

# *Draft Generic Environmental Impact Statement (DGEIS)*

## *City of Plattsburgh*

### *Downtown Area Improvement Projects*

#### **Clinton County, New York**

**Location:**

City of Plattsburgh

**Project Sponsor:**

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## **1.0 EXECUTIVE SUMMARY**

### **1.1 SEQRA and Generic Environmental Impact Statement**

The State Environmental Quality Review Act (SEQRA) sets forth a review process designed to ensure the consideration of environmental concerns in the planning and design stages of projects that are deemed to have the potential to cause significant impacts on the environment. By reviewing projects in the planning phase, environmental concerns can be addressed, and projects can be modified as needed to avoid potentially adverse environmental impacts.

An Environmental Impact Statement (EIS) is an informational document prepared by the Lead Agency and used by the Lead Agency, involved agencies, interested agencies, the Applicant, and the public to systematically consider potential environmental impacts, alternatives, and mitigation measures associated with the project. The Lead Agency weighs each of the social, economic, and environmental factors as part of the decision-making process.

Site specific EISs are commonly prepared for large or controversial development projects. The level of detail provided in a site specific EIS can clearly identify site construction and operation related impacts on a site specific or localized context.

In contrast, the level of detail in a Generic Environmental Impact Statement (GEIS) is usually provided at a conceptual level of detail and presented in broader scale/prospective. The level of detail of associated technical studies and evaluations will vary within a GEIS depending on the type of action, the availability of information, the scope of the project and the planned use of the GEIS.

A GEIS may focus on a range of issues and cumulative (or incremental) impacts. The evaluation of cumulative impacts is not typically addressed in detail in site specific EISs but is a major focus of a GEIS. Over time, cumulative impacts can have significant and often irreversible impacts on community character and resources.

A GEIS is the appropriate planning tool for this effort as it allows for the evaluation of a number of impacts associated with a series of related projects (the Downtown Area Improvement Projects) focusing on the consequences these impacts may have on Plattsburgh's built and natural environment.

Future development in the City has the potential to impact a variety of resources. The City has decided to evaluate the cumulative impacts of growth to proactively plan for the future so as to preserve community character, a high quality of life and maintain appropriate levels of service in the community.

### **1.2 Description of the Proposed Action**

The City of Plattsburgh is undertaking a series of revitalization efforts that are collectively described as Downtown Area Improvement Projects (collectively, the "Action" or "proposed projects"). The Downtown Area Improvement Projects are planned on City-owned property, and generally consist of infill development, parking and streetscape enhancements as well as related improvements. A total of eight projects are proposed; four of the eight projects were conceptually identified in the City's successful



Downtown Revitalization Initiative (DRI) application and Strategic Investment Plan (SIP) to New York State (“NYS”), the balance are planned by the City to complement this investment.

#### *NYS Downtown Revitalization Initiative*

The City of Plattsburgh was selected by NYS to receive a DRI award in 2017. The DRI is an initiative conceived by Governor Cuomo and funded by NYS to improve the vitality of urban centers throughout the State. The City received its DRI award during the first round of DRI funding allocations and secured \$10 million in public funding for a series of projects “because strong and sustainable job growth in the region has increased the demand for housing and retail opportunities in the downtown.

Under the DRI, Plattsburgh proposes to build on recent public and private investments, including a new municipal marina, streetscape improvements, and the renovation of historic buildings to create a vibrant downtown that serves the needs of local employees, residents, students, and visitors. The focus will be on mixed-use infill development, a greater variety of retail and housing, expansion of the successful Farmers’ Market, and providing an enhanced connection to the waterfront.”<sup>1</sup> The DRI intends to advance downtown revitalization through transformative housing, economic development, transportation, and community projects that will attract and retain residents, visitors and businesses - creating dynamic neighborhoods where tomorrow’s workforce will want to live, work, and raise a family.

Upon receiving notice of selection as a DRI Community, the City organized a Local Planning Committee (LPC) comprised of residents, civic leaders, and business owners to lead a planning process and create a unified vision for the role that DRI investment should play in building Plattsburgh’s future. The City was assisted by a consultant team. The LPC guided extensive community engagement, including four public events. This process worked to identify priority investments in Downtown that would form the basis for a SIP or Strategic Plan. The State’s DRI process required the City to evaluate a variety of downtown improvements (as identified in the application) and their potential benefit to advancing the City’s vision for revitalizing downtown. NYS subsequently reviewed the SIP, selected a series of projects from the SIP for funding which were deemed to best serve the goals of the DRI, and notified the City of its decisions. The City then entered into several separate contracts with multiple NYS agencies to fund the selected projects. Not all projects included in the SIP were selected for DRI funding.

Several of the projects awarded DRI funding are also anticipated to receive additional funding from other sources. The Downtown Area Improvement Projects are as follows: (Note: Projects marked below with an asterisk (\*) were included in the DRI).

- Durkee Lot Mixed-Use Development (DLMUD)\*

A multi-story mixed-use development by Prime Plattsburgh, LLC (Prime). Prime was selected as the preferred developer of the DLMUD and proposes a five-story, approximately 200,000 square foot (SF) mixed-use development including approximately 115 apartments (comprised of 52 one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units), 10,000 SF of commercial space, an 86-space surface parking lot featuring approximately 50 spaces to be made available

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<sup>1</sup> “Downtown Revitalization Initiative, North Country – Plattsburgh.” New York State Downtown Revitalization Initiative. *New York State*. <https://www.ny.gov/downtown-revitalization-initiative/north-country-plattsburgh>. Webpage accessed July 23, 2019.

for use by the public<sup>2</sup>, a 35-space surface parking lot for tenants, and a 165-space underground parking garage for tenants only. Additionally, the project proposes the rehabilitation of the existing Plattsburgh Farmers' and Crafters' Market (PFCM) building for use as a 3,400 SF commercial space and a 2,400 SF, publicly-accessible civic space in an open-air pavilion with access from the new pedestrian walkway to be constructed as part of the DLMUD.

The DLMUD would replace the existing 289-space Durkee Street Municipal Parking Lot (DSMPL) located at 22 Durkee Street. The proposed project encompasses approximately 2.8 acres and is located on a portion of tax parcel 207.20-7-15. A second tax parcel, 207.20-7-14, was recently merged with parcel 207.20-7-15 and the proposed project will occupy a portion of the former footprint of tax parcel 207.20-7-14 as well.

Tax parcel 207.20-7-15 currently contains 289 public parking spaces within the DSMPL, approximately 59 public parking spaces in the Broad Street Municipal Parking Lot (BSMPL, described below), the Gateway Office Building and its associated two-story parking structure, the PFCM building, and a pedestrian walkway along the Saranac River. The proposed DLMUD will replace the DSMPL and rehabilitate the PFCM building. The Gateway Office Building and its associated two-story parking structure (collectively, the Gateway Complex) will remain. Access to the new development will be primarily from Durkee Street, with underground parking access from Bridge Street.

Previous development of the site was completed under a General Municipal Law (GML) Redevelopment Plan. The Redevelopment Plan provided incentives to the developer at that time in order to achieve the City's goal of eliminating blight. The Redevelopment Plan and associated tax incentives will be terminated by the Common Council. The DLMUD will require two Special Use Permits from the City's Zoning Board of Appeals (ZBA): 1) to amend boundaries of an existing Planned Unit Development (PUD) and 2) to allow apartments on the first floor of a multistory building within a PUD. The project will also require Planning Board approval for a minor subdivision to subdivide the site from the Broad Street Municipal Parking Lot; for internal subdivision of and amendments to the proposed PUD; and for Site Plan Approval;

- Saranac Riverwalk (Riverwalk)\*

Complementing the proposed DLMUD, the City is also undertaking the design and construction of a Riverwalk along the Saranac River to replace the existing pedestrian walkway. The Riverwalk will be located on tax parcel 207.20-7-15 at the top of the western bank of the Saranac River between Bridge and Broad Streets. The Riverwalk will also occupy a portion of the former footprint of tax parcel 207.20-7-14. The Riverwalk will contain a walkway with an overlook and landscape plantings that will accommodate pedestrians. It will provide connectivity to MacDonough Park to the north via a crosswalk over Bridge Street, and to the Saranac River Trail and Greenway (SRTG) to the south via a path to be constructed between the Gateway Complex and Broad Street that will connect to the existing sidewalk at the intersection of Broad and Durkee Streets. The approval for internal subdivision of the PUD required from the Planning Board will separate the footprint of the Riverwalk from that of the DLMUD;

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<sup>2</sup> The Development Agreement between Prime and the City stipulates that no fewer than 30 spaces must be made available for use by the public. The DLMUD is anticipated to feature approximately 50 spaces to be made available for use by the public.

- Durkee Street Reconfiguration and Streetscape Improvements (DRSI)\*

This project involves the reconfiguration of Durkee Street from two-way traffic to one-way, northbound traffic with streetscape improvements (wider sidewalks, street tree plantings, pedestrian lighting, transformer art covers) and the establishment of approximately 43 additional public parking spaces (angled and parallel on-street parking) on Durkee Street between Broad and Bridge Streets;

- Westelcom Park Improvements (WPI)\*

The City has proposed improvements to the existing Westelcom Park, transforming the park to meet current needs and improve connectivity to downtown. The park is located across the street from the proposed DLMUD on tax parcels 207.82-1-12, 207.82-1-13, 207.82-1-14, and 207.82-1-15 totaling approximately 0.55 acres in size. The redesign will result in a multi-tiered park that will include sculpture areas, a water feature, a plaza, bicycle infrastructure, and pedestrian walking areas with landscaping throughout. An existing, aged, 15-inch sewer line will be replaced and relocated within the project site with a new 15-inch sewer line to facilitate the proposed design;

- Bridge Street Parking Improvements (BSPI)

Streetscape improvements and approximately six new parallel, public, on-street parking spaces along the south side of Bridge Street between Durkee Street and the Veterans' Bridge;

- Arnie Pavone Memorial Parking Plaza (APMPP)

The City has committed to providing adequate replacement parking capacity in advance of redevelopment of the DLMUD by Prime. The former (and vacant) Glens Falls National Bank building and associated parking area located at 25 Margaret Street is considered a suitable location for a 109-space municipal public parking lot. The construction of the APMPP will require the demolition of the former bank building on tax parcel 207.19-3-15 (0.73 acres), which was purchased by the City in 2018. This Project will also necessitate the abandonment of an adjacent, little-used City street (Division Street) and the incorporation of that street's footprint into the APMPP;

- Broad Street Municipal Parking Lot (BSMPL)

As noted, the City has committed to providing adequate parking capacity in advance of development of the DLMUD by Prime. The BSMPL is also considered a suitable area for public parking improvements. The 59-space BSMPL is located on a 0.72-acre part of tax parcel 207.20-7-15 to the south of Broad Street between Durkee Street and the Saranac River. The proposed improvements include minor expansion and restriping of the existing lot to accommodate 22 additional parking spaces;

- Plattsburgh Farmers' and Crafters' Market (PFCM) Relocation and Expansion\*

The City proposes to relocate the PFCM from its current location, at 22 Durkee Street, to 26 Green Street. The relocated PFCM will operate in one of the former Plattsburgh Municipal Lighting District (PMLD) buildings, previously known as Building 4, located on part of tax parcel 207.20-1-1 within the City's Harborside Area near Green Street and Dock Street. The building proposed for the relocated PFCM is a slab-on-grade metal-framed building with metal siding and a sloped metal roof. The building is anticipated to be rehabilitated and additional improvements are to be

completed to allow for future expansion of the PFCM. Also, the existing paved area, providing access from Green Street, will be reconfigured to provide parking, passive open space, and a pavilion area.

Following issuance of the final written scope for the DGEIS, written comments dated October 23, 2019 were provided to the Lead Agency contending that the Scoping Document incorrectly stated that the PCFM would be relocated to a “site in the City’s Harborside area near Dock Street” when, in fact, the PCFM will actually be located off Green Street and not near Dock Street. The author was concerned that the DGEIS would be flawed and taxpayer dollars would be wasted if it failed to include evaluation of the Green Street area rather than Dock Street. The GEIS appropriately evaluates the potential impacts of relocation of the PCFM to 26 Green Street within the City’s Harborside Area near Green Street and Dock Street, consistent with the Scoping Document.

The proposed projects require the approvals and permits identified in Table 2 in Section 1.4.

### 1.3 List of Involved and Interested Agencies

**Table 1: List of Involved and Interested Agencies**

<b>Involved Agencies</b>	<b>Interested Agencies</b>
• City of Plattsburgh Common Council	• Clinton County Legislature
• City of Plattsburgh Planning Board	• New York State Office of Parks, Recreation and Historic Preservation (NYSOPRHP)
• City of Plattsburgh Zoning Board of Appeals (ZBA)	• New York State Electric and Gas Corporation (NYSEG)
• Clinton County Industrial Development Agency (CCIDA)	• Clinton County Highway Department
• Clinton County Planning Board	• New York State Department of Transportation (NYSDOT)
• New York State Department of Environmental Conservation (NYSDEC)	
• Empire State Development Corporation (ESDC)	
• New York State Department of State (NYSDOS)	
• New York State Office of Community Renewal (NYSOCR)	

## 1.4 List of Approvals and Permits Required

**Table 2: Required Approvals and Permits**

Agency	Project	Approval/Permit
1. City of Plattsburgh Common Council	All Projects	<ul style="list-style-type: none"> <li>• SEQRA Determination</li> </ul>
	DLMUD, WPI, BSMPL	<ul style="list-style-type: none"> <li>• Termination of the pre-existing GML Redevelopment Plan for the Downtown Area and its related tax incentive</li> </ul>
	DLMUD	<ul style="list-style-type: none"> <li>• Disposition of City-owned property and related easements</li> </ul>
	APMPP	<ul style="list-style-type: none"> <li>• Abandonment of Division Street (§295)</li> </ul>
2. City of Plattsburgh Planning Board	DLMUD, BSMPL	<ul style="list-style-type: none"> <li>• Minor Subdivision (§300)</li> </ul>
	DLMUD	<ul style="list-style-type: none"> <li>• Site Plan Approval (§360, Article VI)</li> <li>• PUD Amendments (§360-21) and Subdivision</li> </ul>
	Riverwalk; DRSI; BSPI; APMPP; WPI; BSMPL; PFCM Relocation to Building 4 at 26 Green Street	<ul style="list-style-type: none"> <li>• Coordination for all Projects listed</li> </ul>
3. City of Plattsburgh Zoning Board of Appeals (ZBA)	DLMUD	<ul style="list-style-type: none"> <li>• Special Use Permit (§360-31)<sup>1</sup>: 1) Special Use Permit for amended boundaries to existing Planned Unit Development; 2) Special Use Permit for Apartments on the first floor of a multistory building within a Planned Unit Development</li> </ul>
4. Clinton County Planning Board	DLMUD; Riverwalk <sup>2</sup> ; BSMPL <sup>2</sup>	<ul style="list-style-type: none"> <li>• GML Referral (§12B-239)</li> </ul>
5. Clinton County Industrial Development Agency (CCIDA)	DLMUD	<ul style="list-style-type: none"> <li>• Payment in Lieu of Taxes (PILOT) approval</li> </ul>

Agency	Project	Approval/Permit
6. City of Plattsburgh Department of Public Works (DPW)	DLMUD; Riverwalk; DRSI; BSPI	<ul style="list-style-type: none"> <li>• Highway Work Permit for Non-Utility Work</li> <li>• Highway Work Permit for Utility Work</li> </ul>
7. New York State Department of Environmental Conservation (NYSDEC)	DLMUD	<ul style="list-style-type: none"> <li>• State Pollution Discharge Elimination System (SPDES) General Permit GP-0-15-002 for Stormwater Discharges from Construction Activities</li> </ul>
8. New York State Office of Community Renewal (NYSOCR)	PFCM Relocation to Building 4 at 26 Green Street	<ul style="list-style-type: none"> <li>• Notice to Proceed with work</li> </ul>
9. New York State Office of Parks, Recreation and Historic Preservation (NYSOPRHP)	All Projects	<ul style="list-style-type: none"> <li>• Consultation pursuant to Section 14.09</li> </ul>

<sup>1</sup> Both Special Use Permit requests by the City will be included in a single application to the ZBA but will constitute two separate approvals.

<sup>2</sup> The Riverwalk and BSMP are included here only insofar as their proposed footprints occupy lands involved in the subdivision actions related to the DLMUD. Individual approval of these projects by the Clinton County Planning Board is not required.

## 1.5 Statement of Project Purpose and Need

The Downtown Area Improvement Projects are being undertaken to support downtown revitalization in the City. Several of the projects are anticipated to receive funding through the State's DRI award to advance downtown revitalization through transformative housing, economic development, transportation and community projects that will attract and retain residents, visitors and businesses - creating dynamic neighborhoods where tomorrow's workforce will want to live, work, and raise a family. Those projects that are not funded by the DRI will receive funding through alternate sources (New York State Financial Restructuring Board (FRB) and/or the City's General Fund).

According to the DRI Strategic Plan, "the population living within Downtown has grown nearly 10% since 2000. By comparison, the City and County experienced 6% and 3% growth respectively during that same period. Moreover, major investments within the region by key industrial employers – including Norsk Titanium, Bombardier Transportation, and the Plattsburgh International Airport – are working to add jobs and improve opportunities for future residents, workers, and visitors." The overall DRI project is expected to bring in 500 temporary jobs, 100 permanent jobs, about \$11 million in downtown revenue, and result in a considerable increase in tax revenue, putting the City in a more fiscally sound position.

These projects are expected to bring in temporary and permanent jobs, downtown revenue, and improve the City's fiscal status. As a result of these projects, parking resources will be spread out more evenly throughout the downtown and allow easier access for a variety of users. The City's public and private partnership with Prime to develop the DLMUD will spur economic development on the underutilized property and is consistent with policies outlined in various public policies of the City. By replacing a parking lot with mixed-use development, the project will increase visibility and economic activity in this area of the downtown and bring attention to other riverfront resources like the SRTG.

## 1.6 Summary of Potential Significant Adverse Environmental Impacts and Mitigation Measures

**Table 3: Summary of Potential Significant Adverse Environmental Impacts and Mitigation Measures**

DGEIS Chapter	Potential Impacts	Mitigation Measures
3.1: Land Use, Community Character, Zoning, and Public Policy	<ul style="list-style-type: none"> <li>• The projects are proposed for the revitalization of the project area and will result in permitted uses that that will beneficially affect the land use character of the project area. No significant adverse impacts to local land uses and community character are anticipated to occur.</li> <li>• The DLMUD would result in some deviations from the underlying C Zoning District requirements, which act as guidelines for the design of a PUD. The Planning Board is authorized to vary these guidelines in pursuit of a desirable project. The DLMUD will not result in significant adverse impacts related to zoning. The balance of projects will remain as City-owned property and will undergo future coordination with applicable City Boards and Commissions to ensure consistency with applicable public policy.</li> <li>• The Downtown Area has been the focus of the City’s public policy for some time. The proposed Downtown Area Improvement Projects will work in unison to capitalize on the City’s existing assets. Accordingly, the proposed projects are consistent with the City’s public policy and will implement several recommendations and goals that pertain to this area of the City.</li> </ul>	<ul style="list-style-type: none"> <li>• No significant adverse impacts to land use, community character, zoning, or public policy are anticipated to occur; therefore, no mitigation is proposed.</li> </ul>
3.2: Aquatic and Natural Resources	<ul style="list-style-type: none"> <li>• There are no aquatic resources located on or within the Downtown Area Improvement Projects sites.</li> <li>• An erosion and sediment control plan will be developed for each site and a Stormwater Pollution Prevention Plan (SWPPP) will be prepared for the DLMUD. With the implementation of these best practices, no significant adverse impacts related to soil are anticipated to occur.</li> <li>• Given the limited ground disturbance and implementation of best practices to control erosion during construction, no significant adverse impacts related to soil are anticipated to occur.</li> <li>• The proposed projects do not require in-water work or disturbance to the bed or banks of the Saranac River or Lake Champlain.</li> </ul>	<ul style="list-style-type: none"> <li>• No significant impacts to aquatic or natural resources will occur. Therefore, no mitigation measures are required.</li> </ul>



DGEIS Chapter	Potential Impacts	Mitigation Measures
	<ul style="list-style-type: none"> <li>• With the timing restriction in place for tree clearing or under consultation with USFWS, no adverse impacts to the Northern Long-eared Bat are anticipated to occur as part of the proposed projects. Proposed activities at Building 4 at 26 Green Street are not anticipated to effect Common Loon habitat; therefore, no significant adverse impacts to this species are anticipated to occur as part of the proposed projects.</li> </ul>	
<p>3.3: Municipal Utilities</p>	<ul style="list-style-type: none"> <li>• The Downtown Area Improvement Projects will not result in significant adverse stormwater related impacts through the implementation of the SWPPP and Erosion and Sediment Control plans in accordance with State regulations.</li> <li>• The City of Plattsburgh’s existing sanitary sewer and water infrastructure have the capacity to handle the additional sanitary and water flow. Therefore, no upgrades or improvements to the City of Plattsburgh’s sanitary or water systems are proposed.</li> <li>• The proposed DLMUD would generate 3.1 ± tons of solid waste per day, or 95.5 ± tons per month.</li> </ul>	<ul style="list-style-type: none"> <li>• No significant adverse impacts related to stormwater runoff will occur. Therefore, no mitigation measures are required.</li> <li>• Because the properties adjacent to the DLMUD site are already served by public sewer and water, the proposed project will not require additional water supply and sanitary sewer infrastructure. As a result, no mitigation measures are proposed.</li> <li>• No significant adverse impacts related to solid waste will occur. Therefore, no mitigation measures are required.</li> </ul>
<p>3.4: Traffic and Transportation System</p>	<p>Peak hour traffic generation for each project site is shown below:</p> <ul style="list-style-type: none"> <li>• DLMUD                             <ul style="list-style-type: none"> <li>○ AM Peak Hour: 194</li> <li>○ Midday Peak Hour: 297</li> <li>○ PM Peak Hour: 242</li> </ul> </li> <li>• DSRI – One-way configuration                             <ul style="list-style-type: none"> <li>○ AM Peak Hour: 32</li> <li>○ Midday Peak Hour: 32</li> <li>○ PM Peak Hour: 32</li> </ul> </li> <li>• BSPI                             <ul style="list-style-type: none"> <li>○ AM Peak Hour: 4</li> <li>○ Midday Peak Hour: 4</li> <li>○ PM Peak Hour: 4</li> </ul> </li> <li>• APMPP                             <ul style="list-style-type: none"> <li>○ AM Peak Hour: 48</li> <li>○ Midday Peak Hour: 54</li> <li>○ PM Peak Hour: 60</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• No significant adverse impacts related to traffic and transportation systems will occur. Therefore, no mitigation measures are required.</li> </ul>

DGEIS Chapter	Potential Impacts	Mitigation Measures
	<ul style="list-style-type: none"> <li>The traffic analyses show that the proposed projects will have minimal traffic impacts.</li> </ul>	
3.5: Parking	<ul style="list-style-type: none"> <li>The DLMUD’s 286 parking spaces would be sufficient to accommodate the maximum parking demand.</li> <li>The Downtown Area parking improvements coupled with the expansion of the Clinton County Government Center Parking Lot will provide a net increase of 6 public parking spaces over the current condition.</li> </ul>	<ul style="list-style-type: none"> <li>Based on the planned projects, no mitigation measures are necessary or required.</li> <li>The issue of parking downtown and the establishment of strategies to manage parking has long been an issue of concern to the City. Parking management is being explored regardless of whether any of the Downtown Area Improvement Projects move forward.</li> </ul>
3.6: Fiscal and Economic Conditions	<ul style="list-style-type: none"> <li>The DLMUD would add 30 students, representing an average of 2.3 additional students per grade level and is not anticipated to have a significant impact on facilities.</li> <li>The DLMUD will provide 236 new residents living downtown.</li> <li>The DLMUD’s residential component is anticipated to generate 4 full-time employees (FTE), and the restaurant and retail component will create an additional 35 employees.</li> <li>In total, the DLMUD’s total annual economic impact on the City, which is the combination of both the impacts of on-site employment and new household spending, is expected to comprise 58 jobs, nearly \$1.9 million in earnings, and nearly \$5.2 million in sales.</li> </ul>	<ul style="list-style-type: none"> <li>No significant adverse impacts related to fiscal and economic conditions will occur. Therefore, no mitigation measures are required.</li> </ul>
3.7: Historic and Cultural Resources	<ul style="list-style-type: none"> <li>The DRSI and BSPI projects will occur within the previously disturbed street right-of-way so will not result in impacts on historic and cultural resources.</li> <li>The existing building on the APMPP site is not identified as a contributing resource; therefore, the proposed demolition is not anticipated to result in significant adverse impacts to historic resources.</li> <li>The City is currently consulting with NYSOPRHP to assist in determining whether the remaining proposed projects may have the potential to result in significant adverse impacts to historic and/or cultural resources.</li> </ul>	<ul style="list-style-type: none"> <li>The City is currently consulting with NYSOPRHP to assist in determining whether the remaining proposed projects may have the potential to result in adverse impacts to historic and/or cultural resources warranting mitigation. The City will avoid impacts to the extent practicable and comply with the NYSOPRHP findings.</li> </ul>
3.8: Environmental Contamination	<ul style="list-style-type: none"> <li>The proposed Downtown Area Improvement Projects are not anticipated to result in significant adverse impacts related to environmental contamination issues as all handling and processing of contaminated materials and construction on controlled sites will be undertaken according to applicable codes and regulations.</li> </ul>	<ul style="list-style-type: none"> <li>No significant adverse impacts related to environmental contamination will occur. Therefore, no mitigation measures are required.</li> </ul>

<b>DGEIS Chapter</b>	<b>Potential Impacts</b>	<b>Mitigation Measures</b>
3.9: Recreation and Open Space	<ul style="list-style-type: none"><li>• The Downtown Area Improvement Projects will not directly impact or displace any open space or recreation facilities.</li><li>• Except for the DLMUD, no new demand for parks and recreation facilities is anticipated. Additional demand generated by the DLMUD is not expected to result in significant adverse impacts to recreation and open space facilities.</li><li>• Two of the projects, the WPI and Riverwalk, will improve and/or expand recreational opportunities.</li></ul>	<ul style="list-style-type: none"><li>• No significant adverse impacts to recreation and open space will occur. Therefore, no mitigation measures are required.</li></ul>

## 1.7 Comparison of Project Alternatives

**Table 4: Comparison of Project Alternatives**

Criteria	Proposed Action	Alternative A: No Action Alternative	Alternative B: Planned DLMUD with Downtown Parking Garage at Broad Street	Alternative C: Reduced Residential Count and Increased Commercial Square Feet
Number of Residential Units	<ul style="list-style-type: none"> <li>• 115 residential dwelling units</li> </ul>	<ul style="list-style-type: none"> <li>• No change</li> </ul>	<ul style="list-style-type: none"> <li>• 115 residential dwelling units</li> </ul>	<ul style="list-style-type: none"> <li>• 45 residential dwelling units</li> </ul>
Commercial Square Footage	<ul style="list-style-type: none"> <li>• 13,400 SF</li> </ul>	<ul style="list-style-type: none"> <li>• No change</li> </ul>	<ul style="list-style-type: none"> <li>• 13,400 SF</li> </ul>	<ul style="list-style-type: none"> <li>• 47,000 SF</li> </ul>
Municipal Utilities Demand	<ul style="list-style-type: none"> <li>• 29,355 gpd water demand and wastewater generation</li> <li>• 3.1 Tons per Day or 95.5 Tons per Month</li> </ul>	<ul style="list-style-type: none"> <li>• No change</li> </ul>	<ul style="list-style-type: none"> <li>• 29,355 gpd water demand and wastewater generation</li> <li>• 3.1 Tons per Day or 95.5 Tons per Month</li> </ul>	<ul style="list-style-type: none"> <li>• 25,620 gpd water demand and wastewater generation</li> <li>• 4.7 tons per day or 144.8 tons per month</li> </ul>
Traffic Generation	<p>Peak hour traffic generation for each project site is shown below:</p> <ul style="list-style-type: none"> <li>• DLMUD                             <ul style="list-style-type: none"> <li>○ AM Peak Hour: 194</li> <li>○ Midday Peak Hour: 297</li> <li>○ PM Peak Hour: 242</li> </ul> </li> <li>• DSRI – One-way configuration                             <ul style="list-style-type: none"> <li>○ AM Peak Hour: 32</li> <li>○ Midday Peak Hour: 32</li> <li>○ PM Peak Hour: 32</li> </ul> </li> <li>• BSPI                             <ul style="list-style-type: none"> <li>○ AM Peak Hour: 4</li> <li>○ Midday Peak Hour: 4</li> <li>○ PM Peak Hour: 4</li> </ul> </li> <li>• APMPP                             <ul style="list-style-type: none"> <li>○ AM Peak Hour: 48</li> <li>○ Midday Peak Hour: 54</li> <li>○ PM Peak Hour: 60</li> </ul> </li> <li>• BSMPL                             <ul style="list-style-type: none"> <li>○ AM Peak Hour: 12</li> <li>○ Midday Peak Hour: 12</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• No change</li> </ul>	<ul style="list-style-type: none"> <li>• Total trips generated by the proposed project would be greater</li> <li>• DLMUD - Same as the proposed project</li> <li>• DSRI – Same as proposed project</li> <li>• BSPI – Same as proposed project</li> <li>• APMPP - Same as proposed project</li> <li>• Broad Street Parking Garage                             <ul style="list-style-type: none"> <li>○ AM Peak Hour: 80</li> <li>○ Midday Peak Hour: 74</li> <li>○ PM Peak Hour: 94</li> <li>○ This represents net increase from existing BSMPL</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• DLMUD – Additional Trips</li> <li>• DLMUD                             <ul style="list-style-type: none"> <li>○ AM Peak Hour: 298</li> <li>○ Midday Peak Hour: 482</li> <li>○ PM Peak Hour: 388</li> </ul> </li> <li>• DSRI – Same as proposed project</li> <li>• BSPI – Same as proposed project</li> <li>• APMPP – Same as proposed project</li> <li>• BSMPL – Same as proposed project</li> </ul>

Criteria	Proposed Action	Alternative A: No Action Alternative	Alternative B: Planned DLMUD with Downtown Parking Garage at Broad Street	Alternative C: Reduced Residential Count and Increased Commercial Square Feet
	<ul style="list-style-type: none"> <li>○ PM Peak Hour: 12</li> </ul>			
Parking Provided	<ul style="list-style-type: none"> <li>• DLMUD: 286 parking spaces would be provided with an estimated 272 space demand per the ITE.<sup>1</sup></li> <li>• DRSI: 43 parking spaces in one-way configuration</li> <li>• BSPI: 6 parking spaces</li> <li>• APMPP: 109 parking spaces</li> <li>• BSMPL: 22 spaces</li> </ul>	<ul style="list-style-type: none"> <li>• No change</li> </ul>	<ul style="list-style-type: none"> <li>• Same as proposed project, with additional 250-space Broad Street Parking Garage in place of the BSMPL</li> </ul>	<ul style="list-style-type: none"> <li>• Additional parking demand would occur as a result of the increased commercial component. It is estimated 339 parking spaces should be provided and parking demand could approach 364 spaces for the DLMUD site<sup>2</sup></li> <li>• Remaining projects - same as proposed project</li> </ul>
Fiscal and Economic Considerations	<ul style="list-style-type: none"> <li>• The DLMUD would add 30 students, representing an average of 2.3 additional students per grade level and is not anticipated to a significant impact on facilities.</li> <li>• The DLMUD will provide 236 new residents living downtown.</li> <li>• The DLMUD's residential component is anticipated to generate 4 FTE, and the restaurant and retail component will create additional 35 employees.</li> <li>• In total, the DLMUD's total annual economic impact on the City, which is the combination of both the impacts of on-site employment and new household spending, is expected to comprise 58 jobs, nearly \$1.9 million in</li> </ul>	<ul style="list-style-type: none"> <li>• No change</li> </ul>	<ul style="list-style-type: none"> <li>• This Alternative would generate the same number of residents and students as the proposed project</li> <li>• The additional 250-space garage would have higher costs to the City. Structured parking costs between \$22,000 and \$25,000 per unit. A 250-unit parking garage would cost on the order of \$5.5 and \$6.25M. The City would be required to seek grant funding and/or invest tax dollars to fund the construction of the garage. Some of the costs could be recouped with the imposition of fees for parking and these costs would be assumed by residents, business owners and patrons to downtown.</li> </ul>	<ul style="list-style-type: none"> <li>• This Alternative would add fewer students to the Plattsburgh City School District (12 students total) and fewer residents (92 residents)</li> <li>• Construction of this Alternative would result in similar project costs.</li> <li>• The economic impacts would be considerably less than the proposed project: new household spending would be less than half of the proposed project. Employment attributable to the project may increase but be low wage retail employees</li> <li>• The project does not provide a rate of return that</li> </ul>

Criteria	Proposed Action	Alternative A: No Action Alternative	Alternative B: Planned DLMUD with Downtown Parking Garage at Broad Street	Alternative C: Reduced Residential Count and Increased Commercial Square Feet
	earnings, and nearly \$5.2 million in sales.			would make the project viable.
Community Character; Historic and Cultural Resource; and Visual Resource Considerations	<ul style="list-style-type: none"> <li>•The proposed projects are consistent with the City’s public policy and will implement several recommendations and goals that pertain to this area of the City.</li> <li>•The DRSI and BSPI projects will occur within the previously disturbed street right-of-way so will not result in impacts on historic and cultural resources.</li> <li>•The existing building on the APMPP site is not identified as a contributing resource; therefore, the proposed demolition is not anticipated to result in significant adverse impacts to historic resources.</li> <li>•The City is currently consulting with NYSOPRHP to assist in determining whether the remaining proposed projects may have the potential to result in significant adverse impacts to historic and/or cultural resources.</li> </ul>	<ul style="list-style-type: none"> <li>• No change</li> </ul>	<ul style="list-style-type: none"> <li>•This Alternative is not consistent with the objectives and capabilities of the project sponsor.</li> <li>•The City would be required to seek grant funding and/or invest tax dollars to fund the construction of the garage.</li> <li>•A parking garage may obstruct views to the Saranac River and would likely require significant architectural façade treatments to be visually consistent with the Downtown Plattsburgh Historic District and other historic buildings located nearby.</li> </ul>	<ul style="list-style-type: none"> <li>• This alternative would have similar impacts to community character, historic and cultural resources, and visual resources as the Proposed Action.</li> </ul>

<sup>1</sup> The City’s Zoning Ordinance requires 317 parking spaces for the DLMUD project, while an alternative source for parking generation data, the Institute of Transportation Engineers (ITE) “Parking Generation” (5th Edition, 2019) manual identifies a demand of 272 parking spaces. The proposed DLMUD would include 286 parking spaces.

<sup>2</sup> The City’s Zoning Ordinance requires 366 parking spaces for Alternative C. The ITE manual identifies a demand of 364 parking spaces. The Alternative would include approximately 339 parking spaces.

## 2.0 DESCRIPTION OF PROPOSED PROJECTS

### 2.1 Overall Context

The City's Downtown Area Improvement Projects are proposed for downtown in the area bound by Bridge Street to the north, Green Street and the Saranac River to the east, the Saranac River to the south, and Oak Street to the west (Figure 1). The area is comprised largely of commercial, municipal, institutional, civic and religious uses with some mixed-use residential and commercial buildings. Bridge and Broad Streets provide east/west access to the area, and Oak and Peru Streets provide north/south access. Regional connectivity is provided by US Route 9 (Peru Street) and NYS Route 3 (Cornelia Street). An AMTRAK station located on Dock Street provides rail accessibility and there are recreational assets (MacDonough Park, Trinity Park) located immediately outside the study area to the north. Upon completion of Phase II of the SRTG, it will be accessible via the intersection of Durkee and Broad Streets. The City of Plattsburgh's marina is located approximately half a mile from the study area.

The study area features significant cultural, historical, environmental and community assets. The area abuts the Saranac River and Cumberland Bay, and the State University of New York (SUNY) Plattsburgh campus is located approximately ½ mile away. The eight project sites are located within or near to the National and State Register of Historic Places Eligible Downtown Plattsburgh Historic District (DPHD) the NYS Office of Parks, Recreation, and Historic Preservation (NYSOPRHP) finds to be "architecturally and historically significant as a largely intact City business core, reflecting the growth and development of Plattsburgh as a regional commercial hub and industrial center from the early nineteenth to the mid-twentieth century."<sup>3</sup> Also, the area served a role in the Battle of Plattsburgh, which ended the final invasion of the United States by the British during the War of 1812.

Currently, existing parking within the Downtown Area is focused in the Durkee Street area and sidewalks along this street are substandard. Connectivity between the DSMPL and cultural uses located on Margaret Street exists via the pedestrian path through Westelcom Park. Clinton County Public Transit (CCPT) is the local public transit system in Plattsburgh. Most regular transit routes include a stop on Cornelia Street at Clinton County's Government Center complex located just north of the study area. Some CCPT routes travel along Durkee Street, including the Express Shuttle, Keeseville au Sable, CCC Seasonal, South Connector, and Uptown Downtown routes. The Express Shuttle and Uptown Downtown routes have flag stops on Durkee Street.

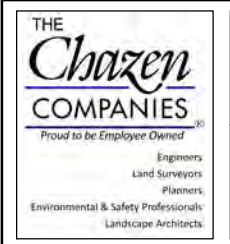
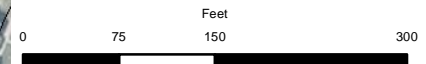
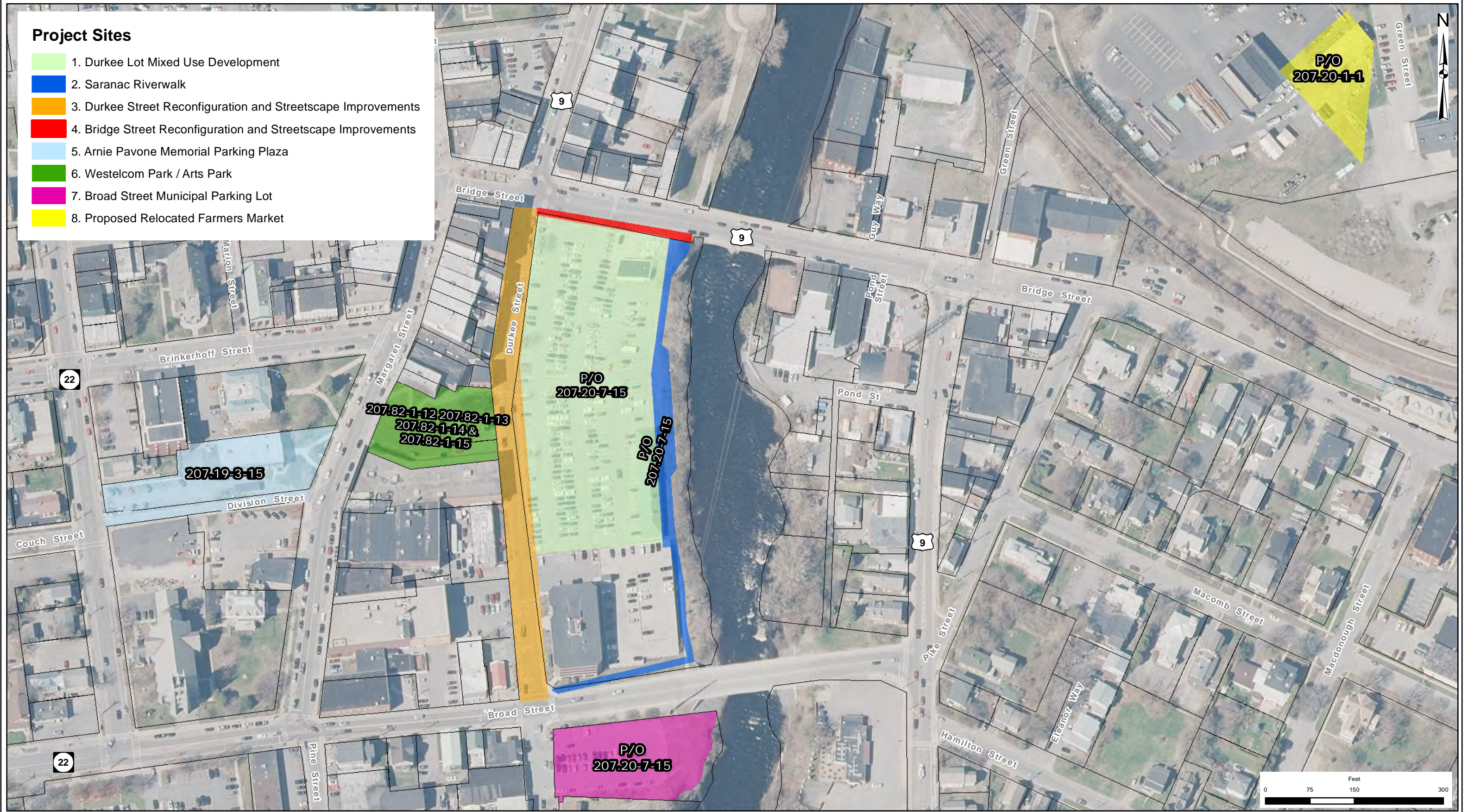
New York State Electric and Gas Corporation (NYSEG) has begun remediation work involving the removal and disposal of coal-tar contaminated sediment in the Saranac River riverbed related to the former site of the Saranac Street manufactured gas plant located south of the study area on the opposite side of the Saranac River. Portions of this multiyear NYSEG project are anticipated to be completed by 2021. NYSEG's remediation of the Saranac River is not expected to adversely impact the project sites or the proposed projects themselves. Construction activities associated with the proposed projects will be coordinated with NYSEG to ensure health and safety conditions are not adversely affected and to ensure efficiency and timeliness during the overall construction period.

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<sup>3</sup> New York State Office of Parks, Recreation and Historic Preservation (NYSOPRHP). *Downtown Plattsburgh Historic District Resource Evaluation*. Page 2. April 19, 2016.

**Project Sites**

- 1. Durkee Lot Mixed Use Development
- 2. Saranac Riverwalk
- 3. Durkee Street Reconfiguration and Streetscape Improvements
- 4. Bridge Street Reconfiguration and Streetscape Improvements
- 5. Arnie Pavone Memorial Parking Plaza
- 6. Westelcom Park / Arts Park
- 7. Broad Street Municipal Parking Lot
- 8. Proposed Relocated Farmers Market



**CHAZEN ENGINEERING, LAND SURVEYING & LANDSCAPE ARCHITECTURE CO., D.P.C.**

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North Country Office: 20 Elm Street, Suite 110, Glens Falls, NY 12801, Phone: (518) 812-0513



**City of Plattsburgh  
Downtown Area Improvement Projects**

Clinton County, New York

Source: Clinton County 2019 Online Tax Parcel Database  
<https://services3.arcgis.com/33FPYavQYNa7sFJ5/arcgis/rest/services/Parcels/FeatureServer> Accessed 13 September 2019;  
 NYS Department of Transportation 2008 Roads Dataset; NYS Office of Technology 2016 orthophoto imagery

Drawn:	MO/RL-B
Date:	10/07/2019
Scale:	1 inch = 150 feet
Project:	91922.00
Figure:	1



The study area is poised for public and private investment, which will capitalize on recent residential growth in the area and major investments by industrial companies within the region.

## 2.2 Description of Proposed Projects

### 2.2.1 Durkee Lot Mixed Use Development (DLMUD)

The City is working with Prime on a public-private partnership for the redevelopment of the DSMPL. NYS identified development of the Durkee Street site as the centerpiece of Plattsburgh's DRI award and the project received the largest amount of funding. Prime is proposing a five-story, approximately 200,000 SF mixed-use development containing approximately 115 apartments (comprised of 52 one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units) and 10,000 SF of commercial space on the northern end of the project site. The project also proposes rehabilitation of the existing PFCM building for a 3,400 SF commercial space and a 2,400 SF, publicly-accessible civic space within an open-air pavilion with access from the new pedestrian walkway (Figure 2).

Parking proposed on-site includes:

- A centrally located, open-air courtyard-style 35-space parking lot for tenants;
- An access-controlled, 165-space underground parking garage for tenants only; and
- An 86-space surface parking lot featuring approximately 50 spaces to be made available for use by the public on the southern end of the site.<sup>4</sup>

The fifty parking spaces to be made available for use by the public will be owned, maintained, and operated by Prime and are anticipated to be managed similarly to nearby parking areas owned and operated by the City.

The project site encompasses approximately 2.8 acres and is located on a portion of tax parcel 207.20-7-15. A second tax parcel, 207.20-7-14, was recently merged with parcel 207.20-7-15. The proposed project will occupy a portion of the former footprint of tax parcel 207.20-7-14 as well. Access to the new development will be primarily from Durkee Street, with underground parking access from Bridge Street.

Fifty-two (52) one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units are proposed. The DLMUD is proposed to result in approximately 236 new residents, 13,400 SF of commercial space, and 2,400 SF of civic space. As discussed in Section 3.4, the Traffic Impact Study determined that the development of the DLMUD at this location would not result in adverse impacts to traffic conditions.

The new structure is proposed to be a single, U-shaped building located on the northern part of the project site. In addition, as previously noted, the existing PFCM building on the south end of the site will also be rehabilitated as part of the proposed project. A pedestrian pathway separates the proposed building from the proposed 86-space surface parking lot and is buffered on both sides by landscaping. The pedestrian pathway will connect with the proposed improved Riverwalk and the proposed improved Westelcom Park.

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<sup>4</sup> The Development Agreement between Prime and the City stipulates that no fewer than 30 spaces must be made available for use by the public. The DLMUD is anticipated to feature approximately 50 spaces to be made available for use by the public.

Residential amenities are anticipated to include outdoor recreation space provided within the courtyard and interior office and gym spaces are to be provided for the private use of residents. The building will use modern efficient fixtures and designs including low flow plumbing, high-efficiency lighting, and high-efficiency heating/cooling. Building material and colors will be chosen to be consistent with the characteristics of the surrounding neighborhood to the greatest extent possible. Commercial uses are anticipated to include restaurant and retail uses. Hours of operations will be typical of the specific use and in compliance with City Code.

Landscaping will be provided around the perimeter of the building and within the parking areas. Plant species, ground treatments, and materials will be chosen to integrate visually with the DRSI and BSPI projects proposed for construction adjacent to the site.

The DLMUD project site fronts on Durkee Street to the west and is bordered by Broad Street to the south, Bridge Street to the north, and to the east by the proposed Riverwalk along the Saranac River that will be retained by the City. The site currently includes the Gateway Complex<sup>5</sup>, the DSMPL, the PFCM building, and a path along the Saranac River riverfront. The west side of Durkee Street is occupied by a mix of uses, including automotive repair and retail uses, Westelcom Park, office, parking, and public and community services. The buildings are a mix of attached and detached buildings ranging in height from one-to-four stories, with some mixed-use buildings presenting first-floor retail with dwellings above. Two of these buildings (17 and 31 Durkee Street) are listed as eligible for listing on the National and State Register of Historic Places. There are also two partial alleyways and a loading area associated with Westelcom Suites.

A portion of the DLMUD project site is in the New York State Environmental Restoration Program due to previous use at the site that resulted in site contamination. In March 2007, New York State Department of Environmental Conservation (NYSDEC) issued a Record of Decision (ROD) for the restoration of the Plattsburgh Gateway Project/Durkee Street Site Remediation, which occupies a portion of the DLMUD. Remediation of the site was completed, and a Certificate of Completion was issued by NYSDEC on September 13, 2016 documenting this milestone and requiring the City to implement a Site Management Plan (SMP). The SMP stipulates the future use of the property is subject to institutional and engineering controls including an environmental easement. According to the environmental easement, the property may be used for Restricted Residential as described in 6 New York Codes, Rules, and Regulations (NYCRR) Part 375-1.8(g)(2)(ii)<sup>6</sup>, Commercial as described in 6 NYCRR Part 375-1.8(g)(2)(iii)<sup>7</sup> and Industrial as described in 6 NYCRR Part 375-1.8(g)(2)(iv)<sup>8</sup>. Groundwater monitoring well decommissioning on the site, based on observed, consistently decreasing levels of contamination has been approved by NYSDEC and is currently underway. See Section 3.8 for more information.

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<sup>5</sup> A ground lease is currently executed between the City and Investors Corporation of Vermont (ICV) for a portion of the site.

<sup>6</sup> Per 6 NYCRR Part 375-1.8(g)(2)(ii), "Restricted-residential use" which is the land use category which shall only be considered when there is common ownership or a single owner/managing entity of the site. Restricted residential use: (a) shall, at a minimum, include restrictions which prohibit: (1) any vegetable gardens on a site, although community vegetable gardens may be considered with Department approval; and (2) single-family housing; and (b) includes active recreational uses, which are public uses with a reasonable potential for soil contact.

<sup>7</sup> Per 6 NYCRR Part 375-1.8(g)(2)(iii), "Commercial use" which is the land use category which shall only be considered for the primary purpose of buying, selling or trading of merchandise or services. Commercial use includes passive recreational uses, which are public uses with limited potential for soil contact.

<sup>8</sup> Per 6 NYCRR Part 375-1.8(g)(2)(iv), "Industrial use" which is the land use category which shall only be considered for the primary purpose of manufacturing, production, fabrication or assembly processes and ancillary services. Industrial use does not include any recreational component.



The future owners of the property are required to comply with the terms and conditions of the SMP. These includes measures related to the excavation and handling of soils during construction, and installation of a sub-slab vapor barrier system.

### *Zoning*

The project site is located within the Central Business (C) Zoning District and is subject to a PUD approved on February 28, 2005 (as amended) that includes the DSMPL, Westelcom Park, and the BSMPL. The approved PUD and associated special use permit facilitated the construction of the existing approximately 45,000 SF Gateway Office Building (owned by ICV), a two-story, 146-space parking structure, and 19 surface parking spaces.

Construction of the proposed DLMUD is anticipated to begin in July 2020 and require 18 months to complete.

### *Requested Approvals for Current Project*

To facilitate redevelopment and construction of the proposed DLMUD, two Special Use Permits are required from the City's ZBA, including 1) for boundary adjustments to the existing PUD; and 2) to allow apartments on the first floor of a multistory building within a PUD. The project will also require Planning Board approval for minor subdivision to subdivide the site from the Broad Street Municipal Parking Lot; for internal subdivision of and amendments to the proposed PUD; and for Site Plan Approval. Termination of the pre-existing GML Redevelopment Plan for the City's Downtown Area and its related, expired tax incentive will need to be completed by the Common Council.

An amendment to the existing PUD to adjust the boundaries of the previously approved 5.3-acre PUD to remove Westelcom Park and BSMPL, and to add the area formerly occupied by Highway Oil (formerly known as tax parcel 207.20-7-14) will be required for the DLMUD (Figure 3). The PUD would continue to include the existing four-story Gateway Office Building (approximately 45,000 SF of commercial space) and 165 parking spaces (146 in the two-story garage and 19 surface spaces). The amended PUD would contain two lots and would be described as follows:

The proposed, adjusted boundary of the PUD is to include lands bordered by Bridge Street to the north, Durkee Street to the west, Broad Street to the south, and the Saranac River to the east. The total land area of the proposed PUD boundary is 4.66 acres.

- Lot 1 is proposed to be the existing Gateway Complex, the proposed, improved Riverwalk, and a portion of the former Highway Oil parcel.
- Lot 2 is proposed to be the DLMUD that is currently occupied by the existing DSMPL, PFCM building, and a portion of the former Highway Oil parcel.

Upon approval, the two lots will be provided new tax parcel identification numbers, which will be filed with the Clinton County Clerk.

An easement will be executed between Prime and the City to provide access and indemnification for the on-street public parking and other City-owned infrastructure proposed and/or located on the east side of Durkee Street and the south side of Bridge Street as well as easements for the pedestrian connection from

Durkee Street to the Riverwalk and utility easements for water, sewer, and stormwater. An amendment to the ground lease between the City and ICV is proposed to modify the terms of the lease to align with the modified boundaries of the amended PUD and exclude the proposed improved Riverwalk from the area leased by ICV. No material changes to the ICV lease terms (e.g. changes to or construction of buildings, changes to or additional uses, changes to utility infrastructure or parking) will occur as part of the Action.

Also, the Special Use Permit sought from the ZBA will clarify that all uses permitted (as-of-right, special use, and accessory use) within the C Zoning District are permitted within the PUD. The proposed DLMUD uses will potentially include retail businesses and commercial uses, restaurant, personal and business service establishments, residential apartments including some on the first floor, and parking and loading areas. According to Schedule I, Schedule of Permitted Uses – Part B of the Plattsburgh Zoning Ordinance, these proposed uses are included in the list of Permitted Principal Uses, Accessory Uses, and Uses Requiring Special Permit.

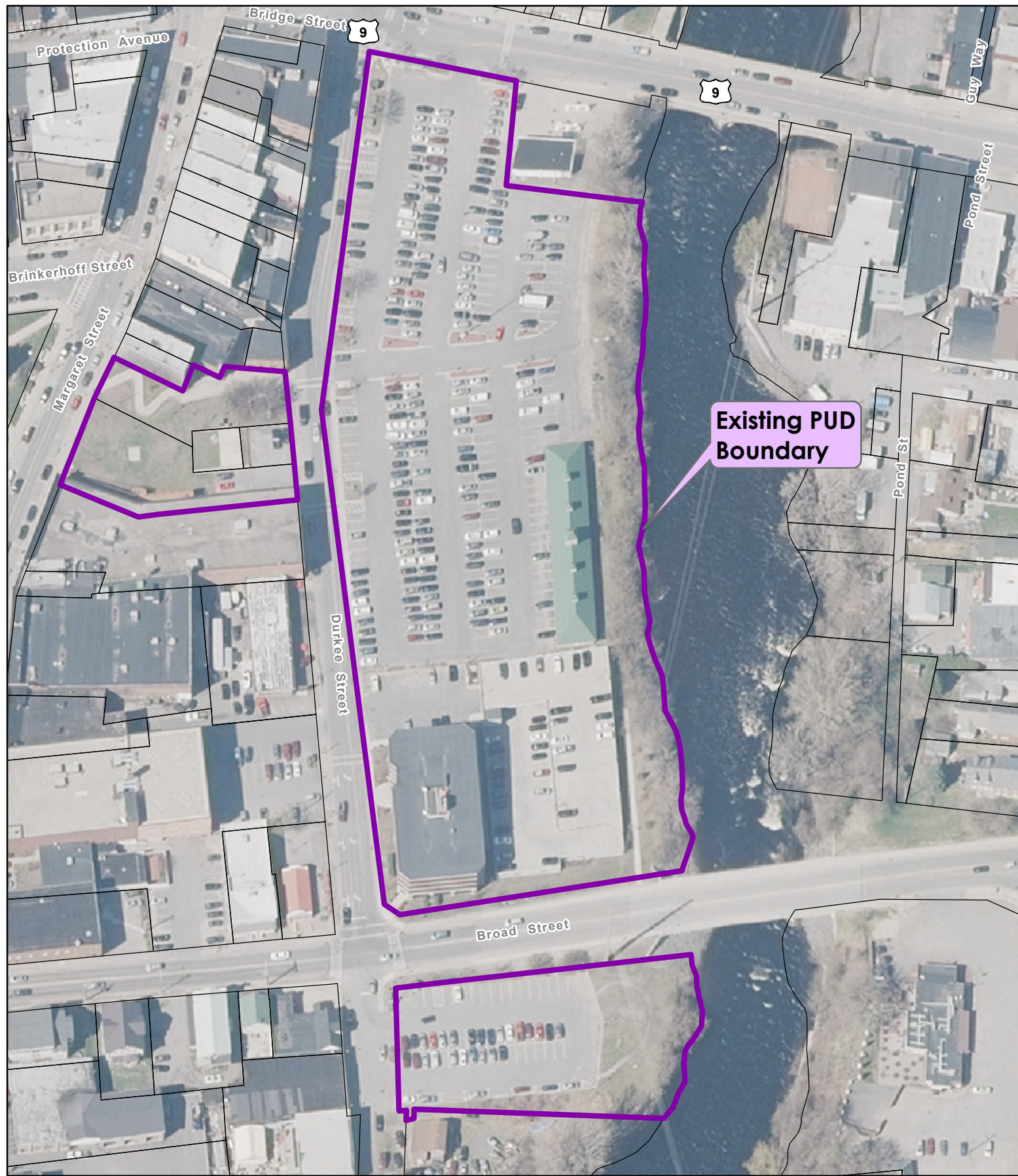


Figure 3: PUD Boundary - Existing and Proposed

### *Existing Tax Incentives and Parking Special Assessment District (SAD) Obligations*

The pre-existing GML Redevelopment Plan for the City's Downtown Area and its related tax incentives will be terminated by the Common Council as the original redevelopment project was undertaken according to the Empire Zone program. The Empire Zone program is no longer operational and is not accepting new entrants. Consequently, the City is not directly providing aid to the proposed project.

Currently, tax parcel 207.20-7-15 is assessed \$0.065888 per square foot due to its location within the Parking Special Assessment District (SAD). The total 2019 levy associated with this lot was \$3,372.35 based on 51,183 SF of developed area. Assuming the implementation of a paid downtown parking system, the SAD is proposed to be discontinued; therefore, no associated levies for the proposed DLMUD will occur in the future and current levies will be discontinued. Further discussion of the SAD and its disposition is provided in Section 3.5.

### *Proposed DRI Funding and Other Funding Mechanisms*

On May 25, 2017, NYS announced that the DLMUD would receive \$4,300,000 in funding. The following is excerpted from the North County Downtown Revitalization Initiative: Plattsburgh Award booklet<sup>9</sup>.

*Durkee Street Mixed-Use Development. Redevelop the centrally-located Durkee Street parking lot, increase residential and commercial activity, return the site to the tax rolls, and better connect the historic downtown with the waterfront. The development of the site will be accomplished through a public-private partnership and may include approximately 45 residential units and almost 47,000 square feet of commercial space that will complement the character of downtown Plattsburgh. Develop the Durkee Street Site in partnership with a private developer.*

Of the awarded monies, \$300,000 was allocated to the City to hire a consultant to assist the City with writing a Request for Proposals (RFP) to attract developer interest in the DLMUD and to provide project management services. The remaining \$4,000,000 is allocated directly to Prime and administered by the New York State Empire State Development Corporation (NYSESDC).

No property tax revenues are currently accrued or collected by the taxing jurisdictions (City, Clinton County, Plattsburgh City School District (PCSD)) under the DSMPL's existing condition. Prime, as the developer of the DLMUD, has requested a tax abatement from Clinton County Industrial Development Agency (CCIDA). Under CCIDA's Uniform Tax-Exempt Policy (UTEP) the project may be eligible for tax abatement over a 20-year period. Based on application materials provided by CCIDA, no Payment in Lieu of Taxes (PILOT) payments are proposed in years 1 through 3 (from the date of issuance of a certificate of occupancy). Payments associated with the residential components will subsequently escalate as follows.

Years 4 to 10: \$1,100 per apartment

Years 11 to 15: \$1,300 per apartment

Years 16 to 20: \$1,500 per apartment

The ground floor retail and/or commercial space will be tax exempt during years 1 through 5. PILOT would be assessed thereafter at \$2 per SF for years 6 to 10 and \$3/SF years 11 to 20. Section 3.6 provides a

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<sup>9</sup> <https://www.ny.gov/sites/ny.gov/files/atoms/files/NCDRIAwards.pdf>

schedule of payments under the proposed PILOT and how those payments are shared between the City, County, and PCSD consistent with the CCIDA Uniform Agreement.

The application to the CCCIDA also requests further incentives including sales tax abatement on project construction and acquisition estimated at \$680,000 as well as relief from the Mortgage Recording Tax (estimated at \$165,000). These abatements are standard incentives provided by CCIDA. Prime and the DLMUD must meet the CCIDA's requirements to receive these incentives.

The project is estimated to generate 236 residents, including 30 school aged children. According to NYS Education Department figures, PCSD school enrollment has declined 315 students since 2000 (2,105 K-12 students) to the present day (2019) figure of 1,790 students. The potential addition of 30 students (approximately 2.3 per grade) is not anticipated to result a significant impact on facilities.

The DLMUD could generate \$71,509.24 in annual costs to the City (using 2019 figures) based on the per capita method for the residential component. These costs assume that Public Safety, Public Works, Economic Assistance, Culture and Recreation, and Home and Community Service costs are all variable, and they do not take into account the City's likely current capacity to provide some of these services. The PILOT will provide the City with new revenue over the life of the agreement; partially offsetting new costs and the DLMUD will become fully taxable thereafter. The net fiscal impact to the City is estimated at negative \$20,574 annually over Years 4-13 of the PILOT term.

The positive economic impacts of the project are significant, the total economic impacts of the proposed project's construction equate to 56 jobs, nearly \$2.2 million in earnings, and over \$5.5 million in new sales in the City of Plattsburgh. New spending attributable to 236 new residents living downtown will create 19 new jobs, nearly \$606,000 in earnings, and nearly \$1.8 million in new sales as a result of new household spending.

The total annual economic impact on the City, which is the combination of both the impacts of on-site employment and new household spending is 58 jobs, nearly \$1.9 million in earnings, and nearly \$5.2 million in sales. See Section 3.6 for more information.

### 2.2.2 Saranac Riverwalk (Riverwalk)

The Riverwalk is a pedestrian trail currently comprised of a wooden boardwalk and paved path which forms a portion of the eastern border of the DSMPL along the Saranac River. The proposed project will replace the existing boardwalk and create an approximately ten-foot-wide, multi-use path made from a durable pavement type that is stormwater-friendly. The new Riverwalk will provide American with Disabilities Act (ADA) accessibility and include an overlook, benches, bicycle infrastructure, LED lighting and landscape plantings (Figure 4). The improved Riverwalk will connect (via a crosswalk over Bridge Street) to MacDonough Park to the north and the soon to be constructed Phase II of the SRTG<sup>10</sup> to the south (via a path between the Gateway Complex and Broad Street) at Broad and Durkee Streets. Existing vegetation will be trimmed back to remove invasive species and to open views along the riverfront. No bank vegetation would be removed prior to discussions and/or approvals from NYSDEC. Native plantings and perennials will be incorporated into the improved Riverwalk.

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<sup>10</sup> In the City of Plattsburgh, the SRTG is a non-motorized, multi-use trail that currently follows the Saranac River from George Angell Drive through the SUNY campus to the site of the recently dismantled pedestrian bridge on Pine Street along the Saranac River. It is anticipated that future phases will extend the SRTG from its current terminus on Pine Street to Peace Point Park on Lake Champlain.



The current wooden boardwalk and paved areas of the existing path are in a deteriorated condition. In addition, the trail lacks connection to Bridge Street and the existing connection to Broad Street is currently inaccessible for safety reasons; therefore, pedestrian and bicycle use is limited. The Riverwalk is well-lit, with lighting infrastructure in good repair and there are no current security concerns. The Riverwalk, located at an elevation of approximately 115 – 119 feet, is not located within the 100-year flood zone, which is located at an elevation of 105 feet.

The Riverwalk is currently owned and maintained by the City and would continue to be owned and maintained by the City in the future.<sup>11</sup> The improved Riverwalk will be entirely contained within Lot 1 of the proposed amended PUD, as discussed in Section 2.2.1. No proposed changes or upgrades to stormwater, water, or wastewater utilities are proposed as part of the project. Minor changes or upgrades to electrical infrastructure may result due to proposed lighting upgrades. The project site is located within the C Zoning District.

The proposed Riverwalk is currently in a conceptual design phase and will be further considered by the Planning Board as part of the application to amend the PUD to create two internal lots within which the Riverwalk will be located on Lot 1. Specific details such as materials, plantings, lighting, and snow storage will not be determined at that time but are anticipated to comply with relevant City Codes and other applicable regulations. The Riverwalk will undergo future coordination with applicable City Boards and Commissions to ensure consistency with applicable public policy. Construction is anticipated to start during the first half of 2021 and take approximately 12 months. Once completed, the Riverwalk will connect with Phase II of the SRTG that is proposed to be constructed, in part, along Durkee Street, via a path proposed to be constructed between the Gateway Complex and Broad Street. Construction of Phase II of the SRTG is expected to begin in 2020. Once complete, the Riverwalk will form a necessary pedestrian and bicycle-friendly link between the various components of the SRTG and other recreational assets in the City.

As noted in Section 2.1, NYSEG is currently undertaking remedial activities to address coal tar released from its site located upstream and on the opposite side of the Saranac River from the Riverwalk. During remediation activities, NYSEG anticipates installing temporary construction fencing along the top of the bank (adjacent to the Riverwalk) to discourage pedestrian access to the river between Broad Street and Bridge Street while remedial activities are being conducted. Remediation activities in the section of the Saranac River adjacent to the Riverwalk are anticipated to be completed in 2020, with 2021 planned as a contingency construction season.

#### *Proposed DRI Funding and Other Funding Mechanisms*

On May 25, 2017, NYS announced that the City would receive \$1,600,000 in funding for riverfront access projects. Improvements to the Riverwalk will be funded by a portion of this funding. The following is excerpted from the North County Downtown Revitalization Initiative: Plattsburgh Award booklet<sup>12</sup>.

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<sup>11</sup> Previously, a 25-foot-wide pedestrian access easement extended along the Saranac River between Bridge and Broad Streets; however, the easement was extinguished in 2006. No easement is required for the currently proposed Riverwalk as the Riverwalk will continue to be located on City-owned land.

<sup>12</sup> <https://www.ny.gov/sites/ny.gov/files/atoms/files/NCDRIAwards.pdf>



Figure 4: Saranac Riverwalk - Conceptual Site Plan | Downtown Area Improvement Projects

*Improve riverfront access at key points to strengthen the connection to downtown, increase recreational opportunities, and highlight Plattsburgh's natural assets. Improvements will include the creation of a continuous Riverfront Walk, upgrades to MacDonough Park, creation of a new overlook that projects out into the river, and a kayak launch to create a formal access point to the river and provide room for a kayak service.*

### **2.2.3 Durkee Street Reconfiguration and Streetscape Improvements (DRSI)**

Durkee Street, between Bridge and Broad Streets, is the focus of the DRSI. In this location, Durkee Street is a local City street that provides two-way vehicular access in a north-south direction connecting Bridge Street to the north and Broad Street to the south, with a gentle downward slope to Broad Street. The west side of Durkee Street is occupied by a mix of uses, including automotive repair and retail uses, Westelcom Park, office, parking, and public and community services. The buildings are a mix of attached and detached buildings ranging in height between one and four stories, with some mixed-use buildings presenting first-floor retail with dwellings above. Two of these buildings (17 and 31 Durkee Street) are listed as eligible for listing on the National and State Register of Historic Places. There are also two partial alleyways and a loading area associated with Westelcom Suites. The east side of the street is occupied by the DSMPL and the Gateway Complex.

Currently, pedestrian infrastructure is substandard. The sidewalk on the west side of Durkee Street features a mix of pavement types, resulting in an uneven surface. The sidewalk on the east side of the street fluctuates in width and is especially narrow where it passes the DSMPL. In this area, parked vehicles often overhang into the sidewalk space further diminishing the passable sidewalk space.

The proposed project would alter the current two-way traffic pattern to a one-way, northbound only traffic pattern and would provide improved, standard-width sidewalks, lighting, and landscaping (Figure 5). On-street parking would be reconfigured to align with the new one-way street and would include angled and parallel parking spaces. The existing loading zone at the intersection of Durkee Street with Bridge Street would be relocated to a new, to be determined location. As discussed in Section 3.4, the Traffic Impact Study determined that the reconfiguration of Durkee Street to a one-way street with additional parking would not result in significant adverse impacts to traffic conditions.

An easement is proposed to be executed between Prime and the City to provide access and indemnification for the on-street public parking and City-owned infrastructure proposed and/or located on the east side of Durkee Street that would overlap with Lot 2 of the amended PUD, see Section 2.2.1.

The DRSI project is conceptual at this stage and will undergo future coordination with applicable City Boards and Commissions to ensure consistency with applicable public policy. Changes to water and stormwater utilities are not anticipated, but minor alterations may be required as part of the project. Minor changes to wastewater facilities are anticipated to facilitate the WPI project, which is located immediately west. Lighting will utilize the existing electrical infrastructure.

Construction is anticipated to start in 2021 and take approximately 12 months.

#### *Proposed DRI Funding and Other Funding Mechanisms*

On May 25, 2017, NYS announced that the City would receive \$1.3 million in funding for streetscape improvement projects. The DSRI will be completed using a portion of this funding. The following is excerpted from the North County Downtown Revitalization Initiative: Plattsburgh Award booklet<sup>13</sup>.

*Improve the Downtown streetscape and pedestrian experience with investments to key streets and walkable areas. The project includes the design and construction of streetscape improvements on up to five streets within the downtown...and transformation of an underutilized open space into an active downtown park.*

#### 2.2.4 Bridge Street Parking Improvements (BSPI)

Bridge Street or US Route 9, between Durkee Street and Veterans' Bridge, is a major road providing two-way vehicular access in an east-west direction to Veterans' Bridge which connects the Downtown Area to the Harborside Area. Bridge Street is also part of US Route 9 between Durkee Street to the west and Peru Street to the east. The north side of Bridge Street features three-story, mixed-use buildings, with first-floor commercial and retail uses and dwellings above in attached row-type buildings. The south side is occupied by the current DSMPL. Veterans' Bridge and several of the buildings (21, 25-31, and 33 Bridge Street) located on the north side of the street are listed as eligible for listing on the National and State Registers of Historic Places. The proposed project will introduce new parallel parking spaces on the south side of Bridge Street and minor streetscape improvements (Figure 5).

The BSPI project is conceptual at this stage and will undergo future coordination with applicable City Boards and Commissions to ensure consistency with applicable public policy. As discussed in Section 3.4, the Traffic Impact Study determined that the addition of parking on Bridge Street would not result in significant adverse impacts to traffic conditions.

Changes to water and wastewater utilities are not anticipated, but minor alterations may be required as part of the project. Minor changes to stormwater facilities are anticipated. Lighting will utilize the existing electrical infrastructure.

An easement will be executed between Prime and the City to provide access and indemnification for the on-street public parking and City-owned infrastructure proposed and/or located on the south side of Bridge Street as part of the BSPI that would overlap with Lot 2 of the amended PUD.

Construction is anticipated to start in 2021 and take three months.

##### *Proposed Funding Mechanisms*

The BSPI is not being funded under the DRI and may receive funding through the City's FRB grant award and/or the City's General Fund.

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<sup>13</sup> <https://www.ny.gov/sites/ny.gov/files/atoms/files/NCDRIAwards.pdf>



### 2.2.5 Arnie Pavone Memorial Parking Plaza (APMPP)

The proposed APMPP involves the construction of a 109-space municipal parking lot on City-owned property located at 25 Margaret Street. The site is currently occupied by the former, vacant Glens Falls National Bank building and associated parking area. The proposed APMPP would require the demolition of the former bank building (including the drive-through canopy), which was purchased by the City in 2018. In addition, Division Street, which is located immediately south of the former bank parking area would be abandoned per procedures prescribed by City Code and would no longer function as a one-way, single-lane, westbound through street between Margaret and Oak Streets.

The proposed parking lot will feature 109 perpendicular parking spaces (including five handicap-accessible spaces). The parking lot will have access from Margaret Street via two points of entry allowing traffic in both directions. An exit onto Oak Street will allow one-way, westbound traffic only. The parking lot will feature landscaped islands, medians, and new sidewalks which are anticipated to feature a mix of paving stones and concrete (Figure 6). As discussed in Section 3.4, the Traffic Impact Study determined that the development of a parking lot at this location would not result in significant adverse impacts to traffic conditions.

On the south side, the project site abuts parking areas associated with Saint John the Baptist Roman Catholic Church (listed on the National and State Register of Historic Places) and Community Bank. On the north side, the parcel abuts the Strand Center Theatre (listed on the National and State Register of Historic Places), the associated Strand Center for the Arts (eligible for listing on the National and State Register of Historic Places), and a split-level, two-story, detached building used as professional office space. Oak Street lies to the west of the project site. To the east, across Margaret Street is featured office and retail service uses. Westelcom Park is located diagonally across Margaret Street to the northeast. The site is located within the DPHD, which is eligible for listing on the National and State Registers of Historic Places and is individually listed as eligible for listing on the National and State Registers of Historic Places but is not identified as a contributing resource.

The former bank building and drive-through canopy, built in 1967, will be demolished as part of the proposed project. Before demolition, the building will undergo abatement for asbestos-containing materials (ACM). Underground utilities will be terminated and capped. No changes to water or wastewater utilities are proposed as part of the project. Lighting will utilize the existing electrical infrastructure.

The project site is zoned for Central Business (C Zoning District) and is expected to comply with the City's Zoning Ordinance. The APMPP will undergo future coordination with applicable City Boards and Commissions to ensure consistency with applicable public policy. Division Street will be abandoned as part of the proposed project in compliance with City Code Chapter 295, Article V, Streets and Sidewalks: Abandonments of Streets, Alleys and Rights-of-Way. The proposed abandonment will be undertaken in early 2020.

Abatement and demolition of the bank building is anticipated to start in early 2020 and completion of the APMPP is anticipated during the spring of 2020.

#### *Proposed Funding Mechanisms*

The APMPP is not being funded under the DRI and may receive funding through the City's FRB grant award and/or the City's General Fund.

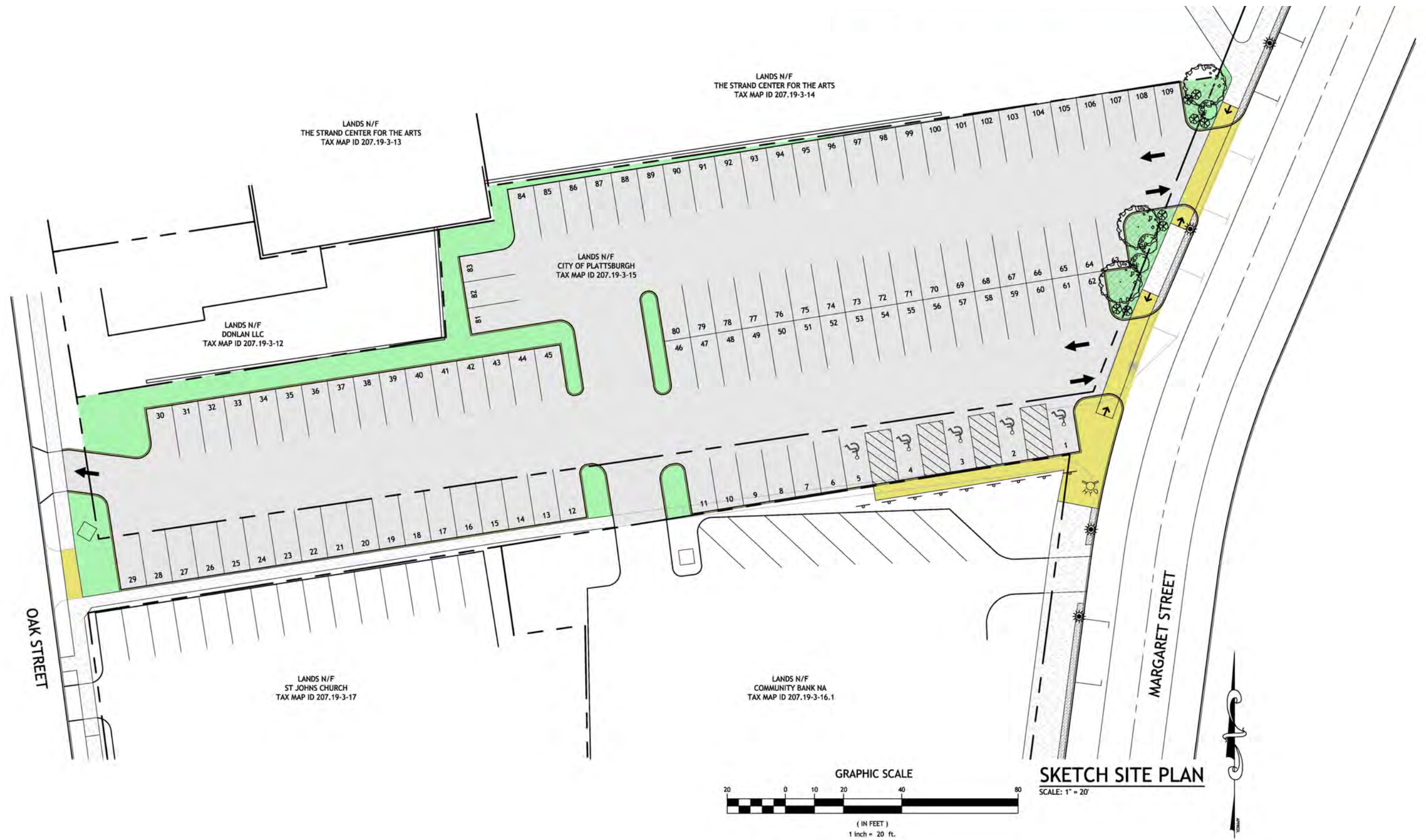


Figure 6: Arnie Pavone Memorial Parking Plaza - Conceptual Site Plan | Downtown Area Improvement Projects



## 2.2.6 Westelcom Park Improvements (WPI)

Westelcom Park is located midway between Durkee and Margaret Streets on a 0.55 acre area comprised of four tax parcels (207.82-1-12, 207.82-1-13, 207.82-1-14, and 207.82-1-15). It provides a pedestrian connection between the DSMPL and downtown including the Strand Center Theatre and features a lawn area, benches, and a stage used for occasional music and variety shows. Westelcom Park was originally developed as part of the Durkee Street Redevelopment Plan (DRP) and associated PUD (circa 2007), which included the DSMPL, the Gateway Complex, and the BSMPL. The site is located within the DPHD, which is eligible for listing on the National and State Registers of Historic Places, and is included individually as a site that is eligible for listing on the Registers based on former structures located on-site, previously demolished.

The proposed redesign will establish a multi-tiered park, which will include sculpture areas, a water feature, a plaza, bicycle infrastructure, and pedestrian walking areas with landscaping throughout (Figure 7). To facilitate the improved design the existing, aged 15" brick sewer line that runs below the center of Westelcom Park's east-west axis will be removed and will be replaced with a new 15" line that will be relocated to the southern border of the project site to connect with the existing manholes on the west side of Margaret Street and the east side of Durkee Street. Stormwater facilities will be provided on-site as part of the improvements, where currently there are none.

The project site is located within the C Zoning District. As part of the approval process for the DLMUD, the existing PUD will be amended to exclude Westelcom Park as it is no longer proposed for private development, see Section 2.2.1. The City currently maintains Westelcom Park and will continue to maintain the park in the future. The improvements to Westelcom Park will undergo future coordination with applicable City Boards and Commissions to ensure consistency with applicable public policy. Construction is anticipated to start in April 2020 and be completed by September 2020.

### *Proposed DRI Funding and Other Funding Mechanisms*

On May 25, 2017, NYS announced that the City would receive \$1.3 million in funding for streetscape improvement projects. The WPI will be completed using a portion of this funding. The following is excerpted from the North County Downtown Revitalization Initiative: Plattsburgh Award booklet<sup>14</sup>.

*Improve the Downtown streetscape and pedestrian experience with investments to key streets and walkable areas. The project includes the design and construction of streetscape improvements on up to five streets within the downtown...and transformation of an underutilized open space into an active downtown park.*

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<sup>14</sup> <https://www.ny.gov/sites/ny.gov/files/atoms/files/NCDRIAwards.pdf>



Figure 7: Westelcom Park Improvements - Conceptual Site Plan | Downtown Area Improvement Projects

### **2.2.7 Broad Street Municipal Parking Lot (BSMPL)**

The City proposes to reconfigure and expand the existing 59-space municipal parking lot located at the southeast corner of Durkee Street and Broad Street. The Broad Street lot is located on a 0.72-acre portion of tax parcel 207.20-7-15. The proposed improvements include expansion east towards the Saranac River and restriping of the existing lot to accommodate 22 additional parking spaces for a total of 81 spaces, (perpendicular and parallel), spaces, including four handicap accessible spaces (Figure 8). The BSMPL will have access from Durkee Street via two entries, allowing traffic in both directions. The expansion of the parking area will require the removal of an existing asphalt-paved circular path and picnic table that are located on the site. No changes to water or wastewater utilities are proposed as part of the project. Planned lighting will utilize the existing electrical infrastructure.

The BSMPL is bound by the Saranac River to the east and south. To the west, the BSMPL is adjacent to one- and two-story commercial buildings located across Durkee Street. Across Broad Street to the north, is the Gateway Complex.

The BSMPL will continue to be owned and operated by the City. The DSMPL, the Gateway Complex, and the BSMPL are all currently assigned the same tax parcel number of 207.20-7-15. A minor subdivision approval is being sought from the Planning Board to create a separate and distinct tax lot for the BSMPL. The BSMPL will also be removed from the existing PUD as it is no longer proposed for private development. The BSMPL is located within the C Zoning District and will undergo future coordination with applicable City Boards and Commissions to ensure consistency with applicable public policy. Construction is anticipated to start in April 2020 and be completed in July 2020.

#### *Proposed Funding Mechanisms*

The BSMPL is not being funded under the DRI and may receive funding through the City's FRB grant award and/or the City's General Fund.

### **2.2.8 Plattsburgh Farmers' and Crafters' Market (PFCM) Relocation to Building 4 at 26 Green Street**

The PFCM sells fresh food, crafts, art and jewelry, flowers and plants, wine and spirits, skincare products, and massage services, and features live music. Currently, the PFCM operates out of the City-owned building located at 22 Durkee Street subject to issuance of a license granted by the Common Council. Historically, the license has been issued annually for use of the building from May to October. The PFCM operates every Saturday from 9:00 AM to 2:00 PM beginning mid-May through mid-October and Wednesdays from 10:00 AM to 2:00 PM between late June and late September. The PFCM is seasonal and is closed between mid-October and mid-May. In 2019, there were approximately 50 vendors. The PFCM is managed by a Board of Directors and a Market Manager. As part of the DLMUD project, the PFCM building will come under private ownership and will be rehabilitated for commercial and civic uses.

The City has proposed a relocation of the PFCM to City-owned property in Plattsburgh's Harborside Area near downtown. The City proposes to rehabilitate former PMLD Building 4 at 26 Green Street for use by the PFCM. Building 4 at 26 Green Street is a slab-on-grade metal-framed building with metal siding and a sloped metal roof. Proposed rehabilitation activities include asbestos abatement, exterior façade

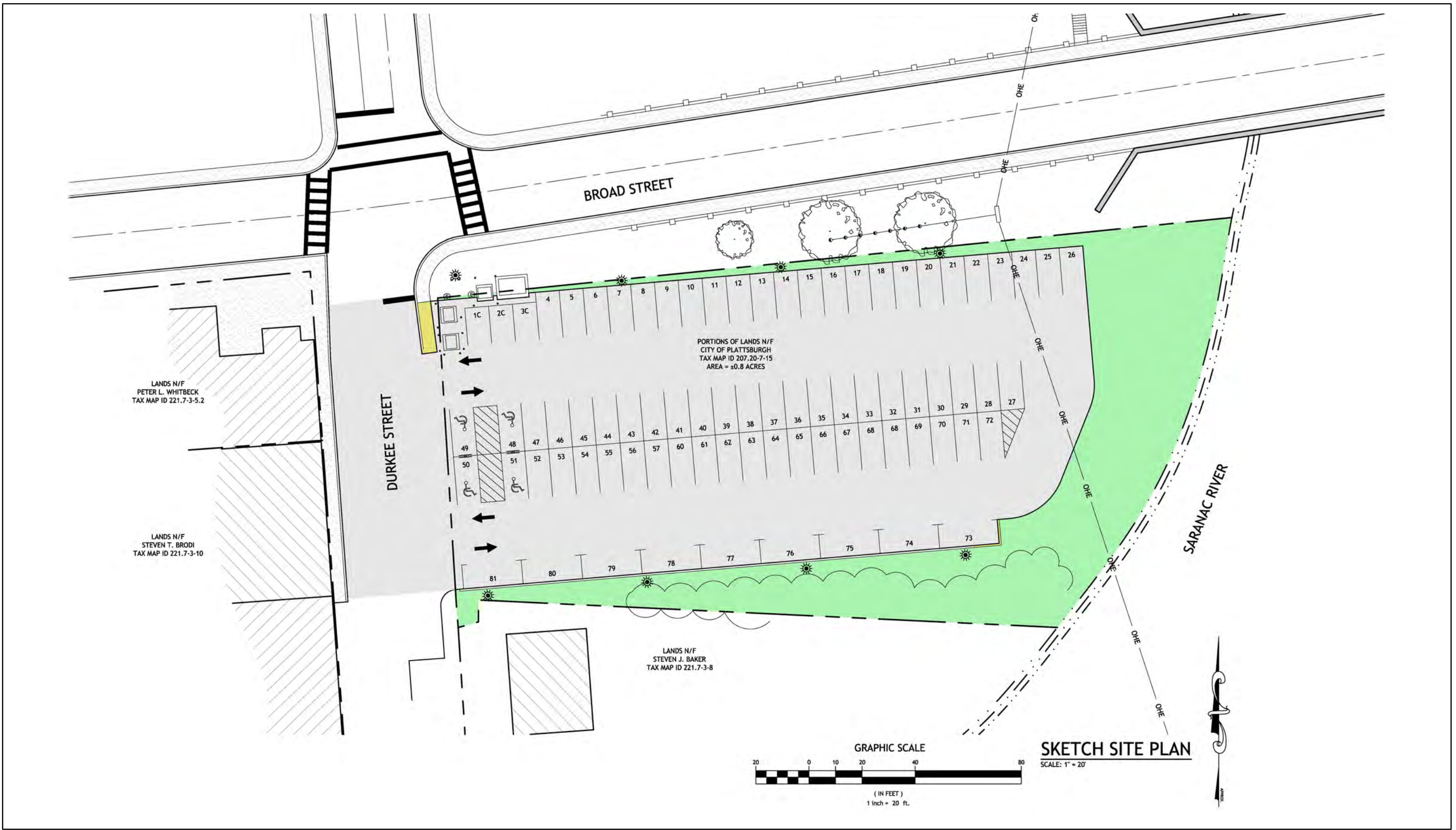


Figure 8: Broad Street Municipal Parking Lot - Conceptual Site Plan | Downtown Area Improvement Projects



Figure 9: Plattsburgh Farmers' and Crafters' Market - Conceptual Site Plan | Downtown Area Improvement Projects

improvements (e.g. painting, new windows), interior remodeling (e.g. painting, lighting, installation of overhead doors), improved ventilation, reconfiguration of existing fencing, electrical upgrades, the construction of an attached pavilion space, the installation of new bathroom facilities, and improving access to the site via the construction of a second entrance (Figure 9).

Asbestos abatement and demolition of the other former PMLD structures located at 26 Green Street is currently underway and is not part of the GEIS Downtown Area Improvements Projects. The existing paved area providing access from Green Street to Building 4 at 25 Green Street will be reconfigured to provide parking and passive open space, including a pavilion area. The project site would continue to be owned and maintained by the City and the PFCM is anticipated to utilize the site according to license terms similar to those previously approved by the Common Council for the PFCM's use of its current building on the DSMPL.

The project site is zoned for industrial use and is located within the City's Harborside Area immediately west of the City's Water Resource Recovery Facility (WRRF). Per Schedule I, Schedule of Permitted Uses – Part B of the City's Zoning Ordinance, a public facility is a permitted principal use within areas zoned for industrial use. A farmers' market is not a specifically defined use in the City's Zoning Ordinance and thus its classification as a public facility for zoning purposes is an appropriate substitute.

The project site is accessible from Green Street and involves an at-grade crossing of the Canadian Pacific (CP) railroad tracks. The site is within walking distance (approximately 450 feet) of the Amtrak train station. A paved sidewalk traverses the western edge of the waterfront lot providing access via a pedestrian bridge to Cumberland Avenue. The property is served by municipal sewer and water.

The project site is part of the PMLD State Superfund site. Environmental investigations have been completed on-site and found the groundwater is contaminated. Municipal water and sewer infrastructure are available on-site and, therefore, no interaction with contaminated groundwater will occur. Building 4 at 26 Green Street contains a limited amount of ACM (approximately 300 SF) which will be removed as part of the proposed rehabilitation according to applicable regulations. The former rail yard area located immediately south and southeast of the project site has been the subject of Voluntary Cleanup and Brownfield Cleanup Programs administered by NYSDEC, which included the construction of a large municipal parking lot and elements of the remedial action work plan.

The PMLD campus, including 26 Green Street, was classified as not eligible for listing on the State Register of Historic Places by the NYSOPRHP on September 12, 2019. The PMLD buildings located at 26 Green Street are not included in the National and State Register listed D & H Railroad Complex (90NR00182).

The proposed improvements to Building 4 at 26 Green Street will undergo future coordination with applicable City Boards and Commissions to ensure consistency with applicable public policy. Construction is anticipated to start in early 2020 and be completed by May 2020. The relocation of PFCM is anticipated to be completed before the commencement of their 2020 season.

#### *Proposed DRI Funding and Other Funding Mechanisms*

The City is seeking up to \$250,000 for the proposed relocation of the PFCM from the DRI's Downtown Grant Program (DGP). The DGP is one of the DRI projects awarded funding in 2017. If awarded the full \$250,000, the City would be required to provide a \$25,000 match.

In 2019, the DGP guidelines for funding were modified to support projects with the following attributes:

- Those which improve food access for residents of the City of Plattsburgh.
- Those which create a new downtown destination and attract a significant number of visitors to Downtown Plattsburgh.

These attributes join other guidelines for DGP-funded projects that provide property and business owners with a funding mechanism to repair and renovate retail, commercial, and upper-story residential properties in downtown Plattsburgh. Projects which aid in the redevelopment and improvement of underutilized properties and sites are also eligible for funding.

In July 2019, the City submitted a Consolidated Funding Application to request funding to prepare a City of Plattsburgh Master Plan for the Harborside Area. The goal of this Master Plan is to ensure that any future developments in the Harborside Area complement current developments associated with the DRI underway in downtown Plattsburgh. The Master Plan is an effort to pull together unfunded projects from three major planning initiatives of the City of Plattsburgh; the Local Waterfront Revitalization Plan (LWRP), the DRI, and the Dock Street Highest and Best Use study completed as part of the DRI. The Master Plan will identify amenities that will support the DLMUD, the PFCM, and other development initiatives by providing residents and visitors with a variety of educational, social, and recreational opportunities in the City's downtown core.

## **2.3 Construction**

### **2.3.1 Construction Activities and Sequencing**

The Downtown Area Improvement Projects are anticipated to be constructed sequentially, with parking lot expansion projects (e.g. APMPP and BSMPL) advancing prior commencement of the DLMUD project to ensure that ample parking is consistently available to downtown businesses, residents, and visitors during and after construction of the DLMUD. As shown in Table 5, construction of the APMPP and the BSMPL will occur between the 1<sup>st</sup> and 2<sup>nd</sup> quarters of 2020 so that these parking resources will be available when construction of the DLMUD begins during the 3<sup>rd</sup> quarter of 2020. The City is also proposing a temporary liberalization of on-street parking regulations on selected downtown streets during construction of the DLMUD, DSRI, and BSPI to compensate for the parking capacity that will not be available for use until those projects have been completed. A considerable surplus of unused, on-street, downtown parking capacity during peak parking utilization periods has been observed and documented by the City. This on-street parking surplus is more than sufficient to compensate for the capacity that will not be made available until after completion of the DLMUD, DSRI, and BSPI.

The Riverwalk, DRSI, and BSPI projects will be constructed concurrently with the DLMUD to reduce the overall duration of the construction period in this area. The rehabilitation and expansion of Building 4 at 26 Green Street in advance of the proposed PFCM relocation is anticipated to be complete in the 2<sup>nd</sup> quarter of 2020 and the WPI project is anticipated to be complete by the 4<sup>th</sup> quarter of 2020.

At the DLMUD site, construction will occur in three stages and is anticipated to occur over an 18-month time period: 1) site work (including excavation, grading, and utility work); 2) structural development (including building and paving); and 3) finishing (including façade treatments, landscaping, striping for parking, and utility work). During this construction period, the Riverwalk and DRSI projects will be constructed over one year, including the following stages: 1) site work (including demolition and grading); 2) hardscape improvements (including paving); and 3) finishing (including landscaping and parking improvements). The BSPI project is anticipated to be constructed over 3 months during this same time, involving: 1) site work (including demolition and grading); 2) hardscape improvements (including paving); and 3) finishing (including landscaping and parking improvements).

The parking lot projects (BSMPL and APMPP) will take between four and six months to complete and the APMPP will entail the following stages: 1) asbestos abatement, demolition, and site work (including excavation and grading, and utility work); 2) hardscape improvements (including paving); and 3) finishing (including landscaping and parking improvements). The BSMPL project will involve: 1) site work (including grading); 2) hardscape improvements (including paving); and 3) finishing (including landscaping and parking improvements).

The WPI and the relocation of the PCFM are anticipated to occur over a period of five to six months. The WPI will involve: 1) site work (including grading); 2) hardscape improvements (including paving); and 3) finishing (including landscaping, and utility connections, as needed). The work to rehabilitate and expand Building 4 at 26 Green Street for the relocated PCFM is anticipated to involve 1) site work (including grading); 2) hardscape improvements (including paving); and 3) finishing (including internal demolition and façade treatments, pavilion construction, landscaping, striping for parking, and utility work).



**Table 5: Construction Activities and Sequencing**

Downtown Area Improvement Projects	1st Quarter 2020			2nd Quarter 2020			3rd Quarter 2020			4th Quarter 2020			1st Quarter 2021			2nd Quarter 2021			3rd Quarter 2021			4th Quarter 2021			1st Quarter 2022			2nd Quarter 2022			3rd Quarter 2022			4th Quarter 2022								
	Month	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12					
Durkee Lot Mixed Use Development																																										
Saranac Riverwalk																																										
Durkee Street Reconfiguration and Streetscape Improvements																																										
Bridge Street Parking Improvements																																										
Arnie Pavone Memorial Parking Plaza																																										
Westelcom Park																																										
Broad Street Parking Lot																																										
Plattsburgh Farmers' and Crafters' Market Relocation																																										
Other Considerations																																										
NYSEG Remediation Adjacent to Riverwalk																																										
Site Preparation, Demolition																																										
Structures, Pavement, Pavillion Construction																																										
Finishing (Façade Improvements, Landscaping, Utility Connections, Parking Improvements)																																										
NYSEG Remediation																																										
Construction Duration																																										
Operational																																										

### 2.3.2 Temporary Construction Impacts

Demolition and construction activities related to the development of the proposed projects may result in temporary noise that exceeds local ambient noise levels. These activities will be limited to the hours of 7:00 AM to 9:00 PM following City of Plattsburgh Code Chapter 222, Noise Control Law. Noise abatement measures would be utilized where practicable and feasible, including:

- Use of electric powered equipment, rather than diesel-powered mechanical equipment would be utilized;
- Use of impact devices such as a jackhammer, pavement breakers, and pneumatic tools should be limited, and shrouds would be utilized to limit noise exposure;
- Construction staging areas would have appropriate noise attenuation installed around the areas and would be configured to minimize backup alarm and other noises;
- Contractors and subcontractors would be required to properly maintain and service their equipment and install quality mufflers, so they meet noise specifications;
- Sound attenuating curtains, shrouds or other best management practices would be used on the pile drivers (if utilized) to reduce noise when operating near residential uses; and
- Movable noise attenuation measures if needed would be erected around pumps, trucks, and other noisy equipment when operating near residential areas.

Emissions from on-site construction equipment and on-road construction-related vehicles, as well as dust-generating activities, are expected to be temporary and short-term. Measures will be undertaken to reduce emissions and potential air quality impacts, including:

- **Dust Control.** Fugitive dust control plans will be required as part of the contract specifications. For example, the truck wheels would be washed off before exiting the construction site. Truck routes within the site would be watered as needed to avoid the re-suspension of dust. All trucks hauling loose material will be equipped with tight-fitting tailgates and their loads securely covered before leaving the site. Streets adjacent to the site would be cleaned as frequently as needed by the construction contractor. Chutes would be used for material drops during demolition.
- **Restrictions on Vehicle Idling.** In addition to adhering to the local law restricting unnecessary idling on roadways, on-site vehicle idle time will also be restricted for all equipment and vehicles that are not using their engines for loading or unloading, or as otherwise required for the proper operation of the engine.

Construction effects are a temporary condition (short duration, intermittent, and variable) and should pose no substantial problem in the long term. Nevertheless, the construction contract documents would stipulate that the contractors must maintain a clean and orderly work site and would include metrics for determining compliance, provisions for enforcement, and penalties for non-compliance.

### 2.3.3 Construction Access Routes

For the DLMUD, Riverwalk, and DRSI projects, construction vehicles will access the project sites via Durkee Street. Alternatively, construction vehicle access may occur via Bridge Street. For the BSPI project, access will occur via Bridge Street. Temporary construction accesses with a stabilized construction entrance

(tracking pad) will be provided. Coordination will be undertaken to ensure timely loading or unloading of demolition/construction materials with minimal effect on local traffic. Demolition activities will require off-site transport of demolition materials. All materials would be transported to an appropriate permitted off-site disposal facility.

For the BSMPL project, construction vehicles will access the site via Durkee Street. For the APMPP project, access will occur via Margaret Street. Alternate construction vehicle access may occur via Oak Street. Pedestrian vehicular access from the Community Bank parking lot to either Margaret Street or Oak Street will be provided during the duration of construction associated with the APMPP. Temporary construction accesses with stabilized construction entrance (tracking pad) will be provided. Coordination will be undertaken to ensure timely loading or unloading of demolition/construction materials with minimal effect on local traffic. Demolition activities will require off-site transport of demolition materials. No blasting of the existing structure at the APMPP site would occur. All materials would be transported to an appropriate permitted off-site disposal facility.

For the WPI, construction vehicles will access the site via Durkee Street. Alternate construction vehicle access may occur via Margaret Street. For the rehabilitation and expansion of Building 4 at 26 Green Street for the relocation of the PCFM, access will occur via Green Street. Alternate construction vehicle access may occur via Dock Street. Temporary construction accesses with stabilized construction entrance (tracking pad) will be provided. Coordination will be undertaken to ensure timely loading or unloading of demolition/construction materials with minimal effect on local traffic. Demolition activities will require off-site transport of demolition materials. All materials would be transported to an appropriate permitted off-site disposal facility.

#### **2.3.4 Work Zone Traffic Control and Construction Parking**

A Work Zone Traffic Control Plan will be prepared which provides details for trucking routes, signage, lane closures necessary for utility tie-ins (open cuts), and right-of-way restorations. Construction worker vehicle trips will be temporary in nature and are not expected to occur during the peak AM or PM hours. The contractor, in coordination with the City, would coordinate with potentially affected public services in planning traffic control measures. Construction activities that might substantially disrupt traffic would not be performed during peak travel periods to the maximum extent practicable. Access to all businesses and residences would be maintained. The effectiveness of the traffic control measures would be monitored during construction and adjustments would be made, as necessary. Prior to any changes to vehicle flow, City, State, and Emergency Response agencies will be advised of the proposed traffic pattern changes.

The location and handling of construction parking will be determined by the selected contractor, who will coordinate with the City and Prime. For the DLMUD, construction parking is anticipated to be handled on-site with any overflow accommodated within the Harborside Area parking lots. Efforts will be undertaken to coordinate construction and demolition activities with the NYSEG remediation project to avoid additional conflicts. Coordination with City events and Strand Center Theatre events will be undertaken.

Vehicle access to Durkee Street, Bridge Street, Oak Street, and Margaret Street may need to be restricted during demolition and construction, affecting local traffic. If so, the construction would be staged to maintain through traffic, perhaps with only one direction being detoured at a time and temporary detour

and/or routing information to be provided via road signs. Sidewalks may be temporarily closed with provisions for alternate pedestrian traffic on these roads as well as along Broad Street and Green Street.

## 3.0 EXISTING CONDITIONS, POTENTIAL IMPACTS, PROPOSED MITIGATION

### 3.1 Land Use, Community Character, Zoning and Public Policy

#### 3.1.1 Existing Conditions

##### 3.1.1.1 Land Use and Community Character

The area located within ¼ mile of the Downtown Area Improvement Projects is comprised of an urban environment that includes a diverse mix of land uses that make up the Downtown and Harborside Areas, with the Saranac River as the dividing feature (Figure 10). To the north are commercial uses, MacDonough Park, and governmental uses including Plattsburgh City Hall and the Clinton County Government Center. Northeast of these facilities, across the CP railroad tracks are residential uses, with some apartment buildings and commercial uses located closer to Cumberland Avenue. Samuel Champlain Monument Park occupies a large portion of the Saranac River waterfront in this section where it opens to Cumberland Bay. To the east, across the Saranac River, are residential and apartment uses with commercial uses located off Bridge Street. Further east, in the Harborside Area, the waterfront is occupied by the former PMLD buildings, including the project site for the PFCM relocation (Building 4 at 26 Green Street), the WRRF, Peace Point Park, and the City's Marina. To the south, the mixture of residential and apartment uses continues east of the Saranac River. The former, recently remediated manufactured gas plant is located across the Saranac River directly south of Durkee Street, with the US Army Reserve installation located further south along US Route 9. To the west, the area features a more diverse mix of uses, including commercial, residential, apartments, community services, recreation, and entertainment. Immediately east and west of Margaret Street are several community services, including Clinton County's Department of Social Services building, the Strand Centre Theatre, and the Plattsburgh Public Library.

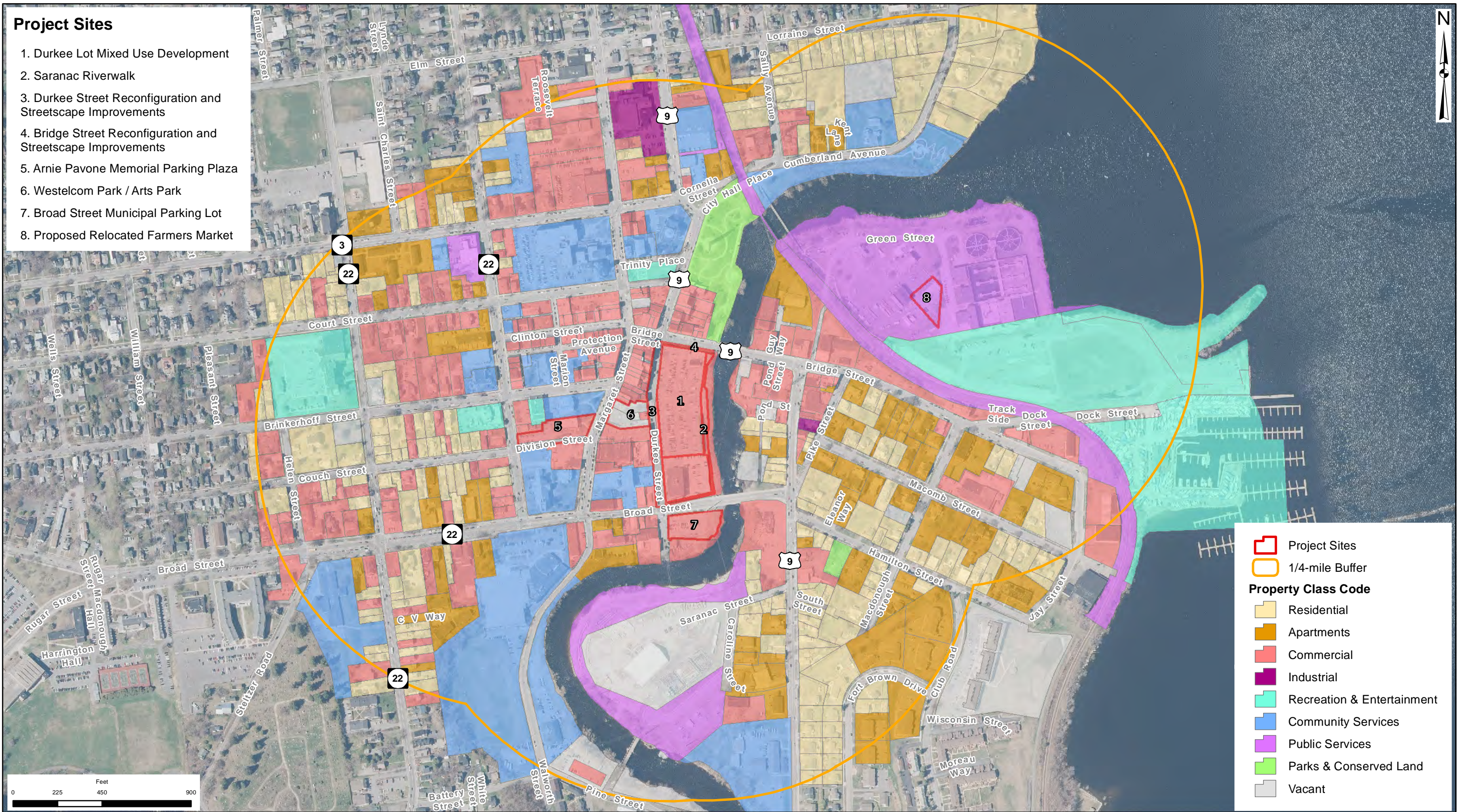
With the following exceptions, the project sites that comprise the Downtown Area Improvement Projects are largely occupied by commercial uses: The WPI site is a public park, the DRSI and BSPI sites occupy City streets and rights-of-way, and the PFCM relocation site occupies a portion of a former industrial site which is currently vacant.

#### *Durkee Lot Mixed-Use Development (DLMUD)*

The site that is proposed for the DLMUD is currently developed with a paved public parking lot and a seasonal, metal-sided building with an adjacent pavilion. The recently remediated site of a former gas station, known as the Highway Oil site, occupies the northwest corner of the DLMUD site. The project site fronts on Durkee Street and is bordered by the Gateway Complex to the south, Bridge Street to the north, and to the east by the proposed Riverwalk along the Saranac River that will be retained by the City. The west side of Durkee Street is occupied by a mix of uses, including automotive repair and retail uses, Westelcom Park, office, parking, and public and community services. The buildings are a mix of attached and detached buildings ranging in height between one and four stories, with some mixed-use buildings presenting first-floor retail with dwellings above. Two of these buildings (17 and 31 Durkee Street) are listed as eligible for listing on the National and State Register of Historic

### Project Sites

1. Durkee Lot Mixed Use Development
2. Saranac Riverwalk
3. Durkee Street Reconfiguration and Streetscape Improvements
4. Bridge Street Reconfiguration and Streetscape Improvements
5. Arnie Pavone Memorial Parking Plaza
6. Westelcom Park / Arts Park
7. Broad Street Municipal Parking Lot
8. Proposed Relocated Farmers Market

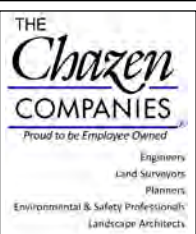
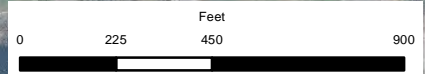


**Project Sites**

**1/4-mile Buffer**

**Property Class Code**

- Residential
- Apartments
- Commercial
- Industrial
- Recreation & Entertainment
- Community Services
- Public Services
- Parks & Conserved Land
- Vacant



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Source: NYS ITS GIS Program Office: Statewide Parcel Map Program 2018, Statewide Orthoimagery Program 2014, Road Centerline Data 2018

**Downtown Area Improvement Projects**

**Land Use**

City of Plattsburgh - Clinton County, New York

Drawn:	RL-B
Date:	10/23/2019
Scale:	1 inch = 450 feet
Project:	91922.00
Figure:	10

Places. There are also two partial alleyways and a loading area associated with Westelcom Suites. The DLMUD site is subject to a previously approved PUD granted on February 28, 2005 (as amended) that includes the DSMPL, Gateway Complex, Westelcom Park, and BSMPL. The approved PUD and the associated Special Use Permit facilitated the 2007 construction of the existing approximately 45,000 SF Gateway Office Building, a two-story, 146-space parking structure, and 19 surface parking spaces.

The following photos present the current conditions of the project site. See Figure 11 for a photo key map.



Photo #1-1 (facing northeast): View of the DSMPL



Photo #1-3 (facing southeast): View of the DSMPL with the Gateway Complex in the background.



Photo #1-2 (facing east): View of the PFCM building, with the DSMPL in the foreground.



Photo #1-4 (facing southeast): View of the DSMPL with the PFCM building and the Gateway Complex in the background.



Photo #1-5 (facing south): View of former Highway Oil site from Bridge Street.

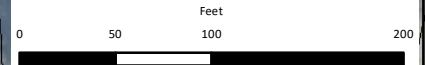
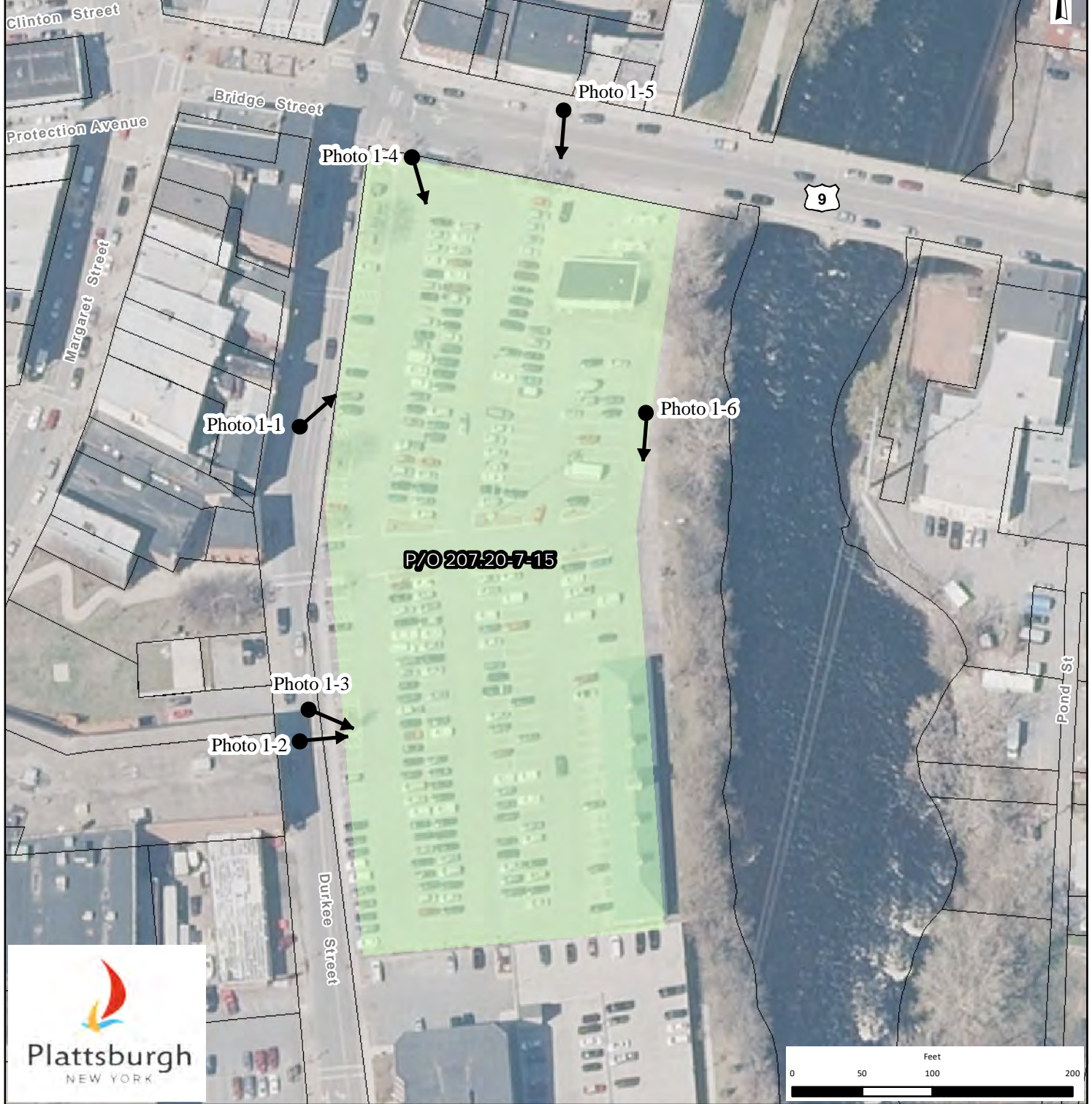


Photo #1-6 (facing southwest): View of the DSMPL with the current Riverwalk in the foreground and the PFCM building, Gateway Complex, Westelcom Suites building, and Clinton County's Department of Social Services building in the background.



# LEGEND

●→ Photo Number and Direction Facing



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**City of Plattsburgh Downtown Area  
 Improvement Projects  
 Durkee Lot Mixed Use Development**

Clinton County, New York

Drawn:	STF/RL-B
Date:	10/07/2019
Scale:	1 inch equals 100 feet
Project:	91922.00
Figure:	11

*Saranac Riverwalk (Riverwalk)*

Currently, the area proposed for the Riverwalk is developed with an existing wooden and paved path along the bank of the Saranac River with natural vegetation. The current wooden boardwalk and paved areas of the existing path are in a deteriorated condition. In addition, the trail lacks connection to Bridge Street and the existing connection to Broad Street is currently inaccessible for safety reasons, resulting in limited pedestrian and bicycle use. As noted above, the Riverwalk site is subject to a previously approved PUD.

The following photos present the current conditions of the project site. See Figure 12 for a photo key map.



Photo #2-1 (facing south): View of existing Riverwalk, wooden boardwalk.



Photo #2-2 (facing north): View of existing Riverwalk with Bridge Street in the background.



Photo #2-3 (facing north): View of wooden boardwalk with DSMP in the foreground and Bridge Street in the background.



Photo #2-4 (facing south): View of paved portion of the Riverwalk with the PFCM building.



Photo #2-5 (facing south): View of the paved portion of the Riverwalk with the PFCM building and the Gateway Complex's parking garage in the background.



Photo #2-6 (facing southeast): View of the paved portion of the Riverwalk with the Gateway Complex's parking garage.



Photo #2-7 (facing south): View of the paved portion of the Riverwalk with the Gateway Complex's parking garage.



Photo #2-8 (facing south): View of the paved portion of the Riverwalk with the Gateway Complex's parking garage on approach to Broad Street.



Photo #2-9 (facing west): View of future connection of Riverwalk with Durkee and Broad Streets.

# LEGEND

●→ Photo Number and Direction Facing



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**City of Plattsburgh Downtown Area  
 Improvement Projects  
 Saranac Riverwalk**

Clinton County, New York

Drawn:	STF/RL-B
Date:	11/20/2019
Scale:	1 inch equals 100 feet
Project:	91922.00
Figure:	12

*Durkee Street Reconfiguration and Streetscape Improvements (DRSI)*

In this location, Durkee Street is a local City street that provides two-way vehicular access in a north-south direction connecting Bridge Street to the north and Broad Street to the south, with a gentle downward slope to Broad Street. The west side of Durkee Street is occupied by a mix of uses, including automotive repair and retail uses, Westelcom Park, office, parking, and public and community services. The buildings are a mix of attached and detached buildings ranging in height between one and four stories, with some mixed-use buildings presenting first-floor retail with dwellings above. Two of these buildings (17 and 31 Durkee Street) are listed as eligible for listing on the National and State Register of Historic Places. There are also two partial alleyways and a loading area associated with Westelcom Suites. The east side of the street is occupied by the DSMPL, the Gateway Complex, and the existing Riverwalk further east.

The following photos present the current conditions of the project site. See Figure 13 for a photo key map.



Photo #3-1 (facing north): View of Durkee Street with the DSMPL in the background.



Photo #3-2 (facing south): View of Durkee Street, with the Gateway Complex on the left.



Photo #3-3 (facing north): View of the west side of Durkee Street.



Photo #3-4 (facing south): View looking south along Durkee Street towards Broad Street.



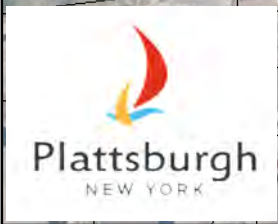
Photo #3-5 (facing north): View of the east side of Durkee Street with Bridge Street in the background.



Photo #3-6 (facing south): View of Durkee Street with Gateway Complex and Westelcom Suites building in the background.

# LEGEND

● → Photo Number and Direction Facing



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**City of Plattsburgh Downtown Area  
Improvement Projects  
Durkee Street Reconfiguration and  
Streetscape Improvements**

Clinton County, New York

Drawn:	STF/RL-B
Date:	11/20/2019
Scale:	1 inch = 150 feet
Project:	91922.00
Figure:	13



*Bridge Street Parking Improvements (BSPI)*

Bridge Street, between Durkee Street and Veterans’ Bridge, is a major road providing two-way vehicular access in an east-west direction to Veterans’ Bridge which connects the Downtown Area to the Harborside Area. The north side of Bridge Street features three-story, mixed-use buildings, with first-floor commercial and retail uses and dwellings above in attached row-type buildings and the south side is occupied by the current DSMPL. Veterans’ Bridge and several of the buildings (21, 25-31, and 33 Bridge Street) located on the north side of the street are listed as eligible for listing on the National and State Registers of Historic Places.

The following photos present the current conditions of the project site. See Figure 14 for a photo key map.



Photo #4-1 (facing south): View of Bridge Street and the DSMPL from the north side of Bridge Street.



Photo #4-2 (facing south) View of Bridge Street and former Highway Oil site with the DSMPL in the background



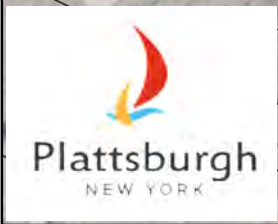
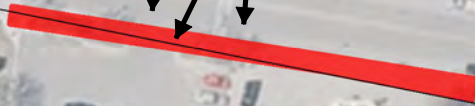
Photo #4-3 (facing south): View of Bridge Street, with the DSMPL, Durkee Street and the Gateway Complex in the background.

# LEGEND

●→ Photo Number and Direction Facing



Photo 4-1  
Photo 4-3  
Photo 4-2



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**City of Plattsburgh Downtown Area  
Improvement Projects  
Bridge Street Parking Improvements**

Clinton County, New York

Drawn:	STF
Date:	9/26/2019
Scale:	1 inch equals 100 feet
Project:	91922.00
Figure:	13

*Arnie Pavone Memorial Parking Plaza (APMPP)*

The project site is currently developed with a vacant, former bank building with associated parking and Division Street. On the south side, the project site abuts a parking area associated with Community Bank and the National and State Register of Historic Places listed Saint John the Baptist Roman Catholic Church. On the north side, the parcel abuts the National and State Register of Historic Places listed Strand Center Theatre, the associated Center for the Arts (eligible for listing), and a split-level, two-story, detached professional office use. Across Oak Street to the west is a two-story, detached professional office use and a small parking area used by Saint John the Baptist Roman Catholic Church. To the east, across Margaret Street are featured office and retail service uses. Westelcom Park is located diagonally across Margaret Street to the northeast. The site is located within the DPHD, which is eligible for listing on the National and State Registers of Historic Places and is individually listed as eligible for listing on the National and State Registers of Historic Places but is not identified as a contributing resource.

The following photos present the current conditions of the project site. See Figure 15 for a photo key map.



Photo #5-1 (facing southwest): View of Division Street with Community Bank and Saint John the Baptist Roman Catholic Church in the background.



Photo #5-2 (facing west): View of the former bank building from Margaret Street.



Photo #5-3 (facing west): View of the former bank building from Margaret Street with view of Division Street.



Photo #5-4 (facing northwest): View of the southern façade of the former bank building and drive-thru canopy.

# LEGEND

●➔ Photo Number and Direction Facing



**207.19-3-15**

Photo 5-2

Photo 5-3

Photo 5-4

Photo 5-1



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## City of Plattsburgh Downtown Area Improvement Projects Arnie Pavone Memorial Parking Plaza

Clinton County, New York

Drawn:	STF
Date:	9/26/2019
Scale:	1 inch equals 100 feet
Project:	91922.00
Figure:	15

### *Westelcom Park Improvements (WPI)*

The WPI site is currently a public park featuring lawn area, benches, and a stage used for occasional music and variety shows. The site provides a pedestrian connection between the DSMPL and the Strand Center for the Arts. The site was originally developed as part of the DRP and associated PUD (circa 2005), which included the DSMPL, Gateway Complex, and the BSMPL. The site is located within the DPHD, which is eligible for listing on the National and State Registers of Historic Places and is included individually as a site that is eligible for listing on the Registers based on former structures located on-site that have previously been demolished. As noted above, the WPI site is currently subject to an approved PUD.

The following photos present the current conditions of the project site. See Figure 16 for a photo key map.



Photo #6-1 (facing southwest): View of Westelcom Park looking towards Margaret Street.



Photo #6-2 (facing west): View of Westelcom Park with former bank building and Strand Center for the Arts in the background.



Photo #6-3 (facing east): View of Westelcom Park with the DSMPL and PFCM building in the background.



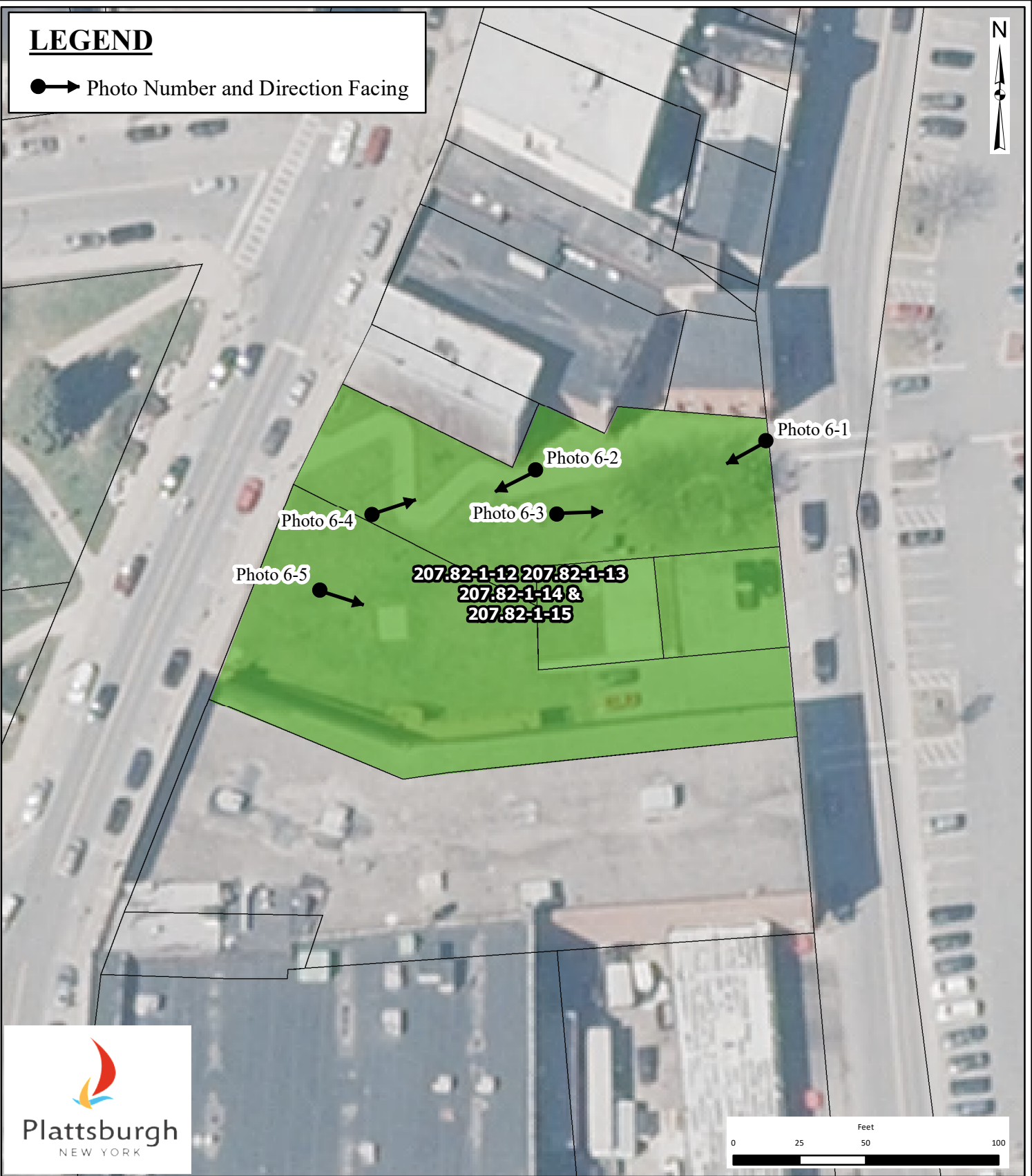
Photo #6-4 (facing east): View of Westelcom Park with the DSMPL and PFCM building in the background.



Photo #6-5 (facing southeast): View of Westelcom Park with the Westelcom Suites building, PFCM building, and DSMPL in the background

# LEGEND

●→ Photo Number and Direction Facing



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**City of Plattsburgh Downtown Area  
Improvement Projects  
Westelcom Park Improvements**

Clinton County, New York

Drawn:	STF
Date:	9/26/2019
Scale:	1 inch equals 50 feet
Project:	91922.00
Figure:	16



**Broad Street Municipal Parking Lot (BSMPL)**

The BSMPL is currently used as a 57-space surface public parking lot. The eastern portion of the tax parcel features a lawn area with a path and picnic table. As noted above, the BSMPL site is currently subject to an approved PUD. The BSMPL is bound by the Saranac River to the east and by privately owned land to the south. To the west, the BSMPL is adjacent to one- and two-story commercial buildings located on the west side of Durkee Street. Across Broad Street to the north is the Gateway Complex.

The following photos present the current conditions of the project site. See Figure 17 for a photo key map.



Photo #7-1 (facing east): View of BSMPL with the Saranac River and the Broad Street Bridge in the background.



Photo #7-2 (facing east): View of BSMPL, northern section, with the Saranac River in the background.



Photo #7-3 (facing east): View of BSMPL, southern section, with the Saranac River in the background.



Photo #7-4 (facing south): View of path by the Saranac River to the east of the BSMPL.



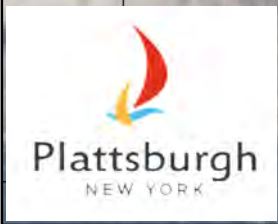
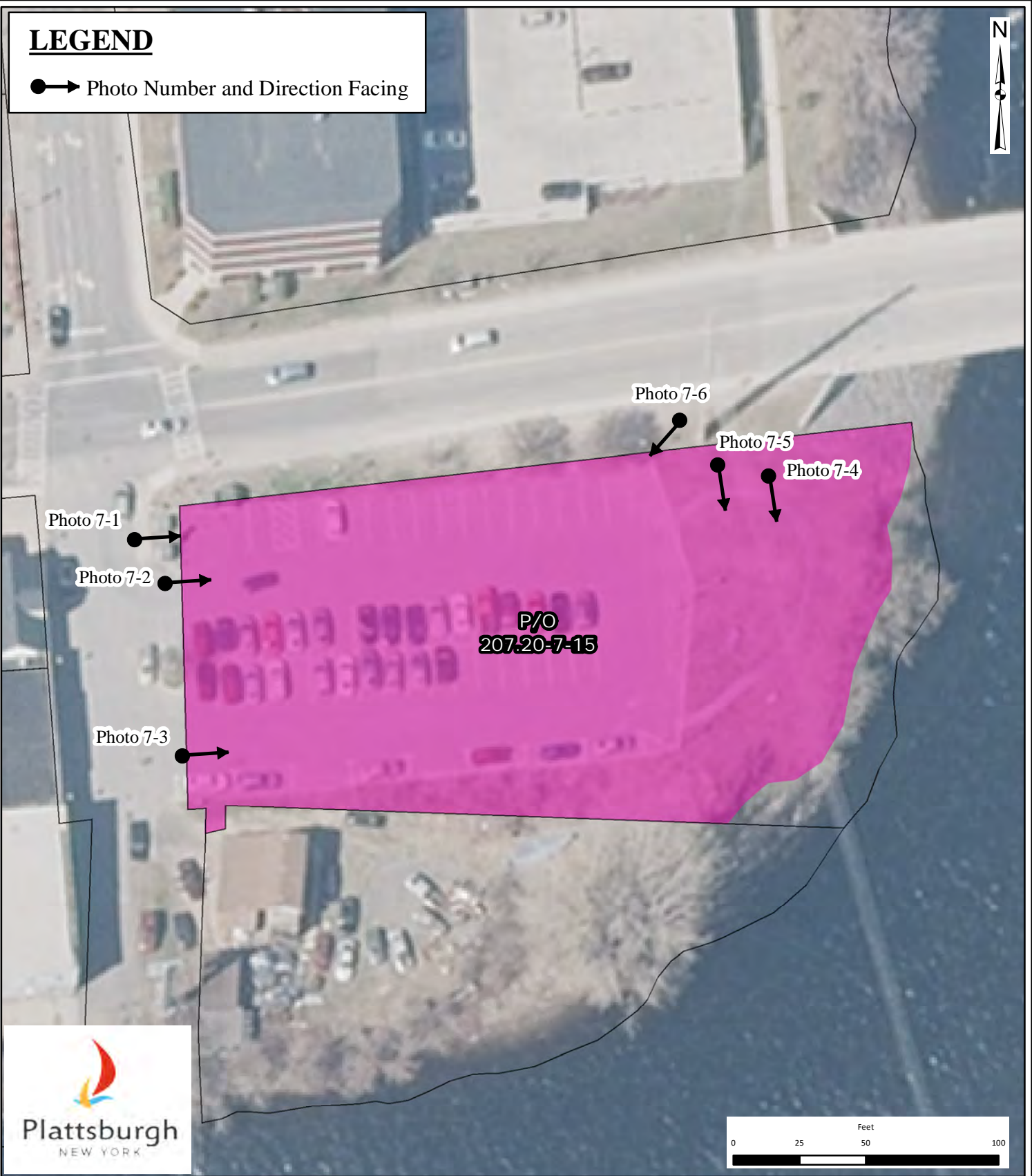
Photo #7-5 (facing south): View of path by the Saranac River to the east of the BSMPL.



Photo #7-6 (facing southwest): View of BSMPL from Broad Street.

# LEGEND

●→ Photo Number and Direction Facing



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**City of Plattsburgh Downtown Area  
 Improvement Projects  
 Broad Street Municipal Parking Lot**

Clinton County, New York

Drawn:	STF
Date:	9/26/2019
Scale:	1 inch equals 50 feet
Project:	91922.00
Figure:	17

*Plattsburgh Farmers’ and Crafters’ Market (PFCM) Relocation to Building 4 at 26 Green Street*

Building 4 at 26 Green Street is a City-owned building formerly used as a PMLD facility and is located on a parcel that is shared by two municipal government uses, one active and one derelict: The City’s WRRF and the former PMLD complex. The parcel is bordered by train tracks to the west, a series of municipal parking lots to the south, the Saranac River to the north, and Lake Champlain to the east.

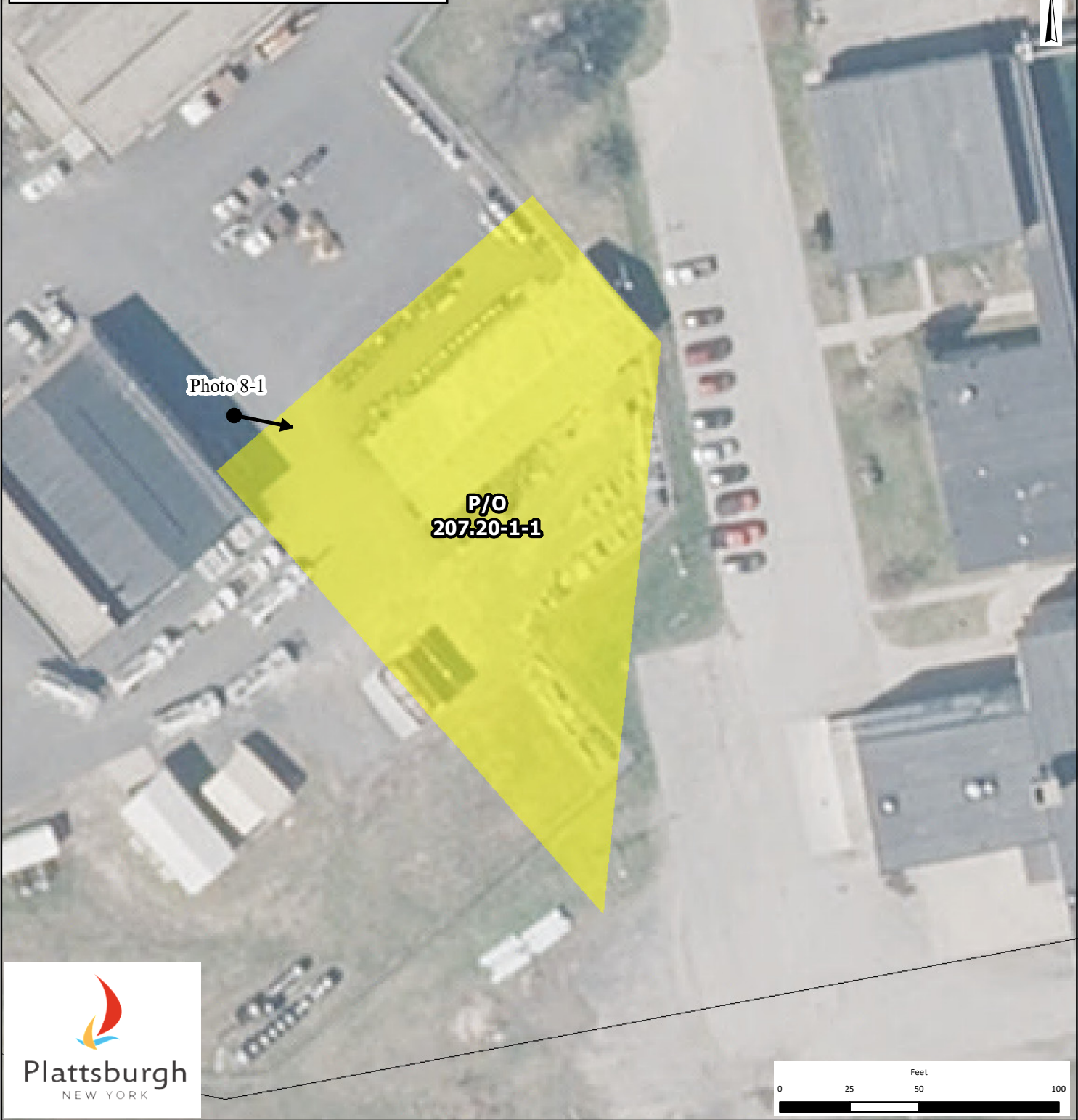
The following photos present the current conditions of the project site. See Figure 18 for a photo key map.



Photo #8-1 (facing east): View of Building 4 at 26 Green Street, with the WRRF in the background.

# LEGEND

●→ Photo Number and Direction Facing



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**City of Plattsburgh Downtown Area  
Improvement Projects  
Proposed Relocated Farmers Market**

Clinton County, New York

Drawn:	STF/RL-B
Date:	11/20/2019
Scale:	1 inch = 50 feet
Project:	91922.00
Figure:	18

### 3.1.1.2 Zoning

All of the Downtown Area Improvement Projects are located within the C Zoning District, with the exception of Building 4 at 26 Green Street that will be rehabilitated for the relocation of the PFCM, which is zoned for industrial use (I). Within a ¼ mile of the project area, several other zoning districts are mapped, including Low-Density (R-1) and General Residential (R-2) to the northeast, northwest, and south; Recreational and Related Uses (RC-1 and RC-2) to the east along Lake Champlain; General Business (B-1) to the north and east; and Residential Historic (RH) to the west (Figure 19).

#### *Central Business (C) Zoning District – Affected Project Sites*

The C Zoning District allows as-of-right, accessory, and special permit uses as shown in Table 6. Bulk and dimensional requirements for uses located within the C Zoning District are described in Table 7. The existing uses located on the project sites conform with the permitted land uses allowed in the C Zoning District. The DLMUD and BSMPL project sites are currently developed with municipal public parking lots, which are considered a government use, which is a permitted use as-of-right in the C Zoning District. Similarly, the Riverwalk may be defined as either a public park; recreational facility, and government or public institutional use, which is a permitted use as-of-right in the C Zoning District. The DRSI and BSPI project sites will occur within the right-of-way and are therefore not subject to zoning. The APMPP project site was obtained by the City in 2018 and is currently developed with the former Glens Falls National Bank building and associated parking. The current use, though vacant, is classified as a government use, which is a permitted use as-of-right. The WPI project site is a public park, which is also a permitted use as-of-right within the C Zoning District.

The DLMUD, Riverwalk, BSMPL, and WPI project sites, and portions of both the DRSI and BSPI project sites are currently subject to a Special Use Permit approved January 20, 2004 and a PUD<sup>15</sup> approved on February 28, 2005 (as amended) that includes the DSMPL, Gateway Complex, Riverwalk, Westelcom Park, and the BSMPL. As such, the existing development on these sites are subject to the requirements of the approved Special Use Permit and the approved PUD, which supersede the underlying zoning regulations.

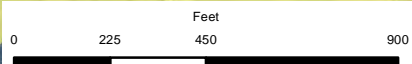
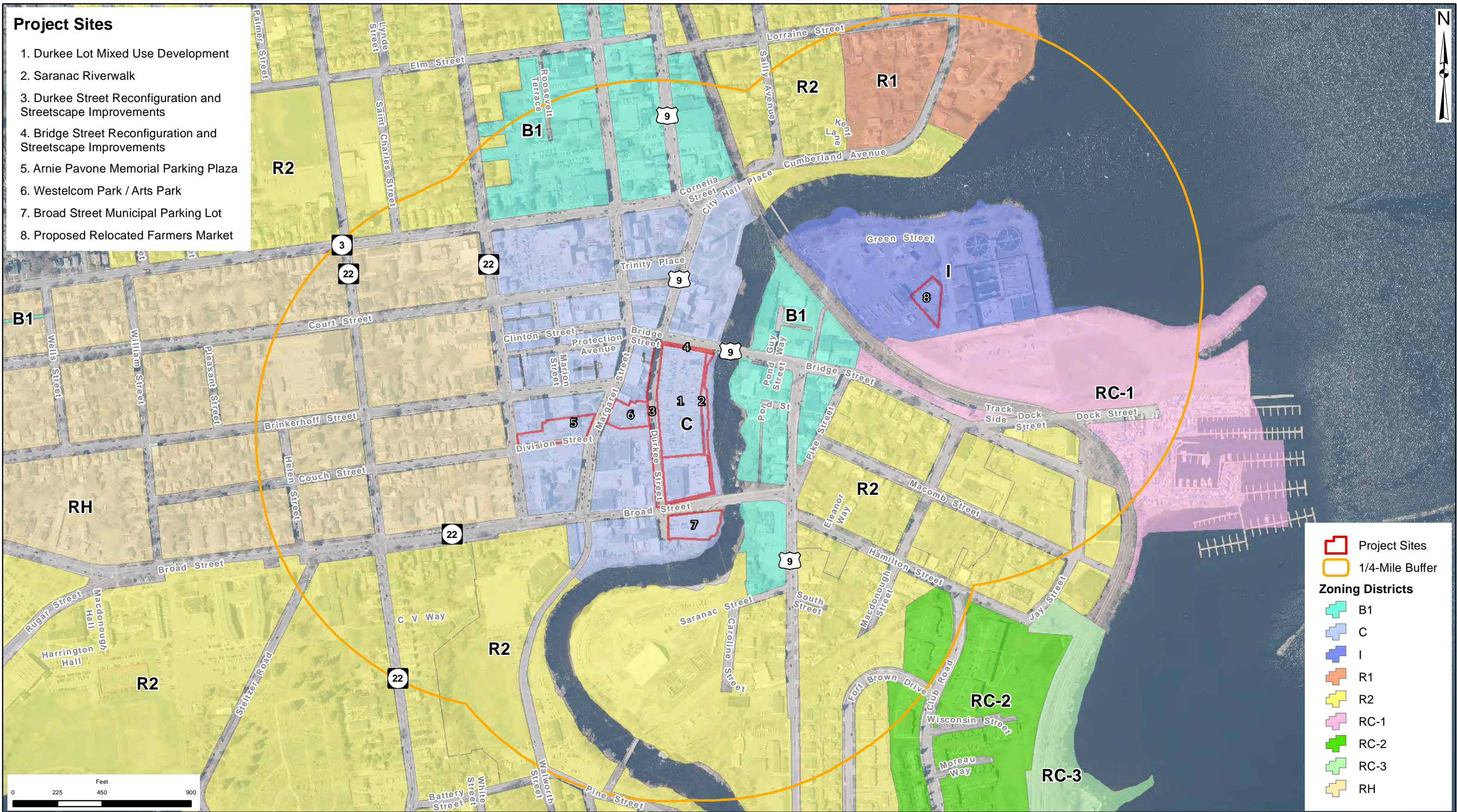
As noted above, the DRSI and BSPI projects will occur primarily within City rights-of-way and are therefore not subject to zoning. The APMPP project site is generally consistent with the dimensional requirements of the C Zoning District. These project sites are, and will remain, City-owned property, which are not subject to the Zoning Ordinance. Nevertheless, City-sponsored projects on City-owned land undergo coordination with applicable Boards (e.g. Planning Board, ZBA, etc.) and Committees to ensure that development aligns with local land use, community character, and other relevant public policy. Note that, all applications submitted to local boards for approvals related to the DLMUD are subject to formal review under the Zoning Ordinance.

---

<sup>15</sup> Per §360-21, a Planned Unit Development, (PUD) is defined as, “a subdivision plat or plats, approved pursuant to City Code Chapter 300, Subdivision of Land, in which the minimum lot size requirements, minimum yard requirements, and minimum open space requirements as specified in Schedule II, Schedule of Area and Bulk Controls, of this chapter of the City Code, and in which the maximum number of structures and dwelling units on a lot as specified in §360-18 of this chapter of the City Code, and any amendments thereto, may be varied to provide an alternative permitted method for the layout, configuration and design of lots, buildings and structures, roads, utility lines and other infrastructure, parks and landscaping in order to preserve the natural and scenic qualities of open lands.”

### Project Sites

1. Durkee Lot Mixed Use Development
2. Saranac Riverwalk
3. Durkee Street Reconfiguration and Streetscape Improvements
4. Bridge Street Reconfiguration and Streetscape Improvements
5. Arnie Pavone Memorial Parking Plaza
6. Westelcom Park / Arts Park
7. Broad Street Municipal Parking Lot
8. Proposed Relocated Farmers Market



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Source: NYS ITS GIS Program Office: Statewide Parcel Map Program 2018, Statewide Orthoimagery Program 2014, Road Centerline Data 2018

#### Downtown Area Improvement Projects

### Zoning

City of Plattsburgh - Clinton County, New York

Drawn:	RL-B
Date:	10/23/2019
Scale:	1 inch = 450 feet
Project:	91922.00
Figure:	19

**Table 6: Central Business (C) Zoning District - Permitted Uses**

<b>Zoning District</b>	<b>Permitted Principal Uses</b>		<b>Accessory Uses</b>	<b>Uses Requiring Special Permit</b>
Central Business	Retail businesses and commercial uses commonly associated with neighborhood and community shopping areas, such as:	<ul style="list-style-type: none"> <li>• Grocery stores, food specialty shops and supermarkets;</li> <li>• Drug stores</li> <li>• Hardware stores</li> <li>• Apparel stores</li> <li>• General department stores</li> <li>• Appliance, home decorating and furniture stores</li> <li>• Book and stationary stores</li> <li>• Photographic studios and art galleries</li> <li>• Other similar uses</li> </ul>	<ul style="list-style-type: none"> <li>• Parking and loading areas</li> <li>• Other uses customarily accessory to the permitted principal uses as defined in this chapter</li> </ul>	<ul style="list-style-type: none"> <li>• Automobile service stations, repair shops and agencies</li> <li>• Liquor stores</li> <li>• Essential public utility facilities</li> <li>• Automobile agencies</li> <li>• Boat sales establishments</li> <li>• Building supply stores</li> <li>• Television and radio broadcast facilities</li> <li>• Hospitals</li> <li>• Dry-cleaning business</li> <li>• Amusement and recreation facilities</li> <li>• PUDs</li> <li>• Community garden</li> <li>• Apartments on the first floor of a multistory building within a PUD</li> </ul>
	Personal and business service establishments, such as:	<ul style="list-style-type: none"> <li>• Banks</li> <li>• Professional and administrative offices</li> <li>• Medical and dental clinics</li> <li>• Barber and beauty shops</li> <li>• Laundry establishments</li> <li>• Repair shops for shoes, watches;</li> </ul>		



Zoning District	Permitted Principal Uses	Accessory Uses	Uses Requiring Special Permit
	<ul style="list-style-type: none"> <li>• clocks, appliances, and similar uses</li> </ul>		
	Eating and drinking establishments		
	Hotels and motels		
	Churches and other houses of worship		
	Schools, excluding nursery schools and day-care facilities		
	Public parks and recreational facilities		
	Government, semipublic, and/or public institutional uses		
	Private clubs		
	Funeral homes		
Apartments above the first floor			

Per City of Plattsburgh, Schedule I, Schedule of Permitted Uses – Part B.

**Table 7: Central Business (C) District - Bulk and Dimensional Requirements**

Central Business Zoning District	Requirement	Low-Rise	High-Rise <sup>1</sup>
<b>Minimum Lot Size Requirements</b>	Area	5,000 SF	50,000 SF
	Area per Dwelling Unit	1,500 SF	1,500 – (lesser of lot area or 200,000 - 50,000) X 750 / 150,000 = area per dwelling unit
	Width	50 FT	70 FT
	Depth	100 FT	100 FT
<b>Maximum Lot Dimension</b>		N/A	Square root of lot area in SF x 0.67
<b>Minimum Yard Requirements</b>	Front	N/A	Height in Stories x 3
	Side One/Both	None, 12 FT if provided	Height in Stories x 3
	Rear	None, 12 FT <sup>2</sup>	Height in Stories x 3
<b>Maximum Building</b>	Height	36 FT, 3 Stories	Lot area in SF x 0.0001 = Maximum # of Stories
			Height in stories x 12 = Maximum Height in FT
	Coverage	100 %	100% of Buildable Portion of Lot (Lot Size – Setback Area)
	Minimum Open Space	Not applicable	100 % of Required Yards

<sup>1</sup> Per §360-5, a High Rise is defined as, “any structure located in an R-2 or RC Zoning District which exceeds 35 feet and/or 2 1/2 stories in height and also any structure located in a C Zoning District which exceeds 36 feet and/or three stories in height.”

<sup>2</sup> Adequate access to a public right-of-way for service and maintenance must be provided.

<sup>3</sup> SF = Square Feet; FT = Feet.

*Past Approvals and Actions Affecting the Site*

As noted above, the DLMUD, Riverwalk, BSMPL, and WPI project sites, and portions of both the DRSI and BSPI project sites are currently subject to an approved PUD. These sites have been subject to previous revitalization efforts resulting in numerous Common Council actions and approvals from various City-appointed Boards, as described below:

- 10/31/2003: City enters into preliminary development agreement with ICV to develop “a parcel of land adjacent to the Saranac River.”
- 12/11/2003: City Planning Board recommends to Common Council the adoption of DRP with comments (parking, open space, etc.). Common Council approves DRP per Article 18-C of GML. Area of DRP includes entirety of DSMPL, Highway Oil site, BSMPL, and Westelcom Park. DRP describes development in three phases: Phase I to include construction of two-story parking structure on BSMPL, construction of a 50,000 – 60,000 SF retail/office space structure with adjacent two-story parking structure (Gateway Complex). Second and third phases never progressed past the conceptual stage.

- 01/20/2004: City ZBA approves issuance of Special Use Permit for a PUD that covers footprint of the DRP with the exception of the Highway Oil site as the City did not own that property at the time of issuance.
- 03/29/2004: City signs original ground lease with ICV with a leased premises that includes portions of the DSMPL and the whole of the BSMPL.
- 02/28/2005: City Planning Board approves establishment of PUD with boundaries specified in the Special Use Permit (DSMPL, BSMPL, Westelcom Park). The Highway Oil site was not included within the bounds of the PUD.
- 09/26/2005: City Planning Board approves amendments to the PUD that remove requirements that ICV construct a two-story parking structure on the BSMPL simultaneously with the Gateway Complex.
- 05/18/2006: Common Council approves amendments to DRP and approves signing of amended ground lease with ICV that removes the BSMPL from the leased area and establishes current boundaries of ICV's leased premises (Gateway Complex). The amendments to the DRP include a reduction in size of the Gateway Office Building.
- 12/18/2006: Prevailing wage requirements applied to construction of parking garage necessitate further reduction in scope of DRP and the size of Gateway Office Building.

#### *Planned Unit Development (PUD)*

As noted above, the DLMUD, Riverwalk, BSMPL, and WPI project sites, and portions of both the DRSI and BSPI project sites are all subject to an existing PUD. A PUD is a subdivision plan or plats approved pursuant to City Code Chapter 300, Subdivision of Land, and is not required to strictly adhere to the bulk and dimensional requirements stipulated in Schedule II of Chapter 360, Zoning, or to §360-18, which restricts the number of buildings and dwelling units on each lot. Instead, bulk and dimensional requirements may be varied to provide an alternative permitted method for the layout, configuration and design of lots, buildings and structures, roads, utility lines and other infrastructure, and parks and landscaping in order to preserve the natural and scenic qualities of open lands.

In considering the plat or plats proposed for a subdivision, the Planning Board is guided by standards specified in §300-14, including:

- Character of land. Land to be subdivided shall be of such character that it can be used safely for building purposes without danger to health or peril from fire, flood or other menace;
- Conformity to Official Map and Master Plan. Subdivision shall be in harmony with the Master Plan and shall conform to the Zoning Ordinance and Official Map, as such may exist; and
- Specifications for required improvements. All required improvements shall be constructed or installed to conform to the City specifications, which may be obtained from the City Planner.

The purpose of a PUD is to enable and encourage flexibility of design and development of land in such a manner as to preserve the natural and scenic qualities of open lands. The Zoning Ordinance grants authority to the Planning Board for approval of the PUD. A PUD is restricted from exceeding the number of building lots or dwelling units that could be permitted, in the Planning Board's judgement, if the land were subdivided into lots conforming to the minimum lot size and density requirements of the applicable zoning district, the C Zoning district in this instance.

The minimum percentage of open space contained in the entire PUD is required to be the minimum percentage required by Schedule II for the applicable C Zoning District. In addition, §360-17(B), Building Coverage and Open Space Requirements, requires that parking areas and areas covered by building or structures may not be included as open space. Areas paved and otherwise covered that are used as uncovered patios, or similar recreation-oriented uses may be used as open space except that they may not comprise more than 1/3 of the required open space.

A PUD may include any mixture of uses, permitted as-of-right or by Special Use Permit that are permitted within the zoning district.

A PUD is permitted in the C Zoning District with the issuance by the ZBA of a Special Use Permit as identified in Table 6 and upon consideration of the proposed site plan conditions related to:

*The general character, height and use of the structure or structures; as to the provision of surrounding open space and the treatment of grounds; as to the general fitness of the structure or use to its proposed location; as to the provision for automobile parking or storage; and as to street capacity and use as, in the opinion of the Board, may be necessary to safeguard public health, convenience and as may be required for the preservation of the general character of the neighborhood in which such building and/or structure is to be placed or such use is to be conducted.*

A PUD is required to be developed on a minimum of three acres in the C Zoning District.<sup>16</sup>

In approving a PUD, the Planning Board may utilize subdivision and site plan review requirements, as well as the opinions of the City Planner, other department heads, and City Consultants. A public hearing is required before approval of the PUD. The Planning Board is authorized to waive requirements stipulated in §360-21(D), which are shown in Table 8. The Planning Board is not authorized to waive requirements stipulated in §360-21(C).

In addition, the Planning Board is enabled to establish conditions, such as: ownership, use, and maintenance of open lands shown on the proposed plat as it deems necessary to ensure the preservation of the natural and scenic qualities of such open lands. Furthermore, the Planning Board shall consider the goals, objectives and recommendations contained in the City of Plattsburgh Comprehensive Plan, the City of Plattsburgh LWRP, and the Re-Use Plan for the former Plattsburgh Air Force Base before approving such plan.

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<sup>16</sup> The minimum acreage required for a PUD was amended to three acres in 2018. Previously, the minimum requirement was five acres.

**Table 8: Planned Unit Development (PUD) - Guidelines for Review and Approval**

PUD	Requirement
<b>Boundary Line Setback</b>	All buildings, structures and uses shall be set back no less than as required for front yard setback in Schedule II from all external streets, which is not applicable for Low-rise developments, but is equal to the height in stories x 3 for High-rise development on the DLMUD project site located in the C Zoning District.
<b>Internal Street Setback</b>	All buildings and structures for principal or accessory nonresidential uses shall be set back no less than 25 FT from any public or private street within a PUD.
<b>Building Height</b>	No building or structure shall have a height greater than as provided in Chapter 360, which is 36 FT, 3 Stories for a Low-rise development or equal to the Lot area in SF x 0.0001 = Maximum # of Stories and Height in stories x 12 = Maximum Height in FT for a High-rise development in the C Zoning District.
<b>Distance between Buildings</b>	<p>The minimum distance between any two buildings, other than buildings containing common walls, shall be not less than as computed under the following formula.</p> $S = \frac{LA + LB + 2(HA + HB)}{6}$ <p>Where:                      S = Required minimum horizontal distance between any wall of Building A at any given level and any wall of Building B at any given level or the vertical prolongation of either.                      LA = Total length of Building A. Building A shall be that structure which is of equal or greater length of the two buildings selected.                      LB = Length of Building B.                      HA = Height of Building A. The height of Building A is the average height above the finished grade of the structure.                      HB = Height of Building B.</p>
<b>Land Use Density</b>	As applied by the underlying zoning – C Zoning District for this site. 1,500 SF for a Low-Rise and 1,500 – (lesser of lot area or 200,000 - 50,000) X 750 / 150,000 = area per dwelling unit for a High-Rise development.
<b>Circulation and Off-Street Parking and Loading Requirements</b>	<p>Per §360-26, Off-Street Parking and Loading Regulations:</p> <ul style="list-style-type: none"> <li>• Parking Stall size: 9 FT wide x 18 FT long</li> <li>• Parallel Curb Parking: five FT additional between each 18-foot space, with a 12-foot aisle width for one-directional flow and a 24-foot aisle for two-directional flow.</li> </ul>

PUD	Requirement
	<ul style="list-style-type: none"> <li>• 30° parking: 13-foot aisle width for one-directional flow and 26-foot aisle width for two-directional flow.</li> <li>• 45° parking: 16-foot aisle width for one-directional flow and 26-foot aisle width for two-directional flow.</li> <li>• 60° parking: 21-foot aisle width for one-directional flow and 26-foot aisle width for two-directional flow.</li> <li>• Perpendicular parking: 26-foot aisle width for one-directional and two-directional flow.</li> <li>• Number of spaces calculated per use per §360-26 and shall reflect sum of proposed uses.</li> <li>• Number of loading spaces calculated per §360-26.</li> </ul>
	Access Drives or Driveways $\geq$ 12 FT wide for one-way or 24 FT wide for two-way access. No access or driveway $\leq$ 50 FT from an intersection.
	No parking in setback

*Off-Street Parking and Loading Regulations*

The BSMPL site is generally consistent with §360-26 for off-street parking design standards, including size of space, aisle width, location of driveway, lot frontage design requirements, and pavement materials. The remaining project sites do not have required parking obligations, and the existing PUD controls the off-street parking required for the Gateway Complex.

*Industrial Zoning District – Affected Project Site*

The I Zoning District allows as-of-right, accessory, and special permit uses as shown in Table 9. Currently, Building 4 at 26 Green Street, which is proposed for the relocation of the PFCM, is unoccupied and vacant. It is a City-owned building, which means that as a public facility, it is permitted as-of-right.

**Table 9: Industrial (I) Zoning District - Permitted Uses**

Zoning District	Permitted Principal Uses	Accessory Uses	Uses Requiring Special Permit
Industrial	<ul style="list-style-type: none"> <li>• Manufacturing, assemblage, processing and storage operations that are not offensive by reason of the emission of odor, fumes, dust, smoke, noise and/or vibration or that would have a negative impact on the environment or living conditions within the City</li> <li>• Research laboratories</li> <li>• Warehouses and wholesale and retail distribution centers, including offices and showrooms</li> <li>• Trucking terminals</li> <li>• Food processing, packing and storage operations</li> <li>• Bottling plants</li> <li>• Public facilities</li> <li>• Airports, including all support facilities such as landing fields, control towers, hangars, administrative buildings, and navigation equipment</li> <li>• Airport allied uses, including aircraft and aircraft parts manufacture, air freight terminals, trucking terminals, aviation schools, aircraft repair shops, aviation research and testing laboratories, aircraft sales, equipment and parts storage</li> <li>• Nurseries, greenhouses</li> <li>• Parks and playgrounds</li> </ul>	<ul style="list-style-type: none"> <li>• Parking and loading areas</li> <li>• Sale and service of products manufactured or assembled as principal use</li> <li>• Other uses customarily accessory to the permitted principal uses as defined in this chapter</li> <li>• Administrative offices and office buildings</li> <li>• Outdoor storage areas</li> </ul>	<ul style="list-style-type: none"> <li>• Other industrial uses but not including:                             <ul style="list-style-type: none"> <li>- Junkyards and automobile salvage yards</li> <li>- Cement manufacturing operations</li> <li>- Petroleum storage facilities</li> </ul> </li> <li>• Eating establishments serving the area and not serving alcoholic beverages</li> <li>• Energy production, solid waste and resource recovery facilities</li> <li>• Adult use or entertainment establishments</li> <li>• Concert events</li> <li>• PUDs Hotels</li> <li>• Eating and drinking establishments</li> <li>• Community garden</li> <li>• Commercial cryptocurrency</li> </ul>

	<ul style="list-style-type: none"> <li>• Public utility facilities</li> <li>• Storage uses, including warehousing, building materials, storage yard or plant, sales of construction equipment, lumberyard, stone monument works, wholesale business, storage buildings, and warehouses, distribution plants, parcel delivery, ice and cold storage</li> <li>• Spectator events, to include air shows, balloon shows, and vehicle racing</li> <li>• Offices</li> <li>• Museums, libraries</li> <li>• Private clubs</li> </ul>		<ul style="list-style-type: none"> <li>• mining</li> </ul>
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Bulk and dimensional requirements for uses located within the I Zoning District are described in Table 10.

**Table 10: Industrial (I) Zoning District - Bulk and Dimensional Requirements**

Industrial Zoning District	Requirement	
<b>Minimum Lot Size Requirements</b>	Area	15,000 SF
	Width	100 FT
	Depth	100 FT
<b>Minimum Yard Requirements</b>	Front	40 FT
	Side One/Both	20/40 FT
	Rear	20 FT
<b>Maximum Building</b>	Height	48 FT/4 Stories
	Coverage	50% <sup>1</sup>
	Minimum Open Space	20%

<sup>1</sup> In addition, the ZBA is authorized to allow building coverage in Industrial Zones to be increased 50% to 65% by special use permit.

Building 4 at 26 Green Street is located on part of a larger tax parcel containing several former PMLD buildings and the City’s WRRF. The size of this tax parcel is 15.7 acres. The parcel is City-owned and is not subject to zoning. Nevertheless, the lot is generally consistent with the bulk and dimensional requirements.

### 3.1.1.3 Public Policy

#### City of Plattsburgh Comprehensive Plan – 1999

The City of Plattsburgh’s Comprehensive Plan (the “Plan”), adopted in June of 1999, provides a series of land use and zoning recommendations specific to neighborhoods within the City. The Plan was primarily the result of a need to “evaluate and respond to the impacts on the City resulting from the closure of the Plattsburgh Air Force Base.” The Planning Board’s goal in creating the Plan was to address general and specific land issues and their impacts on the character and function of the City’s neighborhoods.



Eighteen neighborhoods are addressed in the Plan including areas within or near to the project area. For example, the plan addresses the Central Business District (CBD) or Core Area, Center City, and Peru Street from Broad Street to Bridge Street. The CBD fully encompasses the project area while Center City and Peru Street are adjacent to the site.

Within the CBD, the Plan's general land use recommendations include the proposal of "intense development" for the revitalization of the Downtown Area. The Plan also recommends mixed-uses or a combination of retail, office, service, parking, and residential uses. Specific land use Recommendation 3.1 proposes to "Increase the Range of Allowable Uses in Downtown" therefore attracting a greater diversity of uses to encourage people to visit the CBD.

The Plan emphasizes that a "strong downtown economy typically has a strong housing presence". The plan further recommends, as a housing strategy, that residences in the Downtown Area should have an increased number of allowable units from one-bedroom to two or three-bedrooms and to decrease the minimum floor area per resident.

For the Center City area, the Plan emphasizes the City's strong desire to contain the city's core business district with the density of residential housing decreasing with distance from the core. The City struggles to find a balance between student housing and permanent single-family homes. As a strategy to improve this issue the Plan proposes (Recommendation 1.1) to create an RH, Residential-Historic district to make use of existing structures and discourage the conversion of buildings into multi-family residences and commercial establishments. Recommendation 1.3 further proposes to increase the number of uses available in an R-1, Residential Housing district to give landowners more options to use their properties.

For the Peru Street area, the Plan recommends linking the area to downtown as it the primary entrance from the south via US Route 9. The Plan also recommends creating pedestrian connections linking new residential development to the waterfront and across the Bridge Street and Broad Street bridges. This section of Peru Street is also noted as one of the oldest sections of the City and the Plan seeks to preserve its history.

#### *City of Plattsburgh Local Waterfront Revitalization Program (LWRP) – 2016*

In 1996 a Local Waterfront Revitalization Waterfront Advisory Committee was established to explore the opportunity of developing and implementing an LWRP for the City of Plattsburgh. After many rounds of grant-funded consultation, public review and comment, and the coordination of local governments, County, State agencies, interest groups, and others, the City created its preliminary draft of an LWRP in 2016. The goals and vision of the plan strive to protect and conserve the vast environmental, recreational, historical, cultural, artistic, and economic resources of the waterfront to attract residents and visitors throughout the year. The LWRP serves to celebrate the City as a linkage to the Adirondack's region and as a hub for the Adirondack Coast by allowing local agencies to make calculated development decisions regarding their waterfront and waterways.

In addition to conserving and protecting the numerous resources of the City, the LWRP places a strong emphasis on economic development and downtown revitalization. The program recognizes that "the cornerstone of successful waterfront revitalization is attractive, safe, and inviting public access, and that

without public access, the water's edge will remain cut off, private, and lacking in the single ingredient absolutely necessary for revitalization: people."

With economic development and downtown revitalization as a significant component of the LWRP, Durkee Street and the surrounding downtown sub-area is sited as "a gateway to the downtown and a focal area in linking the downtown to the waterfront at Dock Street". The area is recognized by the LWRP as a prime location for mixed-use development, parking, and river access.

Durkee Street is also specifically cited in Policy 1 of the program which is to "Foster a pattern of development in the waterfront area that enhances community character, preserves open space, makes efficient use of infrastructure, makes beneficial use of a waterfront location, and minimizes adverse effects of development". The program states that Durkee Street has excellent potential for waterfront revitalization projects that highlight existing resources, meet community and regional needs, make beneficial use of a waterfront location, and incorporate recreation, public access, open space, and amenities. The program also recommends that proposed projects for this area should have a complete streets approach, accommodating both bicycles and pedestrians to enhance connectivity to the Downtown Area.

In addition to the DLMUD project site, the LWRP also references potential opportunities in the creation of an Arts District Corridor between Durkee Street and Brinkerhoff/Court Street. The LWRP recommends that as Durkee Street is developed as urban space, pedestrian and streetscape improvements should extend westward towards the park space between Durkee and Margaret Streets.

The PMLD storage facility is also referenced as a potential adjacent industrial use site. The program cites this as a location that could accommodate appropriate water-related development of either commercial or residential, or mixed-use development.

#### *The Plattsburgh Brownfield Opportunity Area (BOA) Pre-Nomination Study*

In 2010 the City of Plattsburgh produced a Brownfield Opportunity Area (BOA) Pre-Nomination Study (the "BOA study") in response to an economic revival following the redevelopment and repurposing of the Plattsburgh Air Force Base. While the redevelopment of the Air Force Base has had many benefits on the area economically the impacts still have not been felt in Downtown Plattsburgh. In creating the BOA study, the City was looking to capitalize on its successful history of brownfield mitigation projects such as that of the DSMPL. The DSMPL is identified in the study as "Site 22". The BOA identifies sites that could be redeveloped to create visual and physical connections between the Downtown and the waterfront and could serve as housing opportunities available near the Downtown where brownfield sites could be re-used or developed.

The BOA study includes 22 brownfield sites encompassing 1,270 acres of land in the City. To create manageable project recommendations, the BOA study was divided into seven subareas for future BOA Nomination studies. The Downtown Subarea of 105 acres encompasses the DSMPL and the Arts District Corridor. The study cites these areas as "key opportunities" for the development of the Arts Corridor in connection with a revitalized Strand Center Theatre and infill commercial development in areas such as the DSMPL.

*Streetscape and Design Guidelines – Downtown Area. Fred Keil & Associates. May 2009*

The Streetscape and Design Guidelines for the Downtown Area were intended to inform downtown development design to ensure compatibility with area architecture and compatibility with community character.

The Design Guidelines were never adopted or incorporated as a component of the Zoning Ordinance but may be used for advisory purposes as they provide insight on local Downtown Area architectural context and provide a reference point for design practices that may be considered consistent with area architecture. The Design Guidelines recommend:

- Maintain a sense of diversity in use and physical character along all streets.
- Encourage new development to be compatible in scale and character with abutting properties.
- Improve the pedestrian environment and encourage active use at the ground level while promoting physical improvements to the streetscape.
- Encourage wide, tree lined sidewalks wherever possible.
- Provide architectural guidelines for renovations and both infill and larger developments.
- Encourage weather protection for pedestrians at sidewalk level.
- Preserve open spaces at undeveloped intersections.
- Promote public spaces for formal and informal gatherings.
- Encourage and maintain vistas and establish points of interest.
- Encourage the retention and sensitive rehabilitation of historic structures and features.
- Maintain and encourage a specific character, or sense of place, for the Downtown Area.

*Plattsburgh Downtown / Waterfront – Economic Enhancement Strategy, Hyett Palma, July 2003*

The Plattsburgh Downtown / Waterfront – Economic Enhancement Strategy was developed to guide and spur redevelopment in Downtown, and recommends the establishment of three zones or districts, including Arts and Entertainment, Government, and Waterfront. Most of the Downtown Area Improvement Projects are located within the Arts and Entertainment District, while Building 4 at 26 Green Street is located within the Lakefront District.

The Arts and Entertainment District is meant to symbolize, “an authentic, historic, lakefront and riverfront Downtown, distinctively defined by its fun, lively, safe, clean, pedestrian and family-friendly ambience.” The Plan states that this district should fill several distinct economic niches, including:

- First floor spaces throughout the district should be filled with art, entertainment, specialty retail, and food; and
- The upper floor spaces throughout the district should be filled with housing and offices.

The Economic Enhancement Strategy states that all development in this district should emphasize preservation and appropriate, compatible infill construction. Specific emphasis was placed on several City blocks including, Bridge Street, from Margaret Street to the Saranac River; and Durkee Street, from Bridge Street to Broad Street (infill development on City parking lot). The Economic Enhancement Strategy recommends a diverse set of retail, office and residential uses to complement and enhance the downtown, and specifically suggests residential on second floor for mixed-use development.

The Lakefront District is meant to symbolize, “A vibrant marine community, offering local residents and visitors a quality range of lakefront nautical, lodging, and dining venues.” The Economic Enhancement Strategy states that this District should fill several distinct economic niches, including:

- The district should be filled with lodging, restaurants, marine-related and convenience retail uses, and -- where deemed appropriate -- housing which commands dynamic views of Lake Champlain; and
- The district should be free of non-marine-oriented retail/service businesses.

The Economic Enhancement Strategy states that all development in the Lakefront District should place an emphasis on the creation of an attractive and vibrant waterfront community. The Plan recommends prepared food uses, marine-oriented entertainment, convenience retail, and housing and other uses.

The Economic Enhancement Strategy includes specific recommendations for what are termed, “Big Deal” projects, including recommendations for the DLMUD, as follows:

- This project would include construction of a public parking deck and ice sheet rink;
- The design of this project should include:
  - Creating "ribbon retail" spaces - meaning spaces that are not deep - on the street level of the parking deck along Bridge Street;
  - Considering the creation of ribbon retail along some portion of the Durkee Street facade of the parking deck's first floor, perhaps at the Artwalk intersection;
  - Considering the sale of air rights, for the space above the parking deck, to private developers who commit to building housing river units with and lake views;
  - Extending the Artwalk across Durkee Street and to the Saranac River;
  - Maintaining open vistas to the river and lake;
  - Maintaining public access along the river, via trails;
  - Incorporating the existing PFCM into the site's design, if at all possible; and
  - Designing the site's infill structures so that they are compatible with and complementary of Downtown's older architecture.

### 3.1.2 Potential Impacts

#### 3.1.2.1 Land Use and Community Character

##### *Durkee Lot Mixed-Use Development (DLMUD)*

The City is working with Prime on a public-private partnership for the redevelopment of the DSMPL. NYS identified the project site as the centerpiece of Plattsburgh's DRI award. In response to the City's October 17, 2018 RFP, Prime is proposing a five-story, approximately 200,000 SF mixed-use development containing approximately 115 apartments (comprised of 52 one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units), 10,000 SF of commercial space on the northern end of the project site, a centrally located, open-air courtyard-style, 35-space parking lot for tenants, a full access-controlled, 165-space underground parking garage for tenants only, an 86-space surface parking lot featuring approximately 50 parking spaces<sup>17</sup> that will be made available for use by the public on the southern end of the site, and the rehabilitation of the existing PFCM building for a 3,400 SF commercial space and a 2,400 SF civic space within an open-air pavilion with access from the new pedestrian walkway. The proposed project would replace the existing 289-space DSMPL located at 22 Durkee Street. The proposed project encompasses approximately 2.8 acres and would be accessed primarily from Durkee Street, with underground parking access from Bridge Street.

The new building is proposed to be a single, U-shaped building, oriented towards the River and located on the northern part of the project site. In addition, the existing PFCM building on the south end of the site will also be rehabilitated as part of the proposed project. A pedestrian pathway separates the proposed building from the proposed 86-space surface parking lot and is buffered on both sides by landscaping. The pedestrian pathway will connect with the proposed improved Riverwalk and the proposed improved Westelcom Park. Building material and colors will be chosen to be consistent with the characteristics of the surrounding neighborhood to the greatest extent possible. The buildings are proposed to feature a mix of materials, including stone, cement board and plank, frieze and cornice detailing with contrasting metal detailing to mark fenestration and other fine details (Figures 20 and 21). Commercial uses are anticipated to include restaurant and retail uses but may include other commercial uses permitted in the C Zoning District. Landscaping will be provided around the perimeter of the building and within the parking areas. Plant species, ground treatments, and materials will be chosen to integrate visually with the DRSI and BSPI projects proposed for construction adjacent to the project site.

To facilitate redevelopment and construction of the proposed DLMUD, two Special Use Permits are required from the City's ZBA, including 1) for amendments to the existing PUD; and 2) to allow apartments on the first floor of a multistory building within a PUD. The project will also require Planning Board approval for a minor subdivision to subdivide the site from the Broad Street Municipal Parking Lot; for internal subdivision of and amendments to the proposed PUD; and for Site Plan Approval. The SUP for amendments to the existing PUD will be undertaken to adjust the boundaries of the previously approved 5.3-acre PUD to remove the WPI and BSMPL project sites, and to add the area formerly occupied by Highway Oil (formerly known as tax parcel 207.20-7-14). The uses permitted within the PUD will be

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<sup>17</sup> The Development Agreement between Prime and the City stipulates that no fewer than 30 spaces must be made available for use by the public. The DLMUD is anticipated to feature approximately 50 spaces to be made available for use by the public.

augmented to include additional uses currently allowed within the underlying C Zoning District. The PUD would continue to



MACKENZIE ARCHITECTS P.C.

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Plattsburgh Mixed Use  
Development

View Looking Down Durkee St

The City of Plattsburgh  
Plattsburgh, NY  
11/5/2019

Figure 20



MACKENZIE ARCHITECTS P.C.

162 Battery Street, Burlington, Vermont 05401 802.863.7177 (T) www.mackenziearchitects.com

Plattsburgh Mixed Use  
Development  
View Looking Down Bridge St

The City of Plattsburgh  
Plattsburgh, NY  
11/5/2019

Figure 21



include the existing four-story Gateway Office Building (approximately 45,000 SF of commercial space) and 165 parking spaces (146 in the two-story garage and 19 surface spaces).

#### *Saranac Riverwalk (Riverwalk)*

The proposed project will improve the existing boardwalk by widening the path to an approximately ten-foot-wide, multi-use path made from a durable pavement type that is stormwater-friendly, supports ADA accessibility and bicycle use and that includes an overlook, benches, bicycle infrastructure, LED lighting, and landscape plantings. The improved Riverwalk will connect via a crosswalk over Bridge Street to MacDonough Park to the north and the soon to be constructed Phase II portion of the SRTG<sup>18</sup> to the south at Broad and Durkee Streets. Existing vegetation will be trimmed back to remove invasive species and to open views along the riverfront. Native plantings and perennials will be incorporated into the improved Riverwalk. The improved Riverwalk will be entirely contained within the City-owned Lot 1 of the proposed amended PUD. The City will seek internal PUD subdivision approval from the Planning Board to separate this lot and will maintain ownership of the riverfront lot.

#### *Durkee Street Reconfiguration and Streetscape Improvements (DRSI)*

Durkee Street in this location has inadequate pedestrian infrastructure. The sidewalk on the west side features a mix of pavement types, resulting in an uneven surface. The sidewalk on the east side of the street fluctuates in width and is especially narrow where it passes the DSMPL. In this area, vehicles often overhang into the sidewalk space further diminishing the passable sidewalk space.

The proposed project would alter the current two-way traffic pattern to a one-way, northbound only, traffic pattern, and would provide improved, standard-width sidewalks, lighting, and landscaping. On-street parking would be reconfigured to align with the new one-way street and would include angled and parallel parking spaces.

#### *Bridge Street Parking Improvements (BSPI)*

The proposed project will introduce new parallel parking spaces on the south side of Bridge Street and improved sidewalks, lighting, and landscaping.

#### *Arnie Pavone Memorial Parking Plaza (APMPP)*

The proposed APMPP would require the demolition of the former bank building (including the drive-through canopy), which was purchased by the City in 2018. In addition, Division Street, which is located immediately south of the former bank parking area, would be abandoned and would no longer function as a one-way, single-lane, westbound through street between Margaret and Oak Streets. The former footprint of Division Street would be incorporated into the APMPP.

The proposed parking lot will feature 109, perpendicular, parking spaces (including five handicap-accessible spaces). The parking lot will have access from Margaret Street via two entries, allowing traffic in both directions. An exit onto Oak Street will allow one-way, westbound traffic only. The parking lot will

feature landscaped islands and medians and new sidewalks which are anticipated to feature a mix of paving stones and concrete.

#### *Westelcom Park Improvements (WPI)*

The proposed project will result in a multi-tiered park, which will include sculpture areas, a water feature, a plaza, bicycle infrastructure, and pedestrian walking areas with landscaping throughout. The existing PUD will be amended to exclude Westelcom Park as it is no longer planned for private development.

#### *Broad Street Municipal Parking Lot (BSMPL)*

The City proposes to reconfigure and expand the existing 59-space BSMPL located at the southeast corner of Durkee Street and Broad Street on a 0.72-acre part of tax parcel 207.20-7-15. The proposed improvements include expansion east towards the Saranac River and restriping of the existing lot to accommodate 22 additional parking spaces for a total of 81 spaces, both perpendicular and parallel, including four handicap-accessible spaces. The parking lot will have access from Durkee Street via two entries, allowing traffic in both directions. The expansion of the parking area will result in the removal of an existing asphalt-paved circular path and picnic table that currently occupy this part of the site. The existing PUD will be amended to exclude the BSMPL as it is no longer planned for private development.

#### *Plattsburgh Farmers' and Crafters' Market (PFCM) Relocation to Building 4 at 26 Green Street*

The City-owned building proposed for the relocated PFCM (Building 4 at 26 Green Street) is a slab-on-grade metal-framed building with metal siding and a sloped metal roof. The building is anticipated to be rehabilitated, including exterior façade improvement (e.g. painting), interior remodeling (e.g. painting, lighting, removal of walls), improved ventilation, reconfiguring of existing fencing, electrical upgrades, the addition of a new pavilion space, and additional restrooms. The existing paved area providing access from Green Street to the project site will be reconfigured to provide parking and passive open space, including a pavilion area. Improved access to the project site via a second entrance from the municipal parking lots south of the site is also proposed.

#### *Summary*

The City-owned project sites (Riverwalk, DRSI, BSPI, APMP, WPI, BSMPL, and Building 4 at 26 Green Street) will undergo future coordination with applicable City Boards and Commissions to ensure consistency with applicable public policy. The proposed projects are proposed for the revitalization of the project area and will result in permitted uses that that will beneficially affect the land use character of the project area.

The DLMUD will result in a mixed residential and commercial development within a mixed-use neighborhood that is located in the City's urbanized downtown. The proposed design will unify the streetscape with the street wall and will provide a contextual architectural design that activates the neighborhood and along with the other projects signifies the revitalization of Durkee Street. The current public parking on the DSMPL will be relocated. While some of this parking will be made available for use by the public on the DLMUD site, the majority of it will be dispersed and relocated in a more uniform manner throughout the immediate area to better serve residents, workers, and visitors to the area.

Therefore, no significant adverse impacts to local land uses and community character from the proposed projects are anticipated to occur.

### 3.1.2.2 Zoning

#### *Overall Summary*

In the future, with the implementation of the Downtown Area Improvement Projects, the project sites located within the C Zoning District will continue to be City-owned property (with the exception of the DLMUD), which is not subject to the Zoning Ordinance. Nevertheless, City-sponsored projects on City-owned land undergo coordination with applicable Boards (e.g. Planning Board, ZBA, etc.) to ensure that development fits with local land use and community character and other relevant public policy.

#### *Durkee Lot Mixed-Use Development (DLMUD)*

The City is working with Prime on a public-private partnership for the redevelopment of the DSMPL. Prime is proposing a five-story, approximately 200,000 SF mixed-use development containing approximately 115 apartments (comprised of 52 one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units), 10,000 SF of commercial space on the northern end of the project site, a centrally located, open-air courtyard-style 35-space parking lot for tenants, a full access-controlled, 165-space underground parking garage for tenants only, an 86-space surface parking lot featuring approximately 50 parking spaces<sup>19</sup> that will be made available for use by the public on the southern end of the site, and the rehabilitation of the existing PFCM building to include a 3,400 SF commercial space and a 2,400 SF civic space within an open air pavilion with access from the new pedestrian walkway. Access to the new development will be primarily from Durkee Street, with underground parking access from Bridge Street.

The DLMUD will revitalize an underutilized parcel in the downtown with a mixed-use development that activates Durkee and Bridge Streets by creating a more consistent street wall. The architectural character of the buildings is designed to fit into the existing fabric of the downtown and the site design provides an open space pedestrian corridor connection from Westelcom Park (WPI project site) to the Riverwalk.

The project site is located within the C Zoning District and is subject to an approved PUD granted on February 28, 2005 (as amended) that includes the DSMPL, Gateway Complex, Riverwalk, Westelcom Park, the BSMPL, and portions of both the DRSI and BSPI project sites. The approved PUD and its associated Special Use Permit facilitated the construction of the approximately 45,000 SF Gateway Office Building, a two-story, 146-space parking structure, and 19 surface parking spaces.

#### *Amendments to PUD*

To facilitate redevelopment and construction of the proposed DLMUD, two Special Use Permits are required from the City's ZBA, including 1) for amendments to the existing PUD; and 2) to allow apartments on the first floor of a multistory building within a PUD. The first Special Use Permit will include the new proposed boundaries of the PUD and uses proposed as part of the DLMUD. The uses permitted within the PUD will be augmented to include additional uses currently allowed within the underlying C Zoning

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<sup>19</sup> The Development Agreement between Prime and the City stipulates that no fewer than 30 spaces must be made available for use by the public. The DLMUD is anticipated to feature approximately 50 spaces to be made available for use by the public.

District. New uses will potentially include retail businesses and commercial uses, personal and business service establishments, residential apartments, and parking and loading areas. Retail businesses and commercial uses, and personal and business service establishments are proposed on the first floor along Durkee and Bridge Streets. These uses are currently permitted within the underlying C District; and therefore, within the PUD. Residential apartments are proposed to be on the first floor of the multistory building wing along Bridge Street and the wing facing the surface parking lot, which requires a Special Use Permit within a PUD in the C Zoning District (see Table 6 above). Parking is a permitted accessory use in the C Zoning District; and therefore, within the PUD. Therefore, the new Special Use Permit to account for the DLMUD proposed uses is consistent with zoning as these uses are permitted (as-of-right or by Special Use Permit) in the C Zoning District and the PUD.

The first Special Use Permit will include the new proposed boundaries of the PUD. These adjusted boundaries include the lands bordered by Bridge Street to the north, Durkee Street to the west, Broad Street to the south, and the Saranac River to the east. This includes the DSMPL, the Gateway Complex, the former Highway Oil site, the Riverwalk, portions of both the DRSI and BSPI project sites, and the proposed DLMUD site, but does not include the BSMPL or the WPI project sites. The amendments to the existing PUD to be approved by the Planning Board will be undertaken to adjust the boundaries of the previously approved 5.3-acre PUD to remove the WPI and BSMPL project sites, to add the area formerly occupied by Highway Oil (formerly known as tax parcel 207.20-7-14), and to include additional uses within the PUD currently allowed within the underlying C Zoning District.

The project will also require Planning Board approval for minor subdivision to subdivide the site from the BSMPL; for internal subdivision of and amendments to the proposed PUD; and for Site Plan Approval. As shown in Table 11, the total land area of the proposed PUD boundary is 4.66 acres and will be divided into two lots each receiving a unique tax parcel identification number. The BSMPL project site will receive a unique tax parcel identification following the minor subdivision.

**Table 11: PUD – Description of Lots**

	<b>Lot 1</b>	<b>Lot 2</b>
<b>Lot Area</b>	1.86 acres	2.8 acres
<b>Owner/Tenant</b>	City of Plattsburgh/ICV-New York, LLC Lease	Prime
<b>Total</b>	4.66 acres	

Per §360-21, the minimum lot size requirements, minimum yard requirements, minimum open space requirements, and the maximum number of structures and dwelling units on a lot as specified in Schedule II, Schedule of Area and Bulk Controls, of Chapter 360 and §360-18 may be varied to provide an alternative permitted method for the layout, configuration, and design of lots, buildings and structures, roads, utility lines and other infrastructure, and parks and landscaping in order to preserve the natural and scenic qualities of open lands as approved by the Planning Board.

Table 12 presents the bulk and dimensions for Lot 1 and Lot 2 of the amended PUD and outlines the existing and proposed list of deviations from the underlying zoning regulations. The portion of Lot 1 occupied by the Gateway Complex is accounted for as a separate lot in the City tax database but was never formally subdivided as a separate lot. The side yard setback for the existing parking garage from the proposed northern boundary line of Lot 1 is three feet. This is a nine foot deviation from the underlying C Zoning District requirements.

For Lot 2, the maximum lot dimension is 573 feet, which is a 340 foot deviation from the underlying C Zoning District requirements. The front yard setback of the proposed building from Durkee Street is nine feet and from Bridge Street is three feet. These front yard setbacks deviate from the underlying zoning requirements by 6 feet and 12 feet, respectively. The side yard setback is two feet, resulting in a deviation of 13 feet from the underlying zoning requirements. The rear yard setback is five feet, resulting in a deviation of ten feet from the underlying zoning requirements. The building height is 65 feet, which is a deviation from the underlying C Zoning District requirement by five feet. These are the only bulk and dimensional deviations from the underlying C Zoning District that are being requested as part of the PUD.

Table 12: Lot 1 and Lot 2 – Bulk and Dimensions

Requirement	Central Business Zone Requirement – High Rise	PUD Requirement	Lot 1 – City-owned (Gateway Complex and Riverwalk)	Deviation Requested per § 360-21(D)	Lot 2 – Prime-owned DLMUD	Deviation Requested per § 360-21(D)
Minimum Lot Area	50,000 SF	--	82,964 SF	Not Applicable	120,120 SF	Not Applicable
Minimum Land Area	N/A	3 acres for entire PUD area	1.8 acres (totals 4.66 acres with Lot 2)	Not Applicable	2.8 acres (totals 4.66 acres with Lot 1)	Not Applicable
Minimum lot Dimension <sup>1</sup>	202 FT for Lot 1 233 FT for Lot 2	--	Previously approved	No	573 FT	No
Width (FT)	70 FT for Lot 1 70 FT for Lot 2	--	Previously approved	No	> 500 FT	No
Depth (FT)	100 FT for Lot 1 100 FT for Lot 2	--	Previously approved	No	265 FT	No
Front (FT) – Durkee and Bridge Streets <sup>2</sup>	12 FT for Lot 1 15 FT for Lot 2	--	Previously approved	No	9 FT Durkee Street 3FT Bridge Street	Yes
Side One/Both (FT) <sup>2</sup>	12 FT for Lot 1 15 FT for Lot 2	--	3 FT (north) <sup>7</sup>	Yes	2 FT (east)	Yes
Rear (FT) <sup>2</sup>	12 FT for Lot 1 15 FT for Lot 2	--	Previously approved <sup>8</sup>	No	5 FT (south)	Yes
Height (FT) <sup>3</sup>	48 FT for Lot 1 60 FT for Lot 2	--	Previously approved	No	65 FT	Yes
Height (Stories) <sup>4</sup>	5 stories for Lot 1 12 stories for Lot 2	--	Previously approved	No	5 Stories	No
Minimum Distance Between Buildings	--	The minimum distance between any two buildings, other than buildings containing common walls, shall be not less than as computed under the following formula.  $S=LA+LB+2(HA+HB)$  6  Where: S = Required minimum horizontal distance between any wall of Building A at any given level and any wall of Building B at any given level or the vertical prolongation of either; LA = Total length of Building A. Building A shall be that structure which is of equal or greater length of the two buildings selected; LB = Length of Building B; HA = Height of Building A. The height of Building A is the average height above the finished grade of the structure; HB = Height of Building B.	Previously approved	No	Minimum Distance Between Buildings is as follows: LA = 305 ft LB = 106 ft HA = 65 ft HB = 18 ft S = 96 ft  Actual Distance: 120 FT	No
Maximum Building Coverage <sup>5</sup>	Previously approved for Lot 1 84% for Lot 2	--	Previously approved	No	32%	No
Minimum Open Space (%) <sup>6</sup>	Previously approved for Lot 1 16% for Lot 2	Floor area ratios of various uses to be calculated to determine an average open space percentage, which shall be applied to the site.	Previously approved	No	22,135 SF or 18 % <sup>9</sup>	No

<sup>1</sup>: Square root of lot area in square feet X 0.67 = maximum lot dimension; <sup>2</sup>: Height in stores X 3 = minimum required yard (sides, front and rear); <sup>3</sup>: Height in stories X 12 = maximum height in feet; <sup>4</sup>: Lot area in square feet X 0.0001 = maximum height in stories; <sup>5</sup>: 100% of buildable portion of lot; <sup>6</sup>: Minimum open space = 100% of required yards; <sup>7</sup>: Lot 1 boundary is what was approved as part of the original PUD and follows, in part, the area leased by ICV. However, it was never formally subdivided as a separate lot. The northern lot line is the existing lease line for the Gateway Office Building, and this is proposed to remain as was shown on the original approved PUD plan; <sup>8</sup>: The existing parking garage has allowed encroachments bordering Broad Street that were approved by the Plattsburgh Common Council and have been memorialized with a deed; <sup>9</sup>: Complies with 360-17(B).

*Off-Street Parking and Loading*

The DLMUD is proposed to be a mixed-use residential and commercial development, featuring restaurant and retail uses. As shown in Table 13, a residential use requires two spaces per dwelling unit for the first 10 units and 1.75 spaces for each additional dwelling unit. The DLMUD is anticipated to feature approximately 52 one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units for a total of 115 dwelling units, which requires approximately 204 residential parking spaces.

The DLMUD would also feature approximately 10,000 SF of commercial space and the rehabilitated PFCM building would contain 5,800 SF, which is anticipated to include a 3,400 SF commercial space and a 2,400 SF, publicly-accessible civic space in an open-air pavilion with access from the new pedestrian walkway. As shown in Table 13, a commercial use (retail sales, service, office) requires one space per 250 SF of publicly accessible commercial space. A restaurant use requires 1 parking space per 50 SF of customer area and 1 parking space per 250 SF of other area. Therefore, a total of 13,400 SF would require 113 parking spaces to serve retail, office space, or restaurant space. A single loading space is required for 10,000 – 20,000 SF of commercial floor area. Table 14 summarizes the required and proposed parking and loading for the DLMUD site.

**Table 13: Off Street Parking and Loading Berth Requirements per §360-26**

Use	Unit	Requirement
<b>Commercial</b> (Retail sales, service, banks, office and government buildings)	1 space per 250 SF of space open to public	29
<b>Commercial</b> (Restaurant)	1 space per 50 SF of customer area; 1 space per 250 SF of other area	74 10
<b>Residential</b>	2 spaces per dwelling unit for first 10, 1.75 spaces for each additional dwelling unit per dwelling unit over 10 <sup>1</sup>	204
<b>ADA Accessible</b>	12 spaces	Including 12
<b>Loading Berth</b>	1 space per 10,000 to 25,000 SF of floor area	1
<b>Total</b>		317 parking spaces 1 loading berth

<sup>1</sup> According to §360-26, in addition to what is noted above in the table one additional space per dwelling unit for each adult occupying the unit over two is required for three-family and multifamily dwellings; however, this clause would require a highly speculative assessment of future use that is inconsistent with the analytical approach prescribed by the GEIS process. For a description of the analytical approach employed to determine parking demand, see Section 3.5.2.

**Table 14: Off Street Parking and Loading Berth Requirements**

	<b>Requirement</b>	<b>Proposed</b>
<b>Total</b>	317 parking spaces 1 loading berth	286 parking spaces 1 loading berth

Note: Lot 1 was previously approved for office parking (1 space per 250 SF).

A total of 286 spaces are proposed to be provided as part of the DLMUD, which is a deviation of 31 parking spaces from the underlying off-street parking requirements in §360-26. As described further in Section 3.5, the City’s off-street parking requirements have not been amended in some time. An alternative source for parking generation data is the Institute of Transportation Engineers (ITE) “Parking Generation” (5th Edition, 2019) manual that includes parking demand data for over 100 different land uses. The ITE Parking Generation Manual shows a total demand of 272 parking spaces for the DLMUD’s residential and commercial components, which is 45 spaces less than the City’s Parking Standard.

The parking areas will be designed with 9 feet x 18 feet perpendicular parking spaces, with 24 foot wide aisles, which will result in a deviation of two feet from the 26 foot wide aisle requirement of §360-26. The access drive to the 35-space courtyard parking area will be 24 feet wide; the access drive to the 86-space parking area will be 24 feet wide; and the access drive to the 165-space underground parking garage is anticipated to be 24 feet wide.

*Consistency with §360-21, Planned Unit Developments (PUDs)*

The following provides a summary of the DLMUD’s consistency with §360-21(D) Guidelines for Review and Approval of Planned Unit Developments.

(1) Boundary line and internal street setback requirements

Lot 1 – Gateway Office Building (ICV)

The front yard setbacks, as determined in the underlying C Zoning District, are to be the height in stories times three, which is 12 feet for the four-story Gateway building. The front yard setbacks were previously approved for the Gateway Office Building (ICV) by the Planning Board.

Lot 2 – Durkee Street development

The front yard setbacks, as determined in the underlying C Zoning District, are to be the height in stories times three, which is 15 feet for the five-story Durkee Street development building. The boundary line setback for the proposed building is nine feet along Durkee Street and three feet along Bridge Street. These are requested deviations for Lot 2 are outlined above in Table 12.

There are no proposed public or private streets within the PUD.

(2) Building height

The proposed building height in stories is determined by the lot area times 0.0001. For Lot 1, the maximum building height is five stories. It was previously approved for four stories and for the proposed height in feet by the Planning Board.



For Lot 2, the maximum building height in stories is 14 stories. The proposed building is five stories tall and meets this requirement. The proposed height in feet for a building in this district is the number of stories times 12, which equates to 60 feet for a five-story building. The proposed building is 65 feet tall. This is a requested deviation for Lot 2 as outlined in Table 12.

(3) Distance between buildings

The buildings (Gateway Office Building and parking garage) on Lot 1 were previously approved by the Planning Board. There is only one building proposed on Lot 2. The distance between buildings on Lot 1 and Lot 2 is approximately 235 feet.

(4) Land use density

Each lot within the PUD and the entire PUD development meets the land use density (maximum building coverage, minimum area, and minimum open space) requirements for the C Zoning District as shown in Table 12 above. The land use density requirements for the C Zoning District are shown in Table 15.

**Table 15: Land Use Density**

	<b>C Zoning District</b>	<b>Proposed</b>
<b>Maximum Building Coverage</b>	82%	32%
<b>Minimum Lot Area</b>	50,000 SF	120,120 SF
<b>Minimum Area per Dwelling Unit</b>	734 SF	601 SF <sup>1</sup>
<b>Maximum Number of Dwelling Units</b>	276	115
<b>Minimum Open Space</b>	17%	>17%

Note: For a PUD, the Plattsburgh Zoning Ordinance Section 360.21 Planned Unit Development requires the land use density to be calculated for the entire lands within the PUD. This includes maximum building coverage, area per dwelling unit, maximum number of dwelling units, and minimum open space.

<sup>1</sup> The proposed area per dwelling unit will either comply with applicable code or will seek approval from the Planning Board to deviate from the underlying zoning regulations.

(5) Open space

The proposed amended PUD complies with the open space requirements. The proposed open space for the PUD includes easements for the pedestrian connection from Durkee Street to the Riverwalk and utility easements for water, sewer and stormwater. Lot 2 minimum open space meets the requirements of 360-17(B).

(6) Circulation and off-street parking and off-street loading requirements

Lot 1 was previously approved for off-street parking for the Gateway Office Building.

The DLMUD on Lot 2 would feature 286 spaces. The proposed size of the parking spaces conforms to the required dimensions. Aisle widths are anticipated to be consistent with City Code. The

proposed access driveways are in excess of the required 50 feet from street intersections. The northern access driveway on Durkee Street is approximately 170 feet from the Durkee and Bridge Street intersection; the southern access driveway on Durkee Street is approximately 270 feet from the Durkee and Broad Street intersection; and the driveway access on Bridge Street is approximately 380 feet from the Durkee and Bridge Street intersection. The location of the off-street parking and loading areas meet the minimum setback requirements.

The required off street loading berth is based on 1 space per 10,000 to 25,000 SF of floor area. This pertains to the commercial space and 1 off street loading berth is provided.

#### (7) Streets

There are no proposed internal streets for the PUD. Therefore, this guideline is not applicable.

#### (8) Other improvements

All proposed utility improvements: water, sewer, and stormwater, will be designed in accordance with City, County, and State regulations.

#### *Special Use Permit*

The DLMUD complies with the Special Use Permit requirements as described in §360-31.

#### Section 360-31 B. Standards

- The general character, height and use of the structure or structures;

The proposed PUD allows for the redevelopment of the land with contextually designed infill buildings that will integrate the street wall with the streetscape and fit into the general character of the surrounding area. The proposed building will be 65 feet tall with five stories (one level underground, four stories above ground, and a mezzanine level), which is similar to building heights within the surrounding area. The proposed residential, restaurant, and retail uses are all uses that typically define a mixed-use downtown environment and which are present nearby.

- The provision of surrounding open space and the treatment of grounds;

Article II defines open space as "...open unobstructed space from ground to sky at grade on a lot accessible by walking and which is suitable for and maintained as grass, flowers, trees, bushes and other landscaping and includes any surface walk, patio or other similar area but does not include driveway or ramp, whether surfaced or not, any curb, retaining wall, parking area or any open space beneath or within any building or structure." Open space provided within the proposed PUD exceeds 17% of the site.

The proposed open space is as follows: 1) The proposed Riverwalk along the Saranac River, an identified top priority for the City, to be designed as a riverfront walk with site furnishings and landscape plantings that will connect Broad, Durkee, and Bridge Streets to the riverfront; 2) Bordering the Riverwalk and the buildings; 3) Walkway and landscape plantings from Durkee Street to the Riverwalk; 4) Walkways along Durkee and Bridge Streets; and 5) Walkways and amenities in the courtyard of the building.

These open spaces will include sidewalks, boardwalks, landscape plantings, and site furnishings all consistent with downtown amenities.

- The general fitness of the structure or use to its proposed location;

The proposed building structure and uses are consistent with what are typically found in downtown Plattsburgh. The proposed building has been conceptually designed to have similar architectural details that exist in surrounding structures to maintain balance with the character of the neighborhood.

- The provision for automobile parking or storage;

As described further in Section 3.5, the City's off-street parking requirements have not been amended in some time. An alternative source for parking generation data is the ITE "Parking Generation" (5th Edition, 2019) manual that includes parking demand data for over 100 different land uses. The ITE Parking Generation Manual requires a total of 272 parking spaces for the DLMUD's residential and commercial components, which is 45 spaces less than the City's Parking Standard.

The existing 289 publicly available parking spaces in the DSMPL will be replaced and relocated within new and existing downtown parking lots, on downtown City streets, and within the DLMUD where a portion of the on-site parking will be made available for use by the public. The majority of this replacement parking capacity is anticipated to be constructed and operational prior to the start of construction for the proposed DLMUD. The City is preparing and implementing this parking relocation as part of its Public Parking Plan. The City is also proposing a temporary liberalization of on-street parking regulations on selected downtown streets during construction of the DLMUD, DSRI, and BSPI to compensate for the parking capacity that will not be available for use until those projects have been completed. A considerable surplus of unused, on-street, downtown parking capacity during peak parking utilization periods has been observed and documented by the City. This on-street parking surplus is more than sufficient to compensate for the capacity that will not be made available until after completion of the DLMUD, DSRI, and BSPI.

- Street capacity and use as may be necessary to safeguard public health, convenience and as may be required for the preservation of the general character of the neighborhood in which such building and/or structure is to be placed or such use is to be conducted.

As described in Section 3.4, no traffic impacts related to the development of the DLMUD (or other Downtown Area Improvement Projects) will occur as part of the proposed projects.

### *Summary*

The City of Plattsburgh Zoning Ordinance allows for the creation of PUDs in §360-21. The purpose of a PUD is to enable and encourage flexibility in the design of a project so as to preserve the natural and scenic qualities of open lands. The existing Gateway Complex on the proposed Lot 1 within the PUD was previously approved by the Planning Board. The proposed DLMUD on the proposed Lot 2 within the PUD has been designed to revitalize an underutilized parcel in the downtown with a mixed-use development. It will help redefine the streetscape with a building edge along Durkee and Bridge Streets and is designed to fit into the existing fabric of the downtown and provide an open space pedestrian corridor connection from the proposed Westelcom Park to the Saranac River riverfront walkway. The site design for the

DLMUD is focused on balancing the mixed-use development with parking needs and open space connections within the PUD.

The DLMUD would result in some deviations from the underlying C Zoning District requirements, which act as guidelines for the design of a PUD. The Planning Board is authorized to vary these guidelines in pursuit of a desirable project. The deviations affect bulk (setbacks, height, and maximum lot dimension) and parking and site access guidelines and reflect the unique circumstances of the project site, which is partially developed and borders public land on the waterfront. For these reasons, the bulk deviations are justified. The parking deviation is justified because the DLMUD is being undertaken in unison with the other Downtown Area Improvement Projects, which include parking projects that will ameliorate any perceived loss of parking on the DLMUD site.

As demonstrated, the DLMUD will not result in significant adverse impacts related to zoning. The remaining proposed projects will remain as City-owned property and will undergo future coordination with applicable City Boards and Commissions to ensure consistency with applicable public policy.

### 3.1.2.3 Public Policy

#### *City of Plattsburgh Comprehensive Plan – 1999*

The Comprehensive Plan reacted in part to the deteriorating effects resulting from the closure of the Plattsburgh Air Force Base. Accordingly, the City envisioned a strategy to reverse the negative economic cycle affecting the City through the revitalization of the Downtown Area. The Downtown Area Improvement Projects will accomplish this strategy as it will center a mixed-use residential development (DLMUD) at the Saranac River waterfront connecting it with the WPI and nearby cultural resources, the SRTG, and the parks located north of Bridge Street. The component projects (Riverwalk, DRSI, BPSI, APMPP, and BSMPL) are supporting actors in the revitalization efforts that will ensure that the composite needs of a good downtown (parking, pedestrian infrastructure, streetscaping, and passive recreation opportunities) are met. The relocation of PFCM to the Harborside Area will further assist in revitalization of the waterfront as it will bring the people to the shore of Cumberland Bay. The City is actively pursuing master planning efforts for the Harborside Area, which will work to integrate the Downtown and Harborside Areas to create a vibrant urban landscape at the gateway to Cumberland Bay. The proposed Downtown Area Improvement Projects will implement important goals of the Plan and is consistent with the Plan.

#### *City of Plattsburgh Local Waterfront Revitalization Program (LWRP) – 2016*

The LWRP identifies the study area as the “gateway to the downtown and a focal area in linking the downtown to the waterfront at Dock Street.” Recommendations include but are not limited to revitalizing this DSMPL area with a focus on highlighting the existing resources; meeting community and regional needs; making beneficial use of a waterfront location; and incorporating recreation, public access, open space, and amenities. The Downtown Area Improvement Projects do exactly this, as they bring renewed focus to the Riverwalk, Saranac River, Westelcom Park, and the Harborside Area, celebrates local businesses and cultural institutions through streetscape investment and allocation of civic space, and recognizes the importance of convenient parking by diversifying parking throughout the downtown. The

proposed Downtown Area Improvement Projects are consistent with the LWRP recommendations and implement several policy initiatives.

*The Plattsburgh Brownfield Opportunity Area (BOA) Pre-Nomination Study*

The Community Vision and Goals portion of the BOA study also cites components of the Downtown Area Improvement Projects. Goals one, two, and three are to “Focus on improvements that benefit the Downtown Core, improve functional linkages between Downtown and the Waterfront, and advance the Arts Corridor Project”. In addition to the vision and goals the BOA study also references the improvement projects as “Recommended Anchor Projects”. Priority Project one is the establishment of the “Lake City Arts Corridor” such as that being proposed at Westelcom Park. Priority Project two is creating access and linkage improvements between downtown and the waterfront such as that being proposed by the Riverwalk. Finally, within the BOA Nomination Study tasks it is recommended that the Arts Corridor and the Durkee Street Infill be projects that are presented in detail. The proposed Downtown Area Improvement Projects are consistent with the BOA recommendations.

*Streetscape and Design Guidelines – Downtown Area. Fred Keil & Associates. May 2009*

The proposed projects meet many of these guidelines and are consistent with the overall spirit of these recommendations. The DLMUD will feature Downtown-appropriate architecture using a mix of materials and bold, but contextual, architectural details. The infill development will provide scale to Durkee Street unifying the streetscape to the benefit of adjoining uses. The remaining Downtown Area Improvement Projects will support and work to integrate the revitalization effects of the DLMUD throughout the area by improving park and open space resources, streetscapes, and parking opportunities. The projects will undergo coordination with applicable Boards and Committees to ensure that development aligns with local land use, community character, and other relevant public policy.

*Plattsburgh Downtown / Waterfront – Economic Enhancement Strategy, Hyett Palma, July 2003*

The proposed Downtown Area Improvement Projects implement several of the Economic Enhancement Strategy’s recommendations. In the Arts and Entertainment District, the proposed projects will unify the area’s existing cultural and environmental assets. In the Lakefront District, the relocation of the PFCM to Building 4 at 26 Green Street will bring local residents and visitors to the waterfront increasing the vitality of the area. With regard to the DLMUD, the Economic Enhancement Strategy offered many recommendations, including (but not limited to) the development of market-rate housing, first-floor retail at the street wall, and the opening of visual corridors to establish an upland connection to the Saranac River. The proposed projects are inclusive of many of these recommendations and will result in a “Big Deal” project that brings market-rate housing, street front retail, an upland connection to the Saranac River, an inter-block connection to Westelcom Park (or the WPI project site), parking to be made available for use by the public, and a building that will complement the area’s historic architecture. Therefore, the proposed Downtown Area Improvement Projects are consistent with the Economic Enhancement Strategy.

*Summary*

The Downtown Area has been the focus of the City’s public policy for some time. The proposed Downtown Area Improvement Projects will work in unison to capitalize on the City’s existing assets in this area by

connecting them through improved streets and parking conditions, via waterfront and inter-block connections, by bringing people to the area through housing and commercial uses and by redeveloping an underutilized waterfront parcel, with considerable environmental issues, into use with a contextual-designed mixed-use development. Accordingly, the proposed projects are consistent with the City's public policy and will implement several recommendations and goals that pertain to this area of the City.

### **3.1.3 Proposed Mitigation**

No significant adverse impacts to land use, community character, zoning, or public policy are anticipated to occur; therefore, no mitigation is proposed.

## 3.2 Aquatic and Natural Resources

### 3.2.1 Existing Conditions

#### 3.2.1.1 Aquatic resources

According to NYSDEC wetland and stream information available through GIS and the Environmental Resource Mapper (Figure 22), there are no mapped NYSDEC regulated wetlands or adjacent areas or significant natural communities on or adjacent to the project sites, with the exception of Building 4 at 26 Green Street, proposed for the relocated PFCM. The Saranac River is a NYSDEC-regulated class C stream (Regulation 830-54.1), which has a standard identification of C(TS) for waters supporting fisheries and suitable for non-contact activities and with the ability to support trout spawning. The US Fish and Wildlife Services (USFWS) National Wetland Inventory (NWI) mapper also identifies the Saranac River as a riverine (R2UBH) resource.

The Saranac River is identified as a regulatory floodway by the Federal Emergency Management Agency (FEMA) as shown in Figure 23. Riverbank areas adjoining the Saranac are identified as being within the 100- and 500-year floodplains or having a one percent or 0.2 percent annual flood risk.

None of the Downtown Area Improvement Projects are located within the Saranac River or within the 100- or 500-year floodplains. The Riverwalk is located at an elevation of approximately 115 – 119 feet whereas the base flood elevation, or 100-year flood level, is located at 105 – 108 feet.

The PFCM is proposed to be relocated to Building 4 at 26 Green Street in the Harborside Area of the City, which occupies a portion of a tax parcel that abuts the Cumberland Bay area of Lake Champlain. According to NYSDEC Environmental Resource Map, Cumberland Bay in this area is a NYSDEC regulated lake (Regulation 830-3, Class and Standard B). Class B indicates that the lake is best used for swimming and other contact recreation, but not for drinking water. The NYSDEC maps the lake onto the upland area containing the WRRF and further west so that the mapped lake area abuts the project site to the south. This area of the project site abutting the mapped lake area is developed with lawn and/or graveled area.

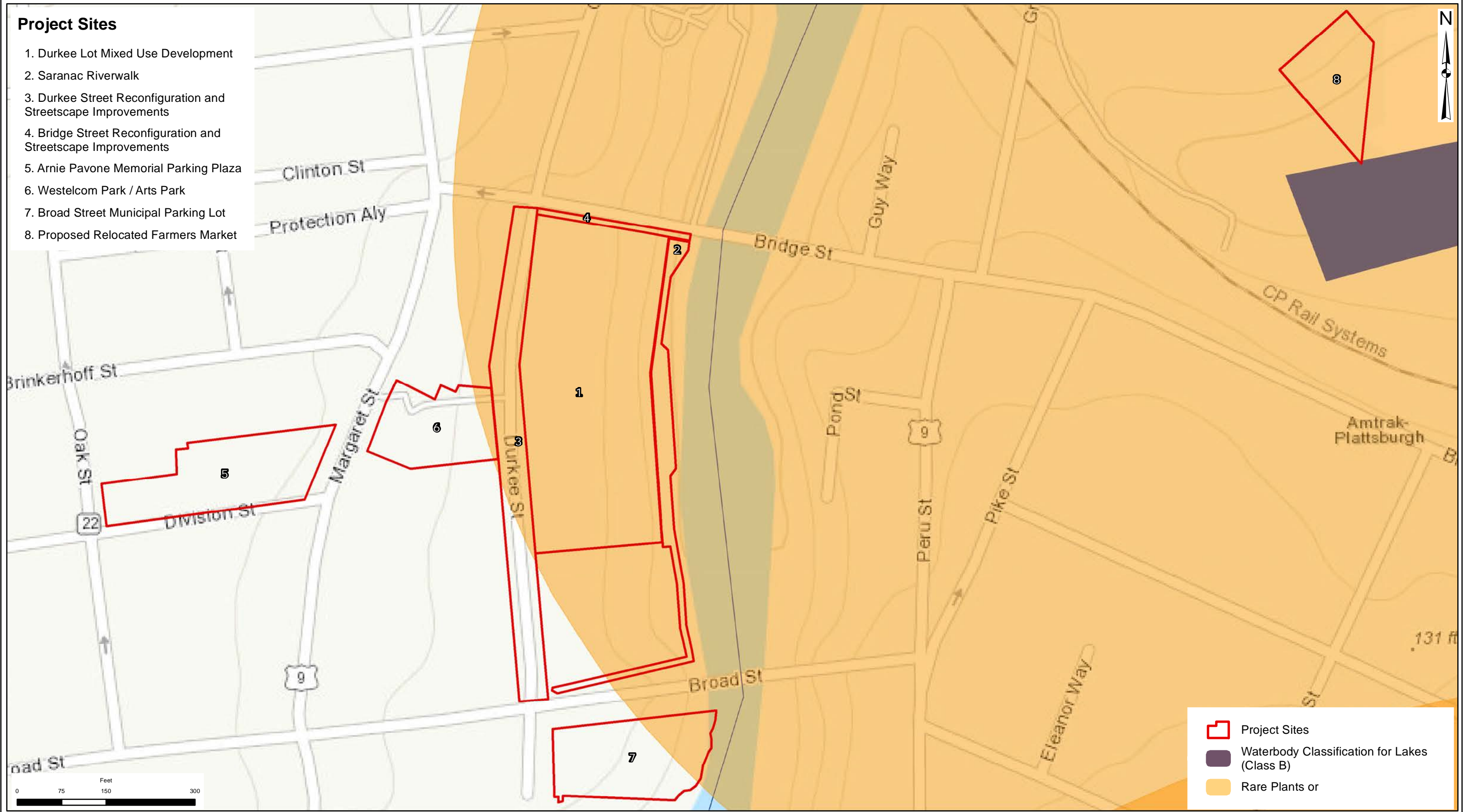
#### 3.2.1.2 Natural Resources

##### *Soils and Topography*

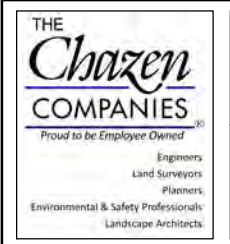
The Downtown Area Improvement Projects sites are developed sites featuring, buildings, pavement, and lawn/landscaping. Figure 24 shows the soil types that are expected to be present on each project site, and Table 16 provides characteristics of these soil types, according to the Natural Resource Conservation Service website.

**Project Sites**

1. Durkee Lot Mixed Use Development
2. Saranac Riverwalk
3. Durkee Street Reconfiguration and Streetscape Improvements
4. Bridge Street Reconfiguration and Streetscape Improvements
5. Arnie Pavone Memorial Parking Plaza
6. Westelcom Park / Arts Park
7. Broad Street Municipal Parking Lot
8. Proposed Relocated Farmers Market



- Project Sites
- Waterbody Classification for Lakes (Class B)
- Rare Plants or



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Source: NYS ITS GIS Program Office; Statewide Parcel Map Program 2018, Statewide Orthoimagery Program 2014, Road Centerline Data 2018

**Downtown Area Improvement Projects**

**NYSDEC Environmental Resource Map**

City of Plattsburgh - Clinton County, New York

Drawn:	RL-B
Date:	10/23/2019
Scale:	1 inch = 150 feet
Project:	91922.00
Figure:	22

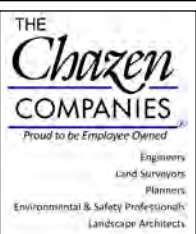


## Project Sites

1. Durkee Lot Mixed Use Development
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- Project Sites
- Tax Parcels
- USFWS NWI Wetlands
- 1% Annual Flood Risk
- 0.2% Annual Flood Risk
- Floodway
- NYSDEC Waterbody
- NYSDEC Streams



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### Downtown Area Improvement Projects

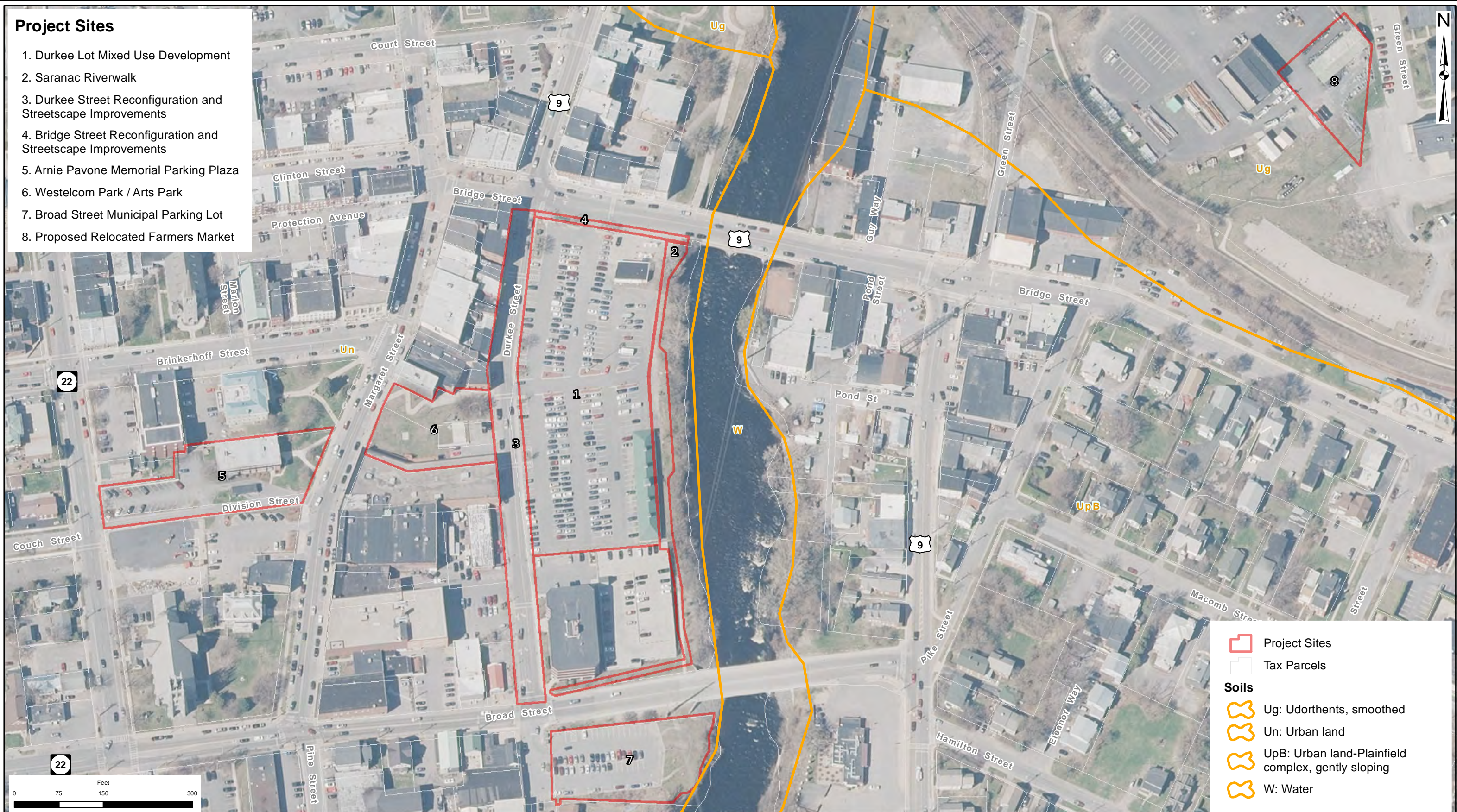
## Aquatic Resources Wetlands, Streams and Floodplains

City of Plattsburgh - Clinton County, New York

Drawn:	RL-B
Date:	10/23/2019
Scale:	1 inch = 150 feet
Project:	91922.00
Figure:	23

## Project Sites

1. Durkee Lot Mixed Use Development
2. Saranac Riverwalk
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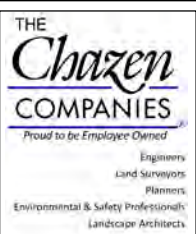


**Project Sites**

- Project Sites
- Tax Parcels

**Soils**

- Ug: Udorthents, smoothed
- Un: Urban land
- UpB: Urban land-Plainfield complex, gently sloping
- W: Water



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Source: NYS ITS GIS Program Office: Statewide Parcel Map Program 2018, Statewide Orthoimagery Program 2014, Road Centerline Data 2018

### Downtown Area Improvement Projects

## Soils

City of Plattsburgh - Clinton County, New York

Drawn:	RL-B
Date:	10/23/2019
Scale:	1 inch = 150 feet
Project:	91922.00
Figure:	24

**Table 16: Characteristics of Soil Types within Project Area**

Group	Project Site	Soil Symbol	Soil Type	Drainage	Depth to Water Table	Depth to Restrictive Layer
<b>Group 1</b>	DLMUD	Un	Urban land	No information provided		
	Riverwalk					
	DRSI					
	BSPI					
	APMPP					
	WPI					
	BSMPL					
<b>Group 2</b>	Relocation of the PFCM to Building 4 at 26 Green Street	Ug	Udorthents, smoothed	Well-drained	36 – 72 inches	> 80 inches

Project sites in Group 1 are anticipated to feature urban land soil types. According to the Clinton County Soil Survey<sup>20</sup>, “Urban land consists of dominantly nearly level and gently sloping areas where at least 80 percent of the surface is covered with asphalt, concrete, buildings, and other impervious material. These areas are mostly parking lots, shopping centers, industrial parks, and business areas within the City of Plattsburgh.” Slopes range from 0 to 8 percent.

At the DLMUD project site, a geotechnical study was completed (see Appendix B), which revealed that the average depth to groundwater is approximately 20 feet, with the exception of an area(s) where groundwater was found to be perched above the glacial till layer approximately six feet below grade. The average depth to bedrock is approximately 25 feet. The topsoil on-site was confirmed to be an urban land soil type with alluvial sand and glacial till below. Half of the site features moderately well drained soils and half of the site features poorly drained soils. Slopes range from 0 to 10 percent.

For Group 2 or the Building 4 at 26 Green Street location, the site is anticipated to be comprised of udorthents. Udorthents, smoothed are described in the Survey as “very deep, nearly level to strongly sloping, and well drained. It occurs on variety of landscaped and consists of construction projects, unpaved parking areas and fill material.” Slopes range from 0 to 15 percent but is dominantly 0 to 3 percent. This mapped soil type includes small areas of concrete, asphalt, and other man-made material.

*Endangered, Threatened and Rare Species*

According to the NYSDEC Environmental Resource Mapper (Figure 22), there are no known occurrences of endangered, threatened, or rare species or a Significant Natural Community on or in the vicinity of any of the project sites. The NYSDEC indicates that there are known occurrences of the Common Loon, a

<sup>20</sup> Soil Survey of Clinton County, New York.  
[https://www.nrcs.usda.gov/Internet/FSE\\_MANUSCRIPTS/new\\_york/NY019/0/clinton\\_NY.pdf](https://www.nrcs.usda.gov/Internet/FSE_MANUSCRIPTS/new_york/NY019/0/clinton_NY.pdf). Accessed October 24, 2019.

Species of Special Concern, on or in the vicinity of the DLMUD project site, the Riverwalk project site, and the relocation site for the PFCM (Building 4 at 26 Green Street). According to the NYSDEC, Species of Special Concern (as defined in Section 182.2(i) of 6NYCRR Part 182) warrant attention and consideration but current information, collected by the department, does not justify listing these species as either endangered or threatened. NYS does not regulate species that are not listed as endangered or threatened. The NYSDEC fact sheet provides the following information<sup>21</sup>,

*In New York, Common Loons breed on the lakes of the Adirondack Mountains and in the St. Lawrence River region. Loons winter along the coast and on open lakes nearby. While common loons are symbolic of quiet, secluded places, they also inhabit somewhat developed lakes. Larger lakes of 25 acres or more are generally preferred. The lake must be large enough to allow a clear takeoff over surrounding trees. The presence of both shallow and deep water is also important. Shallow water is used for foraging, nurseries and shelter, while deep water is necessary for adult diving and social interaction. The nest is built within a few feet of the water's edge by both the male and female. A clutch of two eggs is laid sometime between mid-May and June. The young hatch after an incubation period of 26-31 days and begin to swim almost at once. Within 24 hours, they are moved by the parents to a nursery area away from the nest. In 2-3 weeks, the young are able to make short dives and catch small fish. Fledging occurs in 11-13 weeks. Juveniles may spend several years in oceanic wintering areas before returning inland to breed. The loon's diet consists almost entirely of fish.*

*Common loons prefer the quiet atmosphere of uninhabited lakes, but growing human populations create disturbances on these lakes as they are developed. Disturbances caused by paddling, camping, fishing, and boating on lakes can lower the loon's reproductive success. Anthropogenic (human-related) impacts on loons and other wildlife arise from a variety of sources. Accidental ingestion of lead fishing tackle by loons leads to lead toxicity and death. Catastrophic events, such as oil spills and botulism outbreaks, have potential to significantly affect loon populations during migration or on their wintering grounds. In the Adirondacks, acidification of lakes and mercury contamination of water bodies is a problem. Acid rain lowers the biological productivity of lakes and reduces the amount of forage fish available to loons. Toxicity from mercury pollution of water bodies can lead to decreased reproductive success of loons as well.*

Shoreline development has been documented to result in ecological changes including fewer territorial loons inhabiting the area, decreased availability of potential nesting sites, reduced hatching success of loon pairs living in close proximity to developed areas and increased susceptibility to scavenging predators that are attracted to human waste.<sup>22</sup> In an October 10, 2019 letter, the NYSDEC stated that the "Common Loon is documented in Lake Champlain at Plattsburgh, and so could occur in the vicinity of the proposed farmer's market relocation project site." See Appendix B for more information.

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<sup>21</sup> New York State Department of Environmental Conservation. Common Loon. <http://www.dec.ny.gov/animals/7074.html>. Accessed September 16, 2019.

<sup>22</sup> Adirondack Center for Loon Conservation. Conservation and Management. Threats to Loons and Their Habitats. <https://www.adkloon.org/threats-to-loons>. Accessed on September 16, 2019.

According to the USFWS online consultation through the Information for Planning and Consultation system (IPAC), there is potential for the Northern Long-eared Bat (threatened) on or in the vicinity of each of the project sites. The Northern Long-eared Bat will typically hibernate between mid-fall through mid-spring each year. During the summer, these bats roost singly or in colonies in cavities, underneath bark, crevices, or hollows of both live and dead trees and/or snags (typically greater than three inches at diameter at breast height (dbh)). See Appendix B for more information.

### 3.2.2 Potential Impacts

#### 3.2.2.1 Aquatic resources

There are no aquatic resources located on or within the Downtown Area Improvement Projects sites. The Riverwalk is located approximately 10 to 11 feet above the 100-year floodplain. As part of the remediation activities being conducted by NYSEG, any disturbed riverbed and banks will be restored to match pre-construction elevations and conditions. Therefore, it is not anticipated that construction activities will result in any in-water or stream bed or bank disturbance as part of the construction of the Riverwalk, DLMUD, and BSMPL projects.

According to the NYSDEC Environmental Resource Mapper, Lake Champlain is mapped adjacent and south of the Building 4 at 26 Green Street project site. The proposed project to relocate the PFCM to this site will involve exterior façade improvements, interior remodeling, the addition of a pavilion space, and other improvements. The existing paved area providing access from Green Street to the project site will be reconfigured to provide parking and other amenities. No ground disturbance is anticipated to occur as part of this project.

An erosion and sediment control plan will be developed for each site and a Stormwater Pollution Prevention Plan (SWPPP) will be prepared for the DLMUD. With the implementation of these best practices, no significant adverse impacts related to soil are anticipated to occur.

#### 3.2.2.2 Natural Resources

##### *Soils and Topography*

For Group 1 (DLMUD, Riverwalk, DRSI, BSPI, APMPP, WPI, and the BSMPL project sites), the DLMUD will require excavation to approximately 15 feet at the deepest location. Soil disturbance is anticipated to be limited to a maximum depth of 16 inches for paving projects. The demolition of the former bank building on the APMPP site will require removal of foundations to approximately three feet below grade. Approximately 7 - 10 feet of excavation will be required for the utility work associated with the WPI project. These projects are not anticipated to encounter groundwater or bedrock in this urban area. Erosion and sediment control plans will be developed for each site to ensure erosion does not run off these sites during construction. Given the limited ground disturbance and implementation of best practices to control erosion during construction, no significant adverse impacts related to soil are anticipated to occur.

For the DLMUD, building construction is anticipated to require deep pile foundations. Earthwork is anticipated to include stripping of asphalt and topsoil, removal of any former building remains, and cut and fill placement. Structural fill is recommended to be used as fill/backfill within the proposed building

pad and pavement areas. As discussed in Section 3.3, a SWPPP will be prepared for the development to ensure compliance with the NYSDEC General Permit for Stormwater Discharges from Construction Activity GP GP-0-15-002.

The DLMUD includes an underground parking area and the depth for construction is anticipated to require excavation to a depth up to approximately 15 feet. Preparation of the site for project development will require clearing, grubbing, grading, ripping, hoe ramming, and proof-rolling any lightly disturbed natural soils left in-place following completion of excavation activities. Blasting is not anticipated at this time. It is anticipated that most excavation work could be accomplished using conventional equipment and techniques (i.e. backhoes, scrapers, excavators, or dozers) based on the physical characteristics, relative density of the strata observed, and the anticipated excavation limits. Localized excavation of bedrock may be necessary to achieve desired subgrade elevations. If blasting is required, it will be performed in accordance with New York State Department of Transportation (NYSDOT) Geotechnical Engineering Manual #22 "Procedures for Blasting" latest edition.

For Group 2, the proposed relocation of the PFCM to PMLD Building 4 at 26 Green Street may include exterior façade improvement, interior remodeling, the addition of a pavilion space, and other improvements. The existing paved area providing access from Green Street to the project site will be reconfigured to provide parking and other amenities. An erosion and sediment control plan will be developed for each site to ensure erosion does not run off during site work. Given the limited ground disturbance and implementation of best practices to control erosion during construction, no significant adverse impacts related to soil are anticipated to occur.

#### *Endangered, Threatened and Rare Species*

It is recommended that no tree clearing occur between March 31st and October 31st to avoid potential take of the Northern Long-eared Bat. If tree clearing is proposed to occur during this time period and involves clearing of trees with a dbh of three inches or more, then coordination with the USFWS is recommended.

Clearing or other changes (e.g. addition of a small retaining wall or railings) to the Saranac River bank for the Riverwalk are not anticipated to be regulated under the NYSDEC Protection of Waters permit. Project-related activities occurring along the Saranac River will be coordinated with the NYSDEC.

The proposed projects do not require in-water work or disturbance to the bed or banks of Lake Champlain. The relocation of the PFCM to the Building 4 at 26 Green Street will not result in a direct increase in in-water recreational activities and is located far from the water's edge.

With the timing restriction in place for tree clearing or under consultation with USFWS, no adverse impacts to the Northern Long-eared Bat are anticipated to occur as part of the proposed projects. Proposed activities at Building 4 at 26 Green Street are not anticipated to affect Common Loon habitat; therefore, no significant adverse impacts to this species are anticipated to occur as part of the proposed projects.

### **3.2.3 Proposed Mitigation**

No significant impacts to aquatic or natural resources will occur. Therefore, no mitigation measures are required.

### 3.3 Municipal Utilities

#### 3.3.1 Stormwater Management

##### 3.3.1.1 Existing Conditions

Currently, the project area is partially served by a municipal stormwater collection system. There is a closed drainage network of storm drain piping and catch basins located within Durkee, Bridge, and Margaret Streets to receive stormwater runoff. Stormwater collected on Durkee and Margaret Streets is conveyed to the WRRF via a sanitary sewer line. Stormwater collected at the Durkee Street and Bridge Street intersection is conveyed to the area north of Broad Street where it is discharged to the Saranac River. Stormwater collected between Durkee Street and the Saranac River on Bridge Street is outletted to the Saranac River. The project sites are vacant, undeveloped, or development of the sites occurred prior to the establishment of stormwater management regulations; therefore, there are no stormwater facilities (e.g. catch basins), runoff quantity controls (e.g. detention basin or underground storage), or runoff quality controls (e.g. bioretention areas) located on any of the project sites. At the DLMUD site, stormwater runoff flows directly into the Saranac River via drainage pipe and sheet flow. At the Riverwalk and BSMPL sites, the surface drainage sheet flows from west to east and outlets to the top of bank of the Saranac River. At the APMPP site, the existing building to be demolished appears to have roof drains extending underground, which are presumed to directly discharge into the storm drain piping, or potentially the municipal sanitary sewer system. The storm sewer infrastructure on Margaret Street appears to receive surface runoff from the majority of Division Street and the remaining commercial site. Surface runoff from the westerly portion of the APMPP appears to discharge to catch basins connected to the sanitary sewer system, or combined sewer system. There are no stormwater facilities on the WPI site; similar to the Riverwalk and BSMPL sites the surface drainage sheet flows from west to east and outlets to the catch basins within Durkee Street or to the top of bank of the Saranac River.

##### 3.3.1.2 Potential Impacts

With the exception of the DLMUD site, the project sites (and area of planned disturbance) are less than one acre in size. For projects that will result in greater than one acre in ground disturbance a SWPPP must be prepared in accordance with the "NYSDEC State Pollution Discharge Elimination System (SPDES) General Permit for Stormwater Discharges from Construction Activity" General Permit Number GP-0-15-002, effective January 29, 2015 through January 28, 2020. The SWPPP and accompanying plans will identify and detail stormwater management, pollution prevention, and erosion and sediment control measures (in accordance with New York State Standards and Specifications for Erosion and Sediment Control (SSESC), dated November 2016) necessary during and following completion of construction.

The SWPPP must consider the impacts associated with the proposed development with the purpose of:

1. Maintaining existing drainage patterns as much as possible while continuing the conveyance of upland watershed runoff;
2. Controlling increases in the rate of stormwater runoff resulting from the proposed development so as not to adversely alter downstream conditions; and

3. Mitigating potential stormwater quality impacts and preventing soil erosion and sedimentation resulting from stormwater runoff generated both during and after construction.

The Saranac River is considered a fifth order or larger stream by the NYSDEC. As such, the NYSDEC quantity control requirements for Streambank Channel Protection, Overbank Flood Control, and Extreme Flood Control do not apply to this project. Therefore, a hydrologic and hydraulic analysis comparing pre-development and post-development flows is not required. However, the water quality volume (WQv) from new impervious areas must be captured and treated accordingly.

For the remaining sites, construction-phase stormwater pollution control is also required in accordance with New York State SDESC, dated November 2016. The construction plans for these projects must outline the construction scheduling for implementing the erosion and sediment control measures. These documents include limitations on the duration of soil exposure, criteria and specifications for placement and installation of the erosion and sediment control measures, a maintenance schedule, and specifications for the implementation of erosion and sediment control practices and procedures. Temporary erosion and sediment control measures may include, but is not limited to, the use of:

- Stabilized Construction Access or Accesses;
- Dust Control;
- Temporary Soil Stockpile(s);
- Silt Fencing;
- Temporary Seeding;
- Stone and Block Drop Inlet Protection;
- Manufactured Insert Inlet Protection;
- Filter Fabric Drop Inlet Protection; and
- Erosion Control Blanket.

Permanent erosion and sediment control measures may include, but is not limited to, the use of:

- Establishment of Permanent Vegetation; and
- Rock Outlet Protection.

Other pollutant controls include solid and liquid waste disposal to ensure waste is not discharged from the site in stormwater; sanitary facilities for construction workers; and use of clean water on-site. In addition, the construction phase contractors are required to implement good construction housekeeping practices, including but not limited to spill prevention and response, concrete wash areas and equipment cleaning and maintenance.

*Durkee Lot Mixed-Use Development (DLMUD)*

The DLMUD is a mixed-use building that will contain commercial and residential uses and ancillary impervious areas for parking, a residential amenity area, pedestrian infrastructure, and development also includes the rehabilitation of the existing PFCM building. There will also be pervious areas of grass and landscaping. The existing drainage area is comprised of approximately 2.76 acres. The existing impervious area is approximately 2.58 acres (93.5%), and the existing pervious area is approximately 0.18 acres. Upon completion, the project site will consist of a 2.8-acre drainage area with approximately 2.42 acres (87.7%)



of impervious cover and approximately 0.39 acres of pervious cover; a net increase in permeable area. The proposed project will result in ground disturbance in excess of one acre. Therefore, a SWPPP is required to be prepared in accordance with the NYSDEC General Permit GP-0-15-002. The project is anticipated to be considered a Redevelopment Activity under the SPDES permitting process and a Notice of Intent will be submitted to NYSDEC once Site Plan approval is granted.

Stormwater practices will be designed in accordance with Chapter 9: Redevelopment Activity of the NYSDEC Stormwater Management Design Manual. Water Quantity Controls and Channel Protection are not required, as the project discharges to a 5th order waterway per tributary analysis. Roof runoff and runoff from impervious surfaces will be collected through a series of catch basins and drainage piping to be directed to Water Quality treatment facilities prior to discharge. Water Quality treatment is intended to be achieved using NYSDEC standard Stormwater Management Practices (SMPs) and/or pre-approved alternative SMP(s). The closed drainage system will be designed to handle the 10-year storm capacity and the 2-year storm water velocity. All stormwater and water quality practices and infrastructure will be owned and maintained by Prime.

#### *Remaining Downtown Area Improvement Projects*

The remaining project sites will be constructed in accordance with New York State SDESC, dated November 2016. The APMPP is anticipated to utilize catch basins to tie into the existing storm sewer along Division Street (which will be incorporated into the parking lot) and Margaret Street.

#### *Summary*

The Downtown Area Improvement Projects will not result in significant adverse stormwater related impacts through the implementation of the SWPPP and Erosion and Sediment Control plans in accordance with State regulations.

#### **3.3.1.3 Proposed Mitigation**

No significant adverse impacts related to stormwater runoff will occur. Therefore, no mitigation measures are required.

### 3.3.2 Water Supply and Sanitary Sewer

The City of Plattsburgh sources its water from three upland resources (Mead Reservoir, Westbrook Reservoirs, and Saranac River), to supply drinking water to the City of Plattsburgh. Prior to distribution, water taken from these resources is passed through the City's Water Filtration Plant (WFP) located on NYS Route 3. The WFP was built in 1936 and expanded in 1956. It is rated for 9 million gallons per day (gpd) and provides physical and chemical cleaning and disinfection of water prior to distribution for use. Current capital plan initiatives include:

- The construction of new covered water storage tanks;
- The repair of the 1956 filter building addition; and
- The evaluation of the facility's ability to meet future regulations through intensive analyses of disinfection byproducts in the distribution system analyses and of e coli and cryptosporidium in the raw reservoir water.

All the project sites are located within the City of Plattsburgh Water District and are served by the municipal water system.

The City of Plattsburgh WRRF was constructed and began operating on November 3, 1973. The plant's design flow is 16 million gpd and it averages a flow of approximately 4 million gpd. The City's wastewater arrives at the plant through a network of gravity sewers and force mains. There are several lift stations throughout the City, which provide the pumping needed for the wastewater to reach the treatment plant. The wastewater is deposited into a 48-inch trunk sewer, which then discharges into an open channel, where the wastewater eventually flows into the treatment plant's headworks. The waste product and grit are deposited at the Franklin County Landfill or a composting facility owned by Casella Organic Waste Management. Physical, biological, and chemical treatment is performed to ensure protection of the Saranac River and Lake Champlain. Current capital planning initiatives include:

- Evaluation of enhanced phosphorus removal;
- Development of a combined sewer overflow long term control plan;
- Repair of aging concrete; and
- Replacement of aging roofs.

All of the project sites are located within the City of Plattsburgh Sewer District and generated wastewater would be treated at the City of Plattsburgh WRRF.

#### 3.3.2.1 Potential Impacts

##### *Durkee Lot Mixed-Use Development (DLMUD)*

The mixed-use building and rehabilitated PFCM building is anticipated to have approximately 13,400 SF of commercial space and 115 residential units (comprised of 52 one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units). In accordance with the NYSDEC Design Standards for Intermediate Sized Wastewater Treatment Systems, the hydraulic loading rate is 110 gpd per bedroom and 0.1 gpd per SF of commercial space and 35 gpd per seat for restaurant space. The DLMUD is expected to generate 29,355 gpd of domestic water usage demand and sanitary flow, see Table 17.

**Table 17: Estimated Water Demand and Sanitary Flow - DLMUD**

Use	Unit	Proposed Development	Water Demand
<b>Bedroom</b>	110 gpd per bedroom	52 one-bedroom + 59 two-bedroom + 4 three-bedroom = 182 bedrooms	20,020 gpd
<b>Commercial Retail Area</b>	0.1 gpd per SF of commercial space	7,250 SF	725 gpd
<b>Commercial Restaurant Area</b>	35 gpd per seat	3,690 SF customer space = 246 seats <sup>1</sup>	8,610 gpd
<b>Total</b>			<b>29,355 gpd</b>

<sup>1</sup> Assume 15 SF per seat per <https://smallbusiness.chron.com/calculate-seating-capacity-restaurant-39808.html>.

Prime proposes to service the proposed project with water by connecting to the existing municipal water infrastructure owned by the City of Plattsburgh and maintained by the Department of Public Works (DPW). The project proposes to tie into an existing water line located just west of the site in Durkee Street.

The Applicant proposes to service the proposed project with sanitary sewer by connecting to the existing municipal sewer infrastructure owned by the City of Plattsburgh and maintained by the DPW. The connection point is proposed to be made at an existing sanitary sewer manhole just west of the project site, in Durkee Street. An additional sewer line will be constructed to provide an overflow line for the siphon manhole located on the east side of the project site. This overflow line will be connected to a separate connection system’s existing manhole in Bridge Street.

*Westelcom Park Improvements (WPI)*

The WPI includes a water feature, which will create water demand and result in wastewater generation that will be serviced by the City’s water and sewer infrastructure.

*Plattsburgh Farmers’ and Crafters’ Market (PFCM) Relocation to Building 4 at 26 Green Street*

Proposed improvements to Building 4 at 26 Green Street may include bathroom upgrades, which will create water demand and result in wastewater generation that will be serviced by the City’s water and sewer infrastructure.

*Overall*

The remaining projects will not require water or sewer infrastructure.

The City of Plattsburgh’s existing sanitary sewer and water infrastructure have the capacity to handle the additional sanitary and water flow. Therefore, no upgrades or improvements to the City of Plattsburgh’s sanitary or water systems are proposed.

**3.3.2.2 Proposed Mitigation**

Because the properties adjacent to the project site are already served by public sewer and water, no upgrades to the existing water supply and sanitary sewer system is needed. As a result, no mitigation measures are proposed.

### 3.3.3 Solid Waste

#### 3.3.3.1 Existing Conditions

Solid waste generated in the City of Plattsburgh is accepted by the Clinton County Landfill (the “Landfill”) located on Sand Road in the Town of Schuylar Falls. The Landfill is comprised of a municipal solid waste facility, a land clearing debris (LCD) landfill, and a materials recycling facility. The Landfill began accepting waste in 1997 and began accepting LCD in 2010. According to the January 2019 Local Solid Waste Management Plan, the existing annual permit limit for the Landfill is 175,000 tons per year, and the remaining constructed capacity reported in the 2016 annual report was 401,914 cubic yards, with an anticipated site life of approximately 1.67 years depending on actual waste receipts. The ultimate disposal capacity of the site is 5,421,601 cubic yards which has an approximate site life of 22.41 years at the 175,000 tons per year acceptance limit. The current operation, management, and lease agreement allows for an increase in annual tonnage limit up to 250,000 tons per year, however, this is not allowed under the current Part 360 landfill permit. A modification to the permit to allow for this tonnage increase is currently being pursued. The active LCD landfill received 1,939 tons of LCD in 2016. All waste operations undertaken at the Landfill are done in accordance with NYSDEC Part 360 regulations and any special conditions set forth in the Operating Permit issued by the NYSDEC.

Solid waste generated at the Downtown Area Improvement Projects is collected either by the City’s DPW or by a licensed private hauler and carted to the Landfill.

#### 3.3.3.2 Potential Impacts

With the exception of the DLMUD, the Downtown Area Improvement Projects sites will remain in City ownership. These sites will be developed as parking lots, improved park and riverfront areas, and improved streetscapes and a farmers’ market. Solid waste will be accommodated on these sites through the provision of trash receptacles or other solid waste management practices and solid waste will be carted by the DPW to the Landfill.

At the DLMUD, a mixed-use development will be constructed including approximately 10,000 SF of commercial space and 115 residential units (comprised of 52 one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units) with rehabilitation of the existing PFCM building consisting of 3,400 SF commercial space. According to the Development Impact Assessment Handbook, Urban Land Institute, 1994, a residential use would generate  $0.00175 \pm$  tons per resident per day and a retail use would generate  $0.001 \pm$  tons of solid waste per retail employee per day. The Development Impact Assessment Handbook does not identify the solid waste generation rate for restaurants; using information from *Environmental Engineering, 4<sup>th</sup> Edition*, by Joseph A. Salvat, 1992, restaurants generate two pounds of solid waste per day per meal.

The “Who Moves into New York Housing-2015 Residential Demographic Multipliers” report by Econsult Solutions, November 2017, estimates 2.048 residents per multi-family unit in NYS. Table 18 identifies the number of new residents anticipated to occur as part of the DLMUD. As shown in Table 19, the proposed DLMUD would generate  $3.1 \pm$  tons of solid waste per day, or  $95.5 \pm$  tons per month.

**Table 18: New Residents – DLMUD**

Housing type	Number of Units	Residential Demographic Multiplier	Number of New Residents
Multi-Family Units	115	2.048	236

**Table 19: Estimated Solid Waste Generation – DLMUD**

Use	Unit	Proposed Development	Solid Waste
Apartment	Residential use: 0.00175± tons per resident per day	236 residents	0.413 Tons per Day
Commercial Space	Restaurant use: 2 lbs± per meal per day	3,690 SF restaurant customer area/15 SF = 246 seats <sup>1</sup>  11 meals per day per 246 Seats = 2,706 meals <sup>2</sup>  2,706 meals x 2lbs = 5,412 lbs per day or 2.706 tons per day	2.706 Tons per Day
	Retail use: 0.001± tons of solid waste per retail employee per day	7,250 retail SF/1,000 SF x 3 = 22 employees <sup>3</sup>  22 employees x 0.001 = 0.022 tons per day	0.022 Tons per Day
<b>Total</b>			3.1 Tons per Day 95.5 Tons per Month

<sup>1</sup> Assume 15 SF per seat per <https://smallbusiness.chron.com/calculate-seating-capacity-restaurant-39808.html>.

<sup>2</sup> Assume 4 meals per day for breakfast (3 hour duration at 45 minutes per meal); assume 2.667 meals per day for lunch (3 hour duration at 60 minutes per meal); assume 4 meals per day for dinner (6 hour duration at 90 minutes per meal). Therefore, for a total of 11 meals per day per seat multiplied times 246 seats the restaurant use is expected to generate 2,706 meals per day.

<sup>3</sup> The Development Impact Assessment Handbook, Urban Land Institute, 1994: a retail use employs an average of 3 persons per 1,000 SF.

The waste generated is assumed to be typical municipal solid waste, as well as recyclable materials. Recycling bins will be available on the project site and the practice of recycling materials will be required in order to reduce overall solid waste going to landfills.

The development will have designated garbage disposal areas on-site for residents to dispose of their household waste and recyclable materials. Separate areas will be designated for commercial uses. The licensed hauler will likely transport the waste/recyclables to the Clinton County Landfill.

Construction and demolition waste will be sorted so that materials can be salvaged as desired. Materials that are not salvageable will be transported off-site to the Clinton County Landfill.

### **3.3.3.3 Proposed Mitigation**

No significant adverse impacts related to solid waste will occur. Therefore, no mitigation measures are required.

### 3.4 Traffic and Transportation System

The City of Plattsburgh is undertaking revitalization efforts that will result in several Downtown Area Improvement Projects. The projects include improvements to parking, streetscapes and traffic configuration, riverfront and open space resources, and redevelopment projects. To better understand the implications of the various projects on traffic, several projects were considered as part of this Traffic Impact Study, as follows:

1. DLMUD – 13,400 SF of commercial space, 115 residential units, an 86-space surface parking lot in which 50 of the spaces will be made available for use by the public<sup>23</sup>, and a 35-space surface parking lot for tenants and customers. Private parking for 165 spaces will also be provided for the residential component.
2. DSRI – introduction of angled parking for net gain of 27 spaces; or potential of reconfiguration to one-way northbound with a net gain of approximately 43 parking spaces.
3. BSPI – addition of approximately 6 on-street parking spaces adjacent to DLMUD.
4. APMPP – removal of existing bank for approximately 109 new public parking spaces and abandonment of Division Street.
5. Broad Street Parking Lot – expansion of public parking lot to add approximately 22 spaces.

In addition, Clinton County, in response to its need to provide additional off-street parking for visitors, jurors, and employees resulting from the City's resumed enforcement of its on-street parking regulations in January of 2019, is pursuing both a reconfiguration of its Oak Street Parking Lot and a reconfiguration and expansion of its Government Center Parking Lot. These projects have been undertaken by Clinton County and are not part of the Downtown Area Improvement Projects. Subsequent to adoption of a SEQRA Negative Declaration by the County Legislature as Lead Agency, the City entered into a cooperative agreement with Clinton County that will result in additional public parking being made available on the County's Government Center Parking Lot in exchange for both a financial contribution from the City towards completion of that lot's reconfiguration and expansion, and the enforcement of agreed upon regulations within that lot by City personnel.

This Traffic Impact Study, which is included in its entirety in Appendix C, assesses and compares existing traffic conditions to anticipated traffic conditions upon completion of the proposed projects. The majority of the parking capacity intended to replace the capacity of the DSMPL will be ready for use prior to commencement of the DLMUD project. The City is also proposing a temporary liberalization of on-street parking regulations on selected downtown streets during construction of the DLMUD, DSRI, and BSPI to compensate for the parking capacity that will not be available for use until those projects have been completed. A considerable surplus of unused, on-street, downtown parking capacity during peak parking utilization periods has been observed and documented by the City. This on-street parking surplus is more than sufficient to compensate for the capacity that will not be made available until after completion of the DLMUD, DSRI, and BSPI. All the parking projects are anticipated to be operational by 2022.

#### 3.4.1 Existing Conditions

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<sup>23</sup> The Development Agreement between Prime and the City stipulates that no less than 30 spaces must be made available for use by the public. The DLMUD is anticipated to feature approximately 50 spaces to be made available for use by the public.



To assess and compare existing traffic conditions to anticipated traffic conditions, seven intersections surrounding the project area were reviewed and analyzed to determine the potential for traffic impacts that may result from the proposed projects. Traffic volumes at the existing seven locations were documented with turning movement counts during three weekday peak periods: AM, Midday, and PM. These time frames, as well as the intersections studied, were chosen in conjunction with the City of Plattsburgh.

This traffic study follows standard engineering principles and practices and examines the potential traffic impacts associated with the proposed projects. The following tasks were performed for this study:

- Collected intersection manual turning-movement vehicle counts on a typical weekday for the Weekday AM, Midday, and PM peak hours at seven intersections;
- Contacted the City to determine if other projects are in the area which may affect traffic flows in the area;
- Obtained historical traffic volume data for area roadways from the NYSDOT website, and applied a representative growth rate to the Existing conditions to establish Horizon Year conditions to determine "No-Build" conditions;
- Conducted a trip generation analysis for the proposed projects;
- Assigned the project generated trips to the roadway system;
- Added the project generated trips to the "No-Build" conditions to establish the "Build" condition traffic volumes;
- Conducted intersection capacity analyses for the "Existing", "No-Build," and "Build" conditions during the Weekday AM, Midday, and PM peak hours to evaluate existing and future operating conditions; and
- Reviewed the available accident data for the most recent three years at the study intersections.

Traffic analyses were conducted for two future roadway scenarios: Durkee Street remaining as two-way, and Durkee Street reconfigured into one-way travel in the northbound direction.

The project area is shown in Figure 25 and is bounded by Bridge Street on the north, Broad Street on the south; Margaret Street on the west, and Peru Street on the east.

#### *Study Intersections*

Seven intersections were studied in detail to assess the potential traffic impacts of the projects:

- Margaret Street and Bridge Street
  - This is an unsignalized three-way intersection with Stop sign control on the Bridge Street approach. Bridge Street is one-way westbound into the intersection and has separate left-and right-turn lanes.
- Margaret Street and Brinkerhoff Street
  - This is a signalized three-way intersection. There are no turn lanes at the intersection.
- Margaret Street and Broad Street/Pine Street
  - This is a signalized four-way intersection. The eastbound approach of Broad Street includes a left-turn lane. There are no turn lanes on the other approaches.
- Durkee Street and Bridge Street

- This four-way intersection operates under all-way Stop sign control. The west leg is one-way westbound away from the intersection. The westbound approach includes a separate right-turn lane.
- Durkee Street and Broad Street
  - This four-way intersection operates under Stop sign control on the Durkee Street approaches. The southbound approach of Durkee Street includes a separate left-turn lane.
- Peru Street and Bridge Street/Green Street
  - This is a signalized four-way intersection with Green Street slightly offset from Peru Street. Turn lanes are included on the Bridge Street approaches as well as the Durkee Street approach.
- Peru Street and Broad Street/Hamilton Street
  - Peru Street at Broad Street and at Hamilton Street are signalized intersections offset by about 100 feet. The two intersections operate under a single signal controller. Turn lanes are on the eastbound Broad Street approach and the northbound Peru Street approach.

#### *Pedestrian Facilities*

Sidewalks are provided throughout this downtown study area. Crosswalks and pedestrian signal indications at the signalized intersections also exist throughout the area. Mid-block crosswalks are provided on Durkee Street and Bridge Street. A walkway exists along the western bank of the Saranac River between Broad Street and Bridge Street and continues into MacDonough Park.

#### *Transit Availability*

CCPT is the local public transit system in Plattsburgh. Most regular transit routes have a stop at the Government Center on Cornelia Street (north and adjacent to the study area) and some routes travel along Durkee Street, including the Express Shuttle, Keeseville au Sable, CCC Seasonal, South Connector and Uptown Downtown routes. The Express Shuttle and Uptown Downtown routes have flag stops on Durkee Street.

#### *Crash Data*

Plattsburgh Police Department provided crash data for the study intersections for the latest 3-year period ending August 21, 2019. The data revealed 28 crashes at the seven study intersections:

- a. Margaret Street at Bridge Street – 1
- b. Margaret Street at Brinkerhoff Street – 4
- c. Margaret Street at Broad Street/Pine Street – 10
- d. Durkee Street at Bridge Street – 2
- e. Durkee Street at Broad Street – 3
- f. Peru Street at Bridge Street – 3
- g. Peru Street at Broad Street – 5

A review of the actual police reports for the 10 crashes at Margaret Street and Broad Street was performed to determine if there were certain types of crashes or patterns of crashes. The reports indicate that none of the crashes involved personal injury and all 10 were property damage only crashes; there were no fatalities. Four were rear-end crashes, 2 right-angle; and 1 each of rear-end, sideswipe, backing, and hitting a fixed object. There was no discernable pattern to the crashes.

#### *Field Data*

Typically, the busiest periods of traffic activity on the roadway network under consideration near the project area are during the weekday morning, midday, and evening commuter periods. To develop baseline data for the peak commute hours, turning movement counts were collected at the seven intersections on Tuesday and Wednesday, September 10 and 11, 2019 from 6:00 AM to 9:00 AM, 11:30 AM to 2:30 PM, and from 3:00 PM to 6:00 PM.

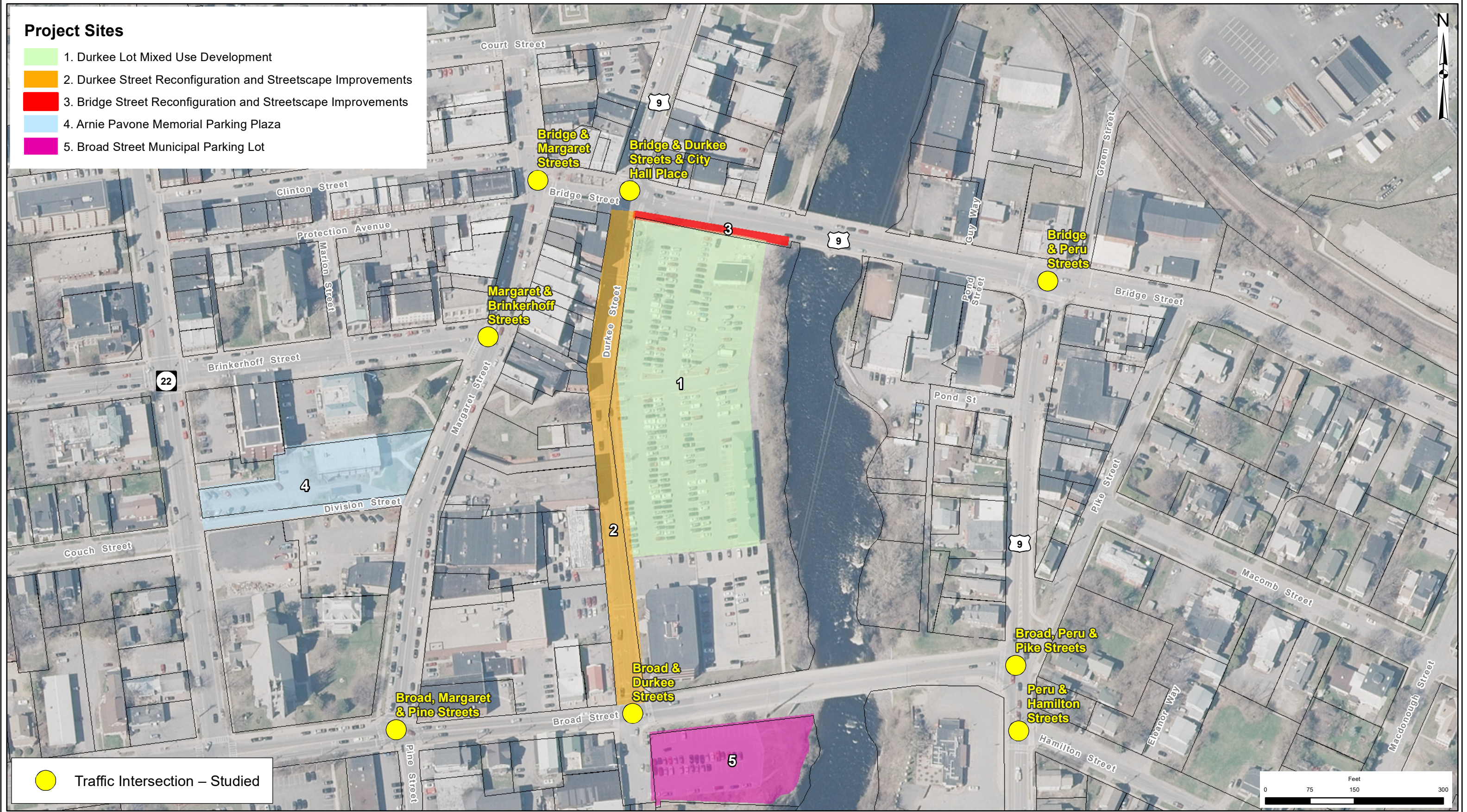
A review of the traffic data revealed the peak hours of traffic activity in the project area to generally be:

- AM Peak Hour 7:30 AM to 8:30 AM.
- Midday Peak Hour 12:15 PM to 1:15 PM.
- PM Peak Hour 3:45 PM to 4:45 PM.

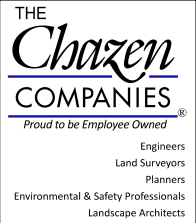
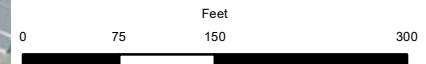
The 2019 existing peak hour traffic volumes are shown on Figures 26, 27, and 28 for the AM, Midday, and PM peak hours, respectively. The traffic count data is included in the full Traffic Impact Study provided in Appendix C.

**Project Sites**

- 1. Durkee Lot Mixed Use Development
- 2. Durkee Street Reconfiguration and Streetscape Improvements
- 3. Bridge Street Reconfiguration and Streetscape Improvements
- 4. Arnie Pavone Memorial Parking Plaza
- 5. Broad Street Municipal Parking Lot



Traffic Intersection – Studied



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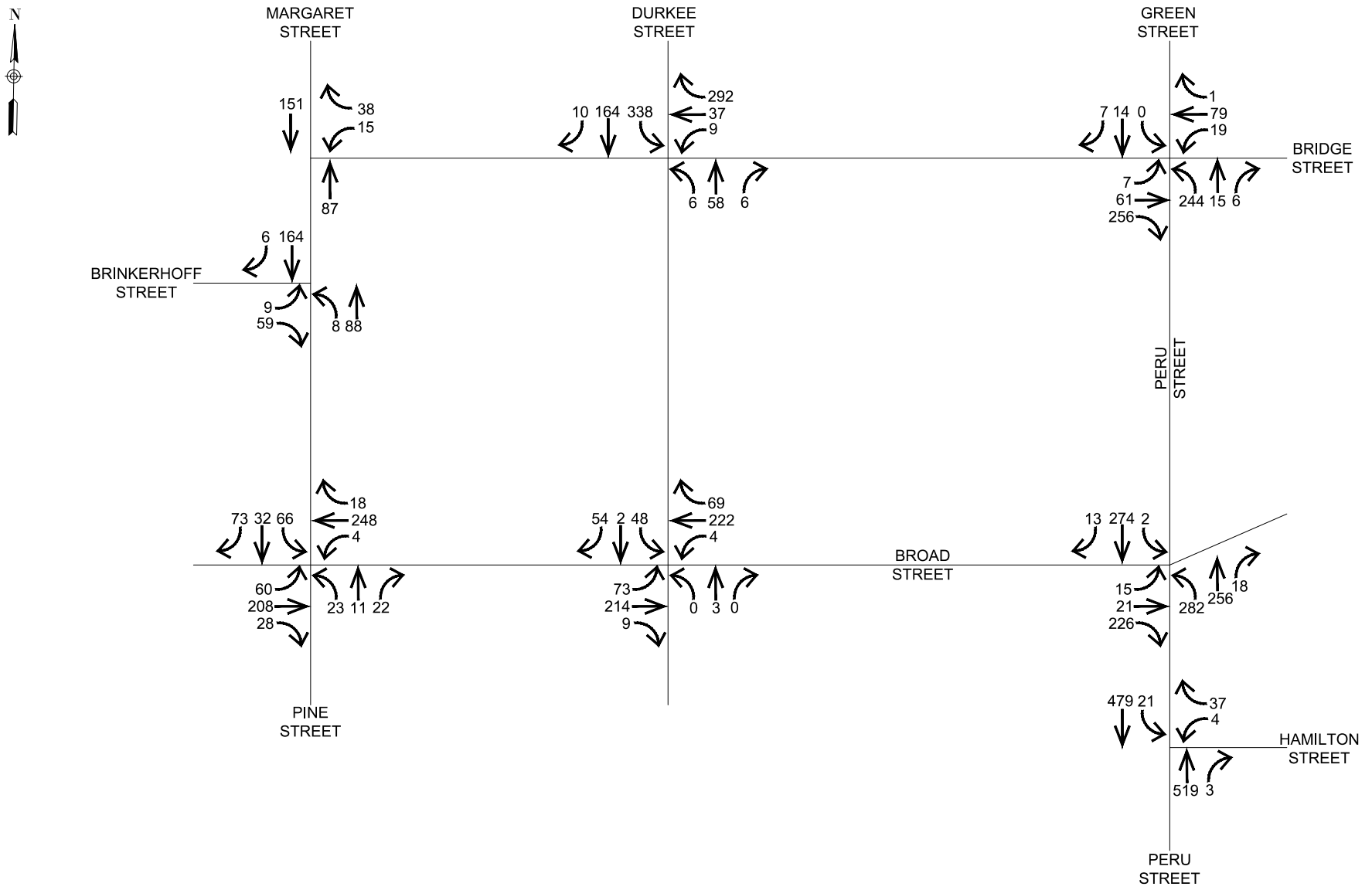
Source: NYS ITS GIS Program Office; Statewide Parcel Map Program 2018, Statewide Orthoimagery Program 2014, Road Centerline Data 2018

**Downtown Area Improvement Projects**

**Study Intersection Locations**

City of Plattsburgh - Clinton County, New York

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Scale:	1 inch = 150 feet
Project:	91922.00
Figure:	25



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**CITY OF PLATTSBURGH GEIS**

**2019 AM EXISTING INTERSECTION VOLUMES**

CITY OF PLATTSBURGH, CLINTON COUNTY

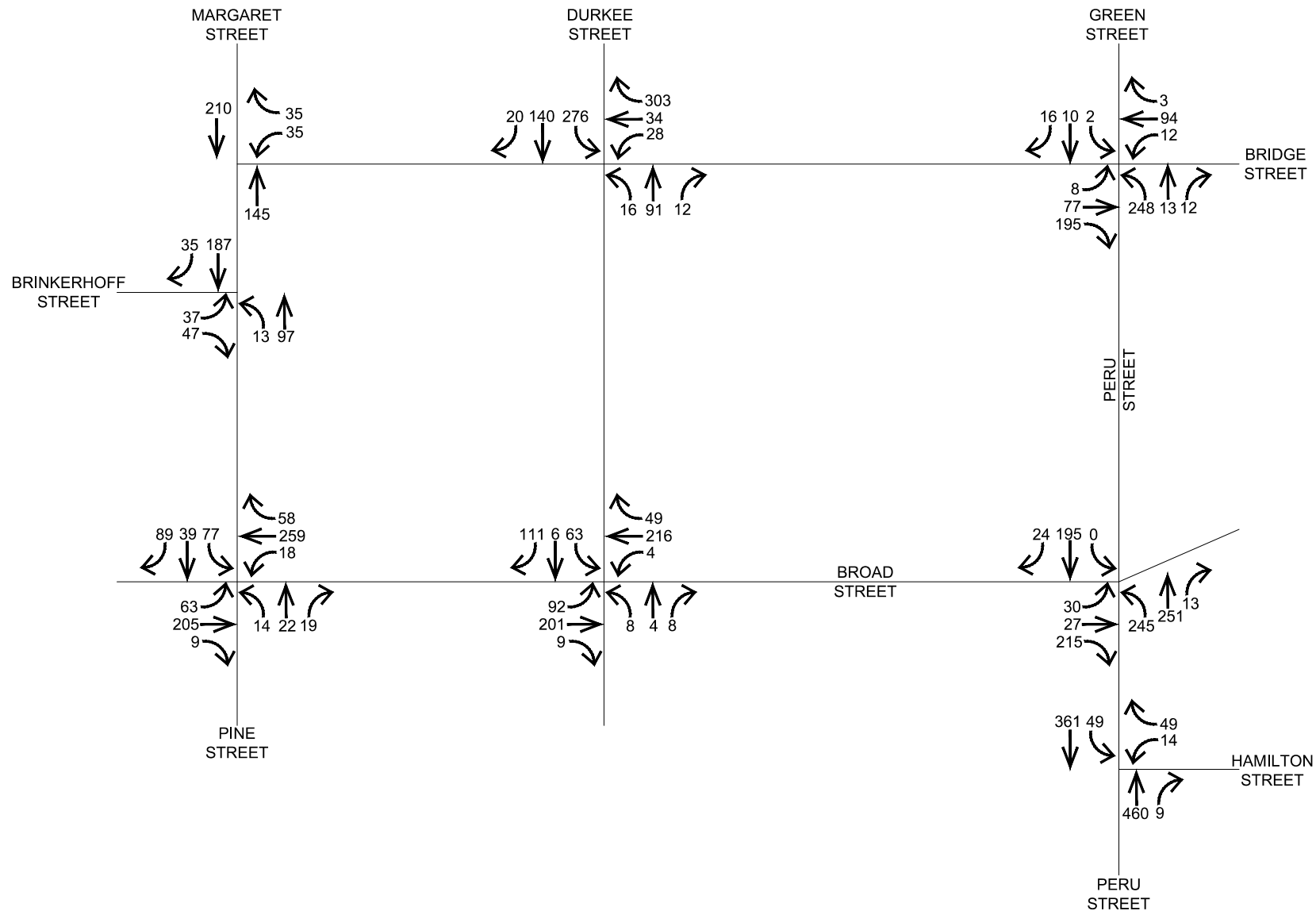
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project no.	91922.01
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sheet no.	<b>FIG. 26</b>
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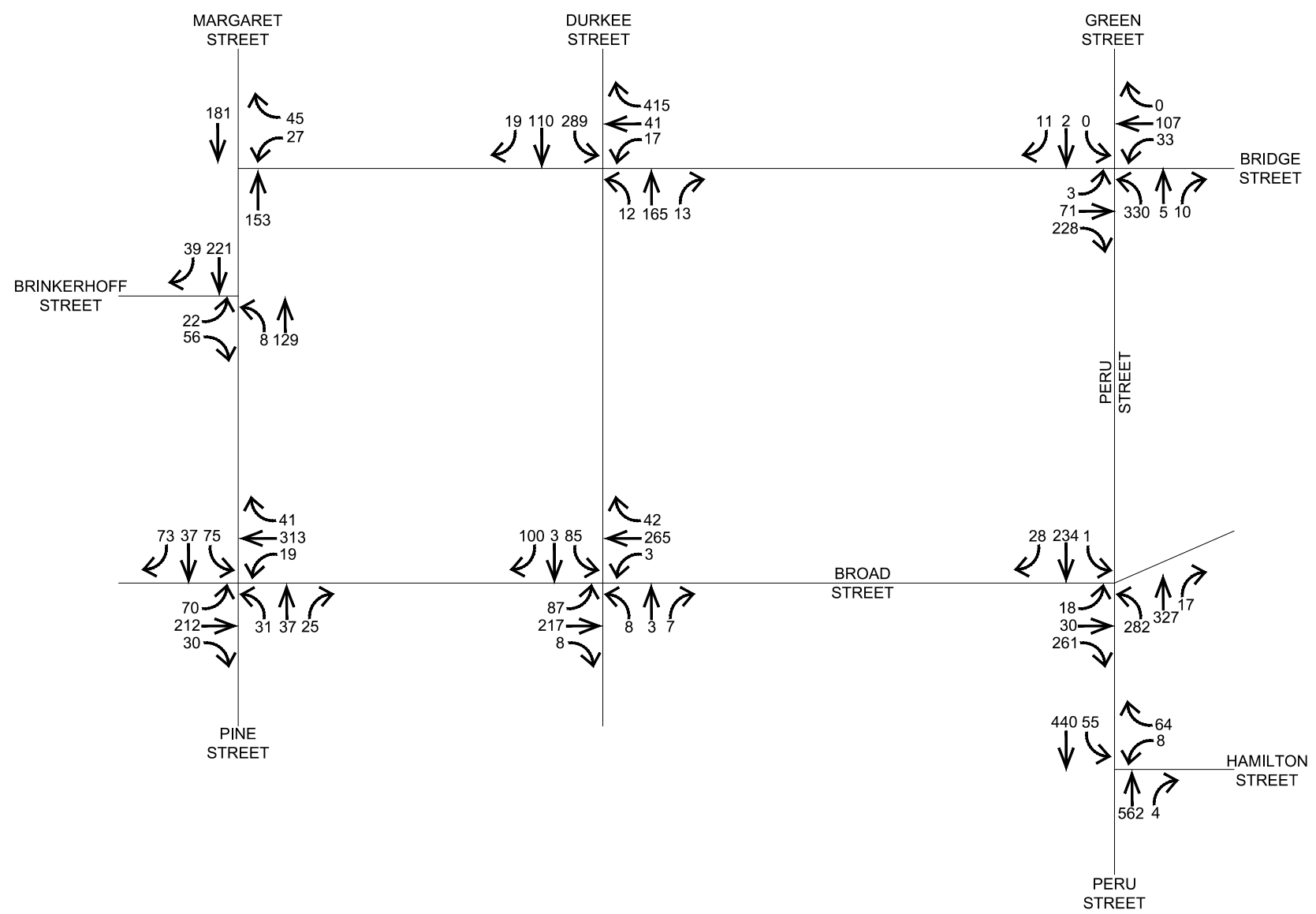
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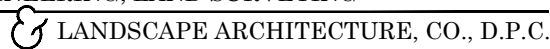
**CITY OF PLATTSBURGH GEIS**  
**2019 MIDDAY EXISTING**  
**INTERSECTION**  
**VOLUMES**

CITY OF PLATTSBURGH, CLINTON COUNTY

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**2019 PM EXISTING INTERSECTION VOLUMES**

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**FIG. 28**

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### Capacity Analyses Procedures

Traffic impacts are measured by intersection capacity analyses, computed in accordance with procedures outlined in the Sixth Edition of the Highway Capacity Manual (HCM), published by the Transportation Research Board. In general, analyses' results are a measure of the ability of an intersection to process vehicles. This is evaluated for each approach to the intersection as well as for the entire intersection. The analyses' results are identified as Levels of Service (LOS) which range from "A" through "F," with LOS "A" representing the least delays and LOS "F" representing longer delays or capacity deficient operations.

According to generally accepted practice, LOS "A," "B" and "C" reflect clearly acceptable conditions, LOS "D" reflects the existence of delays within a generally tolerable range, LOS "E" is generally only tolerated on minor movements and LOS "F" indicates typically undesirable delays often associated with breakdown conditions.

The parameters considered in the calculations include: the type of intersection control, the volumes on each approach, the distribution of vehicles by direction (left, through and right) and other factors including vehicle types, pedestrian movements and parking constraints. Roadway parameters relate to the geometry of the intersection, specifically, the number of lanes, the widths of lanes and lane-use considerations.

The computed LOS is defined in terms of the average control delay per vehicle for the peak 15-minute period within the peak one-hour period. Control delay includes initial deceleration delay, queue move-up time, stopped delay, and final acceleration delay. For signalized intersections, capital letters are used in this study to indicate the Levels-of-Service. The range of delay within each signalized LOS category are:

LEVEL OF SERVICE	STOPPED DELAY PER VEHICLE (Seconds)
A	Less than or equal to 10.0
B	Between 10.1 and 20.0
C	Between 20.1 and 35.0
D	Between 35.1 and 55.0
E	Between 55.1 and 80.0
F	Greater than 80.0

For unsignalized intersections, LOS and delay are reported for the individual lane groups in that they provide a more meaningful representation of operating conditions than the overall intersection LOS and delay. Lower-case letters are used in this study to identify that the analysis refers to unsignalized intersections. The ranges of delay within each unsignalized LOS category are as follows:

LEVEL OF SERVICE	STOPPED DELAY PER VEHICLE (Seconds)
a	Less than or equal to 10.0
b	Between 10.1 and 15.0
c	Between 15.1 and 25.0
d	Between 25.1 and 35.0
e	Between 35.1 and 50.0
f	Greater than 50.0



These delay ranges for the unsignalized LOS categories are less than those at signalized intersections because it is assumed that motorists will tolerate longer delays at a signalized intersection in exchange for guaranteed entry into the intersection in a definite period of time.

#### *Existing Traffic Operating Conditions*

The existing traffic volumes were compared with current roadway capacities using the Synchro, Version 10 software. The capacity analysis results for the Existing Conditions are summarized in Table 20. Printouts of the analyses are included in the full Traffic Impact Study provided in Appendix C.

Table 20 indicates that all movements are operating at LOS "D" or better except for the southbound movement on Durkee Street at Bridge Street with LOS "e" conditions in the AM peak hour, and the eastbound right-turn movement on Broad Street at Peru Street with LOS "F" conditions in the three peak hours.

#### *No-Build Traffic Volumes*

In determining future traffic volumes, existing traffic volumes are projected forward to the Build-out Year using a generalized growth factor and accounting for other projects in the area. It is anticipated that the projects will be completed by 2022.

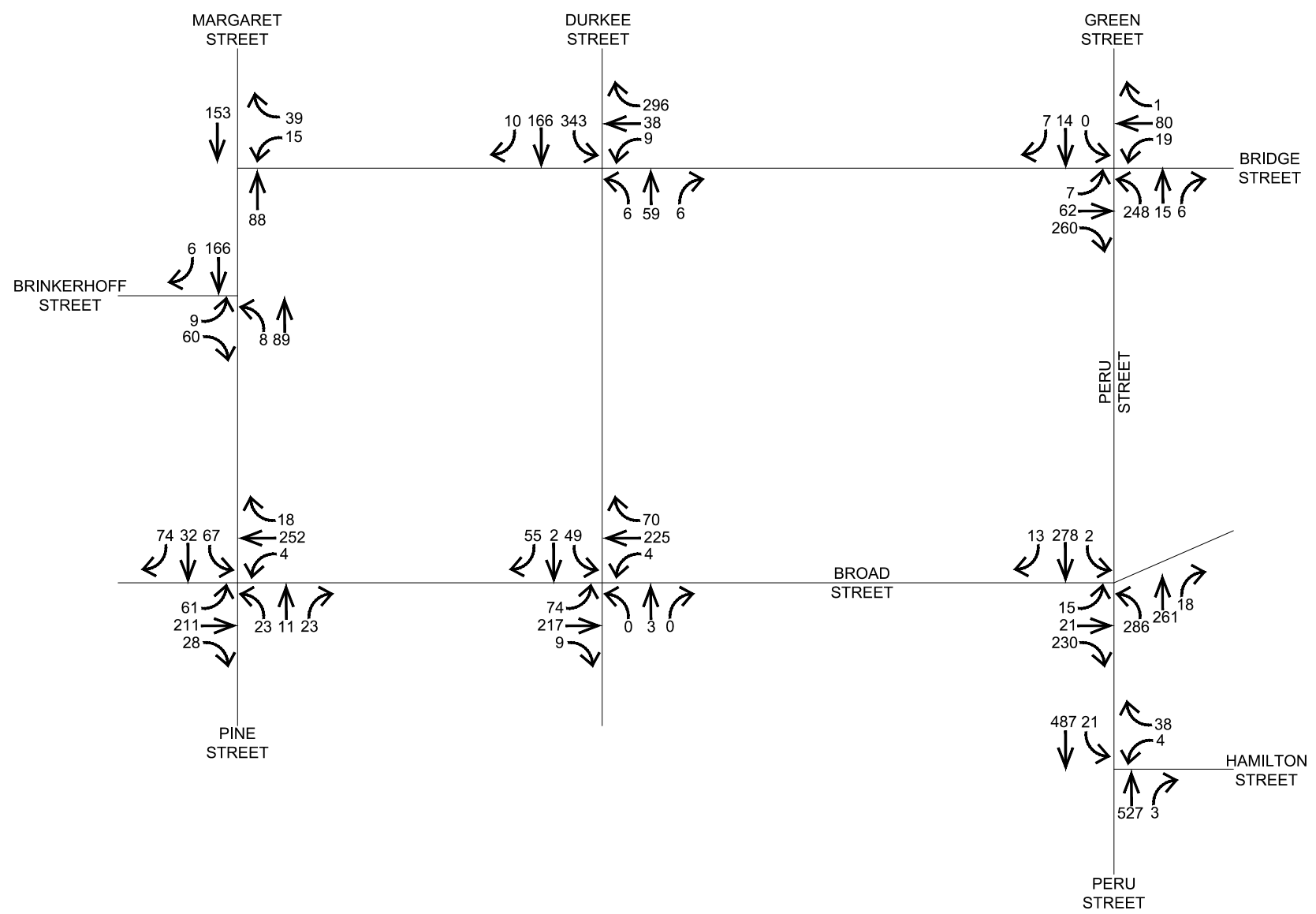
Based on available historical volume data from NYSDOT databases, traffic volumes have decreased over the past few years. However, to be conservative, a general growth rate of 0.5% per year was used for the No-Build conditions. There are no other developments of significance that are planned, approved, or pending approval near the project area which may generate traffic through the study area.

The No-Build volumes represent future traffic operating conditions without the proposed projects and are a benchmark against which potential project-related traffic impacts can be measured. The 2022 No-Build traffic volumes are shown on Figures 29, 30, and 31.

**Table 20: Level of Service, Existing Conditions**

Intersection	Approach <sup>1</sup>	AM Peak	Midday Peak	PM Peak
Margaret St at Bridge St	WB l	b <sup>2</sup> /10.9 <sup>3</sup>	b/11.9	b/11.8
	WB r	a/9.2	a/9.5	a/9.5
Margaret St at Brinkerhoff St	EB l/r	A/8.5	B/11.5	B/10.1
	NB l/t	A/7.1	A/6.7	A/6.5
	SB t/r	A/7.8	A/6.7	A/6.7
	Overall <sup>4</sup>	A/7.7	A/7.6	A/7.2
Margaret St at Broad St	EB l	D/41.5	C/29.3	C/33.5
	EB t/r	C/26.7	C/22.2	C/22.2
	WB l/t/r	C/29.4	C/27.5	C/29.2
	NB l/t/r	B/10.4	B/10.4	B/12.0
	SB l/t/r	B/15.6	B/11.8	B/12.5
	Overall	C/25.2	C/21.5	C/22.9
Durkee St at Bridge St	WB l/t	b/10.1	a/9.8	b/10.1
	WB r	c/16.3	b/12.7	c/20.4
	NB t/r	b/10.2	a/9.9	b/12.2
	SB l/t	e/46.8	c/18.1	c/21.6
Durkee St at Broad St	EB l	a/8.4	a/8.1	a/8.1
	WB l	a/8.0	a/7.7	a/7.8
	NB l/t/r	c/20.8	c/15.9	c/16.3
	SB l	c/24.9	c/19.8	c/21.1
	SB t/r	b/11.6	b/11.2	b/11.1
Peru St at Bridge St	EB l/t	B/17.3	B/17.2	B/17.0
	EB r	A/0.9	A/1.0	A/1.0
	WB l	B/17.3	B/17.2	B/17.2
	WB t/r	B/17.1	B/17.0	B/17.4
	NB l/t	B/18.9	B/16.2	B/19.0
	NB r	A/0.0	A/0.1	A/0.0
	SB l/t/r	B/10.7	A/8.9	A/8.5
	Overall	B/11.6	B/11.6	B/13.0
Peru St at Broad St/Hamilton St	EB l	D/52.3	D/52.2	D/52.1
	EB t/r	F/82.7	F/86.7	F/91.5
	WB l/t/r	C/22.7	C/27.0	C/22.2
	NB l	A/6.7	A/4.9	A/5.4
	NB t/r	B/11.3	B/10.5	B/11.7
	SB l/t/r	C/30.9	C/25.0	C/27.4
	Overall	C/27.8	C/28.3	C/29.9

Notes: 1. EB = Eastbound, WB = Westbound, NB = Northbound, SB = Southbound, l = left, t = thru, r = right. 2. LOS = Level of Service. Uppercase letters represent LOS for signalized intersections. Lowercase letters represent levels-of-service for unsignalized intersections. 3. Delays are the average for each lane group in seconds per vehicle. For signalized intersections, the average delay per vehicle for the entire intersection is also included. For unsignalized intersections, the value represents the average delay per vehicle for the lane group experiencing the greatest delays. 4. Overall = the weighted average delay of all movements and the corresponding LOS.



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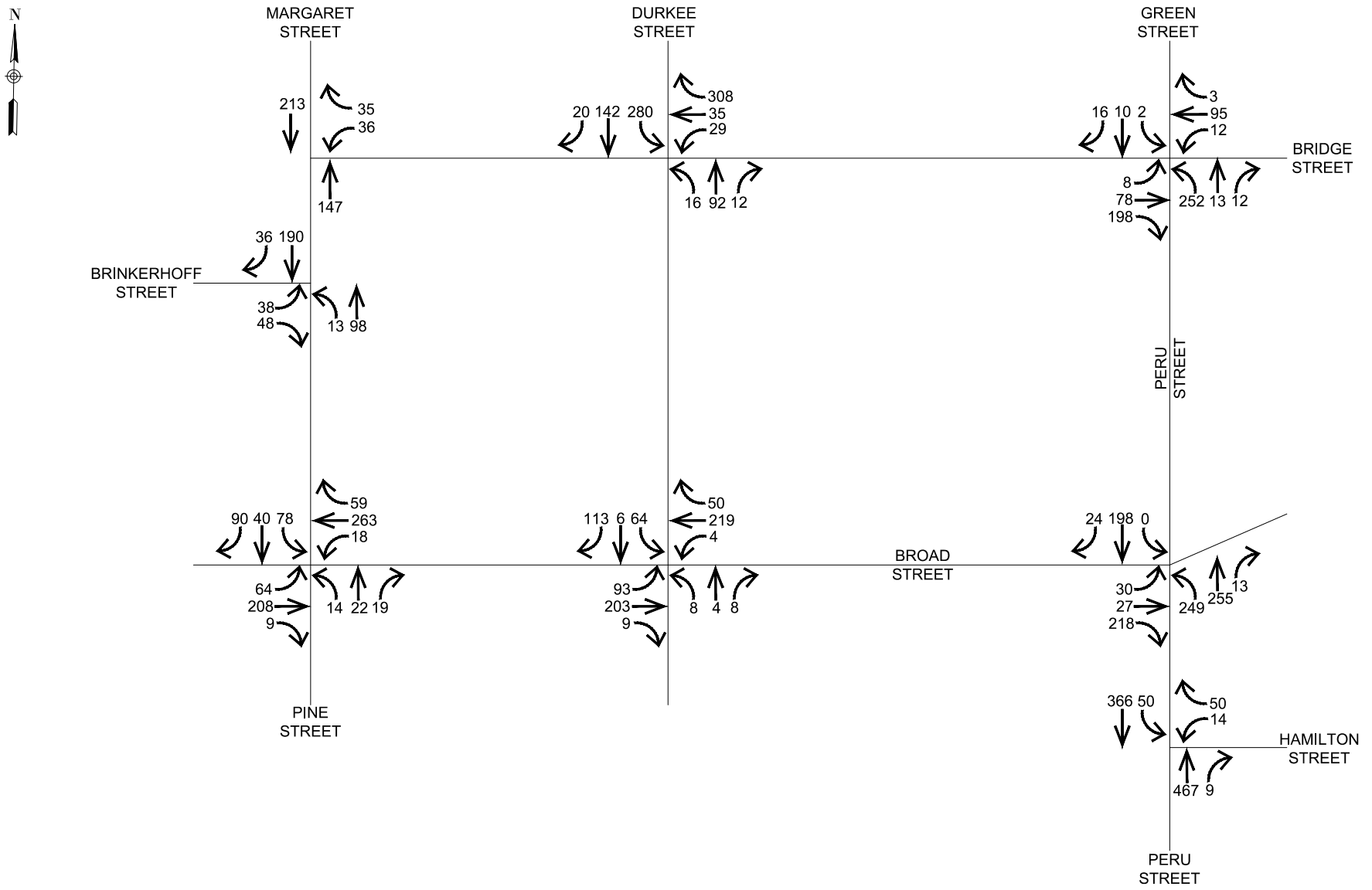
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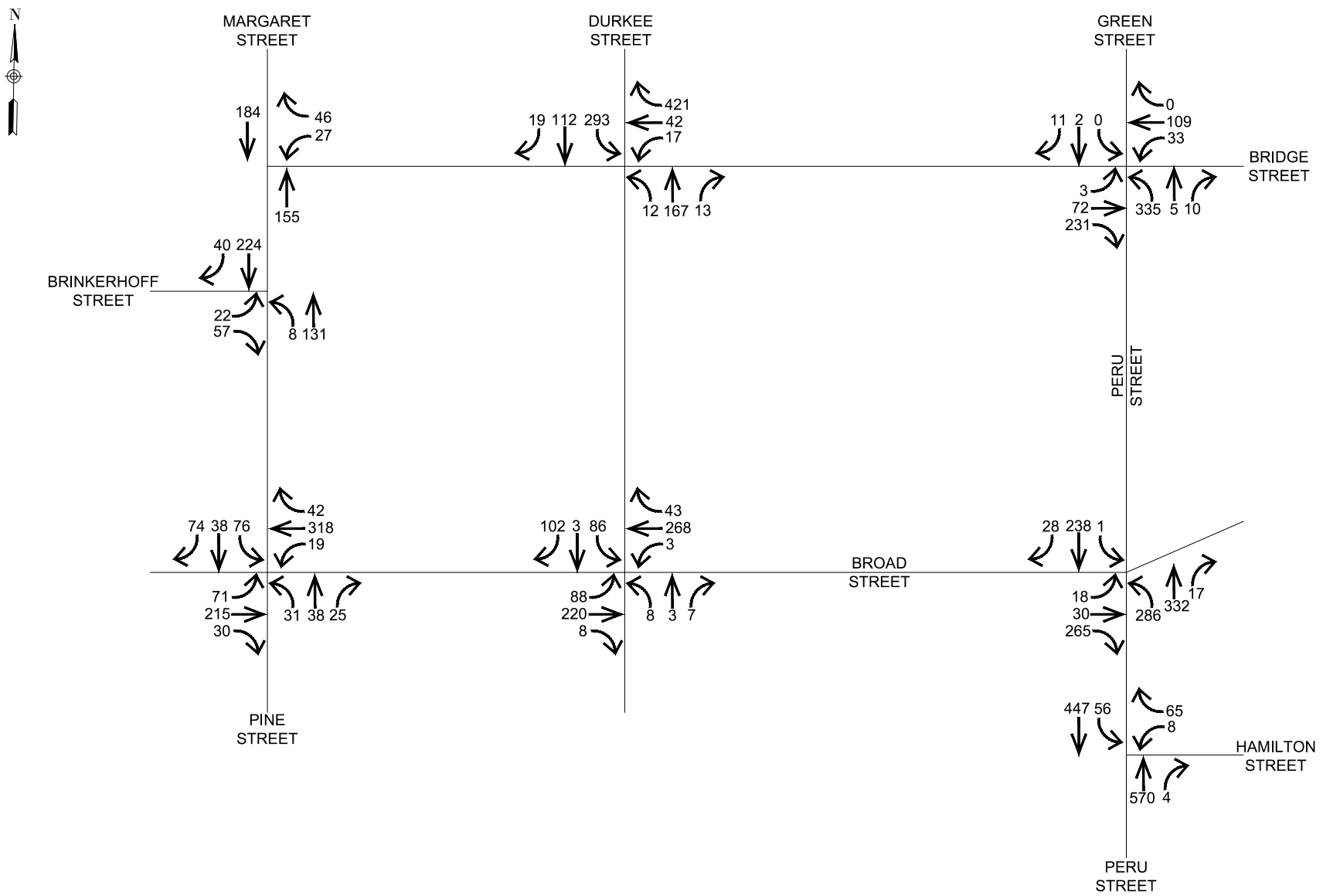
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**CITY OF PLATTSBURGH GEIS  
2022 MIDDAY NO-BUILD  
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VOLUMES**

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**CITY OF PLATTSBURGH GEIS**

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CITY OF PLATTSBURGH, CLINTON COUNTY

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**No-Build Capacity Analysis Results**

The results of the analysis for the 2022 No-build conditions are summarized in Table 21.

**Table 21: Level of Service, 2022 No-Build Conditions**

Intersection	Approach <sup>1</sup>	AM Peak	Midday Peak	PM Peak
Margaret St at Bridge St	WB l	b/11.1	b/12.7	b/11.9
	WB r	a/9.3	a/9.7	a/9.5
Margaret St at Brinkerhoff St	EB l/r	A/8.5	B/11.4	B/10.1
	NB l/t	A/7.1	A/6.7	A/6.6
	SB t/r	A/7.8	A/6.7	A/6.7
	Overall <sup>4</sup>	A/7.7	A/7.7	A/7.2
Margaret St at Broad St	EB l	D/41.6	C/30.0	C/34.4
	EB t/r	C/26.6	C/22.2	C/22.3
	WB l/t/r	C/29.3	C/27.7	C/29.5
	NB l/t/r	B/10.4	B/10.5	B/12.1
	SB l/t/r	B/15.8	B/11.9	B/12.6
	Overall	C/25.2	C/21.7	C/23.1
Durkee St at Bridge St	WB l/t	b/10.2	a/9.9	b/10.2
	WB r	c/16.7	b/13.0	c/21.1
	NB t/r	b/10.3	b/10.0	b/12.3
	SB l/t	f/50.6	c/18.7	c/22.5
Durkee St at Broad St	EB l	a/8.4	a/8.1	a/8.1
	WB l	a/8.0	a/7.7	a/7.8
	NB l/t/r	c/21.1	c/16.1	c/16.5
	SB l	d/25.5	c/20.0	c/21.5
	SB t/r	b/11.7	b/11.2	b/11.1
Peru St at Bridge St	EB l/t	B/17.3	B/17.3	B/17.0
	EB r	A/0.9	A/1.0	A/1.0
	WB l	B/17.3	B/17.2	B/17.2
	WB t/r	B/17.2	B/17.1	B/17.5
	NB l/t	B/19.1	B/16.4	B/19.2
	NB r	A/0.0	A/0.1	A/0.0
	SB l/t/r	B/10.7	A/8.9	A/8.5
	Overall	B/11.7	B/11.7	B/13.1
Peru St at Broad St/Hamilton St	EB l	D/52.3	D/52.3	D/52.1
	EB t/r	F/82.4	F/86.8	F/91.3
	WB l/t/r	C/22.4	C/26.7	C/22.0
	NB l	A/7.0	A/4.9	A/5.5
	NB t/r	B/11.4	B/10.6	B/11.7
	SB l/t/r	C/31.1	C/25.1	C/27.6
	Overall	C/28.2	C/28.5	C/30.1

Table 21 shows that the southbound movement of Durkee Street at Bridge Street experiences a drop in LOS from “E” to “F” conditions in the AM peak hour. Printouts of the analyses are also included in the full Traffic Impact Study provided in Appendix C.

### 3.4.2 Potential Impacts

Based on the analyses contained in this study, the proposed Downtown Area Improvement Projects will not have a significant adverse impact on traffic operating conditions on the roadway system.

#### Project-Generated Traffic Volumes

Traffic expected to be generated by the proposed projects was determined as follows:

1. DLMUD – The DLMUD will displace the existing DSMPL; therefore, before adding the trips for this development the volumes from the existing lot were estimated and removed from the roadway network to develop 2022 No-build volumes without the existing DSMPL. Figure C1 in the Traffic Impact Study appendix (Appendix C) shows the DSMPL volumes and Figures C2 through C4 show the No-build volumes without the existing DSMPL. These No-build volumes serve as the base network that proposed improvement projects are added to determine the potential for future impacts.

A Trip Generation Assessment was prepared for the DLMUD based on the proposed project’s 115 residential units, 7,250 SF of retail use, 6,150 SF of restaurant use, and 50 parking spaces to be made available for use by the public. Table 22 presents the trip generation estimates for this analysis. It is noted that no credits were taken for transit trips, pass-by trips, or internal trips.

**Table 22: DLMUD Generated Trips**

Component	Land Use Code	AM Peak Hour			Midday Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total	In	Out	Total
Retail 7,250 SF	820	12	10	22	18	15	33	15	15	30
Restaurant 6,150 SF	932	49	37	86	72	72	144	56	51	107
Residential 115 units	220	18	46	64	32	38	70	45	32	77
Parking to be Made Available for Use by Public 50 Spaces <sup>24</sup>	90	18	4	22	25	25	50	7	21	28
<b>Total New Trips</b>		<b>97</b>	<b>97</b>	<b>194</b>	<b>147</b>	<b>150</b>	<b>297</b>	<b>123</b>	<b>119</b>	<b>242</b>

<sup>24</sup> The Development Agreement between Prime and the City stipulates that no less than 30 spaces must be made available for use by the public. The DLMUD is anticipated to feature approximately 50 spaces to be made available for use by the public

The retail Midday trips were calculated using hourly distribution tables in the ITE publication, *Trip Generation, 10<sup>th</sup> Edition*. Hourly distribution tables are not available for the residential and parking uses so the Midday trips were calculated using an average of the AM and PM trips. Figures C5 – C7 in the Traffic Impact Study appendix (Appendix C) show the trip assignments for this development with Durkee Street remaining as two-way. Figures C13 – C15 in the Traffic Impact Study appendix (Appendix C) show the trip assignments with Durkee Street changed to one-way northbound.

2. DRSI – The Durkee Street reconfiguration will add 27 on-street parking spaces with Durkee Street remaining as two-way. For trip generation purposes it is assumed that these spaces would generate 20 new trips in the peak hours. As a one-way street, 43 on-street parking spaces would be added and it was assumed that 32 new trips would be generated during the peak hours.
3. BSPI – Six parking spaces will be added to Bridge Street with this improvement project. It is assumed that 4 new trips will be added during the peak hours.
4. Broad Street Parking Lot – Expansion of this lot will add 22 parking spaces. It is assumed that 12 new trips will be added during the peak hours.

Figures C8 in the Traffic Impact Study appendix (Appendix C) shows the trip assignments for the DRSI, Bridge Street, and Broad Street projects with Durkee Street as two-way. Figure C16 shows the trip assignments with Durkee Street as one-way northbound.

5. APMPP – this project replaces the existing bank and its 32 parking spaces for a new, approximately 109-space public parking lot. Division Street will be abandoned with this project. Table 23 presents the trip generation estimates for this lot.

**Table 23: APMPP Generated Trips**

Component	Land Use Code	AM Peak Hour			Midday Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total	In	Out	Total
Public Parking 109 Spaces	90	39	9	48	27	27	54	15	45	60

Two full-access driveways will be provided on Margaret Street with a one-way exit provided to Oak Street. Figure C9 in the Traffic Impact Study appendix (Appendix C) shows the trip assignments.

The APMPP will comply with zoning and will undergo future coordination with applicable City Boards and Commissions to ensure consistency with applicable public policy. Division Street will be abandoned as part of the proposed project in compliance with City Code Chapter 295, Article V, Streets and Sidewalks: Abandonments of Streets, Alleys and Rights-of-Way, which includes grounds for abandonment in Section 295-33:

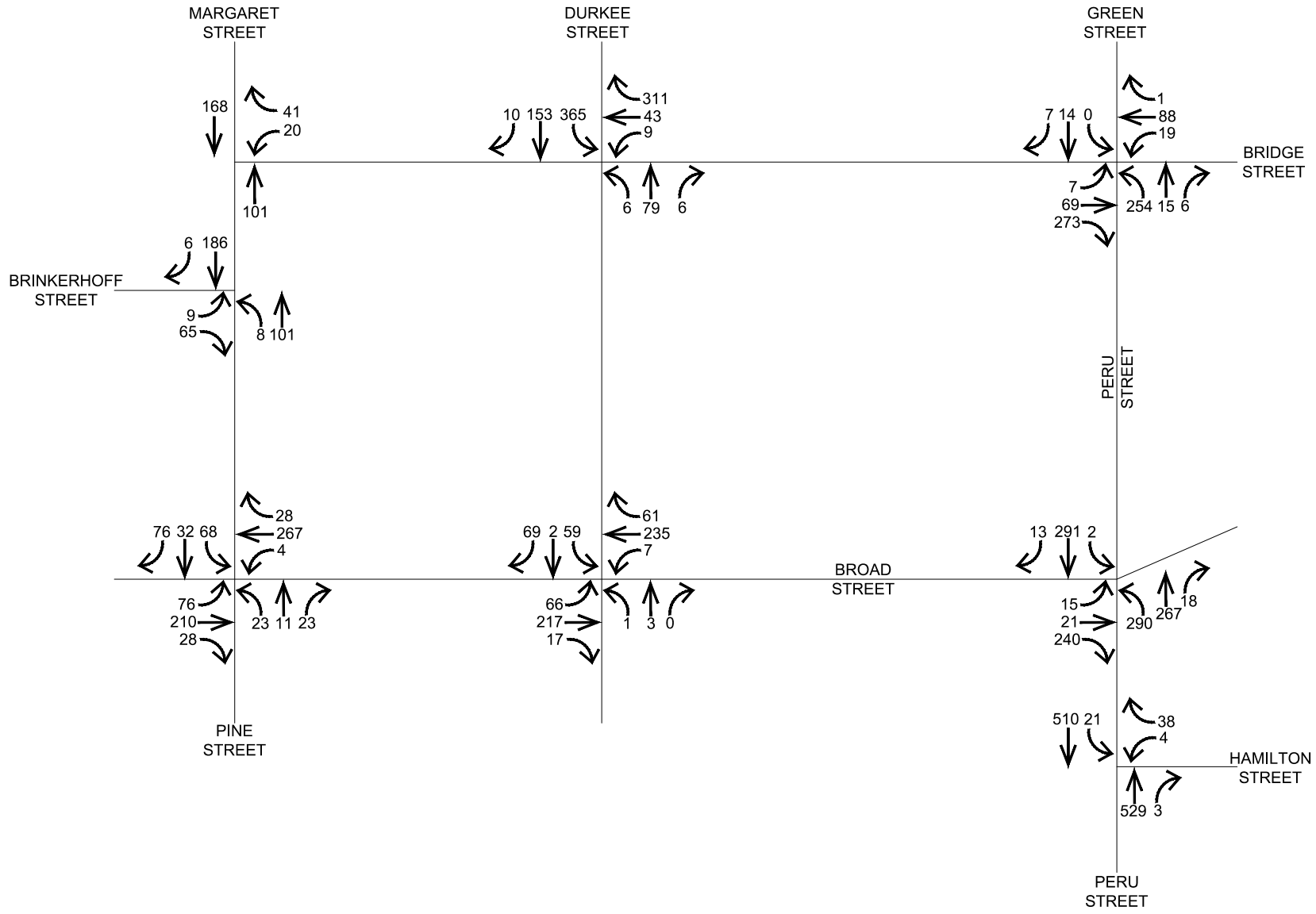
Per Section 295-33, the City of Plattsburgh's right, title, and interest in a street, alley, or right-of-way may be abandoned, if, "the street, alley, or right-of-way provides access only to a single lot or parcel of land; and "the City Planner advises, and the Common Council concurs and finds, that such street, alley, or right-of-way is not likely to be needed for a public purpose, including access, now or at any



time in the foreseeable future.” The former bank building is proposed to be demolished and replaced with parking to be accessed directly from Margaret Street. Therefore, the only parcel of land to which Division Street will provide access is the Community Bank lot. Furthermore, the completed APMPP will feature an exit from the Community Bank lot into the APMPP to allow for continued egress from the Community Bank lot to either Margaret Street or Oak Street. During construction of the APMPP, a mode of egress from the Community Bank lot to either Margaret Street or Oak Street will be maintained.

#### *Build Traffic Volumes*

The “Build” traffic volumes are the sum of the project generated traffic volumes and the No-Build without the existing DSMPL traffic volumes. The Build traffic volumes for the study intersections are shown on Figures 32, 33, and 34 for Durkee Street as two-way, and Figures 35, 36, and 37 for Durkee Street as one-way.



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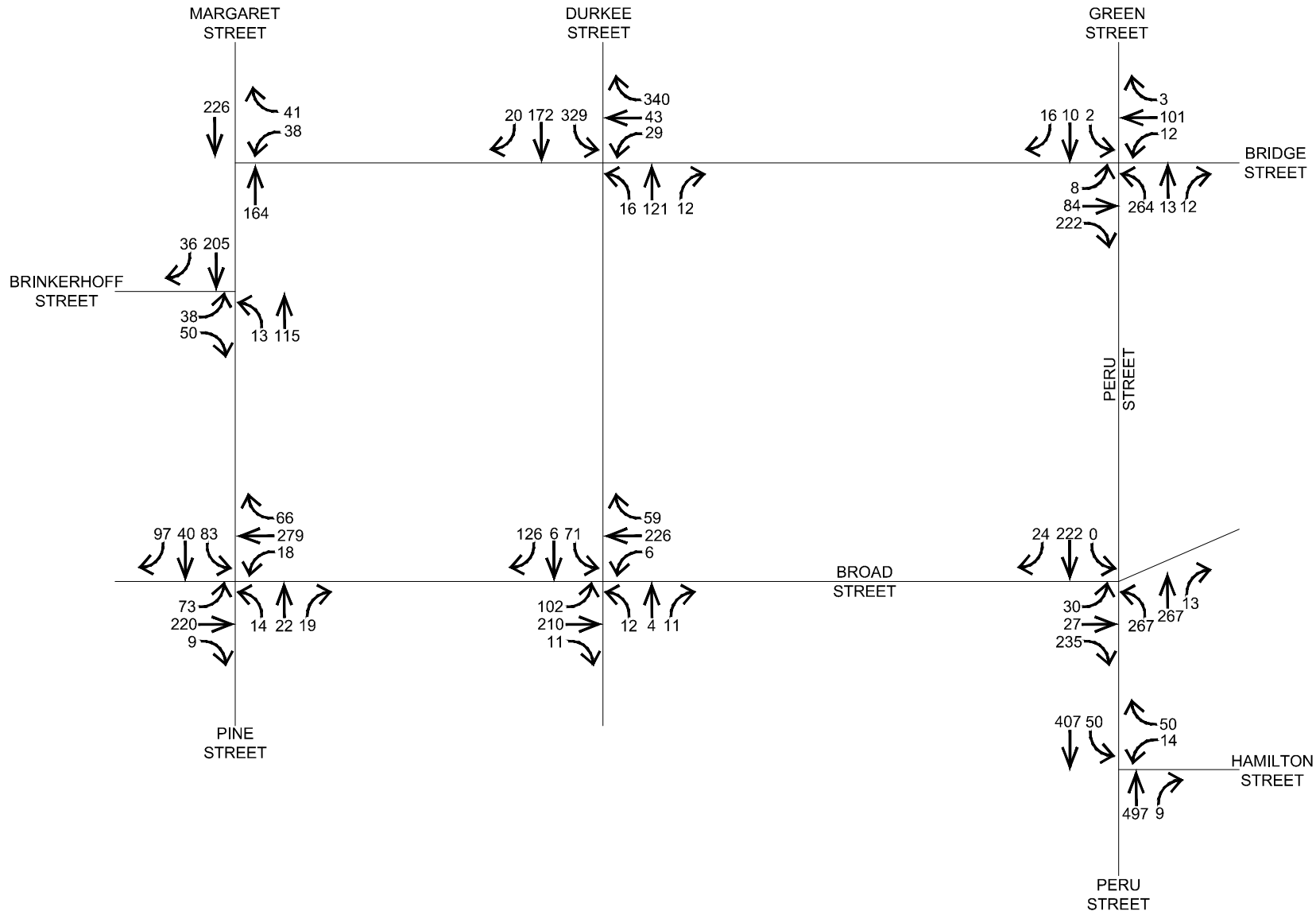
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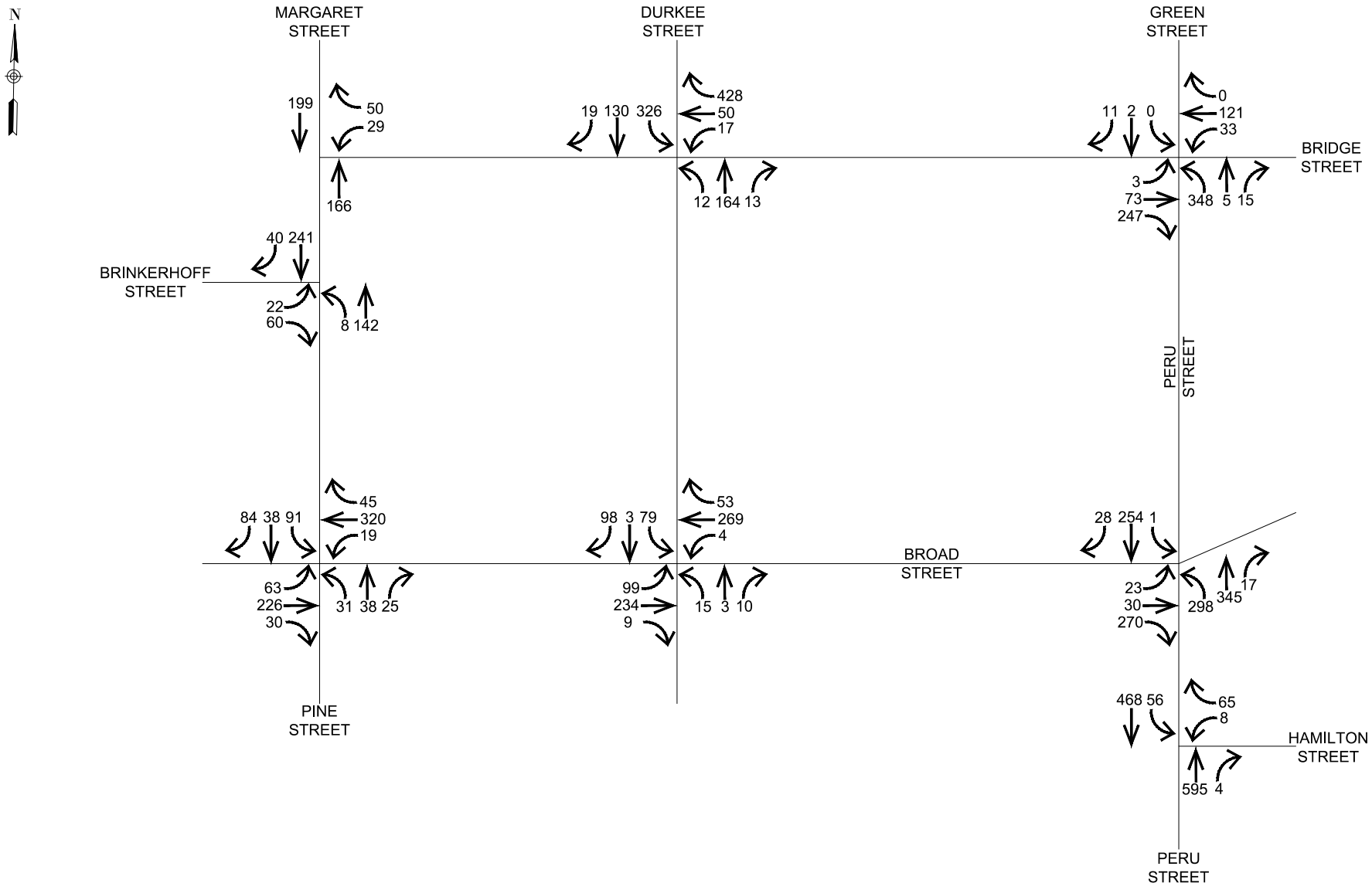
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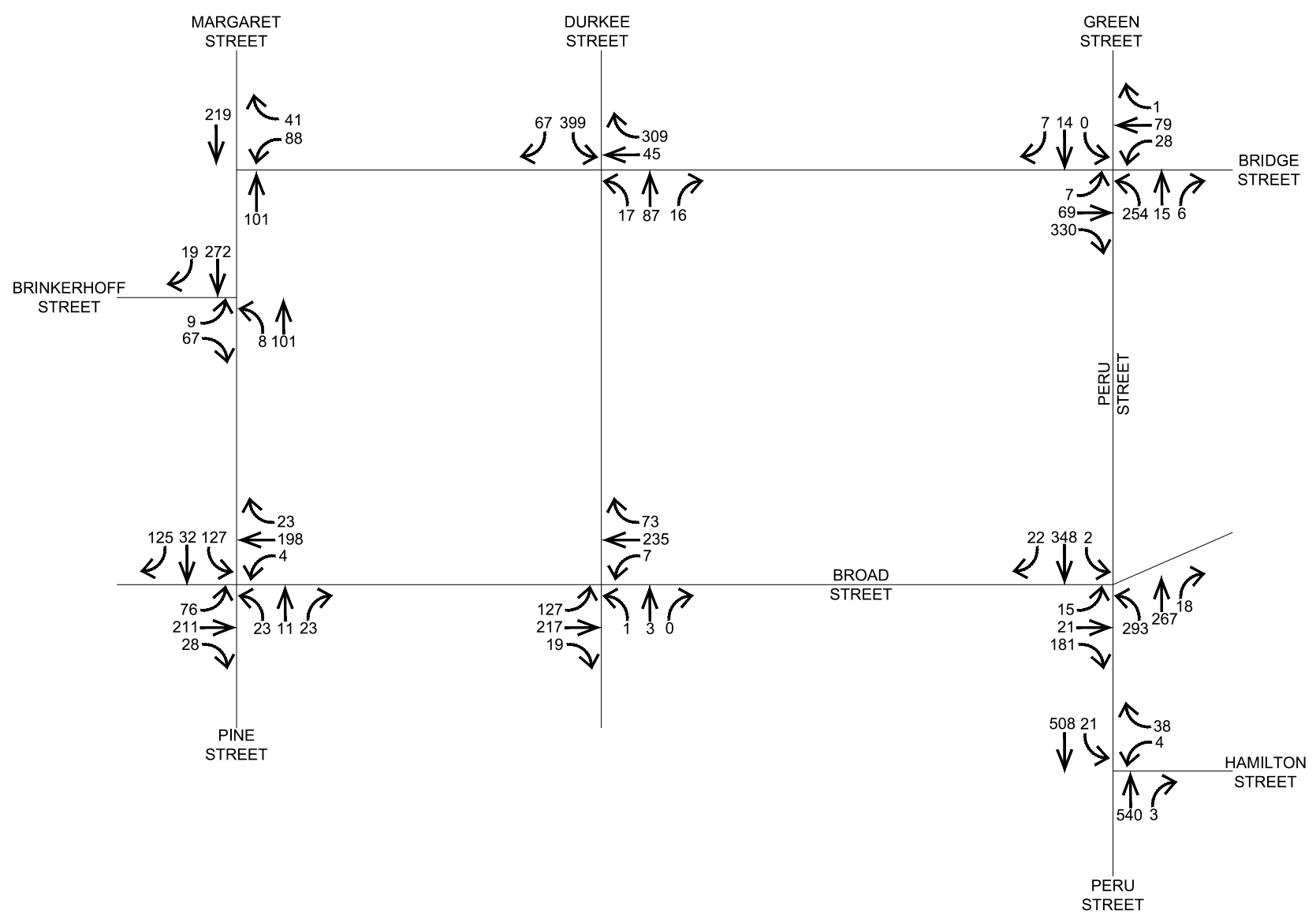
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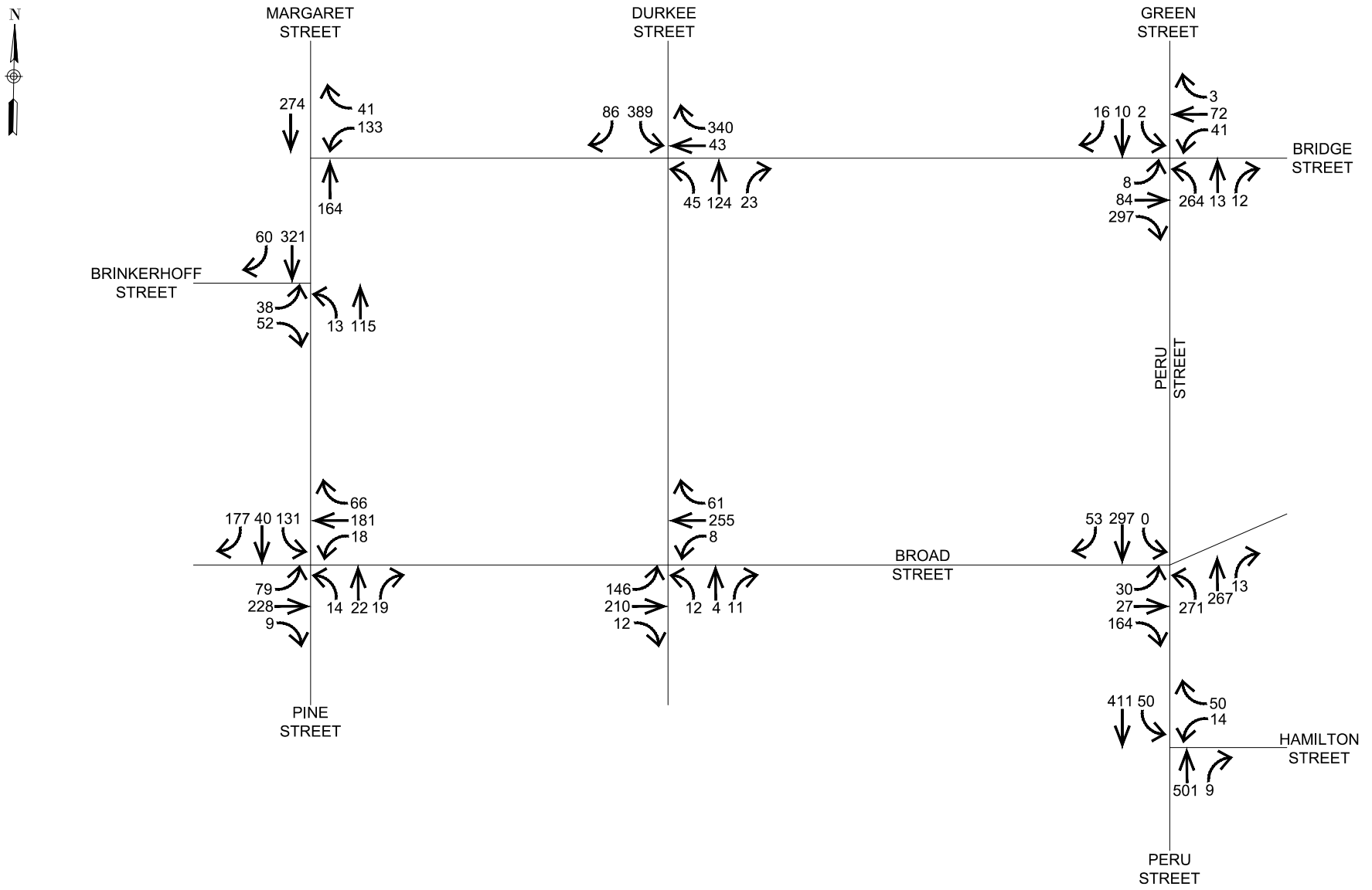
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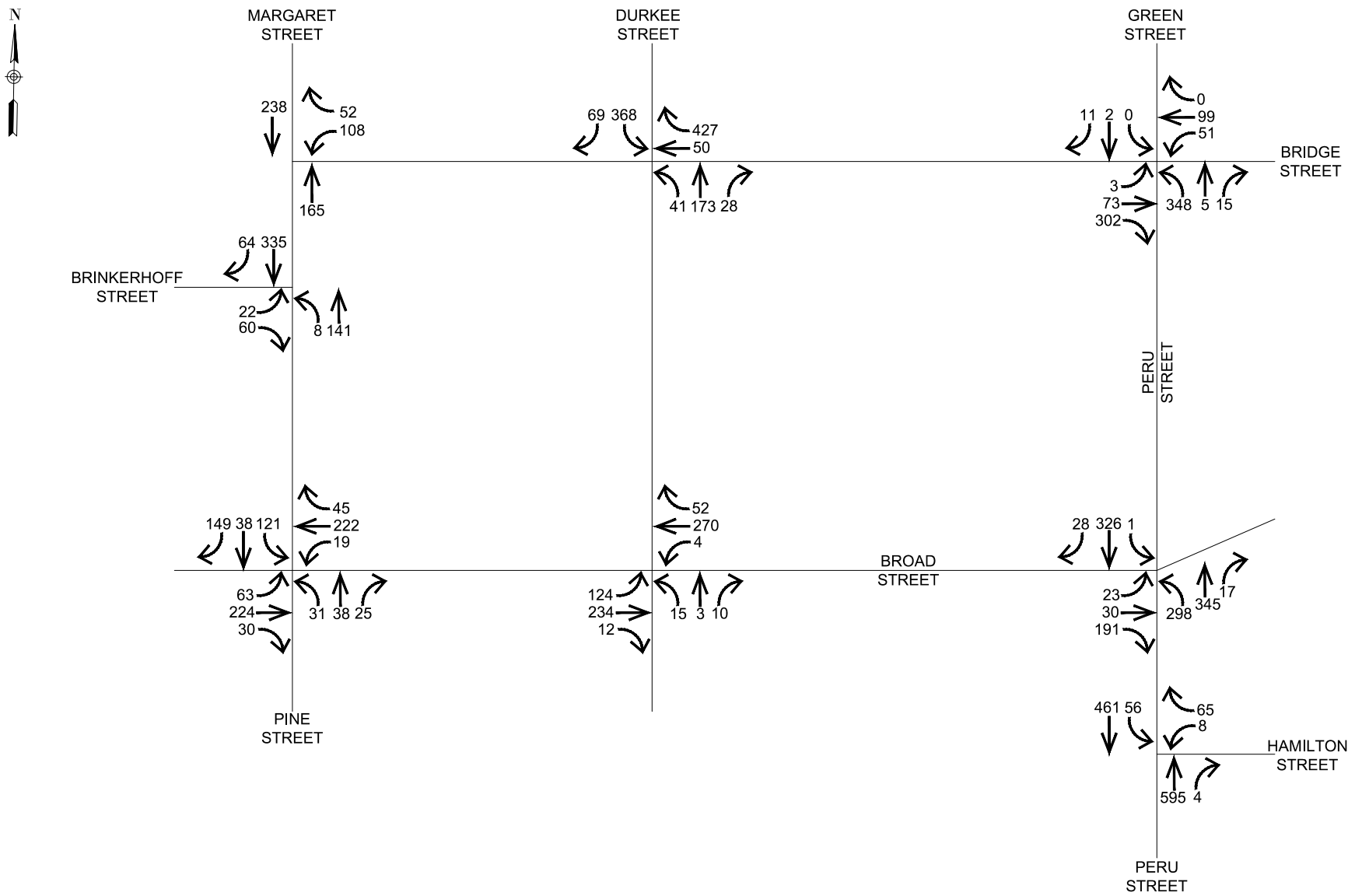
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**Build Traffic Operating Conditions**

Analysis results for the 2022 Build conditions are summarized in Table 24 for Durkee Street remaining as two-way and Table 25 for Durkee Street as one-way northbound. Analysis printouts are in the full Traffic Impact Study included in Appendix C.

**Table 24: Level of Service, 2022 Build Conditions (Durkee Street 2-Way)**

Intersection	Approach	AM Peak	Midday Peak	PM Peak
Margaret St at Bridge St	WB l	B/11.5	B/13.2	B/12.2
	WB r	A/9.4	A/9.9	A/9.6
Margaret St at Brinkerhoff St	EB l/r	A/8.3	B/11.3	B/10.0
	NB l/t	A/7.3	A/7.0	A/6.6
	SB t/r	A/8.2	A/7.2	A/6.9
	Overall	A/7.9	A/7.9	A/7.3
Margaret St at Broad St	EB l	C/32.5	C/34.1	C/31.2
	EB t/r	C/21.7	C/22.3	C/22.7
	WB l/t/r	C/24.7	C/28.9	C/29.7
	NB l/t/r	B/11.9	B/10.6	B/12.2
	SB l/t/r	B/19.4	B/12.3	B/13.3
	Overall	C/22.6	C/22.8	C/22.9
Durkee St at Bridge St	WB l/t	B/10.4	B/10.5	B/10.5
	WB r	C/18.6	B/15.7	C/23.5
	NB t/r	B/10.9	B/11.1	B/12.6
	SB l/t	F/61.5	C/30.0	D/30.0
Durkee St at Broad St	EB l	A/8.4	A/8.2	A/8.2
	WB l	A/8.0	A/7.8	A/7.9
	NB l/t/r	C/22.1	C/17.6	C/18.4
	SB l	D/27.2	C/22.5	C/23.0
	SB t/r	B/11.9	B/11.5	B/11.2
Peru St at Bridge St	EB l/t	B/17.4	B/17.3	B/17.0
	EB r	A/0.9	A/1.0	A/1.0
	WB l	B/17.3	B/17.2	B/17.2
	WB t/r	B/17.3	B/17.2	B/17.7
	NB l/t	B/19.4	B/16.9	B/19.7
	NB r	A/0.0	A/0.1	A/0.1
	SB l/t/r	B/10.7	A/8.9	A/8.5
	Overall	B/11.8	B/11.7	B/13.2
Peru St at Broad St/Hamilton St	EB l	D/52.3	D/52.5	D/52.6
	EB t/r	F/82.0	F/85.9	F/91.4
	WB l/t/r	C/22.4	C/26.8	C/22.0
	NB l	A/7.6	A/5.1	A/5.7
	NB t/r	B/11.4	B/10.6	B/11.8



Intersection	Approach	AM Peak	Midday Peak	PM Peak
	SB l/t/r	C/31.7	C/26.1	C/28.2
	Overall	C/28.4	C/28.4	C/30.0

**Table 25: Level of Service, 2022 Build Conditions (Durkee Street 1-Way)**

Intersection	Approach	AM Peak	Midday Peak	PM Peak
Margaret St at Bridge St	WB l	B/14.3	C/15.5	B/13.0
	WB r	A/9.4	A/9.7	A/9.5
Margaret St at Brinkerhoff St	EB l/r	A/8.3	B/11.2	B/10.0
	NB l/t	A/7.3	A/7.1	A/6.6
	SB t/r	B/12.0	A/8.6	A/8.2
	Overall	B/10.3	A/8.7	A/8.1
Margaret St at Broad St	EB l	D/38.9	C/29.9	C/27.7
	EB t/r	C/27.1	C/24.3	C/24.6
	WB l/t/r	C/25.0	C/24.3	C/25.7
	NB l/t/r	B/10.4	A/9.7	B/11.1
	SB l/t/r	C/20.7	B/13.4	B/13.4
	Overall	C/24.5	C/20.1	C/20.4
Durkee St at Bridge St	WB t	A/10.0	A/9.7	B/10.1
	WB r	C/18.2	C/15.7	C/22.9
	NB t/r	B/11.2	B/11.7	B/13.9
	SB l/t	E/37.2	C/23.5	C/25.0
Durkee St at Broad St	EB l	A/8.7	A/8.4	A/8.3
	WB l	A/8.1	A/7.8	A/7.9
	NB l/t/r	C/24.6	C/17.6	C/15.4
	SB l	---	---	---
	SB t/r	---	---	---
Peru St at Bridge St	EB l/t	B/17.4	B/17.3	B/17.0
	EB r	A/0.9	A/1.0	A/1.0
	WB l	B/17.4	B/17.4	B/17.5
	WB t/r	B/17.1	B/16.5	B/17.3
	NB l/t	B/19.4	B/16.8	B/19.7
	NB r	A/0.0	A/0.1	A/0.1
	SB l/t/r	B/10.7	A/8.9	A/8.5
	Overall	B/11.0	B/10.8	B/12.4
Peru St at Broad St/Hamilton St	EB l	D/52.3	D/52.8	D/52.7
	EB t/r	F/85.8	F/93.7	F/96.0
	WB l/t/r	C/22.4	C/26.8	C/22.0
	NB l	A/9.5	A/5.9	A/6.5
	NB t/r	B/11.5	B/10.6	B/11.8

Intersection	Approach	AM Peak	Midday Peak	PM Peak
	SB l/t/r	D/35.7	C/29.2	C/31.6
	Overall	C/28.1	C/27.1	C/28.3

*Level of Service (LOS) Comparison*

To evaluate the potential traffic impact associated with the proposed projects, the No-Build and Build traffic operating conditions were compared. This comparison is summarized in Tables 26, 27, and 28.

**Table 26: 2022 AM Level of Service Comparison**

Intersection	Approach	No-Build	Build (2-Way)	Build (1-Way)
Margaret St at Bridge St	WB l	B/11.1	B/11.5	B/14.3
	WB r	A/9.3	A/9.4	A/9.4
Margaret St at Brinkerhoff St	EB l/r	A/8.5	A/8.3	A/8.3
	NB l/t	A/7.1	A/7.3	A/7.3
	SB t/r	A/7.8	A/8.2	<b>B/12.0</b>
	Overall	A/7.7	A/7.9	<b>B/10.3</b>
Margaret St at Broad St	EB l	D/41.6	C/32.5	D/38.9
	EB t/r	C/26.6	C/21.7	C/27.1
	WB l/t/r	C/29.3	C/24.7	C/25.0
	NB l/t/r	B/10.4	B/11.9	B/10.4
	SB l/t/r	B/15.8	B/19.4	<b>C/20.7</b>
	Overall	C/25.2	C/22.6	C/24.5
Durkee St at Bridge St	WB l/t	B/10.2	B/10.4	A/10.0
	WB r	C/16.7	C/18.6	C/18.2
	NB t/r	B/10.3	B/10.9	B/11.2
	SB l	F/50.6	F/61.5	D/37.2
Durkee St at Broad St	EB l	A/8.4	A/8.4	A/8.7
	WB l	A/8.0	A/8.0	A/8.1
	NB l/t/r	C/21.1	C/22.1	C/24.6
	SB l	D/25.5	D/27.2	---
	SB t/r	B/11.7	B/11.9	---
Peru St at Bridge St	EB l/t	B/17.3	B/17.4	B/17.4
	EB r	A/0.9	A/0.9	A/0.9
	WB l	B/17.3	B/17.3	B/17.4
	WB t/r	B/17.2	B/17.3	B/17.1
	NB l/t	B/19.1	B/19.4	B/19.4
	NB r	A/0.0	A/0.0	A/0.0
	SB l/t/r	B/10.7	B/10.7	B/10.7
	Overall	B/11.7	B/11.8	B/11.0

Intersection	Approach	No-Build	Build (2-Way)	Build (1-Way)
Peru St at Broad St/Hamilton St	EB l	D/52.3	D/52.3	D/52.3
	EB t/r	F/82.4	F/82.0	F/85.8
	WB l/t/r	C/22.4	C/22.4	C/22.4
	NB l	A/7.0	A/7.6	A/9.5
	NB t/r	B/11.4	B/11.4	B/11.5
	SB l/t/r	C/31.1	C/31.7	D/35.7
	Overall		C/28.2	C/28.4

**Table 27: 2022 Midday Level of Service Comparison**

Intersection	Approach	No-Build	Build (2-Way)	Build (1-Way)
Margaret St at Bridge St	WB l	B/12.7	B/13.2	<b>C/17.7</b>
	WB r	A/9.7	A/9.9	A/9.9
Margaret St at Brinkerhoff St	EB l/r	B/11.4	B/11.3	B/11.2
	NB l/t	A/6.7	A/7.0	A/7.1
	SB t/r	A/6.7	A/7.2	A/8.6
	Overall	A/7.7	A/7.9	A/8.7
Margaret St at Broad St	EB l	C/30.0	C/34.1	C/29.9
	EB t/r	C/22.2	C/22.3	C/24.3
	WB l/t/r	C/27.7	C/28.9	C/24.3
	NB l/t/r	B/10.5	B/10.6	A/9.7
	SB l/t/r	B/11.9	B/12.3	B/13.4
	Overall	C/21.7	C/22.8	B/20.1
Durkee St at Bridge St	WB l/t	A/9.9	<b>B/10.5</b>	A/9.7
	WB r	B/13.0	<b>C/15.7</b>	<b>C/15.7</b>
	NB t/r	B/10.0	B/11.1	B/11.7
	SB l	C/18.7	<b>D/30.0</b>	C/23.5
Durkee St at Broad St	EB l	A/8.1	A/8.2	A/8.4
	WB l	A/7.7	A/7.8	A/7.8
	NB l/t/r	C/16.1	C/17.6	C/17.6
	SB l	C/20.0	C/22.5	---
	SB t/r	B/11.2	B/11.5	---
Peru St at Bridge St	EB l/t	B/17.3	B/17.3	B/17.3
	EB r	A/1.0	A/1.0	A/1.0
	WB l	B/17.2	B/17.2	B/17.4
	WB t/r	B/17.1	B/17.2	B/16.5
	NB l/t	B/16.4	B/16.9	B/16.8
	NB r	A/0.1	A/0.1	A/0.1

Intersection	Approach	No-Build	Build (2-Way)	Build (1-Way)
	SB l/t/r	A/8.9	A/8.9	A/8.9
	Overall	B/11.7	B/11.7	B/10.8
Peru St at Broad St/Hamilton St	EB l	D/52.3	D/52.5	D/52.8
	EB t/r	F/86.8	F/85.9	F/93.7
	WB l/t/r	C/26.7	C/26.8	C/26.8
	NB l	A/4.9	A/5.1	A/5.9
	NB t/r	B/10.6	B/10.6	B/10.6
	SB l/t/r	C/25.1	C/26.1	C/29.2
	Overall	C/28.5	C/28.4	C/27.1

**Table 28: 2022 PM Level of Service Comparison**

Intersection	Approach	No-Build	Build (2-Way)	Build (1-Way)
Margaret St at Bridge St	WB l	B/11.9	B/12.2	B/14.5
	WB r	A/9.5	A/9.6	A/9.6
Margaret St at Brinkerhoff St	EB l/r	B/10.1	B/10.0	B/10.0
	NB l/t	A/6.6	A/6.6	A/6.6
	SB t/r	A/6.7	A/6.9	A/8.2
	Overall	A/7.2	A/7.3	A/8.1
Margaret St at Broad St	EB l	C/34.4	C/31.2	C/27.7
	EB t/r	C/22.3	C/22.7	C/24.6
	WB l/t/r	C/29.5	C/29.7	C/25.7
	NB l/t/r	B/12.1	B/12.2	B/11.1
	SB l/t/r	B/12.6	B/13.3	B/13.4
	Overall	C/23.1	C/22.9	C/20.4
Durkee St at Bridge St	WB l/t	B/10.2	B/10.5	B/10.1
	WB r	C/21.1	C/23.5	C/22.9
	NB t/r	B/12.3	B/12.6	B/13.9
	SB l	C/22.5	<b>D/30.0</b>	C/25.0
Durkee St at Broad St	EB l	A/8.1	A/8.2	A/8.3
	WB l	A/7.8	A/7.9	A/7.9
	NB l/t/r	C/16.5	C/18.4	C/15.4
	SB l	C/21.5	C/23.0	---
	SB t/r	B/11.1	B/11.2	---
Peru St at Bridge St	EB l/t	B/17.0	B/17.0	B/17.0
	EB r	A/1.0	A/1.0	A/1.0
	WB l	B/17.2	B/17.2	B/17.5
	WB t/r	B/17.5	B/17.7	B/17.3

Intersection	Approach	No-Build	Build (2-Way)	Build (1-Way)
	NB l/t	B/19.2	B/19.7	B/19.7
	NB r	A/0.0	A/0.1	A/0.1
	SB l/t/r	A/8.5	A/8.5	A/8.5
	Overall	B/13.1	B/13.2	B/12.4
Peru St at Broad St/Hamilton St	EB l	D/52.1	D/52.6	D/52.7
	EB t/r	F/91.3	F/91.4	F/96.0
	WB l/t/r	C/22.0	C/22.0	C/22.0
	NB l	A/5.5	A/5.7	A/6.5
	NB t/r	B/11.7	B/11.8	B/11.8
	SB l/t/r	C/27.6	C/28.2	C/31.6
	Overall	C/30.1	C/30.0	C/28.3

With Durkee Street as two-way, the tables show four instances of LOS drops (**bold**) for the Build condition, with three of them occurring at the Durkee Street and Bridge Street intersection in the Midday peak hour. The largest increase in delay is approximately 12 seconds for the southbound approach and changes from “C” to “D”, which is an acceptable LOS. No mitigation is needed. There is one instance of LOS improvement (*italics*).

There are five instances of LOS drops for Build conditions with Durkee Street as one-way. All delay increases are minimal at less than 5 seconds, and no mitigation is needed. There are three instances of LOS improvements (*italics*), including the southbound approach of Durkee Street at Bridge Street that improves from “F” to “E” in the AM peak hour.

*Pedestrian Facilities*

The proposed projects will improve pedestrian facilities through improved connectivity, improved crossings, and additional ADA/all access crossings.

*Transit Availability*

The CCPT Express Shuttle and Uptown Downtown routes have flag stops on Durkee Street. CCDT is aware of the proposed DRSI project, which would modify the two-way traffic flow to one-way northbound, and is anticipated to make modify the route to accommodate affected users, but no further information is available at this time.

*Conclusion*

The traffic analyses presented in the previous sections show that the proposed Downtown Area Improvement Projects will have minimal traffic impacts. No mitigation measures are needed.

Based on the analyses contained in this study, it is considered the professional opinion of The Chazen Companies that the proposed Downtown Area Improvement Projects will not have a significant adverse impact on traffic operating conditions on the roadway system.

### 3.4.3 Proposed Mitigation

There are no significant adverse impacts to the traffic and transportation system; therefore, no mitigation is proposed.

## 3.5 Parking

### 3.5.1 Existing Conditions

Parking in the historic Downtown Area of the City, is typical of parking options found in older American cities. Parking is largely confined to parallel parking spaces located along streets and surface parking areas located along the waterfront. In the City, parking dominates the eastern edge of the downtown where it is bound by the Saranac River, detracting from an otherwise prominent asset within the City limits.

Parking issues in the downtown and corresponding solutions and/or strategies to manage parking have long been an area of interest for the community and City administration. Accordingly, parking management strategies to improve the parking conditions in downtown are currently being assessed and are proposed for continued evaluation regardless of whether any of the Downtown Area Improvement Projects move forward because parking management is a necessary component of downtown revitalization.

The PPAC was formed in 2019 and is tasked with strategizing improvements to parking conditions in the City. At present, the PPAC has recommended a parking plan for review by the Common Council. To date, no decisions have been made by the Common Council on the proposed plan.

#### *Parking in the Downtown*

Parking is allowed on all the major streets within the downtown. Figure 38 from the City's website identifies available public parking locations, including streets and municipal public parking lots. Figure 38 also indicates time limitations for on-street parking locations, which vary between ten minutes to 2 hours. The City does not currently charge for on street parking. As shown in Figure 38, the City provides off-street parking within surface lots located on Broad Street (the BSMPL) and Durkee Street (the DSMPL) and two lots on Court Street (the "Court Street Lot" and "City Hall Place Lot").

#### *Downtown Area Improvement Projects – Existing Conditions*

The DLMUD project site is currently home to the 289-space DSMPL. Durkee and Bridge Streets currently feature 15 and 32 on-street parking spaces, respectively. The APMPP is currently vacant, but the associated parking area is being utilized informally for parking. The BSMPL features 59 public parking spaces. There are 34 spaces at the Court Street Lot and 15 spaces at the City Hall Place Lot. There are almost 394 public parking spaces located in the Harborside Area proximate to the former PMLD campus, which are accessible to the Downtown Area by an approximately 1/2 mile walk, which is encumbered by the CP railroad crossing and the lack of pedestrian infrastructure in some places. Table 29 summarizes the parking supply in the project area.

**Table 29: Public Parking in the Project Area**

<b>Location</b>	<b>Existing Public Parking</b>
DSMPL	289
On-Street Parking - Durkee Street (between Broad Street and Bridge Street)	15
On -Street Parking - Bridge Street (Between Durkee Street and Peru Street)	32
BSMPL	59
Court Street Lot	34
City Hall Place Lot (entrance from Court Street)	15
Harborside Public Parking	394
<b>Total</b>	<b>838</b>

Additionally, there are approximately 167 on-street parking spaces within a 1/8<sup>th</sup> mile of the DSMPL along Brinkerhoff Street, Broad Street, Margaret Street, and Court Street. For context, a 1/4 mile distance represents a five-minute walk, which is popularly acknowledged as an acceptable distance to walk. Therefore, a 1/8<sup>th</sup> mile walk is considered favorable.

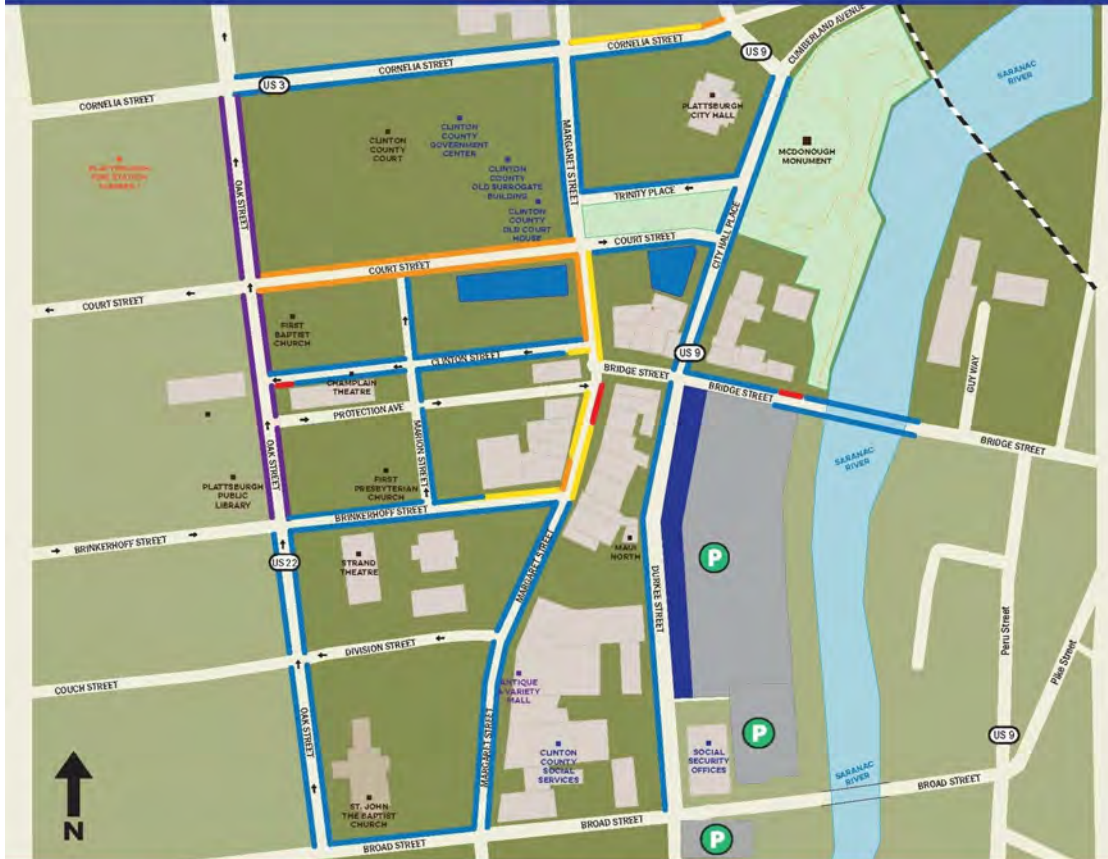
*Carl Walker Parking Study*

In the fall of 2017, the City of Plattsburgh engaged Carl Walker Consulting (“Walker”) to conduct a parking study (“Parking Study”) for its downtown. During this study, an inventory and assessment of current parking conditions and an evaluation of current parking demand and patron service levels was completed. As a component of the Parking Study, an evaluation of the potential impacts of displacing public parking as a result of a redevelopment of the DSMPL was conducted, and several parking management options were developed for the City to consider.





# CITY OF PLATTSBURGH PARKING MAP



## ON STREET PARKING TIME LIMITS

- |  |                          |  |                          |
|--|--------------------------|--|--------------------------|
|  | GRAY – NO LIMIT          |  | ORANGE – 1 HOUR LIMIT    |
|  | BLUE – 2 HOUR LIMIT      |  | YELLOW – 30 MINUTE LIMIT |
|  | PURPLE – 90 MINUTE LIMIT |  | RED – 10 MINUTE LIMIT    |

Figure 38. City of Plattsburgh Parking Map | Downtown Area Improvement Projects

The Parking Study determined that there are almost 1,200 off-street parking spaces and 677 on-street parking spaces available in the Downtown Area, including private parking. Occupancy counts were collected over a three-day period including Wednesday, September 20; Thursday, September 21 during the workday; and Friday, September 22, 2017 during the evening for the following locations:

**Table 30: Study Locations**

<ul style="list-style-type: none"> <li>● <b>Bridge Street</b></li> <li>○ Macdonough Street to Durkee Street</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Court Street</b></li> <li>○ Margaret Street to North Catherine Street</li> </ul>
<ul style="list-style-type: none"> <li>● <b>Brinkerhoff Street</b></li> <li>○ Margaret Street to Oak Street</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Dock Street</b></li> </ul>
<ul style="list-style-type: none"> <li>● <b>Broad Street</b></li> <li>○ Margaret Street to North Catherine Street</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Durkee Street</b></li> <li>○ Broad Street to Bridge Street</li> </ul>
<ul style="list-style-type: none"> <li>● <b>City Hall Place</b></li> <li>○ Bridge Street to Miller Street</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Margaret Street</b></li> <li>○ Broad Street to Elm Street</li> </ul>
<ul style="list-style-type: none"> <li>● <b>Clinton Street</b></li> <li>○ Margaret Street to Oak Street</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Marion Street</b></li> <li>○ Brinkerhoff Street to Court Street</li> </ul>
<ul style="list-style-type: none"> <li>● <b>Cornelia Street</b></li> <li>○ Miller Street to Oak Street</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Miller Street</b></li> <li>○ Cornelia Street to Elm Street</li> </ul>
<ul style="list-style-type: none"> <li>● <b>Couch Street</b></li> <li>○ Oak Street to William Street</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Oak Street</b></li> <li>○ Broad Street to Elm Street</li> </ul>
	<ul style="list-style-type: none"> <li>● <b>Trinity Place</b></li> <li>○ Margaret Street to City Hall Place</li> </ul>

The Parking Study included interviews with key stakeholders, (including but not limited to) business owners and City staff. Additionally, an online survey (Survey Monkey) was conducted to collect the opinions of users and downtown business owners in September 2017.

The Parking Study provides the following observations on parking in the Downtown Area:

- Peak occupancy of Downtown Area City Parking Lots
  - Overall Peak of 85% occurring 12:00 PM Weekday
  - 55% during the evenings on Weekday
  - 86% at the DSMPL 12:00 PM Weekday
  - 82% at the BSMPL 10:00 AM Weekday
  
- Peak occupancy of On-Street Parking
  - Total of 677 Parking Spaces
  - Overall Peak of 62% occurring 12:00 PM Weekday
    - 257 Parking Spaces Remain Available.
  - Bridge Street
    - Between Durkee Street and Peru Street
    - 60% on a Weekday at 12:00 PM
  - Durkee Street

- Between Broad Street and Bridge Street
  - 100% on a Weekday at 12:00 PM
- The Parking Study explains that if occupancy levels range between 75% - 85%, then parking is generally perceived to be in adequate supply.
  - However, when parking use exceeds 90% is when users generally note limited availability of parking and this is often the point where parking management is implemented.

The Parking Study describes the City’s parking management policy as a ‘laissez-faire system’ or unrestricted system and is summarized in Table 31.

**Table 31: City of Plattsburgh Parking Policy**

<b>Policy</b>	<b>City of Plattsburgh</b>
On-Street Parking	Free
Time Limits	10 Minutes – 2 Hours
Off Street Lot Parking	Free
Time Limits	None – 2 hours
Overnight/Storage Parking	Yes
Enforcement	Police – Response to complaints only

The initial findings and recommendations of the Parking Study were presented to the City in the form of a series of PowerPoint presentations. A public open house was conducted where the key findings and recommendations were shared with attendees.

The Parking Study identified a series of recommendations including:

1. Considering the impending development of the DLMUD, the City needs to administer the City parking system.
2. The Durkee Street development RFP should include a requirement to meet parking demand for the new development and replace some parking spaces from the removed parking lot.
3. Add parking capacity on the north and west side of downtown through co-operative agreements.
4. Eliminate the Parking SAD in favor of parking fees as part of Recommendation #1.
5. Conduct parking enforcement with civilian enforcement staff.
6. Develop a plan to utilize the Harbor parking lots during the DLMUD construction.
7. Create a parking website as part of Recommendation #1.
8. Improve Green Street for vehicular, bicycle, and pedestrian access from the Harbor Area to the Downtown Area.
9. Develop parking branding and wayfinding program for downtown, but that can also be used citywide.
10. Develop a special events parking plan for the Strand Center for the Arts and Strand Center Theatre.
11. Add bicycle racks throughout downtown.

12. Work with NYSDOT to re-route Route 9 off of Bridge Street and City Hall Place.
13. Work with CP Railroad to avoid simultaneous blockage of BOTH Dock Street and Green Street when a train needs to stop downtown.
14. Implement a residential parking permit program for downtown residents.

*Plattsburgh Parking Advisory Committee (PPAC)*

The City subsequently established the PPAC to assist with further refining and implementing the Parking Study recommendations. The PPAC is composed of various community stakeholders and is primarily focused on evaluating the establishment of parking management strategies (including paid parking) as well as exploring and identifying measures to increase parking supply downtown.

*Weekday Parking Demand*

Extensive weekday parking counts were collected by the PPAC subsequent to the Parking Study to further understand the demand for parking spaces on downtown streets and within the municipal parking lots. On-street parking counts were completed between June 26 and August 9, 2019. Parking lot counts were undertaken between April 22 and July 6, 2019. Table 32 provides a summary of the peak demand period for on-street parking and parking within the lots in the area immediately surrounding the DLMUD site. According to the data collected, the weekday peak demand on Durkee and Bridge Streets occurs from 11:00 – 12:30 PM. The weekday peak demand at the DSMPL and BSMPL varies and was 2:00 – 2:30 PM for the DSMPL and 6:00 – 6:30 for the BSMPL. Note that these two lots are located across Broad Street from one another and exhibit staggered peak demand periods revealing that there are parking vacancies at one lot while the other is more congested.

**Table 32: Weekday Peak Parking Demand Period**

<b>Location</b>	<b>Existing Public Parking</b>	<b>Occupied Spaces</b>	<b>% Peak Usage</b>
On-Street Parking - Durkee Street (between Broad Street and Bridge Street) 12:00 – 12:30 PM	15	12	80%
On -Street Parking - Bridge Street (Between Durkee Street and Peru Street) 11:00 – 11:30 PM	32	28	88%
DSMPL 2:00 – 2:30 PM	289	250	87%
BSMPL 6:00 – 6:30 PM	59	40	68%

*Weekend Parking Demand*

As noted below in Table 33, the peak demand periods during the weekend for the DSMPL and BSMPL are staggered indicating there are parking vacancies at one lot while the other is more congested.

**Table 33: Weekend Peak Parking Demand Period**

Location	Existing Public Parking	Occupied Spaces	% Peak Usage
DSMPL 2:00 – 2:30 PM	289	197	68%
BSMPL 6:00 – 6:30 PM	59	64	108%

*Parking Special Assessment District (SAD)*

The downtown parking SAD was initially established in the 1950s as two separate districts, and later consolidated. Additional parcels were subsequently added. Currently, the entire downtown area from the Saranac River west to Oak Street, and from the Saranac River north to Cornelia Street comprises the SAD. A few properties to the immediate east of the Saranac River opposite the DSMPL are also included in the SAD. All property owners within the SAD are assessed a levy (or tax) to provide for the City’s maintenance and operation of public parking within the SAD. Some assistance from the City’s General Fund helps support debt service and other operations and maintenance activities related to parking.

The SAD provides funding for basic maintenance, snow and ice control, and utilities for the City-owned parking lots. Properties in the district pay \$ 0.065888 per SF; the rate does not consider building use and intensity. The SAD includes 114 parcels including certain entities that are exempt, such as local, State, and federal government offices and churches. The total SAD levy for 2019 is \$71,509.96 and the levy for each project site is provided in Table 34.

**Table 34: 2019 SAD Levy per Project Site**

Project	Parcel ID	Primary Owner	Parcel Address	Area (SF)	SAD Levy
<b>DLMUD</b>	207.20-7-15	City of Plattsburgh	22 Durkee Street	51,183	\$3,372.35
Riverwalk					
BSMPL					
<b>APMPP</b>	207.19-3-15	City of Plattsburgh	25 Margaret Street	15,669	\$1,032.40
<b>Westelcom Park</b>	207.82-1-12	City of Plattsburgh	44 Margaret Street	2,275	\$149.90
	207.82-1-13	City of Plattsburgh	Durkee Street	425	\$28.00
	207.82-1-14	City of Plattsburgh	27 Durkee Street	1,692	\$111.48
	207.82-1-15	City of Plattsburgh	32 Margaret Street	3,183	\$209.72

Note: The DLMUD and BSMPL projects are located within the NYSDOT right-of-way and are not included within the district.

**3.5.2 Potential Impacts**

The Downtown Area Improvement Projects will result in a mixed-use residential and commercial project, parking improvements, park improvements, streetscape improvements, and the relocation of the PFCM to Building 4 at 26 Green Street in the Harborside Area. As shown above, there are some periods when available parking may be perceived to be inadequate (as when the Durkee Street lot is 87% capacity), however there are typically spaces available in the BSMPL with additional on street parking available within a less than five-minute walk. A considerable surplus of unused, on-street, downtown parking capacity during peak parking demand periods has been observed and documented by the City. Additional

supply will be made available with the addition of off-street parking in both the APMPP and BSMPL lots in their future condition.

*DMLUD Parking*

The DLMUD will displace the current DSMPL eliminating the 289 public parking spots located there. The DLMUD is proposed to be a mixed-use residential and commercial development, featuring restaurant and retail uses. As shown in Table 35, under the City’s zoning regulations a residential use requires two spaces per dwelling unit for the first 10 units and 1.75 spaces for each additional dwelling unit.

The DLMUD is anticipated to feature approximately 52 one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units, for a total of 115 dwelling units. Under this scenario, approximately 204 residential parking spaces would be required. A more modern parking ratio of 1.5 spaces per dwelling unit is proposed for the DLMUD project resulting in a total of 173 spaces, which is a deviation of 31 parking spaces from the underlying off-street parking requirements in §360-26. The rationale for this proposed reduction is described below.

The DLMUD would feature approximately 10,000 SF of commercial space and the rehabilitated PFCM building is anticipated to include a 3,400 SF commercial space and a 2,400 SF, publicly-accessible civic space in an open-air pavilion with access from the new pedestrian walkway. As shown in Table 35, certain types of commercial use (retail sales, service, office, etc.) require one space per 250 SF of publicly accessible commercial space. A restaurant use requires 1 parking space per 50 SF of customer area and 1 parking space per 250 SF of other area. Therefore, a total of 13,400 SF would require 113 parking spaces to serve the retail and restaurant spaces. Table 36 summarizes the required and proposed parking and loading for the DLMUD site.

**Table 35: DLMUD Off Street Parking Requirements per §360-26**

Use	Unit	Requirement
<b>Commercial</b> (Retail sales, service, banks, office and government buildings)	1 space per 250 SF of space open to public (anticipated to occupy approximately 7,250 SF)	29
<b>Commercial</b> (Restaurant)	1 space per 50 SF of customer area (anticipated to occupy approximately 3,700 SF)	74
	1 space per 250 SF of other area (anticipated to occupy approximately 2,450 SF)	10
<b>Residential</b>	2 spaces per dwelling unit (DU) for first 10, 1.75 spaces for each additional DU per dwelling unit over 10 <sup>1</sup>	204
<b>ADA Accessible</b>	12 spaces	Including 12
<b>Total</b>		317 parking spaces

<sup>1</sup> According to §360-26, in addition to what is noted above in the table, one additional space per dwelling unit for each adult occupying the unit over two is required for three-family and multifamily dwellings; however, this clause would require a highly

speculative assessment of future use that is inconsistent with the analytical approach prescribed by the GEIS process. For a description of the analytical approach employed to determine parking demand, see Section 3.5.2.

**Table 36: DLMUD Off Street Parking Requirements**

	<b>Requirement</b>	<b>Proposed</b>
<b>Commercial</b>	113	113
<b>Residential</b>	204	173
<b>ADA Accessible</b>	12 (included in total)	12 (included in total)
<b>Total</b>	317 parking spaces	286 parking spaces

*ITE Parking Estimates*

The City’s off-street parking requirements have not been amended in some time. An alternative source for parking generation data is the ITE “Parking Generation” (5<sup>th</sup> Edition, 2019) manual that includes parking demand data for over 100 different land uses. This manual is a reliable source for understanding parking requirements and includes a summary of occupancy surveys. These surveys are undertaken across the United States by traffic engineers and planners in both the public and private sectors. Together with the key independent variables for each facility, the peak parking occupancy is then reported for weekdays, Saturdays, and Sundays.

ITE publishes parking data for Multifamily Housing (High Rise) (land use code 222), High-Turnover (Sit Down) Restaurant (land use code 932), and Shopping Center (land use code 820), as presented in Table 37.

**Table 37: Weekday Peak Parking Ratios - ITE**

<b>Land Use</b>	<b>Average Peak Period Parking Demand</b>	<b>85<sup>th</sup> Percentile</b>
<b>Multifamily Housing</b>	Dwelling Units	
	0.98	1.19
	Occupied Dwelling Units	
<b>Restaurant</b>	1.01	1.20
	1,000 SF gross floor area	
<b>Retail</b>	9.44	17.40
	1,000 SF gross floor area	
	1.98	3.68

Note: LUC 222- Multifamily High Rise with occupied Dwelling unit and no nearby rail transit is considered.

The standard in design is to use the 85<sup>th</sup> percentile to accommodate most conditions. To be conservative, the Occupied Dwelling Units ITE Land Use Code was utilized for the proposed residential use. The parking demand based on the 85<sup>th</sup> percentile for 115 dwelling units, 6,150 SF of restaurant use, and 7,250 SF of retail is shown in Table 38.

**Table 38: Proposed Parking for DLMUD Uses - ITE Manual**

	<b>Residential</b>	<b>Restaurant</b>	<b>Retail</b>
<b>Dwelling Units/Gross Floor Area</b>	115	6,150 SF	7,250 SF
<b>85<sup>th</sup> Percentile Parking Demand Ratio (for Restaurant and Retail uses, ratio is per 1,000 SF of gross floor area)</b>	1.20	17.40	3.68
<b>85<sup>th</sup> Percentile Parking Demand</b>	138	107	27
<b>Total Number of Spaces Required to Meet 85<sup>th</sup> Percentile Parking Demand</b>	272		

The ITE Parking Generation Manual indicates an approximately 138 parking space demand for 115 residential units, which is 66 spaces fewer than the number of spaces required by §360-26 for residential dwellings as proposed in the DLMUD. While the ITE Parking Generation Manual indicates an approximately 134 parking space demand for 13,400 SF of commercial uses, which is 21 more than the number of spaces required by §360-26, the peak demand periods of the two commercial uses are not necessarily concurrent: retail parking demand peaks from 12:00 PM – 6:00 PM on weekdays, while restaurant uses peak from 12:00 PM – 1:00 PM and 6:00 PM – 8:00 PM on weekdays. In addition, conservatively assuming all three proposed DLMUD uses peak at the same time (for a total demand of 272 spaces), the DLMUD’s 286 parking spaces would be sufficient to accommodate the maximum parking demand. In summary, the City’s zoning ordinance per §360-26 requires 317 spaces, the ITE manual recommends 272 spaces, and the project proposes 286 spaces. Adequate parking is being provided to accommodate the DLMUD.

Parking management measures recommended by the Parking Study call for improvements to current downtown parking conditions in the City. Parking management includes a variety of strategies that encourage more efficient use of existing parking facilities, and may include time limits, fees, parking kiosks, enforcement through ticketing, use of technological applications to alert users to available parking spaces, effective marketing, branding and wayfinding signage, proper upkeep, and efficient design of parking stalls, aisles, and driveways.

Current parking policy directives include strict sizing of new parking facilities to anticipated use and creating more accurate and flexible parking standards recognizing reduced automobile dependency, improved walkability, the mixing of uses/shared use of facilities, increased residential/employment densities, and access to transit. As an example, the City of Albany’s parking standards for multi-family dwellings assigns one space per dwelling unit versus the two spaces assigned in the City to multi-family dwellings. In some communities, such as New York City, parking maximums exist to deter the incidence of undesirable parking lots. In Buffalo, NY and Hartford, Connecticut parking minimums have recently been eliminated.

Currently, parking is unevenly distributed in the Downtown Area with a large swath of public parking located alongside one of the City’s greatest assets, the Saranac River. Parking management is one of multiple solutions being considered by the City to implement progressive parking policy. Another solution includes the public parking improvements being proposed as part of the Downtown Area Improvement Projects, including the DRSI, BSPI, APMPP, and BSMPL, as described below.

1. Additional On-Street Parking on Durkee Street. Durkee Street is proposed to be converted to one-way traffic. Reconfiguration of Durkee Street will allow for additional on-street diagonal



and parallel parking. Forty-three additional spaces are proposed with Durkee Street as one-way.

2. BSPI: An addition of 6 parallel parking spaces are proposed along the south side of the road adjacent to the DLMUD.
3. APMPP: Approximately 109 spaces will be constructed at this location.
4. BSMPL: The City-owned lot currently provides 59 spaces on-site. Expansion of this lot will allow for 22 additional spaces.

In addition, as part of the DLMUD, 50 parking spaces in that project’s largest surface lot will be made available for use by the public<sup>25</sup>.

Table 39 summarizes the change in public parking supply. In addition, Clinton County, in response to its need to provide additional off-street parking for County visitors, jurors, and employees resulting from the City’s resumed enforcement of its on-street parking regulations in January of 2019, is pursuing both a reconfiguration of its Oak Street Parking Lot and a reconfiguration and expansion of its Government Center Parking Lot. The expansion of the Government Center Parking Lot will increase its total parking capacity by 47 spaces. These projects have been undertaken by Clinton County and are not part of the Downtown Area Improvement Projects. Subsequent to adoption of a SEQRA Negative Declaration by the County Legislature as Lead Agency, the City entered into a cooperative agreement with Clinton County that will result in 65 spaces on the Government Center Parking Lot being made available for use by the public in exchange for a financial contribution from the City towards completion of that lot’s reconfiguration and expansion, and the enforcement of agreed upon regulations within that lot by City personnel.

**Table 39: Public Parking Projects**

Site	Existing Public Spaces	Proposed Public Spaces	Net Change
APMPP	0	109	+109
DLMUD	289	50 <sup>1</sup>	-239
Clinton County Main Lot Expansion	0	65	+65
Bridge Street Parking Improvements	32	38	+6
BSMPL	59	81	+22
Durkee Street One-way On-Street Diagonal Parking	15	58	+43
<b>Total</b>	<b>394</b>	<b>400</b>	<b>+6</b>

<sup>1</sup> These spaces will be privately owned and managed and will be made available for use by the public.

In the current condition, the Public Parking Projects listed in Table 39 include 394 parking spaces available for public use. The proposed changes will result in 400 new parking spaces available for public use. This

<sup>25</sup> The Development Agreement between Prime and the City stipulates that no less than 30 spaces must be made available for use by the public. The DLMUD is anticipated to feature approximately 50 spaces to be made available for use by the public.

is consistent with the City's goal of providing as many publicly available parking spaces after completion of the Projects as do currently exist downtown. The Downtown Area parking improvements coupled with the expansion of the Clinton County Government Center Parking Lot will provide a net increase of 6 public parking spaces over the current condition.

#### *Parking Special Assessment District (SAD)*

Pending completion of the GEIS and the implementation of a new, managed, downtown parking system, the PPAC has proposed either reduction or elimination of the SAD. Elimination of the SAD would eliminate the current special assessment levy imposed on property owners in the district. The PPAC recommendation is that paid parking fees would replace the revenue stream currently derived from the SAD. In the event the SAD is eliminated, and a paid parking system is not implemented, the expense of maintaining public parking lots would be assumed by the City's General Fund. Additional information regarding the PPAC Parking management strategy is provided below.

### **3.5.3 Proposed Mitigation**

Based on the planned projects, no mitigation measures are necessary or required. The City's parking standards are antiquated which is reflected in the disparity between the 272 spaces recommended for the DLMUD by the ITE manual and the 317 spaces required by the City's zoning ordinance per §360-26. The DLMUD is proposed to include 282 spaces which is an adequate parking supply for the project.

As noted previously, the issue of parking downtown and the establishment of strategies to manage parking has long been an issue of concern to the City. Parking management is being explored regardless of whether any of the Downtown Area Improvement Projects move forward. The City believes parking management is a necessary component of downtown revitalization.

The current proposals advocated by the PPAC are subject to revision by the Common Council as they consider the recommendations. Implementation of parking management strategies are anticipated to improve the convenience and availability of parking. The following information was included in the August 2019 recommendations from the PPAC to the Common Council.

#### *City of Plattsburgh Draft Parking Management Strategy*

##### *Recommendations for Immediate Consideration*

1. Standardization of all on-street parking time limits within the downtown Parking SAD footprint to 2 hours. This would eliminate all 10 minute, 30 minute, and 1 hour time limits within this zone. This action should be reviewed and approved by City Planner prior to formal approval by Council.
2. Except for the first recommendation regarding standardization of on-street parking time limits, the PPAC recommends no other changes be made to the on-street parking management system at this time.
3. Continuation of current City policy regarding outdoor seating "parklets" on City streets during the summer season.

*Recommendations for Consideration Pending Completion of GEIS/Traffic Study*

1. Authorize an agreement with IPS Group, Inc. to provide hardware and software services for a new, managed, downtown parking system that employs kiosks should the Common Council determine to implement such a system.
2. A single type of parking permit should be offered for sale on either a monthly or annual basis. Annual permits should be offered for sale at a modest discount to the cost of 12 monthly permits. The parking permits should be designed to work in the following off-street lots:
  - APMPP
  - BSMPL
  - Court Street Lot (located at the intersection of Margaret Street and Court Street)
  - City Hall Place Lot (located at the intersection of Court Street and City Hall Place)
  - Public parking on the DLMUD project site (once available for use)<sup>26</sup>

The permit should allow individuals to park between 8:00 AM and 5:00 PM, Monday through Friday in the off-street lots listed above. The costs of these permits shall be discussed by the PPAC and a recommendation sent to the Common Council once all costs of the new downtown parking system are known.

3. A system that employs both permits and kiosks should be implemented in the following off-street lots:
  - APMPP
  - BSMPL
  - Court Street Lot
  - City Hall Place Lot
  - Public Parking in the DLMUD project site (once available for use)<sup>27</sup>

A system that employs kiosks only should be implemented in the following off-street lots:

- Public Parking in Clinton County Government Center Parking Lot

Permits should be made available for frequent, long-term parkers. Kiosks should be made available for those individuals parking for shorter periods. Rates charged by the kiosks should be modest and parkers should be given the option of purchasing time on both an hourly and a daily basis. These rates should be charged only between the hours of 8:00 AM and 5:00 PM, Monday

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<sup>26</sup> The DLMUD parking lots will be managed by Prime and reasonable efforts will be made by Prime to manage these lots in a manner consistent with the City's parking policies. The management of the spaces to be made available to the public on the DLMUD will be governed by a parking agreement to be entered into between the City and Prime.

<sup>27</sup> The DLMUD parking lots will be managed by Prime and reasonable efforts will be made by Prime to manage these lots in a manner consistent with the City's parking policies. The management of the spaces to be made available to the public on the DLMUD will be governed by a parking agreement to be entered into between the City and Prime.

through Friday. This would coincide with the recommended parking permit structure. The distribution of kiosks in the off- street lots should be as follows:

- APMPP: 3 kiosks
  - Broad Street lot: 1 kiosk
  - Court Street Parking lot: 2 kiosks
  - City Hall Place Parking Lot: 1 Kiosk
  - Public Parking in DLMUD project site: 2 kiosks
4. Assuming the implementation of a new, managed, downtown parking system that employs parking permits and kiosks in off-street lots, the PPAC recommends that the downtown Parking SAD be either reduced or eliminated.

*Recommendations for Consideration Pending Physical Development of DSMPL*

1. Implementation of new snow ban parking system that utilizes four off-street lots (APMPP, City Hall Place lot, BSMPL, and Court Street lot) and the existing snow ban street light system to plow roughly 125 spaces (~50%) the first night following a snow event and roughly 125 spaces (~50%) the second night following a snow event. The specific order of lot plowing to be determined by DPW based on prevailing conditions during and after each snow event with public notice provided by the existing light system.

### 3.6 Fiscal and Economic Conditions

This section presents an analysis of the proposed projects’ potential fiscal impacts. It describes the existing revenues currently generated from the sites, as well as any existing municipal costs related to the sites for the City of Plattsburgh, and the PCSD. Also included is a discussion of projected costs and revenues associated with the proposed projects utilizing methodology identified in *The Development Impact Fiscal Impact Handbook*<sup>28</sup>.

#### 3.6.1 Existing Conditions

There are eight projects being considered as part of the proposed Downtown Area Improvement Projects. Each of these projects is proposed on lands currently owned by the City of Plattsburgh; including two projects (DRSI and BSPI) that are located within the City’s roadway network. All projects not located within the aforementioned right-of-way are sites which are currently occupied by existing public parking, park, or other recreational uses, and vacant buildings. All of the project sites are owned by the City and wholly exempt from City, County, and PCSD taxes, with the exception of sites subject to the Parking Special Assessment District (SAD) as described below.

No property tax revenues are accrued or collected by the taxing jurisdictions (City, Clinton County, and PCSD) from any of the project sites under the existing condition. The project sites do not create a demand for municipal services. A summary of the current tax rates for each jurisdiction is provided in Table 40.

**Table 40: 2019 Tax Rates**

<b>Taxing Jurisdiction</b>	<b>2019 Tax Rate per \$1000 Assessed Value</b>
Clinton County	\$5.94
City of Plattsburgh	\$12.20
PCSD	\$23.0025

#### *Parking Special Assessment District (SAD)*

The City of Plattsburgh has a downtown parking SAD. The parking SAD was initially established in the 1950s as two separate districts and later consolidated. Additional parcels have been subsequently added. Currently, the entire downtown from the Saranac River west to Oak Street, and from Broad Street north to Cornelia Street comprises the SAD. A few properties to the immediate east of the Saranac River opposite the DSMPL are also included in the SAD. Property owners (with some exception) within the SAD are assessed a charge (or tax) to provide for the City’s maintenance and operation of public parking facilities within the SAD. Some assistance from the City’s General Fund helps support debt service and other operations and maintenance activities related to the SAD.

The SAD provides funding for basic maintenance, snow and ice removal, and utilities for the City-owned parking lots. Properties in the district pay \$0.065888 per SF and the rate does not consider building use and intensity. The SAD includes 114 parcels including certain entities that are exempt, such as local, State,

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<sup>28</sup> Burchell, Robert W., Listoken, DAviv et al. *Development impact Assessment Handbook*. Washington, D.C.: ULI-The Urban Land Institute, 1994.

and federal governments and churches. The total SAD levy for 2019 is \$71,509.96 and the levy for each project site is provided in Table 41.

**Table 41: Parking SAD Revenue**

Project Site	Parcel ID	Land Use	Land Assessed Value	Full Market Value	Taxable Value	SAD Taxable Unit	SAD Tax Revenue <sup>2</sup>
<b>DLMUD; Riverwalk; Broad Street Parking Lot</b>	p/o 207.20-7-14 <sup>1</sup>	Vacant commercial	\$36,800	\$36,800	\$0	0 SF	\$0
	p/o 207.20-7-15	Parking Lot	\$89,500	\$374,500	\$0	511.83 SF	\$3,372.35
<b>APMPP</b>	207.19-3-15	Vacant Commercial	\$50,100	\$808,000	\$0	156.69 SF	\$1,032.40
<b>Westelcom Park</b>	207.82-1-12	Vacant Commercial w/improvements	\$32,100	\$40,800	\$0	22.75 SF	\$149.90
	207.82-1-13	Vacant Commercial	\$11,400	\$11,400	\$0	4.25 SF	\$28.00
	207.82-1-14	1-use Small Building	\$11,500	\$37,600	\$0	16.92 SF	\$111.48
	207.82-1-15	Vacant Commercial	\$38,100	\$38,100	\$0	31.83 SF	\$209.72
<b>Total SAD Revenue</b>							<b>\$4,903.85</b>

<sup>1</sup> Tax parcel 207.20-7-14 was merged with 207.20-7-15 in 2019.

<sup>2</sup> Tax rate per SF = \$0.065888.

### Community Services

The Plattsburgh Police Department is comprised of patrol, detectives, juvenile, parking violations, and administrative divisions. The police force is currently comprised of 45 sworn police officers. The geographical area of jurisdiction for the Plattsburgh City Police is roughly five square miles of densely populated land mass. The average response time for emergency calls is estimated to be under five minutes.

The City's Fire Department provides and continually trains in fire suppression, advanced life support and basic life support emergency medical services, confined space, vehicle extrication, and hazardous Material emergency mitigation. The Department has 33 firefighters on staff and covers an area of five square miles within the City. The average response time is estimated to be approximately 4 minutes. The City's firefighters also staff the City's ambulance service and have an average response time of approximately 4 minutes.

The Fire Department operates out of two Fire Stations. Fire Station 1 is located at 65 Cornelia Street. Station 1 houses 1 fire engine, a 102' truck tower ladder, and 2 ambulances. Fire Station 2 is located at 7 South Platt Street. Station 2 houses 1 front line fire engine and 1 reserve fire engine. The project sites would be served primarily by Station 1.

### 3.6.2 Potential Impacts

#### 3.6.2.1 Estimated Tax Revenues

The proposed DLMUD consists of 115 apartments, 10,000 SF of commercial space, two surface parking lots, and a large, underground parking garage. The rehabilitated former PFCM building would contain 5,800 SF, which is anticipated to include a 3,400 SF commercial space and 2,400 SF of publicly accessible civic space. Fifty parking spaces in the DLMUD's larger surface parking lot would be made available for use by the public.<sup>29</sup>

Prime, the proposed developer of the DLMUD, has requested a tax abatement from CCIDA. Under CCIDA's UTEP, the project may be eligible for tax abatement over a 20-year period. According to the CCIDA's UTEP, the review of the application includes notifying the relevant taxing jurisdictions, preparation of a cost benefit analysis, and evaluation of the project against CCIDA's qualifying criteria.

Project applications are evaluated on the basis of the cost benefit analysis, the number of permanent jobs and construction jobs created, spinoff employment, local business impact and/or community investment, educational benefits, and real property value. The CCIDA maintains three schedules for tax abatements (Category 1, 2, and 3).

The UTEP provides provisions for exceptions from the policy based on special circumstances (deviations). Prime has requested a deviation from the UTEP policy (in accordance with the UTEP instructions) because

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<sup>29</sup> The Development Agreement between Prime and the City stipulates that no less than 30 spaces must be made available for use by the public. The DLMUD is anticipated to feature approximately 50 spaces to be made available for use by the public.



of the inclusion of residential components of the DLMUD and importance of the project to downtown revitalization and its impact on the local economy.

A copy of CCIDA UTEP, Uniform Criteria for the Evaluation of Projects Policy, and a copy of the Prime PILOT application is included in Appendix D

Based on application materials provided by CCIDA no PILOT payments are proposed in years 1 through 3 (from the date of issuance of a certificate of occupancy). Payments associated with the residential components will subsequently escalate as follows

- Year 4-10 - \$1,100 per apartment
- Year 11 to 15 - \$1,300 per apartment
- Year 16-20 - \$1,500 per apartment

The ground floor retail and/or commercial space will be tax exempt years 1 through 5. PILOT would be assessed thereafter at \$2 per SF for years 6 to 10 and \$3/SF years 11 to 20. Table 42 provides a schedule of payments under the proposed PILOT and how those payments are shared between the City, County, and PCSD consistent with the CCIDA Uniform Agreement.

**Table 42: DLMUD - PILOT Schedule**

<b>PILOT Year/ Tax Year</b>	<b>Proposed PILOT</b>	<b>City Share of PILOT</b>	<b>County Share of PILOT</b>	<b>PCSD Share of PILOT</b>
Year 1/2020	\$0.00	\$0.00	\$0.00	\$0.00
Year 2/2021	\$0.00	\$0.00	\$0.00	\$0.00
Year 3/2022	\$0.00	\$0.00	\$0.00	\$0.00
Year 4/2023	\$125,400	\$36,409.56	\$18,110.80	\$70,879.64
Year 5/2024	\$125,400	\$36,409.56	\$18,110.80	\$70,879.64
Year 6/2025	\$145,400	\$42,216.50	\$20,999.29	\$82,184.21
Year 7/2026	\$145,400	\$42,216.50	\$20,999.29	\$82,184.21
Year 8/2027	\$145,400	\$42,216.50	\$20,999.29	\$82,184.21
Year 9/2028	\$145,400	\$42,216.50	\$20,999.29	\$82,184.21
Year 10/2029	\$145,400	\$42,216.50	\$20,999.29	\$82,184.21
Year 11/2030	\$178,200	\$51,739.90	\$25,736.41	\$100,723.70
Year 12/2031	\$178,200	\$51,739.90	\$25,736.41	\$100,723.70
Year 13/2032	\$178,200	\$51,739.90	\$25,736.41	\$100,723.70
Year 14/2033	\$178,200	\$51,739.90	\$25,736.41	\$100,723.70
Year 15/2034	\$178,200	\$51,739.90	\$25,736.41	\$100,723.70
Year 16/2035	\$201,000	\$58,359.82	\$29,029.28	\$113,610.90
Year 17/2036	\$201,000	\$58,359.82	\$29,029.28	\$113,610.90
Year 18/2037	\$201,000	\$58,359.82	\$29,029.28	\$113,610.90
Year 19/2038	\$201,000	\$58,359.82	\$29,029.28	\$113,610.90
Year 20/2039	\$201,000	\$58,359.82	\$29,029.28	\$113,610.90
<b>Totals</b>	<b>\$2,873,800</b>	<b>\$834,400.20</b>	<b>\$415,046.48</b>	<b>\$1,624,353.32</b>

The application to the Clinton County IDA also requests further incentives including sales tax abatement on project construction and acquisition estimated at \$680,000 as well as relief from the Mortgage Recording Tax (estimated at \$165,000). These abatements are standard incentives provided by Clinton County IDA. Prime and the DLMUD must meet the CCIDA’s requirements to receive these incentives.

As noted previously all other Downtown Area Improvement Projects will be located on City-owned lands and will owned and maintained by the City and will remain wholly tax exempt; no tax revenues would be generated, consistent with the existing condition.

*Project Generated Municipal and PCSD Costs*

The estimated costs of the proposed projects to local taxing jurisdictions were determined using the *Per Capita Method*. The *Per Capita Method* is a cost averaging method for projecting the impact of population changes on local municipal and PCSD costs and is a widely accepted fiscal impact procedure for determining costs of residential development.

*Estimate of Number of Residents and School Children*

As noted, the DLMUD is proposed as a five-story, approximately 200,000 SF mixed-use development including approximately 115 apartments (comprised of 52 one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units) and 10,000 SF of commercial space. Additionally, the project proposes the rehabilitation of the existing PFCM building for a 3,400 SF commercial space and a 2,400 SF civic space in an open-air pavilion with access from the new pedestrian walkway. The bedroom count is provided in Table 43.

**Table 43: DLMUD - Proposed Development Program**

Use	Units
1 Bedroom Apartments	52 Dwelling Units
2 Bedroom Apartments	59 Dwelling Units
3 Bedroom Apartments	4 Dwelling Units
Commercial (restaurant and retail) Space	13,400 SF

Based on the number of dwelling units, demographic multipliers for multi-family residential units in NYS were used to estimate project generated population as shown in Table 44. Similarly, these figures can be used to estimate the number of school aged children as presented in Table 45. This assumes that the DMLUD project will attract new residents from outside of the City and does not account for individuals who might relocate from within the City.

**Table 44: DLMUD - Estimated Number of New Residents**

Housing Type	Number of Apartments	Demographic Multiplier <sup>1</sup>	Number of New Residents
<b>Multi-Family Units</b>	115	2.048	236

<sup>1</sup> "Who Moves into New York Housing-2015 Residential Demographic Multipliers", Econsult Solutions, November 2017.

**Table 45: DLMUD - Estimated School-Age Children in Public Schools**

Number of Units	Multiplier for School-Age Children <sup>1</sup>	Number of School-Age Children
115	0.261	30

<sup>1</sup> "Who Moves into New York Housing-2015 Residential Demographic Multipliers", Econsult Solutions, November 2017.

According to NYS Education Department figures, PCSD school enrollment has declined 315 students since 2000 (2,105 K-12 students) to the present day (2019) figure of 1,790 students. The potential addition of 30 students would represent an average of 2.3 additional students per grade level and is not anticipated to have a significant impact on facilities.

Municipal costs are estimated by multiplying the variable municipal expenditures per capita (\$303.01) by the project population (236) at full buildout/occupancy. It is estimated that the DLMUD will require \$71,509.24 annually in municipal service expenditures, see Table 46. This methodology treats department budgets as either fixed or variable based on whether department expenses are likely to change as a result of an increase in City residents. It does not distinguish between variable and fixed line items within department budgets and, therefore, may somewhat overstate the project costs.<sup>30</sup>

**Table 46: Municipal Fiscal Costs**

<b>City of Plattsburgh 2019 Municipal Operating Budget</b>	
Total Variable Municipal Expenditures	\$9,816,360.00
<b>Taxable Parcels</b>	
Total Parcels	5,108
Residential Parcels	4,002
Residential Parcel Percentage	78%
<b>Assessed Value</b>	
Total Assessed Value	\$1,489,926,104.00
Residential Parcel Assessed Value	\$627,991,400.00
Residential Value Percentage	42%
<b>Expenditure Parameters</b>	
Estimated Share of Residential-Associated Expenditures	60%
Estimated Municipal Residential-Associated Expenditures	\$5,889,816
Total Local Population	19,438
Municipal Expenditure per capita	\$303.01
Project Population	236
<b>Project Costs</b>	<b>\$71,509.24</b>

<sup>30</sup> For the purposes of this analysis, variable municipal expenditures were assumed to include all expenditures in the categories of Public Safety, Public Works, Economic Assistance, Culture & Recreation, and Home & Community Services. Departments with fixed expenses, or those that will not vary based on the number of residents, were excluded. These were assumed to include Legislative, Judicial, Executive, Finance, Staff, Shared Services, Special Items, Employee Benefits, and Inter-Fund Transfers expenditures.

The City’s average PILOT revenue over the initial ten-year period (Years 4-13) is projected to be \$43,912.13 annually. Additional municipal revenues are estimated by multiplying the variable municipal revenues per capita (\$29.87) by the project population (236).<sup>31</sup> As shown in Table 47, total new revenue from these sources equals \$50,961.53.

**Table 47: Municipal Fiscal Revenue**

<b>City of Plattsburgh 2019 Municipal Operating Budget</b>	
Total Variable Municipal Revenue	\$580,620
Total Population	19,438
Revenue Per Capita	\$29.87
Project Population	236
<b>Variable Revenue</b>	<b>\$7,049.40</b>
PILOT Revenue	\$43,912.13
<b>Project Revenue</b>	<b>\$50,961.53</b>

As shown in Table 48, this results in a negative net fiscal impact of \$20,574 annually (\$71,509-50,961 = \$20,574).

**Table 48: Net Fiscal Impact**

Project Costs	\$71,509.24
Project Revenue	\$50,961.53
<b>Net Fiscal Impact</b>	<b>-\$20,547.71</b>

*Economic Benefits*

Table 49 presents the estimated cost of construction of the DLMUD as provided in the CCIDA application.

**Table 49: DLMUD - Project Costs**

<b>Project Component</b>	<b>Cost</b>
Site Development	\$2,250,000
Building	\$16,000,000
Working Capital Costs	\$200,000
Professional Services	\$1,415,000
<b>Total</b>	<b>\$22,700,000</b>

With an overall cost of \$22.7 M, the DLMUD will have positive economic impacts, including employing construction workers, and the purchase of building materials and professional services. Additional, construction related positive economic benefits are projected as were described in the CCIDA PILOT application. The Construction payroll is estimated at \$9,500,000 with estimated payroll tax of \$40,900.

<sup>31</sup> For the purposes of this analysis, variable municipal revenues are assumed to include Public Safety Fees, Transportation, Licenses and Permits, and Fines & Forfeitures.

Construction is anticipated to take eighteen months and construction workers will create additional demand for food and services in the downtown. Given the total construction spending of \$22.7 M and based on an analysis of goods and services available within the City we conservatively estimate that 20% of this spending, or approximately \$4.54 M will be sourced from within the City (see Table 50).

**Table 50: Net New Construction Costs**

<b>City of Plattsburgh Construction Costs</b>	
Total Construction Costs	\$22,700,000
% Sourced From within City	20%
<b>Construction Spending Sourced from City</b>	<b>\$4,540,000</b>

The \$4.54 M represents new construction-related spending in the City that would not occur absent the proposed project. To calculate the construction phase economic impacts of this spending in terms of total (direct and indirect) jobs, earnings, and sales, an input-output model from Economic Modeling Services Intl. (EMSI)<sup>32</sup> was employed, using the \$4.54 M in new sales as a direct input. These sales will generate an additional over \$986,000 in indirect spending throughout the construction phase of the proposed project. Based on these sales, it is estimated that there will be 48 new construction jobs on-site, with an additional 8 indirect jobs being generated as a result of this activity. New direct earnings are calculated to be over \$1.8 M (approximately 20% of the estimated payroll), with another over \$349,000 in indirect earnings. As shown in Table 51, the total economic impacts of the proposed project’s construction equates to 56 jobs, nearly \$2.2 million in earnings, and over \$5.5 million in new sales in the City of Plattsburgh.

**Table 51: Construction Phase Economic Impact, City of Plattsburgh**

	<b>Direct</b>	<b>Indirect</b>	<b>Total</b>
<b>Jobs</b>	48	8	56
<b>Earnings</b>	\$1,813,342	\$349,069	\$2,162,410
<b>Sales</b>	\$4,540,000	\$986,475	\$5,526,475

Upon completion, the DLMUD will generate new annual impacts related both to the operation of the development (on-site employment) and from spending generated by new households. Based on the unique nature of the proposed project, it was assumed that all 115 apartment units will be occupied by net new households to the City. New residents would make purchases in the City, thereby adding dollars to Plattsburgh’s economy. To determine the amount of new spending that would result from these new households, spending habits of potential tenants were researched. According to data from Esri, 2019 median household income in the City is just over \$43,000; this is compared to nearly \$58,000 in the larger Clinton County. Using a spending basket for the region that details household spending in individual consumer categories by income level, and the Bureau of Labor Statistics’ (BLS) 2018 Consumer expenditure survey, households with an income of between \$50,000 and \$69,999 have annual expenditures (excluding housing and utility costs) of \$29,270. Based on an analysis of the availability of goods and services within the City, it is assumed that 40% of total expenditures (or over \$1.3 million) of the new household spending would occur within the City and, therefore, have an impact on Plattsburgh’s economy. The calculations are summarized in Table 52.

<sup>32</sup> EMSI data is available at the zip code level. Therefore, zip code 12901 was used to model all of the economic impacts on the City throughout this analysis. Note that zip code 12901 encompasses a larger geography than the City of Plattsburgh.

**Table 52: New Household Spending**

Category	Annual Per Unit Spending	Amount Spent in City (40%)	Total Net New City Spending (115 units)
Food	\$7,168	\$2,867	\$329,728
Household Furnishings & Equipment	\$1,970	\$788	\$90,620
Apparel & Services	\$1,514	\$606	\$69,644
Transportation	\$9,158	\$3663	\$421,268
Health Care	\$4,739	\$1,896	\$217,994
Entertainment	\$2,392	\$957	\$110,032
Personal Care Products & Services	\$668	\$267	\$30,728
Education	\$731	\$292	\$33,626
Misc.	\$930	\$372	\$42,780
<b>Annual Discretionary Spending</b>	<b>\$29,270</b>	<b>11,708</b>	<b>\$1,346,420</b>

Using this new spending, EMSI was employed to determine the indirect and total impact of the proposed project, which is presented in Table 53. As shown in the table, 19 new jobs, nearly \$606,000 in earnings, and nearly \$1.8 million in new sales will occur in the City annually as a result of new household spending.

**Table 53: Annual Economic Impact of New Household Spending, City of Plattsburgh**

	Direct	Indirect	Total
<b>Jobs</b>	15	4	19
<b>Earnings</b>	\$455,547	\$150,404	\$605,951
<b>Sales</b>	\$1,346,420	\$434,571	\$1,780,991

Upon completion, the residential portion of the DLMUD is anticipated to generate four FTEs including a Property Manager, Leasing Assistant, and maintenance staff with an annual payroll of \$120,000. The planned total 13,400 SF of new commercial space is estimated to employ 35 new employees.<sup>3334</sup> Additional part time seasonal maintenance staff are anticipated.

Using the EMSI economic impact model, the total direct sales generated by the new commercial space employment (35 jobs) was calculated to be \$2,585,331. Since the new demand supporting these stores is partially coming from the new household spending described previously, some of these sales are already being captured by the economic impact of the new household spending. As shown in Table 52, to account for this, the \$2,585,331 in sales was adjusted by the household spending that would take place in the general commercial space of the type that would be built as part of the DLMUD, reducing these sales by

<sup>33</sup> This is based on an estimate from the San Diego Association of Government of 383 SF per employee in general commercial space.

<sup>34</sup> For the purposes of this model, the employment of the residential portion of the development was associated with NAICS 531110 – Lessors of Residential Buildings and Dwellings and the employment of the commercial portion of the development was associated with NAICS 453998 – All Other Miscellaneous Store Retailers.

\$520,720 (the spending of the new 115 households on food; household furnishings and equipment; apparel and services; and personal care products and services from Table 54).

**Table 54: Adjusted On-Site Sales**

Direct Sales from On-Site Employment	\$2,585,331
Household Spending to Take Place On-Site	\$520,720
<b>Adjusted Direct Sales</b>	<b>\$2,064,611</b>

Using these adjusted sales as a direct input in the EMSI model, along with the 4 new jobs associated with the residential portion of the DLMUD, total new jobs, earnings, and sales generated on-site were calculated. A total of 39 jobs, nearly \$1.3 million in earnings, and over \$3.4 million in sales will be generated as a result of on-site employment, representing annual benefits to the City (see Table 55).

**Table 55: Annual Economic Impact of On-Site Employment, City of Plattsburgh**

	Direct	Indirect	Total
<b>Jobs</b>	32	7	39
<b>Earnings</b>	\$997,375	\$291,738	\$1,289,112
<b>Sales</b>	\$2,571,669	\$841,412	\$3,413,081

As shown in Table 56, the DLMUD’s total annual economic impact on the City, which is the combination of both the impacts of on-site employment and new household spending is 58 jobs, nearly \$1.9 million in earnings, and nearly \$5.2 million in sales.

**Table 56: Total Annual Economic Impact**

	Direct	Indirect	Total
<b>Jobs</b>	47	11	58
<b>Earnings</b>	\$1,452,921	\$442,142	\$1,895,063
<b>Sales</b>	\$3,918,089	\$1,275,983	\$5,194,072

*Community Services*

No adverse impact to community services is anticipated to occur. The proposed projects will be constructed according to applicable codes and regulations and will undergo future coordination with City administration, Boards and Commission to ensure consistency with safety, health, and other public policy. In addition, the DLMUD building will be sprinklered. The DLMUD will result in an approximate one percent population increase<sup>35</sup> and is therefore not anticipated to overburden community service resources.

**3.6.2.2 Proposed Mitigation**

No mitigation is required or proposed.

No property tax revenues are accrued or collected by the taxing jurisdictions (City, Clinton County, and PCSD) under the existing condition. With the exception of the DLMUD project, all other Downtown Area Improvement Projects sites will remain under City ownership and remain tax exempt.

<sup>35</sup> According to the United State Census, the City of Plattsburgh was estimated to have a population of 19,438 people as of July 1, 2018.



Should the City move forward with discontinuing the Parking SAD, this revenue would be eliminated and replaced by a combination of fees for permits and paid on street parking.

The potential addition of 30 students would represent an average of 2.3 additional students per grade level and is not anticipated to have a significant impact on PCSD facilities. The DLMUD could generate \$71,509.24 in annual costs to the City (using 2019 figures) based on the per capita method for the residential component. These costs assume that Public Safety, Public Works, Economic Assistance, Culture and Recreation, and Home and Community Service costs are all variable, and they do not take into account the City's likely current capacity to provide some of these services. The PILOT will provide the City with new revenue over the life of the agreement; partially offsetting new costs and the DLMUD will become fully taxable thereafter. The net fiscal impact to the City is estimated at negative \$20,574 annually over Years 4-13 of the PILOT term.

The positive economic impacts of the project are significant, the total economic impacts of the proposed project's construction equates to 56 jobs, nearly \$2.2 million in earnings, and over \$5.5 million in new sales in the City of Plattsburgh. New spending attributable to 236 new residents living downtown will create 19 new jobs, nearly \$606,000 in earnings, and nearly \$1.8 million in new sales as a result of new household spending.

The total annual economic impact on the City, which is the combination of both the impacts of on-site employment and new household spending is 58 jobs, nearly \$1.9 million in earnings, and nearly \$5.2 million in sales.

## 3.7 Historic and Cultural Resources

### 3.7.1 Existing Conditions

According to the NYSOPRHP State Historic Preservation Office (SHPO) Cultural Resource Information System (CRIS) Map, several project sites are located within the DPHD. The DLMUD, the Riverwalk, DRSI, BSPI, BSMPL, and Building 4 at 26 Green Street are all located outside the DPHD. The DLMUD, DRSI, BPSI, and Riverwalk are considered to be substantially contiguous to the DPHD. All of the sites are located within an area that is considered to be sensitive for archaeologically sensitive resources, see Figure 39.

#### *Durkee Lot Mixed-Use Development (DLMUD)*

A Phase 1A Archaeological Survey (A Literature Search and Sensitivity Study or Phase 1A) was completed for the project site in June 2019<sup>36</sup>, see Appendix E. The Area of Potential Effect (APE) for the analysis included the DLMUD project site. According to the Phase 1A Report, the riverside area adjacent to the Saranac River within the APE has been extensively filled and previously disturbed by the construction and razing of buildings, and the paving over of the razed site and the construction of the present-day PFCM building. The initial, identifiable episode of razing was the destruction of buildings by the Americans during the September 1814 attacks on Plattsburgh. The APE is in a riverine location that would be considered sensitive for the occurrence of precontact period sites, except for the extensive prior disturbance. Similarly, the corner of Durkee and Bridge Streets would be considered sensitive, except for prior disturbance, for the occurrence of early 19th century sites, such as the construction of the covered millrace. Based upon various map information sources, this race likely would have occupied much of the area near the original riverbank, including the circa 1884 woolen mill near Bridge Street and the sawmill to the south of this.

Later building and razing cycles occurred during the 19th and 20th centuries as well, culminating in the removal of all buildings from the APE, the construction of a parking lot, and the installation of the PFCM building. In addition, Sanborn maps show a waterline crossing the APE. Accordingly, surface soils within the APE are comprised of urban land soils, or land covered by buildings and concrete.

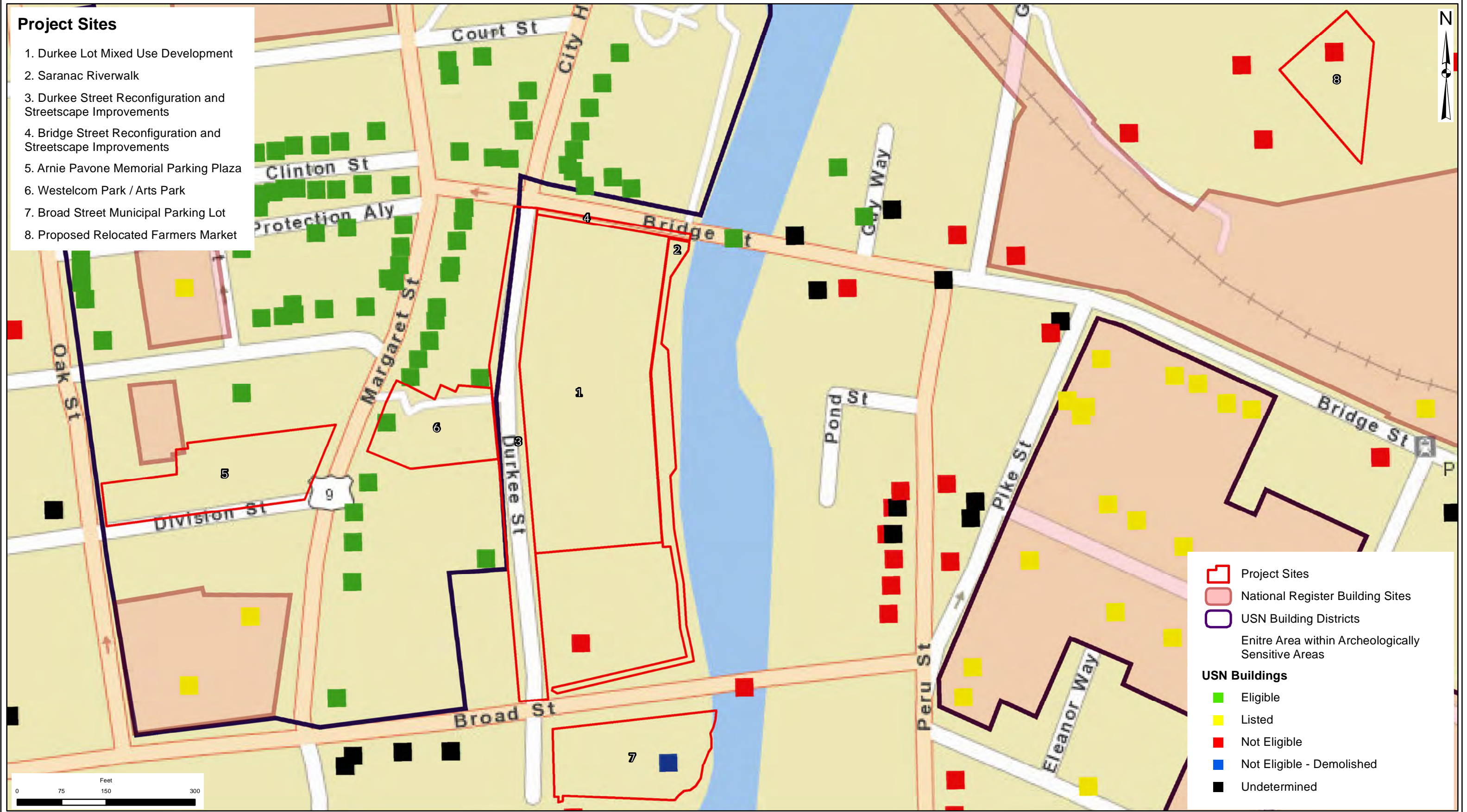
To further assess the archaeological sensitivity of the site, soil borings conducted as part of the geotechnical analysis were analyzed in the Phase 1A (see Appendix B). Four soil borings (located at proposed wall positions for the future building) were analyzed. The two northern most soil borings were placed at, or in close proximity to the planned building. No evidence of buried (former) topsoil was found. Twenty-four feet of fill was identified near Veterans' Bridge, and 11.5 feet of fill to the south. The finding of fill resting on probable boulders (Boring B-1) or sand and gravel (Boring B-2) indicates a lack of sensitivity for the occurrence of intact archaeological sites. The 24 feet of fill at Boring B-1 may indicate substantial prior removal of mill-related features. Boring B-1 appears to be too far west to have hit the mill race of the woolen mill.

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<sup>36</sup> Curtin Archaeological Consulting, Inc. *Phase 1A Archaeological Survey: Proposed Mixed Use Development Durkee Street*. June 2019.

**Project Sites**

1. Durkee Lot Mixed Use Development
2. Saranac Riverwalk
3. Durkee Street Reconfiguration and Streetscape Improvements
4. Bridge Street Reconfiguration and Streetscape Improvements
5. Arnie Pavone Memorial Parking Plaza
6. Westelcom Park / Arts Park
7. Broad Street Municipal Parking Lot
8. Proposed Relocated Farmers Market



**Project Sites**

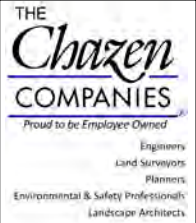
**National Register Building Sites**

**USN Building Districts**

Entire Area within Archeologically Sensitive Areas

**USN Buildings**

- Eligible
- Listed
- Not Eligible
- Not Eligible - Demolished
- Undetermined



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Source: NYS ITS GIS Program Office; Statewide Parcel Map Program 2018, Statewide Orthoimagery Program 2014, Road Centerline Data 2018

**Downtown Area Improvement Projects**

**NYS Office of Parks, Recreation and Historic Preservation Cultural Resource Information System (CRIS) Map**

City of Plattsburgh - Clinton County, New York

Drawn:	RL-B
Date:	10/23/2019
Scale:	1 inch = 150 feet
Project:	91922.00
Figure:	39

The two southernmost soil borings identified buried former topsoil layers, at a depth of 13 feet in B-3, and at a depth of four feet in B-4. The Boring B-3 position, at nine feet deeper than the former topsoil found at Boring B-4, indicates that the Boring B-3 position may have been at the foot of the steep slope along the old riverbank. This location on the old riverbank would have been subject to erosion as well as deposition; and therefore, would have been an unstable environment for historic or precontact period occupation. This area was likely severely disturbed because it would have been in the construction area of the mill race that powered the former saw and woolen mills to the north. Boring B-4 identified a former topsoil at a depth of four feet on the elevated area by the riverbank in an area that supported a long sequence of construction and site disturbance indicating that important archaeological material is unlikely to have been preserved despite the anomaly of a former topsoil buried under relatively shallow fill.

The pattern of multiple building episodes and the later construction of larger buildings on the sites of earlier buildings is anticipated to have resulted in a pervasive pattern of prior disturbance. Based on the borings, there is an absence of former topsoil below fill in the north part of the project site. Former topsoils were found in the south part of the site under fill depths of four and 13 feet. The presence of buried topsoil does not by itself change the evaluation of an extensively disturbed archaeological context, as the former topsoil locations may, in large measure, be disturbed themselves. Therefore, the Phase 1A recommended that additional archaeological investigation is not warranted.

The report included two additional recommendations:

- *Caution is recommended to not disturb the stone wall along the river just south of Bridge Street, as this may be part of a 19th century mill race or other structure of historic age.*
  - No impacts to the stone wall are anticipated to occur as part of the Riverwalk or DLMUD projects.
- *A historic marker noting appropriate specifics of the 1814 battle in the vicinity of the bridge should be placed where pedestrians will be able to see and read it with a reasonably good view of the present-day bridge as a proxy for the 1814 bridge.*
  - This recommendation is currently under consideration.

#### *Saranac Riverwalk (Riverwalk)*

See the discussion provided above for the DLMUD as this applies in kind to the Riverwalk. The Riverwalk is located east of the proposed DLMUD near to the eastern edge of the Saranac River, and will be retained by the City. The site is not located within the DPHD. The Riverwalk, a pedestrian trail comprised of a wooden boardwalk and paved area, forms the eastern border of the DLMUD site along the Saranac River.

#### *Durkee Street Reconfiguration and Streetscape Improvements (DRSI)*

The DRSI project will occur wholly within the existing right-of-way, an area that has been previously disturbed. The site is not located within the DPHD. Two buildings, located at 17 and 31 Durkee Street, are listed as eligible for listing on the National and State Register of Historic Places.

#### *Bridge Street Parking Improvements (BSPI)*

The BSPI will occur wholly within the existing right-of-way, an area that has been previously disturbed. The site is not located within the DPHD. Veterans' Bridge and several of the buildings located on the north side of the street are listed as eligible for listing on the National and State Registers of Historic Places (21, 25-31, and 33 Bridge Street).

#### *Arnie Pavone Memorial Parking Plaza (APMPP)*

The former Glens Falls National Bank branch located at 25 Margaret Street was built in 1967. The building is a two-story, masonry construction with a flat roof and a basement. The former Glens Falls National Bank building and proposed APMPP site are located within the DPHD, which is eligible for listing on the National and State Register of Historic Places. The Former Glens Falls National Bank building is not listed as a contributing resource. According to NYSOPRHP, the district was,

*“previously identified by SHPO as a potential historic district, the Downtown Plattsburgh Historic District meets Criteria A and C at the local level in the areas of architecture, commerce, and community planning and development. The district is architecturally and historically significant as a largely intact city business core, reflecting the growth and development of Plattsburgh as a regional commercial hub and industrial center from the early nineteenth to the mid-twentieth century. Preliminary boundaries were drawn based on the available desktop resources. The district is roughly bounded by Cornelia Street to the north, City Hall Place, the Saranac River, and Durkee Street to the east, Broad Street to the south, and Oak Street to the west. Further investigation would be required in order to identify all contributing and non-contributing resources. The district includes primarily commercial, institutional and religious buildings that were designed in a variety of styles including Greek Revival, Italianate, Colonial Revival, Renaissance Revival, and Art Deco. Attached commercial masonry buildings are primarily found along Clinton, Margaret and Bridge Streets. Key buildings that are listed in the National Register include: the Paul Marshall House on Cornelia Street, City Hall on City Hall Place, Clinton County Courthouse Complex on Margaret Street, the First Presbyterian Church and Strand Theater on Brinkerhoff Street, and the St. John the Baptist Roman Catholic Church and Rectory at the corner of Broad and Margaret Streets. The downtown district also includes the MacDonough Monument and Park located along the Saranac River, and Trinity Park between Trinity Place and Court Street.”*

The project site is located adjacent to the Strand Center for the Arts, located at 23 Brinkerhoff Street, which is eligible for listing on the National and State Registers of Historic Places and the Strand Center Theatre, which is listed on the National and State Registers of Historic Places. The building(s) that formerly occupied (now demolished) Westelcom Park, located at 32-48 Margaret Street, were considered a contributing resource (prior to its demolition in the mid-1990s) within the eligible DPHD as are the buildings located at 20 and 24 Margaret Streets. Both resources are located directly across the street from the proposed APMPP.

#### *Westelcom Park*

Westelcom Park is considered to be sensitive for archaeological resources and is located within the DPHD, which is eligible for listing on the National and State Registers of Historic Places and is included as a site that is eligible for listing on the Registers.

### *Broad Street Municipal Parking Lot (BSMPL)*

The existing BSMPL is not adjacent or contiguous to buildings or sites listed on the State or National Registers of Historic Places. The site is not included within the DPHD and there are no National or State Register of Historic Places Eligible or Listed resources on or located substantially contiguous to the site.

### *Plattsburgh Farmers' and Crafters' Market (PFCM) Relocation to Building 4 at 26 Green Street*

The City proposes to relocate the PFCM from its current location to Building 4 at 26 Green Street in the City's Harborside Area. The site is anticipated to become part of a larger Master Plan considering future development along the harbor, which is being pursued through funding as part of a 2019 Consolidated Funding Application to NYS by the City.

The building proposed for the relocated PFCM (Building 4 at 26 Green Street) is a slab-on-grade metal framed building with metal siding and a sloped metal roof. This building is part of a group of buildings that comprise the PMLD campus all of which (including 26 Green Street, USN 01940.001366) were classified as not eligible for listing on the State Historic Register by NYSOPRHP on September 12, 2019. Building 4 at 26 Green Street, and other PMLD buildings, are not included in the National and State Register Listed D & H Railroad Complex (90NR00182) but are included within an area that is considered to be archaeologically sensitive according to CRIS.

In 2003, an archaeological survey (03PR05681) was conducted for the Harborside Area. The survey does not identify any resources associated with the historic railyard on the PMLD campus in the area of Building 4 at 26 Green Street.

### **3.7.2 Potential Impacts**

A submittal was made to NYSOPRHP in September 2019, including the Phase 1A of the DLMUD and Riverwalk sites and other background information. These submittal materials are provided in Appendix E.

No impacts to historic or cultural resources from the DRSI and BSPI projects are anticipated to occur as these projects will occur within the previously disturbed street right-of-way.

Regarding the APMPP site, the former Glens Falls National Bank building is not identified as a contributing resource within the eligible DPHD but is identified as individually eligible for listing on the State and National Registers of Historic Places. The proposed demolition is not anticipated to result in significant adverse impacts to the DPHD because the building is not considered a contributing resource.

For the WPI project, NYSOPRHP stated in a July 3, 2019 letter that "based upon review of the plans dated 01/25/2019 it is the SHPO's opinion the proposed projects will have No Adverse Effect on historic or archaeological resources." Since this time, the project has been modified to include the replacement and relocation of the existing 15-inch sewer line within the WPI project site to facilitate the proposed design.

In an October 17, 2019 letter, NYOPRHP requested, "a detailed site plan along with building elevations and any available renderings of the proposed new construction. Our office will be evaluating any potential impacts of the new construction to the adjacent National Register eligible historic district."

In addition, in an October 17, 2019 letter, NYSOPRHP stated, “that a Phase IA Archaeological Survey is warranted for all portions of the project that will involve ground disturbance. A Phase IA survey is a literature and background search, and sensitivity study, designed to help assess the significance of, and overall sensitivity for cultural resources within your project area, or Area of Potential Effect (APE), and determine areas and degrees of previous disturbance. This study will subsequently be used to make recommendations regarding whether any further, subsurface investigations are warranted.”

The requested materials were submitted to NYSOPRHP in November 2019, including a Phase 1A completed by Hudson Valley Cultural Resources Consultants (HVCRC) and architectural design detail related to the DLMUD project. These submittal materials are provided in Appendix E.

The HVCRC Phase 1A concluded that due to significant previous episodes of ground disturbance no archaeological resources will be adversely impacted by the various project sites and that no further archaeological investigation is warranted.

With regard to potential impacts to eligible and listed resources, the architectural design for the DLMUD is proposed to be compatible with the size, scale, color, material, and character of the surrounding property, neighborhood and environment. The proposed DLMUD will reestablish street edges and maintain setback lines similar to existing buildings to the west and north. Parking has been concealed both within an interior courtyard and below the building. The height of the proposed building is similar to its surroundings, and the design utilizes cornices, lintels above windows and trim details to further relate to nearby buildings. The mid-block and end sections of the building step back above the fourth level to reduce visual scale and the north side steps down further to further reduce massing effects. The architectural materials (brick and stone masonry, smooth painted finishes, metal paneling, and board and batten siding) are varied to blend with the varied building facades that currently exist in the neighborhood. Therefore, based on the project design, the proposed project will not adversely impact the adjacent DPHD or other listed or eligible for listing resources.

### **3.7.3 Proposed Mitigation**

The City is currently consulting with NYSOPRHP to assist in determining whether the proposed projects may have the potential to result in significant adverse impacts to historic and/or cultural resources.

## 3.8 Environmental Contamination

### 3.8.1 Existing Conditions

#### *Durkee Lot Mixed-Use Development (DLMUD) and Broad Street Municipal Parking Lot (BSMPL)*

In March 2007, NYSDEC issued a ROD for the restoration of the Plattsburgh Gateway Project/Durkee Street Site identified as being located at 14 Bridge Street and that occupies part of the DLMUD project site (Appendix F). According to the ROD,

*“the site has been occupied since the late 1800s with primarily tenement residences and auto repair until 1927. After 1927, manufacturing became more prominent with rug cleaning, dry cleaning, sign painting, and milling activities associated with the site. In addition, over the years, several petroleum spills were reported and properly closed under the oil spill program. These former manufacturing activities and spill events may have resulted in the disposal of hazardous substances on site. The City slowly acquired the deeds for the Durkee Street lots from approximately 1964 through 1991. The buildings were demolished over that time period. The current municipal public parking lot was established in the early 1980s.”*

Prior to the issuance of the ROD, a limited subsurface investigation was conducted on a portion of the site in 2004 and identified volatile organic compounds (VOCs), semi-volatile organic compounds (SVOCs), and heavy metal compounds above New York Standards, Criteria, and Guidance in subsurface soils. The remedial investigation (RI) was conducted between July 2004 and December 2006 and detected VOCs, SVOCs, and heavy metal compounds above New York Standards, Criteria, and Guidance. SVOCs and metals were detected in subsurface soils; metals, VOCs, and one SVOC were detected in groundwater; and six soil gas samples found detections of VOCs and SVOCs above New York State Department of Health (NYSDOH) guidance values. The data collected did not indicate any off-site impacts. A soil excavation interim remedial measure (IRM) was performed that addressed a majority of the soil and groundwater contamination on-site in 2005.

Remediation of the site was completed, and a Certificate of Completion was issued by NYSDEC on September 13, 2016 documenting this milestone and requiring the City to implement an SMP. A copy of the Certificate of Completion and SMP is included in Appendix F. The SMP stipulates the future use of the property is subject to institutional and engineering controls including an environmental easement.

The environmental easement was executed on November 9, 2011 by the NYSDEC for 1) 14 Durkee Street, 207.20-7-15 (4.38 acres) and 2) Broad Street (0.72 acres) to ensure protection of human health and to achieve the requirements for remediation, see Figure 40 and Appendix F. According to the easement, the property may be used for Restricted Residential as described in 6 NYCRR Part 375-1.8(g)(2)(ii)<sup>37</sup>,

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<sup>37</sup> Per 6 NYCRR Part 375-1.8(g)(2)(ii), “Restricted-residential use” which is the land use category which shall only be considered when there is common ownership or a single owner/managing entity of the site. Restricted residential use: (a) shall, at a minimum, include restrictions which prohibit: (1) any vegetable gardens on a site, although community vegetable gardens may be considered with Department approval; and (2) single family housing; and (b) includes active recreational uses, which are public uses with a reasonable potential for soil contact.



Commercial as described in 6 NYCRR Part 375-1.8(g)(2)(iii)<sup>38</sup>, and Industrial as described in 6 NYCRR Part 375-1.8(g)(2)(iv)<sup>39</sup>.

The Engineering /Institutional Controls affecting the DLMUD site are summarized below:

- The use and development of the property are limited to restricted residential, commercial, or industrial use, as described in 6 NYCRR Part 375-1.8(g)(2).
- Compliance with the approved SMP is required.
- The use of groundwater as a source of potable or process water is not allowed, without necessary water quality treatment as determined by NYSDOH.
- The property owner must submit a periodic certification of institutional and engineering controls to the NYSDEC.
- The NYSDEC must be notified of any ground intrusive work or change in use and the proposed management of the final cover system, which will be required to restrict excavation below the pavement layer, or buildings.
- Any excavated topsoil is required to be tested and properly handled to protect the health and safety of workers and the nearby community and managed in a manner acceptable to the NYSDEC.
- An evaluation of the potential for vapor intrusion for any buildings developed on the project site is required, including provision of mitigation of any impacts identified.
- Monitoring of groundwater is required.
- Monitoring of the installed sub-slab vapor mitigation system in the office building presently under construction is required.

The future owners of the property are required to comply with the terms and conditions of the SMP. As indicated above, these include measures related to the excavation and handling of soils during construction, and installation of a sub-slab vapor barrier system. According to NYSDEC, there are no public exposure risks at the project site. Future exposure risks are limited to construction workers performing ground intrusive work at the site. Construction work must be conducted using a Health and Safety Plan to minimize exposures.

As part of the SMP, long-term groundwater monitoring is required at eight monitoring wells (MW-9 (new replacement well), MW-10, MW-17, MW-21, MW-23, MW-25 and MW-26). The monitoring wells are required to be sampled and analyzed for VOCs by US Environmental Protection Agency (EPA) Method 8260. An annual inspection to observe the surface conditions of the site and visible external components of the Sub Surface Depressurization System is also required. Groundwater monitoring wells were installed, sampled, and reviewed periodically from May of 2007 - February of 2018. In a December 10, 2018 letter, the NYSDEC stated, “no further groundwater monitoring is necessary at the location; site groundwater contaminants show a decreasing contaminant trend and are just slightly above groundwater standards, groundwater is not utilized in the area, and the monitoring wells are becoming aged and in disrepair.

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<sup>38</sup> Per 6 NYCRR Part 375-1.8(g)(2)(iii), “Commercial use” which is the land use category which shall only be considered for the primary purpose of buying, selling or trading of merchandise or services. Commercial use includes passive recreational uses, which are public uses with limited potential for soil contact.

<sup>39</sup> Per 6 NYCRR Part 375-1.8(g)(2)(iv), “Industrial use” which is the land use category which shall only be considered for the primary purpose of manufacturing, production, fabrication or assembly processes and ancillary services. Industrial use does not include any recreational component.

Proper decommissioning of all monitoring wells is required, and a monitor well decommissioning report must be submitted to the Department. This work can occur in 2019 with the return of warmer weather.” Completion of the decommissioning of the groundwater monitoring wells on the project site is expected to be completed during the fall of 2019. See Appendix F for more information.

As part of the SMP, the site must undergo periodic review every year and the current review and associated certification was accepted as stated in a July 2, 2019 letter from NYSDEC (Appendix F). The next review is due on March 16, 2020. Under the SMP, development which may include the erection of site structures, paving of the site, or any activity likely to disrupt or expose contamination requires a Change of Use form be filed with the NYSDEC.

The former Highway Oil site included three underground and one above ground petroleum storage tanks which were removed in 2014. In a June 25, 2019 letter the NYSDEC confirmed that no additional investigation or cleanup work is required at the former Highway Oil site (Appendix F).

#### *Arnie Pavone Memorial Parking Plaza (APMPP)*

The former bank building and drive-through canopy (built in 1967) is anticipated to contain ACM and lead paint.

#### *Plattsburgh Farmers’ and Crafters’ Market (PFCM) Relocation to Building 4 at 26 Green Street*

The project site is part of the PMLD State Superfund site. Environmental investigations have been completed on-site and found the groundwater is contaminated. Municipal water and sewer infrastructure are available on-site; therefore, no interaction with contaminated groundwater will occur. The building contains approximately 300 SF of ACM. The former rail yard area located immediately south and southeast of the project site has been the subject of Voluntary Cleanup and Brownfield Cleanup Programs administered by NYSDEC, which included the construction of the parking lot and elements of the remedial action work plan.

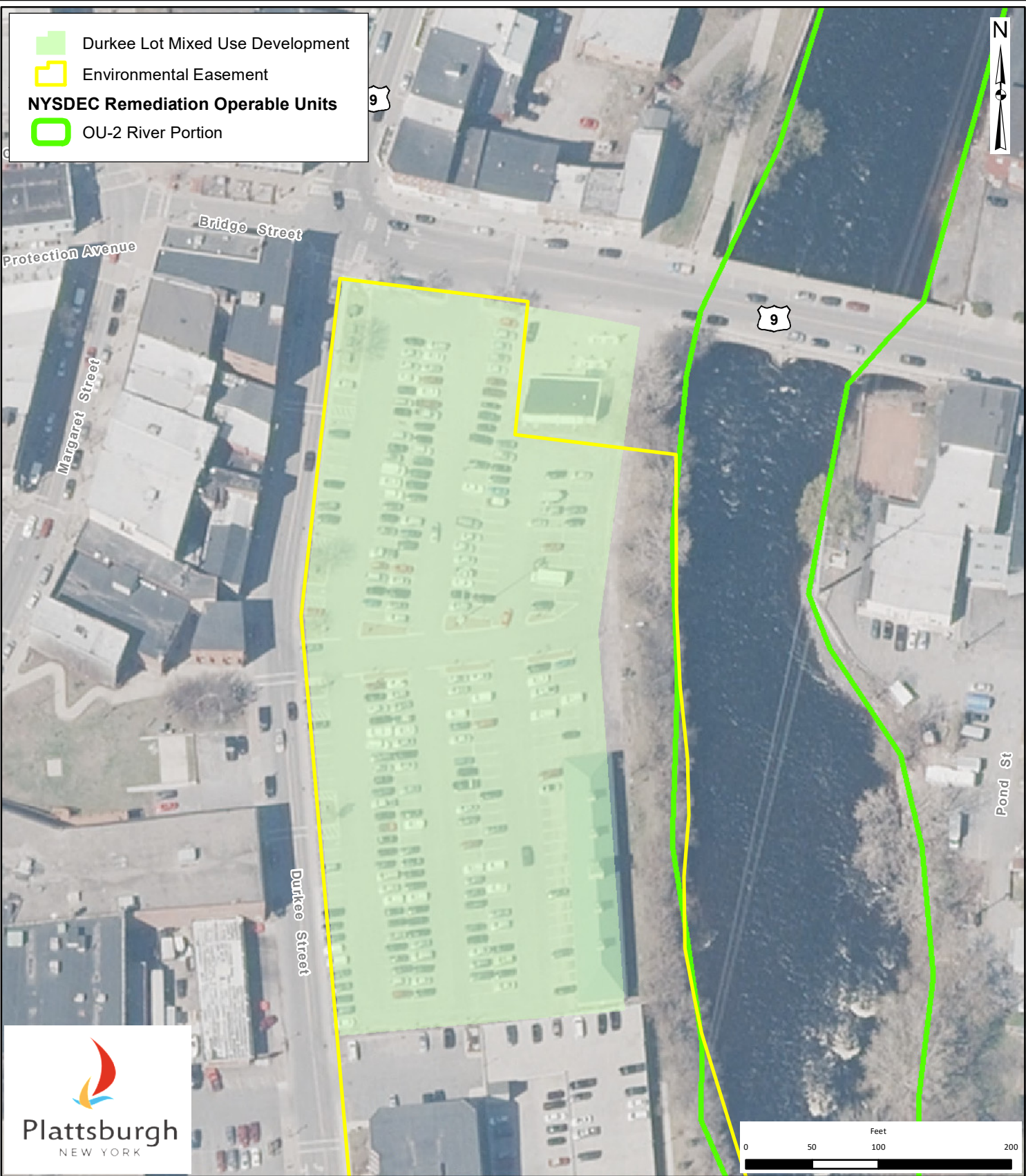
#### *NYSEG Remediation of Saranac River*

The NYSDEC has begun remediation work involving the removal and disposal of coal-tar contaminated sediment in the Saranac River riverbed related to the former site of the Saranac Street manufactured gas plant located over 500 feet south of the project site. A multiyear project, it is envisioned that the cleanup of the Saranac River bordering the Riverwalk project site (known as Operable Unit No. 2 (OU-2)<sup>40</sup>) will be completed in 2020 and 2021. NYSEG is responsible for this work (Figure 41). Remedial construction activities within OU-2 will generally consist of the following:

- Installation of river diversion and bypass systems to facilitate sediment removal and restoration activities in the dry.
- Excavation of impacted sediment from the riverbed and potentially into the adjacent banks immediately above the edge of water.

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<sup>40</sup> Operable Unit No. 2 (OU-2) consists of the portion of the Saranac River located from immediately upstream of Broad Street to the Green Street "boat launch".



- Durkee Lot Mixed Use Development
- Environmental Easement
- NYSDEC Remediation Operable Units**
- OU-2 River Portion



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**Downtown Area Improvement Projects**

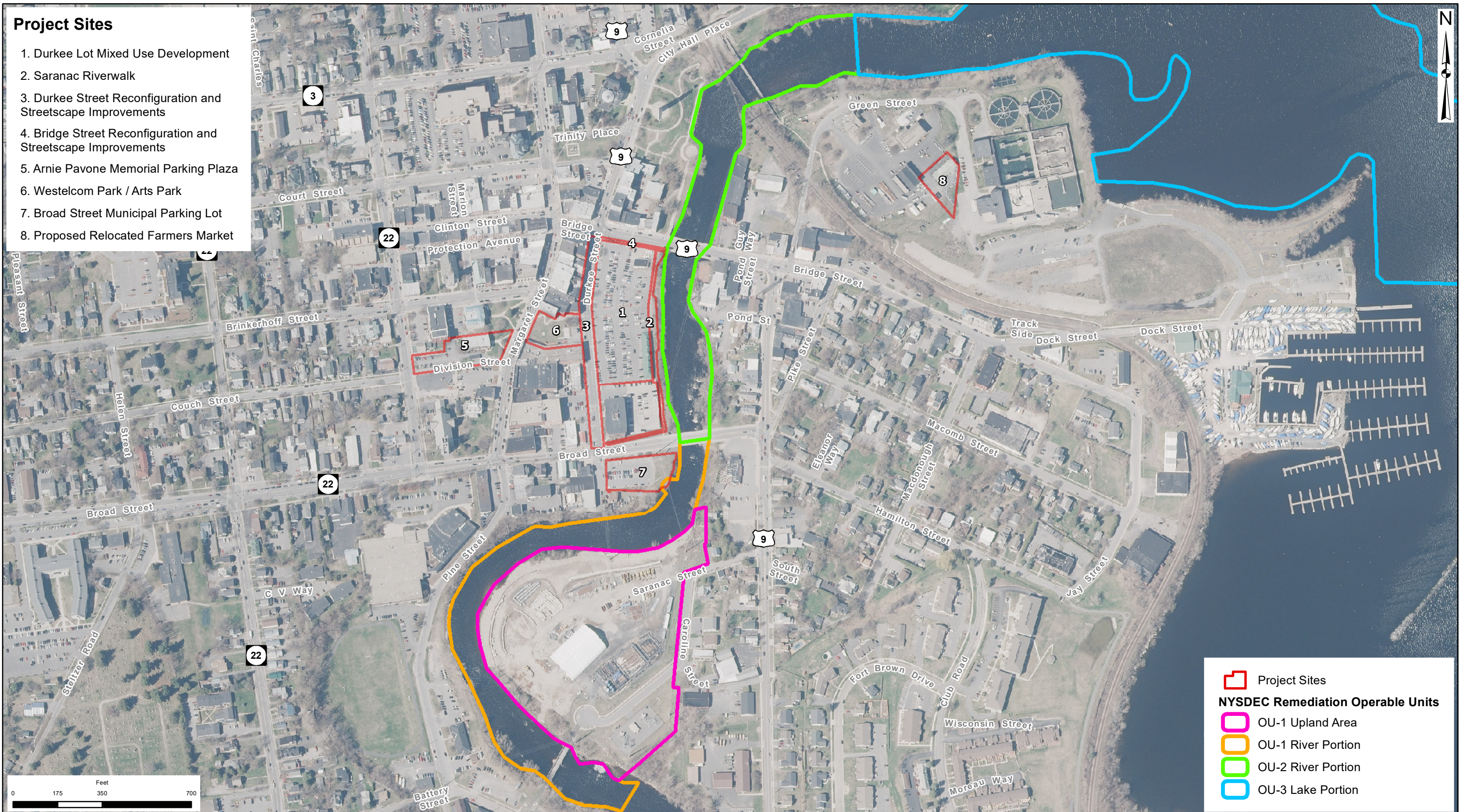
**Environmental Easement  
 Durkee Lot Mixed Use Development Site**

City of Plattsburgh - Clinton County, New York

Drawn:	STF/RL-B
Date:	10/10/2019
Scale:	1 inch= 100 feet
Project:	91922.00
Figure:	40

### Project Sites

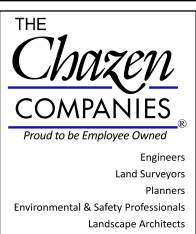
1. Durkee Lot Mixed Use Development
2. Saranac Riverwalk
3. Durkee Street Reconfiguration and Streetscape Improvements
4. Bridge Street Reconfiguration and Streetscape Improvements
5. Arnie Pavone Memorial Parking Plaza
6. Westelcom Park / Arts Park
7. Broad Street Municipal Parking Lot
8. Proposed Relocated Farmers Market



**Project Sites**

**NYSDEC Remediation Operable Units**

- OU-1 Upland Area
- OU-1 River Portion
- OU-2 River Portion
- OU-3 Lake Portion



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Source: NYS ITS GIS Program Office: Statewide Parcel Map Program 2018, Statewide Orthoimagery Program 2014, Road Centerline Data 2018

**Downtown Area Improvement Projects**

**New York State Gas and Electric Saranac River Remediation**

City of Plattsburgh - Clinton County, New York

Drawn:	RL-B
Date:	10/23/2019
Scale:	1 inch = 350 feet
Project:	91922.00
Figure:	41

- Transportation of excavated materials to NYSEG's Saranac Street property for processing prior to shipment off-site for treatment/disposal.
- Restoration of the excavated areas with imported fill materials (or cleaned excavated material) to match pre-constructions.

The BSMPL improvements could potentially overlap with the Phase 1, Cell 6E activities (excavation (and restoration) of sediment and bank materials from the western half of the Saranac River immediately upstream of Broad Street (referred to as Operable Unit No. 1 Cell 6E). NYSEG anticipates that any remedial construction upstream of Broad Street would be completed in 2020. While Phase 1, Area A remedial activities will be confined to the river and the lowest portion of the western bank, NYSEG anticipates installing temporary construction fencing along the top of bank (i.e., near the existing boardwalk) to discourage pedestrian access to the river between Broad Street and Bridge Street while remedial activities are conducted in this area. Phase 1, Area A activities are anticipated to be completed in 2020, with 2021 as a contingency construction season. Evaluation of remedial activities within Cumberland Bay (known as OU-3) are ongoing. NYSEG may negotiate with the City for a remedial construction support area in the Harborside Area in the future.

There are no existing environmental contamination concerns with the remaining Downtown Area Improvement Projects sites.

### 3.8.2 Potential Impacts

The redevelopment of the DLMUD will require a Change of Use notification and ongoing coordination with the NYSDEC to ensure the proposed project design and construction will not adversely affect the health and safety of local residents, workers, visitors, or construction workers. A Health and Safety Plan is required to be implemented during construction. The future owners of the DLMUD property are required to comply with the terms and conditions of the SMP. These include measures related to the excavation and handling of soils during construction, and installation of a sub-slab vapor barrier system.

The former bank building and drive-through canopy (built in 1967) will be demolished as part of the proposed project. Prior to demolition, the building will undergo abatement for ACM. The building contains a limited amount of ACM (approximately 300 SF), which will be removed as part of the proposed rehabilitation according to applicable regulations.

The proposed Downtown Area Improvement Projects are not anticipated to result in significant adverse impacts related to environmental contamination issues as all handling and processing of contaminated materials and construction on controlled sites will be undertaken according to applicable codes and regulations.

### 3.8.3 Proposed Mitigation

No significant adverse impacts related to environmental contamination will occur. Therefore, no mitigation measures are required.

## **3.9 Recreation and Open Space**

### **3.9.1 Existing Conditions**

The City has a diverse series of parks and recreation facilities, including nearly 20 park facilities providing users with a wide variety of facilities, experiences, and access to waterfront and open space (Figure 42). Within walking distance to the DSMPL are Westelcom Park, Champlain Park, The City Marina and Peace Point Park, Hamilton Street Park, Lakeview Park at Soldiers Point, and Trinity Park. The City also owns and operates The City Recreation Center at the Old Base, providing a wide variety of programs and recreation and exercise opportunities.

The Plattsburgh Municipal Beach is located approximately 2 miles north of the study area and includes waterfront facilities as well as forested open lands with excellent views of Cumberland Bay. The City Marina located at the foot of Dock Street includes 36 boat slips, over 20 moorings, and boat support facilities. MacDonough Monument and the Riverwalk Park include a pedestrian bridge and a handicapped fishing pier and boat launching site. Champlain Monument Park features a bandstand, landscaping, walkways, and planting beds.

### **3.9.2 Potential Impacts**

The Downtown Area Improvement Projects will not directly impact or displace any open space or recreation facilities. Except for the DLMUD, no new demand for parks and recreation facilities is anticipated. Two of the projects, the WPI and Riverwalk, will improve and/or expand recreational opportunities.

The planned Riverwalk adjacent to the DLMUD and Saranac River includes an improved public walkway with an overlook and landscape plantings that will accommodate pedestrians and bicycles. It will provide connectivity to MacDonough Park to the north via a crosswalk over Bridge Street, and to the SRTG to the south via a path to be constructed between the Gateway Office Building and Broad Street that will connect to the existing sidewalk at the intersection of Broad and Durkee Streets.

The WPI will result in a multi-tiered park with sculpture areas, a water feature, a plaza, bicycle infrastructure, and pedestrian walking areas with landscaping throughout. The WPI will improve pedestrian connection from Durkee Street to the downtown core and provide expanded opportunity for exposure to arts and entertainment spaces as well as park for respite.

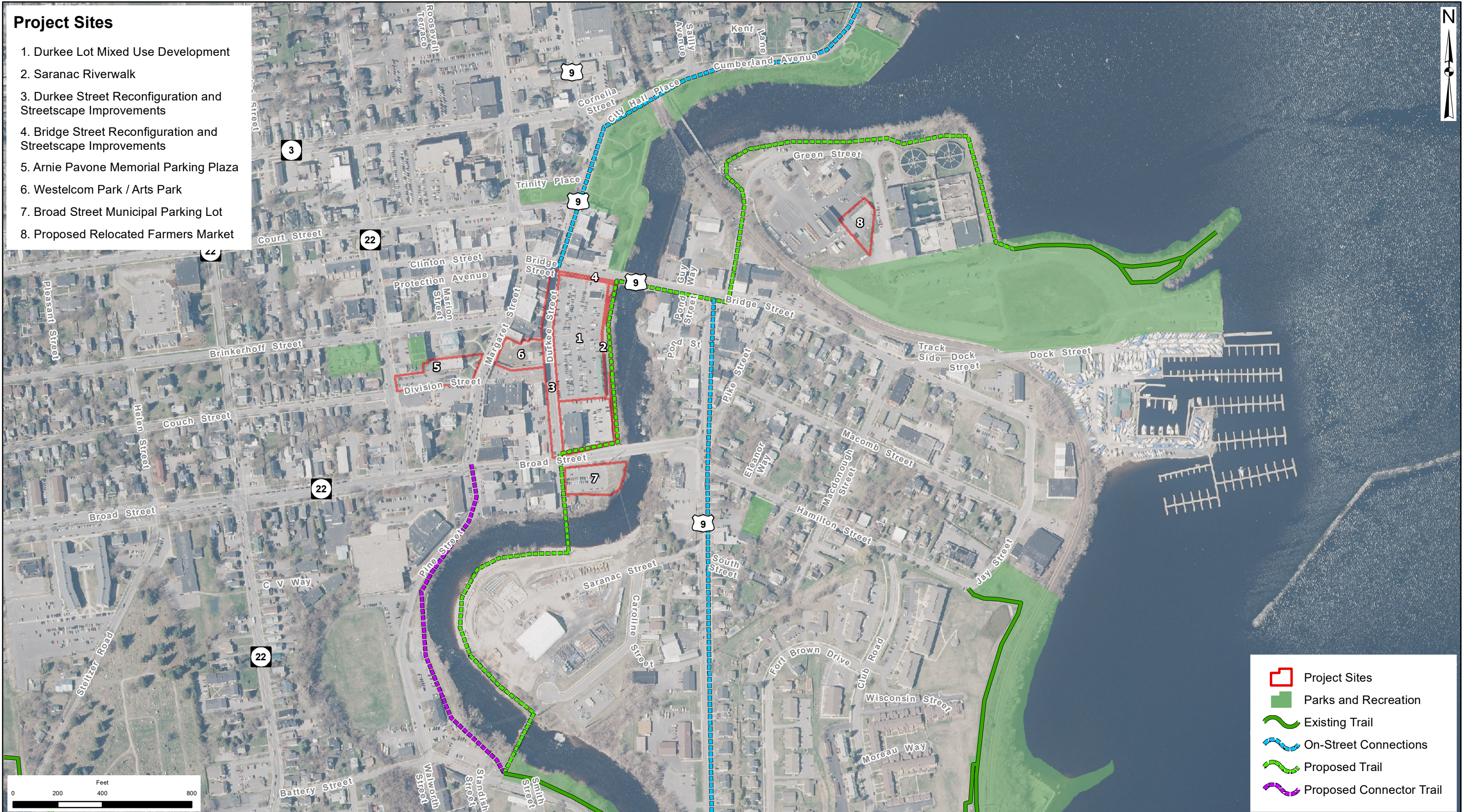
The DLMUD includes 115 new apartments (comprised of 52 one-bedroom units, 59 two-bedroom units, and 4 three-bedroom units) and at full buildout has the potential to generate 236 new residents including 30 school aged children. The DLMUD will include certain amenities for the private use of residents including outdoor recreation (provided within the courtyard), office, and gym space. It is anticipated that new residents will primarily utilize existing facilities in the downtown and within walking distance to Durkee Street. Additional public and private facilities are available in the City proper and no significant adverse impacts to facilities are anticipated.

### 3.9.3 Proposed Mitigation

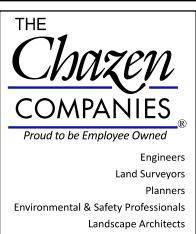
No significant adverse impacts to recreation and open space will occur. Therefore, no mitigation measures are required.

## Project Sites

1. Durkee Lot Mixed Use Development
2. Saranac Riverwalk
3. Durkee Street Reconfiguration and Streetscape Improvements
4. Bridge Street Reconfiguration and Streetscape Improvements
5. Arnie Pavone Memorial Parking Plaza
6. Westelcom Park / Arts Park
7. Broad Street Municipal Parking Lot
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- Project Sites
- Parks and Recreation
- ~ Existing Trail
- ~ On-Street Connections
- ~ Proposed Trail
- ~ Proposed Connector Trail



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Source: NYS ITS GIS Program Office; Statewide Parcel Map Program 2018, Statewide Orthoimagery Program 2014, Road Centerline Data 2018

### Downtown Area Improvement Projects

## Open Space and Recreation

City of Plattsburgh - Clinton County, New York

Drawn:	RL-B
Date:	11/20/2019
Scale:	1 inch = 400 feet
Project:	91922.00
Figure:	42



## 3.10 Visual Resources

### 3.10.1 Existing Conditions

The area located within ¼ mile of the Downtown Area Improvement Projects is comprised of an urban environment that includes a diverse mix of land uses that make up the Downtown and Harborside Areas, with the Saranac River as the dividing feature. In general, the project sites represent underutilized sites, interrupting the surrounding built urban context, including paved parking lots (the DLMUD and BSMPL sites), a deteriorated path along the bank of the Saranac River (the Riverwalk site), and vacant buildings (the APMPP and PFCM relocation sites). Two of the project sites comprise City streets (the DRSI and BSPI sites), and the WPI site is occupied by Westelcom Park.

Detailed descriptions of the existing land use of the project sites, in addition to photos of their existing conditions, are provided in Section 3.1.

### 3.10.2 Potential Impacts

The Downtown Area Improvement Projects will enhance the visual resources of the area: the DLMUD will fill an existing void in the urban fabric with a new building that will complement the built context, and the remaining proposed projects will create a more visual appealing streetscape.

The design of the DLMUD was developed to incorporate compatibility with visual resources, including enhancing the overall fabric of the downtown through restoration of the street edges along Durkee and Bridge Streets; and maintaining sensitivity to the Durkee and Bridge Street contexts in terms of scale, building character, materials, color, fenestration, and detailing. With regard to the downtown fabric, the new DLMUD building will reestablish street edges and maintain setback lines similar to existing buildings to the west and north. Less attractive parking uses are concealed by placing them either below the building or within the interior courtyard.

With regard to design sensitivity, the primary massing scale is similar in height to the existing four, three, and two-story buildings to the west. The strong cornice lines at the corners and along both streets reinforces the relationship. The mid-block and end sections of the building will step back above the fourth level to reduce the visual scale along both streets and the Riverwalk. The north side of the building will step down another level at the northeast corner to parallel the street slop and further reduce its visual impact.

In keeping with the neighborhood scale of varied and clustered building facades, the proposed DLMUD building will be articulated in five sections: the two corner sections will be clad in masonry and metal paneling with bracketed cornices to differentiate them from the Bridge Street and midblock Durkee Street sections, and the end and midblock sections will have punched balcony openings to create a more unified and sympathetic façade for the neighborhood and minimize the visibility of the balconies.

The new DLMUD building will employ a variety of visual elements sympathetic to many other downtown buildings, including a mix of building materials, punched openings, stone sill and lintel aesthetic, opening proportions similar in scale, larger ground level glazing for commercial uses, and strong cornice

expression. The DLMUD will not impact or obstruct views of the Saranac River and lighting will be installed consistent with City code and addressed during site plan review.

The remaining Downtown Area Improvement Projects will support and work to integrate the revitalization effects of the DLMUD throughout the area by improving park and open space resources, streetscapes, and parking opportunities. The projects will undergo future coordination with applicable City Boards and Commission to ensure consistency with public policy as it pertains to visual resources.

### **3.10.3 Proposed Mitigation**

No significant adverse impacts to visual resources will occur. Therefore, no mitigation measures are required.

## 4.0 ALTERNATIVES

Pursuant to SEQRA regulations, the DEIS must describe and evaluate “the range of reasonable alternatives to the action that are feasible, considering the objectives and capabilities of the project sponsor”; a No Action Alternative must be evaluated. Three alternatives to the Action were identified that meet these criteria: the “No Action Alternative,” a multi-story parking garage alternative, and the “Reduced Residential Count and Increased Commercial Square Feet” alternative. These three alternatives are described and evaluated below.

### 4.1 Alternative A: No Action

The No Action Alternative is an alternative that is required by the SEQRA regulation. This Alternative assumes that none of the Downtown Area Improvement Projects would be undertaken, and that each project site would remain in its current conditions.

Under the No-Build Alternative, there would be no physical changes to any of the project sites.

- No construction related impacts
- No soil disturbance
- No increase in vehicular traffic
- No additional water or wastewater usage or solid waste generation
- No loss of parking at the DSMPL
- No new school aged children
- No new residents
- No new employees
- No additional tax revenues
- No additional housing choices downtown
- Project sites would remain underutilized, with no improvements to the visual character of the project sites or surrounding area
- No effect on drainage
- No streetscape improvements or parking improvements on Durkee Street, Bridge Street, or the Riverwalk
- DSMPL and BSMPL would continue to contribute to the Parking SAD
- Building 4 at 26 Green Street would likely be demolished and its former footprint would be considered as part of the Master Plan being pursued for that area of the City.

The Downtown Area Improvement Projects are being undertaken to support downtown revitalization in the City, as facilitated by the DRI award the City was awarded by NYS in 2019. The No Action Alternative does not address the needs, goals, and objectives of the City. The No Action Alternative would not build upon recent public and private investments in the City, would not generate new temporary and

permanent jobs, and would not increase downtown revenue and is therefore, not a feasible alternative, considering the City’s objectives.

#### 4.2 Alternative B: Planned DLMUD with Downtown Parking Garage at Broad Street

Under this alternative the DLMUD project would go forward as planned along with the associated Downtown Area Improvements and the City would construct a 250-space parking structure downtown at the BSMPL site. The benefit of this alternative is that any parking displaced by the use of the DSMPL would be provided at a central location similar to its current location. However, the parking garage may obstruct views to the Saranac River and would likely require significant architectural façade treatments to be visually consistent with the Downtown Plattsburgh Historic District and other historic buildings located nearby. In addition, this Alternative would have similar impacts as the proposed projects, with additional project costs and traffic impacts.

The Broad Street parking garage would replace the current surface BSMPL that includes 59 current spaces and 81 future spaces. Table 57 presents the trip generation estimates for the Broad Street parking garage.

**Table 57: Broad Street Parking Garage Generated Trips**

Component	Land Use Code	AM Peak Hour			Midday Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total	In	Out	Total
Public Parking 250 Spaces	90	89	21	110	62	62	124	34	104	138

Since the garage would replace the current BSMPL, not all the trips in Table 57 will be new to the study area. Table 58 shows the trips that were included in the analysis for the Proposed Action that included an 81-space parking lot.

**Table 58: BSMPL - Proposed 81 Spaces**

Component	AM Peak Hour			Midday Peak Hour			PM Peak Hour		
	In	Out	Total	In	Out	Total	In	Out	Total
BSMPL	26	4	30	23	27	50	16	28	44

Table 59 shows the net increase in trips for a garage at Broad Street when compared to the proposed BSMPL.

**Table 59: Bridge Street Garage Net Change in Trips**

Component	AM Peak Hour			Midday Peak Hour			PM Peak Hour		
	In	Out	Total	In	Out	Total	In	Out	Total
Broad Street Parking Garage	+63	+17	+80	+39	+35	+74	+18	+76	+94

ITE uses a guideline of 100 new directional trips as an indication of when a project may have an impact on a street network. From Table 59, the largest increase in net new trips is 76 in the PM peak hour for exiting the site which is less than the 100 new trips threshold. The traffic analysis conducted for the proposed projects for the intersection of Bridge Street and Durkee Street showed LOS “C” conditions for traffic

exiting the site. Given the results of the traffic analysis and the maximum of 76 additional trips that would be generated under this Alternative, there would be excess capacity available at the intersection to accommodate the Broad Street parking garage and, similar to the proposed project, no significant adverse traffic impacts would result.

Structured parking costs between \$22,000 and \$25,000 per unit. A 250-unit parking garage would cost on the order of \$5.5 and \$6.25M and may not qualify for NYS aid. The garage would be owned and operated by the City of Plattsburgh, and it is anticipated parking fees would be implemented to offset debt service and annual operation and maintenance costs.

In total, this Alternative would result in similar construction and utility impacts, while resulting in:

- Additional traffic downtown
- Additional project cost of \$6.25M
- Additional parking fees

This Alternative is not consistent with the objectives and capabilities of the project sponsor. The City would be required to seek grant funding and/or invest tax dollars to fund the construction of the garage. Some of the costs could be recouped with the imposition of fees for parking and these costs would be assumed by residents, business owners and patrons to downtown. The cost of constructing a parking garage would likely result in the City charging parking fees far in excess of those fees which might otherwise be imposed in order to recoup its expenses.

### **4.3 Alternative C: Reduced Residential Count and Increased Commercial Square Feet**

Under this Alternative, the DSMPL would be redeveloped with the preliminary development program identified in the Plattsburgh DRI Strategic Plan (45 residential units and approximately 47,000 SF of retail and/or commercial space), in lieu of the current DLMUD proposed for the site as part of the proposed project. The remaining components of the proposed project (the Riverwalk, DRSI, BSPI, APMPP, WPI, BSMPL, and PFCM) would remain unchanged under this alternative.

This Alternative would result in:

- Fewer residents (92 vs. 236) and students (12 vs. 30) and less associated recreation/open space demand;
- More employees;
- Additional traffic generation and parking usage: Table 60 presents the trip generation estimates for this Alternative. It is noted that no credits were taken for transit trips, pass-by trips, or internal trips.

**Table 60: Alternative C Generated Trips**

Component	Land Use Code	AM Peak Hour			Midday Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total	In	Out	Total
Retail 37,000 SF	820	60	51	111	90	80	170	78	78	156
Restaurant 10,000 SF	932	80	60	140	117	117	234	90	84	174
Residential 45 units	220	7	18	25	13	15	28	18	12	30
Public Parking 50 Spaces	90	18	4	22	25	25	50	7	21	28
<b>Total New Trips</b>		<b>165</b>	<b>133</b>	<b>298</b>	<b>245</b>	<b>237</b>	<b>482</b>	<b>193</b>	<b>195</b>	<b>388</b>

These additional trips may have an adverse impact on the transportation system.

- Additional parking supply and demand would be occur under this alternative. Based on the parking requirements in the City’s Zoning Ordinance, 45 residential units would require 82 parking spaces<sup>41</sup> and 47,000 SF of retail and/or commercial space would require 284 parking spaces<sup>42</sup> for a total of 366 parking spaces. The ITE Manual anticipates a demand of 364 parking spaces for this Alternative.<sup>43</sup> If parking were provided at a rate consistent with the proposed project, it is estimated that a total of 339 parking spaces<sup>44</sup> would be provided under this Alternative. This may require construction of a parking structure. Similar to the proposed project, the current parking provided at the DSMPL would be displaced and provided on the other project sites. Moreover, with the increased commercial area there would be greater (overlapping) competition for available parking spaces during peak parking periods.
- Less water demand: Of the 45 units, assuming a similar breakdown to the proposed project, 45% or 20 units would be one-bedroom units, 51% or 23 would be two-bedroom units and 4% or 2 would be three-bedroom units. A total of 7,920 gpd of water demand would be generated for the

<sup>41</sup> §360-26 of the City’s Zoning Ordinance requires two spaces per dwelling unit (DU) for first 10, 1.75 spaces for each additional DU over 10. Therefore, 45 residential units would require: 20 spaces + 62 spaces = total 82 parking spaces.

<sup>42</sup> The City requires 1 space per 50 SF of customer area and 1 space per 250 SF of other area for restaurant uses. Assuming 10,000 SF would be allocated to restaurant space, with 60% or 6,000 SF used for customer space, a total of 136 parking spaces (120 parking space + 16 parking spaces) would be required for the restaurant use. The City requires 1 space per 250 SF of retail and/or commercial space so the remaining 37,000 SF of retail and/or commercial space would require 148 parking spaces.

<sup>43</sup> Using the more conservative scenario (85<sup>th</sup> Percentile), 1.2 space demand is anticipated per unit, 17.4 space demand per 1,000 SF of restaurant use, and a 3.68 space demand per 1,000 SF of retail use results in a total demand of 364 parking spaces.

<sup>44</sup> 1.5 spaces per 47 dwelling units = 71 parking spaces; 1 space per 250 SF of 37,000 SF of retail space = 148 parking spaces; 1 space per 50 SF of 6,000 SF of customer restaurant area = 120 parking spaces. Total parking spaces = 339 parking spaces.

72 bedrooms. Assuming 10,000 SF of restaurant space (with 60% or 6,000 SF used for customer space) and 37,000 SF of retail space, this Alternative would result in 3,700 gpd of water demand for the retail use and 14,000 gpd for the restaurant use. The total demand and generation would be 25,620 gpd.<sup>45</sup>

- Less solid waste generation: This Alternative is anticipated to include 92 residents for 45 units, 10,000 SF of restaurant space of which 6,000 SF is used for customer area, and 37,000 SF of retail space. The Alternative would result in 4.7 tons of solid waste generation per day or 144.8 tons per month.<sup>46</sup>
- Short-term construction impacts would be similar to the proposed projects and Alternative B.
- Reduced fiscal and economic impacts: Construction of this Alternative would result in similar project costs but a reduced financial return resulting in a project that is less economically viable. As a result, the provision of public amenities on-site may be reduced. [This reduction would result in less public interest in and visitation to the downtown area and lesser downtown revenue.](#)

As this Alternative would generate fewer jobs and lesser downtown revenue and tax revenue, the alternative would meet to a lesser degree the needs, goals, and objectives of the City, while similarly resulting in short-term construction impacts.

This alternative is not consistent with the objectives and capabilities of the project sponsor.

## 5.0 ADVERSE UNAVOIDABLE IMPACTS

As identified in Section 3.0, the proposed project will have some adverse impacts on the environment that cannot be avoided if the project is implemented. Most of these are short term impacts that will occur primarily during construction. The impacts that cannot be avoided will be mitigated through reduction to the greatest extent practicable through implementation of best management practices, proper engineering, and design. Unavoidable impacts are as follows:

- Disturbance of the sites during construction for grading, construction, paving, and landscaping;
- Generation of traffic. During the construction phase, trucks, machine transport, supply vehicles, and work crew vehicles would add to the present traffic. Once the development is complete, there will be additional vehicle trips generated by new residents, employees, and patrons and an increase in vehicle generated exhausts/pollutants. Traffic operations will be maintained at current or satisfactory LOS;
- Increase in dust particles generated during construction;
- Increase in water usage and wastewater generation;

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<sup>45</sup> In accordance with the NYSDEC Design Standards for Intermediate Sized Wastewater Treatment Systems, the hydraulic loading rate is 110 gallons per day (gpd) per bedroom, 0.1 gpd per square foot of commercial space, and 35 gpd per seat in restaurant space. Restaurant seating is estimated using 1 seat per 15 sq. ft of customer space.

<sup>46</sup> 45 units x 2.048 = 92 residents. 92 residents x 0.00175 tons per resident per day = 0.161 tons per day. 11 meals per day x 400 seats = 4,400 meals per day. 4,400 meals x 2lbs per meal = 8,800 lbs per day or 4.4 tons per day. 37,000 SF or retail / 1,000 SF x 3 = 111 employees. 111 employees x 0.001 = 0.111 tons per day. Total solid waste generated per day = 4.7 tons per day or 144.8 tons per month.

- Increase in solid wastes during construction and as a result of new residents;
- Increase in lighting generated at the site and energy usage;

Alternatives B and C would result in less construction-related short-term effects due to the reduced scales of the alternatives, as compared to the proposed project.

The DLMUD will provide 236 new residents living downtown. It is anticipated that new residents will have a significant positive impact on downtown business; creating additional demand for food, entertainment, and retail goods. The DLMUD's residential component is anticipated to generate 4 FTE, and the restaurant and retail component will create additional 35 employees. In total, the DLMUD's total annual economic impact on the City, which is the combination of both the impacts of on-site employment and new household spending, is expected to comprise 58 jobs, nearly \$1.9 million in earnings, and nearly \$5.2 million in sales. For these reasons, the proposed projects are not anticipated to result in significant adverse fiscal and economic impacts, and no mitigation is required or proposed.

## **6.0 IRREVERSIBLE IRRETRIEVABLE COMMITMENT OF RESOURCES**

The Downtown Area Improvement Projects are proposed for sites that are previously disturbed and located within an urban environment. Nevertheless, the various improvement projects would require the commitment and use of a variety of resources, which would no longer be available for future use. Construction related materials, including concrete, wood, steel, and fill materials and construction equipment operation utilizing water and fossil fuels would be irreversibly and irretrievably committed to the projects. The projects, in their operational state, would irreversibly and irretrievably utilize water and fossil fuels. Labor resources, during construction and operation, would be committed to the proposed projects, but this is anticipated to result in a beneficial impact.

## **7.0 CUMULATIVE GROWTH INDUCING ASPECTS**

Growth inducing aspects beyond the proposed project limits may occur as a result of the DLMUD. The DLMUD will provide 236 new residents living downtown, which is anticipated to induce downtown business growth for entertainment and necessities. This may induce the need for additional goods and services and new employees. These are seen as positive impacts as the goal of the proposed project is to aid in the revitalization of downtown consistent with the community's vision.

The DLMUD's residential component is anticipated to generate 4 FTE, and the restaurant and retail component will create additional 35 employees, which in turn may spur further residential demand and local economic revitalization. Specifically, the total annual economic impact on the City, which is the combination of both the impacts of on-site employment and new household spending, is expected to result in 58 new permanent jobs, nearly \$1.9 million in earnings, and nearly \$5.2 million in sales in the City. In addition, the total economic impacts of the DLMUD's construction equates to 56 jobs, nearly \$2.2 million in earnings, and over \$5.5 million in new sales in the City of Plattsburgh. The Riverwalk and WPI projects may also attract new visitors, tourists, and residents which will contribute to the development of a more desirable community that in turn will attract new residents and businesses.



The streetscape and parking improvement projects would not result in cumulative growth inducing aspects but similar to above should be acknowledged as they will contribute to the development of a more desirable community which in turn will attract new residents and businesses.

The relocation of the PFCM to Building 4 and 26 Green Street may allow for increased patronage of the PFCM. The City is currently seeking grant funding to complete a Master Plan for this area, which is likely to consider strategies to induce cumulative growth in this area as well.

## **8.0 ENERGY RESOURCES**

### **8.1 Effects on the Use and Conservation of Energy Resources**

As with all development projects, energy will be consumed during construction and will continue to be consumed once the proposed projects are operational. The main energy sources used by the proposed projects will be electricity and natural gas. During construction of the proposed projects, energy will be used to power equipment and various construction vehicles. Once construction is completed and the sites are operational, energy will be required for lighting at all of the project sites and for the day-to-day use of residences and commercial uses that comprise the DLMUD.

The design and plans for all energy-related systems amongst the various projects will require compliance with the NYS Energy Construction Code and standards. The DLMUD is anticipated to use modern efficient fixtures and designs including low flow plumbing, high-efficiency lighting, and high-efficiency heating/cooling.

By following best practices for erosion and sediment control and stormwater management practices and through the increase in landscaping, the proposed projects will reduce effects on energy resources.

In 2018, DEC adopted a new section 617.9 (b) (5) (iii) (i) that requires, “where relevant and significant,” an EIS must discuss “measures to avoid or reduce both an action's impacts on climate change and associated impacts due to the effects of climate change such as sea level rise and flooding.” The proposed projects are not located within the regulatory floodplain or a NYSDEC-mapped Coastal Erosion Hazard Area, and the project area is unlikely to be subject to flooding or storm surge. Furthermore, the projects are not anticipated to result in a significant amount of projected Greenhouse Gas Emissions (GHG) emissions. Therefore, a climate change analysis is not required.

## **9.0 FUTURE SEQR ACTIONS**

Future development proposals should be consistent with the criteria specified in the future findings statement prepared for this GEIS. These criteria include the mitigation measures discussed for each environmental issue. Failure to provide mitigation for potential adverse impacts will require further SEQR action to justify the lack of mitigation.

In the event subsequent proposed actions were adequately addressed in the GEIS but not adequately addressed in the findings statement, an amended findings statement must be prepared. If subsequent proposed actions were not addressed or not adequately addressed in the GEIS and the subsequent actions will not result in any significant environmental impacts, then SEQR only requires that a negative declaration be prepared.

SEQR requires a supplemental EIS to the final generic EIS if the subsequent proposed action was not addressed or was not adequately addressed in the generic EIS and the subsequent action may have one or more significant adverse environmental impacts.

As future development is proposed within the City, the Lead Agency for each proposed action will be responsible for carrying out the requirements of SEQR. This will require the Lead Agency to interpret the Statement of Findings prepared by the City, as it specifically relates to the development being proposed. To provide the Lead Agency with sufficient documentation to compare the parameters and impacts of a site specific project with the Findings Statement, each project that is subject to SEQR (Unlisted or Type 1) must prepare a Full Environmental Assessment Form.