

CENTRAL SYRACUSE

A GENERAL NEIGHBORHOOD RENEWAL PLAN

Part 2

RECOMMENDED RENEWAL ACTION



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SYRACUSE URBAN RENEWAL AGENCY

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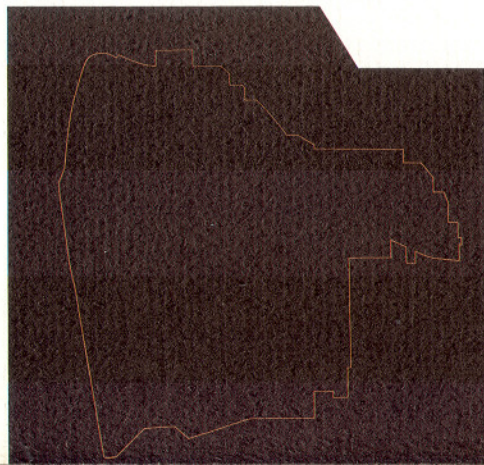
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**A GENERAL NEIGHBORHOOD RENEWAL PLAN
FOR CENTRAL SYRACUSE, NEW YORK**

Part 2
RECOMMENDED RENEWAL ACTION



JULY, 1965

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THE GENERAL NEIGHBORHOOD RENEWAL PLAN

"Our goal is nothing less than to make Central Syracuse the major center of business life and cultural opportunity in Upstate New York. We want to make the center of the city a strong symbol of the quality, prosperity, and character of Syracuse and Onondaga County. We are striving to attract new enterprises, to improve our position as a meeting-place and a market-place, and to make the heart of the city more attractive for working and living."

WILLIAM F. WALSH, mayor
October, 1964

A General Neighborhood Renewal Plan (GNRP) is called for when an urban renewal area is of such scope that a series of renewal projects may have to be initiated over a period of years. The GNRP for Central Syracuse is intended to serve as the guide for a program of action utilizing the full range of constructive private and public forces in community development.

The plan for Central Syracuse has emerged from a number of activities involving city agencies, their consultants, and many citizens acting in both formal and informal advisory capacities. Preparation of the plan has required a series of technical studies, the findings of which have been set forth in memorandum reports. Part 1 of the plan, Development Policies and Objectives, published in October, 1964, established a number of vitally important development policies and objectives that were adopted as guides for the recommended renewal program and the basic land-use, circulation, and other plans on which the action program is based. This report, Part 2 of the plan, is a summary of the action program and basic plans, prefaced by a description of the economic prospects that make achievement of the recommendations a realistic possibility.

Central Syracuse is the center of government, business, and cultural opportunity for over a million residents of Upstate New York. Government and civic leadership have together initiated a program of improvement and economic development that would, under this plan, be extended and intensified.

The program of improvement and development is needed to preserve the city's vital assets. One out of every seven job opportunities in Onondaga County are found in Central Syracuse. Forty cents out of every dollar in sales tax revenues and more than a fourth of all real estate taxes paid in the city are derived from "downtown" business activities and properties. Economic activity amounting to hundreds of millions of dollars each year contributes heavily to the prosperity of the whole metropolitan area, and it is in the heart of the city that many of the social, cultural, and governmental centers that serve the region are to be found.

The urban renewal program is most important because it represents a way to capitalize on the great potentials of Central Syracuse. It is the city's greatest single opportunity to create more jobs, attract more investment, replenish the tax base, and add new means of cultural enjoyment. It is a unique opportunity to make the daily trips of thousands of persons more convenient and comfortable, make more business services available, and create a new environment for enterprise, leisure, living, and worship.

RENEWAL AREAS

Central Syracuse
General Neighborhood Renewal Plan Area

Downtown One
Urban Renewal
Project
(Under Execution)

Near East Side
Urban Renewal
Project
(Under Execution)

POLICIES FOR PLANNING

The recommended plans and program reflect four basic policies established at the outset of planning activity. These policies are necessary to the goal of providing for a Central Syracuse that will, in its form and its facilities, meet all the requirements of its role as the economic and cultural heart of the region.

First, Central Syracuse should be planned as an intensely-developed and compact district, essentially for those activities and enterprises that especially need this "optimum" central location: headquarters of administration and commerce, retail establishments, governmental administrative centers, news media, accommodations for conventions and visitors, cultural and entertainment activities, and tourist attractions. Intensive development and compact arrangement is needed to enable convenient, face-to-face contact in the exchange of ideas, information, goods, and services.

Second, Central Syracuse should also be planned to accommodate the related activities necessary to support its regional functions. There must be space

for essential business services, distributive facilities, centers of training and education, and places of worship and inspiration. Housing of varied type and price is needed for those who want to live close to the heart of the city.

Third, Central Syracuse should be accessible from every neighborhood and industrial area of the city and from all parts of the state and nation. New freeways and Syracuse's modern airport facilities will serve this purpose well for years to come, but additional improvements in highways and public transit must be planned, including distributor facilities projected for the central area itself. Additional parking facilities will have to be planned for the future as part of a well-designed system. Internally, the need is for easy circulation within the compact center, with primary emphasis on the comfort, convenience, and safety of pedestrians.

Fourth, Central Syracuse should be exciting by day and by night and be a place of beauty with pleasant surroundings; it should preserve the best of past traditions while building skillfully for both today and tomorrow.

POLICIES FOR ACTION

Just as the preparation of plans required conscious aims and policies, so has the action program been based on predetermined agreement in principle as to the nature and extent of the public-private effort that could be relied upon in the future.

First, a number of major public improvements will be necessary. These include important new highway development and significant rearrangement of traffic and parking patterns; new pedestrian and transit facilities; provision of open space; and modernization of utility systems. Policy on this type of action is to regard such projects as high priority measures for which public expenditure is made to create an environment conducive to the major *private investment* that will produce city-wide economic benefits.

Second, the Central Syracuse program will require continuing emphasis on urban renewal, in which the city's powers and funds, including the credits accruing from public improvements, are combined with federal and state aid to provide sites for new development. This, too, must be regarded as an investment

by the city in order to stimulate economic growth, to replace the old and worn-out with the new and productive, and to provide a new environment for a prosperous city center.

Third, the city must make full use of its regulatory powers to the extent necessary to protect and enhance Central Syracuse. The zoning ordinance, especially, must help to reserve this area for the kind of uses that are most valuable in a Central Syracuse location and that are most efficient when grouped together.

Fourth, business leadership must make the major contribution to the ultimate full development of Central Syracuse. This calls for investment, large and small, based on confidence in the future of the area. It calls for promotion of new development through the attraction of enterprises not now located there. It calls for cooperation in the joint public-private elements of the program, as has already been evidenced in the attraction of new enterprise and improvement of the environment through smaller-scale, but significant, modernization and beautification.



PROSPECTS FOR GROWTH

The plan for Central Syracuse is designed to accommodate more than \$200,000,000 worth of private construction through a combination of urban renewal and public improvements over the next 10 to 15 years.

To be realistic, the component plans and programs are based on competent estimates of the market for land to be used for various private purposes, on projections of likely needs to accommodate public activities, and on requirements for land to be used for traffic and parking, open space, and other amenities.

Several highly significant facts point to a strong, even dramatic, growth potential for Central Syracuse:

Syracuse is today "the city at the crossroads" in Upstate New York just as it was in earlier days, even though freeways, rail lines, and airlines have replaced the Erie Canal and the turnpikes at whose crossroads Syracuse had its beginning.

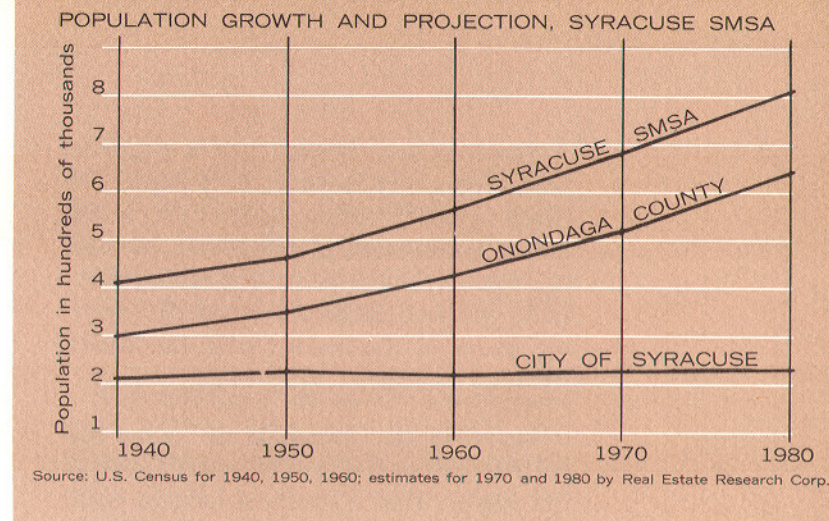
The city is located at the northern edge of the nation's great manufacturing belt extending from Boston to New York, Detroit, and Chicago and is in a highly-favorable position to attract enterprise seeking an uncon-

gested location for production, distribution, and administration of regional and national activities.

The "personality" of the city—characterized by its great educational, cultural, and professional centers and its civic enterprise—is attractive to economic activities that increasingly are finding their way to communities having these attributes.

Syracuse was the fastest-growing of New York State's metropolitan areas between 1950 and 1960; and was first in rate of manufacturing growth, first in rate of wholesale growth, and second and third in rate of growth in services and retail activity, respectively, from 1954-1958.

Within the growing metropolitan area, Central Syracuse functions in crucial ways and, therefore, has great



potential if a supply of land and an environment can be provided to meet the needs of its vital role in the region.

There is the function of *serving as the symbol of the city and the region*: a center of government, a place of historic character, a reputation for culture and learning, and a "skyline" that represents the visual image of the city.

PAST TRENDS AND PROJECTIONS OF EMPLOYMENT
Syracuse SMSA (Madison, Onondaga, and Oswego Counties)

Employment Field	1940		1960		1980	
	No. of Employees	Percent of Total	No. of Employees	Percent of Total	No. of Employees	Percent of Total
Agricultural	14,208	9.9	6,740	3.2	4,200	1.5
Manufacturing	45,047	31.4	71,445	34.0	78,000	27.8
Construction and Extractive	5,725	4.0	11,469	5.5	15,400	5.5
Communication, Transportation, and Public Utilities	10,811	7.5	14,097	6.7	15,600	5.6
Wholesale Trade	4,044	2.8	7,299	3.5	13,300	4.8
Retail Trade	22,122	15.4	29,713	14.1	33,500	12.0
Finance, Insurance, and Real Estate	4,807	3.4	9,055	4.3	18,200	6.5
Services, Government, and Misc.	33,763	23.5	51,557	24.5	90,000	32.1
Industry not Reported	3,033	2.1	8,796	4.2	11,800	4.2
Total:	143,560	100.0	210,171	100.0	280,000	100.0

Source: U. S. Census (1940 and 1960); 1980 Estimates by Real Estate Research Corporation.

There is the function of a *regional center of communications*: a place for "face-to-face" interchange of ideas, news, knowledge, goods, and services . . . and the focal point for communications systems interconnecting the various parts of the region with the entire world.

There is the function of being *the optimum location* for those activities in the region that require a central location or close proximity to other central activities . . . ranging from few-of-a-kind enterprises, such as specialty shops, to the headquarters of commerce, administration, and finance and a variety of supporting facilities.

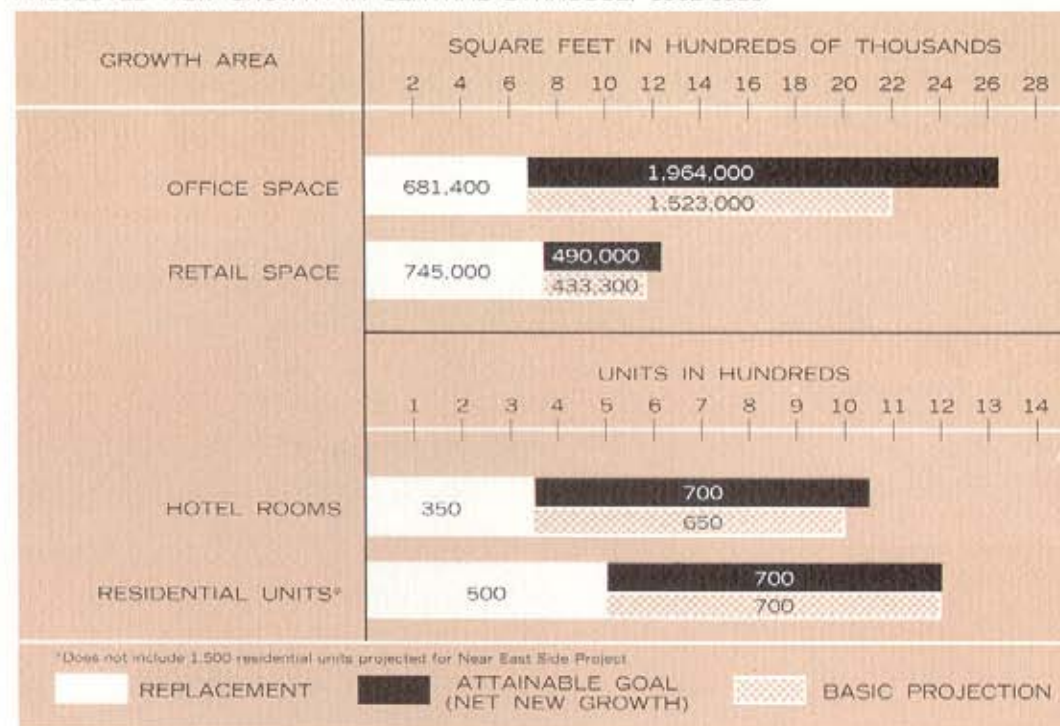
Taking into account the significant factors and key functions in Central Syracuse, market analysis and projection of future needs produce the critical prescriptions for planning. As previously stated, in Central Syracuse these estimates reveal unprecedented prospects, provided action can be taken to assure adequate land for private development in an attractive environment, and provided there is vigorous private and governmental cooperation in the promotion of community growth.

The major "attainable goals" that have been established by market analysis include the development through 1980 of the following:

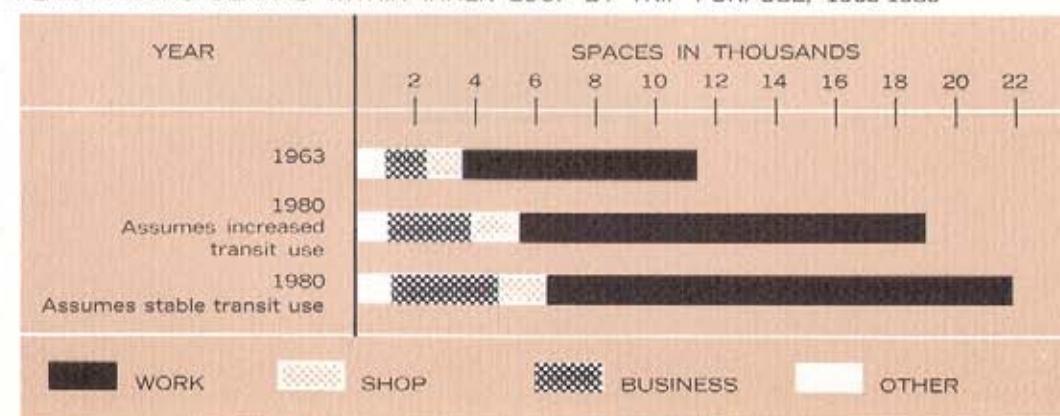
2,645,400 square feet of *new net* usable office space

1,235,000 square feet of *new net* usable retail space

PROJECTED NEW GROWTH IN CENTRAL SYRACUSE, 1962-1980



PEAK PARKING DEMAND WITHIN INNER LOOP BY TRIP PURPOSE, 1963-1980



1,050 *new* hotel rooms

1,200 *new* residential units (in addition to units to be developed in the Near East Side Project).

In addition, under optimum conditions of renewal and promotion, significant growth can be expected in the creation of sales outlets and display facilities of manufacturers representatives; in the expanding areas of institutional development and government; and in the various types of communications enterprises.

Other major needs include land for scenic open space, recreational pur-

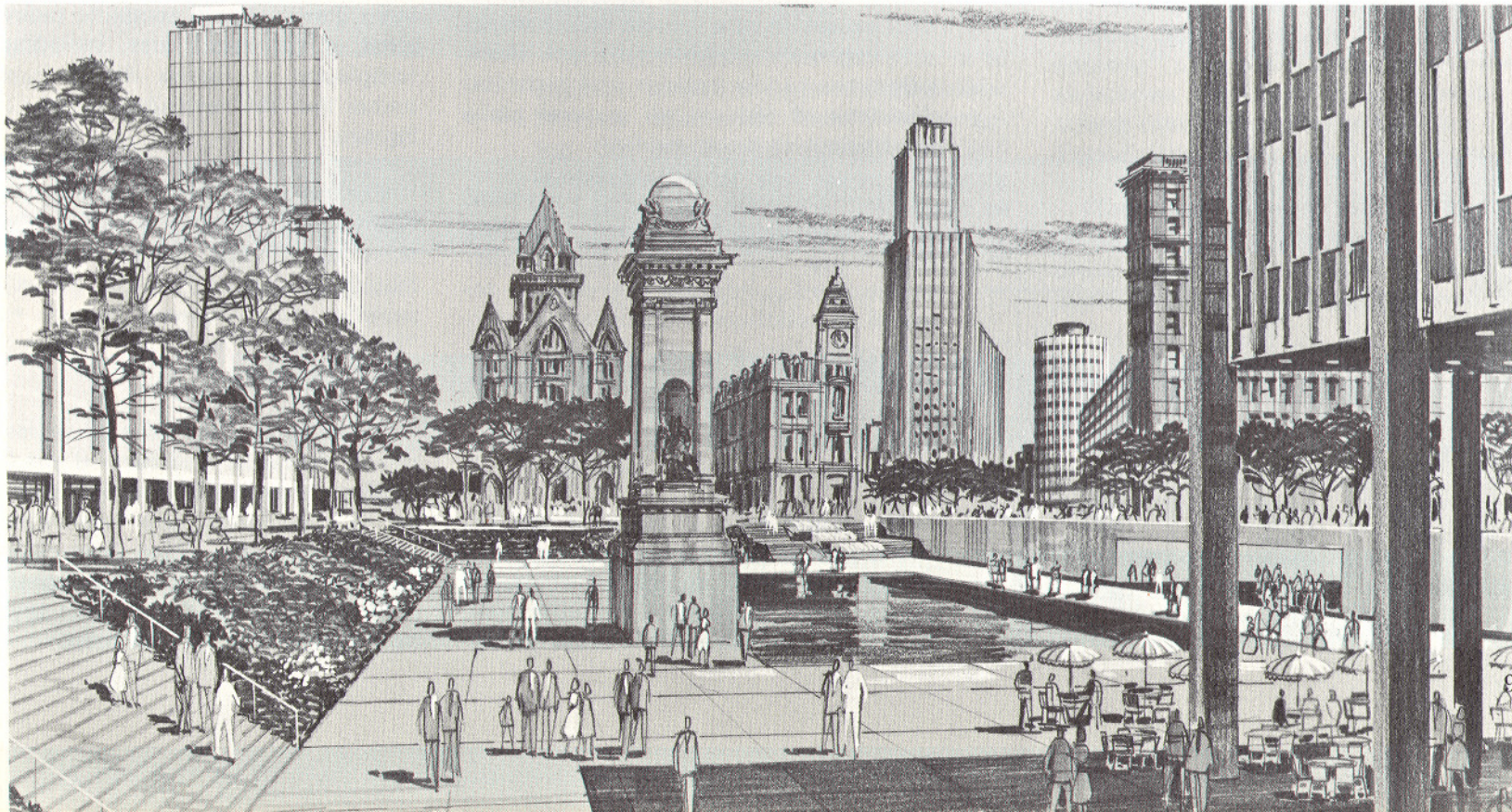
poses, and sites for off-street parking. A major allocation of land must be made to accommodate between 18,000 and 22,000 parking spaces (compared with less than 12,000 today) to support the growth of other activities. Future parking space requirements are dependent in major part upon transit usage in coming years. If transit can attract more users, parking demand would be reduced commensurately, but if, in the extreme, transit were to be discontinued, parking needs would increase by at least 8,000 spaces, for a total requirement of 26,000 to 30,000 spaces.

The activities that would be accom-

modated by the hundreds of millions of dollars of new development would produce, in Central Syracuse, a major portion—some 20 percent—of the employment opportunities to be created in Onondaga County in the foreseeable future.

The county is expected to add more than 50,000 jobs between 1960 and 1980. These gains will come mainly from growth not in manufacturing, but in business and professional services, finance, government, education, and other activities that to a major extent are strongly attracted to central locations.

CLINTON SQUARE



SUMMARY OF REDEVELOPMENT ACTIVITY

Projects and Priorities



In the plan for Central Syracuse, the realization of the area's optimum prospects is considered to be dependent on a series of five urban renewal projects, initiated in staged sequence through 1973 and completed by 1978.

The end result of the five projects would be the accomplishment of an overall plan for land-use, circulation, and the community facilities and other plans set forth in the several technical reports published earlier. The five projects thus represent, *first*, a utilization of urban renewal techniques established by state and federal laws, including rules determining "eligibility" for clearance and redevelopment; *second*, the closely-coordinated and carefully-scheduled execution of a related public works and improvement program; and, *third*, adherence to the policies and technical decisions of the overall general plans established as basic guides.

The clearance and redevelopment areas have been determined according to criteria that identify structurally-substandard conditions warranting removal of buildings, conditions that suggest rehabilitation, and conditions that justify the elimination of blighting influences. Limited clearance in order to achieve critical planning objectives also is indicated.

The tentative boundaries of the renewal projects and their sequence and timing are based on the development objectives of the General Neighborhood Renewal Plan, apparent market poten-

tials for cleared land, anticipated relocation requirements and resources, and the administrative and financial resources expected to be available to the local public agency. The projects have logical boundaries and are of a reasonable size, so that they can be planned and carried out expeditiously.

"Downtown One" will include major new offices, retail facilities, and parking space which focus on MONY Center; the first section of the Salina Street improvement; and the announced Sibley, Lindsay and Curr Department Store. This project was initiated in 1964 and is currently in the execution stage.

The second priority project, "Downtown Two", should complete redevelopment of the retail core, including the completion of Salina Street improvements and the revitalization of Clinton Square.

The suggested third priority project, "Downtown Three", would be located west of Clinton Street and consist mainly of street (Franklin Street) and parking improvements related to the "Downtown Two" and "Downtown Four" projects.

"Downtown Four" should be residential in character and carried out in the southwest sector. By the time this project is considered, new residential development in the Near East Side will have been completed and occupied, and a further demand for central area living accommodation will arise.

Strategy of Renewal

The fifth priority project, "Downtown Five," is suggested for the northeast area. It would include institutional redevelopment and the creation of substantial amounts of new office space.

The table below sets forth the currently proposed starting dates of the projects identified. Future conditions may justify modification of priorities and dates.

The nature and timing of the proposed series of five Central Syracuse renewal projects reflects a *strategy* devised to accomplish specific objectives in overall development while meeting the intricate requirements of marketing, scheduling of public improvements, relocation, and financing.

A prime objective of the plan is to stabilize, as well as improve, the Salina-Warren retail-office "core", encouraging the continuous regeneration and modernization of this major shopping and employment center. This would be accomplished in major part through the highest priority projects, "Downtown One" and "Downtown Two".

"Downtown One", already underway, creates an "anchor" at the southern end of Salina and Warren Streets, characterized by MONY Center and prospective redevelopment that would inject new life into the southern sector and bring about significant street improvements. "Downtown Two" would create a northern "anchor" through the dramatic redevelopment of Clinton Square. The two projects together would modernize Salina Street, through both the provision of new building sites and beautification and redesign of the street itself.

The result of these two high-priority projects would be the creation of a permanent core of prime activities, linking two revitalized "focal points" in Clinton Square and in the "southern gateway" area. MONY Center and new pedestrian facilities would provide a strong connection between this core and Presidential Plaza.

"Downtown Three" would then be undertaken to stabilize the western sections of Central Syracuse by providing essential supporting facilities, such as

SCHEDULE OF REDEVELOPMENT PROJECTS

Project Number	Start of Survey and Planning	Loan and Grant	Acquisition, Relocation, and Demolition	Land Disposition	Project Completion
1	Spring, 1964	Summer, 1965	Summer, 1965	Fall, 1965	Summer, 1969
2	Summer, 1965	Spring, 1966	Summer, 1966	Fall, 1966	Fall, 1970
3	1967	1968	1968	1969	1972
4	1971	1972	1972	1974	1978
5	1973	1974	1975	1975	1978

parking and major street improvement, and by strengthening and expanding commercial land-uses.

"Downtown Four" would further pursue the objective of strengthening the prime retail-office core by correcting serious blighting influences in the southwest area and by creating a new, active environment, including a major park and a horticultural "conservatory."

Finally, "Downtown Five" would be undertaken in the northeast sector, so that on its completion the whole of Central Syracuse would have been dramatically-redesigned to consist of an intense and exciting center of prime activities encompassed within a ring of well-organized supporting facilities ranging from parking to a variety of housing and refreshing open space.

At the same time, the strategy provides for staging of a major public improvement program closely related to the work of acquiring and redeveloping land and rehabilitating, modernizing, and maintaining the area's good structures.

Rights-of-way would be acquired to help improve traffic flow and provide new thoroughfare connections while also creating better building sites and land patterns. Site design and street improvements would be closely coordi-

nated on a smaller scale to help in achieving a series of arcades and intimate malls and planting areas.

Water and sewage systems and other utilities would be modernized and expanded to serve the existing area and new growth as the projects proceed.

New public buildings, such as governmental offices and fire stations, would be included, as would library improvement and preservation of the City Hall Tower. Important historic structures would be maintained, so that Central Syracuse may retain a pride in its past as it builds for the future.

The total "gross" public cost for the five projects is estimated to amount to \$103,405,980, of which \$29,595,600 would be invested in public facilities and improvements of lasting value to the people and the productive enterprises in Central Syracuse.

The estimated "net" costs, after resale of land to developers, would amount to \$82,586,870. Of this sum, the federal government would, through the Housing and Home Finance Agency, bear two-thirds and the State of New York would bear one-sixth. The City of Syracuse would meet the remaining one-sixth of the net cost through contribution of public improvements rather than in cash.

Costs and Financing

ESTIMATED FEDERAL GRANT AND LOCAL GRANT-IN-AID REQUIREMENTS

	Project 1	Project 2	Project 3	Project 4	Project 5
Planning Costs	\$ 448,040	\$ 350,000	\$ 200,000	\$ 250,000	\$ 250,000
Administrative Costs	979,240	1,441,440	456,190	361,930	734,110
Interest and Other Costs	970,180	1,566,270	449,250	423,330	713,500
Interest	\$549,430	\$871,090	\$254,170	\$203,430	\$412,850
Land Acquisition Expense	241,480	497,250	159,530	210,590	227,400
Property Management	0	0	0	0	0
Conservation Expense	75,000	75,000	0	0	0
Disposition Expense	104,270	122,930	35,550	9,310	73,250
Acquisition Costs	12,598,700	27,100,000	6,735,000	5,089,350	10,815,000
Site Clearance	400,100	503,550	352,100	243,100	230,000
Project Improvements	3,210,800	4,510,000	1,755,000	2,980,000	1,210,000
Subtotal:	\$18,607,060	\$35,471,260	\$10,047,540	\$9,347,710	\$14,002,610
Project Improvements and Supporting Facilities (Local Non-Cash Grant- in-Aid Credits)	6,853,250	2,106,250	1,813,500	62,500	5,094,300
Gross Cost:	\$25,460,310	\$37,577,510	\$11,861,040	\$9,410,210	\$19,096,910
Disposition Proceeds	6,256,260	7,475,800	2,133,150	558,950	4,395,150
Net Cost:	\$19,204,050	\$30,101,710	\$ 9,727,890	\$8,851,260	\$14,701,760
Local and State Share	6,401,350	10,033,903	3,242,630	2,950,420	4,900,590
Local Share	3,200,675	5,016,952	1,621,315	1,475,210	2,450,290
Federal Capital Grant	12,802,700	20,067,807	6,485,260	5,900,840	9,801,170
Relocation Grant	1,250,000	2,210,000	637,000	712,000	1,268,000

Note: Planning costs for Project 1 include GNRP planning funds (\$232,220).

Relocation of People and Enterprises



NEW SOUTHWEST RESIDENTIAL NEIGHBORHOOD

As the rebuilding of Central Syracuse proceeds, an important activity will be the relocation of those businesses, families, and individuals who now occupy substandard structures and will be displaced by necessary public works and other improvement activity.

As a major objective of renewal is to improve the conditions under which the city's people will live and enterprise will be conducted, the "relocation program" is carefully planned on a city-wide basis.

Based on current conditions, the estimated number of families to be relocated will be approximately 466, and the number of individuals displaced approximately 737. Housing market estimates and projections of public programs indicate adequate resources to view this relocation as a positive measure for improving living conditions. "Downtown Four" will, of course, contribute to the city's standard housing

supply by enabling the development of a new neighborhood which would contain 500 to 700 moderately-priced homes and apartments.

Some 840 business concerns would be affected by the program and require new quarters. The major types of relocation for these businesses would be movement into new space provided by Central Syracuse renewal, into other available space in Central Syracuse, and, for those not necessarily requiring a central site, into other space in the community. A few marginal businesses and some that might normally be discontinued in any event might be expected not to seek another location.

Relocation of businesses would also be conducted as part of the city's organized relocation program, in which enterprises benefit from various types of assistance, including utilization of the program of the Small Business Administration.

ESTIMATED RELOCATION REQUIREMENTS

	1	2	Project		5	Total
			3	4		
Number of Families in Area	36	17	45	277	138	513
Number of Families to be Displaced	32	17	45	277	95	466
Number of Individuals in Area	106	84	217	250	325	982
Number of Individuals to be Displaced	100	20	217	250	150	737
Business Concerns to be Displaced	185	327	78	70	180	840

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THE OPPORTUNITY AREAS

Although each of the projects in the proposed series is characterized by comprehensive treatment of a major segment of Central Syracuse, several "opportunity areas" within projects have been given special study for one or more of the following reasons:

An area may offer especially dramatic development potentials; or

A particular type of development may be needed as a key element in the overall Central Syracuse strategy; or

Such a particular kind of treatment may be especially influential in establishing the character of its surroundings; or

It might be needed to give impetus to private development in the rest of the project; or

The development potential of a particular area may be dependent upon unusual promotional effort or civic cooperation.

Perhaps the best example of an "opportunity area" is that represented by the ongoing development of MONY Center on a site and under circumstances meeting virtually all of these criteria. In this instance, the site was recognized as representing unusual opportunity; then preliminary studies were made available for promotion and a concerted effort by private entrepreneurial interests, civic leadership, and the city government was successful in making reality out of opportunity.

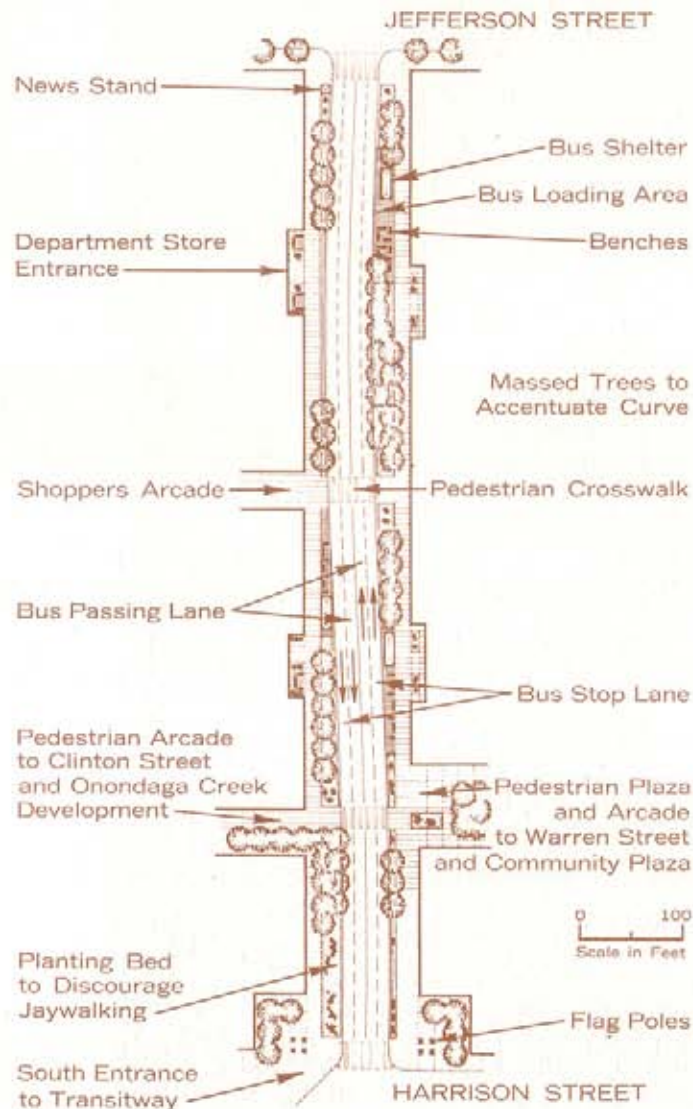
MONY Center, along with its related improvements, is essential to the overall strategy of the Central Syracuse plan, as it provides a developmental link between the main retail center on Salina Street and the grouping of civic buildings in Presidential Plaza. Perhaps of greater importance, this successful utilization of an opportunity has imparted new vigor and confidence to Central Syracuse as at the same time it has added new values and strength in economic terms.

Equally challenging opportunities for dramatic development exist in key spots in Central Syracuse. Like the overall Illustrative Plan, the studies in the following pages are themselves illustrative and conceptual. Detailed planning and decision-making will be undertaken subsequently for each project in which opportunity areas are to be found. The design studies are nonetheless important to the future renewal effort for the ideas they convey and the unique challenges they offer.

MONY CENTER



MODERNIZATION OF SALINA STREET



In the light of forecasts of population growth throughout the Syracuse region and the increase in "daytime population" in Central Syracuse, itself, the Salina Street shopping district is envisaged in the Central Syracuse Plan as one of the strongest centers of its kind in Upstate New York.

Sites for rebuilding and for new stores, such as the Sibley, Lindsay and Curr Department Store, would be gained in the "Downtown One" and "Downtown Two" projects. One of the most important elements in these projects would be the treatment of the Salina Street right-of-way as a new "transitway", which would be characterized by beauty and convenience for pedestrian shoppers and by improved mass transit service.

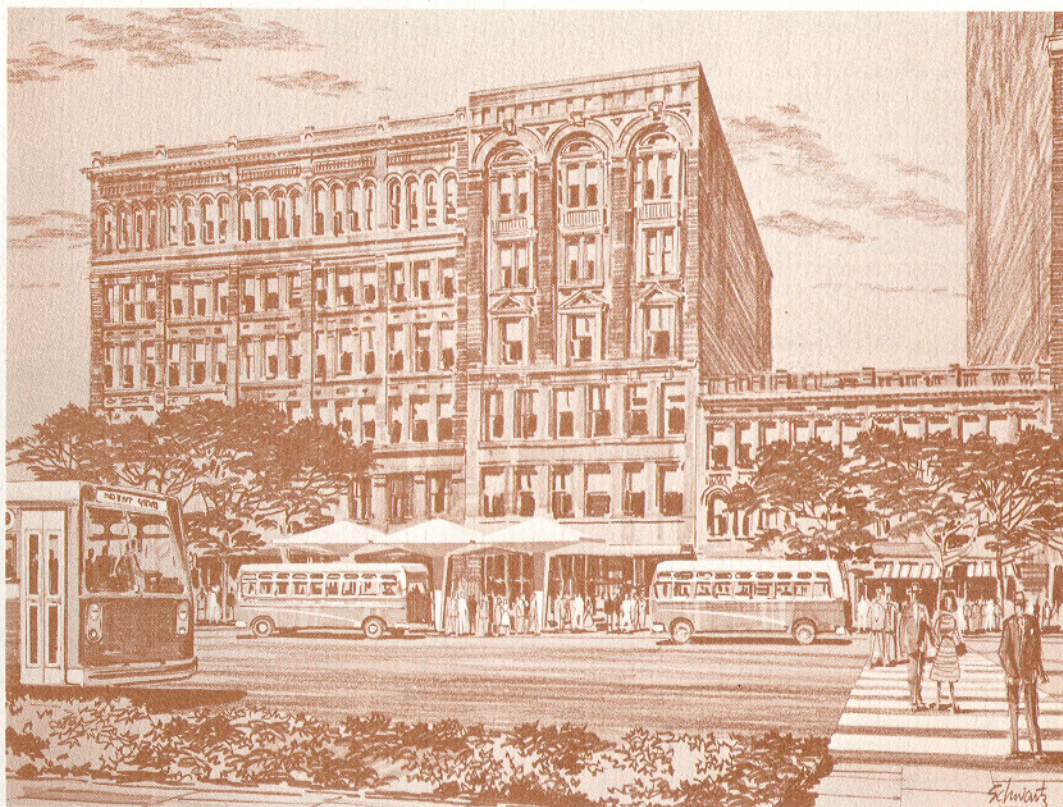
Today, all types of vehicles (half of them only moving *through* Central Syracuse and some parking at the curb) compete for the use of the 99-foot right-of-way with pedestrians, such as the 70,000 people on foot who cross the intersection of Salina and Fayette Streets each day. The congestion and inconvenience is a blighting influence on what could be the finest of shopping areas.

The Illustrative Plan proposes that Salina Street between Water and Har-

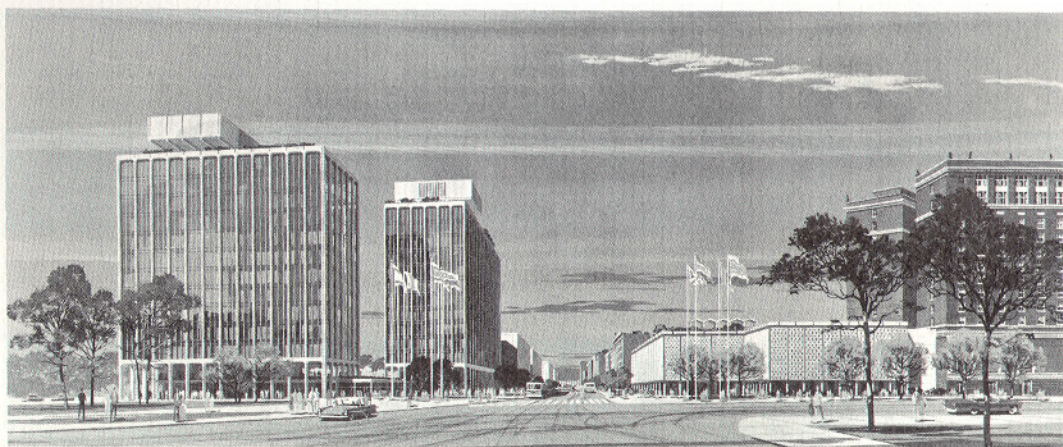
ison Street be redesigned for the exclusive use, at least at peak hours, of pedestrians and transit vehicles. A gently-curving "serpentine" design of roadways would permit generous landscaping and relieve monotony. Transit movement would be speeded up and buses in Central Syracuse could be so rerouted as to increase the number of transit riders arriving in the heart of the retail area by 25 percent.

Because turning movements would be eliminated, signals more effectively timed, and midblock crossings made possible, the new design would make Salina Street infinitely more attractive and greatly reduce pedestrian hazards and inconveniences.

This treatment is proposed for accomplishment in the course of the two highest-priority projects. As the result of a study of various means of improvement, the transitway offers lowest comparable cost, least disturbance of existing vaults and utilities, greatest advantage to emergency movement, and a high degree of flexibility in its use during different hours of the day. But most of all, this treatment would combine transit improvement and new pedestrian convenience with the beauty and identity today found only in the most modern of shopping centers.



Ground level view (top photo)
of Salina Transitway
showing bus shelters and
pedestrian crosswalk.
The south "gateway"
entrance at Harrison Street
is shown in bottom photo.



EXISTING BUILDINGS

1. U. S. Post Office
2. Third Onondaga County Court House
3. Syracuse Savings Bank
4. Gridley Building
5. Robert Gere Building
6. Primex Building (under construction)
7. Kinney-Primex Parking Garage
8. State Tower Building
9. Onondaga County Savings Bank, Retail, Office, and Parking Complex

PROPOSED BUILDINGS

10. Office Tower
11. Parking Garage
12. Office Building
13. Retail, Office, and Hotel Parking
14. Hotel
15. Parking Garage
16. Office Building
17. Office Building
18. Retail and Office Building
19. Bank and Office Building
20. Parking and Office Building
21. Other Commercial Buildings

THE NEW CLINTON SQUARE

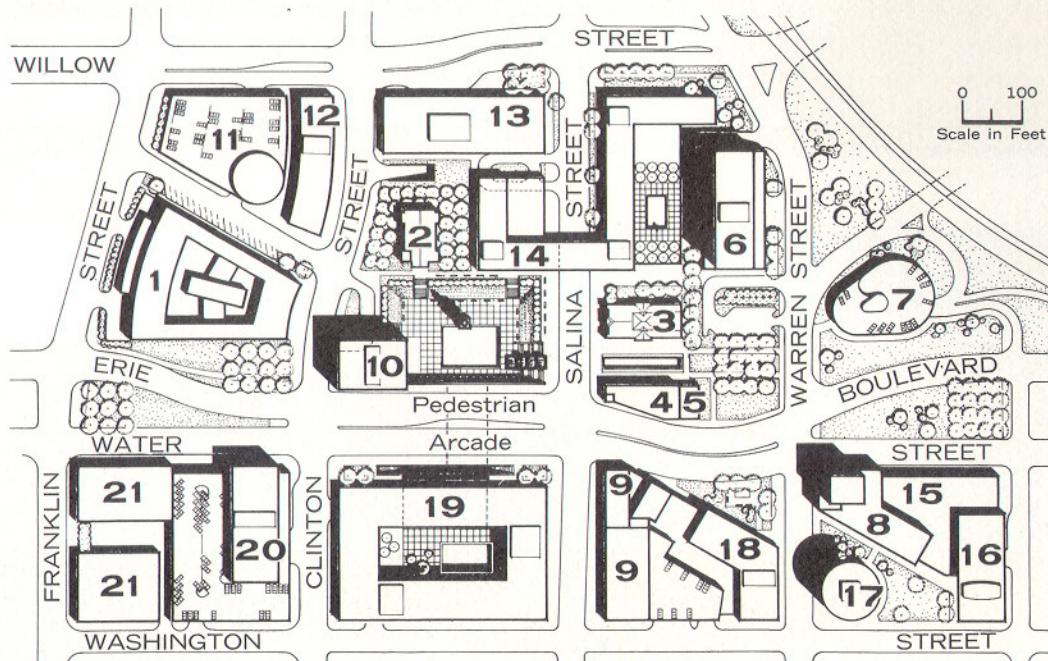
Perhaps the most exciting element of the future Central Syracuse can be a revitalized Clinton Square. Here lingers the historic quality of Syracuse's early beginnings, but today this once-vital center is blighted by heavy traffic on streets and by obsolete land-uses.

The illustrative design calls for revival of beauty and historic reminiscence in a modern functional setting. Trafficways would be redeveloped to meet the requirements of important traffic movement, but this would be accomplished in concert with a reworking of land and open space patterns to

gain new building sites and a center of public activity. At the same time, the Illustrative Plan preserves and enhances the sites of historic buildings.

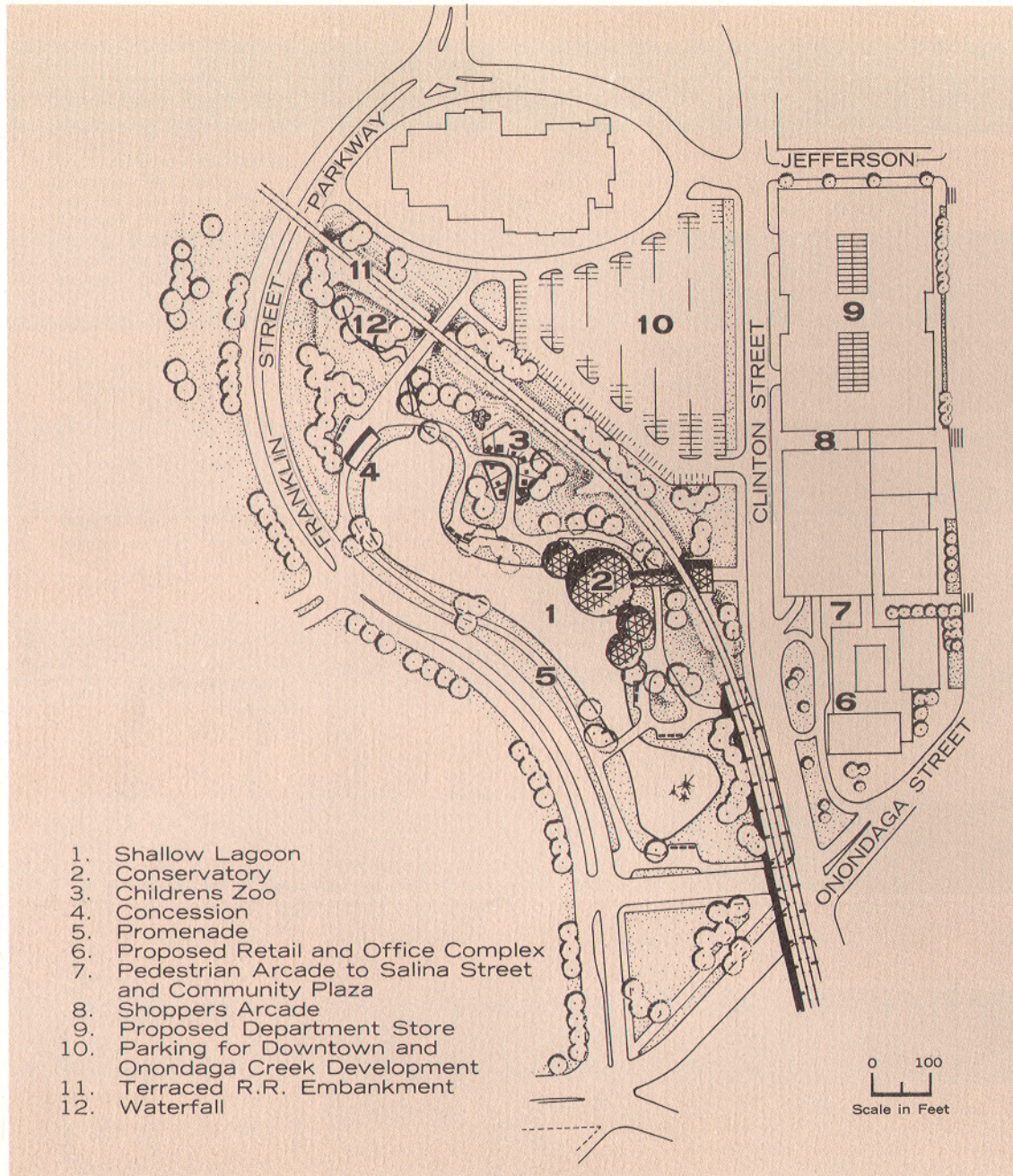
The new "square" would be an active pedestrian area constructed at a lower level, connecting with broad walkways under a new trafficway to the Salina Street retail center and other new development in "Downtown Two." Around the new "square" would be grouped the older buildings to remain, a proposed hotel bridging Salina Street (as a visual terminus to the shopping center), and new office structures, including a 20-story tower built on land reclaimed mainly from street rights-of-way and overlooking the new square. All new development would be carefully guided and regulated in design and landscaping to gain singular identity and continuity of treatment.

This concept would be made possible by the closure of James Place and Erie Boulevard, the creation of a two-way roadway on Water Street between Warren and Clinton Streets, and by the connection of West Genesee to James Street via an improved Willow Street bypass. A slight realignment of Clinton Street would add to land available for new treatment not only in this area, but in renewal blocks to the south as well. In addition, Warren and Clinton Streets would be connected with North Salina Street, diverting heavy traffic and limiting movement to local circulation.





ONONDAGA CREEK



1. Shallow Lagoon
2. Conservatory
3. Childrens Zoo
4. Concession
5. Promenade
6. Proposed Retail and Office Complex
7. Pedestrian Arcade to Salina Street and Community Plaza
8. Shoppers Arcade
9. Proposed Department Store
10. Parking for Downtown and Onondaga Creek Development
11. Terraced R.R. Embankment
12. Waterfall

A key to effective renewal of the western sectors of Central Syracuse is likely to be the re-utilization of the Erie-Lackawanna Railroad yards and the clearance and rebuilding of the blighted area abutting the yards to the southwest.

The opportunity here is to create a new neighborhood along with a new public park in which might be located a new center of attraction complementing other Central Syracuse development as well as the new homes in its vicinity.

It is proposed that 500 to 700 new dwellings, moderate in price or rental, be developed in the new neighborhood, meeting demands for Central Syracuse homes, as indicated by housing market analysis, and contributing to the city's total housing supply.

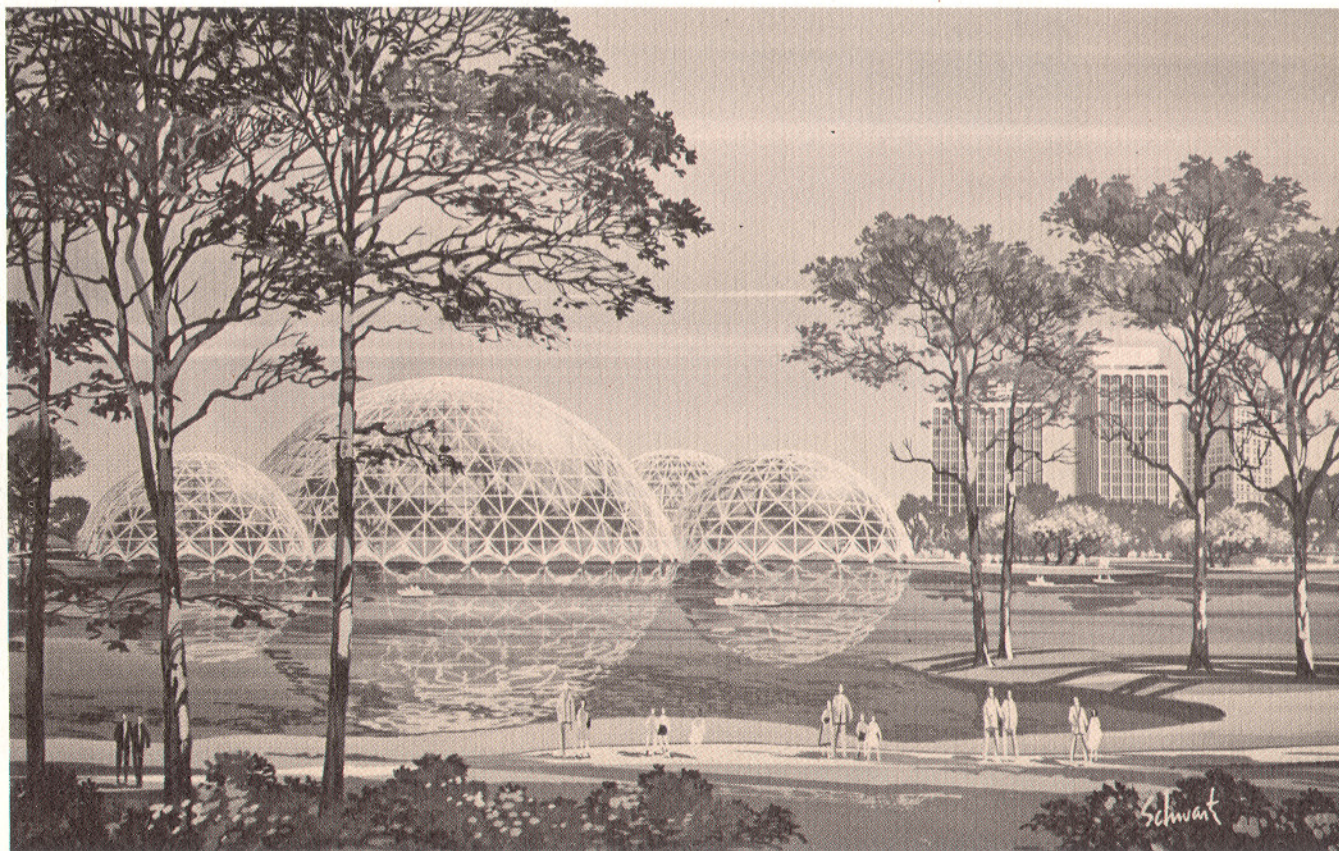
The Illustrative Plan also sets forth park development characterized by conversion of Onondaga Creek to safe, shallow lagoons along with landscape

treatment that would extend on a slope to shield the railroad embankment from view. Franklin Street would be extended southward, bounding the park and neighborhood and forming a pleasant parkway-type drive.

The major attraction of the park is illustrated as a horticultural conservatory featuring year-round flower displays and seasonal shows. A highly-popular facility in many cities, the conservatory could be placed so that access to the main entrance would be from Clinton Street by means of a broad passageway through the railroad embankment, relating the attraction to the retail and office center.

The park and its central attraction are especially important to key elements of overall renewal strategy. This improvement would complement, in an essential way, the rebuilding of the southern "gateway" and is considered to be a critical factor on which residential development is dependent.

CONSERVATORY



OTHER UNIQUE DEVELOPMENT OPPORTUNITIES

DISTRIBUTION CENTER



Other important development opportunities of a somewhat smaller scale include:

Creation of new building sites and a series of plazas and pedestrianways in the 400 block of South Salina Street so as to aid in developing a strong southern anchor and an attractive "entrance" to the main retail district and connect Community Plaza and the Onondaga Creek development with a continuous pedestrian axis.

A Distribution Center serving the needs of Upstate New York by virtue of its unexcelled location in Central Syracuse—the "crossroads" of two interstate highways—and the fact that the wholesale industry is currently growing faster in Syracuse than in any other city in the state. Basically, it would be a showplace. Instead of retailers traveling throughout the region to see, compare, and purchase goods, a Distribution Center would enable them to do a large volume of business with wholesalers under one roof, with other supporting

downtown services nearby. Warehousing would not be included in this Center. The proposed location is the block bounded by Franklin, Fayette, Clinton and Jefferson Streets.

A Graphic Arts Center for centrally-oriented printing, publishing, news, advertising, design, and photographic services; many of which are currently located downtown and will be displaced through renewal. The proposed location is the blocks bounded by F.A.I. 690, Clinton, Willow, and Franklin Streets. Such a center supports Syracuse's role as a communications center.

Creation of an attractive, compact downtown campus for higher education and special adult studies, utilizing the existing facilities of Syracuse University College. The proposed campus is bounded by F.A.I. 81, Genesee, Townsend, and Fayette Streets, with its main entrance oriented toward Community Plaza, facing Genesee Street. Off-street parking would be provided immediately adjacent to the campus.

LAND-USE AND ZONING

As a base for the program of renewal and improvement, the Land-Use and Circulation Plans are recommended for adoption as parts of the Syracuse Comprehensive Plan. Unlike the Illustrative Plan, which deals with the area conceptually, the patterns dealing with land-use and circulation, though not highly detailed, are thought of as more firm and less flexible, subject to change only through specific action.

The Land-Use and Circulation Plans are subject to implementation both through zoning and through renewal project design. The land-use districts, recommended for implementation in the zoning ordinance, are described below.

Main Retail District

The main retail district should serve as the most concentrated and widely diversified shopping center in Upstate New York, designed to provide a high quality of pedestrian amenities. Specific objectives include (1) limiting the size of the area to approximately 700x

1,800 feet, a size comparable to major regional shopping centers, and (2) intensifying major new retail activities between Salina and Clinton Streets to create a well-balanced area centered on Salina Street and extending from Clinton Street to Warren Street.

Permitted uses would include those retail activities which serve the metropolitan and regional market (by virtue of the variety, quality, or specialization of merchandise) and those activities which serve the daily convenience needs of employees and shoppers; offices and hotels should be permitted above the ground level only, except for entrance foyers.

A high concentration of floor space, employees, and buildings is recommended, second only to the main office and service district. A floor area ratio (F.A.R.)* of up to 8.0 and a ground coverage of 100 percent would be permitted. Off-street parking would not be required and could be provided only as a "special use," subject to specific scrutiny. All structures should have access from off-street loading areas.

Main Office and Service District

This district should serve as the administrative, financial, business, convention, and entertainment headquarters of the Syracuse Metropolitan Area

*F.A.R. is the ratio of gross floor space of all buildings in square feet divided by the ground area in square feet of the entire parcel.

and Upstate New York, and it should supplement New York City and Boston as a headquarters location for national office and service activities.

Special objectives include (1) high density, compact development to expedite face-to-face contact and efficient communication, and (2) coordinated site development to achieve economical use of land, appropriate mixes of complementary activities, integrated parking and loading, and pedestrian amenities.

Permitted land-use would include administrative, financial, business, professional, and governmental offices; wholesale and manufacturers' offices (not including warehousing and storage); display and exhibition centers, hotels, entertainment, and other services of an "office" character; and retail stores of not more than 20,000 square feet in floor area.

This district should achieve higher intensity than other districts; a F.A.R. of up to 10.0 and a ground coverage of 85 percent could be permitted. Off-street parking should be provided only as a "special use." Access to off-street loading facilities should be required for all structures.

Office and Service District (Restricted)

The function of this district is the same as the Main Office and Service District, except that the building dens-

LAND-USE AND ZONING PLAN



PREDOMINANT LAND-USES

- Retail
- Service
- Other Commercial
- Government & Institutional
- Parks & Plazas
- Residential
- Other:
 - Parking Garage
 - Parking Lot
- Zoning District Boundary
- GNRP Boundary



ity should be restricted to protect the capacity of major access streets, accommodate off-street parking facilities, and maintain a more "open" environment. Permitted land-use would be the same; however, individual retail establishments should be limited in size to 8,000 square feet and residential apartments should be permitted above the first floor, which should be restricted to office or retail use.

A maximum F.A.R. of 4.0 and a ground coverage of 70 percent may be permitted. Off-street parking and loading should be required for each use in accordance with the existing zoning ordinance.

General Service District

This district is designed to accommodate those centrally-oriented commercial services that are not compatible with the business uses permitted in other districts. Permitted land-use would include offices; printing, publishing, and graphic arts activities; warehousing and storage; and utility companies and motor vehicle sales, etc. Retail establishments should be limited in size to 8,000 square feet of floor area. Off-street parking and automobile service stations and garages should be permitted only as "special uses."

A maximum F.A.R. of 4.0 and a ground coverage of 70 percent may be permitted. Off-street parking and loading would be required for each use in accordance with the existing zoning ordinance.

Local Business District

This district is intended primarily for the convenience shopping needs of adjacent residential neighborhoods. Permitted land-use would include retail shops, business, and professional and personal services; however, no establishment should exceed 8,000 square feet of floor area.

A maximum F.A.R. of 1.0 and ground coverage of 70 percent may be permitted. Off-street parking and loading would be required for each use in accordance with the existing zoning ordinance.

Medium Density Residential District

This district would provide moderately-priced housing for persons working in, or desiring proximity to, the downtown area, supplementing high-income housing in Presidential Plaza and lower-income housing in the Pioneer Homes. Specific objectives for this district include (1) a complete new residential neighborhood of approximately 700 housing units, (2) development of a major new park and lagoon following the alignment of Onondaga Creek to provide a completely new environment compatible with residential redevelopment, and (3) a portion of the area devoted to the provision of housing for the elderly.

Permitted land-use would include apartments and townhouses, parks and playgrounds, recreational buildings, churches, and schools. Limited retail

and service establishments serving this development may be provided only as "special uses."

A maximum F.A.R. of 1.0 and ground coverage of 40 percent is recommended for the entire area, including a minimum site of 1,000 square feet per housing unit.

Other Recommendations

Signs: Within all districts specific regulations as to the character, size, projection, and height of signs are recommended, as is a sign amortization schedule designed to gradually eliminate non-conforming signs.

Parking: It is also recommended that the site plan for any proposed or expanded use which provides 20 or more new additional parking spaces shall be forwarded by the City Building Inspector to the Commissioner of City Planning and the City Traffic Engineer, who shall review the plan and determine the adequacy of design features, including means of ingress and egress and the effect on adjacent streets.

Planned Development: The "planned development" concept is recommended as a means of permitting flexibility within specified limits for the design of large and unique developments under single ownership or unified control. Such developments would be subject to special review by the Commissioner of Planning to assure its compatibility with the objectives of the central area plan.

THE CIRCULATION AND PARKING PLAN

The radial routes currently focusing on Central Syracuse, coupled with proposed extensions to the existing arterial street system and future access from both an east-west and a north-south interstate route, will place Central Syracuse in a highly accessible location within its immediate trade area and within Upstate New York. These same radial routes that serve motorists destined to the central area are presently responsible for funneling a considerable quantity of traffic, *not destined* to the central business district *through* the

central area. It is estimated that between 50 and 60 percent of the traffic entering the central area in 1963 did not have destinations in the area.

The overall objective of the proposed circulation plan is to provide an orderly and clearly-defined system of streets that will furnish safe and efficient circulation for passenger cars, trucks, transit vehicles, and pedestrians. It is important that each component of the future circulation plan be designed to serve specific functions and that the overall circulation plan be integrated with existing and proposed arterial and expressway plans. It is also essential that the circulation plan complement the proposed land-use plan.

The major components of the proposed circulation plan for Central Syracuse consist of a distributor ring route, penetrator routes, and interior service streets.

Distributor Ring Route

The distributor ring route is intended to serve two very important circulation functions in Central Syracuse. First, this component of the circulation plan would form a natural bypass route around the intensely developed portions of the central business district for traffic not destined to that area. Second, this route would serve as a convenient distributor route for traffic destined to the central business district which approaches via major arterials and expressways; i.e., motorists approaching

the central area would be induced by the design efficiency of the distributor ring to travel as near as possible to their downtown destinations via the distributor ring rather than traveling on lower order internal streets.

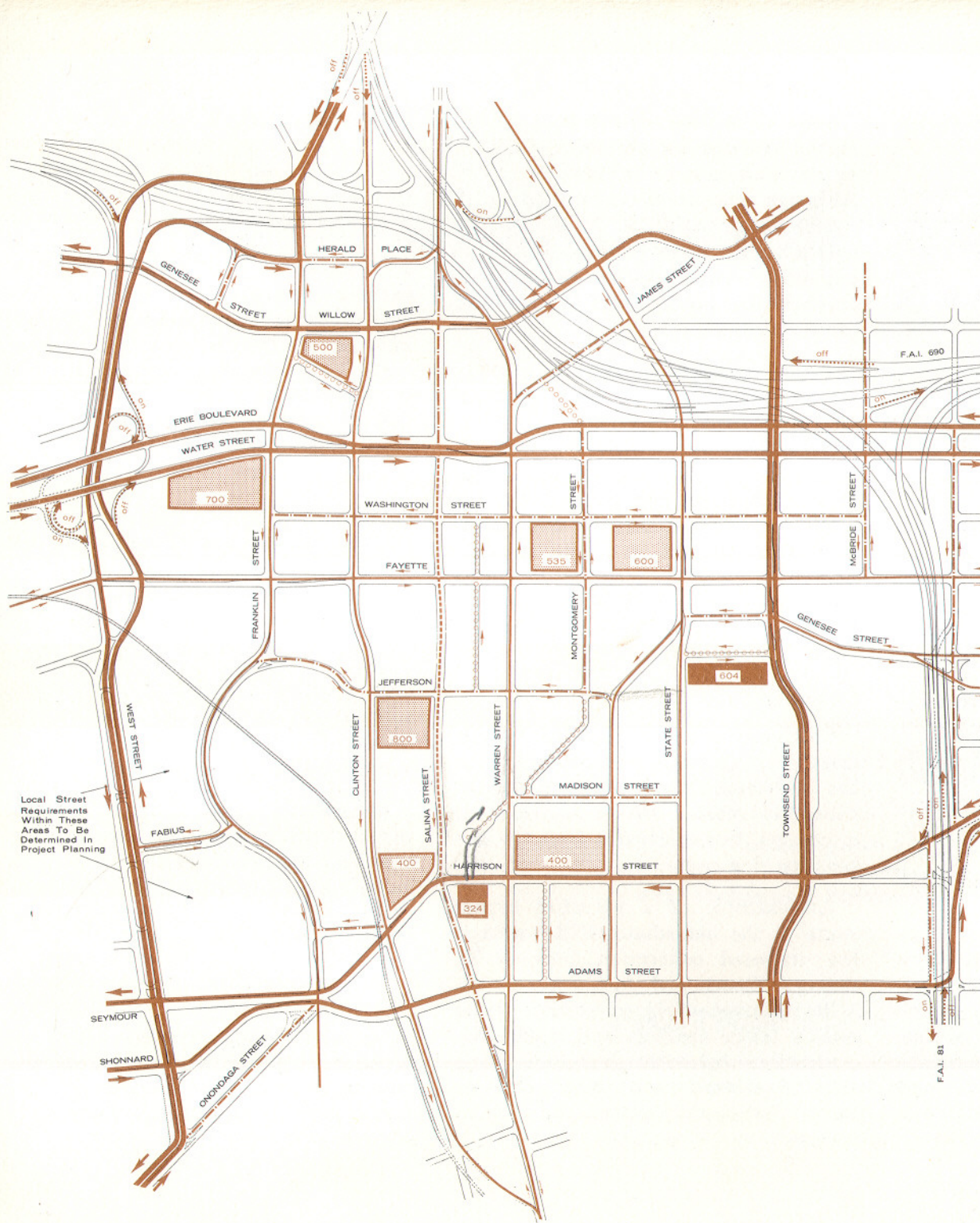
General design criteria for the distributor ring route should include:

1. Efficient connections (preferably at the four corners of the distributor ring) to major arterial routes and expressway ramps serving the central area.
2. An efficiently designed roadway with high capacity and with adequate provisions to accommodate heavy turning movements.
3. Selection of route locations around the periphery of the central area in a manner that will enclose major development areas within the confines of the distributor ring.
4. Controlled points of access from the distributor ring route, in order to preserve the necessary operating efficiency of the route.
5. Timing and phasing of traffic signals to insure progressive traffic flow on the distributor ring.

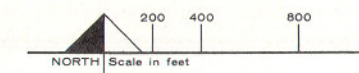
Penetrator Routes

The principal function of a penetrator route is to carry traffic from the distributor ring route to interior service streets and parking terminals within the central area.

CIRCULATION AND PARKING PLAN



-  Distributor Ring Route & Willow Street By-Pass
-  Penetrator Routes
-  Interior Service Streets
-  Restricted Access Streets
-  Access Ramps
-  Transit Priority Streets
-  Existing Municipal Parking Structure
-  Proposed Municipal Parking Structure



Local Street Requirements Within These Areas To Be Determined In Project Planning

Design criteria for the penetrator routes should include:

1. A sufficient number of penetrator routes should be provided to serve the internal access needs of the central area, but the number of penetrators and their locations must be controlled in order to preserve the operating efficiency of the distributor ring route.
2. The penetrator routes, because of their limited number, must be designed and operated as efficient traffic carriers.
3. When existing roadway alignments and land development make it impractical to connect major and secondary external access routes to the corners of the distributor ring route, natural extensions of these approach routes into the central area should be developed as penetrator routes.
4. Penetrator routes may be discontinuous or follow irregular alignments within the central area in order to discourage their use as through-traffic carriers. This feature may not be necessary, especially if an efficient distributor ring route makes it more attractive for through traffic to bypass the CBD.

Interior Service Streets

Interior service streets perform many essential functions, including direct access for autos, taxis, and service vehicles to buildings requiring such access, access to parking facilities, bus circulation, emergency vehicle access, and necessary circulation for internal and local vehicular movements.

Interior service streets may be designed to serve one particular function or a combination of the above functions. Although interior service streets are an essential component of the overall circulation plan, special design techniques and traffic control devices should characterize the lower order function of these streets.

It is recommended that certain interior service streets, such as East Onondaga Street, remain open to vehicles, but have their function restricted to local access only. Access may be restricted either by physical controls such as movement barriers and posted regulatory controls, or by design techniques that would discourage motorists from traveling these streets unless they had a specific destination along such a street.

Bypass Routes

The operating efficiency on the distributor ring route is dependent upon the development of outlying bypass routes to remove future increases in crosstown, through traffic from the distributor ring route.

An example of a potential bypass route in the immediate GNRP area is the proposed connection between W. Genesee Street and James Street via Willow Street. This connection would reduce traffic conflicts and traffic concentrations currently prevailing along Erie Boulevard and West Genesee Street between Clinton and Salina Streets.

THE PARKING PLAN

The proposed parking plan provides off-street facilities to serve three types of daily users:

1. Long-term and all-day employee parkers—located within 1,500 to 1,800 feet of major employment and in proximity to the distributor ring.
2. Short-term shopper, business, and patron parkers—located in medium-sized structures within 400 to 600 feet of major destinations.
3. Executive parkers and others requiring midday use of autos—located in short-term facilities or in private facilities within buildings which generate their use.

For the most part, curb parking has been eliminated within the retail and service core and on major streets requiring full pavement usage to accommodate future traffic volumes.

Considering the existing parking supply, anticipated parking losses due to new construction, and recent parking gains, *it is estimated that between 11,100 and 14,100 new parking spaces will need to be developed.*

It is proposed that the City of Syracuse provide a major portion of these new spaces (approximately 4,000) in seven new public parking structures, most of which could be coordinated with new private construction so that land is not removed from the tax rolls.



TECHNICAL PUBLICATIONS

Central Syracuse General Neighborhood Renewal Plan

1. BACKGROUND STUDIES

- 1 A Growth Influences and Historic Features
- 1 B Physical Features and Utilities
- 1 C Land-Use and Building Condition
- 1 D Ownership and Property Values
- 1 E Current Projects
- 1 F Analysis of Permanence and Change
- 1 G Traffic and Transportation

2. PLANNING PRINCIPLES AND OBJECTIVES

- 2 A Principles of Function
- 2 B Principles of Physical Arrangement
- 2 C Principles of Transportation and Parking
- 2 D Principles of Design

3. PLANNING PROJECTIONS

- 3 A Projection and Determination of Needs

4. THE GENERAL NEIGHBORHOOD RENEWAL PLAN

- 4 A Preliminary Recommendations for the GNRP
- 4 B Preliminary Recommendations for Implementing Measures
- 4 C Preliminary Recommendations for Major Public Improvements

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