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THE VISION

PLACE HOLDER FOR 11 x 17 Master Plan
This report summarizes the land planning concepts proposed for the Village of Baldwinsville Central Business District (CBD). This Strategic Development Plan, hereafter referred to as the Plan is a vision of the community’s desired future development patterns. Ultimately, the Plan will serve as a guideline to assist the Village, public agencies, developers, business owners, property owners, and others as short-term and long-term redevelopment activities and improvements proceed.

Several factors were the impetus behind the creation of the Plan. Within the past decade, major public and private improvements were implemented in the CBD. The reclamation of Paper Mill Island into a festival destination and the walkways along the north and south shores of Seneca River are examples of some of the significant public improvements. Recent private improvements in the CBD include façade upgrades and rehabilitation of historic structures into restaurant, lodging, and retail establishments.

The momentum created from these recent public and private improvements is accelerating. This Plan is a timely tool to show where the momentum can continue in the best interest of the community. This Plan also realizes continued revitalization will not be without challenges. Therefore it is grounded with attainable goals and realistic development opportunities.

Ultimately, the Village will have to focus its energy and resources on a few strategic projects that will make a significant impact, setting the stage for subsequent private investment.

BACKGROUND

The area in white represents the Village proper. The area in orange denotes the boundaries of this study. Essentially, the Plan encompasses the properties fronting East and West Genesee Street (NYS Route 31) and Syracuse Street (NYS Route 48) and adjacent village streets, including River Street, Elizabeth Street, Virginia Street, Albert Palmer Lane, Lock Street, Marble Street, and Water Street.

Source: 2002 SMTC Sidewalk Inventory
The process of creating the Plan was initiated by Village Trustees in October 2005. That same month, the Village commissioned Environmental Design & Research (EDR) of Syracuse to assist in the preparation of the Plan and formed a steering committee composed of local citizens.

The steering committee provided vital background information, offered unique perspectives for the future, and ultimately grounded the Plan in reality. Village officials also were an important partner through the process, bringing continuity from previous planning efforts and representing CBD interests. The Plan also developed through public participation. At project milestones, the Plan was presented to the public and opinions were solicited.

A summary of major project steps follows:

- Public meeting #1 (October 2005): solicit input on CBD issues
- Steering Committee meeting #1 (November 2005): discuss project goals and analysis
- Steering Committee meeting #2 (December 2005): review sketch plans for the CBD
- Steering Committee meeting #3 (December 2005): review overall draft plan for the CBD and recommendations
- Public meeting #2 (February 2006): solicit input on the draft plan for the CBD
- Public meeting #3 (May 2006): present final plan for the CBD

GOALS

After the first meeting with the public, a set of goals were established to guide the development of the Plan:

- Harness development to ensure an orderly pedestrian-friendly environment
- Improve vehicular circulation and organize public parking
- Encourage mixed-use development throughout the CBD
- Respect and enhance the riverfront identity

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Project timeline
ANALYSIS

Based on the land use map seen to the right, it is readily apparent Baldwinsville has an extraordinary opportunity to capitalize on riverfront properties. With such a large area of riverfront property that is either wholly government-owned (i.e. Town Hall, Village DPW, Village Fire Barn, portions of Lock Street, and the Canal Corporation property on Meadow Street) or potentially available for purchase (such as the current Eckerd’s building and the U.S. Post Office), there is substantial potential to create an organized comprehensive redevelopment of the Village’s riverfront.

In 2004, the Village initiated a strength, weaknesses, opportunities, and threats (SWOT) analysis to obtain public input concerning the Village’s downtown. Based on the SWOT analysis, EDR organized the findings into major topics and studied the comments to help shape the Plan. See the table below.

<table>
<thead>
<tr>
<th>Veh. Circulation</th>
<th>Ped. Circulation</th>
<th>Recreation</th>
<th>General Land Use</th>
<th>Aesthetics</th>
<th>Administration</th>
<th>Infrastructure (Utilities)</th>
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<tr>
<td>Provide adequate public parking for peak periods</td>
<td>Maintain access to the waterfront</td>
<td>Improve appearance of downtown with streetscape amenities</td>
<td>Develop a master plan-type tool</td>
<td>Upgrade older water/sewer systems</td>
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<td>Ease traffic that threatens village accessibility</td>
<td>Create ‘pedestrian friendly’ atmosphere</td>
<td>Encourage additional commercial destinations</td>
<td>Address neglected properties</td>
<td>Update zoning codes</td>
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<td>Reconstruct seniors streets</td>
<td>Implement traffic calming elements on West Genesee Street</td>
<td>Encourage people to stay longer downtown</td>
<td>Preserve historic properties</td>
<td>Apply for waterfront development grants</td>
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<td>Accommodate traffic volume that makes lift from Rte. 34 onto Rte. 4 difficult</td>
<td>Encourage mixed-use in downtown area</td>
<td>Promote mixed-use development</td>
<td>Support intermunicipal cooperation</td>
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The SWOT analysis indicates a more pedestrian-friendly environment is wanted for the Village’s downtown. The SWOT also indicates a desire to continue to improve Village aesthetics and promote mixed-use development.
The first step in creating the Plan was to identify physical characteristics (streets, buildings, landform, and other character-defining elements) in the CBD and determine how those elements are organized. We found that the CBD can be organized into seven groups, which we call character areas. By organizing the CBD into character areas, we are able to enhance specific character-defining elements in the Plan and ensure the Village’s sense of place remains authentic.

The East Genesee Street character area mostly contains commercial buildings that have varying setbacks and parking that fronts the corridor. This disorganization of buildings and street front parking disrupts the pedestrian environment and public interaction with the riverfront. The number of existing curb cuts along East Genesee Street also negatively affects how people walk and drive in the CBD. The approximately 35 curb cuts we counted (see red hash marks on the graphic to the right) significantly contributes to the unorganized commercial strip perception of the area and threatens the safety of pedestrians.
LAND PLANNING AND DESIGN PRINCIPLES

Based on EDR’s analysis of the study area and comments from the public, a series of land planning and design principles were applied to form the overall Plan. The land planning and design principles provide the framework for building on the physical and cultural characteristics of the CBD. Four major principles were applied:

**Face the place:** The Village was founded because of its location on the Seneca River. This historic relationship and the magnitude of this natural resource forms the Village’s sense of place. The future of the riverfront will rely on taking advantage of the undeveloped and under used riverfront properties. Whether it is a civic institution, commercial entity, or residence, new development should be site-designed to reinforce a connection with the River.

**Emphasize walkability:** Concentrate efforts on walk routes in the Village by improving and expanding the retail businesses, street-level activities, and streetscape environments, especially along the riverfront and on Routes 31 and 48. Provide numerous choices and develop walkway loops between both sides of the river/canal.

**Maximize views:** Consider all views to the riverfront from streets and structures and emphasize their importance in the siting of new development.

**Link the green:** Strengthen pedestrian connections among the historic neighborhoods, CBD, and the River. Emphasize these connections as a “green” framework to improve pedestrian quality and soften the extent of hard pavement typical of village cores. The programming of new green spaces should evolve to be compatible with the Village green space network and future development improvements.
a. Remove the vacant fire hall and expand parking.

b. Save existing buildings that contribute to good streetscape and waterfront design principles.

c. Install a double row of street trees to screen parking areas that front East Genesee Street. Wherever new surface lots are placed, it is important to effectively buffer their edges with landscaping and ornamental fencing to decrease their negative impacts on the aesthetics of the district.

d. Reduce curb cuts on East Genesee Street and reorganize parking between buildings fronting East Genesee Street and the river.*

e. Link parking with new ‘internal’ public streets to improve access and distribution. Organize the new network of public streets so that it directs development into a desired character.

f. Develop a public street on a section of the waterfront to encourage year-round vehicle access to and visibility of the river.

g. Provide parallel parking opportunities on the ‘internal’ streets.

h. Extend Virginia Street to the waterfront.

i. Encourage openings between East Genesee Street “liner” buildings to increase views to the river.

j. Promote 2-3 story mixed-use building types (commercial/office/residential).

k. Anchor the east end of the area with a landmark civic institution/building.

l. Maintain pedestrian access along the waterfront with a public walk system.

* A word about the proposed parking layout on the south side of East Genesee Street- All new buildings were considered to be two stories in height. Parking calculations considered first floor retail and second floor office or residential. EDR firmly believes there is adequate parking for the plan shown. If the intensity of the development were to ever increase, the reorganized parking allows space for a parking garage (see section next page).
m. Site a new building in the area near the demolished fire hall. Ensure the building has two front facades that face East Genesee Street and the riverfront.

n. Develop a public plaza and pavilion on the riverfront.

o. Acknowledge the history of the area and enhance the character of the area by establishing a secondary street that respects the alignment of the abandoned railroad.

p. Housing on the upper floors of retail buildings will generate a more lively environment and enhance the use and activities in the CBD.

A green space near the abandoned fire hall property, no matter what the configuration, should have some relationship to the abandoned railroad bridge and allow for event staging and infrastructure for a variety of celebrations. Other program elements to consider:

• The section of the street that passes between the ‘green’ square and the riverfront could be closed to vehicle traffic during special events to expand the usable space.

• The green space and riverfront amenities should be accessible for those with disabilities.

• Provide connections to potable water and access to public restrooms.
Although not physically a part of the East Genesee Street character area, EDR was asked to look at the Knight of Columbus property located on Elizabeth Street. This property is susceptible to change as the Knights of Columbus are moving on. The Village believes there is an opportunity to improve the property so it feels connected with the CBD and, at the same time, is sensitive to the residential neighborhood surrounding it. The following program elements are recommended for the property:

- **a.** Remove existing Knights of Columbus building.

- **b.** Infill the Knights of Columbus property with single-family residential buildings.

- **c.** Provide a public pedestrian right-of-way between the Village Commons commercial area and Elizabeth Street to improve mid-block circulation (i.e., access to the high school and Assembly of God facility).

- **d.** Appropriately recognize the site of the home that served as a station for the Underground Railroad.
a. Improve circulation and parking at the trailhead.

b. Provide double-sided parallel parking on Marble Street.

c. Maintain current land use and development intensity: commercial on the west half of the street; residential on the east half of the street.

d. Encourage redevelopment of and/or upgrades to the residential area.

e. Develop a pedestrian bridge across the river on the same alignment as the abandoned railroad bridge.

f. Encourage custom details on the pedestrian bridge design (i.e. stone piers, steel structure, etc.).

e. Identify this character area with a signature gateway (see page 20).
LOCK STREET
CHARACTER AREA

a. Develop new residential development that addresses the riverfront and complements the existing residential land use on the opposite side of the street.

b. Increase the density of the housing in the area from south to north (i.e., transition from single-family residential to town houses with garages to condominiums).

c. Develop a grass median with a double row of street trees to signify the path of the abandoned canal.

d. Maintain a public right-of-way along the riverfront and extend the walkway/trail from the East Genesee Street character area to areas south of the Village.

e. Provide boat docks at the south end of Lock Street to maximize the riverfront residential property value. Also provide public docks in this area to increase visitor accessibility to the East Genesee Street area.
MEADOW STREET CHARACTER AREA

a. Revitalize this abandoned, but valuable riverfront property with residential development that complements the existing residential character of the area.

b. Encourage owner-occupied town houses and/or condominiums.

c. Establish a loop road to improve circulation on the site.

d. Provide public access to the riverfront with a trail/walk system.

e. Allow and encourage special uses (i.e., performing arts center, crew boathouse, etc.) within the condominium complex illustrated on the north side of the site.

f. Provide boat docks for the residential development to maximize the riverfront property value.

g. Expand public boat docks at an appropriate scale in this area.

h. Encourage single-family residential infill consistent in character with the existing Meadow Street neighborhood.

In the long-term, new market-rate housing with homeownership opportunities in the Meadow Street area will provide additional life to the CBD, add a sense of ownership, and improve the transition to adjacent neighborhoods.
RIVER STREET CHARACTER AREA

The neighborhood surrounding River Street is characterized by its narrow residential lots and a few commercial properties. River Street itself has great views of the Seneca River and the bridge that crosses the River. River Street also receives very little vehicular traffic, but does provide a direct link from the CBD to Mercer Park. The following program elements should occur to enhance this character area:

- **a.** Reorganize the parking layout behind the historic commercial buildings to accommodate through pedestrian access between the CBD and Mercer Park.
- **b.** Convert River Street to single-lane one-way traffic.
- **c.** Enhance pedestrian amenities on River Street to create a pedestrian-friendly riverfront experience (see page 20).
- **d.** Encourage parking layout at the rear yards of commercial/mixed-use buildings.
- **e.** Although outside the limits of this study, the vehicular entrance to Mercer Park should be addressed to improve circulation and its overall image.
WATER STREET CHARACTER AREA

The two-story wood frame buildings fronting Water Street provide a scale and presence at the canal lock unlike any other area in the Village. Any changes that occur in this area should respect the existing scale of these buildings.

a. Enhance characteristics of existing two-story wood frame structures.

b. Encourage appropriately scaled infill with matching building materials.

c. Encourage mixed-use.
STREETSCAPES - Primary Streets

A street hierarchy exists within the CBD. There are primary streets, secondary streets, and special district secondary streets. Key elements of the primary and secondary streets should be consistent, but there should be design details that differentiate each type.

1. Primary Streets (Routes 48 & 31)

Proposed character supportive elements:

- Two-lane traffic and, where necessary, a turning lane (i.e., East Genesee Street).
- No on-street parking on East Genesee Street.
- Generously wide sidewalks (6 feet to 12 feet or the maximum possible).
- Well-defined pedestrian crossings.
- Underground utilities within the street right-of-way.
- Ornamental street lighting that addresses vehicular circulation and the scale of pedestrians.
- Custom-designed banners affixed to street light poles.
- Custom-designed planters affixed to street light poles.
- Uniform street furniture.
- Consistent alignment of street trees.

NYS Routes 31 and 48 are the primary streets.

Baldwinsville Central Business District Strategic Development Plan
STREETSCAPES - Primary Streets (Four Corner Area)

The following enhancements should occur to achieve a distinctive character in the historic Four Corner area:

- Allow existing parallel parking/loading areas to remain on Oswego Street. Restrict parallel parking on East Genesee Street.

- Extend pavers the entire width of the sidewalk.

- Provide ornamental street light poles consistent with the rest of the primary streets.

- Do not plant street trees in this area since they were never there historically (see image below). Having no street trees in this area would also differentiate the Village space from others.

Consider lighted crosswalks at the Four Corner area.
STREETSCAPES - Primary Streets (Beyond the Four Corner Area)

To achieve a viable retail and pedestrian environment on the primary streets, the following should occur:

- Install large-scale street trees in tree grates at 60’ on-center.

- Install walk pavers in the tree median (typically 5’ wide) in areas beyond the historic Four-corner area.

- Increase the scale and intensity of the distinctive sidewalk paver detail as the sidewalk system approaches the historic four-corner area.

- Designate bicycle travel lanes on both sides of the street.

Proposed street plan and section for Syracuse Street outside the Four Corner area.

Proposed street plan and section for East Genesee Street outside the Four Corner area.
The application of custom-designed details in the streetscape reinforces the authenticity of the Village’s sense of place. Special design features in the streetscape can include paving medallions and banners that have abstract graphics that celebrate the Village’s unique commercial and industrial history (i.e., Penn Spring Works, Morris Machine Works, and Morris Pumps, etc.). Illustrations of possible graphics are shown to the right. The image of the sled on the street is reminiscent of the period when Oswego Street was used as a sledding hill. The image to the left illustrates how an abstract graphic can part of the banner design.

The typical perception of chain-link fencing is negative. Chain-link fencing, especially the existing fencing on Syracuse Street that is topped with barbed wire, says ‘keep out’. This type of fencing should not be found in the CBD if the goal is to make it more inviting to pedestrians. This illustration shows how much better the pedestrian environment would be if the chain-link fencing were removed and new ornamental fencing, which still would provide security, was set back from the sidewalk.
2. Secondary Streets (Elizabeth Street, Virginia Street, Albert Palmer Lane, Lock Street, and Meadow Street) These streets contain design elements similar to, yet different from the primary streets. For instance: 1) similar street trees, but at a tighter spacing; 2) similar ornamental street lighting; and 3) different paving improvements, such as concrete sidewalks instead of brick.

Proposed character supportive elements:

- Link secondary streets directly to primary streets.
- Maintain two-lane traffic.
- Permit on-street parallel parking where space allows.
- Provide minimum 5’ wide concrete sidewalks.
- Provide painted stripe pedestrian crossings.
- Install small- to medium-scale street trees at 30’ on-center, 3’-4’ from the edge of pavement in lawn medians.
- Install pedestrian-scaled street lighting.

3. Secondary Special District Streets (Water Street, Marble Street, and River Street) These streets deserve streetscape details and amenities that express the uniqueness of the character area they are within. See the next page for specific treatment recommendations for the special district streets.
STREETSCAPES - Secondary Special District Streets

Marble Street

- Install pedestrian-scaled street lighting on Marble Street with a type of fixture that is unique to and complementary with all of Paper Mill Island.
- Install stone or brick faced columns at the entrance to Marble Street.

Water Street

- Install pedestrian-scaled street lighting with a nautical-type fixture that complements the canal and the wood-frame buildings.
- Replace existing chain-link fencing with canal-theme railings.

River Street

- Convert street to single-lane one-way traffic.
- Narrow street to 16’ or narrowest acceptable width for one-way vehicle traffic.
- Establish a pavement scheme that suggests the street is shared between vehicles and pedestrians.
- Install vandal-proof bollard-type lighting along the river side of the street to distinguish the street from other Village streets.

Stone columns mark the gateway to Marble Street.

Chain-link fencing on Water Street is replaced with canal-theme railings.

Pavers, granite curbing, and bollard lighting create a pedestrian-friendly environment.
PARKING IMPROVEMENT STRATEGIES

The most cost-effective way to have an immediate impact on the perception of parking in the Village is to invest in the environment that connects the existing parking facilities with the major destinations in the Village. Specifically, this can be achieved by the following strategies:

1) Upgrade quality and aesthetics of streets and intersections:

Ensure sidewalk conditions, streetscapes, and building facades along the primary walking corridors are in optimal condition. Build on the authentic riverfront sense of place. Place attention on the types of details in public infrastructure. For example, ornamental street lamps, well-maintained public spaces, historical markers, and stylized pedestrian-scale signs can help make Baldwinsville a more memorable place in people’s minds. The enhancement of authenticity also increases the distances people would be willing to walk between their parking spaces and final destinations, thus increasing flexibility in terms of where parking spaces are located within or outside of the district.

2) Create new surface lots as near to the CBD as possible:

In determining the location of new lots it is important to remember that a comfortable walking distance is generally a five-minute walk, or 1,000 feet. In general, avoid surface lots on main pedestrian streets because the beneficial aspects of increased and visible parking supply is usually offset by the negative influence of a “dead” space in the middle of the business district. Such gaps run the risk of decreasing the distinctiveness of the business district and making it less distinguishable from competing shopping areas.

3) Establish directional confidence:

Offer directions that are clear and well-located. Provide frequent signage indicating the quickest, most direct route to parking and businesses. Have an occasional map display that pinpoints the visitors’ location and shows street names, building footprints, and the names and locations of major downtown destinations. Create parking signage with an attractive design and adequate visibility while fitting in with the surrounding historic riverfront context. The universal ‘P’ sign is a good place to start. See examples below. Keep in mind that the materials, scale, form, and proportions should be harmonious with other streetscape elements such as lighting, benches, architecture, setbacks, and sidewalk design. Sign graphics directly contribute to the overall image of the Village.

A possible hierarchy of signage for the Baldwinsville CBD is as follows:

- Gateway
- Vehicular directional
- Public parking i.d.
- Information kiosk
- Ped. directional
- Interpretive signage
- Trail markers

Example: directional signage

Example: public parking i.d.

Example: interpretive signage
IMPLEMENTATION

Implementation addresses the timing of strategic and long-range projects, the organization of entities to lead the development effort, and the role of the public, non-profit, and private sectors.

Responsibilities
Implementation of this Plan will require focused, aggressive efforts by the public and private sectors over the coming years. For this Plan to be successful, a comprehensive, consistent and coordinated effort will be necessary.

The key entities below will be responsible for the following:

Advisory Committee
Leadership will be a critical implementation ingredient. This objective can be met by establishing a volunteer committee of concerned citizens whose sole focus is on the redevelopment of the district. Preferably, a member of the community with related professional skills should lead this group. EDR recommends that the steering committee for this project continue on as the advisory committee role and answer directly to Village Trustees.

Village of Baldwinsville
• Officially adopt the Plan and incorporate it into the Village’s LWRP or Comprehensive Plan.
• Develop a plan to support redevelopment activities. Focus efforts on attracting developers, assisting in site assembly, and reviewing and approving development plans.
• Review policies, regulations, and community guidelines and carry out modifications to be consistent with the Plan. The development and adoption of essential design standards would further ensure the implementation of this Plan. Additional regulatory documents should be considered such as form based codes and a regulating plan for the CBD.
• Codify design standards and details for the public areas in the downtown to ensure unified and consistent development of streets, sidewalks, intersections, and public spaces. While these standards must address roadway safety requirements for automobiles and trucks, they should be developed with an emphasis on the pedestrian and bicycle.
• Construct public infrastructure and amenities such as streetscape improvements, including crosswalk safety features and riverfront walkways/promenades.
• Provide additional public parking in an area outside of the CBD to relieve existing and future demand and/or as an incentive to induce private development.
• Administer loan and grant programs contributing to revitalization.
• Participate in retail recruitment, outreach, and marketing programs.

Chamber of Commerce
• Continue to develop information on the central business and participate in retail and office recruitment outreach and marketing programs.

Property and Business Owners
• Focus on building renovations and tenant upgrades by taking advantage of available loan and grant programs.
• Continue to support the implementation of this Plan.

Public/Private Partnership
In order to take advantage of the district’s assets and to reap the potential economic benefits there, the public sector must demonstrate a willingness to lead with public investment. A carefully considered strategy for public investment is required to leverage private investment and thus maximize the benefits. The investment in public infrastructure and the participation in catalyst projects will signal the necessary confidence in the market potential. The commitment of consistent public-sector incentives, policies, and investment is required to realize the recommendations in the CBD. In the private sector, large-scale developers should be pursued from other regions to provide experience and financing credibility for urban residential and commercial projects.

Basic economic development principles to consider are as follows:
• Concentrate efforts in specific projects that anchor the business district and create destinations
• Use public resources, including real estate strategically
• Use cultural anchors to enhance prospects for private investment

Although further economic feasibility studies are needed to outline the expected levels of public investment required for the projects shown in the Plan, it appears the projects such as the demolition of the fire hall and the acquisition of riverfront properties are within the means of the Village.
Public Sector initiatives
Some of the catalyst projects that the Village should undertake include the following:

- Remove the fire hall and establish additional public parking and space for future private development. A public green space related to the riverfront and the future pedestrian bridge should be part of this project.

- Acquire key properties, especially those located along the riverfront in the East Genesee Street and Lock Street areas.

- Work with the U.S. Post Office to relocate its major operations to larger lands within the Village (i.e., areas away from valuable riverfront property). Encourage a satellite retail U.S. Post Office space in the CBD.

- Prepare a signage scheme/design for the entire Village and begin installation at key locations (gateways, destinations, public parking locations).

- Complete the design and begin construction on the streetscape improvements on East Genesee Street and Syracuse Street.

- Participate in financial packages for the performing arts studio and crew boathouse proposals.

- Improve pedestrian street crossing with pavers and/or on-street signals.

- Secure funding and begin construction of a pedestrian bridge over the Seneca River in the location of the abandoned railroad.

Conclusion
With local government leadership and the proper development committee in place, the business district can become a distinguished and appealing place in the region. Working through a dedicated committee, the Village must invest in streets, green space, participate in initial catalyst projects, and continuously seek out appropriate tenants, businesses, and development partners. In return, the Village will reap the return on investment in the form of an increased tax base, additional jobs, strong retail and office market, and a committed population of residents and civic pride.
APPENDIX