

South Troy Working Waterfront Revitalization Plan

*Final
Report*

December 16, 2003



CITY OF TROY
NEW YORK

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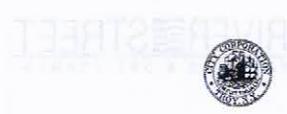
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Introduction

The South Troy waterfront encompasses the city's largest area of vacant developable land, providing significant development opportunities. The 2.55 miles of the South Troy shoreline is located on the Hudson River, a major natural water resource, a federal navigation channel, and a National Heritage River. It is also near the entrance to the National Heritage Erie & Champlain Canalways. The area's rich industrial historic heritage (known locally as the Silicon Valley of the 19th century), coupled with the waterfront resource, contributes to a broad range of waterfront redevelopment opportunities. The riverfront is highly visible from Interstate 787, making its appearance important to the city's image. Waterfront property ownership is concentrated in just a few hands, simplifying land assembly for redevelopment.

Appropriately redeveloped, the waterfront could provide significant economic benefits and recreational access to the Hudson River. However, any effort to revitalize the waterfront must address serious development challenges including environmentally contaminated sites, outdated utilities and transportation infrastructure, vacant and deteriorated buildings, limited waterfront access and compatibility with surrounding residential uses.

The redevelopment strategy must also address significant economic challenges facing the city of Troy. The city lost jobs during the 1990s, a period of strong economic expansion nationally and locally. Troy lost jobs as its traditional heavy industries have continued to decline. Further, Troy lost employment in industry sectors experiencing the strongest growth in Rensselaer County and the tri-county region. This suggests a two-pronged effort for industrial redevelopment. First, viable "traditional" industries must continue to be supported and accommodated on the waterfront. Second, the city must create development sites suitable for the industry types that are growing regionally and nationally.

As the city's traditional industrial zone, the economic performance of the waterfront has declined resulting in job losses, decreasing property values and tax revenues, disinvestment and inefficient land use patterns. Today, waterfront land is significantly underutilized with nearly 40% of land on the South Troy waterfront vacant or under-performing. Waterfront industrial properties are poorly maintained and are creating blight on the waterfront and the adjacent residential neighborhood and are cutting off recreational access to the river. In addition, some of the remaining industrial uses are creating adverse environmental impacts on the South Troy residential neighborhood with dust, noise and truck traffic that lower property values and the quality of life in the neighborhood.

From a tax base perspective, industrial land in the city of Troy has the lowest average assessment values in the city, with an average assessment value only 1/3 of the residential and commercial averages. The city's waterfront industrial land is underperforming from a tax base perspective largely because much of it is vacant, underutilized or poorly maintained. Redevelopment of these sites is critical to the city's overall economic development goals of providing jobs and augmenting the city's tax base.

Today, residential properties in the city are shouldering a disproportional share of the tax burden, making up 75% of the tax base and only 35% of the land area. This is primarily due to two factors: a large proportion of tax exempt land (42% of the city's total land area) and the underperformance of the industrial sector. The city has little control over the amount of tax exempt land and will focus on putting underperforming industrial land back into productive use and enhancing/protecting residential neighborhoods to support the residential tax base.

South Troy Working Waterfront Revitalization Plan

To facilitate the redevelopment of the South Troy waterfront, the city of Troy has partnered with the New York State Department of State and others to develop the South Troy Working Waterfront Revitalization Plan. The plan seeks to reframe waterfront land uses to:

- Improve the economic productivity of the South Troy waterfront
- Protect residential tax base and property values
- Enhance industrial tax base
- Generate employment
- Create waterfront access and recreational opportunities
- Facilitate environmental clean up of contaminated waterfront sites
- Improve waterfront transportation access and remove truck traffic from neighborhood streets

Significant stakeholder and community involvement guided the planning process, including close coordination with a project Advisory Committee, two design charrettes and over a dozen community workshops. The plan considered a range of alternative solutions, investigated their feasibility and prioritized a set of proposed development strategies. The plan ultimately resulted in a preferred waterfront development strategy that will provide for significant new waterfront commercial development; water-dependent recreation improvements; support existing waterfront industrial users; cleanup environmental contamination and provide for considerable quality of life improvements for South Troy neighborhood, including a waterfront access road that will remove industrial truck traffic from residential streets.



Project Purpose and Description

Project Description

The Hudson River is Troy's most significant natural resource. It was the city's economic engine in the 18th and 19th centuries when resource demanding industries populated its banks and waterborne transportation dominated. This plan focuses on the South Troy Working Waterfront and identifies a waterfront study area consisting of approximately 208 acres and 2.55 miles of shoreline. The study area contains significant redevelopment opportunities on land that is characterized as brownfields, abandoned, vacant, or only partially developed. Nearly 40% of waterfront land is vacant, and a large number of existing industrial sites are underutilized. Because the waterfront has been in industrial use for over a century, understanding the environmental conditions of the area will be critical for redevelopment.

This document is a product of the South Troy Working Waterfront Revitalization Plan. It summarizes the planning process and key research findings, describes the preferred waterfront development strategy and lays out an action plan for the city to undertake to support the redevelopment of the waterfront. More detail on many issues summarized in this report can be found in several reports that were prepared during the planning process. The reports listed below describe the research findings summarized in this report in far greater detail.

- South Troy Working Waterfront Revitalization Plan Community Profile (September 1999): An inventory of current conditions in the City of Troy prepared by River Street Planning & Development
- South Troy Working Waterfront Revitalization Plan Study Area Profile (August 2000): An inventory of current conditions in the waterfront Study Area prepared by River Street Planning & Development
- Economic Development Strategy for the Neighborhoods and Waterfront, the City of Troy, New York (February 2000): Documentation of existing economic conditions for the city prepared by RKG Associates, Inc.
- Citywide Economic Development Strategy and Implementation Plan for the City of Troy, New York (November 2000): Describes a proposed economic development strategy for the city prepared by RKG Associates, Inc.
- South Troy Working Waterfront Revitalization Plan (November 2000): Contains specific development recommendations for the South Troy waterfront prepared by RKG Associates, Inc.

Project Purpose and Objectives

A comprehensive waterfront redevelopment strategy is needed to return South Troy to its role as an economic engine for the City of Troy. The specific objectives of the South Troy Working Waterfront revitalization planning effort are:

- Tax base enhancement by returning idle land to productive use
- Job creation by reframing land uses based on the 21st century economy

South Troy Working Waterfront Revitalization Plan

- Enhance property values by limiting industrial uses to the south end of the study area, which offers good access to the interstate transportation system and reduces land use conflicts with the historic downtown and the residential core
- Improved waterfront transportation access, removing trucks from nearby residential streets and maintaining/enhancing river freight movement
- Creation of waterfront access and recreation opportunities including shoreline bike and pedestrian access and boating access
- Facilitation of environmental clean up and redevelopment of brownfield sites to reduce environmental hazards and make land available for redevelopment
- Improved quality of life for residents in the adjacent neighborhood by reducing transportation and land use conflicts and creating connections from the neighborhood to the waterfront



Planning Process

Funding

The South Troy Working Waterfront Revitalization Plan represents a 2.5 year planning effort in which the City of Troy partnered with residents, commercial property owners, non-profit organizations and state and federal agencies to develop a plan of action to guide redevelopment of its southern waterfront. The planning process was funded by a consortium of public, private and non-profit entities, led by the New York State Department of State Division of Coastal Resources with a \$185,000 grant from the New York State Environmental Protection Fund for the development of a Local Waterfront Revitalization Programs. Other project funders included:

- Niagara Mohawk Power Corporation: \$50,000 for economic research and a marketing plan
- Troy Redevelopment Foundation: \$50,000 to support a city-wide economic strategy
- United States Department of Transportation: \$70,000 Transportation and Community and Systems Preservation grant, which was used to fund the transportation and land use planning elements of the plan
- Approximately \$500,000 in local matching funds and in-kind services from many other sources including the City of Troy, Sage College, Rensselaer Polytechnic Institute, River Street Planning & Development, Troy Architectural Program, Institute for Cultural Affairs, Capital District Transportation Committee, Capital District Transportation Authority, Capital District Community Gardens and other nonprofit organizations

Project Team

The City of Troy Development Services Group and Department of Planning and Community Development coordinated the plan's development. The City Engineer integrated the work of various consultants as well as city planning, legal, and engineering staff on tasks including project management, document review, meeting coordination, selection of consultants, project cost estimating and grant administration. Mayor Pattison and his staff, the Troy City Council and the city's Waterfront Commission, provided strong leadership.

The city contracted with River Street Planning & Development for project management services including staff support, land use planning, economic research, procurement and management of the consulting team, geographic information systems, public process facilitation, and production and review of written planning materials. Based in Troy, River Street is a community planning firm whose practice focuses on land use, consensus building and land use dispute resolution, economic redevelopment and project financing for public and private sector organizations throughout the northeastern United States.

The other members of the project team included:

- **Synthesis Architects:** An architecture and landscape architecture firm, based in Schenectady, New York, specializing in urban design. Synthesis worked with other team members and community stakeholders to identify design principles and prepare the urban design elements of the plan.
- **Transportation Concepts:** Based in Schenectady, New York, this transportation engineering firm specializes in planning, traffic operations and analysis. Transportation

South Troy Working Waterfront Revitalization Plan

Concepts worked with RPI and other partners to develop a project web site, prepare the transportation element of the plan and design an innovative traffic calming system.

- **Sterling Environmental Engineering:** An Albany, New York based engineering firm providing environmental assessments, remediation negotiation and site cleanup services, Sterling assessed the level of environmental contamination in the South Troy study area and outlined a plan of action.
- **RKG Associates, Inc.:** Economic planning consultants based in Durham, New Hampshire, RKG provided specialized real estate analysis and market research services for the South Troy plan and the city-wide economic strategy developed by the Historic Troy 2020 initiative.

Public Process

Local community members and stakeholders helped to frame the critical planning issues during an extensive public involvement effort for the South Troy Working Waterfront Revitalization Plan. This effort included close coordination with a project Advisory Committee and over a dozen community workshops and two design charettes. These meetings, which have involved hundreds of concerned citizens, students, college faculty, community professionals and business owners, resulted in substantial support for the plan from the community and private sector.

The South Troy planning effort was overseen by an Advisory Committee made up of representatives of the City of Troy, the Troy Waterfront Commission, New York State Department of State, Niagara Mohawk Power Corporation, Capital District Transportation Committee, Capital District Transportation Authority, New York State Department of Transportation, Rensselaer County, Troy Housing Authority, Rensselaer County Chamber of Commerce, and local neighborhood associations. The Advisory Committee convened once a month throughout the study period to discuss progress, review documents and provide input and resources. The Committee had an important role in refining the project vision and goals and structuring the preferred land use alternative.

In addition to participation from the Advisory Committee the city worked with the local community to create a broad understanding of waterfront redevelopment issues. From the earliest discussions, residents expressed clear concerns about truck traffic traveling through the neighborhood to reach the industrial waterfront. The resulting noise, vibration and dust was causing property damage and significantly impacting the quality of life in the South Troy neighborhood. These concerns became a guiding force in determining a land use and transportation access strategy for the waterfront.

Troy recognized that residents would need opportunities to discuss and understand the complex data, trends and criteria used to evaluate alternatives and frame solutions. The technical reports addressing economic, transportation, land use and environmental cleanup issues were discussed by residents at a set of carefully planned open workshops. Beginning in November 1999, nine meetings, workshops and charettes were held at the Polish American Club and other locations in South Troy. Fifty to one-hundred people attended each workshop. The topics discussed varied and included:

- **Visioning Workshop:** At this workshop, the community discussed its preferred future and identified a shared vision statement. The session built awareness, energy and pride.



- **Existing Conditions:** Following completion of the Community and Study Area Profiles, River Street facilitated a session to educate residents about trends and forces affecting the neighborhood and built awareness of existing conditions.
- **Brownfields & Environmental Remediation:** Sterling Environmental used a session to discuss brownfields, potential and known contamination of several industrial properties in South Troy, the community's role in remediation planning and the cleanup process.
- **Transportation Issues and Opportunities:** Transportation Concepts discussed the design and location of the planned waterfront access road, gateway connections, future alignment of the Menands Bridge and its relationship to Hudson Valley Community College and the Hudson River. Synthesis Architects, the urban design consultant, worked with residents to identify pedestrian and other streetscape improvements.
- **Economic Development:** RKG Associates presented economic and tax base trends at the city and neighborhood level. Residents recognized that South Troy offered some of the city's last developable land and strongly supported maintenance of a working waterfront. In addition, they identified a range of neighborhood improvement projects that could be undertaken to increase property values.
- **Community Design Charette:** The project team worked with community at a two-day workshop to explore alternative redevelopment scenarios, focusing attention on important waterfront elements including: waterfront greenspace, park and trail development, neighborhood improvement strategies, transportation (rail and road), mixed land use alternatives (for the lower Poestenkill) and buffering and landscaping standards.
- **Gateway Design Charette:** The project team worked in five community groups to examine gateway issues including: improvements to Burden Avenue between Cross and Main Streets, improvements to the Front Street ramp from the Congress Street Bridge, potential future Menands Bridge alignment, Burden Building and other historic resource preservation, and general improvements to South Troy streetscape.
- **Presentation and Evaluation of Alternatives:** River Street Planning & Development presented the community with three redevelopment alternatives that evolved from previous workshops, two charettes, and an all-day workshop of the Advisory Committee and the consulting team. The workshop participants discussed and evaluated these alternatives and established priorities among them.
- **Presentation of the Selected Redevelopment Scenario:** River Street presented the preferred redevelopment scenario. Participants reviewed the evaluation process used to build the strategy, which included separate evaluations, by the community, the advisory committee and the consulting team. Community feedback was considered in the final plan.

South Troy Working Waterfront Revitalization Plan

- Existing Conditions: Following completion of the Economic and Street Plan, River Street launched a series of studies to evaluate existing waterfront conditions and identify areas for potential development. The studies included a historical context study, a waterfront assessment, and a transportation study. The waterfront assessment identified areas of potential development and areas of concern. The transportation study identified areas of potential development and areas of concern.
- Transportation Issues and Opportunities: Transportation Concept discussed the design and location of the planned waterfront access road, gateway connection, future alignment of the Menominee Bridge and its relationship to Hudson Valley Community College and the Hudson River Synthesis Architects. The urban design consultant worked with residents to identify pedestrian and other streetscape improvements.
- Economic Development: EK Associates prepared economic and tax base study for the city and neighborhood level. Residents recognized that South Troy offered some of the city's best developable land and strongly supported maintenance of a working waterfront. In addition, they identified a range of neighborhood improvement projects that could be undertaken to increase property values.
- Community Design Charter: The project team worked with community in a two-day workshop to explore alternative redevelopment scenarios focusing attention on potential waterfront change including waterfront greenway, park and trail development. The design chartered development strategies, transportation (rail and road), utility and light strategies (for the tower, forestall) and buffering and landscaping elements.
- Gateway Design Charter: The project team worked in five community groups to examine gateway issues including improvements to Hudson Ave and between Cross and Main Streets. Improvements to the town lined area from the Longview Street Bridge, potential future Hudson Bridge alignment, Hudson Building and other historic resource preservation, and general improvements to South Troy streetscape.
- Presentation and Evaluation of Alternatives: River Street Planning & Development presented the company with three development alternatives that evolved from previous workshop, two charter, and an all-day workshop of the Advisory Committee and the consulting team. The workshop participants discussed and evaluated these alternatives and established priorities among them.
- Presentation of the Selected Redevelopment: An earlier River Street presentation provided redevelopment scenario. Participants reviewed the evaluation process used to build the strategy, which included extensive evaluation by the community, the advisory committee and the consulting team. Community feedback was considered in the final plan.

Study Area Inventory and Analysis

The South Troy Working Waterfront revitalization planning effort included a detailed inventory and analysis of existing physical and economic conditions for the Study area and the entire City of Troy. This section summarizes the findings from the inventory and analysis. The next section summarizes the findings of the economic profile.

Key findings from Inventory and Analysis

- With 7.5 miles of shoreline, Troy has the longest accessible shoreline of any city in the Hudson Valley, but it is not taking advantage of this important asset. While great progress has been made in the northern portion of the city and in downtown, most of the 2.55 miles of shoreline in the Study Area remains inaccessible to the public. River freight movement is underutilized with only a few existing industrial users shipping by water. Most that use it do so only occasionally, finding rail or truck to be more cost effective.
- Even though waterfront industrial businesses do not rely exclusively on waterborne freight transportation, many industrial users demand the option of waterfront access for shipping. Because waterfront freight access is a critical tool to keep existing industrial users, sites designated for future industrial use will require bulkheads and barge access.
- As historic industrial uses have declined the waterfront has become significantly underutilized with nearly 40% of land vacant or underutilized. The resulting blight significantly detracts from the overall appearance of the city and the waterfront. The continuation of the current waterfront industrial uses is a critical issue for the city. The needs of these users must be addressed in the redevelopment strategy while also freeing vacant and underutilized land for higher-value development.
- Real and perceived environmental contamination has hindered return of waterfront land to productive use. Environmental assessments conducted as a part of the planning process make it clear that economically reasonable clean up strategies can be implemented, though many will require the infusion of public funds.
- The southern portion of the Study Area is the most environmentally constrained, supporting its continued industrial use. Much of the southern area is under a Consent Order between Niagara Mohawk and NYS Department of Environmental Conservation. A Record of Decision delineating remediation strategies was issued in summer 2003, and subsequent clean up is expected to begin in 2004/2005.
- The waterfront portion of the Study Area is made up of relatively few parcels, making it easier to coordinate with property and business owners, assemble sites and facilitate redevelopment.
- The Study Area has strong connections to the regional transportation system, but poor local access to the waterfront limits value of waterfront parcels and negatively impacts the surrounding neighborhood with truck traffic.
- The Study Area's location adjacent to the city's historic downtown offers development opportunities for a continuation of office and some retail uses and increases pressures to reduce waterfront blight and its negative impacts on downtown.

South Troy Working Waterfront Revitalization Plan

- The traditional working class residential neighborhood immediately adjacent to the waterfront is significantly impacted by industrial truck traffic, waterfront blight, environmental contamination, conflicting waterfront land uses and poor access to recreation facilities (There is only 1/2 acre of parkland in the neighborhood.)
- Rail access along the waterfront has been a critical resource for industrial users and provides the option for the reinstatement of passenger rail.

The following pages describe the results of the planning research in more detail.

Community and Regional Setting

The City of Troy is located along the eastern shore of the Hudson River in Rensselaer County. Rensselaer County is one of four counties that comprise the Capital District of New York state, which also includes the counties of Albany, Saratoga and Schenectady. Rensselaer County is the easternmost county in the Capital District and shares its border on the east with the Commonwealth of Massachusetts and the State of Vermont. See Map 1 on the following page.

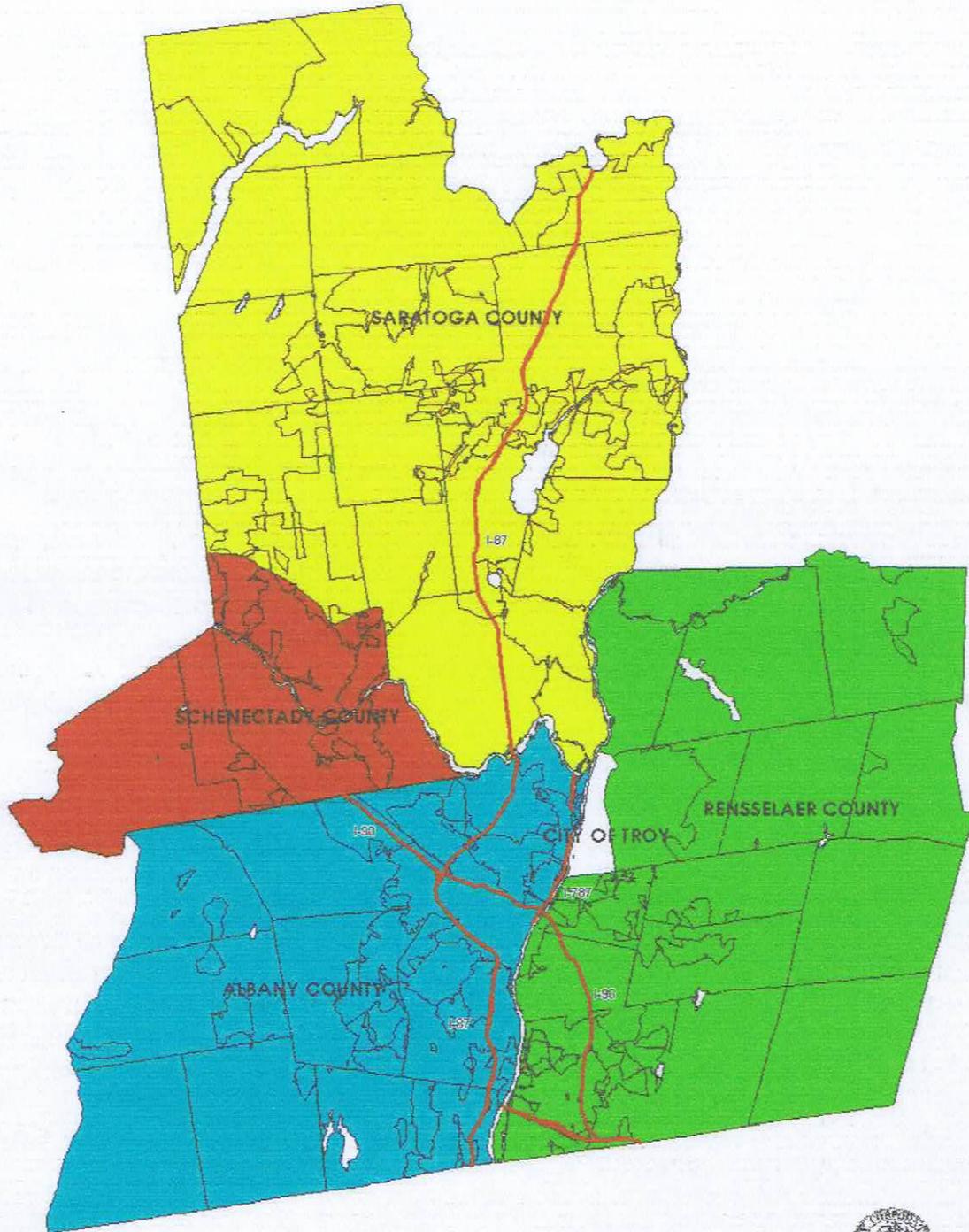
Shoehorned into a narrow strip of land between the Hudson River and steep wooded hills, the City of Troy is approximately 6 miles northeast of Albany. The 200-year old city is known as a center of education with Rensselaer Polytechnic Institute and the Sage Colleges located in Troy. Home to nearly 50,000 people, Troy was once described by an artist as “visually opulent” and by a businessman as “Albany’s Georgetown,” for it has the charm and appeal of a wonderful, walkable Victorian city.

The City of Troy's primary natural asset is the Hudson River. At 7.5 miles, Troy has more linear frontage on the Hudson River than any community in the Capital District and the entire Hudson Valley. Due to its advantageous location for water-borne freight transport in the 1800s, Troy became the industrial center of the region. Its economic role within the Capital District has evolved over the course of the past century. Troy served an important role in the manufacture of iron products and the garment and textile industries in the 1800s. In the early twentieth century, as Schenectady took on a more prominent manufacturing role and Albany maintained its strength as a center of government, Troy's cultural attractions, such as the Troy Savings Bank Music Hall, became more prominent in the region.

In the late 1960s, when interstate highways were constructed and other auto-oriented infrastructure projects made the suburbs, and other regions of the country, more attractive for manufacturing, commercial and residential interests, the inner-cities of the Capital District began a steady economic decline which continued through the early 1990s. Troy's regional economic function has changed again since this crisis. Troy is now becoming an office, distribution and cultural center, with some of the most exciting cultural assets in the Capital District located in Troy. The seat of county government and the home of many county human service agencies, Troy has also taken on an important role as a center of government, as several state agencies have recently relocated offices to Troy. Additionally, the presence of Rensselaer Polytechnic Institute has made Troy the leader in high technology research in the Capital District, which has contributed to the city's economic identity.



MAP 1
CITY OF TROY
REGIONAL SETTING



 **RIVER STREET**
Planning & Development
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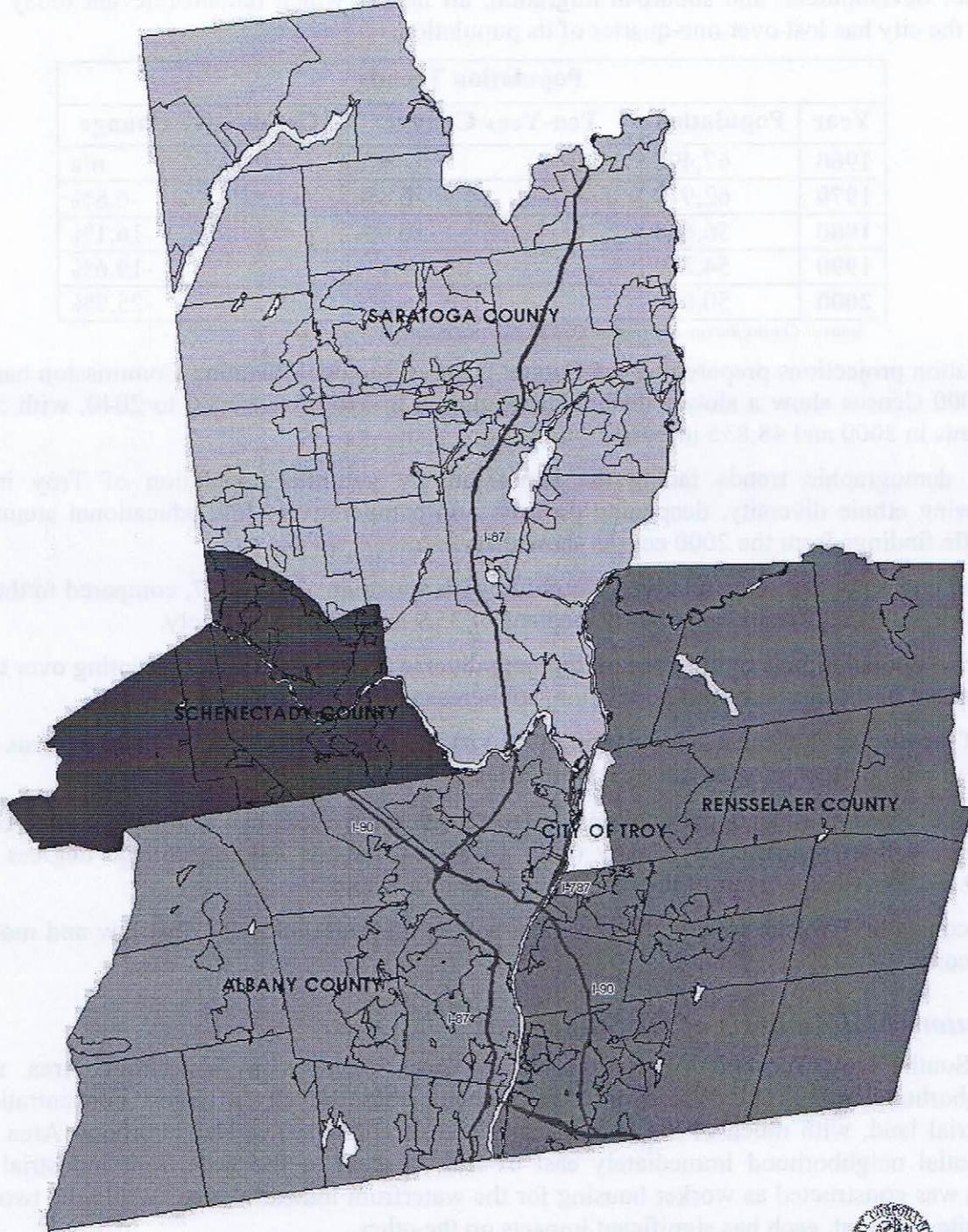
MAP 1
CITY OF TROY
REGIONAL SETTING



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MAP 1
CITY OF TROY
REGIONAL SETTING



 **RIVER STREET**
Planning & Development
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City Demographic Trends

The number of residents in Troy has been steadily declining since 1950. The basic cause of population decline in the immediate postwar period was the weakening and contraction of Troy's economic base brought about primarily by the reduction of manufacturing employment. Other contributing factors included the so-called "blight and congestion" of the city, limited vacant land for development, and suburban migration, all factors which remain relevant today. Since 1960, the city has lost over one-quarter of its population.

Population Trends			
Year	Population	Ten-Year Change	Cumulative Change
1960	67,492	n/a	n/a
1970	62,918	-6.8%	-6.8%
1980	56,638	-10.0%	-16.1%
1990	54,269	-4.2%	-19.6%
2000	50,870	-6.3%	-25.9%

Source: Census Bureau and Capital District Regional Planning Commission

Population projections prepared by the Capital District Regional Planning Commission based on the 2000 Census show a slowly declining population in Troy from 2000 to 2040, with 50,870 residents in 2000 and 48,835 in 2040.

Other demographic trends facing the comparatively youthful population of Troy include increasing ethnic diversity, deepening poverty, and comparatively low educational attainment. Specific findings from the 2000 census show that:

- The city's population is relatively youthful, with a median age of 31.7, compared to the New York State and Rensselaer County medians of 35.9 and 36.7 respectively.
- Troy's population is rapidly becoming more diverse with minorities representing over twenty percent of the city's overall population, an increase of 55.4 % since 1990.
- Of the city's 2000 census population of 49,170, eight percent or almost 4,000 persons reside in group quarters, most in college dormitories.
- With regard to educational attainment, Troy residents are less likely to have earned college degrees than residents of Albany (with 18.4% of Trojans holding college degrees versus 29.5% for Albanians) or of the region and state as a whole.
- Incomes in Troy are low, with more than half of all households (54.5%) low and moderate income.

Inventory and Analysis of the Study Area

The South Troy Working Waterfront Study Area includes a Waterfront Area and a Neighborhood Area. The Waterfront Area encompasses the city's largest concentration of industrial land, with much of the land vacant or underutilized. The Neighborhood Area is the residential neighborhood immediately east of and adjacent to the waterfront industrial uses, which was constructed as worker housing for the waterfront industrial area. While the two areas are quite different, each has significant impacts on the other.

Initially, the waterfront plan proposed to address only the industrial waterfront. Early in the process, community feedback and economic data made it clear that the residential area played a key role in the economic future of the waterfront and the city. Residential property in Troy



provides 75% of property tax revenues. Problems on the industrial waterfront, including environmental contamination, transportation access and lack of public waterfront access hurt the neighborhood and its ability to generate tax revenues for the city.

The Waterfront Area is broken down into three districts that include: the Northern Redevelopment District, Central Redevelopment District and Southern Redevelopment District. The redevelopment districts were created as a tool to organize future development in a manner that maximizes positive impacts while minimizing conflicts with the adjacent residential neighborhood and downtown Troy.

The following sections describe existing conditions in the waterfront and neighborhood areas and each of the redevelopment districts and the role of each in the waterfront redevelopment effort.

Study Area Boundaries

The Waterfront Area is bounded on the north by Congress Street, the centerline of the Hudson River to the west, and the city’s border with the Town of North Greenbush to the South. The eastern boundary of the Waterfront Area, the boundaries of the waterfront redevelopment districts and the Neighborhood Area vary as shown on Map 2 below.

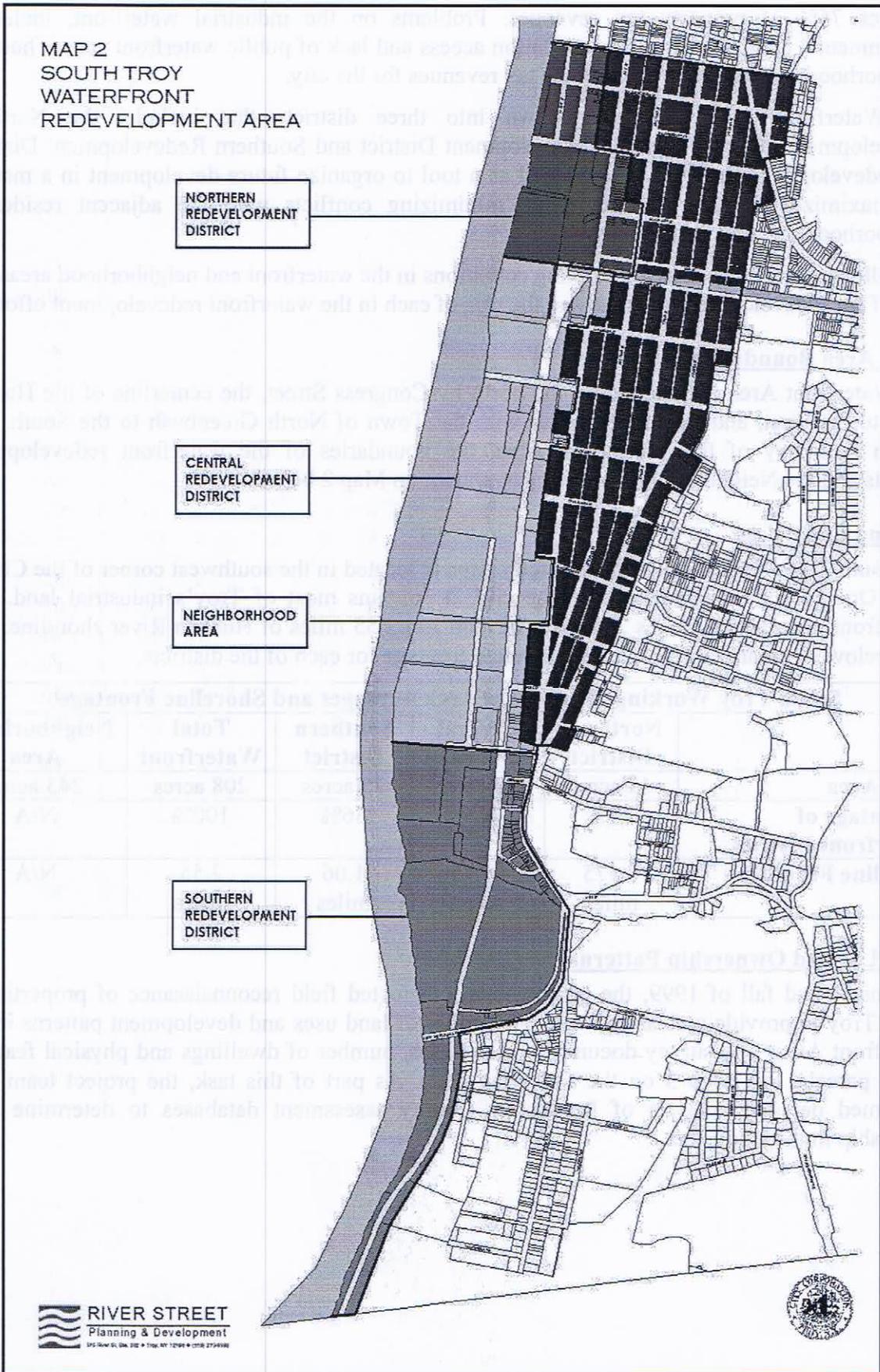
Existing Land Uses

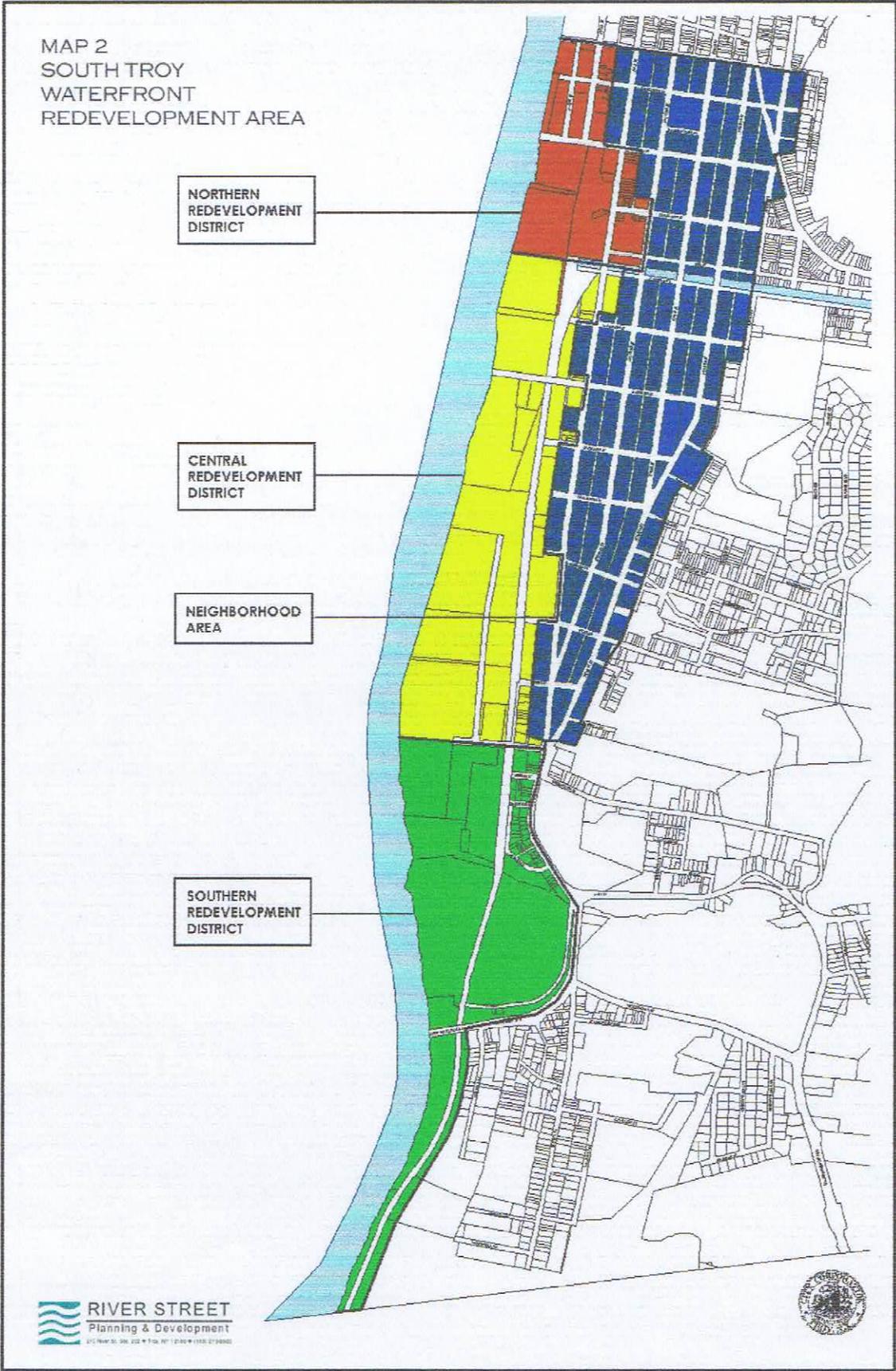
The South Troy Working Waterfront Study Area is located in the southwest corner of the City of Troy. One of six neighborhoods in the city, it contains most of Troy’s industrial land. The Waterfront Area encompasses 208 acres of land and 2.55 miles of Hudson River shoreline. The table below summarizes acreage and shoreline frontage for each of the districts.

South Troy Working Waterfront Area Acreages and Shoreline Frontage					
	Northern District	Central District	Southern District	Total Waterfront	Neighborhood Area
Total Area	43 acres	90 acres	75 acres	208 acres	243 acres
Percentage of Waterfront District	21%	43%	36%	100%	N/A
Shoreline Frontage	0.575 miles	0.915 miles	1.06 miles	2.55 miles	N/A

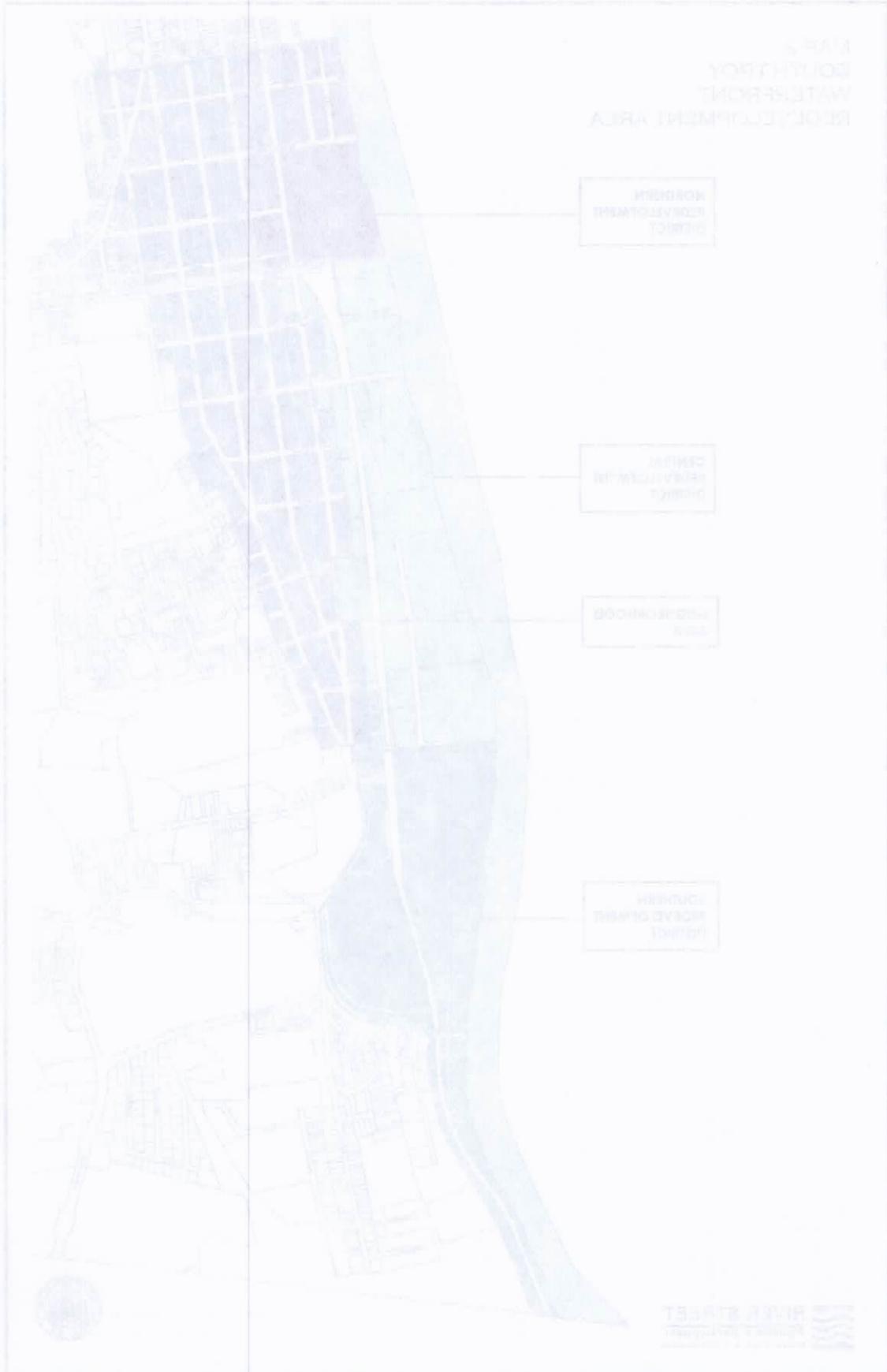
Land Use and Ownership Patterns

In summer and fall of 1999, the project team conducted field reconnaissance of properties in South Troy to provide a clear and accurate profile of land uses and development patterns in the Waterfront Area. The survey documented land uses, number of dwellings and physical features of the parcels. See Map 3 on the following page. As part of this task, the project team also performed detailed analysis of Rensselaer County assessment databases to determine land ownership in the study area.





MAP 2
SOUTH TROY
WATERFRONT
REDEVELOPMENT AREA



NORTH
REDEVELOPMENT
DISTRICT

CENTRAL
REDEVELOPMENT
DISTRICT

WATERFRONT

SOUTH
WATERFRONT
DISTRICT

WATERFRONT
REDEVELOPMENT
AUTHORITY

MAP 3
STUDY AREA
LAND USE MAP

NORTHERN
REDEVELOPMENT
DISTRICT

NEIGHBORHOOD
DISTRICT

CENTRAL
REDEVELOPMENT
DISTRICT

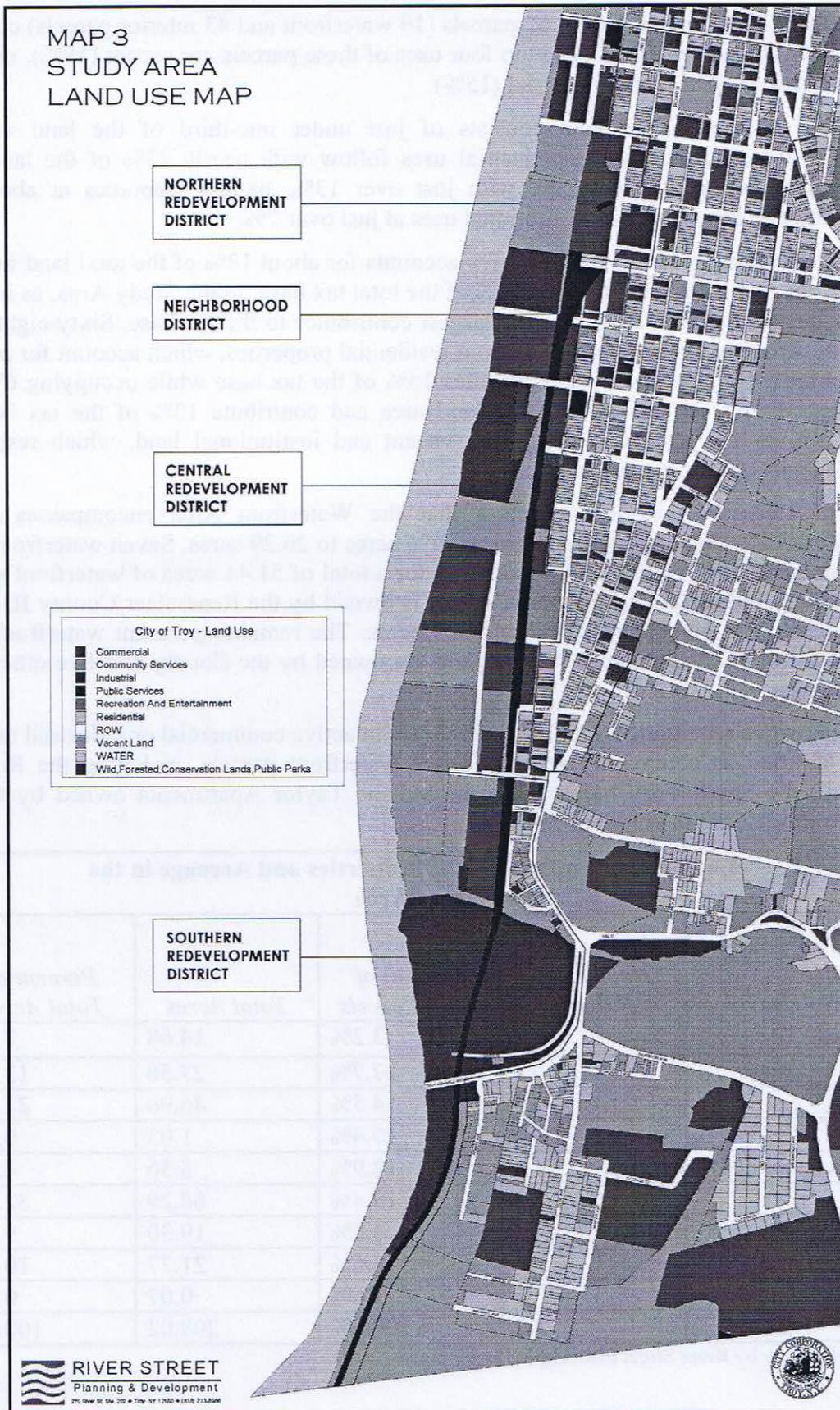
City of Troy - Land Use

- Commercial
- Community Services
- Industrial
- Public Services
- Recreation And Entertainment
- Residential
- ROW
- Vacant Land
- WATER
- Wild, Forested, Conservation Lands, Public Parks

SOUTHERN
REDEVELOPMENT
DISTRICT







South Troy Working Waterfront Revitalization Plan

The Waterfront Area contains about 62 parcels (19 waterfront and 43 interior parcels) containing approximately 208 acres of land. The top four uses of these parcels are vacant (19%), mixed use (19%), business use (18%) and industrial (15%).

In terms of acreage, vacant land consists of just under one-third of the land vacant or significantly underutilized. Active industrial uses follow with nearly 23% of the land. Other prominent uses include business use with just over 13%, natural resources at about 10%, abandoned businesses at 4% and institutional uses at just over 7%.

From a tax base perspective, the Study Area accounts for about 13% of the total land in the city and 17% of taxable land. It contributes 14% of the total tax base. In the Study Area, as in the rest of the city, residential uses are by far the largest contributor to the tax base. Sixty-eight percent of the Study Area tax assessment comes from residential properties, which account for only 29% of the land area. Commercial land contributes 15% of the tax base while occupying 6% of the land. Industrial uses occupy 14% of the land area and contribute 13% of the tax base. The remaining 4% of tax revenues come from vacant and institutional land, which respectively occupy 38% and 12% of the land area.

Analysis of assessment records indicates that the Waterfront Area encompasses nineteen waterfront parcels, which range in size from 0.076 acres to 26.29 acres. Seven waterfront parcels can be characterized as vacant land, accounting for a total of 51.44 acres of waterfront property. The South Troy Industrial Park property, which is owned by the Rensselaer County IDA, is the largest underutilized parcel and occupies 26.29 acres. The remaining vacant waterfront parcels range in size from 1.39 acres to 6.71 acres and are owned by the County and five other private property owners.

Eight of the twelve remaining waterfront parcels are in active commercial or industrial use, while two are classified as community service. Three waterfront parcels, including the Rensselaer County Jail, the South Troy Industrial Park, and the Taylor Apartments owned by the Troy Housing Authority, are in public ownership.

Land Use Classifications of Properties and Acreage in the Waterfront Area				
<i>Type of Use</i>	<i>Number of Parcels</i>	<i>Percent of Total Parcels</i>	<i>Total Acres</i>	<i>Percent of Total Acres</i>
Institutional	2	3.2%	14.68	7.1%
Business	11	17.7%	27.56	13.2%
Industrial	9	14.5%	46.96	22.6%
Mixed	12	19.4%	1.03	0.5%
Business (abandoned)	8	12.9%	8.36	4.0%
Vacant	12	19.4%	68.29	32.8%
Public	3	4.8%	19.30	9.3%
Natural Resource	4	6.5%	21.77	10.5%
Mixed (Abandoned)	1	1.6%	0.07	0.0%
Total	62	100.0%	208.02	100.0%

Source: Parcel Survey by River Street Planning & Development



Zoning Issues

An analysis of Troy's zoning ordinance complete during the planning process indicated that it allows a wide range of uses by right and special permit that are no longer appropriate to South Troy's waterfront and adjacent residential districts. Numerous heavy industrial uses capable of producing noise, noxious gases, odor, and other potentially harmful by-products are allowed by right in industrial districts, and are even permitted uses in some of the residential districts. In addition, many development standards in the zoning ordinance are more conducive to development patterns found in suburban areas than to intensively developed urban areas. The city has drafted new zoning regulations for the Waterfront Area, but they are not yet adopted. Neighborhood issues will be addressed as a part of the city's zoning rewrite scheduled to be completed by the end of 2003.

Specific zoning issues that need to be addressed for the Study Area include:

- Permitted uses in existing industrial zones include all uses permitted in other districts. For example, allowed uses in the industrial district include allowed uses in the most intense commercial district, allowed uses in the most intense commercial district include allowed uses in the next less intense district, etc. As a result, there are very few restrictions on uses, and many of the uses that are currently allowed in these districts are incompatible with South Troy's redevelopment plans.
- Many of the uses allowed in the current commercial (business) and industrial districts are incompatible with surrounding neighborhood uses and are more intensive and environmentally unfriendly than are uses specified in South Troy redevelopment plans.
- The ordinance's current permitted densities in the South Troy, Downtown, and North Central neighborhoods have allowed the conversion of many of the City's large older single- and two-family houses into three- and four-family buildings. This has increased the supply of rental units well beyond demand and is diluting the quality of housing stock.
- The ordinance's current parking requirements are more appropriate to a suburban setting and do not encourage clustered parking with buffers, and the location of parking areas out of view. Design requirements for parking areas are also fairly minimal, requiring a five foot wide perimeter planting strip in some areas and no more than 50 parking spaces without some sort of separator.
- The ordinance does not sufficiently address the need for buffering, and where buffering requirements are included, they are inconsistently placed throughout the ordinance. Landscaped buffers are an effective transitional element between incompatible land uses and can improve environmental quality, create scenic landscapes, and reduce noise and dust. The ordinance's buffering requirements leave significant leeway for property owners, are required of only a limited number of uses, and are void of tree-planting requirements, with only a few specific guidelines on buffer area plantings.
- The zoning ordinance lacks formal design guidelines to ensure neighborhood compatibility, quality construction and landscaping of redeveloped sites. Similarly, neighborhood uses and building characteristics are more compatible with suburban areas and are not the best means of protecting and maintaining neighborhood character.
- Existing district boundaries generally follow street centerlines. While this is good zoning practice, it means that some neighborhood streets fall within one or more districts and may therefore be treated differently in planning and zoning reviews. Changes are needed to ensure

that planning and zoning reviews are carried out to maintain overall neighborhood design, character, and preferred uses.

- Buildings eligible for listing in the National and State Registers of Historic Places have not been listed and are not protected by local historic district designation or design review guidelines. This has allowed significant alteration of many buildings, which has led to a general erosion of neighborhood character. While comprehensive historic design guidelines may or may not be desirable to neighborhood residents, overall neighborhood character should be protected by design guidelines focused on building height, setbacks, roof characteristics, massing, placement of doors and windows, etc. to ensure that new/infill construction and building alterations are compatible with existing buildings to the greatest extent possible.

Water Resources

The Hudson River is clearly the most significant water resource in the city and the Study Area. In addition to considerable natural and recreational resources, the river is a major transportation corridor including an Army Corps of Engineers' maintained shipping channel.

In addition to the river, however, the Study Area includes two other important bodies of water: the Poesten Kill and the Wynants Kill. These waterways, which extend eastward into rural Rensselaer County, were critical elements in Troy's industrial development. The banks of the Poesten Kill are preserved by a canal that extends east from the Hudson River parallel to Canal Avenue. There are currently no businesses or industries that utilize the canal.

The Wynants Kill, the mouth of which was altered substantially by previous industries on its banks, empties into the Hudson River at the site currently owned by King Services. Volatile organic compounds have been discovered in the groundwater directly adjacent to the mouth of the Wynants Kill in monitoring wells. The remediation process has been initiated by the New York State Department of Environmental Conservation and Niagara Mohawk Power Corporation, the responsible party from most of the contamination at this former manufacture gas plant.

Floodplain

Other than the Hudson River, Poesten Kill and Wynants Kill the only significant natural resource in the Study Area is the floodplain. Much of the land within South Troy lies within the 100- or 500-year floodplain. Not surprisingly, over the last century, the city sustained major damage in the floods of 1913 (when the Hudson rose twenty-eight feet above the water level), 1936, and 1994. See Map 4 on the following page.

The elevation of the 100-year floodplain, and the city's history of flooding, indicates that the threat of damage to and loss of property in the Waterfront Area is substantial. As a result, future development will require flood hazard mitigation measures such as flood-proofing buildings or raising the elevation of buildings with fill, actions that often increase development costs.¹ The city's flooding history creates a strong disincentive to riverside residential uses.

¹ Techniques to develop in a floodplain include, but are not limited to, elevating the lowest floor of a structure above base flood elevation, installing adequate drainage paths around structures on slopes to guide flood waters away from structures, and using construction materials that are resistant to flood damage.



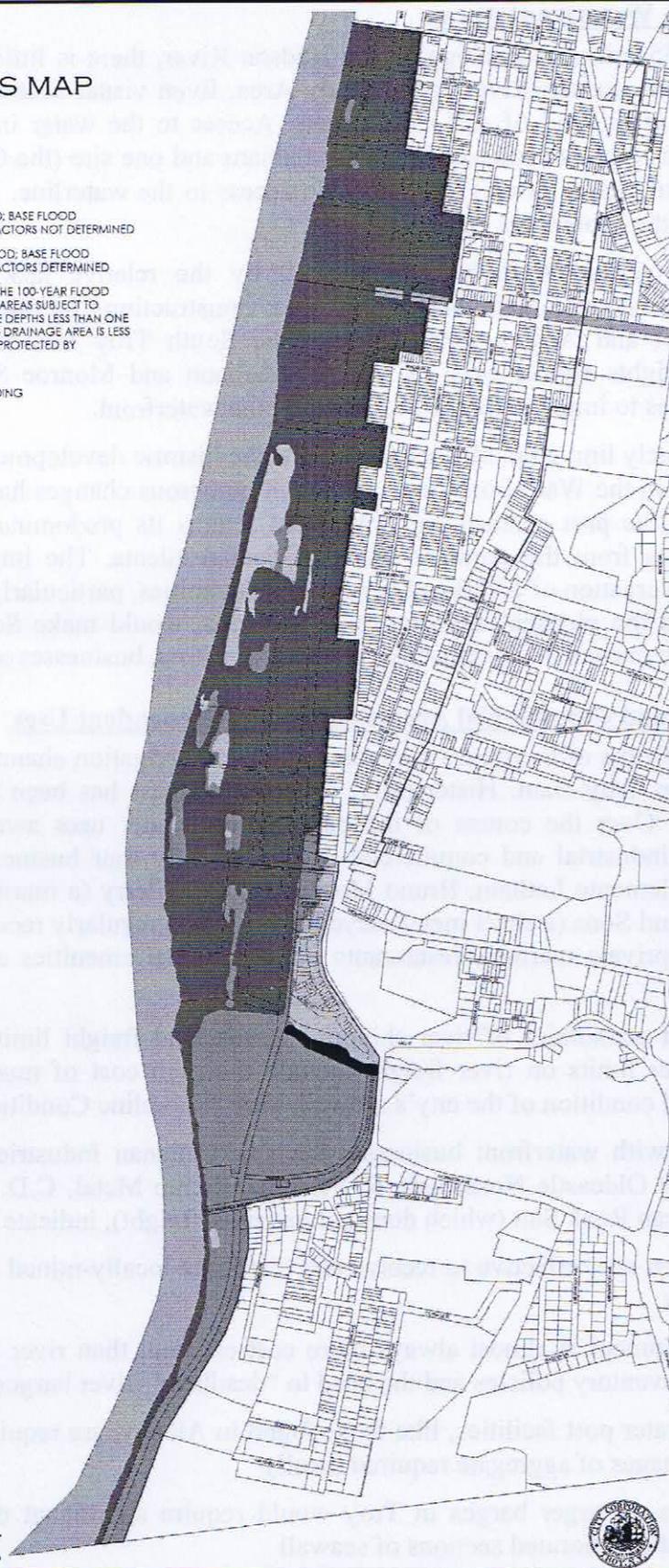
MAP 4 FLOODPLAINS MAP

-  WATER BODIES
-  ZONE A - AREAS OF 100-YEAR FLOOD; BASE FLOOD ELEVATIONS AND FLOOD HAZARD FACTORS NOT DETERMINED
-  ZONE A12 - AREAS OF 100-YEAR FLOOD; BASE FLOOD ELEVATIONS AND FLOOD HAZARD FACTORS DETERMINED
-  ZONE B - AREAS BETWEEN LIMITS OF THE 100-YEAR FLOOD AND 500-YEAR FLOOD; OR CERTAIN AREAS SUBJECT TO 100-YEAR FLOODING WITH AVERAGE DEPTHS LESS THAN ONE FOOT OR WHERE THE CONTRIBUTING DRAINAGE AREA IS LESS THAN ONE SQUARE MILE; OR AREAS PROTECTED BY LEVEES FROM THE BASE FLOOD
-  ZONE C - AREAS OF MINIMAL FLOODING



MAP 4 FLOODPLAINS MAP

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Recreation Waterfront Access

Despite 2.55 miles of frontage on the Hudson River, there is little or no public or recreational access to the Hudson River in the Study Area. Even visual access is obstructed by overgrown vegetation at the end of east-west streets. Access to the water in South Troy consists of one private boat ramp at Callanan/Clemente Latham and one site (the Old Castle Northeast property southeast of Adams Street) with at grade access to the waterline. There are no public docks or marinas in the Waterfront Area.

Waterfront access is further complicated by the relative lack of vehicular or pedestrian infrastructure located in the Waterfront Area. Construction of a waterfront access road to connect Main Street and Adams Street through the South Troy Industrial Park has been initiated. East/west rights-of-way exist at Adams, Madison and Monroe Streets and provide potential opportunities to improve public access along the waterfront.

This extremely limited public access reflects the historic development and industrial use of much of the land in the Waterfront Area. Although numerous changes have occurred in this section of the city in the past century, the waterfront retains its predominantly industrial character and hardly exists from the point of view of local residents. The improvement of the waterfront through the creation of additional recreational amenities, particularly if complemented by general upgrades in the physical appearance of this area, would make South Troy significantly more appealing to current and prospective residents, visitors, businesses and boaters.

Industrial and Commercial Access and Water-Dependent Uses

The Army Corps of Engineers maintains a federal navigation channel in the Hudson River as far north as the Troy Dam. Historically, waterfront access has been considered a major asset for businesses. Over the course of the past century water uses away have shifted from water-dependent industrial and commercial uses. Currently four businesses in the Waterfront Area: Callanan/Clemente Latham, Bruno Machinery, C.D. Perry (a marine contractor), and R. Kelley Friedman and Sons (a sheet metal recycling business) regularly receive shipments on the Hudson River. No private marinas, restaurants or recreational amenities are located in the Waterfront Area.

The current economics of river shipping versus land freight limit the amount of river freight today. Other limits on river freight include the high cost of much-needed dredging, and the deteriorated condition of the city's seawall. (See "Shoreline Conditions" section below.)

Interviews with waterfront businesses such as Callanan Industries (which includes Clemente Latham and Oldcastle Northeast), R. Friedman Scrap Metal, C.D. Perry (a marine contractor), and American Rock Salt (which does not use river freight), indicate that:

- It is most cost effective to receive and distribute locally-mined aggregates and raw materials by truck
- Rail shipment is almost always more cost efficient than river shipment because of "just in time" inventory policies and the need to "deadhead" river barges on the return trip from Troy
- Deep water port facilities, like those found in Albany, are required to cost effectively import the tonnages of aggregate required locally
- The use of larger barges in Troy would require significant dredging and construction or repair of deteriorated sections of seawall



- The cost of regularly scheduled dredging to maintain channel depths has increased considerably since the United States Environmental Protection Agency designated the Hudson River as a federal Superfund site
- The absence or the deteriorated condition of seawall prevents docking by the large barges that could more cost effectively serve Troy’s existing and future waterfront businesses

Given the above limitations, the current water-related industries in the Waterfront Area indicated that they do not plan to use river freight as a primary form of transport. Despite this, all have stated that the possibility of using river freight is one of the reasons they are located on the waterfront, and they want to maintain the option of river freight, understanding that economies change and that river freight could become practical for some uses in the future.

Study Area Characteristics

The following pages summarize current conditions in each of the sub-districts identified in the South Troy Study Area.

Northern Redevelopment District

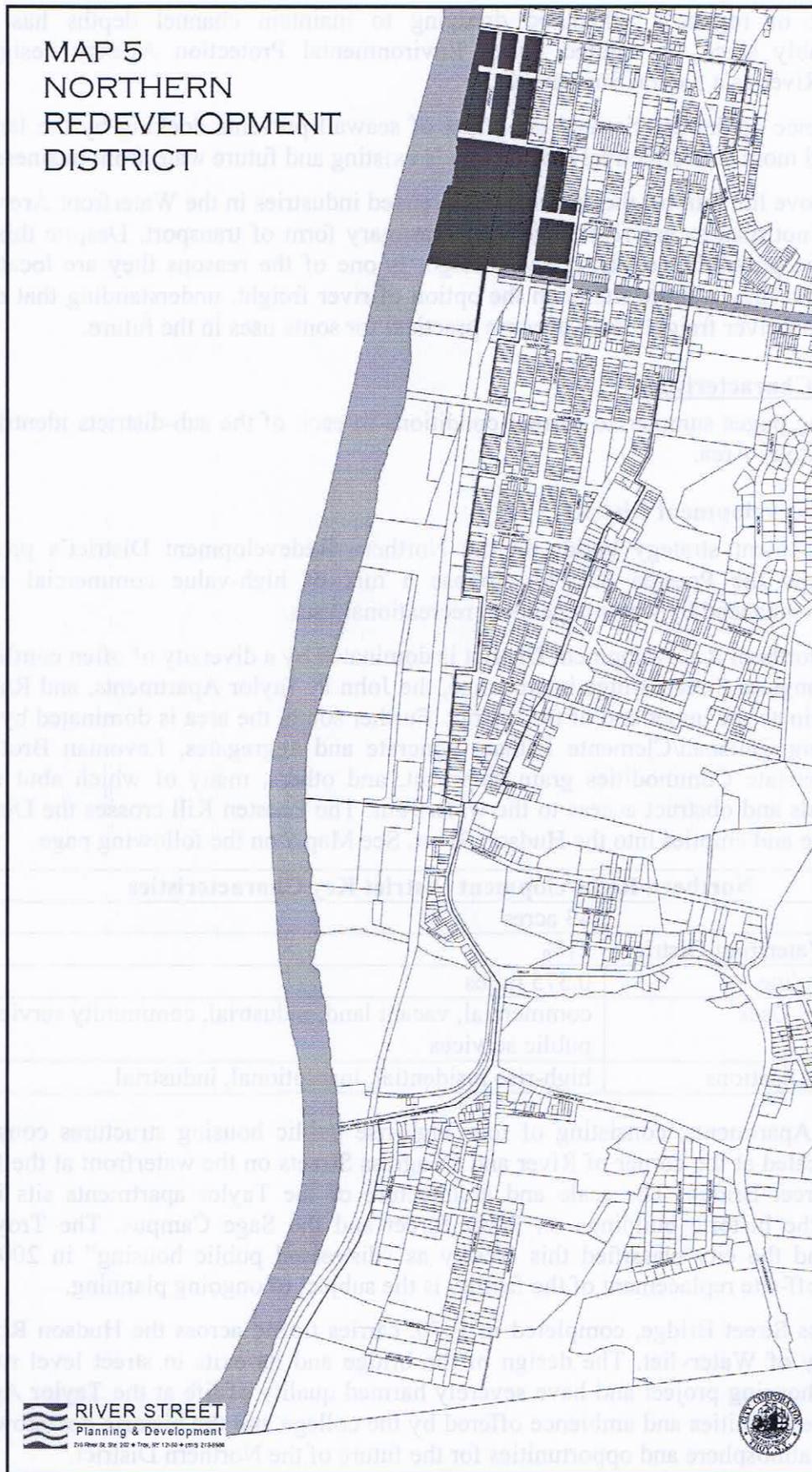
The redevelopment strategy builds on the Northern Redevelopment District’s proximity to downtown and the Poesten Kill to propose a mix of high-value commercial and office development enhanced by water-dependent recreational uses.

Today, the Northern Redevelopment District is dominated by a diversity of often conflicting land uses. The Congress Street Bridge interchange, the John P. Taylor Apartments, and Russell Sage College dominate the upper end of the district. Further south, the area is dominated by industrial uses including Callanan/Clemente Latham concrete and aggregates, Levonian Brothers meat packing, Interstate Commodities grain shipment, and others, many of which abut residential neighborhoods and obstruct access to the waterfront. The Poesten Kill crosses the District at its southern edge and empties into the Hudson River. See Map 5 on the following page.

Northern Redevelopment District Key Characteristics	
Total Area	43 acres
Percent of Waterfront District	21%
Overall Shoreline	0.575 miles
Existing Land Uses	commercial, vacant land, industrial, community services, public services
Zoning Classifications	high-rise residential, institutional, industrial

The Taylor Apartments, consisting of four high-rise public housing structures constructed in 1954, are located at the corner of River and Congress Streets on the waterfront at the foot of the Congress Street Bridge. The scale and architecture of the Taylor apartments sits in marked contrast to the historic buildings on River Street and the Sage Campus. The Troy Housing Authority and the city classified this facility as “distressed public housing” in 2000 and the appropriate off-site replacement of the facility is the subject of ongoing planning.

The Congress Street Bridge, completed in 1970, carries traffic across the Hudson River to and from the city of Watervliet. The design of the bridge and its exits to street level run directly through the housing project and have severely harmed quality of life at the Taylor Apartments. However, the amenities and ambience offered by the college and the historic downtown provide a stabilizing atmosphere and opportunities for the future of the Northern District.







The lower end of the Northern Redevelopment District is dominated by active industrial facilities. These include Clemente-Latham concrete and aggregates, Levonian Brothers meat packing, Old Brick furniture, Warren Electrical Supplies, Experimental Machine Tool and Plating Company, and Troy Slag Products. Large parking lots, vacant land and underutilized buildings, as well as dust and truck traffic generated by industrial activity, create a hostile atmosphere for pedestrians in this area and incompatible conditions for nearby residential properties along First Street and Russell Sage College.

There is currently no access to the Hudson River for nearby residents. The Poesten Kill meets the Hudson at the southern edge of this district, providing expanded recreational possibilities. The district’s proximity to Sage College, downtown Troy, and the desirable neighborhoods south of downtown, including historic Washington Park, provide stability and possibilities for connecting the Hudson River to these nearby assets.

Central Redevelopment District

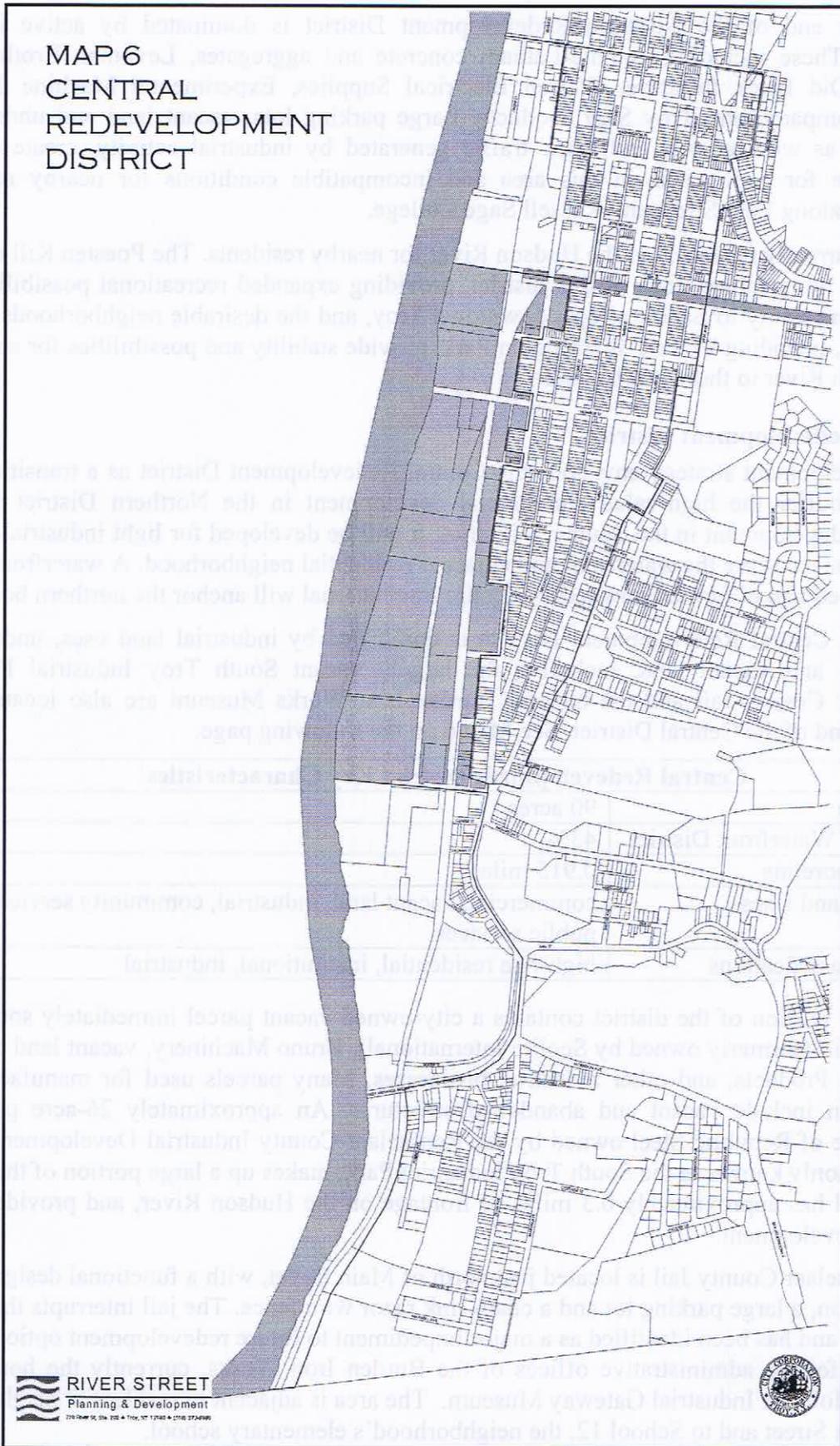
The redevelopment strategy envisions the Central Redevelopment District as a transitional area that will buffer the high-value commercial development in the Northern District from the industrial development in the Southern District. It will be developed for light industrial uses and limited retail to serve the waterfront and adjacent residential neighborhood. A waterfront park on a city-owned parcel formerly owned by Scolite International will anchor the northern boundary.

Today the Central Redevelopment District is dominated by industrial land uses, underutilized properties, and vacant land, including the largely vacant South Troy Industrial Park. The Rensselaer County Jail and the historic Burden Iron Works Museum are also located in the southern end of the Central District. See Map 6 on the following page.

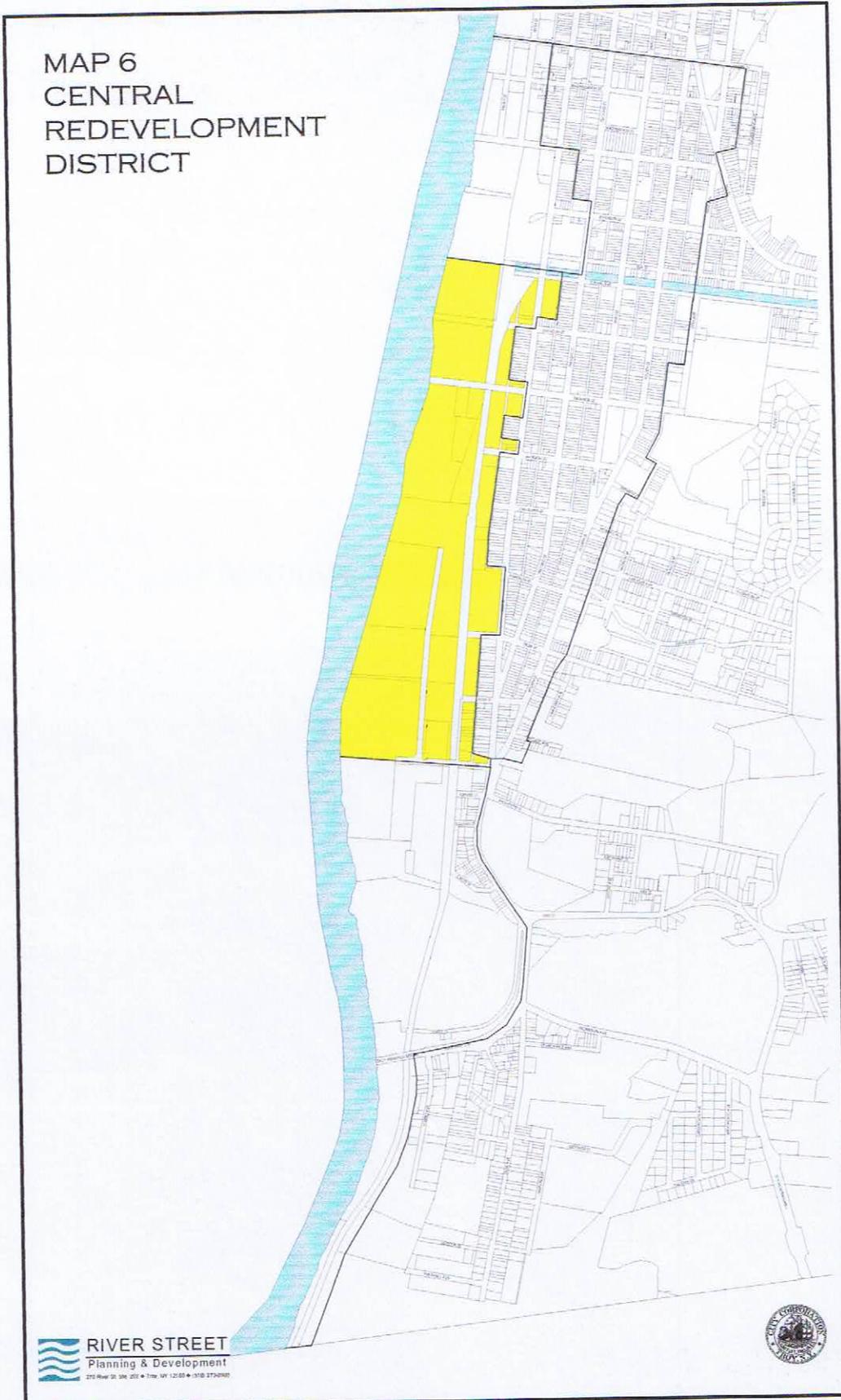
Central Redevelopment District Key Characteristics	
Total Area	90 acres
Percent of Waterfront District	43%
Overall Shoreline	0.915 miles
Existing Land Uses	commercial, vacant land, industrial, community services, public services
Zoning Classifications	high-rise residential, institutional, industrial

The upper portion of the district contains a city-owned vacant parcel immediately south of the Poesten Kill (formerly owned by Scolite International), Bruno Machinery, vacant land owned by Troy Slag Products, and other industrial businesses. Many parcels used for manufacturing or distribution include vacant and abandoned structures. An approximately 26-acre parcel, the former site of Republic Steel owned by the Rensselaer County Industrial Development Agency and commonly known as the South Troy Industrial Park, makes up a large portion of this district. The parcel has approximately 0.3 miles of frontage on the Hudson River, and provides a large area for development.

The Rensselaer County Jail is located just north of Main Street, with a functional design of brick construction, a large parking lot and a chain-link razor wire fence. The jail interrupts the existing landscape and has been identified as a major impediment to future redevelopment options. Close-by is the former administrative offices of the Burden Iron Works, currently the home of the Hudson-Mohawk Industrial Gateway Museum. The area is adjacent to residential neighborhoods along First Street and to School 12, the neighborhood’s elementary school.



MAP 6
CENTRAL
REDEVELOPMENT
DISTRICT



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Southern Redevelopment District

The redevelopment strategy positions the Southern Redevelopment District as the industrial core of the waterfront. Its proximity to the Menands Bridge provides a good connection to the Interstate system and minimizes truck traffic into residential neighborhoods. This area is better separated from the South Troy neighborhood than the Northern or Central Redevelopment Districts, providing a natural buffer that minimizes the potential for land use conflicts between residential and industrial uses.

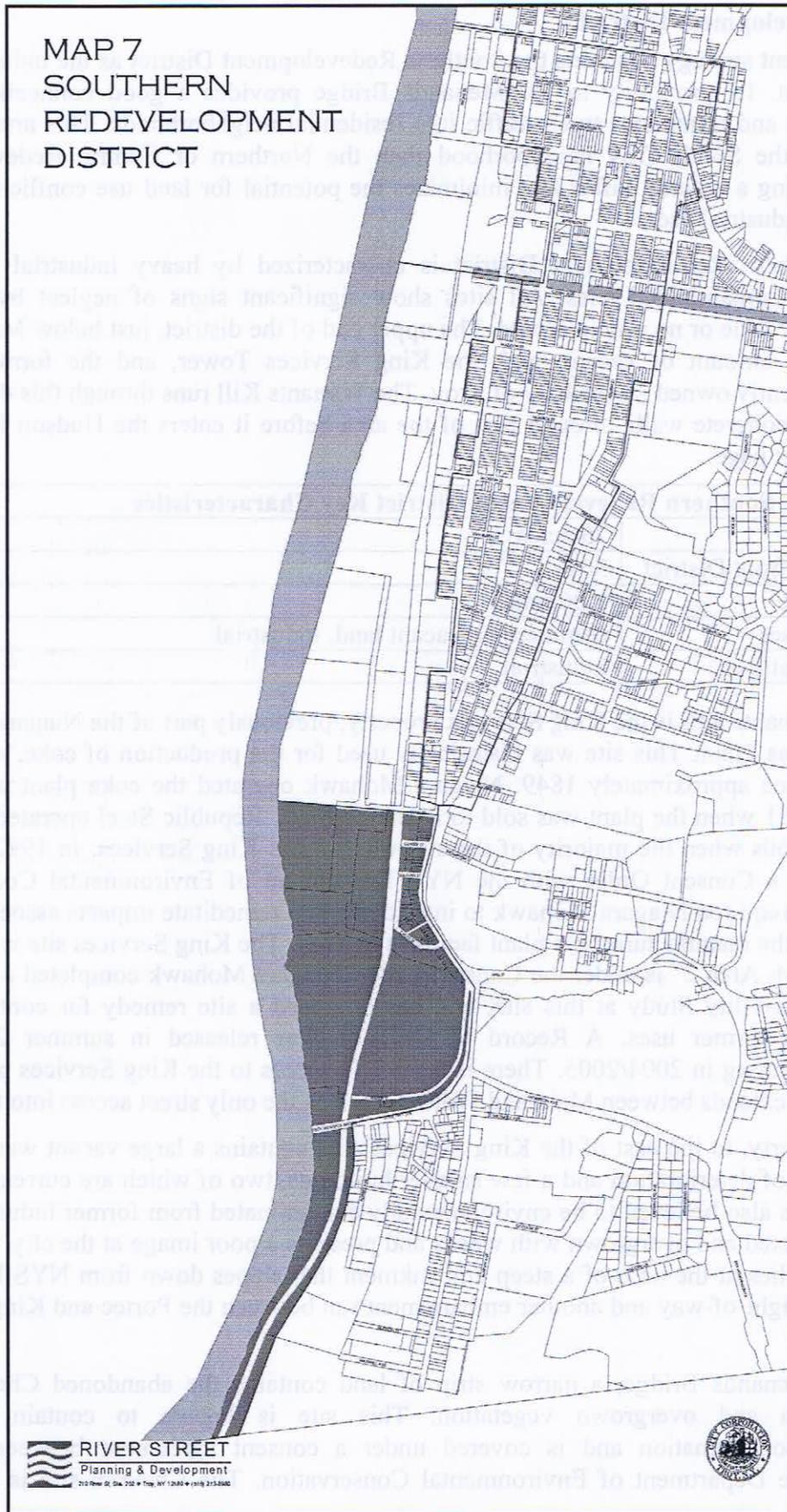
Today the Southern Redevelopment District is characterized by heavy industrial uses, and environmentally contaminated sites. All sites show significant signs of neglect by property owners and allow little or no public access. The upper end of the district, just below Main Street, includes a large amount of vacant land, the King Services Tower, and the former Sperry Warehouse, currently owned by the City of Troy. The Wynants Kill runs through this district and is channeled by concrete walls through part of the area before it enters the Hudson River. See Map 7 on the next page.

Southern Redevelopment District Key Characteristics	
Total Area	75 acres
Percent of Waterfront District	36%
Overall Shoreline	1.06 miles
Existing Land Uses	commercial, vacant land, industrial
Zoning Classifications	industrial

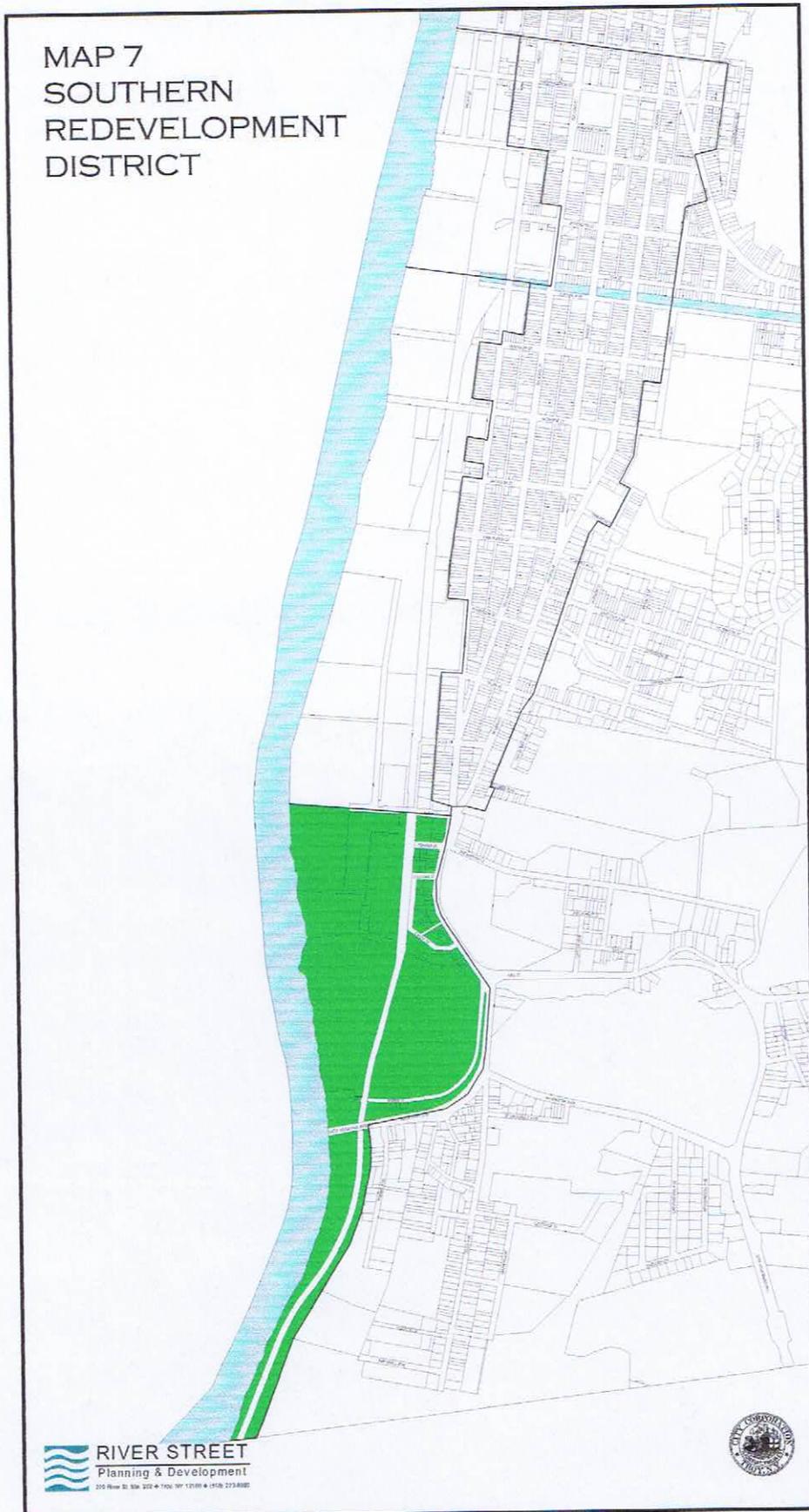
South of the Wynants Kill is the King Services property, previously part of the Niagara Mohawk Manufactured Gas Plant. This site was historically used for the production of coke, steel, iron, and coal gas since approximately 1849. Niagara Mohawk operated the coke plant at this site from 1950 to 1951 when the plant was sold to Republic Steel. Republic Steel operated the plant until the mid-1960s when the majority of the site was sold to King Services. In 1992, Niagara Mohawk signed a Consent Order with the NYS Department of Environmental Conservation (NYSDEC) that required Niagara Mohawk to investigate and remediate impacts associated with the operation of the manufactured gas plant facilities in Troy. The King Services site is known as “Niagara Mohawk Area 2” is under the Consent Order. Niagara Mohawk completed a Remedial Investigation/Feasibility Study at this site, and has proposed a site remedy for contamination caused by these former uses. A Record of Decision was released in summer 2003 with remediation beginning in 2004/2005. There is no public access to the King Services property; a private road that extends between Main and Water Streets is the only street access into the site.

The Portec property, to the east of the King Services site, contains a large vacant warehouse in advanced stages of deterioration and a few smaller buildings, two of which are currently in use. The Portec site is also believed to be environmentally contaminated from former industrial uses. The site is neglected and overgrown with weeds and presents a poor image at the city’s southern gateway. Portec lies at the base of a steep embankment that slopes down from NYS Route 378 above. The rail right-of-way and another embankment run between the Portec and King Services sites.

South of the Menands Bridge, a narrow strip of land contains the abandoned Chevron fuel pumping station and overgrown vegetation. This site is known to contain moderate environmental contamination and is covered under a consent agreement between Niagara Mohawk and the Department of Environmental Conservation. The Chevron site is known as



MAP 7
SOUTHERN
REDEVELOPMENT
DISTRICT



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Niagara Mohawk Area 3, and the narrow strip of land extending into the Town of North Greenbush is Niagara Mohawk Area 4 also under the Consent Order. Area 4 is undergoing clean up with completion slated for early 2004. The railroad tracks and a road leading to the Rensselaer County Wastewater Treatment facility in North Greenbush run parallel to the Hudson River.

Neighborhood Area

The Neighborhood Area is the residential neighborhood immediately east of the Waterfront Area. See Map 8 on the following page. It was constructed as worker housing for the waterfront industrial area in the 19th century. While the two areas are quite different, each has significant impacts on the other. A healthy South Troy neighborhood is critical to the economic health of the waterfront and the city as a whole. Residential property provides 75% of property tax revenues for the city. The South Troy neighborhood provides 69% of the total South Troy assessment though it encompasses only about 30% of the land area. Problems on the industrial waterfront, including environmental contamination, poor transportation access and lack of public waterfront access have hurt the neighborhood and its ability to generate tax revenues for the city.

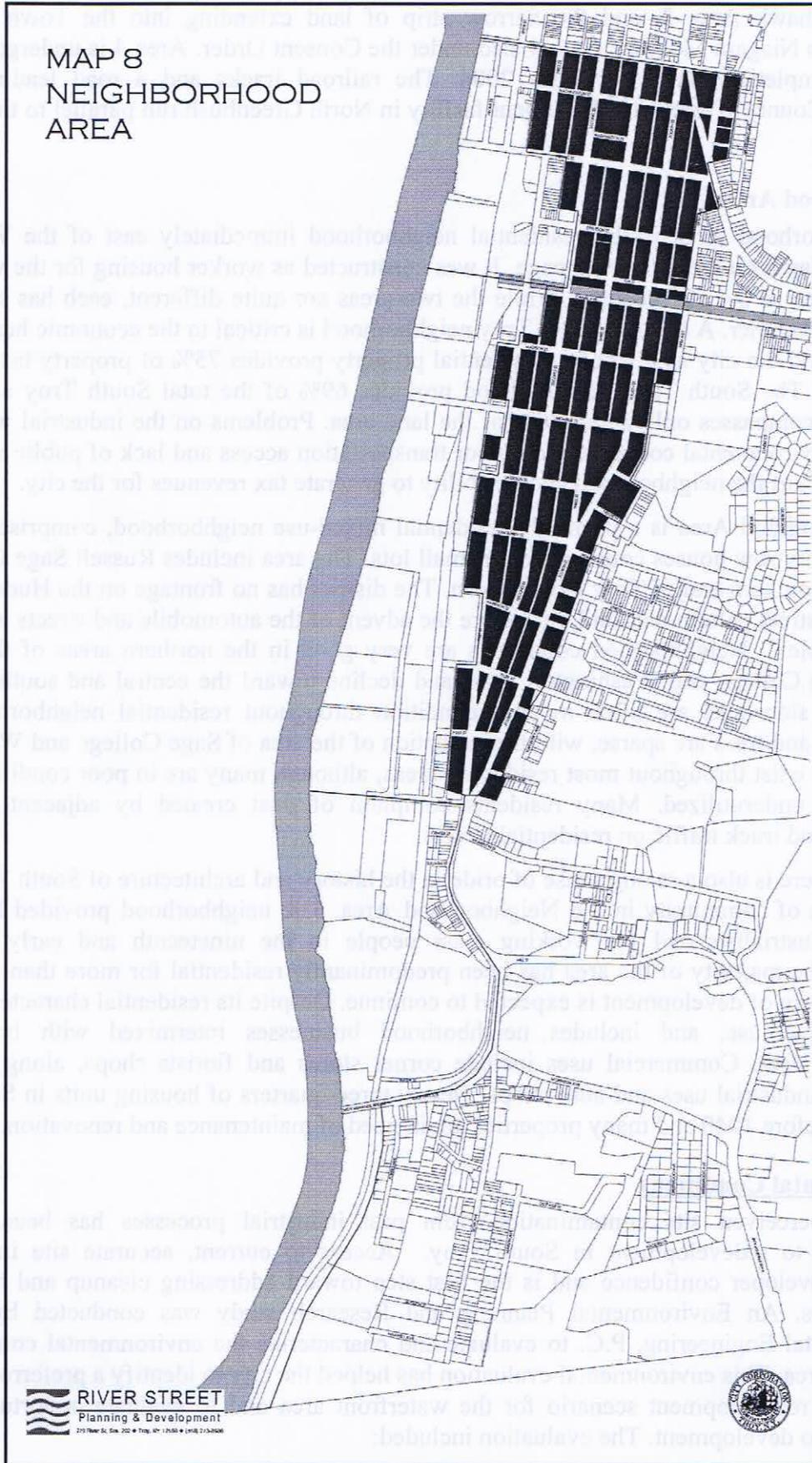
The Neighborhood Area is a primarily residential mixed-use neighborhood, comprised of two- and three-story row houses constructed on small lots. The area includes Russell Sage College as well as the southern end of Troy's downtown. The district has no frontage on the Hudson River. Troy's grid street pattern was laid out before the advent of the automobile and streets are narrow and "walkable." Neighborhood conditions are very good in the northern areas of the district around Sage College and Washington Park, and decline toward the central and southern areas. Streets and sidewalks are often in poor condition throughout residential neighborhoods and landscaping and trees are sparse, with the exception of the area of Sage College and Washington Park. Alleys exist throughout most residential areas, although many are in poor condition, trash-strewn and underutilized. Many residents complain of dust created by adjacent industrial businesses and truck traffic on residential streets.

However, there is also a strong sense of pride in the history and architecture of South Troy and a strong sense of community in the Neighborhood Area. The neighborhood provided homes for wealthy industrialists and for working class people in the nineteenth and early twentieth centuries. The majority of the area has been predominantly residential for more than a century, and this pattern of development is expected to continue. Despite its residential character, the area is truly mixed-use, and includes neighborhood businesses intermixed with homes and institutional uses. Commercial uses include corner stores and florists shops, along with less compatible industrial uses and auto-shops. Nearly three-quarters of housing units in South Troy were built before 1940 and many properties are in need of maintenance and renovation.

Environmental Conditions

Real and perceived site contamination from past industrial processes has been a major impediment to redevelopment in South Troy. Access to current, accurate site information increases developer confidence and is the first step toward addressing cleanup and health and safety issues. An Environmental Planning and Research study was conducted by Sterling Environmental Engineering, P.C. to evaluate and characterize the environmental conditions of the Study Area. This environmental evaluation has helped the city to identify a preferred land use pattern and redevelopment scenario for the waterfront area and to evaluate opportunities and constraints to development. The evaluation included:

MAP 8
NEIGHBORHOOD
AREA



MAP 8
NEIGHBORHOOD
AREA





- In-depth reviews of governmental databases and files
- Interviews with property owners and city and state officials regarding current and past uses of selected properties
- Reviews of topographical maps, aerial photographs, property tax and fire insurance maps;
- Inspection of the site's overall environmental condition with an emphasis on properties identified as likely to have environmental concerns or issues.

In order to more specifically assess environmental conditions of individual sites, Sterling recommended that additional detailed environmental analysis be conducted including an evaluation of compliance with laws, regulations, ordinances, or codes; the collection and analysis of samples; the identification of materials suspected to be hazardous; and the influence of zoning, land use, environmental, or historic resources on the potential reuse of specific sites. The ultimate cleanup plan will be influenced by the property's future use, taking into account human health and environmental exposures and risks.

Throughout the entire study area, two sites were identified by Sterling as being of a high level of concern, and four sites as being of a moderate level of concern. See Map 9 on following page. Those with a high level of concern require extensive future remedial work. A moderate level of concern indicates that the cleanup requirements are not expected to be extensive. Due to the industrial history of the waterfront, all properties will require at least some additional environmental assessment before they can be redeveloped.

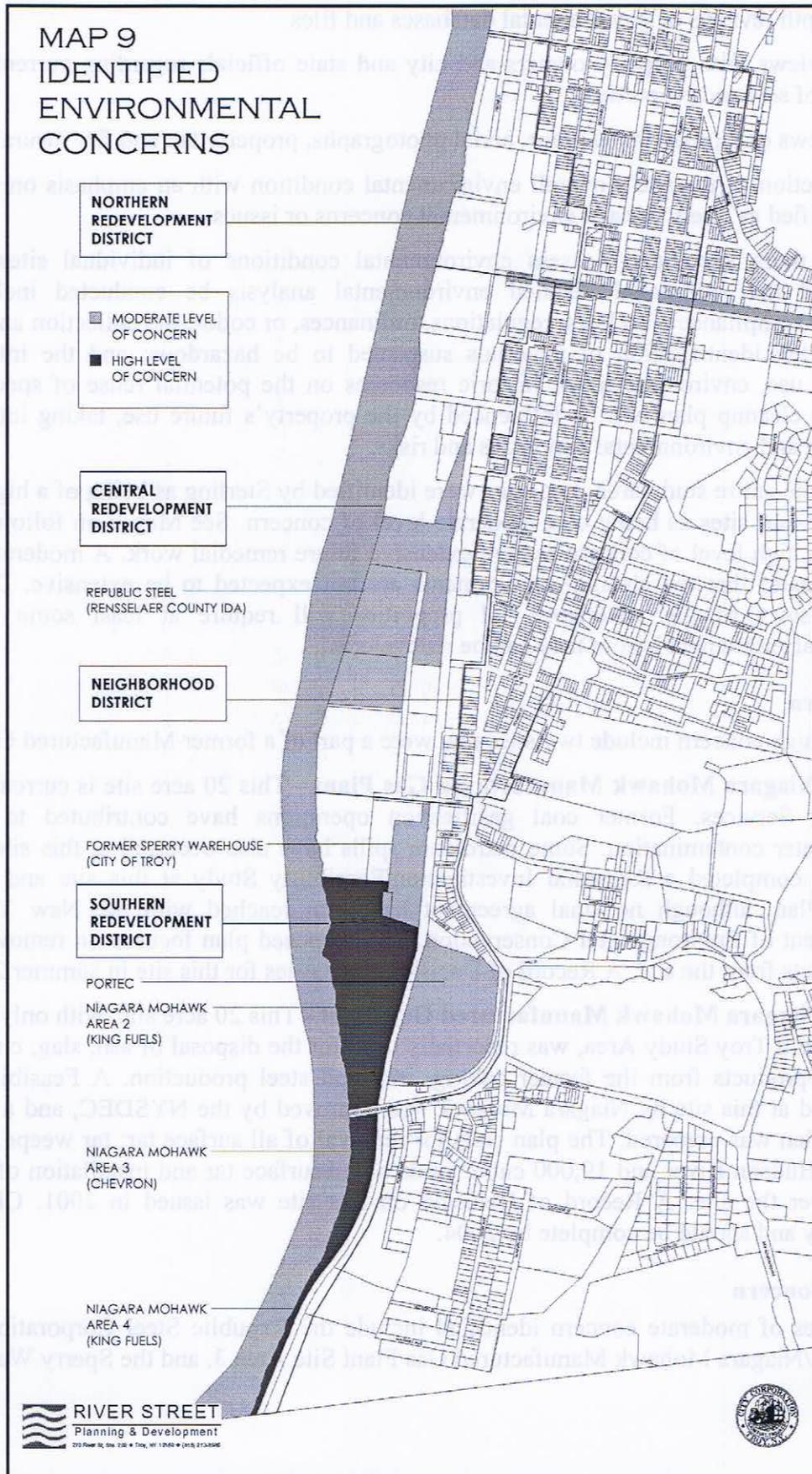
High Concern

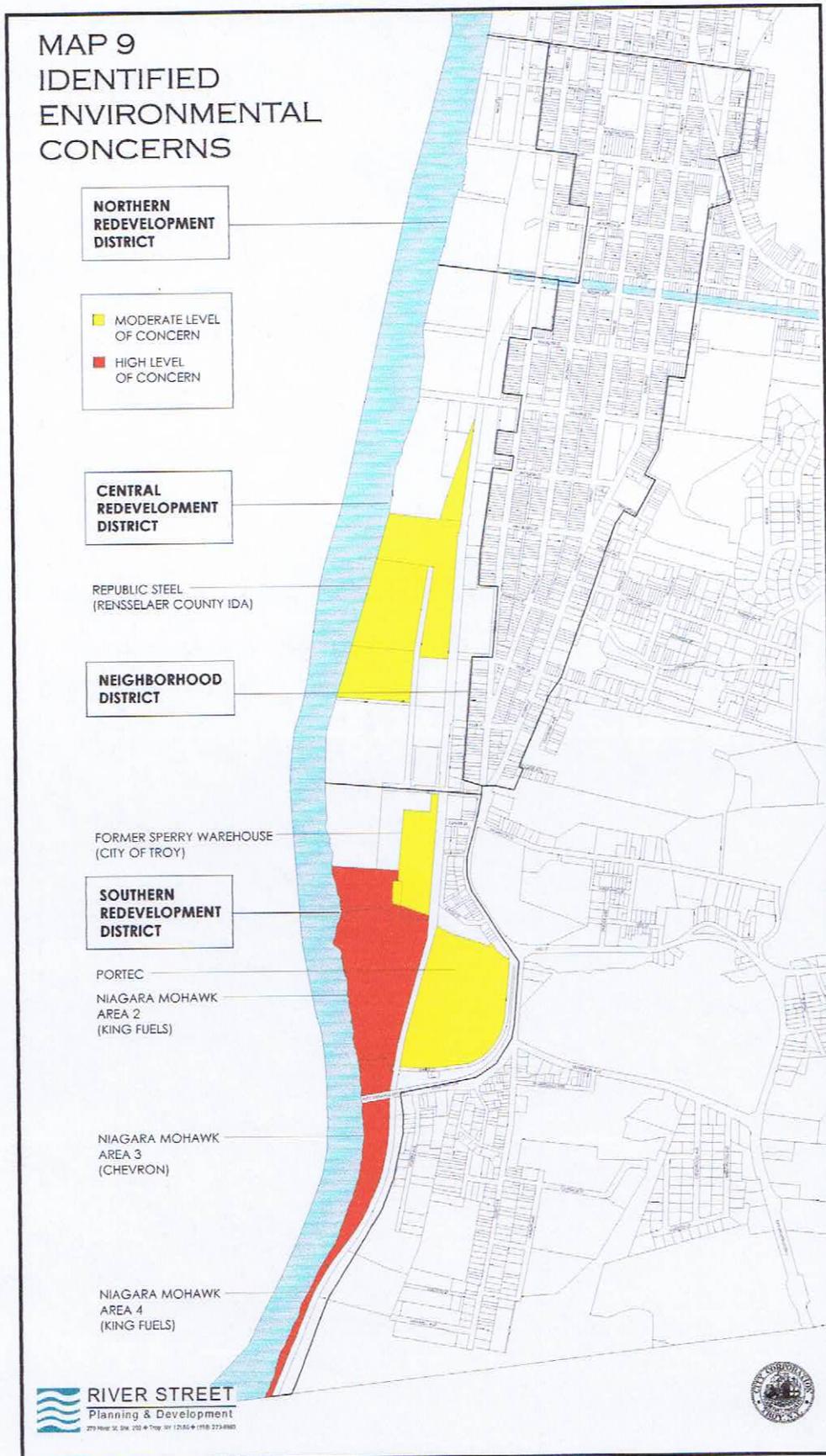
The sites of high concern include two sites that were a part of a former Manufactured Gas Plant.

- **Area 2, Niagara Mohawk Manufactured Gas Plant** - This 20 acre site is currently owned by King Services. Former coal gasification operations have contributed to soil and groundwater contamination. Some petroleum spills have also occurred at this site. Niagara Mohawk completed a Remedial Investigation/Feasibility Study at this site and Remedial Action Plan, although no final agreement has been reached with the New York State Department of Environmental Conservation. The proposed plan focuses on removal of coal tar products from the site. A Record of Decision was issued for this site in summer 2003.
- **Area 4, Niagara Mohawk Manufactured Gas Plant** - This 20 acre site, with only two acres in the South Troy Study Area, was reportedly used for the disposal of ash, slag, cinders, and other by-products from the former coking, iron and steel production. A Feasibility Study conducted at this site by Niagara Mohawk was approved by the NYSDEC, and a Remedial Action Plan was prepared. The plan calls for removal of all surface tar; tar weeps extending into the Hudson River and 19,000 cubic yards of subsurface tar and installation of a surface cover over the site. A Record of Decision on this site was issued in 2001. Clean up is underway and should be complete by 2004.

Moderate Concern

The four sites of moderate concern identified include the Republic Steel Corporation, Portec, Inc., Chevron/Niagara Mohawk Manufactured Gas Plant Site Area 3, and the Sperry Warehouse.







- **Republic Steel** - The Republic Steel site, currently vacant and owned by the Rensselaer County IDA, was the site of iron production by both the Burden Iron Company and Republic Steel from 1862 to the mid-1970s. The mill building was razed in the 1970s. An environmental assessment conducted in 1990 revealed foundry material fill on the site, but no evidence of hazardous waste disposal. However, low levels of volatile and semi-volatile organic compounds were detected in groundwater.
- **Portec, Inc.** - Several spills have been reported on the Portec, Inc. site, including an oil spill into the Wynants Kill in 1987. Chemical degreasers were also used to remove oil from the finished steel, which was processed on the site, and railroad cars were buried for use as storage tanks and in use until 1977.
- **Area 3, Niagara Mohawk Manufactured Gas Plant** - Area 3 of the Chevron/Niagara Mohawk Manufactured Gas Plant Site has several reported petroleum spills and records show that volatile and semi-volatile organic compounds may exceed groundwater standards. Numerous above-ground storage tanks are present.
- **Sperry Warehouse** - Environmental investigations of the former Sperry Warehouse, currently vacant and owned by the City of Troy, show petroleum compounds and arsenic in soil that exceed NYSDEC guidelines and some petroleum constituents were detected in groundwater. Fill materials consisting of cinders, slag, foundry sand, and other materials are also present.

Clean Up Priorities

Remediation priorities are based on each Study Area parcel's contribution to the overall revitalization strategy, not necessarily the level of clean up required. None of the issues that arose in the preliminary site assessments pose insurmountable barriers to redevelopment. The highest risk sites (Niagara Mohawk Areas 2 and 4) are already under a Consent Order with the NYS Department of Environmental Conservation, facilitating the clean up process.

The four highest priority sites in the Study Area are the Niagara Mohawk Area 2 (King Services), Callanan/Clemente Latham, Scolite and Portec. The King Services site is needed as a "landing pad" for current waterfront industrial uses to move south. The Scolite site is owned by the City of Troy and is planned for the location of the Rivers and Estuaries Upper Hudson Satellite Center. The Callanan/Clemente Latham site offers the most attractive redevelopment site for the Northern District due to its adjacency to downtown and the planned Rivers and Estuaries Satellite Center. Portec is a priority both as a potential site for non-water dependent industrial uses and because of its visibility from the Menands Bridge, an important gateway into the waterfront.

Transportation

There are no north/south public streets in the Waterfront Area area, so truck traffic is forced to use residential streets to access industrial users. The high level of truck activity negatively impacts the neighborhood by creating excess noise, vibration and traffic safety issues. The traffic impacts are exacerbated by the high residential densities and building orientation, with houses built right up to the sidewalk. Freight movement is hindered by the narrow streets, small turning radii and poor street condition. Truck traffic was the single largest concern of neighborhood residents during the planning process.

South Troy Working Waterfront Revitalization Plan

Responding to the concerns of residents regarding noise, vibration, and public safety caused by freight movement in residential areas of South Troy, the City of Troy secured funding through the Transportation Improvement Program (TIP) in 1997 for construction of an industrial access road. Now known as the South Troy waterfront access road, the new road will provide a north-south vehicular connection along the waterfront separate from the residential areas of First and Second Streets. The waterfront access road design phase has begun and is scheduled to be completed in 2005.

Parking

With some isolated exceptions, on-street parking is available throughout the South Troy Study Area. Vehicle owners who reside in the Neighborhood Area typically park on-street, since off-street residential parking and private garages are not prevalent in the area. Most of the businesses in the Study Area have provisions for off-street parking. Those in the industrial area, in particular, have ample access to parking for employees, customers and delivery trucks. Residents, though, have identified parking as a major problem, highlighting the need for shared off-street parking.

Pedestrians

The high-density urban development pattern and grid street pattern in South Troy combine to create a favorable environment for pedestrians. In particular, those living along First and Second Streets and the residential side streets are frequently observed walking to local stores or to the central business district. Some portions of the Study Area, however, have little pedestrian activity. These include the industrial area along River Street and Front Street between Division and Adams Streets; the industrial portion of First Street between Adams and Jefferson Streets; and NYS 378/Burden Avenue. In areas adjacent to the railroad tracks or the waterfront, concerns about public safety discourage pedestrian activity.

Bicycles

Bicycles are an important mode of transportation in Troy, especially for low-income persons and students, many of whom do not own motor vehicles. In South Troy, the grid street pattern and one-way streets provide a predictable and controlled environment that enhances travel by bicycle. Although the needs of bicyclists were largely overlooked for several decades, the city, in conjunction with other organizations, has actively pursued funding for improved bicycle facilities throughout the Study Area. The recently funded Riverfront Trail, a long-term effort by the city and Troy Architectural Program, Inc. will benefit bicyclists and encourage more individuals to use this mode of transportation. The trail will connect from the existing Uncle Sam trail in northern Troy providing a continuous route along the entire waterfront and connections to a regional bicycle system.

Public Transit

Existing transit service in South Troy is good, with five CDTA bus routes serving the study area with connections to Albany, Rensselaer, Waterford and throughout Troy, including the RPI campus.

Goods Movement

Businesses in the Study Area enjoy direct access to three modes of goods movement: truck, rail, and water. From a redevelopment perspective, South Troy has an abundance of developable land



in an industrial zone that enjoys ample access for the movement of goods. From a transportation perspective, the access available to business provides a valuable opportunity for the utilization of untapped and potentially advantageous alternatives to the interstate.

In terms of interstate access, the Menands Bridge has an interchange with Interstate 787, which connects to Interstate 90 and Interstate 87. Interstate 90 and Interstate 87 provide ideal facilities for heavy vehicles to reach Boston, Buffalo, Syracuse, New York and Montreal. Several state touring routes also pass through or near the Study Area, including US 2, US 4 and NYS 378. There are no locally imposed weight, length or width limits for truck traffic in the city, although state regulations regarding car carriers, oversize trucks and twin tandem trailers apply. These kinds of vehicles are only permitted on the Designated Truck Access Highway System, of which Interstate 787 is a part.

However, South Troy's high-density development pattern, one-way streets and short east-west connections can pose difficulties for heavy vehicles. In the absence of an industrial by-pass road, existing businesses on the waterfront currently use local streets for truck access and egress at their sites. Residents are concerned about the impact of truck traffic on their quality of life and the structural integrity of their homes.

Rail is also a transportation mode available to business along South Troy's waterfront. CSX provides freight rail services to the South Troy waterfront on the "Troy Secondary Track" a branch line that runs from Rensselaer into the Study Area along Water Street and passes directly through the industrial portion of the Study Area west of First Street and South River Street. CSX Corporation acquired the line from the now-defunct Conrail in 1999. The Troy track was recently upgraded by CSX. American Rock Salt, a firm located in the Northern Waterfront District, extended the track several hundred feet north to serve its road salt facility. The rail line currently extends to about Jefferson Street in the north.

The Troy track is active and freight service is provided through the use of short switcher service, though the precise level of freight traffic is difficult to quantify. Train lengths are generally five cars and the level of service varies from week to week, with services as frequent as one train per day. CSX plans to expand its operations and would like to see more companies that require rail service locating on the waterfront. CSX is constrained by the small amount of land it owns along the waterfront.

The federal navigation channel in the Hudson River allows for river freight access for the Study Area. At the present time, only four businesses in South Troy, R. Kelly Friedman and Sons, a scrap metal recovery company; C.D. Perry, a marine contractor; Clemente-Latham concrete and aggregates, and Bruno Machinery utilize the river on a regular basis for shipping. Each of these users has stated that continued access to the river is an important locational issue, but is not critical for any but C.D. Perry. The economic limitations of river freight are discussed above in the section on water dependent uses.

Infrastructure

The South Troy Study Area's dense development pattern necessitated the installation of storm and sanitary sewers and a public water system, all three of which were constructed in the late nineteenth century. Although ongoing maintenance and upgrading has occurred, the city's sewer system was constructed before the advent of modern technologies and public health and environmental regulations. The age of the systems and the high cost of replacing them present significant challenges for Troy.

Sewer System

The city's sanitary sewer system carries waste from homes and businesses in Troy to the Rensselaer County wastewater treatment facility in the town of North Greenbush just south of the Waterfront Area. Treatment capacity at the Rensselaer County facility is adequate to serve future development in the Study Area. The city's sanitary system is over 100 years old and is substantially combined with its storm sewer system. Approximately 125 of a total 130 miles of sewer lines are combined sanitary and storm sewers, increasing the likelihood of discharge into the Hudson River during periods of heavy stormwater runoff, and there are 15 permitted discharges from combined sewer overflows that discharge into the Hudson River in the Study Area.

While storm drains delivering stormwater to the Hudson River currently run under the railroad tracks, sanitary sewer connections to the county interceptor on First Street are inadequate. The only sanitary connection to the county interceptor is located at Tyler Street. New development at the South Troy Industrial Park would require construction of additional connections, adding to development costs. In addition, the 1995 *South Troy Industrial Park Feasibility Study* indicated that storm drains running under the industrial park, which discharge to the Hudson River only when the combined system experiences large flows, are in poor condition and would have to be upgraded to accommodate future development.

Water System

The potable water system in the Waterfront Area was constructed in the late 1800s and early 1900s. A substantial portion of the water lines were replaced in the 1960s, relieving structural concerns about the delivery system. The Waterfront Area is serviced by a 20-inch cement main pipe running under First Street and a second main under Third Street. There has never been a substantial loss of service within the Waterfront Area. Future development in the Waterfront Area could be accommodated by the current water system without difficulty due to its surplus capacity.

Gas and Electric Service

Natural gas service is available throughout the Waterfront Area. Service is provided by an 18-pound system through distribution lines of various sizes. The main gas line follows Fourth Street with additional lines supplying gas service to streets on either side of Fourth Street. An 8-inch line serves the Rensselaer County Jail via Main Street, continuing north along the west side of the railroad tracks. Gas lines would need to be extended into the undeveloped sites to serve any new development.

Electricity is provided from the substation located at the corner of River and Liberty Streets. The distribution portion of the facility consists of four distribution power transformers, all served from Niagara Mohawk's 34.5 kilovolt sub-transmission system. These transformers supply thirteen distribution feeders, serving areas within and outside the Waterfront Area. In total, these feeders currently serve approximately 16 megavolt-amperes (MVA), while their capacity is about 32 MVA. However, precise capacity issues and need for additional infrastructure improvements can not be identified until exact location and load of potential development is determined. As a general rule, the maximum individual load that can be supplied on Niagara Mohawk's 4 kilovolt systems should not exceed 1 MVA and the maximum load on the 13.2 system should not exceed 3.5 MVA.



Shoreline Conditions

Composed of soft shoreline, seawall and slag ridge, South Troy's 2.55 mile Hudson River shoreline is generally well above the waterline and varies considerably in structural condition and materials. The existing condition and variability of the seawall represents a barrier to numerous water uses, particularly river barge traffic and commercial passenger vessels. The general conditions are summarized as follows: See Map 10 on the following page.

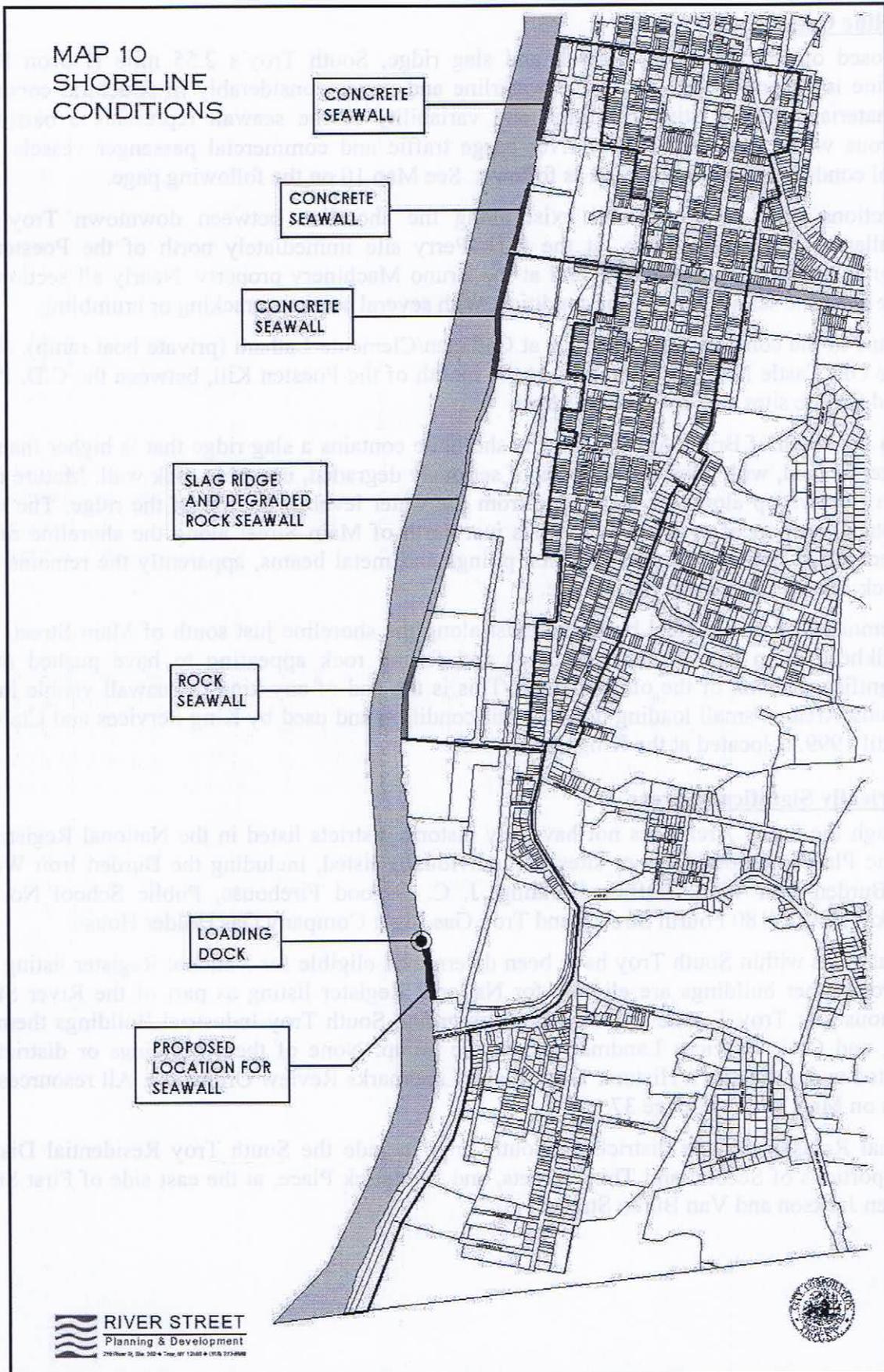
- Sections of concrete seawall exist along the shoreline between downtown Troy and Callanan/Clemente Latham, at the C.D. Perry site immediately north of the Poestenkill Canal, at the Scolite property, and at the Bruno Machinery property. Nearly all sections of the concrete seawall are in fair condition, with several sections cracking or crumbling.
- Gaps in the concrete seawall occur at Callanan/Clemente Latham (private boat ramp), along the Old Castle Northeast property, at the mouth of the Poesten Kill, between the C.D. Perry and Scolite sites and at Madison Street.
- To the south of Bruno Machinery, the shoreline contains a slag ridge that is higher than the interior land, with occasional pieces of seriously degraded, unusable rock wall. Mature trees have grown up along the slag ridge from the water level to the top of the ridge. The most notable section of rock seawall exists just north of Main Street along the shoreline of the Rensselaer County Jail site. Wooden pilings and metal beams, apparently the remains of a dock, are also present at the jail site.
- Remnants of an old steel bulkhead exist along the shoreline just south of Main Street. The bulkhead is in two pieces with trees and falling rock appearing to have pushed out a significant chunk of the old bulkhead. This is the end of any kind of seawall visible in the Study Area. A small loading dock, in fair condition and used by King Services and Chevron until 1999, is located at the King Services site.

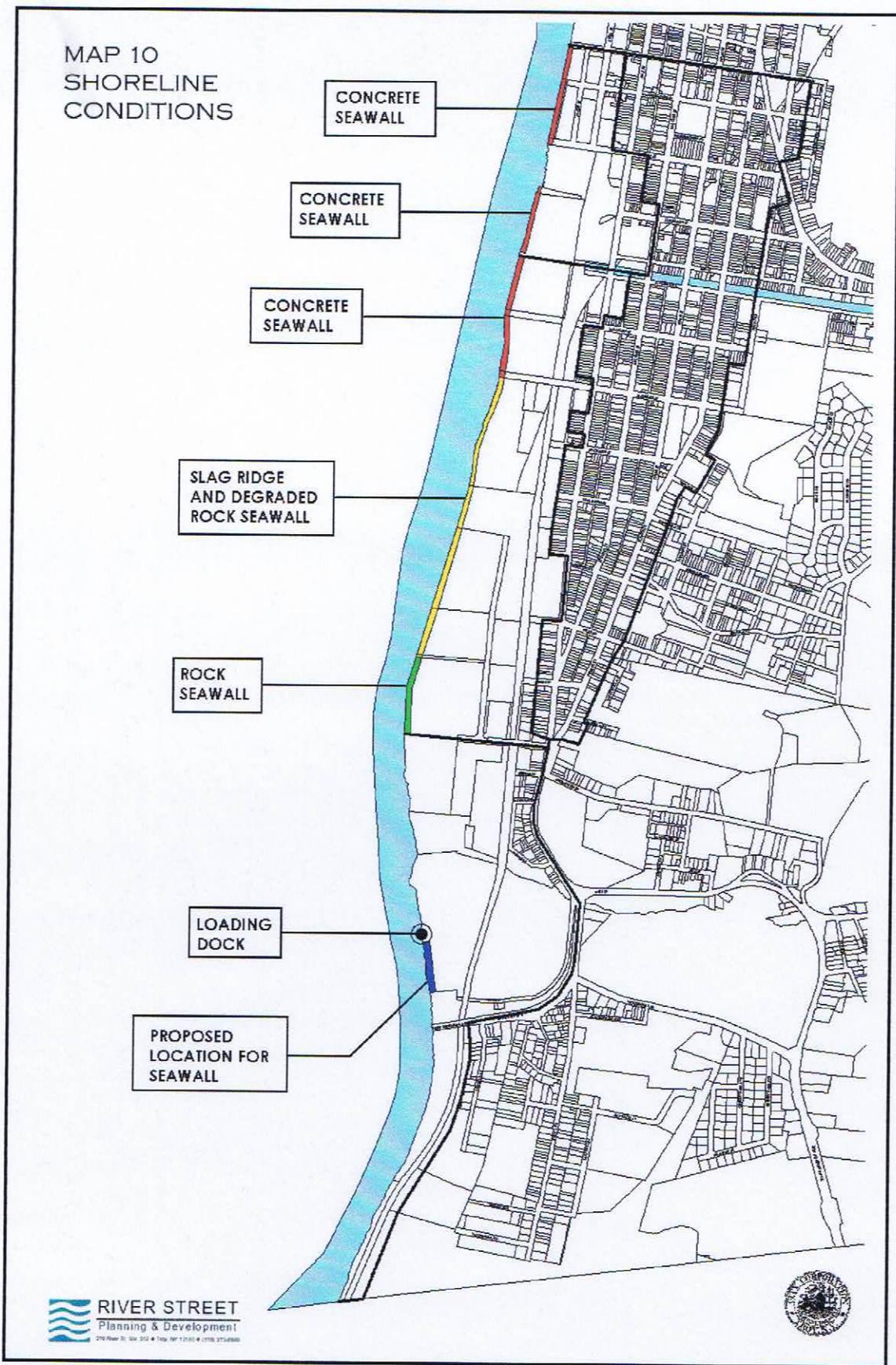
Historically Significant Areas

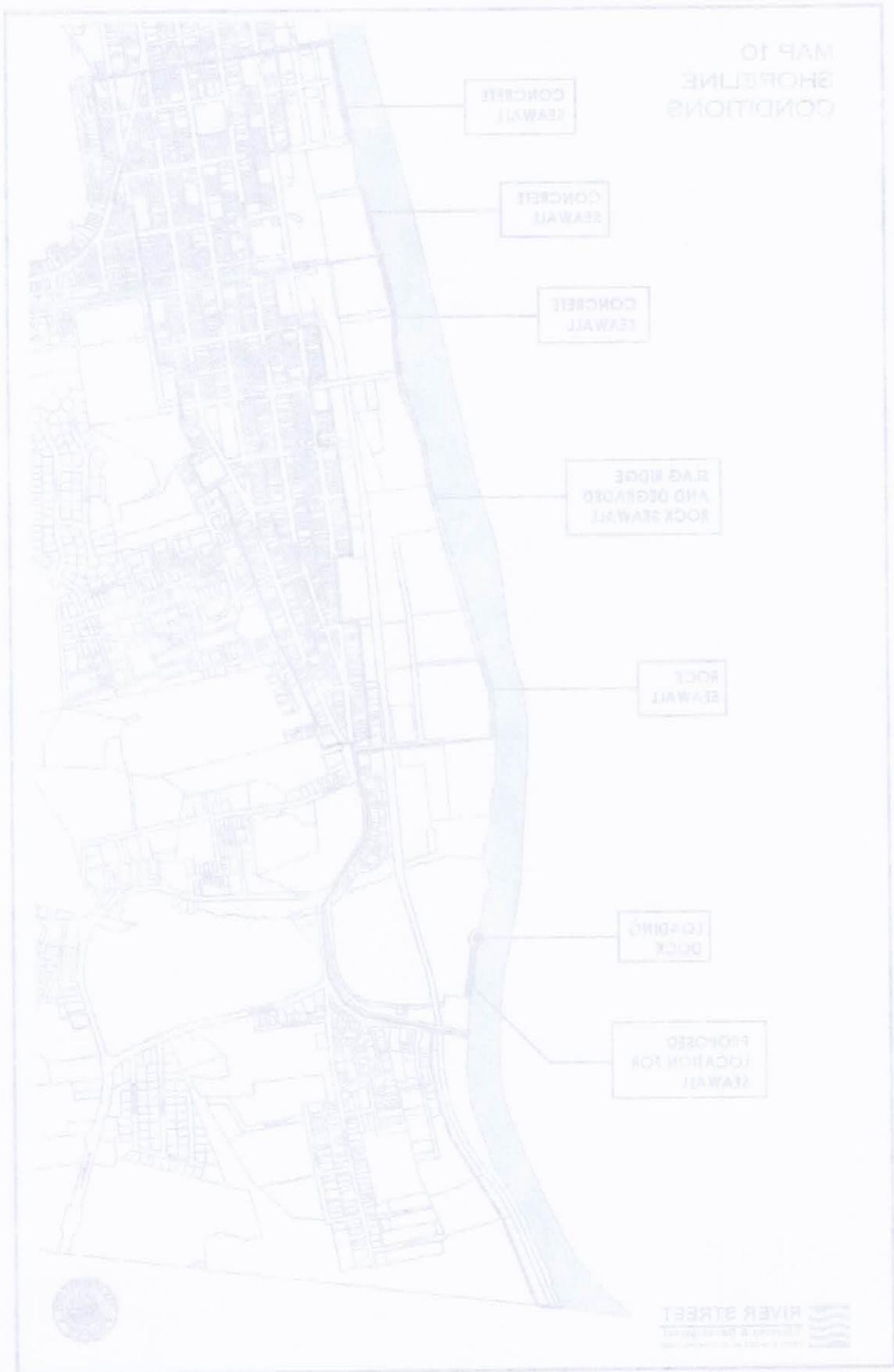
Although the Study Area does not have any historic districts listed in the National Register of Historic Places, six buildings or sites are individually listed, including the Burden Iron Works Site, Burden Iron Works Office Building, J. C. Osgood Firehouse, Public School No. 10, Pumpkin House (180 Fourth Street), and Troy Gas Light Company Gas Holder House.

Several areas within South Troy have been determined eligible for National Register listing and numerous other buildings are eligible for National Register listing as part of the River Street Warehouses & Troy Textile Industry thematic group, South Troy Industrial Buildings thematic group, and Civic Services Landmarks thematic group. None of these buildings or districts is protected under the city's Historic District and Landmarks Review Ordinance. All resources are shown on Map 11 on the page 37.

National Register-eligible districts in South Troy include the South Troy Residential District along portions of Second and Third Streets, and Broderick Place, at the east side of First Street between Jackson and Van Buren Streets.





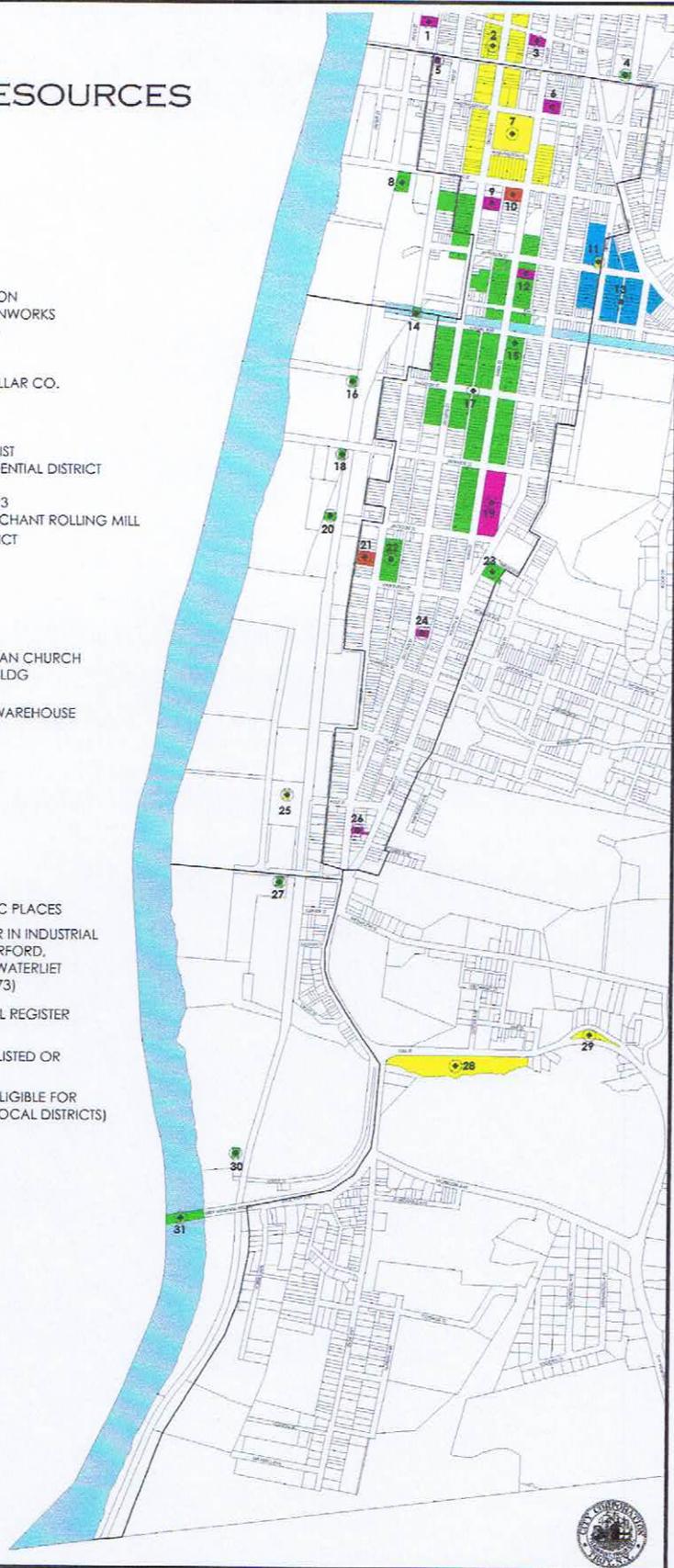


MAP 11 HISTORIC RESOURCES

- 1 BETH TEPHILA SYNAGOGUE
- 2 2ND STREET HISTORIC DISTRICT
- 3 BERITH SHARON CONGREGATION
- 4 MAHONY ARCHITECTURAL IRONWORKS
- 5 ST JOHN'S EPISCOPAL CHURCH
- 6 ST MARY'S CHURCH
- 7 WASHINGTON PARK
- 8 INTERNATIONAL SHIRT AND COLLAR CO.
- 9 FIRST CENTURY CHURCH
- 10 SCHOOL #10
- 11 TROY GAS LIGHT CO.
- 12 REDEMPTION CHURCH OF CHRIST
- 13 PROPOSED GAS HOLDER RESIDENTIAL DISTRICT
- 14 STONE ARCH BRIDGE
- 15 JASON C. OSGOOD STATION #3
- 16 RENSSELAER IRON WORKS MERCHANT ROLLING MILL
- 17 SOUTH TROY RESIDENTIAL DISTRICT
- 18 FULLER, WARREN AND CO.
- 19 ST JOSEPH'S CHURCH
- 20 FORTRESS FURNITURE
- 21 SCHOOL #12
- 22 BRODERICK PLACE
- 23 RUSCHER BREWERY
- 24 BLESSED VIRGIN MARY UKRAINIAN CHURCH
- 25 BURDEN IRON WORKS OFFICE BLDG
- 26 CUMMINGS CHURCH
- 27 LOWER ALBANY IRON WORKS WAREHOUSE AND SWAGGING WORKS
- 28 BURDEN SITE
- 29 BURDEN POND IRON WORKS
- 30 ALBANY IRON WORKS
- 31 TROY MENANDS BRIDGE

HISTORIC RESOURCES

- NATIONAL REGISTER OF HISTORIC PLACES
- NATIONAL REGISTER ELIGIBLE OR IN INDUSTRIAL ARCHAEOLOGY IN TROY, WATERFORD, COHOES, GREEN ISLAND, AND WATERLIET (JOHN G. & DIANA S. WAITE, 1973)
- RELIGIOUS BUILDINGS, NATIONAL REGISTER ELIGIBLE
- SCHOOLS, NATIONAL REGISTER LISTED OR ELIGIBLE
- BUILDING/SITES DETERMINED INELIGIBLE FOR NATIONAL REGISTER (POSSIBLE LOCAL DISTRICTS)



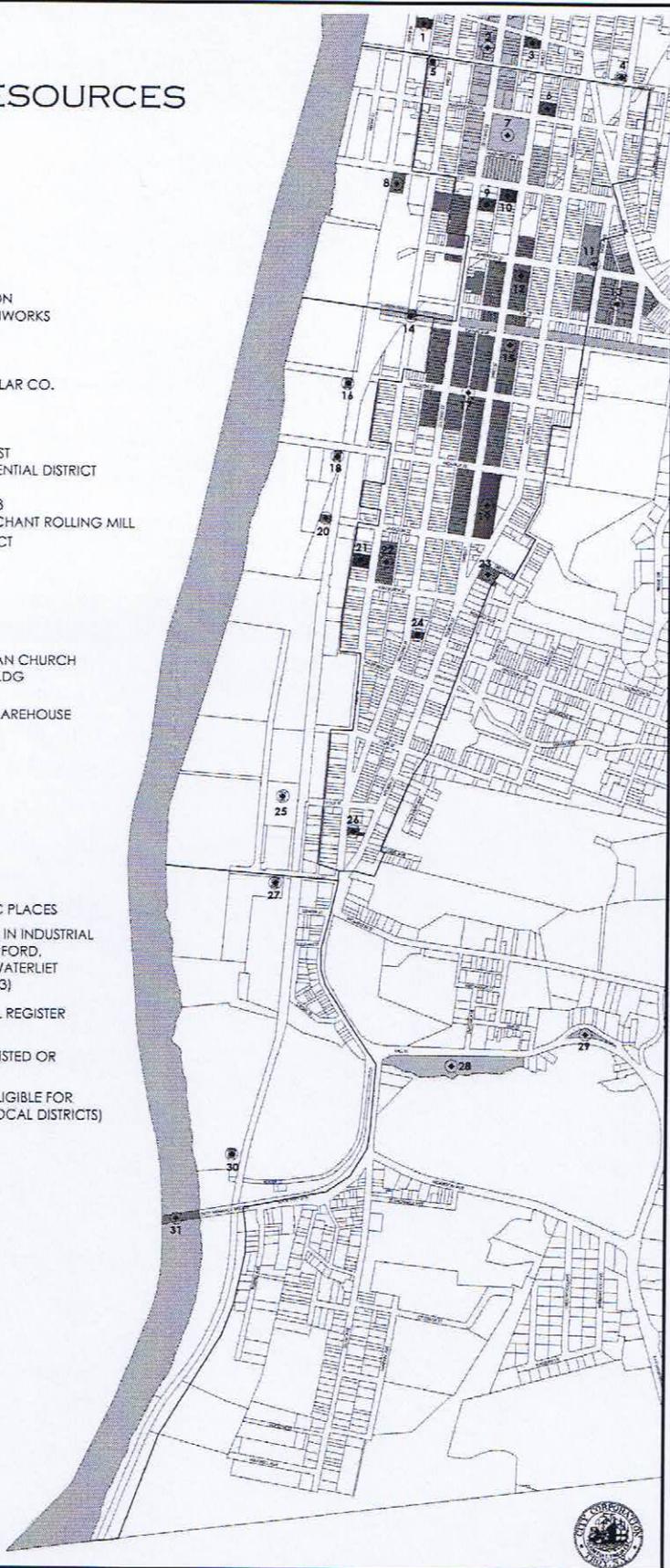


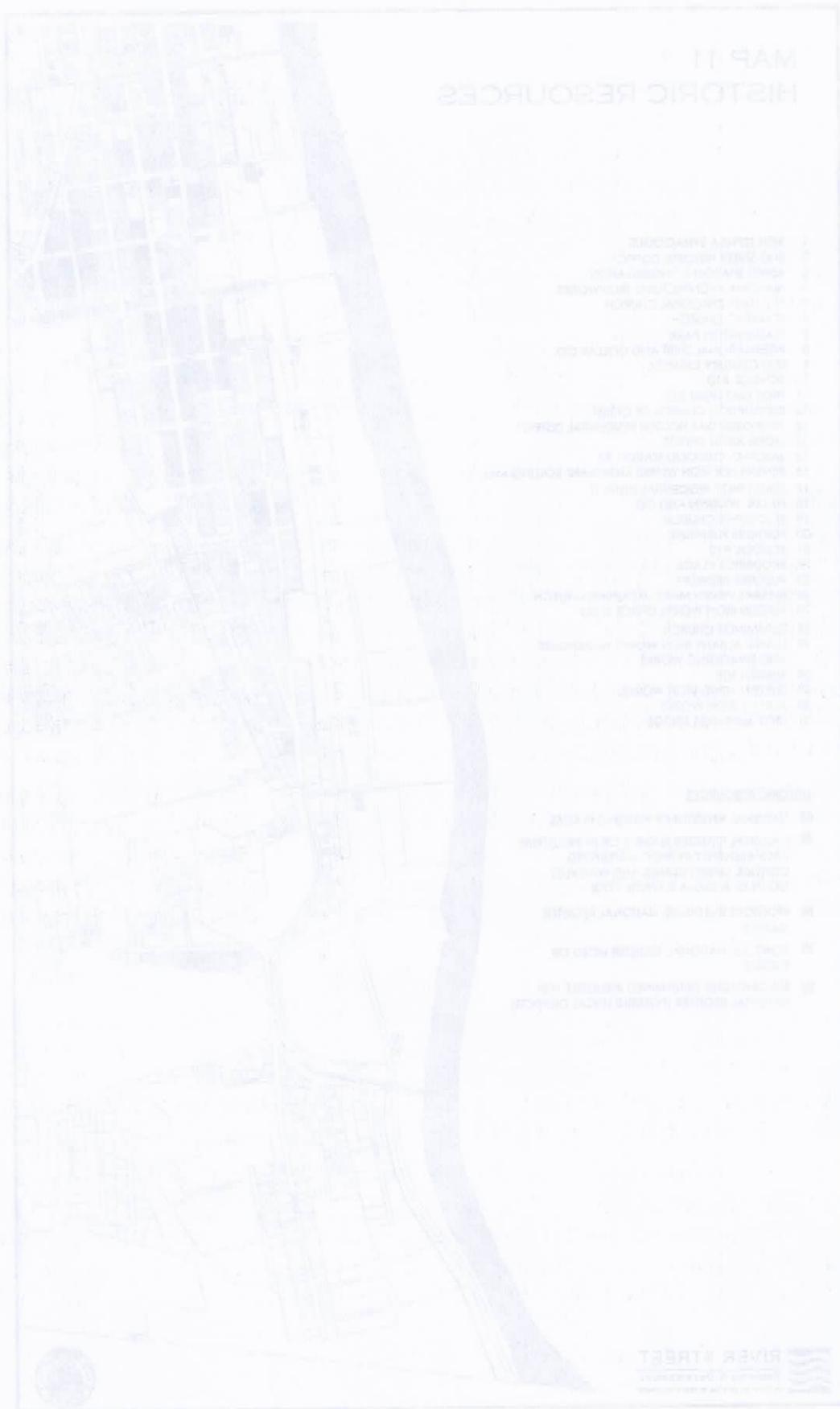
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- BUILDING/SITES DETERMINED INELIGIBLE FOR NATIONAL REGISTER (POSSIBLE LOCAL DISTRICTS)





Economic Analysis

The City of Troy completed an economic and real estate development strategy in 2000. The project established a market-based, locally-supported and financially feasible redevelopment scenario for the South Troy neighborhood and its waterfront area. In addition, the project analyzed the city's property tax and land use base within a regional context, focusing on strategies to improve property values, the development mix, and contributory tax base and employment opportunities.

Key Economic Findings

- The Study Area provides the city's largest area of vacant developable land, providing a significant opportunity to attract new business development. This is particularly important because the city is losing jobs in sectors that are growing in the county and region, in part because it has not been able to deliver shovel-ready development sites.
- The City of Troy lost jobs during a period of strong economic expansion nationally and locally. Troy lost jobs as its traditional heavy industries have continued to decline. Further, Troy lost employment in industry sectors experiencing the strongest growth in Rensselaer County and the tri-county region. This suggests a two-pronged effort for industrial redevelopment. First, viable "traditional" industries must continue to be supported and accommodated on the waterfront. Second, the city must create development sites suitable for the industry types that are growing regionally and nationally.
- Waterfront industrial land is underperforming from a tax base perspective largely because much of it is vacant, underutilized or poorly maintained. Redevelopment of these sites is needed to provide jobs and augment the city's tax base.
- Residential properties in the city are shouldering a disproportional share of the tax burden, making up 75% of the tax base and only 35% of the land area. This is primarily due to two factors: a large proportion of tax exempt land (42% of the city's total land area) and the underperformance of the industrial sector. The city has little control over the amount of tax exempt land and should focus on putting underperforming industrial land back into productive use and enhancing/protecting residential neighborhoods to support the residential tax base.
- Regionally, approximately 1,500 acres of industrial land are available for development, and about half of these are in Rensselaer County. With only 35 acres (under current zoning) Troy represents only 2% of the total industrial development inventory. Development must be carefully targeted to maximize tax revenues and job generation, while mitigating negative impacts on adjacent residential neighborhoods.
- In the residential housing market, relatively low incomes of Troy residents limit the market for owner occupancy. An over supply of residential units (16% of units in the city are vacant, a "healthy" vacancy rate is 3-5%) makes additional housing development risky. The housing market is further challenged by the city's property tax situation. In 1998, the equalized city rate was the highest in the tri-county area and combined (school/city) rate was in the top three. The negative perception of the city's housing market is reinforced by land use conflicts and the apparent lack of effective code enforcement.

Employment Trends

Although jobs were added in the city in the mid- and late 1990s, employment in Troy, at 27,600 persons in 1998, remains below the city's employment of 28,700 in 1991. This is in contrast to the tri-county market area and Rensselaer County, which both experienced increases in employment, suggesting that regional growth is not being captured in Troy. This is more noteworthy considering that Rensselaer County experienced an employment increase despite the decrease in Troy (which in 1998 made up approximately 58% of the County's employment base).

Four sectors in Troy realized a net increase in employment in the 1991-98 time period. These included transportation, communications and utilities (TCPU), finance, insurance and real estate (FIRE), retail, and government. A comparison of employment by business sector for Troy, Rensselaer County, and the tri-county area indicates a similar distribution among some sectors in 1998. However, Troy has more than 52% of its employment base in services, compared to 46% in the county and 40% in the tri-county area, despite losses in service employment in the city. Conversely, despite gains in FIRE and TCPU in Troy, these business sectors are under-represented relative to Rensselaer County and the tri-county area.

Importantly, the City of Troy has lost employment in the very business sectors that are experiencing the strongest growth in Rensselaer County and the tri-county area, including business services, educational services, and health services. Between 1987 and 1997, retail sales in Troy went from \$289.4 million to \$372.6 million, an increase of 28.7%, well below the rate of increase in the tri-county area and Rensselaer County. There was an 18.9% decline (almost one store out of five) in the number of retail establishments in the City of Troy during this time period.

Cluster Analysis

As part of the economic analysis, the consultant team conducted a business cluster analysis to identify possible business targets for Troy and the South Troy waterfront. The consultants analyzed the distribution of employment and establishments within the tri-county market area and categorized the region's business sectors into business clusters. Utilizing 1997 County Business Patterns data at the 4-digit SIC code level, the consultants then grouped nearly all businesses within the tri-county area into their respective clusters. Four-digit sectors that did not meet minimum employment and establishment thresholds were eliminated from the screening of the tri-county market area businesses.

Based on concentrations of establishments and employment in the tri-county market area, there are four distinct business clusters that should be targeted for future development, expansion, or location in Troy. These clusters and their leading business sectors are:

- High-End Services Cluster: health services, business services, educational services, legal services, membership organizations
- Information Technology/Knowledge-Based Cluster: engineering and management services, insurance carriers, depository institutions, communications, real estate, insurance brokers, securities brokers, nondepository institutions (e.g., mortgage brokers)
- Distribution/Transportation Cluster: wholesale trade, trucking and warehousing, air transportation, transportation services



- Indigenous Business Cluster: machinery and equipment, fabricated metal products, stone and concrete glass products

Neighborhood and City Tax Base Analysis

The city's ability to raise revenue to provide infrastructure and services to the community is affected by its tax base. The existing and future real estate of the city provides opportunities and constraints for maintaining and attracting homeowners, businesses and jobs. The analysis of Troy's tax base included a review of assessment trends, land uses, supply and condition of inventory and recommended a strategy for tax base enhancement. Troy is comprised of approximately 6,660 acres of land (including rights-of-way). Approximately 3,200 acres are taxed, meaning that nearly 43% of land in the city is tax exempt. Residential land use is the predominant land use in the city, comprising 35% of the total acreage. Institutional land uses account for 25%, followed by vacant land (22%), industrial uses (4%), commercial uses (5%), and parks and recreation uses (9%).

Based on real property assessment data from the City of Troy, South Troy accounts for 13.3% of land in the city, 17% of total taxable land and 13.9% of the total tax base. South Troy has the most commercial and industrially classified land, in terms of total acreage, of any neighborhood in the city, with 155 acres. On a percentage basis, vacant properties dominate the neighborhood, accounting for about 290 acres or 38% of the land area. Residential (30%) and industrial (14%) uses are also prominent. The neighborhood has less than one acre of park land. Sixty-nine percent of the total assessment in South Troy is from residential properties, 14% from commercial, and 13% from industrial. Land classified as industrial has the lowest average assessment per acre at \$41,836, compared to \$124,281 per acre for residential and \$115,971 for commercial. This low value can be attributed to the older building stock and underutilization of the land from an assessment and employment perspective.

South Troy Development Patterns				
	Total Acres	Taxable	% Acres	% of City Total
Residential	226	204	30%	3.9%
Vacant	289	185	38%	5.0%
Commercial	46	43	6%	0.8%
Industrial	109	108	14%	1.9%
Parks & Rec.	0.22	0	0%	0.0%
Institutional	86	3	11%	1.5%
Total²	757	544	100%	13.3%

The tax revenue generated by each land use indicates that residential land contributes 75% of the municipal assessment/real estate taxes to the city. Industrial land contributes 4% of the real estate taxes, commercial contributes 19%, and institutional land, which is generally tax exempt, contributes 1% to the city's real estate tax revenue. While residential and commercial properties generate significant revenue, the industrial properties, which should typically generate more revenue per acre than residential properties, do not. This puts more of a burden on the other properties to generate the necessary revenue. Several reasons are identified for this:

² The boundaries for the tax base analysis differ than those for the land use analysis, so number of parcels and total acreages presented above differ than those presented in the land use section.

South Troy Working Waterfront Revitalization Plan

- Many of the properties are currently used for warehousing, distribution and storage of materials
- Where buildings exist they are old or inexpensively constructed
- Many industrial properties are vacant and/or underutilized

While maintaining the residential tax base is vital for the City of Troy, there are several factors working against it:

- The number of households from 1990 to 2004 is projected to decrease by 7.6% despite projected regional increases
- In 1999 Troy's overall residential vacancy rate was 16%, which is well above a stable market rate of 3-5%. This rate is projected to increase to 18% by 2004, yielding an excess inventory of 3,000 units (without factoring in new construction or demolition).
- The 1999 rental vacancy rate in South Troy was 19% with a projected rental vacancy rate of 22% in 2004, which will yield an excess inventory of 737 units.

The tax base analysis ultimately recommended a two pronged strategy to enhance the city's tax base: 1) protection and enhancement of neighborhood quality of life to protect the significant contribution of residential property to the city's tax base and 2) blight elimination and redevelopment of commercial and industrial properties to increase their overall contribution to the tax base, thus removing some of the burden on residential property.

The tax base analysis recommended that the city undertake the following activities to protect residential market values for the city's existing housing stock:

- Improve quality of life features such as additional recreation and green spaces, streetscape and alley improvements and code enforcement.
- Reconnect the city's residential areas adjacent to the Hudson River to the waterfront.
- Undertake selective demolition of blighted housing with conversion to pocket parks and off-street parking.

In addition the tax base analysis recommended that the city under take the following activities to increase the marketability (and potential tax revenues) of industrial and commercial properties:

- Selective demolition of blighted and obsolete buildings that are too costly to rehabilitate
- Acquisition of industrial brownfield sites through a local development corporation, negotiating their remediation and preparing the sites for redevelopment
- Further marketing the presence of the Hudson River and historic downtown as features for establishing a business in Troy



Identifying Redevelopment Scenarios

In March 2000, the project consulting team used community input, the goals and vision statement, research and the analysis summarized above to develop three potential redevelopment scenarios: an infill alternative, a business development alternative and a mixed-use alternative. The redevelopment analysis explored each possible development scenario in great depth, comparing the advantages and disadvantages of each using a detailed technical analysis along with significant public involvement to identify and resolve key issues and questions.

The three draft redevelopment alternatives were presented and discussed at a daylong community workshop held in April 2000. This South Troy community design “charette” included South Troy residents, project stakeholders, representatives from the city and other interested parties. The charette yielded recommendations on and changes to the draft redevelopment alternatives, proposed neighborhood and waterfront improvements and graphic depictions of proposed improvements.

Representatives of the city, project consultants, local non-profit agencies, the Capital District Transportation Committee, Capital District Transportation Authority and others used the information from the community charette to further develop recommendations for the South Troy neighborhood and waterfront and to refine the three proposed waterfront redevelopment alternatives.

Redevelopment Alternatives

The *business development alternative* assumed that large industrial users currently located north of the Rensselaer County Jail could be relocated to underutilized industrial sites south of the jail. The area north of the jail would accommodate a combination of new businesses identified in the economic development strategy including “high-end services,” such as business, health, educational and legal services, information technology, and knowledge-based businesses such as real estate, insurance and securities.

The *mixed use alternative* was based on the business development alternative, and called for relocation of heavy industry south of the jail and redeveloping the area to the north. In addition to the business uses, the area north of the Poesten Kill and adjacent to Downtown (about 50 acres) was planned for a mix of uses including residential, retail and a hotel and conference center that would provide an expanded downtown district. This alternative also provided additional greenspace and amenities including a boat house and crew facilities for RPI and Sage College, a boat ramp or and a park where a proposed Poesten Kill greenway would meet the riverfront trail currently under development.

The *infill alternative* was the least aggressive alternative. It assumed that the current industrial users in the northern end of the study area would choose not to relocate in the near term. New development would be planned around existing uses. This approach would focus on improving the appearance of traditional heavy industries and, as appropriate, a denser concentration of heavy industry in the southern end of the redevelopment area over time. The strategy relied on selective acquisition as parcels become available and implementation of new waterfront zoning to improve land use controls.

The city’s leaders committed to undertake as set of residential neighborhood improvements, identified as “givens,” no matter which alternative, or combination of alternatives was chosen.

South Troy Working Waterfront Revitalization Plan

The city immediately began allocating time and financial resources to implement the residential neighborhood and waterfront improvements. Briefly summarized these actions include:

- Zoning modifications in the residential neighborhood to reduce density, increase buffering and green space and provide opportunities for new neighborhood commercial uses
- Design guidelines to govern facade improvements of existing buildings and general standards for new residential and commercial construction
- Landscape buffer zone requirements between residential and other industrial or commercial uses
- Development of a Hudson riverfront trail and a greenway spine along the Poesten Kill
- Targeted incentives to increase home ownership, housing rehabilitation and reduce absentee ownership of rental units
- Selective demolition and blight removal to reduce density, create green space, shared off-street parking and pocket parks.
- Creation of at least one village center in the South Troy neighborhood
- Improved gateways with landscaping, lighting and general cleanup
- Traffic calming, traffic management, pedestrian, streetscape and street lighting improvements
- Improvements to safety, garbage, civil code enforcement and code compliance efforts
- Construction of a waterfront access road in a manner that supports dominant land use (industrial in the south, commercial/recreation in the north) and is technologically “smart” under the asphalt

Evaluating the Alternatives

The three alternatives, “given” neighborhood improvements and redevelopment actions and other products of the community design charette were presented to residents at an April 2000 neighborhood meeting. Working in small groups, residents evaluated how well the alternatives met the values as expressed in the vision and previous discussions. At the end of the meeting, each group reported its assessments to the others. The group that evaluated the infill option concluded that it would not result in significant improvements and therefore did not meet the project goals. There was general agreement among all those in attendance that this option was not adequate. As a result, the infill alternative was dropped from further consideration.

The groups evaluating the business development and mixed use alternatives found a variety of strengths and weaknesses with each, and felt that both were consistent with the guiding principles and project goals. The meeting’s participants came to a consensus that these two alternatives should be further developed and evaluated for their community and economic impacts, market potential and feasibility of implementation. Feedback received at the meeting was incorporated into the evaluation process for the remaining alternatives.

The consultants used the vision statement and goals, technical information from the project team and feedback from the community to draft evaluation criteria for the business development and mixed-use alternatives. Evaluation by the Advisory Committee resulted in final criteria that rated each alternative and a null or “no action” alternative on the basis of:



- Overall project costs
- Market feasibility
- Opportunities to leverage city resources with private and other public funds
- Feasibility of implementation
- Tax base impacts
- Employment impacts
- Efficiency of land use
- Impacts on the residential housing market and housing conditions
- Effects on neighborhood conditions
- Overall effects of the alternative on the City of Troy
- Transportation impacts
- Impact on freight movement
- Waterfront impacts
- Environmental impacts

A set of detailed questions addressing feasibility and operational issues for each of the alternatives was distributed to the consultant team. Given the complex nature of both the qualitative and quantitative measures for each alternative, River Street Planning also consulted with staff from the Capital District Transportation Committee (CDTC) to take advantage of its expertise in evaluating planning projects. The following tools were developed to evaluate the alternatives:

- A narrative description of the two alternatives that described how each addressed the evaluation criteria
- Financial proforma showing the expected economic impacts of each alternative, estimating development costs, tax revenues and job creation over the twenty-year implementation period
- A conceptual site plan showing how each alternative could be accommodated along with greenspace improvements designed to enhance the relationship between the new development, the river and the neighborhood
- A trade-off analysis summarizing the positive and negative impacts of each alternative
- A ranking survey for Advisory Committee members to use in evaluating the alternatives

The evaluation tools were distributed to the Advisory Committee at its regular monthly meeting in May 2000. River Street Planning staff described the information presented in the evaluation tools. The Advisory Committee agreed to complete the ranking sheets in time for a special committee meeting the following week at which time the committee would select a redevelopment alternative.

Development Objectives

River Street Planning compiled the rankings and summarized the information for the committee. The total score for the two alternatives was nearly equal, but each scored quite differently in the

South Troy Working Waterfront Revitalization Plan

individual evaluation categories. The Advisory Committee used this information to craft a new “preferred” alternative that built upon the strengths and minimized the weaknesses of the business development and mixed-use alternatives. In building the preferred scenario, the committee clarified overall development objectives and identified several issues key to the success of the plan and the city’s economic future. These included:

- Troy’s paramount need to grow and diversify its tax base with high value economic development that creates jobs for residents
- The clear documentation of weak market support for new residential housing in South Troy, and analysis showing that new residential development runs a significant risk of taking away energy and resources from the essential task of rehabilitating existing historic structures and reducing high vacancy rates
- A clear need to shape the plan around important historic structures and their adaptive reuse and to establish criteria to determine the reuse or demolition of other individual structures
- The ability to facilitate remediation of environmental contamination
- Resolution of the extraordinary lack of green space and public waterfront access by creating a comprehensive system of park, trail and related recreation amenities
- The need for carefully planned new retail and commercial uses that do not compete with or siphon trade from the city’s increasingly vibrant downtown
- The ability to improve waterfront transportation access
- The need to improve neighborhood quality of life



Preferred Waterfront Redevelopment Strategy

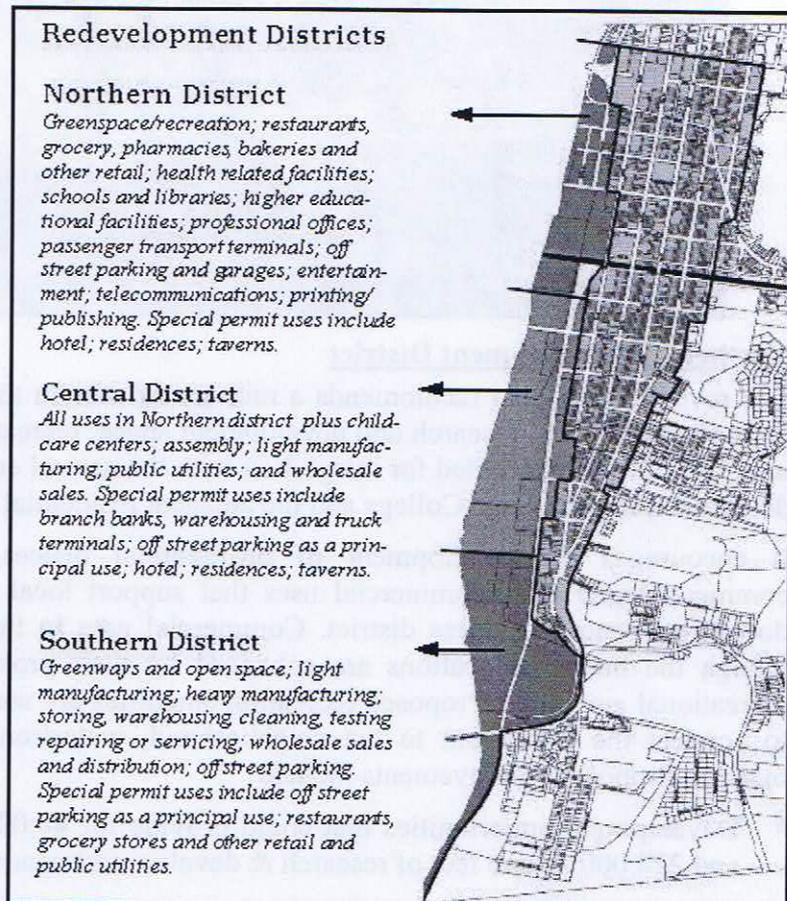
The Advisory Committee used the criteria described in the previous section to structure a preferred development alternative from the proposed business and mixed-use alternatives that will provide for the development of significant new waterfront commercial development and water-dependent recreation improvements; support existing waterfront industrial users; and provide for considerable quality of life improvements for South Troy neighborhood.

The development plan calls for slightly more than 50 acres of the South Troy Waterfront to be open, recreation and green space, with a similar amount of roads, rights-of-way and buffers. Slightly more than 100 acres is planned for commercial development. The graphic below summarizes the land uses proposed in each of the redevelopment districts

Study Area Wide Improvements

The preferred redevelopment strategy includes a number of recreation, infrastructure and site preparation efforts to be implemented throughout the study area. These include:

- A north/south riverfront bicycle and pedestrian trail
- Landscaped east/west bike and pedestrian access points from the South Troy neighborhood that connect to the riverfront trail at attractive view nodes
- The South Troy waterfront access road, providing an industrial access facility to the Southern District that transitions to a city street/business park facility as it proceeds into the Central and Northern Districts to improve freight access and remove truck traffic from residential streets
- Brownfields clean up along the entire waterfront
- Historic preservation of resources identified in Map 11: Historic Resources





Northern Redevelopment District

The revitalization plan recommends a mixture of uses in the Northern Redevelopment District including office and research and development space, recreational, institutional, and commercial uses that will be best suited for integration with the natural environment of the Hudson River, the downtown, Russell Sage College and the adjacent residential neighborhood.

It encourages the development of professional offices, research and development and commercial and retail/commercial uses that support local needs without competing with the downtown central business district. Commercial uses in this district are not water dependent, though the business locations are enhanced by their proximity to the water and significant recreational amenities. Proposed recreation amenities are water dependent including a greenway to connect the waterfront to the neighborhood, waterfront park, walking/biking promenade, marina. Proposed improvements include:

- Development opportunities that could provide for 40,000 square feet of retail development and 224,000 square feet of research & development space
- A boardwalk connecting new development, the waterfront, Russell Sage College, and downtown
- Development of the Upper Hudson Satellite Center for Governor Pataki's River and Estuaries Center
- A linear greenway along the Poesten Kill, providing bike and pedestrian access from the waterfront to the South Troy neighborhood and Prospect Park
- Boat launch and possible marina that could be located along the seawall or created through upland excavation
- Possible passenger rail station site

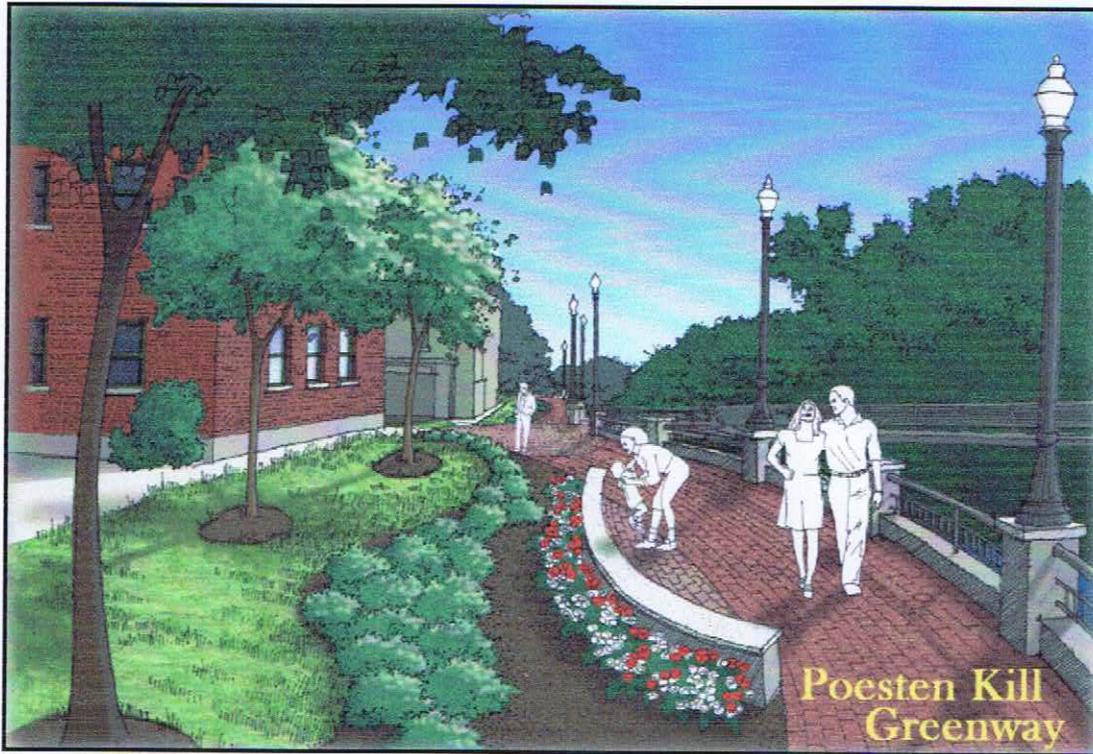


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- Possible passenger rail station site



Central Redevelopment District

The plan recommends that the Central Redevelopment District be used for light industrial and limited retail commercial uses that will act as a buffer between the Northern District and the industrial development in the Southern District. The Central District uses are generally not water dependent except for the recreation amenities, including the waterfront bike and pedestrian trail and street-end waterfront access nodes, which extend along the entire shore line along the South Troy waterfront.

The plan envisions street connections to the neighborhoods and focal points along the Hudson River and at the Burden Building. Some additional neighborhood retail uses including a pharmacy and mid-size grocery store have been requested by neighborhood residents, these uses may be located in the Central District. The plan transitions the County Jail to an alternative use in the future. Specific improvements proposed for the Central District include:

- Development opportunities that could provide for 48,000 square feet of retail development, 100,000 square feet. of research and development space, and 180,000 square feet of other commercial development
- Buffering and park around the Burden Building, and the jail
- Eventual adaptation of the jail to another use

Southern Redevelopment District

The Southern Redevelopment District will retain and upgrade the existing industrial character. The plan calls for concentrating existing waterfront industrial uses in the southern district, including some water dependent uses, which means that that shoreline facilities must be designed to accommodate water dependent uses, including bulk shipping. Heavy and light industry will be



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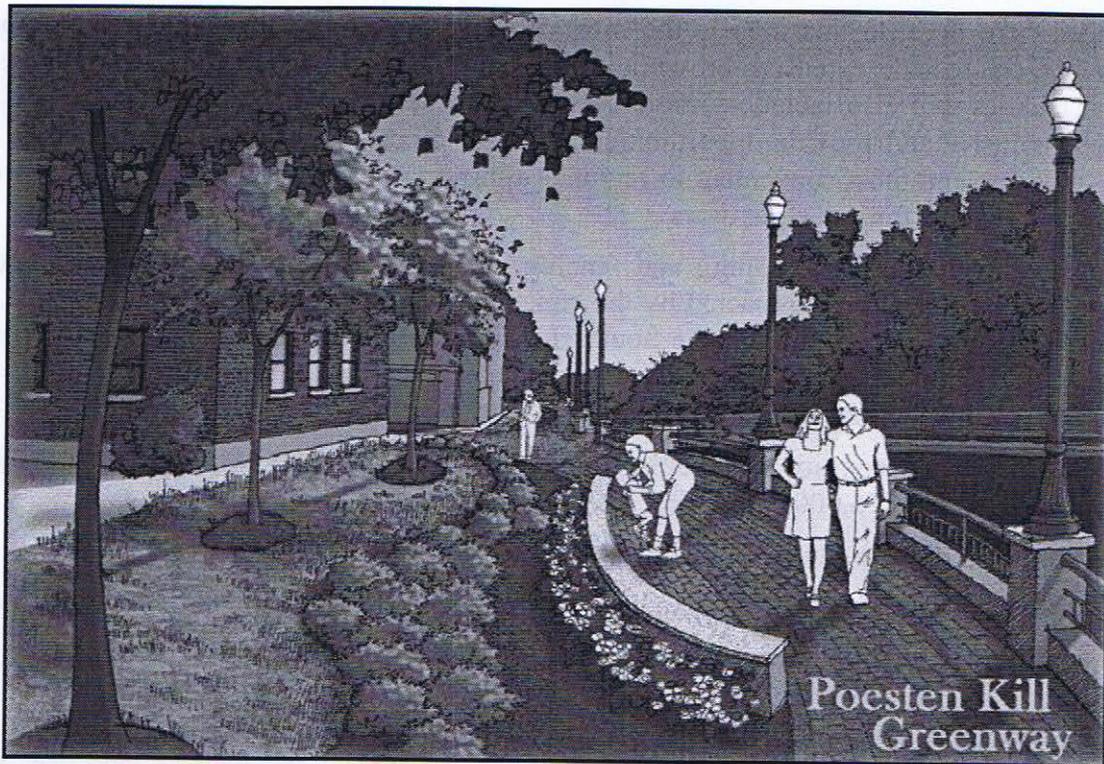
The plan provides street connections to the neighborhoods and local points along the Harbor River and at the Hudson Building. Some additional neighborhood retail uses including a pharmacy and mid-size grocery store have been requested by neighborhood residents, these uses may be located in the Central District. The plan transitions the County Jail to an alternative use in the future. Specific improvements proposed for the Central District include:

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South Troy Working Waterfront Revitalization Plan

encouraged here because this area is the most isolated from other uses and previous heavy industry has created the extensive brownfield problems that limit redevelopment options. The Southern District will also include some recycling uses, with the goal to keep Troy's existing waterfront industry and provide opportunities to attract other appropriate industrial uses. This district is closest and most convenient to regional transportation routes, providing direct freight transport connections for industrial users.

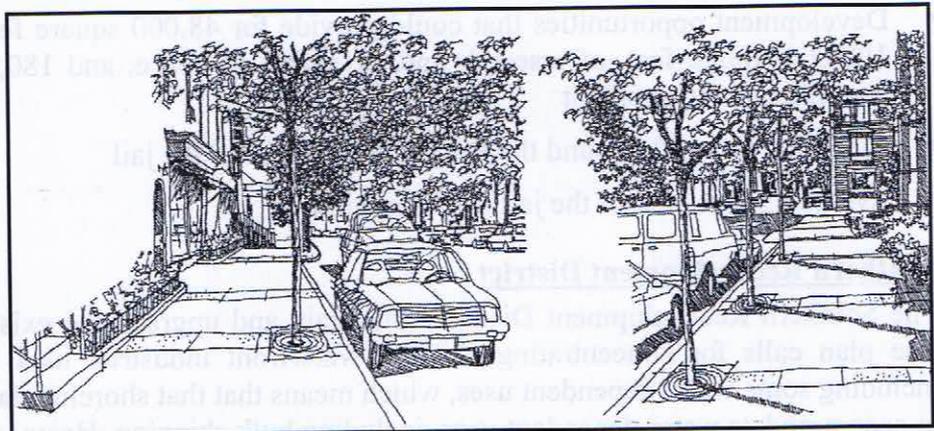
Buffering in the form of landscaping and fencing will ensure that surrounding areas and the waterfront are not negatively impacted by the concentration of heavy industry in this area. The waterfront trail will extend through the Southern District with the potential for a larger linear park along the King Services site, at the confluence of the Hudson River and Wynants Kill. Specific improvements proposed for the Southern District include:

- Development opportunities that could provide for approximately 410,000 square feet of industrial space and 25,000 square feet of retail development
- New connection to the Menands Bridge
- Relocation of existing industries from the northern end of the study area to the southern end
- Most intensive brownfield remediation work

Neighborhood Area

The preferred redevelopment scenario would maintain the current and historic land uses in the residential portion of the Study Area. Proposed projects will improve conditions by encouraging more neighborhood commercial uses, single and two-family residential uses and the conversion of three- and four-family homes back to one- and two-family structures. Waterfront improvements will provide for greenspace and recreational areas easily accessible to the residential neighborhood. Specific improvements proposed for the Neighborhood Area include:

- Traffic calming and streetscape improvements
- Public improvements to support the development of village centers
- Connections to the waterfront and Prospect Park
- Buffering from industrial waterfront uses
- Additional park and greenspace
- Housing initiatives
- Zoning changes to enhance property values and neighborhood quality of life.



Implementation Strategy

The following pages describe the specific actions the City of Troy will undertake to facilitate the implementation of the waterfront redevelopment strategy. The actions are broken down into six categories: Transportation investments, land use regulation, economic development efforts, environmental remediation, shoreline and recreation improvements and neighborhood improvements.

The city will take advantage of existing programs and resources including but not limited to Empire Zone tax credits, the USHUD Brownfields Economic Development Initiative, USEPA Brownfields Pilot Project and technical assistance from the Troy IDA and Rensselaer County IDA to implement the South Troy Working Waterfront Revitalization Plan. Some of the projects described in this implementation strategy are already underway and the city has secured funding for the implementation of several more. To date, the city and its partners have secured \$17.2 million for project implementation in South Troy. Grant awards are summarized in the table below.

South Troy Implementation Funding Awards		
Project	Funding Source	Award
South Troy Access Road	TEA-21	\$6,400,000
Brownfields Economic Development Loan and Grant Fund	US HUD Brownfields Economic Development Initiative	\$5,000,000
Waterfront Bike Trail	TEA-21	\$2,322,800
Spring Avenue Bridge Replacement	TEA-21	\$2,006,000
Menands Bridge Bike Access	TEA-21	\$500,000
Brownfields Site Investigation	US EPA Brownfields Pilot	\$250,000
Rivers and Estuaries/Poesten Kill Greenway Design	NYS Environmental Protection Fund	\$225,000
Burden Ironworks Building Rehabilitation	NYS Clean Air/Clean Water Bond Act and Rensselaer County IDA, TEA-21	\$513,626
Greenway Planning Grant	Hudson River Valley Greenway	\$15,000
Total		\$17,232,426

The city and its partners have submitted and are currently preparing several other grant applications to fund South Troy improvements. These include: \$4.4 million funding request to the US Department of Commerce Economic Development Administration to fund road, water, sewer and bulkhead improvements and a \$337,000 request to the US EPA for additional site remediation and clean up efforts.

Troy has committed to continue to pursue funding opportunities to continue the implementation of the South Troy Revitalization Plan. Brownfield remediation funding is a priority need. The city plans to submit applications to the US Environmental Protection Agency, NYS Department of Environmental Conservation and others as needed to facilitate clean up.

Each action includes a brief project description, estimated implementation timeframe, a list of potential stakeholders and partners, a budget estimate, potential funding sources and project

status/next steps. Timeframes are estimated as short term (1-3 years for full implementation), medium term (4-7 years) and long term (8-15 years).

Transportation Investments

Construct waterfront access road

The city will design and construct a waterfront access road that will remove truck traffic from residential streets and provide improved waterfront access. The facility will be designed to 1) provide truck access to industrial users in the Southern District, including freight connections to the Menands Bridge and the regional transportation system, and 2) transition to a city street north of the Rensselaer County Jail to provide access to new commercial development.

Time frame:	Short term
Potential Stakeholders/Partners:	City of Troy, NYS Department of Transportation, Capital District Transportation Committee
Budget Estimate:	\$6.4 million
Potential Funding Sources:	US Department of Transportation, City of Troy
Project Status:	Funding secured, design and environmental assessment efforts underway, with construction set to begin in 2005

Implement streetscape improvements and traffic calming measures

The City of Troy will implement a system of streetscape improvements and traffic calming measures to improve the appearance and livability of the South Troy neighborhood. The streetscape improvements will create a pleasant and safe environment for pedestrians and bicyclists. Traffic calming measures include the installation of curb bump-outs, traffic humps and circles to discourage non-local cut-through traffic and to slow local traffic on neighborhood streets. The city implemented a pilot project on 3rd Street between Jackson and Monroe Streets. The pilot included curb bump-outs and traffic humps. Initial feedback from local residents has been positive with many saying that pedestrian crossings are safer. The traffic calming effort was complemented by tree plantings and a building rehabilitation project by TRIP. (See village centers under neighborhood improvements.)

Time frame:	Medium to long term
Potential Stakeholders/Partners:	City of Troy, neighborhood residents, NYS Department of Transportation, Capital District Transportation Authority, Capital District Transportation Committee
Budget Estimate:	\$175,000 per intersection
Potential Funding Sources:	USHUD Community Development Block Grant, US Department of Transportation, City of Troy
Project Status:	Pilot implemented, the next step is a formal evaluation of the pilot results. If positive, additional funding for future implementation would be sought.

Improve Bus Access

The city will work with the Capital District Transportation Authority to design service enhancements that will provide better connections from South Troy to Albany, RPI and other key destinations. Physical improvements will include new transit facilities including shelters, signage and benches along neighborhood streets and the South Troy waterfront access road.



Time frame: Medium term
Potential Stakeholders/Partners: City of Troy, Capital District Transportation Committee, Capital District Transportation Authority
Budget Estimate: \$75,000 for physical improvements
 \$100,000 annually for service improvements
Potential Funding Sources: Capital District Transportation Authority, US Department of Transportation, City of Troy
Project Status: Funding not yet secured

Construct Gateway Improvements

The City of Troy will work with the Capital District Community Gardens, local neighborhoods and Russell Sage College to improve the appearance of gateways into South Troy. These efforts will include landscaping, public art and lighting improvements. The city’s priorities in these efforts include repair and replacement of the Menands Bridge balustrade (to be funded on the north side through the bike trail project), the Hudson Valley Community College signage, landscaping and sidewalk improvements and directional signage to downtown.

Time frame: Short term
Potential Stakeholders/Partners: City of Troy, Capital District Community Gardens, Russell Sage College, RPI, South Troy neighborhood organizations, NYS Department of Transportation
Budget Estimate: \$150,000 for balustrade repair
 \$35,000 for HVCC gateway project
Potential Funding Sources: Capital District Community Gardens, Hudson Valley Community College, Russell Sage College, RPI, US Department of Transportation, City of Troy
Project Status: Menands Gateway mural completed at southern entrance, Menands Bridge balustrade sample replacement complete

Freight and Passenger Rail Improvements

Freight and passenger rail will be encouraged, and the city will closely coordinate the design of facilities to ensure that pedestrian and vehicle crossings and waterfront access are not compromised. The city will work with the Capital District Transportation Committee and Capital District Transportation Authority to evaluate the feasibility of an extension of passenger rail from the Rensselaer Station to the South Troy waterfront. The KC Refrigeration building has been discussed as a possible passenger station.

Time frame: Long term
Potential Stakeholders/Partners: City of Troy, CSX, Capital District Transportation Committee, New York State Department of Transportation, Capital District Transportation Authority, Russell Sage College, RPI
Budget Estimate: \$50,000 for a passenger rail feasibility study
Potential Funding Sources: City of Troy, CSX, US Department of Transportation
Project Status: Seeking funding for the passenger rail feasibility study

Implement a Coordinated Traffic Signal System

The City of Troy will install a coordinated traffic signal system along 3rd and 4th Street in South Troy. The system includes pedestrian signals to improve pedestrian safety. It will improve traffic flows through the South Troy neighborhood, minimizing the air pollution and noise impacts of heavy traffic volumes on the 3rd/4th Street corridor.

Time frame:	Medium term
Potential Stakeholders/Partners:	City of Troy, Capital District Transportation Committee, New York State Department of Transportation, Capital District Transportation Authority
Budget Estimate:	\$2.34 million
Potential Funding Sources:	US Department of Transportation, Capital District Transportation Authority, City of Troy
Project Status:	This project is the third phase of the city's traffic signal coordination program. Work on the South Troy element is expected to begin in 2008.

Land Use

Revise South Troy zoning and design standards

The city will develop and implement new zoning and design standards for the entire South Troy Study Area. The new zoning standards will all commercial uses in the Northern and Central Redevelopment Districts, while retaining industrial uses in the Southern District. Overall the standards will reduce conflicts between waterfront and neighborhood uses through design and buffering standards that will ensure that new development is consistent with the traditional neighborhood character. Design standards will ensure that future development is river-oriented and visually appealing from the neighborhood and the shoreline. In the Neighborhood Area, zoning will be amended to reflect the traditional mixed-use (residential/commercial) nature of current development and to reduce housing density over time, restoring one and two family homes to the dominant use.

Time frame:	Short term
Potential Stakeholders/Partners:	City of Troy, waterfront property owners, neighborhood residents
Budget Estimate:	\$10,000
Potential Funding Sources:	City of Troy
Project Status:	New zoning language, including design standards, has been drafted but has not been adopted by the City Council

Economic Development

Develop a business recruitment strategy

The city will work with its economic development partners to develop appropriate business recruitment and retention strategies that target industry types identified for the Troy waterfront. These sectors include information/knowledge based businesses, high end services, tourism, distribution and transportation and indigenous manufacturing. In addition to attracting new firms to the waterfront, this effort will include strategies to retain existing waterfront industrial users



Time frame: Short term
Potential Stakeholders/Partners: City of Troy, Troy IDA, Rensselaer County IDA
Budget Estimate: \$25,000
Potential Funding Sources: City of Troy, Troy IDA, Empire State Development Agency, US EPA Brownfields Economic Development Program
Project Status: The Troy IDA has begun work through its administration of the BEDI grant/loan award

Develop and implement financial incentives needed to encourage high-value investment

The city will develop a set of financial incentives and tools to encourage high-value investment on the waterfront. These incentives will include attractive financing, tax credits, infrastructure improvements and the South Troy waterfront access road. The city will partner with the Troy IDA, Rensselaer County IDA and others to acquire and market waterfront sites as appropriate.

Incentives will be targeted initially to the four highest development priorities in the Waterfront District. These are: 1) King Services (Niagara Mohawk Area 2) to create a development site to relocated heavy industry from the Northern District, 2) the Scolite site, a city owned property designated as the future location of the Upper Hudson Satellite of Governor Pataki’s Rivers and Estuaries Center, 3) the Callanan/Clemente Latham site due to its high redevelopment potential due to its proximity to the Rivers and Estuaries Satellite, downtown Troy, Russell Sage College and the Washington Park neighborhood and 4) Portec due to its visibility at South Troy’s southern gateway.

Time frame: Short term
Potential Stakeholders/Partners: City of Troy, Troy IDA, Rensselaer County IDA, NYS Department of State
Budget Estimate: \$15 million
Potential Funding Sources: City of Troy, Empire Zone tax credits, USHUD Brownfields Economic Development Initiative (BEDI), US Department of Transportation, NYS Environmental Protection Fund, USHUD Community Development Block Grant, US Department of Commerce Economic Development Administration
Project Status: City has secured \$5 million in loan and grant funding from the USHUD BEDI Program to fund predevelopment costs, and the Troy IDA has begun working with waterfront businesses to facilitate needed relocations. The city is preparing an application to the US Department of Commerce Economic Development Administration for to fund other predevelopment costs.

Maintain Existing City-Owned Seawall

The city owns the bulkheads in the study area north of the Clemente/Callanan site. These are in fair condition but are showing some cracking and signs of wear. The city will maintain these facilities to ensure they remain in usable condition.

Time frame: Ongoing
Potential Stakeholders/Partners: City of Troy, US Army Corps of Engineers, NYS Department of State
Budget Estimate: \$870,000
Potential Funding Sources: NYS Environmental Protection Fund, US Army Corps of Engineers
Project Status: The next steps are to 1) assess existing conditions and make recommendations to stabilize and improve, 2) develop design and construction documents and 3) construct improvements

Environmental Remediation

Implement the USEPA Brownfields Pilot Project

The City of Troy is a recipient of a US Environmental Protection Agency Brownfields Pilot Project to perform environmental assessments and prepare remediation plans for sites critical to the redevelopment of the waterfront.

The city is using the Pilot resources to conduct detailed site assessments of the former Scolite International site, now owned by the city; the city-owned "Alamo" site; and an area of Rensselaer County IDA Business and Industrial Park between the New Penn distribution facility and the Rensselaer County Jail. These sites were selected because they offer immediate development opportunities. The former Scolite International site is the location proposed for the Rivers and Estuaries Northern Satellite Center, and the Alamo is located at a strategic gateway to the waterfront, at the intersection of Main and the proposed alignment for the South Troy access road. The IDA property was selected to leverage state funding in the IDA's Voluntary Cleanup Program agreement with NYS Department of Environmental Conservation.

The King Services site and the Callanan/Clemente Latham site were considered due to their overall importance in the redevelopment strategy. The King Services site was not selected because site assessments and a remediation plan have been completed and approved by the NYS Department of Environmental Conservation under the Consent Order between NYS DEC and Niagara Mohawk. The Callanan/Clemente Latham site was not included because the property owners were not ready to participate in the program when proposed.

Time frame: Short term
Potential Stakeholders/Partners: City of Troy, Troy IDA, Rensselaer County IDA, NYS Department of Environmental Conservation, US Environmental Protection Agency, waterfront property owners
Budget Estimate: \$250,000
Potential Funding Sources: City of Troy, US Environmental Protection Agency Brownfields Pilot Program, NYS Brownfields Program



Project Status: Grant funding has been secured and the EPA Pilot project is underway. Sampling plans have been submitted to USEPA with testing set to begin in spring 2004. The city has prepared an application to USEPA for a portion of the site cleanup and will submit an application to NYS DEC in 2004 for the remainder. Cleanup could be complete by 2005.

Remediate USEPA Brownfields Pilot Project Sites

The Brownfields Pilot Project will result in the completion of Phase II environmental assessments for the former Scolite, Alamo and Rensselaer County IDA properties and a remediation plan for the Scolite site. The city and its partners will use the results of the Pilot Project to secure funding for site clean up at all three sites. Rensselaer County will use the assessment data to develop and implement a cleanup strategy under the NYS Department of Environmental Conservation (NYSDEC) Voluntary Cleanup Program. The city will seek grant funding from the USEPA and NYSDEC to remediate the Scolite and Alamo sites.

Time frame: Short term
Potential Stakeholders/Partners: City of Troy, Troy IDA, Rensselaer County IDA, NYS Department of Environmental Conservation, US Environmental Protection Agency, waterfront property owners
Budget Estimate: \$1 million
Potential Funding Sources: City of Troy, US Environmental Protection Agency Brownfields Pilot Program, NYS Brownfields Program
Project Status: Awaiting results of EPA Brownfields Pilot. Submitted grant application to EPA for first phase of cleanup at Scolite site.

Enforce compliance of institutional controls for Niagara Mohawk Areas 2 and 4

Construction of site remediation strategies for Niagara Mohawk Areas 2 and 4 should be completed by 2005. Remediation includes removal of contaminants, construction of barriers and institutional controls to ensure that the property is safe for future development. Institutional controls include deed restrictions that limit future land uses as well as site controls, such as limits on site excavation to avoid damage to constructed contamination barriers.

The City of Troy will explore the best tools for ensuring compliance with institutional controls for brownfield sites throughout the city, including Niagara Mohawk Areas 2 and 4. These will include tracking properties in the building permit process and investigation of tools such as adding brownfields information to the “Dig Safe” notification system already in place to reduce the risk of damage to underground utility infrastructure.

Time frame: Ongoing
Potential Stakeholders/Partners: City of Troy, NYS Department of Environmental Conservation, US Environmental Protection Agency, waterfront property owners
Budget Estimate: City staff time
Potential Funding Sources: City of Troy
Project Status: Not yet begun

Facilitate the remediation of Niagara Mohawk Area 3

Niagara Mohawk and NYSDEC have made considerable progress on the cleanup of former coal gasification plants in South Troy. A Record of Decision was released in July 2003 for Niagara Mohawk Area 2 (currently owned by King Services), and cleanup will be completed by 2005. Cleanup is underway and should be complete by early 2004 at Niagara Mohawk Area 4, which encompasses the very southern tip of the study area and then extends into the Town of North Greenbush. When remediation is complete, these sites will be available for redevelopment.

The city will continue to work with Niagara Mohawk and NYSDEC to ensure timely remediation of Niagara Mohawk Area 3, currently occupied by a defunct Chevron fuel storage and pumping station.

Time frame:	Short term
Potential Stakeholders/Partners:	City of Troy, Troy IDA, NYS Department of Environmental Conservation, US Environmental Protection Agency, waterfront property owners
Budget Estimate:	City staff time
Potential Funding Sources:	City of Troy
Project Status:	Not yet begun

Shoreline, Recreation and Open Space Improvements

Construct waterfront bike and pedestrian trail

The city will construct a bike and pedestrian trail from downtown Troy to the Rensselaer County Sewage Treatment Facility. To date, trail easements have been acquired and design work has begun. In addition to providing recreational access along the entire waterfront, the trail will provide connections to the waterfront from the adjacent South Troy neighborhood. The pedestrian connections from the neighborhood will end in attractively designed viewing nodes at the waterfront. The trail will be linked to the Menands Bridge and into the regional bikeway system.

Time frame:	Short term
Potential Stakeholders/Partners:	City of Troy, Troy Architectural Program, NYS Department of State, NYS Department of Parks, Recreation and Historic Preservation, Hudson Valley Greenway
Budget Estimate:	\$2.4 million for trail \$500,000 for connection to Menands Bridge
Potential Funding Sources:	US Department of Transportation, NYS Environmental Protection Fund, NYS Environmental Quality Bond Act, City of Troy, private waterfront developers
Project Status:	Funding has been secured. Trail design and easement acquisition is underway.

Construct Poesten Kill Greenway

The City of Troy will design and construct a recreational east/west linear greenway along the Poesten Kill Creek/Canal Avenue in South Troy to provide public access along the Poesten Kill waterfront and connect the city's residential neighborhoods to the Hudson River waterfront and the future Rivers and Estuaries Upper Hudson Satellite Center (described below). The paved trail will provide bicycle and pedestrian access and improve fishing access along the Poesten Kill.



Time frame: Medium term
Potential Stakeholders/Partners: City of Troy, NYS Department of State, NYS Department of Parks, Recreation and Historic Preservation, Hudson Valley Greenway
Budget Estimate: \$600,000
Potential Funding Sources: NYS Environmental Protection Fund, US HUD Community Development Block Grant, TIP funding for Spring Ave. bridge replacement, City of Troy
Project Status: Application for funding has been submitted through the NYS Environmental Protection Fund

Support the development of the Rivers and Estuaries Upper Hudson Satellite Center

Rensselaer Polytechnic Institute (RPI) was recently awarded the northern satellite of the Governor Pataki’s River and Estuaries Center. The main center will be located in Beacon, New York. The former Scolite property in South Troy is the likely location for the northern satellite. The satellite center will have a visitor’s center, educational and outreach component, and greenspace. The Poesten Kill greenway will provide an east/west connection to the satellite center from the South Troy neighborhood, which will create new economic development and tourism opportunities in the neighborhood.

The city will support this effort with the implementation of waterfront infrastructure and amenity improvements and new zoning protections as described earlier in this implementation strategy. A key city investment on the site will be the environmental assessments to be completed as a part of the EPA Brownfields Assessment Pilot Project.

Time frame: Medium term
Potential Stakeholders/Partners: RPI, New York State Governor’s Office, City of Troy, NYS Department of State
Budget Estimate: \$5.6 million
Potential Funding Sources: NYS Environmental Protection Fund, US EPA Brownfields Assessment Pilot Project, RPI, City of Troy
Project Status: Secured \$225,000 from NYS Department of State through the Environmental Protection Fund to perform preliminary design of the site and submitted a grant application to US EPA to secure funding to help clean up environmental contamination. Design work expected to be complete in 2004 with remediation completed by 2005.

Develop a waterfront park at the confluence of the Hudson River and Wynants Kill

Continue to work with the Open Space Institute and others to identify funding for a potential riverside recreation area at the confluence of the Hudson River and Wynants Kill.

Time frame: Long term
Potential Stakeholders/Partners: City of Troy, NYS Department of State, Open Space Institute
Budget Estimate: \$1 million
Potential Funding Sources: NYS Environmental Protection Fund, US HUD Community Development Block Grant, City of Troy

Project Status: This project is at the conceptual stage of development. The city is writing grants to perform analysis to further develop the concept.

Burden Ironworks Visitors Center

Troy will work with the Hudson Mohawk Industrial Gateway to secure funding to restore the Burden Iron Works Museum and complete site improvements needed to create a museum and visitors center. The scope of work includes the restoration of the building's roof, exterior facades and interior museum spaces; installation of a ramp and handicapped-accessible restroom; upgrading electrical and mechanical systems; and creating a landscaped, paved parking lot that can also provide a secure setting for the display of large artifacts.

Time frame: Medium term
Potential Stakeholders/Partners: City of Troy, Hudson Mohawk Industrial Gateway, NYS Office of Parks, Recreation and Historic Preservation
Budget Estimate: \$513,626
Potential Funding Sources: NYS Environmental Protection Fund
Project Status: Design of the work and phase I construction will be complete in 2004

Construct Waterfront Overlooks

Liberty, Adams, Monroe, Van Buren and Tyler Streets are east/west South Troy neighborhood streets that will be extended into the waterfront district. Each of these will end in a waterside overlook at the Hudson River. The appearance and character of each will vary, relating to the waterfront development around it and creating a distinct connection from the residential neighborhood. The city will also investigate construction of river boating and fishing access at these locations.

Time frame: Short to medium term
Potential Stakeholders/Partners: City of Troy, Capital District Community Gardens, Russell Sage College, RPI
Budget Estimate: \$150,000
Potential Funding Sources: NYS Environmental Protection Fund, US Department of Transportation
Project Status: A funding request for first overlook included in 2003 EPF application

Neighborhood Improvements

Expand homeownership opportunities

The city will work with banks, local colleges and community-based organizations including TRIP, Inc., the Troy Architectural Program, RPI and Russell Sage College to expand homeownership opportunities, reinvestment incentives, and specialized lending partnerships.

Time frame: Short term
Potential Stakeholders/Partners: TRIP, Troy Architectural Program, local banks, RPI, Russell Sage College, City of Troy
Budget Estimate: \$400,000
Potential Funding Sources: USHUD Community Development Block Grant



Project Status: The city is working with its non-profit partners to continue and expand local programs

Provide off-street parking facilities

The city will develop off-street parking facilities through the development of “pocket parking lots” throughout the South Troy neighborhood. Parking lots will be located on currently vacant properties or on sites created by the demolition of blighted structures. The scale of such parking areas will range from deeding tax-foreclosed properties to adjacent property owners to use for parking to the development of a series of small public lots dispersed throughout the neighborhood. Private property owners would be responsible for improving and maintaining deeded properties for parking use. The city would construct and maintain facilities in the public lots.

Time frame: Short to medium term
Potential Stakeholders/Partners: City of Troy, neighborhood property owners
Budget Estimate: \$2,500 per space
Potential Funding Sources: USHUD Community Development Block Grant
Project Status: This is an ongoing effort.

Create neighborhood focal points with a system of village centers and pocket parks

The city will work with the South Troy neighborhood to design and implement improvements needed to develop “village centers” at three locations: the area around Third and Monroe Streets, near Saint Joseph’s Church; the area adjacent to School 12; and the area near the intersection of Fifth Avenue and Lincoln Street. The city’s efforts to encourage the development of these village centers will be to make infrastructure investments, such as traffic calming, sidewalk improvements, tree planting, zoning changes to support desired land uses and enhanced code enforcement efforts.

The city and its partners have initiated village center improvements near Third and Monroe Streets, in conjunction with its traffic calming pilot project described in the transportation projects. This effort included tree planting and a Troy Rehabilitation and Improvement Program (TRIP) funded building rehabilitation.

In addition to the village centers, the city will create a system of pocket parks throughout the neighborhood to increase recreation space in South Troy. The pocket parks will be developed on vacant lots and on sites created by the demolition of blighted structures.

Time frame: Medium to long term
Potential Stakeholders/Partners: City of Troy, neighborhood businesses and residents, NYS Department of State, NYS Office of Parks Recreation and Historic Preservation

Budget Estimate:
Potential Funding Sources: USHUD Community Development Block Grant, NYS Environmental Protection Fund, City of Troy
Project Status: Initial efforts completed at Third and Monroe, with a proposal for increase code compliance efforts as the next step

Utility/Infrastructure Projects

Construct seawall along a portion of the Southern Redevelopment District

The city will assess the feasibility of the construction of a seawall for waterborne transport for industrial users to support the relocation of industrial uses from the Northern District. The seawall would provide river freight access for the current waterfront industrial users who have identified continued access as need for their continued operation on the waterfront. It is estimated that approximately 500 linear feet of bulkhead will be needed.

Time frame:	Medium term
Potential Stakeholders/Partners:	City of Troy, Troy IDA, NYS Department of State, US Army Corps of Engineers, waterfront property owners
Budget Estimate:	\$870,000
Potential Funding Sources:	NYS Environmental Protection Fund, US Department of Commerce Economic Development Administration
Project Status:	Project is included in a funding application prepared for the US Department of Commerce Economic Development Administration

Construct water and sewer improvements

Portions of the South Troy waterfront lack sewer and water service. The city will install service to facilitate the redevelopment of these areas. In addition the city will continue its effort to eliminate combined sewer/stormwater overflow into the Hudson River. There are currently 15 combined sewer overflows in the study area.

Time frame:	Medium term
Potential Stakeholders/Partners:	City of Troy, Troy IDA, NYS Department of State, NYS Department of Environmental Conservation, USEPA, waterfront property owners
Budget Estimate:	\$1.4 million for sewer and water service extension CSO elimination cost analysis is underway
Potential Funding Sources:	NYS Empire Opportunity Funds, NYS Environmental Protection Fund, US Department of Commerce Economic Development Administration
Project Status:	Extension project is included in a funding application prepared for the US Department of Commerce Economic Development Administration



Impact Analysis

The waterfront plan guides growth and investment in the South Troy waterfront with the goal of maximizing and sustaining public benefits, wealth creation and economic stability. The Implementation Strategy section of the plan describes each project in detail including its estimated costs and possible funding sources. This page summarizes the financial information and discusses the economic impact of the plan as a whole. Supporting proforma spreadsheets showing more detailed cost and revenue estimates can be found in Appendix A.

At the end of the twenty-year implementation period, the plan is estimated to result in an estimated \$2.04 million in additional property taxes annually and support new employment of nearly 2,150 jobs, with an estimated annual wages of \$72.2 million. The following table summarizes these returns and associated expenditures over the 20-year plan in five-year increments.

Summary of Financial Impacts					
Plan Year	Investment	Jobs Created	Wages Created	Square Footage Developed	Additional Property Tax Revenues
1-5	\$59,720,000	NA	NA	NA	NA
6-10	\$48,660,000	305	\$11,370,000	217,500	\$240,000
11-15	\$48,970,000	1,074	\$36,110,000	513,500	\$1,020,000
16-20	\$28,330,000	770	\$24,730,000	296,000	\$780,000
Total	\$186,690,000	2,149	\$72,210,000	1,027,000	\$2,040,000

As indicated in the summary above, a return on investment in the South Troy waterfront is not projected until year six of plan implementation. Years one through five will focus on site acquisition, remediation and preparation for eventual new development.

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At the end of the twenty-year implementation period, the plan is estimated to result in an estimated \$2.04 billion in additional property taxes annually and support new employment of nearly 2,150 jobs, with an estimated annual wage of \$23.2 million. The following table summarizes these returns and associated expenditures over the 20-year plan in five-year increments.

Plan Year	Investment	Jobs Created	Wages Created	Space Footage Developed	Additional Property Tax Revenue
1-5	\$29,750,000	NA	NA	NA	NA
6-10	\$48,600,000	302	\$11,370,000	217,500	\$240,000
11-15	\$48,920,000	1,074	\$36,110,000	513,300	\$1,030,000
16-20	\$7,730,000	709	\$24,720,000	398,000	\$780,000
Total	\$136,000,000	2,149	\$72,210,000	1,027,000	\$2,040,000

As indicated in the summary above, a return on investment in the South Troy waterfront is not projected until year six of plan implementation. Years one through five will focus on site acquisition, remediation and preparation for eventual new development.