New York State

Downtown Revitalization Initiative
Strategic Investment Plan
City of Elmira
Southern Tier REDC

March 2017
Elmira DRI: Local Planning Committee

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FOREWORD

“A thriving downtown can provide a tremendous boost to the local economy. The Downtown Revitalization Initiative will transform selected downtown neighborhoods into vibrant places for people to live, work and raise a family, which will also help attract new investments and business for years to come.”

Governor Andrew M. Cuomo

Recognizing that companies are increasingly seeking to relocate and invest in vibrant, walkable downtowns in an effort to attract and retain a talented workforce, Governor Cuomo launched the Downtown Revitalization Initiative (DRI), a $100 million effort to improve the vitality of urban centers across New York State.

Ten communities were identified by the Governor’s Regional Economic Development Councils (REDCs) to participate in the DRI because their downtowns were deemed ripe for development into vibrant areas in which to live, work and raise families. Ten million dollars will be invested in each of these communities.

Led by former Secretary of State Cesar Perales and supported by current Secretary of State Rossana Rosado, the DRI is a multi-agency approach to downtown revitalization conducted by staff from the Department of State Office of Planning and Development and the Homes and Community Renewal Office of Community Renewal.

The State facilitated a community planning process to develop the key ingredients needed for successful downtown revitalization:

- a vision for the downtown;
- goals and strategies to accomplish the vision;
- an action plan; and
- a strategic investment plan that identifies specific catalytic projects that align with the unique vision of their downtown area.

The program emphasizes using DRI investments to reinforce and secure additional public and private investment within and near downtown neighborhoods, building upon growth supported by the REDCs. To fully leverage the impact of the DRI, Local Planning Committees identified projects that totaled in excess of the available DRI funds to ensure a continued pipeline of projects ready for funding within the community in the event that alternate funding sources are identified for projects; additional State funds become available; or projects drop from consideration. The most transformative and catalytic projects from those identified for each downtown will receive DRI funding.

With the assistance of the State, leadership from within the communities, and public and private investors, these ten communities will become vibrant communities where people will want to live, work and raise families.
Executive Summary

BACKGROUND

The City of Elmira is located in the Southern Tier Region of New York State, in Chemung County, along the Chemung River. The City’s long history as the administrative center of Chemung County is reflected in its many buildings of historic merit. The City experienced significant economic retrenchment during the past four decades due to decline of the region’s industrial sector, a flood of the downtown in 1972, and changes in national retail practices. The disinvestment in the City’s core resulted in vacant lots and buildings and fragmentation of the downtown. Today, approximately 70% of the county’s population is employed in or near Elmira, but most employees live outside the City’s core. Elmira is also part of the I-86 Innovation Corridor, a network of seven municipalities and two counties in New York’s Southern Tier committed to advance regional socioeconomic competitiveness and attract public and private investment to create new and diverse job opportunities. Elmira is also home to Elmira College, an institution of higher education that plans to expand its enrolment.

The Downtown Revitalization Initiative (DRI) is focused on transforming the City of Elmira into a vibrant community by encouraging the revitalization of the City’s socioeconomically distressed downtown core. The downtown area subject to the DRI covers 595.5 acres demarcated by Washington Avenue on the north, West Henry Street and Pennsylvania Avenue on the south, Madison Avenue on the east and Davis Street on the west and is home to 8,735 residents.

During the early steps of the DRI planning process, the LPC identified the downtown core as the focus area of the DRI Strategic Investment Plan (see figure 1). This compact area, defined by a 5-minute walking distance, is bounded by the Chemung River, Lake Street, 2nd Street, and College Avenue.

The DRI planning process culminated in a list of 14 projects recommended for DRI funding, along with additional projects that together will create a vibrant downtown. The recommended DRI projects will leverage significant private investment, increase jobs, restore historic structures, provide diverse housing alternatives, offer walkable public spaces, and position Elmira to attract future residents, businesses, and self-sustaining growth.

Improvements in recent years to the area’s economy inform the future investment strategy. The growth of Elmira College, growth of industry along the I-86 Corridor, growth of its healthcare sector, and stability of several established large businesses is fostering demand for housing and retail. A residential market demand study conducted in 2016 forecasts a market rate housing demand of 330 – 400 apartments by the year 2022. An estimated 30,000sf of potential new retail may be attracted to downtown Elmira.
DRI PLANNING PROCESS, VISION, GOALS AND STRATEGIES

The Downtown Revitalization Initiative has provided Elmira with an opportunity to build upon its current strengths and realize the full value of its downtown core. The DRI Planning process was led by a Local Planning Committee (LPC) that included representatives from business, academia, healthcare, non-profit organizations, government, residents, and other local stakeholders. The LPC was assisted by a team of consultants and New York State planners who, together, engaged the public through stakeholder interviews, public meetings, surveys, and online forums. The community set a vision for their downtown. The following vision statement for downtown was developed through the public engagement process.

**Elmira has a dynamic downtown and adjacent neighborhoods, which leverage higher education, the healthcare industry, innovation in advanced manufacturing and unique cultural and entertainment assets. Its walkable historic core is a regional destination for diverse activities, retail, a range of housing options, business opportunities, and celebrates its unique heritage, arts, and waterfront.**

Goal: **Foster economic growth through job creation, high paying jobs, and skilled workers.**
- Strategy: Establish programs that grow small business
- Strategy: Increase collaboration between downtown and local institutions
- Strategy: Increase opportunities to attract innovative businesses
- Strategy: Increase local property tax base

Goal: **Develop a high quality physical environment**
- Strategy: Increase downtown housing options with new mixed-use development and existing historic structure renovations
- Strategy: Create an identifiable series of walkable urban blocks and public spaces that host a wide variety of activities
- Strategy: Improve walkable connections between downtown and adjacent neighborhoods and institutions
- Strategy: Provide ongoing management and maintenance for downtown
- Strategy: Improve quality of retail and business venues

Goal: **Strengthen identity celebrating heritage, culture & arts, and new opportunities**
- Strategy: Strengthen arts and cultural attractions
- Strategy: Protect and renovate historic structures
- Strategy: Foster public events, and activities
- Strategy: Increase role of waterfront in downtown

![Figure 2: Aerial of downtown focus area](image)
SUMMARY OF KEY ISSUES

Elmira suffered from changes in the region’s economy during latter portion the 20th century. The underpinnings of a revitalization strategy are the growth of industry along the I-86 Corridor, strength in local institutions, and the City’s strong cultural assets. Public meetings held during the DRI indicated that job growth remains a critical issue. The following is a summary of critical issues.

Poverty

The Elmira Refresh DRI target area includes Census tracts 6, 7, and 10, whose 8,735 residents represent a diverse ethnic composition as well as the highest levels of economic distress within Chemung County. US Census Bureau records indicate that the poverty rate within these tracts is 47.3%.

Deteriorated Buildings and a Fractured City

The City of Elmira shares many of the economic revitalization challenges typical of former industrial centers throughout the Northeast. The decline of its economy resulted in a fractured City of vacant lots and buildings. Currently, at approximately 15% of the overall land area of the City, vacant land is the highest land use after residential. Approximately 15% of the total square footage in the Central Commercial district is vacant. The buildings, many of historic value, have deteriorated to a significant degree and require extensive renovations to allow occupancy. The current rental lease rates to not cover the cost of the renovations required.

Limited offerings

While the City of Elmira has important assets including the Clemens Center and First Arena, it lacks many activities that are essential to an active downtown. There is little retail, dining, or public space to attract residents to live in downtown. Although residential market demand analysis indicates a demand for downtown housing, Elmira lacks the amenities provided in other downtowns to attract these potential residents. The few existing business nodes, anchors and destinations that...
exist are scattered throughout a large geographic area. This fragmentation of commercial, cultural, and recreational activities undermines cross-shopping opportunities, diminishes “sense of place” and discourages visitors and customers who are unable to patronize multiple businesses in a single visit.

Lack of a Walkable Environment

The City lacks public spaces and a walkable environment to allow downtown amenities to be interconnected to each other. The City lacks a central public space that can host a variety of activities. Many streets have inadequate pedestrian or bike facilities. These include streets in the DRI focus area such as Clemens Center Parkway, Main Street, and Lake Street that connect to the adjacent neighborhoods and institutions.

Disconnection from Chemung River

Following the flood of 1972, a floodwall was constructed on both sides of the Chemung River to protect the City from future flooding events. The flood wall obstructs much of the Chemung River from view. The Chemung River has the potential to be a major component of the public realm for Elmira. The proposed Mark Twain Riverfront Park redesign and the Chemung River Trail Assessment and Comprehensive Master Plan are two planning efforts that share a common vision in encouraging active uses along the river.

Population Loss and Population Aging

Over the last 20 years, Chemung County has lost population and jobs. Data indicates that the population within the City of Elmira will remain stable between 2016 and 2020, with an expected 1.82% decline. If current trends continue, the senior population is expected to represent 32% of the population by 2020. The population under the age of 25 is expected to drop from 37% in 2010 to 24% by 2020.
**STRATEGIC INVESTMENT PLAN:**

The Strategic Investment Plan identifies a series of projects that are designed to directly address the vision and concerns expressed by the community. The overall approach for Elmira’s Downtown Revitalization Initiative is defined by two general concepts: establish a walkable urban center/downtown and connect the downtown to the adjacent neighborhoods.

**A. Establish a Walkable Urban Center/Downtown**

Elmira lacks a readily identifiable City center. The high rate of vacant ground-floor retail spaces, vacant lots, and the presence of suburban infill development fragment the downtown. The plan targets a compact series of walkable blocks near Main Street and the Riverfront to establish a City center with a strong sense of identity. Projects incorporated into the DRI Plan are designed to strengthen the diversity of destinations and activities within the walkable area. Elmira is fortunate to have a series of assets upon which to structure a walkable City center. These include the Clemens Centre, which attracts over 80,000 patrons annually; the First Arena on Main Street, which attracts several thousands visitors annually; the Centertown Parking Structure, which holds 735 parking spaces; and the Mark Twain Riverfront Park. By fostering new uses in this area such as housing, retail, and commercial establishments and by connecting these various assets with improved public spaces and walkable connections, Elmira can create a vibrant downtown that becomes a regional destination.

**B. Connect Downtown to Adjacent Neighborhoods**

Connecting Downtown to adjacent neighborhoods is necessary to support the City’s overall health. The DRI plan strengthens linkages between the downtown core and adjacent neighborhoods. These include improvements to Clemens Center Parkway, the Cultural Connector along Main Street, and the Creative Corridor along Lake Street. The Cultural Connector transforms Main Street into a pedestrian and bike-oriented spine that links Elmira College to downtown. The Creative Corridor, not included for DRI funding, will provide pedestrian and bike improvements to link arts and cultural institutions and a variety of neighborhoods.

Figure 7: Diagram of DRI walkable urban center and connections to adjacent neighborhoods

Source: Stantec
A. Projects that Establish a Walkable Urban Center/Downtown

**Establish Elmira Small Business Revolving Loan Fund, DRI Funding $600,000**
The initiative provides small loans to owners of existing businesses and buildings within the DRI area who demonstrate commitment to renovate existing retail and commercial storefronts and spaces. Many existing properties located along Main Street require extensive renovation to be fully occupiable. The cost of renovation of these older structures to meet contemporary standards is not fully covered by the current rental rates of the Elmira marketplace. This initiative will provide a gap financing measure in the form of a revolving loan fund to allow necessary renovations to occur.

**Develop Downtown and Regional Signage, DRI Funding $230,000**
Currently, Elmira’s downtown has limited signage and wayfinding. There is limited advertisement of historic features, institutions, public facilities, retailers, and small businesses. The signage project addresses two scales of wayfinding: Regional Signage and Downtown District Signage. The two signage programs will increase awareness of Elmira’s offerings and visitation to local businesses. The project will result in increased retail sales and improved perception of downtown.

**Improve Downtown On-Street Parking, DRI Funding $75,000**
This project allots funding to retrofit on-street parking in the City's downtown core. The City has parking meters on most streets, many set to 1 hour durations that discourage patronage of downtown businesses. The new parking strategy will provide more convenient parking for all visitors to the downtown and increase patronage of local stores and businesses.

**Develop West Water Street Parking, DRI Funding $250,000**
The project provides funding to reconfigure and increase public parking to accommodate new and existing mixed-use development. The project adds on-street parking that will serve local businesses and allow room for new public spaces elsewhere.

**Activate Buildings in Downtown Elmira, DRI Funding $2,000,000**
The initiative provides grants to owners of existing buildings within the DRI area who demonstrate commitment to renovate buildings to accommodate Elmira’s unmet housing, ground floor retail, and commercial business needs. The Residential Market Demand Analysis of 2016 demonstrates a need for approximately 330-400 market rate units of apartments. Many existing properties
in Elmira have vacant or underutilized upper floors, and the cost of renovation of these older structures to meet the new housing demand is not fully covered by the current rental rates of the Elmira marketplace. Retail spaces in downtown Elmira are hindered by lack of maintenance, unrenovated spaces, and interior utility services that may not meet current building codes. Current retail lease rates do not cover the cost of renovation by either the building owner or the tenants. This initiative will allow necessary renovations to occur.

**Develop West Water Street Mixed-use Development, DRI Funding $4,300,000**

The project is a mixed-use residential and retail development on a vacant lot located at the center of Elmira's proposed revitalization target area. The project includes a four-story building with 54 market rate apartment units, 16,700sf of retail/commercial space on the ground floor and outdoor landscaping with amenities. The project creates jobs in its ground floor retail/commercial space and enhances Elmira’s downtown by creating an active 18-hour environment of commercial, retail and residential uses.

**Build Elmira Clemens Square, DRI Funding $1,250,000**

The project includes extensive renovation of an unused linear public space that was the former location of Market Street in the heart of Elmira’s downtown. Clemens Square will become a walkable and inviting public space that links some of the City’s most important assets: Clemens Center, First Arena, and Main Street as well as new projects such as the West Water Street Mixed-use Development, several renovated historic buildings, and the renovated Centertown Parking Structure. The new Clemens Square will connect businesses and institutions, encourage visitors to explore the new offerings in downtown, and create jobs in adjacent businesses.

**Renovate Lake Street Pedestrian Bridge, DRI Funding $750,000**

Lake Street Bridge is situated adjacent to the Mark Twain Riverfront Park and connects downtown Elmira to the southside neighborhoods. The bridge was closed in March 2011 due to structural concerns. The rehabilitation of the Lake Street Bridge as a pedestrian connection between the north and south banks of the Chemung River will enhance the downtown environment and will spur development of several underutilized and vacant properties along both Lake Street and Water Streets.

**Renovate Centertown Parking Garage, DRI Funding $1,000,000**

The renovations to the 40 year old, 735 car capacity, Centertown public parking garage will result in a safer and aesthetically pleasing parking structure that serves tourists and residents visiting downtown businesses or attending events. The parking facility is a critical resource for area businesses.
Develop Elmira Riverfront Boardwalk, DRI Funding $550,000
The project includes construction of an elevated boardwalk park along the Chemung River, within the Mark Twain Riverfront Park, that will allow views over the flood barrier. It will attract visitors and patrons to the City center of Elmira and encourage patronage of local businesses. The river is currently screened from view by a flood barrier. The project will include redesign of public space, new seating, planters, and artwork.

Improve Downtown Zoning, DRI Funding $150,000
Elmira’s downtown area is regulated primarily by the Commercial Business District (CBD) zoning district. The current zoning does not fully align with the Downtown Revitalization Initiative’s goals to increase walkability and sense of place nor does it require or encourage new development to conform with or complement the existing character of the downtown area. This project will develop a new graphic-based overlay zone for the Central Business District.

Develop Branding & Marketing for Downtown Elmira, DRI Funding $150,000
The project is designed to improve the visibility of Elmira’s downtown and small businesses in a broad region. Currently, there is very little information available to attract visitors to downtown retailers and small businesses. The Branding Project will develop a marketing theme for the City, and a network within which to regularly disseminate the marketing materials for the downtown. The project will result in increased retail sales, commercial business opportunities, and improved perception of downtown.

B. Projects that Connect Downtown to Adjacent Neighborhoods

Improve Clemens Center Parkway, DRI Funding $1,000,000
Clemens Center Parkway is a four-lane divided highway that cuts through the center of Elmira. Due to the wide width, lack of traffic signals and of traffic calming measures, cars travel at speeds that make the Parkway very difficult for pedestrians to cross. This project allots funding to calm traffic and improve pedestrian safety on Clemens Center Parkway between Water Street and Church Street.
**Improve Main Street, DRI Funding $1,000,000**

This project allots funding to retrofit Main Street between 3rd Street and Water Street. When implemented, the Main Street project will complete Elmira’s long-term plan for the “Cultural Connector” which links Elmira College to the City’s central business district. The current street configuration limits safe pedestrian crossing in the downtown core. The initial phase will be funded by DRI and include improvements such as bulb-outs, improved cross walks, parallel parking, and bike lanes that can each be implemented within a short time frame.

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**Overall Plan Summary**

The Downtown Revitalization Initiative combines two concepts of a compact, walkable City center and connecting corridors. The plan’s projects are identified in the key maps (figures 17-18). Collectively they will create an active downtown, leverage the area’s unique assets to attract private investment, provide much needed support for the area’s small businesses, and set the stage to attract future residents, employers, and workforce. The initial DRI investment and associated non-DRI funded projects will translate into long-term growth that will benefit the City of Elmira for decades to come.
Detailed Key Plan of Priority Projects
Part One: Downtown Vision Plan
City of Elmira
Southern Tier REDC
1. DOWNTOWN PROFILE AND ASSESSMENT

Introduction

The City of Elmira is located in the Southern Tier Region of New York State in Chemung County along the Chemung River. The City’s long history as the administrative center of Chemung County is reflected in its many buildings of historic merit. The City experienced significant economic retrenchment during the past four decades due to decline of the region’s industrial sector, a flood of the downtown in 1972, and changes in national retail practices.

Improvements in recent years to the area’s economy offer opportunities for future revitalization, and to reuse vacant buildings and reverse trends of high poverty rates, streets with few pedestrians, and deteriorating infrastructure. The growth of area institutions including Elmira College, growth of industry along the I-86 Corridor, growth of the City’s health care sector, and stability of several established large businesses is fostering demand for housing and retail.

1.1. GEOGRAPHIC SCOPE

1.1.1. Elmira Regional Context

The City of Elmira serves as the eastern end of the I-86 Innovation Corridor, an initiative that links the City with Horseheads, Big Flats, Corning and Erwin. Over 125,000 persons reside throughout Chemung County and its bordering communities. Elmira is the central service location for City and County governmental offices, medical care, and business services provided to residents throughout the central Southern Tier region in New York. Approximately 70% of the county’s population is employed in or near Elmira. The City of Corning, located 20 miles from Elmira, is a focal point for light industrial growth in the region and the I-86 corridor. Located within 6 miles of the Pennsylvania border, Elmira also has cross-border connections with the borough of Sayre and others.

1.1.2. DRI Boundary

Elmira’s 595.5-acre Downtown Revitalization Initiative (DRI) area, known as Elmira Refresh, has 8,735 residents representing a diverse ethnic composition and the highest levels of economic distress within Chemung County (Elmira DRI Application, 2016). The DRI area is bounded by major downtown corridors, including Washington Avenue on the north, West Henry Street and Pennsylvania Avenue on the south, Madison Avenue on the east and Davis Street on the west.
DRI Focus Area

During early steps of the DRI planning process, the Local Planning Committee established a focus area for the DRI Strategic Investment Plan. This compact area is located at the historic core of Elmira and spans the distance equal to 5-minute walking distance. The focus area is bounded by Water Street and the Chemung River on the south, 2nd Street to the north, College Avenue to the west, and Lake Street to the east (see figure 3). The Chemung River and the Mark Twain Riverfront Park, considered major assets to the downtown, are focal points for the downtown core. The DRI target area also establishes connections between the downtown core and adjacent neighborhoods. The linkages include the “Cultural Connector” along N. Main Street Corridor which extends north to Elmira College, and the “Creative Corridor” which extends along Lake Street through multiple adjacent neighborhoods and cultural institutions.
1.2. LOCAL AND REGIONAL PLANS AND INITIATIVES

1.2.1. Local and Regional Plans

The City of Elmira, Chemung County, Southern Tier Economic Growth, Inc. (STEG), and other community organizations have worked on a variety of planning initiatives to support the revitalization of Elmira’s downtown. These planning efforts include the following:

- **City of Elmira Comprehensive Plan, 2016-2026**
  The City of Elmira has prepared its Comprehensive Plan as a sustainability-based blueprint for efficient land use regulation and neighborhood revitalization. The Comprehensive Plan will help City leaders to make rational financial decisions about economic development, neighborhoods, transportation, and infrastructure in a manner intended to make efficient use of all resources (City of Elmira Comprehensive Plan, 2015). The DRI effort will strengthen what has already been proposed in Elmira Comprehensive Plan.

- **Bicycle Pedestrian Trail 2035 Plan (March 2015)**
  This plan describes the goals and objectives for the next twenty years for improving the way in which bicyclists and pedestrians are accommodated on streets, sidewalks, and trails. These goals address how infrastructure investments will be prioritized to improve safety, promote connectivity, and ensure the integration of transportation and land use planning (City of Elmira Comprehensive Plan, 2015). The recommended street and infrastructural improvements in the DRI focus area are consistent with the Bicycle Pedestrian Trail 2035 Plan.

- **Mark Twain Riverfront Park Plan (2011)**
  The Mark Twain Riverfront Park Plan, funded through a NYS DOS Environmental Protection Fund Local Waterfront Revitalization Program (LWRP) grant, provides direction on achieving goals of the Comprehensive Plan. Design and capital improvements would result in both physical and visual access to the River, would connect the urban fabric to the River and would provide linear walks to enjoy the River corridor (City of Elmira Comprehensive Plan, 2015). Two of the DRI identified projects (Riverfront Boardwalk and Lake Street Pedestrian Bridge) will strengthen the recommendations in this plan.

- **Southern Tier Regional Economic Development Council’s Southern Tier Upstate Revitalization Initiative Plan**
  There is a strong link between Elmira’s proposed downtown revitalization strategy and the Southern Tier Upstate Revitalization Initiative Plan (URI) which includes 1) investment in entrepreneurship; 2) strengthening the advanced manufacturing industry sector; and 3) promotion of the Southern Tier’s innovative culture. Elmira’s proposed revitalization strategy is designed to reinforce the URI by furthering Elmira’s standing as a strong eastern anchor of the I-86 innovation corridor and as a dynamic college community with rejuvenated downtown and vibrant neighborhoods. The DRI effort will advance the strategic REDC recommendations.

![Figure 4: Southern Tier URI’s Strategies to Increase Regional Wealth](source: Southern Tier Upstate Revitalization Initiative Plan)
• **I-86 Innovation Corridor**
  The I-86 Innovation Corridor is located between the intersection of I-99 at the Pennsylvania border in Steuben County and I-86 at the Elmira interchange in Chemung County. Today, the area hosts hundreds of manufacturers. The corridor focuses on business innovation. Recognizing this reality, seven municipalities and the counties of Chemung and Steuben banded together to lead up this effort. Those municipalities include the towns of Erwin, Corning, Big Flats and Horseheads, the cities of Corning and Elmira, and the Village of Horseheads. Located along the I-86 corridor, downtown Elmira is well positioned to become a vibrant and desirable community. The Elmira DRI plan aligns with the Innovation Corridor strategy by attracting new businesses and skilled workers, strengthening arts and cultural attractions, expanding housing options for all income levels, and developing amenities to support and enhance downtown living and quality of life.

![Figure 5: Municipalities along I-86 Innovation Corridor](source)

### 1.2.2. Past and Ongoing Projects

Below is the list of past and ongoing projects from Elmira Refresh Plan, 2016:

**Strategy 1: Expand and Strengthen the Economic Drivers**

Projects in Planning Stages

- $8-10 million investment committed by the Lake Erie College of Osteopathic Medicine (LECOM) for new training facilities
- Expanded presence & participation of Elmira College in the downtown with athletic facilities in First Arena
- Adaptive reuse of vacant downtown buildings to house commercialization of technology and entrepreneurial ventures generated by the I86 Innovation Corridor
• Renovation of vacant buildings for mixed use purposes to house students, medical residents, college faculty, physicians, professionals, and empty nesters

Strategy 2: Create a Vibrant Downtown and Adjacent Neighborhoods

Projects Underway:
• Expansion of façade improvement program
• Creation of three targeted development areas: College Town, Cultural District and South Main
• Property development plan for the West Water Street Infill Project. Development is a mixed use project. Developer has been selected and first floor retail tenant recruitment underway. Project is going through site plan approval.
• Redevelopment plans for major anchors such as the former Federal and Star Gazette buildings
• Plan for adaptive reuse of 19 buildings within 5 clusters identified in the 2016 Market Rate Housing Demand Analysis
• Construction of Chemung Crossings by Housing Visions in adjacent neighborhood in South Main District

Strategy 3: Meet the Demand for Today’s Downtown and Neighborhood Life Infrastructure

Projects Underway:
• Implementation of the Southside Rising Revitalization Strategy (Elmira’s formally designated Brownfield Opportunity Area, a portion of which overlaps with the DRI in the area south of the Chemung River).
• Creation of County Land Bank (formally approved in September 2016)

• Southern Tier Network (STN) has created a fiber-optic backbone within the City of Elmira that creates the foundation for broadband accessibility.
• Downtown street reconstruction and streetscape improvement projects totaling more than $6.8 million have been programmed to enhance the City’s downtown environment and to establish a “cultural connector” corridor linking Elmira College and the proposed LECOM facility to the City’s central business district.

Strategy 4: Build the Technical and Support Resources Necessary to Attract and Support Investment

Strategy 5: Promote Downtown as a Retail Center, as well as the Entertainment and Cultural Heart of Chemung County

Projects Underway:
• Development and implementation of a formal Downtown Business Recruitment and Retention Program
• Continued investment in arts and cultural facilities and programs
• Conduct feasibility of converting historic buildings for use as art and cultural centers such as the former Federal Building
1.3. DEMOGRAPHIC CHARACTERISTICS

Population Trends

There are 3,240 residents living in the DRI Study Area and 29,200 residents living in the City of Elmira. Whereas New York State experienced modest population growth between 2010 and 2016, the DRI Study Area, the City of Elmira as well as Chemung County have all experienced modest population decline. Looking forward, population levels in the DRI Study Area, City of Elmira and Chemung County are expected to remain relatively unchanged. These projections do not account for future development trends or interventions, such as projects implemented through the DRI process, which could alter population trends within the DRI Study Area.

Age Distribution

The DRI Study Area has a higher share of younger population groups than the City of Elmira, Chemung County and New York State. Nearly 65% of the DRI Study Area residents are 34 years old or younger, likely due to the presence of Elmira College. In contrast, the City of Elmira, Chemung County and New York State have higher shares of older adults (55 years old or older) than the DRI Study Area.

Table 1: Population Change

<table>
<thead>
<tr>
<th></th>
<th>2010</th>
<th>2016</th>
<th>2021</th>
<th>Annual Growth Rate 2010-2016</th>
<th>Annual Growth Rate 2016-2021</th>
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<tbody>
<tr>
<td>DRI Study Area</td>
<td>3,145</td>
<td>3,240</td>
<td>3,150</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>City of Elmira</td>
<td>29,200</td>
<td>28,557</td>
<td>28,187</td>
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<td>0%</td>
</tr>
<tr>
<td>Chemung County</td>
<td>88,830</td>
<td>88,477</td>
<td>87,746</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>New York State</td>
<td>19,378,102</td>
<td>19,934,506</td>
<td>20,448,093</td>
<td>0%</td>
<td>1%</td>
</tr>
</tbody>
</table>

Source: ESRI Business Analyst, 2016
Educational Attainment

Population in the DRI Study Area has lower educational attainment levels than the City of Elmira, Chemung County and New York State. Close to 20% of DRI Study area residents have no High School Diploma or equivalent (GED) and less than 6% of them have a Bachelor’s Degree. In contrast, 10% of Chemung County residents and 14% of New York State residents have no High School Diploma or equivalent, and 13% to nearly 20% of them have a Bachelor’s degree respectively.

Race & Ethnicity

Over 75% of the population in the DRI Study Area, City of Elmira and Chemung County is White, ranging from 79% in the DRI Study Area to 76% in the City of Elmira and 87% in Chemung County, followed by Blacks, ranging from 12.5% in the DRI Study Area, 15% in the City of Elmira and nearly 7% in Chemung County.

Household Income

The DRI Study Area has higher shares of households in the lower income brackets, with over 50% of households earning less than $25,000 yearly. In contrast, in Chemung County and New York State the share of households earning less than $25,000 per year corresponds to 27% and 22% respectively.

Source: ESRI Business Analyst, 2016
1.4. PHYSICAL CONDITION

1.4.1. Historic Character/Cultural Resources

There are many buildings in the City of Elmira that offer a unique character. Many of these are registered in the State and National Registers of Historic Places either individually or as part of designated districts. The buildings that occupy the core of the city date from the Nineteenth Century and have detailed brick and stone façades, elaborate cornices, and windowed storefronts. Most buildings have commercial spaces on their ground floors and residential and commercial spaces on upper levels. There are several buildings of historic significance, as shown in the cultural map figure 8. These include the Arnot Museum, U.S. Post Office and Courthouse, Chemung County Court, Chemung County History Museum and the Clemens Center constructed in 1925. The City is composed of a street grid pattern that is roughly orthogonal with the Chemung River.
Figure 8: Cultural Map of Elmira indicates historic and cultural properties (shown in blue)

Source: Stantec on Google Map

Figure 9: U.S. Post Office and Court House, currently vacant

Source: Stantec
1.4.2. Vacant Buildings and Lots

Currently many of the buildings in the downtown are vacant. Streets are lined with an extensive number of vacant storefronts and unoccupied upper stories. In the first quarter of 2016, Fagan Engineering and Elmira Downtown Development conducted a detailed vacancy study of Elmira’s downtown area to determine the extent of the upper story vacancy that remains. This study revealed that approximately 15% of the total square footage in the central commercial district was vacant. Grass filled lots and large surface parking lots are also present where buildings once stood. In 2013, it was estimated that 1,085 households in the City of Elmira were vacant (see figure 11).

Figure 10: Vacant building on corner of Lake St and Carroll St

Figure 11: Map of Vacant Lots
1.4.3. Major Features

Chemung River: The Chemung River traverses the City and flows from West to East. During colonial times, the river was an important trade route through Chemung County. It is crossed by five bridges, which include the Madison Ave. Bridge, Lake Street Bridge (now closed), Clemens Center Parkway Bridge, Main Street Bridge, and Walnut Street Bridge. The City center was severely flooded in 1972 by Hurricane Agnes. Since then, a flood barrier constructed along its length has provided adequate protection for the City center. However, the barrier obscures the view of the river from the City and blocks access to the water’s edge. Floodwall elevations above the floodplain range from 15-20’ and range from 2-7’ in height on the landward side. The floodwall is regularly maintained and monitored by the NYS DEC. (figures 13, 14)

Parks: Parks include Mark Twain Riverfront Park along the north side of the Chemung River. The park has meandering walks and public art and fountains. The river is obscured from view from many portions of the park by the flood barrier. A revitalization plan for the park, funded through a NYS DOS Environmental Protection Fund Local Waterfront Revitalization Program (LWRP) grant, provides direction on achieving goals of the Comprehensive Plan.
Wisner Park is located on Main Street between Gray and Church Streets. Main Street bisects the park. When the park hosts the weekly Wisner Farmers’ Market that runs from June to September, Main Street is temporarily closed to vehicular traffic.

**Railroad:** The Norfolk Southern Railroad runs through the City on a north/south orientation and bisects the City center. It is on an elevated viaduct as it passes through the center of the City. The viaduct was renovated in recent years to allow for an outdoor market known as the Promenade. The market has not operated continuously due to lack of management funds (figure 15).

### 1.4.4. Land Use and Neighborhoods

**Land Use**

Elmira has a traditional urban development pattern with diverse land uses (figure 17). The most common land use is a combination of single-family and multi-family residential, which encompasses nearly 45% of the City’s land area. Residential land use is most prominent in the northwest and southwest quadrants. Currently 78% of City’s owner-occupied housing stock was built prior to 1950. The central business district is located adjacent to the river, and includes commercial, office, and community service uses. Other areas with concentrated commercial uses are located along the Clemens Center Parkway north of downtown and along South Main Street south of the River. Vacant land is the next highest land use, at approximately 15%, followed by Community Services at 12% (City of Elmira Comprehensive Plan, 2015).

**Adjacent Neighborhoods**

Adjacent to the downtown focus area are several neighborhoods of single family homes. These include many Nineteenth and early Twentieth Century homes. Neighborhoods directly west of downtown have many renovated homes.
Figure 17: Land Use Plan

Land Use
- Residential - 1 or 2 Units
- Residential - Multi
- Vacant, Parking
- Commercial
- Recreational, Entertainment
- Commercial Services
- Industrial
- Public Services
- Public Parks, Open Space

Source: Stantec
1.4.5. Transportation and Transit Network

Downtown Elmira is located along Interstate-86. It is 10 miles from Elmira-Corning Regional Airport and 20 miles from the City of Corning, NY.

Clemens Center Parkway: Clemens Center Parkway is a major north-south four lane state highway that bisects the City center and has vehicle volumes of 14,024 -12,969 Average Daily Traffic (ADT). Due to its wide width and 40mph speed limit, cars on it travel at high speeds that are inconsistent with a pedestrian environment. Lack of traffic signals, limited pedestrian infrastructure and lack of safe crosswalks make the parkway very difficult to cross. Currently, Clemens Center Parkway acts as a pedestrian transportation barrier and limits economic growth opportunities in downtown core (figure 18).

The busiest intersection in downtown Elmira is the crossing of Water Street and Clemens Center Parkway, with over 24,000 vehicles passing daily. The primary land use adjacent to this high visibility intersection is parking. The opportunity to communicate and capture economic activity at these high visibility sites is lost on the thousands of travelers who pass by every day.

Main Street: Traffic Counts are moderate throughout Main Street and range between 8,542 and 12,252 Average Daily Traffic (ADT). The heaviest traffic in downtown is found along West Water Street (16,174 to 12,847 ADT). Currently, North Main Street is designed for automobile users with limited pedestrian infrastructure. It has poor sidewalks, no street trees, and limited crosswalks. The street carries two travel lanes and street parking on both sides. The businesses have parking in front. To encourage spread of economic growth to multiple portions of downtown the street requires improved accommodations for pedestrians, bicyclists, and transit users (figure 19).
**Transit:** The Chemung County Transit System operates a bus line and transportation center for local and regional transportation needs. It is located at 100 W Church Street between Railroad Avenue and Clemens Center Pkwy. It is serviced by C-Tran, which provides nine local routes and four commuter routes for Elmira. Its local bus system provides services throughout Elmira and to nearby attractions, such as Consumer Square, Arnot Mall, Miniers Plaza, the Elmira-Corning Regional Airport, Airport Corporate Park, Corning Community College Branch Campus in Big Flats, Hanover Square, Grand Central Plaza, and shops along Route 14 in Elmira Heights. Additionally, the bus system provides regional service to Ithaca, the Cornell University, Watkins Glen and Montour Falls. The Chemung County Transit System also provides a paratransit service, Dial A Ride. Passenger trains do not stop in Elmira.

Much of downtown Elmira functions as an auto-oriented environment that discourages walking and minimizes the potential synergy between downtown uses. There are few streets that have street trees and comfortable walking environments. There is a lack of bike lanes and pedestrian crossings throughout the City. Sidewalk conditions are poor, with cracks and unlevel walking surfaces. Elmira can better achieve its vision as a vibrant urban place by strengthening its pedestrian and bicycle friendly infrastructure. The City of Elmira developed a Bicycle Pedestrian Trail 2035 Plan in March 2015. This plan describes the goals and objectives for the next twenty years for improving the way in which bicyclists and pedestrians are accommodated on streets, sidewalks, and trails.

*Figure 20: Average Daily Traffic Counts in Downtown Elmira*

Source: NY State DOT, Traffic Data Viewer, 2015
1.4.6. Parking

The Centertown Parking Garage is a seven-story, 735 vehicle capacity structure in the heart of downtown. While many residents complain there is lack of convenient parking to support existing businesses and Clemens Center visitors, this parking structure is underutilized due to its disrepair, and poor lighting quality. Addressing safety concerns and improving connectivity to and from the downtown parking garage is critical for fostering a one-stop shop environment where customers can park their car and conduct multiple shopping visits in the same trip. Currently the City is exploring a new Public Parking Rate Program to encourage free, and/or paid short term use of on-street parking and to accommodate long term parking within parking structures. A second public parking location is located on Baldwin Street near Lake Street and Market Street.

Figure 21: Centertown Parking Garage

1.4.7. Infrastructure

Public Water: Public water is provided by the Elmira Water Board (EWB). The initial construction of the system occurred in 1914. The EWB consistently spends $400k-$500k annually for the replacement of water mains. The City is examining strategies to improve its water supply system. The EWB is investigating leveraging that funding for the cost-share for NYS EFC Water Grants (Elmira Comprehensive Plan, 2015). The Elmira Water Board, with treatment and distribution facilities throughout Chemung County, also services 1,251 fire hydrants. Redevelopment of the downtown core cannot proceed without the replacement of these water mains because the iron pipes are corroding and subject to ruptures. The City has estimates of over $7M cost to upgrade the system.

Sanitary and Storm Sewer: The City is served by the Chemung County Elmira Sewer District (CCESD). The Milton Street wastewater treatment plant (WWTP) serves the entire City and went on-line in 1987. This WWTP utilizes a trickling filter/solid contact treatment technology. The entire collection network encompasses some 4,300 acres and services approximately 45,000 people. The majority of the collection system within the City is defined as a combined sewer system, which means that the sanitary sewage and storm drainage systems are interconnected.

Electric and Natural Gas: New York State Electric and Gas (NYSEG) provides electric and natural gas service to the City of Elmira. The City of Elmira partnered with other organizations (NYSEG, Chemung County Environmental Management Council (EMC), Chemung County Executive’s Advisory Commission on Natural Energy Solutions, The Hilliard Corporation, Booz Allen Hamilton, Power Analytics, and Siemens USA) to receive a NYSERDA NY Prize Stage 1 Grant. The Stage 1 Grant was awarded on July 18, 2015 to investigate the feasibility of generating electricity locally and removing portions of the City from the Grid.
**City-Wide Broadband:** Southern Tier Network (STN) has established a Dark Fiber backbone throughout the County. Portions of this backbone have been constructed within the City and the feasibility of extending the system throughout commercial and residential areas are ongoing by STN as well as third party providers Empire Access and Finger Lakes Technologies Group. As part of creating a vibrant downtown and in conjunction with the introduction of Broadband the City is investigating the implementation of free downtown WiFi.

### 1.4.8. Environmental Constraints

The Chemung River is an important natural resource that flows through the center of the City of Elmira. According to the New York State Department of Environmental Conservation (NYS DEC), there are no wildlife management areas or rare species of plants or animals in the City of Elmira. The Chemung River has had periodic heavy flooding throughout its history. In June 1972, Elmira experienced a severe flood caused by tropical storm Agnes. In the years following Agnes, State and federal governments built flood levees and dams across New York and Pennsylvania to control the floodplain and future floods. As a result, the 100 year floodplain limit is the levee. There is, however, still a 500 year floodplain that extends beyond the levee and into the City. The flood zone areas are provided by the National Flood Insurance Program and a flood map for the City is shown in figure 22. There are no other major environmental constrains within downtown.

![Figure 22: Flood Insurance Rate Map](source: FEMA)
1.5. EDUCATIONAL INSTITUTIONS, ATTRACTIONS, AND MAJOR EMPLOYERS

Educational Institutions

Anchor Institutions include Elmira College, County and Municipal Offices.

- **Elmira College** is a small, private college with its campus located less than a mile north of downtown and is an integral component of the community’s economy and potential for growth. Elmira College’s goal is to increase enrollment from the current 1,200 students to a target of 1,800 students over the period 2018-2027. In addition to contributing to the quality of life and unique sense of place, the colleges are also an integral component of the community’s economy and potential for growth. In addition to Elmira College, Corning Community College has a small campus on Madison Avenue and Elmira Business Institute (EBI) is located on Church Street within downtown.

- **The Lake Erie College of Osteopathic Medicine (LECOM)** is another future anchor institution. LECOM has announced its plan to establish a campus in Elmira for the training of primary care physicians and is working to secure the necessary state and local approvals.

Attractions

- **The Clemens Center**: Approximately 80,000 people visited the Clemens Center performing arts venue in the past year. These visitors come from areas within an approximate 40-minute drive from downtown Elmira. It offers Broadway productions, concerts, and a variety of performance types. Its location in the downtown near Main Street and the riverfront, position it as an anchor of downtown activity. Currently, its patrons often leave immediately after performances due to the lack of amenities in the adjacent blocks.

- **First Arena** is a regional destination for sporting activities. It is home of the Jackal’s ECHL Ice Hockey Team and other regional sporting activities. Its annual visitation includes several thousand. Its interior reveals deferred maintenance. Its location on Main Street positions it as a focal point of downtown activity. Like the Clemens Center, patrons often leave immediately after events due to the lack of offerings in downtown.
Major Employers

There are twenty-two anchor employers with 10,450 workers within a 15-minute drive of Downtown Elmira. Detailed information on employment is provided in section 1.6. The banking industry has a significant presence in Downtown Elmira, with main offices for Chemung Canal Bank, Community Bank, Elmira Savings Bank, and Five Star Bank. This contingency employs an estimated 300 in their Downtown Elmira offices. These businesses have stable employment bases, and provide foot traffic for retail and service businesses. Manufacturing has a long history and stable presence within the City boundaries with major companies such as F.M Howell, Kennedy Valve and Hilliard Corporation. The healthcare industry has a significant presence in the City with two hospitals in the Arnot Health system, including Arnot Ogden Medical Center and St. Joseph's Hospital. Other major employers within a 15-minute drive of Downtown are CAF USA, DeMet’s Candy, Guthrie Corning Hospital, Hardinge, General Revenue Corporation, DePuy Synthes, Anchor Glass Container Corporation, Emhart Glass, Cameron Manufacturing, Travelers Insurance, Swift Glass and Guthrie Healthcare and Robert Packer Hospital in Sayre, PA.
1.6. **ECONOMIC ENVIRONMENT AND MARKET DEMAND ANALYSIS**

The following is an analysis of commercial, retail, and housing demand in both downtown Elmira and in Chemung County. These reveal opportunities for growth that could inform the DRI plan for Elmira.

1.6.1. **Commercial Office Market Analysis**

A Commercial Office Demand outlook was prepared for the Elmira study area by W-ZHA (2016). The City of Elmira is the only City in Chemung County. Over 40% of the jobs in the County are in the City. More than 70% of the jobs in finance and insurance, healthcare and social services and public administration in Chemung County are concentrated in Elmira. Many employees commute from the nearby communities of Horseheads, Big Flats, and other suburban style communities.

**Economic Framework**

Although the last three years have remained stable, Chemung County has seen net loss of jobs for the last 20 years. These losses occurred mostly in manufacturing and government. However, during the last 20 years job gains have occurred in natural resources mining; construction; transportation, warehousing, and utilities; professional and business services; education; health; leisure and hospitality; and other services. During the last five years, transportation, warehousing and utilities, professional and business services and education industries have seen job gains.
Economic Base Today: Industry Clusters

According to the location quotient of Chemung County vs New York State 2015*, Chemung County has industry clusters in mining, quarrying, oil and gas; manufacturing; transportation, warehousing, utilities and retail. Office-inclined industry clusters are not predominant in Chemung County.

Figure 27: Location Quotients Major Industry Sectors - Chemung County vs New York State, 2015

*A location quotient (LQ) is an analytical statistic that measures a region’s industrial specialization relative to a larger geographic unit (in this case the State). A location quotient over 1.0 means that the County has a higher concentration of its jobs in that industry than New York State.

Employment Projections

Projected growth of 625 Jobs over the next ten years are anticipated in Chemung County in the industries of professional and business services along with healthcare and social services. The growth in professional and business service growth will drive office demand.

Figure 28: Employment Projection: Chemung County 2015-2025

Figure 29: Projected Job Change by Industry: Chemung County

Source: W-ZHA
Commercial Office Space Market

Existing Conditions: Elmira’s downtown is the County’s hub for public administration and finance and insurance. According to Pyramid Brokerage, except for headquarter use, most office tenancies in downtown are small (less than 2,000sf).

According to Pyramid Brokerage, tenants will look at downtown but quality office supply is currently limited in Elmira. The downtown lacks state-of-the-art Class A office buildings. Currently, 100 W. Church Street is the premiere office space downtown and it is 100% leased. The majority of office space downtown are older Class B buildings.

Figure 30: Office-Inclined Business Mix by Number of Business Elmira Study Area

Source: Downtown Elmira Business Improvement District; W-ZHA

Office Market Competition Mixed-Use Corning

According to Pyramid Brokerage, most office deals occur in Corning. Corning has mixed-use zoning with an attractive and walkable town center. Corning is also the location of the Corning Museum of Glass and the Corning Corporation. Downtown occupancy is high with average rent priced between $13-14 per square foot.

Office Recommendation

The Study Area is well-positioned to capture a significant share of this projected demand in the Professional and Business Service industries, ambulatory healthcare, and social services over the next decade if there is competitive office supply available.

If Elmira captures 30%-35% capture of total county growth, there is potential for 25,000-30,000sf of general office, and 5,500 – 6,500sf of medical office in the study area over the next 10 years.

To attract office uses, the downtown area requires more residential to create a live/work environment. The city should encourage adaptive re-use of upper floors for residential & new residential development. The city should encourage investment in building conversions to “CoolSpace” for companies interested in unique affordable urban product. Flex office space can be an alternative attractive entry product (low construction cost, competitive rents) for the downtown.
1.6.2. Retail Market Place Assessment

A retail Marketplace Assessment was prepared for the DRI Program by Larisa Ortiz Associates (2016). Downtown Elmira has approximately 316,000 SF of commercial space and its main anchors include the Clemens Center, First Arena, civic buildings, eating establishments and banks. The Commercial District Classification developed by the International Council of Shopping Centers (ICSC) considers shopping areas with 125,000 to 400,000 SF a ‘Large Neighborhood Center’. However in Elmira, the 300,000 SF of commercial space is dispersed throughout the City, and without a clear business node. For that reason, downtown Elmira functions more as a ‘Small Neighborhood Center,’ pulling its primary customers from a 3 mile radius or less.

- At this time main downtown anchors (Clemens Center and First Arena) drive visitation but do not contribute to visitor spending at downtown businesses.

- The majority of downtown customers (56%) are residents, followed by workers (39%). Within 1 mile of downtown, residents and workers drive local demand while students drive niche demand. Successful businesses are those that meet the needs of these market segments.

- There are four retail spaces for lease in Elmira listed on LoopNet, with retail rents ranging from $6 SF/Year to $6.75 SF/Year. In contrast, asking retail rents in Horsehead average $10.70 SF/Yr. and in Corning they range from $8 to $16 SF/Yr.

Downtown storefronts are in mixed condition. The high rate of vacant ground-floor retail spaces and the presence of suburban infill development results in visual and physical discontinuity in the district. Unfortunately, many of these vacant retail spaces are not viable retail spaces and will remain without tenants unless rehabilitated. The presence of a number of buildings of historical value in downtown Elmira, especially properties highlighted for adaptive re-use in the Elmira Refresh Plan, are an asset to be explored.

There are three main competitive districts that compete for customer spending in the area. They include Market Street in Corning, Big Flats Consumer Square, and Horseheads.

- Corning is a regional visitor destination, with Corning Museum of Glass, Rockwell Museum and a number of dining establishments serving as anchors. When contrasted with downtown Elmira, business presence in downtown Corning is concentrated within

Figure 31: Some of the retail establishment in downtown Elmira

Source: Larisa Ortiz Associates
five well-defined blocks along Market Street.

- Big Flats is a retail destination for comparison goods and groceries in the region with anchors that include TJ Maxx, Bed Bath & Beyond, Old Navy and Sam’s Club.

- Horseheads is a dining and retail destination for affordable convenience goods and services with anchors such as Kmart, Bargain Outlet and a number of dining establishments. Like Big Flats, the stores in Horseheads are likely serving the needs of the region’s large middle income population, many of whom seek affordable, convenient “traditional” goods and services that fulfill basic needs.

**Retail Leakage:** The retail study indicates a potential for 30,000sf of new retail could be accommodate in downtown Elmira. An analysis of retail leakage compares the discretionary income of residents within the trade area against the total sales estimated for local businesses, also within the same trade area. A look at the leakage numbers by retail categories reveals that despite overall surplus, there is leakage in a number of retail categories (table 7). The overall surplus is due the presence of large grocery stores in downtown or in its immediate vicinity that capture over $43 million in sales and offset leakage numbers in all other categories. Capture of the leakage translates into 30,000sf of potential new retail.

<table>
<thead>
<tr>
<th>Industry Group</th>
<th>Downtown Study Area</th>
<th>3 mile radius</th>
<th>6 mile radius</th>
</tr>
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<tbody>
<tr>
<td>Furniture &amp; Home Furnishings Stores</td>
<td>$504,219</td>
<td>$1,718,595</td>
<td>$1,086,201</td>
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<td>Furniture Stores</td>
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<td>Home Furnishings Stores</td>
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<td>Electronics &amp; Appliance Stores</td>
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<td>$22,017,127</td>
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<td>Bigg Materials Garden Equip. &amp; Supply Stores</td>
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<td>Food &amp; Beverage Stores</td>
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<td>Grocery Stores</td>
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<td>Beer, Wine &amp; Liquor Stores</td>
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<td>$947,524</td>
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<td>Health &amp; Personal Care Stores</td>
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<td>General Merchandise Stores</td>
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<td>Sporting Goods, Hobby, Book &amp; Music Stores</td>
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<td>$7,345,082</td>
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<tr>
<td>Sporting Goods, Hobby/Musical Instruments Stores</td>
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<td>$4,735,138</td>
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</tr>
<tr>
<td>Book, Periodicals &amp; Music Stores</td>
<td>-$1,069,109</td>
<td>$4,469,469</td>
<td>$1,743,035</td>
</tr>
<tr>
<td>Office Supplies, Stationery &amp; Gift Stores</td>
<td>-$679,303</td>
<td>$2,035,458</td>
<td>$604,306</td>
</tr>
<tr>
<td>Food &amp; Beverage Stores</td>
<td>-$9,781,466</td>
<td>$10,275,713</td>
<td>$17,166,027</td>
</tr>
<tr>
<td>Full-Service Restaurants</td>
<td>-$4,917,097</td>
<td>$10,428,551</td>
<td>$2,110,616</td>
</tr>
<tr>
<td>Limited-Service Eating Places</td>
<td>-$3,833,600</td>
<td>$1,973,757</td>
<td>$18,824,434</td>
</tr>
<tr>
<td>Special Food Services</td>
<td>$49,550</td>
<td>$519,261</td>
<td>$711,799</td>
</tr>
<tr>
<td>Drinking Places - Alcoholic Beverages</td>
<td>-$849,689</td>
<td>$2,246,654</td>
<td>$2,181,977</td>
</tr>
</tbody>
</table>

Source: ESRI Business Analyst, 2016
1.6.3. Housing Demand Assessment

In early 2016 a Downtown Market Rate Housing Analysis Study was completed by Susan Payne. The study projected that there will be a shortage of housing in Elmira in the next decade. Significant demand for market rate housing in Elmira’s downtown will be created by the healthcare and education sectors. This demand will be driven primarily by the on-going recruitment of physicians and healthcare administrators, an increase in medical residents, the presence of the Lake Erie College of Osteopathic Medicine (LECOM) and an anticipated enrollment increase at Elmira College to allow for future off-campus housing.

By the year 2022, the forecast for market rate housing demand is 330 – 400 units, with the largest target market groups being LECOM and Elmira College students. It is important to note that although the maximum forecast for Elmira College students seeking downtown rental housing is 500 by 2027, this does not translate into 500 separate rental units. Rather, it is expected that the actual number of rental units required to meet maximum demand in 2027 would be 130 – 135, with an estimated 120 being college suites designed to accommodate four students each. Another 150-165 units will be necessary to support the housing needs of LECOM students.

Table 8: Projected Annual Occupancy Mixed Based on Number of Target Market Group Tenants: 2027

<table>
<thead>
<tr>
<th>Target Market Group</th>
<th>Forecasted Annual Number of Tenants</th>
<th>Percentage Occupancy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Engineers, IT, scientists and other professionals</td>
<td>10 – 15</td>
<td>2%</td>
</tr>
<tr>
<td>Physicians and other healthcare workers</td>
<td>25 – 40</td>
<td>5%</td>
</tr>
<tr>
<td>Medical residents</td>
<td>20 – 30</td>
<td>4%</td>
</tr>
<tr>
<td>Upper income empty nesters</td>
<td>5 – 10</td>
<td>1%</td>
</tr>
<tr>
<td>Executive and upper management level professionals</td>
<td>15 – 25</td>
<td>3%</td>
</tr>
<tr>
<td>Young professionals and college faculty</td>
<td>35 – 45</td>
<td>5%</td>
</tr>
<tr>
<td>LECOM Students</td>
<td>125 – 150</td>
<td>19%</td>
</tr>
<tr>
<td>Elmira College students (ranging up 2018 – 2027)</td>
<td>275 – 500</td>
<td>61%</td>
</tr>
<tr>
<td>Total</td>
<td>510 – 915</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Downtown Elmira Market Rate Housing Demand Study, 2016

Based on type of unit and monthly rent ranges, demand for rental housing during the period 2017 – 2022 is forecast as:

Table 9:

<table>
<thead>
<tr>
<th>Unit Style</th>
<th>Number of Units</th>
<th>Monthly Rent Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>Studio</td>
<td>25</td>
<td>$550-$695</td>
</tr>
<tr>
<td>Small one bedroom</td>
<td>37 – 42</td>
<td>$725-$850</td>
</tr>
<tr>
<td>One bedroom</td>
<td>68 – 95</td>
<td>$950-$1200</td>
</tr>
<tr>
<td>Luxury one bedroom</td>
<td>11 – 19</td>
<td>$1200-$1475</td>
</tr>
<tr>
<td>Two bedroom</td>
<td>115 – 133</td>
<td>$1300-$1800</td>
</tr>
<tr>
<td>Luxury two bedroom</td>
<td>14 – 22</td>
<td>$1700-$2000</td>
</tr>
<tr>
<td>College student suites</td>
<td>60 – 63</td>
<td>$1800-$2000</td>
</tr>
</tbody>
</table>

Source: Downtown Elmira Market Rate Housing Demand Study, 2016
There are many vacant upper floors in downtown buildings, which could potentially house these new dwellings. In the first quarter of 2016, Fagan Engineering and Elmira Downtown Development conducted a detailed vacancy study of Elmira’s downtown area to determine the extent of the upper story vacancy that still remains. This study revealed that approximately 15% of the total square footage in the Central Commercial district is vacant. Further analysis and on-site inspection of the vacant square footage resulted in identifying those properties that would be best suited to adaptive reuse resulting in new mixed use development projects. Sixteen buildings and one vacant parcel suitable for infill development have been identified as potential development projects to respond to the forecasted demand. These properties would have the capacity to accommodate an estimated 190 – 220 apartment units. The cost of renovation and repurposing of the vacant buildings; however, is not covered by market rate rents. Gap financing is required to complete to renovations.

Figure 32: Sixteen identified buildings and one vacant parcel for infill development
1.7. LOCAL ORGANIZATIONAL FRAMEWORK

1.7.1. Regulatory

The City of Elmira’s downtown area is regulated primarily by the Commercial Business District (CBD) zoning district. The regulations and review procedures for the CBD zoning district were assessed for their effectiveness in fostering new and infill development consistent with the redevelopment and revitalization efforts of Elmira’s downtown core. While the zoning regulations for the City were revised in 2010, there are a few key issues with clarity and organizational structure and processes, which may be acting as a barrier or constraining high quality development in the CBD. The current CBD zoning district does not require or encourage new development in the CBD district to conform with or complement the existing character of the downtown area, which is informed by the existing buildings, streetscapes, and public spaces. While the original intent of the CBD strongly supports regional and local commerce, it does not fully align with the Downtown Revitalization Initiative’s goals to increase walkability and sense of place. There are also constraints caused by a lack of specifications for site layout, architecture, public space, and streetscapes and parking. While the zoning ordinance is well organized in some areas, it lacks organization and clarity in other areas. One such area is in the procedural review processes, particularly within the definition of Major and Minor Projects, the Planning Commission Application and administrative review criteria. Finally, approval processes and responsibilities between the Planning Commission and Zoning Board of Appeals can be cumbersome and redundant. These constraints found throughout the zoning code and its approval processes have led to lengthy delays and frustration on the behalf of developers, property owners and review boards alike.

1.7.2 Assessment of Existing Zoning Code Sections

Although the City’s Zoning Code has been guiding development and regulating land uses throughout the City for over a decade, it has generated some procedural inefficiencies as well as confusion among applicants and staff. The entire Code would benefit from a comprehensive reorganization and update. Below is a summary assessment per ARTICLE.

- **ARTICLE I: DEFINITIONS:** The definition should be updated for purposes of clarifying existing definitions as well as adding new definitions. All definitions should be consolidated under one article for easy reference. With the inclusion of a new section that addresses development standards, such as the proposed Central Business Overlay District, several new terms including: arcade, awning, balcony, canopy, common yard, forecourt, plaza, porch, stoop, and storefronts should be included in the definitions section.

- **ARTICLE II: ESTABLISHMENT OF DISTRICTS AND INTERPRETATION OF DISTRICT REGULATIONS:** An updated set of use-based districts would result in consolidation of existing similar districts and in adding new districts such as mixed-use districts. A newly aligned zoning map should support this update of the zoning districts.

- **ARTICLE III: BULK DENSITY CONTROL REQUIREMENTS:** The existing bulk density control requirements do not provide enough control over architectural design, site layout, and other development standards. This lack of control or guidance over future development is specifically detrimental to the Central Business District. A Central Business Overlay District would be an effective tool for applying specific development standards relative architectural form elements and site layout to the Commercial BB or Central Business District. A proposed Central Business Overlay District is set forth below in recommendation #3.
• ARTICLE IV: SUPPLEMENTARY DISTRICT REGULATIONS: This article should be reviewed for clarity, organization, and improvements in development standards.

• ARTICLE V: SIGNS: This article should be reviewed for clarity, organization, and ease of use.

• ARTICLE VI: PARKING: This article should be reviewed for clarity, organization, and ease of use.

• ARTICLE VII: PROCEDURE FOR USES REQUIRING SPECIAL PERMITS: All review procedures should be consolidated into one article for easy reference for the applicant and staff. The sections that address procedures for obtaining a special use permit should be consolidated with Article X Administration. Additionally, this article should be converted to include all use specific standards and titled “Use Specific Standards”.

• ARTICLE VIII: PROCEDURE FOR PLANNED DEVELOPMENT DISTRICTS: All review procedures should be consolidated into one article for easy reference for the applicant and staff. This article should be consolidated with Article X Administration.

• ARTICLE IX: NONOCONFORMING USES: This article should be reviewed for clarity, organization, and ease of use.

• ARTICLE X: ADMINISTRATION: All review procedures should be consolidated into this article for clarity and easy reference by applicants and staff. Articles VII and VIII should be consolidated into this article, which should be titled “Administration and Review Procedures”.

• ARTICLE XI: AMENDMENTS: This article should be reviewed for clarity, organization, and ease of use.

• ARTICLE XII: MISCELLANEOUS: This article should be reviewed for clarity, organization, and ease of use.

1.7.3. Organizational and Management Capacity

The City of Elmira is in the south-central part of the county, surrounded on three sides by the Town of Elmira. A Mayor heads the City and it has a City Manager form of government. During the DRI Planning process the Mayor, Director of Community Development, and Southern Tier Economic Growth (STEG) provided leadership. Additional support was provided by the Chemung County Department of Public Works and Elmira Downtown Development (EDD). The City has limited staffing resources to apply for grants, examine financial and physical ramifications of potential development opportunities. The City partners with STEG, to apply for grants to facilitate these types of studies. Collectively they are successful at grant applications, but require additional support to evaluate financial proforma for development projects, construction costs, and architectural concepts.

Figure 33: Zoning Map

Source: City of Elmira
1.8. SUMMARY OF CRITICAL ISSUES

Elmira suffered from changes in the region’s economy during latter portion the 20th century. Loss of industrial jobs, the flood of its downtown in 1972, and changes to retail environment contributed to disinvestment. While the once vibrant downtown now consists of many vacant historic buildings, high poverty rates, streets with few pedestrians, and deteriorating infrastructure, improvements in the regional and economy offer opportunities for future revitalization. The underpinnings of an investment strategy are established from growth of industry along the I-86 Corridor, strength in local institutions, and the City’s strong cultural assets. Public meetings held during the DRI Process continue to indicate job growth remains a critical issue. The following is a summary of critical issues.

Population Loss and Population Aging

Over the last 20 years, the City of Elmira and Chemung County have lost population and jobs. The City of Elmira has experienced a gradual population loss that began during the economic recession of the 1970s, when long-established manufacturing employers closed or departed from the City. Data indicates that the population within the City of Elmira will remain stable between 2016 and 2020, with an expected 1.82% decline. However, if current trends continue, the most significant shift in the population mix will take place among those residents under the age of 25, as well as those age 55 and older. The senior population is expected to represent 32% of the population by 2020 with a total of 9,220. The population under the age of 25 is expected to drop from 37% in 2010 to 24% by 2020. This represents a drop from 10,767 to 6,898 during this 10-year period (Downtown Elmira Market Rate Housing Demand Study, 2016).

Poverty

The Elmira Refresh DRI target area includes Census tracts 6, 7, and 10, whose 8,735 residents represent a diverse ethnic composition as well as the highest levels of economic distress within Chemung County. US Census Bureau records indicate that the poverty rate within these tracts is 47.3%.

Figure 34: Poverty Rates by Census Tract

Source: Stantec
Deteriorated Buildings and a Fractured City

The City of Elmira shares many of the economic revitalization challenges typical of former industrial centers throughout the Northeast. The decline of its economy resulted in the fractured City of vacant lots and buildings. Currently, at approximately 15% of the City’s land area, vacant land accounts for the second highest land use after residential. Approximately 15% of the total square footage in the central commercial district is vacant. The buildings, many of historic value, require extensive renovations. The current rental lease rates do not cover the cost of the renovations required.

Limited Offerings

While the City of Elmira has assets such as the Clemens Center, First Arena, Arnot Museum and others, it lacks activities that are essential to an active downtown. There is little retail, dining, or sufficient entertainment to attract residents to live in downtown year-round. Although residential market demand analysis indicates a demand for downtown housing, Elmira lacks the amenities provided in other downtowns to attract potential residents. The few existing business nodes, anchors and destinations that exist are scattered throughout a large geographic area. This fragmentation of commercial, cultural, and recreational activities undermines cross-shopping opportunities, diminishes “sense of place” and discourages visitors and customers who are unable patronize multiple businesses in a single visit.

Lack of a Walkable Environment

The City lacks public spaces and a walkable environment to allow downtown amenities to be interconnected to each other. The City lacks a central public space that can host a variety of activities. Many streets lack adequate pedestrian or bike facilities. These include streets in the DRI focus area as well as major corridors such as Main Street and Lake Street that connect to the adjacent neighborhoods and institutions.

Clemens Center Parkway

Clemens Center Parkway runs north to south through the middle of Elmira dividing the east from the west. High speed of traffic, lack of traffic signals, limited pedestrian facilities and lack of safe crosswalks make the Parkway very difficult to cross. To modify this barrier, the City of Elmira should work closely with NYS DOT to improve pedestrian infrastructure along Clemens Center Parkway.

Disconnection from Chemung River

Following the flood of 1972, a floodwall was constructed on both sides of the Chemung River to protect the City from future flooding events. It is regularly maintained and monitored by the NYS DEC. Floodwall elevations above the floodplain range from 15-20’ and obstruct much of the Chemung River from view. The Chemung River has the potential to be a major component of the public realm for Elmira. The Mark Twain Riverfront Park redesign and the Chemung River Trail Assessment and Comprehensive Master Plan are two planning efforts that share a common vision in encouraging development along the river.

Lack of Appropriate Parking Facilities

Addressing safety concerns and improving connectivity to and from the Centertown parking garage will be critical for fostering a one-stop shop environment where customers can park their car and conduct multiple shopping visits in the same trip. Currently the City is exploring a new Public Parking Rate Program to encourage free, and/or paid short term use of on-street parking and to accommodate long term parking within parking structures.
2. COMMUNITY VISIONS, GOALS AND STRATEGIES

Community Vision, Goals and Strategies

The planning team used existing studies, public input, and Local Planning Committee input to develop the Vision Statement and the Goal and Strategy statements. Draft vision statements, goals and strategies were reviewed by the Local Planning Committee and their comments were incorporated into the final version. At public workshops, residents commented on the vision statement through hand-written survey forms. Figure 35 presents a word cloud prepared from the public’s comments at Elmira DRI Public Meeting 1, on November 10, 2016.
VISION STATEMENT:

The resulting vision statement is as follows:

"Elmira has a dynamic downtown and adjacent neighborhoods, which leverage higher education, the healthcare industry, innovation in advanced manufacturing and unique cultural and entertainment assets. Its walkable historic core is a regional destination for diverse activities, retail, a range of housing options, business opportunities, and celebrates its unique heritage, arts, and waterfront."

GOALS AND STRATEGIES:

Goals and strategies were also reviewed with the Local Planning Committee and reflect comments obtained at public meetings.

Goal: Foster economic growth through job creation, high paying jobs, and skilled workers:

- **Strategy:** Establish programs to grow small business, and downtown retail
- **Strategy:** Increase collaboration between downtown and local institutions
- **Strategy:** Increase opportunities to attract innovative businesses
- **Strategy:** Increase local property tax base

Goal: Develop a high-quality physical environment:

- **Strategy:** Increase downtown housing options with new mixed-use development and existing historical structure renovations
- **Strategy:** Create an identifiable series of walkable urban blocks and public spaces that host a wide variety of activities
- **Strategy:** Improve walkable connections between downtown and adjacent neighborhoods and institutions
- **Strategy:** Provide ongoing management and maintenance for downtown
- **Strategy:** Improve quality of retail and business venues

Goal Strengthen identity celebrating heritage, culture & arts, and new opportunities

- **Strategy:** Strengthen arts and cultural attractions
- **Strategy:** Protect and renovate historical structures
- **Strategy:** Foster public events, and activities
- **Strategy:** Increase the role of the waterfront in downtown
3. Action Plan

3.1 INTRODUCTION

The overall approach for Elmira’s Downtown Revitalization Initiative is defined by two general concepts:

A. Establish a Walkable Urban Center/Downtown

B. Connect Downtown to Adjacent Neighborhoods

A. Establish a Walkable Urban Center/Downtown

In the City of Elmira, existing business nodes, anchors, and destinations are scattered throughout the City. As a result, Elmira lacks a readily identifiable City center. The high rate of vacant ground-floor retail spaces, vacant lots, and the presence of suburban infill development further fragment the downtown. This fragmentation diminishes the sense of place, discourages walking, undermines cross-shopping opportunities, and discourages downtown residential uses.

One of the first steps in DRI Planning process was to define the location of a walkable City center. This center was established with guidance from the community and the Local Planning Committee. In the first public meeting held on November 10, 2017, the planning team asked the community to identify areas for new development. Participants used red and yellow adhesive dots on maps to indicate where they would like to see new stores, redevelopment efforts, new restaurants, and open spaces with the diverse mix of uses. The community identified an area comprised of a few blocks around Clemens Center Parkway, Main Street, College Avenue, Water Street, and Gray Street.

Most of the dots in the area are within a five-minute walking distance from one another, verifying the DRI boundary a core area of approximately 1/4 of a mile radius, shown in figure37. Projects incorporated into the DRI...
Plan are designed to strengthen the diversity of destinations and activities within the walking distance radius. Elmira is fortunate to have a series of assets upon which to structure a walkable City center. These include the Clemens Center which attracts over 80,000 patrons annually; the First Arena on Main Street which attracts several thousands of visitors; the Centertown Parking Structure which holds 735 parking spaces, and the Mark Twain Riverfront Park. By fostering new uses in this area such as housing, retail, and commercial establishments and by connecting these various assets with improved public spaces and walkable connections, Elmira can create a vibrant downtown that becomes a regional destination.

The projects that help create a vibrant walkable urban center are:

- Establish Elmira Small Business Revolving Loan Fund
- Develop Downtown and Regional Signage
- Improve Downtown On-Street Parking
- Develop West Water Street Parking
- Activate Buildings in Downtown Elmira
- Develop West Water Street Mixed-use Development
- Build Elmira Clemens Square
- Renovate Lake Street Pedestrian Bridge
- Renovate Centertown Parking Garage
- Develop Elmira Riverfront Boardwalk
- Improve Downtown Zoning
- Develop Branding & Marketing for Downtown Elmira

Summaries of each of these projects are described on the following pages. Map of projects are shown in figures 39 and 40.
**Support for Small Businesses**
- Establish Elmira Small Business Revolving Loan Fund
- Develop Downtown and Regional Signage
- Improve Downtown On-Street Parking
- Develop West Water Street Parking

**Activate Buildings in Downtown Elmira**

**Build Elmira Clemens Square**

- Develop West Water Street Mixed-use Development
- Improve Clemens Center Parkway
- Improve Main Street
- Renovate Lake Street Pedestrian Bridge
- Renovate Centertown Parking Garage
- Develop Elmira Riverfront Boardwalk
Figure 40: Identified Projects, Key Map

- Support for Small Businesses
- Activate Buildings
- Improve Main Street
- Clemens Square
- Source: Stantec

Source: Stantec
3.2 ACTION PLAN PROJECT SUMMARIES

The Following are summaries of each project recommended for DRI funding by the Local Planning Committee.

A. Projects that Establish a Walkable Urban Center/ Downtown

**Establish Elmira Small Business Revolving Loan Fund, DRI Funding $600,000**

The initiative provides small loans to owners of existing buildings within the DRI area who demonstrate commitment to renovate existing retail and commercial storefronts and spaces. Many existing properties located along Main Street are in need of renovation. The cost of renovation of these older structures to meet contemporary standards is not fully covered by the current rental rates of the Elmira marketplace. This initiative will provide a gap financing measure in the form of a revolving loan fund to allow necessary renovations to occur. Revolving Loan Funds (RLFs) rely on interest and principal payments from existing loans to replenish the fund in order to issue additional new loans.

**Develop Downtown and Regional Signage, DRI Funding $230,000**

Proposed new signage is a coordinated system of signs placed at strategic regional locations and within the City to guide visitors to downtown businesses. The signs could work as advertisement to increase visibility of businesses within DRI area. Currently, Elmira’s downtown has minimal signage and wayfinding. There is very little information available to orient visitors and limited advertisement for retailers, small businesses, historical features, institutions, and public facilities. The signage project addresses two scales of wayfinding: Regional Signage and Downtown District Signage. The Regional Signage includes placement of directional markers along major regional roads and at other regional destinations. The Downtown District Signage places signage and wayfinding downtown and includes directional signage for groupings of stores, wayfinding for public parking, public venues, and historic district signage. The two signage programs will increase awareness of Elmira’s offerings. This will help to increase visitation to local businesses. The project will result in increased retail sales and improved perception of downtown.

**Improve Downtown On-Street Parking, DRI Funding $75,000**

This project allots funding to improve on-street parking in Elmira downtown core. The City has parking meters on most streets, many set to 1 hour durations that discourage patronage of downtown businesses. Many of these are also broken and are utilizing antiquated technology. The City commissioned a parking plan in 2016 which includes removal of existing meters and alternatives for improvements. The new parking strategy will provide more convenient parking for all visitors to the downtown and increased patronage of local stores and businesses.

**Develop West Water Street Parking, DRI Funding $250,000**

The project provides funding to reconfigure and increase public parking to accommodate new and existing mixed-use development. The project adds on-street parking on portions of Water Street where limited parking currently exists. The parking will serve local businesses on Water Street and allow surface parking lots in other locations to be developed for new uses.

**Activate Buildings in Downtown Elmira, DRI Funding $2,000,000**

The initiative provides grants to owners of existing buildings within the DRI area who demonstrate commitment to renovate buildings to accommodate Elmira’s unmet housing needs, ground floor retail, and
commercial business needs. A 2016 Elmira Residential Market Demand Analysis demonstrates a need for approximately 330-400 market rate units of apartments by 2022. Many existing properties in Elmira have vacant or underutilized upper floors, and the cost of renovation of these older structures to meet new housing demand and modern building code is not supported by the current apartment rental rates in Elmira. Retail establishments in downtown Elmira are hindered by a general lack of maintenance throughout the downtown, un-renovated spaces, and interior utility services that do meet current building code requirements. Current retail lease rates do not cover the cost of renovation by either the building owner or the tenants. This initiative will provide funding to allow necessary renovations to occur.

Develop West Water Street Mixed-use Development, DRI Funding $4,300,000

The project is a mixed-use residential and retail development on a vacant lot located at the center of Elmira’s proposed revitalization target area. The project includes a new four-story building with 54 market rate apartment units, 16,700 sq. ft. of retail/commercial space on the ground floor and outdoor landscaping with amenities. The proposal for new dwellings is supported by the Market Rate Housing Demand Study of 2016. The project enhances Elmira’s downtown by creating an active 18-hour environment of commercial, retail, and residential uses.

Build Elmira Clemens Square, DRI Funding $1,250,000

The project includes extensive renovation of an unused linear public space that was the former location of Market Street in the heart of the Elmira’s downtown. Clemens Square will become a walkable and inviting public space that links some of the City’s most important assets. It will knit together Clemens Center, First Arena, and Main Street along with new projects such as the West Water Street Mixed-use Development, several renovated historical buildings, and the renovated Centertown Parking Structure. The new Clemens Square will connect businesses and institutions and encourage visitors to explore the new offerings in downtown. It will be an adaptable space with programs and events all year around. The design will have simple visual clarity, authentic quality materials, public art components, and high quality lighting to provide a pleasant and safe public space for the residents and visitors of downtown Elmira.

Renovate Lake Street Pedestrian Bridge, DRI Funding $750,000

Lake Street Bridge is situated adjacent to the Mark Twain Riverfront Park and connects downtown Elmira to the south side neighborhoods and a designated Brownfield Opportunity Area. The bridge was built in 1960, but has been closed to vehicular traffic since March 2011 due to the structural concerns. The rehabilitation of the Lake Street Bridge as a pedestrian connection between the north and south banks of the Chemung River enhances the downtown environment and provides scenic vistas for public use and enjoyment. The reopening of the bridge as a pedestrian promenade will spur development of several underutilized and vacant properties along both Lake Street and Water Street.

Renovate Centertown Parking Garage, DRI Funding $1,000,000

The renovations to the 40-year-old Centertown public parking garage with a 735-car capacity will result in a safer and aesthetically pleasing parking structure that serves tourists and residents visiting downtown businesses or attending events. While many residents complain there is lack of convenient parking to support existing businesses and Clemens Center visitors, this parking structure is often partially unused due to its disrepair, security concerns, and poor lighting quality. Repairs include new lighting, new windows in stairways, façade improvements, and security features. This project reinforces this garage as an asset and will decrease reliance on surface-level parking to allow for development.
Develop Elmira Riverfront Boardwalk, DRI Funding $550,000

Elmira’s Mark Twain Riverfront Park requires improvements to reestablish a strong connection between the Chemung River and the adjacent downtown core. The river is currently screened from view by a flood barrier controlled by New York State Department of Environmental Conservation (NYS DEC). The project includes construction of an elevated boardwalk park that will allow views over the wall to the Chemung River. This will attract visitors and patrons to downtown Elmira. The project will include redesign of public space, new seating, planters, and artwork. The boardwalk will not touch or stress the existing flood barrier or place undue structural loads on it. The design accommodates the option for a stair down to the river plain.

Improve Downtown Zoning, DRI Funding $150,000

The City of Elmira’s downtown area is regulated primarily by the Commercial Business District (CBD) zoning district. The planning team assessed the regulations and review procedures for the CBD zoning district for their effectiveness in fostering new and infill development consistent with the redevelopment and revitalization efforts. While the original intent of the CBD zoning strongly supports regional and local commerce, it does not fully align with the Downtown Revitalization Initiative’s goals to increase walkability and sense of place. Nor does it require or encourage new development to conform with or complement the existing character of the downtown area. Furthermore, the existing review procedures are cumbersome and redundant due to unclearly defined terminology. DRI-recommended changes include the creation of a Form-Based Overlay District to guide revitalization of the downtown area. This overlay district should have clear standards and terminology for desired building and architecture, public space and streetscape, parking and circulation, and planting and grading. Recommendations intended to increase the predictability of the review process through refined definitions, guidance materials, new and streamlined administrative procedures, and refined responsibilities for the Planning Commission and Zoning Board of Appeals.

Develop Branding & Marketing for Downtown Elmira, DRI Funding $150,000

The project is designed to improve the visibility of Elmira’s downtown and small businesses in a broader region. Currently, there is very little information available to attract visitors and limited advertisement of retailers, small businesses, historical features, institutions, and public facilities. The Branding Project will develop a marketing theme and materials, and a media network within which to regularly disseminate marketing materials for the downtown. The project will result in increased retail sales, commercial business opportunities, and improved perception of downtown. The project will coordinate with and enhance companion projects already established by Elmira Downtown Development and the Chamber of Commerce. It will be closely coordinated with the proposed signage project.
B. Projects that Connect Downtown to Adjacent neighborhoods

Connecting downtown to adjacent neighborhoods is necessary to support the City’s overall health. The DRI plan strengthens links between the downtown core and adjacent neighborhoods. These include improvements to Clemens Center Parkway, the Cultural Connector along Main Street, and the Creative Corridor along Lake Street. The Cultural Connector transforms Main Street into pedestrian and bike oriented spine that links Elmira College to downtown. The Creative Corridor, not included for DRI funding, will provide pedestrian and bike improvements to link arts and cultural institutions and a variety of neighborhoods. Summaries of each of these projects are described in the following text and shown in figure 41.
Project Summaries (continued)

The Following are summaries of projects recommended for DRI funding by the Local Planning Committee that connect downtown.

**Improve Clemens Center Parkway, DRI Funding $1,000,000**

Clemens Center Parkway is a four-lane divided highway that cuts through the center of Elmira. Due to the width and lack of traffic signals, cars travel at a speed that makes the Parkway unsafe to cross. Many patrons of the Clemens Theater choose to park across the street at the Chemung Canal Trust parking lot and attempt a dangerous mid-block crossing. This project allots funding to calm traffic and improve pedestrian safety on Clemens Center Parkway between Water Street and Church Street.

**Improve Main Street, DRI Funding $1,000,000**

This project allots funding to retrofit Main Street between 3rd Street and Water Street. When implemented the Main Street Project will complete Elmira’s long-term plan for the “Cultural Connector” which links Elmira College and potential future home of the proposed Lake Erie College of Osteopathic Medicine (LECOM) facility to the City’s central business district. The linkage on northern end of Main Street between Elmira College and Downtown to 2nd street will be under construction in 2018. The current street configuration limits safe pedestrian crossing in the downtown core. Changes to the street will improve pedestrian links between downtown and Elmira College, enhance bike access, and encourage the spread of economic growth to multiple portions of downtown. Renovations may occur in two phases. The initial phase funded by DRI includes roadway narrowing improvements such as bulb-outs, improved cross walks, parallel parking, bike lanes, and planters that can each be implemented within a short time frame. Longer-term improvements include construction of new sidewalks, curb realignments, street lights, and street furniture.

3.3 ADDITIONAL PROJECTS (NON DRI FUNDING)

Introduction

The Elmira Local Planning Committee has strategically focused on shovel-ready and catalytic projects within a concentrated area of the downtown. Together, these projects are expected to have an unprecedented and transformative impact on downtown. While the LPC proposed only a few additional projects for other (non-DRI) funding, most of the projects recommended for DRI funding will have future phases or other related components that will need additional support. The initial DRI investments will result in new development interest and opportunities that will continue to advance the vision for downtown Elmira.

Projects recommended for DRI funding with future phases or additional components include rehabilitation of existing buildings, adaptive reuse of vacant/underutilized buildings, and in-fill development on vacant lots. Further investments in these activities will result in additional housing and employment opportunities and new or expanded existing downtown businesses. Continued investment could be in public art, public spaces, pop-up events, tactical urbanism, and other programming. The continued enhancement of Mark Twain Riverfront Park, future Complete Streets phases, and additional signage and marketing efforts will build upon the DRI efforts to create a vibrant and attractive downtown where people want to live, work, and visit.

The following additional projects were identified by the LPC as important to fulfilling the vision for a vibrant downtown. Although the projects have not been recommended for DRI funding, the City of Elmira will work with local, regional and State partners to advance them.
Makerspace

This project proposes a small-scaled workshop space for area craftsman and start-up businesses. Makerspaces combine manufacturing equipment, community, and education for the purposes of enabling community members to design, prototype, and create manufactured works that wouldn’t be possible to create with the resources available to individuals working alone. The space can be programmed differently to aid different types of small-scale manufacturing, or as tenant “makers” change. The location of the space and an operator for the facility have yet to be determined.

Improve Lake Street as a Complete Street

This project envisions the revitalization of Lake Street between Water Street and East Washington Avenue. When implemented, the Lake Street Complete Street Project will fulfill Elmira’s long-term plan for the “Creative Corridor.” The corridor links several cultural institutions and residential neighborhoods to the City’s central business district. The current street has broken sidewalks, poor crosswalks, and limits safe pedestrian passage into the downtown core. Renovation of the street will increase pedestrian activity between downtown and adjacent neighborhoods, enhance bike access, and encourage the spread of economic growth to multiple portions of downtown. Renovations may include bulb-outs, improved crosswalks, parallel parking, bike lanes, and planting areas that can each be implemented within a short time frame for relatively low cost. Additional improvements include construction of new sidewalks, curb realignments, new street lights and street furniture.

Activate an Outdoor Business Incubator under the Promenade

Summary Description: The existing pedestrian promenade under the railroad viaduct is one of Elmira’s valuable but underutilized assets. It is newly renovated and is an ideal outdoor space that can be used as an exciting marketplace incubator for start-up businesses. It was previously permitted to be used as an outdoor market and public space but was not highly used due to the lack of funding for management. This project allots funding to manage an outdoor market to support 20-40 local businesses. The promenade has a great potential to animate downtown, attract visitors and new residents, and support local businesses at a relatively low cost.

Identification of Responsible Parties: The City of Elmira will have jurisdiction over Promenade management. The City will also manage the space in collaboration with the City’s BID, Elmira Downtown Development.

Capacity: The City of Elmira lacks financial capacity to manage the outdoor market. This lack of funding is why the market has not operated on a regular basis. The funding for the project is directed to management of this valuable centrally-located marketplace venue.

Project Partners
The primary project partner will be the City of Elmira
Elmira Downtown Development (EDD)

Catalytic/ transformative nature: Commercial Demand and Retail Market Analysis prepared for this DRI in 2016 shows opportunities for several types of downtown retail businesses to service customers who now shop elsewhere. According to Elmira retail market analyses, estimated retail rents range between $10 – $13.5 per square foot per year. This is not affordable for many local small businesses. As a result, many individuals are currently working from home but are looking for an affordable space to sell their products, to be more visible to residents who are looking for more shopping options. If well managed, the promenade can provide opportunities for 20-40 start-up businesses at a relatively low cost. An estimated $100,000
in funding would support a management position for at least 5 years. With proper management, the promenade has the potential to become a game changer project for downtown Elmira. The Promenade will be an animated space that helps activate the outdoor pedestrian environment in downtown Elmira. It will assist new and existing businesses and will serve as an amenity to existing culture and recreational offerings. It will also increase recreational offerings for Clemens Center and First Arena visitors. Activities as such as the promenade are required in order to attract residents to downtown living. As a result it is part of a downtown residential growth strategy, and it makes a fun, community-oriented place in Elmira’s downtown.

Financial and economic benefits: The project proposes $100,000 funding to manage an outdoor market at the Promenade. Using the Promenade as an outdoor market and business incubator space can support 20-40 local businesses. Located in the heart of the downtown the project has the potential to catalyze further investment in downtown Elmira. It will also promote retail density and continuity that will result in creating new jobs. This project creates a good return in supporting new and existing jobs for each dollar of public funds invested.

Drinking Water Supply Improvements

Summary Description: The Elmira Water Board (EWB) provides public water supply to the City and surrounding Towns and Villages. Approximately 2.26 billion gallons of water were pumped, treated, and distributed in 2014 to provide service to 17,468 accounts with an estimated population of 52,493 via a distribution system containing 225 miles of water mains, 1,245 hydrants, and several thousand valves and service lines. Much of the existing system consists of cast iron water mains that are greater than 100 years old. Redevelopment of the downtown core cannot proceed without the replacement of these water mains because the iron pipes are corroding and subject to ruptures. EWB currently budgets approximately $500,000 a year for capital projects to replace system elements. EWB is submitting an application with five project components for the third round of NYS Water Grants in 2017 in response to much needed infrastructure upgrades to support the DRI projects. The project elements are summarized as follows:

Project 1: Lead Lateral/Meter Replacement – Acceleration of the EWB lead lateral replacement program. A total of over 1,300 lead services lines have been replaced over the last 25 years. This element is the replacement of remaining 1,400 lead service laterals with copper service pipe.

Project 2: 30” High Reservoir Transmission Main Replacement – All of the EWB raw water is processed through the filter plant located at the west end of Reservoir Street. The purified drinking water from the plant is pumped to the High Service Reservoir, located on the same site as the plant. The reservoir provides gravity pressure to the EWB distribution system. The 30” transmission main connecting the reservoir to the distribution system was installed in 1911. This vintage 1911 pipe is the only connection between High Service Reservoir and the entire EWB distribution system. The total length to be replaced is 1,455 feet, and includes approximately 780 feet on a steep hillside with a creek crossing at the bottom, and 675 feet over a relatively flat, open area on the east side of the creek. This project includes a flow meter and vault on the west side of the creek.
Project 3: Harmon Street Chemung River Crossing – The 16” Harmon Street Chemung River water supply pipe crossing runs from the intersection of College Avenue and West Water Street on the north side of the Chemung River to the south side of the River. The original cast iron crossing was installed in the late 1800’s, and consisted of 16” unlined cast iron leaded ball-joint pipe. The length of the crossing is approximately 1,300 feet. About 725 feet was replaced in the River in two phases in 1997 and 1998. The remaining portions consist of approximately 340 feet on the south side of the River and about 240 feet from the connection in the north river. Both remaining sections are required to cross under flood walls that were built in the 1940’s. This connection provides public water to the southern portion of the Elmira Refresh zone.

Project 4: Madison Avenue Chemung River Crossing – The 10” Madison Avenue Bridge Chemung River water supply crossing was installed in the late 1800’s. However, it was abandoned due to damage in the 1972 flood. This has left the EWB with only two operational crossings, located in the approximately the center and western region of the south side distribution system. An additional 12” at the Madison Avenue location would provide redundancy and hydraulically reinforce the eastern area of the south side distribution system. The total length is approximately 1,020 feet.

Project 5: 16” Water Street Distribution Main Replacement – The water main on West Water Street from Church Street on the west to just east of Judson Street on the east needs replacement. The portion from Walnut Street on the west to Madison Avenue on the east is the oldest section. It is 12” cast iron from Walnut Street to College Avenue, 16” cast iron from College Avenue to Lake Street, and then 12” cast iron from Lake Street to Madison Avenue. This water main was installed no later than the 1890’s. The total length from Walnut Street to Madison Avenue is approximately 5,200 ft. The full-length replacement main will be 16” diameter ductile iron. This will include replacement of hydrants and hydrant laterals with valves, and approx. eight main line valves, with tie-ins to existing water mains at each intersection. This will improve the hydraulics on West Water Street between Walnut and Madison Avenue. This connection will also strengthen the hydraulic characteristics east of Madison Avenue by providing continuity in the larger transmission mains coming from Hoffman Street to Logan to Fifth Street and down College Avenue to the intersection at Water Street, feeding the area east of Madison that includes large volume users such as the Chemung County Nursing Home, NYS Psychiatric Center, St. Joseph’s Hospital, Kennedy Valve, the Holiday Inn, and Bragg Towers. Water Street through this section of the City is scheduled in 2017 to be reconstructed as part of the URI for the downtown core. The replacement of these 120+ year water mains must be performed at this time to accommodate the downtown redevelopment.

Identification of Responsible Parties: The Elmira Water Board is the project sponsor with long-term financing from the NYS Environmental Facilities Corporation (NYSEFC) and 2017 grant from the NYS Department of Health (NYSDOH).

Funding: The Elmira Water Board will leverage this two-year project as follows:

- NYSEFC Long-Term DWSRF Financing: $4,098,426
- 2017 NYS Water Grants – Round Three: $3,000,000
- Elmira Downtown Revitalization Initiative: $0

Total: $7,098,426

Project Partners: The primary project partner will be the Elmira Water Board with the City of Elmira and STEG.
Capacity: The Elmira Water Board has the capacity of initiating this accelerated infrastructure improvement project utilizing existing professional staff supplemented with their current engineering consultant.

Catalytic/ transformative nature: The replacement of critical, aging, below grade infrastructure elements will ensure the success of the Elmira DRI especially with the construction of the West Water Street Development and associated complete street improvements.
### 3.4 ACTION PLAN CHART OF PROJECTS

Table 10: Action Plan Chart of Projects

<table>
<thead>
<tr>
<th>Project Title</th>
<th>Description</th>
<th>Responsible Party</th>
<th>Estimated Cost</th>
<th>Timeframe for Implementation</th>
<th>DRI Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Goal: Economic Growth: job creation, high paying, jobs, and skilled works</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Strategy: Establish programs to grow small business, and downtown retail</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Establish Elmira Small Business Revolving Loan Fund</td>
<td>Small loans to owners of existing buildings to renovate existing retail storefronts and spaces</td>
<td>-City of Elmira, -NYS</td>
<td>$600,000</td>
<td>Starts Year 1, Endures 3 years or Unlimited</td>
<td>$600,000</td>
</tr>
<tr>
<td>Develop Downtown and Regional Signage</td>
<td>Improve the visibility of small businesses and advertise Elmira to a broad region</td>
<td>-City of Elmira - EDD - County Public Works</td>
<td>$230,000</td>
<td>Construction starts year 1, 2 years to complete</td>
<td>$230,000</td>
</tr>
<tr>
<td>Improve Downtown On-Street Parking</td>
<td>New public parking rate program for short-term use of on-street parking spaces</td>
<td>-City of Elmira</td>
<td>$75,000</td>
<td>Starts Year 1, 2 years to complete</td>
<td>$75,000</td>
</tr>
<tr>
<td>Develop West Water Street Parking</td>
<td>Reconfigure and add on-street parking that will serve local businesses</td>
<td>-City of Elmira - County Department of Public Works</td>
<td>$250,000</td>
<td>Starts Year 1, 18 months to complete</td>
<td>$250,000</td>
</tr>
<tr>
<td>Activate and Outdoor Business Incubator under the Promenade</td>
<td>Manage an outdoor market and business incubator at the Railroad Viaduct</td>
<td>City of Elmira</td>
<td>$100,000</td>
<td>Unknown</td>
<td>$0,00</td>
</tr>
<tr>
<td>Provide Small Business Technical Support</td>
<td>Provide much needed technical assistance to the area’s small businesses</td>
<td>City of Elmira</td>
<td>Unknown</td>
<td>Unknown</td>
<td>$0,00</td>
</tr>
<tr>
<td>Project Title</td>
<td>Description</td>
<td>Responsible Party</td>
<td>Estimated Cost</td>
<td>Timeframe for Implementation</td>
<td>DRI Funding</td>
</tr>
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</tr>
<tr>
<td><strong>Strategy: Increase opportunities to attract innovative businesses</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Makerspace</td>
<td>Support for small manufacturing establishments to be located in vacant storefronts</td>
<td>-City of Elmira,</td>
<td>Unknown</td>
<td>Unknown</td>
<td>$0,00</td>
</tr>
<tr>
<td><strong>Goal: High-quality physical environment</strong></td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td><strong>Strategy: Increase Downtown housing options with new mixed-use development and existing historic structure renovations</strong></td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Activate Buildings in Downtown Elmira</td>
<td>Grants to owners of existing buildings to renovate to accommodate housing and retail needs.</td>
<td>-City of Elmira -Property owners as listed in profile</td>
<td>$6,000,000</td>
<td>Construction starts year 1, Full implementation 2-3 years</td>
<td>$2,000,000</td>
</tr>
<tr>
<td>Develop West Water Street Mixed-use Development</td>
<td>New mixed-use residential and retail development on vacant downtown parcel</td>
<td>-City of Elmira -Private developer -STEG</td>
<td>$13,831,863</td>
<td>Starts Year1, 18 months to complete</td>
<td>$4,300,000</td>
</tr>
<tr>
<td><strong>Strategy: Create an identifiable series of walkable urban blocks and public spaces that host a wide variety of activities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Improve Downtown Zoning</td>
<td>Create a Form-Based Overlay district to guide revitalization of the Downtown area</td>
<td>-City of Elmira</td>
<td>$150,000</td>
<td>3-60 Months</td>
<td>$150,000</td>
</tr>
<tr>
<td>Project Title</td>
<td>Description</td>
<td>Responsible Party</td>
<td>Estimated Cost</td>
<td>Timeframe for Implementation</td>
<td>DRI Funding</td>
</tr>
<tr>
<td>----------------------------------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
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</tr>
<tr>
<td><strong>Strategy: Improve walkable connections between downtown and adjacent neighborhoods and institutions</strong></td>
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</tr>
<tr>
<td>Build Elmira Clemens Square</td>
<td>Renovate a central public space which connects Clemens Center, First Arena, Main Street, Parking Garage, and small businesses</td>
<td>-City of Elmira - EDD</td>
<td>$1,250,000</td>
<td>Starts Year 1, 18 months to complete</td>
<td>$1,250,000</td>
</tr>
<tr>
<td>Improve Clemens Center Parkway</td>
<td>Retrofit Clemens Parkway between Water St and Church St to increase pedestrian safety and encourage spread of economic growth to multiple portions of downtown</td>
<td>-City of Elmira - NYS DOT</td>
<td>$2,500,000</td>
<td>4 years</td>
<td>$1,000,000</td>
</tr>
<tr>
<td>Improve Main Street</td>
<td>Retrofit Main St between 3rd St and Water St and complete the Cultural Connector.</td>
<td>-City of Elmira</td>
<td>$1,000,000</td>
<td>1-2 years</td>
<td>$1,000,000</td>
</tr>
<tr>
<td>Improve Lake Street as a Complete Street</td>
<td>Complete Elmira’s long-term plan for the “Creative Corridor” on Lake Street</td>
<td>-City of Elmira</td>
<td>$4,000,000</td>
<td>Unknown</td>
<td>$0,00</td>
</tr>
<tr>
<td>Renovate Lake Street Pedestrian Bridge</td>
<td>Restore the Lake Street Bridge for pedestrian and bike traffic only</td>
<td>-City of Elmira - County Department of Public Works - NYS DOT</td>
<td>$3,250,000</td>
<td>2 Years</td>
<td>$750,000</td>
</tr>
<tr>
<td><strong>Strategy: Improve quality of retail and business venues</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Renovate Centertown Parking Garage</td>
<td>Renovate existing parking garage to attract patrons to Downtown businesses</td>
<td>-City of Elmira</td>
<td>$1,340,000</td>
<td>1.5-2 years to complete</td>
<td>$1,000,000</td>
</tr>
</tbody>
</table>
### Goal: Strengthen identity celebrating heritage, culture & arts, and new opportunities

#### Strategy: Strengthen arts and cultural attractions

<table>
<thead>
<tr>
<th>Project Title</th>
<th>Description</th>
<th>Responsible Party</th>
<th>Estimated Cost</th>
<th>Timeframe for Implementation</th>
<th>DRI Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Develop Branding &amp; Marketing for Downtown Elmira</td>
<td>Brand and advertise downtown Elmira to a region.</td>
<td>City of Elmira</td>
<td>$150,000</td>
<td>1-5 Years</td>
<td>$150,000</td>
</tr>
</tbody>
</table>

#### Strategy: Increase role of waterfront in downtown

<table>
<thead>
<tr>
<th>Project Title</th>
<th>Description</th>
<th>Responsible Party</th>
<th>Estimated Cost</th>
<th>Timeframe for Implementation</th>
<th>DRI Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Develop Elmira Riverfront Boardwalk</td>
<td>Construct a new elevated boardwalk park that allow views of the Chemung River</td>
<td>City of Elmira</td>
<td>$550,000</td>
<td>Starts Year1, 18 months to complete</td>
<td>$550,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Project Title</th>
<th>Description</th>
<th>Responsible Party</th>
<th>Estimated Cost</th>
<th>Timeframe for Implementation</th>
<th>DRI Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water Improvements</td>
<td>Replace water mains and system elements in downtown core</td>
<td>City of Elmira</td>
<td>Unknown</td>
<td>Unknown</td>
<td>$0,00</td>
</tr>
</tbody>
</table>
4. MANAGEMENT STRUCTURE

4.1 INTRODUCTION

A sound management structure will be required to implement the wide variety of DRI funded projects and affiliated non-DRI funded projects. Project management will require coordination among City, County and State agencies, as well as collaboration among public, private and non-profit sectors. Several projects will require added technical support. Following is a summary of City management support for DRI and additional recommended support.

4.2 ADMINISTRATION OF PUBLIC PROJECTS

The City of Elmira will serve as grant administrator for most public projects, including all public infrastructure and public space projects, parking projects, signage projects, marketing and branding, and rezoning. While the revolving loan fund will benefit private properties, it will be managed by the City. All projects will require a contractual agreement with a designated NYS agency. Many of the following City and County agencies and community organizations have participated in the DRI Planning process and may be involved in the implementation of projects:

- Mayor and City Council
- City Manager
- City of Elmira Department of Community Development
- STEG
- Chemung County Legislature
- Chemung County Department of Public Works
- Elmira Downtown Development (EDD)
- Chemung County Chamber of Commerce
- Chemung County Planning Board
- Chemung County Industrial Development Agency
- Chemung County Land Bank

Additional oversight, support and approvals will be provided by several of the City’s Boards and Commissions, including:

- Zoning Board of Appeals
- Planning Commission
- Historic Preservation Commission
- Traffic Coordinating Board

Large public projects such as Clemens Square are proposed to include funding for a manager or local entity to manage the project on behalf of the City. The project manager’s responsibilities will require assembling RFP’s for consultants, contractor procurement, and construction management. They will monitor progress of the projects to ensure the City receives the quality of work it has commissioned.

4.3 ADMINISTRATION OF PRIVATE PROJECTS

Projects that involve construction and rehabilitation of privately owned properties will be managed by the local project sponsor through direct contract with an overseeing NYS agency such as Empire State Development, Homes and Community Renewal. As noted previously,
the revolving loan fund will be managed by the City of Oneonta. Private development projects will need to obtain all required local, State and other permits and approvals.

4.4 PROJECT IMPLEMENTATION TIMELINE

Table 11 is a chart of anticipated DRI project timeframes for both public and privately led projects.

All projects recommended for DRI funding can be initiated immediately, although it should be noted that Main Street and Clemens Center Parkway improvements are second tier priorities that should be implemented following all other projects.

<table>
<thead>
<tr>
<th>Implementation: Phasing</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1 Year</strong></td>
</tr>
<tr>
<td>Establish Elmira Small Business Revolving Loan Fund</td>
</tr>
<tr>
<td>Develop Downtown and Regional Signage</td>
</tr>
<tr>
<td>Improve Downtown On-Street Parking</td>
</tr>
<tr>
<td><strong>1-3 Years</strong></td>
</tr>
<tr>
<td>Develop West Water Street Mixed-use Development</td>
</tr>
<tr>
<td>Build Elmira Clemens Square</td>
</tr>
<tr>
<td>Renovate Centertown Parking Garage</td>
</tr>
<tr>
<td>Develop Elmira Riverfront Boardwalk</td>
</tr>
<tr>
<td>Renovate Lake Street Pedestrian Bridge</td>
</tr>
<tr>
<td>Improve Main Street</td>
</tr>
<tr>
<td>Improve Downtown Zoning</td>
</tr>
<tr>
<td>Develop West Water Street Parking</td>
</tr>
<tr>
<td><strong>1-5 Years</strong></td>
</tr>
<tr>
<td>Activate Buildings in Downtown Elmira</td>
</tr>
<tr>
<td>Improve Clemens Center Parkway</td>
</tr>
<tr>
<td>Develop Branding &amp; Marketing for Downtown Elmira</td>
</tr>
</tbody>
</table>

Source: Stantec
5. PUBLIC INVOLVEMENT

5.1 INTRODUCTION

The DRI Planning process engaged the Elmira community through stakeholder interviews, public meetings, collaboration with the Local Planning Committee, and on-line forums. Key stakeholders were interviewed either individually or in small groups. The general public was invited to participate in a series of two public meetings. Five Local Planning Committee public meetings offered opportunities for detailed discussion of various revitalization strategies and allowed for public input. The input from these meetings was incorporated into the DRI plan on an ongoing basis.

5.2 STAKEHOLDER DEBRIEFS

At the beginning of the planning process, the planning team met with stakeholders one-on-one or in small groups. Key stakeholders included land owners, developers, business leaders, public officials, and downtown residents. The list of interviewees was assembled with City leadership and the Local Planning Committee (LPC). The meetings commenced in early October. Members of the planning team were the interviewers, who met with stakeholders to gather local points of view and insights into downtown’s opportunities and needs.

5.3 LOCAL PLANNING COMMITTEE

Five public meetings of the Local Planning Committee (LPC) were held during the DRI planning process. The LPC included representatives from business, academia, healthcare, non-profit organizations, government, the downtown residential community, development groups and other local stakeholders. The LPC provided comments on the consultant team’s work to guide the formation of the plan. The LPC also shared information about the DRI with their networks and communities. Members of the LPC played an important role in ensuring that the DRI plan was grounded in the values and aspirations of the Elmira community by donating their professional expertise, knowledge of Elmira, and dedication of time. This DRI plan is a direct result of the LPC efforts.

5.4 PUBLIC EVENTS

There were two public events during the DRI planning process. Each of these events was open to residents, stakeholders, the LPC members, and anyone else interested in learning more about the DRI.

Public Meeting 1: DRI Workshop
Date: November 10, 2016
Location: Chemung County Nursing Facility (Assembly Room)

In the first public meeting, the planning team reviewed the overall DRI Program with the community, worked with the community to confirm the vision, goals, and strategies, and presented initial feedback and trends heard during preliminary stakeholder interviews and site visits. The planning team presented initial results of the retail market, and commercial real estate market studies and a general summary of initial opportunities for downtown revitalization in Elmira.

After an initial presentation, (see Figure 42) the public was asked to meet in a series of smaller break-out groups at separate tables. Each table was equipped with maps as the focal point and a worksheet for discussing questions (see Figure 43). Participants used color-coded adhesive dots to identify locations that represented their vision of the future (see Figure 44 and 45). They expressed their interest in initial revitalization strategy alternatives and wrote a list of priorities. The top priorities that emerged from the breakout groups shown in Table 12.
Table 12: Breakout Session Priority Lists

List of number of breakout groups that cited similar priorities

<table>
<thead>
<tr>
<th>Breakout Session Priority Lists</th>
<th>Times</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail /Entertainment/ Culture</td>
<td>7 times</td>
</tr>
<tr>
<td>Housing</td>
<td>6 times</td>
</tr>
<tr>
<td>Restoration of old buildings</td>
<td>5 times</td>
</tr>
<tr>
<td>Lake Street Bridge</td>
<td>5 times</td>
</tr>
<tr>
<td>Riverfront</td>
<td>4 times</td>
</tr>
<tr>
<td>Business opportunities</td>
<td>4 times</td>
</tr>
<tr>
<td>Youth activities</td>
<td>3 times</td>
</tr>
<tr>
<td>Poverty reduction</td>
<td>3 times</td>
</tr>
</tbody>
</table>
In general, the public identified strategies to help a highly concentrated area of the downtown core bounded by College Avenue, Lake Street, Gray Street and Water Street. As a result, the DRI plan focuses support for small businesses in this area including a revolving loan fund and improved signage. Support was also recommended for renovation for upper story housing and support for renovation of the Lake Street Pedestrian Bridge. The public also indicated support for riverfront improvements and poverty reduction.

Figure 44: Public Meeting 1, break-out group exercise map. Red indicates preferred location for new stores, restaurants and amenities.

Figure 45: Public Meeting 1, break-out group exercise map. Yellow indicates preferred location for new development.

Source: Stantec
Public Meeting 2: Update on the DRI
Date: January 17, 2017
Location: Clemens Center

The second public meeting provided an opportunity for the planning team to present a draft version of the DRI plan framework to the public (see Figure 46 and 47). The meeting included display boards of each potential project and a written survey for participants to respond to as a means of generating discussion and quantifying public opinion. The ranking of priority projects according to the survey results are shown in a tabular summary in Table 13.

The survey revealed a preference for support for existing developed areas of downtown and all projects that contributed to making the City more walkable and more connected to its region. Support for small business, renovation of upper story housing, Clemens Square public space, West Water Street new mixed-use, and Main Street improvements were among the highest ranked projects. Projects such as parking garage renovation, Riverfront Park, reopening the Lake Street Bridge for pedestrian use and Clemens Center Parkway improvement were ranked as a medium priority. Signage and the Promenade outdoor market were poorly ranked.

<table>
<thead>
<tr>
<th>Project Title</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prj. 1 Downtown Business Support Team</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 2 Support for Small Business: Storefront Renovation Grants</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 3 Support for Small Business: Renovation Loan Funds</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 6 Building Renovation for Upper Story Housing</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 7 West Water Street New Residential and Retail Development</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 8 Clemens Square Public Space</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 14 Main Street Improvements (Cultural Connector extension)</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 9 Centertown Parking Garage Renovation &amp; Improvements</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 11 Riverfront Park: Phase 1</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 12 Re-opening Lake Street Bridge for Pedestrian Use</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 13 Clemens Parkway improvements</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 15 Art &amp; Culture Support</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 4 Support for Small Business: Maker Space &amp; Small Scale Manufacturing</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 5 Support for Small Business: Signage</td>
<td>Stantec</td>
</tr>
<tr>
<td>Prj. 10 Promenade Outdoor Market</td>
<td>Stantec</td>
</tr>
</tbody>
</table>
5.5 ONLINE ENGAGEMENT

In addition to the stakeholder interviews, public events and LPC meetings, the planning team offered the Elmira community online discussion opportunities. The project used “My Sidewalk” as an idea-sharing “electronic town hall” site. The public could respond online and the discussion is visible to all. An online survey was also conducted for Elmira College to understand student and faculty views of downtown.

New York State hosted a website for the DRI program that included information about the DRI process, including DRI applications, planning documents and presentations, and public meeting, and event notices.
Part Two: Strategic Investment Plan
City of Elmira
Southern Tier REDC
Statement of Community Vision

*Elmira has a Dynamic Downtown and adjacent neighborhoods, which leverage higher education, the healthcare industry, innovation in advanced manufacturing and unique cultural and entertainment assets. Its walkable historic core is a regional destination for diverse activities, retail, a range of housing options, business opportunities, and celebrates its unique heritage, arts, and waterfront.*

Priority Project Selection Process

The City of Elmira outlined a comprehensive and ambitious approach to downtown revitalization in its DRI application and supporting “Elmira Refresh” plan. During the DRI planning process, the Local Planning Committee (LPC) examined strategies and initiatives set forth in “Elmira Refresh” and developed new projects for consideration. Through committee review, stakeholder interviews, public engagement, and technical analyses, these projects were evaluated for their potential to transform downtown into a vibrant place to live, work and visit. Each project was weighed against DRI selection criteria, some of which are identified below. The outcome of these assessments was a well-balanced and inter-connected blend of public and private investment projects within a strategically concentrated area of downtown. The projects presented in the following section are priorities for immediate implementation and are recommended for DRI funding.

Outline of Selection Criteria

- Transformative potential
- Complementary mix of uses
- New types of housing choices
- Support for small businesses
- Improvements to existing public spaces and creation of new spaces
- Financial and non-financial leverage
- Sustainable economic practice
- Percentage use of DRI funds
- Overall cost
- Job creation
- Time frame in which project can be implemented
Key Plan of Priority Projects

- **Support for Small Businesses**
  - Establish Elmira Small Business Revolving Loan Fund
  - Develop Downtown and Regional Signage
  - Improve Downtown On-Street Parking
  - Develop West Water Street Parking

- **Activate Buildings in Downtown Elmira**

- **Build Elmira Clemens Square**

- **Develop West Water Street Mixed-use Development**

- **Improve Clemens Center Parkway**

- **Improve Main Street**

- **Renovate Lake Street Pedestrian Bridge**

- **Renovate Centertown Parking Garage**

- **Develop Elmira Riverfront Boardwalk**

Source: Stantec
Detail Plan of Downtown Focus Area

Support for Small Businesses

Activate Buildings

Improve Main Street

Clemens Square

Centertown Parking Garage

West Water St Development

Riverfront Boardwalk

Lake St Pedestrian Bridge
Key Plan of Priority Projects

Connect Downtown to Adjacent Neighborhoods

- Creative Corridor: Lake Street
- Cultural Connector: Main Street

General Strategies

- Complete Street Improvements
- Strategic Infill Development

Diagram of DRI walkable urban center and connections to adjacent neighborhoods

Source: Stantec
List of Priority Projects

Priority Projects Proposed for DRI Funding

- Establish Elmira Small Business Revolving Loan Fund
- Develop Elmira Downtown and Regional Signage
- Improve Downtown On-Street Parking
- Develop West Water Street Parking
- Activate Buildings in Downtown Elmira
- Develop West Water Street Mixed-use Development
- Improve Downtown Zoning
- Build Elmira Clemens Square
- Improve Clemens Center Parkway
- Improve Main Street
- Renovate Lake Street Pedestrian Bridge
- Renovate Centertown Parking Garage
- Develop Branding & Marketing for Downtown Elmira
- Develop Elmira Riverfront Park Boardwalk

Projects Proposed without DRI Funding

- Develop Downtown Business Incubator/ Makerspace
- Improve Lake Street as a Complete Street
- Activate Viaduct/Promenade
- Provide Small Business Technical Support
- Elmira Water Board – Elmira Refresh Infrastructure Improvements
Establish Elmira Small Business Revolving Loan Fund

1. Project Title

Establish Elmira Small Business Revolving Loan Fund

2. DRI Funding

Project is recommended for $600,000 for DRI Funding.

3. Summary Description

The initiative provides small loans to owners of existing buildings within the DRI area who demonstrate commitment to renovate existing retail and commercial storefronts and spaces. Many existing properties located along Main Street are not suitable for several types of tenants, or are not in a condition that attracts customers. The cost of renovation of these older structures to meet contemporary standards is not fully covered by the current rental rates of the Elmira marketplace. This initiative will provide a gap financing measure in the form of a revolving loan fund to allow necessary renovations to occur. Revolving Loan Funds (RLFs) are self-replenishing pools of money that rely on interest and principal payments on old loans to issue additional new ones.

4. Location

Loans would be provided to eligible renovation projects to enhance retail/office space located within the boundary of the DRI area.

Figure 1: Small Business Revolving Loan Fund-Key Plan

Source: Stantec, Google
5. Identification of Responsible Parties

City of Elmira: Role of City will be to establish the program administrative structure, marketing plan and financing structure for the revolving loan fund and comply with all program requirements set forth by NYS.

Responsible Entity (RE): The City of Elmira, Southern Tier Economic Growth (STEG), Elmira Downtown Development or other local organisations (e.g., local 501(C)(3) or LDC) will serve as RE for administering the RLF.

Property Owners: Role of property owners will be to complete application according to established term sheet and demonstrate capacity to execute renovations.

6. Capacity

The City of Elmira has capacity to initiate the DRI RFL Program. STEG currently administers the CDBG Commercial Loan Program and has a Loan Review Committee in place made up of bankers and private sector individuals. The City of Elmira may collaborate with STEG to assist individual owners and comply with State program requirements.

7. Project Partners

The primary project partner will be private building owners. Building owners will apply individually to proceed with eligible renovations.

The City of Elmira will provide loan application guidelines to property owners to facilitate applications for the initiative. The owners apply for loans, execute the improvements, and make loan payments.

8. Strategies

The project aligns with several of Elmira’s DRI strategies. These include:

- **Goal**: Foster economic growth through job creation, high paying jobs, and skilled workers.

  **Strategy**: Establish programs that grow small businesses
  **Strategy**: Increase opportunities to attract innovative businesses
  **Strategy**: Increase local property tax base

- **Goal**: Develop a high quality physical environment
  **Strategy**: Increase downtown housing options with new mixed-use development and existing historic structure renovations

- **Goal**: Strengthen identity celebrating heritage, culture & arts, and new opportunities
  **Strategy**: Protect and renovate historic structures

Alignment with prior strategies from REDC:

The Southern Tier Upstate Revitalization Initiative (URI) includes strategies that align with Elmira’s Downtown Revitalization Initiative. These include support for and growth of vibrant communities.

9. Description

**Project type:** The project includes retail/ commercial space improvements.

Retail establishments in downtown Elmira are hindered by lack of maintenance, limited signage, un-renovated storefronts, and interior utility services that do not suit contemporary needs. Current retail lease rates of approximately 10-13$/sf do not cover the cost of renovation by either the building owner or the tenants. Due to the historic nature of many of the structures, the cost of renovations can be very high. The program provides gap financing to allow necessary renovations by individual building owners and tenants to occur. The Revolving Loan Fund (RLF) is a way to ensure that small business owners and property owners have greater access to non-traditional capital in order to take on such improvement work. The importance of these improvements to local businesses can be reflected in increased sales, jobs, and in overall perception of the
downtown. The DRI RLF may be used for: interior/exterior renovations, machinery/equipment, working capital, rent subsidies, soft costs and signage ancillary to the preceding activities. Terms of the RLF Project are to be set by NYS.

Catalytic/ transformative nature:
Research shows that by simply addressing and rectifying visible signs of physical degradation, a commercial district can benefit from decreased perception of crime and increased perceptions of vibrancy - boosting visitorship and retail sales. The improvements could also attract more residential development of downtown. The Residential Market Demand Analysis prepared by Susan Payne (2016) indicates a need for approximately 330-400 market rate units of apartments geared to young professionals and early retirees. These would be more readily developed in downtown if commercial establishments were renovated.

Financial and economic benefits:
The project cost of $600,000 is described in item 11. The project will leverage private capital as described in item 12. It will increase tax revenue. Addressing and rectifying visible signs of physical degradation can benefit retail sales, jobs, and overall perception of the downtown.

Implementation actions needed:

- NYS: Establish RLF Management Structure
- City: Identify local Responsible Entity (RE)
- Owner Application: The RE will facilitate applications by individual owners to the Initiative.
- Owner Predevelopment Activities: Owners must complete designs for renovations and apply for loans. Partner funding such as New York Main Street to be applied for as needed.
- Building Approvals: The owner will submit building renovation plans for building permits and State Environmental Quality Review (SEQRA) if required. Zoning actions are not anticipated.
- Construction: By building owner or tenant

Maintenance and management required:
The RE will develop and manage the fund.

Relationship to other projects/ initiatives:
The project is not dependent on other DRI projects or other projects being approved or executed. It is part of an overall strategy to improve the quality of retail in downtown.

Site images: See Figures 2 & 3

10. Renderings
None

11. Estimated Costs
The estimated cost of the project is $600,000 of DRI Funds. The cost is composed of the following elements:

<table>
<thead>
<tr>
<th>Development Cost</th>
<th>$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fund</td>
<td>540,000</td>
</tr>
<tr>
<td>RE Administration</td>
<td>60,000</td>
</tr>
<tr>
<td>Total</td>
<td>600,000</td>
</tr>
</tbody>
</table>

12. Funding Sources
The project will be funded by private capital and DRI funds. The program may leverage additional grants such as New York Main Street.

- Private Funds
- New York Main Street
- DRI Funds

13. Site ownership/ legal jurisdiction
The properties are to be determined at the time of loan application.
Each property is under individual private ownership. The location of the renovation projects is within the Elmira DRI boundary.

14. Regulatory Requirements

The loans will be given to private owners for eligible renovation projects. With each loan application, the owner of the building must submit certified copies of construction documents pursuant to local regulations. The owners must meet design guidelines of the New York Main Street program when applicable and other design guidelines in the City of Elmira.

15. Public Support

The proposal for renovation of retail spaces was supported in two public meetings held during the DRI Planning process. The project was listed as priority project by multiple break-out groups in a public meeting held November 10, 2016. The proposal was supported by a survey of attendees at public meeting held January 17, 2017. The Elmira DRI Local Planning Committee indicated strong support for the project.

16. Anticipated Revitalization Benefits

The fund will support improvements to local business that can be reflected in increased sales, jobs, and in overall perception of the downtown. The improvements could also attract more residential development of downtown.

17. Beneficiaries

Local retailers and small businesses will benefit from increased spending in local stores. The downtown’s overall appearance will improve and benefit all residents.

18. Cost-Benefit Analysis

The terms of RLF for renovation of retail spaces is included below. The project’s fiscal cost and benefit analysis indicates ability to leverage some private capital. The RLF could benefit a large portion of the stores on Main Street.

- Initial Source of Capital: DRI, NYS $600,000
- Lenders of RLF: Community-based lending organization in NY State. Participating lenders make all credit decisions and determine interest rates and applicable fees.
- Loan Sizes: Micro loans <$25,000
- Interest Rates on Loan: 3-5%
- Debt Coverage Ratio: 125%
- Loan to Value Ratio: 75%
- Equity Injection: 15
- Eligibility: The program is targeted to small businesses within the DRI Boundary that have had difficulty accessing traditional credit markets.
- Commitment to Design Guidelines: These guidelines will be consistent with the requirements of the State Historic Preservation Office, and Housing Trust Fund Corporation (HTFC). The DRI Community will enforce the standards throughout the development process.
- Formal Written Scope of Work, Including:
  - Immediate health and safety concerns;
  - The correction of existing code violations;
  - Environmental hazards;
  - Installation of energy conservation measures;
  - Accessibility for persons with disabilities;
  - Consistency with any other local program design guidelines
  - Preservation of historical elements of the building
  - Machinery / equipment
  - Working Capital
19. Jobs Created

Permanent jobs may be created through expanded/enhanced businesses in downtown Elmira. Construction jobs will be created as part of the improvements made to buildings.

20. Timeframe for Implementation and Project Readiness

The City of Elmira can initiate the Revolving Loan Program in 2017. The City and selected RE and will coordinate with property owners during 2017 through 2025.

| Establish RLF | Month 2 |
| Identify Administrator | Month 2 |
| Initiate Outreach to Local Storefront Owners/Tenants | Month 3 |
| Owners/Tenants Submit Renovation Plans | Month 7 |
| Proceed with Construction | Month 9 |

21. Project Metrics

- Number of loans made
- Store spaces renovated
- Amount of private equity invested in retail store spaces and commercial spaces
- Increased retail sales per square foot
Develop Elmira Downtown and Regional Signage

1. Project Title
Develop Elmira Downtown and Regional Signage Project

2. DRI Funding
Project is recommended for $230,000 in DRI Funding.

3. Summary Description
The new signage placed at strategic regional locations and within the City will guide visitors to downtown businesses and work as advertisement to increase visibility of businesses within DRI area. Currently, Elmira’s downtown has limited signage and wayfinding. There is very little information available to orient visitors and limited advertisement for retailers, small businesses, historic features, institutions, and public facilities. The signage project addresses two scales of wayfinding: Regional Signage and Downtown District Signage. The Regional Signage includes placement of markers along major regional roads and at other regional destinations. The Downtown District Signage places signage and wayfinding downtown and includes directional signage for groupings of stores, wayfinding for public parking, public venues, and historic district signage. The two signage programs will increase awareness of Elmira’s offerings and visitation to local businesses. The project will result in increased retail sales and improved perception of downtown.

4. Location
Signs will be placed at key locations within DRI area and in public Right of Way (R.O.W.) on regional roads.

5. Identification of Responsible Parties
The City of Elmira will develop the signage project. The City will contract with a signage firm(s) to design and manufacture individual signs. The City will coordinate with Elmira Downtown Development on signage.

The City will work with Chemung County to implement the Downtown District Signage Project. The City will work with regional transportation agencies and NYS DOT, as needed, to implement the Regional Signage Project.

6. Capacity
The City/County have in-house capability to manufacture signs with a sign shop. The City can also contract with signage design consultant.

7. Project Partners
Potential project partners are The City of Elmira and The County Department of Public Works.

8. Strategies
The project aligns with several of Elmira’s DRI strategies. These include:

**Goal: Foster economic growth through job creation, high paying jobs, and skilled workers.**

- **Strategy:** Establish programs that grow small business
- **Strategy:** Increase local property tax base

**Goal: Develop a high quality physical environment**

- **Strategy:** Improve quality of retail and business venues

The project will also strengthen the Main Street and will increase tourism on downtown.

**Alignment with prior REDC strategies:**

The Southern Tier Upstate Revitalization Initiative (URI) includes strategies that align with Elmira’s Downtown Revitalization Initiative. These include support for tourism, and growth of vibrant communities.
9. Description

**Project type:**
The project includes new signage to support local retail and small businesses.

Elmira’s downtown has very little wayfinding information available to visitors and limited advertisement for retailers. While extensive signage exists for suburban style strip shopping centers in the vicinity such as the Arnot Mall or shops in Horsehead, there is no comparable signage for Elmira’s historic center. Professionally managed malls pay for some of the signage of their tenants; however, there is no comparable financial support for individual retailers on Main Street.

**Catalytic/transformative nature:**
The project will bring new visitors to downtown Elmira. It will allow regional and local travelers to be aware of Elmira’s historic center. The signage project will orient visitors once they arrive to the area’s shops and many other offerings. While some residents have stated there is a shortage of parking spaces, there are many parking lots and excess capacity within parking structures that go unused because there is no wayfinding to direct visitors to them. The project will provide wayfinding for these existing parking areas and improve the experience of visitors. The project will increase patronage to local small businesses.

**Financial and economic benefits:**
The project cost of $230,000 is described in item 11. The funding will be from DRI and is described in item 12. By increasing patronage of the City’s businesses, the project will increase tax revenue, jobs, and economic health of downtown Elmira.

**Implementation actions needed:**
- City to identify a project manager
- City to retain signage design consultant
- Complete sign location plan and signage designs. The City controls locations for the portions of the project for District Signage. It may need to coordinate with Chemung County to place District Signage within the public right of way.
- The City must coordinate with NYS DOT to locate some portions of the Regional Signage
- The City will either manufacture at in-house facilities or procure signage manufacturer and a signage installer
- The City will identify what signage can be manufactured in-house to reduce costs.

**Maintenance and management required:**
The maintenance and upgrading of the signage will be coordinated by the City of Elmira and Chemung County and in collaboration with those businesses located within DRI area.

**Relationship to other projects/initiatives:**
This project will add to the City’s efforts to retain existing businesses by directing potential customers to their locations and to attract new businesses to the DRI area. The Branding and Marketing project is aligned with signage project.

**Site images:**
None

10. Renderings

See precedents, figures 1-4.
11. Estimated Costs

The estimated cost of the project is $230,000. The cost is composed of the following elements:

<table>
<thead>
<tr>
<th>Development Cost</th>
<th>$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional Signs: (5)</td>
<td>65,000</td>
</tr>
<tr>
<td>District Signs: Retail (5-10)</td>
<td>80,000</td>
</tr>
<tr>
<td>District Signs: Parking (10-15)</td>
<td>30,000</td>
</tr>
<tr>
<td>District Signs: Historic (5)</td>
<td>20,000</td>
</tr>
<tr>
<td>Soft Costs: Design Consultant</td>
<td>35,000</td>
</tr>
<tr>
<td><strong>Total Cost</strong></td>
<td><strong>230,000</strong></td>
</tr>
</tbody>
</table>

12. Funding Sources

The project will be funded by DRI funds.

13. Site ownership/ legal jurisdiction

The project includes multiple locations. Regional locations include placement of signage in public R.O.W. on regional roads. District Signage includes placement of signage along City streets, public walkways, and public plazas. The district project can be coordinated with the County’s Department of Public Works. The regional signage may require coordination with County and NYS DOT.

14. Regulatory Requirements

The proposed projects will meet Local and or NYS DOT regulations.

15. Public Support

The Signage Project was supported in two public meetings held during the DRI Planning process. The project was listed as priority project by multiple break-out groups in a public meeting held November 10, 2016. The proposal was supported by a survey of attendees at a public meeting held January 17, 2017. The Elmira DRI Local Planning Committee indicated strong support for the project.

16. Anticipated Revitalization Benefits

The signage project will elevate the perception of the downtown in a region in which tourism is increasing. It will generate an increase in spending in local stores and increase the City’s tax base.

17. Beneficiaries

Area businesses and attractions will benefit directly from improved signage and increased visitation. Large employers will benefit indirectly through the improved perception of downtown.

Figure 1: Precedent Downtown District Signage

Source: Stantec
18. **Cost-Benefit Analysis**

Elmira Downtown and Regional Signage Project costs $230,000. The project could bring increased visitation to the downtown’s small businesses and City attractions for years to come. The short-term investment could return benefits to area businesses for decades. Studies from signage programs installed in other cities indicate measurable increase in visitation to local stores.

19. **Jobs Created**

Elmira Downtown and Regional Signage Project will result in job growth for downtown retail and small businesses.

20. **Timeframe for Implementation and Project Readiness**

The City of Elmira can implement the signage project within a short timeframe. The sign locations for District signage are within City jurisdiction and can be implemented within one year.

<table>
<thead>
<tr>
<th>Task</th>
<th>Month</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retain Design Consultant</td>
<td>3</td>
</tr>
<tr>
<td>Finalize Sign Plan and Sign Types</td>
<td>7</td>
</tr>
<tr>
<td>Retain Contractor</td>
<td>8</td>
</tr>
<tr>
<td>Installation</td>
<td>11</td>
</tr>
</tbody>
</table>

21. **Project Metrics**

- Increase retail sales
- Increase tourism
- Decrease congestion on Main Street through improved parking signage
- Increase jobs in the DRI area
1. Project Title
Improve Downtown On-Street Parking

2. DRI Funding
Project is recommended for $75,000 in DRI Funding.

3. Summary Description
This project allots funding to retrofit on-street parking in the City’s downtown core. The City has parking meters on most streets, many set to 1 hour durations that discourage patronage of downtown businesses. Many of these are also broken and are utilizing antiquated technology. The City commissioned a parking plan which includes removal of existing meters and installing alternatives for improvements. The new parking strategy will provide more convenient parking for all downtown visitors and increase patronage of local stores and businesses.

4. Location
The boundaries of the project are Water Street, 2nd Street, College Avenue, and Lake Street.

5. Identification of Responsible Parties
The City of Elmira and the County Department of Public Works will manage the project.

6. Capacity
The City of Elmira and the County Department of Public Works have the capacity to facilitate the project and retain a contractor.

7. Project Partners
Potential project partners are the City of Elmira and the County Department of Public Works.
8. Strategies

The project aligns with several of Elmira’s DRI strategies. These include:

**Goal: Develop a high quality physical environment**
- **Strategy:** Create an identifiable series of walkable urban blocks and public spaces that host a wide variety of activities
- **Strategy:** Improve quality of retail and business venues

**Alignment with prior strategies from REDC:**

The Southern Tier Upstate Revitalization Initiative (URI) includes strategies that align with Elmira’s Downtown Revitalization Initiative. These include support for and growth of vibrant communities.

9. Description

**Project type:**
Main Street Improvement. The parking improvement project supports the strategic goal of the Elmira Refresh Plan which includes creating a more vibrant downtown.

**Catalytic/ transformative nature:**
The project will change the perception of downtown Elmira. The current perception of disrepair in the downtown is reinforced by its broken coin operated parking meters. The hour limit of the existing meters is too short to allow visitation to local business. Alternatives to improve on-street parking include elimination of meters or inclusion of new smart meters that will allow visitors to park for a convenient period of time and foster patronage of small businesses. It will provide a modern image of a downtown that is maintained and cared for. The project encourages walking activity and creates an attractive and vibrant downtown.

**Financial and economic benefits:**
The project cost is $75,000 and is entirely implemented through DRI Funds. The project will change the perception of downtown Elmira. It will allow small businesses to have more visitors and foster increased revenues. The project may also incentivize redevelopment of underutilized properties in the downtown, by removing parking impediments.

**Implementation actions needed:**
- Design Completion: Conceptual plan for parking plan has already been prepared by City of Elmira. Further engineering and construction documents will be required.
- Project Manager: The City may require a project manager to ensure its goals are implemented during the construction of the project.
- Building Approvals: Approvals will be required from County’s Department of Public Works

**Maintenance and management required:**
Maintenance will be provided by the County Department of Public Works. Maintenance includes parking enforcement and maintenance of any new meters installed.

**Relationship to other projects/ initiatives:**
The project is not dependent on other DRI projects or on other non-DRI projects being approved or executed.

**Site images:** None

10. Rendering

None

11. Estimated Costs

The estimated cost of the project is $75,000. The cost is composed of the following elements:

<table>
<thead>
<tr>
<th>Type</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development</td>
<td>$</td>
</tr>
<tr>
<td>Construction</td>
<td>75,000</td>
</tr>
<tr>
<td><strong>Total Cost</strong></td>
<td>75,000</td>
</tr>
</tbody>
</table>
12. Funding Sources
Funding is provided by DRI.

13. Site ownership/ legal jurisdiction
All work is performed within City Right of Way. No work will be done on private property.

14. Regulatory Requirements
The improvements will require changes to City ordinance and regulatory approvals from the County’s Department of Public Works.

15. Public Support
This proposal was supported in two public meetings held during the DRI Planning process. The project was indicated as an important project by multiple break out groups in a public meeting held November 10, 2016. The proposal was discussed as a priority by public attendees at the public meeting held January 17, 2017. The Elmira DRI Local Planning Committee indicated strong support for the project.

16. Anticipated Revitalization Benefits
The On-Street parking project will change the perception of downtown Elmira. It will upgrade broken infrastructure and provide new modern parking strategies. It will allow small business to have more visitors and increased revenues.

17. Beneficiaries
The area’s population, visitors to downtown, and local businesses will all benefit. Local retailers will benefit from increased “foot traffic” and spending in local stores.

18. Cost-Benefit Analysis
The cost of the project is $75,000. It will allow small businesses to have more visitors and foster increased revenues. While these benefits are not readily quantifiable in dollar amounts, national examples of walkable communities indicate this type of walkable strategy can improve overall business environment.

19. Jobs Created
Jobs are not directly created by this project. The improvements will incentivize growth of new businesses within the downtown.

20. Timeframe for Implementation and Project Readiness
The City of Elmira can implement the project within two years.

<table>
<thead>
<tr>
<th>Retain Engineer Consult</th>
<th>Month 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Complete Planning for Near-Term Phase</td>
<td>Month 9</td>
</tr>
<tr>
<td>Coordinate Regulatory Changes</td>
<td>Month 11</td>
</tr>
<tr>
<td>Construction Start</td>
<td>Month 16</td>
</tr>
</tbody>
</table>

21. Project Metrics
- Increased spending in local stores as measured by annual sales.
- Increased pedestrian foot traffic.
- Increased usage on on-street parking.
Develop West Water Street Parking

1. Project Title
Develop West Water Street Parking

2. DRI Funding
The project is recommended for $250,000 DRI of Funding.

3. Summary Description
The project provides funding to reconfigure and increase public parking to accommodate new and existing mixed-use development. The project adds on-street parking that will serve local businesses and allow room for new public spaces elsewhere.

4. Location
West Water St, Elmira, NY

5. Identification of Responsible Parties
The City of Elmira and The County Department of Public Works will manage the project.

6. Capacity
The City of Elmira and The County Department of Public Works have the capacity to facilitate the project and retain a contractor.

7. Project Partners
Potential project partners are The City of Elmira and The County Department of Public Works.
8. Strategies

The project aligns with several of Elmira’s DRI strategies. These include:

**Goal: Economic growth through job creation, high paying jobs, and skilled workers.**

- **Strategy:** Increase local property tax base

**Goal: Develop a high quality physical environment**

- **Strategy:** Improve quality of retail and business venues

**Alignment with prior strategies from REDC:**

The Upstate Revitalization Initiative (URI) for the Southern Tier includes “return vibrancy to our communities” as a goal.

9. Description

**Project type:**
The new development includes public parking and public space.

**Catalytic/ transformative nature:**
The West Water Street on-street parking will support existing businesses as well as new businesses and ensure their success. An improved parking layout will also support the creation of new public space elsewhere, such as Clemens Square. The project will support the overall vision of a mixed-use downtown.

**Financial and economic benefits:**
The total project cost of $250,000 is described in item 11. When completed, this project will increase tax revenue. The site’s proximity to existing small businesses has the potential to catalyze further investment in downtown Elmira.

**Implementation actions needed:**
- Site Control: The City of Elmira owns the site.
- Building Approvals: The City will submit the construction plans for any required building permits. Zoning actions are not required.
- City: City will retain contractor and implement parking improvements.

**Maintenance and management required:**
The management will be by City of Elmira.

**Relationship to other projects/ initiatives:**
The project is not dependent on other DRI projects or on other non-DRI projects being approved or executed.

**Site images:** See figure 1.

10. Renderings

None

11. Estimated Costs

The estimated total cost of the project is $250,000. The cost is composed of the following elements:

<table>
<thead>
<tr>
<th>Element</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acquisition</td>
<td>-</td>
</tr>
<tr>
<td>Construction Costs</td>
<td>$210,000</td>
</tr>
<tr>
<td>Professional Fees</td>
<td>$40,000</td>
</tr>
<tr>
<td><strong>Total Project Cost</strong></td>
<td><strong>$250,000</strong></td>
</tr>
</tbody>
</table>

12. Funding Sources

The project will be funded by DRI.

13. Site ownership/ legal jurisdiction

The City of Elmira currently owns the site.
14. Regulatory Requirements
The proposed development meets existing zoning regulations. Building permits will be required.

15. Public Support
This proposal was listed in materials in two public meetings held during the DRI Planning process. Public meetings were held November 10, 2016 and January 17, 2017. The Elmira DRI Local Planning Committee indicated support for parking facilities.

16. Anticipated Revitalization Benefits
The West Water Street Parking project will bring a larger and more diverse group of visitors into downtown and will increase the city’s tax base. Households with disposable income will support downtown stores and businesses. The parking improvements will allow new retail and housing downtown. Overall the project will bring greater vibrancy to downtown Elmira.

17. Beneficiaries
Local businesses, Clemens Center, First Arena, and Mark Twain Riverfront Park visitors will benefit from the additional parking facilities.

18. Cost-Benefit Analysis
The cost of the project is $250,000. It will allow small businesses to have more visitors and foster increased revenues. While these benefits are not readily quantifiable in dollar amounts, high quality parking facilities can improve the overall business environment.

19. Jobs Created
Jobs are not directly created by this project. The improvements will incentivize growth of new businesses within the downtown.

20. Timeframe for Implementation and Project Readiness
The project will require 1 to 1.5 years for design and construction and could be completed by early 2018.

<table>
<thead>
<tr>
<th>Task</th>
<th>Month</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retain Engineer Consultant</td>
<td>4</td>
</tr>
<tr>
<td>Complete Planning for Near-Term Phase</td>
<td>6</td>
</tr>
<tr>
<td>Construction Start</td>
<td>12</td>
</tr>
</tbody>
</table>

21. Project Metrics
- Increased spending in local stores as measured by annual sales.
- Increased pedestrian foot traffic
- Increased usage on on-street parking
Activate Buildings in Downtown Elmira

1. Project Title

Activate Buildings in Downtown Elmira

2. DRI Funding

Project is recommended for $2,000,000 in DRI Funding.

3. Summary Description

The initiative provides grants to owners of existing buildings within the DRI area who demonstrate commitment to renovate buildings to accommodate Elmira’s unmet housing, ground floor retail, and commercial business needs. The Residential Market Demand Analysis prepared by Susan Payne in 2016 demonstrates a need for approximately 330-400 market rate units of apartments. Many existing properties in Elmira have vacant or underutilized upper floors, and the cost of renovation of these older structures to meet new housing demand is not fully covered by the current rental rates of the Elmira marketplace. Retail establishments in downtown Elmira are hindered by lack of maintenance, un-renovated spaces, and interior utility services that do not allow occupancy. Current retail lease rates do not cover the cost of renovation by either the building owner or the tenants. This initiative will allow necessary renovations to occur.

4. Location

See Location Map (Figure 1) and the list of properties on Table 1.
Table 1: Potential Locations of the Renovations

<table>
<thead>
<tr>
<th>Project Name</th>
<th>Address</th>
<th>Proposed Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 MacGreevey Building*</td>
<td>313-315 E. Water St.</td>
<td>Mixed-use, Min. 6 residential units</td>
</tr>
<tr>
<td>2 NYSAF Expansion</td>
<td>134-142 W. Water St.</td>
<td></td>
</tr>
<tr>
<td>3 1 Centertown Plaza</td>
<td>1 Centertown Plaza</td>
<td></td>
</tr>
<tr>
<td>4 Lake Street Phase 1*</td>
<td>118-122 Lake St.</td>
<td>Mixed-use</td>
</tr>
<tr>
<td>5 Lake Street Phase 2</td>
<td>124-126 Lake St.</td>
<td>Mixed-use, estimated 18 residential units</td>
</tr>
<tr>
<td>6 Chemung Crossing*</td>
<td>226-230 South Main St.</td>
<td>Historic rehab, mixed-use</td>
</tr>
<tr>
<td>7 Federal Building</td>
<td>200 E. Church St.</td>
<td>Historic rehab, mixed-use</td>
</tr>
<tr>
<td>8 Baldwin St. Block</td>
<td>110 Baldwin St.</td>
<td>Mixed-use</td>
</tr>
<tr>
<td>9 114-116 Baldwin St.</td>
<td>114-116 Baldwin St.</td>
<td>Mixed-use</td>
</tr>
<tr>
<td>10 Eastowne Mall</td>
<td>150 Baldwin St</td>
<td>Master Tenant Traveler’s, existing retail/office</td>
</tr>
<tr>
<td></td>
<td></td>
<td>remaining</td>
</tr>
<tr>
<td>11 309 E. Water St.</td>
<td>309 E. Water St.</td>
<td></td>
</tr>
<tr>
<td>12 307 E. Water St.</td>
<td>307 E. Water St.</td>
<td></td>
</tr>
<tr>
<td>13 110-120 Main Street</td>
<td>110-120 Main Street</td>
<td>Mixed-use</td>
</tr>
<tr>
<td>14 255W Water Street: Roundin Third</td>
<td>255 W. Water Street</td>
<td>2 floors of residential</td>
</tr>
<tr>
<td>Sports Restaurant*</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*Note: the properties that are in bold have projects associated with them that have gone through a feasibility analysis and code review and are further ahead; the remaining properties also have strategic value.

5. Identification of Responsible Parties

City of Elmira: Coordinate with the administering NYS agency and participating property owners.

New York State (DOS, HCR, ESD): Contract directly with property owners.

Individual Property Owners: Complete projects according to established terms and demonstrate capacity to execute renovations.

6. Capacity

The City of Elmira and Southern Tier Economic Growth (STEG) have the capacity to work with NYS and property owners to successfully complete this project.

New York State: (DOS, HCR, ESD): State agencies have capacity to coordinate directly with property owners.

7. Project Partners

The primary project partner will be private building owners and the administering NYS agency.

8. Strategies

The project aligns with several of Elmira's DRI strategies. These include:

Goal 1: Foster economic growth through job creation, high paying jobs, and skilled workers.

- **Strategy**: Establish programs that grow small business
- **Strategy**: Increase opportunities to attract innovative businesses
- **Strategy**: Increase local property tax base
Goal 2: Develop a high quality physical environment:

**Strategy:** Increase downtown housing options with new mixed-use development and existing historic structure renovations

**Strategy:** Improve quality of retail and business venues

Goal 3: Strengthen identity celebrating heritage, culture & arts, and new opportunities

**Strategy:** Protect and renovate historic structures

Alignment with prior strategies from REDC:

The Southern Tier Upstate Revitalization Initiative (URI) includes strategies that align with Elmira’s Downtown Revitalization Initiative. These include support for and growth of vibrant communities.

**9.Description**

**Project type:**
The project includes new housing, retail, and public space.

**Catalytic/ transformative nature:**
The project will bring new housing options to downtown, and foster growth of retail and commercial offerings. The Downtown Elmira Market Rate Housing Demand Study prepared by Susan Payne demonstrates a need for approximately 330-400 market rate units of apartments geared to young professionals and early retirees. In addition, the Retail Market Place Report by LOA suggests demand for approximately 30,000sf of new retail in downtown Elmira. This project, with all (12) properties, will provide refurbished spaces to accommodate these needs.

Retail spaces in downtown Elmira are often vacant and require extensive work for rehabilitation. Many have deteriorated storefronts and interior utility services that do not suit contemporary needs. Current retail lease rates of approximately 10-13$/sf do not cover the cost of renovation by either the building owner or the tenants. Many upper stories of buildings in downtown Elmira are vacant. The current fees for rental housing in downtown do not cover the cost of maintenance for most existing buildings. Due to the historic nature of many of the structures, the cost of renovations can be very high.

The DRI program will fill financial gaps that currently prevent renovations of these buildings. The DRI program combined with private funds and other programs will allow individual property owners to renovate upper floors and storefronts. The program provides incentives for the owners to undertake the required renovations that will accommodate the unmet housing and commercial use needs.

The benefit of additional retail and other commercial spaces in Elmira’s downtown include jobs, increased vibrancy, and activities that will attract a downtown residential population. A larger and more diverse resident population in downtown Elmira will increase spending in local stores, support jobs, and increase activity on downtown streets. The long-term increase in population will create a sustainable impact on downtown.

**Financial and economic benefits:**
The project cost of $2,000,000 is described in item 11. Proposed terms include maximum grants of 30% toward renovation costs for residential uses and up to 60% of cost of ground floor retail or commercial uses and maximum grant of $400,000. As a result, the project will leverage substantial private capital as described in item 12. It will increase tax revenue and create jobs. The increase in downtown population will benefit local businesses. Mixed-use properties within the DRI focus area will be given preference.

**Implementation actions needed:**

- Owner Agreement: Owners will work directly with the administering NYS agency to execute project agreements
- Owner Predevelopment Activities: Owners must complete designs for renovations and apply for loans.
- Building Approvals: The owner will submit the building for typical building permits. Zoning actions are not anticipated.
- Construction: By building owner
**Maintenance and management required:**
The management of the grants will be by a New York State designated agency. The management of each individual building will be by the private owner.

**Relationship to other projects/ initiatives:**
The project is not dependent on other DRI projects or other projects being approved or executed. It is part of an overall strategy to improve the quality of housing options in downtown.

**Site images:** See figure 1.

**10. Renderings**
See Figures 2-7 for Building Images.

**11. Estimated Costs**
The estimated cost of the project is $2,000,000 of DRI Funds. The cost is composed of the following elements:

<table>
<thead>
<tr>
<th>Development Cost</th>
<th>$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building Cost: All Projects</td>
<td>5,240,000</td>
</tr>
<tr>
<td>Soft Cost: Design Consultants</td>
<td>660,000</td>
</tr>
<tr>
<td>Retained by Building Owner</td>
<td></td>
</tr>
<tr>
<td><strong>Total Cost: All Projects</strong></td>
<td><strong>6,000,000</strong></td>
</tr>
</tbody>
</table>

**12. Funding Sources**
The project will be funded by private capital, DRI funds, and other funding programs.

- Private Funds
- New York Main Street
- DRI Funds
- Historic Tax Credit Equity
- Restore NY Round 4 awarded

---

**Table 2: List of properties and matching funds**

<table>
<thead>
<tr>
<th>Project Name</th>
<th>Source of Match</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 MacGreevey Building</td>
<td>Private equity from owner; potential for historic tax credits, if listed</td>
</tr>
<tr>
<td>2 NYSAF Expansion</td>
<td>Owner equity</td>
</tr>
<tr>
<td>3 1 Centertown Plaza</td>
<td>Owner equity</td>
</tr>
<tr>
<td>4 Lake Street Phase 1</td>
<td>Restore NY 4 awarded towards stabilization</td>
</tr>
<tr>
<td>5 Lake Street Phase 2</td>
<td>Restore NY 4 Awarded 1/26/17 &amp; IDA ($550,000 Phase 1); historic tax credits, private equity</td>
</tr>
<tr>
<td>6 Chemung Crossing</td>
<td>Historic Tax Credits, LIHTC, HOME</td>
</tr>
<tr>
<td>7 Federal Building</td>
<td>Historic Tax Credits, Private Equity</td>
</tr>
<tr>
<td>8 Baldwin St. Block</td>
<td>Owner equity</td>
</tr>
<tr>
<td>9 114-116 Baldwin St.</td>
<td>NA</td>
</tr>
<tr>
<td>10 Eastowne Mall</td>
<td>Private equity</td>
</tr>
<tr>
<td>11 309 E. Water St.</td>
<td>NA</td>
</tr>
<tr>
<td>12 307 E. Water St.</td>
<td>NA</td>
</tr>
<tr>
<td>13 110-120 Main Street</td>
<td>Historic Tax Credits, Owner equity</td>
</tr>
<tr>
<td>14 255 W Water Street: Roundin Third Sports Restaurant</td>
<td>Owner equity</td>
</tr>
</tbody>
</table>
13. Site ownership/ legal jurisdiction

The individual properties are under the following ownership:

<table>
<thead>
<tr>
<th>Project Name</th>
<th>Property Owner</th>
</tr>
</thead>
<tbody>
<tr>
<td>MacGreevey Building</td>
<td>Elmira Savings Bank</td>
</tr>
<tr>
<td>NYSAF Expansion</td>
<td>John Maio</td>
</tr>
<tr>
<td>1 Centertown Plaza</td>
<td>Sterling Group of MD, LLC</td>
</tr>
<tr>
<td>Lake Street Phase 1</td>
<td>Chemung County</td>
</tr>
<tr>
<td>Lake Street Phase 2</td>
<td>Nathaniel Higgins</td>
</tr>
<tr>
<td>Chemung Crossing</td>
<td>Housing Visions</td>
</tr>
<tr>
<td>Federal Building</td>
<td>City of Elmira</td>
</tr>
<tr>
<td>Baldwin St. Block</td>
<td>Chemung County IDA</td>
</tr>
<tr>
<td>114-116 Baldwin St.</td>
<td>Chemung County</td>
</tr>
<tr>
<td>Eastowne Mall</td>
<td>Elmira Eastowne Mall LLC</td>
</tr>
<tr>
<td>309 E. Water St.</td>
<td>Swan &amp; Sons-Morris</td>
</tr>
<tr>
<td>307 E. Water St.</td>
<td>Southern Tier News Co. Inc.</td>
</tr>
<tr>
<td>110-120 Main Street</td>
<td>James Capriotti</td>
</tr>
<tr>
<td>255 W Water Street: Roundin Third Sports Restaurant</td>
<td>Dain Ree</td>
</tr>
</tbody>
</table>

14. Regulatory Requirements

The proposed developments are anticipated to meet existing zoning regulations. The property owners must apply for and obtain all required permits.

15. Public Support

The proposal for renovation of upper-story housing was supported in two public meetings held during the DRI Planning process. The project was listed as a priority project by multiple break out groups in a public meeting held November 10, 2016. The proposal was ranked as a priority by over 60% of respondents in a survey of attendees at a public meeting held January 14, 2017. The Elmira DRI Local Planning Committee indicated strong support for the project.

16. Anticipated Revitalization Benefits

The project will bring larger and more diverse retail, commercial, and residential offerings into downtown. The increased residential population will grow the City’s tax base, and increase the households with disposable income living adjacent to downtown stores and businesses. It will create an active 18-hour downtown community of residential, retail, and office uses. An increase number of residents will also place “eyes on the street” and improve safety.

17. Beneficiaries

Young professionals and early retirees who have been unable to find housing options in Elmira will benefit. The area’s larger employers, Arnot Health, Elmira College, and Lake Erie College of Osteopathic Medicine (LECOM), who find their employees lack appropriate housing options and retail offerings will benefit. Local retailers will benefit from increased spending in local stores.

18. Cost-Benefit Analysis

The terms of the project offer matching grants toward cost of renovations. Proposed terms include a maximum grant of 30% toward renovation costs for residential uses and up to 60% of cost of ground floor retail or commercial uses, and maximum grant of $400,000. As a result, the project could bring in over $4,000,000 in private investment. Furthermore, the increased residential population will support local business and translate into increased revenue in local stores.

19. Jobs Created

Jobs are created indirectly through the increase in residential population in downtown Elmira. Increased housing will improve spending in local businesses throughout the seasons.
20. Timeframe for Implementation and Project Readiness

The City of Elmira will coordinate with property owners and the administering NYS agency during 2017 through 2019 to complete all renovation projects.

<table>
<thead>
<tr>
<th>Task</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project Initiation</td>
<td>Month 3</td>
</tr>
<tr>
<td>Coordinate with Individual Owners on Funding Needs</td>
<td>Month 4</td>
</tr>
<tr>
<td>Identify Financial Plans</td>
<td>Month 8</td>
</tr>
<tr>
<td>Designs by Owner Complete</td>
<td>Month 11</td>
</tr>
<tr>
<td>Construction Start</td>
<td>Month 13</td>
</tr>
</tbody>
</table>

21. Project Metrics

- Number of building owners participating in project
- Dollars of private investment- private funds leveraged by DRI
- Number of apartments created/ renovated
- Number of retail spaces renovated
- Increase in retail sales- track annual spending in Downtown retail establishments
Figure 4: 110-120 Main Street

Figure 5: 255 W. Water Street

Figure 6: 134-142 W. Water ST.

Figure 7: 1 Clemens Square

Source: Stantec
Develop West Water Street Mixed-Use Development

1. Project Title
Develop West Water Street Mixed-Use Development

2. DRI Funding
Project is recommended for $4,300,000 in DRI Funding.

3. Summary Description
The project is a mixed-use residential and retail development on a vacant lot located at the center of Elmira’s proposed revitalization target area. The project includes a four-story building with 54 market rate apartment units, 16,700 sq. ft. of retail/commercial space on the ground floor, and outdoor landscaping with amenities. The new dwellings are supported by the Market Rate Housing Demand Study of 2016, which forecasts the demand for 330-400 new apartments in Elmira by the year 2022. The project enhances Elmira’s downtown by creating an active 18-hour environment of commercial, retail and residential uses.

4. Location
104 W. Water Street- 118-120 W. Water Street.
5. Identification of Responsible Parties

Park Grove Realty, LLC will construct and manage the new development. The developer will also be responsible for the project’s maintenance and long-term sustainability. The developer will secure retail/commercial tenants, several of whom have been identified.

6. Capacity

Park Grove Realty, LLC has executed mixed-use developments of similar size in New York State and has the capacity to construct and manage the West Water Street Mixed-use Development.

7. Project Partners

Park Grove Realty, LLC: Primary project partner
Restore NY: Is providing $2,300,000 towards West Water Street Mixed-use Development

8. Strategies

The project aligns with several of Elmira’s DRI strategies. These include:

**Goal 1: Foster Economic growth through job creation, high paying jobs, and skilled workers:**

**Strategy:** Increase local property tax base

**Goal 2: Develop a high quality physical environment:**

**Strategy:** Increase downtown housing options with new mixed-use development and existing historic structure renovations

- The project will also improve safety in downtown, create an active 18-hour downtown community, leverage private investment, and increase consumer spending in downtown.

Alignment with prior Strategies from REDC:

The Upstate Revitalization Initiative (URI) for the Southern Tier includes “return vibrancy to our communities” as a goal:

“Quality of life is critically important to the private sector. Our human capital and institutional resources will ultimately depend on having vibrant urban cores. Vibrant communities have the capacity to improve perceptions of the region; without them, private investment, new residents, innovation and entrepreneurship will be difficult to capture. Therefore, we must create attractive public realms that celebrate our heritage, and that simultaneously speak to our walkable communities and availability and diversity in housing.”

9. Description

**Project type:**
The new mixed-use development includes new housing, retail, public space and public parking

**Catalytic/ transformative nature:**
The project will bring 54 new residential units to downtown Elmira. The downtown currently lacks housing and is largely absent of pedestrians after business hours. The Residential Market Demand Analysis prepared by Susan Payne in 2016 demonstrates a demand of approximately 330-400 market rate units of apartments by the year 2020. Target market groups for this housing demand include young professionals, college faculty, physicians and healthcare administrators, medical residents, executives and upper management professionals, engineers and scientists, upper income empty nesters, Elmira College students and LECOM students.

The retail and commercial space on the project’s first floor will offer a range of uses that will attract visitors, animate the streetscape and the downtown. The outdoor landscaping will provide outdoor seating and dining. Sidewalk and public space improvements will connect people to Elmira’s major activities, institutions, Main Street and the Chemung River. The new public parking area associated with the development will contribute to parking availability in downtown Elmira.
Financial and economic benefits:
The total project cost of $13,831,863 is described in item 11. Over half of the funding is expected to be private capital as described in item 12. When completed, this project will increase tax revenue. The site’s proximity to Clemens Center and First Arena has the potential to catalyze further investment in downtown Elmira. The new residential uses will support local retail establishments.

Implementation actions needed:
Site Control: Southern Tier Redevelopment, LLC owns the site.
- Action: Transfer of ownership from Southern Tier Redevelopment, LLC to the developer
- Secure Developer: Park Grove Realty is the proposed developer of the project identified by The City and STEG.
- Developer: Predevelopment work has commenced including cost estimates, and conceptual level drawings. Completion of construction documents is required
- Building Approvals: Initial site plan has been submitted to City for initial review and consultation with State Historic Preservation Office (SHPO) has begun. The developer will submit the building for typical building permits. Zoning actions are not required. The project will be submitted for SHPO review due to state funding.
- Developer: Retain contractor and secure retail tenants. Retail tenants tentatively selected

Maintenance and management required:
The management of the building will be by the proposed developer, Park Grove Realty, LLC.

Relationship to other projects/initiatives:
The project is not dependent on other DRI projects or other projects being approved or executed. It is part of an overall strategy to improve the quality of urban fabric, housing options, commercial space and retail in downtown.

Site images: See figures 1 and 2.

10. Renderings
See figures 3-7.

11. Estimated Costs
The estimated construction cost of the project is $13,831,863 with the total cost including site demolition at $14,571,404. The cost is composed of the following elements:

<table>
<thead>
<tr>
<th>Financing Uses</th>
<th>Amount</th>
<th>Financing Sources</th>
<th>Amount</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acquisition</td>
<td>$69,000</td>
<td>ESD Grant</td>
<td>$2,300,000</td>
<td>16%</td>
</tr>
<tr>
<td>Building Demolition</td>
<td>$523,385</td>
<td>City of Elmira (site prep)</td>
<td>$262,725</td>
<td>2%</td>
</tr>
<tr>
<td>Engineering</td>
<td>$30,000</td>
<td>CCED (site prep)</td>
<td>$329,660</td>
<td>2%</td>
</tr>
<tr>
<td>Architectural/Site Design</td>
<td>$335,000</td>
<td>Dev. Conventional Loan</td>
<td>$6,220,000</td>
<td>43%</td>
</tr>
<tr>
<td>Site Work</td>
<td>$287,864</td>
<td>DRI</td>
<td>$4,350,000</td>
<td>30%</td>
</tr>
<tr>
<td>Building Cost</td>
<td>$10,960,120</td>
<td>GP Equity</td>
<td>$1,109,019</td>
<td>8%</td>
</tr>
<tr>
<td>Prof. Services Financing</td>
<td>$123,800</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Prof. Fees</td>
<td>$44,500</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General Conditions (5%)</td>
<td>$443,617</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bonds</td>
<td>$111,644</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Interest on Financing (5.55%)</td>
<td>$300,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Developer Fee (7.5%)</td>
<td>$913,624</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fees and Permits</td>
<td>$15,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Working Capital</td>
<td>$309,500</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other Soft Costs</td>
<td>$104,350</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Project Costs</td>
<td>$14,571,404</td>
<td>Total Project Financing</td>
<td>$14,571,404</td>
<td>100%</td>
</tr>
</tbody>
</table>
12. Funding Sources

<table>
<thead>
<tr>
<th>Sources</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Conventional Loan</td>
<td>$6,575,000</td>
</tr>
<tr>
<td>Restore Money</td>
<td>$2,300,000</td>
</tr>
<tr>
<td>DRI Fund</td>
<td>$4,350,000</td>
</tr>
<tr>
<td>GP Equity</td>
<td>$656,863</td>
</tr>
<tr>
<td><strong>Total Project Sources</strong></td>
<td><strong>$13,831,863</strong></td>
</tr>
</tbody>
</table>

The pro forma for the project is located in Cost Benefit Section (item 18).

13. Site ownership/Legal Jurisdiction

The Southern Tier Redevelopment, LLC, a local development corporation currently owns the parcel. Transfer of property ownership is anticipated to occur.

14. Regulatory Requirements

The proposed development meets existing zoning regulations. Building permits will be required.

15. Public Support

This proposal was supported in two public meetings held during the DRI Planning process. The project was listed as a proposed project by multiple break-out groups in a public meeting held November 10, 2016. The proposal was supported by a survey of attendees at the public meeting held January 17, 2017 and was listed as a high priority by 67% of the public attendees. The Elmira DRI Local Planning Committee indicated strong support for the project.

16. Anticipated Revitalization Benefits

The West Water Street Development project will bring a larger and more diverse residential population into downtown and will increase the City’s tax base. Households with disposable income will support downtown stores and businesses. New dining and retail options will provide active first floor uses that engage the Water Street public realm. The increase in downtown residential population will increase activities after business hours. Activating West Water Street with new retail and housing will improve safety downtown. Overall, the project will bring greater vibrancy to downtown Elmira.

17. Beneficiaries

Young professionals and early retirees who have been unable to find housing options in Elmira will benefit. The area’s larger employers, who find their employees lack acceptable housing options will benefit. Clemens Center and First Arena visitors will benefit from the new commercial and retail space. Elmira’s residents will benefit from new retail, public parking and enhanced landscape.

18. Cost-Benefit Analysis

A summary of the Pro forma for the West Water Street Development is included below. The project’s fiscal cost and benefit analysis indicates a financial return, but not at a sufficient rate without gap financing. To achieve a reasonable return would require a subsidy of $4,300,000. The Project will leverage nearly $6,700,000 in private investment. The new residents will increase retail sales on Main Street and other area establishments.

| Project Cost   | $13,831,863 |
| Net Operating Income: | $609,240 |
| Developer Equity | $1,109,019 |
| Private Loan   | $6,220,000  |
| Restore NY     | $2,300,000  |
| DRI Gap Funding| $4,300,000  |
19. Jobs Created

The West Water Street Development will result in up to 50 full-time jobs created in the new commercial space, with additional jobs created for building management and maintenance. Existing jobs in the adjacent retail establishments on Main Street may become more secure and may also increase.

20. Timeframe for Implementation and Project Readiness

The project will require 1 – 1.5 years for design and construction and could be completed by summer 2018. The proposed developer has indicated interest in beginning construction as soon as possible, pending DRI commitment.

<table>
<thead>
<tr>
<th>Event</th>
<th>Month</th>
</tr>
</thead>
<tbody>
<tr>
<td>Developer to Complete Construction Documents</td>
<td>5</td>
</tr>
<tr>
<td>Permit Review Complete</td>
<td>8</td>
</tr>
<tr>
<td>Construction Start</td>
<td>9</td>
</tr>
</tbody>
</table>

21. Project Metrics

- Increase in downtown apartment units
- Leverage of private investment
- Jobs created in retail space
- Increase in retail sales in local establishments

Figure 2: Existing Site Condition

Figure 3: Proposed Site Plan
Improve Downtown Zoning

1. Project Title

Comprehensive Update of the City of Elmira Zoning Ordinance with Special Focus on Downtown Core

2. DRI Funding

A comprehensive Zoning Update is recommended for $150,000 in DRI funding.

3. Summary Description

The City of Elmira’s downtown area is regulated primarily by the Commercial Business District (CBD) zoning district. The regulations and review procedures for the CBD zoning district were assessed for their effectiveness in fostering new and infill development consistent with the redevelopment and revitalization efforts of Elmira’s downtown core. While the original intent of the CBD strongly supports regional and local commerce, it does not fully align with the Downtown Revitalization Initiative’s goals to increase walkability and sense of place, nor does it require or encourage new development to conform with or complement the existing character of the downtown area. Furthermore, review procedures can be cumbersome and redundant due to unclearly defined terminology and review procedures. Recommended changes include the creation of a Form-Based Overlay district to guide revitalization of the downtown area. This overlay district should have clear standards and terminology for desired building and architecture, public space and streetscape, parking and circulation, and landscaping. Additional recommendations are intended to increase the predictability of review process through refined definitions, guidance materials, new and streamlined administrative procedures, and refined/redistributed responsibilities for the Planning Commission and Zoning Board of Appeals.

4. Location

This project will address zoning throughout the City of Elmira, with specific attention on the downtown core and the Commercial Business District (CBD).

Figure 1: Improve Downtown Zoning in the white DRI Focus Area

Source: City of Elmira
5. **Identification of Responsible Parties**

City of Elmira, with technical assistance from consultant

- The DRI consultant team provided an initial assessment of the City of Elmira’s zoning code. It made strategic recommendations to amend the CBD zoning district to allow for infill development that will strengthen Elmira’s existing downtown character while adding sustainable economic vitality to the area.

6. **Capacity**

The City of Elmira’s Department of Community Development is aware of the constraints and shortcomings of its current zoning code and CBD zoning district. The Director of Community Development and City staffs have the capacity to collaborate with a consulting firm with zoning expertise to implement a comprehensive update to the City’s code.

7. **Project Partners**

Key Public Entities: City of Elmira’s Department of Community Development and Building Department. Key Private Entities or Organizations: Private consulting firm with zoning expertise.

8. **Strategies**

The project aligns with several of Elmira’s DRI strategies. These include:

**Goal: Develop a high quality physical environment:**

- **Strategy:** Increase downtown housing options with new mixed-use development and existing historic structure renovations

- **Strategy:** Create an identifiable series of walkable urban blocks and public spaces that host a wide variety of activities

- **Strategy:** Improve walkable connections between Downtown and adjacent neighborhoods and institutions

- **Strategy:** Improve quality of retail and business venues

**Goal: Strengthen identity celebrating heritage, culture & arts, and new opportunities:**

- **Strategy:** Protect and renovate historic structures

**Alignment with other planning strategies**

This proposed comprehensive zoning update project will either directly or indirectly support each proposed project in the City of Elmira’s DRI, including, but not limited to, Establish Elmira Small Business Revolving Loan Fund, Activate Buildings in Downtown Elmira, Develop West Water Street Mixed-use Development, Build Elmira Clemens Square, Develop Elmira Riverfront Boardwalk, and Renovate Lake Street Pedestrian Bridge.

This proposed comprehensive zoning update project aligns with Strategy 5 of the Southern Tier Regional Economic Development Council’s Strategic Plan. This strategy to strengthen the Southern Tier’s Economic Development Backbone prioritizes the Community Revitalization Project as its most important action item. This initiative aligns with the comprehensive zoning update through its objective to use collaborative approaches to provide improved and diverse downtowns, housing options, commercial and retail opportunities linked to the community and public spaces that create a sense of neighborhood.

This proposed comprehensive zoning update project aligns with the 2016 City of Elmira Comprehensive Plan. Based on principles that include the creation of a vibrant and culturally rich downtown and strategically stemming population and job losses, the plan presents 5 strategies and planning approaches to transform the City of Elmira. These strategies include: 1) be market driven; 2) a new vision for land use and regulation; 3) provide infrastructure necessary for success; 4) offer a high and equitable quality of life; 5) succeed with inspiring and dedicated leadership. A comprehensive zoning code update was listed as the highest priority for Strategy 2.

This proposed comprehensive zoning update project aligns with the City of Elmira Refresh Plan in which themes consisted of infill development.
for vacant areas, building renovations, economic incentives, and improved walkability and sense of place. Specific goals that align with the proposed zoning revision include 1) strategically redevelop vacant or underutilized downtown properties; 2) implement an area-wide streetscape and building façade to serve as a signature identity and 3) promote new mixed-use residential, retail, commercial, service and entertainment uses in the downtown area and surrounding neighborhoods.

9. Description

Project type: Regulatory Actions

Prioritization Criteria:
This project will incrementally transform the downtown area through the implementation of form-based design standards that will provide unified character to the downtown area. It will also catalyze proposed redevelopment through the increased predictability of obtaining a timely approval and streamlining of approval processes. Once adequate funding is obtained the challenges to updating the City’s zoning code will be minimized through a robust and meaningful community engagement process.

Maintenance of the zoning code is relatively low cost if implemented effectively. Specific management arrangements will depend on the final outcome of the revisions, which will be made in consideration of cost-effectiveness and long-term maintenance.

This initiative relates to all other proposed projects and initiatives, as its outcome will set the process for approvals as well as the standards for redevelopment, specifically in the central business district or downtown core.

Photographic images demonstrating issues facilitated by the current zoning ordinance include the following (see figures 1 & 2):

10. Renderings

The following demonstrates an example of how graphic images can be utilized in this comprehensive update of City of Elmira’s Zoning Ordinance in efforts to make future development more predictable and
friendly to downtown redevelopment efforts (See Figure 3).

Figure 3: Main Street Mixed-use Standards

11. Estimated Costs

Cost of zoning revisions (including soft costs): $150,000

12. Funding Sources

The Project will be funded by DRI.

13. Site Ownership/ Legal jurisdiction

The City of Elmira has primary authority over a comprehensive zoning update. Such an update could affect all properties within the City of Elmira, including properties in the CBD. At the time of adoption of any proposed zoning updates, the Elmira City Council would do so by resolution.

14. Regulatory Requirements

The process would require the Director of Code Enforcement to submit the proposed zoning updates to the City Council for adoption. The Council will be required to undertake SEQR review, hold a public hearing, notify the County of proposed updates, and consider all public comments to the proposed zoning updates.

15. Public Support

The desire for a comprehensive update of the City of Elmira’s Zoning Ordinance is an initiative that has long held local public support. An initiative to create a hybrid form-based code was listed by the 2016 City of Elmira Comprehensive Plan. While the 2016 Comprehensive Plan was being updated, several opportunities for community involvement were provided over the 12 months of development of the Plan. These opportunities consisted of a broad-based steering committee; a three day planning Charrette; several public meetings; stakeholder meetings and focus groups; an informational public website; and an online survey. As such, this proposed zoning update initiative has full community support as evidenced through the adoption of the City’s Comprehensive Plan.

16. Anticipated Revitalization Benefits

Short-term benefits: Clearer process for developers and stronger incentives to create a livable downtown environment will facilitate proposed DRI projects.

Mid-term benefits: Stronger zoning regulations that encourage new development will act as a catalyst for more development.

Long-term benefits: Catalyzed development in the City core will result in a healthier downtown, with a higher tax base.

Co-benefits (including economic, environmental, health and social):

- Economic: More predictable development processes will result in less time and financial burden for developers. Mixed-use
are not readily quantifiable in dollar amounts, national examples of walkable communities indicate this type of walkable strategy can improve the overall business environment.

19. Jobs Created

The purpose for undertaking a comprehensive zoning update is to realign the City’s zoning regulations so that they will effectively encourage redevelopment in the downtown district under the current economic climate. Although, a comprehensive update to the City of Elmira’s zoning code will not directly result in job creation, it is a critical first step to realizing other DRI priority projects, such as building renovations and redevelopment of places like West Water Street and Clemons Square, which will ultimately result in job creation.

20. Timeframe for Implementation and Project Readiness

A comprehensive update of the City of Elmira’s zoning regulations could be achieved in eighteen to twenty-four months as shown below.

<table>
<thead>
<tr>
<th>Part I: Review of Existing Zoning Code and Application Document</th>
<th>2-6 Months</th>
</tr>
</thead>
<tbody>
<tr>
<td>Part II: Development of Updated Zoning Code and Applicable Documents</td>
<td>9-18 Months</td>
</tr>
</tbody>
</table>

21. Project Metrics

- Amount Infill development conforming to walkable environment
- Increased speed of building approvals
- Dollars of private investment
- Number of apartments created/renovated
- Increase in retail sales- track annual spending in downtown retail establishments

17. Beneficiaries

The current and future beneficiaries of an update zoning code include residents, local business/property owners, developers, pedestrians, and tenants.

18. Cost-Benefit Analysis

The cost of the project is $150,000. Its benefit will yield the expansion of Elmira’s walkable downtown core. Development of vacant lots, renovations of existing structures will be guided to follow a development pattern that reinforces the planning strategies of the DRI. The revised zoning will also expedite building reviews and reduce development costs and time risks for developers and building owners. While these benefits
Build Elmira Clemens Square

1. Project Title
Build Clemens Square Public Space

2. DRI Funding
The project is recommended for $1,250,000 in DRI Funding.

3. Summary Description
The project includes extensive renovation of an unused linear public space that was the former location of Market Street in the heart of Elmira’s downtown. Clemens Square will become a walkable and inviting public space that links some of the City’s most important assets: Clemens Center, First Arena, and Main Street as well as new projects such as the West Water Street Mixed-use Development, several renovated historic buildings, and the renovated Centertown Parking Structure. The new Clemens Square will connect businesses and institutions, and encourage visitors to explore the new offerings in downtown. It will be an adaptable space with programs and events all year around. Its design will have simple visual clarity, authentic quality materials, and high quality lighting that will provide a pleasant and safe public space for the residents and visitors of downtown Elmira.

4. Location
Clemens Square is located to the South of the Centertown Parking Garage, to the north of the proposed West Water Street Development, and between the Promenade and Main Street. The site extends from Main Street to Clemens Parkway.
5. Identification of Responsible Parties

The City of Elmira will have jurisdiction over Clemens Square. The City will also manage the space in collaboration with the City’s BID, Elmira Downtown Development (EDD).

6. Capacity

The City of Elmira has the capacity to retain a design consultant and contractor for the project.

7. Project Partners

The primary project partner will be the City of Elmira.

Elmira Downtown Development (EDD)

8. Strategies

The project aligns with several of Elmira’s DRI strategies. These include:

**Goal: Foster economic growth through job creation, high paying jobs, and skilled workers.**

- **Strategy:** Establish programs that grow small business
- **Strategy:** Increase collaboration between downtown and local institutions
- **Strategy:** Increase opportunities to attract innovative businesses
- **Strategy:** Increase local property tax base

**Goal: Develop a high quality physical environment**

- **Strategy:** Create an identifiable series of walkable urban blocks and public spaces that host a wide variety of activities
- **Strategy:** Improve walkable connections between downtown and adjacent neighborhoods and institutions

**Strategy:** Provide ongoing management and maintenance for downtown

**Strategy:** Improve quality of retail and business venues

**Goal: Strengthen identity celebrating heritage, culture & arts, and new opportunities**

- **Strategy:** Strengthen arts and cultural attractions
- **Strategy:** Protect and renovate historic structures
- **Strategy:** Foster public events, and activities

**The Project aligns with many regional planning strategies**

The Upstate Revitalization Initiative (URI) for the Southern Tier includes “return vibrancy to our communities” as a goal:

“Quality of life is critically important to the private sector. Our human capital and institutional resources will ultimately depend on having vibrant urban cores. Vibrant communities have the capacity to improve perceptions of the region; without them private investment, new residents, innovation and entrepreneurship will be difficult to capture. Therefore, we must create attractive public realms that celebrate our heritage, and that simultaneously speak to our walkable communities and availability and diversity in housing.”

Another REDC URI strategy is to attract and retain talent through attractive communities. The college towns of the Southern Tier like Elmira represent key attraction points to talented potential future residents and their families.

9. Description

**Project Type:**

The project includes renovation of a public space which connects Elmira’s downtown anchor activities and Main Street.
**Catalytic/ transformative nature:**
Currently, Clemens Center Theater attracts over 80,000 visitors annually from municipalities within an approximate 40-minute drive. The First Arena attracts several thousands more. However, the visitors do not stay or patron local downtown businesses. Clemens Square with its high quality design and central location will encourage these and many other visitors to explore Main Street businesses, visit the new retail in the West Water Street Mixed-use Development, and explore the riverfront park. Currently, Elmira’s auto-oriented environment discourages walking and minimizes the potential synergy between downtown uses. The new pedestrian-oriented public space will provide visitors with additional activities and will create a safe and inviting/playful environment. It will create a one-stop destination in downtown where customers can park and easily walk to multiple anchors and shops.

The design also includes:
- A drop-off and pick-up area in front of Clemens Center
- High quality lighting
- Trees and landscape buffers
- Outdoor public furnishings
- Authentic quality materials
- Commitment to program
- Public art

**Financial and economic benefits:**
The project cost of $1,250,000 is described in item 11. The project will increase consumer spending in downtown by connecting multiple individual institutions and establishments into an interconnected one-stop destination. Located in the heart of the downtown the project has the potential to catalyze further investment in downtown Elmira. The Clemens Square project promotes retail density and continuity that will result in creating new jobs.

**Implementation actions needed:**
- Site Control: The City of Elmira owns the site
- Secure Design Consultant: The City of Elmira to retain a design consultant and contractor
- Approvals: The design consultant and contractor will submit the project for necessary permits.

**Maintenance and management required:**
The management of Clemens Square will be by the City of Elmira and the City’s BID, Elmira Downtown Development.

**Relationship to other projects/initiatives:**
The project is not dependent on other DRI projects or other projects being approved or executed. It is part of an overall strategy to make downtown Elmira more vibrant and walkable.

**Site images:**
See figures 2-3.

**10.Renderings**
See figures 4-7.

**11.Estimated Costs**
The estimated cost of the project is $1,250,000. The cost is composed of the following elements:

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development Cost</td>
<td>$</td>
</tr>
<tr>
<td>Paving</td>
<td>$400,000</td>
</tr>
<tr>
<td>Trees and Furnishing</td>
<td>$400,000</td>
</tr>
<tr>
<td>Lighting</td>
<td>$200,000</td>
</tr>
<tr>
<td>Public Art</td>
<td>$100,000</td>
</tr>
<tr>
<td>Soft Costs: Design Consultant</td>
<td>$150,000</td>
</tr>
<tr>
<td>Total Cost</td>
<td>$1,250,000</td>
</tr>
</tbody>
</table>

**12.Funding Sources**
The project will be funded by DRI.
13. Site Ownership/ Legal Jurisdiction

The City of Elmira has jurisdiction over the Clemens Square site.

14. Regulatory Requirements

The proposed development meets existing zoning regulations. The project should be coordinated with adjacent property owners.

15. Public Support

The renovation of Clemens Square public space was supported in two public meetings held during the DRI Planning process. The project was listed as a priority project by multiple break out groups in a public meeting held November 10, 2016. The proposal was supported by a survey of attendees at the public meeting held January 17, 2017 and was listed as a high priority by 81% of the public attendees. Elmira DRI Local Planning Committee indicated strong support for the project. The project was also presented to the adjacent property owners and was well received.

16. Anticipated Revitalization Benefits

Clemens Square establishes a large and connected set of offerings that can attract customers from both the City of Elmira and from a broader region to the heart of downtown. It establishes additional dining and retail options that encourage visitors of Clemens Center and First Arena to prolong their stay. It encourages walking and brings greater vibrancy and safety downtown.

17. Beneficiaries

Elmira residents, college students, young professionals and visitors will benefit. Local retailers will benefit from an increase in customers and spending in downtown.

18. Cost-Benefit Analysis

The cost of the project is $1,250,000. The benefit of the project includes improved connections between downtown anchor activities and businesses. It creates a safe and inviting public space where visitors can patronize businesses located in downtown and enjoy programming within the square. Due to its proximity to existing and new business locations, the increased visitation created by this project can translate into increased patronage of local businesses and into new jobs. While these benefits are not readily quantifiable in dollar amounts, this type of strategy can improve the overall business environment.

19. Jobs Created

The Clemens Square project promotes retail density and continuity that will result in creating new jobs. Existing jobs in the adjacent retail establishments on Main Street may become more secure and may also increase.

20. Timeframe for Implementation and Project Readiness

The City of Elmira will retain a design consultant and contractor within one year. Construction could be completed by late 2018.

<table>
<thead>
<tr>
<th>Retain Design Consultant</th>
<th>Month 3</th>
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</thead>
<tbody>
<tr>
<td>Complete Construction Documents</td>
<td>Month 8</td>
</tr>
<tr>
<td>Retain Contractor</td>
<td>Month 10</td>
</tr>
<tr>
<td>Construction Start</td>
<td>Month 11</td>
</tr>
</tbody>
</table>

21. Project Metrics

- Increased pedestrians walking from Clemens Theater to Main Street
- Increased activity in downtown
- Greater visitation to Water Street retail establishments
- Increased retail sales as measured by annual sales
- Increased pedestrian activity after 5pm.
Figure 6: Clemens Square Rendering 3

Source: Stantec
**Improve Clemens Center Parkway**

1. **Project Title**

Improve Clemens Center Parkway

2. **DRI Funding**

Project is recommended for $1,000,000 in DRI Funding. Note that while this project is recommended for DRI funding, other proposed projects are a higher and more immediate priority for implementation.

3. **Summary Description**

Clemens Center Parkway is a four-lane divided highway that cuts through the center of Elmira. Due to the wide width and lack of traffic signals, cars travel at a speed that makes the Parkway very difficult and unsafe to cross. Many patrons of the Clemens Theater choose to park across the street at the Chemung Canal Trust parking lot and attempt a dangerous mid-block crossing. This project allots funding to calm traffic and improve pedestrian safety on Clemens Center Parkway between Water Street and Church Street.

4. **Location**

The proposed development site is Clemens Center Parkway between Water Street and Church Street.

5. **Identification of Responsible Parties**

The New York State Department of Transportation (NYS DOT) and City of Elmira will manage the project.

6. **Capacity**

NYS DOT has the capacity to facilitate the project, coordinate with the City of Elmira and retain a contractor.
areas of the City’s south side before crossing over the Chemung River to reach the City’s downtown district. The Parkway carries four travel lanes which are wide and cut the City’s downtown in half. Due to the wide width, cars travel very fast, at speeds inconsistent with a pedestrian environment. Currently, high speed of traffic, lack of traffic signals, limited pedestrian facilities and lack of safe crosswalks make the Parkway very difficult to cross. Yet, many patrons of the Clemens Theater choose to park across the street at the Chemung Canal Trust parking lot and attempt a dangerous mid-block crossing. Improving Clemens Center Parkway is a critical component of enhancing public safety and district attractiveness. The project may be constructed in two phases. The initial phase, funded entirely through DRI funds, may focus on crosswalks, portions of the median and the mid-block crossing at Market Street. A second phase would include more hardscape and landscape improvements.

Below is the list of recommended improvements:

• Narrowing the four lanes from 12-13’ to 11’
• Reducing speed limit to 30mph between the south side of the bridge and Church Street to calm traffic and improve pedestrian safety
• Adding new, high-visibility crosswalks at all intersections
• Adding a limited length median by reducing length of center turn lanes
• Adding a new mid-block crosswalk at Market Street connecting to pedestrian corridor and Clemens Center
• Optional HAWK signal or RRFB where pedestrians can request a red light and cross when present
• Extending Clemens Center Parkway to I-86, allowing traffic to/from north of downtown to be directed to that interchange, and directing traffic away from East Church Street (reducing traffic pressure on Parkway between Water and Church)
• Tightening curb radius at NW corner of Grey and CCP, but within tolerance of 40’ transit and 45’ intercity buses

• Emphasizing Clemens Center’s presence along busy Clemens Center Parkway to reinforce downtown identity as a cultural destination.

All the above retrofits will increase pedestrian safety and encourage spread of economic growth to multiple portions of downtown.

Financial and economic benefits:
The project cost is $2,500,000 which is described in item 11. The project will change the perception of downtown Elmira. Significant portions could be constructed for $1,000,000. The Clemens Center Parkway cuts downtown Elmira in half. The improvements will strengthen the physical activity and visual attractiveness, and linkages between east and west sides of downtown Elmira.

Implementation actions needed:
• Design Completion: Conceptual plan for Clemens Center Parkway is included with the DRI Plan. Further engineering and construction documents will be required.
• Project Manager: The City may require a project manager to ensure its goals are implemented during the construction of the project.
• Building Approvals: Approvals will be required from NYS DOT and County’s Department of Public Works

Maintenance and management required:
Maintenance provided by NYS DOT.

Relationship to other projects/ initiatives:
The project is not dependent on other DRI projects or other non-DRI projects being approved or executed. The Clemens Center Parkway improvements are an integral part of an overall strategy to create a walkable and vibrant downtown.

10. Renderings
See figure 5.

11. Estimated Costs
The estimated cost of the project is $2,500,000. The cost is composed of the following elements:

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development Cost</td>
<td>$</td>
</tr>
<tr>
<td>Median Improvements</td>
<td>$1,000,000</td>
</tr>
<tr>
<td>Crosswalks</td>
<td>$300,000</td>
</tr>
<tr>
<td>Mid-Block Signal</td>
<td>$800,000</td>
</tr>
<tr>
<td>Soft Cost: Engineering Consultant</td>
<td>$400,000</td>
</tr>
<tr>
<td>Total Cost</td>
<td>$2,500,000</td>
</tr>
</tbody>
</table>

12. Funding Sources
Funding is provided by DRI and a future grant application to NYS DOT. It is intended that DRI funds be used for Phase 1 activities and design services for Phase 2.

DRI Funds: Phase 1 $1M

NYS DOT Funds are to be applied for and used for Phase 2 engineering services, landscape services and construction.

NYS DOT: $1.5M

13. Site Ownership/ Legal Jurisdiction
The Clemens Center Parkway is NYS DOT controlled street. No work will be done on private property.
14. Regulatory Requirements

The Clemens Center Parkway Improvement project will require regulatory approvals from the NYS DOT and County’s Department of Transportation.

15. Public Support

This proposal was supported in two public meetings held during the DRI Planning process. The project was listed as a priority project by multiple break-out groups in a public meeting held November 10, 2016. The proposal was supported by 39% of attendees at the public meeting held January 17, 2017, and Elmira DRI Local Planning Committee indicated support for the project.

16. Anticipated Revitalization Benefits

The Clemens Center Parkway Improvement project will increase pedestrian safety and spread of economic growth between the east and west side of downtown. Currently the Parkway bifurcates downtown Elmira. The improvements will encourage walking and will make downtown Elmira more vibrant and attractive.

17. Beneficiaries

The area’s population and Clemens Center visitors will benefit. Adjacent property owners may benefit from increased value of the properties due to the improvements. Local retailers will benefit from increased “foot traffic” and spending in local stores.

18. Cost-Benefit Analysis

The cost of the project is $2,500,000. The benefit of the project will be improved connections between the east and west sides of downtown. Properties along the Clemens Center Parkway will increase in value and be perceived as redevelopment opportunities. While these benefits are not readily quantifiable in dollar amounts, national examples of walkable communities indicate this type of walkable strategy can improve overall business environment.

19. Jobs Created

Jobs are not directly created by this project. The street improvements will incentivize growth of new businesses and housing along Clemens Center Parkway and within the downtown.

20. Timeframe for Implementation and Project Readiness

The City of Elmira can implement Phase 1 improvements within two years, but recommends that other proposed DRI projects be undertaken first. Design for Phase 2 improvements can be completed within one year and may require two or more years to construct, depending upon partner funds.

<table>
<thead>
<tr>
<th>Task</th>
<th>Timeline</th>
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<tbody>
<tr>
<td>Retain Engineer Consultant</td>
<td>Month 3</td>
</tr>
<tr>
<td>Complete Planning for Phases 1 &amp; 2</td>
<td>Month 10</td>
</tr>
<tr>
<td>Implement Phase 1</td>
<td>Month 24</td>
</tr>
<tr>
<td>Award NYS DOT Grants</td>
<td>Month 24</td>
</tr>
<tr>
<td>Implement Phase 2</td>
<td>Month 48</td>
</tr>
</tbody>
</table>

21. Project Metrics

- Linear feet of new crosswalks
- Increase in pedestrian foot traffic
- Reduced velocity of automobile traffic through use of traffic calming measures
- Redevelopment of underutilized lots
PART TWO: STRATEGIC INVESTMENT PLAN

Figure 2: Existing condition

Source: Stantec

Figure 3: Precedent for median

Source: Stantec

Figure 4: Precedent for median

Source: Stantec

Figure 5: Conceptual plan

Source: Nelson\Nygaard Consulting Associates
Improve Main Street

1. Project Title
   Improve Main Street

2. DRI Funding
   Project is recommended for $1,000,000 in DRI Funding. Note that while this project is recommended for DRI funding, other proposed projects are a higher and more immediate priority for implementation.

3. Summary Description
   This project allots funding to retrofit Main Street between 3rd Street and Water Street. When implemented, the Main Street Project will complete Elmira’s long-term plan for the “Cultural Connector” which links Elmira College and the proposed Lake Erie College of Osteopathic Medicine (LECOM) facility to the City’s central business district (The linkage on the northern end of Main Street between Elmira College and Downtown to 2nd Street will be beginning construction in 2018). The current street configuration limits safe pedestrian crossing in the downtown core. Retrofits to the street will increase pedestrian linkage between downtown and Elmira College, enhance bike access, and encourage spread of economic growth to multiple portions of downtown. Renovations may occur in two phases. The initial phase will be funded by DRI and include improvements such as bulb-outs, improved cross walks, parallel parking, bike lanes, and potted plants that can each be implemented within a short time frame for relatively low cost. Longer-term improvements include construction of new sidewalks, curb realignments, street lights and street furniture.

4. Location
   The project is located along Main Street between 3rd Street and Water Street.
5. **Identification of Responsible Parties**

The City of Elmira and The County Department of Public Works will manage the project.

6. **Capacity**

The City of Elmira and The County Department of Public Works have the capacity to facilitate the project and retain a contractor.

7. **Project Partners**

Potential project partners are NYS DOT. The longer-term portion of the project may involve below grade infrastructure improvements that will require additional funding through CHIP funds or other NYS DOT programs.

8. **Strategies**

The project aligns with several of Elmira’s DRI strategies. These include:

**Goal: Develop a high quality physical environment:**

- **Strategy:** Create an identifiable series of walkable urban blocks and public spaces that host a wide variety of activities
- **Strategy:** Improve walkable connections between downtown and adjacent neighborhoods and institutions
- **Strategy:** Improve quality of retail and business venues

**Alignment with prior strategies from REDC:**

The Southern Tier Upstate Revitalization Initiative (URI) includes strategies that align with Elmira’s Downtown Revitalization Initiative. These include support for and growth of vibrant communities.

9. **Description**

**Project type:**
Main Street Improvement

**Alignment:** The Main Street Improvement project supports the strategic goal of the Elmira Refresh Plan which includes creating a dynamic college community by attracting young talent and creating the Cultural Connector. One of the Southern Tier REDC URI strategies is to attract and retain talent through attractive communities. The college towns of the Southern Tier like Elmira represent key attraction points to talented potential future residents and their families. The Main Street improvement and Cultural Connector will make Elmira more lively, vibrant and attractive.

**Catalytic/transformative nature:**

The Cultural Connector will knit together the Elmira College campus and potential new Lake Erie College of Osteopathic Medicine (LECOM) to the City of Elmira’s central business district through Main Street. The project improves biking and walking activity and creates an attractive and vibrant downtown. The streetscape improvements also support businesses downtown.

Main Street between 3rd Street and Water Street carries two travel lanes and street parking on both sides. It has relatively few crosswalks and street trees. The project could potentially be implemented in two phases; an early phase would include much needed pedestrian improvements such as bulb-outs, improved cross walks, and bike lanes that can be implemented within a short time frame for relatively low cost. These are similar to low cost improvements installed in New York City. When joined to another already re-designed segment of Main Street to the north, it will complete the Cultural Connector. Longer-term improvements include construction of new sidewalks, curb realignments, street lights, and street furniture. These improvements will elevate the character of the street to one that enhances Elmira’s downtown core.
**Financial and economic benefits:**
The project cost is $1,000,000 and is entirely implemented through DRI Funds. The cost of long-term reconstruction improvements is an additional $2,000,000. The project will change the perception of downtown Elmira. It will strengthen the visual and cultural activity linkages between the Elmira College campus, the planned new Lake Erie College of Osteopathic Medicine, and the City of Elmira’s central business district. The project is also intended to incentivize redevelopment of underutilized properties in the downtown.

**Implementation actions needed:**
- Design completion: Conceptual plan for Main Street is included with the DRI Plan. Further engineering and construction documents will be required.
- Project Manager: The City may require a project manager to ensure its goals are implemented during the construction of the project.
- Building Approvals: Approvals will be required from County’s Department of Transportation

**Maintenance and management required:**
Maintenance will be provided by the County Department of Public Works.

**Relationship to other projects/ initiatives:**
The project is not dependent on other DRI projects or on other non-DRI projects being approved or executed. The completion of the entire extent of the Cultural Connector is dependent upon these improvements. This project is integral part of an overall strategy to create a dynamic college community and vibrant downtown.

**Site images:**
See figure 2.

**10. Renderings**
See figure 4

---

**11. Estimated Costs**
The estimated cost of the project is $1,000,000 for near-term improvements. The cost is composed of the following elements:

<table>
<thead>
<tr>
<th>Development Cost</th>
<th>Cost</th>
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<td>Construction Cost</td>
<td>$850,000</td>
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<tr>
<td>Soft Costs: Construction Documents</td>
<td>$150,000</td>
</tr>
<tr>
<td><strong>Total Cost</strong></td>
<td><strong>$1,000,000</strong></td>
</tr>
</tbody>
</table>

**12. Funding Sources**
Funding is provided by DRI. It is intended that DRI Funds be used for near-term design and construction activities.

- **DRI Funds:** $1,000,000
- **Long-term Project NYS DOT:** $2,000,000

**13. Site ownership/ legal jurisdiction**
Main Street is a City-controlled street. No work will be done on private property.

**14. Regulatory Requirements**
The Street will require regulatory approvals from the County’s Department of Public Works.

**15. Public Support**
This proposal was supported in two public meetings held during the DRI Planning process. The project was listed as a priority project by multiple break out groups in a public meeting held November 10, 2016. The proposal was ranked as a high priority by 55% of the public attendees at the public meeting held January 17, 2017. The Elmira DRI Local Planning Committee indicated strong support for the project.
16. Anticipated Revitalization Benefits

The Main Street improvement project will knit together Elmira’s colleges and central business district. The street retrofit will offer greater opportunities for new development. It will encourage walking and biking downtown and will make downtown Elmira more vibrant and attractive.

17. Beneficiaries

The area’s population, Elmira College Students and LECOM students will benefit. Adjacent property owners will benefit from increased value of the properties. Local retailers will benefit from increased “foot traffic” and spending in local stores.

18. Cost-Benefit Analysis

The cost of the project is $1,000,000. The primary benefit of the project will be improved connections between downtown Elmira and its Colleges. Properties along these streets will increase in value and be perceived as redevelopment opportunities. While these benefits are not readily quantifiable in dollar amounts, national examples of walkable communities indicate this type of walkable strategy can improve overall business environment.

19. Jobs Created

Jobs are not directly created by this project. The street improvements will incentivize growth of new businesses and housing along Main Street and within the downtown.

20. Timeframe for Implementation and Project Readiness

The City of Elmira can implement the project within two years, but recommends that other proposed projects be undertaken first.

<table>
<thead>
<tr>
<th>Task</th>
<th>Month</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retain Engineer Consultant</td>
<td>Month 4</td>
</tr>
<tr>
<td>Complete Planning for Near-Term Phase</td>
<td>Month 12</td>
</tr>
<tr>
<td>Construction Start</td>
<td>Month 24</td>
</tr>
</tbody>
</table>

21. Project Metrics

- Linear feet of new crosswalks
- Increase in pedestrian foot traffic
- Reduced velocity of automobile traffic through use of traffic calming measures
- Increased use of bikes along Main Street
Figure 2: Existing Main Street

Source: Stantec

Figure 3: Precedent of street retrofit

Source: Stantec

Figure 4: Conceptual Plan Main Street

Source: Nelson\Nygaard Consulting Associates
Renovate Lake Street Pedestrian Bridge

1. **Project Title**

   Renovate Lake Street Pedestrian Bridge as a Pedestrian Bridge

2. **DRI Funding**

   The project is recommended for $750,000 in DRI Funding.

3. **Summary Description**

   Lake Street Bridge is situated adjacent to the Mark Twain Riverfront Park and connects downtown Elmira to the southside neighborhoods and a designated Brownfield Opportunity Area. The bridge was built in 1960, but has been closed to vehicular traffic since March 2011 due to structural concerns. The rehabilitation of the Lake Street Bridge as a pedestrian connection between the north and south banks of the Chemung River enhances the downtown environment and provides scenic vistas for public use and enjoyment. The reopening of the bridge will spur development of several underutilized and vacant properties along both Lake Street and Water Streets.

4. **Location**

   The Lake Street Bridge is located at the south end of Lake Street and intersects Water Street.

5. **Identification of Responsible Parties**

   The City of Elmira and New York State Department of Transportation (NYS DOT) are the responsible parties for the project.

6. **Capacity**

   The City of Elmira has the capacity to coordinate with NYS DOT and retain a design consultant and contractor for the project.
7. Project Partners
   City of Elmira
   NYS DOT

8. Strategies

The project aligns with several of Elmira’s DRI strategies. These include:

**Goal 1: Foster economic growth through job creation, high paying jobs, and skilled workers:**
   - **Strategy:** Establish programs that grow small business

**Goal 2: Develop a high quality physical environment:**
   - **Strategy:** Improve walkable connections between Downtown and adjacent neighborhoods and institutions

**Goal 3: Strengthen identity celebrating heritage, culture & arts, and new opportunities:**
   - **Strategy:** Protect and renovate historic structures
   - **Strategy:** Increase role of waterfront in Downtown

Alignment with prior planning:
An REDC URI strategy is to attract and retain talent through attractive communities. The college towns of the Southern Tier like Elmira represent key attraction points to talented potential future residents and their families. The Lake Street Pedestrian Bridge is a project that will make Elmira more lively, vibrant and attractive.

9. Description

**Project type:**
This project allots funding to renovate the Lake Street Bridge and convert it to a pedestrian bridge.

**Catalytic/ transformative nature:**
Lake Street Bridge was built in 1960 but has been out of commission since 2011 due to the lack of public funding to address its maintenance needs and provide safe service for vehicular traffic. The rehabilitation of Lake Street Bridge as a pedestrian walkway and bicycle passage will open up access to the Chemung River as a viable economic and recreational resource.

The project promotes waterfront activities and creates a continuous connection to the Mark Twain Riverfront Park and to the future proposed trail system. It serves as an important connection between the north and south sides of downtown Elmira, while providing public access to the scenic river landscape. The project includes structural improvements, landscaping, seating nodes, artistic elements, pavement treatments, and high quality lighting. This iconic pedestrian bridge will bring greater vibrancy to downtown. The design for the bridge is outlined in the Planning and Feasibility Study to Rehabilitate the Lake Street Bridge report commissioned by the City of Elmira in 2012.

**Financial and economic benefits:**
Like many successful waterfront projects across the nation, this project will bring more visitors to downtown Elmira and allow its downtown core to become a viable destination for individuals throughout the Southern Tier region. The reopening of the bridge will spur renovation of vacant and underutilized historic buildings along Lake Street. Due to its proximity to existing and new business locations, the increased visitation created by this project can translate into increased patronage of local businesses and into new jobs.

**Implementation actions needed:**
- Site Control: The City of Elmira owns the bridge
- Partner Funding: Receive funding from NYS DOT (Pending Transportation Alternatives Program (TAP) application submitted fall 2016)
- Complete Design: The City of Elmira must retain a design consultant and contractor to complete the design of the pedestrian bridge. The design of the bridge will be reviewed by NYS DOT
- Approvals: NYS DOT has regulatory control of the bridge. Preliminary review by a senior professional engineer with
13. Site ownership/ legal jurisdiction

The City owns and maintains the bridge. NYS DOT has regulatory jurisdiction over the bridge.

14. Regulatory Requirements

The Lake Street Pedestrian Bridge will require approvals from NYS DOT, New York State Department of Environmental Conservation (NYS DEC), and the City’s Department of Public Works.

15. Public Support

This proposal was supported in two public meetings held during the DRI Planning process. The project was listed as a significant priority project by multiple break out groups in a public meeting held November 10, 2016. The proposal was supported by a survey of attendees at the public meeting held January 17, 2017 and was listed as a high priority by 48% of the public attendees and a good priority by 43%. Elmira DRI Local Planning Committee indicated strong support for the project.

16. Anticipated Revitalization Benefits

The project will provide views to one of the Elmira’s greatest assets, the Chemung River. The bridge will facilitate walkable connections between the downtown and south side. It encourages walking and creates a greater vibrancy downtown to become a viable destination for individuals throughout the Southern Tier region. The improved connection in the area will spur development of multiple properties on Lake Street.

17. Beneficiaries

The area’s population will benefit. It also provides visitors of Clemens Center and First Arena with additional activities that encourage them to prolong their stay.

### Environmental Specialty

Indicates the design should meet regulatory requirements. Project must also be reviewed by NYS DEC.

**Maintenance and management required:**

Maintenance provided by the City.

**Relationship to other projects/initiatives:**

This project is dependent on award of a pending NYS DOT TAP grant and will serve as the local match for it. The project is part of an overall strategy to create an attractive and vibrant downtown.

**Site images:**

See figures 2-3.

**10. Renderings**

See figures 4

**11. Estimated Costs**

The estimated cost of the project is $3,250,000. The cost is composed of the following elements:

<table>
<thead>
<tr>
<th>Development Cost</th>
<th>$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Structural Improvements</td>
<td>2,450,000</td>
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<tr>
<td>Landscape</td>
<td>300,000</td>
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<tr>
<td>Soft Costs: Design Consultant and Engineering</td>
<td>500,000</td>
</tr>
<tr>
<td><strong>Total Project Cost</strong></td>
<td><strong>3,250,000</strong></td>
</tr>
</tbody>
</table>

**12. Funding Sources**

The project will be funded by DRI. Funding amount is $750,000. City of Elmira has applied for NYS DOT $2,500,000 Transportation Alternative Program (TAP) grant.
18. Cost-Benefit Analysis

The cost of the project is $3,250,000. Similar to many waterfront projects across the nation that have demonstrated positive benefits, this project will attract large numbers of visitors and improve visitation to downtown businesses. Another benefit of the project is the improved pedestrian connection between the north and south side of downtown Elmira. While these benefits will be not readily quantifiable in dollar amounts prior to construction, this type of strategy can improve the overall business environment.

19. Jobs Created

Jobs are not directly created by this project. Jobs are indirectly created by the project’s ability to attract more visitors to downtown in proximity to existing and new business locations. The increased visitation can translate into increased patronage of local businesses and into new jobs.

20. Timeframe for Implementation and Project Readiness

The City of Elmira can start construction within one year and be complete in two to three years.

<table>
<thead>
<tr>
<th>Task</th>
<th>Month</th>
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</thead>
<tbody>
<tr>
<td>Retain Design Consultant</td>
<td>3</td>
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<tr>
<td>Issue Construction Documents</td>
<td>10</td>
</tr>
<tr>
<td>Retain Contractor</td>
<td>12</td>
</tr>
<tr>
<td>Construction Start</td>
<td>14</td>
</tr>
</tbody>
</table>

21. Project Metrics

- Increase pedestrian walking between the north and south side of downtown
- Increased use of bikes
- Increased redevelopment of underutilized parcels and vacant buildings along Lake Street
- Increase in retail sales in local establishments
- Greater visitation to waterfront park
Figure 4: Lake Street Pedestrian Bridge-Proposed Design

Source: HAAS Landscape Architects, HUNT Engineers
Renovate Centertown Parking Garage

1. **Project Title**

Renovate Centertown Parking Garage

2. **DRI Funding**

The project is recommended for $1,000,000 in DRI Funding.

3. **Summary Description**

The renovations to the 40 year old Centertown public parking garage with a 735-car capacity will result in a safer and aesthetically pleasing parking structure that serves tourists and residents visiting downtown businesses or attending events.

4. **Location**

The Centertown Parking Garage is located at Railroad Ave and West Gray Street in Elmira, New York.

5. **Identification of Responsible Parties**

The City of Elmira owns and operates Centertown Parking Garage and will be responsible for its repair, further operation, and maintenance.

6. **Capacity**

The City of Elmira has the capacity to procure a certified engineer or architect to develop construction documents, oversee the renovation process, and retain a contractor to do the renovation.

7. **Project Partners**

City of Elmira
8. Strategies

The project aligns with several of Elmira’s DRI strategies. These include:

Goal: Foster economic growth through job creation, high paying jobs, and skilled workers:

Strategy: Establish programs that grow small business

Goal: Develop a high quality physical environment:

Strategy: Improve quality of retail and business venues

Alignment with prior Strategies from REDC:

Elmira Parking Garage renovation project supports downtown businesses and events and the strategic goals of Southern Tier URI which include strengthening the region’s community assets and returning vibrancy to our communities.

9. Description

Project type:
The project includes renovation of the Centertown Parking Garage.

The Centertown Parking Garage is a 40 year old seven-story structure with a parking capacity of 735 cars and one-way ramped panel system along the perimeter and a spiral exit ramp in the center. It has a rectangular shape and the dimension of the typical floor is approximately 260 ft x 217 ft. While many residents complain there is insufficient parking to support existing businesses and Clemens Center visitors, this parking structure is often partially unused due to its disrepair, safety concerns, and poor lighting quality. The facade of the parking garage consists of a combination of precast concrete panels and poured in place concrete walls that are poorly maintained and are a blight on the downtown.

Rehabilitating the parking structure to preserve its structural integrity and to create a more inviting and marketable parking structure is essential to supporting downtown activities, small businesses, and retailers. There are three stair towers/elevators, located at the northwest, southwest and southeast corner, which provide pedestrian access between parking levels. The windowless and poorly lit stair towers are safety concerns and discourage use of the parking garage.

Below is a list of recommended repairs:

- Structural repairs: Based on the results of Desman Design Management survey, the Centertown Parking Garage is in fairly good overall condition at the present time. The structure, however, is experiencing some age and corrosion-related deterioration conditions that should be addressed in order to ensure its structural integrity and extend its useful life. Construction documents to guide the renovation will be prepared by a certified engineer or architect procured by the City.
- Facade improvements:
  - Replacing exterior precast panels with metal mesh
  - Replacing precast rails with steel cable railing
  - Adding perimeter lighting
- Renovation of stair towers:
  - Adding windows to the stair towers to enhance the perception of safety
  - Recladding stair towers with metal mesh or translucent panels
  - Highlighting entrance/exit points and improve appearance aesthetic
  - Using high-quality lighting
- Repair of elevators
- Use of high quality interior and exterior lighting
- Long-term maintenance

Catalytic/transformative nature:
The renovated parking garage will support downtown businesses, increase consumer spending downtown, transform the character of downtown and enhance perception of safety with lighting.
Adjacent to the first floor of the parking structure’s south side is a vacant commercial space under independent ownership. The proposed Clemens Square is also adjacent to this vacant space. Renovation of the parking structure and construction of Clemens Square has already attracted a private developer to renovate this vacant space.

**Financial and economic benefits:**
The project cost of $1,320,000 is described in item 11. The majority of funding, $1,000,000, will be provided by DRI funds item 12. Remaining funds will be provided by the City of Elmira from capital improvement funds. The improvements will increase visitation and consumer spending in local businesses, resulting in expanded tax revenue.

**Implementation actions needed:**
- Site Control: The City of Elmira owns the Centertown Parking Garage
- Building Approvals: The City will submit the building for typical building permits. Zoning actions are not required.
- City retain design consultant: While conceptual drawings are included in the DRI plan, construction documents will be required.
- City to retain contractor

**Maintenance and management required:**
The management of the parking garage will be by the City of Elmira.

**Relationship to other projects/initiatives:**
The project is not dependent on other DRI projects or other projects being approved or executed. It is part of an overall strategy to support downtown businesses and anchor activities.

**Site images:**
See figures 2,3

### 10. Renderings
See figures 4-9.

### 11. Estimated Costs
The estimated cost of the project is $1,320,000. The cost is composed of the following elements:

<table>
<thead>
<tr>
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<tbody>
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<td>Renovation</td>
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<tr>
<td>Lighting</td>
<td>20,000</td>
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<td>Soft Cost: Design Consultant</td>
<td>175,000</td>
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<tr>
<td><strong>Total Cost</strong></td>
<td><strong>1,320,000</strong></td>
</tr>
</tbody>
</table>

### 12. Funding Sources
- DRI Funds: $1,000,000
- City Cap-Long-term repairs: $300,000
- City Cap-Lighting: $20,000

### 13. Site ownership/ legal jurisdiction
The City owns the Centertown Parking Garage.

### 14. Regulatory Requirements
The proposed development meets existing zoning regulations.

### 15. Public Support
This proposal was supported in two public meetings held during the DRI Planning process. The project was listed as a possible project by multiple break out groups in a public meeting held November 10, 2016. The proposal was supported by a survey of attendees at the public meeting held January 17, 2017 and was listed as a high priority by 47% of the public
attendees. DRI Local Planning Committee indicated strong support for the project.

16. Anticipated Revitalization Benefits

The renovation of the parking structure will include the beautification of the exterior and the addition of windows to the stairway to make the parking garage more welcoming. The structural repairs will make the garage much safer to use. Downtown business customers and visitors will perceive the renovated and redesigned parking garage as a safer place to use day and night when coming in downtown Elmira.

17. Beneficiaries

The area’s small businesses and residents will benefit from the greatly improved quality of parking. Local retailers will benefit from increased spending in local stores. Adjacent sites will benefit from the removal of blight.

18. Cost-Benefit Analysis

The cost of the Centerown Parking Garage renovation is estimated at $1,320,000. The renovation of the parking garage will provide 735 parking stalls distributed vertically on a relatively small footprint, opening an opportunity for the City to use other downtown spaces currently used for parking for other uses. The renovated and improved parking garage provides parking spaces for the visitors of downtown institutions, activities, and stores including the Clemens Center, the Promenade, Riverfront Park, Main Street businesses, the proposed Clemens Square and the proposed West Water Street mixed-use development. The renovated parking garage will improve the perception of the downtown and support other public or private initiatives that will bring people to the downtown.

19. Jobs Created

The renovation of the parking garage does not create new jobs. However, it will have an important role in supporting the health of retail and small businesses within downtown.

20. Timeframe for Implementation and Project Readiness

The City of Elmira will procure a certified engineer or architect in a couple of months and retain a contractor within maximum a year. If the weather will allow it, the renovation could be completed in 20 months.

<table>
<thead>
<tr>
<th>Task</th>
<th>Month</th>
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<td>2</td>
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<tr>
<td>Complete Construction Documents</td>
<td>12</td>
</tr>
<tr>
<td>Retain Contractor</td>
<td>12</td>
</tr>
<tr>
<td>Construction Start</td>
<td>16</td>
</tr>
</tbody>
</table>

21. Project Metrics

The City could install a counter to the entrance barrier to measure the use of the facility, the movement of the barrier will indicate the number of user-cars and indicate the impact of the renovated garage on downtown visitation.

- Increase parking usage
- Increase visitation to Main Street Businesses
- Increased use for residential parking
- Increased pedestrian activity in Downtown
Figure 2: Existing parking structure

Figure 3: Existing parking structure courtyard

Figure 4: Renovation concept 1

Figure 5-6: Renovation concept courtyard

Source: Stantec

Source: Foit Albert Assoc.

Source: Foit Albert Assoc.
Figure 7: Renovation concept 1

Source: Foit Albert Assoc.

Figure 8: Renovation concept 2

Source: Foit Albert Assoc.

Figure 9: Precedent of mesh panels

Source: Stantec
Develop Branding & Marketing for Downtown Elmira

1. Project Title
Develop Branding and Marketing for Downtown Elmira

2. DRI Funding
The project is recommended for $150,000 in DRI Funding.

3. Summary Description
The project is designed to improve the visibility of Elmira’s downtown and small businesses in a broad region. Currently, there is insufficient branding and media material to attract visitors and limited advertisement of retailers, small businesses, historic features, institutions, and public facilities. The Branding Project will develop a marketing theme for the City, and a network with which to regularly disseminate the marketing materials for the downtown. The project will result in increased retail sales, commercial business opportunities, and improved perception of downtown.

4. Location
The project includes Branding and Marketing initiatives throughout the Southern Tier.

5. Identification of Responsible Parties
The City of Elmira will control the branding project. The City will contract with a branding/ marketing firm(s) to deliver the services.

6. Capacity
The City has capacity to contract with a branding firm(s) and to coordinate with the project partners.

7. Project Partners
The City of Elmira will control the branding project. The City will partner with the local BID, local, regional and NYS tourism agencies and economic development agencies.

8. Strategies
The project aligns with several of Elmira’s DRI strategies. These include:

Goal 1: Foster economic growth through job creation, high paying jobs, and skilled workers:
- **Strategy**: Establish programs that grow small business
- **Strategy**: Increase local property tax base

Goal 2: Strengthen identity celebrating heritage, culture & arts, and new opportunities
- **Strategy**: Strengthen arts and cultural attractions

Other Strategies include:
- Strengthening of its Main Street
- Increasing tourism in Downtown
- Increasing jobs

Alignment with prior Strategies from REDC:
The Southern Tier Upstate Revitalization Initiative (URI) includes strategies that align with Elmira’s Downtown Revitalization Initiative. These include support for tourism, and growth of vibrant communities.
9. Description

Project type:
The project includes new branding and marketing strategies to support local retail and small business.

Currently, Elmira’s downtown has insufficient branding and media material available for visitors and limited advertisement for retailers. While many individuals and tourists in the region are familiar with retail offerings in neighboring areas such as Horseheads, there is no comparable visibility for Elmira’s historic center. Professionally managed malls pay for some of the advertisement of their tenants; however, there is no comparable financial support for downtown Elmira.

Catalytic/transformative nature:
The Branding Project will bring new visitors to downtown Elmira. The project will increase patronage to local small businesses as well as attract new residents and new businesses.

Financial and economic benefits:
The project cost of $150,000 is described in item 11. The funding will be from DRI Item 12. By increasing patronage of the City’s businesses, the project will increase tax revenue, jobs, and economic health of downtown Elmira.

Implementation actions needed:
- City to identify a project manager
- City to retain branding consultant
- Coordinate with Elmira Downtown Development
- The branding consultant will establish plan for marketing Downtown Elmira
  - Develop marketing strategy with complementary business and tourism clusters
  - Identify target markets
  - Provide press coverage and testimonials highlighting success stories
  - Coordinate with all community calendars
  - Provide listing of financial incentives available

Maintenance and management required:
The branding project will require limited maintenance.

Relationship to other projects/initiatives:
The project is not dependent on other DRI projects or other projects being approved or executed. It is part of an overall strategy to improve the quality of small business in downtown.

Site images:
None

10. Renderings
None

11. Estimated Costs
The estimated cost of the project is $150,000. The cost is composed of the following elements:

<table>
<thead>
<tr>
<th>Development Cost</th>
<th>$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Soft Costs:</td>
<td>150,000</td>
</tr>
<tr>
<td>Design and Development of Branding Plan</td>
<td></td>
</tr>
</tbody>
</table>

Total Cost 150,000

12. Funding Sources
The project will be funded by DRI funds.

13. Site ownership/legal jurisdiction
The work is located within the public domain. The project does not
include work on private property.

14. Regulatory Requirements

The proposed project will meet licensing and media release requirements as necessary.

15. Public Support

The Branding and Marketing Project was supported as a means of strengthening the area’s small businesses in two public meetings held during the DRI Planning process. These meetings were held November 10, 2016 and January 17, 2017. The Elmira DRI Local Planning Committee indicated support for the project.

16. Anticipated Revitalization Benefits

The Branding Project will change the perception of downtown. It will elevate the perception of the downtown in a region in which tourism is increasing. It will generate an increase in spending in local stores and increase the City’s tax base.

17. Beneficiaries

The area’s small employers will benefit directly from improved visibility. Clemens Center and First Arena will benefit directly by attracting more visitors. Large employers such as, Elmira College, Arnot Health, Hilliard Corporation, F. M Howell will benefit indirectly through the improved perception of downtown.

18. Cost-Benefit Analysis

Elmira Downtown Branding Project costs $150,000. The project could bring increased visitation to the downtown’s small businesses and attract tourists, new businesses and residents for years to come. The short-term investment could return benefits to area business for decades. Studies from branding programs implemented in other cities indicate measurable increase in visitation to local stores.

19. Jobs Created

Elmira Downtown Branding Project will result in job growth for downtown retail and small business.

20. Timeframe for Implementation and Project Readiness

The City of Elmira can initiate the Branding Project within a one year and implement over a 5 year period.

<table>
<thead>
<tr>
<th>Retain Consultant</th>
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<tr>
<td>Final Branding &amp; Marketing Plan</td>
<td>Month 9</td>
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<tr>
<td>Implementation Phase 1</td>
<td>Month 12</td>
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21. Project Metrics

- Measure increase in locations where Elmira is marketed
- Increase in retail sales- track annual spending in downtown retail establishments
- Increase in hotel visitation
- Increase in articles, media coverage of downtown Elmira
Develop Elmira Riverfront Boardwalk

1. Project Title
Develop Riverfront Park Boardwalk

2. DRI Funding
This project is recommended for $550,000 in DRI Funding.

3. Summary Description
Elmira’s Riverfront Park requires improvements to reestablish a strong connection between the Chemung River and the adjacent downtown core. The river is currently screened from view by a flood barrier controlled by New York State Department of Environmental Conservation (NYS DEC). The project includes construction of an elevated boardwalk park that will allow views over the wall to the spectacular Chemung River and that will attract visitors and patrons to downtown Elmira. The project will include redesign of public space, new seating, planters, and artwork. The boardwalk will not touch the existing flood barrier or place structural loads on it. The design accommodates the option for a stair down to river bank.

4. Location
The Riverfront Park is bounded by Water Street on the north, Main Street on the west and Lake Street on the east.

5. Identification of Responsible Parties
The City of Elmira is responsible for the project.

6. Capacity
The City of Elmira has the capacity to facilitate the project, coordinate with NYS DEC and retain a contractor.
7. Project Partners

- NYS DEC
- NYS Department of State (NYS DOS)
- NYS Office of Parks, Recreation and Historic Preservation (NYS OPRHP)

8. Strategies

The project aligns with several of Elmira’s DRI strategies. These include:

- **Goal:** Foster economic growth through job creation, high paying jobs, and skilled workers:
  - **Strategy:** Increase opportunities to attract innovative businesses
  - **Strategy:** Increase local property tax base

- **Goal:** Develop a high quality physical environment:
  - **Strategy:** Create an identifiable series of walkable urban blocks and public spaces that host a wide variety of activities
  - **Strategy:** Improve walkable connections between downtown and adjacent neighborhoods and institutions
  - **Strategy:** Provide ongoing management and maintenance for Downtown

- **Goal:** Strengthen identity celebrating heritage, culture & arts, and new opportunities:
  - **Strategy:** Strengthen arts and cultural attractions
  - **Strategy:** Foster public events, and activities
  - **Strategy:** Increase role of waterfront in downtown

Alignment with prior Planning:
The proposed project is consistent with The City’s Comprehensive Plan of 2016 and the City’s proposed renovation of Mark Twain Riverfront Park. The City prepared a Waterfront Access Plan in 2011 for a four block section of the park. The planning effort was coordinated with NYS DEC and support by NYS DOS EPF/LWRP funds.

The Project also aligns with regional planning strategies. The Upstate Revitalization Initiative (URI) for the Southern Tier REDC includes the promotion of innovative culture is one of the REDC’s strategies to advance economy. Under this strategy, waterfront development projects are game-changing investments since water is one of the Southern Tier’s greatest assets. Capitalizing on natural assets such as Chemung River is one of the elements of a vibrant community.

Another REDC URI strategy is to attract and retain talent through attractive communities. The college towns of the Southern Tier like Elmira represent key attraction points to talented potential future residents and their families. The Riverfront Park Boardwalk is a project that will make Elmira more lively, vibrant and attractive.

9. Description

**Project type:**
Riverfront Park, public space improvements

**Catalytic/ transformative nature:**
The existing floodwall was constructed following the flood of 1972 to protect Elmira from future flooding events. Floodwall elevations above the floodplain range from 15-20’ and range from 3’-8’ on the landward side. The floodwall is regularly maintained and monitored by the NYS DEC. The concrete wall obstructs the views of the Chemung River. There is currently no public access to the Chemung River within the downtown area due to the wall.

The Riverfront Park Boardwalk to be located in Mark Twain Riverfront Park is designed to provide views and access to the river from Elmira’s downtown core. The project includes a 100-foot long elevated deck area with movable chairs and tables. Its design can also be used as a stage for outdoor performances and other public events. It will also incorporate public art. These types of public events are currently being organized by Elmira’s BID, Elmira Downtown Development, on City streets. It will be an accessible open space with a ramp to provide ADA
compliant access. Its location is within a half block of Main Street, and directly adjacent to one of few large shoreline embankments in the downtown. It will be directly across the street from the proposed West Water Street Mixed-use Development and adjacent to the end of the downtown Promenade. Mark Twain Riverfront Park connects to the Lake Street bridge.

The project is designed with a cantilevered approach so that it does not touch or place large structural loads on the flood barrier. Foundations for the boardwalk are set away from the wall, and clearance space is provided alongside the wall for regular monitoring and maintenance. These design considerations allow limited impact on NYS DEC requirements pertaining to the flood wall.

An optional portion of the project is a staircase that provides access from the boardwalk down to the river shoreline. This type of direct access to the shoreline was specifically requested by community members at public meetings. This stair will require additional regulatory approvals.

The project enhances public access to the Chemung River and promotes the river as a viable economic and recreational resource. It provides natural areas and scenic vistas for public use and enjoyment. It promotes waterfront activities and tourism in downtown Elmira. The project will result in a strong pedestrian connection between the Riverfront Park and Elmira's downtown core; the Clemens Center, West Water Street Mixed-use Development, the Promenade, First Arena, and Main Street. The new boardwalk has the potential to become a focal point of the Central Business District, a regional attraction, and a catalyst for economic development.

Financial and economic benefits:
Like many successful waterfront park projects across the nation, this project will bring more visitors to downtown Elmira and allow its downtown core to become a viable destination for individuals throughout the Southern Tier region. Due to its proximity to existing and proposed business locations, the increased visitation created by this project can translate into increased patronage of local businesses and into new jobs.

Implementation actions needed:
- Site Control: The City of Elmira owns the site.
- Complete Design: The City of Elmira must retain a design consultant and contractor to complete the design. The design of the park will be reviewed by both the NYS DEC and Army Corp of Engineers (USACE). The design should also be coordinated by Elmira Water Board and Friends of the Chemung River Watershed.
- Building Approvals, NYSDEC: The NYS DEC has regulatory control of Mark Twain Riverfront Park due to their easements around the floodwalls and the portage trail location adjacent to a navigable waterway. NYS DEC and USACE will require review of the boardwalk design. The proposed design does not have any direct contact with or large structural impact on the wall. Preliminary review by a senior professional engineer with environmental specialty indicates the design should meet regulatory requirements.
- Building Approvals, City: A City issued building permit is required. Zoning actions are not required.

Maintenance and management required:
Maintenance provided by the City/County Building and Grounds Department. STEG/IDA will manage two seasonal workers for landscaping and maintenance.

Relationship to other projects/ initiatives:
The project is not dependent on other DRI projects or other projects being approved or executed. It is part of an overall strategy to create an attractive and vibrant downtown which includes a series interconnected public amenities and new building uses.
15. Public Support

This proposal was supported in two public meetings held during the DRI planning process. The project was listed as a priority project by multiple break out groups in a public meeting held November 10, 2016. The proposal was supported by a survey at the public meeting held January 17, 2017 and was listed as a high priority by 47% of the public attendees. Elmira DRI Local Planning Committee indicated support for the project.

16. Anticipated Revitalization Benefits

The project will provide views and access to one of the Elmira’s greatest assets, the Chemung River. The boardwalk overcomes the visual obstruction from the flood wall while being fully compatible with the wall’s structural requirements. Like many successful waterfront park projects across the nation, this project will bring more visitors to downtown Elmira and allow its downtown core to become a viable destination for individuals throughout the Southern Tier region.

17. Beneficiaries

The area’s population will benefit. Downtown retailers will benefit from the increase in foot traffic in downtown. It also provides visitors of Clemens Center and First Arena with additional activities that encourage them to prolong their stay.

18. Cost-Benefit Analysis

The cost of the project is $550,000. Similar to many waterfront park type projects across the nation that have demonstrated positive benefits, this project will attract large numbers of visitors and improve visitation to local businesses. The project’s proximity to other key downtown institutions, activities, and stores including the Clemens Center, West Water Street Development, the Promenade, Main Street, and the Lake Street Bridge will allow it to contribute to an improved downtown economic environment. It will also promote waterfront activities and tourism in downtown Elmira. While these benefits are not readily
quantifiable in dollar amounts prior to construction, this type of strategy can improve the overall business environment.

19. Jobs Created

Jobs are not directly created by this project. Jobs are indirectly created by the project’s ability to attract more visitors to downtown in proximity to existing and new business locations. The increased visitation can translate into increased patronage of local businesses and into new jobs.

20. Timeframe for Implementation and Project Readiness

The City of Elmira will likely be able to start construction within one year and be complete in under two years.

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<td>Issue Construction Documents</td>
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<td>Retain Contractor</td>
<td>Month 10</td>
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<tr>
<td>Construction Start</td>
<td>Month 11</td>
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21. Project Metrics

- Increased pedestrians walking to the Riverfront
- Increased activity along Water Street
- Greater visitation to downtown retail establishments
Figure 4: Boardwalk concept
PART TWO: STRATEGIC INVESTMENT PLAN

Elmira Sundek
Chemung River Boardwalk Design Concept
December 2016

Figure 5: Boardwalk concept

Figure 6: Boardwalk concept plan

Source: Stantec
Section II: Project Profiles Proposed for Other Funding

Introduction

The Elmira Local Planning Committee has strategically focused on shovel-ready and catalytic projects within a concentrated area of the downtown. Together, these projects are expected to have an unprecedented and transformative impact on downtown. While the LPC proposed only a few additional projects for other (non-DRI) funding, most of the projects recommended for DRI funding will have future phases or other related components that will need additional support. The initial DRI investments will result in new development interest and opportunities that will continue to advance the vision for downtown Elmira.

Projects recommended for DRI funding with future phases or additional components include rehabilitation of existing buildings, adaptive reuse of vacant/underutilized buildings, and in-fill development on vacant lots. Further investments in these activities will result in additional housing and employment opportunities and new or expanded existing downtown businesses. Continued investment could be in public art, public spaces, pop-up events, tactical urbanism, and other programming. The continued enhancement of Mark Twain Riverfront Park, future Complete Streets phases, and additional signage and marketing efforts will build upon the DRI efforts to create a vibrant and attractive downtown where people want to live, work, and visit.

The following additional projects were identified by the LPC as important to fulfilling the vision for a vibrant downtown. Although the projects have not been recommended for DRI funding, the City of Elmira will work with local, regional and State partners to advance them.

Makerspace

This project proposes a small-scaled workshop space for area craftsman and start-up businesses. Makerspaces combine manufacturing equipment, community, and education for the purposes of enabling community members to design, prototype, and create manufactured works that wouldn’t be possible to create with the resources available to individuals working alone. The space can be programmed differently to aid different types of small-scale manufacturing, or as tenant “makers” change. The location of the space and an operator for the facility have yet to be determined.

Improve Lake Street as a Complete Street

This project envisions the revitalization of Lake Street between Water Street and East Washington Avenue. When implemented, the Lake Street Complete Street Project will fulfill Elmira’s long-term plan for the “Creative Corridor.” The corridor links several cultural institutions and residential neighborhoods to the City’s central business district. The current street has broken sidewalks, poor crosswalks, and limits safe pedestrian passage into the downtown core. Renovation of the street will increase pedestrian activity between downtown and adjacent neighborhoods, enhance bike access, and encourage the spread of economic growth to multiple portions of downtown. Renovations may include bulb-outs, improved cross walks, parallel parking, bike lanes, and planting areas that can each be implemented within a short time frame for relatively low cost. Additional improvements include construction of new sidewalks, curb realignments, new street lights and street furniture.
Activate an Outdoor Business Incubator under the Promenade

Summary Description: The existing pedestrian promenade under the railroad viaduct is one of Elmira’s valuable but underutilized assets. It is newly renovated and is an ideal outdoor space that can be used as an exciting marketplace incubator for start-up businesses. It was previously permitted to be used as an outdoor market and public space but was not highly used due to the lack of funding for management. This project allots funding to manage an outdoor market to support 20-40 local businesses. The promenade has a great potential to animate downtown, attract visitors and new residents, and support local businesses at a relatively low cost.

Identification of Responsible Parties: The City of Elmira will have jurisdiction over Promenade management. The City will also manage the space in collaboration with the City’s BID, Elmira Downtown Development.

Capacity: The City of Elmira lacks financial capacity to manage the outdoor market. This lack of funding is why the market has not operated on a regular basis. The funding for the project is directed to management of this valuable centrally-located marketplace venue.

Project Partners
The primary project partner will be the City of Elmira Elmira Downtown Development (EDD)

Catalytic/ transformative nature: Commercial Demand and Retail Market Analysis prepared for this DRI in 2016 shows opportunities for several types of downtown retail businesses to service customers who now shop elsewhere. According to Elmira retail market analyses, estimated retail rents range between $10 – $13.5 per square foot per year. This is not affordable for many local small businesses. As a result, many individuals are currently working from home but are looking for an affordable space to sell their products, to be more visible to residents who are looking for more shopping options. If well managed, the promenade can provide opportunities for 20-40 start-up businesses at a relatively low cost. An estimated $100,000 in funding would support a management position for at least 5 years. With proper management, the promenade has the potential to become a game changer project for downtown Elmira. The Promenade will be an animated space that helps activate the outdoor pedestrian environment in downtown Elmira. It will assist new and existing businesses and will serve as an amenity to existing culture and recreational offerings. It will also increase recreational offerings for Clemens Center and First Arena visitors. Activities as such as the promenade are required in order to attract residents to downtown living. As a result it is part of a downtown residential growth strategy, and it makes a fun, community-oriented place in Elmira’s downtown.

Financial and economic benefits: The project proposes $100,000 funding to manage an outdoor market at the Promenade. Using the Promenade as an outdoor market and business incubator space can support 20-40 local businesses. Located in the heart of the downtown the project has the potential to catalyze further investment in downtown Elmira. It will also promote retail density and continuity that will result in creating new jobs. This project creates a good return in supporting new and existing jobs for each dollar of public funds invested.

Provide Small Business Technical Support:
The goal of this project is to provide help to the area’s small businesses. The program would include enhanced on-going support to downtown merchants, business owners, and visitors. Project would coordinate with Elmira Small Business Center to provide advice on business plans. Some of the anticipated support functions are: expanded combined marketing efforts, downtown events, educational and networking opportunities for the business community.
Drinking Water Supply Improvements

**Summary Description:** The Elmira Water Board (EWB) provides public water supply to the City and surrounding Towns and Villages. Approximately 2.26 billion gallons of water were pumped, treated, and distributed in 2014 to provide service to 17,468 accounts with an estimated population of 52,493 via a distribution system containing 225 miles of water mains, 1,245 hydrants, and several thousand valves and service lines. Much of the existing system consists of cast iron water mains that are greater than 100 years old. Redevelopment of the downtown core cannot proceed without the replacement of these water mains because the iron pipes are corroding and subject to ruptures. EWB currently budgets approximately $500,000 a year for capital projects to replace system elements. EWB is submitting an application with five project components for the third round of NYS Water Grants in 2017 in response to much needed infrastructure upgrades to support the DRI projects. The project elements are summarized as follows:

**Project 1:** Lead Lateral/Meter Replacement – Acceleration of the EWB lead lateral replacement program. A total of over 1,300 lead services lines have been replaced over the last 25 years. This element is the replacement of remaining 1,400 lead service laterals with copper service pipe.

**Project 2:** 30” High Reservoir Transmission Main Replacement – All of the EWB raw water is processed through the filter plant located at the west end of Reservoir Street. The purified drinking water from the plant is pumped to the High Service Reservoir, located on the same site as the plant. The reservoir provides gravity pressure to the EWB distribution system. The 30” transmission main connecting the reservoir to the distribution system was installed in 1911. This vintage 1911 pipe is the only connection between High Service Reservoir and the entire EWB distribution system. The total length to be replaced is 1,455 feet, and includes approximately 780 feet on a steep hillside with a creek crossing at the bottom, and 675 feet over a relatively flat, open area on the east side of the creek. This project includes a flow meter and vault on the west side of the creek.

**Project 3:** Harmon Street Chemung River Crossing – The 16” Harmon Street Chemung River water supply pipe crossing runs from the intersection of College Avenue and West Water Street on the north side of the Chemung River to the south side of the River. The original cast iron crossing was installed in the late 1800’s, and consisted of 16” unlined cast iron leaded ball-joint pipe. The length of the crossing is approximately 1,300 feet. About 725 feet was replaced in the River in two phases in 1997 and 1998. The remaining portions consist of approximately 340 feet on the south side of the River and about 240 feet from the connection in the north river. Both remaining sections are required to cross under flood walls that were built in the 1940’s. This connection provides public water to the southern portion of the Elmira Refresh zone.

**Project 4:** Madison Avenue Chemung River Crossing – The 10” Madison Avenue Bridge Chemung River water supply crossing was installed in the late 1800’s. However, it was abandoned due to damage in the 1972 flood. This has left the EWB with only two operational crossings, located in the approximately the center and western region of the south side distribution system. An additional 12” at the Madison Avenue location would provide redundancy and hydraulically reinforce the eastern area of the south side distribution system. The total length is approximately 1,020 feet.

**Project 5:** 16” Water Street Distribution Main Replacement – The water main on West Water Street from Church Street on the west to just east of Judson Street on the east needs replacement. The portion from Walnut Street on the west to Madison Avenue on the east is the oldest section. It is 12” cast iron from Walnut Street to College Avenue, 16” cast iron from College Avenue to Lake Street, and then 12” cast iron from Lake Street to Madison Avenue. This water main was installed no later than the 1890’s. The total length from Walnut Street to Madison Avenue is approximately 5,200 ft. The full-length replacement main will be 16” diameter ductile iron. This will include replacement of hydrants and
hydrant laterals with valves, and approx. eight main line valves, with tie-ins to existing water mains at each intersection. This will improve the hydraulics on West Water Street between Walnut and Madison Avenue. This connection will also strengthen the hydraulic characteristics east of Madison Avenue by providing continuity in the larger transmission mains coming from Hoffman Street to Logan to Fifth Street and down College Avenue to the intersection at Water Street, feeding the area east of Madison that includes large volume users such as the Chemung County Nursing Home, NYS Psychiatric Center, St. Joseph’s Hospital, Kennedy Valve, the Holiday Inn, and Bragg Towers. Water Street through this section of the City is scheduled in 2017 to be reconstructed as part of the URI for the downtown core. The replacement of these 120+ year water mains must be performed at this time to accommodate the downtown redevelopment.

Identification of Responsible Parties: The Elmira Water Board is the project sponsor with long-term financing from the NYS Environmental Facilities Corporation (NYSEFC) and 2017 grant from the NYS Department of Health (NYSDOH).

Funding: The Elmira Water Board will leverage this two-year project as follows:

- NYSEFC Long-Term DWSRF Financing: $4,098,426
- 2017 NYS Water Grants – Round Three: $3,000,000
- Elmira Downtown Revitalization Initiative: $0

Total: $7,098,426

Project Partners: The primary project partner will be the Elmira Water Board with the City of Elmira and STEG.

Capacity: The Elmira Water Board has the capacity of initiating this accelerated infrastructure improvement project utilizing existing professional staff supplemented with their current engineering consultant.

Catalytic/ transformative nature: The replacement of critical, aging, below grade infrastructure elements will ensure the success of the Elmira DRI especially with the construction of the West Water Street Development and associated complete street improvements.
## Section III: Summary Table

<table>
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<tr>
<th>Project Title</th>
<th>Responsible Party</th>
<th>Estimated Cost</th>
<th>Funding Sources</th>
<th>Proposed Start Date</th>
<th>Anticipated Completion Date</th>
<th>Jobs Created</th>
</tr>
</thead>
</table>
| Develop West Water Street Mixed-use Development    | -City of Elmira  
-Private developer  
-STEG                   | $13,831,863       | DRI: $4,300,000  
Private Funds  
Restore NY: $2,300,000 | Month 5            | Month 18        | 50 jobs directly created |
| Activate Buildings in Downtown Elmira               | City of Elmira  
-Property owners as listed in profile                | $6,000,000      | DRI: $2,000,000, Private funds                      | Month 3             | Month 36        | yes          |
| Build Elmira Clemens Square                        | City of Elmira, EDD                                           | $1,250,000      | DRI: $1,250,000                                     | Month 4             | Month 18        | yes          |
| Improve Main Street                                | City of Elmira                                               | 1,000,000       | DRI: $1,000,000- NYS DOT                           | Month 4             | Month 24        | 0            |
| Renovate Centertown Parking Garage                 | City of Elmira                                               | $1,340,000      | DRI: $1,000,000                                     | Month 2             | Month 20        | yes          |
| Improve Clemens Center Parkway                     | City of Elmira, NYS DOT                                      | $2,500,000      | DRI: $1,000,000  
NYS DOT: $1,500,000 | Month 3             | Month 48        | 0            |
| Renovate Lake Street Pedestrian Bridge             | -City of Elmira  
-County Department of Public Works  
-NYS DOT                        | $3,250,000       | DRI: $750,000  
NYS DOT: $2,500,000 | Month 3             | Month 24        | yes          |
| Establish Elmira Small Business Revolving Loan Fund| City of Elmira, ESD                                          | $600,000        | DRI: $600,000                                       | Month 2             | unlimited       | yes          |
### Section III: Summary Table

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<th>Project Title</th>
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