

2. Inventory & Analysis of Existing Conditions

A. Regional Settings and Community Characteristics

The City of Fulton is located in the western third of Oswego County in the Thousand Islands Seaway region of New York State. Encompassing nearly four miles, it has a population of 11,896 according to the 2010 U.S. Census. Fulton is ten miles southeast of the City and Port of Oswego on Lake Ontario, and 25 miles northwest of Syracuse. Fulton is bisected by the Oswego River, which is part of the 454-mile Seaway Trail following the coast of Lake Ontario and the St. Lawrence River, as well as part of the 524-mile New York State Barge Canal System. Fulton is also within easy driving distance of the Finger Lakes Region to the southwest. Other convenient destinations include: Rochester, NY (1.5 hours); Albany, NY (2.5 hours); Niagara Falls, NY (2.75 hours); Toronto, Ontario (4 hours); and Montreal (4 hours).

History¹

Fulton has a rich history dating back to its initial settlement by the Algonquin and Iroquois Indians. It is believed that the Iroquois built fortifications and a small village overlooking the Upper Falls at what is now the corner of West First Street and West Broadway, although they may only have used the site for fishing and hunting. The first European to travel through the area was the Jesuit missionary Father Simon LeMoyne, who passed through the area on his way from Montreal, Canada to Christianize the Onondaga Indians in August, 1654.

Formal European settlement in Fulton did not occur until after c.1785, when the land was sold to New York State. Between 1654 and the 1780s, the English and Dutch traders used the Oswego River and built fortifications to counter French attacks. The British built a fortification c.1725 and stationed garrisons and supplies there for transport down the river. In 1756, with the onset of the French and Indian War, an actual fort was built; this fort was expended in 1758-59 and named Fort Bradstreet. Part of the old fort, which was located on the site now occupied by Huhtamaki, was destroyed during construction of the Oswego Canal during the 1820s. In July 1756, while on his way upriver with a force of 400 British bateaux and whaleboats, Bradstreet defeated a force of 1,100 French Canadians and Indians commanded by Captain de Villiers in an engagement now known as the Skirmish of Battle Island. St. Leger passed through the area in July 1777 on his way to Albany to support General Gurgoyne's advance from Lake Champlain.

Fulton's first permanent resident was Daniel Masters, a blacksmith who opened a shop on the east bank of the Oswego River near the Upper Falls and did a brisk business selling iron goods to the Indians. Masters and his son cleared the first portage road around the falls, used a team of oxen to haul boats and freight around the falls, and opened the area's first tavern and sawmill. John VanBuren, cousin to future President Martin VanBuren, arrived in 1796 and settled along the Lower

¹This section is based on secondary source materials obtained from Mary Ellen Ross, City Historian (telephone conversation, October 23, 1998), including Valley News, *Fulton, NY, Portage Days to Present Days*, August 1989, and Oswego County Department of Promotion and Tourism *Oswego River Canaling!*

Falls. Other early residents included Lawrence VanValkenburg who arrived in 1792 and Asa Phillips who arrived in the 1820s. VanValkenburg was a veteran of the American Revolution and a descendant of an old Dutch family in the Hudson River Valley. Asa Phillips bought one square mile from New York State, attracted immigrants, and rapidly developed sawmills, shingle mills, a hotel, a blacksmith shop, and canal packets on the west bank of the river. Owing to his industriousness, the area was known as Phillipsville before formally adopting the name Oswego Falls.

In the early 1800s, the area grew slowly. It figured prominently in the War of 1812, when cannon, ammunition, and naval stores were accumulated at Oswego Falls to be forwarded to the forts at Oswego and Sackett's Harbor. Major occupations included farming, lumbering, operating saw and grist mills, and quarrying stone along the river banks (much of which was shipped to Auburn for the construction of a prison). The need to portage around the Upper and Lower Falls of the Oswego River insured a steady flow of business, since the Oswego River was part of the great westward route from the Hudson and Mohawk Rivers. Before the Oswego Canal was completed, westbound travelers followed the Hudson and Mohawk Rivers to Rome, along the Canal at Wood Creek to Oneida Lake, then along the Oneida River to the Oswego. During this period, local residents supported themselves mainly as forwarding agents. The first bridge across the Oswego River was completed in 1814 and was constructed of wood; it was located adjacent to the Upper Falls along Broadway. The Oswego Falls were described by James Fenimore Cooper in *The Pathfinder* and by Harvey Chalmers in *Drums Against Frontenac*.²

The portage trade declined severely following the construction of the Erie Canal. Upon completion of the Oswego Canal in 1828, which closely followed the east bank of the Oswego River, the portage trade was replaced by canal trade. Development of the Canal resulted in the establishment of numerous boatyards that employed hundreds of men, encouraged shipments of large eel catches, and enticed more mills to the river's banks to take advantage of waterpower and easy transportation of raw materials and finished goods. The Oswego Canal was enlarged in the 1850s. No tolls were charged, and business prospered. The major freight was Onondaga salt.

In 1835, the eastern half of Oswego Falls changed its name to Fulton (the western half remained Oswego Falls until 1902). Legend has it that the Village was renamed in honor of Robert Fulton and the success of his steamboat. A second legend indicates that coal barge operators would carry their cargo along the river and call out "Full Ton", indicating that they had a full ton of coal for sale.

Throughout its history, the Oswego River in Fulton nurtured a thriving and highly diversified industrial community that continued well into the 20th Century. Local industries included: grist mills, foundries, a plaster mill, pulley works, copper shops; pump, furnace and boiler works; woolen goods, shotguns, paper board, tissue paper, and excelsior (wood shavings used as packing material); flour, knives, boats, knit-wear, cigar factories, and planing mills; a tannery, tobacco works, canning factory, aluminum works; granite and marble shops; chocolate works, food containers and milk-bottle cap plant; baby-food processor, bottling works, and pulp and paper making. Waterpower was free and

²Judith Wellman, editor, *Landmarks of Oswego County*, Syracuse University Press, 1988, p160.

plentiful with the ample drop in water level from the Upper to Lower Falls, so when tolls were lifted from the Erie Canal and a great deal of water traffic left the Oswego River, most industries continued to prosper. Some industries built their own wing dams to channel canal water directly through their factories to turn giant water wheels.³ Industrial “giants” included the Hunter Arms company, American Woolen Mills, and the Oswego Falls Pulp and Paper Company (now Huhtamaki). In 1902, the City of Fulton was incorporated, uniting the Villages of Fulton and Oswego Falls under one municipal government. The new city had a total population of approximately 8,000.

The City of Fulton has a rich transportation history. In 1885, a horse-drawn street railway carried people around the bridges. In 1847, the Delaware, Lackawanna and Western (DL & W) Railroad was built through the Village of Oswego Falls. The Rome, Watertown and Ogdensburg Railroad followed, which was later taken over by the New York Central Railroad. By 1900, twenty-eight passenger trains passed through the two villages each day. On December 30, 1908, the first Interurban car passed through Fulton on the Syracuse Oswego line. In 1910, an electric trolley connected Oswego, Fulton and Syracuse, providing hourly service both ways. This service lasted approximately twenty-five years and eventually succumbed to the automobile.

Electricity was introduced to Fulton in 1883, as part of an experiment carried out by Thomas Edison, who actually installed the lights, at the Schenk home at 69 West First Street. In 1884, the first electric light was installed at South First and Cayuga streets. In 1902, the Fulton Fuel and Light Company was organized. By 1913, approximately 26 miles of gas lines had been laid in the City. A second company, Fulton Light, Heat and Power was incorporated in 1902.

The Fulton Water Works Company was formed in 1883 and built a plant for supplying both villages with spring water in 1885; a water works facility was built in 1996, approximately one mile south of the Village of Fulton. In 1900, the company sold out to the Village of Fulton and the waterworks are still operated by the City.

The site of the present-day Huhtamaki Packaging Worldwide was originally an Iroquois burial ground, and in 1758-9 became the site of the British Fort Bradstreet. In 1886, F.G. Weeks bought waterpower rights at the falls and founded the Oswego Falls Pulp and Power Company, which was one of the first companies to use wood fiber in the manufacture of paper. Oswego Falls Pulp and Paper also produced "Fulton Board", the famous wax-coated sanitary paper, and pioneered paper bottle caps and containers. Today it is the site of Huhtamaki Packaging Worldwide which manufactures paperboard containers and is one of Fulton's largest employers.

By the 1940s and 1950s, as use of the canals continued to decrease and automobile use rapidly increased, the city began to deteriorate somewhat. Catastrophic fires destroyed much of the block bounded by South First, Oneida, South Second, and Cayuga Streets (known as the "Dizzy Block"); this block was the city's primary commercial area. The burnt-out building shells created safety hazards and represented lost tax revenues.

³ *The Valley News, Fulton, NY, Portage Days to Present Days, August 1989.*

Community Planning and Development Initiatives

In response to this and other growing civic, economic, and social needs, the City of Fulton drafted its first Master Plan in 1960 and formed the Fulton Urban Renewal Corporation in 1965. In 1966, the Fulton Common Council named itself the Fulton Urban Renewal Agency, and hired the landscape architects and planners Duryea and Wilhelmi to draft the Canalview Development Plan. In 1967, the City initiated a comprehensive planning program to update the 1960 Master Plan, and to provide a more in-depth analysis of neighborhood needs. This resulted in an extensive, three-volume planning study, culminating with The Summary Master Plan, completed in October 1969, which detailed the needs, recommendation and implementation strategies designed to strengthen the City's neighborhoods, trafficways, business districts and community facilities. The considerable planning efforts of the 1960s provided the foundation to implement an ambitious downtown urban renewal program and capital improvement strategy in the 1970s.

During the 1970s, urban renewal resulted in the construction of the Canalview Mall, the Towpath Towers senior housing, the Canal Park marina and picnic area and off- street parking in surface lots. This redevelopment was accompanied by the construction of the Pyramid Mall along Route 3, in 1972. Additional public works projects were completed including the construction of a sewage treatment plant, municipal center and fire station on the west side. The City acquired a new water supply and several new park areas. During this decade, Canalview Mall enjoyed high levels of pedestrian use and economic activity, and served as a vital core for the city.

However, the flurry of retail development in and adjacent to Syracuse during the 1980s, as well as a proliferation of strip mall development on the outskirts of the city and in neighboring communities, eroded Fulton's downtown core. Ironically, area residents employed in the retail job sector increased 48.7% in the 1980s, but they were likely commuting out of the city to the retail jobs, further eroding the economic base on which local retailers rely. By the late 1980s, Canalview Mall housed virtually no retail development in the city's traditional downtown core. The loss of retail, disinvestment in Fulton's downtown core, and declines in manufacturing, although less severe compared to other areas, presented a challenging set of issues for City leaders and residents.

In the 1990s, the City took a number of steps to reverse the decline of the city's downtown core, preserve its aging housing stock, diversify its local economy and retain and expand its industrial base. The City of Fulton Community Development Agency garnered over \$7 million in Community Development Block Grant (CDBG) funds for various housing and economic development projects and has been instrumental in several key revitalization plans.

One of the City's most ambitious revitalization efforts was the development of the Bridge-to-Bridge Plan, a community-driven initiative which has spurred several tangible waterfront revitalization projects. The Bridge-to-Bridge concept was developed by a Waterfront Committee which formed in the late 1980s to examine ways to revitalize the City's waterfront area. "Bridge-to-Bridge" refers to a 1.5-mile loop across the Broadway Bridge, West First Street, the Oneida Street Bridge and the eastern shore of the Oswego River. With the advent of a new City administration in the 1990s, a Bridge-to-Bridge Steering Committee formed, encompassing a wide range of community representatives.

In January 1997, the City of Fulton and the Community Development Agency formally initiated the "Bridge-to-Bridge Plan" to undertake a comprehensive look at the commercial, recreational, and housing development potential of the areas on both sides of the river between the city's two bridges. The resulting master plan established a long term redevelopment strategy aimed at revitalizing this important core area as the social, economic and civic centerpiece of the city. It defined key goals for revitalizing the city's waterfront, including reconnecting the community to the canal, creating the canal as a destination point within the larger New York canal system, and revitalizing the Canal Landing area located in the city's downtown core.

To ensure its local vision for waterfront revitalization fit in with the many regional and state waterfront and canal initiatives, the City of Fulton referred to several regional and state waterfront related plans, including the 1990 Oswego Eastern Shores Communities Tourism Development Action Plan, the 1992 Oswego River Scenic Assessment Plan, and the New York State Canal Recreationway Plan.

To supplement these public improvements, a \$3.1 million Section 108 Loan Guarantee program utilizing CDBG funds helped to economically revitalize the Canal Landing business district from 1991-1995. Funding was provided for the expansion of the Sealright Packaging Company (now Huhtamaki Worldwide Packaging) located on the eastern shore of the Oswego River and a loan for a new Dunkin' Donuts on the west bank of the Oswego River.

In 1997, the City of Fulton was awarded a \$1.6 million Canal Corridor Initiative grant from HUD to fund five high priority public improvement projects recommended in the Bridge-to- Bridge Plan. These projects, completed in late fall 1998, were designed to stimulate economic redevelopment in the waterfront district and to enhance the waterfront for pedestrians and water-related uses through improved vehicular access, additional parking, the construction of a civic plaza, enhancements to the Canal Park Marina and improved landscaping and lighting, benches and banners to create a more pedestrian and festive feeling.

To enhance the active use of the waterfront by residents, the City of Fulton received a grant in 2002 from the NYS Office of Parks, Recreation and Historic Preservation requesting \$126,250 (50% of total cost) to develop the Fulton Waterfront Promenade and Interpretive Trail along the eastern bank of the Oswego River between the Oneida and Broadway Bridges. The project was completed in 2005.

The City of Fulton and the Town of Granby share another unique water resource, Lake Neahtawanta. The Lake provides a "public retreat" for visitors. The scenic vistas have few obstructions from lakeshore development. In the early 1990s, a group of citizens concerned about the eutrophication process occurring at the lake formed the Lake Neahtawanta Reclamation Committee (LNRC) to address water quality issues. The LNRC developed and implemented a management plan for nutrient and sediment control to improve water quality. In 2013, the Fulton Development Revitalization Committee (FDRC) initiated nearshore dredging operations to remove sediment and improve water quality along the shoreline, using State funds secured by New York State Senator Patty Ritchie. Annual dredging is ongoing, and current water analysis indicates improved water quality.

In addition to Fulton's efforts to revitalize its waterfront areas, the City commissioned a planning and architectural firm in 1997 to create the 481 Corridor Streetscape Master Plan. The 481 Corridor is the primary north-south transportation route through the city. It lies several blocks east of the Oswego

River shoreline, running parallel to it and adjacent to the LWRP boundaries. The goal of the plan is to provide a set of unifying design guidelines which address diverse existing and future land-uses in ways that enhance aesthetics, contain strip development and complement the ongoing efforts to revitalize the city's downtown and waterfront areas.

Economic Development ⁴

For most of the 20th century, Fulton was dominated by large manufacturers due to its rich history and natural attributes. Fulton is within 300 miles of 50% of the U. S. population making it an ideal location for regional distribution. The Oswego River and its tributaries have been a life force to Fulton since the City's early beginnings, supporting agriculture, manufacturing, trade and travel, and its economy was greatly enhanced by the Oswego Canal along the Oswego River. As in other communities, however, many of the largest manufacturing companies in Fulton have closed, including the Miller Brewing Company and Nestle resulting in a loss of more than 2,000 jobs. The City of Fulton is still home to a number of smaller manufacturing facilities, many related to the food and packaging industry. For example, the Sealright Company, which manufactures food packaging materials for a variety of products, is a major manufacturing company still operating in the City of Fulton; Finland's Huhtamaki Corporation purchased Sealright in 1998 and changed its name to Huhtamaki in 2001. Two other examples are K&N Foods which produces premium chicken products and Teti Bakery, which makes Italian flatbreads for sale to supermarket chains. However, due to the continuing loss of a large portion of the manufacturing base in Fulton since 2000, the unemployment rate in Fulton in 2014 was 15.7%, which is three times the unemployment rate of New York State.

Today the City of Fulton is at a critical crossroads. Like many small cities that depended for most of the Twentieth Century on manufacturing to maintain its economic foundation, Fulton is in the midst of a long-term restructuring. The loss of approximately 2,500 jobs since the late 1990s, including the loss of 500 jobs at Nestle Chocolate & Confections in 2003, has impacted all aspects of community life, from the types of jobs and quality of housing, to the basic infrastructure and quality of its parks and recreational assets.

The City faces many of the same problems as larger urban areas such as Syracuse and Binghamton. The public infrastructure and housing stock is aging; and the poverty rate has increased to 31.7% compared to 19.6% for Oswego County (2010 U.S. Census). Further, like many cities, Fulton's population is aging in place.

Impacts from the manufacturing layoffs and closures is magnified by the relatively high salaries paid to manufacturing as compared to government, retail, and other employment sectors. Further, the loss of manufacturing jobs contributes to a decline in support industries and businesses. For example, for 17 years (mid-1976- mid-1994), the Miller Brewing Company pumped an estimated \$300 million a year into the New York State economy, and during its operation, had a tremendous positive impact on the power, the telephone, and the rail and trucking industries.

⁴ Sources of information for this section include Joe Fiumara, City of Fulton Community Development Agency, December 2016; Web Reid of Operation Oswego County Inc; and the NYS Department of Labor Syracuse Office; documents and reports include *Metropolitan Development Agency Consulting Report* (1990), and the *Fulton Area Partnership Report* (1992).

During its operation, Miller reported it burned enough coal in 24 hours to heat an average of 230 homes a year. Two hundred-ninety trucks per day, on average, were loaded or unloaded at the plant, accounting for a truck every five minutes. The brewery consumed 35,000 kilowatt hours of electricity daily, the equivalent of power needed to power 37 homes for an entire year.

Small metal manufacturers, like Fulton Tool, Inc. and Universal Metal Works continue to struggle with rising costs as they combat the loss of significant business from manufacturers that are downsizing dramatically or leaving the state entirely. With every job lost from a local manufacturer, the Department of Labor estimates that an additional two jobs is affected. The continuing loss of manufacturing jobs is reflected in Oswego County's high unemployment rate. The unemployment rate in January 2016 was 8.3% for Oswego County, compared to a statewide rate of 4.5%.

A slow economic recovery and the mixed character of many of Fulton's neighborhoods have contributed to their decline. Neighborhoods in the older section of the City, where there is a higher density of houses and a mix of single family and multi-family dwellings, are particularly at risk of instability. In Fulton, 78% of the structures were built before 1960 and one-third (33%) of all housing structures are substandard. According to the 2010 U.S. Census, 55% of Fulton households are comprised of low and moderate income persons, and 31.7% live at or below poverty level.

There is a continued need in Fulton to expand the city's industrial base and increase property and sales tax opportunities. It is clear that as Fulton's Fortune 500 companies scale back, and the number of large- to medium-size industries diminish, efforts are needed to continue to stabilize and grow existing employers, and encourage new small businesses to the area.

The recent closures and cutbacks are symptomatic of the fate of big and small businesses as they struggle to do business in this area. Factors including high utility costs, high property taxes, state fees and other rising costs are driving corporate decisions to downsize or close operations in this area while expanding operations in other parts of the United States. While incentive programs, such as those offered through the New York State Empire Zone Program, help "level the playing field" for companies, the need for public support to help create and expand employment opportunities is greater than ever.

Downturns in the economy and continued declines in manufacturing jobs means a dramatic reversal of the way economic development must be approached by the public sector. In the 1980s and much of the 1990s, government provided assistance through low-interest financing, job training and technical assistance, including the provision of incubators and industrial parks. Today, localities in New York State are being called upon to compensate for high utilities, taxes and other rising costs by providing speculative building, "shovel-ready" sites, major infrastructure improvements at no cost to companies, and zero interest or deferred loans (grants) in exchange for significant investments and stabilization or increase in employment.

The City of Fulton Empire Zone was created in 1994 when 21 new zones were created throughout New York State. Empire Zone incentives and benefits attract new businesses and enable existing businesses to expand and create new jobs. In 2004, businesses in the Empire Zone accounted for 1,699 jobs and created \$22 million in total investment. While manufacturing accounts for 14% of the businesses located in the zone, it accounted for 76% of the jobs (1,288) and 85% of the investment (\$18.5 million) in 2004.

The Empire Zones Program (EZP) which was formulated in 1995 under Empire State Development, a division of New York State, was administered locally for 13 years offering local businesses that initially started or expanded tax credits as incentives to grow in the New York State business climate. The goal of the program was to save existing businesses from relocating operations to other states or countries. Following the sunset of the EZP, the State transformed the program into what we know today to be the Excelsior Jobs Program. This program is administered directly from the State and has seen changes that gear the efforts towards manufacturing and large employer businesses.

B. Oswego River/Oswego Canal Corridor and Lake Neahtahwanta

Oswego River/Oswego Canal Corridor⁵

The City of Fulton is located midway between the City of Oswego on Lake Ontario to the north and the City of Syracuse to the south, and its history owes much to this location. The corridor is approximately twenty-four miles long and abounds with historic, cultural, natural, scenic and recreational resources. The municipalities within the corridor, along with others situated on the shores of Lake Ontario, form the Oswego-Eastern Shore Communities (OESC) and are part of the New York State Seaway Trail.

The 23-mile Oswego Canal, which mainly follows the course of the Oswego River, links Lake Ontario to the Erie Canal at Three Rivers Point, where the Seneca, Oneida and Oswego Rivers join just west of Oneida Lake. Because of its connection to Lake Ontario, this route has been a popular one since colonial days. Hydroelectric power plants and dams adjoin nearly all locks on the Oswego Canal. Locks 2 and 3 are located in Fulton, below the Broadway and Oneida Bridges, and allow hundreds of boaters to bypass the Oswego Falls. The present day canal, which is part of the New York State Canal System and reflects navigational upgrades and reconstruction completed in the early 1900s, replaced an earlier canal that was opened in 1828. This earlier canal was approximately 38 miles long and included nearly 20 miles of independent canals connected to the Oswego River by locks and dams, and nearly 20 miles of slack-water navigation in the river. The original locks were made of timber and stone and, except for a few traces, have largely disappeared.

The NYS Canal Recreationway Plan and Canal Corridor Initiative of the 1990s resulted in numerous improvements throughout the 524-mile New York State Canal System, which includes the Erie, Champlain, Cayuga-Seneca and Oswego Canals. Improvements in Fulton include: completion of a boat launch, the Canal Landing project, which reopened South First Street and Cayuga Streets to vehicular traffic in the central business district; development of the Canal Landing Retail Center, which involves improvements to numerous businesses in the central business district; and improvements to, and expansion of, the existing marina and docking facilities at Canal Park Marina. Primary goals are to create nodes of waterfront amenities for the pedestrians and boaters, and to re-establish and strengthen the links between the city's downtown and waterfront areas. Completed projects include a waterfront promenade, towpath trail, lighting, benches, and interpretive signs. Other projects identified in the Canal Recreationway Plan include improving access to the Canal along the shoreline between Lock No. 2 and Lock No.3.

⁵ Tommy L. Brown Associates, et. al, *Oswego-Eastern Shore Communities Tourism Development Action Plan*, prepared for Seaway Trail, Inc, December 1990.

The Oswego-Eastern Shore Communities Tourism Action Plan (1990) was drafted to stimulate coordinated development along a highly visible 65-mile stretch of the 454-mile Seaway Trail. The areas studied include the coastal areas of Oswego, the Oswego River Corridor and the Salmon River Corridor. This plan builds upon previous regional plans including the Oswego County Parks and Recreation Plan, the City of Oswego Local Waterfront Revitalization Program, the Selkirk Shores State Park Master Plan and the Eastern Lake Ontario Dune Area Study. It was intended to provide a five-year timeframe for implementation and identified primary destination areas: the Oswego River Corridor, Salmon River Corridor, Mexico Bay, Eastern Shore and Sandy Points. The City of Fulton lies within the Oswego River Corridor.

The goal of the plan was to promote existing and new tourism and recreational development which would attract additional tourists, encourage increased lengths of stay and tourism, and stimulate tourism-related expenditures without adverse social, economic and environmental impacts to the region. The key goals of the plan were to protect and improve the quality of life for local residents, protect and enhance the scenic, natural and cultural resources of the region, increase and stabilize the growth of the tourism industry for economic development, and develop the region as a primary tourism destination for high quality recreation and tourism trips and vacations. The tourism promotion concepts are based on the special qualities of each area's physical and social culture to avoid competing with other areas and to create a tourism corridor which is diverse, highlights each community's unique flavor, and clusters attractions to draw a critical mass of visitors necessary for economic viability.

The Central New York Regional Planning & Development Board, a public agency that represents the interests of a five-county region that includes Oswego, Cayuga, Onondaga, Cortland and Madison counties, has undertaken a study to compile existing resources and develop further trails throughout the region. The plan titled "CNY Regional Recreation and Heritage Plan" is currently in progress and is funded through NYS Department of State Local Waterfront Revitalization Program. In 2015, they invited the public to indicate points of interest and existing trails to be included in their study as part of their inventory outreach campaign. Mapping for the plan identifies a five-county regionally inter-linked recreational and heritage network linking hiking trails, bikeways, public waterfront access, scenic byways, natural areas, working landscapes, historic sites and heritage areas, rural hamlets, museums, festivals, events and other points of recreational and heritage interest. The plan is concerned with regional natural and cultural resource protection, balanced with development of improved access, connectivity and low impact use, and goals for establishing a regional outdoor recreation and heritage identity and way-finding system to guide future visitors along interlinking routes connecting many of Central New York's unique and interesting places. Fulton's improvement plans can be linked regionally to this larger study to bolster tourism and improve economic development locally. In talking with planners at CNY Regional Planning and Development Board, one goal mentioned was to develop recreation along the Canal which would include a bike or hiking trail that extends access from Phoenix to Fulton. This trail would incorporate Great Bear and travel along the riverbank and Canal through to Fulton and possibly even extend as far as Oswego. Other communities throughout the state have attained contiguous access along the Canal and are able to offer bikers and hikers hundreds of miles of uninterrupted recreation along the Canal. In fact, in talking with New York State Canal officials, recreational development is desired and welcomed along the Oswego Canal as well.

Lake Neahtahwanta⁶

Lake Neahtahwanta represents a significant natural and recreational asset to the City of Fulton and surrounding region. The lake and surrounding wetlands provide habitat for diverse populations of fish, wildlife, and plants, including endangered, threatened and special concern species. Recreational uses include nature walks, nature photography, scenic vistas, small-craft boating, fishing, camping, and picnicking. Since the formation of the Lake Neahtahwanta Reclamation Committee (LNRC) in the late 1980s, the lake has been the subject of studies designed to balance the protection of the lake's natural resources and the residents' quality of life with developmental pressures. The LNRC endeavors to improve the water quality of the lake environment as one of the premier natural resources of the Fulton/Granby area. Partially funded by New York State, shoreline dredging operations began in 2013, to remove sediment and improve water quality; dredging is ongoing and 2016 testing indicates improved water quality.

The LNRC's primary goal is to "promote widespread public support for water quality improvements for Lake Neahtahwanta." This goal is based on the premise that improved water quality would improve the quality of the lake as a local and regional recreation resource—and the improved recreation resource would further promote continued water quality improvements. LNRC's planning efforts include: A Definitive Study of Water Quality conducted by F.X. Browne Associates, Inc. (1991); preparation of the Lake Neahtahwanta Opportunities Plan (1993) and Lake Neahtahwanta Shoreline Development: An Architectural, Marketing and Engineering Analysis (1996). The goal was to identify self-supporting recreational opportunities that serve park users while generating profits to help support the recreation facility; the concept plans focused on developing North Bay Campgrounds (lodge and ecological interpretive/conference center), Recreation Park (public gardens, amphitheater), lake trails (pedestrian path and canoe water trail), and Bullhead Point (pavilion, visitor parking, picnic area, fishing pier). Development at Bullhead Point was completed in 1998, and includes a tourism center/restaurant, pavilion picnic shelter, fishing pier with gazebo, paved parking, landscaping, and pedestrian path connected to the Lake Neatahwanta Nature Trail.

The Lake Neatahwanta Nature Trail extends from the North Bay area, through Bullhead Point, along the open lakeshore, past the accessible transfer station for kayak/canoe launch, continues to the beach area, and through the wooded shoreline to the Fulton Schools athletic complex. This trail serves to connect major recreational features along the lakeshore, and provides natural views of the native flora, fauna and scenic vistas. It currently hosts regular, moderate usage for fitness and active recreation, leisure walking, nature photography, and passive recreation. Trail signs and benches mark the trail; interpretive signs and ground surface improvements will be completed in 2017.

Additional shoreline recreational enhancements are currently underway. The NYS Office of Parks, Recreation and Historic Preservation awarded a grant for a Teen Park in Recreation Park. Construction in 2017 will include outdoor play equipment, as well as accessibility for individuals with disabilities, and cultural interpretive signage. The site also incorporates a section of the Lake Neatahwanta Nature Trail.

⁶ Sources of information for this section include input from Barry Ostrander, Superintendent of City Parks & Recreation; the Lake Neahtahwanta Reclamation Committee; Landscape & Prospect, Landscape Architects and Cultural Resource Planners, *Lake Neahtahwanta Opportunities Plan*, 1993; C.T. Male Associates, PC, et al, *Lake Neatahwanta Shoreline Development: An Architectural, Marketing, and Engineering Analysis*, 1996.

C. Existing Land Use and Opportunities and Constraints ⁷

The existing land uses in the waterfront area are presented for six sub-areas, including the Lake Sub-Area, North End Sub-Area, Bridge-to-Bridge Sub-Area, Nestle Sub-Area, Phillips Sub-Area, and South End Sub-Area. Primary attention is given to uses immediately adjacent to the water. Boundaries are shown on Map I. Each of these sub-areas exhibits unique land use patterns which are addressed below. Boundary descriptions and a preliminary analysis of opportunities and constraints affecting future development in the near and long-term are included for each sub-area. Map 4, indicating land uses, is not current and is under review and revision. Additional information regarding land and water use, and proposed projects are found in Section 4.

Area 1: Lake Sub-Area

The Lake Sub-Area includes that portion of the LWRP area bordered by the lake, extending from the North Bay area to the southern city limits, including wetlands. This sub-area consists predominantly of recreation and public uses, but includes a significant number of commercial uses and residential homes.

Property adjacent to Lake Neatahwanta contains the Fulton Junior High School, Fulton Schools Athletic Complex, G. Ray Bodley High School, Recreation Park, and Bullhead Point. Recreation Park stretches approximately 25 acres, from Chestnut Street to Bullhead Point at Tannery Creek. Bound to the south at Chestnut Street, the picnic area includes a picnic shelter, grills, fitness area, swing sets, reflection pond with garden, benches, and Little Free Library, all installed or restored in 2015 and 2016. The park continues north along William Gillard Drive, encompassing lighted softball facilities, youth football field, parking area, Fulton War Memorial and Ice Arena, and Teen Park area. The Lake Neatahwanta Nature Trail connects these recreational features along the shoreline to a kayak/canoe launch on Barrett Drive, and continues through Bullhead Point to the North Bay Campground area.

Commercial uses in this sub-area are located along NYS Route 3 between Phillips Street and William Gillard Drive. These include a restaurant, convenience store, and bowling alley. The development pattern is low-density sprawl. Residential uses are primarily confined to West Seventh Street, Lakeview Avenue, and West Sixth Street. There are also a small number of houses along Phillips Street.

A small number of industrial uses are located near Phillips Street and West Sixth Street. The most prominent of these is the K&N Foods facility near the Meadow Brook Outlet, a small stream. K&N Foods, employing 60, is a significant employer, although industrial uses are the exception in this sub-area.

⁷Information in this section was obtained from: *Metropolitan Development Association Consulting Report for the Fulton Community Development Agency*, September 1990; Russell D. Daily and Associates, *The Summary Master Plan, the City of Fulton, New York*, October 1969; Map Works, Inc., *Map of Oswego/Fulton Oswego County, New York*, 1992.

Opportunities:

- North Bay Campgrounds is already established, and has space and opportunity for additional amenities.
- The numerous recreational features along the lake are physically linked, providing an opportunity for linkage from an interpretive perspective.
- Traffic along Route 3 provides a natural stream of customers for businesses or visitors to community facilities.

Constraints:

- Limited signage for recreational facilities may frustrate visitors unfamiliar with the geography of the city.
- Limited public restroom facilities may frustrate visitors.
- Traffic and the sprawl development pattern on Route 3 from Phillips Street to Broadway make non-vehicular transportation difficult.
- Wetlands and floodplain make most forms of development impossible and will lead to increased construction costs for any project.

Area 2: North End Sub-Area

The North End Sub-Area includes that portion of the LWRP area north of Oneida Street on both sides of the Oswego River. It is dominated by industrial uses and vacant land. Lying within this sub-area are Foster Park, Van Buren Island, Clute Island, Lock 3 of the Oswego Canal, and the Davis-Standard facilities. A number of residential homes line West First Street, but these are the exception.

On the West Side of the Oswego River, the sub-area is dominated by single-family homes. Residences north of the intersection of Oneida Street and West First Street are mostly low-density, single-family homes. There are some commercial uses near the intersection. Foster Park is located on the west bank of the river, offering a softball diamond, picnic shelter, grills, and children's playground equipment. The municipal sewage treatment facilities and a historically significant interpretive area are located along West First Street and Route 48 in the predominantly residential area. There are several undeveloped parcels here, many with more than two acres available.

On the East Side of the Oswego River, the sub-area is dominated by industrial and commercial uses. Low-density, commercial uses line North Second Street, north of its intersection with Oneida Street. These uses include a restaurant, a diner, beauty salon, florist, bookstore, service station, and a professional building housing doctors' offices. Industrial uses are common in this area, including Davis-Standard and Interface Performance Materials. The only residential area in the North End sub-area is along North Third Street, north of Oneida Street. The Indian Point Landing offers a boat launch, fishing pier, two gazebos and fishing pier, with a shoreline trail. It provides the only recreational uses along this portion of the waterfront.

Opportunities:

- Undeveloped parcels on Route 481 provide the possibility for creating a large recreational or community attraction.

- Presence of the Indian Point Landing boat launch, gazebos and fishing pier provides a potential point of expansion that could bring more canal traffic and business to Fulton.
- Railroad tracks, industrial buildings, and highway access make the east side a prime area for industrial expansion or redevelopment.
- Working with property owners to rehabilitate their homes and businesses would significantly and positively impact surrounding properties.

Constraints:

- The condition of buildings and types of land uses near the corner of Oneida Street and NYS Route 48 present a discontinuous streetscape.
- Large industrial buildings on the east side and residential homes on the west side act as physical barriers and limit public access to the waterfront in certain locations.
- Sprawl development pattern along NYS Route 481 makes physical connection to the central business district (Bridge-to-Bridge sub-area) difficult and limits options for streetscape improvement.

Area 3: Bridge-to-Bridge Sub-Area

The Bridge-to-Bridge Sub-Area is bordered by Broadway to the south, Oneida Street to the north, Third Street to the east, and the western shoreline of the Oswego River to the west. It encompasses both the Broadway and Oneida Street Bridges, and the Oswego River and is, therefore, known locally as the "Bridge-to-Bridge" area. This area includes the streets known traditionally as "downtown" and includes a concentration of historic sites, including a stone wall and bridge abutment from the original Oswego Canal and Fort Bradstreet (in the area presently occupied by Huhtamaki). Important commercial uses line both First and Second Streets. This sub-area also includes the Canal Landing Plaza, with gazebo overlooking the marina and river.

The portion of this sub-area along the Oswego River and Route 481 (South Second Street) consists mostly of commercial and public uses. Commercial uses, including the Canal Landing Business District are located along South Second Street. Lower Density uses are more common as one approaches Broadway to the South.

Public uses are concentrated along South First Street between Rochester Street and East Broadway. These public uses include the Post Office, City Hall/Municipal Building, John Wells Pratt House History Museum, the Carnegie Public Library, and Veterans' Park along the waterfront. There are also a small number of single and two-family homes in this area, as well as the Towpath Towers, 120-unit, senior building.

Recreational uses in this sub-area consist mainly of the Canal Landing Marina (described more fully in the Public Access and Recreation Section).

Opportunities:

- Community-based planning initiatives in this area led to a \$1.6 million HUD Canal Corridor Initiative grant for improvements, including better vehicular and pedestrian access, interpretive signage, and as canal towpath and streetscape appearance.

- The presence of Veterans ' Park, Oswego Canal Locks, and community buildings on South First Street present opportunities for interpretive displays and heritage tourism.
- Canal Landing, which suffered from disinvestment with growth of retail development outside the City and curtailed traffic circulation, has been targeted for extensive redevelopment through HUD's Canal Corridor Initiative and the City of Fulton CDBG program, and is experiencing a resurgence
- The concentration of community facilities along South First Street provides an opportunity for developing a civic area rare in modern communities.

Constraints:

- Fences and guard rails on the Oneida Street Bridge hinder clear views of the Oswego River.
- Pedestrian circulation near bridges is somewhat inhibited by heavy traffic.

Area 4: Nestle Sub-Area

The Nestle Sub-Area includes that portion of the waterfront revitalization area south of Broadway on the east side of Oswego River and the River itself. The east side of the River varies considerably in character. The Huhtamaki Worldwide Packaging Company (former Sealright Packaging Company) occupies a large area in the vicinity of Broadway and South First Street, and parking lots are also prevalent. However, there are few other industrial uses in this sub-area. Route 481 is lined by low-density commercial uses including fast food and family restaurants, car dealerships, and strip malls. Waterfront trail development is in planning stages. Oswego Falls Park is also located in this sub-area.

There are some commercial uses along South First Street. As one travels south along South First Street from the Huhtamaki Worldwide Packaging Company (formerly Sealright Facility), residential homes become the norm until one reaches Route 481. There are a number of vacant parcels including some undeveloped land along Route 481. The most prevalent use in this area is residential, with many two-family units and multi-unit dwellings located here. The adjacent side streets including Division, Lyon, Union, and Fay Streets and Nestle Avenue are lined with homes. Residential uses are also located along South Third Street, State Street, and Pratt Street.

Opportunities:

- The large number of multi-unit residential structures provides a local customer base and a labor pool for new or expanding commercial ventures.
- Funding through the TEA-21 Program, administered by NYSDOT, will improve north and south extension of the old Oswego Canal towpath. These actions are mentioned in numerous city planning documents and regional tourism studies.
- The location of industrial, commercial and recreational areas near residences gives people the opportunity to walk to their places of employment or leisure. This may reduce automobile traffic for residents in this sub-area.
- Undeveloped and vacant parcels provide opportunities to change the Route 481 streetscape from sprawl to a traditional business district. Development or reuse efforts on the former Nestle site could expand on the Route 481 design guidelines to accomplish this.

Constraints:

- The prevalence of residential structures near the waterfront south of the Huhtamaki complex limits public access and makes waterfront related projects in this sub-area difficult.
- Some houses in the vicinity of the waterfront, particularly the multi-unit structures, are in need of rehabilitation and their appearance negatively impacts the streetscape.
- The land use pattern along Route 481 makes traffic difficult for pedestrians. Design guidelines may address this problem.

Area 5: Phillips Sub-Area

The Phillips Sub-Area is dominated by residential uses, with pockets of commercial and industrial uses. This sub-area is bordered on the west by William Gillard Drive, on the east by the Oswego River, on the north by Phillips Street and Oneida Street, and on the south by Beech Street. Non-residential uses are only prevalent in some isolated areas. Along Broadway between the Oswego River and William Gillard Drive are some offices, service stations, restaurants, taverns and abandoned and occupied retail space. One of the few remaining blocks of Fulton's historic commercial buildings is located along West Broadway. Some residential homes, mostly two-family, also sit along Broadway, as well as some mixed use.

West Broadway has a mixed use pattern and architectural style that is rare in expanding and modernizing small cities. Residential homes and apartment buildings are interspersed with stores and service stations. Small asphalt and dirt parking areas also dot this area. Historical change is evident, as many commercial and residential buildings of the late nineteenth and early twentieth centuries sit adjacent to residential homes built in the 1940s and 1950s.

West First Street between Schuyler Street and Oneida Street is also predominantly commercial. A supermarket sits on the corner of Gansvoort and West First Streets. A car wash and convenient store are located on the south side of the supermarket. There is a bakery across the street from the car wash. Brookfield Power also operates a facility on the east side of West First Street.

The remaining portions of the Phillips sub-area are nearly entirely residential. Single-family and two-family houses are interspersed along Beech, Voorhees, Leitch, Kellogg, and Phillips Streets, as well as West First, Second, Third, Fourth, and Fifth Streets. Mixed uses are sometimes found on street corners.

Opportunities:

- Continuing the housing rehabilitation efforts in this area will have a positive impact on surrounding residential properties. Though some homes are clearly in need of rehabilitation, they are spread out and do not mar the appearance of any single area.
- The prevalence of homes provides an important housing base for the community.
- The high density and walkable residential streets encourage patronage of local businesses.
- Apartment buildings needing rehabilitation near waterfront area on Austin Avenue and the adjacent Polish Home banquet hall/event venue could become key properties in providing waterfront access to the west bank of the River.

- Mixed uses and home businesses in this area could provide income for residents and encourage commercial activity throughout the LWRP area.
- Vacant structures along West Broadway provide the possibility for historic restoration, streetscape improvements or commercial revitalization, particularly traditional mixed uses. This area began as an active walkable business district and the development pattern has largely remained intact.

Constraints:

- Privately owned riverfront properties make provision of public access difficult.
- Sprawl development at corner of Gansvoort and West First Streets make streetscape improvements and pedestrian mobility difficult.
- Neglected structures on West Broadway impair the visual character of Fulton and may drive down property values in the adjacent residential neighborhoods. These structures need rehabilitation in order to reestablish a welcoming and vibrant streetscape and improve the City's appearance, particularly to visitors of recreational amenities in the nearby Lake sub-area.

Area 6: South End Sub-Area

The South End Sub-Area includes that portion of the waterfront revitalization area south of Broadway on the west side of the Oswego River and east of West First Street and Forest Avenue. This sub-area consists almost exclusively of residential uses. While some low-density commercial uses are located along West First Street between Broadway and Pine Street, the remaining portion has residential houses. Two-family and multi-unit structures are most common on West First Street between Pine Street and Cedar Street.

South of Cedar Street, single-family homes are the overwhelmingly dominant use. Many single-family homes in this area sit directly on the River. The density here is slightly lower than most other residential areas of the City. In fact, due to the curvilinear street pattern and the appearance of the houses, the area along South First Street south of Cedar Street has the atmosphere of a medium-density subdivision. A boat launch is located on the Oswego River at the foot of Green Street.

Opportunities:

- The benches, well-maintained sidewalks, and trees along the east side of Route 48 near the Broadway Bridge encourage walking and sitting.
- The abandoned mill building between the Brookfield Power hydroelectric station and Route 48 could be restored or converted to another use.
- Design guidelines, similar to those developed by the City for Route 481, could be used to improve the appearance of Route 48 south of the Broadway Bridge.

Constraints:

- The land on the east side of Route 48, just south of Broadway Bridge, slopes steeply toward the River. Potentially expensive mitigation measures would be necessary for provision of public access.

- Most of the property in the sub-area is privately owned, and there are no designated public access points along the Oswego River south of Broadway.
- Acquisition of private property would be necessary for public waterfront access.
- Despite some pedestrian amenities, sprawl development between Pine Street and Broadway discourages pedestrian activity. Pedestrians would be an important element in any commercial revitalization of the West Broadway corridor.
- Riverside Avenue is largely cut off from West First Street and Broadway near the Fulton Mill senior housing. At this time, Riverside Avenue provides the best public opportunity to view the Oswego River in the area of the Broadway Bridge.

D. Land Ownership (refer to Map 5)

Area 1: Lake Sub-Area

The City of Fulton owns a considerable amount of land along the lakeshore. This includes portions of the North Bay Recreation Area, Bullhead Point, Recreation Park, and G. Ray Bodley High School. City property accounts for approximately 60% of the land in this sub-area. K&N Foods also owns a large parcel on the corner of Phillips Street and the railroad. The remaining parcels in this sub-area, beyond the street and railroad rights-of-way, are owned by individual businesses or private homeowners.

Area 2: North End Sub-Area

The North End Sub-Area has a number of different owners of the parcels. Davis-Standard, Interface Performance Materials, Oswego County, and the City of Fulton hold some large parcels in this sub-area. Much of it, however, is divided into smaller parcels owned by individual businesses or private homeowners. Individual businesses are most prevalent on the east side, private homes on the west side. The New York State Canal Corporation owns a 50'- 125' corridor of riverfront land throughout this sub-area.

Area 3: Bridge-to-Bridge Sub-Area

In the Bridge-to-Bridge Sub-Area, the New York State Canal Corporation owns a large amount of property along the riverfront. Beyond these parcels, however, there is not a single landowner that holds a large amount of acreage. Both South First Streets and Route 481 are lined with small businesses and various public buildings. Parcels on South Third Street are owned by a large number of private homeowners. The New York State Canal Corporation owns a 50' - 125' corridor of riverfront land throughout this sub-area.

Area 4: Nestle Sub-Area

Huhtamaki Worldwide Packaging owns the largest amount of acreage in the Nestle sub- area, with its large manufacturing facility located at South First Street and Broadway. The City owns Oswego Falls Park, a large parcel on South First Street. The remaining parcels are owned mostly by private landowners, small businesses, or chain stores and restaurants. Though there are some apartment buildings and complexes, none of their landowners individually dominate the sub-area. The New York State Canal Corporation owns a 50'- 125' corridor of riverfront land throughout this sub-area.

Area 5: Phillips Sub-Area

The Phillips Sub-Area is almost exclusively owned by individual homeowners, as the entire sub-area is covered with residential uses. Exceptions to this are Price Chopper Supermarket, Brookfield Power property near the Oneida Street Bridge, and the Fulton Mill senior housing complex on Riverside Avenue. Most of the land immediately adjacent to the Oswego River is privately owned in the sub-area.

Area 6: South End Sub-Area

The South End Sub-Area is similar to the Phillips Sub-Area in that private homes are the dominant land use. The development density is slightly lower in the South End Sub- Area, making the parcels slightly larger on average. Brookfield Power owns a significant amount of acreage directly south of the Broadway Bridge. However, no single landowner holds a significant percentage of the homes in the South End. While there are some small businesses along NYS Route 48 near Broadway, this is the exception in this sub-area. The New York State Canal Corporation owns an approximately 50-foot wide corridor of riverfront property extending from the south City line north to Green Street.

E. Public Access and Recreation ⁸

The City of Fulton has numerous public access points and recreational opportunities, and generally enjoys adequate pedestrian access within the LWRP boundaries, as sidewalks are provided and maintained throughout the City.⁹ Passage across the Oswego River is provided via walkways over the Oneida Street and Broadway Bridges. Possibly due to the age of the City and the need in the early twentieth century for access to mass transit, most residential areas have a high-to-medium density development pattern. This, coupled with well-maintained sidewalks, provides an excellent transportation system for pedestrians.

The areas of the City with lower development density provide limited pedestrian circulation. Due to large setbacks, wide streets, inconsistent sidewalks, and lack of on-street parking, some areas are not pedestrian-friendly. Such areas include Route 481 south of Broadway, NYS Route 3 north of Bullhead Point, and Route 481 north of Oneida Street. New York State highways are normally designed to give maximum consideration to vehicular safety and circulation, with little priority given to pedestrian - friendly design, and these road segments within the LWRP boundaries are examples of this.

The City of Fulton is currently in the process of implementing a series of design alterations for Route 481. The intersections with Broadway and Oneida Street are particularly emphasized in the Streetscape Design Guidelines Manual. Beyond sidewalk design improvements, the guidelines also call for providing more traditional street lamps, screening parking areas with decorative trees, and uniform setbacks. Implementation of these recommendations may give the Route 481 corridor a more welcoming character for pedestrians and encourage more visitors and residents to walk toward and along with waterfront. Map 6, indicating public access and recreation areas, is not current and is in the process of being updated.

⁸ Barry Ostrander, Superintendent of Department of Parks and Recreation, City of Fulton, November 2016.

⁹ Information on pedestrian access and trails was obtained from the City of Fulton's 1997 grant application under the Environmental Protect Act, prepared by the Saratoga Associates, *City of Fulton New York Route 481 Corridor Streetscape Master Plan; Streetscape Design Guidelines Manual* prepared by the Saratoga Associates 1997; *City of Fulton Canal Corridor Initiative Application*, 1997.

Area 1: Lake Sub-Area

Recreation Park is located on the northeast shore of Lake Neahtahwanta in this sub-area. This 25-acre park provides many points of public access and recreational features. The park includes playground equipment; picnic area with newly restored or installed pavilion shelter, grills, fitness area, reflection pond, and Little Free Library; Stevenson Beach area, kayak/canoe and boat launch. Park facilities include a lighted softball field, football field, Fulton War Memorial with gymnasium, and Ice Arena/Community Center provide. The War Memorial and Ice Arena/Community Center is a multi-purpose building complex used for seasonal indoor ice skating, indoor lacrosse, inline hockey, indoor tennis, youth and men's league basketball, health and job fairs, community events, and periodic trade shows. The Lake Neahtahwanta Nature Trail runs through the park along the lakeshore, providing wildlife observation points, unobstructed scenic vistas of the lake and shoreline landscape, open lake-access, and a pedestrian connection of park recreational features to Bullhead Point and North Bay Campgrounds. Park amenities include lighting, small picnic shelter, interpretive signs, and benches.

The Bull Head Point facility is located on Lake Neahtahwanta at NYS Route 3 and offers scenic views of the lake, fishing access, picnicking, and refreshments. Construction was completed in 1998. Structures include open pavilion, pier with gazebo, and tourism center/restaurant with bathroom facilities. The pavilion is set on a concrete pad, and is serviced by utilities. Amenities include lighting, landscaping around the pavilion, paved parking, lakeside trail, and benches. Space is available to vendors seasonally, and the pavilion is a popular picnic location and special event venue.

North Bay Campgrounds lies on the City line in the Town of Granby. This area includes 79 campsites, 68 electric and water hookups, camp store, a non-swimming beach, paved boat launch facilities, showers and bathrooms. Together, Bull Head Point and North Bay Campgrounds encompass 86.8 acres.

Area 2: North End Sub-Area

Indian Point Landing/Fulton Boat Launch: Situated at the northeasternmost edge of the City, Indian Point encompasses 1.5 acres and includes a picnic area, paved and landscaped parking area, two gazebos, boat launch, fishing access, and riverside trail. Sewer capabilities need to be investigated in this area and the boat launch is in need of some improvement. An old traffic barn is located at a potential site for a snack bar or similar amenity.

Foster Park: This 9.5-acre park is located just north of Worth Street along the Oswego River. Facilities include a lighted baseball field, a picnic area with pavilion and playground equipment.

Area 3: Bridge-to-Bridge Sub-Area

One of the most important elements of a lively waterfront is pedestrian access, and such access to the Oswego River varies considerably. This sub-area between the Oneida Street and Broadway Bridges on the east side of the River provides the most abundant public access. Parking areas line South First Street, allowing people to park their vehicles and walk along the waterfront. Trails and public access have been greatly improved through more than \$10 million in public and private funding through the Canal Corridor Initiative.

The east side clearly has the most potential for public pedestrian access. The west side of the River has limited pedestrian amenities along the waterfront, with the exception of Foster Park. Primarily, this is a result of private ownership of riverfront properties and topographic features. There is a steep slope on the east side, south of Schuyler Street, that gets steeper the further one travels south. Providing public access to this area would require stairs in many of these areas.

Specific public access and recreational sites in this sub-area include:

City Owned Marina: Situated along Lock 3 of the Oswego Canal, the marina includes short term dockage, sanitary pump-out facilities, showers, fresh water hookup, a picnic area, and a landscaped, partially paved and lighted pedestrian trail along the canal, encompassing a total of approximately 1.05 acres. The City used \$250,000 in funding from the U.S. Department of Housing and Urban development Canal Corridor Initiative to expand and improve these facilities from 1998-99.

Veteran's Memorial Park: This grassy 0.6-acre park is located on the west side of South First Street, opposite the Fulton Municipal Building and overlooks the Oswego River. Amenities include seating, landscaping, historic memorials and interpretive signage.

Area 4: Nestle Sub-Area

Oswego Falls Park: This 4.8 acre park is located along the Oswego River but only has extremely limited visual access owing to a raised berm that is informally used as a trail that stretches all along the river to the main gate of former Miller Brewing Company. Existing facilities include an asphalt basketball court, swings and some playground equipment. This area may be appropriate for additional trail development and development of historic interpretation regarding Ford Bradstreet and other historical and cultural topics related to the City and Canal. The land east of the raised berm in this park is subject to periodic flooding.

Area 5: Phillips Sub-Area

There are no public access sites or recreational facilities in this sub-area.

Area 6: South End Sub-Area

A boat launch is located on the Oswego River at the foot of Green Street in this sub-area. The Oswego River is a prime location for fishing. In 1988, it ranked seventeenth in angling pressure in New York State, and fourth within NYS Department of Environmental Conservation Region 7 (not including Lake Ontario). Angling pressure appears to be increasing. Between 1976 and 1988, the number of angler days on the Oswego River doubled, resulting in \$125 million invested into the communities along the Oswego River and Lake Ontario. It is also estimated that in 1988, \$5.6 million (\$35.52/angler/day) was spent to fish the Oswego River. There are approximately 14 guide outfitting operations in the Oswego River corridor and two commercial set line operations. Recreational boating, commercial bait collection, and waterfowl hunting on the Oswego River are of economic value,

although there are no current data stating the monetary value of these activities. Recreational use of the river during 1989 showed 24,301 boats passed through all the locks on the river and an average of 3,472 boats at any one lock. Notably, the locks at Phoenix and Fulton were first and second, respectively, in use-intensity of all 50 locks in the Erie Canal System. City officials have indicated that a fish ladder is a possibility at this section of the Oswego River.

F. Infrastructure¹⁰

Water Supply

The Fulton water supply system was constructed in 1884 by the Fulton water Company and came under municipal ownership in 1902. Until 1986, the system drew exclusively on ground water supplies. In that year, five municipal wells were closed and the City connected to Lake Ontario through the Onondaga County Water Authority (OCWA). Water purchased from OCWA supplies the difference between the City's daily water demand and the water it obtains from its ground water supply.

The water system includes 10 municipal wells within separate well fields. Two wells are located on the site of the Fulton Water Works (in the southeast corner of the City on the east side of the Oswego River along County Route 57); two wells are located along Route 57, approximately one mile south of the Water Works; and six wells are located at the Great Bear Farm, approximately three and a half miles south of the Water Works along Route 57. All of the municipal wells draw from the Fulton Area Aquifer. The aquifer lies in the southwestern corner of Oswego County, along the Oswego River.

The City draws between 1.1 million gallons and 1.3 million gallons of water per day (mgd) from its groundwater supply. Of this, approximately 0.6 mgd comes from the Great Bear Well Fields. The well field yields at Great Bear Farm produce a combined average of 65 gallons per minute. In the early 1900's, three wells located at the Fulton Water Works were temporarily closed as a result of contamination by chemical spills and past practices at the former Miller Container Division Plant.

The present total capacity of the system is 5 mgd. In addition to its ground water supply, the City is permitted to purchase up to 3 million gallons of water daily from OCWA. With the availability of Lake Ontario water, the City is confident that the water system can handle additional development, as some major industrial customers have ceased operations in the past decade. Water storage consists of two 500,000 gallon elevated storage tanks located on Batavia Avenue, another on West Fourth Street, and a 1.5-million-gallon standpipe constructed in 2013 on East Broadway. This infrastructure provides the City with ample water storage for any additional residential or industrial customers.

The system serves approximately 14,000 residents, commercial customers, industrial users, and others residing within water districts outside the City in the Towns of Volney and Granby. The water distribution lines and all infrastructure are currently being recorded on GIS platform. As is typical in many older industrial cities, parts of the City's water distribution system are over 100 years old. Efforts to replace aging water mains are ongoing through the City's Capital Improvement Program. The gradual reconstruction of the City's water distribution system will be dealt with in part through street reconstruction.

¹⁰ C.J. Smith, City of Fulton Commissioner of Department of Public Works, November 2016.

Sewage Disposal System¹¹

The City of Fulton provides wastewater treatment to small portions of the Towns of Volney and Granby, as well as the City itself. Wastewater is treated at the Sewage Treatment Plant which is located at Indian Point, approximately 0.5 mile north of the City on the west bank of the Oswego River in the Town of Granby. This facility began operation in July 1967 and a program to completely reconstruct the facility was initiated in the late 1980s. This reconstruction continues into the present day. Treated water from the facility is discharged into the Oswego River.

The municipal sanitary sewer system is approximately 100 years old. It services all areas of the city. There are no other waste treatment facilities in the City of Fulton that run independently of the municipal system. The City has no immediate plans to extend service further into surrounding towns. A program has recently been implemented to display the city's sewer lines and all infrastructure on GIS platform. Completion of this initiative is not anticipated for several years.

The City has issued four industrial wastewater discharge permits to important manufacturers. These include K&N Foods, Huhtamaki Packaging Company, Sunoco Flexible Packaging, and the Oswego County Landfill. Three of these four manufacturing facilities are located within the LWRP boundaries.

Most planning tools that measure increases in water and sewer system demand are based on the assumption that these demands increase due to an increase in a community's population. The projects proposed in this LWRP are not expected to result in an increase in the City's population. Therefore, system-wide daily increases in demand are not anticipated.

The City currently generates approximately 1.0 mgd of wastewater during the dry months of the year. The wastewater treatment facility is designed to treat a maximum of 3.4 mgd . During periods of substantial precipitation, the demand on the system can increase to as much as 6 mgd due to substantial connection of storm and sanitary sewers in the City. The treatment facility, however, has proven to be able to handle between 5 and 6 mgd during these periods of heavy precipitation. The system experiences overflows on an average of 3 to 5 times per year.

Given the difficulties presented by the combined sewers in the city, several which have been eliminated, the wastewater treatment system may be able to accommodate a small increase in demand resulting from development. It cannot support a significant increase in new development. Future development in the City of Fulton, particularly industrial uses wishing to connect to the public wastewater treatment system, must carefully consider the capacity of the system to accommodate the development proposed.

¹¹ C.J. Smith, City of Fulton Commissioner of Department of Public Works, November 2016.

Solid Waste Disposal¹²

Solid waste is collected by the City of Fulton Department of Public Works, and disposed of at the Oswego County landfill and the Energy Recovery Facility, which are located north of the City of Fulton in the Town of Volney. The City also has an effective recycling program and electronic waste recycling program for all residents and some small businesses.

Transportation Systems¹³

Highway Network

The City of Fulton is served by an extensive transportation network that includes local, county, and state roads, as well as rail, air, and bus transportation. Access to the Oswego Canal, Lake Ontario, Hancock International Airport, Interstates 81 and 90, and the soon-to-be acquired Conrail line provide the City with both regional and state-wide access. The City is divided by the historic Oswego River, used in pre-Columbian days by Native Americans as a canoe route between the present-day City of Oswego and Three Rivers (south of Syracuse).

The City of Fulton has access to both the regional and state-wide highway system. Four New York State highways serve the City; State Routes 3, 176, 48, 481. State Route 3 provides access to neighboring Cayuga County to the west and the historic Seaway Trail to the northeast. The Seaway Trail runs east and west along the shores of Lake Ontario and the Saint Lawrence River along the northern boundary of New York State. The City of Fulton lies at the eastern terminus of State Route 176, and the highway continues to the west, giving motorists access to rural northern Cayuga County.

State Route 48 runs through the western half of the City, along the Oswego River's western waterfront and provides access to the City of Oswego to the north and the Syracuse metropolitan area to the south. State Route 481 runs through the eastern half of the City, virtually parallel to Route 48 and also provides access to the Cities of Oswego and Syracuse, and Hancock International Airport. It connects with Interstate 81 to the southeast, the major north-south Interstate in central New York State that connects Syracuse and Binghamton. Both Route 48 and 481 bring travelers to and from the New York State Thruway, New York State's major east-west Interstate, located approximately 15 miles south of Fulton.

Other important routes in the City of Fulton are State Routes 3, 49, and 176. County Route 3 connects Fulton with the Village of Hannibal to the west. State Route 49 gives motorists access to the neighboring Towns of Volney and Schroepfel. County Route 176 runs north out of the City to the Towns of Volney and Scriba.

¹² C.J. Smith, City of Fulton Commissioner of Department of Public Works, November 2016.

¹³ C.J. Smith, City of Fulton Commissioner of Department of Public Works, November 2016.

Map Works, Inc, *Map of Oswego/Fulton Oswego County, New York*, 1992.

The major local roads providing access to the waterfront area are primarily State Routes 48 and 481, that run north-south on the west and east sides of the Oswego River, respectively. The City's street pattern is primarily a grid, with curvilinear streets in newer neighborhoods in the southwest and northwest parts of the City. Broadway connects Lake Neahtawanta and the Oswego River to one another and forms the major bridge connecting the west and east sides of the River. Other important streets providing waterfront access are North and South First Streets, Oneida Street, Riverside Avenue, and Rochester Street. The intersection of Oneida Street and South Second Street is currently experiencing traffic congestion problems. Beyond this intersection, however, the City's roads generally operate at below capacity levels providing visitors and businesses with excellent circulation.

*Rail Transport*¹⁴

The City of Fulton is currently served by CSX Corp, which provides railroad freight service. The line provides freight service to major manufacturers and wholesalers in the City. The Conrail Line on the west side of the Oswego River runs parallel to William Gillard Drive adjacent to the Senior High School, to K&N Foods. The Conrail line on the east side of the Oswego River runs mostly around the eastern boundary of the City. It branches to the west, however, at Maple Avenue, crosses Route 481, and ends at the Huhtamaki facility. There is no passenger rail service in the City of Fulton.

*Airports*¹⁵

The City of Fulton currently enjoys air access via Hancock International Airport in the City of Syracuse and the Oswego County Airport in the Town of Volney. The Oswego County Airport, owned and operated by Oswego County, and within five miles of the City, provides aviation maintenance, fueling and navigational services to small private plans. Charter flights fly from the Airport to select cities in the Northeast United States. The Oswego County Airport provides the Cities of Oswego and Fulton and the surrounding towns short-distance air travel service.

Hancock International Airport, owned and operated by the City of Syracuse, is within 30 miles of the City of Fulton along Interstate 81. Hancock has commercial, commuter, private and package and freight air service. One main terminal services domestic and Canadian flights. Many of these connect to international flights at J.F.K. International Airport and Newark International Airport, in New York City and New Jersey respectively. Six major commercial airlines fly in and out regularly. Hancock International Airport provides the City of Fulton, and many other communities throughout Central New York State, with long-distance air travel service.

¹⁴ Joseph G. B. Bryan and Darius W. Gaskins, Jr. *Summary of Impacts of CSX/NS Acquisition of Control on Central New York*, September 1977. Map Works, Inc, *Map of Oswego/Fulton Oswego County, New York*, 1992.

¹⁵ Oswego County Airport and Hancock International Airport provided information on air travel services.

*River and Canal Transportation*¹⁶

Abundant access by water is potentially the greatest asset for the City of Fulton. The Oswego River runs through the City, connecting northern Onondaga County to the south to the City of Fulton and Lake Ontario to the north. Construction of the Oswego branch of the Erie Canal began here in 1826 and was completed in 1828. It was an important element in the growth of the City, as many local businesses helped build the Oswego Canal and transport persons and goods through its locks.

The Oswego Canal remains an important access route for the City of Fulton. Though railroads and highways have caused a marked decrease in demand for canal transportation since the mid-nineteenth century, recreational boaters continue to use this route which connects Lake Ontario to the New York State Canal System. In 1996, approximately 2,500 pleasure boaters continue to use this route which connects Lake Ontario to the New York State Canal System. In 1996, approximately 2,500 pleasure boars passed through Locks 2 and 3, located within the City limits.

The Canal is also an important freight transportation corridor. In 1996, over 12,000 tons of commercial freight passed through the Oswego Canal. Though this tonnage had decreased substantially from the 1994 figure of more than 60,000, it was still the largest tonnage recorded on any of New York State's four remaining operational canals.

Signage

One of the keys to an efficient and user-friendly transportation network is proper directional signage. While streets in the City are clearly marked, there are relatively few signs that direct individuals to landmarks, such as parks and recreational facilities. Some recreational facilities, such as Bullhead Point, are difficult for visitors to identify due to lack of prominent signage.

Cycling

There are no bicycle facilities in the City of Fulton beyond the occasional bike rack at some community and public buildings. Bicycle lanes are not provided along the busier streets, nor are all-purpose or bicycle trails provided and maintained by the City. Provision of bicycle facilities, could be developed on the east side of the Oswego River, from Oneida Street, north to Indian Point Landing. Though the landscaping and layout of the recreation areas are sometimes conducive to bicycles, such as the North Bay Recreation Area, getting to these places could be hazardous, particularly on such heavily traveled roads as Route 3.

¹⁶ New York State Canal Corporation, *New York State Canal System 1996* Traffic provided information on river and canal transportation.

*Public Transportation*¹⁷

Centro of Oswego, a subsidiary of the Central New York Regional Transportation Authority, is the public transportation provider in Oswego County. Centro operates one bus daily that runs several continuous routes within the City of Fulton. Another service, sometimes known as the "Old S & O Route" transports persons between the Cities of Oswego and Syracuse. On weekdays and Sundays, six buses run this route, stopping in Fulton in both directions. Centro also offers the "Oswego County Loop"; five times per day, a bus carries passengers in a loop, from Fulton to the Town of Mexico to the City of Oswego to Fulton.

Oswego County Opportunities (OCO), a not-for-profit County Agency assisting economically disadvantaged persons, provides a number of public transportation services throughout the County. OCO provides non-emergency medical transportation to Medicaid recipients with no access to a private motor vehicle. The service will bring individuals from their door to any medical facility within Oswego County, as well as any adjacent county. Over 250 persons use this service daily. OCO also offers several rural fixed feeder routes that connect with Centro lines in the City of Fulton. These routes run daily, taking individuals to and from rural communities surrounding the city, including Hannibal, Sandy Creek, Central Square, and Pulaski. Fares are \$ 1.00 one way. OCO is currently in the process of modifying these routes to better serve County residents. Nine other fixed routes are provided by OCO to bring residents in rural communities to their places of employment inside the City of Fulton. These routes only run during morning and evening, as their primary purpose is to transport employees of Fulton industries. Despite this stated purpose, the service is also available to the general public.

G. Historic Resources^{18, 19}

The City of Fulton is extremely rich in history but few sites or structures have been preserved. No historic districts have been created in Fulton; however, there are six sites or structures listed on the National Register of Historic Places, three of which are located along South First Street. These include the U.S. Post Office, Fulton Public Library, and the John Wells Pratt House. Other sites listed on the National Register are Mount Adnah Cemetery, Oak Street School, and The Chancellor--a tugboat located on the Oswego Canal. According to the Reconnaissance Level Architectural Survey of Oswego County that was published in 1997 by the Heritage Foundation of Oswego, many more historically significant houses and churches were identified.

The Heritage Foundation of Oswego has developed an Inventory of Historic Fulton Properties and has classified them as transportation properties, education properties, religious properties, government properties, industrial properties, recreation properties, residential properties (1800 - 1850), residential properties (1850 - 1900), residential properties (1900 - 1990) and

¹⁷ Centro of Oswego, Inc and Oswego County Opportunities provided information on local and regional public transportation.

¹⁸ NYSOPRHP, *National Register database* (<http://www.cr.nps.gov/nr>), 1998; verified by Brittney Jarred, November 2016.

¹⁹List and related information supplied by Friends of Fulton History, Marian Stanton, 2/21/1998. Information on plaques confirmed by Helen Breitbeck of the Heritage Foundation of Oswego.

commercial properties. The complete list includes 71 sites and structures, however since the latest study was performed in 1997, some listed are not intact. Five of these structures have been awarded plaques by the Heritage Foundation including:

- Fulton Public Library, South First Street, 1905 (Beaux-Arts Style Carnegie Library).
- Morrill House, 203 South Fourth Street, c.1880 (Italianate Villa).
- Pratt House, 177 South First Street, c.1863 (Italianate with paired Romanesque windows).
- Stevens-Foster House, 218 South Fourth Street, 1857 (Italianate cottage with Greek Revival form).
- Pentelow-Cole House, 258 South Fourth Street, late 1800s (Queen Anne in Shingle Style).

This inventory confirms field observations indicating that numerous Fulton structures can be considered eligible for listing in the National and State Registers of Historic Places. For example, the commercial district along Broadway on the west side of the Oswego River consists predominantly of two and three story commercial buildings constructed around the turn of the century. In the river corridor, several mill buildings are still extant, and are accompanied in at least one instance by examples of former mill worker housing. One former mill building, located immediately north of Broadway on the west bank of the Oswego River, has been rehabilitated into senior housing with great success and sensitivity. Presently known as the Fulton Mill Apartments, this building was part of a large mill complex built by the American Woolen Mill Company, which among other things, manufactured cloth for military uniforms from the Civil War until it ceased operations.

Residential properties include excellent examples of the Greek Revival Italianate, Queen Anne and other architectural styles. The City has numerous historically significant churches, a cast-iron commercial facade (West Side Hardware), and a fine Beaux-Arts bank (Fulton Savings Bank).

In addition, sections of the retaining wall of the old Oswego Canal, the predecessor of the New York State Barge Canal, are evident in the parking lot area just north of the Oneida Street Bridge. Many of the former mills, factories, and related housing and industrial buildings in the waterfront areas have deteriorated, been demolished, or been replaced.

Most historic structures are clustered along Route 48 on the west side of the river. On the east side of the river, most are located outside the LWRP boundaries in the area bounded by Seneca Street to north, North Fifth Street to the east, State Street to the south, and the river to the west. Within the eastern LWRP boundaries, other historic sites and structures include All Saints Episcopal Church (Academy and South First Street), Case-Lee House (S. First Street), Pratt House (S. First Street), and the site of the former Fort Bradstreet (present day Huhtamaki area). Refer to Map 7.

H. Topography and Geology²⁰

Fulton is located within the Erie-Ontario Plain between the Tug Hill Plateau to the north and the Appalachian Upland to the south. Generally speaking, the terrain is gently rolling, with moderately large flat areas. Subsurface geology consists of glacial deposits over flat-lying, sedimentary shale bedrock.

Soils within the waterfront revitalization boundaries consist mainly of sandy loams, urban land, and unclassified marsh soils generally identified in soil surveys as ponded humaquepts and fibrists. The sandy loams include Middlebury loam, Williamson very fine loam, Ira gravelly fine sandy loam, Raynham silt loam; and Lamson very fine sandy loam. These soils tie mostly along the west bank of the Oswego River, although they are also present in extreme southern portions of the Nestle subarea.

Most of these soils are severely limited for development purposes. For example, Middlebury soils have severe limitations for construction of all types of habitable structures due to flooding concerns. Middlebury soils are more suitable for recreation areas, roads and trails. Raynham soils are severely limited for commercial, residential, and recreational development due to frost action. Lamson soils are also severely limited for commercial, residential, and recreational development due to wetness.

Soils within the waterfront revitalization boundaries on the eastern side of the Oswego River have been classified as Urban Land, in which original soils have been disturbed by the construction of housing, stores, schools, churches, factories, shopping centers, sidewalks, parking lots, railroad yards and docks. Most surfaces in this area are covered by asphalt, concrete, or similar materials making soil sampling and classification difficult. Slopes are generally within the 0-8% range.

The soils around the Lake Neahtahwanta shoreline are ponded humaquepts and fibrists, except for the Recreation Park and school areas which are sandy loams. The marshy wetland areas surrounding the lake are frequently covered with water. They support grasses, cattails, and other herbaceous plants, although trees generally grow only along the edges where water is very shallow. The marshes also provide an excellent habitat for beaver, muskrat, and other water-loving animals and waterfowl. Most of the soils within the Waterfront Revitalization Area are suitable for development, although some areas, which are described in the Environmentally Sensitive Features section below, are subject to erosion.

²⁰United States Department of Agriculture, *Soil Survey of Oswego County, New York*, 1981. Sheets 85, 86, 95, and 96. Verified by Brittney Jarred, November 2016.

I. Water Quality²¹

Lake Neahtahwanta, the Oswego River segments from the northern city line to Lock No. 2, and from Lock No. 2 to the southern city line are all determined “Class B”, as reported in the NYS Department of Environmental Conservation (NYSDEC) 2008 Priority Waterbodies List.

The Oswego River and Lake Neahtahwanta are both included in the NYSDEC Division of Water 2008 Priority Waterbodies List for the Oswego-Seneca-Oneida River Basin. Although both the Oswego River and Lake Neahtahwanta have great recreational potential, recreational use of both water bodies is restricted by use impairments. Pollutants such as priority organics, silt/sediment, metals, pathogens, and nutrients deposited through contaminated sediment, hydromodification, agricultural uses (throughout the Oswego-Seneca-Oneida River Basin), streambank erosion and urban runoff prevent fishing. Use advisories suggest the consumption of no more than one meal per month, while bathing is impaired due to natural rapid stream currents and turbidity. River turbidity is caused by shoreline erosion, recreational boat wakes, and increases in housing construction. Because of these impairments, the Oswego River continues to be considered an underutilized resource.

As documented in various studies commissioned by the Lake Neahtahwanta Reclamation Committee, Lake Neahtahwanta's ongoing major nutrient problem, for years, prevented fishing, boating and swimming. This has been mitigated in recent years thanks to successful dredging efforts performed by the Town of Granby, the City of Fulton and local volunteers which began in 2014 in coordination with the NYSDEC. Plans to reopen Stevenson Beach, a bathing beach on the lake, are being implemented and an estimated date to reopen the beach has been set for June 2017. The beach was closed for several years due to elevated coliform levels from contaminated agricultural runoff (stormwater). Thanks to shoreline dredging, natural springs are presumed released and, water quality is improving to acceptable recreational swimming levels. Several municipal stormwater pipes discharge into the Lake, delivering a concentrated mixture of "urban" non-point pollution (such as that from lawns, roadways, and parking lots), and raw sewage (which contains disease carrying organisms and household chemicals) from illegal sewer hookups. The Lake is also afflicted by runoff from faulty septic systems, agricultural fields, and streambanks which enter the Lake from creeks and the lakeshore. Nutrients (such as phosphorous and nitrogen) and sediments from these sources increase the growth of nuisance weeds and algae, and decrease water clarity.²²

Reduced oxygen levels affect fish survival and propagation but it is hoped with recent dredging efforts, survival and propagation rates will improve. According to the NYSDEC, Division of Water's 2008 Priority Water Bodies List for The Oswego-Seneca-Oneida River Basin, the Lake is

²¹ NYS Department of Environmental Conservation, Division of Water, *2008 Oswego River/Finger Lakes Basin Waterbody Inventory/Priority Waterbodies List*, 2008, pp. 11-24; Lowie C.E., E. Konzuchowski and E.A. Poole, *Fisheries Enhancement Plan for the Oswego River*. New York. U.S. Department of the Interior, Lower Great Lakes Fisheries Resource Office, March 1994.

²² Central New York Regional Planning & Development Board, *Lake Neahtahwanta: Protecting “The Lake That hides From the River”*, brochure.

naturally shallow and rich with low dissolved oxygen levels and has experienced a reduction in depth caused by a drop of lake level and sedimentation. However, local health agency testing has revealed that, due to the dredging, the water quality has improved and Stevenson Beach has been deemed worthy for public use.

In previous years, the City of Fulton and others have petitioned the NYSDEC to upgrade (Class B to Class AA) segments of the Oswego River in hydraulic contact with municipal wells. Although NYSDEC did not support the Class AA request, it is on record as stating it would consider a 'Class A' designation in the future. Best uses for Class AA and Class A waters are drinking and all other purposes. Best uses for Class B waters are primary and secondary contact recreation and fishing; both classifications are also suitable for fish survival and propagation.

The pollution of the Oswego River began during the 1800s when the river was used for the disposal of industrial and municipal wastes. State and federally listed inactive hazardous waste disposal sites former factory sites and underutilized properties located near the Oswego River are known and potential sources of contamination to the river. The Oswego River is a major tributary to Lake Ontario. Wool and paper industry discharges, coupled with municipal sewage created the greatest pollution problems. West of the Varick hydropower project, the Oswego River Remedial Action Plan identified contaminants such as PCBs, dioxin, mercury, mirex, and ostachlorostyrene as being present in fish tissue, sediment, and the water column. High phosphorous levels also exist in some areas.

Other sources of pollution include point and non-point sources such as industrial and municipal sewage treatment plant discharges and urban sewer overflows. Within the city, there are currently eight combined sewer overflow discharges on the Oswego River; these are generally inactive except during high flood occurrences. Non-point sources include leaching of hazardous waste sites, agricultural runoff, atmospheric deposition, and contaminated sediment and ground water. There are six inactive hazardous waste sites, of which five are thought to be sources of contamination to the Oswego River. An appendix in the Wellhead Protection Study, discussed below, indicates that SPDES permits have been issued to the former Miller Brewing, Owens-Illinois, Cogenerating Associates, Wastewater Treatment plant, and Nestle Food.

Chemical spills at the former Miller Brewing Company, publicly identified in 1986 and 1990, severely impacted the City's ground water supply at the Fulton Water Works, where three municipal water wells are located. In response to this serious threat to the City's water supply and health of Fulton residents, the wells were temporarily closed in the early 1990's. The treatment plant Miller constructed to remove contaminants from the wells became operational in 1992. With treatment, the wells were returned to service. Based on its construction, the treatment plant limits the amount of ground water available to the City to one million gallons a day at this location, although the possibility of additional water exists.

To protect and maintain its ground water supply at Great Bear, the City of Fulton and Oswego County cooperatively developed the innovative Fulton Wellhead Protection Demonstration Project. The goal of the "Water for Tomorrow" project was to produce a solid information base to allow state and local governments to make educated land and water use decisions and to protect water quality through implementation of best management practices. The project promotes wellhead protection zones. Zone classifications include the well field protection zone (most protected), remedial action zone (core area in which specific uses are prohibited), and

well field recharge zone (in which best land management practices control potential contamination).

The project did not include the Fulton Area Aquifer at the Fulton Water Works. Therefore, no ground water protection plan was developed to protect this portion of the aquifer from renewed contamination. The Fulton Area Aquifer is considered one of "Eleven Selected Aquifers in New York".

J. Environmentally Sensitive Features^{23, 24}

This section describes land and water resources within the waterfront area which are either sensitive to developmental activities or represent a hazard to future development. These features include steep slopes, wetlands, and flood prone areas. Map 8, under review and revision, shows these features.

Steep slopes exist on both sides of the Oswego River. On the west bank, they are concentrated in the area between the northern city line and south of the Broadway Bridge. On the east bank the slopes between the Oneida and Broadway Bridges have been mitigated by pedestrian access at the Canal Landing Park & Marina, and riverside Towpath Trail.

The Waterfront Revitalization Area includes two wetlands protected under Federal and State regulations. Wetland FU-4 is located along the northern shore of Lake Neahtahwanta. This Class I wetland is 52.2 acres in size, and consists mainly of ponded humaquepts and fibrists. Wetland FU-24 encompasses the continuous Lake Neatahwanta shoreline west from North Bay Campground, along the western and southern shorelines and up the eastern shoreline to Recreation Park. This Class I wetland is 668.8 acres in size, and consists of ponded humaquepts and fibrists, except for the Recreation Park and school areas which are generally sandy loams. Threatened and endangered species in this area include Bald eagle and Indiana bat; species of Special Concern include the Osprey.

Flood prone lands also exist within the City's waterfront area. The Federal Emergency Management Agency has designated both flood hazard areas and floodways along the Oswego River and Lake Neahtahwanta.²⁴ A flood hazard area has a 1% chance of being inundated by flood waters each year, or once every 100 years. In most areas of both the Oswego River and Lake Neahtahwanta shorelines, these flood-prone areas exist along the immediate shorelines and do not extend inland more than 400 feet. In the area located immediately north of Ontario Street on the east side of the Oswego River, flood hazard areas extend further inland; the area between the Oswego River, Ontario Street, North Sixth Street and Van Buren Street is located between the 100 and 500 year flood plain and its infrequently subjected to shallow flooding. The area extending northward from the eastern shoreline of Lake Neahtahwanta along Tannery Creek also lies within the 100-year floodplain.

²³ NYS Department of Environmental Conservation, Region 7, November 23, 2016.

²⁴ U.S. Federal Emergency Management Agency Community Panel #360649 0002.

K. Fisheries Resources²⁵

The Oswego River basin supports an extensive and diverse fish population, although the number of resident species appears to be declining. Existing species include several shiner species, rainbow smelt, central mudminnow, northern pike, chain pickerel, yellow perch, burbot, silverside, banded killfish, brook stickleback, large and smallmouth bass, bluegill, pumpkinseed, black crappie, walleye, several darter species, freshwater drum, Chinook and Atlantic salmon, as well as brown and rainbow trout.

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Due to restoration efforts lake sturgeon are regular inhabitants of the Oswego River. Sturgeon from Lake Ontario are found below the Varick hydropower project, while those originating in the Finger Lakes are found in more upstream areas. This species is noted as rare in Lake Ontario and the Oswego River, and is listed as threatened under the New York State Environmental Conservation Law. It is thought that sturgeon may be using the river for spawning purposes.

Presently, several Lake Ontario salmonid species inhabit the waters of the lower river (due to stocking efforts) during their migratory spawning runs. Chinook salmon, coho salmon, steelhead (rainbow) trout, brown trout, and to a lesser extent, Atlantic salmon and lake trout inhabit the river at some point during the year. Although Atlantic salmon was once in great supply in the Oswego River, they were extirpated from Lake Ontario and the river a century ago. However a recent significant Atlantic salmon restoration effort has been undertaken by agencies in both the US and Canada. Those projects seem to be making a difference, as evidenced by recent greatly increased angler catches of Atlantic salmon in the lower Oswego River, as well as Lake Ontario and several other tributaries. These results would indicate a growing population. One major hurdle to establishing an Atlantic salmon fishery in the upstream areas of the Oswego River is the existence of numerous dams along the Oswego River which impede fish migration. These dams also impact migration of lake sturgeon and the other salmonid species mentioned above.

Within the Oswego River, there are no federally endangered, threatened, or candidate fish species. New York State non-fish species which may utilize the river or its adjacent lands, and their status under the Law include: peregrine falcon – endangered; bald eagle – endangered; red-shouldered hawk – threatened; osprey – threatened; common tern – threatened; Jefferson salamander – special concern; blue-spotted salamander – special concern; spotted salamander – special concern; southern leopard frog – special concern; and common loon – special concern. In addition, the Federally endangered piping plover may inhabit Oswego River areas.

²⁵ NYS Department of Environmental Conservation, Region 7, Fisheries, November 16, 2016.

Fish resources face biological, chemical and physical threats. The greatest threat to Oswego River species include hydropower facilities and operation (impoundments, dams, and water level fluctuations), and dredging.

Fish management goals identified in the Fisheries Study include the restoration and maintenance of a healthy aquatic community; restoration of threatened species, such as lake sturgeon, to the Oswego River; restoration, if physically and biologically feasible, of the Atlantic salmon to the watershed, with appropriate laddering; and provision of adequate angler access throughout the Oswego River corridor.

L. Scenic Vistas²⁶

Scenic vistas (viewsheds) within the Oswego River corridor were identified in the Oswego County Planning Board's Oswego River Scenic Assessment (1993). Portions of the City of Fulton's waterfront are included in Viewshed (H):

This portion of NYS Route 481 runs directly adjacent to the river just north of Fulton. The bank is relatively steep. The river is about 20 feet from the highway at the northern end of the corridor; the southern end of the corridor flattens and widens out as you approach the Fulton Boat Launch. Views are to a wide bend in the river and an island with small seasonal cottages. Views from the river would be enhanced by selective planting to screen buildings and signs visible on the east side of the highway. Plantings could also be used to screen and soften the effect of utility poles along the river bank. Such plantings would be more visually appealing and the noise from the highway would be less obvious.

Not included in the Assessment are additional scenic views from the Oneida Street and Broadway Bridges. Views of the river from the Broadway Bridge are unobscured since its reconstruction was completed in 2014. Views north from the Broadway Bridge are to straight, open water leading to the Oneida Street Bridge; the river is lined by steep slopes, historic, residential and commercial buildings. The view to the south is Lock No. 2 and hydropower dam, with the Huhtamaki plant on the shoreline as the river bends east out of sight. Views from the Oneida Street Bridge are obscured by safety fencing along both sides; the views south are to the Oswego Falls, Canal Landing, and marina; views north are to three channels of the river lined primarily with deciduous trees, and Foster Park picnic area and ballfield.

Lake Neahtahwanta Reclamation Committee considers one of the most remarkable aspects of the lake landscape as a whole to be the fact that the lake shore is essentially undeveloped. The lake viewshed, particularly on the southern shore, encompasses overlapping patterns of wetlands, wooded slopes and pastoral farmlands. In addition, the lake viewshed is generally unspoiled by development such as camps or commercial buildings that have become typical of upstate waterways. The Committee considers the lake's picturesque views to be among the defining characteristics of the lake landscape and one of the community's most important visual assets, recommending ongoing protection of the viewshed through the use of tools such as scenic easements and design guidelines.

²⁶ Oswego County Planning Board, *Oswego River Scenic Assessment*, 1993.

The scenic value of the entire Oswego River corridor is recognized as a significant asset to the tourism industry. Tourism studies recommend that the scenic resources of the corridor be protected and enhanced.

M. Zoning²⁷

Zoning District Classification and Analysis by Sub-Area

The current City of Fulton Zoning Ordinance was adopted in 1965 and updated in 1997 and 2003 following the adoption of the City's Comprehensive Plan. This ordinance and its revisions respectively were intended to reorganize and simplify the original ordinance. Its stated purpose is to promote orderly development, protect residential, business, and manufacturing areas, "avoid undue concentrations of population", and encourage the most appropriate use of land. The current zoning ordinance lays out specific expectations of land uses in the various districts.

While there are several different zones lining the waterfront areas of the city, the current zoning regulations could be refined to allow a more significant mix of uses in certain areas. Local officials have pledged to review proposals in the development zones that may not fit current zoning classes, but may promote more economic and recreational opportunities based upon variances through use and the areas served. The Comprehensive plan states that waterfront development will not succeed without flexible zoning that allows a variety of land uses, thus demonstrating the need to be more accommodating to developers and investors.

While residential districts are most prevalent in waterfront areas, the plan is to introduce activities that compliment current initiatives, and promote better quality of life through opportunistic visioning.

The City of Fulton Zoning Ordinance contains fourteen different classification districts. Map 9, indicating zoning districts, is being updated. The LWRP Waterfront Revitalization Area contains the following districts:

R-1 Residential District - The principal permitted use in this district is single- family dwelling. Accessory uses include home uses as permitted such as swimming pools and tennis courts. Uses requiring site plan approval include churches and other places of religious worship or instruction, schools, parks and playgrounds, and fire and police stations.

R-1A Intermediate Density Residential District - The principal permitted use in this district is a single-family residential dwelling. Unlike the R-1 District, home occupations are allowed as accessory uses. Uses requiring site plan approval include hospitals/nursing homes; physician/dental offices; funeral homes; public or private utility structures; places of religious worship or instruction; schools; parks and playgrounds; libraries, art galleries, or museums; fire, police, or ambulance stations; cemeteries.

²⁷ Zoning information was obtained from the City of Fulton Zoning Ordinance and Zoning Map; verified by Joe Fiumara Fulton Community Housing and Development Agency, November 2016.

R-2 Residential District - Principal permitted uses include single-family and two-family residential dwellings. The R-2 District, home occupations are allowed as accessory uses as the R-1A District. Uses requiring site plan approval include: hospitals/nursing homes; funeral homes, physician/dental offices; public or private utility structures; places of religious worship or instruction; schools; parks and playgrounds; libraries, art galleries, or museums; fire, police, or ambulance stations; cemeteries.

R-3 Residential District - Principal permitted uses are single-family residential dwellings, two-family residential dwellings, and residential multiple dwellings. Aside from home occupations, all previous accessory uses are permitted. Uses requiring site plan approval include: places of religious worship or instruction; schools; parks and playgrounds; libraries, art galleries, or museums; police, fire, or ambulance stations; cemeteries; hospitals/nursing homes; physician/dental offices; funeral homes; public or private utility structures; social clubs or lodges.

C-1 Neighborhood Commercial District - Permitted principal uses that require site plan approval include: neighborhood grocery stores; small retail stores; banks or lending institutions; places of religious worship or instruction; social clubs or lodges; eating and drinking establishments; confectioneries or bakeries where goods are sold at retail on premises; personal service establishments; coin-operated laundries or dry-cleaning establishments; licensed professional offices; copy centers; licensed day-care centers.

C-2 Commercial District- Permitted principal uses that require site plan approval include: retail stores; police, fire, or ambulance stations; eating and drinking establishments; movie theaters; convenience stores; repair garages; self and full service stations; public parking garages; business or professional offices; banks or lending institutions; personal service establishments; laundries or dry-cleaning establishments; warehouse/wholesale suppliers; printing and photo copy shops; motels or hotels; appliance sales or services; bowling alleys, or billiard or pool halls; indoor golf driving ranges or tennis courts; commercial or vocational schools; municipal, county, state, or federal offices; business services; auto, boat, or trailer sales agencies; farm implement sales agencies; car works; greenhouses/garden supplies; veterinarian hospitals; licensed day-care centers.

M-1 Manufacturing/Industrial District - Permitted principal uses that require site plan approval, to include: any manufacturing processing, packaging, production, or assembly facility; motor freight or truck terminals; bottling companies; wholesale/retail storage facilities; auto or truck repair, painting, or collision service when conducted entirely within a completely enclosed building; research and development facilities; industrial bakeries; accessory uses and structure customarily accessory and incidental to a principal use. These uses are strictly prohibited; dwellings, schools, or institutions for human care; grease, tallow, or fat rendering facilities; blast furnaces, looming, or rolling mills; grain drying or animal or poultry feed manufacturing from refuse, mash, or grain refuse; junkyards, including auto wrecking or dismantling; manufacture of alcohol, textile dyes, or rubber; manufacture of corrosive acid or alkali; manufacture of cement, lime, gypsum, Plaster of Paris, or abrasives; manufacture of fertilizer, glue, size, or gelatin involving the recovery or refining of products from fish or animal refuse; manufacture of fireworks and small-arms ammunition; production or refining of petroleum or other flammable liquids; smelting of copper, iron, tin, or zinc ore; stockyards; slaughterhouses.

Analysis by Sub-Area

Area 1: Lake Sub-Area

With the exception of one small area surrounding Challenger Seven Drive, the entire section of the sub-area south and west of NYS Route 3 and Broadway is zoned R-1 or is occupied by schools and parks. Within this area is the G. Ray Bodley High School, Stevenson Beach, and Recreation Park, which is located along the mid-eastern to south eastern shoreline. North and east of NYS Route 3, however, is a combination of C-2, R-2, and M-1 zones. The K&N Foods facility (formerly Birdseye) lies within the M-1 zone.

Area 2: North End Sub-Area

This sub-area which contains some of the most promising parcels ripe for development has essentially three zoning classifications. On the east side of the River, First, Second, and Third Streets between Oneida and Ontario Streets are zoned C-2, as is the east side of Second Street north to Shaw Street. The remainder of the east side is zoned M-1.

Area 3: Bridge-to-Bridge Sub-Area

The most prevalent zoning classification in the Bridge-to-Bridge Sub-Area is commercial. This is known locally as the central business district, and has survived many different transformations over the past 20 years that include Urban Renewal initiatives, that essentially removed residential offerings from this area, and now the trend appears to be reintroducing residential spaces to mixed use building on the upper floors of these mixed use occupancies. The market for residential units in close proximity to waterfront development in this area has dramatically increased. While a small group of lots are zoned R-3 along Third Street, C-2 covers nearly the entire area between South Second Street and the waterfront. The Canal Landing area and some businesses lie within this sub-area.

Area 4: Nestle Sub-Area

Zoning classifications along the east side of the River in the Nestle Sub-Area vary considerably. From Broadway to Union Street, the classification is mostly M-1. Residential zones dominate the area from Union Street to the intersection of Route 481 and First Street. The remainder of the east side of the sub-area south of the intersection is zoned C-2.

Area 5: Phillips Sub-Area

Most of the Phillips Sub-Area is zoned R-2. Some isolated parcels are zoned R-3. There is a C-2 zone in the vicinity of Broadway, West First and West Third Streets. Also, the west side of West First Street between Kellogg and Voorhees Streets is zoned C-1.

Area 6: South End Sub-Area

With the exception of an isolated area along Broadway, Beech Street, and West First Street, the entire sub-area is classified residential. R-1 is the classification for lots south of Green Street. R-2 is the classification for lots between Pine and Cedar Streets and west of Third Street to William Gillard Drive.