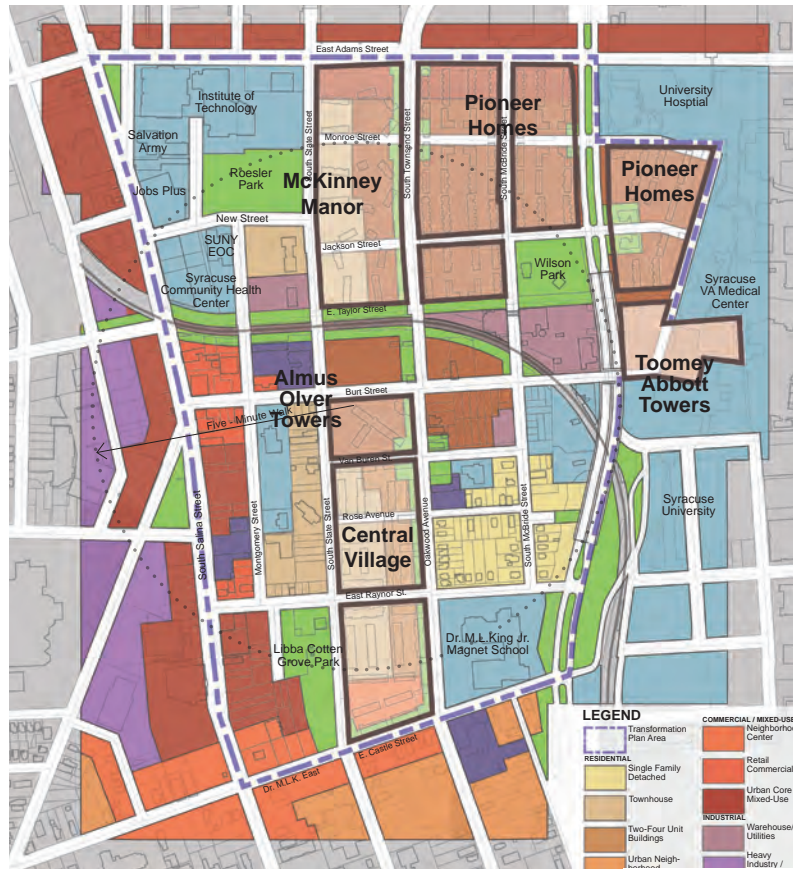


East Adams Street Neighborhood Transformation Plan

Preferred Concept Plan



Submitted to
Syracuse Housing Authority

Board of Commissioners

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Planning team members meeting with residents of Toomey Abbott Towers

1. THE PURPOSE OF THE TRANSFORMATION PLAN AND THE PLANNING PROCESS

The Transformation Plan for the East Adams Street neighborhood was initiated to define a comprehensive approach to the revitalization of this part of the City of Syracuse that embodies - at the same moment - both significant physical and social challenges, and unique opportunities for the creation of a new mixed-use, mixed-income community. The Transformation Plan was designed to contain three major elements: a People Plan, in which the needs of the existing residents are defined, and programs to meet those needs developed; a Neighborhood Plan, in which improvements will be identified that will create a sustainable, livable community; and a Housing Plan, in which locations for new and/or renovated housing will be identified.

The Plan focused on the need for new housing to replace poorly designed, out-of-date public housing, within the context of the changes that will come about due to the demolition and replacement of the elevated I-81 viaduct.

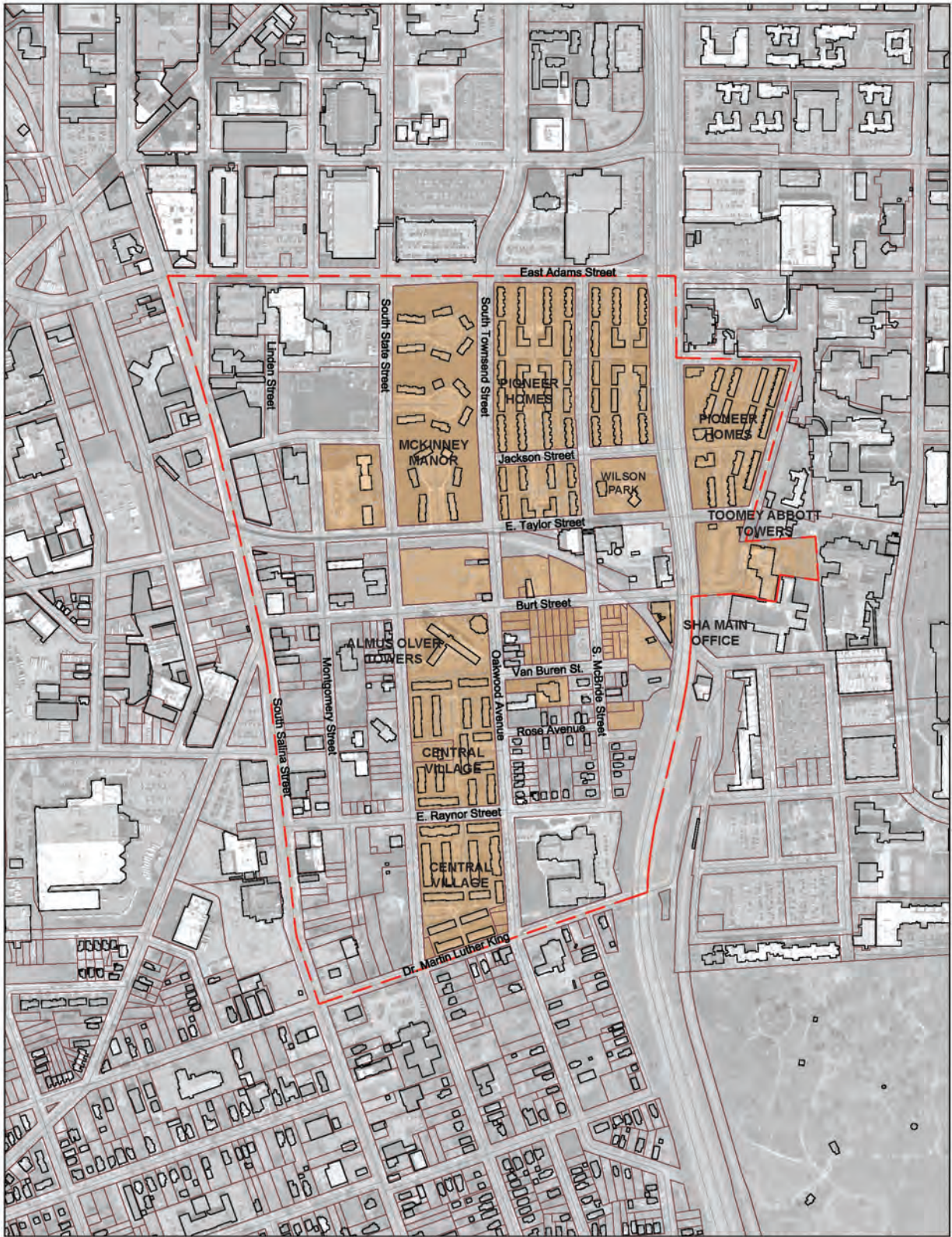
The preparation of the Transformation Plan consisted of four stages of work:

1. Inventory and Analysis of Background Information
2. Alternative Concepts, Community Visioning and Preferred Plan Concept
3. Preliminary Transformation Plan
4. Final Transformation Plan

Stage 1 was begun and completed in the fall of 2015. Stage 2 was begun in February 2016, following the planning team's preparation of a Department of Housing and Urban Development Choice Neighborhoods Planning Grant application from December 2015 through January 2016. The Planning Grant presented an opportunity for the Housing Authority to obtain up to \$2 million to fund the further planning and initial implementation of key action items. Although not selected for funding, the application provides a comprehensive description of the project and planning process that the Authority can use to move forward with other funding avenues.


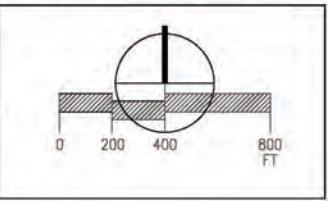
The work to date has included numerous meetings with public housing residents, as well as potential partners in the implementation of the Transformation Plan including the City of Syracuse and other major institutional stakeholders.

This report incorporates the work of Stages 1 and 2 and includes the Preliminary Preferred Plan Concept described at the conclusion of the document. This report also discusses the next steps in the planning process that will be required to complete the Transformation Plan.



**Syracuse Housing Authority
Transformation Plan**
 Pioneer Homes
 McKinney Manor
 Almus Olver Towers / Central Village
 Toomey Abbott Towers

**SHA Communities / Properties
& Study Area**

2. INVENTORY AND ANALYSIS

The following narrative and maps describe the inventory and analysis conducted at the outset of the planning process.

Transformation Plan Area

The Transformation Planning area was defined in with SHA leadership to include all of the SHA communities within the East Adams neighborhood, and which will be impacted directly and indirectly, by the I-81 reconstruction project. The SHA communities include: Pioneer Homes, McKinney Manor, Central Village, Almus Olver Towers and Toomey Abbott Towers.

The planning area extends from East Adams Street on the north to East Castle Street / Dr. Martin Luther King (M.L.K) Street to the south, and from South Salina Street on the west to the I-81 corridor on the east. The portion of Pioneer Homes and Toomey Abbott Towers, located east of the I-81 corridor are included in the planning area, as shown in the “SHA Communities/Properties & Study Area” illustration on page 2.

The composition of the SHA communities is shown in the following table.

Bedrooms

Community	0	1	2	3	4	5	Total
Almus Olver Towers	3	173	8	0	0	0	184
Toomey Abbott Towers	2	296	8	0	0	0	306
Central Village	0	0	27	111	31	12	181
McKinney Manor	0	0	0	60	10	5	75
Pioneer Homes	0	208	312	73	4	0	597
TOTAL UNITS	5	677	355	244	45	17	1,343
Percentage of total	.3%	50.4%	26.4%	18.2%	3.4%	1.3%	100%

Pioneer Homes and Central Village are 2-4 story apartment buildings, and Toomey Abbott and Almus Olver are high rise towers with 21 and 12 floors respectively.

Existing Development Context

A reconnaissance of the planning area was conducted at the outset of the planning process and documented in photos and notations on study area maps. The planning area is notable from several perspectives:

First is the proximity to downtown Syracuse, Syracuse University, University Hospital and the VA Medical Center. Immediately north of the planning area is the Oncenter Convention Center, War Memorial Arena, Civic Center Theaters, the Everson Museum of Art and



I-81 Viaduct and Pioneer Homes



Almus Olver Towers



Roesler Park



South Salina Street

the Centro Transit Hub. All of these civic amenities as well as the employment opportunities afforded in downtown and its adjacent institutions are all within walking distance of the planning area.

Land Use

As illustrated in the “Existing Development Context” map on page 5, a second notable feature of the area is its wide range of land uses, which include: retail commercial, industrial/utilities, single family residences, and multi-unit apartments. As noted in the preceding section, public housing units comprise a large number of the multi-unit apartment buildings in the area. The area also has a number of community-serving institutions occupying sites along its western edge including the Salvation Army, Syracuse Community Health Center, and the SUNY Educational Opportunity Center.

The area includes two public schools and three parks including Roesler Park with ball fields/large open play areas, Libba Cotten Grove Park with passive open space and Wilson Park with a community center building and swimming pool. The area also has several large tracts of vacant land. Most of the development in the planning area is currently one to four stories in height. The major exceptions are the two Housing Authority towers.

Existing Zoning

The existing zoning of the study area reflects the diversity of the existing land uses. Existing zoning districts include RB - high density residential; CA - commercial and BA - local business, IA - Industrial, and CBD-OSR - CBD office and service.

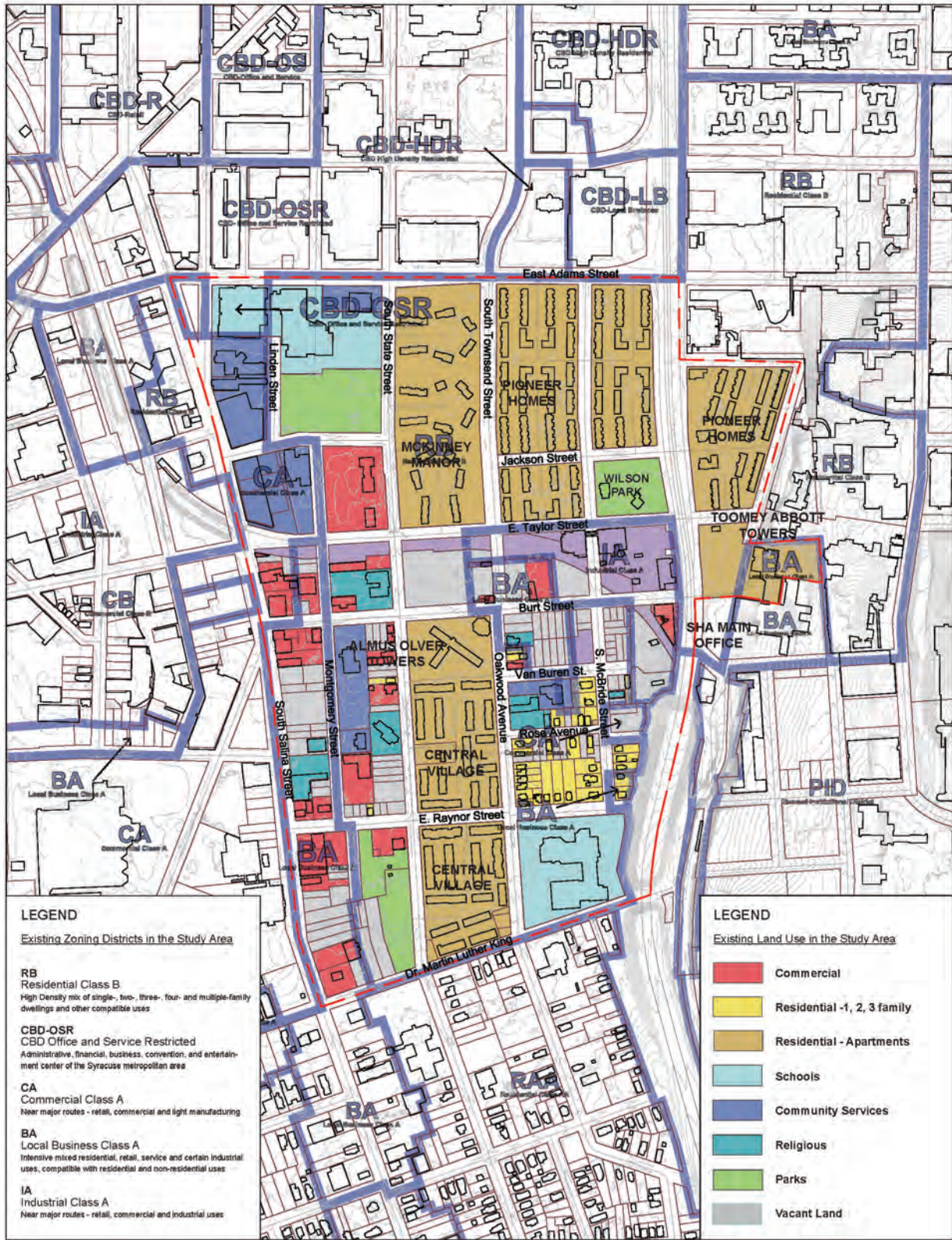
The City of Syracuse has recently initiated a planning process to develop a new zoning ordinance. It is anticipated that the outcome of this Transformation Plan will provide beneficial input to the one-to-two year planning process that will be required to complete the new ordinance.

Previous / Current Plans and Projects

Previous / Current Plans and Projects are shown illustrated on the “Previous / Current Plans & Projects” map on page 7.

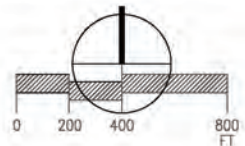
I-81 Reconstruction Project

Portions of Interstate 81 are severely deteriorated and nearing the end of their useful lives, including the elevated portion that runs



**Syracuse Housing Authority
Transformation Plan**
Pioneer Homes
McKinney Manor
Almus Olver Towers / Central Village
Toomey Abbott Towers

Existing Development Context



through downtown Syracuse. Planning to address this condition has been underway since 2008 and has included conducting physical condition analyses; developing a process for planning; conducting public participation focus group meetings, workshops and presentations; identifying feasible alternatives for further study; and initiating the process of preparing an Environmental Impact Statement (EIS) for the project.

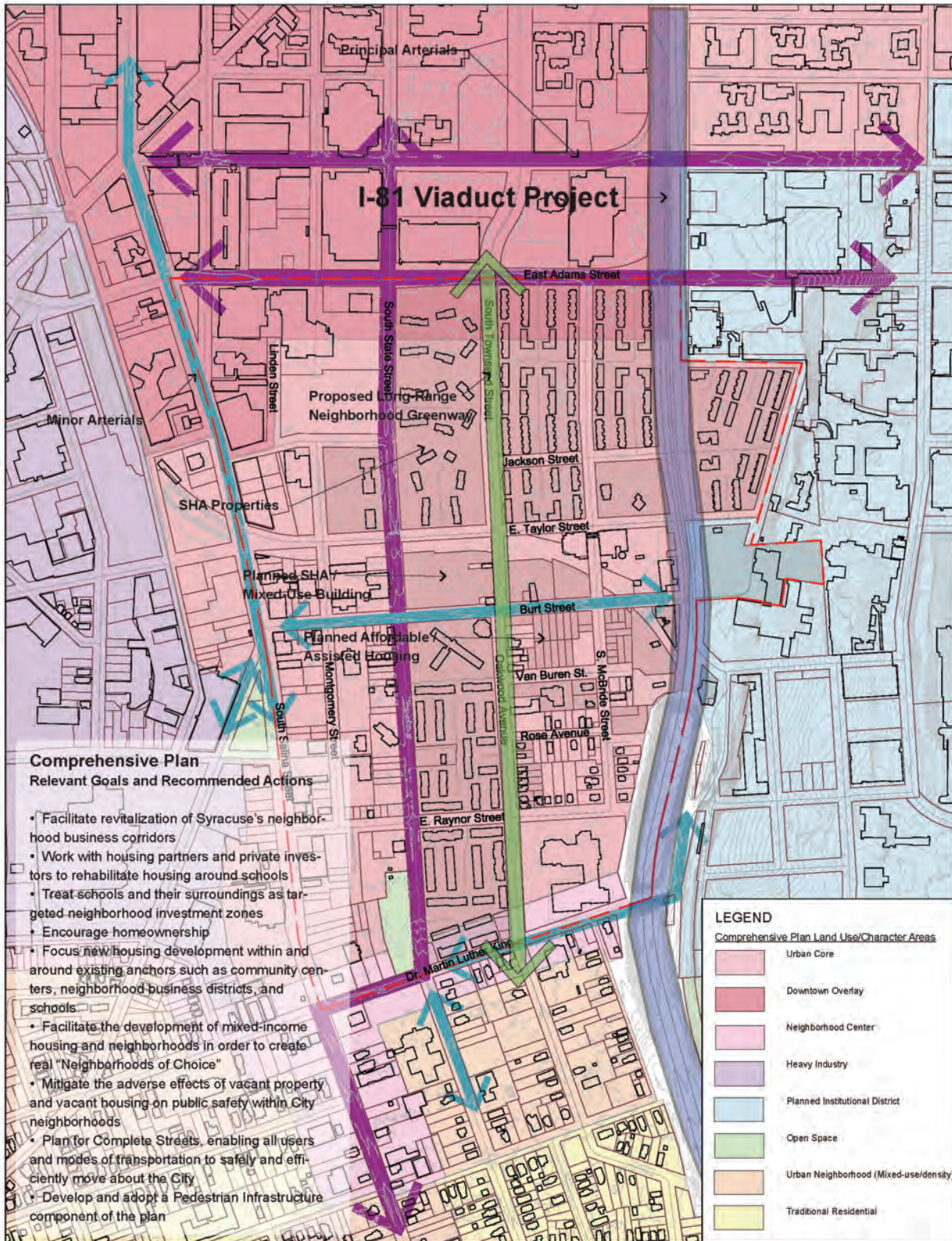
Scoping is the initial portion of the EIS process as it “affords an opportunity for agencies and the public to provide input on the purpose and need for the project, project objectives, the potential alternatives under consideration, and the environmental analysis methodology.” The final “Scoping Report” was released in April 2015, and identified and evaluated 17 alternatives for reconstruction / replacement of the aging viaduct, that fell into the following categories:

- No Build
- Rehabilitation
- New Viaduct
- Street Level
- Tunnel
- Depressed Highway

Of the six categories of alternatives, two were recommended in the Scoping Report for further consideration in the Draft EIS report: “New Viaduct” - which included three alternatives recommended to advance; and three Street Level alternatives - which were combined and renamed the “Community Grid Alternative”, which was recommended to advance.

At the Stakeholders Committee meeting held in June 2016, an update on the project status was presented. This update included the introduction of a new variation on the Community Grid Alternatives which shows a new boulevard street that runs under, rather than over, the railroad tracks between East Castle/Dr. M.L.K. Street and Burt Street. This alternative, now also under consideration, would eliminate the elevated embankment required if the boulevard continued over the railroad as in the original Community Grid Alternatives.

As of the writing of this report the Draft EIS Report is still in preparation. It is anticipated that the Draft EIS Report, which will include

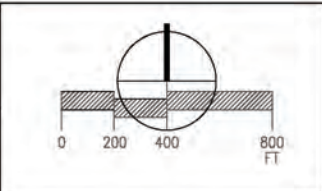


**Comprehensive Plan
Relevant Goals and Recommended Actions**

- Facilitate revitalization of Syracuse's neighborhood business corridors
- Work with housing partners and private investors to rehabilitate housing around schools
- Treat schools and their surroundings as targeted neighborhood investment zones
- Encourage homeownership
- Focus new housing development within and around existing anchors such as community centers, neighborhood business districts, and schools
- Facilitate the development of mixed-income housing and neighborhoods in order to create real "Neighborhoods of Choice"
- Mitigate the adverse effects of vacant property and vacant housing on public safety within City neighborhoods
- Plan for Complete Streets, enabling all users and modes of transportation to safely and efficiently move about the City
- Develop and adopt a Pedestrian Infrastructure component of the plan

**Syracuse Housing Authority
Transformation Plan**
 Pioneer Homes
 McKinney Manor
 Almus Olver Towers / Central Village
 Toomey Abbott Towers

**Previous / Current Plans
& Projects**

the recommended plan for reconstruction of the viaduct will be released sometime in 2017.

The Syracuse Housing Authority Board of Commissioners has selected the Street Level, or Community Grid Alternative(s) as its preferred course of action.

City of Syracuse Comprehensive Plan

The Syracuse Comprehensive Plan 2040 was adopted by the Syracuse Common Council in 2014, and includes the following sub-elements:

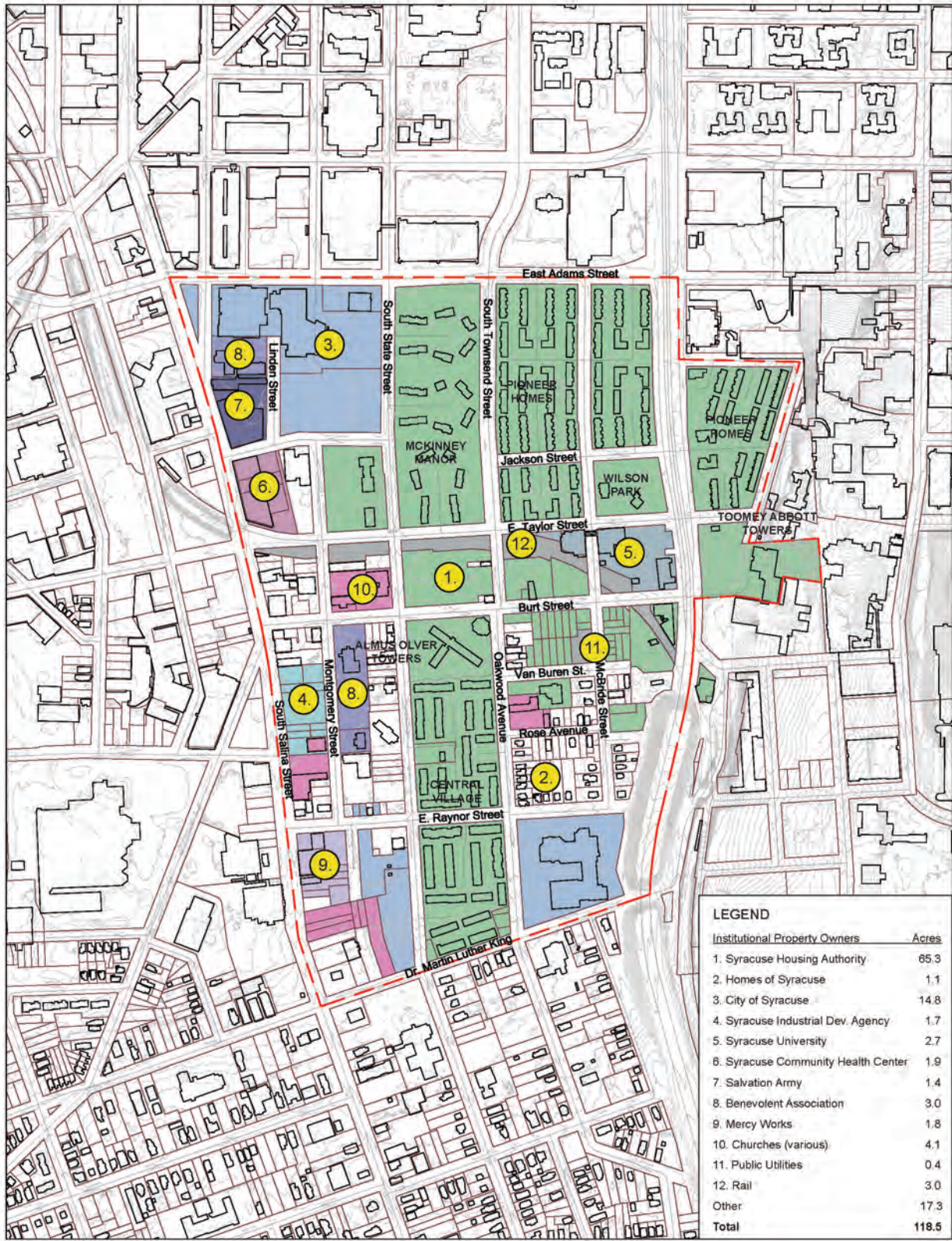
- Land Use and Development Plan
- Sustainability Plan
- Historic Preservation Plan
- Syracuse Bicycle Plan
- Public Art Plan

Key Relevant Goals and Actions of the Comprehensive Plan

Among the most important goals and actions for the Transformation Plan are the following:

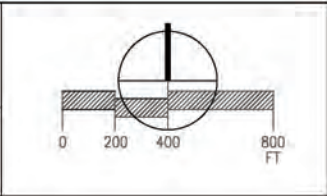
- Facilitate revitalization of Syracuse’s neighborhood business corridors
- Work with housing partners and private investors to rehabilitate housing around schools
- Treat schools and their surroundings as targeted neighborhood investment zones
- Encourage homeownership
- Focus new housing development within and around existing anchors such as community centers, neighborhood business districts, and schools
- Facilitate the development of mixed-income housing and neighborhoods in order to create real “Neighborhoods of Choice”
- Mitigate the adverse effects of vacant property and vacant housing on public safety within City neighborhoods
- Plan for Complete Streets, enabling all users and modes of transportation to safely and efficiently move about the City
- Develop and adopt a Pedestrian Infrastructure component of the Plan

In addition to the Goals and Actions listed above, the Land Use and Development Plan is the most directly relevant to the Transformation Plan, providing guidance on the future



**Syracuse Housing Authority
Transformation Plan**
 Pioneer Homes
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Institutional Property Owners

land use and desired character and quality of development in the area. In terms of land use, the Comprehensive Plan designates the Transformation Plan area as “Urban Core”, which calls for the same type of mixed commercial/residential and office development as in the downtown. However, while the downtown overlay calls for buildings generally over six stories in height, the Urban Core is described as generally being less than six stories in height.

The Land Use and Development Plan describes the desired character of the Urban Core as follows:

“This area is the most ‘urban’ feeling [of all of the City’s Character Areas], built-up, mixed-use center of activity. Buildings come up to the sidewalk and feature large first-floor storefront windows. Upper floors may include residential, office, or commercial uses. Building façades and upper floor windows should be vertical in orientation. Wide sidewalks accommodate heavy pedestrian traffic and café seating in some locations. Parking is located behind buildings and well-screened when this is not possible. There are very few one-story or detached buildings in these areas. Building heights do not typically exceed six stories. The urban row buildings of North Salina Street through Little Italy, Armory Square, and Montgomery Street just north of Columbus Circle, typify this character area.”

Other important features of the Comprehensive Plan relevant to the Transformation Plan include:

- Recommended development of a Neighborhood Greenway along South Townsend Street/Oakwood Avenue that will help link the area to downtown. Greenways are described as streets with low automobile traffic and with improvements such as street tree planting and green infrastructure as well as traffic - calming measures such as speed bumps or roundabouts at major intersections to make them especially pedestrian and bicycle-friendly.
- Retention of East Adams and South State Streets as a Principal Arterial Streets.
- Retention of South Salina, Burt, and Dr. M.L.K. / East Castle Streets as a Minor Arterial Streets.

Property Ownership

The Transformation Plan area contains a significant number of institutional uses and owners as illustrated on the “Institutional Property Owners” map. Of the total of approximately 119 net acres within the area (not including street rights-of-way), approximately 102 acres are owned by various institutions including the City of Syracuse (public schools), Syracuse University (steam plant), the Syracuse Industrial Development Agency (vacant land) several community service organization such as the Salvation Army and Community Health Center,

One of the important institutional property owners is the Syracuse Housing Authority

which owns approximately 66 acres of land including five public housing communities / sites as well as its Main Office building, maintenance and storage buildings and several vacant parcels. Owning approximately 55 percent of the property gives the Authority significant control of, and responsibility for, the future successful revitalization of the area.

Other Inventory and Analysis Information

In addition to the preceding elements the following documents and data were reviewed during the inventory and analysis:

1. Syracuse Housing Authority:

A. SHA Five Year and Annual Plan for FY 2014-15: Approved by HUD in May 2014

The Five Year/Annual Plan refers to the I-81 viaduct reconstruction project. While the plan does not identify an action or actions to address the significant impacts of the viaduct reconstruction on public housing, it does indicate that SHA was moving forward to develop a plan to address this issue as follows:

“The State of New York and the City of Syracuse are also faced with the reconstruction, demolition, or rehabilitation of Interstate 81, a major thoroughfare which runs through the city. For the 1.5 mile elevated portion, the Syracuse Housing Authority has over 900 public housing units which are within two blocks of the footprint of the highway. At the same time, the administrative offices are located right in the shadow of the elevated portion. SHA is commencing a strategic master development planning process in which to explore options of development, redevelopment, and the impacts of the various possibilities that it will face when the State of New York makes the decision to address this infrastructure need.”

B. 2015 Pioneer Homes Physical Needs List

The 2015 list of needs for Pioneer Homes includes interior as well as exterior renovation and repair needs, which are similar to needs at all SHA properties. It identifies Low, Medium and High Priority projects and where available, the potential cost of the work. The list appears comprehensive, but does not directly address the determination of the “severe distress” of the properties, which will be required if SHA pursues HUD grant funding opportunities through the Choice Neighborhood Initiative Program.

C. Market Analysis prepared for the Freedom Commons Project

This report indicates a strong need / market for affordable housing based on the current occupancy rate of 97 percent and the long wait lists for existing affordable housing options.

2. City of Syracuse

A. 2010 Housing Plan

The 2010 Housing Plan identifies the following “Housing Development Strategies” for the Southwest Neighborhood, which includes (but is significantly larger than) the Transformation Plan area.

- “Rental Properties – Most Southwest residents are renters. Work with tenants and landlords alike to encourage maintenance of rental properties. Code enforcement may assist with this.
- Vacant Structures – Identify and stabilize vacant structures, and use strategic demolition/deconstruction, rehabilitation, and land banking to reduce blight and improve the quality of the neighborhood.
- Block by Block Development – Targeted block by block development in cooperation with agencies such as Jubilee Homes and the Syracuse Model Neighborhood Corporation will reduce blight and improve the quality of the neighborhood.
- Substantial Rehabilitation Owner Assistance Program – Low interest loans and grants will enable homeowners to maintain and improve their properties.
- Homeownership Promotion - Reduce the barriers to owner-occupancy with down payment and closing costs assistance, as well as homeowner counseling for first-time buyers.”

B. City of Syracuse Consolidated Plan 2015-2019

The Consolidated Plan lists the following major goals and actions:

“Priority Goal: Increase Household Wealth

- Promoting and retaining homeownership, the major source of wealth for most households, through programming such as down payment assistance, homebuyer counseling, and foreclosure prevention.
- Home improvement grants and loans to retain current low-income homeowners.
- Addressing blighting influences through place-based revitalization, including substantial renovation and strategic demolition activities. These activities support the economic stability of surrounding homeowners by protecting, and eventually increasing, home values and attracting private investment.
- Provide pathways out of poverty by supporting youth development services, job readiness training, and small business capacity building.

Priority Goal: Eliminate Housing Barriers

- Development of affordable rental housing by leveraging HOME funds with other resources such as Low Income Housing Tax Credit funding to renovate and/or newly construct quality rental housing.

- Assist the housing vulnerable and homeless to be able to access affordable housing opportunities through relocation of individuals and households living in substandard housing, promoting the development of more accessible housing units, and rapidly rehousing those who become homeless.
- Promoting fair housing opportunities.

Secondary Goal: Engage and Support Seniors

- Providing home improvements to allow seniors to age in place or relocation services from substandard and unfit housing when the cost of repairs exceeds their abilities.
- Ensuring day programming, including meals, at City-owned community centers.

Secondary Goal: Create Healthy and Sustainable Homes

- Reducing home health maladies, including lead-based paint hazards, mold, radon and trip hazards.
- Incorporating green technologies in both newly constructed and rehabilitated housing efforts.
- Deconstruction and “soft skimming” techniques to preserve and reuse architectural amenities and deferring additional refuse from area landfills.”

C. Crime

Local rates for violent crime were investigated by the planning team as part of the preparation of the Choice Neighborhood Initiative Planning Grant Application for Pioneer Homes that was submitted to HUD in February 2016.

As indicated in the grant application “Part I violent crime – The 2012-2014 Part I Violent Crime Rate for the Police Reporting Areas containing Pioneer Homes was 8.99 crimes per 1,000 persons, or 2.63 times the Part I Violent Crime Rate for Onondaga County, which was 3.42 per 1,000 persons.”

D. Capital Improvement Program

The City of Syracuse Capital Improvements Program was reviewed using data available online. Due to the organization of the data it was unclear if there are any major planned capital expenditures scheduled in the Transformation Plan area. As the Transformation Plan continues to be refined further discussions with city representatives should be scheduled to confirm any previously planned capital improvements in the area.

E. Community Demographics

Neighborhood demographics were generally reviewed by the planning team as they were reported in other documents such as the market study for the Freedom Commons project, the 2010 City of Syracuse Housing Plan and the City of Syracuse Consolidated Plan 2015-2019. More directly relevant to the Transformation Plan is the review of neighborhood demographics included in the planning team’s work to prepare the CNI planning grant ap-

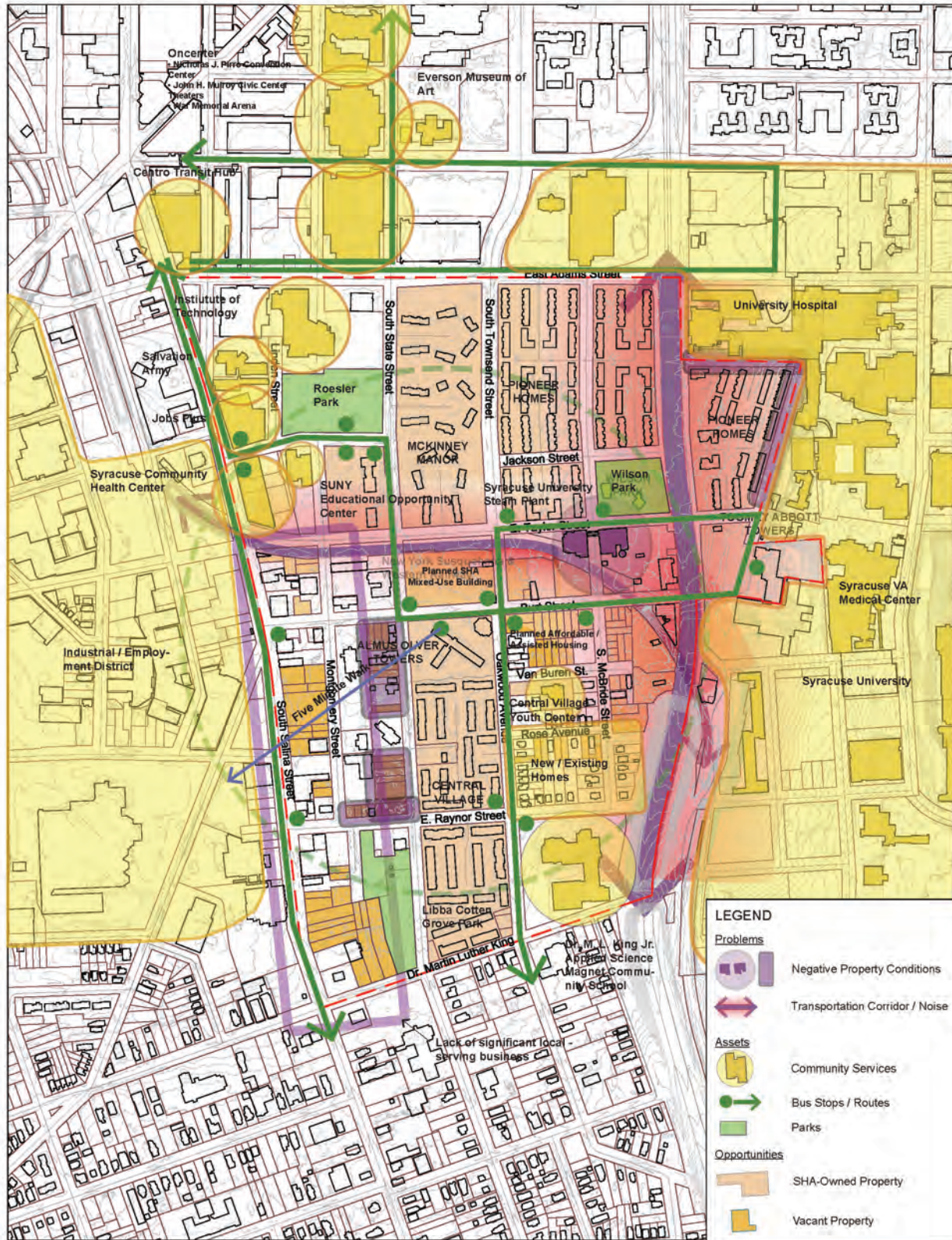
plication for Pioneer Homes. Using an on-line data tool provided by HUD, the team found that the “The neighborhood Poverty/ELI (extremely low income) rate is 69.94%: 3.5 times the minimum threshold.” The minimum threshold to be eligible for the CNI grant program is a Poverty/ELI rate of 20 percent. This characteristic points out the extreme concentration of very low income residents in the neighborhood, and tangentially illustrates their need for affordable housing, community and supportive services, job - training , education etc.

Problems, Assets and Opportunities

The Transformation Plan area has a unique set of incredible positive attributes combined with an equally unusual set of problems and negative factors affecting future development. In spite of the negatives, the assets suggest the area offers significant opportunities for development in the future as illustrated in the accompanying map of “Problems, Assets, and Opportunities” on page 15.

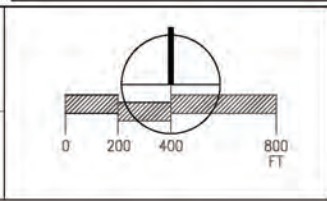
Assets and Opportunities

- Perhaps the single most favorable aspect of the Transformation Plan area is its unique location immediately adjacent to downtown employment and amenities, and its proximity to Syracuse University, the SUNY Upstate Medical University and Hospital and VA Medical Center, which offer employment and world-class educational opportunities. The compact size of the area, with an approximate ten-minute walk from one side to another means the entire neighborhood is within an easy walk of these adjacent assets.
- A second important asset in the neighborhood is the existing array of public schools, parks and open space and neighborhood-serving institutions. Certainly some of these are in need of improvement, but they provide the “civic infrastructure” with which to start neighborhood revitalization.
- The fact that SHA owns over fifty percent of the net land area is a tremendous asset providing substantial leverage to ensure positive outcomes from future development.
- The relatively low density of the McKinney Manor site suggests the opportunity to begin revitalization activity on that site rather than the more densely developed Pioneer Homes site.
- Approximately 16 acres of vacant land — much of it owned by the Housing Authority and the Syracuse Industrial Development Agency can provide the opportunity to build new housing within the neighborhood thereby providing local relocation options for existing residents.



**Syracuse Housing Authority
Transformation Plan**
 Pioneer Homes
 McKinney Manor
 Almus Over Towers / Central Village
 Toomey Abbott Towers

Problems, Assets and Opportunities



Problems

- The existing freight rail service is anticipated to remain in service indefinitely. The elevated concrete-sided embankment that runs through the Transformation Plan area is unattractive and creates a barrier between north and south sides of the neighborhood. This feature could be dramatically changed through cleaning, painting, landscaping, public art etc.
- The I-81 viaduct is today a problem — both visually and in terms of the noise generated by high-speed traffic running on the elevated structure. While the outcome of the NYDOT EIS Report and recommendations are not yet known, the SHA Board has endorsed the “Community Grid” (surface street(s)) as its preferred solution for reconstruction of the viaduct.
- Vacant and underutilized properties along South State Street and bordering Central Village and Almus Olver Towers sites are negative features today, but offer the opportunity for development of new uses in the short term, if the properties can be acquired.
- Vacant buildings and properties along South Salina Street detract from the neighborhood character and quality. Programs that address vacant buildings and sites have been developed in many communities and can provide cosmetic improvements until substantial revitalization/redevelopment can occur.

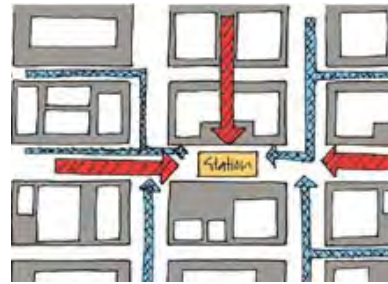
3. COMMUNITY VISION STATEMENT

The following Vision Statement reflects the input received at the visioning workshops held during November 2015 and March 2016, as well as input received in meetings with residents and SHA Board members throughout the planning process. The Vision Statement describes the aspirations of the residents for the future revitalization of their neighborhood in the future, and therefore represents the goals for the Transformation Plan. A significant element common to all three alternatives is the extraordinary location of the larger site area and the components that make it uniquely suited for diverse mixed residential and commercial development on a large scale, including proximity to downtown Syracuse, a world renowned institution of higher learning (Syracuse University), and facilities providing world class health care (Upstate Medical University Hospital), all within a short distance of the entire area and easily accessible.

The Vision Statement is organized in the three categories of: Neighborhood, Housing and People, that are recognized by HUD as critical elements for successful neighborhood transformation.

NEIGHBORHOOD

In the future the East Adams Street Neighborhood will be a “Complete Community” in which:



Residents will feel safe, as a result of:

- An open, interconnected arrangement of streets
- Improved street lighting
- Pedestrian – friendly sidewalks, crosswalks, and vehicular controls
- Appropriate and effective security measures, including natural surveillance design strategies





Residents will be served by excellent public transportation,

- which may include trolleys that connect residents to the numerous activities in and adjacent to the neighborhood



Local commercial services within walking distance will include:

- A grocery store
- A pharmacy / drugstore
- A laundry / cleaners
- Banks



There will be a network of recreation facilities within easy walking distance, including playgrounds for small children, which will offer activities for all ages and abilities.



Community facilities will be available that are appropriately designed to support activities of all the various interest groups in the community .

- A library, computer lab, and wellness center are desirable elements to be included.

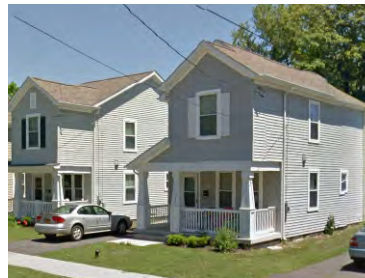




HOUSING

In the future the East Adams Street Neighborhood will include a variety of housing types:

- Townhouses and single family detached homes
- Low-rise apartments
- Duplex, triplex, and quadraplex types



Current SHA managed
Homes of Syracuse



Future housing in the East Adams Street Neighborhood will:

- Be of the same high quality construction regardless of the income of residents;
- Provide appropriately sized units for every family;
- Provide, to the extent possible, every unit with its own front door, facing the street, along with,
- Well-defined private and public spaces



In the future the East Adams Street Neighborhood will include a variety of housing types:

- Including mixed-use buildings that combine ground floor commercial uses with residential units on upper floors



New housing will include:

- Modern amenities such as modern kitchens and appliances and washer/dryer hook-ups.
- Usable / functional open spaces accessible to all residents



Toomey Abbott Towers:

- will be completely renovated – both interior and exterior, with an emphasis on utility systems, windows, the elevator, interior finishes, and accessibility;
- the reception area will be redesigned for better accessibility and functionality;
- New amenities will include an exercise room, outdoor gathering space for picnic tables and grills





Living in a
GOOD NEIGHBORHOOD
is a right;
AND a 
RESPONSIBILITY

PEOPLE

In the future, residents of the East Adams Street Neighborhood will be encouraged to take advantage of existing services available in the neighborhood through:

- Improved transportation options
- Individual service plans
- Improved program notifications
- Distributed programs in convenient locations

Where there are gaps in existing programs in the neighborhood, services will be supplemented to ensure that appropriate programs are available for residents of all ages, including:

- Programs for children and teenagers
- Improved schools
- Expanded child care opportunities
- 24 hour urgent care
- Programs for single parents
- Improved access to banking
- Improved neighborhood safety and security
- Healthy living activities
 - Healthy food choices
 - Healthy cooking
 - Healthy exercise

Equally important is to develop a community of responsible, respectful neighbors through:

- Life skills programs
- Activities that foster a better sense of community
- Firm, consistent management

4. ALTERNATIVE PLAN CONCEPTS

The following three alternatives for the East Adams neighborhood reflect the aspirations established in the vision statement.

Elements Common to all Alternatives

Land Use: All alternatives incorporate the general land-use plan framework for the neighborhood contained in the City's Comprehensive Plan, including: the incorporation of a mix of residential, commercial and office uses; incorporation of shorter blocks; development of typically attached row-buildings with traditional storefronts; development of typically taller buildings, interspersed with lower buildings; development of a Neighborhood Center at the intersection of S. Salina and Dr. M.L.K. / East Castle Street; development of a Neighborhood Greenway on S. Townsend St. / Oakwood Avenue.

All alternatives illustrate "Urban Core" mixed-use development along S. Salina Street which is interspersed among the several existing businesses. In accordance with the Comprehensive Plan this development could be 4 stories +. Development on these blocks is envisioned to include ground floor retail and upper floor office / residential uses at some point in the future.

In addition all alternatives incorporate the automobile circulation network in the Comprehensive Plan that includes South State Street as a Principal Arterial, and East Adams, South Salina and Burt Streets as Minor Arterials. Within this overall framework there are some minor variations as described below.

Institutional Uses: All of the alternatives assume that existing institutional uses (Salvation Army, Educational Opportunity Center (EOC), Community Health Center, Churches etc.) will continue to function and occupy the same sites as they do today, including the Syracuse University steam/chiller plant.

Interstate Highway 81: While the final design for the reconstruction of I-81 has not yet been determined, the Syracuse Housing Authority Board has made it clear that the preferred highway alternative is to de-designate the Almond Street corridor as an interstate highway, and develop the replacement roadway as a surface street. Further, NYSDOT has now agreed to examine an alternative that carries the boulevard under the railroad, in an open, depressed roadway configuration which currently exists, rather than over it, thereby eliminating the visual impact of a new high-level overpass and / or filled embankment. All Alternatives incorporate the combined surface/depressed boulevard, with variations on the length of the depressed roadway. These variations create slight differences among the Alternatives regarding access from existing local streets to - and over the new roadway.

Railroad: All alternatives are based on the assumption that the railroad will remain in operation for the indefinite / long - range future. All alternatives assume that the railroad viaduct will receive cosmetic treatment - paint, spalling repair etc. - to dramatically improve its appearance. In addition, due to its elevated position throughout the neighborhood, it is assumed that some type of noise reduction treatment will be necessary. The

nature of the noise reduction treatment is unknown, as the analysis of railway noise levels has not yet been undertaken. While noise reduction strategies may include changes to the rails, and other aspects of the train vehicles themselves, It is assumed that a wall(s) of some height and material, or solid “railing” along the tracks, will also be required to reduce noise to acceptable levels for new residential construction.

SHA Freedom Commons Development: All Alternatives assumed that the Freedom Commons development of supportive housing would occur as planned on the south side of Burt Street, between Oakwood Avenue and South McBride Street. However, since the preparation of these Alternatives it has been learned that the proposed development did not receive an allocation of Tax Credits in the most recent funding round. However its funding viability remains strong, and so remains in all Alternatives.

Neighborhood Greenway: All of the alternatives incorporate the neighborhood greenway proposed in the City’s Comprehensive Plan along South Townsend/Oakwood Avenue. However, their designs vary as described below.

Syracuse University Steam/Chiller Plant: It is proposed that the steam/chiller plant receive an architectural “wrap” as has been done around other large-scale utility structures, to improve the visual quality of the immediate vicinity.

Alternative A (See illustration on page 25)

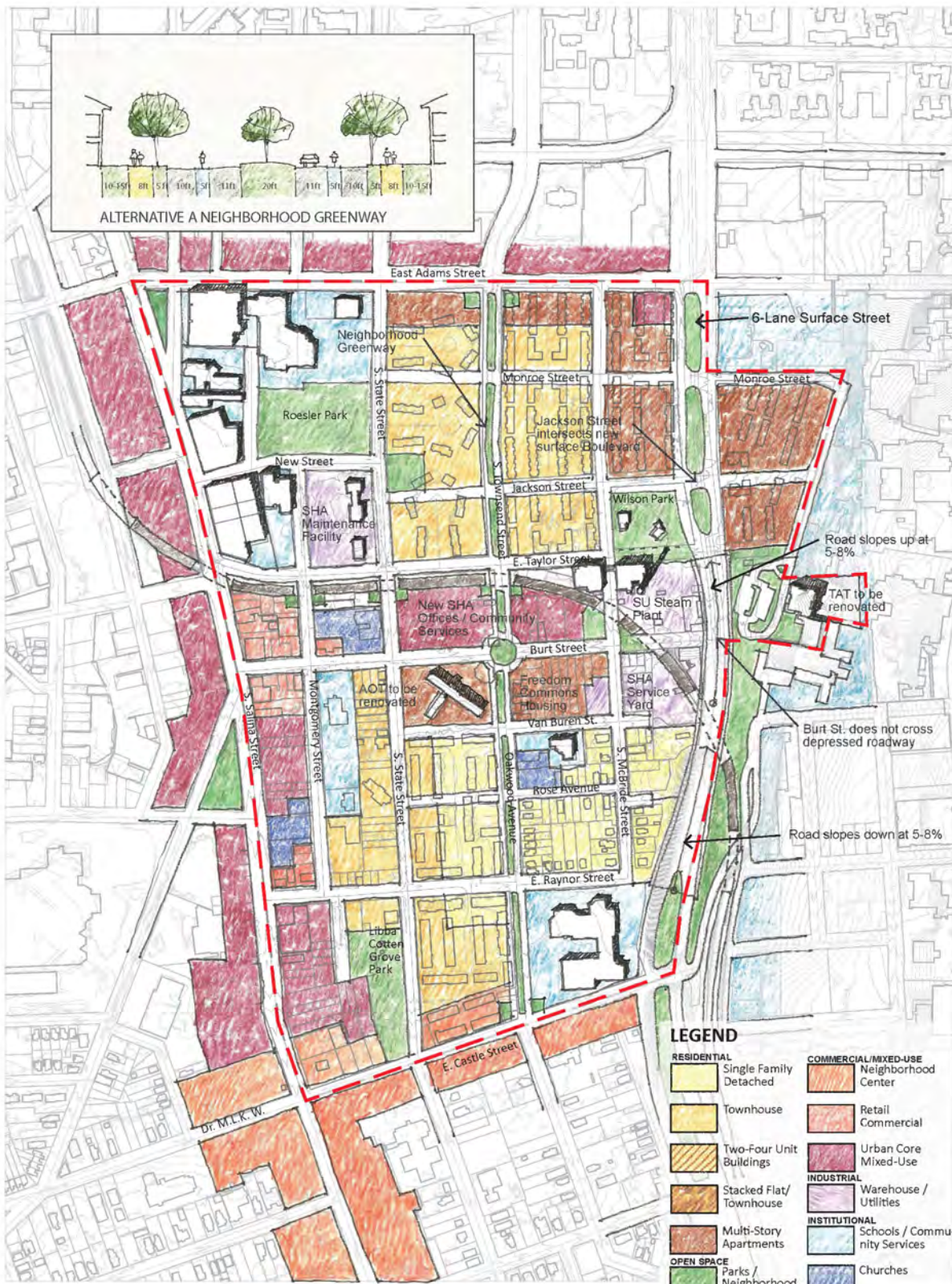
1. Residential Land Use and Density: Alternative A is generally organized to place the higher density residential development toward the north and eastern corner of the neighborhood, within easy walking distance of downtown and Syracuse University, and lower density development south of Burt Street, where there is existing single family homes, including the homes recently constructed by SHA. Development along Adams Street may be in the 3 -4 story range, while development south of Burt Street is envisioned as a mix of single family, townhouse and duplex/quadruplex-type buildings that will be one or two stories high.

1.1 Toomey Abbott Towers (TAT) / Almus Olver Towers (AOT): Alternative A incorporates the existing TAT and AOT buildings and assumes they will be renovated.

1.2 Eastern Portion of Pioneer Homes: Alternative A illustrates the construction of new high density housing on the eastern portion of the Pioneer Homes site.

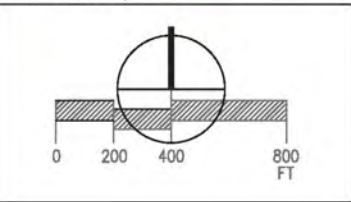
2. Commercial land use: Alternative A assumes that some local-serving commercial uses will be included in the proposed SHA mixed-use building on Burt Street. In addition the potential for some limited ground floor commercial is shown on SHA properties on East Adams Street at Almond Street and in the proposed Neighborhood Center along E. Castle Street between S. State Street and Oakwood Avenue.

3. SHA Office Building: Alternative A incorporates a new SHA office / mixed-use building on Burt Street between S. State Street and S. Townsend Streets, as proposed by SHA. With the mixed-use aspect of the development, this site is seen as the activity “hub” of the community.



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4. Utilities / Warehouse and Storage: Alternative A suggests that the temporary SHA storage and yard areas on Burt Street blocks be relocated to the SHA property on Burt Street east of S. McBride Street, where they will buffer the railroad from new residential development to the west.

This shift will aggregate this type of use along the eastern side of the neighborhood adjacent to the steam plant /railroad where they will help buffer noise.

5. Neighborhood Greenway: Alternative A includes a boulevard- style greenway with a +/- 20-25 ft. wide median, one lane of traffic in each direction, bike lanes and on-street parking on both sides of the street.

6. Local Streets / I-81 Replacement: Alternative A minimizes the length of the new depressed roadway, thereby allowing at-grade intersections at E. Castle Street, Jackson Street, Monroe Street and E. Adams Street. In this alternative Burt Street and Taylor Street do not continue across the new depressed roadway due to assumed insufficient clearance.

Alternative B (See illustration on page 27)

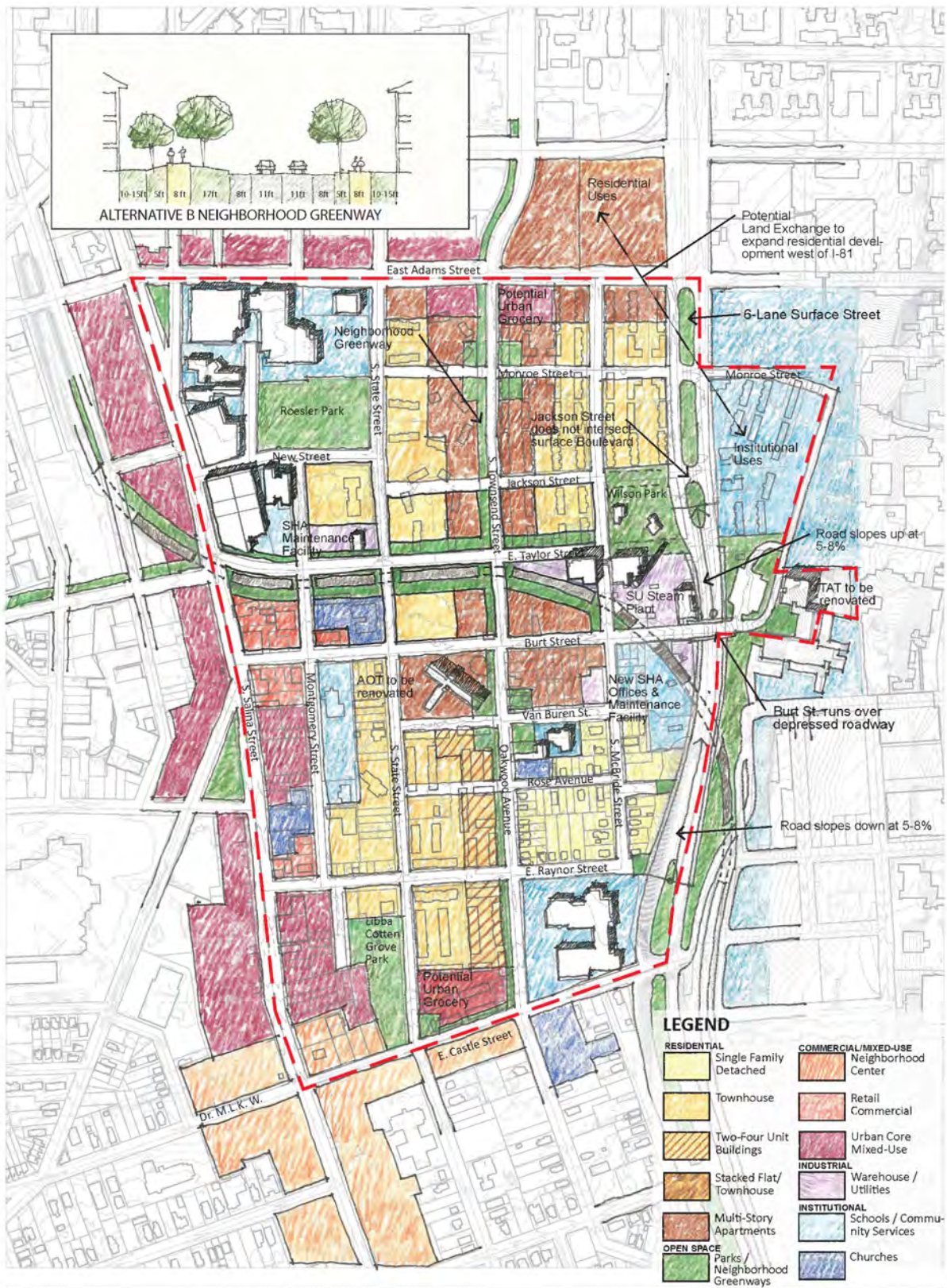
1. Residential Land Use and Density: Residential density in Alternatives B is generally organized to take advantage of the enhanced streetscape proposed along the S. Townsend / Oakwood Avenue neighborhood greenway, by placing the higher density development (envisioned as 4+/- story apartments) along this corridor with lower height/density on either side (one-two story single family, duplex, townhouse).

1.1 Toomey Abbott Towers (TAT) / Almus Olver Towers (AOT): Alternative B (and A) assumes that the existing TAT and AOT buildings will remain and be renovated.

1.2 Eastern Portion of Pioneer Homes: Alternative B illustrates the prospect of a mutually advantageous land exchange in which the eastern portion of the Pioneer Homes site (east of the existing I-81 viaduct) is exchanged for privately owned land at the northeast corner E. Adams Street and S. Townsend Street. The exchanged land west of I-81 is shown as new residential development, which may offer a better location for future residents, and the existing SUNY functions currently on the privately – owned land, may be better located immediately adjacent to the hospital.

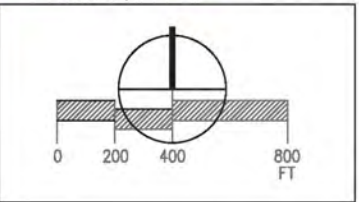
2. Commercial land use: Alternatives B suggests that the potential for commercial development, possibly including a small urban grocery store, may be better on either E. Adams Street, which carries a significant amount of vehicular traffic, or on E. Castle Street where it would be consistent with the Neighborhood Center proposed in the Comprehensive Plan. The Comprehensive Plan envisions the Neighborhood Center Development to be 1-3 stories in height. Nojaim Brothers is the only grocery store of any size nearby, and is located several blocks west of S. Salina along Adams Street. The only other nearby food stores appear to be corner convenience stores.

3. SHA Office Building: Alternative B suggests that if the mixed-use components described



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in Alternative A do not come to fruition, that SHA might consider moving the future office building eastward on Burt Street to the block just east of McBride Street. This shift would allow the new residential development to be continuous along the S. Townsend Street/Oakwood Avenue neighborhood greenway.

4. Utilities / Warehouse and Storage: Alternative B illustrates the possibility that the SHA maintenance / storage facilities located north of the railroad between S. State Street and Montgomery Street be relocated to the eastern end of Burt Street, in conjunction with the new SHA office building. The capacity of the site to accommodate both uses would have to be tested.

5. Neighborhood Greenway: Alternative B illustrates the option to place the greenspace on one side of the street (west side), where it may also be 25-30 ft. wide. In this configuration the bike lanes are proposed to be located in a multi-use path within the greenway. In addition Alternative B shows the development of a second greenway along the railroad. On the north side of the rail, the greenway is developed on adjacent properties fronting the rail. On the south side, the greenway is an easement at the rear of the properties that abut the rail line. These east-west greenways can ultimately connect westward to the Onondaga Creek Corridor Greenway to the west of the Transformation Plan area.

6. Local Streets / I-81 Replacement: Alternative B extends the length of the depressed roadway, thereby allowing Burt Street to continue over / across the new road, connecting to Toomey Abbott Towers. As in Alternative B it is assumed that East Taylor Street will not connect with the new roadway. In addition, as a result of the extended depressed portion of the roadway it is assumed that an at-grade intersection will not be possible at Jackson Street. At-grade intersections are shown at E. Castle Street, Monroe Street and E. Adams Street as in Alternative A.

Alternative C-1 (See illustration on page 29)

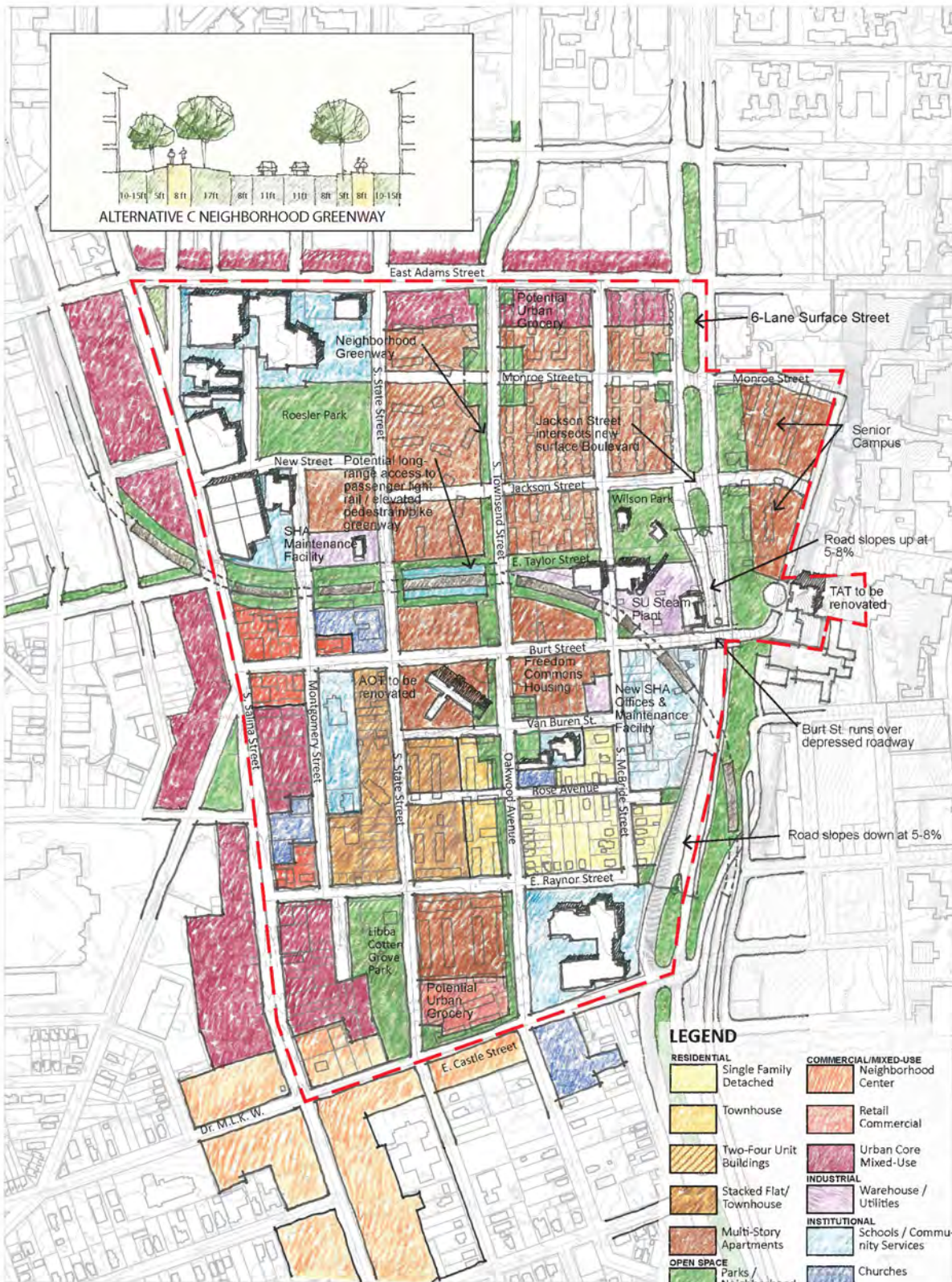
1. Residential Land Use and Density: Alternative C-1 illustrates generally higher density development throughout the study area, more closely implementing the Comprehensive Plan designation of this area as an extension of downtown.

1.1 Toomey Abbott Towers (TAT) / Almus Olver Towers (AOT): Alternative C-1, as Alternative A and B, assumes that TAT and AOT will be renovated.

1.2 Eastern Portion of Pioneer Homes: In Alternative C-1, the eastern side of Pioneer Homes is shown developed as part of an expanded "Senior Campus" that includes Toomey Abbott Towers and new construction of approximately 214 apartments.

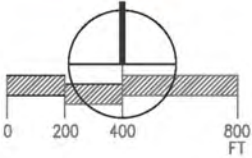
2. Commercial land use: Alternative C-1 is similar to Alternative B, with commercial / mixed-use development focused along East Adams Street and East Castle Street/Dr. M.L.K. Street.

3. SHA Office Building: Alternative C-1 is the same as Alternative B, with the assumption that additional adjacent residential land, some of which is vacant, could be purchased and added to the project site.



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ALTERNATIVE C-1



4. Utilities / Warehouse and Storage: Alternative C-1 is the same as Alternative B.

5. Neighborhood Greenway: Alternative C-1 is the same as Alternative B, with the exception that E. Taylor Street is proposed to be closed to develop the greenway on the north side of the rail.

In addition, this alternative illustrates the potential for long-term changes to the railroad – including the potential for passenger rail service or conversion to an elevated greenway. The railroad greenway between S. Townsend Street and S. State Street is shown as a potential location for a rail station or site to provide vertical access to an elevated greenway.

6. Local Streets / I-81 Replacement: Alternative C-1 is the same as Alternative B.

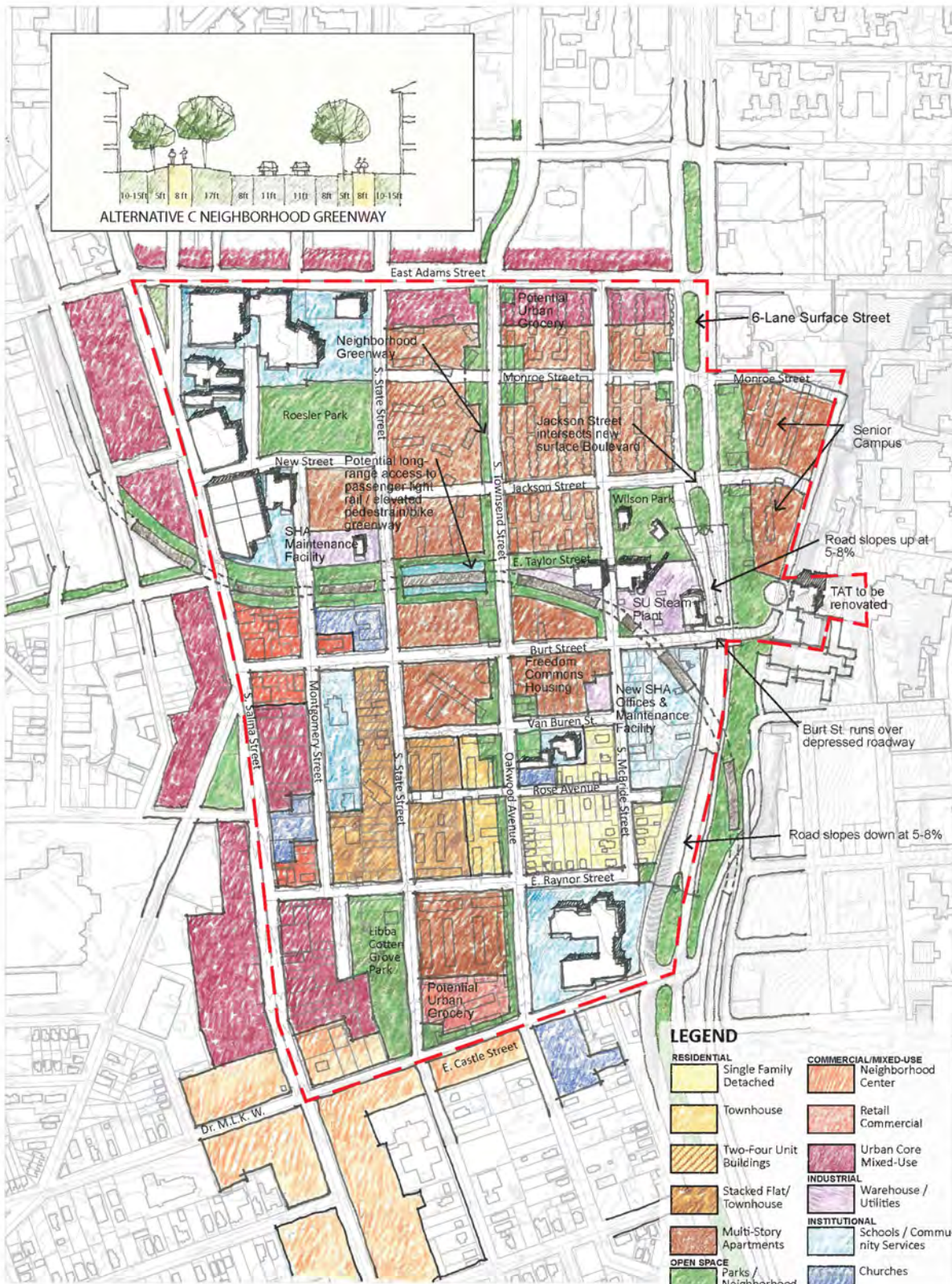
Alternative C - 2 (See illustration on page 31)

Alternative C-2 is the same as Alternative C-1 in all respects with the exception of the AOT site. In Alternative C-2 the units in AOT are assumed to be replaced in the Senior Campus proposed east of the I-81 corridor. Therefore this Alternative shows demolition of the existing AOT buildings and construction of new multi-story apartment buildings in their place.

Summary of Potential Residential Development Capacity

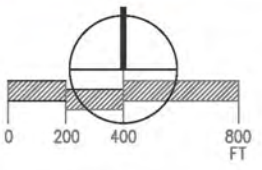
The Following table indicates the approximate number of units that can be developed in each alternative concept. All numbers are based on accommodating required parking in on-site surface parking lots and adjacent streets

ALTERNATIVES				
	A	B	C-1	C-2
Almus Olver Towers	184	184	184	Senior Campus
Toomey Abbott Towers	306	306	306	306
Freedom Commons	50	50	50	50
Homes of Syracuse	11	11	11	11
New Construction	858	1,005	1,609	1,712
Land Exchange	0	121	0	0
TOTAL	1,409	1,677	2,160	2,079



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5. PREFERRED CONCEPT PLAN

The Alternative Plan Concepts were presented to residents and the SHA board of commissioners for their review and comments. Although there were not many questions regarding the specific proposals in each of the Alternatives, the general sense of the meetings with residents was positive. The following is a sampling of comments received from residents:

- How can we create a safe environment? We need to do something right now!
- Stores - don't let local stores sell beer, cigarettes
- Prefer townhouse over the stacked flats building type... No highrise
- Senior campus seems like a good idea - building adjacent to Toomey Abbott Tower

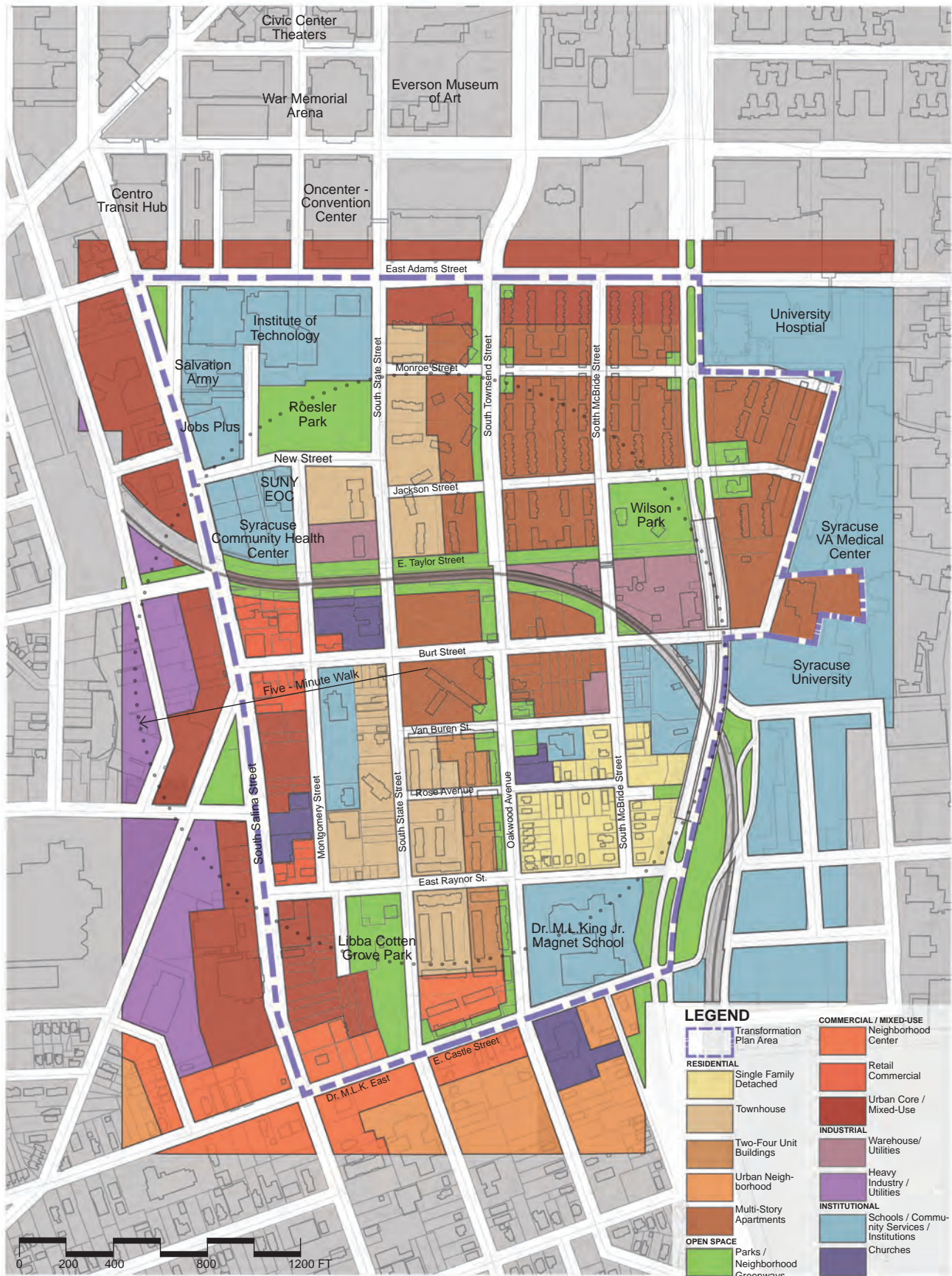
In addition, the planning team shared the Alternative Plan Concepts with representatives of SUNY School of Environmental Science and Forestry, SUNY Upstate Medical University, City of Syracuse representatives, Center State Corporation for Economic Opportunity, and Syracuse University. The response from these organizations was overall very positive, but many questions remain regarding the details of the Plan, which will be addressed in subsequent phases of the planning process.

Based on the input received, and the planning team's professional judgement, a Preliminary Preferred Concept Plan has been developed and is presented in the accompanying illustrations on pages 35 and 37. All elements of the Preferred Concept will be further considered, modified and refined in the more detailed planning that will occur in subsequent phases of the Transformation Plan. The Preferred Concept shown on page 32, which is a composite of Alternative Concepts B and C-2, incorporates the following major features:

- It incorporates - over time - the complete demolition of existing out-of-date, poorly designed public housing and replacement with all new housing in a mixed-income community.
- It incorporates an at-grade boulevard to replace the elevated I-81 viaduct. The boulevard is envisioned to pass under the railway south of Van Buren Street, thus allowing all east-west streets in the study area to intersect the boulevard.
- It provides the highest potential number of new housing units thereby "leveraging" the locational advantage of the neighborhood within walking distance of downtown and major institutions.
- It incorporates a variety of housing types including multi-story apartments, townhouse, two-four unit "big houses", single family detached and mixed-commercial residential buildings.
- It incorporates an expanded "Senior Campus", which will include the renovation of

the existing Toomey Abbott Towers and construction of new units that will replace senior units at Almus Olver Towers.

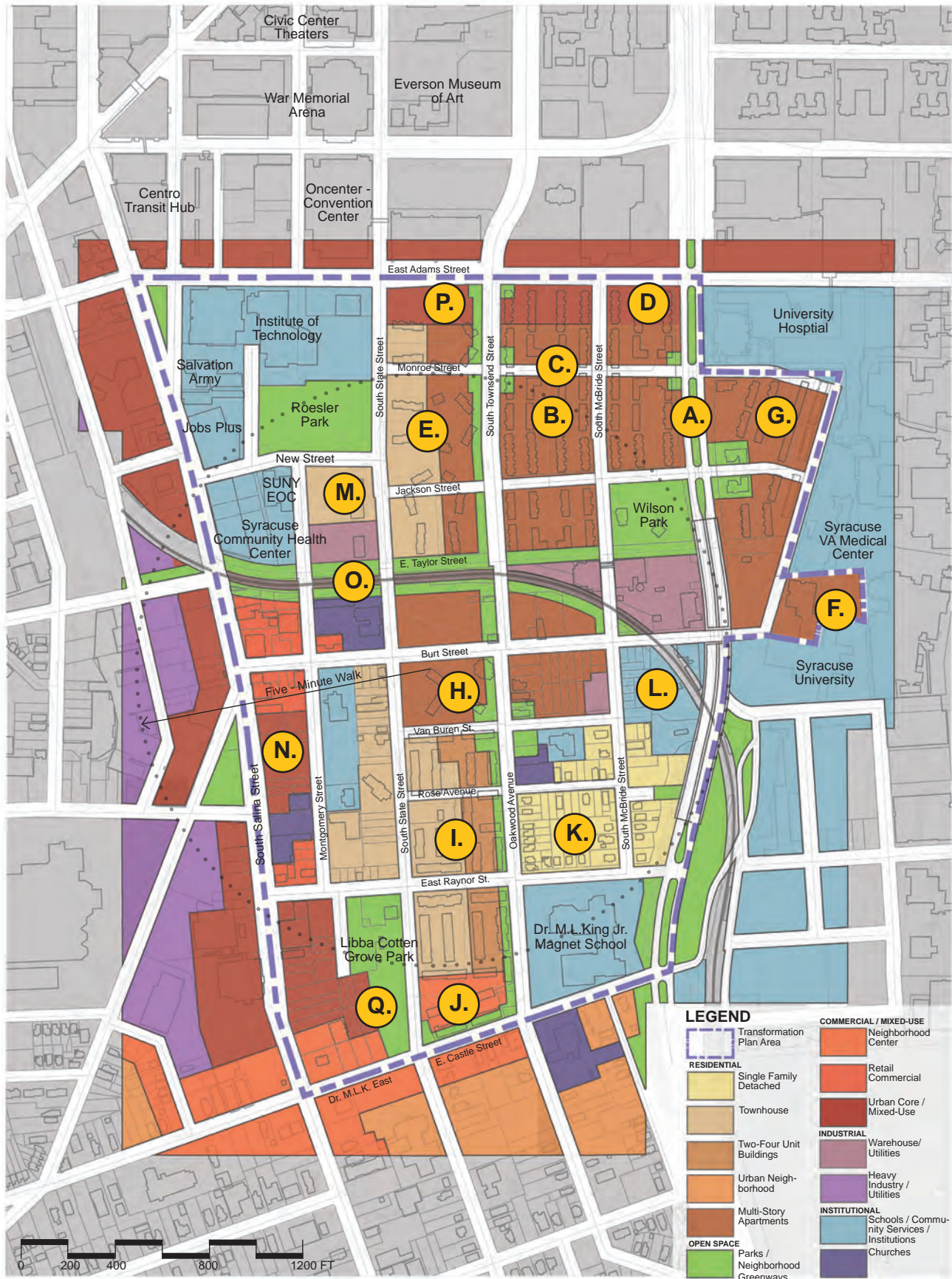
- It incorporates a new neighborhood greenway along South Townsend Street/ Oakwood Avenue which is envisioned to have landscaping and an off-street multi-purpose (pedestrians and bicycles) path.
- It incorporates a greenbelt of landscape and pedestrian paths screening and beautifying the railroad embankment.
- It envisions a pedestrian-friendly grid of new and renovated existing streets that will have wide sidewalks, more than minimum lighting, safe pedestrian crosswalks, features for handicapped accessibility, street furniture, and street trees.
- It envisions a new urban grocery store either on Adams Street or along East Castle Street, which would be included in a mixed-use building(s).
- It incorporates a site for a new office building to replace the existing SHA offices that are located immediately adjacent to the I-81 viaduct, combined with a storage / maintenance facility for the Authority.
- It incorporates the concept of an architectural screen that will enclose and beautify the Syracuse University steam plant.



Preliminary Preferred Concept Plan

Preliminary Preferred Concept Plan - Major Revitalization Elements

- A.** Reconstruction of the I-81 viaduct: The plan incorporates the SHA board endorsement of a surface boulevard to replace the viaduct. The illustration shows a six-lane boulevard with a 30 foot wide median.
- B.** Redevelopment of Pioneer Homes for mixed-income, multi-story apartment buildings.
- C.** Construction of new cross-streets to eliminate superblocks and create a pedestrian-friendly street grid.
- D.** Development of mixed commercial - residential buildings along East Adams Street.
- E.** Redevelopment of the McKinney Manor site for multi-story apartment and townhouse type residences.
- F.** Renovation of the existing Toomey Abbott Towers building.
- G.** Development of a "Senior Village" that incorporates Toomey Abbott Towers and redevelopment of the eastern portion of the Pioneer Homes site.
- H.** Construction of new housing on the Almus Olver Towers site after the Senior Campus is complete.
- I.** Redevelopment of the Central Village site for mixed-income Townhouse and two-four unit "Big House" type residences.
- J.** Redevelopment of the southern-most portion of the Central Village site for mixed commercial - residential "Neighborhood Center" development.
- K.** Development of additional single-family detached homes on vacant sites to support the existing lower density portion of the neighborhood.
- L.** Development of a new building for SHA main offices and maintenance/storage.
- M.** Relocation of existing SHA maintenance/storage building to allow additional residential development.
- N.** Renovation and new construction of mixed commercial - residential buildings along South Salina Street.
- O.** Construction of greenway buffers on the north and south side of the railroad trestle.
- P.** Construction of a neighborhood greenway along the western edge of South Townsend Street / Oakwood Avenue.
- P.** Expansion of Libba Cotten Park.



Preliminary Preferred Concept Plan - Major Revitalization Elements

6. NEXT STEPS FOR THE TRANSFORMATION PLAN

Having created a positive momentum through the planning process to-date combined with the potential DOT time line for start of construction on I-81 (estimated at 2020), it is important that the Transformation planning process continue, keeping open the option to pursue a CNI Implementation Grant as well as other sources of funding, including the Center State URI funds.

One of the key elements of work moving forward is to develop the potential time line for the planning and development of new housing which will provide relocation resources for families living along the immediate I-81 frontage (it is assumed that the construction will require early evacuation of Pioneer Homes buildings immediately facing and in close proximity to the freeway). So while a 2020 start of construction on I-81 seems far in the distance today, it will take continuous work to plan, design and construct homes that will be available for relocation starting in late 2018/early 2019.

This time line will provide the work plan for SHA efforts going forward which will include:

- Continuing to engage the primary partners in the planning process so as to generate additional organizational, political and financial support for the plan.
- Developing specific physical, programmatic, phasing and financial plans for the overall revitalization as well as for initial phases that will serve as relocation resources.
- “Selling the Plan” to the City and CNYREDC to secure funding commitments – especially for the infrastructure portions of the project, and including community and supportive services, job programs etc. that were included in the “CNY Rising” URI proposal.
- Selecting a developer partner(s): this will be required for both a tax credit application and / or CNI Implementation Grant Application.
- Developing relocation plans – particularly for those residents that may be directly affected by the I-81 construction.
- Identifying and pursuing tax credit or other options for funding the initial phases of development (assuming the initial phase(s) may have to be constructed in advance of the demolition of I-81).