent. Unique opportunities arise during redevelopment of brownfields such as creating mixed-use buildings, loft-style apartments and a combination of both upscale and moderately priced housing, opening up waterfronts for public use and creating parks and other types of open, civic space. Since the Niagara Region has most of its brownfield sites located around or in close proximity to waterbodies, brownfield redevelopment should include linking projects together through water and land trails.

These properties provide important quality of life opportunities, like increased public waterfront access and the opportunity to integrate with walkable, human-scale places within the urban core. In a recent book by two leading planners, Peter Calthorpe and William Fulton suggest that some of best development opportunities to combat sprawl are located on vacant and underutilized lands. Many of these sites are large enough to make significant land use changes to reposition the properties with retail, services and residential mixed uses. Many national trends are finding that

small to medium sized urban centers, like those within the Niagara Region, are becoming increasingly popular among Baby Boomers as they search out places that are walkable, human-scale and memorable. Likewise, many young professionals are currently seeking communities where they can live, work and play. The region's brownfields sites have the opportunity to capitalize on these trends while making meaningful contributions to the regional economy and quality of life offered.

This approach to brownfields development fully supports and will advance the recommendations made in the *Framework for Regional Growth*, which advocates "community livability, economic vitality and environmental sustainability".

The Role of Local and Regional Government

The Niagara Region is engaged in an important economic transition from an industrial center, which has left its mark by creating numerous waterfront properties that would otherwise be highly desirable if not for environmental constraints. Nonetheless, the region is committed to rebuilding itself into a diverse manufacturing, technology, education and research economy.

Brownfields redevelopment is a complex endeavor. Given these complexities, coupled with the region's efforts to re-build from an era of being an industrial powerhouse, local and regional government need to become an agent of change. In an effort to facilitate redevelopment of the region's brownfields it will critical for local and regional governments to come together and collectively address these issues and provide the appropriate assistance to entice private investment. Examples of how the public sector could get involved include the following:

- > Define a vision for brownfield sites through an appropriate public outreach process;
- > Facilitate the appropriate zoning changes to help streamline redevelopment;
- > Provide financial and technical assistance to foster private sector investment;
- > At more promising sites, determine the nature of contamination through site investigations using New York State's Environmental Restoration Program, then transfer the property to a private sector developer who participates in the State Brownfield Clean-Up Program, taking advantage of incentives and tax deductions.

Given current market conditions, in the short-term local and regional governments may find themselves assessing sites for contamination, then cleaning the land and trying to market the sites to a potential developer themselves; potentially even providing additional incentives to lure a developer.

All municipalities would greatly benefit from an appropriately empowered brownfields coordinator. In addition, incorporating brownfield redevelopment into local and regional comprehensive plans is key. Brownfield projects not only enhance the physical setting of a locality and region, but also have implications for job creation and retention, economic stimulation through business and retail opportunities included in the project, and tax stabilization.

To make systematic change associated with brownfields redevelopment, the effort of municipalities, regional government agencies, community residents and stakeholders, and private sector developers will be required. These parties must work together toward a common goal to bring important brownfield properties back to productive use. Local and regional governments hold the key to providing the impetus sustaining change. Public sector officials provide the bridge between brownfields redevelopment and the benefits that the region can gain from redevelopment.

II. Community Involvement, Vision and Policies

“Visions describe what best should be, could be – if and when mankind has the will to make them real.”

James Rouse
Urban planner / Real estate developer

Evaluating Community and Regional Goals

Every good plan—including a regional brownfields plan—starts with a goal, a vision for the future. A brownfields plan differs from a typical community plan as its goals are ideally derived from multiple sources, including not only the greater community but also regional land use, economic and other goal-oriented plans.

Regional land use goals have been expressed in the recently completed *Framework for Regional Growth* and should be a foundation upon which local goals are established. A regional economic development study is also under development and should be incorporated into further thinking when local communities are establishing their goals for brownfields redevelopment. Finally, communities should also take into consideration surrounding communities and their land use and economic development goals. The best approach is to look for common threads between the goals and recommendations found in each plan.

As different community visions for the future are scanned, locate common themes. Is everyone seeking to become a tourist destination? Has affordable housing become an issue in every community? How important is protecting historic character or boosting an industrial base?

This report, *Revisioning Brownfields: A Regional Strategic Approach*, is a strategy that is intended to bring focused investment and effort to brownfields redevelopment for Buffalo, Niagara Falls, North Tonawanda and Lockport. The first step was to gather plans from local communities and review them for common goals and recommendations. The following is a compilation of common themes that were distilled during this process:



-
- > Revitalize downtowns into Live, Work and Play communities
 - > Link waterfronts to downtowns
 - > Promote a vibrant and sustainable regional economy
 - > Protect existing natural and agricultural lands
 - > Refocus development into existing urban cores
 - > Slow sprawl and other inefficient patterns of development
 - > Redesign transportation systems to promote reinvestment in the urban cores
 - > Reuse existing buildings whenever possible
 - > Preserve and adapt historic properties

This list has played an important role in helping to define the vision statement and policies discussed later in this Section.

Public Participation

Public participation is the process through which people who will be affected by or interested in a decision by either a local government or private sector developer have an opportunity to influence its content before the decision is made. Recognizing that brownfields redevelopment must reflect the people of the community and region, the process outlined here strongly encourages citizen input throughout the creation of a redevelopment strategy. Public participation allows the community to be involved and become part of a solution while building a stronger sense of ownership in the project. Regarding the brownfields strategy, an effective public participation program will help local and regional leaders in the Niagara Region build momentum and redefine how these properties can become a rallying point for continued regional economic restoration.

Many people have preconceived notions about public participation, imagining one of two scenarios: one in which attendance at meetings is limited and engagement is lukewarm at best; the other in which a room is filled to capacity with attendees expressing fear and misinformation. Even though the law requires public hearings, such hearings are often not the best method for gathering community input. In fact, by the time proposals are presented at a public hearing, the time for community input has often since passed. For this process, the formal public hearing is not a preferred method for crafting a joint solution that can be accepted by all involved parties.

More collaborative and less confrontational techniques exist for working with the public and other stakeholders. Involving the public in a meaningful and productive way can be challenging, as people have few productive experiences that live up to the promise of participation. Public participation should be promoted as it encourages better communication, opportunities for joint gains, trust building, dismissal of cynicism, and avoidance of litigation. When done well, public participation is representative, meaningful, and engaged. When done poorly, it can be construed as predetermined, manipulative, and contrived. Even when conducted by well-intentioned officials, it may fizzle, if not backfire. Therefore, public participation requires thoughtful attention to community history, assessments, relationships, and preparation.

There are several commonalities among the public participation practices. All require quite a bit of work and assessment. That is, establishing the scope of stakeholders, working with barriers to communication and other forms of mistrust. All involve meeting preparation and organization of resources, materials, and information.

A facilitator (sometimes called a mediator, leader, or neutral) is central to the success of public participation. Facilitators manage the flow of time, understand group dynamics, and should be knowledgeable in the substance of the project and related issues. He or she helps the participants better articulate their concerns and provide opportunities for listening, sharing, and learning. Facilitators are also keepers of group memory as the meeting progresses and typically use easels and boards to record comments and concerns.

Various public participation strategies are explained in more detail on the following pages.

Public Participation Strategies

Visioning Meetings

Purpose: Visioning meetings are used at a preliminary stage to gather the issues the community cares about. Meetings are open to the public and certain critical stakeholders may be invited. The term “visioning” refers to the development of community goals that should *guide* the planning process. In other words, the results supplement the development of a project scope, its recommendations, and help the convening agency gauge public support for the project. This is perhaps the easiest participatory technique to understand and conduct. It requires the fewest

resources of any techniques summarized here and requires comparatively little preparation.

Visioning is usually used when the nature of the project entails a range of options that can be adjusted in response to community input. Adjustments may include the mix of uses, the location of development, how public services are provided and where conservation lands should be set aside. Classic examples for use of public visioning are the municipal comprehensive plan or when a large piece of land becomes available for public development. Projects less suitable for a visioning meeting are projects with already clearly defined uses and siting of structures, such as power plants, the conservation of particular historic structures, and proposals that are a matter of scientific merit. These types of projects are better addressed by using focus groups.

Structure: Since public turnout is dependent upon so many factors, it is necessary to make a best guess on possible turnout in order to plan the meetings appropriately. How many people are expected to come, what size space is needed, and how many facilitators will be necessary? The meeting convenes in a lecture style format typically where the facilitator or planner introduces the project and the facilitators. They review the level of input expected and how the input will guide the project. Dependent on the number of attendees, the participants are divided into smaller working groups of five to twelve individuals. A facilitator leads each group. After the set time for the working groups has expired, the entire group reconvenes and the individual facilitators summarize the smaller group's results and the meeting is concluded.

Process: Publicity of the meeting is the first key to the success of these meetings, since visioning meetings are *for* to the general public and are less dependent upon particular invitees, although, key individuals can be important. Early in the publicity stage, enlist the support of project committee members, if there are any, to spread the word to their friends and colleagues. Set aside funds for printing newsletters, fliers, and newspaper notices. Approach facilities with signs that have high public visibility, such as schools and fire departments, to see if they are willing to post meeting time and place. Advanced notice sustained over the course of several weeks is necessary to get out the word.

After presenting introductory materials, the working groups are presented with several questions to initiate discussion. An issues identification session is a familiar method to establish a context for more

detailed discussions. The goal of the working groups is not to reach consensus, but to capture as many ideas and concerns as possible. Outrageous or vague statements are entry points for the facilitator to probe and explore the underlying interests. It is likely that competing or inconsistent ideas will arise. At this point in the process, the goal is simply to capture all ideas.

Pitfalls: Broad representation in this early, perhaps only, stage of public participation is essential. The failure to gather input from critical groups may later undermine the project's public support among those groups. By not being inclusive, unnecessary suspicions and mistrust result and may create added costs, time, and bad press. This may be particularly costly late in the planning process when the majority of the budget is already spent. Early in the process, it is important to ask stakeholders which groups need to be involved, particularly those who might be reluctant or hard to reach. This is one way to identify new stakeholder groups. Minority and ethnic communities should be encouraged to attend by taking the time to meet with such groups and emphasizing the merits of participation. Where such histories are particularly entrenched, the issues are likely larger than what can be handled by a visioning meeting. Nonetheless, a visioning meeting in this instance may be the first step of a more structured participatory process.

Focus Groups

Purpose: Focus groups are a quick way to explore and gather *detailed community preferences*. Results gathered in the early phases of a project can help target a limited budget, be used as the basis for future work, and help reassess project priorities. Focus group discussions typically center on specific issues rather than broad issues. In contrast to surveys, which are written, closed-ended, and compartmentalized, a focus group discussion is spoken, open-ended, and integrates disparate issues. Discussions may reveal how issues intersect in ways not previously understood. An effective facilitator will keep the discussions focused. Focus groups can provide insight into complicated topics where opinions are conditional and multifaceted. Qualitative factors such as facial expressions, tone of voice and group interactions can give added depth of meaning.

Focus groups can be used for many kinds of projects, large or small, complex or straightforward, opportunity driven or vision driven. They are characteristically conducted early in the process to guide project scopes. However, they may be conducted late in the process when

discreet choices have emerged and community input is needed to inform the decision. Focus groups have the potential to be contentious, as with any participatory process, but the contention increases where a meeting is held as the project is wrapping up, because the stakes have grown. There is little room for dramatic new ideas.

Certain projects are not appropriate for focus groups. For example, where there is a history of mistrust between agencies and neighborhoods, participation is likely to be anything but productive. Even the best third party facilitators will have difficulty getting meaningful results beyond these hurdles. A facilitator's task is not to overcome mistrust. In these instances, the focus group will likely spend time discussing what matters to the participants—recounting past wrongs, refuting the project's goals or parameters, and how an agency is “out of touch.” These may be legitimate and worthy of discussion, but they are better addressed in a process that is more structured, longer, and requiring a special type of facilitation or mediation. Relationship groundwork with the community—courtesy, rapport, and the merits of participation—will have to be built over time by the convening agency.

Structure: Focus groups generally require a third party facilitator and a group of six to twelve participants. Participants may be community stakeholders and other individuals knowledgeable in the issues at hand. The participants are usually seated in a circular fashion if possible so that all participants can hear and otherwise follow the discussion. The facilitator leads the group, helping to bring out ideas, making efficient use of time, writing up comments, and managing contentiousness. Volunteers should be on hand to help organize the room, dispense materials, record the meeting, and otherwise facilitate the process.

Process: Determine who the necessary participants are and invite them well in advance (a month or more) of the focus group meeting. Timing of the meeting may need to be changed in order to accommodate the schedules of the necessary participants. Prepare background history of the project, the issue(s) to be discussed, and the general outcomes expected from the meeting. This helps to establish expectations on behalf of the participants and ensures that the short meeting time frame is used efficiently. Agendas are helpful, but not necessary as priorities shift in the course of discussion. The facilitator should be at the front of the room writing ideas and comments on an easel. The discussion may be recorded for later clarification of discussion items. The facilitator's primary role is to facilitate the discussion, to solicit clear comments, and to elicit

reactions by which to gauge or probe for agreement. A minimum of 90 minutes should be allocated, however, a more in depth understanding can be achieved by blocking out two to three hours of time.

Pitfalls: There are disadvantages to using the focus groups at a neighborhood scale when the project itself is larger in scope and involves many neighborhoods. Costs are an issue, since each additional meeting is an additional expense. Another concern is more subtle but potentially counterproductive. Neighborhood meetings will attract participants who share common concerns by virtue of living in the same neighborhood. Because focus groups do not allow participants to hear and question other perspectives, participants may leave thinking that their priorities are the priorities of others, when in fact that may not be true. In the end, it may be possible to accommodate all the priorities, but when the first draft is released it may appear to participants that their contributions were re-prioritized or otherwise marginalized. This could cause public relations to worsen and harm the *perceived* legitimacy of this and future planning efforts. If multiple meetings must be conducted, the planner or facilitator must carry the messages of citizens from one meeting to another.

Charrettes

Purpose: Charrettes are intense, sometimes multi-day, sessions focused on developing a detailed and perhaps finished plan for a specific project. If used early in the process it can help identify sticky issues and subsequently guide the agency in gauging potential solutions. And, if used later in the process, it can help break an impasse on a particular issue. In either case, charrettes produce solutions in a very short time for a specific problem. Results are usually visual in nature, such as design guidelines or siting criteria, but they may include a clarification and prioritization of issues related by a specific project.

Physical design problems and other matters of community character that require visualizations are especially conducive to charrettes. Streetscapes, traffic circulation patterns, specific developments, facility siting, parks, and managing unwanted or unsightly land uses have been addressed using charrettes. Citizens participate directly in the design exercise and may then explore and compare multiple alternatives.

Structure: If a large group of many participants is involved, it is easier to organize the group into smaller working groups of four to eight individuals each. A facilitator, typically a design professional or planner

will lead each group. Meetings begin with a careful explanation of the salient issues and a discussion of the outcomes to be achieved through this process. Meeting time is spent exploring various issues and then graphically rendering how these issues might look if actually developed.

Process: Charrettes can take months to plan. Preparations involve defining the issue or set of issues to be resolved, preparing histories and background information, inviting targeted stakeholders, preparing publicity, gathering resources such as maps and photographs, finding a meeting place, and developing informal spaces within the meeting room where participants can mingle, get coffee, and have informal conversations with other meeting participants. Typically, a minimum of four hours per session is essential. Sessions that span multiple days give participants a chance to go home, reflect on the experience, and then return with a fresh perspective. The facilitator invites participants to speak up and is willing to explore their ideas, regardless of the validity on paper. The facilitator hones in on potential disagreements or inconsistencies and helps create a social environment that encourages participants to explore possible solutions and eventually come to some type of consensus.

Pitfalls: Charrettes typically focus on a specific problem to be addressed and a one-time event. Invitations, timing, and exercises should be thoroughly considered to maximize interaction and use of time. A single short session, attractive to small budgets, may provide little material for subsequent analysis and leave participants frustrated, all disappointing outcomes for the amount of preparation required. Budgeting a longer amount of time may cost slightly more up front, but a longer meeting will yield more usable results with essentially the same meeting preparation time as a shorter meeting.

The following strategy was not utilized during this project, but may be useful in the future when deciding how resources and project goals will be implemented in a way that is feasible and perceived as fair by all participants:

Mediation

Purpose: Typically, mediation involves stakeholders who have jurisdiction or other legal standing to initiate legal actions, add costs, and paralyze projects. Mediation does not promote compromise as parties are asked to give up something of value, thus creating little enthusiasm for such agreements. When done well, mediation is a process whereby the

participants develop consensus on creative solutions that integrate competing interests. It is a highly structured learning process where listening is paramount, assumptions are tested, and potential gains are maximized. The goal is to settle for agreement of 100-minus-1, rather than a 50-plus-1 majority. While the promise may seem simple, negotiated consensus building involves extended commitments of time (and money) lasting anywhere from weeks to over a year.

Typical Project: Projects with a history of conflict that involve multiple funders, stakeholders, and regulatory agencies are prime candidates for mediated negotiations. Rule making by an agency affecting multiple and competing interests is also conducive to mediated negotiations. The process can also be used for less controversial but nonetheless complex issues such as planning smart growth, facility siting, downtown renewal, and natural resource allocation. The following questions will help assess if mediation is the appropriate method of public participation: Is there a common concern among many groups over a well-defined issue? Are people frustrated with the status quo? Is the issue compelling and timely? Are stakeholders uncertain about the potential alternatives? Do the issues involve a fundamental right (where the courts may be a better alternative)? Do stakeholders have a desire to avoid adversarial posturing? Are participants concerned about the costs of a drawn out dispute? And, do the stakeholders desire a sense of closure and express a readiness to resolve the conflict? A facilitator assesses these questions on a one-on-one basis with potential stakeholders.

Structure: There are several ways to structure negotiated consensus building. Even though the steps appear deceptively simple each can be very involved. In short, the steps are assess the conflict, clarify responsibilities, deliberate on interests, gauge agreement, and establish implementation mechanisms.

First, assess the conflict by defining the stakeholders and determining if participants are ready for discussion. The assessment is conducted privately with potential stakeholders and conducted off the record. An assessment report is presented to the convening agency with a recommendation to move forward with the process or try an alternative method.

Second, lay the groundwork by specifying the role of the mediators and conveners. Set rules regarding contacts with the media and other observers and then clarify the agenda and what status the final agreement

will have. Establish what method of communication will be used to schedule changes, share information, and otherwise keep in touch. Also, ensure that stakeholders are in regular contact with their constituencies, sharing the developments happening behind the scenes and bringing new outside concerns back inside the mediation process.

Third, the heart of mediation is the deliberative stage. This involves the stakeholders speaking openly about their interest and posing questions to other participants. Potential solutions are recorded in a single text procedure where attribution should be avoided. Commitments are never solicited at this stage since the purpose of this stage is exploratory only. If necessary, establish a subcommittee to tackle aspects of particularly complex issues.

Fourth, encourage participants to improve their proposals in an effort to take into account the interests of other stakeholders. Explore and develop contingencies and other what-if scenarios to better stabilize agreements and ensure implementation of the agreed upon solution. Wrap-up begins with the question, “Can everybody live with this agreement?” If yes, the process advances; if no, participants are asked to rethink their proposals and find areas of possible compromise.

Fifth, have the stakeholders deliver the agreement back to their constituency, advocating both the legitimacy of the process and the integrity of the agreement. Seek ratification of the agreement by all groups and provide mechanisms that allow participants to reconvene should circumstances change and issues need to be looked at again.

Process: This summary explores the premise of *mutual gains negotiations*, sometimes referred to as principled negotiations. Mutual gains negotiations is the preferred method of many mediation practitioners for teasing-out interests and issues in the deliberative stage of mediation. This type of mediation helps guide participants away from initial *positions* about solutions to problems and helps them explore the *interests* they wish to see preserved or enhanced. The facilitator enables the participants to develop and distribute solutions that offer more value to more participants by helping them share histories, organizational functions, personal experiences, issues at hand, and other factors of interest.

Pitfalls: The entire mediation process is long and involved, but can be manageable. Every step presents the facilitator, convener, and

stakeholders with numerous choices requiring careful consideration. Lawrence Susskind, a scholar and practicing mediator, presents the following lessons.¹ First, dispute resolution success depends in large part on an agency's organizational capacity building. In other words, can the organization learn and make the changes necessary to implement the agreement? Second, cultural differences are important factors but are not the barrier to agreements like some participants may think. Third, there is no substitute for face-to-face interactions. Computers and the Internet create too much room for misunderstanding because they lack important non-verbal cues. Fourth, a skilled, experienced, and professional facilitator is important. Facilitators are knowledgeable in the substance of the issues, understand group dynamics, and will push stakeholders to participate in productive and meaningful ways. Last, skepticism in the public about the value of consensus building remains as strong as ever, despite an overwhelming body of success stories.

Public Participation in the Niagara Region

The community involvement process outlined below formed the basic framework for achieving an interactive dialogue between local and state decision-makers, private sector developers, property owners and citizens in the Niagara Region thus far.

North Tonawanda Community Meeting, July 25, 2005

The goal of this community meeting was for residents to identify the strengths and weaknesses of North Tonawanda, particularly on Tonawanda Island. For the city, its strengths lie in the natural and historical resources, including the water and the parks. Similarly, these areas were identified as needing special attention for preservation and enhancements. Participants identified the community as needing gathering places, connectivity (through bicycle paths or other trails), better utilization of Gateway Harbor, and the refocus of historic Webster Street as the community's downtown. Tonawanda Island was recognized as one of the most viable and promising redevelopment opportunities in the region because of its location and scenic views.

Buffalo Focus Group, July 26, 2005

The Buffalo focus group consisted of a project update and coordination with stakeholders from governmental, environmental, transportation, and economic development groups. There was an emphasis on coordinating

¹ Lawrence Susskind is a Professor in the Program on Negotiation at Harvard Law School and a Professor at the Urban Planning Department at MIT. He is also a practicing professional at the Consensus Building Institute.

with groups (such as the University of Buffalo, the Niagara Township, and the Town of Tonawanda) to develop a comprehensive inventory of brownfield sites, and to achieve support for this process. The need for connectivity between and within communities was stressed. Brownfields redevelopment was also recognized as an opportunity to create new economic activity within the city. This might mean building new professional office buildings, new neighborhoods, or create a unique mixed-use destination along the vast waterfront areas within Buffalo.

Niagara Falls Community Meeting, July 26, 2005

The goal of this community meeting was for residents and the Planning Department to identify the strengths and weaknesses of Niagara Falls. Through the meeting it was determined that the community needs a combination of improved residential, work, and play areas. These areas should be built near the urban core, capitalizing the activity already being generated by visitors coming to see Niagara Falls, the area's central asset. Other issues of discussion included the inability to build a marina on the Niagara River (primarily for physical reasons), the need for the rehabilitation of Gill Creek, and future land use and redevelopment opportunities for the Buffalo Avenue corridor. The Buffalo Avenue corridor is the area of Niagara Falls where industrial uses historically started and grew for almost three-quarters of a century. Because of these historical lands uses, there are currently 35-49 brownfield sites along the corridor. The corridor is an important gateway into Niagara Falls and, with its numerous abandoned industrial sites, establishes a poor image for the community and the adjoining neighborhoods.

Niagara Falls Focus Group, July 27, 2005

The Niagara Falls focus group consisted of a project update and coordination with stakeholders from governmental, environmental, transportation, and economic development groups. Issues of discussion included the desire to expand waterfront access, the possibility of a multi-use sports arena, and the need for a long-term vision for the area. In addition, it was recognized that tourism is the key economic driver for Niagara Falls, and most development activity in the area is dependent upon it. The National Park Service is currently engaged in a process to understand how the Niagara Falls State Park may be expanded with the possible closing of two lanes of the Robert Moses Parkway around downtown Niagara Falls. Redevelopment of some properties along the Parkway may become more attractive with Parkway changes. In turn, this could create a significant redevelopment opportunity for the City to

establish an improved gateway into the commercial core with mixed-use commercial, professional and residential development.

Lockport Focus Group, July 28, 2005

The Lockport focus group consisted of a project update and coordination with stakeholders from governmental, environmental, transportation, and economic development groups. Through the meeting it was determined that the community could consider tourism-related development strategies, concentrate on the commercial center and the canal, with regional connectivity. As the cultural tourism industry continues to grow, it could play an important economic driver for Lockport.

Lockport Community Meeting, July 28, 2005

The goal of this community meeting was for residents and the Planning Department to identify the strengths and weaknesses of Lockport. Its strengths lie in its natural and historical resources, especially the canal and the history and culture associated with it. Participants identified the community as needing more balanced tax rates, and connectivity in the form of trails and paths. Opportunities in the area include a rail museum, light manufacturing, and tourism.

Creating a Project Vision Statement

When redeveloping a brownfield site, creation of the vision statement is an important step. The vision should draw on the beliefs of the community, and complement regional planning goals with a positive and inspiring tone. The statement becomes an important foundation for preferred redevelopment options. While the vision statement should be open to new thinking, the site's industrial heritage should also be taken into consideration.

A Look Back

To put the Niagara Region's vision statement in context, it is useful to think about how the area has changed over recent decades. The region is located along the eastern edge of the Great Lakes and home to Niagara Falls, one of the Wonders of the World. The region played an important role in the evolution of the U.S. as a prominent center of heavy industry, largely a result of both its abundant power supply and its location along important transportation networks. With the restructuring of these industries over the past thirty years, the region has been left with many neglected or abandoned industrial operations, a clear and visible reminder of its manufacturing legacy. Many of these vacant or

underutilized sites are located within urban centers or along waterfronts with great potential for a higher use.

The Vision for Niagara Region Brownfields

The Niagara Region will be a vibrant, safe, caring, and growing region that relies on strong community values, community involvement, natural scenic beauty, and responsible government working to achieve regional goals. As the region looks to the future, the residents seek to remember their unique industrial heritage, create opportunity for young residents, and provide employment, housing, and recreational opportunities for all age groups in an organized, efficient, and responsible manner. The region's brownfields sites, principally located in the region's urban centers and along waterfront areas, will play an important role in realizing this vision.

Brownfields redevelopment in the Niagara Region will:

- > Involve citizen participation, cooperation, and involvement at all levels of government;
- > Foster small business development and business expansion;
- > Encourage diversity in housing and housing development for residences of all ages and incomes;
- > Support responsible development of all types in a manner that promotes the revitalization of the region's urban centers;
- > Respect and restore the natural environment and scenic beauty of the region;
- > Promote a healthy physical environment for all residents; and,
- > Recognize existing initiatives, such as the Niagara River Greenway, as future redevelopment proposals are considered.

Policies for Local and Regional Success

Numerous studies within the region have pointed to a common pattern in its urban centers: the region is decentralizing and continuing to struggle to build a workforce that can participate in and help grow the area's economy. Many of the neighborhoods within the region's urban centers continue to experience decline, as they are marred by the presence of an industrial past. The policies outlined below take a comprehensive approach to brownfields redevelopment by recognizing how these areas can play a meaningful role in the neighborhoods of the region's residents while still re-establishing the region's identity with improved economic opportunities. These policies should be incorporated as part of any

brownfields redevelopment project that takes place in the Niagara Region.

Land Use Policy

Regional land use development patterns have shown a historical out-migration from traditional urban centers. The communities of the Niagara Region should encourage redevelopment of brownfields sites in a fashion that supports a return to the urban centers for employment, housing and recreational development, and foster improved linkages to the region's greatest asset, its waterfront areas. It will become increasingly important to ensure that new development occurs in an orderly and responsible manner that does not increase the costs to the region.

Land use is governed by the municipal zoning code, which by law regulates the size and type of land use activity. This, in turn, is informed by the Comprehensive Plan, a “plain English” description of the vision for the City or Region, indicating the desired areas of growth, conservation, commercial development, and other land use patterns. A revision to the Comprehensive Plan—and subsequent zoning amendments—can help redirect Niagara's future growth to areas that support and accommodate brownfields redevelopment, by rezoning certain areas or changing the provisions in certain zoning districts. In addition, since the Comprehensive Plan is the blueprint for all development in the Niagara Region, all of the policies below should be noted in the Comprehensive Plan and its implementation strategy. Since the updating of a Comprehensive Plan often requires significant time and resources, a local law could address any of the policies outlined here in the interim, such as zoning changes, the designation of funds for economic development, and so on.

Economic Development Policy

The region has a number of vacant and underutilized brownfield sites located within its traditional urban and waterfront areas. Communities should encourage local economic development policies that curb inefficient patterns of development and promote reuse of existing structures and abandoned and underutilized sites. Historic buildings should be reused when possible.

Besides economic development strategies outlined in the Comprehensive Plan, a separate economic development strategy can address these issues more explicitly. Such a plan defines specific goals (for instance, to

promote reuse of existing buildings) and sets up implementation strategies to achieve this, including potential capital investments for infrastructure, grants, loans and tax abatement, design guidelines for new commercial zones, or the designation of “shovel-ready” sites that expedite the development process.

The reuse of historic buildings can also be addressed through the zoning code, which can allow more uses than usually permitted (such as home occupations or small businesses) in historic buildings that are refurbished, for example.

Community Development Policy

The residents are the heart of the community. Brownfields should be considered as cultural and recreational opportunities and should consider opportunities for social events and festivals that celebrate the region’s industrial heritage, and ensure that amenities and services such as community gardens, farmers’ markets, and opportunities for artistic expression are available for all residents.

Such community development can be achieved both via the Comprehensive Plan and an Economic Development Strategy, as discussed above. Cultural and recreational events are best implemented and funded through a community-based committee or a Business Improvement District.

Transportation Policy

A solid transportation infrastructure is important for all communities, whether or not they are growing. The Niagara Region’s communities should consider how brownfield sites could facilitate a regional transportation system that supports multi-modal options to encourage efficient redevelopment and support physical activity.

Small changes to the Niagara Region transportation network, such as new curb cuts or other infrastructure can be facilitated by the local Department of Parks and Public Works. Larger transportation planning issues, such as proposed regional linkages, should initially be addressed by a municipalities Comprehensive Plan or a County-wide Comprehensive Plan, which can also address non-motorized transportation, including walking and cycling trails, which help provide connectivity between neighborhoods and can enhance the health of the people in the region.

Housing Policy

Quality housing is a fundamental element to the success of a community. Housing also drives a market for neighborhood services. With that, an array of land uses should be located near housing, including quality schools, offices and commercial space with sufficient employment opportunities, retail shopping, outdoor recreation opportunities, and a combination of civic and public spaces and buildings.

The urban centers of the Niagara Region have been experiencing population loss, declining tax bases, and increased concentrations of poverty in part because housing choices have been limited or unaccommodating. National trends suggest a strong market for housing in urban, mixed-use centers. Niagara Region communities should capitalize on these trends when redevelopment options are being considered for brownfield areas. Residential development located in urban centers should accommodate a mix of incomes and include accessory land uses.

A Housing Plan can either be incorporated into the Comprehensive Plan, including needs assessments and action plans for appropriate housing development, or it can be a stand-alone document. The Comprehensive Plan can dictate the type and location of desired housing; the implementation strategy can dictate a specific plan of action. Ultimately, revisions to the zoning code can address many housing issues, including the rezoning of areas for higher density, inclusionary zoning, opportunities for specialized housing such as accessory apartments and expedited procedural guidelines. The Comprehensive Plan can also outline strategies for land banking, or financial assistance to developers of affordable housing. While the government itself can address some of these strategies, others—particularly those involving financing—may require partnerships with developers or community development corporations.

Redevelopment and Financing Policy

Brownfields redevelopment is a complicated endeavor. As no single strategy exists to assure the sensible use of brownfield properties, community leaders must develop strategies to address the individual challenges and opportunities presented in each market. Any redevelopment strategy should consider not only the economic development potential of a brownfield property itself, but also the needs of the surrounding neighborhood(s). When Niagara Region communities consider redevelopment options, it will be critical to the success of the

project to include multiple organizations to facilitate redevelopment. Empire State Development Corporation, NYS Division of Housing and Community and Renewal, the Neighborhood Preservation Coalition of NYS, NYS Department of Environmental Conservation, NYS Department of State, the Economic Development Administration, and the Department of Housing and Urban Development should be incorporated into the redevelopment process as needed.

As discussed above, some efforts, especially those related to financing, will require collaboration with other organizations. Potential partnerships should be outlined in the Comprehensive Plan as well as any additional plans.

III. Using the Process: The Prioritization Process and Design Concepts

Brownfields redevelopment can present a community with a range of opportunities and the potential for meeting local needs. Although redevelopment of a brownfield site will be an improvement for the community, the process leading to action can often be controversial. Understanding which sites are most appropriate, which land uses should be encouraged and how public sector resources should be expended to promote redevelopment can generate public debate. Section III is intended to provide clarity in determining which sites are prime for redevelopment and which sites—due to a variety of factors—may need additional time before redevelopment. The prioritization process begins by compiling a preliminary list of appropriate sites, then analyzing them with a financial feasibility model. When prioritization is complete, site concept plans are developed to generate private sector interest.

The goal of the process described in Section III is to provide municipal decision-makers with the tools necessary to generate public support, guide public investment necessary to promote redevelopment and stimulate private sector interest.

Prioritizing Brownfields

The objective of the multi-step prioritization process is to provide policy makers with guidance on regional priorities for funding, incentives or other program policies. The steps are described below.

Step 1: Compile List of Potential Sites

The first step in this process is to compile a list of potential redevelopment sites. Lists of brownfields can be challenging to find and organize; in addition, they may need to be adjusted as redevelopment takes place and new sites are discovered.

Concerning sources of potential sites, many municipalities compile lists of their brownfields and abandoned properties, which can be a good starting point for an inventory. Other sources are lists of commercial or industrial properties in tax foreclosure. The initial search for properties should be as broad as possible. Because the best-tracked sites are often



the worst polluted, sometimes the costs or perceived health risks mean that redevelopment of such sites is not practical in the near term.

If the brownfield list is built from general inventories such as those described above, it is important to keep in mind that the definition of a brownfield is a *vacant or underutilized property on which expansion or redevelopment may be complicated by the presence or potential presence of one or more hazardous substances, pollutants, or contaminants.*

For the Niagara Region project, a list of sites was pre-screened and ranked by local stakeholders, then confirmed as beneficial demonstration sites using the process described in the following steps.

Step 2: Consider Economic, Social and Geographic Aspects

Once an initial list has been developed, the sites need to be examined from a “planning and community factors” perspective. The goal of this exercise is to understand how sites fit into the region economically, socially and geographically. Many of the calculations below are done automatically by the Brownfields Prioritization Tool, which was created specifically for this project. Components of the tool are discussed in detail below.

Brownfields are divided into three groupings (high, medium and low priorities) based on scores for characteristics in three broad categories: planning and land use, infrastructure/physical, and economic. The following tables illustrate the factors in each category. It is important to note that the following scoring criteria are based on general planning principals and priorities in Western New York.



A brownfield is a vacant or underutilized property on which expansion or redevelopment may be complicated by the presence or potential presence of one or more hazardous substances, pollutants, or contaminants.

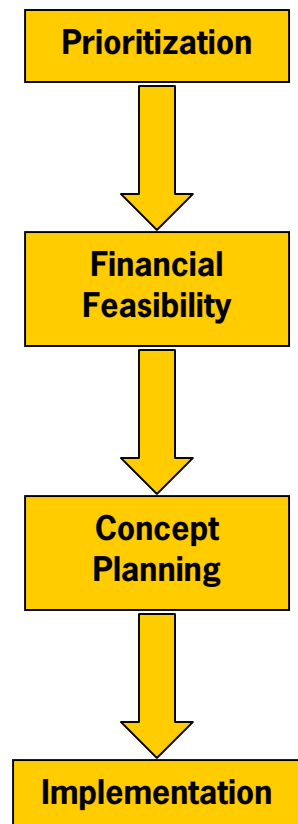


Table III-1: Planning and Land Use Factors

Factor	Scoring criteria	Rationale
<i>Proximity to urban core</i>	Ring A (10 points) Ring B (5 points) Other (0 points)	Reinvestment in the urban core is a priority. Distance rings were established based on community investment priorities. Ring A applies to sites within a 0.25-mile radius of a definable central place in the municipality; Ring B applies to sites within a 0.50-radius of a definable central place in the municipality, and Other applies to those sites outside the 0.50 mile-radius a definable central place in the municipality.
<i>Does community have a comprehensive plan?</i>	Yes (5 points) No (0 points)	Any redevelopment effort is more successful over the long term if it adheres to a comprehensive plan. Communities with plans have made a commitment that also attracts funders.
<i>Is the brownfield site an acknowledged priority in a plan or otherwise?</i>	Yes (10 points) No (0 points)	A site that has been identified as a priority site stands a better chance of building the constituency and attracting the attention needed for cleanup.
<i>Is the brownfield site located in an LWRP or a BOA project area?</i>	Yes (5 points) No (0 points)	New York State provides support for projects in LWRP or BOA project areas. The community has already prioritized these areas for redevelopment.
<i>Is the brownfield site part of a community gateway or along a major road or a waterway?</i>	Yes (5 points) No (0 points)	Gateways and major roadways establish the character of a community, and are important in attracting tourism, business and residents. Many places prioritize these kinds of areas for redevelopment. For residential development, water views make the land much more valuable.
<i>Is the brownfield site in or near a low-income area?</i>	In (5 points) Near (3 points) No (0 points)	For a variety of reasons, low-income neighborhoods often bear the brunt of pollution. Using census criteria, a simple system helps decide the point value for this factor.
<i>Historic preservation potential?</i>	Yes (5 points) No (0 points)	Older buildings can be important assets in shaping a community's character.

A sample of the Planning factors page from the Prioritization Tool

Site #	Map ID	Site ID	Street Address	Proximity to Urban Core	Low-income area?	Is the site on a waterfront?	Does the community have a comp. plan	Is site located in an LWRP or a BOA?	Is the site a specific priority in a plan?	Is site a gateway or on a major road?	Does the site have historic preservation potential?
1	LP	4	330 Mill St	5	0	0	5	5	0	5	0
2	LP	5	300 Mill St	5	0	0	5	5	0	5	0
3	LP	7	198 Mill St	5	0	0	5	5	0	5	0
4	LP	8	70 Mill St	5	0	0	5	5	0	5	0
5	LP	11	40 Mill St	5	0	0	5	5	0	5	0
6	LP	12	38 Mill St	5	0	0	5	5	0	5	0
7	LP	13	30 Mill St	5	0	5	5	5	0	5	0
8	LP	14	34 Mill St	5	0	5	5	5	0	5	0
9	LP	15	2-4-6 Washburn St	5	0	0	5	5	0	0	0
10	LP	16	10 Washburn	5	0	0	5	5	0	0	0
11	NF-1	1	75 Acheson Dr	5	5	0	5	5	0	5	0
12	NF-1	2	Buffalo Ave Rear	5	5	0	5	5	0	0	0
13	NF-1	3	1801 Buffalo Ave	5	5	0	5	5	0	0	0

These columns fill in automatically from inventory data on previous sheets.

User fills in these categories.

Table III-2: Infrastructure and Physical Factors

Factor	Scoring criteria	Rationale
Road accessibility	Good (3 points) Adequate (2 points) Poor or none (0 points)	Road accessibility is crucial for any kind of development. Treat parcels as individuals, but recognize that consolidation can provide frontage to otherwise landlocked parcels.
Rail/water accessibility	Both (2 points) Rail only (1 point) Water only (1 point) Neither (0 points)	These aspects make property more enticing to industrial and some commercial development.
Size of site	Over 10 acres (10 points) 5 to 10 acres (7 points) 2 to 5 acres (3 points) Less than 2 acres (0 points)	Over time, many parcels have been subdivided and sold to different owners. Today, developers often seek larger sites (of several acres or more).
Structures / Occupancy	No structures (5 points) Reusable structures (3 points) Major demolition required or occupied site (0 points)	Developers are generally attracted to “greenfield” sites that require little or no environmental remediation or demolition.
Infrastructure	Public water & sewer (5 points) Public sewer alone (4 points) Public water alone (2 points) Neither (0 points)	Existing infrastructure enables denser development– this is important near urban core areas as it benefits a developer’s bottom line.
Level of environmental investigation	Majority completed (10 points) Some completed (5 points) None (0 points)	A site that has been thoroughly investigated is more attractive than one that has not because investigations provide more predictable project cleanup costs.

A sample of the Infrastructure page from the Prioritization Tool

Site #	Map ID	Site ID	Street Address	Road Accessibility	Rail or water accessibility	Size of site	Structures and occupancy status	Infrastructure	Level of environmental investigation
1	LP	4	330 Mill St	3	0	3	5	5	0
2	LP	5	300 Mill St	3	0	3	3	5	10
3	LP	7	198 Mill St	3	0	0	5	5	10
4	LP	8	70 Mill St	3	0	3	5	5	10
5	LP	11	40 Mill St	3	1	0	5	5	10
6	LP	12	38 Mill St	3	1	0	0	5	10
7	LP	13	30 Mill St	3	1	0	5	5	10
8	LP	14	34 Mill St	3	1	0	5	5	10
9	LP	15	2-4-6 Washburn St	2	1	3	0	5	10

↑
These columns fill in automatically from inventory data on previous sheets.

↑
User fills in these categories.

Table III-3: Economic Factors

Factor	Scoring criteria	Rationale
Economic Incentives	Add five points for each economic incentive available	The following state and federal incentive programs could help to facilitate redevelopment: Empire Zone (NYS), Environmental Zone (NYS), Empowerment Zone (Federal), Enterprise Community (Federal), Renewal Community (Federal), others as appropriate
For Sale Status	For sale now (5 points) Recently taken off market unsold (4 points) Never marketed (2 points) Recently sold / unknown (0 points)	The more available a property is, the more likely it will be redeveloped.
Are adjacent sites vacant or underutilized or brownfields or owned by the same person?	Yes (5 points) No (0 points)	This factor evaluates the availability of neighboring sites in terms of increasing a project site's size to make it more attractive for development.
Ownership	Local municipality (5 points) Other public entity (4 points) Institutional (2 points) Private (0 points)	Government controlled parcels are easier to get on the market as redevelopment will increase the tax base and liability issues are less of a concern.

A sample of the Economic page from the Prioritization Tool

Site #	Map ID	Site ID	Street Address	Economic Incentives	For Sale Status	Are adjacent sites vacant or underutilized or brownfields or owned by same person?	Ownership
1	LP	4	330 Mill St	0	0	5	0
2	LP	5	300 Mill St	0	5	5	5
3	LP	7	198 Mill St	0	5	5	5
4	LP	8	70 Mill St	0	0	5	0
5	LP	11	40 Mill St	0	0	5	0
6	LP	12	38 Mill St	0	0	5	0
7	LP	13	30 Mill St	0	0	5	0
8	LP	14	34 Mill St	0	0	5	0
9	LP	15	2-4-6 Washburn St	0	5	5	0
10	LP	16	10 Washburn	0	5	5	0
11	NF-1	1	75 Acheson Dr	5	0	5	0
12	NF-1	2	Buffalo Ave Rear	5	2	5	0
13	NF-1	3	1801 Buffalo Ave	5	2	5	0

These columns fill in automatically from inventory data on previous sheets.

User fills in these categories.

As noted in Table III-1, Planning and Land Use Factors, low-income communities often bear the burden of pollution and contaminated sites. To address this issue, a simple method was developed for calculating whether or not a brownfield is located in a low-income area.

The first step is to calculate the low-income threshold, based on a typical standard of 80 percent of the county's median income. The next step is to note the median incomes of the census tract in which the brownfield site is located as well as the surrounding census tracts. If over 50% of the census tracts have median incomes below the threshold, then five points are awarded. If 25 to 50% of census tracts fall below the threshold, then three points are awarded. If less than 25% of the census tracts fall within the threshold, the site receives no points. As with other aspects of the prioritization tool, the calculations are undertaken automatically by the spreadsheet.

A sample of the Low-Income worksheet from the Prioritization Tool

User enters location information.

User enters county median income

To calculate the "Proximity to Low-Income Area" score, follow the steps listed below for each site.
 Note: This worksheet will not save the income data for each brownfield site. We recommend that, after each calculation, you print this worksheet.

Step 1 (optional) - If you are going to print and save this worksheet, then enter the address of the site and the Site Number in the boxes below. Do not enter anything in the red square. The site score will appear there automatically.

111 Main Street Anywhere

8

5

Step 2 - Enter the county median income \$40,000

The low-income threshold is 80% of the county median income.
 So the low-income cutoff is \$32,000

Step 3 (optional) - In the table below list the census tract of the site and all of the census tracts that are adjacent to the site's trace.

Step 4 - In the table below, list the median incomes of each census tract.

Step 5 - Enter the score shown in the red box above on the line for this brownfield site in the Planning Scores worksheet.

Step 6 - Print this worksheet, if you wish. Then erase all of the data in the table below and start with Step 1 for the next site.

Census Tract Number	Median income	Low income tract?
201	\$25,000	Yes
202	\$27,500	Yes
206	\$50,000	No
207	\$50,000	No
208	\$29,000	Yes

Total points calculated automatically.

Income threshold calculated automatically.

Comparison to county median done automatically.

Step 3: Rank and Prioritize

Totaling the scores from the three sections—Planning and Land Use, Infrastructure, and Economics—provides a ranking of sites. In some instances, it is useful to further categorize the sites into three groups based on their scores. The ranking of groups into high, medium, and low categories may facilitate policy and funding discussions and decisions.

The distribution calculated by the prioritization tool spreadsheet is based on the standard deviation of the scores of all of the sites. The high-ranking group is comprised of sites that have scores above one standard deviation from the mean of all scores. The low ranking group is comprised of sites, which have scores below one standard deviation from the mean of all scores. The medium ranking group comprises all of the other sites, those between one standard deviation below the mean score and one above. The accompanying spreadsheet distributes the sites into ranking groups automatically.

A sample of the Scores & Priorities page from the Prioritization Tool

Site #	Map ID	Site ID	Street Address	Planning Score	Infrastructure Scores	Economic Scores	Total Score	Priority
1	LP	4	330 Mill St	20	16	5	41	Medium
2	LP	5	300 Mill St	20	24	15	59	High
3	LP	7	198 Mill St	20	23	15	58	High
4	LP	8	70 Mill St	20	26	5	51	Medium
5	LP	11	40 Mill St	20	24	5	49	Medium
6	LP	12	38 Mill St	20	19	5	44	Medium
7	LP	13	30 Mill St	25	24	5	54	High
8	LP	14	34 Mill St	25	24	5	54	High
9	LP	15	2-4-6 Washburn St	15	21	10	46	Medium
10	LP	16	10 Washburn	15	18	10	43	Medium
11	NF-1	1	75 Acheson Dr	25	20	10	55	High
12	NF-1	2	Buffalo Ave Rear	20	12	12	44	Medium
13	NF-1	3	1801 Buffalo Ave	20	22	12	54	High

Columns are automatically calculated from inventory data on previous sheets.

Columns are automatically calculated from total scores tabulated in columns to the right.

It is possible that some sites will fall into one ranking group, while adjacent sites will wind up in another group. For example, as property is subdivided for a variety of reasons over time, some parcels may lose frontage to roads, railroads or waterways. This would naturally reduce that parcel's score relative to a neighboring property that has retained its frontage. In such situations, it is important to recognize the value of the lower-ranked site and explore opportunities for merging the properties into one development parcel.

Planners and other public officials should focus redevelopment efforts on the highest-ranked sites. However, as financial factors come into play,

especially relating to cleanup needs, sites that fall into the medium category may be considered for priority redevelopment.

This rating system provides an initial look at sites within the target area. As described below, each site or group of contiguous sites must undergo environmental and financial analyses. Some sites, even in the highest-ranking group, may have cleanup costs that deem lower-ranked sites higher redevelopment priorities.

Step 4: Financial Feasibility Analysis

For this project, a financial model was developed to confirm that redevelopment of preferred brownfield sites is financially feasible. . After the sites have been ranked, the highest priority sites are run through this model. This analysis helps to bring further clarity regarding how the public sector can contribute resources to bring the sites back into the marketplace.

The model allows the user to evaluate the quality of an investment (such as buying a brownfield) based on key variables including holding costs, purchase and resale price and the time value of money. Financial evaluation is important because it allows municipalities to view properties in terms of their desirability to potential investors. With this perspective, decision makers can determine if additional resources are needed to better position a property for re-investment.

The financial model allows the user to analyze rental properties with cash flow and vacant properties with no rental income. It also allows users to consider multiple end uses for the property. The model consists of worksheets, each of which represents a different end use such as residential or commercial redevelopment. As different uses require different levels of investment, these worksheets provide the user with a complete picture of reasonable and unreasonable reuse options for the site.

Intrinsic to the model is the time-sensitive value of money, a key factor in evaluating investments. This analysis helps the user focus on the timing of purchase, remediation, and resale, all of which affect the quality of the investment. The model ultimately calculates a value for Net Discounted Profit (NDP). The following descriptions of Net Discounted Profit and Best/Expected/Worst Case describe how a user can adjust inputs to the model, understand the impact of these adjustments, understand a site's financial viability, and ultimately, make decisions regarding the future of the site.

Net Discounted Profit (NDP)

In the financial analysis developed for this project, *Net Discounted Profit* is a term indicating whether a property is financially attractive. Within the financial model, all input and calculations support the final calculation of Net Discounted Profit. A positive Net Discounted Profit indicates that the venture might be profitable, whereas a negative NDP may result in a financial loss. The calculation is sensitive to the following factors: costs, income generated by the property, user opinion of future inflation and the timing of the disbursement and receipt of money. These factors are described in more detail below.

- > *Costs*: Increases in closing costs, environmental costs, or quarterly holding costs will decrease the NDP. Decreases in these costs will increase NDP.
- > *Timing of Costs*: Delaying the disbursement of funds can increase NDP (i.e., \$100 spent today is more “costly” than \$100 spent two years from now). Similarly, earlier disbursement of funds can decrease NDP.
- > *Rentals and Sales*: Increases in rental or sales income will increase the NDP. Similarly, decreases in this income will decrease NDP.
- > *Opinion of Future Inflation*: The federal government publishes historical information regarding inflation rates, commonly referred to as CPI (Consumer Price Index) or the Gross Domestic Product (GDP) Deflator. These values basically describe the price of a constant basket of goods. The cost of the goods is defined at a point in time and measured at another point. The percentage difference in the cost between the given times is the rate of inflation. Inflation typically moves upward and in an even manner. Since inflation is a historic measure that has an impact on the cost of long-term projects, it is important to identify the long-term value of inflation over the length of a project. The average annual inflation rate in the U.S. measured over the past 30 years is approximately 5%, ranging from 1.4% to 12.9%.¹
- > *Timing of Income*: Delaying the receipt of income from sales or leases will decrease NDP (i.e., selling a property for \$100,000 at the end of Year 3 is worse in terms of NDP than selling a property for the same price at the end of Year 1). Similarly, receiving income sooner will make NDP more attractive.

¹ The CPI is no longer calculated for the Buffalo-Niagara Falls MSA.

Best, Expected, and Worst Case

The financial analysis associated with this project allows for the analysis of Best Case, Expected Case, and Worst Case scenarios related to an individual property. Information obtained for the model inputs is essentially theoretical and the analysis is best when viewing the information from both an optimistic—or Best Case—and pessimistic—or Worst Case—point of view. Investors will typically view real estate deals in this way as markets change rapidly and subsequently impact assumptions detailed in the model. Also, information is often provided from professionals such as brokers, as ranges of values (for example, if lease rates are expected to be three to five dollars per square foot) that represent Best and Worst Case scenarios.

With this in mind, the following guide is provided to assist the user in the construction of both Best Case and Worst Case scenarios. The Expected Case scenario will fall between these two scenarios and should be based on information in which the user has the most confidence.

- > Best Case Attributes: Higher sales prices and lease rates; shorter timeframes with respect to sales and leasing; lower environmental costs; lower capitalization rates; highest and best use development.
- > Worst Case Attributes: Lower sales prices and lease rates; longer timeframes with respect to sales and leasing; higher environmental costs; higher capitalization rates.

The Appendices contain the following documents, which are useful in understanding the Financial Analysis Model: *Financial Analysis Template*, *User's Guide to Financial Analysis Worksheet*, and *Common Questions and Answers*.

This financial feasibility analysis may cause a region's planners and public officials to change the order in which the priority sites are redeveloped. Faced with the reality of the costs and benefits of rehabilitation, parcels that rose to the top during the Ranking and Prioritizing (Step 3) may prove to be too contaminated or too encumbered to be profitably redeveloped in the short term or given current market conditions. Others may require more public investment before the private sector feels secure enough to undertake a project.

It is important to maintain this flexibility. Public and private redevelopment dollars are limited, especially for brownfields redevelopment in western New York. Officials in Niagara and Erie

counties must try to leverage public dollars to achieve the maximum private investment and, therefore, community redevelopment benefit.

In Buffalo, NY, ninety-one sites were analyzed using this tool, and fourteen sites emerged as “high priority” sites, as they had the highest combined planning, infrastructure and economic scores. Predictably, the vast majority of the high priority sites are located on or near the Buffalo Skyway, adjacent to the Lake Erie waterfront and various modes of transportation.

Step 5: Developing Design Concepts

Developing concept plans for a specific brownfield area is an important step when a community recognizes a strong redevelopment potential. The concepts developed illustrate a community’s preferred interest for redevelopment. Further, the concept plans clearly illustrate a rational planning process that public sector leaders can use to generate interest from local developers and funding agencies. The process should involve a comprehensive understanding of the area’s zoning, environmental features, and the context of surrounding properties, and consider local and regional market conditions.

Design concepts are a visual expression of a preferred alternative that has been developed by understanding the site’s opportunities and constraints coupled with a community’s preference for redevelopment and how the site can advance other local and regional planning initiatives. The most effective approach for developing concept plans is through a community-based process. A successful community outreach process brings together various community interests to create alternative concepts for redevelopment. Not only does this process generate ideas, it also establishes a dialog that becomes an important foundation for consensus when a preferred concept plan is developed.

The formation of a concept plan is fundamental to redevelopment of a brownfield site; it’s where the planning process moves from problem identification to problem solving. It also sends a clear message to the development community about a municipality’s long-term commitment to redevelopment. This commitment is important to developers because brownfields redevelopment is a risky business, and knowing that a municipality is on board establishes a basis for partnership and eventual success.

Developing concepts for redevelopment is initiated when financial feasibility analysis is performed. The findings from this analysis are important for understanding what types of land uses have the greatest

likelihood for success on the project site. These findings should be presented to the participants at the beginning of the concept design phase. Participants should be broken into small working groups then asked to define their vision for redevelopment.

After a vision has been established, the idea generation phase begins with participants beginning to sketch out what their vision would look like. During this phase, alternative concepts are developed. When developing alternative concepts, it is important to take into account how the brownfield site can support local and regional planning initiatives, such as Comprehensive Plans or Local Waterfront Revitalization Programs. By tying the project into a broader program, municipal leaders will be able to justify the project, particularly when public resources will be used to advance the project. The alternative concepts are then reviewed in a group setting and a preferred concept plan for redevelopment is chosen. The final step in the process is developing an implementation strategy for the preferred alternative. Examples of design concepts in the Niagara Region are shown in the following pages. These sites were chosen by local stakeholders, then screened through the prioritization tool and regarded appropriate for redevelopment.

Regional Models

Design concepts for four unique areas in the cities of Lockport, North Tonawanda and Niagara Falls are discussed below.

Canal Culture and Urban Open Space, City of Lockport, NY

Site Background

The 2.6-acre site—also referred to as the White Transportation property—is located at 30-40 Mill Street in the City of Lockport’s Lowertown Historic District and Mill District. The City of Lockport was incorporated in 1865 and grew around the locks of the Erie Canal, reaching a population of 22,279 in 2000. The Project Site is bordered by the Erie Barge Canal/Tributary to Eighteen Mile Creek, Clinton Street and Mill Street. It borders a walking and bicycling path.

Historical information indicates that the site was originally developed as a paper mill in the late 1800s, and then used as a cotton production facility and cold storage facility in the early to mid 1900s. Its last use was operation as a truck terminal from the mid 1950s to the late 1990s.

Study Area Profile

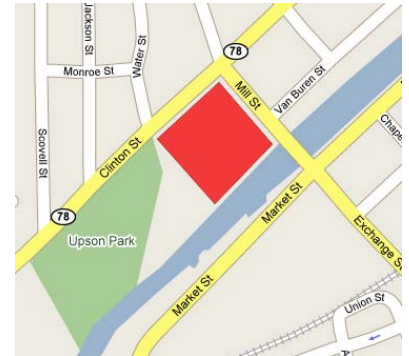
The privately owned site consists of four adjoining commercial-zoned parcels. Surrounding land uses are a mix of residential and commercial. The site contains a one-story, 6,000-square foot cement block building that was reportedly constructed in 1901 with some additions in the 1950s. Since 2002, over forty truck trailers and four chemical tankers were recently stored at various locations surrounding the building. The majority of tractor-trailers were removed in late 2004. The main portion of the site is relatively flat with black cindery material used as a base for the access road and parking area surrounding the building.

Some historic bridge structures and industrial foundations located along the creek could be incorporated into future development.

Environmental Information

Two sets of gas pumps and vent pipes are located on the site, indicating the presence of underground storage tanks (USTs). A small aboveground storage tank (AST), possibly for heating oil or waste oil, is located along the western outside wall of the structure. Some old drums and five-gallon containers protrude from the bank along the site’s edge and the creek. It is possible that materials have been discarded along the creek bank.

The Phase I ESA found several recognized environmental conditions, including the UST’s as mentioned above; the potential that some fill



Old foundations, along with the adjacent Erie Canal, give this recreational site (shown in red in top map) an opportunity for historic interpretation.

material originated from the nearby Flintkote State Inactive Hazardous Waste Site; the presence of slag and asphalt-like materials throughout the site, and the possibility of asbestos containing materials and lead-based paint within the building.

Needs and Opportunities

Lockport's parkland and recreational facilities include eight recreational parks with ball fields and courts, play equipment, picnicking facilities, and seasonal recreational programs; nine separate landscaped areas and green spaces with gazebos and community garden space; a fitness trail and a public marina along the Canal.

Despite the City's park inventory, the community described its desire for a park or open space amenity on this waterfront site.

Economic and Market Analysis

The estimated population of Lockport is 22,279, with a median age of 35.9. The estimated median income in 2005 was \$40,800, an increase from \$35,222 in 2000. The estimated value of homes in the City was \$77,500 in 2005. Of the population 25 years and over, 81% have a high school diploma, almost 18% have a college degree and 7.1% have graduate degrees. The unemployment rate is 5.7%.

This project would expand the cultural and economic opportunities taking root along the Erie Canal in Lockport. Based on community input, a preliminary concept plan calls for an open space with a public structure such as a shelter for a community (or farmer's) market, a bandshell or other type of pavilion. A parking area would be constructed with access from Clinton Street.

A community market would benefit the local economy by providing a location for local farmers and artisans to sell their products. It would allow for new personal and business connections and provide a place for residents to gather, which may stimulate new businesses to locate nearby. Finally, it would provide a market for produce and other healthy food in an urban neighborhood (often such neighborhoods offer few places for families to buy inexpensive and healthy food). For all of these reasons, the plan will have a positive impact on the local economy.

The canalside path would link this new open space to Downtown Lockport and other cultural sites, including the adjacent Upson Park and the emerging arts and cultural center across the Canal. The canal access and old industrial foundations would provide an interpretive opportunity for residents and visitors to learn about Lockport's importance in New

York's commercial and industrial history. As—or more—importantly, this open space amenity will increase the value of adjacent and nearby property. In 2006, the Trust for Public Land quoted a study finding that the positive relationship between park proximity and property value holds true in dense, urban neighborhoods (similar to in suburban areas, where over the years homebuyers have shown a preference to homes near parks, open space, and greenery).² The study showed that the creation of a small park in one neighborhood increased property values of nearby homes and businesses. The tax revenues would pay for the park's cost in about fifteen years with no additional taxes. The economic, health and quality of life impacts resulting from the new open space would be numerous.

Alternative Land Use Scenarios

The concept plan proposes a quality recreational and cultural amenity on a highly visible corner spot bordered by the Erie Canal, Clinton Street, Mill Street and Eighteemile Creek. Given the site's relative proximity to an established neighborhood and its relatively short walking distance to the urban core, this site could be evaluated for future medium-density residential redevelopment comprised of condominiums or townhouses.

Several public meetings were held in Lockport as part of the Revisioning Brownfields study to determine the needs and desires of the local community. Although other land uses for this waterfront site—ranging from residential-only to retail or commercial uses such as a restaurant or inn—may be appropriate, residents voiced their preference that this land be used as commercial or open space. The proposed use as a community/cultural park with a structure, community farmers market and parking area is in line with community desires. The economic and health benefits of the preferred use—namely, higher property values, higher-quality food and a new place for residents to gather—are explained in the “Economic and Market Analysis”.

The Lockport Concept Plan illustrates the proposed elements of the plan: a 25-30-space parking area at the site's north end facing Clinton Street. South of this area, the plan proposes a covered pavilion appropriate for the community market or entertainment such as concerts or day camp. A large green area would be located near the pavilion and the other structure, a community performance space or bandshell located directly adjacent to the Erie Canal.

² Sherer, Paul M., *The Benefits of Parks: Why America Needs More City Parks and Open Space*, 2006.

The cost estimate for this project is as follows:

Pavilion:	\$1,250,000
Bandshell:	\$625,000
Site work:	\$200,000
Parking Area:	\$15,000
Design Fees:	\$160,000
TOTAL:	\$2,250,000

The City and local agencies would first need to acquire the land and coordinate site work to ensure that after clean up, it is ready for development. Any existing utilities would have to be removed or retrofitted to be appropriate for the site's new use as open space and public gathering area. Although the capital costs would be in the \$2 million range, the benefits of increased property values to the nearby area and the quality of life-enhancing benefit of a new relatively low-maintenance open space for the entire City will be recognized immediately.

Implementation Plan

Short-term: Coalition building

In the short-term, the Showcase committee and the community need to capitalize on the project's existing momentum. Brownfields committee members and local officials should reach out to neighbors, local businesses, the property owner, and other stakeholders. An important part of getting the public involved and committed to the project will be a design charrette that gathers local residents' input on redeveloping the site.

Responsibility:	City, Showcase committee
Cost:	\$0
Time Frame:	1-6 Months

Intermediate: Design development

The community will find it easier to sell the park to stakeholders and funders if detailed drawings demonstrate how the finished product will look. This process will require a complete inventory of the site. The drawings should show paths, benches, structures, and open space, and demonstrate how the foundations and canal paths will be worked into the design. The perspective drawing done as part of this project should be used as a basis for the site plan. The detailed site plan and the perspective drawing should be presented to the public for comment. Once the site plan is accepted conceptually, a detailed budget for park construction should be completed.

Responsibility: City Planning
Cost: \$125,000
Time Frame: 6-12 Months

Intermediate: Remediation Plan

Based on the final plan, the community will have to work with state, county and local officials to appropriately plan, fund, and complete site remediation. The first step is to complete a Phase II Environmental Site Assessment to determine the exact nature and extent of contamination. Once this is known, a detailed cleanup plan can be developed that includes remediation scope and cost.

Responsibility: City and County agencies, NYS DEC
Cost: TBD
Time Frame: 12-24 Months

Intermediate to Long-Term: Funding sources

With site remediation and redevelopment costs in hand, the community can now decide how to fund the project. Agencies such as New York State Department of State (NYS DOS) and NYS Department of Environmental Conservation (NYS DEC) are potential sources of funding for design and construction phases. These agencies provide funding for projects of this type, which provide physical and programmatic linkages to the Erie Canal.

Responsibility: City Planning
Cost: \$0
Time Frame: 6 Months - 2 Years

Marketing the Concept Plan: Draft and release developer RFP

Based on all of the information collected during the earlier steps, the City should draft and release an RFP to developers. A public-private partnership may be considered as local municipalities try to redevelop the site. The websites of City and County agencies specializing in economic development should be utilized to publicize this RFP process.

SEQR Process

Before the Concept Plan is adopted by the City of Lockport, it will need to follow the SEQR process.

Mixed Use Cultural Center, City of Lockport, NY

Site Background

The 5.6-acre former Dussault Foundry site is located in the City of Lockport's Lowertown Historic District. The City of Lockport was incorporated in 1865 and grew around the locks of the Erie Canal, reaching a population of 22,279 in 2000. The site sits along the Niagara Escarpment and offers views of the Erie Canal. The Dussault Foundry operated on the site from 1912 to 1995, manufacturing cast iron and ductile steel. Prior to development by the Dussault Foundry Corporation, portions of the property were used as a planning mill, cigar box manufacturer, and a restaurant.

Study Area Profile

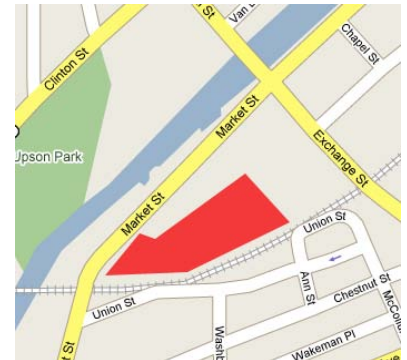
This site is currently vacant and contains two large run-down cement block and metal buildings that are in poor condition. A chain-link fence surrounds the site, which is accessible at the end of Washburn Street via a dirt and gravel road.

The site is currently severely tax delinquent and is considered an orphan site since the Dussault Foundry Corporation is bankrupt. Tax foreclosure has not proceeded due to liability issues.

The property is located in a mixed residential and commercial area that includes an automobile repair shop, a tavern, a bocce and fitness club, and large retail establishments. The Richardsonian Union Station is located adjacent to the railroad tracks running along the site's south side. This structure is partially demolished and may be part of a restoration effort. Union Station was named to the National Register of Historic Places in 1978 as well as the New York State Registry. Historic Sanborn maps indicate that a large rail yard and depot existed immediately adjacent to the foundry, although not directly on the site.

Environmental Information

Foundry sands containing phenolic resins are reportedly located throughout the site and dry, black sand is visible across the property. Contamination associated with foundry operations varies with the type of moldings used and the metals used in casting. Contaminants associated with foundry molds, for example, can include phenolic compounds, benzene, formaldehyde, and other compounds. Green sand, phenolic urethane, and phenolic no-bake molding (molds known to contain high levels of phenolic compounds) were most likely used at this facility since phenolic resins have been found on the property. In 2003, the EPA completed a partial cleanup of the property that included removal of



Pieces of the Richardsonian Union Station, adjacent to the site (which is indicated above in red), could provide a historic connection. However a decision whether or not to save the remaining walls needs to be made soon.

asbestos, two hundred drums of various wastes, and five tanks. Further investigation is needed to determine the nature and extent of contamination that remains on the site.

Needs and Opportunities

The site presents an opportunity for a cultural center, artists' live/work space, and neighborhood open space. The existing buildings will likely need to be demolished before the site can be reused. The site's proximity to the Erie Canal encourages its cultural use; in addition, an emerging artists center is located down the hill toward the canal. If Lockport's artistic sector continues to grow, the proximity of another artists center on this site would be logical. Eventually, a core of artists who take root here would attract more tourism to the canal and the community.

Economic and Market Analysis

The estimated population of Lockport is 22,279, with a median age of 35.9. The estimated median income in 2005 was \$40,800, an increase from \$35,222 in 2000. The estimated value of homes in the City was \$77,500 in 2005. Of the population 25 years and over, 81% have a high school diploma, almost 18% have a college degree and 7.1% have graduate degrees. The unemployment rate is 5.7%.

The demographic and income profile of Niagara County and the Buffalo-Niagara Falls, NY Metropolitan Statistical Area (MSA) indicates sufficient support for the art industry.³ Consumers could include both residents, as well as the vast number of visitors to the region. The facility would be a revenue generator, as well as an employment generator for both existing and future businesses and independent artists. The center would connect artisans, enthusiasts, consumers and collectors of traditional and fine contemporary art in one venue. In addition, a valuable resource such as the waterfront along the canal would maximize interest, helping to draw additional residents and visitors to the site.

The arts and crafts industry has become one of the fastest growing industries in Niagara County and all of Western New York. The number of establishments dedicated to the arts has grown in both the County and the MSA between 1998 and 2004. A 40% increase (from 15 to 21) was seen in Niagara County, while a 20.4% increase (from 98 to 118) was seen within the MSA. In addition, the number of people employed within this industry has increased by 35% within the MSA. Employment trends indicate an increase in the number of artists working independently.

³ Metropolitan statistical areas are geographic entities defined by the U.S. Office of Management and Budget (OMB) for use by Federal statistical agencies in collecting, tabulating, and publishing Federal statistics.

As of 2001, twenty-one states had comprehensive cooperative initiatives helping promote or support crafts through cross-promotion with tourism and economic development. The crafts industry stimulates cultural tourism and is also beneficial for communities that are not highly industrialized. Although New York was not among this group of states, it would benefit from a similar partnership between state agencies and nonprofits. As state funding and other traditional grant sources become increasingly scarce, cooperative development, publicity and branding strategies can provide large benefits to crafts businesses with relatively little capital cost on the part of agencies or nonprofits. Three states are now funding new crafts centers in various stages of development to help artisans market their work.⁴

The average household income is substantially higher than the median household incomes in both Niagara County and in the Buffalo-Niagara Falls Core Based Statistical Area (CBSA).⁵ This indicates that a large portion of households within both the County and the CBSA have higher income levels, thus skewing income levels to reflect a prevalent income gap. An artists' center is anticipated to do well considering that higher-income households are more likely to spend money on arts, crafts and specialty items.

Economic benefit would be derived from the jobs generated by the multi-cultural center and the purchases made by consumers. The Consumer Expenditure Survey indicates that in 2004, the average consumer household with incomes ranging from \$50,000 to \$69,999 spent an average of \$1,672 on household furnishings and equipment, and \$748 for miscellaneous items, both of which could include art. Households with incomes over \$70,000 spent an average of \$3,306 on household furnishings and equipment, and \$1,128 for miscellaneous items.⁶ Consumer expenditures for these two income brackets are particularly interesting for the Buffalo-Niagara Falls, NY region, as 15.1% of all households have incomes between \$50,000 and \$69,999, and an additional 28.9% of all households have incomes greater than \$70,000. Given the average consumer expenditures on household furnishings and equipment and miscellaneous items, there exists a total potential buying power of over \$783 million amongst households with income greater than \$50,000 in the region.

⁴ The Crafts Report, "New Support for Craft," <http://www.craftsreport.com>

⁵ A Core Based Statistical Area is the official term for a functional region based around an urban center of at least 10,000 people, based on standards published by the Office of Management and Budget (OMB).

⁶ Bureau of Labor Statistics, "Consumer Expenditure Survey 2004."

The City of Lockport and the region as a whole has already started to establish its identity as an artistic hub. The development and inclusion of a multi-use cultural and art center in Lockport would further enhance the region as a growing artistic center. The Kenan Center is perhaps the most prominent art center in Lockport, and one of the most prominent in the region. It has greatly contributed to the recognition of nearby Buffalo as one of five U.S. cities where crafts thrive, serving as a regional community center providing the community with arts, education and recreation programs. The Center's 100 American Craftsman Festival remains the most popular annual crafts show in the area.

The Market Street Art Center has capitalized on this growth, and recently took over the former Western Block Company. The Market Street Art Center is home to two galleries, over 20 artist studios, rotating exhibits, several historic displays and a gift shop. The Center has art studios and gallery space for rent. In addition, several citywide gatherings offer artists the chance to show off their work. Perhaps the most popular is the Artique-Gras Festival, which began several years ago to celebrate the art and antiques along the Erie Canal.

Alternative Land Use Scenarios

Given the site's proximity to the urban core, a variety of land uses may be appropriate for the site, ranging from light industrial to commercial and retail or residential uses. A mixed-use option that is different from what is proposed would be comprised of several buildings with retail and professional office space on the ground floors with smaller loft-style residential units on the upper floors. Such a combination of uses could provide young professionals with a "starter home" requiring little maintenance and upkeep.

Several public meetings were held in Lockport as part of the Revisioning Brownfields study to determine the needs and desires of the local community. The preferred use is a mixed-use cultural center with artists' live/work spaces, complementary commercial and retail uses, and neighborhood open space. This mix of uses was chosen because it would provide the most economic benefit to the City, and some of the existing structures may be retrofitted to accompany them.

The Lockport Concept Plan illustrates the proposed elements of the plan: a cluster of buildings—a mixed-use cultural center with artists' live-work space and accessory retail and commercial uses—organized around a central courtyard facing Union Street. A large lawn/open space would surround the area between these buildings and the Erie Canal.

The cost estimate for this project is as follows:

Mixed Use:	\$33,750,000
Site work/parking:	\$3,826,500
Design Fees (10%):	\$3,700,000
TOTAL:	\$41,276,500

The City and local agencies would first need to acquire the land and coordinate site work to ensure that after clean up, it is ready for development. Any existing utilities would have to be removed or retrofitted to be appropriate for the site's new use as a mixed-use cultural center. Although the capital costs would be in the \$40 million range, the benefits of increased property values to the nearby area and the quality of life enhancing benefit of a new cultural center for the entire City will be recognized immediately. In addition, this project could influence the future use of the historic Union Station across the street from the site.

Implementation Plan

The local and county government agencies must work closely with the private sector to develop this site, as outlined in the action steps below.

Short-Term: Foreclosure of the Site

This is a necessary first step, as the City and County agencies are unable to act before foreclosure occurs.

Responsibility:	City
Cost:	\$0
Time Frame:	1-6 Months

Short-Term: Plan for Richardsonian Union Station

The community must quickly decide the fate of the historic Richardsonian Union Station. Gutted by fire, the structure is open to the elements and the remaining shell will not survive many more rain or snow seasons. If fiscally feasible, incorporating certain elements into the final site design would increase the interest of the project. Local governments should work closely with a new site owner to ensure that plans for the train station are complimentary to redevelopment plans at Dussault.

Responsibility:	City and County agencies
Cost:	TBD
Time Frame:	6-12 Months

Short-Term: Continued market research

Local economic redevelopment officials, in cooperation with the regional brownfields committee, should continue to examine the market for a range of artistic and non-artistic focused uses for the site. An additional part of this research should include interviews with local artists to understand the needs of their market and the current prices they pay and can afford for live/work space. Research should also involve the Railroad, as the project's viability may hinge on its plans for the right of way. A highly trafficked route would be detrimental; however, a tourist route could add to the project's value.

Responsibility: City and County agencies, Showcase committee
Cost: \$0
Time Frame: 6-12 Months

Short-Term to Intermediate: Coordination with NYS DEC

Coordination with the New York State Department of Environmental Conservation (NYS DEC) must occur to determine the extent and nature of contamination that remains on the site. Once this is known, the municipality can develop a remediation plan.

Responsibility: City and County agencies
Cost: TBD
Time Frame: 1-3 Years

Intermediate to Long-Term: Incentive package

Redevelopment of the site will require private investment. However, given the fairly low land values in the region, the community will need to create tax incentives, promise infrastructure upgrades, or develop other policies to spark re-investment. These incentives can be modified up to the beginning of and during various stages of the redevelopment process.

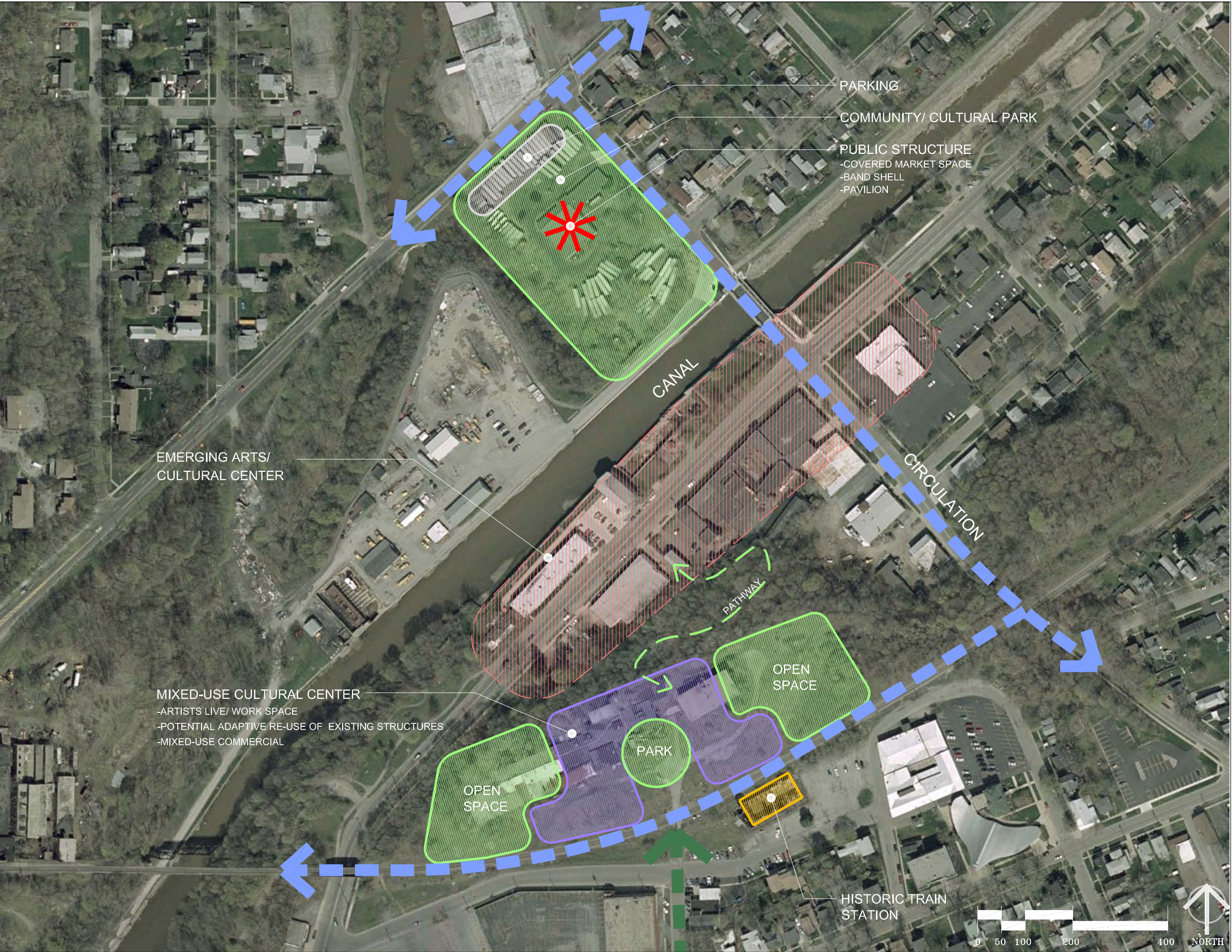
Responsibility: City and County agencies
Cost: TBD
Time Frame: 1-5 Years

Marketing the Concept Plan: Draft and release developer RFP

Based on all of the information collected during the earlier steps, the community should draft and release an RFP to developers. Sites such as the old Dussault Foundry will require marketing over time because of low land values across the region. Still, with the correct strategy, developers may be found to redevelop the site. The websites of City and County agencies specializing in economic development should be utilized to publicize this RFP process.

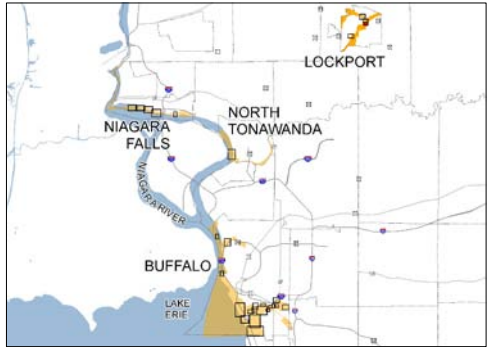
SEQR Process

Before the Concept Plan is adopted by the City of Lockport, it will need to follow the SEQR process.



BROWNFIELD LOCATIONS

Niagara County Strategic
Brownfields Waterfront Plan
Lockport Concept
May, 2006



PROJECT # 05059
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COALITION



BROWNFIELD LOCATIONS

Niagara County Strategic
Brownfields Waterfront Plan
Lockport Concept
July, 2007



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BROWNFIELD LOCATIONS

Niagara County Strategic
Brownfields Waterfront Plan
Lockport Concept

July 2007



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Waterfront Neighborhood, North Tonawanda, NY

Site Background

The 25-acre site is located on the western shore of Tonawanda Island in the City of North Tonawanda, which has a rich industrial heritage including the claim to fame of being the “Lumber Capital of the World” at one point in time. In 2000, the City’s population was 33,262. The island is separated from the mainland by the Little River (part of the East Branch of the Niagara River) and is accessible via the Taylor Drive Bridge. The property was previously occupied by the International Paper Company, which operated a paper mill on the property, and the R.T. Jones Lumber Company, which operated a sawmill and planing mill at the site. Various buildings including a boiler house, wood room, water treatment plant and lumber processing facilities were located on the property. At least 19 rail tracks crossed the property with some railroad spurs remaining on site.

Study Area Profile

For many prosperous years, lumber was brought from the western United States through Great Lakes shipping and milled and processed in North Tonawanda before being shipped down the Erie Canal for sale. Unfortunately, the construction lead to a great deal of contamination on the land and in the water around Tonawanda Island. Additionally, as shipping methods evolved and new routes emerged, successful companies epitomized by the R.T. Jones Lumber Company on Tonawanda Island, began to struggle and eventually close, leaving obsolete structures to decay and, in many cases, burn into what could be one of the most picturesque areas of western New York.

The study area includes several privately owned sites with a mix of open space, grass fields, trees, and old foundations and several buildings. The existing buildings are in fair condition and currently being used for various warehouse activities. Portions of the former lumber company site are being used for outdoor storage of scrap metal, old vehicles and various materials. The area has a considerable amount of Niagara River waterfront and is adjacent to an active marina business. Old roadways are scattered throughout the site.

Environmental Information

Paper mills typically have a number of environmental impairment issues associated with both the pulp and paper manufacturing process. Pulp was historically produced by both mechanical and chemical processes. In addition; lumber yard activities can result in environmental impairment if a kiln drying process was used on site to dry the lumber. As a Phase I has



*Looking north, Tonawanda Island.
The site is shown in red, above.*

not yet been performed for this site, no further environmental data is available.

Primary issues and problems to be addressed by this project include ground and water contamination; community blight; and the underutilization of potentially beautiful and ecologically important land.

Needs and Opportunities

In recent years, the City determined that Tonawanda Island should be designated a Brownfield Opportunity Area, as those three words perfectly describe the Island. This project proposes an opportunity to realize community revitalization objectives such as waterfront redevelopment; recreational enhancements; and the likelihood of increased recreational and cultural tourism adjacent to North Tonawanda's historic downtown.

Because waterfront land is valuable and typically highly sought for residential and neighborhood-scale commercial and tourist uses, the site could potentially host an upscale neighborhood. The development of higher-end condominium units and commercial property could result in a positive property tax flow to the City. Furthermore, since the site's only road access is through the City, its development could also spark reinvestment on the mainland.

Economic and Market Analysis

Condominiums are a form of joint ownership and control of property in which specified volumes of air space (e.g. apartments) are owned individually while the common elements of the building, such as outside walls are jointly owned. According to the Urban Land Institute (ULI), the nonprofit research and education organization representing land use and real estate development disciplines, people do not purchase condominiums because they are the least expensive alternative. Rather, people buy them because of a lifestyle choice. A large market exists of smaller households who are not looking for large homes or a suburban lifestyle. Instead, these persons—namely young professionals and young retirees—desire to reside within a city where commute time is minimal and all of the benefits of a city are easily accessible.

The nature of multifamily housing indicates that the target market for multifamily housing units should be focused on smaller households and those market segments looking for maintenance-free housing. The waterfront views, the proximity to retail shopping and eating places, and the attractive and pedestrian-friendly community are sufficient to draw

these target market segments such as singles, young married couples, empty nesters and “move-down” families.

The most recent data estimates indicate that approximately 30% of households in the Buffalo–Niagara Falls CBSA are one-person households.⁷ An additional 33% are two-person households, while 16% are three-person family households. This data indicates that a multifamily housing development especially catering to smaller households could draw upon a potential pool of over 141,000 households within Niagara and Erie Counties alone. Furthermore, it is highly likely that such an upscale neighborhood with higher-end condominium units would draw considerable interest from Downstate and other homebuyers and investors who view Upstate New York properties as affordable investments.

In addition, building permit data indicates an increasing trend toward multi-family units in the region. Such data indicates that over 11,000 multifamily units have been built in Erie and Niagara Counties since 1990. This comprises almost one-quarter of all units over this period.

According to the ULI, the strong demand for condominiums is projected to continue, especially in second, third, and fourth-tier cities. Whereas demand for condominiums in larger cities such as New York, Washington, and Denver is starting to decline, the same demand is just beginning in second, third, and fourth-tier cities—such as North Tonawanda—that have not yet experienced the condominium boom. As a result, the development of condominiums is anticipated to do well in this market, on this specific property. Demographic data indicates that sufficient demand for market-rate condominiums exists. In addition, the demand is still strong for those looking for affordable investment properties from other areas of the state and nation.

An analysis of industry growth in the Buffalo-Niagara Falls Metropolitan Statistical Area allows for the determination of possible uses for the proposed residential and neighborhood-scale commercial and the tourist commercial uses. An analysis that examined the change in the number of employees and the number of establishments for specific industries in the region between 1998 and 2004 suggests possible targets for commercial space at the site.

⁷ A Core Based Statistical Area is the official term for a functional region based around an urban center of at least 10,000 people, based on standards published by the Office of Management and Budget (OMB).

Many industries are growing in terms of the number of employees, but are declining in terms of the number of establishments in the area. Although the number of establishments has not increased, a significant increase in the number of employees may be indicative of industries that may be in demand and need to hire additional workers. These industries may soon be looking to expand their businesses or services throughout the region. The industry that saw the largest increase in the number of employees was the furniture and home furnishing wholesale trade industry, which saw a 73% increase in the number of employees between 1998 and 2004 (from 617 to 1,065). This industry provides a target market niche that influences the type of commercial uses that could be developed on the property. Other industries in the region that saw substantial growth in the number of employees include:

- > Electrical goods wholesale
- > Beer, wine and liquor stores
- > Gasoline stations
- > Clothing stores
- > Sporting goods, hobby, musical instrument stores
- > Book, periodical and music stores
- > Other miscellaneous store retailers
- > Motion picture and sound recording industries
- > Legal services
- > Advertising and related services
- > Food services and drinking places

In addition, several industries are growing in terms of the number of establishments, but are declining in terms of the number of employees. This indicates that there may be a growing concentration within a given industry, with businesses within these industries looking to expand and/or cluster together. The industry that saw the largest increase in the number of establishments was the Security and Commodity Contracts industry, which saw a 71% increase in the number of establishments between 1998 and 2004 (from 156 to 267). This industry provides a target market niche that influences other types of commercial uses that could be developed on the property. Other industries with substantial growth include grocery stores and computer systems design and related services.

Other industries have grown in terms of both the number of employees and the number of establishments. The industries that saw the most overall growth were the Funds, Trusts and other financial vehicles industry, which saw a 500% increase in the number of employees (from 0-19 to 20-99) and a 200% increase in the number of establishments

(from 1 to 3), and the Drugs and Druggists Sundries wholesale trade industry, which saw a 284% increase in the number of employees (from 456 to 1,000-2,499) and a 19% in the number of establishments (from 21 to 25). These industries provide target market niches that influence the type of commercial uses that could be developed on the property. Other industries in the region that saw substantial growth in both the number of employees and establishments include:

- > Real Estate
- > Electronics and appliance stores
- > Lawn and garden equipment and supplies stores
- > Information and data processing services
- > Credit intermediation and related activities
- > Accounting, tax preparation, bookkeeping, payroll services
- > Management, scientific and technical consulting services
- > Nursing and residential care facilities
- > Performing arts, spectator sports and related industries
- > Museums, historical sites and like institutions
- > Amusement, gambling and recreation industries
- > Personal care services

Alternative Land Use Scenarios

The City has engaged in a public outreach process with the Showcase committee and residents to determine the ideal mix of uses for this site. Although development of a residential enclave or light industrial use is an option, residents have expressed a desire for a mixed-use development including a boardwalk, restaurants, a boutique hotel, museums and interpretive natural areas, and publicly accessible docks, akin to Syracuse's Inner Harbor.⁸ The study area provides some dramatic views of the Niagara River and could be explored for the potential to be a entertainment destination area with restaurants, entertainment venues and bars. The ability to attract cultural tourism to North Tonawanda was cited as a goal for the site.

The proposed land uses include a mix of open space, mixed-use buildings with residential, commercial and institutional/community functions, a waterfront promenade, residential units in the form of townhomes and condominiums, and a new gateway to the district. Because downtown North Tonawanda is near this site, a major benefit of its redevelopment could spark interest in downtown reinvestment.

⁸ The Inner Harbor is a 42-acre waterfront development site, which the City of Syracuse is currently promoting as a prime location for restaurants, retail shops, marinas, residential living spaces, commercial offices, cultural and recreational attractions.

Anticipated community benefits resulting from this project include more recreational opportunity; increased community and regional health; substantial quality of life improvements; and possible increase in tax base.

The North Tonawanda Concept Plan illustrates the proposed elements of the plan: a public park at the north tip, with a row of mixed-use commercial and community buildings facing the open space. A public promenade will run the length of the island starting at the park. Clusters of townhouse and condominium buildings will be located in the project's central area, surrounded by landscaping. Additional mixed-use buildings will separate the residential area from the pedestrian plaza that mirrors the Taylor Drive Bridge (which provides access to the mainland). The south side of the pedestrian plaza will be bordered by another cluster of mixed-use buildings. Landscaped parking area will be located throughout the site so that they are convenient yet not overly noticeable.

The cost estimate for this project is as follows:

Mixed Use Commercial / Community	\$90,000,000
Mixed Use Commercial / Prof.	\$52,500,000
Residential:	\$86,000,000
Parking / Road Paving:	\$250,000
Site	\$22,800,000 ⁹
Design (10% of above)	\$20,000,000
TOTAL	Approx. \$270,000,000

City and County agencies have vested considerable resources in Tonawanda Island, and the County has offered the resources to a property owner on Tonawanda Island to conduct a Phase 1 environmental review. The Island falls within the boundaries of the recently developed Niagara River Greenway. As a result, conceptual plans will have access to increased funding from New York State Power Authority Funds. The North Tonawanda Waterfront Commission has met to present a local agenda to the Greenway Commission and has already identified the following items related to Tonawanda Island as high priority:

- > Encourage landowners to develop vacant properties for housing opportunities
- > Study the sale or development of the Niagara County Fire Control Tower

⁹ Because the project requires a long bulkhead and significant amount of new road, \$22 million for site work is reasonable.

-
- > Encourage present industries to improve landscaping and clean up of the Island
 - > Improve sewer and water lines
 - > Bridge improvements
 - > Study removing or preserving both railway bridges as historic landmarks
 - > Encourage south end development as a marina complex

Implementation Plan

In order to realize the full potential of this area, redevelopment must be accomplished with care and attention to detail. When determining the type and number of residential units to include, it will be critical to take into account the current economic and market conditions of the area. The project requires a mix of upscale residential units, neighborhood commercial and resort commercial in order to be economically feasible.

In addition, this project must be considered a vibrant neighborhood. It must offer services that are compatible with and complementary to the waterfront. The goal of redevelopment is to revive this part of the City and complement the City's downtown district.

Public access to the water will also be a vital part of the plan. Local residents and visitors need to retain the ability to walk along the waterfront in a pedestrian-friendly area. This access is critical for vibrancy. New residents should be able to walk or bike for exercise or to access services. City residents, as well as tourists, need easy access to the development in order for the project to be a success. Without this access, it will be difficult for the proposed restaurants and stores to thrive. In the future, there may be demand for a small, boutique hotel or "boatel" (a boat/hotel hybrid) that could cater to visitors arriving both by land and water.

Redeveloping this property will require an experienced developer to create a master plan for both the residential and commercial portions of the project. Since all of the properties in the study area are privately owned, it is critical that the property owners are willing to move forward with redevelopment. The following actions will be required to move this project forward.

Short term: Contamination investigation and remediation

A thorough investigation of the environmental condition of the property is an important first step. There are several monitoring wells on the

property and the landowner asserts that it is largely free from contamination.

Responsibility: City and County Agencies (in coordination with NYS Department of Environmental Conservation), landowners

Cost: TBD

Time Frame: 1 Year

Short-term: Continued market research

Local officials should continue to examine the market for residential and commercial waterfront properties in Upstate New York. By reviewing examples from other parts of the State, a list of best practices can be developed that will help to market this type of project.

Responsibility: City Agencies

Cost: \$0

Time Frame: 1 Year

Short-term: Transportation Investigation

An initial investigation indicates that the road access to the island would be sufficient for most uses. However, a more thorough corridor study is warranted to determine if the bridge can handle the added automobile, truck, bike and pedestrian traffic.

Responsibility: City Agencies and GBNRTC (Greater Buffalo Niagara Regional Transportation Council) / consultant

Cost: \$250,000

Time Frame: 1 Year

Intermediate to Long-term: Establish design guidelines

The goal of the project is to create vibrancy along the waterfront. Vibrancy requires density. As much as possible, buildings should be mixed use. Single story structures would not be appropriate for this type of area. Storefronts should be built up to the sidewalks and paths in order to facilitate window-shopping. In addition, the waterfront location of the site requires certain sensitivities that should be incorporated into the design guidelines. By establishing design standards for the area up front, prospective developers will have a better understanding of the City's expectations.

Responsibility: City Agencies / consultant

Cost: \$150,000

Time Frame: 2 Years

Intermediate to Long-term: Incentive package

Based on the results of additional marketing research and transportation investigation, local governments must determine whether or not an incentive package is appropriate. Redevelopment of the site will require private investment. However, given the fairly low land values in the region, the community may need to create tax incentives, promise infrastructure upgrades, or develop other policies to spark re-investment. The site's waterfront location makes redevelopment highly desirable, so the incentives required may be minimal.

Responsibility: City and County agencies
Cost: TBD
Time Frame: 1-5 Years

Marketing the Concept Plan: Draft and release developer RFP in cooperation with the property owners

Based on all of the above information, representatives from North Tonawanda should approach the property owners and offer to assist with an RFP to developers. Hopefully, as a waterfront site, this project can be easily marketed to experienced developers. The websites of City and County agencies specializing in economic development should be utilized to publicize this RFP process.

SEQR Process

Before the Concept Plan is adopted by the City of North Tonawanda, it will need to follow the SEQR process.



BROWNFIELD LOCATIONS

Niagara County Strategic
Brownfields Waterfront Plan
North Tonawanda Concept
May, 2006



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S:\2005\05010\05010.10ME-CAD-GISE.1 Conceptual Design

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NIAGARA REGION
BROWNFIELDS
COALITION

BROWNFIELD LOCATIONS

Niagara County Strategic
Brownfields Waterfront Plan
North Tonawanda Concept
September, 2006



PROJECT # 05059
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July 2007



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Niagara Falls Gateway Development, Niagara Falls, NY

Site Background

The site is located at the gateway to downtown Niagara Falls (pop. 55,593). The point of access will be from the realigned Robert Moses Parkway.

Study Area Profile

Located along the Robert Moses Parkway, this area is a prominent gateway into downtown Niagara Falls, which plays an important role in forming first impressions and welcoming visitors and residents alike. The area is also just east of property owned and maintained by the New York State Office of Parks, Recreation and Historic Preservation (NYS Parks) as part of Niagara Falls State Park. Five different entities currently own the redevelopment site, thereby requiring property consolidation to take on the concept outlined below.

Needs and Opportunities

The reinvestment of the City of Niagara Falls includes multi-story residential and office development, along with numerous trails connecting the City to the waterfront. One of these will be an informative trail telling the industrial story of the region taking pedestrians from the center of the City, and ending at a new power plant museum and visitor center. These reinvestments will reinforce the need for a new, revitalized gateway to downtown Niagara Falls.

Economic and Market Analysis

Several gauges point toward the site's potential for condominium and mixed-use development. First, the Urban Land Institute (ULI), a nonprofit research and education organization representing land use and real estate development disciplines, indicates that a strong demand for condominiums and commercial uses is projected to continue in second, third, and fourth-tier cities such as Niagara Falls. Second, demographic data indicates that sufficient demand for market-rate condominiums exists. Third, demand from other areas of New York and the nation for affordable investment properties remains strong. Finally, the site is accessible to an efficient road network and walking distance to Downtown Niagara Falls, making it a suitable location for this type or mix of uses.

An analysis of the number of museums and receipts generated from comparable regions indicate that an additional museum would likely benefit the Buffalo-Niagara Falls, NY Metropolitan Statistical Area (MSA). While 14 museums exist in the MSA, an average of 18 museums



The site is shown in red at top. Above, a photo of the site in its current condition.

are located within similar regions. The Economic Census reveals that the 14 museums in the region generated over \$16 million in receipts in 2002, an average of \$1.14 million per museum. The addition of an industrial-themed museum could likely yield similar receipts, especially as the City of Niagara Falls is a worldwide tourist destination.

Alternative Land Use Scenarios

In discussions about this site, residents requested a mixed-use development providing opportunities for people to “live, work and play.” A marina is not possible at this site due to the fact that it is too close to Niagara Falls, too shallow and susceptible to strong currents. However, other recreational opportunities will be built into the project, as described below.

The proposed project includes an informative trail centered on the region’s industrial story, which will end at a new power plant museum and visitor center. It also includes mixed-use residential and commercial buildings. The site’s proximity to the City will be beneficial, as the proposed development will act as a revitalized gateway to Downtown. In addition to being a geographical landmark, the project will signal a reinvestment in the City to those coming from Robert Moses Parkway. The mixed-use residential and commercial buildings will be built to the lot line to create a neighborhood with urban form. The first cluster of buildings will be located at the western end of the site between Buffalo Avenue and the Robert Moses Parkway. Parking will be behind and between the buildings. Beyond the cars, green space will border the parkway and create a visual link to the riverfront.

Residents, urban planners and designers have called for greater connections between Niagara Falls neighborhoods and the River. This project will be one of the first to achieve that goal. A pedestrian trail traversing from Buffalo Avenue south through the site and along the Parkway will further strengthen the connection between the City and the River. Eventually, it will meet a new road carved through the site from Buffalo Avenue to the Parkway.

New pedestrian and vehicular connections will also become the focus of new historical interpretation. A series of markers and lookouts will help bring the City’s industrial and natural histories into focus. A power plant museum will be located adjacent to a new visitor center at the project’s eastern end.

Finally, a large parcel of land at the eastern end of the project along the Robert Moses Parkway will be land banked, or set aside for future

development. This temporary open space will be designated for urban scale residential and commercial development when the local real estate market can support the space.

The cost estimate for this project is as follows:

Residential:	\$18,500,000
Commercial:	\$14,800,000
Parking / Road / Paving:	\$134,000
Museum:	\$4,000,000
Trail, Interpretive Kiosks	\$132,000
Site	\$3,750,000
Design (10% of above)	\$3,771,600
TOTAL	\$41,487,600

Implementation Plan

Five different people or entities currently own the redevelopment site. In addition, the cultural aspects of the project will likely be run by the public sector, while the rest should remain in the private sector. While the cultural uses would not bear the burden of needing to turn a profit in order to exist, and thereby could be run by public agency as part of the redevelopment effort, the residential and commercial uses would be for-profit ventures overseen by a private sector business.

Short-term: Consolidate the land

Through one means or another, the community must “consolidate” the land. This does not necessarily mean getting it under one owner or taking it by eminent domain. Rather it could be as simple as a negotiating an operating agreement by which the landowners join forces to better develop the site together.

Responsibility:	City Agencies
Cost:	TBD
Time Frame:	1 Year

Short-term: Contamination investigation and remediation

A thorough investigation of the environmental condition of the property is needed. Niagara Falls has fairly low land values. High remediation costs could severely hamper the successful redevelopment of the site.

Responsibility:	City and County Agencies (in coordination with NYS Department of Environmental Conservation)
Cost:	TBD
Time Frame:	1 Year

Short-term: Detailed market research

Local officials should thoroughly examine the market for residential and commercial waterfront properties in this part of Niagara Falls. Local officials can then use this market information to attract private developers to invest in the project. Despite the city's low land values, it is likely that the open space, river views and cultural aspects, coupled with investments being made to realign the Robert Moses Parkway, will make the project desirable to investors.

Responsibility: City Agencies
Cost: \$0
Time Frame: 6 Months to 1 Year, ongoing

Intermediate: Design public aspects

The natural and historical aspects of this site will likely make it more enticing to private developers. A solid site plan, program and perspective sketches will assist local officials in marketing the property.

Responsibility: City Agencies / consultant
Cost: \$500,000
Time Frame: 2 Years

Intermediate to Long-term: Incentive package

Redevelopment of the site will require private investment. However, given the fairly low land values in Niagara Falls, the community might need to create tax incentives, promise infrastructure upgrades, or develop other policies to spark re-investment. When developing an incentive package it will be important to consider the value of the property along the waterfront and level of environmental contamination.

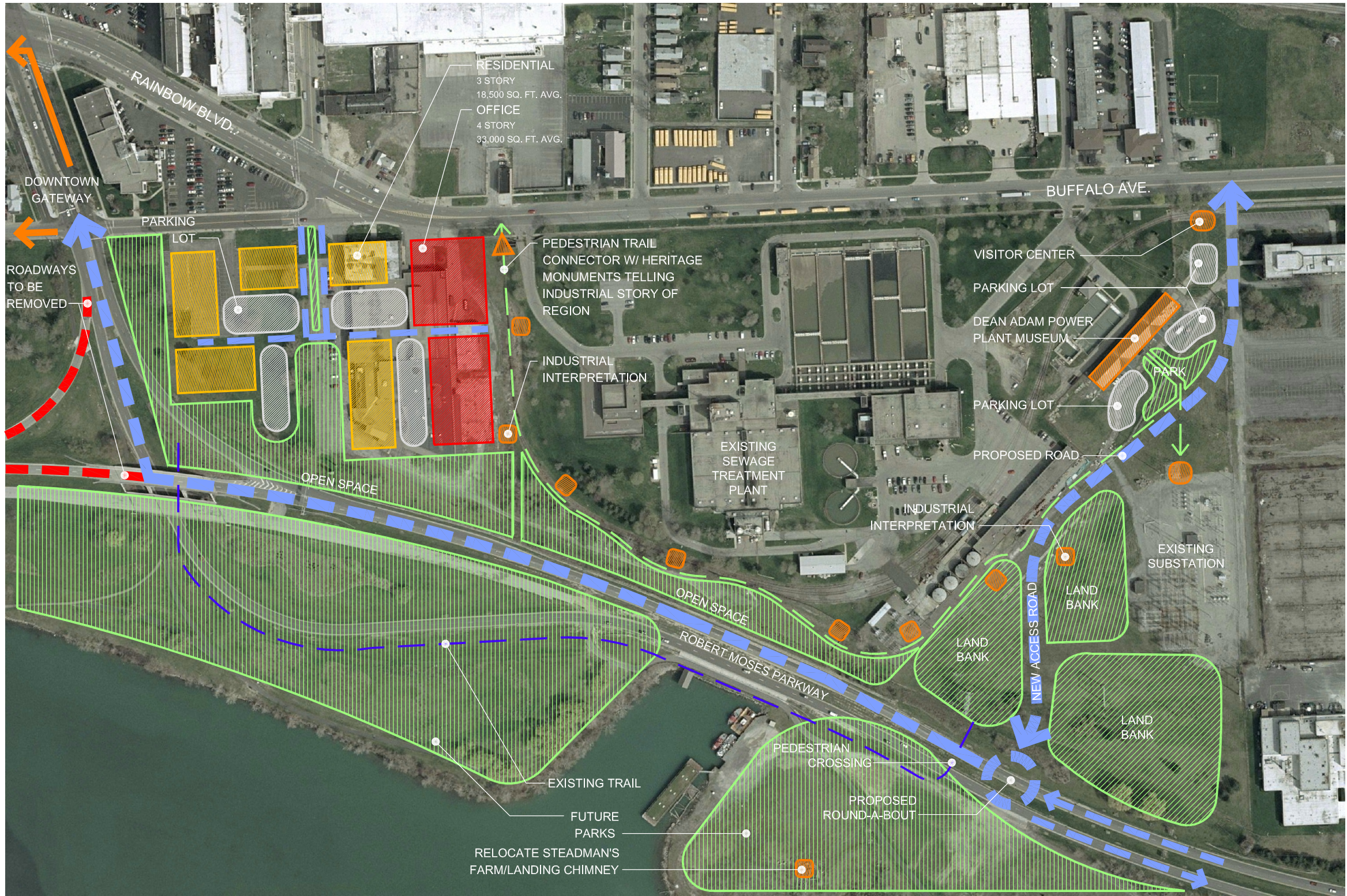
Responsibility: City and County agencies
Cost: TBD
Time Frame: 1-5 Years

Marketing the Concept Plan: Draft and release developer RFP

Based on all of the above information, the community should draft and release an RFP to developers. Hopefully, as a waterfront site, this project will not require overly aggressive marketing. The websites of City and County agencies specializing in economic development should be utilized to publicize this RFP process.

SEQR Process

Before the Concept Plan is adopted by the City of Niagara Falls, it will need to follow the SEQR process.



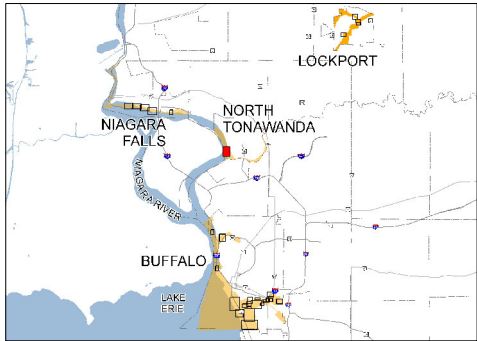
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KEY

- CULTURAL
- OFFICE sq ft.
- RESIDENTIAL sq ft.
- PARK
- PARKING LOT



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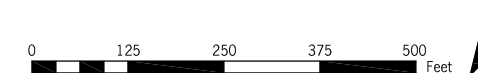
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IV. Project Funding and Financing

As stated previously, brownfields can be an important component of the Niagara Region’s urban revitalization. Many of these brownfields are located within or at the edge of neighborhoods that changed dramatically as the regional economy transformed in recent decades. Redevelopment of these sites can have profound impacts for the residents of these neighborhoods and the region as a whole by creating new employment opportunities, an improved aesthetic environment, an increased tax base and reduced crime rates. Various federal, state and local government agencies recognize that brownfields redevelopment is integral to stimulating revitalization and have subsequently developed supportive funding and technical assistance programs.

Section IV includes a comprehensive list of various funding and technical assistance programs that can help foster redevelopment of the Niagara Region’s brownfield sites. As redevelopment of these sites continues to take on a more prominent role in urban revitalization, new programs will likely continue to emerge. Although this list will be a worthwhile starting point, new programs and creative uses of other funds and programs should always be explored.

New York State Brownfields Resources

New York State’s Brownfield Cleanup Program was established by Chapter 1 of the Laws of 2003, as amended by Chapter 577 of the Laws of 2004. The Program provides tax credits for the remediation and redevelopment of brownfield sites statewide. According to Empire State Development (ESD), the program allows the agency to designate Environmental Zones or “En-Zones” in which tax credits are enhanced.¹ Additional descriptions of the programs under the umbrella of the Brownfield Cleanup Program are below.

NYS Brownfield Opportunities Area Program

(http://www.nyswaterfronts.com/boa_package.asp)

The New York State Department of State (DOS) and the Department of Environmental Conservation (DEC) aim to revitalize brownfield sites



¹ http://www.empire.state.ny.us/Brownfield_Redevelopment/Default.asp

through its Brownfields Opportunities Area Program (BOA). Municipalities and community-based organizations may apply for BOA grants. The program covers up to 90% of total eligible project costs to complete area-wide planning approaches to brownfields redevelopment. Grants can be used to address problems posed by multiple brownfield sites, build consensus on the future uses for the area with an emphasis on strategic brownfield sites, and establish multi-agency and private-sector partnerships necessary to leverage assistance and investments to revitalize neighborhoods and communities.

Eligible costs include market analysis and economic development plans for site revitalization, reuse of buildings and other properties, transportation system, infrastructure development and improvements, the creation of parks and open space, and overall development of the site to initiate a resurgence of surrounding properties. Applicants are encouraged to apply for funding annually (particularly with multi-phased projects) to complete their projects.²

NYS DEC Brownfield Cleanup Program

(<http://www.dec.state.ny.us/website/der/bcp/>)

New York State established the Brownfield Cleanup Program (BCP) to address the environmental, legal and financial barriers that often hinder the reclamation and reuse of contaminated properties. The Program also aims to “enhance private-sector cleanups of brownfields and to reduce development pressure on greenfields”. The Voluntary Cleanup Program is a cooperative approach among NYS DEC, other state and local agencies, financial lenders, developers and prospective purchasers to investigate and clean up contaminated sites. The joint goal is for all the interested parties to work together to return these sites to environmentally safe and productive use. Overall, the State’s brownfields program has been streamlined so that municipalities can work with private sector resources to remediate sites using a combination of BCP and ERP funding (see description below).

NYS DEC Environmental Restoration Program

(<http://www.dec.state.ny.us/website/der/bfield/brownfields.pdf>)

NYS DEC has several programs aimed at cleaning up brownfield sites across the state. The Environmental Restoration Program (ERP) provides municipalities with financial assistance for site investigation and remediation at eligible brownfield sites. ERP provides funding and assistance to municipalities and community-based organizations to

² www.nyswaterfronts.org/grantopps_BOA.asp

encourage municipal participation. Municipalities are reimbursed 90% of on-site costs and 100% of off-site costs. Project sites may be redeveloped to include a variety of uses such as residential, commercial, industrial, community open space, or a combination of uses.

The two types of Environmental Restoration Program grants are:

- > Investigation Grants, for determining the nature and extent of contamination and examining appropriate ways to approach cleanup. This process includes a public involvement element.
- > Remediation Grants, which include the design and construction of the cleanup area.³

Empire State Development Corporation—Build Now-NY

(<http://www.gorr.state.ny.us/buildnow-NY.html>)

Build Now-NY is a competitive grant program that provides resources to “assist local governments and economic developers in undertaking the necessary steps to pre-permit their sites.” The pre-permitting concept promotes an efficient brownfield redevelopment process. Grants or no-interest loans can be used to pay for State Environmental Quality Review procedures, to ensure proper zoning of a site, perform an archaeological study or other engineering and soil studies. Successful applicants receive matching grants of up to \$100,000.

NYS Clean Water State Revolving Fund (CWSRF)

(www.nysefc.org/home/index.asp?page=14)

New York State Environmental Facilities Corporation (EFC) can help municipalities finance facilities that reduce or prevent water pollution, including water quality protection portions of Brownfields projects. EFC can finance the local share of Brownfields investigation and remediation projects with long-term, low-interest loans. The current interest rate subsidy is 50%. Some costs that are ineligible for the NYS Brownfields Program may be eligible for funding under this program.

NYS Industrial Finance Program

(<http://www.nysefc.org/home/index.asp?page=18>)

NYS Environmental Facilities Corporation (EFC) can provide private industries with conduit financing for environmental improvement projects in four areas: hazardous waste facilities, solid waste facilities, drinking water facilities, and sewage treatment facilities. This conduit financing is based on the underlying credit of the borrower and is feasible for loans in the amount of \$1.5 million or more.

³ <http://www.dec.state.ny.us/website/der/erp/>

Empire State Development's "Wired Building" Initiative

(www.nystar.state.ny.us/pr/06/press24-06.htm)

Provides matching grants of up to \$75,000 to applicants that propose developing an existing building into a wired business incubator, a critical telecommunications infrastructure facility, or a location for a small technology business. Grant assistance can be used to cover design / engineering, material and labor costs associated with upgrading a building's telecommunications infrastructure to high-speed Internet connections.

Other Empire State Development Programs

ESD can assist businesses through financial incentives (direct loans and grants, interest rate subsidies, and infrastructure assistance); tax incentives (investment tax credit, R&D tax credit, sales tax exemption, real property tax abatement); energy savings, in conjunction with electric and gas utilities; and loan discounts. Industrial Development Authority (IDA) bonds can help to finance economic development projects. Certain businesses (primarily manufacturers) may receive triple tax exempt financing from IDAs, while others receive exemptions from State and City taxes. Assistance can be provided for site location, new facility construction, and existing facility expansion or modernization.

Federal Brownfields Resources

Tax-Related Programs

> Tax Increment Financing (TIF)

Under a TIF program, taxes for underutilized or undeveloped sites are frozen at current levels for a period of time. After redevelopment, the tax increment—or higher level of new taxes—reverts to the primary redevelopment agency.

> 1997 Taxpayer Relief Act §198(c)(2)(A)

This allows parties to fully deduct brownfield cleanup costs for the year incurred. Site location restrictions do apply; for example, projects may not be located on Superfund sites.

US Environmental Protection Agency Programs – Assessment Grants

> Brownfields Assessment Grants

(<http://www.epa.gov/docs/swerosps/bf/assessment-grants.htm>)

Assessment grants provide funding to municipalities and other eligible parties to inventory, characterize, assess, and conduct cleanup and redevelopment planning on brownfield sites.

Two types of grants are available – community-wide and site-specific. Applicants can apply for up to \$200,000 with no local match required. Several assessment grants have been awarded across New York State through this annual grant program.

> Targeted Brownfields Assessment (TBA) Program

(http://www.epa.gov/brownfields/facts/tba_0403.pdf)

The TBA Program was designed to help states, tribes, and municipalities minimize the uncertainties of contamination often associated with brownfields. EPA will provide funding or technical assistance for environmental assessments at brownfield sites. The funding may be used for assessment, including sampling and/or establishment of cleanup options and cost estimates based redevelopment plans and future site uses. Eligible sites must be contaminated (or suspected to be contaminated) with hazardous substances such as petroleum. The site owner must not be responsible for the contamination.

US Environmental Protection Agency Programs – Cleanup Grants

> Brownfields Cleanup Revolving Loan Fund (BCRLF)

(<http://www.epa.gov/brownfields/rflst.htm>)

The program is designed to enable eligible states, communities, and other stakeholders to capitalize revolving loan funds that will be used to safely clean up brownfields to facilitate their sustainable reuse. The EPA provides financial assistance up to \$1,000,000, to an eligible entity to establish its own revolving loan fund to make loans for authorized purposes.

> Job Training and Development Demonstration Pilots

(<http://www.epa.gov/brownfields/html-doc/jtgd0701.htm>)

This program, which will fund up to \$200,000 over two years, aims to facilitate the cleanup of brownfield sites and to prepare trainees for employment in the environmental field. Eligible applicants include colleges and universities, non-profit training centers, community-based job-training organization, states and municipalities. Funds may be used to clean up and revitalize abandoned, contaminated or potentially contaminated sites and prepare trainees for future employment in the environmental field. The pilot projects must also prepare trainees in activities that can be applied to a cleanup employing an alternative or innovative treatment technology.

> Resource Conservation and Recovery Act (RCRA) Brownfields Prevention Initiative

(<http://www.epa.gov/swerosps/rcrabf/>)

The program aims to prevent future brownfields and Superfund sites by helping expedite cleanup, closure, and redevelopment. RCRA provides, in broad terms, the general guidelines for the waste management program envisioned by Congress. It includes a Congressional mandate directing EPA to develop a comprehensive set of regulations to implement the law. These regulations, issued by EPA, translate the general mandate of the law into a set of requirements for the Agency and the regulated community.⁴

> Superfund Redevelopment Program

(<http://www.epa.gov/superfund/programs/recycle/index.htm>)

The effort is intended to demonstrate how local governments can increase their involvement in determining land uses for Superfund sites, which some of the worst hazardous waste sites in the U.S. The EPA identifies specific sites as Superfund Redevelopment sites in which funding is provided to help communities return them to productive uses. A subset of this program is the “Return to Use Initiative,” focusing on Superfund sites that have already been cleaned up but remain vacant. The Initiative “helps to remove real and perceived barriers to community use by addressing liability concerns and providing key information about the site and available uses that would not interfere with the clean-up remedy.”

> USTfields Initiative

(<http://www.epa.gov/oust/rags/ustfield.htm>)

This program provided grants for 50 community pilot projects to plan cleanup of abandoned underground storage tanks (UST’s), stop contamination of groundwater, and encourage the future redevelopment of sites contaminated by petroleum from UST’s. Although no new USTfields pilots will be awarded, funding for similar assessment and clean up projects is available through the Brownfields assessment, cleanup, and revolving loan fund grants and through the LUST Trust Fund.⁵

US Dept. of Housing and Urban Development Funded Programs

> HUD Community Development Block Grants (CDBG)

(<http://www.hud.gov/offices/cpd/communitydevelopment/programs/>)

CDBG funds may be used for loans, loan guarantees, grants and technical assistance activities. Eligible activities include neighborhood

⁴ <http://www.epa.gov/epaoswer/osw/laws-reg.htm>.

⁵ <http://www.epa.gov/oust/ttffacts.htm>

revitalization projects, economic development work, and community facility and service upgrades.

> HUD Section 108 Loan Guarantee Program

(<http://www.hud.gov/offices/cpd/communitydevelopment/programs/108/index.cfm>)

HUD's Section 108 loan guarantees allow parties to finance physical and economic development projects that are too large for front-end financing with single-year CDBG grants. Eligible activities include economic development initiatives, housing rehabilitation and public facility projects, and large-scale construction projects.

> Brownfield Economic Development Initiative (BEDI) grants

(<http://www.hud.gov/offices/cpd/communitydevelopment/programs/bedi/index.cfm>)

The BEDI program is available for grants and loan guarantees to clean up and redevelop brownfield sites. Maximum funding is \$1 million per project and grants must be used in conjunction with Section 108-guaranteed loan commitment. BEDI funds are for the redevelopment of brownfield sites that provide economic opportunities to low and moderate-income people or stimulate and retain businesses and jobs that lead to economic revitalization.

> Empowerment Zone (EZ) and Enterprise Community (EC)

(<http://www.ezec.gov>)

The EZ/EC program offers incentives to geographic areas where government wants to encourage private investment. The program works comprehensively with state and local governments to address regional needs and promotes ways to furnish long-term goals and objectives. Creating plans and involving the public is a vital part of this program. Since created by Congress in 1993, 57 rural Empowerment Zones and Enterprise Communities, over 100 Champion Communities, and 5 Rural Economic Area Partnerships (REAP) Zones have been established. Altogether, these programs have created or saved nearly 28,000 jobs and have raised an aggregate of more than \$17 for every dollar granted to them at the time of their designation. Currently no Empowerment Zones or Enterprise Communities exist in New York State.

US Small Business Administration (SBA)

> SBA Section 7(a) Loan Guarantee Program

(http://www.epa.gov/reg3hwmd/bfs/fed_prog_guide/sba.htm)

This program aims to increase the amount of capital available to small businesses that would not otherwise be able to obtain financing through the commercial banking community and non-bank lending institutions. The loans can be used to purchase land or buildings, to cover new construction, expansion or conversion of existing facilities, to acquire equipment, machinery, furniture, fixtures, supplies or materials. The SBA's "LowDoc" (low documentation) approach to Section 7(a) loan guarantees encourages more lenders to handle loans of less than \$150,000. The program features a two-page application and a rapid response from SBA.

> Section 504 Certified Development Company (CDC) Program

(http://www.epa.gov/reg3hwmd/bfs/fed_prog_guide/sba.htm)

According to the EPA website, this program helps small businesses finance acquisition of land, buildings and machinery, as well as construction, renovation and expansion of existing facilities, and would be appropriate to use to acquire a brownfield after cleanup is complete, or to establish a business on a site after cleanup. The program is operated through nearly 300 SBA-licensed CDCs. The typical Section 504-supported loan is approximately \$300,000.

US Dept. of Commerce, Economic Development Administration

> Public Works Development Facilities Program

(<http://www.eda.gov/AboutEDA/Programs.xml>)

This program funds brownfields redevelopment and other infrastructure projects to improve opportunities for the successful establishment or expansion of industrial or commercial facilities, assist in creating or retaining private sector jobs. Projects include brownfield redevelopment and other projects that increase efficient use of resources without compromising the environment for future generations. Revolving loan funds enhance the local capacity to invest in community-identified commercial development that creates jobs.

US Dept. of Transportation Funding

(<http://www.fhwa.dot.gov/environment>)

Transportation agencies may spend federal transportation funds on the assessment and cleanup of contaminated sites. US DOT's policy supports the Brownfields Initiative by encouraging participation in transportation projects that include the use and redevelopment of contaminated sites when appropriate. Transportation funds may be used to assess and clean up a brownfield site where a road, walkway, bikeway, or transit facility will be built by a transportation agency. NYS DOT may use federal highway dollars to fund ramps, roads, bikeways, and walkways that

connect a brownfield to an existing road. In addition, transit agencies may enhance their services near residential and employment centers located on former brownfields by building bus or rail stops, and erecting signs and streetlights.

Specific funding programs include: the National Highway System, Surface Transportation Program, Bridges, Transportation Enhancements, Transit Capital Investment Grants and Loans, Urbanized Area Formula Grant program, Rail Rehabilitation and Improvement Financing (RRIF) program, recreational trails, and Transportation and Community and System Preservation (TCSP) Pilot Program.

Hazardous Substances Research Centers (HSRC) Programs

(<http://www.toscprogram.org/>)

> Technical Assistance to Brownfields Communities (TAB)

Managed by five regional HSRC's, which draw upon the technical expertise of faculty at universities throughout the U.S. New Jersey Institute of Technology is the HSRC for the Northeast. HSRC's help communities clean and redevelop properties that have been damaged or undervalued by environmental contamination. Activities include leadership training, risk assessment, brownfields processes, site assessment, and cleanup alternatives.

> Technical Outreach Services for Communities (TOSC)

This program brings university educational and technical resources to communities affected by hazardous substance contamination. TOSC guides communities through the environmental cleanup and site reuse process. It is a no-cost, technical assistance program that provides an information line, local workshops and educational programs, site assistance, review of technical documents, assistance in preparing written comments, participation in public hearings, and public education on hazardous substance issues.

International City / County Management Association (ICMA) Brownfield Program

(http://www.ny-brownfields.com/BF_Funding_Sources.htm)

ICMA has an ongoing program of research and information dissemination on brownfields redevelopment and local coordination efforts. It does not provide direct financial assistance, but assists local communities with information and by providing recognition for innovative practices.

V. Implementation Plan

Section V provides an overview of the suggested Implementation Plan for brownfield redevelopment. It outlines opportunities for leveraged partnerships and financial strategies as well as specific regulatory changes necessary to facilitate development of the identified sites. The Implementation Plan provides the specific steps needed to achieve success. Projects should be prioritized as short- and long-term and take into account factors such as cost, availability of property, community impact, and overall contribution to the brownfield redevelopment goals.

Keys to Successful Brownfields Redevelopment

1. Create a Central Coordinating Committee

Given the complex nature of brownfields redevelopment, it is critical to create a committee that can effectively leverage multiple resources, both public and private, and coordinate effective redevelopment. An effective coordinating team will include leadership from local communities and build long-term relationships. Essential to a committee's success will be a commitment to bringing these environmentally challenged properties back into productive use. Each municipality should identify an appropriately empowered brownfields coordinator responsible to the coordinating committee.

For this project, the Niagara Region Brownfields Coalition is the Central Coordinating Committee. This committee is responsible for focusing and coordinating redevelopment initiatives. Composition of the committee is a regional collaboration of members from the City of Niagara Falls and Buffalo Planning Department and Niagara and Erie County Planning/Economic Development Departments. The committee may be expanded in the future to the broader public and private sector and could include representatives from local banking institutions, local businesses, and real estate development professions.

Ideally, a central coordinating committee should meet on at least a semi-annual basis to clarify the year's objectives and outline annual tasks, in a

prioritized manner. The committee should be responsible for monitoring progress towards redevelopment; cultivating partnerships with public and private sector leaders; and, managing activities for consistency with regional redevelopment goals.

2. Incorporate Public Input

Community involvement is a crucial component of any planning project. It could be even more important in a brownfields project because of concerns about contamination and the realities of redeveloping such sites. A well-planned public participation program is important for three reasons: first, community input promotes dignity and self-sufficiency in local residents. Second, it aids the project by tapping the energy and resources of citizens. Finally, public participation allows local leaders to gain insight, information and experience from local residents.

The ultimate goal of a public participation process is to create ownership of the process among community members. As active participants in the research and creation of a redevelopment plan, the local residents become committed to the project's success. This engagement helps keep projects on track.

Project leaders need to make sure that public input occurs at times when it can have a real impact. Public expectations must also be managed so that the emerging vision makes sense for the neighborhood as well as the entire community. Additionally the vision must work economically and physically for site developers.

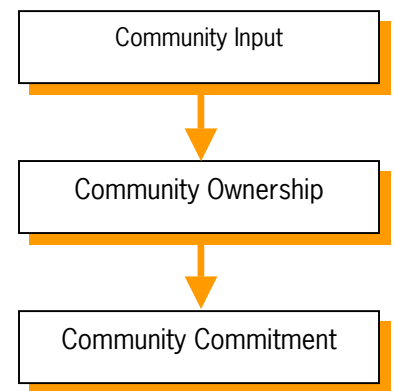
Depending on the scope of the project, the following are some useful techniques to engage local residents.

Community meetings

A regular schedule of meetings, usually monthly, keeps local residents involved and keeps pressure on the project to move forward.

Planning and design charrettes

The public should be involved in programming and designing various brownfield sites. A comprehensive charrette helps community members visualize what a site can be while understanding the limitations (economic, physical, etc.) to their vision. This process can also get private sector developers involved and establish a meaningful dialog between residents and developers about what is actually feasible for the site.



Community “Ambassadors”

The most committed and articulate members of the coordinating committee and/or the public can act as ambassadors to different citizen groups or even go door-to-door. Their mission would be to disseminate project information as well as gather feedback on visions, goals and plan recommendations.

Media coverage

Early in the process, it is helpful to sit with the editors at the local television stations, radio stations and community newspapers to outline the project. By making a compelling case upfront, media coverage can be a steady source of public information. After significant advances or before important decisions, project leaders should consider drafting editorial pieces for newspapers and/or contact local reporters who may be interested in the story.

Integrating local community members and business leaders into a project at the right stage can make the difference between a project being built or blocked. Not all projects require an extensive public process, though all projects should include public notices and an opportunity for public dialogue. Increased need for an extensive public process is warranted when the projects are known to be controversial and/or located in areas historically burdened by environmental justice issues.

3. Create a Vision Statement and Goals for the Project

Every good plan starts with a vision for the future – a goal. The same holds true for a regional brownfields plan. The goals of a brownfields plan should come from the greater community and regional land-use, economic and other planning goals. Ideally, community goals are already defined within a Comprehensive Plan. If not, the municipality should sponsor and lead a community visioning session. A starting point can be a list of goals outlined in the most recent Comprehensive Plan. The project vision and goals should advance the vision and goals outlined in the *Framework for Regional Growth*.

This report, *Revisioning Brownfields: A Regional Strategic Approach*, is a strategy that is intended to bring focus investment and effort to brownfields redevelopment for Buffalo, Niagara Falls, North Tonawanda and Lockport. The first step in the process was to gather and review plans from the communities within the region. Common themes were distilled into the following bullets, which became the foundation for a

prioritization tool described later in the report. These themes also drove the project vision and goals:

- > Revitalize downtowns into Live, Work and Play communities
- > Link waterfronts to downtowns
- > Promote a vibrant and sustainable regional economy
- > Protect existing natural and agricultural lands
- > Refocus development into existing urban cores
- > Slow sprawl and other inefficient patterns of development
- > Redesign transportation systems to promote reinvestment in the urban cores
- > Reuse existing buildings whenever possible
- > Preserve and adapt historic properties

4. Prioritize Sites

Creating a regional brownfields plan involves compiling a list of places in need of redevelopment. The list will shrink and grow as redevelopment takes place and/or new sites are discovered. As mentioned previously, many municipalities compile lists of their brownfields and abandoned properties, which can be a good starting point for an inventory. Other sources are lists of commercial or industrial properties in tax foreclosure. The initial search for properties should be as broad as possible. Because the best-tracked sites are often the worst polluted, sometimes the costs or perceived health risks mean that redevelopment of such sites is not practical in the near term.

Prioritizing sites is a multi-stage process. The ultimate goal of the process is to provide policy makers with guidance on regional priorities for funding, incentives or other program policies.

The list used for this project was developed from existing brownfields records kept by the City of Buffalo and the Niagara County Center for Economic Development. A model was created to assist with prioritization of the sites.

5. Create Broad Partnerships to Develop Projects

Partnerships increase the range of expertise and contacts for the regional brownfields project. They also demonstrate to funders, such as the state and federal governments, that there is broad support for particular projects. By keeping people informed, it is easier to call on them quickly when needed.

6. Centralize Information

The uncertainty of information creates a perception of unacceptable risk. Solid information from a single reliable source is vital if a region or county hopes to take advantage of brownfields redevelopment. Ultimately this central repository, and the keepers of this repository, should act as a one-stop shopping source for developers interested in brownfields redevelopment. Centralizing the information at the county or regional level is more efficient than each municipality maintaining their own databases. In addition, since developers typically care little about municipal boundaries, it is more efficient for them to look at the sites available across a region.

In addition, a central brownfields office allows the region to efficiently gain some level of expertise in this subject. A knowledgeable person, well-versed in many aspects of brownfields, can be invaluable in helping market potential redevelopment sites. Rather than each municipality investing in brownfields training individually, it is much more efficient to steer those resources to a regional brownfields office.

7. Utilize an Area-wide Location Strategy

Brownfield sites on their own—particularly small ones in urban settings—may have trouble attracting the private or public funding needed for redevelopment. Linking brownfields with each other or with other uncontaminated sites may provide the mass required to accomplish a successful project. Area-wide location strategies should be used whenever possible. This is the same rationale for New York’s Brownfield Opportunity Area program, which is administered by the Department of State in coordination with the Department of Environmental Conservation. Whenever possible, communities should look to this program as a starting point for funding and technical assistance.

An area-wide location strategy does not necessarily mean assembling parcels, although that could be part of the strategy. It is more important that areas are planned together. An area-wide location strategy might mean working to better an adjacent neighborhood in order to make a site (or group of sites) more marketable. It might mean planning and rezoning numerous parcels to insure compatible uses. It might also mean developing a comprehensive infrastructure or public transportation plan to make a neighborhood more attractive.

The advantages of an area-wide location strategy include:

- > Assures developers and residents that uses will be compatible

-
- > Completes infrastructure upgrades more efficiently
 - > Assembles smaller parcels into larger blocks that might be more attractive to developers
 - > Improves the likelihood of grant funding so that scarce public resources can go to other areas in need
 - > Directs an area's change of use
 - > Fosters the practice of taking a neighborhood or community-wide approach rather than a site-by-site approach to brownfields redevelopment
 - > Leverages the more favorable economics of a cleaner site to help redevelop an adjacent brownfield
 - > Creates a more unified streetscape appearance

An area-wide location strategy is not without problems. Funding might become a challenge since, in some instances, more than one project might need to be developed along the same timeline. Private sources might not want to commit funding too early in the project, while few local or regional governments have the resources available to complete large cleanups and redevelopments.

Developing an area-wide location strategy requires going through the same steps—such as visioning and goal setting—as any neighborhood plan. The regional coordinating committee, in conjunction with local public officials and community residents, should undertake such an effort in areas with numerous brownfields or vacant properties, as well as in neighborhoods facing stresses that impact property values.

8. Utilize NYS BOA Program to Accomplish Area-wide Planning

The New York State Brownfield Opportunity Areas (BOA) Program helps insure that efforts to develop brownfields are not performed in a vacuum. The program, signed into law in 2003, provides communities and community-based organizations with assistance—up to 90 percent of the eligible project costs to complete the necessary steps to achieve BOA designation—to address local brownfields providing area-wide brownfield redevelopment planning, access to expert environmental and economic analysis, and environmental site assessment for strategic redevelopment parcels.

According to the New York State Department of State Division of Coastal Resources, the BOA program may be applied to residential, commercial, industrial/manufacturing areas or corridors, waterfronts, or

downtowns. The program is aimed at areas with multiple brownfield sites rather than a single site.

Communities can apply to enter the program at one of three steps, depending on the amount of information and analysis that has already been collected about the sites. These steps range from a Pre-Nomination Study, which is a very general overview of the site and surrounding community, to a detailed Implementation Strategy and/or Site Assessments. This process ultimately leads to the designation of the site as a New York State Brownfield Opportunity Area.

Developing a Workable Implementation Plan

Implementing a concept plan can be a time consuming process. Generally, urban redevelopment is a challenging endeavor; brownfields redevelopment is even more challenging. The local and regional government agencies are the keystone to redevelopment. To be successful, these public sector agencies will need to think creatively. Building and maintaining support throughout the redevelopment process is a critical component of redevelopment; and public sector agencies are the appropriate resources and mechanisms to foster redevelopment. Ultimate success of any redevelopment strategy will be realized through the persistent dedication of both community residents and leaders to accomplish the common goal of renewal.

The Niagara Region is in the process of re-building a long-term sustainable future. Success for any brownfield redevelopment project will depend upon defining a course of action and being committed to the project over the long-term. Project completion will require dedication to the vision and spirit of the concept plan. As the communities of the Niagara Region continue to realize success and reconnect its people and places, region-wide interaction and dialog will be critical.

Regional collaboration is important to insuring successful brownfields redevelopment. Regional collaboration is the foundation of this report. Through collaboration, public agencies and private organizations can work together to share resources and information that foster brownfields redevelopment. Local governments especially need to cooperate in the administration of planning, zoning, and development regulations. The region, rather than individual communities, is the operative economic and social unit.

"The ultimate success of any redevelopment strategy will be realized through the persistent dedication of both community residents and leaders to accomplish the common goal of renewal."



Establish the Capacity to Implement

The local governments play a foundational role in organizing and coordinating the interests and schedules of multiple stakeholders. An important part of brownfields redevelopment is maintaining a consistent dialog with the stakeholders. Moreover, leveraging long-term partnerships with regional, state and federal agencies as well as the development community will be critical to long-term realization of brownfields projects. Each community should assign one representative to become experts in understanding the technical complexities of brownfields redevelopment and lead these initiatives.

Develop an Organized Capital Investment Strategy

Most brownfields redevelopment projects involve numerous moving parts and will require a certain amount of public investment to catalyze the project. Whenever possible, these projects should be coordinated with a broader investment program to improve community facilities and infrastructure. For instance, if it is determined that a site will need improved roadway access, then sidewalks, street trees and pedestrian scaled lighting should be made part of the project as well. At the same time, special attention should be paid to the needs of adjoining neighborhoods and commercial districts with the appropriate connections being made. Reinvestment may also involve targeting a specific neighborhood with a home ownership program or make low interest funds available for home improvements. The point is to think holistically about how a brownfield redevelopment project can spark new investment in the surrounding community and bring about more meaningful change.

Consider a regional land bank authority

A regional land bank authority can work with local governments to transfer tax reverted property for redevelopment in accordance with local and regional development plans. Obtaining parcels may be done through tax-exempt bonds, which are funded by the community, by donation, or by some other means of acquisition. The objective of creating a land bank in the area would be to ensure that there be adequate open space available for public use such as parks, playgrounds, and waterfronts, and to allow for thought-out growth and development of these parcels. A regional land bank will increase the overall quality of life for the area.

Develop a process to solicit developer interest

The process outlined in this report will only be a success if it transforms the region's brownfield sites into projects. Ultimately, the communities that can use a developer's mentality will realize the greatest success. Using the information garnered through this process, the next step is to

solicit developer interest. The most effective way to accomplish this is to build on existing relationships that have been developed over time. Alternatively, communities can reach a broader audience through the release of a redevelopment request for proposals.

Building for the Future: A New START

Transformation of the Niagara Region's numerous brownfields will not occur right away. However, with relatively modest commitments and a dedicated community leadership, the region can continue the task of rebuilding itself. Redevelopment of key brownfields sites can be catalytic to overall success. The region can use the START acronym to realize redevelopment of its brownfield sites: **S**et a direction, **T**ake simple steps, **A**tttract new partners, **R**einvest for success and **T**ake the long-term view.

Set a Direction

Establish a vision and concept for a site and stick to it. If the process is initiated and nobody is available to continue the implementation process, the project is likely to stall and, over time, the future use of the site will be determined by outside forces.

Take Simple Steps

Even the most ambitious future for a site can be realized if public leaders take simple steps and keep moving forward towards the vision. By stringing a series of small steps, Niagara Region communities can be transformed around the redevelopment of the region's brownfields sites.

Attract New Partners

In the past, large corporations were the partners the region relied on for its success. Today, many of these organizations have left the region, leaving behind relics of an historical past. Repositioning these properties will take new thinking and new partners. Communities will need to aggressively seek federal and state partnerships while searching for creative ways to stimulate developer interest and commitment.

Reinvest for Success

Public sector investments will be needed to stimulate private sector investment in most brownfield sites. As noted above, a comprehensive perspective should be incorporated in local decision-making to invest resources. Where possible, investments should be made in nearby properties to improve housing conditions or the commercial environment. Investments in the public realm, such as street trees, sidewalks, and pedestrian scale lighting, with connections to adjoining areas should also be considered. Whenever possible, brownfield

redevelopment should be used as an opportunity to enhance quality of life in the area.

Take the Long-Term View

The Niagara Region shows signs of recovery. Many of its brownfields are located near waterfronts and/or urban centers. Recent trends indicate that young professionals and retirees are attracted to smaller urban centers where they can live, work and play. These sites are ripe for redevelopment. The region can use brownfield sites as an opportunity to attract new residents and high-wage industry. It is important to recognize the region's potential value and demand quality redevelopment. For those sites that may not be ready for redevelopment, land banking is a viable option.

Taking the Project to Market

Whether within an urban center or on a suburban greenfield, land development is a significant undertaking. To achieve success, developers—ranging from public agencies to private companies—must listen to key stakeholders, network for technical and financial resources, and think creatively to find the best solution. Real estate development is an iterative process in which plans are modified in response to feedback. The process outlined in this report will bring greater clarity for redevelopment potential. However, an open mind to creativity and listening to the residents of the community will be fundamental throughout the redevelopment process. The region's brownfields redevelopment will require focus and persistence for coming years.

Create Staff Capacity

A first step in the process of redevelopment is to move the focus from concept to implementation, and includes selecting a developer or team of developers. Moving forward, significant capital will be invested and new buildings, parks and public spaces will be created. The skills and abilities necessary for implementation, such as negotiation and legal expertise, are different from those needed during the planning phase. The organization leading the redevelopment process must be familiar with New York State environmental regulations, land use law, and real estate marketing and financing.

Institute Clear and Consistent Internal Systems

Within the past decade, some members of the public have lost confidence in the Niagara Region's ability to make effective change. This is due in part to several competing interests trying to achieve the same basic objective. Brownfields redevelopment, from a regional perspective, can

help to break down many of these barriers to effective communication between communities.

The objective of the Niagara Strategic Brownfields Waterfront Plan is to link brownfields development to the economic, social, and ecological restoration of the Niagara Region's waterfront cities. In order for this objective to be successful, it will be important that a clear and consistent system be established to maintain the regional database of brownfields sites. In terms of responsibility, Erie and Niagara County communities may formally recognize the Niagara Region Brownfields Coalition as the organizing body. Alternatively, responsibility for managing this information could be given to Erie County and Niagara County staff. It will be important to build on the momentum from this report, and continue the dialogue within a framework that provides transparent and predictable intergovernmental transfers of information.

Rezone Property to Reflect Concept Plan

After the brownfields inventory and prioritization of brownfields is complete and concept plans are outlined for the selected sites, the sites may need to be rezoned to allow redevelopment. This is an important step in order to help make the redevelopment process move more smoothly when developers express an interest in redevelopment.

Establish a Developer Selection Process

When it comes time to take a project to the market, the appropriate strategy for selecting a developer will vary, depending on the complexity of the concept plan. It may be that one developer will be selected for the entire project or a team of developers, each with a discrete task or project within the goals for redevelopment, will be the appropriate approach. It will be important to understand what the project entails and determine the most appropriate approach based on committee discussion.

The most common approach to selecting a developer is to use a competitive process. In this type of process a developer is selected through a Request for Qualifications (RFQ) or a Request for Proposals (RFP) sent to a select group of developers that specialize in brownfields redevelopment. Potential developers are listed on various websites including those of the Environmental Law Institute and the National Brownfield Association.¹ In addition, advertisements can be placed in developer trade magazines and journals to solicit interest from prospective developers.

¹ www.brownfieldscenter.org and www.brownfieldassociation.org

Creatively Engage Developer Interest

While the Niagara Region is taking this proactive approach to prioritizing brownfields and developing concept plans, it will be worthwhile to give developers as much information as possible for those sites with the greatest redevelopment potential. For instance, some communities in New York State have been taking ownership of brownfield sites and using the Environmental Restoration Program (ERP) to characterize the nature and level of contamination. After the contamination levels are understood, these communities are then turning the property over to developers who then enter the Brownfield Clean-Up Program (BCP) to remediate the property and take advantage of the tax credits made available.



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Appendix A Site Rankings



Erie County Site Rankings

Site #	Map ID	Site ID	Street Address	Planning Score	Infrastructure Scores	Economic Scores	Total Score	Priority
17	B-4	21	525 Fuhmann	40	24	20	84	High
18	B-4	22	575 Fuhmann	40	24	20	84	High
19	B-4	23	NFTA - North of Freezer Queen	40	24	20	84	High
49	B-10	54	68 Smith	35	22	19	76	High
20	B-4	24	500 Fuhmann	40	19	15	74	High
24	B-6	29	99 Tifft	30	24	20	74	High
25	B-6	30	1714 Fuhmann	30	23	20	73	High
50	B-10	55	61 Smith	30	24	19	73	High
90	B-18	95	154 Ogden South	40	23	7	70	High
21	B-4	25	13 City Ship Canal	40	14	15	69	High
22	B-6	27	1699 Fuhmann	35	19	15	69	High
30	B-6	35	1818 Fuhmann	30	23	15	68	High
43	B-8	48	21 Katherine	30	23	15	68	High
88	B-18	93	1 Buffalo River Old	40	11	17	68	High
27	B-6	32	1744 Fuhmann	30	20	17	67	Medium
5	B-2	6	73 Tonawanda	30	20	15	65	Medium
29	B-6	34	1788 Fuhmann	30	23	12	65	Medium
89	B-18	94	300 Mineral Spring	40	20	5	65	Medium
92	B-18	97	152 Ogden South	40	13	12	65	Medium
53	B-11	58	1339 South Park	30	22	12	64	Medium
23	B-6	28	1755 Fuhmann	35	9	19	63	Medium
1	B-2	2	205 Tonawanda	30	22	10	62	Medium
46	B-9	51	Conrail West	30	22	10	62	Medium
47	B-9	52	Conrail East	30	22	10	62	Medium
48	B-10	53	97 Leddy	35	10	17	62	Medium
54	B-11	59	1341 South Park	30	20	12	62	Medium
55	B-11	60	Hydroponic Tomato Farm - Green	30	20	12	62	Medium
26	B-6	31	1750 Fuhmann	30	21	10	61	Medium
34	B-7	39	Lehigh Valley RR - North	30	21	10	61	Medium
35	B-7	40	Lehigh Valley RR - South	30	21	10	61	Medium
39	B-7	44	420 Tifft	30	14	17	61	Medium
41	B-8	46	100 Katherine	30	16	15	61	Medium
45	B-8	50	55 Buffalo River	30	14	17	61	Medium
71	B-15	76	609 Bailey New	30	14	17	61	Medium
2	B-2	3	235 Amherst St	30	13	17	60	Medium
3	B-2	4	239 Amherst St	30	13	17	60	Medium
37	B-7	42	400 Tifft	30	13	17	60	Medium
38	B-7	43	410 Tifft	30	13	17	60	Medium
42	B-8	47	20 Katherine	30	20	10	60	Medium
75	B-15	80	820 Elk	30	13	17	60	Medium
7	B-2	8	36 Letchworth	30	15	14	59	Medium
28	B-6	33	1760 Fuhmann	30	14	15	59	Medium
60	B-12	65	122 Prenatt	30	12	17	59	Medium
36	B-7	41	1484 Fuhmann	30	13	15	58	Medium
52	B-11	57	61 Smith	30	14	14	58	Medium

Site #	Map ID	Site ID	Street Address	Planning Score	Infrastructure Scores	Economic Scores	Total Score	Priority
8	B-2	9	26 Letchworth	30	13	14	57	Medium
10	B-2	11	708 Grant	30	13	14	57	Medium
11	B-2	12	704 Grant	30	13	14	57	Medium
51	B-11	56	2 Buffalo Creek RR	30	22	5	57	Medium
91	B-18	96	326 Mineral Spring	40	12	5	57	Medium
40	B-7	45	411 Tifft	30	14	12	56	Medium
62	B-13	67	8 Buffalo River	30	16	10	56	Medium
4	B-2	5	137 Tonawanda	30	10	15	55	Medium
9	B-2	10	235 Amherst St	30	13	12	55	Medium
12	B-2	13	700 Grant	30	13	12	55	Medium
13	B-2	14	698 Grant	30	13	12	55	Medium
14	B-2	15	696 Grant	30	13	12	55	Medium
15	B-2	16	694 Grant	30	13	12	55	Medium
31	B-6	36	5 City Line South	30	10	15	55	Medium
32	B-6	37	7 City Line South	30	11	14	55	Medium
64	B-14	69	757 Elk	30	15	10	55	Medium
68	B-14	73	620 Bailey Old	30	10	15	55	Medium
69	B-14	74	622 Bailey Old	30	10	15	55	Medium
73	B-15	78	819 Elk	30	15	10	55	Medium
78	B-15	83	1541 Seneca	30	13	12	55	Medium
79	B-15	84	1561 Seneca	30	13	12	55	Medium
80	B-16	85	531 Bailey	30	20	5	55	Medium
61	B-13	66	1388 South Park	28	14	12	54	Medium
16	B-2	17	692 Grant	30	13	10	53	Medium
33	B-6	38	9 City Line South	30	13	10	53	Medium
56	B-12	61	5 Babcock	30	13	10	53	Medium
57	B-12	62	226 Prenatt	30	13	10	53	Medium
74	B-15	79	821 Elk	30	13	10	53	Medium
77	B-15	82	1539 Seneca	30	13	10	53	Medium
6	B-2	7	18 Letchworth	30	10	12	52	Medium
58	B-12	63	98 Maurice	30	12	10	52	Medium
76	B-15	81	27 Keppel	30	12	10	52	Medium
59	B-12	64	427 Elk	30	11	10	51	Medium
44	B-8	49	37 Ensign	30	10	10	50	Medium
65	B-14	70	137 Prenatt	30	10	10	50	Medium
66	B-14	71	141 Prenatt	30	10	10	50	Medium
67	B-14	72	139 Prenatt	30	10	10	50	Medium
70	B-15	75	14 Melvin	30	10	10	50	Medium
72	B-15	77	23 Melvin	30	10	10	50	Medium
81	B-16	86	1585 Clinton	30	13	5	48	Low
63	B-13	68	1390 South Park	28	13	5	46	Low
82	B-17	87	1670 Seneca	30	11	5	46	Low
86	B-17	91	4 Jordan	25	10	9	44	Low
87	B-17	92	49 Avon	25	10	9	44	Low
83	B-17	88	2 Jordan	25	10	7	42	Low
84	B-17	89	45 Avon	25	10	7	42	Low
85	B-17	90	47 Avon	25	10	7	42	Low

Niagara County Site Rankings

Site #	Map ID	Site ID	Street Address	Planning Score	Infrastructure Scores	Economic Scores	Total Score	Priority
2	LP	5	300 Mill St	20	24	15	59	High
52	NF-3	42	4700 Buffalo Ave	25	24	10	59	High
63	NF-3	53	4700 Buffalo Ave	25	24	10	59	High
3	LP	7	198 Mill St	20	23	15	58	High
30	NF-2	20	3155 Buffalo Ave	25	20	12	57	High
14	NF-1	4	?	25	21	10	56	High
71	NT-1	1	280 Michigan Ave	28	23	5	56	High
11	NF-1	1	75 Acheson Dr	25	20	10	55	High
29	NF-2	19	2725 Buffalo Ave	25	18	12	55	High
62	NF-3	52	4231 Buffalo Ave	20	25	10	55	High
7	LP	13	30 Mill St	25	24	5	54	High
8	LP	14	34 Mill St	25	24	5	54	High
13	NF-1	3	1801 Buffalo Ave	20	22	12	54	High
61	NF-3	51	4700 Buffalo Ave	25	19	10	54	High
15	NF-1	5	2405 Buffalo Ave	25	16	12	53	Medium
16	NF-1	6	2747 Buffalo Ave	25	18	10	53	Medium
17	NF-1	7	2747 Buffalo Ave	20	23	10	53	Medium
20	NF-1	10	2747 Buffalo Ave	20	23	10	53	Medium
22	NF-1	12	2747 Buffalo Ave	25	18	10	53	Medium
36	NF-2	26	3181 Buffalo Ave	20	23	10	53	Medium
28	NF-1	18	Buffalo Ave	25	17	10	52	Medium
42	NF-2	32	3185 Buffalo Ave	25	17	10	52	Medium
65	NF-3	55	4700 Buffalo Ave	25	17	10	52	Medium
4	LP	8	70 Mill St	20	26	5	51	Medium
32	NF-2	22	3181 Buffalo Ave	25	16	10	51	Medium
47	NF-3	37	Buffalo Ave	25	16	10	51	Medium
48	NF-3	38	3943 Buffalo Ave	25	11	15	51	Medium
21	NF-1	11	Buffalo Ave	20	20	10	50	Medium
31	NF-2	21	3163 Buffalo Ave	25	15	10	50	Medium
33	NF-2	23	3193 Buffalo Ave	25	15	10	50	Medium
72	NT-1	2	2 Bridge St	23	20	7	50	Medium
5	LP	11	40 Mill St	20	24	5	49	Medium
18	NF-1	8	1801 Buffalo Ave	20	17	12	49	Medium
39	NF-2	29	3181 Buffalo Ave	20	18	10	48	Medium
41	NF-2	31	3181 Buffalo Ave	20	18	10	48	Medium
45	NF-3	35	Buffalo Ave	25	13	10	48	Medium
46	NF-3	36	3939 Buffalo Ave	25	13	10	48	Medium
26	NF-1	16	1801 Buffalo Ave	20	15	12	47	Medium
9	LP	15	2-4-6 Washburn St	15	21	10	46	Medium
24	NF-1	14	2485 Buffalo Ave	20	16	10	46	Medium
34	NF-2	24	Buffalo Ave	20	16	10	46	Medium
23	NF-1	13	Buffalo Ave	20	15	10	45	Medium
64	NF-3	54	4135 Buffalo Ave	25	10	10	45	Medium
6	LP	12	38 Mill St	20	19	5	44	Medium
12	NF-1	2	Buffalo Ave Rear	20	12	12	44	Medium

Site #	Map ID	Site ID	Street Address	Planning Score	Infrastructure Scores	Economic Scores	Total Score	Priority
51	NF-3	41	Buffalo Ave	20	14	10	44	Medium
10	LP	16	10 Washburn	15	18	10	43	Medium
37	NF-2	27	Buffalo Ave	20	13	10	43	Medium
40	NF-2	30	Adams Ave	20	13	10	43	Medium
43	NF-3	33	Buffalo Ave	25	13	5	43	Medium
44	NF-3	34	3901 Buffalo Ave	20	13	10	43	Medium
50	NF-3	40	Hyde Park Blvd	20	13	10	43	Medium
60	NF-3	50	Buffalo Ave	20	13	10	43	Medium
66	NF-4	56	5320 Buffalo Ave	25	13	5	43	Medium
67	NF-4	57	5502 Buffalo Ave	25	13	5	43	Medium
68	NF-4	59	5508 Buffalo Ave	25	13	5	43	Medium
69	NF-4	60	5512 Buffalo Ave	25	13	5	43	Medium
70	NF-4	61	Buffalo Ave	25	13	5	43	Medium
1	LP	4	330 Mill St	20	16	5	41	Medium
53	NF-3	43	20 Iroquois St	20	11	10	41	Medium
54	NF-3	44	20 Iroquois St	20	11	10	41	Medium
75	NT-1	5	133 Michigan Ave	18	16	7	41	Medium
49	NF-3	39	33 Hyde Park Blvd	20	10	10	40	Low
56	NF-3	46	28 Iroquois St	20	10	10	40	Low
57	NF-3	47	20 Iroquois St	20	10	10	40	Low
58	NF-3	48	20 Iroquois St	20	10	10	40	Low
25	NF-1	15	23 Acheson Dr	20	8	10	38	Low
38	NF-2	28	1 Adams Ave	20	8	10	38	Low
19	NF-1	9	Buffalo Ave Rear	20	7	10	37	Low
35	NF-2	25	30 S Hyde Park Blvd	20	7	10	37	Low
55	NF-3	45	20 Iroquois St	20	6	10	36	Low
74	NT-1	4	231 Michigan Ave	18	11	7	36	Low
27	NF-1	17	Buffalo Ave Rear	20	5	10	35	Low
59	NF-3	49	20 Iroquois St	20	5	10	35	Low
73	NT-1	3	4 Bridge St	18	10	5	33	Low

Appendix B

Financial Analysis Users Guide



Niagara Strategic Brownfields Waterfront Plan

Financial Analysis Template

A. ADDRESS	B. MAP NO.	C. PARCEL NO.

D. Acreage (sum of all parcels)	
E. Improvements	
F. Best Future Use	
G. Assumed Inflation Rate	

	H. Purchase Price	I. Resale Price (in todays \$)
Worst case price per acre		
Expected case price per acre		
Best case price per acre		

Is there rental income associated with this property? No ▼

Please input the resale values in the adjacent table

			Worst Case	Expected Case	Best Case		
Cash Outflows		Closing Costs				Indicates calculated value	
	R1	Property Purchase Price	\$0	\$0	\$0	Indicates user input value	
	R2	Broker Fee (%) for Property (Buy side)					
	R3	Broker Fee (\$) for Property (Buy side)	\$0	\$0	\$0		
	R4	Broker Fee (%) for Remediation (Buy side)					
	R5	Broker Fee (\$) for Remediation (Buy side)	\$0	\$0	\$0		
	R6	Environmental Insurance					
	R7	Title Insurance	(\$100)	(\$100)	(\$100)		
	R8	Due Dilegence Costs					
	R9	Legal Fees					
	R10	Total Closing and Acquisition Costs	(\$100)	(\$100)	(\$100)		
		Quarterly Holding Costs					
	R11	Maintenance and Utilities					
	R12	General Liability Insurance					
	R13	Taxes					
	R14	Total Quarterly Holding Costs	\$0	\$0	\$0		
	R15	Present Value of Holding Costs	\$0	\$0	\$0		
		Environmental Remediation Costs					
	R16	Engineering costs for remedial design					
R17	Remediation Construction Costs						
R18	Total Engineering and Construction costs	\$0	\$0	\$0			
R19	Assumed remediation start quarter						
R20	Assumed remediation end quarter						
R21	Present Value of remediation cost	\$0	\$0	\$0			

Cash Inflows		Rental and Sale Information			
		Rental Information			
	R22	Beginning Rental Rate			
	R23	Number of square feet leased			
	R24	Annual Rent Escalation (%)			
	R25	Number of quarters to start of rent			
	R26	Number of quarter to end of rent			
	R27	Present Value of Rent			
		Sale Information			
	R28	Cap or Capitalization Rate			
	R29	Number of quarters to sale			
	R30	Sale price without rental income	\$0	\$0	\$0
	R31	Sale Price with rental income			
	R32	Closing Costs (5% of sale price)	\$0	\$0	\$0
	R33	Present value of net sale price	\$0	\$0	\$0

Click here to perform lease calculations

Financial Results	R34	Gross Cashflow	(\$100)	(\$100)	(\$100)
	R35	Net Discounted Profit	(\$100)	(\$100)	(\$100)
	R36	Discount Rate (or Cost of Capital)			

USER'S GUIDE TO FINANCIAL ANALYSIS WORKSHEET

Niagara Strategic Brownfield Waterfront Plan

INTRODUCTION:

BRG develops financial models to evaluate real estate investments for both outside investors and our own account. In addition, we prepare financial analyses for clients to assist their evaluation of various complex real estate scenarios involving divestiture of Brownfield properties, portfolios of abandoned assets and redevelopment opportunities. In the case of the Niagara Strategic Brownfields Waterfront Plan, we have prepared a financial model that allows the user to evaluate the quality of an investment (buying a property or rental property) based on all the key variables such as holding costs, purchase and resale price and the time value of money. The model allows the user to analyze both cash flowing rental properties and vacant properties with no rental income. Intrinsic to the model is the cost of money that is time sensitive and is a key factor in evaluating these types of investments. This will help the user focus on the timing of purchase, remediation, and resale, which dramatically affects the quality of the investment. The designations provided in the ID column below corresponds to the fields used in the Financial Analysis

ID	DESCRIPTION	INPUT BY USER (I) CALCULATED (C) SET/CANNOT BE CHANGED (S)	COMMENTS/NARRATIVE
A	ADDRESS	I	This is the address of the property or properties being analyzed.
B	MAP NO.	I	This is a site identification number assigned by the user. In this example, the number is associated with the document entitled "Map Book - Niagara Strategic Brownfields Waterfront Plan".
C	PARCEL NO.	I	This is a site number assigned by the user. In this example, the number is associated with the document entitled "Map Book - Niagara Strategic Brownfields Waterfront Plan".
D	Acreage	I	This value represents the total size of all parcels being analyzed in this sheet.
E	Improvements	I	This field should include number of buildings and other improvements (loading docks, tanks, cranes, water treatment plants, rail sidings, etc.). This information is used for descriptive purposes only. If this field is not large enough, additional site notes should be placed in the Property Specific Assumptions and Notes box at the bottom of the worksheet. The impact of improvements will be reflected in the purchase price, resale price, lease income, and holding costs.
F	Best Future Use	I	This field represents an opinion based on the types of activities that are surrounding the property. A commercial/industrial real estate broker or local planner can provide this opinion.

USER'S GUIDE TO FINANCIAL ANALYSIS WORKSHEET

Niagara Strategic Brownfield Waterfront Plan

G	Assumed Inflation Rate	I	This value represents the annual rate of inflation in the future. This value has to be estimated based the individual's inferred perception of future values of inflation as there is no absolute way of knowing future inflation rates.
H	Purchase Price	I	This value can be derived from discussions with local real estate brokers, recent sales information, and appraisal information. The purchase price does not necessarily consider the Best Future Use, but should represent what a buyer would pay for the property.
I	Resale Price	I	This value, which considers the Best Future Use, can be derived from discussions with local real estate brokers, recent sales information, and appraisal information.
J	Worst/Expected/Best Case	S	Most fields that are Input by the User can be modified to create Worst/Expected/Best case scenarios. The following variables that can be manipulated by the user will have the greatest impact on the analysis: Purchase Price, Environmental Insurance, Legal Fees, Environmental Remediation Costs, Resale Price, Rental Information, and timing associated with these costs (i.e., start/end quarters).
K	Sensitivity to Discount Rate	C	The values on the left hand side (discount rate values) of the chart are variable and show the present value of cash flows based on the discount rate. This provides the user the ability to change or modify the user's cost of money to see the effect this has on the profitability of the investment.
L	Cost of Capital	I	Cost of capital is tied to lending rates. Typically brownfield property purchases, where environmental liability is assumed by the buyer, are viewed as high risk investments and would be lent at an interest rate of 15% or more.
R1	Property Purchase Price	C (Linked to H)	See H above.
R2	Broker Fee (%) for Property	I	This value represents the fee percentage for the buyer's broker, which is tied to the purchase price. This fee is often zero as the seller's agent splits his commission with the buyer's broker. A default value of 5% can also be used.
R3	Broker Fee (\$) for Property	C	This value is calculated as the Broker Fee for Property (R2) times the Property Purchase Price (R1).

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Niagara Strategic Brownfield Waterfront Plan

R4	Broker Fee (%) for Remediation	I	This fee is an attempt to compensate the broker when there is a low purchase price. Since remedial efforts improve property value, this fee represents a percentage of the remedial costs at the site. A default value of 3% can be used if the seller's agent does not split his commission with the buyer's broker.
R5	Broker Fee (\$) for Remediation	C	This value is calculated as the Broker Fee for Remediation (R4) times the Total Engineering and Construction Costs (R18).
R6	Environmental Insurance	I	This value represents the premium for a policy that would cover items such as unknown contaminants, third party damages due to existing or unknown contaminants and government law changes (POLLUTION LEGAL LIABILITY). Some policies will cover cost over runs that are incurred due to remediation clean-up (COST CAP COVERAGE). This premium value is quite variable due to the complexity of coverages, terms of the coverage, the amount of coverage, the in-situ environmental issues. In general, the lowest premium that will be written is \$10,000 for a 1year, \$1 million PLL coverage. More complex sites and longer terms are frequently seen in the \$300,000 to \$400,000 range. These policies are typically \$10M coverage, 10 year term PLL policy. For a more specific range, contact a broker that deals in environmental insurance products.
R7	Title Insurance	I	This value represents the premium for insurance that covers the property title and is invoked if title defects (ownership disputes, survey discrepancies, or other defects made in prior transactions) are discovered. Most lending institutions will require this insurance. Table A below provides information that can assist in understanding the value used in the analysis.
R8	Due Diligence Costs	I	These costs are associated with evaluation of the property including real estate analysis (e.g., conceptual planning, title research, surveys), financial modeling, and environmental conditions review (e.g., Phase I documentation from an engineer, soil or groundwater testing, testing material in building for lead paint or asbestos). A variety of professionals will most likely be needed to perform these due diligence activities (e.g., environmental professional, surveyor, environmental attorney). These costs are typically a minimum of \$5,000 and can be up to 2% of real estate value for more complex transactions.

USER'S GUIDE TO FINANCIAL ANALYSIS WORKSHEET**Niagara Strategic Brownfield Waterfront Plan**

R9	Legal Fees	I	These fees are associated with attorney and paralegal efforts in preparing deeds, reviewing title, writing and negotiating purchase and sale agreements, etc. This is dependent on the difficulty of the deal, but is typically 1 to 3% of the property purchase price, with an average of 1.5%.
R10	Total Closing and Acquisition Costs	C	Sum of Broker Fees, Environmental Insurance, Title Insurance, Due Diligence Costs, and Legal Fees.
R11	Maintenance and Utilities	I	These costs cover the expenses due to snow removal, lawn mowing, gas usage, electric usage, etc. Input this value on a quarterly (three month) basis. For the purposes of this model, assume a minimum of \$250 per acre per month for vacant parcels and add \$3 per square foot for properties with buildings.
R12	General Liability Insurance	I	This value represents the premium associated with insurance that covers owner's liability for people getting injured on the property, damage to the property itself, and other items as may be negotiated with an insurance company. Input this value on a quarterly (three month) basis. Because this value is property specific, coverage amounts and terms vary, owners have varying risk tolerance and premiums vary by insurance company, we recommend the user contact a local insurer to obtain a quote estimate.
R13	Taxes	I	This value represents taxes payable to city, county and state taxing entities. Although these taxes are generally paid annually, input the value on a quarterly (three month) basis. This information can be obtained from tax records at the municipal level. See Note 1 below.
R14	Total Quarterly Holding Costs	C	Sum of R8 through R10 above.
R15	Present Value of Holding Costs	C	This value represents the sum of all costs associated with holding the property during the ownership period, reported as a present value. The present value is essentially a conversion of all future holding costs to present day dollars. See Note 2 below.
R16	Engineering Costs for Remedial Design	I	This value represents the environmental costs associated with the environmental investigation and associated remedial design for the site. Depending on the level of environmental information available, an environmental professional can provide an opinion of these costs. Funding is available from the state and federal agencies to address investigation and remedial design. See Note 1 below.

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R17	Remediation Construction Costs	I	This value represents the environmental costs associated with the environmental cleanup of the site. These costs can include the installation and testing of the remedial system (construction costs) as well as monitoring and reporting of progress (to state and local agencies) of remediation activities after the installation is complete. Depending on the level of environmental information available, an environmental professional can provide an opinion of these costs. Funding is available from the state and federal agencies to address cleanup of brownfield sites. See Note 1 below.
R18	Total Engineering and Construction Costs	C	Sum of Engineering Costs for Remedial Design and Remediation Construction Costs
R19	Assumed Remediation Start Quarter	I	This field represents the first quarter, after ownership transfer, that cash is expended for the Engineering costs for remedial design or Total remediation cost. An environmental professional can provide an opinion of the schedule associated with remediation.
R20	Assumed Remediation End Quarter	I	This field represents the last quarter, after ownership transfer, that cash is expended for the Engineering costs for remedial design (R13 above) or Total remediation cost (R14 above). An environmental professional can provide an opinion of the schedule associated with remediation.
R21	Present Value of Remediation Cost	C	This value represents the sum of all costs associated with the remediation of the property during the ownership period, reported as a present value. The present value is essentially a conversion of all future remedial costs to present day dollars. See Note 2 below.
R22	Beginning Rental Rate	I	This value represents the lease rate expected at the beginning of ownership. Annual lease rate is typically provided in \$ per square foot of space. A commercial/industrial real estate broker can provide an opinion of appropriate lease rates.
R23	Number of Square Feet	I	This is the number of square feet available on the site to lease to tenants. It can include building space as well as available land that could be leased for outdoor storage, truck trailer parking, etc.
R24	Annual Rent Escalation	I	The amount that is anticipated in annual rental rate increases.

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Niagara Strategic Brownfield Waterfront Plan

R25	Number of Quarters to Start of Rent	I	This field represents the first quarter, after ownership transfer, that income is received. This date may be tied to an environmental cleanup schedule and the ability to locate tenants. A commercial/industrial real estate broker can provide an opinion of the length of time needed to locate tenants for the building.
R26	Number of Quarter to End of Rent	I	This field represents the last quarter, either after ownership transfer or when the building becomes void of tenants, that income is received. Typically, this quarter would be the last quarter before the resale of the property.
R27	Present Value of Rent	C	This value represents the sum of all lease income associated with the property during the ownership period, reported as a present value. The present value is essentially a conversion of all future lease income to present day dollars. See Note 2 below.
R28	Cap or Capitalization Rate	I	Capitalization is the process of converting net rental income to a property value. The capitalization rate, or cap rate for short, is the ratio of annual net income to the property value. However, generally an investor is trying to determine property value; a cap rate is used to translate the annual net income of a leased space (or net operating income) to obtain an indication of the value of the property. The cap rate can also be thought of as the rate of return of a property. A cap rate is dependant upon many economic factors and real estate risks. Economic factors include, but are not limited to, the level of interest rates, the supply of a specific type of property in a given area and the demand of a specific type of property in a given area. The real estate risks that influence the cap rate include, but are not limited to, the creditworthiness of the tenants, the terms and conditions of leases, the condition of the property and the desirability and location of the property.
R29	Number of Quarters to Sale	I	This field represents the the amount of time the property is expected to be on the market until sold. A commercial/industrial real estate broker can provide an opinion of the length of time needed to sell the property.
R30	Sale Price without Rental Income	(Linked to I or Resale Price)	This is the price a vacant parcel or an empty (no cash flowing) property could be sold for based on location, market conditions, demand for the given type of property and supply of the given type of

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Niagara Strategic Brownfield Waterfront Plan

R31	Sale Price with Rental Income	C	This is the present value of the future cash flows at the time of sale (assumes rental income is expected at the property).
R32	Closing Costs (5% of sale price)	C	This value is an estimate of closing costs at resale and is tied to the resale price.
R33	Present Value of Net Sale Price	C	The present value is essentially a conversion of the future sale income to present day dollars. See Note 2 below.
R34	Gross Cashflow	C	This value represents the sum of all future cash flows. It is not reflective of profit, but of the amount of cash that will ultimately be received or spent on an investment.
R35	Net Discounted Profit	C	This value is an estimate of the profit after taking into effect the time value of money. The larger and more positive this value, the better the investment assuming a constant interest rate. See Note 2 below.
R36	Discount Rate (or Cost of Capital)	I	This is the rate that future payoffs are reduced by to account for the time value of money. It is also the rate that is foregone by investing in one opportunity over another opportunity. For example, if an investor is trying to decide between investing in a CD that provides a 10% annual rate of return or a real estate investment, the future cash flows must provide a 10% or greater annual rate of return for the real estate investment to be the better investment. In this case, the 10% represent the discount rate that the future cash flows from the real estate investment must be discounted by to evaluate the better

USER'S GUIDE TO FINANCIAL ANALYSIS WORKSHEET

Niagara Strategic Brownfield Waterfront Plan

Note 1

Tax figures do not include any benefit of tax reductions due to Brownfield development incentives from the State or Federal Governments. Due to the large number of incentives available, the restrictions on public and private use as well as income issues, a self contained source within this workbook would be too complex. For further information regarding the tax incentive and other financial resources, the New York State Department of Environmental Conservation has written a document describing available resources with examples of various programs at the both the state and federal government level. This document is entitled "Brownfields: Transform the Past, Build for the Future - Financial Resources Manual" and is available on the NYSDEC website (in PDF form) at <http://www.dec.state.ny.us/website/der/bfield/brownmanual.html> or a hard copy of the document may be obtained by contacting the NYSDEC at (518) 402-8013.

Note 2

The present value today of a dollar amount to be received at some defined time in the future. In order to obtain a present value, the future dollar value, a discount rate and the amount of time that must pass before the future dollar amount is received must be known or approximated.

TABLE A

Title Insurance Costs

Purchase Price of Property	Price per \$1000 of insurance
0 - \$150,000	\$5.00
\$150,001 - \$250,000	\$4.25
\$250,001 - \$500,000	\$3.25
\$500,001 - \$10,000,000	\$2.60

Minimum title insurance cost is \$100.

Example: A \$500,000 building will have \$500,000 worth of title insurance.

Premium would be calculated as: $(\$500,000 \times \$3.25) / 1000 = \$1625$.

USER'S GUIDE TO FINANCIAL ANALYSIS WORKSHEET

Niagara Strategic Brownfield Waterfront Plan

COMMON QUESTIONS AND ANSWERS

Q1: Why do I need to perform a financial analysis on a brownfield site?

Potential buyers of brownfield sites will be performing their own financial analysis when considering the purchase of a brownfield site. If a municipality is interested in encouraging investment, a proactive review of the financial “health” of a site will allow them to determine if further public investment is needed to improve the desirability of a property to outside investors.

Q2: How do I know if the property will be a desirable investment to outside investors?

After inputting all data in the model as accurately as possible, a positive value for the Net Discounted Profit indicates the property may be desirable to an investor. It is important to keep in mind that the model is relatively simplistic in nature, where most brownfield deals are more complex.

Q3: How do I use the model if a municipality is considering taking ownership of a brownfield?

This model has been designed to support the decision making of a private investor. However, a municipality may adjust inputs to mirror their investment objectives and the particular circumstances surrounding transfer of ownership to a public entity as well. For instance, if the municipality would like to own the property in order to qualify for environmental investigation and/or cleanup funding, they may be able to reduce the environmental costs (rows R16 or R17 in the spreadsheet) by the amount of expected funding. If the property is to be “flipped” to a developer, the income from the property may be adjusted to include anticipated tax revenues generated from the future development at the property. For a greenspace improvement, the “value” of public space could be quantified and included as income. In all cases, the projected end use should be carefully considered as environmental cleanup requirements, and thus costs, could change with the change of use.

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Niagara Strategic Brownfield Waterfront Plan

Q4: What do I do if the Net Discounted Profit is negative?

First, you may not be able to do much to improve the “profitability” of the property. The reality may be that the property has costs associated with it that are so significant that no investment can be justified. Second, in most cases the negative Net Discounted Profit is the result of high environmental costs. In the second case, additional state or federal funding may be available to offset these costs. Third, a municipality may want to consider quantifying “benefits” associated with the removal of a brownfield and/or the creation of a more viable development and including these benefits as income in the model. Fourth, the assumptions related to the timing of costs and income in the model should be reviewed. As stated in Section B. (Net Discounted Profit) above, the Net Discounted Profit will increase if disbursements occur later or if receipts occur earlier in the model.

Appendix C

Financial Analysis



Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

1 Buffalo River - Buffalo (Municipality-Owned)

A. ADDRESS	B. MAP ID	C. PARCEL NO.
1 Buffalo River - Buffalo	B-17	93
300 Mineral Springs - Buffalo	B-17	94
154 Ogden South - Buffalo	B-17	95
326 Mineral Springs - Buffalo	B-17	96
152 Ogden South - Buffalo	B-17	97

D. Acreage (sum of all parcels)	35.98
E. Improvements	None
F. Best Future Use	Residential
G. Assumed Inflation Rate	5%

	H. Purchase Price	I. Resale Price (in today's \$)
Worst case price per acre	\$14,000	\$20,000
Expected case price per acre	\$10,000	\$32,000
Best case price per acre	\$7,100	\$45,000

Is there rental income associated with this property? No ☐

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case	
Cash Outflows	Closing Costs				Indicates calculated value
	R1 Property Purchase Price	(\$503,720)	(\$359,800)	(\$255,458)	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$25,186)	(\$17,990)	(\$12,773)	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	\$0	\$0	\$0	
	R6 Environmental Insurance				
	R7 Title Insurance	(\$1,310)	(\$1,169)	(\$830)	
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$3,000)	(\$2,000)	(\$1,000)	
	R10 Total Closing and Acquisition Costs	(\$538,216)	(\$384,459)	(\$272,061)	
	Quarterly Holding Costs				
	R11 Maintenance and Utilities	(\$1,500)	(\$1,000)	(\$750)	
	R12 General Liability Insurance	(\$12,000)	(\$12,000)	(\$12,000)	
	R13 Taxes	(\$23,400)	(\$19,800)	(\$16,200)	
	R14 Total Quarterly Holding Costs	(\$36,900)	(\$32,800)	(\$28,950)	See NOTE 3 below.
	R15 Present Value of Holding Costs	(\$507,505)	(\$326,491)	(\$203,220)	
	Environmental Remediation Costs				
	R16 Engineering costs for remedial design	(\$5,000)	(\$3,500)	(\$2,000)	
	R17 Remediation Construction Costs				
	R18 Total Engineering and Construction costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R19 Assumed remediation start quarter				
	R20 Assumed remediation end quarter				
	R21 Present Value of remediation cost	(\$5,000)	(\$3,500)	(\$2,000)	

Cash Inflows	Rental and Sale Information				
	Rental Information				
	R22 Beginning Rental Rate				
	R23 Number of square feet leased				
	R24 Annual Rent Escalation (%)				
	R25 Number of quarters to start of rent				
	R26 Number of quarter to end of rent				
	R27 Present Value of Rent				
	Sale Information				
	R28 Cap or Capitalization Rate				
	R29 Number of quarters to sale	Q18	Q12	Q8	
	R30 Sale price without rental income	\$911,164	\$1,353,152	\$1,810,627	
	R31 Sale Price with rental income				
	R32 Closing Costs (5% of sale price)	(\$45,558)	(\$67,658)	(\$90,531)	
	R33 Present value of net sale price	\$493,643	\$875,359	\$1,318,310	

Financial Results	R34 Gross Cashflow	(\$417,902)	\$505,300	\$1,262,601
	R35 Net Discounted Profit	(\$557,077)	\$160,908	\$841,029
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

NOTE 1: No environmental costs available for this site. Costs in row R16 represents Phase I only.

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

Niagara Frontier Transportation Authority - 61 & 68 Smith- Buffalo

A. ADDRESS	B. MAP NO.	C. PARCEL NO.
61 Smith Street - Buffalo	B-11	57
61 Smith Street - Buffalo	B-10	55
68 Smith Street - Buffalo	B-10	54

D. Acreage (sum of all parcels)	27.22
E. Improvements	none
F. Best Future Use	Light Industrial
G. Assumed Inflation Rate	5%

	H. Purchase Price	I. Resale Price (in todays \$)
Worst case price per acre	\$14,000	\$10,000
Expected case price per acre	\$10,000	\$14,000
Best case price per acre	\$7,100	\$20,000

Is there rental income associated with this property? No ☐

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case	
Cash Outflows	<u>Closing Costs</u>				Indicates calculated value
	R1 Property Purchase Price	(\$381,080)	(\$272,200)	(\$193,262)	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$19,054)	(\$13,610)	(\$9,663)	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	\$0	\$0	\$0	
	R6 Environmental Insurance				
	R7 Title Insurance	(\$1,239)	(\$885)	(\$821)	
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$12,000)	(\$8,000)	(\$4,000)	
	R10 Total Closing and Acquisition Costs	(\$418,372)	(\$298,195)	(\$209,746)	
	<u>Quarterly Holding Costs</u>				
	R11 Maintenance and Utilities	(\$2,000)	(\$1,500)	(\$1,000)	
	R12 General Liability Insurance	(\$7,500)	(\$7,500)	(\$7,500)	
	R13 Taxes	\$0	\$0	\$0	
	R14 Total Quarterly Holding Costs	(\$9,500)	(\$9,000)	(\$8,500)	
	R15 Present Value of Holding Costs	(\$130,658)	(\$89,586)	(\$46,046)	
	<u>Environmental Remediation Costs</u>				
	R16 Engineering costs for remedial design	(\$5,000)	(\$3,500)	(\$2,000)	
	R17 Remediation Construction Costs				
	R18 Total Engineering and Construction costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R19 Assumed remediation start quarter				
	R20 Assumed remediation end quarter				
	R21 Present Value of remediation cost	(\$5,000)	(\$3,500)	(\$2,000)	

Tax exempt - owned by NFTA

Cash Inflows	<u>Rental and Sale Information</u>			
	<u>Rental Information</u>			
	R22 Beginning Rental Rate			
	R23 Number of square feet leased			
	R24 Annual Rent Escalation (%)			
	R25 Number of quarters to start of rent			
	R26 Number of quarter to end of rent			
	R27 Present Value of Rent			
	<u>Sale Information</u>			
	R28 Cap or Capitalization Rate			
	R29 Number of quarters to sale	Q18	Q12	Q6
	R30 Sale price without rental income	\$344,662	\$447,870	\$593,859
	R31 Sale Price with rental income			
	R32 Closing Costs (5% of sale price)	(\$17,233)	(\$22,393)	(\$29,693)
	R33 Present value of net sale price	\$186,728	\$289,729	\$458,719

Click here to perform lease calculations

Financial Results	R34 Gross Cashflow	(\$281,029)	\$19,985	\$320,334
	R35 Net Discounted Profit	(\$367,303)	(\$101,552)	\$200,926
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

NOTE: No environmental costs available for this site. Costs in row R16 represents Phase I only.

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

Dussault Foundry Corporation

A. ADDRESS	B. MAP NO.	C. PARCEL NO.
2 Washburn St - Lockport	LP	15
4 Washburn St - Lockport	LP	15
6 Washburn St - Lockport	LP	15
10 Washburn St - Lockport	LP	16

D. Acreage (sum of all parcels)	5.6
E. Improvements	none
F. Best Future Use	Light Industrial/Commercial
G. Assumed Inflation Rate	5%

	H. Purchase Price	I. Resale Price (in todays \$)
Worst case price per acre	\$5,000	\$5,000
Expected case price per acre	\$4,000	\$8,000
Best case price per acre	\$0	\$10,000

Is there rental income associated with this property? No

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case	
Cash Outflows	<u>Closing Costs</u>				Indicates calculated value
	R1 Property Purchase Price	(\$28,000)	(\$22,400)	\$0	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$1,400)	(\$1,120)	\$0	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	(\$15,000)	(\$9,000)	(\$3,000)	
	R6 Environmental Insurance	(\$15,000)	(\$15,000)	(\$15,000)	
	R7 Title Insurance	(\$140)	(\$112)	(\$100)	
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)	
	R10 Total Closing and Acquisition Costs	(\$89,140)	(\$72,232)	(\$37,700)	
	<u>Quarterly Holding Costs</u>				
	R11 Maintenance and Utilities	(\$500)	(\$400)	(\$300)	
	R12 General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)	
	R13 Taxes	(\$629)	(\$629)	(\$629)	
	R14 Total Quarterly Holding Costs	(\$6,129)	(\$6,029)	(\$5,929)	
	R15 Present Value of Holding Costs	(\$84,295)	(\$60,013)	(\$32,119)	
	<u>Environmental Remediation Costs</u>				
	R16 Engineering costs for remedial design	(\$50,000)	(\$40,000)	(\$30,000)	
	R17 Remediation Construction Costs	(\$500,000)	(\$300,000)	(\$100,000)	
	R18 Total Engineering and Construction costs	(\$550,000)	(\$340,000)	(\$130,000)	
	R19 Assumed remediation start quarter	Q0	Q0	Q0	
	R20 Assumed remediation end quarter	Q6	Q6	Q6	
	R21 Present Value of remediation cost	(\$495,020)	(\$307,012)	(\$119,004)	

Cash Inflows	<u>Rental and Sale Information</u>				
	<u>Rental Information</u>				
	R22 Beginning Rental Rate				
	R23 Number of square feet leased				
	R24 Annual Rent Escalation (%)				
	R25 Number of quarters to start of rent				
	R26 Number of quarter to end of rent				
	R27 Present Value of Rent				
	<u>Sale Information</u>				
	R28 Cap or Capitalization Rate				
	R29 Number of quarters to sale	Q18	Q12	Q6	
	R30 Sale price without rental income	\$35,454	\$52,652	\$61,088	
	R31 Sale Price with rental income				
	R32 Closing Costs (5% of sale price)	(\$1,773)	(\$2,633)	(\$3,054)	
	R33 Present value of net sale price	\$19,208	\$34,061	\$47,186	

Click here to perform lease calculations

Financial Results	R34 Gross Cashflow	(\$734,214)	(\$444,113)	(\$149,704)
	R35 Net Discounted Profit	(\$649,248)	(\$405,196)	(\$141,636)
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

Note: The property is suitable for either light industrial or commercial use, however the value of the property is not

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

Former Flintkote Site

A. ADDRESS	B. MAP NO.	C. PARCEL NO.
300 Mill St - Lockport	LP	5
198 Mill St - Lockport	LP	7

D. Acreage (sum of all parcels)	8.25
E. Improvements	50,354 SF Bldg
F. Best Future Use	Light Industrial
G. Assumed Inflation Rate	5%

	H. Purchase Price
Worst case price per acre	\$5,000
Expected case price per acre	\$4,000
Best case price per acre	\$0

Is there rental income associated with this property? Yes ☐

		Worst Case	Expected Case	Best Case	
Cash Outflows	Closing Costs				Indicates calculated value
	R1 Property Purchase Price	(\$41,250)	(\$33,000)	\$0	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$2,063)	(\$1,650)	\$0	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	(\$261,000)	(\$261,000)	(\$261,000)	
	R6 Environmental Insurance	(\$22,000)	(\$22,000)	(\$22,000)	
	R7 Title Insurance	(\$206)	(\$165)	(\$100)	
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)	
	R10 Total Closing and Acquisition Costs	(\$356,119)	(\$342,415)	(\$302,700)	
	Quarterly Holding Costs				
	R11 Maintenance and Utilities	(\$500)	(\$400)	(\$300)	
	R12 General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)	
	R13 Taxes	(\$393)	(\$393)	(\$393)	
	R14 Total Quarterly Holding Costs	(\$5,893)	(\$5,793)	(\$5,693)	
	R15 Present Value of Holding Costs	(\$180,032)	(\$170,112)	(\$157,557)	
	Environmental Remediation Costs				
	R16 Engineering costs for remedial design	\$0	\$0	\$0	Included in Remediation Costs
	R17 Remediation Construction Costs	(\$8,700,000)	(\$8,700,000)	(\$8,700,000)	
	R18 Total Engineering and Construction costs	(\$8,700,000)	(\$8,700,000)	(\$8,700,000)	
	R19 Assumed remediation start quarter	Q0	Q0	Q0	
	R20 Assumed remediation end quarter	Q8	Q8	Q8	
	R21 Present Value of remediation cost	(\$7,526,572)	(\$7,526,572)	(\$7,526,572)	

Cash Inflows	Rental and Sale Information				
	Rental Information				
	R22 Beginning Rental Rate	\$3.50/sf	\$4.00/sf	\$4.25/sf	Click here to perform lease calculations
	R23 Number of square feet leased	50354 sf	50354 sf	50354 sf	
	R24 Annual Rent Escalation (%)	3.0%	3.0%	3.0%	
	R25 Number of quarters to start of rent	Q4	Q2	Q0	
	R26 Number of quarter to end of rent	Q36	Q60	Q60	
	R27 Present Value of Rent	\$980,555	\$1,596,173	\$1,723,818	
	Sale Information				
	R28 Cap or Capitalization Rate	14.0%	14.0%	14.0%	
	R29 Number of quarters to sale	Q84	Q72	Q60	
	R30 Sale price without rental income				
	R31 Sale Price with rental income	\$1,548,227	\$2,176,141	\$2,312,150	
	R32 Closing Costs (5% of sale price)	(\$77,411)	(\$108,807)	(\$115,608)	
	R33 Present value of net sale price	\$119,232	\$238,942	\$361,967	

Financial Results	R34 Gross Cashflow	(\$8,391,654)	(\$7,550,540)	(\$7,206,801)
	R35 Net Discounted Profit	(\$6,962,935)	(\$6,203,983)	(\$5,901,044)
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

White Transportation

A. ADDRESS	B. MAP NO.	C. PARCEL NO.
30 Mill St - Lockport	LP	13
34 Mill St - Lockport	LP	14
38 Mill St - Lockport	LP	12
40 Mill St - Lockport	LP	11

D. Acreage (sum of all parcels)	2.18
E. Improvements	none
F. Best Future Use	Light Industrial/Commercial
G. Assumed Inflation Rate	5%

	H. Purchase Price	I. Resale Price (in todays \$)
Worst case price per acre	\$5,000	\$5,000
Expected case price per acre	\$4,000	\$8,000
Best case price per acre	\$0	\$10,000

Is there rental income associated with this property?

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case	
Cash Outflows	Closing Costs				Indicates calculated value
	R1 Property Purchase Price	(\$10,900)	(\$8,720)	\$0	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$545)	(\$436)	\$0	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	(\$15,000)	(\$9,000)	(\$3,000)	
	R6 Environmental Insurance	(\$22,000)	(\$22,000)	(\$22,000)	
	R7 Title Insurance	(\$100)	(\$100)	(\$100)	
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)	
	R10 Total Closing and Acquisition Costs	(\$78,145)	(\$64,856)	(\$44,700)	
	Quarterly Holding Costs				
	R11 Maintenance and Utilities	(\$500)	(\$400)	(\$300)	
	R12 General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)	
	R13 Taxes	(\$393)	(\$393)	(\$393)	
	R14 Total Quarterly Holding Costs	(\$5,893)	(\$5,793)	(\$5,693)	
	R15 Present Value of Holding Costs	(\$81,049)	(\$57,664)	(\$30,840)	
	Environmental Remediation Costs				
	R16 Engineering costs for remedial design	(\$50,000)	(\$40,000)	(\$30,000)	
	R17 Remediation Construction Costs	(\$500,000)	(\$300,000)	(\$100,000)	
	R18 Total Engineering and Construction costs	(\$550,000)	(\$340,000)	(\$130,000)	
	R19 Assumed remediation start quarter	Q0	Q0	Q0	
	R20 Assumed remediation end quarter	Q6	Q6	Q6	
	R21 Present Value of remediation cost	(\$495,020)	(\$307,012)	(\$119,004)	

Cash Inflows	Rental and Sale Information				
	Rental Information				
	R22 Beginning Rental Rate				
	R23 Number of square feet leased				
	R24 Annual Rent Escalation (%)				
	R25 Number of quarters to start of rent				
	R26 Number of quarter to end of rent				
	R27 Present Value of Rent				
	Sale Information				
	R28 Cap or Capitalization Rate				
	R29 Number of quarters to sale	Q18	Q12	Q6	
	R30 Sale price without rental income	\$13,802	\$20,497	\$23,781	
	R31 Sale Price with rental income				
	R32 Closing Costs (5% of sale price)	(\$690)	(\$1,025)	(\$1,189)	
	R33 Present value of net sale price	\$7,477	\$13,259	\$18,369	

Click here to perform lease calculations

Financial Results	R34 Gross Cashflow	(\$739,845)	(\$465,584)	(\$192,296)
	R35 Net Discounted Profit	(\$646,737)	(\$416,272)	(\$176,175)
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

Note: The property is suitable for either light industrial or commercial use, however the value of the property is not

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

Former International Paper

A. ADDRESS	B. MAP NO.	C. PARCEL NO.
133 Michigan Ave - N. Tonawanda	NT-1	1
231 Michigan Ave - N. Tonawanda	NT-1	2
280 Michigan Ave - N. Tonawanda	NT-1	3
2 Bridge St - N. Tonawanda	NT-1	4
4 Bridge St - N. Tonawanda	NT-1	5

D. Acreage (sum of all parcels)	47.1
E. Improvements	none
F. Best Future Use	Light Industrial
G. Assumed Inflation Rate	5%

Model based on Industrial Use

	H. Purchase Price	I. Resale Price (in todays \$)
Worst case price per acre	\$5,000	\$10,000
Expected case price per acre	\$4,000	\$12,500
Best case price per acre	\$0	\$15,000

Is there rental income associated with this property?

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case	
Cash Outflows	<u>Closing Costs</u>				Indicates calculated value
	R1 Property Purchase Price	(\$235,500)	(\$188,400)	\$0	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$11,775)	(\$9,420)	\$0	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	(\$27,000)	(\$19,500)	(\$12,000)	
	R6 Environmental Insurance	(\$200,000)	(\$150,000)	(\$100,000)	
	R7 Title Insurance	(\$1,001)	(\$801)	(\$100)	
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)	
	R10 Total Closing and Acquisition Costs	(\$504,876)	(\$392,721)	(\$131,700)	
	<u>Quarterly Holding Costs</u>				
	R11 Maintenance and Utilities	(\$500)	(\$400)	(\$300)	
	R12 General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)	
	R13 Taxes	(\$30,350)	(\$30,350)	(\$30,350)	
	R14 Total Quarterly Holding Costs	(\$35,850)	(\$35,750)	(\$35,650)	
	R15 Present Value of Holding Costs	(\$493,063)	(\$355,856)	(\$193,123)	
	<u>Environmental Remediation Costs</u>				
	R16 Engineering costs for remedial design	(\$50,000)	(\$40,000)	(\$30,000)	
	R17 Remediation Construction Costs	(\$900,000)	(\$650,000)	(\$400,000)	
	R18 Total Engineering and Construction costs	(\$950,000)	(\$690,000)	(\$430,000)	
	R19 Assumed remediation start quarter	Q4	Q4	Q4	
	R20 Assumed remediation end quarter	Q12	Q12	Q12	
	R21 Present Value of remediation cost	(\$741,786)	(\$539,623)	(\$337,460)	

Cash Inflows	<u>Rental and Sale Information</u>				
	<u>Rental Information</u>				
	R22 Beginning Rental Rate				
	R23 Number of square feet leased				
	R24 Annual Rent Escalation (%)				
	R25 Number of quarters to start of rent				
	R26 Number of quarter to end of rent				
	R27 Present Value of Rent				
	<u>Sale Information</u>				
	R28 Cap or Capitalization Rate				
	R29 Number of quarters to sale	Q18	Q12	Q6	
	R30 Sale price without rental income	\$596,385	\$691,937	\$770,686	
	R31 Sale Price with rental income				
	R32 Closing Costs (5% of sale price)	(\$29,819)	(\$34,597)	(\$38,534)	
	R33 Present value of net sale price	\$323,104	\$447,616	\$595,306	

Click here to perform lease calculations

Financial Results	R34 Gross Cashflow	(\$1,621,980)	(\$892,039)	(\$50,120)
	R35 Net Discounted Profit	(\$1,416,621)	(\$840,583)	(\$66,977)
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

Former International Paper

A. ADDRESS	B. MAP NO.	C. PARCEL NO.
133 Michigan Ave - N. Tonawanda	NT-1	1
231 Michigan Ave - N. Tonawanda	NT-1	2
280 Michigan Ave - N. Tonawanda	NT-1	3
2 Bridge St - N. Tonawanda	NT-1	4
4 Bridge St - N. Tonawanda	NT-1	5

D. Acreage (sum of all parcels)	47.1
E. Improvements	none
F. Best Future Use	Marina/Waterfront Residential
G. Assumed Inflation Rate	5%

Model based on Marina or Waterfront Residential

	H. Purchase Price	I. Resale Price (in todays \$)
Worst case price per acre	\$5,000	\$8,000
Expected case price per acre	\$4,000	\$11,000
Best case price per acre	\$0	\$15,000

Is there rental income associated with this property?

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case	
Cash Outflows	Closing Costs				Indicates calculated value
	R1 Property Purchase Price	(\$235,500)	(\$188,400)	\$0	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$11,775)	(\$9,420)	\$0	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	(\$27,000)	(\$19,500)	(\$12,000)	
	R6 Environmental Insurance	(\$200,000)	(\$150,000)	(\$100,000)	
	R7 Title Insurance	(\$1,001)	(\$801)	(\$100)	
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)	
	R10 Total Closing and Acquisition Costs	(\$504,876)	(\$392,721)	(\$131,700)	
	Quarterly Holding Costs				
	R11 Maintenance and Utilities	(\$500)	(\$400)	(\$300)	
	R12 General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)	
	R13 Taxes	(\$30,350)	(\$30,350)	(\$30,350)	
	R14 Total Quarterly Holding Costs	(\$35,850)	(\$35,750)	(\$35,650)	
	R15 Present Value of Holding Costs	(\$493,063)	(\$355,856)	(\$193,123)	
	Environmental Remediation Costs				
	R16 Engineering costs for remedial design	(\$50,000)	(\$40,000)	(\$30,000)	
	R17 Remediation Construction Costs	(\$900,000)	(\$650,000)	(\$400,000)	
	R18 Total Engineering and Construction costs	(\$950,000)	(\$690,000)	(\$430,000)	
	R19 Assumed remediation start quarter	Q4	Q4	Q4	
	R20 Assumed remediation end quarter	Q12	Q12	Q12	
	R21 Present Value of remediation cost	(\$741,786)	(\$539,623)	(\$337,460)	

Cash Inflows	Rental and Sale Information				
	Rental Information				
	R22 Beginning Rental Rate				
	R23 Number of square feet leased				
	R24 Annual Rent Escalation (%)				
	R25 Number of quarters to start of rent				
	R26 Number of quarter to end of rent				
	R27 Present Value of Rent				
	Sale Information				
	R28 Cap or Capitalization Rate				
	R29 Number of quarters to sale	Q18	Q12	Q6	
	R30 Sale price without rental income	\$477,108	\$608,904	\$770,686	
	R31 Sale Price with rental income				
	R32 Closing Costs (5% of sale price)	(\$23,855)	(\$30,445)	(\$38,534)	
	R33 Present value of net sale price	\$258,484	\$393,902	\$595,306	

Click here to perform lease calculations

Financial Results	R34 Gross Cashflow	(\$1,741,257)	(\$975,071)	(\$50,120)
	R35 Net Discounted Profit	(\$1,481,241)	(\$894,297)	(\$66,977)
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

Moore Business Forms

A. ADDRESS	B. MAP NO.	C. PARCEL NO.
901 Buffalo Ave - Niagara Falls		

D. Acreage (sum of all parcels)	1.5
E. Improvements	none
F. Best Future Use	Light Industrial
G. Assumed Inflation Rate	5%

	H. Purchase Price	I. Resale Price (in todays \$)
Worst case price per acre	\$14,000	\$10,000
Expected case price per acre	\$10,000	\$14,000
Best case price per acre	\$7,100	\$20,000

Is there rental income associated with this property?

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case	
Cash Outflows	Closing Costs				Indicates calculated value
	R1 Property Purchase Price	(\$21,000)	(\$15,000)	(\$10,650)	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$1,050)	(\$750)	(\$533)	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	\$0	\$0	\$0	
	R6 Environmental Insurance				
	R7 Title Insurance	(\$105)	(\$100)	(\$100)	
	R8 Due Dilegence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)	
	R10 Total Closing and Acquisition Costs	(\$51,755)	(\$40,450)	(\$30,882)	
	Quarterly Holding Costs				
	R11 Maintenance and Utilities	(\$1,000)	(\$750)	(\$500)	
	R12 General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)	
	R13 Taxes	(\$786)	(\$786)	(\$786)	
	R14 Total Quarterly Holding Costs	(\$6,786)	(\$6,536)	(\$6,286)	
	R15 Present Value of Holding Costs	(\$93,331)	(\$65,059)	(\$34,052)	
	Environmental Remediation Costs				
	R16 Engineering costs for remedial design	(\$5,000)	(\$3,500)	(\$2,000)	
	R17 Remediation Construction Costs	\$0	\$0	\$0	
	R18 Total Engineering and Construction costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R19 Assumed remediation start quarter				
	R20 Assumed remediation end quarter				
	R21 Present Value of remediation cost	(\$5,000)	(\$3,500)	(\$2,000)	

Cash Inflows	Rental and Sale Information				
	Rental Information				
	R22 Beginning Rental Rate				
	R23 Number of square feet leased				
	R24 Annual Rent Escalation (%)				
	R25 Number of quarters to start of rent				
	R26 Number of quarter to end of rent				
	R27 Present Value of Rent				
	Sale Information				
	R28 Cap or Capitalization Rate				
	R29 Number of quarters to sale	Q18	Q12	Q6	
	R30 Sale price without rental income	\$18,993	\$24,681	\$32,726	
	R31 Sale Price with rental income				
	R32 Closing Costs (5% of sale price)	(\$950)	(\$1,234)	(\$1,636)	
	R33 Present value of net sale price	\$10,290	\$15,966	\$25,278	

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Financial Results	R34 Gross Cashflow	(\$182,282)	(\$110,911)	(\$45,844)
	R35 Net Discounted Profit	(\$139,796)	(\$93,043)	(\$41,656)
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

NOTE: No environmental costs available for this site. Costs in row R16 represents Phase I only.

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

Fontanrosa Site			
A. ADDRESS	B. MAP NO.	C. PARCEL NO.	D. Acreage (sum of all parcels)
1501 Buffalo Ave - Niagara Falls			1.4
			E. Improvements
			11,000 SF Bldg
			F. Best Future Use
			Light Industrial
			G. Assumed Inflation Rate
			5%

	H. Purchase Price
Worst case price per acre	\$117,900
Expected case price per acre	\$102,700
Best case price per acre	\$94,300

Is there rental income associated with this property? Yes ☐

		Worst Case	Expected Case	Best Case	
Cash Outflows		Closing Costs			
	R1	Property Purchase Price	(\$173,001)	(\$151,721)	(\$139,961)
	R2	Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%
	R3	Broker Fee (\$) for Property (Buy side)	(\$8,650)	(\$7,586)	(\$6,998)
	R4	Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%
	R5	Broker Fee (\$) for Remediation (Buy side)	\$0	\$0	\$0
	R6	Environmental Insurance			
	R7	Title Insurance	(\$735)	(\$645)	(\$700)
	R8	Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)
	R9	Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)
	R10	Total Closing and Acquisition Costs	(\$211,986)	(\$184,552)	(\$167,259)
		Quarterly Holding Costs			
	R11	Maintenance and Utilities	(\$1,000)	(\$750)	(\$500)
	R12	General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)
	R13	Taxes	(\$1,044)	(\$1,044)	(\$1,044)
	R14	Total Quarterly Holding Costs	(\$7,044)	(\$6,794)	(\$6,544)
	R15	Present Value of Holding Costs	(\$96,880)	(\$67,628)	(\$35,450)
		Environmental Remediation Costs			
	R16	Engineering costs for remedial design	(\$5,000)	(\$3,500)	(\$2,000)
	R17	Remediation Construction Costs			
	R18	Total Engineering and Construction costs	(\$5,000)	(\$3,500)	(\$2,000)
R19	Assumed remediation start quarter				
R20	Assumed remediation end quarter				
R21	Present Value of remediation cost	(\$5,000)	(\$3,500)	(\$2,000)	

Indicates calculated value
Indicates user input value

Note: Property has back taxes in the amount of \$6,932 for the city and \$1009 for the county. These have been added to the purchase.

Cash Inflows	Rental and Sale Information				
	Rental Information				
	R22	Beginning Rental Rate	\$3.50/sf	\$4.00/sf	\$4.50/sf
	R23	Number of square feet leased	11000 sf	11000 sf	11000 sf
	R24	Annual Rent Escalation (%)	2.0%	2.5%	3.0%
	R25	Number of quarters to start of rent	Q4	Q2	Q0
	R26	Number of quarter to end of rent	Q36	Q60	Q60
	R27	Present Value of Rent	\$111,292	\$95,582	\$67,669
	Sale Information				
	R28	Cap or Capitalization Rate	12.0%	10.0%	9.0%
	R29	Number of quarters to sale	Q18	Q12	Q6
	R30	Sale price without rental income			
	R31	Sale Price with rental income	\$340,471	\$462,275	\$566,500
	R32	Closing Costs (5% of sale price)	(\$17,024)	(\$23,114)	(\$28,325)
	R33	Present value of net sale price	\$184,458	\$299,047	\$437,586

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Financial Results					
	R34	Gross Cashflow			
	R35	Net Discounted Profit			
	R36	Discount Rate (or Cost of Capital)			

NOTE: No environmental costs available for this site. Costs in row R16 represents Phase I only.

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

Fontanrosa Site			
A. ADDRESS	B. MAP NO.	C. PARCEL NO.	D. Acreage (sum of all parcels)
1501 Buffalo Ave - Niagara Falls			1.4
			E. Improvements
			11,000 SF Bldg
			F. Best Future Use
			Light Industrial
			G. Assumed Inflation Rate
			5%

	H. Purchase Price	I. Resale Price (in todays \$)
Worst case price per acre	\$117,900	\$94,300
Expected case price per acre	\$102,700	\$106,000
Best case price per acre	\$94,300	\$121,500

Is there rental income associated with this property? ☐ No ☒ Yes

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case
Cash Outflows	Closing Costs			
	R1 Property Purchase Price	(\$173,001)	(\$151,721)	(\$139,961)
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%
	R3 Broker Fee (\$) for Property (Buy side)	(\$8,650)	(\$7,586)	(\$6,998)
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%
	R5 Broker Fee (\$) for Remediation (Buy side)	\$0	\$0	\$0
	R6 Environmental Insurance			
	R7 Title Insurance	(\$735)	(\$645)	(\$700)
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)
	R9 Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)
	R10 Total Closing and Acquisition Costs	(\$211,986)	(\$184,552)	(\$167,259)
	Quarterly Holding Costs			
	R11 Maintenance and Utilities	(\$1,000)	(\$750)	(\$500)
	R12 General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)
	R13 Taxes	(\$1,044)	(\$1,044)	(\$1,044)
	R14 Total Quarterly Holding Costs	(\$7,044)	(\$6,794)	(\$6,544)
	R15 Present Value of Holding Costs	(\$96,880)	(\$67,628)	(\$35,450)
	Environmental Remediation Costs			
	R16 Engineering costs for remedial design	(\$5,000)	(\$3,500)	(\$2,000)
	R17 Remediation Construction Costs			
	R18 Total Engineering and Construction costs	(\$5,000)	(\$3,500)	(\$2,000)
	R19 Assumed remediation start quarter			
	R20 Assumed remediation end quarter			
	R21 Present Value of remediation cost	(\$5,000)	(\$3,500)	(\$2,000)

Indicates calculated value

Indicates user input value

Note: Property has back taxes in the amount of \$6,932 for the city and \$1009 for the county. These have been added to the purchase

Cash Inflows	Rental and Sale Information			
	Rental Information			
	R22 Beginning Rental Rate			
	R23 Number of square feet leased			
	R24 Annual Rent Escalation (%)			
	R25 Number of quarters to start of rent			
	R26 Number of quarter to end of rent			
	R27 Present Value of Rent			
	Sale Information			
	R28 Cap or Capitalization Rate			
	R29 Number of quarters to sale	Q18	Q12	Q6
	R30 Sale price without rental income	\$167,165	\$174,409	\$185,554
	R31 Sale Price with rental income			
	R32 Closing Costs (5% of sale price)	(\$8,358)	(\$8,720)	(\$9,278)
	R33 Present value of net sale price	\$90,565	\$112,826	\$143,329

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Financial Results	R34 Gross Cashflow	(\$199,836)	(\$108,902)	(\$31,267)
	R35 Net Discounted Profit	(\$223,301)	(\$142,853)	(\$61,380)
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

NOTE: No environmental costs available for this site. Costs in row R16 represents Phase I only.

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

1051 Buffalo Ave - Niagara Falls (Municipality-Owned)

A. ADDRESS	B. MAP NO.	C. PARCEL NO.
1051 Buffalo Ave- Niagara Falls		

D. Acreage (sum of all parcels)	1.96
E. Improvements	none
F. Best Future Use	Light Industrial
G. Assumed Inflation Rate	5%

	H. Purchase Price	I. Resale Price (in todays \$)
Worst case price per acre	\$14,000	\$10,000
Expected case price per acre	\$10,000	\$14,000
Best case price per acre	\$7,100	\$20,000

Is there rental income associated with this property? No ▼

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case	
Cash Outflows					Closing Costs
	R1	Property Purchase Price	(\$27,440)	(\$19,600)	(\$13,916)
	R2	Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%
	R3	Broker Fee (\$) for Property (Buy side)	(\$1,372)	(\$980)	(\$696)
	R4	Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%
	R5	Broker Fee (\$) for Remediation (Buy side)	\$0	\$0	\$0
	R6	Environmental Insurance			
	R7	Title Insurance	(\$137)	(\$100)	(\$100)
	R8	Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)
	R9	Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)
	R10	Total Closing and Acquisition Costs	(\$58,549)	(\$45,280)	(\$34,312)
					Quarterly Holding Costs
	R11	Maintenance and Utilities	(\$1,000)	(\$750)	(\$500)
	R12	General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)
	R13	Taxes	(\$546)	(\$546)	(\$546)
	R14	Total Quarterly Holding Costs	(\$6,546)	(\$6,296)	(\$6,046)
	R15	Present Value of Holding Costs	(\$90,030)	(\$62,670)	(\$32,752)
					Environmental Remediation Costs
	R16	Engineering costs for remedial design	(\$5,000)	(\$3,500)	(\$2,000)
	R17	Remediation Construction Costs			
	R18	Total Engineering and Construction costs	(\$5,000)	(\$3,500)	(\$2,000)
	R19	Assumed remediation start quarter			
	R20	Assumed remediation end quarter			
	R21	Present Value of remediation cost	(\$5,000)	(\$3,500)	(\$2,000)

Indicates calculated value
Indicates user input value

Cash Inflows		Rental and Sale Information			
		Rental Information			
	R22	Beginning Rental Rate			
	R23	Number of square feet leased			
	R24	Annual Rent Escalation (%)			
	R25	Number of quarters to start of rent			
	R26	Number of quarter to end of rent			
	R27	Present Value of Rent			
		Sale Information			
	R28	Cap or Capitalization Rate			
	R29	Number of quarters to sale	Q18	Q12	Q6
	R30	Sale price without rental income	\$24,818	\$32,249	\$42,761
	R31	Sale Price with rental income			
	R32	Closing Costs (5% of sale price)	(\$1,241)	(\$1,612)	(\$2,138)
	R33	Present value of net sale price	\$13,446	\$20,862	\$33,030

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Financial Results	R34	Gross Cashflow	(\$178,140)	(\$104,808)	(\$37,493)
	R35	Net Discounted Profit	(\$140,134)	(\$90,588)	(\$36,034)
	R36	Discount Rate (or Cost of Capital)	12%	12%	12%

NOTE: No environmental costs available for this site. Costs in row R16 represents Phase I only.

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

1001 Buffalo Ave - Niagara Falls (Municipality-Owned)

A. ADDRESS	B. MAP NO.	C. PARCEL NO.
1001 Buffalo Ave - Niagara Falls		

D. Acreage (sum of all parcels)	3.8
E. Improvements	131,025 SF Bldg
F. Best Future Use	Light Industrial
G. Assumed Inflation Rate	5%

	H. Purchase Price
Worst case price per acre	\$487,700
Expected case price per acre	\$422,400
Best case price per acre	\$362,000

Is there rental income associated with this property? Yes ☐

		Worst Case	Expected Case	Best Case	
Cash Outflows	Closing Costs				Indicates calculated value
	R1 Property Purchase Price	(\$1,853,260)	(\$1,605,120)	(\$1,375,600)	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$92,663)	(\$80,256)	(\$68,780)	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	\$0	\$0	\$0	
	R6 Environmental Insurance				
	R7 Title Insurance	(\$4,818)	(\$4,173)	(\$3,577)	
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)	
	R10 Total Closing and Acquisition Costs	(\$1,980,341)	(\$1,714,149)	(\$1,467,556)	
	Quarterly Holding Costs				
	R11 Maintenance and Utilities	(\$1,000)	(\$750)	(\$500)	
	R12 General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)	
	R13 Taxes	(\$104)	(\$104)	(\$104)	
	R14 Total Quarterly Holding Costs	(\$6,104)	(\$5,854)	(\$5,604)	
	R15 Present Value of Holding Costs	(\$83,951)	(\$58,271)	(\$30,358)	
	Environmental Remediation Costs				
	R16 Engineering costs for remedial design	(\$5,000)	(\$3,500)	(\$2,000)	
	R17 Remediation Construction Costs				
	R18 Total Engineering and Construction costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R19 Assumed remediation start quarter				
	R20 Assumed remediation end quarter				
	R21 Present Value of remediation cost	(\$5,000)	(\$3,500)	(\$2,000)	

Cash Inflows	Rental and Sale Information				
	Rental Information				
	R22 Beginning Rental Rate	\$3.50/sf	\$4.00/sf	\$4.25/sf	
	R23 Number of square feet leased	131025 sf	131025 sf	131025 sf	
	R24 Annual Rent Escalation (%)	3.0%	3.0%	3.0%	
	R25 Number of quarters to start of rent	Q4	Q2	Q0	
	R26 Number of quarter to end of rent	Q36	Q60	Q60	
	R27 Present Value of Rent	\$1,341,173	\$1,142,704	\$761,250	
	Sale Information				
	R28 Cap or Capitalization Rate	12.0%	10.0%	9.0%	
	R29 Number of quarters to sale	Q18	Q12	Q6	
	R30 Sale price without rental income				
	R31 Sale Price with rental income	\$4,175,925	\$5,560,177	\$6,372,910	
	R32 Closing Costs (5% of sale price)	(\$208,796)	(\$278,009)	(\$318,646)	
	R33 Present value of net sale price	\$2,262,398	\$3,596,899	\$4,922,671	

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Financial Results	R34 Gross Cashflow	\$2,060,588	\$3,760,448	\$4,862,624
	R35 Net Discounted Profit	\$1,534,278	\$2,963,684	\$4,184,007
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

NOTE: No environmental costs available for this site. Costs in row R16 represents Phase I only.

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

1001 Buffalo Ave - Niagara Falls (Municipality-Owned)

A. ADDRESS	B. MAP NO.	C. PARCEL NO.
1001 Buffalo Ave - Niagara Falls		

D. Acreage (sum of all parcels)	3.8
E. Improvements	131,025 SF Bldg
F. Best Future Use	Light Industrial
G. Assumed Inflation Rate	5%

	H. Purchase Price	I. Resale Price (in todays \$)
Worst case price per acre	\$487,700	\$487,700
Expected case price per acre	\$422,400	\$422,400
Best case price per acre	\$362,000	\$362,000

Is there rental income associated with this property? No

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case	
Cash Outflows	<u>Closing Costs</u>				Indicates calculated value
	R1 Property Purchase Price	(\$1,853,260)	(\$1,605,120)	(\$1,375,600)	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$92,663)	(\$80,256)	(\$68,780)	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	\$0	\$0	\$0	
	R6 Environmental Insurance				
	R7 Title Insurance	(\$4,818)	(\$4,173)	(\$3,577)	
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)	
	R10 Total Closing and Acquisition Costs	(\$1,980,341)	(\$1,714,149)	(\$1,467,556)	
	<u>Quarterly Holding Costs</u>				
	R11 Maintenance and Utilities	(\$1,000)	(\$750)	(\$500)	
	R12 General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)	
	R13 Taxes	(\$104)	(\$104)	(\$104)	
	R14 Total Quarterly Holding Costs	(\$6,104)	(\$5,854)	(\$5,604)	
	R15 Present Value of Holding Costs	(\$83,951)	(\$58,271)	(\$30,358)	
	<u>Environmental Remediation Costs</u>				
	R16 Engineering costs for remedial design	(\$5,000)	(\$3,500)	(\$2,000)	
	R17 Remediation Construction Costs				
	R18 Total Engineering and Construction costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R19 Assumed remediation start quarter				
	R20 Assumed remediation end quarter				
	R21 Present Value of remediation cost	(\$5,000)	(\$3,500)	(\$2,000)	

Cash Inflows	<u>Rental and Sale Information</u>				
	<u>Rental Information</u>				
	R22 Beginning Rental Rate				
	R23 Number of square feet leased				
	R24 Annual Rent Escalation (%)				
	R25 Number of quarters to start of rent				
	R26 Number of quarter to end of rent				
	R27 Present Value of Rent				
	<u>Sale Information</u>				
	R28 Cap or Capitalization Rate				
	R29 Number of quarters to sale	Q18	Q12	Q6	
	R30 Sale price without rental income	\$2,346,616	\$1,886,440	\$1,500,574	
	R31 Sale Price with rental income				
	R32 Closing Costs (5% of sale price)	(\$117,331)	(\$94,322)	(\$75,029)	
	R33 Present value of net sale price	\$1,271,330	\$1,220,345	\$1,159,099	

Financial Results	R34 Gross Cashflow	\$231,279	\$86,711	(\$9,713)
	R35 Net Discounted Profit	(\$797,963)	(\$555,575)	(\$340,816)
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

NOTE: No environmental costs available for this site. Costs in row R16 represents Phase I only.

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Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

951 Buffalo Ave - Niagara Falls (Municipality-Owned)

A. ADDRESS	B. MAP NO.	C. PARCEL NO.
951 Buffalo Ave - Niagara Falls		

D. Acreage (sum of all parcels)	1.73
E. Improvements	none
F. Best Future Use	Light Industrial
G. Assumed Inflation Rate	5%

	H. Purchase Price	I. Resale Price (in today's \$)
Worst case price per acre	\$14,000	\$10,000
Expected case price per acre	\$10,000	\$14,000
Best case price per acre	\$7,100	\$20,000

Is there rental income associated with this property?

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case	
Cash Outflows	Closing Costs				Indicates calculated value
	R1 Property Purchase Price	(\$24,220)	(\$17,300)	(\$12,283)	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$1,211)	(\$865)	(\$614)	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	\$0	\$0	\$0	
	R6 Environmental Insurance				
	R7 Title Insurance	(\$121)	(\$100)	(\$100)	
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)	
	R10 Total Closing and Acquisition Costs	(\$55,152)	(\$42,865)	(\$32,597)	
	Quarterly Holding Costs				
	R11 Maintenance and Utilities	(\$1,000)	(\$750)	(\$500)	
	R12 General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)	
	R13 Taxes	\$0	\$0	\$0	No taxes - owned by the City of Niagara Falls
	R14 Total Quarterly Holding Costs	(\$6,000)	(\$5,750)	(\$5,500)	
	R15 Present Value of Holding Costs	(\$82,521)	(\$57,236)	(\$29,795)	
	Environmental Remediation Costs				
	R16 Engineering costs for remedial design	(\$5,000)	(\$3,500)	(\$2,000)	
	R17 Remediation Construction Costs				
	R18 Total Engineering and Construction costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R19 Assumed remediation start quarter				
	R20 Assumed remediation end quarter				
	R21 Present Value of remediation cost	(\$5,000)	(\$3,500)	(\$2,000)	
Cash Inflows	Rental and Sale Information				
	Rental Information				
	R22 Beginning Rental Rate				
	R23 Number of square feet leased				
	R24 Annual Rent Escalation (%)				
	R25 Number of quarters to start of rent				
	R26 Number of quarter to end of rent				
	R27 Present Value of Rent				
	Sale Information				
	R28 Cap or Capitalization Rate				
	R29 Number of quarters to sale	Q18	Q12	Q6	
	R30 Sale price without rental income	\$21,905	\$28,465	\$37,743	
Financial Results	R31 Sale Price with rental income				
	R32 Closing Costs (5% of sale price)	(\$1,095)	(\$1,423)	(\$1,887)	
	R33 Present value of net sale price	\$11,868	\$18,414	\$29,154	
Financial Results	R34 Gross Cashflow	(\$166,027)	(\$98,521)	(\$36,828)	
	R35 Net Discounted Profit	(\$130,805)	(\$85,186)	(\$35,237)	
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%	

NOTE: No environmental costs available for this site. Costs in row R16 represents Phase I only.

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lease calculations

Niagara Strategic Brownfields Waterfront Plan - FINANCIAL ANALYSIS WORKSHEET

Niagara Mohawk			
A. ADDRESS	B. MAP NO.	C. PARCEL NO.	D. Acreage (sum of all parcels)
1505 Buffalo Ave - Niagara Falls			12.1
			E. Improvements
			none
			F. Best Future Use
			Light Industrial
			G. Assumed Inflation Rate
			5%

	H. Purchase Price	I. Resale Price (in todays \$)
Worst case price per acre	\$14,000	\$10,000
Expected case price per acre	\$10,000	\$14,000
Best case price per acre	\$7,100	\$20,000

Is there rental income associated with this property? No

Please input the resale values in the adjacent table

		Worst Case	Expected Case	Best Case	
Cash Outflows	Closing Costs				Indicates calculated value
	R1 Property Purchase Price	(\$169,400)	(\$121,000)	(\$85,910)	Indicates user input value
	R2 Broker Fee (%) for Property (Buy side)	5.0%	5.0%	5.0%	
	R3 Broker Fee (\$) for Property (Buy side)	(\$8,470)	(\$6,050)	(\$4,296)	
	R4 Broker Fee (%) for Remediation (Buy side)	3.0%	3.0%	3.0%	
	R5 Broker Fee (\$) for Remediation (Buy side)	\$0	\$0	\$0	
	R6 Environmental Insurance				
	R7 Title Insurance	(\$720)	(\$605)	(\$430)	
	R8 Due Diligence Costs	(\$5,000)	(\$3,500)	(\$2,000)	
	R9 Legal Fees	(\$24,600)	(\$21,100)	(\$17,600)	
	R10 Total Closing and Acquisition Costs	(\$208,190)	(\$152,255)	(\$110,235)	
	Quarterly Holding Costs				
	R11 Maintenance and Utilities	(\$1,000)	(\$750)	(\$500)	
	R12 General Liability Insurance	(\$5,000)	(\$5,000)	(\$5,000)	
	R13 Taxes	(\$6,073)	(\$6,073)	(\$6,073)	
	R14 Total Quarterly Holding Costs	(\$12,073)	(\$11,823)	(\$11,573)	
	R15 Present Value of Holding Costs	(\$166,046)	(\$117,686)	(\$62,693)	
	Environmental Remediation Costs				
	R16 Engineering costs for remedial design	(\$10,000)	(\$7,000)	(\$4,000)	
	R17 Remediation Construction Costs				
	R18 Total Engineering and Construction costs	(\$10,000)	(\$7,000)	(\$4,000)	
	R19 Assumed remediation start quarter				
	R20 Assumed remediation end quarter				
	R21 Present Value of remediation cost	(\$10,000)	(\$7,000)	(\$4,000)	

Cash Inflows	Rental and Sale Information				
	Rental Information				
	R22 Beginning Rental Rate				
	R23 Number of square feet leased				
	R24 Annual Rent Escalation (%)				
	R25 Number of quarters to start of rent				
	R26 Number of quarter to end of rent				
	R27 Present Value of Rent				
	Sale Information				
	R28 Cap or Capitalization Rate				
	R29 Number of quarters to sale	Q18	Q12	Q6	
	R30 Sale price without rental income	\$153,211	\$199,090	\$263,986	
	R31 Sale Price with rental income				
	R32 Closing Costs (5% of sale price)	(\$7,661)	(\$9,954)	(\$13,199)	
	R33 Present value of net sale price	\$83,006	\$128,792	\$203,912	

Financial Results	R34 Gross Cashflow	(\$322,094)	(\$125,937)	\$65,638
	R35 Net Discounted Profit	(\$301,230)	(\$148,149)	\$26,984
	R36 Discount Rate (or Cost of Capital)	12%	12%	12%

NOTE: No environmental costs available for this site. Costs in row R16 represents Phase I only.

Appendix D

Case Studies

*This chapter was researched
and written with the assistance
of Paul Cummings, a graduate
student at the University of
Albany.*



Camden, New Jersey

Camden is the nation's most dangerous city.ⁱ Despite a 15.9 percent unemployment rate and with a third of the population living below the U.S. poverty line, Camden has been able to move forward by reestablishing itself with its waterfront and starting to realize the shoreline's economic and social potential.

Born around Cooper's Ferry, Camden would grow to adopt the unofficial motto, "the biggest little city in the world." Its waterfront would serve as a vital link for the City of Philadelphia—which stands on the opposite banks of the Delaware River—and a shipping and barge port for such large companies as Campbell Soup Company, Esterbrook Pens, New York Shipbuilding Corporation, and Victor Talking machine Company (later to become RCA, which is where recorded sound was invented). Camden even became a sort cultural hub because of RCA and its budding recording industry, which attracted radio personals and musical artists alike. Walt Whitman would even come to spend part of his life writing in Camden.

Nevertheless, with the completion of the Ben Franklin Bridge in 1926, the need for a Philadelphia ferry service became obsolete. Simultaneously, as highways became a more desired mode of industrial distribution—as opposed to the river barge—Camden's physical and historical connection with Philadelphia and the Delaware River was severed.ⁱⁱ Concurrently, Camden continued to suffer from job loss, while the middle class fled to the suburbs. By the 70s, all that was left of its once thriving waterfront were abandoned industrial sites and a collection of brownfields.

In 1984, the Campbell Soup Company, RCA, civic leaders, and the local government created Cooper's Ferry Development Association; its task was to confront Camden's blighted waterfront and economic slump (Campbell and RCA were still the principle waterfront property owners). The Delaware River Port Authority (DRPA) of Pennsylvania and New Jersey, a regional transportation and economic development agency, took an interest in Camden's waterfront revitalization as well. In the spirit of collaboration and revitalization, the DRPA has invested over \$200 million in waterfront projects in both Camden and Philadelphia (the majority of which went to Cooper's Ferry Development Association).ⁱⁱⁱ

The revitalization of the RCA's Victor Talking Machine facility (also known as the "Nipper" Building—referring to the RCA dog logo) reflects the ambition of the Cooper's Ferry Development Association and the DRPA. When Dranoff Properties, Inc. expressed interests in the property, Cooper's Ferry and the DRPA moved to ensure funding assistance. Dranoff, because of these supportive investments, eventually put in \$60 million into the property, which included \$7 million for environmental remediation—leading to the construction of Camden's first market rate housing in over 40 years. Some remediation measures included:



Surfactants and/or scarification to remove PCBs from contaminated concrete floors and walls. The “entombment” of residual PCBs via filling up of the basement with concrete and the establishment of deed restrictions... [Also] all sources to groundwater contamination [were] removed from the site, [through] the installation of an underground barrier wall, [and] the injection of Regenesys's Hydrogen Release Compound™

iv

The 550,000 square foot facility provides 341 apartments, a restaurant, and a spa. The goal of the project is to draw young energized middle class tenants to promote exponential growth. By the fall of 2003, the first tenants were moving in.

The Nipper building's redevelopment, however, is just one success story for Camden's brownfield waterfront redevelopment program. According to Jenny Greenberg, the Cooper's Ferry Development Agency's Project Manager, “Making a plan that is feasible—both economically and environmentally—and being willing to stick to it,” has allowed for much, much more. For example, the New Jersey State Aquarium, the Children's Garden—a four-acre \$9 million horticultural play land, a \$56 million indoor-outdoor entertainment facility which can seat 25,000 people, a minor league baseball stadium, and a pier and visitors center for the USS New Jersey battleship.^v In total these waterfront projects have attracted over 2.5 million visitors a year, which contributes \$3 million in annual taxes—12% of the City's overall tax revenue.^{vi}

The success of Cooper's Ferry Development Agency's remediation and redevelopment ethos can be attributed to several factors. First, much of the brownfield properties along Camden's waterfront were the result of

historical fill—shoreline that was created using dredged river bottom material. Thus, much of the remediation required simple *capping*: covering the site with either a clean layer of soil, building over it, or simply paving it. Secondly, the Cooper’s Ferry’s use of sound stormwater management practices during construction ensured no further contaminations. Finally, by establishing liability for a given site (i.e. private or public), and utilizing the EPA’s testing and mitigation services, sound comprehensive remediation plans were developed—a process that establishes both responsibilities and remediation consistencies.

The Cooper’s Ferry Development Agency has sought to create visionary plans that simultaneously incorporate realistic timelines and involve logically contiguous parcels. In doing so, Greenberg believes, “A more coherent picture is painted, which is an easier sell to both the public and private investors.” Also, being a non-profit that is structurally linked to the public and private sectors (i.e. CFDA board members include individuals that represent developers, local and state governments, and the community), has allotted the CFDA with a sort of “nimbleness” in movement when working on various projects—a luxury that government and businesses alone are rarely ever afforded. “Being willing to say no to something you don’t want, such as a NASCAR track,” says Greenberg—“which does not reflect the projects vision, and might just only be the first big development proposal”—has ensured qualitative redevelopment.



Contacts: Jenny Greenberg, Cooper’s Ferry Development Agency 1-856-757-9154

Burlington, Vermont

Like so many old New England cities, Burlington's waterfront was once a bustling center of transportation, energy production, milling, commercial growth and manufacturing. As roads and highways—rather than rails and water—became the lead method of supply, the Burlington waterfront witnessed a steady economic decline. What would eventually remain was a blighted landscape of contaminated properties that divided the city from its waterfront.



At present, Burlington is Vermont's largest and poorest city. With a population fewer than 39,000 people, over 20% of the individuals and families within the city live below the poverty line (9.2% and 12.4% respectively).^{vii} At the same time, any new growth that would foster a healthier economy has been substantially hindered by the more than 40 acres of brownfields, which are primarily concentrated along the waterfront. As the supply of developable land continues to dwindle, the need to regenerate the city's brownfields has become imperative.^{viii}

Through a Revolving Loan Program, the City of Burlington created the Community & Economic Development Office in 1983. Since its inception it has served as a driving force in redevelopment throughout the city. Working with non-profits, federal, state leaders and agencies, and local business, has provided the Development Office with a strong and vital network of partners—as well as access to a diverse pool of capital.

In 1990, Burlington adopted the Waterfront Revitalization Plan. Concurrently, over the last 20 years, Burlington City leaders and Vermont's Congressional delegation has worked to achieve various economic assistance programs and a variety of encouraging investment designations (i.e. Federal Enterprise Community, EPA Brownfields Assessment Grants and Pilot Community designation, HUD Renewal Community, etc.). In turn, the Development Office has used these programs to generate civic and private land purchase, engender redevelopment momentum, and create economic incentive packages.

As an example, within the Renewal Community (RC), designated in 2002, there are over 11,000 people within the RC, which include 30% of the city's total labor force, 500 businesses, 300 hundred retail shops and 30 manufacturing companies. Such incentives include:

- For a total of eight years, businesses can receive federal tax credit for up to \$1,500 for both new and current employees who live and work in the Renewal Community.
- Qualifying Renewal Community Businesses can claim up to \$35,000 for added expenses pertaining to specific depreciable property.
- Overall deductions for Renewal Community development and rehabilitation projects.
- Owners of qualifying Renewal Community assets pay zero federal capital gains tax when assets are resold.^{ix}

Nick Warner, the Community & Economic Development Office's Special Project Manager and Director, states, "these programs [such as the Renewal Community] have—and continue too—put the City of Burlington in a good position for continued federal funding," while the Assessment Grants, "demystify a site's environmental condition, and generates a dollar value on its remediation, thus becoming just another line item in a budget—further easing the redevelopment process." The Development Office, using a comprehensive, direct-service approach, is able to commission Phase I and Phase II Environmental Site Assessments through its leveraged funds (e.g. loans, grants, and donations).¹ In turn, Vermont Department of Environmental Conservation's Redevelopment of Contaminated Properties Program assists by providing the regulatory oversight and limited liability relief, which has made it a key tool in reclaiming Burlington's brownfields.

The city has also worked to reshape the waterfront through rezoning and outright land purchases, as part of the Waterfront Revitalization Plan (i.e. the purchase of the "New North End's" one mile shoreline). Interestingly, "in the assessment [of these properties], areas of the city are "rediscovered", revealing dynamic commercial and cultural histories formerly lost under blighted buildings and vacant property...historic buildings have been restored, neighborhood histories re-told, and the details of a long and varied commercial and industrial past [are]

¹ Phase I Assessments review existing environmental information about a property. Phase II Assessments collect new data from soil and water samples. Both are required first steps in the remediation process, regardless if its state monitored or a voluntary cleanup program.

documented in perpetuity.”^x This in turn has connected Burlington’s past heritage with its future vision.

The city has furthered its desire to reconnect with its past through an extensive systematic underwater archaeological survey conducted by the Lake Champlain Maritime Museum, which was funded by the Army Corp of Engineers. As aforementioned, partnerships have proven to be a crucial component to brownfield redevelopment for the Development Office. According to Warner, “As long as they are a component, the United States Army Corp of Engineers’ ability to mach funds flexibly throughout various large scale projects [dredging, shoreline restoration, harbor surveys, stormwater improvements, oil tank removal, etc.] has generated more money for city of Burlington, which in turn fosters a good working relationship between the Corp and the CEDO”—a relationship that Warner believes any waterfront brownfield redevelopment community should encourage.

Another wonderful example of successful partnering was the construction of a “green” 40 unit Leadership in Energy and Environmental Design (LEED) certified affordable housing complex along the waterfront. The project also reflected the successes of Burlington’s waterfront rezoning, incentive programs, and remediation policies. In the 1980s, through court action (arguing on the basis of the public trust doctrine), the City of Burlington seized over 60 acres of waterfront from various oil and railroad companies. These companies had owned most of the waterfront brownfield properties to begin with. Warner believes this was a necessary action because of long standing federal statues protecting them and their shell companies, with regards to land use liability (even if the property was in public use). Created in 1984, the Burlington Community Land Trust (BCLT) moved to develop the LEED affordable unit on a portion of this property, which had also been earmarked by the city as affordable housing. Concurrently, with remediation, partially conducted by the Corp, completed, the process was further eased by an inclusionary zoning ordinance that mandates 25% of all new housing within the waterfront district to be “perpetually” affordable. When the BCLT took on the project, the Development Office, city, community, and the project managers work closely to coordinate efforts and ensure success. Remediation methods had included topsoil encapsulating and the use of Vermont’s “Best Practices Guidelines” for stormwater management and filtration.^{xi}



Warner states, “The public’s appetite for open space and housing along the waterfront within any given community is tremendous.” By fostering a close working relationship with city, state, and congressional officials, the Community & Economic Development Office is charting a new course for Burlington and its waterfront—one that reflects this appetite. In doing so it has presented the citizens with a community boathouse, parks, bike paths, restored historical buildings, a historically replicated light house, new housing, new work opportunities—and most importantly—a greater sense of place.

Contacts: Nick Warner (Community and Economic Development Office) 802-865-7144; John Podgurski (U.S. EPA-Region 1) 617-573-9681; Michael Monte (Director of Community and Economic Development)

Pittsburgh, Pennsylvania

Pittsburgh and waterfront are certainly synonymous with one another—as its origins arise from the confluence of three rivers. Pittsburgh’s steel industrial base was once a thriving powerhouse, which used the waterways as a means of distribution and hydro power. However, with a changing national economy, coupled with the closing of many mills, the city’s waterfront was left abandoned and blighted with brownfields. From 1970 to 1990, Pittsburgh also witnessed a population decline of over 150,000 people. Simultaneously, “[the Pittsburgh region] currently has the state’s greatest concentration of impoverished communities.”^{xii}



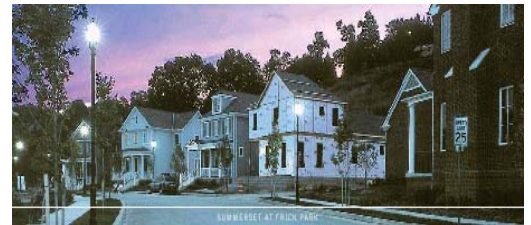
In September 1997, Pittsburgh was awarded a Brownfields Cleanup Revolving Loan Fund (BCRLF). The loan was targeted towards the City’s Federal Enterprise Community, the State’s Enterprise Zone, and designated Redevelopment Area. All of which have served as catalysts for investment and development momentum. The Urban Redevelopment Authority of Pittsburgh (URA) was selected to manage these monies.

Created in 1946, “The URA undertook the first privately financed downtown redevelopment projects in the United State.” Over the last 60 years, through public, private, and neighborhood partnerships and investments, it has led in redevelopment projects throughout the state. In Pittsburgh, “the URA administers programs that range from helping low income people achieve home ownership to reclaiming abandoned brownfields for new development to helping communities reinvent themselves.”^{xiii}

Pittsburgh’s *entitlement community* status has allowed for the Urban Redevelopment Authority to leverage resources through a local management mechanism. The BCRLF is generated via partnered lending, which includes: HUD section 108 Loan Guarantee funds, U.S. Economic Development Administration Funds, Communities of Opportunity Fund, state Enterprise Zone, city tax increment financing, and city capital funds and bonds. Through a written application process and standardized procedures, the goal of any loan is to be less than 50 percent of the total development cost, and “the borrower must provide equity at least equal to 10 percent of the total development cost,” which is secured through liens. Loans range from a minimum of \$25,000 to a maximum of \$350,000.^{xiv}

The BCRLF is not the Urban Redevelopment Authority’s only means of funding. Through its public powers and creativity to harness private investments,” it has initiated redevelopment by way of local, state, and federal funds and facilities over the last five decades. The depth of the its involvement in waterfront brownfield redevelopment can be illustrated through several major projects.

Frick Park (Nine Mile Run) was developed after Fredrick Olmstead Jr.—in 1911—acknowledged the areas natural splendor. Unfortunately, several industrial properties were established adjacent to the park over time as well. In the 90s, the Urban Redevelopment Authority set out to reclaim the site of a 239-acre slag dump. The plans for the site’s redevelopment would prove to be the city’s largest and most ambitious residential development since World War II. It will eventually include 713 housing units (single, townhouse, and apartments). Using New Urbanist guidelines regarding esthetics, mixed use, and higher density, 106 acres of property was saved and set aside for the expansion of Frick Park. The project incorporated both private and public investments—the latter generating almost \$39 million in funds (Bonds, Grants, Foundations, Public utilities, etc.). The Summerset at Frick Park project’s close proximity to the Monongahela River, downtown, the park, and newly constructed transportation infrastructure have certainly made it a desirable place to live.



The site’s remediation included a multi-phase process: the grading of slag while spraying water to keep contaminated dusts settled (because slag is piled in large concentrated heaps, spreading it lessens its concentration and potential stormwater runoff vulnerabilities); lying of a special landscape fabric which is intended to divide suspended contaminants and topsoil cover; stormwater management system; as well as air and soil monitoring stations and procedures, all of which was closely monitored by the Pennsylvania Department of Environmental Protection (PDEP). Today, Phase I of the three phase process, is completed, which includes 98 housing units. These properties are in “great demand,” says Mark Knezevich—the Senior Project Advisor for the Urban Redevelopment Authority—some properties are even selling for \$700,000.

In 1993, the Urban Redevelopment Authority (URA) purchased the 123-acre former LTV Steel South Side Works (SSW) complex. After conducting extensive community studies and consensus efforts, as related to the redevelopment of the site, the URA was then able to

remediate and prepare the site for potential developers. Through a Tax Increment Financing package, the URA has been able to generate over \$200 million in private investments, 1,500 jobs, 1,420,000 sq. ft. of commercial and light industrial space, 354 mixed income residential units and two parking garages in the SSW.^{xv} Today, the sight also houses the Pittsburgh Steelers training center. “We view the project as wildly successful,” say Knezevich.

Knezevich believe these, and all of the Urban Redevelopment Authority’s projects, are possible because of strong partnerships and community consensus.

Contacts: Urban Redevelopment Agency of Pittsburgh, Mark Knezevich. 412-255-6600

Louisville, Kentucky

When CB-radio users passed through Louisville, Kentucky in the 1970s, they would refer to it as “Junk City,” which echoed the profusion of scrap and junkyards along the Ohio River.^{xvi} Almost 30 years later—in 2002—Louisville was awarded the prestigious Phoenix Award Grand Prize for Excellence in Brownfield Redevelopment at the U.S. Environmental Protection Agency’s Brownfields ceremony in Charlotte, North Carolina—under the banner “A Riverfront Reclaimed.”



The success of Louisville waterfront remediation and redevelopment began in 1986, when the State legislature established The Waterfront Development Corporation. Understanding the value of parks and open space—Louisville has one of the most renowned Olmsteadian parks in the nation—The Corporation’s mission was to: oversee the development and design of a new park, its operations and coordination of events, and eventually its maintenance.^{xvii}

“It was going to take twenty years [to complete],” says David K. Karmen, who is the Executive Director of The Corporation, “people who think in two-or four-year election bites can’t get it done,” which is why he believes the creation of an independent public corporation was vital to the parks success.^{xviii} However, continued partnerships with all parties including the Army Corp of Engineers, mayor, county, and the governor proved crucial (the latter three possessed appointment positions on The Corporation’s Board). Karmen advocates that from the beginning, “get everybody who is going to touch the project to the table.”

Aside from the removal of scrap and junked automobiles, the remediation of Louisville’s waterfront required practical and pragmatic solution regarding contaminants. Michele Kimball, The Corporation’s Deputy Director of Planning states that, “traditionally, we thought of remediation in the context of *background*—the idea we can bring [the property] back to the condition it was in during the period of Native Americans (which he believes is impossible)—now we think in terms of *risk management*.” For example, in case of non-hazardous heavy metals, which have a tendency to remain suspended in soils, entombing them with topsoil and subsurface barriers was far more reasonable and cost effective—as opposed to completely removing all contaminated soils. In the case of hazardous materials or “hot-spots,” however, complete removal was certainly the best solution. According to Kimball, a risk management remediation approach can only be successful through

extensive sampling, though; and when dealing with regulatory agencies and test results, it is crucial to practice a high degree of “intellectual honesty.”

Through a three phase process, the once blighted landscape became a 55-acre Waterfront Park and the 18-acre Louisville Slugger Field. In July of 2003, another 17 acres was added to the Waterfront Park as part of phase two, and in the spring of 2005, another 13 acres was added. In total, the entire project now provides the citizens of Louisville with rowing facilities, playgrounds, an outdoor amphitheater, docks, interactive water park, pedestrian walkway across the river, picnic facilities, paths, and tree groves. Simultaneously, the Waterfront Park attracts an estimated 1.25 million people annually. Park goers enjoy fireworks, festivals, concerts, and the like; and although not an initial motive for the parks creation, it has certainly spawned economic revitalization in the area as well. With the opening of new restaurants and the construction of new housing, the park has served as a catalyst for region wide redevelopment.

Kimball concedes, “Having direction, and knowing what it is you want to accomplish from the start was essential to the projects success.”

Contacts: Louisville Waterfront Development Corporation 502-574-3768

Mystic Valley, Massachusetts

In a collaborative effort, the Cities of Everett, Malden, and Medford have come together to combat a crippling economic decline that has left the region with an average poverty rate that is 36 percent greater than anywhere else within the State of Massachusetts.^{xix}

Situated five miles north of Boston, nestled in the Mystic Valley and straddling the banks of the Malden River, the cities of Everett, Malden, and Medford were once thriving corridors for chemical and manufacturing firms. Although each a relatively small city, collectively they represent nearly 150,000 people. However, with the changing national economy, “in recent years...manufacturing employment in Everett, Malden and Medford has declined by 61 percent, 13 percent, and 79 percent, respectively.”^{xx} Due to this decline, more than 70 percent of over 200 acres of these once industrial waterfront parcels were left underused, contaminated, and abandoned.

In the early 90s, the cities of Mystic Valley began discussing the possibility of redeveloping the now blighted, 200 acre waterfront into major telecommunications center—TeleCom City. The Mystic Valley Development Commission (MVDC), established by the Massachusetts legislature in 1996, represents an unprecedented regional collaboration to achieve the abovementioned. This was the result of a regional understanding—brownfields abutting the waterfront must be reclaimed in order to combat the negative externalities of their current economic slump.



Acting as the primary administrative mechanism, the Commission has managed both public and private monies for both remediation and redevelopment of the 200 acre site. It has leveraged funds in the form of: Assessment Demonstration Pilot Program (now called the Assessment Grant Program), Brownfield Cleanup Revolving Loan Fund (BCRLF), and other supplemental funds which exceed \$1.6 million in EPA funds. Through partnerships as well, the Commission has been able to generate momentum and funding from many varied resources, which includes the Department of Labor, Defense, Transportation, several local public and private universities, U.S Army Corp of Engineers, and the Department of Housing and Urban Development (HUD). The latter has provided \$1.2 million to date. In 1999, \$500-700 million was committed by a private developer who shared in the TeleCom City vision.

Presently, various remediation efforts and initial development has begun. Assessment Grants have identified environmental contamination in more than two-thirds of the 200 acres due to historical industrial practices of such manufacturing leaders as Allied Chemical, Monsanto, and Converse Rubber. Contamination was also identified in the Malden River in the form of dichlorobenzene, among other chemicals. To combat this environmental damage, the Commission, “intends to install a treatment system to extract the pool of chemicals in order to eliminate this source.”^{xxi}

With the majority of appropriate funds, civic and private partnerships, and industrial groups aligned, the TeleCom City—recently renamed River’s Edge—is moving forward. The goal of River’s Edge redevelopment project is, “to create more jobs, generate more taxes [in the form of municipal revenue], upgrade local public schools through direct links with on-site industries and universities, raise the skill level of the local work force and create new recreational amenities on and close to the reclaimed Malden River.”^{xxii} In total, the project anticipates the creation of approximately 7,500 new jobs.

This year will mark the first new construction plans of a 1.8 million square foot complex, which will include office, research and development, and manufacturing space as well as a riverfront park and green space for local residents.^{xxiii} The Commission has taken measures to involve and coordinate with the local communities by holding monthly meetings open to the public as well as creating a Citizens Advisory Board. This consists of 15 residents—five from each community—which has been meeting since the projects inception.

The Mystic Valley Development Commission demonstrates how inter-municipality funding and coordination can have an exponential effect when it comes to leveraging funds and drawing upon a diverse pool of partnerships.

Contacts: Mystic Valley Development Commission, Peter Hollands, (718) 324-5720. USEPA Region 1, Diane Kelley, (617) 918-1424



Harmony Mills—Cohoes, New York

Perched along the banks of the Mohawk River adjacent to the massive Cohoes Falls (New York's second largest waterfall by volume), the Harmony Mills complex in the City of Cohoes symbolizes the regions once thriving industrial might. With the invention of the steamboat, and the completion of the Erie Canal, the region associated with the confluence of the Mohawk and Hudson Rivers spawned what has been referred to as "the birth place of the American Industrial Revolution." In the 1800s, these waterways provided a crucial connection between the growing port of New York City (leading to the City's prominence), the expanding American West, and even Europe (via. the St. Lawrence Seaway and Champlain Canal system). Aside from transportation, the magnitude of water also provided a seemingly endless supply of hydro power.

In the early 1700s, the City of Cohoes was settled along the Hudson and Mohawk by the Dutch as a farming community. As the region made the transition from an agrarian to industrial society throughout the nineteenth century, Harmony Mills (the Mill) would grow to become America's largest cotton mill. "In its heyday it was the largest factory in America and the Microsoft of its time," says Uri Kaufman, the real estate developer who purchased the property in 2000 for \$1.7 million.^{xxiv} At its peak, it would produce more than 1.6 million square yards of cloth per week.^{xxv}

The Mill and Cohoes eventually became synonymous with one another, and would come to exemplify the premier "company town." The paternalistic nature of the Harmony Mills Company was, "distinguished by its thoroughness pervading almost every aspect of working-class life." The Mill at one point employed almost 5,000 workers in 1880, and owned 800 tenements, which were available for Mill workers at a reduced rate. The Mill also owned boarding houses, company stores, banks, and company managers would regularly serve as the Mayor.^{xxvi} Contrary, across the Hudson River in the City of Troy, the Iron Works and Trojan Laundry would be, "a breeding ground of union activity," earning it the name "worker city."^{xxvii} These communities set the tone for American labor relations—a paradigm that continues to this day.

Eventually the textile mills within the region would become obsolete and/or non-competitive; as the industries closed or moved, particularly in the latter half of the twentieth century, they left behind a crippled

economy and a scarred post industrial landscape. I-787 was constructed along the Hudson River following the old industrial and transportation corridors, separating the City from its eastern waterfront—a painful symbol of Cohoes overall economic and social losses. Presently, over 15,000 people reside in the City, which is down from a population of nearly 25,000 in 1910—a decline that is projected to continue by four percent annually.^{xxviii} 12.4 percent of its citizens live below the poverty line, and 4.2 percent are unemployed. Reflecting an even greater economic struggle, “the City’s median income has increased only seven percent from 1980 to 2003,” a bitter pill when compared to the 30 percent increase in nearby Albany County (where the Capitol City of Albany is located).^{xxix}

Cohoes has taken several measures to combat its economic woes. The City has conducted a waterfront redevelopment survey, worked extensively with the community to create a comprehensive brownfield redevelopment plan (as part of the Cohoes Comprehensive Plan), drafted a Master Plan, worked on an I-787 redesign (to make it more pedestrian friendly), and applied for an EPA Brownfield Assessment and Pilot Grants. As part of a City Downtown Redevelopment plan, Cohoes has even created a 14 person Advisory Commission, which includes local residents and business owners.^{xxx}

Although these endeavors should be considered crucial and pragmatic steps in combating Cohoes economic troubles, they have until recently led to little tangible change. This is partially due to the focus on the nearby Albany County Brownfield Redevelopment program, and a lack in information concerning Cohoes’ brownfields environmental condition—the latter was certainly true in the case of Harmony Mills. In turn this has been conducive to a shortage in readily available properties for development—further restraining the City in its economic recovery.

What has gone well for the City of Cohoes, however, is reflective of a growing regional land use ethos and policy. The people and the State of New York—steeped in a tradition of cultural and environmental preservation—have long embraced the notion of empowering private land owners, local communities, private and public associations, non-profits, and state agencies with the tools necessary to do so. Such examples include the creation of the Adirondack Park and Preserve, the Riverkeeper organization, and Scenic Hudson decision, which set the precedent for the National Environmental Policy Act.^{xxxi}

As the modern environmental movement has matured, the public's desire for open space has grown. Simultaneously, as a backlash to the sameness of suburban sprawl and a prefab economy, an appetite for unique, traditional, pedestrian friendly, cultured, and historic settings has evolved. Towns and cities have also come to understand the need to mitigate sprawl due to the disproportioned cost vs. municipal revenue ratio (i.e. the cost of infrastructure and services). Reflecting the synthesis of these attitudes is the Heritage Area movement.

In 1982, New York established a state wide system of urban cultural parks, which was, "the first and most comprehensive attempt at creating a statutory framework for the designation of management of urban and regional heritage settings."^{xxxii} Title G of the New York State Parks, Recreation and Historic Preservation Law, provides communities within designated Urban Cultural Parks (UCP), now called Heritage Areas: the authority to share monies inter-municipally, provides access to technical and financial resources, and standardizes certain aspects of heritage area management approaches—all to be administered locally. Heritage Areas and their administrative organizations not only preserve particular locations, they draw a line around a community/region, construct visitor centers, post interpretive signs and markers for both locals and the visiting public, generate and harmonize partners and funds, and execute comprehensive management plans.

Heritage Areas also fosters, "coordination between a wide range of State programs including transportation, tourism and education,"^{xxxiii} Concurrently, they promote a regionally shared vision. Their purpose is to broaden, "the notion of an urban park from one tied to a limited area of open space to the idea of a park as an amalgam of historic, natural and architectural resources embracing man's total surroundings."^{xxxiv}

Today, the heritage area movement has progressed throughout the state and even on the national level. There are 17 New York State heritage areas. Within the United State there are over 20 congressionally declared heritage areas, and the National Park Service serves as their primary coordinator.

Heritage areas have been referred to as partnership parks for the reason that, "their establishment and management requires various public and private sector and intergovernmental partnerships...partnership parks are distinguished from traditional parks by linking economic objectives with conservation."^{xxxv} Meaning, through historical and open space

preservation, economic revitalization can be achieved, which is the resulting quality of life heritage areas promote and engender.

The model for the New York State UCP law was created in 1977 by the communities surrounding the Mohawk and Hudson River's confluence—an ambitious project spearheaded by former Mayor Canestrari of Cohoes. Riverspark, as it has come to be referred to as, was one of the nation's first, “locally created and state designated urban cultural park,” which incorporates a total of seven towns. These communities and their various partners recognized their unique collaborative history, and began a campaign to preserve, promote, reuse, and redevelop their historical infrastructure—in turn generating a lived-in park that interprets and cherishes the region's cultural significance—which offers protection through local ordinances.

Cohoes and Harmony Mills are now overlapped with several Heritage Areas: Riverspark, the Mohawk Valley Heritage Corridor, the Hudson Valley National Heritage Area, and the Erie Canalway Heritage Area. These designations bring with them a myriad of partnerships that include conservancies, greenway organizations, environmental groups, sportsman organizations, and non-profits. Subsequently these partnerships make available an even greater amount of financial and technical resources. It is this movement that assuredly played a role in preserving the Harmony Mills complex.

The plans for Harmony Mills have varied greatly over the years. Until its recent redevelopment, many were unsure to the degree in which the site was contaminated, hindering the fruition of many of the proposed projects. Furthermore, even with its cultural significance and architectural worth understood, the City of Cohoes struggled to justify the buildings' existence. In the City's Delaware Avenue Corridor Brownfield Revitalization report it notes its impact on the community, particularly when various fires have burned throughout the complex on several different occasions—costing the city “significantly” to put out the blazes and demolish some of the buildings. Moreover, the abandoned complex's proximity to the downtown on Mohawk Street certainly lent itself towards the wrecking ball.

Ironically, when the newly renovated doors of Harmony Mills opened as a 96-unit luxury New York City loft-style apartments in the spring of 2005—with rental rates between \$900 and \$2,000 a month, which offer high ceilings, free phone service, free internet access, indoor parking, a

fitness center, and views of the Cohoes Falls—surprisingly little remediation was required (small amounts of lead and asbestos removal). Kaufman and his Harmony Mills Riverview LLC secured all the necessary funding for the project, and with some revision to the state building codes pushed by Gov. George Pataki, the proposal became an actuality. “It offers us the opportunity to combine contemporary living with the historic nature of the property...that’s not something you can just build.”^{xxxvi} The net effect of the project has been tremendous, motivating other plans and developers, and complementing the \$9.4 million dollar revamping of North Mohawk Street.

Representative Michael McNulty, D-Green Island, states, “Recognizing that some past strengths of certain communities were lost (forever) was an important first step forward...once that happened people were able to build on the past by pushing (economic development) in new kinds of directions and that’s quite encouraging.”^{xxxvii}

Contacts: Denis Hogan, Harmony Mills Riverview LLC, Project Manager. Office: 518-237-7325, Cell: 518-441-0567.

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- ^{iv} New Jersey Department of Environmental Protection, “The Victor Building Luxury Apartments.” <http://www.nj.gov>.
- ^v Pelaseyed. www.pelaseyed.com.
- ^{vi} www.camdenwaterfront.com.
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- ^{ix} Ibid.
- ^x Ibid.
- ^{xi} www.designadvisor.org
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- ^{xvii} Ibid.

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- xviii Ibid.
- xix “Brownfield Showcase Communities,” U.S. Environmental Protection Agency
- xx Ibid.
- xxi Ibid.
- xxii Telecom City-Caring for our Communities, “About River’s Edge,” www.telecomcitymass.com.
- xxiii “Brownfield Showcase Communities,” U.S. Environmental Protection Agency
- xxiv *Troy Record*, “All systems go for luxury lofts in Cohoes,” Robert Cristo, May 5, 2005.
- xxv “City of Cohoes Brownfields Revitalization Program...Brownfields Assessment Grant Application” pg. 3
- xxvi Braypapers, “The Riverspark Story: Partnerships Making a Real Place into a Living Park,” Paul Marshall Bray, June 9, 1995. www.braypapers.com
- xxvii Ibid.
- xxviii “Brownfield Assessment Grant Application.”
- xxix Ibid.
- xxx Ibid.
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- xxxii Paul M. Bray, “Evolving policies and law for governance of urban protected areas: New York State’s Landmark Heritage Area System.” www.braypapers.com
- xxxiii Paul M. Bray, “The Riverspark Story: Partnerships Making a Real Place into a Living Park.” www.braypapers.com
- xxxiv Paul M. Bray, “Evolving policies...” www.braypapers.com
- xxxv Ibid.
- xxxvi *Troy Record*, “All systems go for luxury lofts in Cohoes,” Robert Cristo, May 5, 2005.
- xxxvii Ibid.

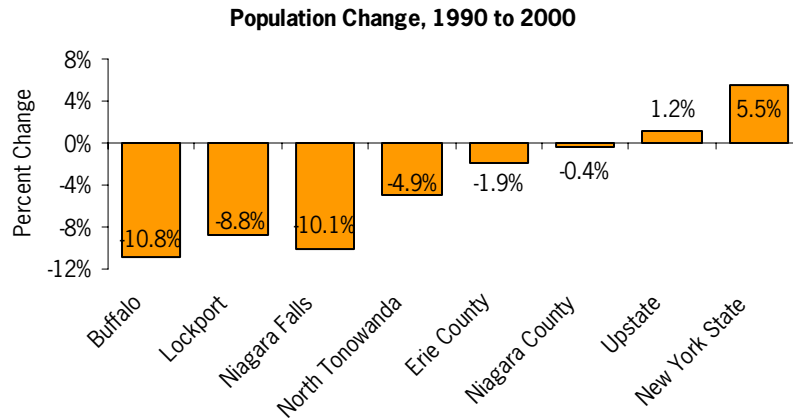
Appendix E Demographic & Socioeconomic Data



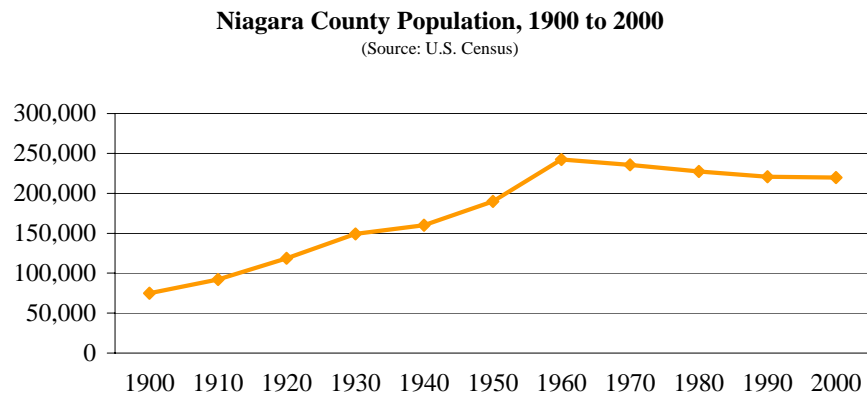
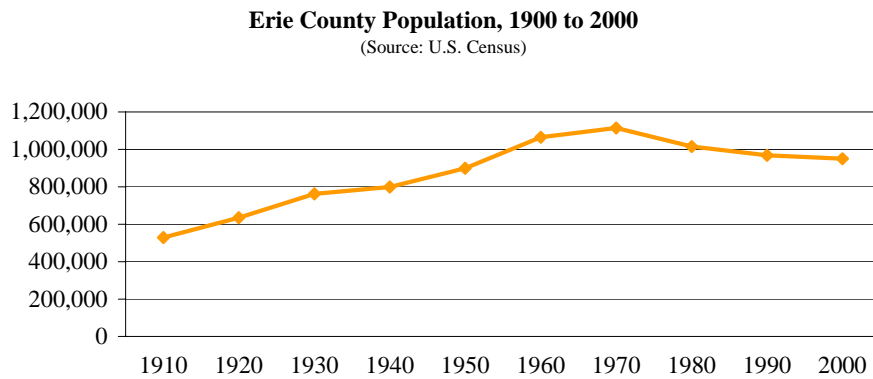
APPENDIX E

DEMOGRAPHIC AND SOCIOECONOMIC DATA

Population

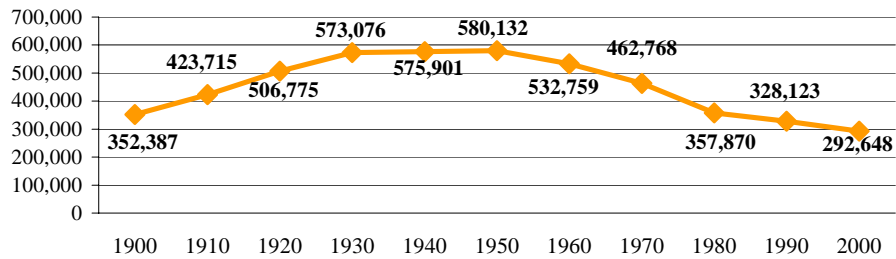


Source: U.S. Census

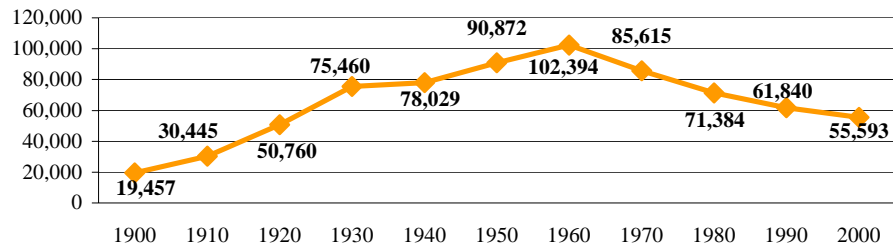


The following charts illustrate more detailed population changes in the region's cities. Peak population for all occurred between 1950 and 1960.

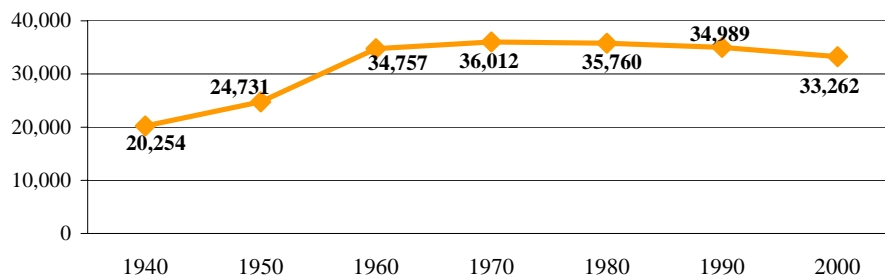
City of Buffalo Population Change, 1900 to 2000



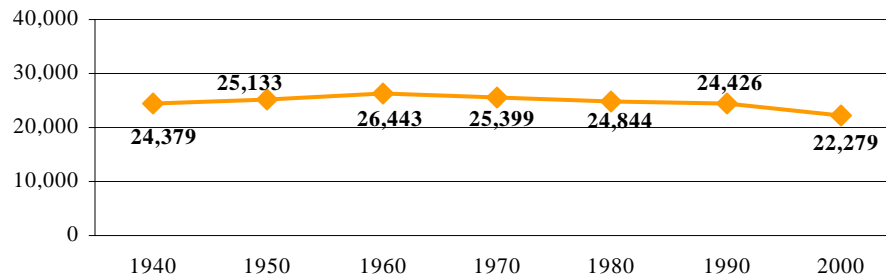
City of Niagara Falls, Population Change, 1900 to 2000



City of North Tonawanda, Population Change, 1940* to 2000

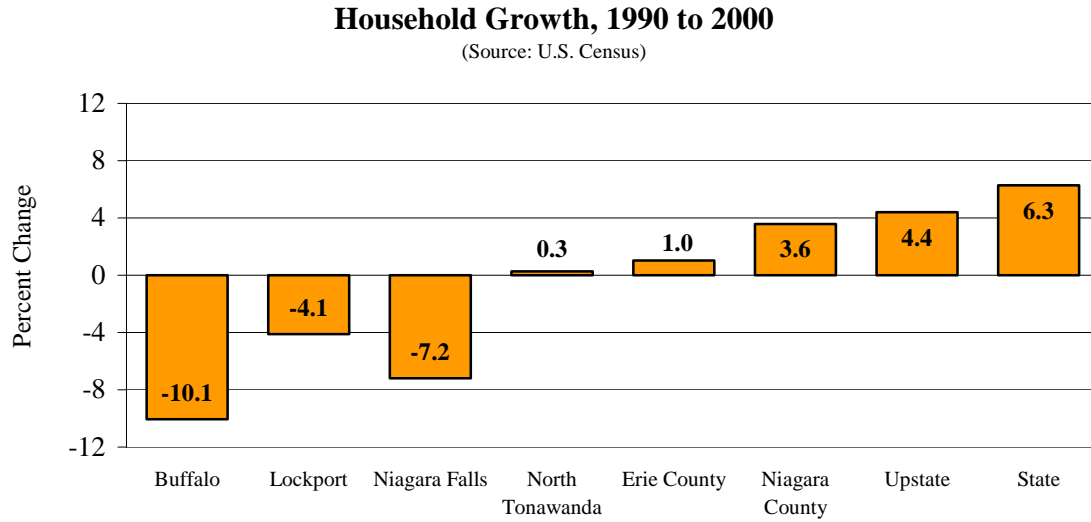


City of Lockport, Population Change, 1940* to 2000



* Data for the Cities of North Tonawanda and Lockport are not available prior to 1940.

Households



The average size of households in the region is significantly smaller than household sizes in the state as a whole.

Average Household Size, 2000 (Source: U.S. Census)	
Area	Size
Buffalo	2.29
Lockport	2.33
Niagara Falls	2.27
North Tonawanda	2.43
Erie County	2.41
Niagara County	2.45
New York State	2.61

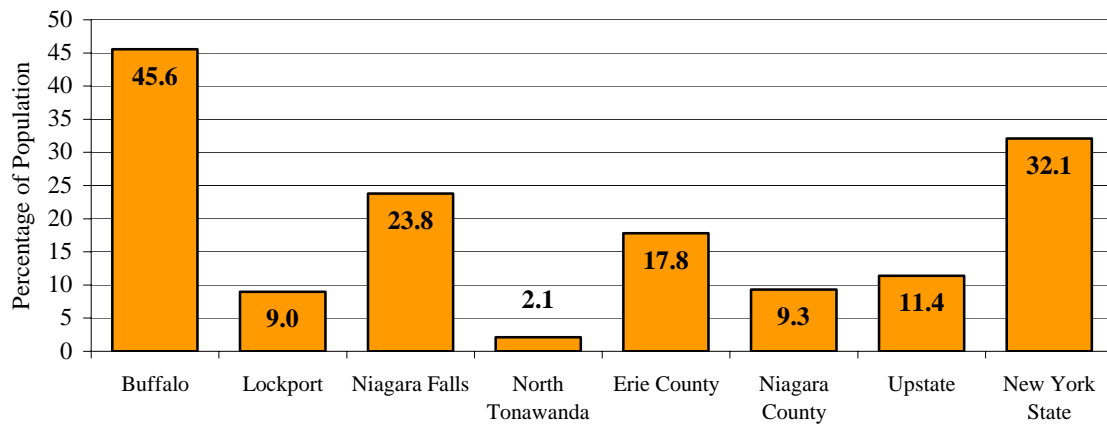
Diversity

People Self-Identified as “Not White Alone” or as “Latino” 2000								
	Buffalo	Lockport	Niagara Falls	North Tonawanda	Erie County	Niagara County	Upstate New York	New York State
Total Population	292,648	22,279	55,593	33,262	950,265	219,846	6,990,577	18,976,457
"Not White Alone"	133,477	2,005	13,231	699	174,487	20,446	796,926	6,091,443
"Latino"	16,129	400	739	278	22,249	2,098	159,126	2,214,026
"Not White Alone"	45.6%	9.0%	23.8%	2.1%	17.8%	9.3%	11.4%	32.1%
"Latino"	7.5%	2.1%	2.0%	1.1%	3.3%	1.3%	3.0%	15.1%

Source: U.S. Census

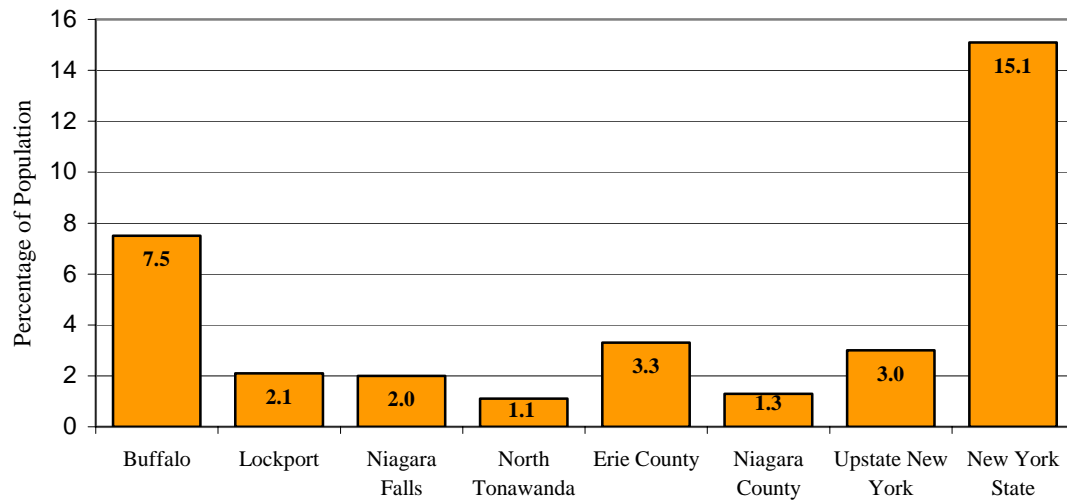
People not self-identified as "white alone," 2000

(Source: U.S. Census)



People Who Self-Identify as "Latino," 2000

(Source: U.S. Census)



Age Cohort Analysis

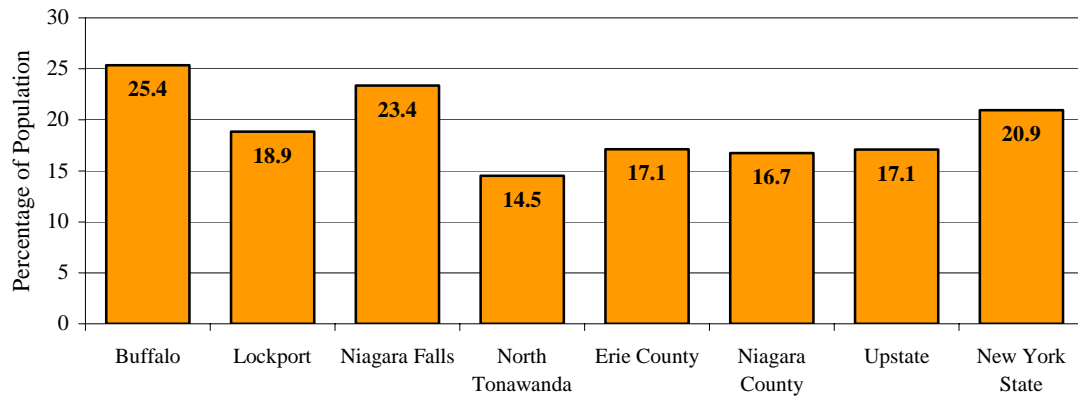
Age Cohort Profiles, 2000							
Area	Percentage in each age group						
	Preschool (<5)	School Age (5-17)	College Age (18-24)	Yng Working Adults (25-34)	Mid-Life (35-54)	Empty Nesters (55-64)	Seniors (65+)
Buffalo	7.1	19.2	11.3	14.4	26.9	7.6	13.4
Lockport	7.0	18.8	8.4	14.2	29.3	8.1	14.3
Niagara Falls	6.4	18.3	8.6	12.4	27.8	7.9	18.6
North Tonawanda	5.7	18.1	8.6	12.3	31.5	8.3	15.6
Erie County	6.1	18.2	8.7	12.5	29.5	9.1	15.9
Niagara County	6.0	18.7	8.5	11.9	30.5	9.1	15.4
Upstate	6.0	18.6	9.6	12.5	29.9	9.0	14.3
New York State	6.5	18.2	9.3	14.5	29.7	8.9	12.9

Source: U.S. Census

Educational Attainment

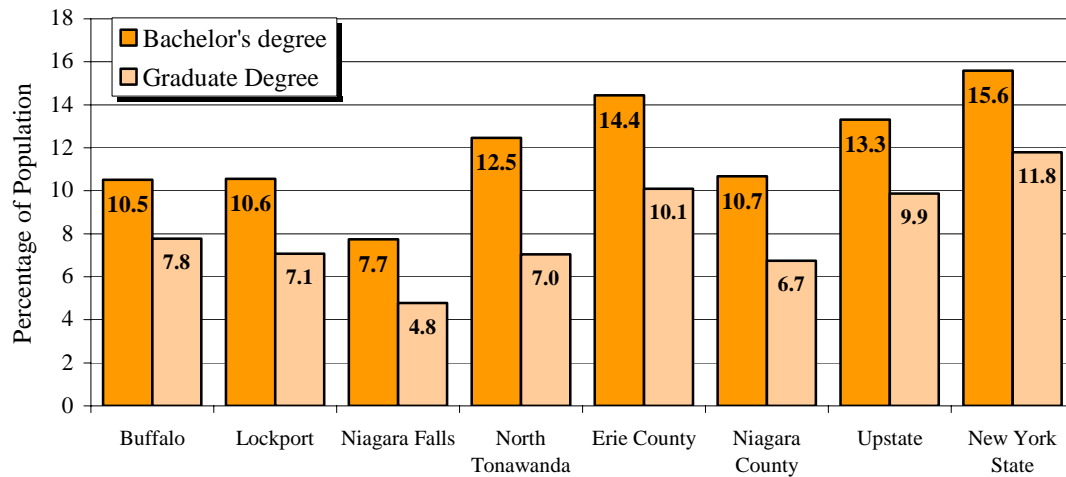
Population without a High School Diploma (Ages 25+), 2000

(Source: U.S. Census)



Population with College Degrees (Ages 25+), 2000

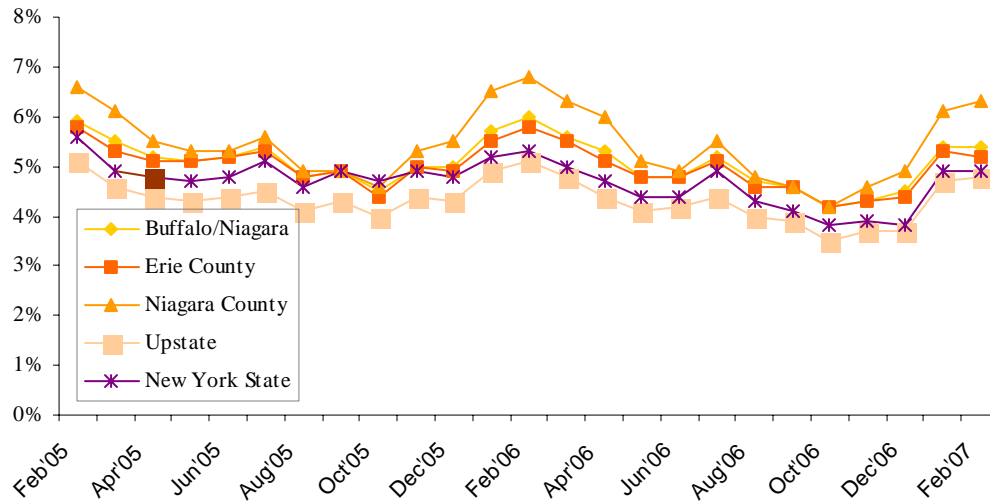
(Source: U.S. Census)



Educational Attainment (Ages 25+), 2000 (Source: U.S. Census)						
Area	% Less than HS	% H.S. Diploma	% Some College	% Associate degree	% Bachelor's degree	% Graduate Degree
Buffalo	25.4	29.1	19.5	7.7	10.5	7.8
Lockport	18.9	32.6	21.2	9.7	10.6	7.1
Niagara Falls	23.4	37.9	17.7	8.6	7.7	4.8
North Tonawanda	14.5	36.8	18.8	10.3	12.5	7.0
Erie County	17.1	29.9	19.0	9.5	14.4	10.1
Niagara County	16.7	36.9	18.7	10.2	10.7	6.7
Upstate	17.1	32.3	17.9	9.6	13.3	9.9
New York State	20.9	27.8	16.8	7.2	15.6	11.8

Unemployment Rates

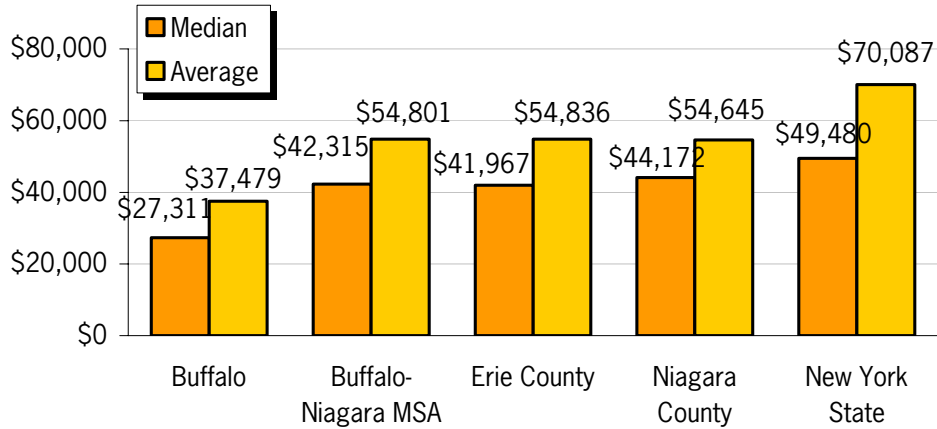
Unemployment Rates, 2005-2007
(Source: NYS Dept of Labor)



Household Income

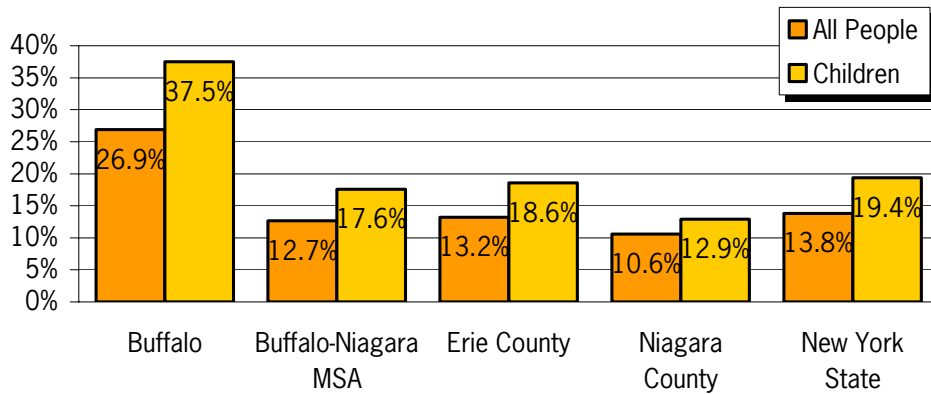
Household Income, 2005

(Source: U.S. Census)



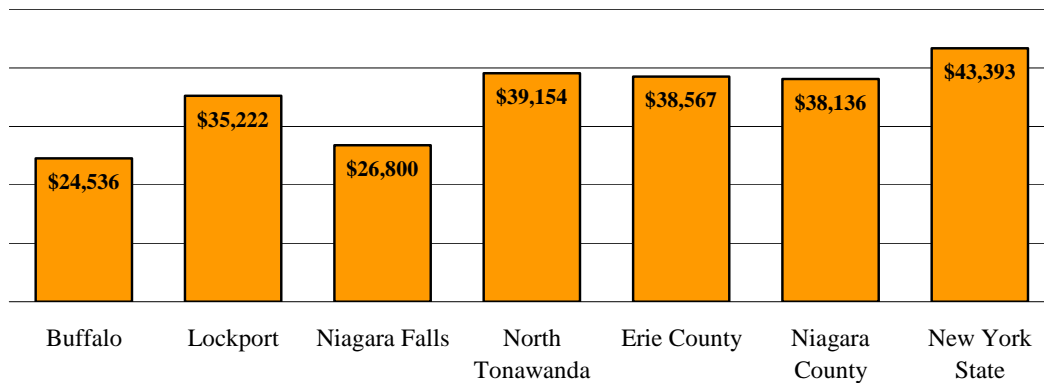
Poverty Rate, 2005

(Source: U.S. Census)



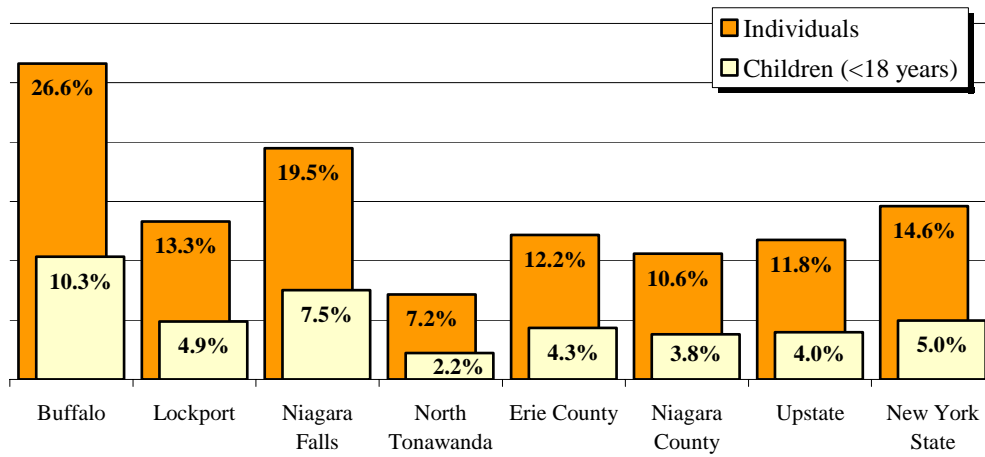
Median Household Income, 1999

(Source: U.S. Census)



Poverty Rate, 2000

(Source: U.S. Census)



Employment

Occupations of Residents, 2003 By Percentage of Population

Occupation	Buffalo	Erie County	Buf.-Nia. MSA	Albany County	Monroe County	Onondaga County	NY State	U.S.
Management / professional	31.5	36.7	34.6	39.0	42.5	38.3	36.9	34.1
Service	18.9	15.7	16.5	14.9	13.5	13.2	18.4	16.1
Sales and office	28.6	29.1	29.2	30.4	24.5	27.8	26.1	26.2
Farming, fishing / forestry	0.0	0.3	0.2	0.0	0.2	0.0	0.3	0.7
Construction	6.2	6.1	6.5	6.7	6.9	7.9	7.7	9.5
Production / Transportation	14.7	12.0	13.0	8.9	12.4	12.7	10.7	13.3

Source: U.S. Census, American Community Survey

Occupations of Residents, 2003

Occupation	Raw Numbers in Region		
	Buffalo	Erie County	B-N MSA
Management / professional	35,469	156,087	181,861
Service	21,231	66,896	86,459
Sales and office	32,234	123,832	153,358
Farming, fishing / forestry	0	1,066	1,153
Construction	7,027	26,085	34,374
Production / Transportation	16,598	51,113	68,167

Source: U.S. Census, American Community Survey

Industry of Employed Residents, 2003 Percentage of Population								
Industry	Buffalo	Erie County	Buf.-Nia. MSA	Albany County	Monroe County	Onondaga County	NY State	U.S.
Agr., forestry, fishing	0.0	0.2	0.2	0.0	0.3	0.4	0.6	1.8
Arts, accommodation, and food services	7.8	7.3	7.6	7.4	7.3	8.4	7.9	8.4
Construction	3.2	4.6	4.9	4.9	4.4	5.5	5.7	7.2
Educational, health, and social services	29.6	27.7	27.5	27.2	25.9	23.6	25.2	20.6
Finance, insurance, and real estate	7.1	8.3	7.8	7.0	6.6	7.8	8.9	7.1
Information	5.4	3.4	3.2	3.4	3.4	3.9	3.5	2.6
Manufacturing	10.5	11.9	12.5	6.3	19.0	10.0	8.6	12.3
Other services (except public administration)	3.6	3.7	4.1	4.0	4.1	4.6	5.1	4.9
Professional, scientific, management	6.9	7.4	7.0	8.2	10.4	11.0	10.5	9.7
Public Administration	5.7	4.7	4.1	14.7	3.6	4.1	5.4	5.0
Retail trade	12.3	11.7	11.8	11.4	10.2	10.1	9.9	11.6
Transp., warehousing, and utilities	4.7	4.9	4.9	3.3	2.0	4.0	5.2	5.0
Wholesale trade	3.2	4.3	4.2	2.3	2.9	6.6	3.5	3.7

Source: U.S. Census, American Community Survey

Industry of employed residents, 2003			
Industry	Raw Numbers in Region		
	Buffalo	Erie County	Buf.-Nia. MSA
Agr., forestry, fishing	0	771	1,273
Arts, accommodation, food services	8,794	31,187	40,089
Construction	3,608	19,430	25,995
Educational, health, social services	33,343	117,592	144,663
Finance, insurance, and real estate	7,947	35,402	40,875
Information	6,046	14,394	16,756
Manufacturing	11,769	50,647	65,564
Other services (except pub. admin.)	4,090	15,925	21,769
Professional, scientific, management	7,792	31,262	36,922
Public Administration	6,428	19,815	21,460
Retail trade	13,856	49,592	62,156
Transp., warehousing, and utilities	5,293	20,652	25,915
Wholesale trade	3,593	18,410	21,935

Source: U.S. Census, American Community Survey

Class of Worker, 2003 Percentage of Population								
Class	Buffalo	Erie County	Buf.-Nia. MSA	Albany County	Monroe County	Onondaga County	NY State	U.S.
Private wage / salaried	76.6	76.6	77.3	66.0	82.1	78.2	76.2	77.5
Government	19.2	19.0	18.2	28.4	12.4	16.6	17.5	15.2
Self-employed	4.2	4.2	4.4	5.2	5.3	4.6	6.1	7.1
Unpaid family	0.0	0.1	0.1	0.4	0.1	0.6	0.2	0.3

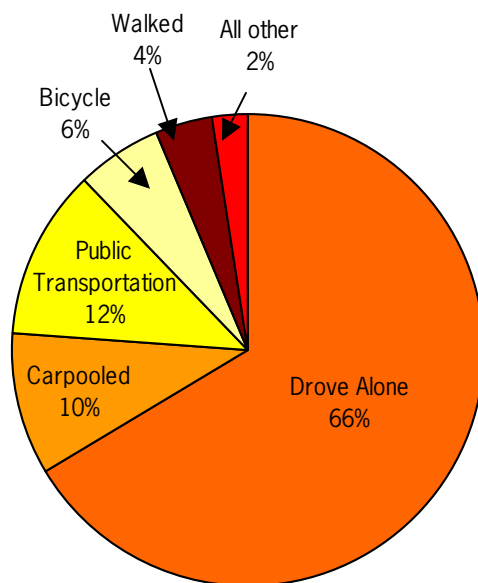
Source: U.S. Census, American Community Survey

Industry of Employed Residents, 2003			
Industry	Raw Numbers in Region		
	Buffalo	Erie County	Buf.-Nia. MSA
Private wage and salary workers	86,261	325,716	405,914
Government workers	21,596	80,763	95,800
Self-employed workers	4,702	18,061	22,943
Unpaid family workers	0	539	715

Source: U.S. Census, American Community Survey

Methods of Commuting to Work, Buffalo - 2005

(Source: U.S. Census, 2005)



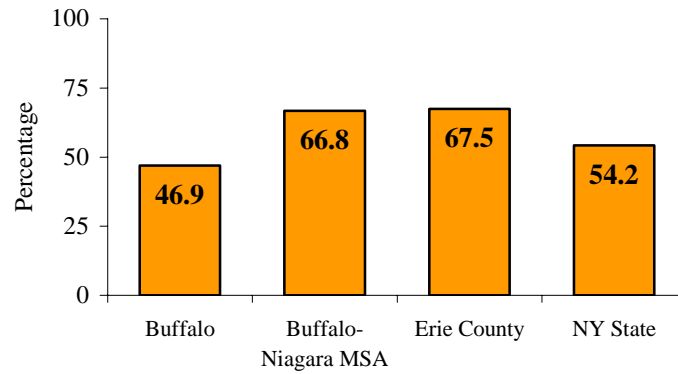
Methods of Commuting to Work, 2000							
	Percentage of workers in each area						
	Buffalo	Lockport	Niagara Falls	North Tonawanda	Erie County	Niagara County	New York State
Drove alone	65.4	82.5	78.7	86.1	80.9	85.2	56.3
Carpooled	14.4	11.0	10.4	9.1	9.7	8.4	9.2
Public transportation	12.3	1.1	3.1	0.5	4.1	1.1	24.4
Bicycle	0.4	0.1	0.2	0.3	0.2	0.1	0.3
Walked	5.3	3.4	5.2	2.2	2.7	2.8	6.2
All other	2.5	2.9	3.4	1.8	2.6	2.7	4.4

Source: U.S. Census

Housing

Owner Occupancy Rates, 2003

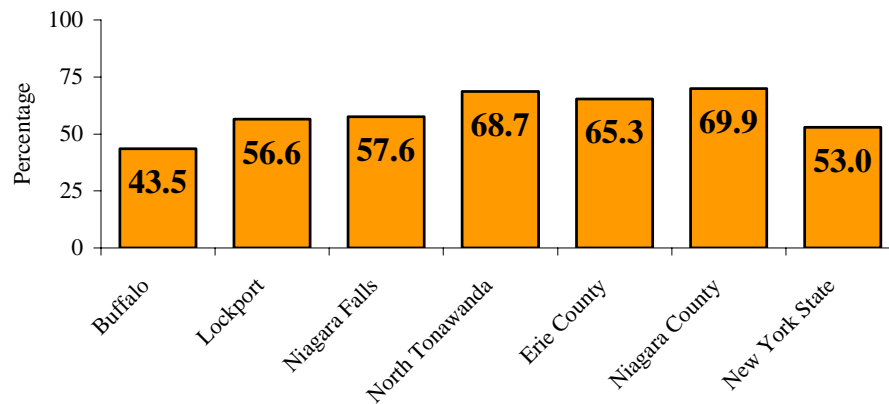
(Source: U.S. Census)



Note: In the charts above and below, “New York State” refers to the entirety of New York State, not just the Upstate region.

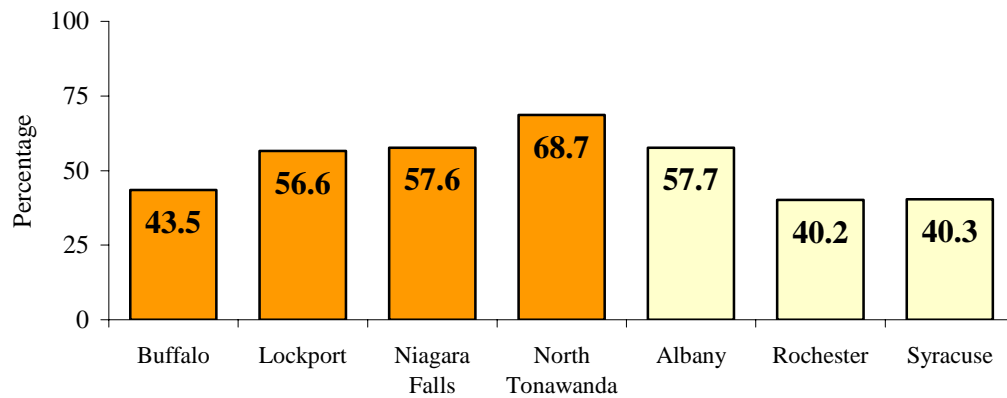
Owner Occupancy Rates, 2000

(Source: U.S. Census)



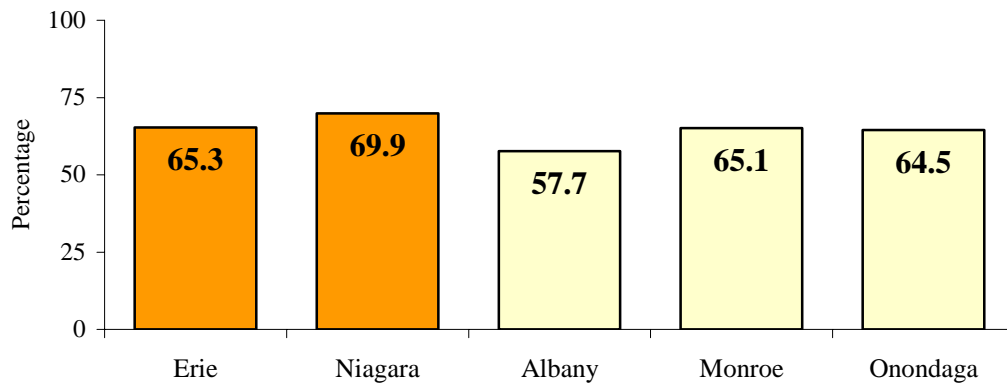
Owner Occupancy Rates by City, 2000

(Source: U.S. Census)



Owner Occupancy Rates by County, 2000

(Source: U.S. Census)

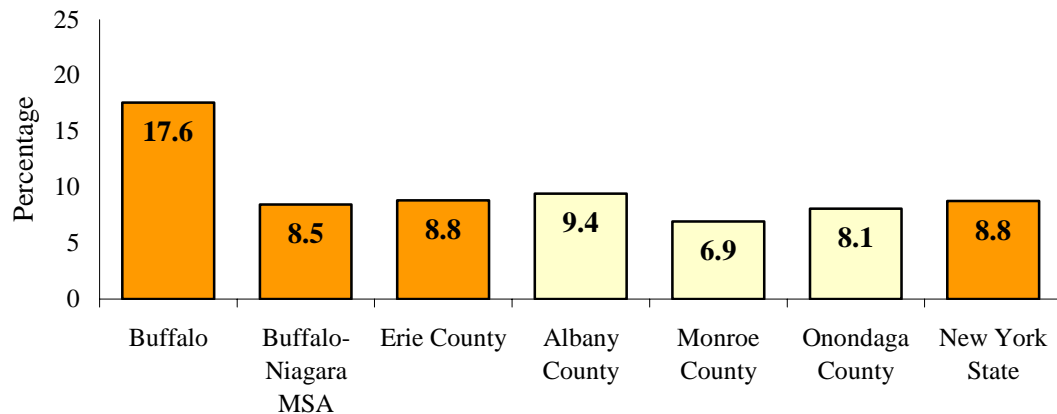


Vacant Units, 2003	
Area	Number of Units
Buffalo	25,147
Buffalo-Niagara MSA	43,860
Erie County	37,124

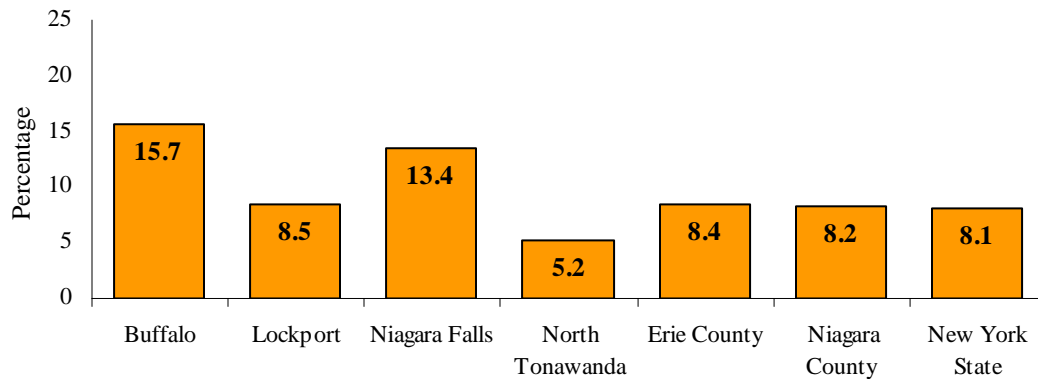
Source: U.S. Census

Building Vacancy Rate, 2003

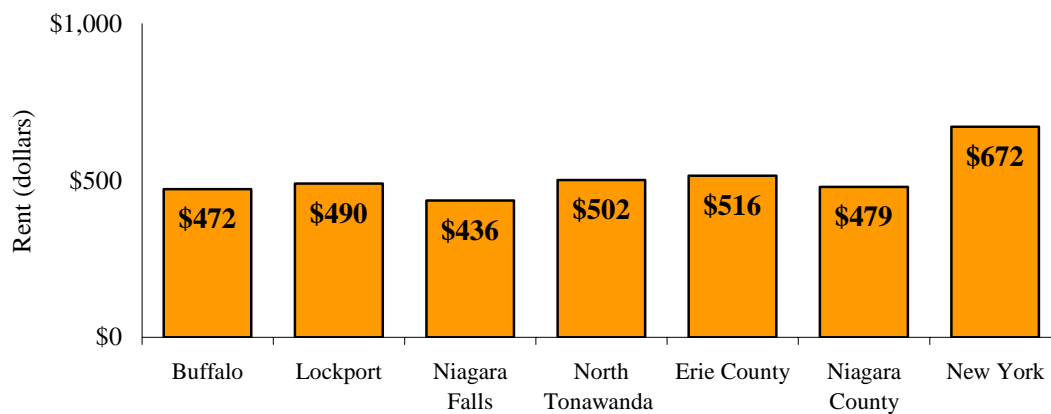
(Source: U.S. Census)



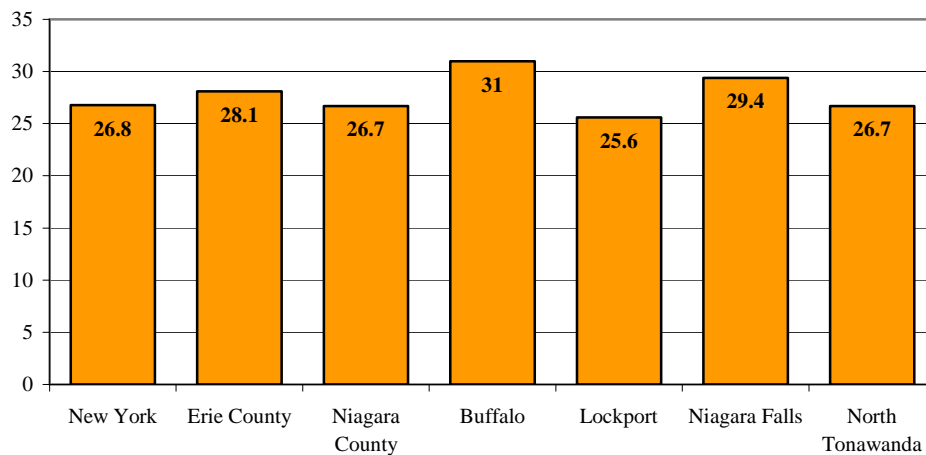
Vacancy Rate, 2000
(Source: U.S. Census)



Median Gross Rent, 2000
(Source: U.S. Census)

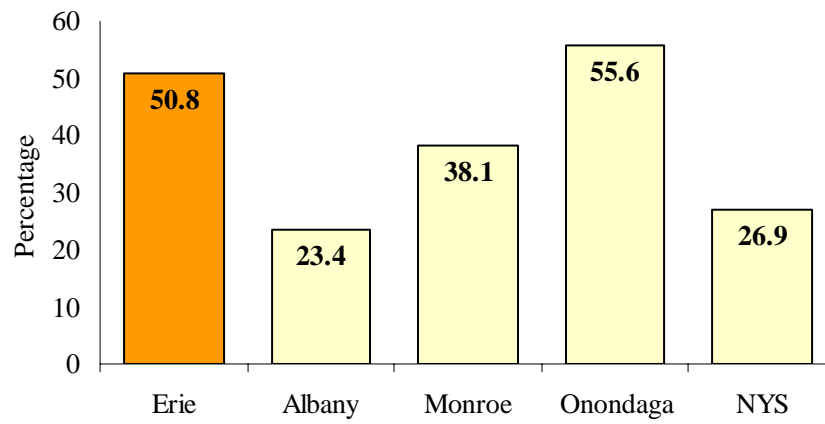


Median gross rent as a percentage of household income in 1999
(Source: U.S. Census)



Homes Valued at Less Than \$100,000 - 2003

(Source: U.S. Census)



Regional Industrial Development

Industrial land and building supply Erie and Niagara Counties, July 2005				
County	Developable sites for lease or sale		Buildings for lease or sale	
	Total Number	Total Area (acres)	Total Number	Total Size (sq. feet)
Erie	58	2,009	235	6,015,058
Niagara	26	1,395	73	3,705,606

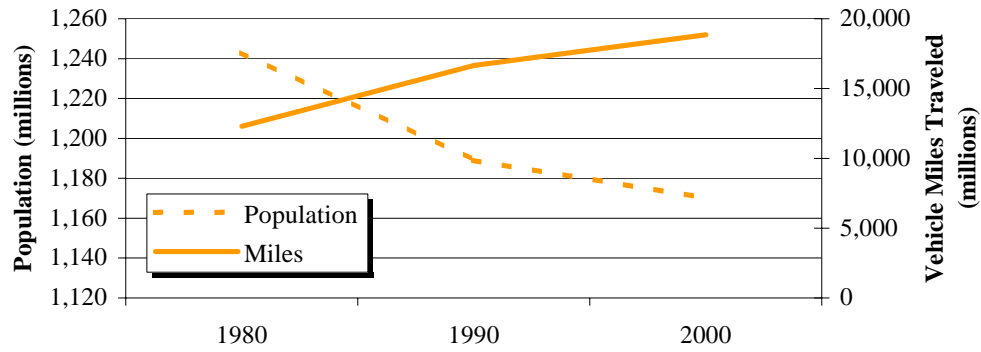
Source: New York State Empire Development Corporation

Job creation and loss in the Buffalo-Niagara Falls MSA 2005-2006	
Occupation	Job Creation/Loss
Financial activities	2,100
Professional and business services	1,700
Educational and health services	1,600
Other services	200
Manufacturing	-2,700
Natural resources, mining, construction	-1,200
Information	-300
Leisure and hospitality	-300
Net job creation	1,110

Source: NYS Department of Labor, 2006

Regional Transportation Review

**Vehicle Miles Traveled versus Population
in the Erie-Niagara Region, 1980 to 2000**



Source: Erie-Niagara Framework for Regional Growth

**Number of Passengers Boarding at
Buffalo Niagara International Airport, 1998-2008**

Year	Major Airlines	Commuter Airlines	Total
1998	1,364,264	260,267	1,624,531
1999	1,503,260	310,392	1,813,652
2000	1,800,584	333,680	2,134,264
2001	1,847,878	346,771	2,194,649
2002	1,680,181	394,889	2,075,070
2008 (predicted)	1,890,490	775,233	2,665,723

Source: Buffalo Niagara International Airport, Part 150 Noise Compatibility Study