



Executive Summary

ENDICOTT-JOHNSON INDUSTRIAL SPINE BROWNFIELD OPPORTUNITY AREA – STEP 3

EXECUTIVE SUMMARY

Broome County
Department of Planning

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ENDICOTT-JOHNSON INDUSTRIAL SPINE BOA – STEP 3

Acknowledgements

The Endicott-Johnson Industrial Spine Brownfield Opportunity Area – Step 3 was prepared by Bergmann Associates with funding provided by the New York State Department of State (DOS) Brownfield Opportunity Area (BOA) program. The development of the materials was guided by separate steering committees which involved the following organizations:

- Village of Johnson City
- Broome County
- Town of Union
- New York State Department of State
- The Agency
- 250 Main Street
- Goodwill Theatre
- Binghamton Metropolitan Transportation Study
- Binghamton University
- United Health Services

Thank you to all the community members and stakeholders for their enthusiasm and input throughout the BOA planning process.

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1 Endicott-Johnson Industrial Spine Brownfield Opportunity Area

The Brownfield Opportunity Area (BOA) Program provides municipalities and community-based organizations with assistance to complete revitalization plans and implementation strategies for areas affected by brownfield sites. In 2015, Broome County was awarded funds through the BOA program to develop the Endicott-Johnson (EJ) Industrial Spine BOA Implementation Strategy (Step 3). Multiple, vacant former manufacturing plants exist in Johnson City, and their remediation and redevelopment are important to re-activating downtown Johnson City.

During the BOA process, a series of plans and reports were developed that outline a cohesive strategy for urban design, regulatory changes, and guiding investment within the Village of Johnson City. The steering committee developed six documents that makeup the plan: Endicott-Johnson Industrial Spine Revitalization Strategy, Downtown Johnson City Design Guidelines, Village of Johnson City Design Standards, Johnson City Rail Trail Feasibility Study, Johnson City Historic Preservation Guidebook, Johnson City Business Improvement District (BID) Analysis, and the Goodwill Theatre Architectural Master Plan. Each document identifies revitalization strategies and redevelopment projects that will help transform downtown Johnson City into a place where people will choose to live, work, and play.



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2 Study Area

The E-J BOA Study Area is located in Broome County, and straddles the border between the eastern part of Johnson City and the western part of Binghamton. The Study Area encompasses approximately 0.4 square miles (232 acres). The EJ BOA Study Area generally includes land north of Grand Ave/Main Street, east of Glenwood Ave Street, south of CFJ Blvd/Lake Ave, and west of Hudson Street.



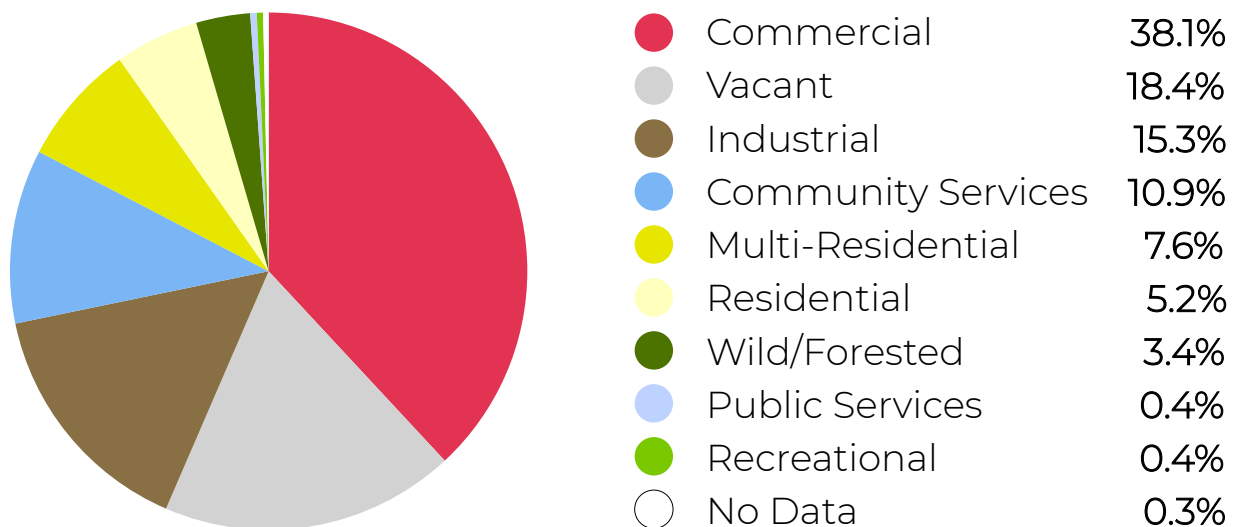
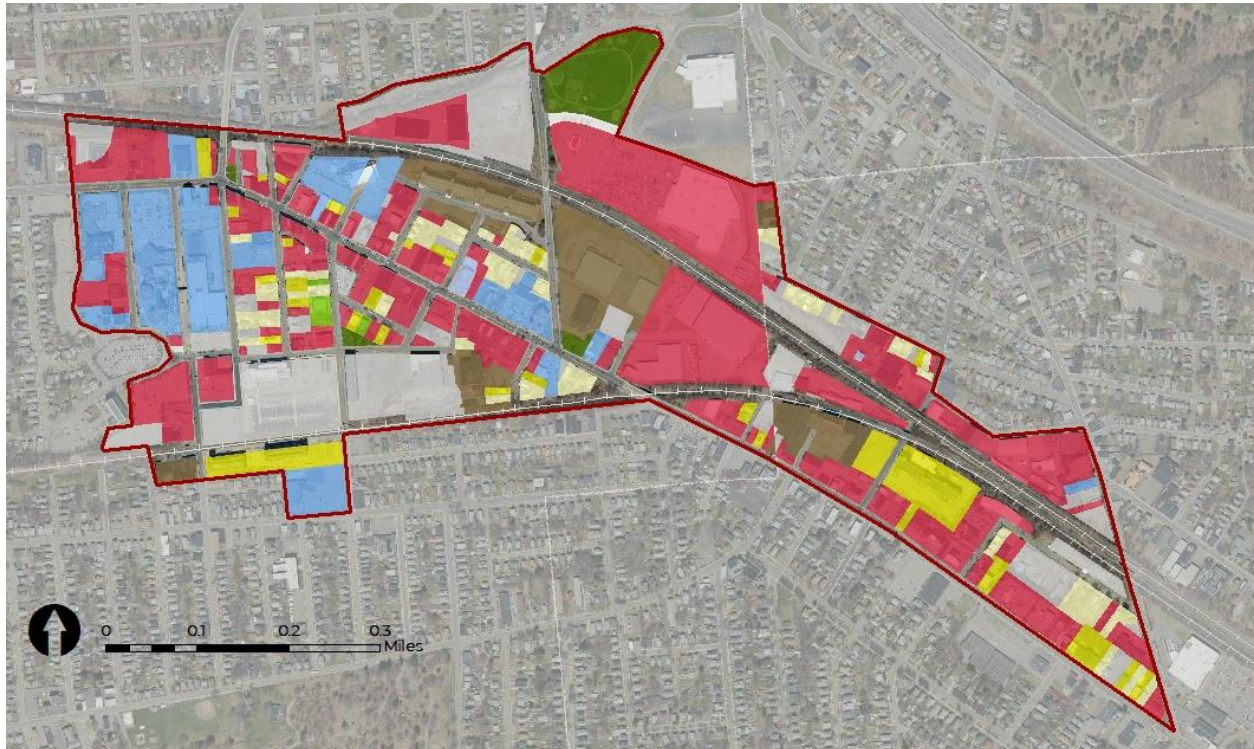
Key assets in the Study area include:

- | | |
|---|----------------------------------|
| 1 UHS Wilson Medical Center | 5 Goodwill Theatre |
| 2 Binghamton University Health Sciences Campus | 6 Vacant industrial sites |
| 3 Century Sunrise Apartments | 7 CFJ Park |
| 4 Norfolk Southern Railroad | 8 The Square Deal Arch |
| | 9 ANSCO Lofts |

The Study Area intersects the Johnson City Innovation District (iDistrict) boundary, so while the city of Binghamton is part of the Study Area, the plan focuses on revitalization strategies for downtown Johnson City. It is important to note, qualified sites located in the Binghamton portion of the E-J BOA are still eligible for brownfield programs, regardless of being identified in the plan. The property owner of the ANSCO Lofts leveraged available Brownfield Redevelopment Tax Credits to offset redevelopment costs.

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Land uses in the Study Area are primarily commercial, with large areas of industrial and community services as well. Commercial uses dominate Main Street while community services are clustered near UHS Wilson Medical Center. Industrial uses are generally located near one of the two railroad tracks that run through the Study Area. Residential uses and parks compose relatively little land area in the Study Area. The percentage of vacant land uses in downtown Johnson City are partially inaccurate as some of the land classified as vacant was redeveloped by Binghamton University.



**Land use percentages are a of total tax parcel area*

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3 Recent Investment in Johnson City

In recent years, over 364 million of investment in housing, mixed-use/commercial, streetscape, educational, healthcare, and cultural/entertainment developments were made or are planned for downtown Johnson City, and more than half of that amount is coming from private investment. The on-going investment and redevelopment taking place in downtown Johnson City make this a pivotal moment in the redevelopment of the village. Priority sites and projects proposed in the EJ BOA – Step 3 will spark future investments and create jobs. Notable projects in downtown Johnson City include:



- 33 Harrison Street
- 183,375 sf expansion
- \$132 million
- In-Progress

UHS Wilson Medical Center Expansion



- Corliss Avenue: multiple locations
- 237,290 sf / 15.7 acres
- \$160 million
- In-Progress

Binghamton University Health Sciences Campus



- 135 – 139 Baldwin Street
- 105 housing units & retail space
- \$33 million
- Completed in 2018

Century Sunrise Apartments



- 59 Lester Avenue
- 100 housing units & retail space
- \$30 million
- Planning Phase

Victory Building Multi-Use Redevelopment

4 Endicott-Johnson Industrial Spine Revitalization Strategy

In 2017, Broome County hired Bergmann Associates to develop a downtown revitalization plan for the Village of Johnson City. This plan establishes a framework for transformation in the Study Area with the overall goal of creating an attractive and innovative community in which people want to live, work, and play.

A Steering Committee, made up of community leaders as well as local officials and staff, was created to provide feedback and guidance during the planning process. The Committee met throughout the planning process to review and discuss findings and proposed plans for the Study Area, and to assist with public outreach. The project team conducted interviews with key stakeholders which represented business and property owners, institutional officials, and residents. Open-house style public workshops were held on June 5th and November 14th, 2017 to gather feedback from the larger community related to visioning, prioritizing investments, and developing design guidelines. Important takeaways from this feedback are incorporated throughout this report and were used to guide and inform recommendations.

The consultants and the steering committee developed a set of recommendations informed by the E-J Industrial Spine BOA Nomination Study, the previous demographic, streetscape, and parking analyses, and was created with consideration of public input. The following recommendations are specifically designed to achieve the vision and goals of the Revitalization Strategy. Some projects received from the Greater Binghamton Fund, an economic incentive for transformative projects in the iDistricts.

**E-J BOA
Revitalization Strategy
Recommendations:**
The E-J BOA Revitalization Strategy recommendations will help the Village achieve its long-range vision:



**Redevelopment
& Adaptive Reuse**



**Rejuvenate Open
Space & Trails**



**Transform
Streetscapes**



**Parking
Enhancements**



Public Wi-Fi



**Leveraging On-
Going Success**

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Redevelopment and Adaptive Reuse

Revitalizing vacant and underutilized properties is imperative to attracting new development and investment in Johnson City. The historic architectural character of the facades along Main Street provides significant opportunities to adaptively reuse these buildings. To improve the livability of the Study Area, it will also be important to reduce vacancy, eliminate blight, and redevelop properties. Downtown should strive to be human scale, with transparent, inviting facades and flexible, mixed-use buildings and open spaces. Recommendations for catalytic redevelopment and adaptive reuse projects within the Study Area total over \$100 million are detailed in the table below.



Proposed Book Depository Building
Mixed-Use / Residential Rehabilitation
Located at 80 Arch Street

Redevelopment & Adaptive Reuse Projects	Estimate	Status
Victory Building Adaptive Reuse	\$49,000,000	Planning Phase
19 Avenue B Redevelopment	\$6,600,000	Planning Phase
Book Depository Building Mixed-Use / Residential Rehabilitation	\$6,600,000	Proposed
Ozalid Road Building Commercial reuse	\$10,360,000	Proposed
Goodwill Theatre Block Redevelopment	\$15,000,000	Planning Phase
71 Baldwin Street Mixed-Use Redevelopment	\$5,745,000	Proposed
42-46 Corliss Avenue Institutional Redevelopment	\$11,850,000	In-Progress
99 Lester Avenue Flexible Redevelopment	\$16,600,000	Proposed



Rejuvenate Open Space & Trails

Open spaces and trails are important not only to the health and well-being of the population, but also to the creation of a pleasing, aesthetic appearance and a safe, walkable environment. Aside from CFJ Park, the Study Area lacks green space. At the public meeting, the provision and enhancement of parks and open spaces was ranked as a top-three priority by attendees. The improvement of public spaces in concert with the redevelopment of key assets/strategic sites in the Study, will amplify the impact of revitalizations efforts in downtown Johnson City. The E-J BOA Revitalization Strategy identifies four projects totaling over \$3.8 million that will enhance existing and create new public destinations in the Study area.



Jenison Park, proposed site for public space improvements in the EJ BOA Study Area

Rejuvenate Open Space & Trails Projects	Estimate	Status
JC Rail Trail Trailhead	\$322,000	Proposed
Jenison Park Improvements*	\$713,000	Planning Phase
CFJ Park Improvements	\$1,876,000	Proposed
Future Multi-Use Trail* **	\$5,900,000	Planning Phase

**Received GBF funding*

***Estimate was updated with JC Rail Trail Feasibility Study figures*

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Transform Streetscapes

Streetscapes are a priority in the Revitalization Strategy because they support livable communities and attract investment. Streetscape assessments were completed to identify deficiencies and opportunities for improvements. Over \$15 million in gateway and streetscape projects are proposed throughout the Study Area.



Transform Streetscapes Projects	Estimate	Status
Major Gateway (2) *	\$1,694,000	Planning Phase
Intersection Improvements (2) *	\$3,750,000	Planning Phase
Streetscape: Main Street Downtown*	\$1,693,000	Planning Phase
Streetscape: Main Street Binghamton	\$1,637,000	Proposed
Streetscape: Baldwin Street*	\$1,210,000	Planning Phase
Streetscape: Arch Street*	\$1,033,000	Planning Phase
Streetscape: Broad Street	\$725,000	Proposed
Streetscape: Willow Street*	\$883,000	Planning Phase
Streetscape: Corliss Ave*	\$883,000	Planning Phase
Streetscape: Jenison Ave	\$322,000	Proposed
Streetscape: Ozalid Road	\$238,000	Proposed
Streetscape: Avenue B	\$365,000	Proposed
Streetscape: Lester Ave	\$1,281,000	Proposed

**Received GBF funding*



Parking Enhancements

The Revitalization Strategy analyzes on- and off-street parking along Main Street and surrounding the UHS Wilson Medical Center, as future investment and development are expected to focus in these areas. The recommendations are intended to ensure that the Study Area's parking facilities will meet the needs of future growth. The Revitalization Strategy proposes the construction of a parking garage, but of the recommendations are no/low-cost actions the Village can implement through regulatory and enforcements changes.

Parking Enhancement Recommendations

Provide free parking in downtown area

Price parking in hospital area based on demand

Explore options for constructing a parking garage (\$8.6 - \$15.1 million)

Reduce or remove parking minimums in downtown area

Continue to encourage shared parking

Continue to allow spaces in municipal lots to be counted against the on-site requirements for nearby uses

Prioritize enhanced safety features in parking lots, especially more lighting

Properly landscape parking lots.

Implement bike lanes along Main Street, as a first step towards a complete street.

Install digital parking kiosks with mobile app functionality in the hospital area

Provide electric vehicle charging stations throughout the Study Area.

Ensure there parking signs and meters are clearly marked and properly spaced

Consider hiring an additional parking enforcement officer to improve the consistency of enforcement.

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Public Wi-Fi

The Revitalization Strategy propose the creation of Wi-Fi zones throughout the Study Area. Access to internet is important for growth in the downtown area as it will attract business startups, residents, and visitors. Six community Wi-Fi Zones were identified in downtown Johnson City at an estimated \$75,325 to implement.



Leverage On-Going Success

The recent influx of investment in Johnson City has created significant momentum in the Village, with should be leveraged to fully capitalize on the Village’s potential for revitalization and transformation. As previously mentioned, over \$364 million of improvements were invested or are planned for downtown Johnson City. Catalytic projects include the following:

Leverage On-Going Success	Type	Status
Binghamton University School of Pharmaceutical Sciences	Educational	Complete
Binghamton University Decker School of Nursing	Educational	Complete
Binghamton University Research & Development Facility	Educational	Planning
Ford Family Wellness Center	Medical	In-Progress
UHS Parking Garage Rehabilitation	Infrastructure	Complete
Century Sunrise Apartments	Mixed-Use	Complete

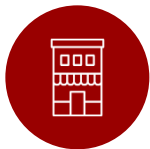
5 Downtown Johnson City Design Guidelines

Redevelopment within the Study Area is occurring rapidly, so it is important that the Village encourage attractive, well-designed developments. The Design Guidelines are voluntary standards used to educate the community on the value of its historic architecture, to guide the course of further development, to preserve the history of Johnson City, and to improve the aesthetic character of the Study Area. The Design Guidelines focus on building design and site design, using text, photographs, and drawings to illustrate preferred design schemes. The main objectives of the Design Standards include:

- Devote street level facades to retail, service, and office uses
- Maximize transparency between the sidewalk and building interior.
- Design attractive and engaging buildings that address the public realm on all visible sides.
- Provide urban-appropriate landscape and hardscape areas designed as integral features of the land use.
- Improve pedestrian experience and safety through the provision of public amenities such as sidewalks, landscaping, seating, public art, and crosswalks.
- Promote multi-story buildings to improve the Village's historic form and street presence.
- Locate parking behind, beneath, or within structures.
- Encourage shared parking facilities and cross access between privately owned parking facilities.
- Provide pedestrian-scaled lighting proportional to the site and building served.
- Design the scale and style of architecture to complement the valued historic forms of the Village.
- Promote a "build-to" line that strengthens the street wall yet permits flexibility to expand the pedestrian realm and provide outdoor seating, as needed.
- Favor pedestrian safety and experience while balancing the needs of the automobile.

6 Village of Johnson City Design Standards

The Design Guidelines from the Endicott-Johnson Industrial Spine Revitalization Plan were developed into clear, precise design standards in the Village’s code that will make it easier for the Village to review and enforce. The purpose of these standards is to promote the quality, livability, walkability, and innovation of downtown Johnson City and the i-District. The design standards are intended to protect the existing historic character while developing high-quality building and site designs that improve the attractiveness of the i-District as well as the health, safety, and economic prosperity of the community. To achieve these objectives, the Signage Section of the Village code was updated, and detailed design standards were developed for three zoning districts within the Study Area including Central Business (CB), General Commercial (GC), and Urban Multi-Family (UMF) related to the following topics:



Building Standards



Drive-Thru Facilities



**Fencing, Walls,
Railings, and Decks**



Green Infrastructure



Site Amenities



**Mechanical
Equipment and
Loading or Service
Areas**



Signage



Circulation



Lighting



Parking Areas



Landscaping



Demolition

7 Johnson City Rail Trail Feasibility Study

A portion of the EJ BOA funds were used to develop the Johnson City Rail Trail Feasibility Study. The purpose of this study was to assess the conversion of a one-mile segment of an inactive railroad, in downtown Johnson City between Main Street and Route 201, into a connective multi-use path. This study will serve as a guide for future implementation of the trail.

Intra-agency meetings between Broome County, the Village of Johnson City, the Town of Union, and the Binghamton Metropolitan Transportation Study, were held to oversee the development of the study. A public workshop was held in November 2019 to solicit community input and present an overview of the trail concept. Interactive display boards were used to educate the public about the study and obtain feedback on trail type, surfacing, amenities, and general comments regarding the trail. Input from the public workshop guided design alternatives and amenities proposed in the study.

The Johnson City Rail Trail Feasibility Study divides the one-mile corridor into three segments which includes design concepts and a breakdown of probable costs for each segment. The study identified twelve locations for neighborhood connections and eight potential locations for trailhead parking across the distance of the trail. Amenities for the proposed trail and public gathering spaces include lighting, signage/wayfinding, benches, bike racks, a bike rental station, trail counters, garden beds, sensory features, tables and chairs, landscaping, a decorative pavement. The study recommends a 12-foot wide asphalt surface for the trail and estimates a probable cost of \$5.9 million to acquire the land, construct the trail, and add proposed amenities to the entire length of the trail.

To make the JC Rail Trail a reality, the rail first must be acquired from Norfolk Southern and more advanced engineering/design plans need to be developed. The Village of Johnson City was awarded \$500,000 from the Greater Binghamton Fund Program to implement Phase 1 of the JC Rail trail which would include construction of the trail, neighborhood connections, and amenities in Segment B.



8 Johnson City Historic Preservation Guidebook

A portion of the E-J BOA funds were used to develop the Johnson City Historic Preservation Guidebook, and educational webpage (www.jcpreserves.com). These resources are intended to be a reference tool for local property owners involved in rehabilitation and preservation projects and for municipal officials who make decisions pertaining to these types of projects. The Guidebook also contain a model regulatory procedure to guide the Village in creating a Local Historic District. Overall, the Guidebook will guide a consistent approach towards historic building treatments contributing to a more cohesive and attractive downtown area.

Historic Preservation Guidebook Framework



HISTORIC PRESERVATION IN THE VILLAGE OF JOHNSON CITY

Discusses historic preservation and its benefits.



HISTORICAL AND ARCHITECTURAL SIGNIFICANCE

Summarizes character-defining features of historic buildings.



HISTORIC PRESERVATION AND ECONOMIC DEVELOPMENT

Highlights the benefits and economic impacts of historic preservation and identifies funding sources



THE PRINCIPLES OF PRESERVATION

Establishes appropriate treatments and examines common preservation issues in the village.



BEST PRACTICES IN PRESERVATION

Outlines a framework for determining suitability of modifications within the village



APPENDIX

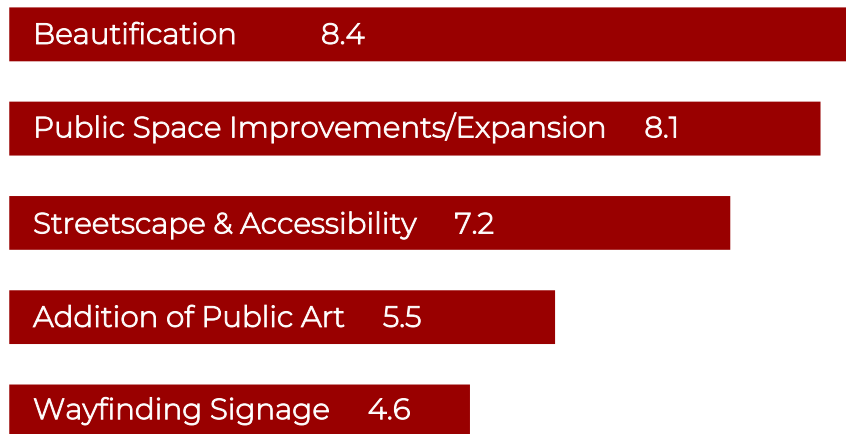
Model Local Regulatory Procedure for Historic Preservation in the Village.

9 Johnson City Business Improvement District (BID) Analysis

A portion of the E-J BOA fund was used to undertake a Business Improvement District (BID) Analysis for downtown Johnson City. The purpose of this report is to educate the Village and property owners about BIDs, outline the steps to create a BID, assess the feasibility of a BID in Johnson City, and gather input from property owners about a future BID. In addition, community handouts were developed to assist the initiation of the BID formation process.

During the development of this report, two virtual educational meetings were held to gather feedback on the possibility of forming a BID in downtown Johnson City. Overall, participants were enthusiastic and supportive of the potential programs and services a BID could provide. Participants were asked to prioritize the types of improvements and services they think the BID should provide; the results are summarized below.

BID Improvements Priorities



BID Services Priorities

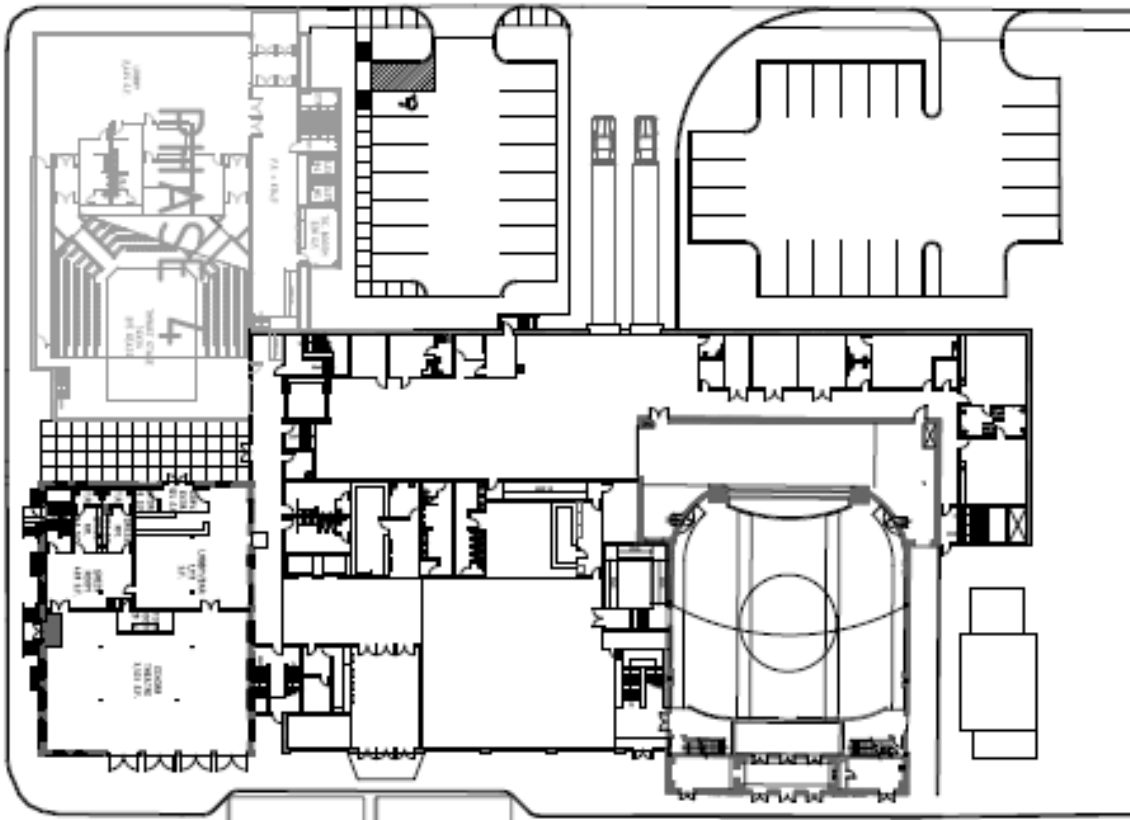


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10 Goodwill Theatre Architectural Master Plan

The Goodwill Theatre, located at 36 Willow Street in downtown Johnson City, is an important cultural resource in the EJ BOA study area. It was built in 1920 for the enjoyment of Endicott-Johnson employees and village residents and was used for a variety of entertainment purposes until it closed in 1960. In the early 2000s, plans were announced to transform the Goodwill Theatre and the neighboring Schorr Firehouse Stage into the Goodwill Theatre Performing Arts Complex and Professional Training Academy. The proposed venue, approximately 52,000 square feet, will connect the theatre and Firehouse Stage with an infill building and include two performance spaces, rehearsal halls, classrooms, creating new opportunities for art and music professions and continued education courses. The Complex is an important site that is crucial to the revitalization of downtown Johnson City. BOA funds were used to develop a conceptual architectural master plan for the Goodwill Theatre Complex, focusing on the following tasks:

- Mechanical, Electrical, and Plumbing with Discussion of LEED and Clean Energy Options
- Revised Programming Matrix with Actual Square Foot Allocations
- Cost Estimates
- Theatrical and Technical Systems
- Existing Conditions & Conceptual Design



10 What's Next?

The Endicott-Johnson Industrial Spine BOA (Step 3) is intended to be a tool that guides public and private actions in the future. Whether implemented in whole or in part, the recommendations and projects included in this Plan would serve to revitalize downtown Johnson City by improving its physical appearance and identity, spurring economic development and investment, attracting businesses, residents, and visitors, and improving quality of life. Key partners include:

- Broome County
- Town of Union
- New York State
- The Agency – IDA
- Private Property/Business Owners
- Binghamton University
- United Health Services
- Goodwill Theatre, Inc.
- Community Stakeholders and Residents

Moving forward, successful implementation of the E-J Industrial Spine Revitalization BOA involves leveraging public and private partnerships, securing grants and private investment, gaining and maintaining public interest and support, and revisiting and revising the plan as necessary. Implementation of the E-J BOA Plan will rely heavily on the partnerships identified above and accessing grant funds. Specific programs that will be fundamental to implementation include:

- NYS Regional Economic Development Council (REDC)
- Parks, Recreation, and Historic Preservation Program (OPRHP)
 - Environmental Protection Fund (EPF)
 - Recreational Trails Program (RTP)
- NYS Homes & Community Renewal (HCR)
 - New York Main Street (NYMS)
 - Community Development Block Grant (CDBG)
 - HOME Investments Partnership Program
 - Low-Income Housing Tax Credit
 - Affordable Home Ownership Development Program
- NYSDEC Brownfield Cleanup Program (BCP)
 - Brownfield Redevelopment Tax Credit
 - Remediated Brownfield Credit for Real Property Taxes
 - Environmental Remediation Insurance Credit
 - Green Innovation Grant Program (GIGP)
 - Climate Smart Communities Program (CSC)
- NYSDOT Transportation Alternatives Program (TAP)