

2

PLANS AND DESIGNS

Analysis that have been implemented in Buffalo and more specifically the Broadway-Fillmore Neighborhood

2.1

INTRODUCTION

The Broadway-Fillmore neighborhood is covered by several plans. This includes: The Buffalo Green Code, the East Side Corridor Fund (East Side Avenues), the Broadway Market Plan, and the Central Terminal Plan. One document that is not included in the following analysis, but is worth mentioning, is the Rain Check Opportunity Report (2019), created by the Buffalo Sewage Authority. This document includes the Broadway-Fillmore neighborhood as a place with great opportunities for green infrastructure and for improving stormwater management. These plans help in understanding the direction in which the neighborhood is planning to go. When analyzed for strengths, weaknesses, opportunities, and threats (SWOT), the plans also help in understanding what is hindering and what is driving progress. By understanding what is missing in these plans, we maximize the effectiveness of our visions and designs.

2.2

PLAN DESCRIPTIONS

2.2.1 Buffalo Green Code

The Buffalo Green Code is an economic development plan comprised of a Land Use Plan, the Unified Development Ordinance, the Local Waterfront Revitalization Plan, Brownfield Opportunity Areas, Urban Renewal Plans and an

Environmental Impact Statement. The last land use plan made for Buffalo, NY prior to the Green Code was in 1977, so there was a need to better design land uses based on place as opposed to strict use requirements. The 2006 Buffalo Comprehensive Plan sets to tackle employment, environmental quality, and population growth. The land use plan furthers the comprehensive plan by making sure the land uses support the goals of the comprehensive plan.

The process in which the land use plan was created, included a large amount of community participation and feedback, the scope of this outreach is given in the land use plan, and it includes but is not limited to kick-off meetings at three locations, planning workshops in nine Planning Areas, a citywide Planning Day open house, zoning workshops in nine Planning Areas, a citywide Zoning Day open house, and eleven Community Advisory Committee meetings. As presented in the land use plan, Buffalo has a history of both successful and failed developments. These changes are what have made Buffalo what it is today, and the land use plan uses these changes in the form of a timeline, to help give context to Buffalos current state.

The main objectives of the plan are as follows:

1. Grow the Economy
2. Strengthen Neighborhoods
3. Repair the Environment¹

Through land use, these objectives are addressed. The plan includes a visualization of how the

¹ City of Buffalo. *Buffalo Green Code: Land Use Plan*. 2016. 15

land use is going to transition from its previous state. The plan proceeds to justify and map these changes for each neighborhood. Figure 2.0.A shows the land uses in Broadway-Fillmore, under the Buffalo Green Code. Overall, this plan was designed to rethink how spaces and land can be used. According to this plan, the changes made are driven by the residents of Buffalo and their needs.

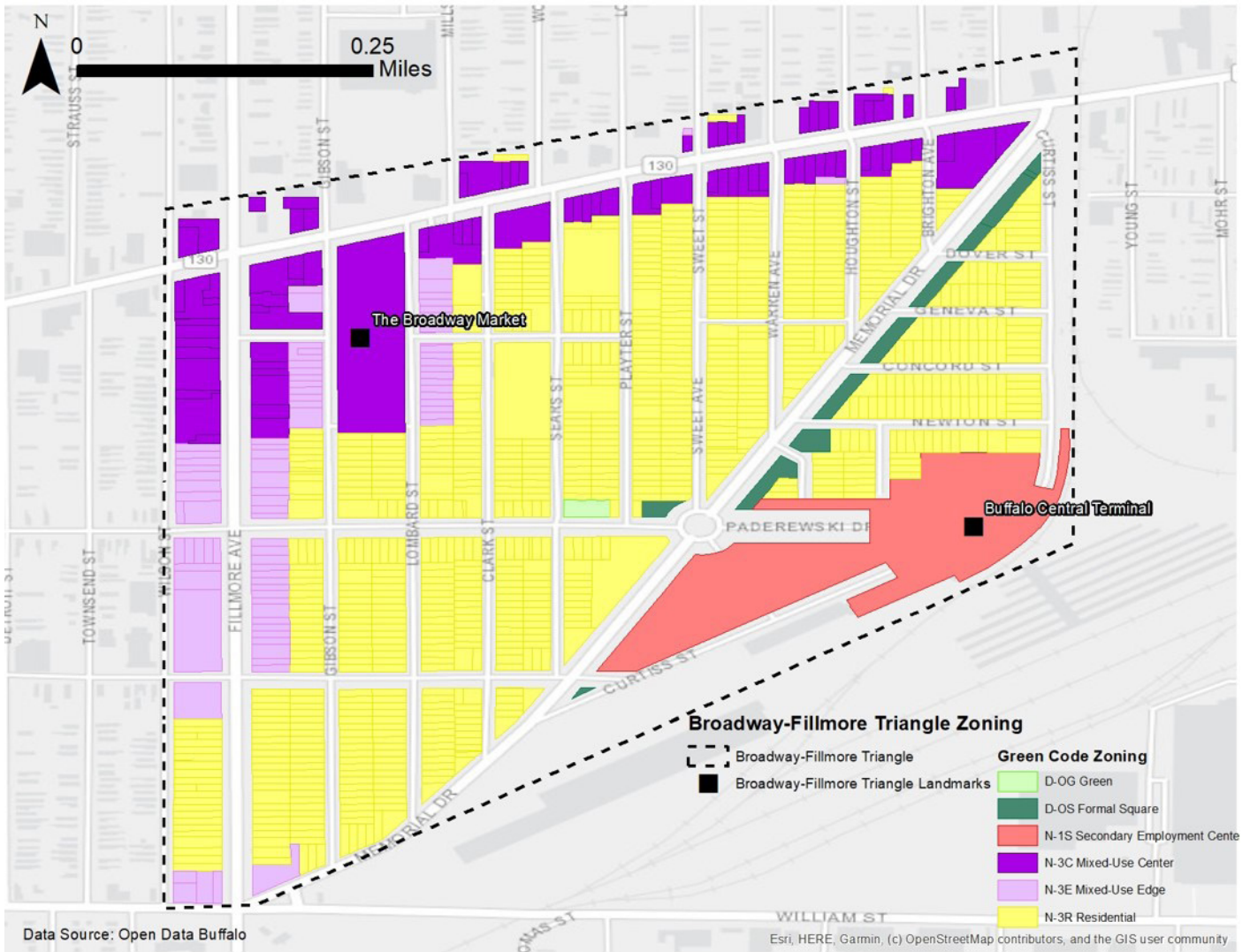


Fig. 2.0.A : Broadway-Fillmore Land Use Map²

² City of Buffalo. Green Code Zoning. Map produced by Ruth Fatolitis in ARCMAP.

2.2.2 East Side Avenue

The East Side Corridor Fund is an initiative emerging from the East Side Avenues Initiative, itself part of the Buffalo Billion II projects coordinated by Empire State Development. The four East Side corridors are Michigan Ave, Jefferson Ave, Fillmore Ave, and Bailey, pictured in Figure 2.0.B. The Fillmore Ave corridor is most relevant.

The East Side Avenue initiative proposes a \$65 million investment into Buffalo's East Side, with the primary focuses being residential neighborhood stabilization; denser, mixed-use commercial corridors; revitalizing historically significant assets; increasing employment opportunities; and supporting entrepreneurship.³ The East Side Corridor Fund is an effort to enact this initiative using a bottom-up approach, providing funding to neighborhood small business owners instead of outside developers.

The plan surveyed community priorities of participants from Broadway-Fillmore, who were most interested in infill housing, streetscape improvements, and development of community centers in the neighborhood.⁴ The plan aims to provide economic development funding to small businesses along the corridor, with grantees in Broadway-Fillmore including the Schreiber Brewery redevelopment and the Torn Space Theater. Funding eligibility is focused on economic development and includes grants for building stabilization and a real estate development program for local community members. Broadway Market and Buffalo Central Terminal are major anchor institutions which have received funding and focus from the initiative. The plan envisions a more vibrant Broadway Market which draws a regional clientele and a stabilized Central Terminal which has been redeveloped into an anchor institution for the neighborhood.⁵

Funding is targeted at specific community assets, direct project assistance for eligible local business, streetscape and infrastructure improvements,

and programs aimed at future projects. The latter include a community real estate development training program, a preservation fund for historic buildings, and the "Main Streets" initiative which funds building renovations and public space upgrades along the major identified corridors. The plan notes that submitted projects for funding consideration may have been disqualified on the basis of requiring excessive site planning, being community development instead of economic development, or simply needing further development with technical assistance from the initiative.⁶ The goal of the fund is to create a solid base for community-driven economic development, limited not only to direct funding for businesses but also more indirect resources such as housing, streetscapes, and historic and community assets.

³ Empire State Development, *East Side Corridor Economic Development Fund*, 33.

⁴ Empire State Development, *East Side Corridor Economic Development Fund*, 2.

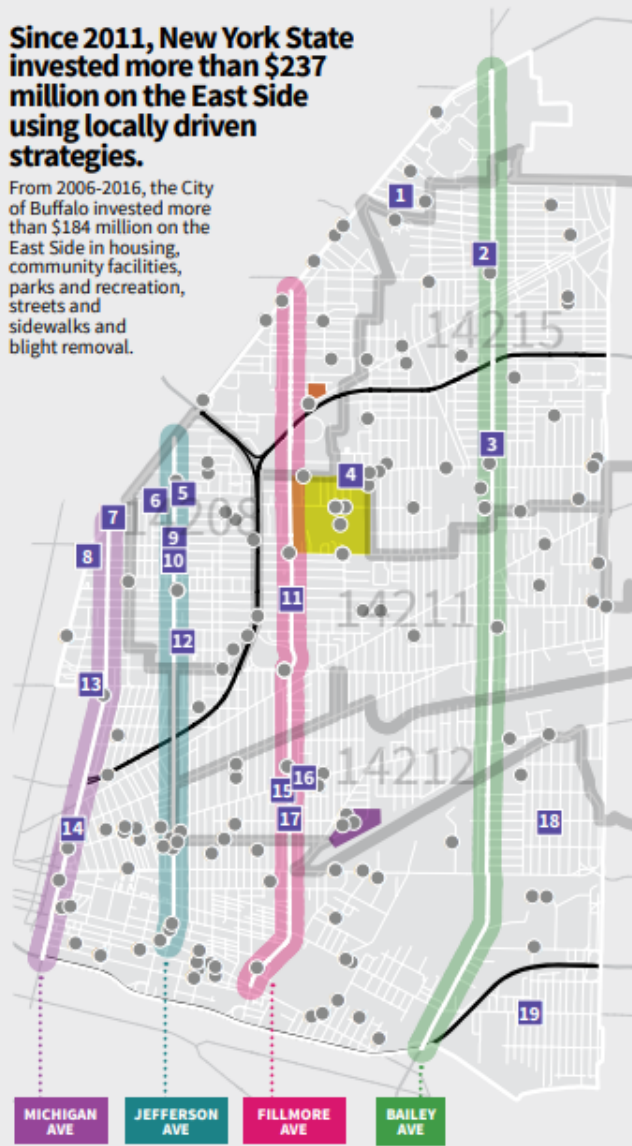
⁵ *Ibid*, 33.

⁶ *Ibid*, 49.

New York State Investments on **Buffalo's East Side**

Since 2011, New York State invested more than \$237 million on the East Side using locally driven strategies.

From 2006-2016, the City of Buffalo invested more than \$184 million on the East Side in housing, community facilities, parks and recreation, streets and sidewalks and blight removal.



Better Buffalo Fund

- 1 Lofts at University Heights
- 2 Better on Bailey Avenue
- 3 Gerard Place
- 4 The Kyndall Building
- 5 Mattress Factory
- 6 65 Northland Avenue
- 7 Midtown Apartments
- 8 Cold Springs on Main
- 9 Bellamy Commons
- 10 Jefferson Avenue Main Streets Initiative
- 11 Fillmore Avenue Business Project
- 12 Jefferson Ave Apartments
- 13 Pilgrim Village
- 14 72 Sycamore St
- 15 Broadway Fillmore Main Streets Initiative
- 16 950 Broadway
- 17 Torn Space Theater
- 18 Lovejoy Revitalization
- 19 Clinton Street Main Streets Initiative

■ ZIP Codes eligible for Housing Preservation Program

■ Burgard Advanced Manufacturing Program

■ Northland Corridor Development Area

■ Historic Central Terminal

● NYS Agency Investments

Includes: Council on the Arts, Department of Environmental Conservation, Department of Labor, Department of State, Empire State Development, Homes and Community Renewal, Power Authority, Department of Transportation, Energy Research & Development, and Parks, Recreation & Historic Preservation. This state funding supports business assistance, community development, environmental remediation, energy improvements, sustainability planning & implementation, workforce training, low-cost financing, redevelopment of historic buildings, low income housing, transportation infrastructure, marketing, cultural and tourism organizations and other types of projects.

Fig. 2.0.B : East Side Corridors ⁷

⁷ Empire State Development. *East Side Corridor Economic Development Fund*. The Buffalo Billion II. Albany: Empire State Development, 2018. <https://eastsideavenues.org/wp-content/uploads/2019/12/East-Side-Strategies-2018.pdf>.



Fig. 2.0.C : Key sites in Broadway-Fillmore focus area⁸

2.2.3 Broadway Market Plan

The Broadway Market is one of the nation's oldest and largest city-owned public markets and is a seasonal destination for Buffalo's citizens. The building currently uses only 6% of its floor space for the market and loses money each year.⁹ The City of Buffalo and CJS Architects developed a plan for the Market in 2020, to be implemented over several years with a planned budget of \$50,000,000.¹⁰ The most pressing changes are in the first phase of the project, including the addition of freight elevators and passenger elevators, breaking through the exterior walls to create more visual access to the interior spaces, a new communications system, and improving the lighting and signage for better wayfinding.¹¹ The next phases of the project will implement a major renovation throughout the basement, first and second floors, and

roof. The main goals of the plan are to provide tenant stalls, stores, and a restaurant, with the ground floor providing services such as childcare and community meeting spaces. A pressing current problem with the building is that the parking garage is largely unused and takes up a majority of the first and second level. The plan proposes to enclose the first level and designate the space entirely to interior market space, with the second level as all parking and the rooftop with a restaurant and exterior public spaces. The community has been involved with over 1,000 people providing their input through a digital survey (632 respondents), 5 in-person meetings, and 6 digital meetings.¹² The plan intends to make the market a regional destination, drawing people to the area and spurring economic growth as well as facilitating community engagement.

⁸ Ibid, 77.

⁹ Zaretsky, Aaron. "Buffalo's Broadway International Public Market Business Plan Final" Published January 11, 2021. Pg 22.

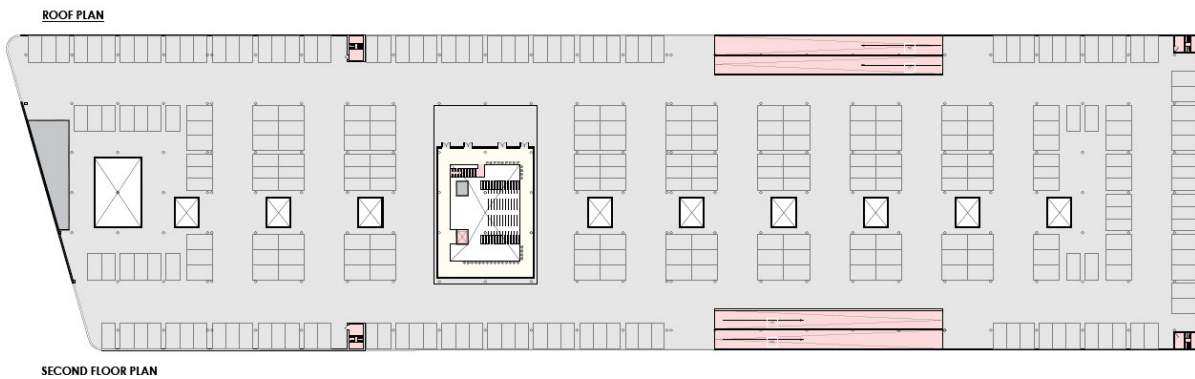
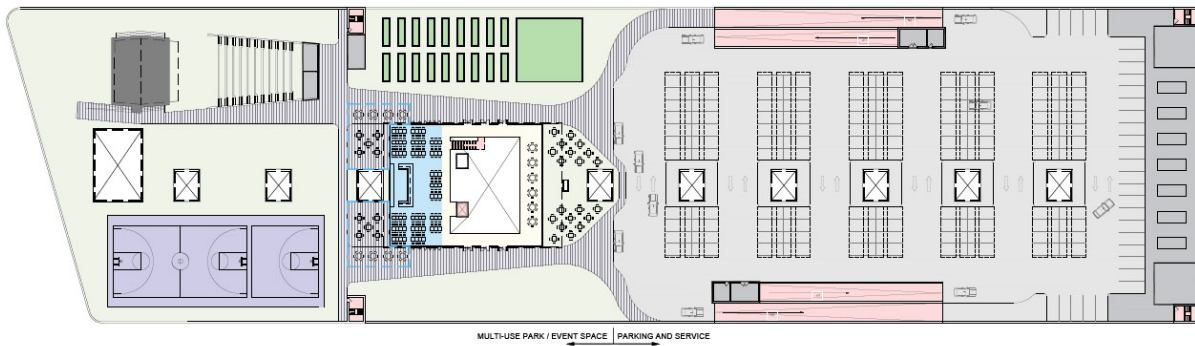
¹⁰ Zaretsky, Aaron. "Buffalo's Broadway International Public Market Business Plan Final" Published January 11, 2021. Pg 12.

¹¹ Zaretsky, Aaron. "Buffalo's Broadway International Public Market Business Plan Final" Published January 11, 2021. Pg 12.

¹² "Broadway Market Revitalization: Buffalo Billion." Broadway Market Revitalization | Buffalo Billion. Accessed September 26, 2021. <https://buffalobillion.ny.gov/broadway-market-revitalization>.



Fig. 2.0.D : Exterior render from Broadway Street and Gibson Street¹³



- LEGEND**
- VENDOR STA
 - DAY TABLE
 - RETAIL
 - VENDOR SHK
 - COMMUNITY MEETING
 - SOCIAL SERVICES
 - CIRCULATION
 - VERT. CIRC.
 - SUPPORT
 - PARKING
 - GRASS AREA
 - ENTRY

Fig. 2.0.E: Broadway Market roof and second floor plan with color coded program¹⁴

¹³ Zaretsky, Aaron. "Buffalo's Broadway International Public Market Business Plan Final" Published January 11, 2021. Pg 217

¹⁴ Zaretsky, Aaron. "Buffalo's Broadway International Public Market Business Plan Final" Published January 11, 2021. Pg 207-215.

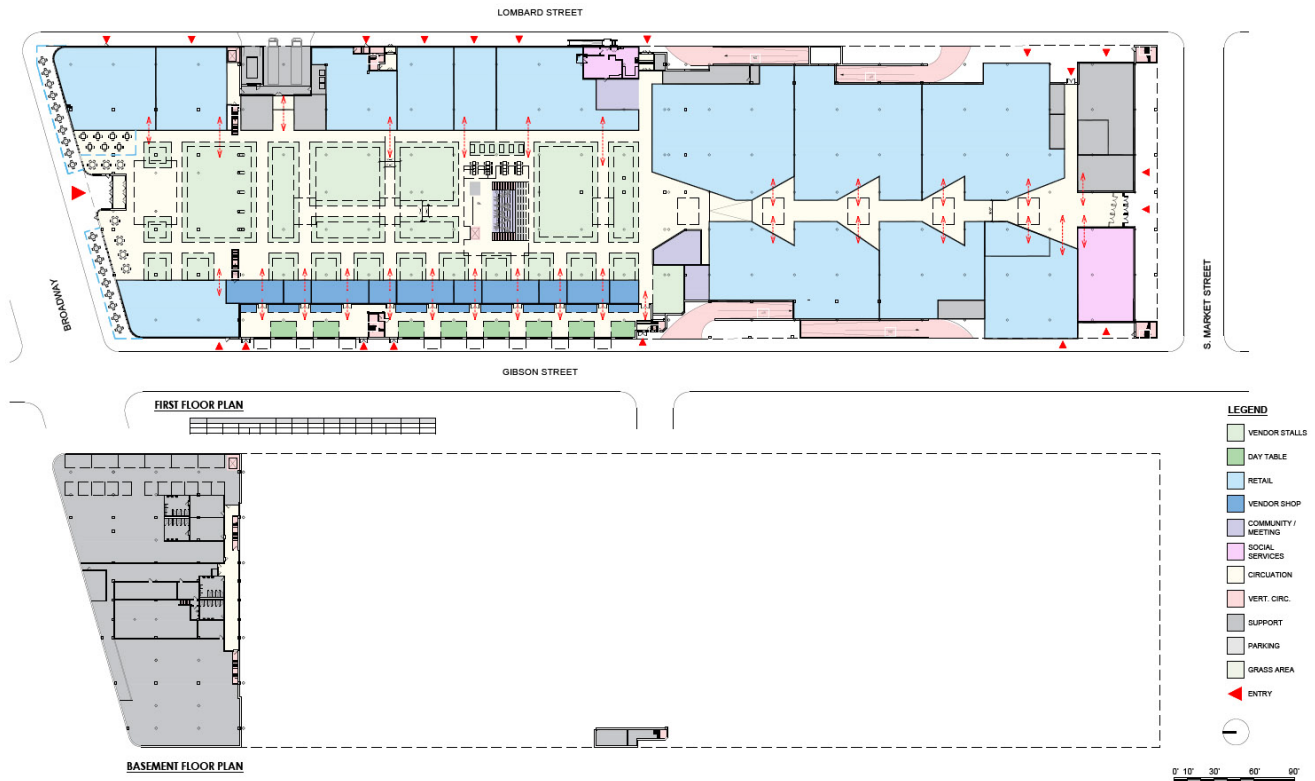


Fig. 2.0.F : Broadway Market basement and first floor plan with color coded program¹⁵

2.2.4 Central Terminal Plan

The Buffalo Central Terminal once stood as one of Buffalo’s most iconic buildings. It was one of the country’s busiest train stations for more than 50 years. But since its decline, the terminal is in desperate need of preservation and reuse. The Central Terminal Restoration Corp is a non-profit organization that has taken action to preserve and set plans for the Central Terminal. The main goal of the master plan is to, “serve as an economic, social and cultural hub – accommodating large scale events, local businesses and institutions, as well as cultural and community functions and programming.”¹⁶ This plan has been developed through public meetings with community stakeholders, focus groups, online feedback, and interviews with developers and entrepreneurs. Not only does the restoration benefit the Central Terminal, it targets the activation of the surrounding sight and neighborhood. The plan’s initial focus before major

development is to repair roofs and waterproof the building. As well as complete minor structural reinforcement and upgrade the mechanical, electrical, and plumbing utilities. After the development phasing and cost analysis, the plan will be implemented in phases starting with the base building and civic commons, then office floors, followed by the tower, and lastly the mail and baggage building.

The first room which visitors arrive within the Central Terminal will be The Waiting Room. This space plans to reflect the historic qualities of the Terminal by being used as a multifunctional event space, with catering from a restaurant in the former ticketing area. The Concourse is a large space with high barrel-vaulted ceilings and historic Guastavino tile ceilings. The Concourse plans to hold large scale installations and provide vertical circulation to the upper levels. Connecting to the Terminal is the Mail and Baggage building which runs parallel to Curtis Street. The high-bay interior space allows the possibility for light

¹⁵ Zaretsky, Aaron. “Buffalo’s Broadway International Public Market Business Plan Final” Published January 11, 2021. Pg 207-215.

¹⁶ CTCRC, “Buffalo Central Terminal Master Plan,” 9.

industrial use, office, and a green roof. Surrounding the outside of the Terminal is the Civic Commons which holds the Plaza and the Great Lawn. The Plaza is the primary vehicular approach to the terminal, allowing a drop-off point and a parking center under the plaza. The Plaza is connected to the Great Lawn through the Grand Stairs at the western end of the Plaza. All of these spaces provide great programmatic opportunities to support the local neighborhood and to generate revenue. Plans for The Central Terminal Mail and Baggage Building describe a hub for innovation. It would hold step-up spaces that help small businesses generate commerce between large businesses, and light manufacturing. The film industry also holds potential as the plan holds spaces for post-production work and screening rooms. "The film industry in Buffalo has begun to take off, leveraging the State's generous tax incentives for film production upstate to become a growing location for major productions."¹⁷ The need for quality affordable housing in the Broadway-Fillmore neighborhood has always been present. The Central Terminal plans to use the Mail and Baggage Building as an initial location to house residents. Another possible location for housing includes the Terminal tower's upper levels. Outside of the Central Terminal is the Great Lawn, which has plans to hold music festivals, food fairs, and outdoor activities that can extend beyond the reach of the Central Terminal in terms of influence and engagement.

The fate of the Buffalo Central Terminal is directly linked to the Broadway-Fillmore neighborhood. If the Central Terminal fails, the neighborhood will follow suit. That is why restoration of the building is not only important for the historic preservation, but for the growth of the neighborhood.

¹⁷ CTCRC, "Buffalo Central Terminal Master Plan," 110.

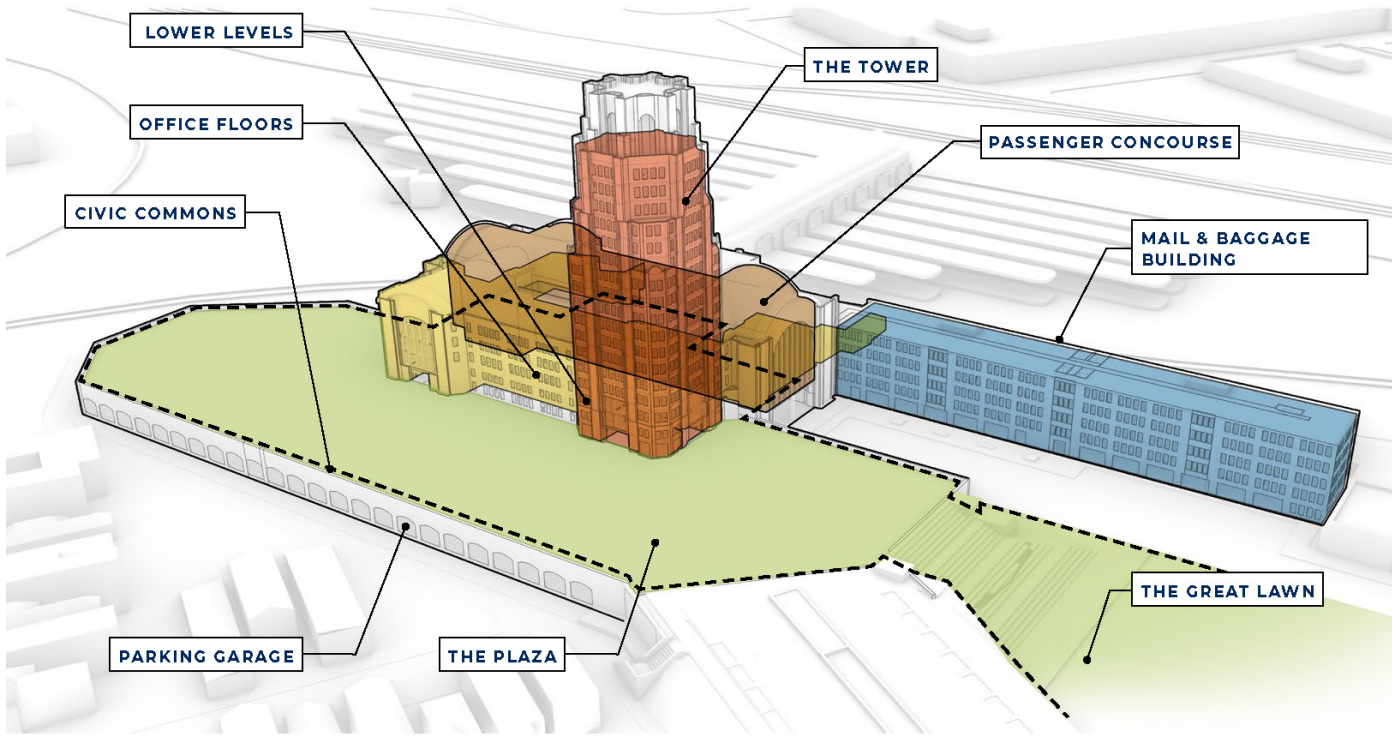


Fig. 2.0.G : Central Terminal site overview close-up ¹⁸

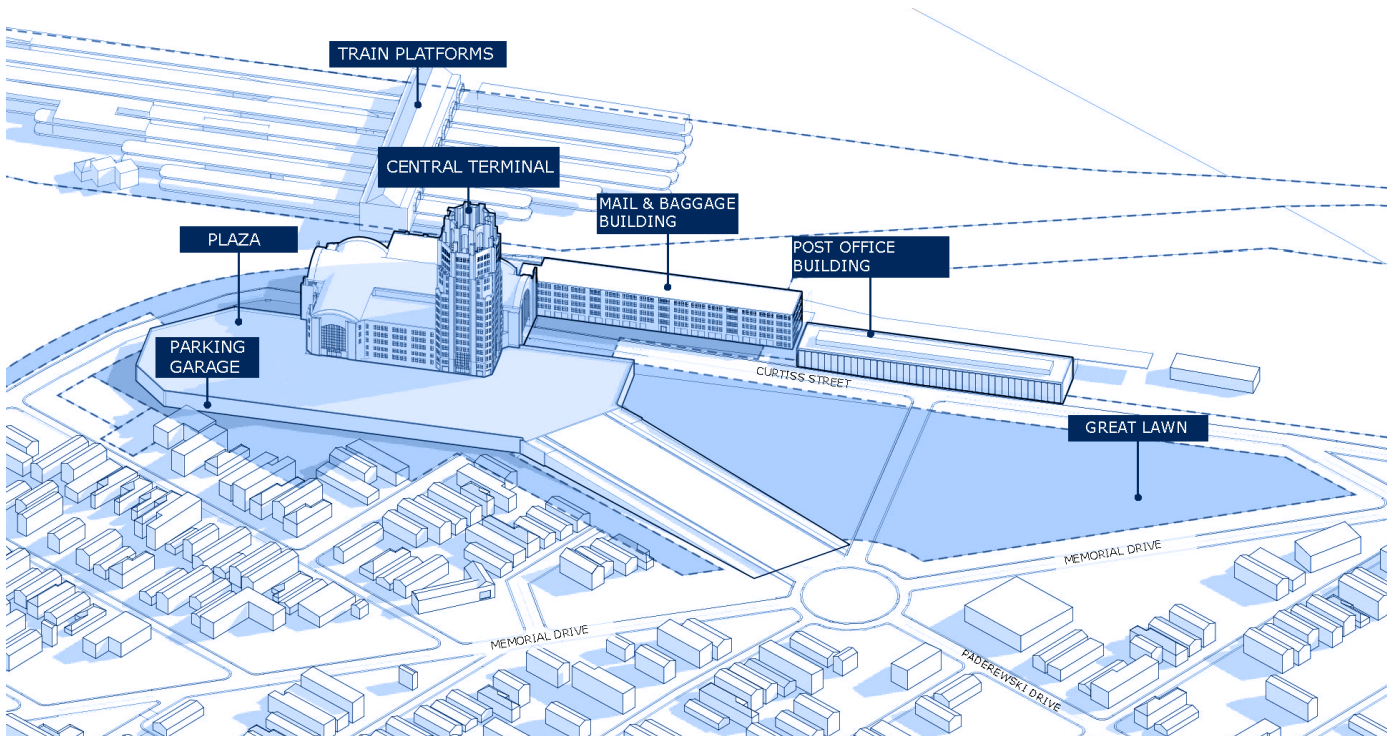


Fig. 2.0.H : Central Terminal site overview with more surrounding context¹⁹

¹⁸ CTCR, "Buffalo Central Terminal Master Plan," 126

¹⁹ CTCR, "Buffalo Central Terminal Master Plan," 79.

2.3

S.W.O.T ANALYSIS

2.3.1 Strengths presented in the plans

One of the greatest strengths that the various plans share is the amount of involvement from the community. Their support and input throughout the process is invaluable to the success of these plans. The involvement from the community ranges on all scales, such as individual residents voicing their opinion, to stakeholder organizations and the community council providing input. The involvement allows the plans to consider neighborhood issues and hear from underrepresented groups from the Broadway-Fillmore neighborhood. The plans also redevelop the vacant land throughout the Central Terminal and the Broadway-Fillmore neighborhood. The use of green infrastructure is an idea that is explored throughout all plans. This green infrastructure is a plan to make better use of the land, as well as promote a healthy environment for the residents. The plans also provide economic support by creating job opportunities within the Central Terminal and the Broadway Market. One of the greatest incentives for creating these plans was to create economic growth for the neighborhood without displacing the residents.

2.3.2 Weaknesses presented in the plans

There are several weaknesses identified within the varied plans. The Buffalo Green Code brings up the current imbalance in transportation options, as a lot of the transportation infrastructure is more geared toward automobile use and pedestrian infrastructure is poorly maintained. The low quality of pedestrian and bike infrastructure (particularly on the East Side) is not only brought up in the Green Code, but also the East Side Avenues initiative. Within both the Broadway Market plan

and Central Terminal plan, lack of funding is brought up as a weakness. Despite significant strides, large parts of their budgets are missing. More recently, the city of Buffalo submitted a Downtown state grant application for \$20 million to go towards the Broadway-Fillmore Neighborhood, including the Broadway Market, and Central Terminal. If the grant is awarded, the previously mentioned weakness (lack of funding) can be further alleviated. This would be a significant stride— however, it is still not enough. The Broadway Market plan mentions a lack of public funding between the city, state, and county. This issue is furthered by the fact that the city wants to maintain ownership of the Broadway Market.

2.3.3 Opportunities presented in the plans

The plans state several opportunities for the Broadway – Fillmore neighborhood. The greatest shared opportunity is economic growth and greater investment into the neighborhood. The Broadway Market, Central Terminal, East Side Avenues, and Green Code all encourage investment and state that they will provide jobs. The Broadway Market plan alone estimates 1,100 long-term jobs and 1,200 construction jobs. Another opportunity for Broadway-Fillmore is the re-use of vacant parcels. The Broadway Market plan proposes that the adjacent land be used for community playground, food truck pad, and a picnic & barbeque area. The Central Terminal plan states that it will create new green infrastructure through the implementation of the Great Lawn. The Broadway Market and Central Terminal plans provide an opportunity for more public amenities to the area that are geared toward many diverse groups in the community. Within the Broadway Market plan are spaces for the aging population, a childcare center, ethnic food stalls that reflect the immigrant population, and outdoor physical activity spaces. These all provide the opportunity of increased engagement in the neighborhood.

2.3.4 Threats presented in the plans

When analyzing various plans pertinent to the Broadway-Fillmore neighborhood triangle, it becomes clear that there are two types of threats at hand: ongoing neighborhood issues identified by the plans, and threats posed by the implementation of the plans themselves. Threats mentioned in the plans are largely in the same vein, focused on the ongoing property deterioration in the neighborhood. There is a decades long cycle of vacant and abandoned land, contributing to vacancy and decline of adjacent parcels. The neighborhood contains large stretches of urban prairie, even when confining investigation to only the small area where we intend to focus. Despite some recent investment, there has been little progress toward revitalization and ongoing decline of large landmarks such as historic churches and the terminal itself, a pattern of decline which discourages private reinvestment.

2.3.5 Opportunities for the neighborhood if the plans are implemented

The greatest of the presented opportunities are continued economic growth, entrepreneurial growth, increased connection to the greater Buffalo community, and an improvement in the community's health. The community's health will improve since the Market will offer affordable, healthy, and culturally appropriate food choices, and there will be places for physical activity such as the basketball court and nearby playgrounds. The creation of two major destinations will lead to activity in the neighborhood and promote physical travel via walking and biking. The Central Terminal plan includes multi-purpose spaces that can be adaptively reused over time. The East Side Avenues plan and Buffalo Green Code will encourage the re-use of vacant parcels which will spur a development to the neighborhood and increase investments in the area. The Market and the Terminal will connect diverse groups of the community and engage people from outside of the immediate neighborhood, improving local business's

sales and in turn increasing the local tax revenue. The creation of the Broadway Market and Central Terminal as major destinations and improvements from the East Side Avenues and Green Code plans will promote additional pedestrian pathways which could improve accessibility throughout the Broadway - Fillmore neighborhood.

2.3.6 Threats to the neighborhood if the plans are implemented

Of course, reinvestment via public funds is already underway. One of the most glaring threats which is not discussed in any plans is the possibility of gentrification. Although gentrification is defined in different ways by different stakeholders, the process definitely involves displacement of those already living in a neighborhood. Plans such as the Broadway Market, Buffalo Central Terminal, and East Side Corridor Fund seek to make a destination out of Broadway-Fillmore. Presumably, these plans would raise property values if they come to fruition, yet there is no mention made of tactics to prevent displacement. In a neighborhood with so many renters, a rise in property values could cause an acute housing crisis. In tandem with this threat, there are no provisions in the East Side Corridor Fund to ensure that funding goes to business owners residing in Broadway-Fillmore. The final threat to the neighborhood is that of increased traffic if the Broadway Market and the Terminal are to become regional attractions, particularly if streetscape improvements are not made.

The other threats posed by the plans are more specific to business development programs. Despite plans for revitalization, the Broadway-Fillmore triangle is a small neighborhood with significant vacant land. There is no consideration in the plans of how viability will be ensured for projects requiring large sums of funding, nor the possibility of competition between Broadway Market and local food businesses in a small market.

¹⁹ Spotangels "The Complete Guide to Boston Street Parking," N/A, 2019, *Spotangels*, <https://www.spotangels.com/blog/complete-boston-street-parking-guide/>.

STRENGTHS

- Strong community input and involvement
- Redevelopment of vacant land
- Economic growth and job creation

WEAKNESSES

- Lack of transportation options beyond the automobile
- Deterioration of sidewalks, streets. Lack of bike infrastructure
- Central Terminal and Broadway Market plans have a large budget. Although funding and investments have been provided, there is still a large balance left to complete the projects

OPPORTUNITIES

- Vacant parcels are an opportunity for development
- Improvement and expansion of public amenities
- Job creation through Central Terminal and Broadway Market construction

OPPORTUNITIES IF IMPLEMENTED

- Economic and entrepreneurial growth
- Improvement in public and community health
- The Market and Terminal connect diverse groups of the community

THREATS

- Property deterioration
- Little progress towards revitalization
- Decline of large landmarks

THREATS IF IMPLEMENTED

- Gentrification, displacement
- No guarantee that the business owners that actually live in the area are receiving funding for their establishments

2.4 CURRENT INVESTMENT PLANS

There are several projects in the Broadway-Fillmore neighborhood area that have received or plan to receive private funding and have positively impacted the area. The investment momentum encourages community

engagement, provides affordable housing, and provides jobs to the residents. The past investment over the last seven years totals to \$41 million, and there is the potential for an additional \$86 million of future investment in the area.¹⁸

Projects that have already been invested in and are completed or in the works include Hope House, a \$12.8 million affordable housing project for formerly homeless individuals, Al Cohen's Bakery, which recently underwent a façade renovation and will implement a \$500,000 upgrade to their production line, the Jericho Road Community Health Center, a \$8 million project that created 100 jobs and estimates an added 550 jobs in the future, and Torn Space Theatre, which has seen \$2 million

²⁰ Jared Kofsky, "Street Parking Changes Coming to The Heights in September," The Jersey Digs, August 8 2018, <https://jerseydigs.com/parking-rules-change-new-zone-coming-the-heights-jersey-city/>. ²¹ Donald Shoup, "Introduction," p. 43.

invested and another \$1 million planned to renovate the site and create a theatre space that raises cultural visibility on the East Side. There are many planned projects in the area, including the Eckardt's building, the former Satler's Department Store, Corpus Christi Church, the Broadway Market, and the Central Terminal. The Eckardt's Building will provide 26 affordable housing units and commercial and social services spaces on the ground floor, bringing new business opportunities and a more vibrant commercial space. The former Satler's Department Store has been recently purchased by a local developer that plans to invest up to \$60 million on the project to create new jobs for community residents. Corpus Christi Church is exploring the potential of adaptively reusing their social hall as a community center.

All of these investments aim to add jobs for the community, connect the residents of the neighborhood to new opportunities, and increase future investment.

2.5

CONCLUSION: WHAT IS MISSING?

None of the plans surveyed specifically treat the area between the Broadway Market and Buffalo Central Terminal. Even the terminal "neighborhood plans" are sparse on specific design recommendations. None of the plans have a clear proposal for housing types needed in the neighborhood despite calling for infill housing.

One question we had across the plans was how they were justifying their planning process. Some plans justified the need for their implementation more than others, but they all had a tendency to skim over weaknesses in the neighborhood being addressed. The Broadway Market and Buffalo Central Terminal plans particularly raised the question of their desired customer base and how they relate to current neighborhood needs. The latter plan specifically offered little in the way of planned funding and function, leaving large gaps in the function that the terminal will play in Broadway-Fillmore. No plans dwelled on community development needs, focusing primarily on economic development and revitalizing business in the neighborhood as opposed to missing services for a changing and increasingly immigrant population.

Another missing piece ties into the threat of implementation identified in the previous section. No plans identify a mechanism for avoiding displacement alongside increased investment. It can be rightfully assumed that government spending on small business and community institutions will increase local land values, raising the specter of displacement as landlords cash in on their investments by selling rental properties. The large renter population of Broadway-Fillmore is particularly vulnerable.

