SENECA ARMY DEPOT

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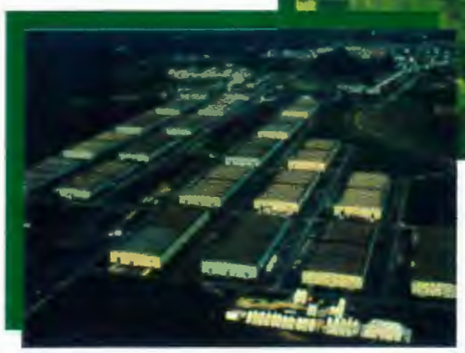


December 1996

Reuse Plan and Implementation Strategy

Prepared for Seneca County, New York

Seneca County Industrial
Development Agency
Seneca Army Depot
Bldg. 101
Romulus, NY 14541
607-869-1373
Fax: 607-869-1356

November 6, 1997

TO: All Holders of the Seneca Army Depot
Reuse Plan and Implementation Strategy
Dated December 1996

Attached for your information and review is Amendment #1 to the Seneca Army Depot Reuse Plan and Implementation Strategy. This amendment changes strategy outlined in the basic plan.

If you have any questions concerning this amendment, please feel to call Ms. Patricia Jones, Project Coordinator for the IDA at (607)869-1373 or Mr. Glenn Cooke, Executive Director to the IDA at (315)539-5655.

Patricia Jones

Patricia Jones
Project Coordinator for Reuse
Seneca County Industrial Development Agency

Enclosure

AMENDMENT # 1

to the

SENECA ARMY DEPOT

REUSE PLAN and

IMPLEMENTATION STRATEGY

NOVEMBER 1997

Amendment #1 **November 6, 1997**
Seneca Army Depot Reuse Plan and Implementation Strategy

1. Background:

a. After a seven-month comprehensive planning process, initiated in March 1996, a Reuse Plan and Implementation Strategy for the Seneca Army Depot was completed and adopted by the LRA on October 8, 1996. The Reuse Plan was subsequently approved by the Seneca County Board of Supervisors on October 22, 1996.

b. On May 27, 1997, the Seneca County Board of Supervisors approved the Seneca County Industrial Development Agency (IDA) to be the Implementing Local Redevelopment Authority (LRA). On August 5, 1997, the Office of Economic Adjustment, Office of the Under Secretary of Defense, recognized the IDA as the LRA for the purposes of implementing the local redevelopment plan at Seneca Army Depot.

c. The implementation strategy outlined in the Reuse Plan called for the acquisition of the Lake Housing Area and the Planned Industrial Development (PID) area via a no-cost Economic Development Conveyance (EDC), with the sale of the Lake Housing area to financially support the development of the PID portion of the site. All other property at the Depot would be transferred directly by the Department of the Army to other public and private sector organizations. The Plan further stated that if the acquisition of the Lake Housing and PID areas could be accomplished through a no-cost rural EDC, the community must be prepared to walk away from any property acquisition at the Seneca Army Depot.

2. Changes to the Reuse Plan follow:

a. The IDA will be forwarding their EDC application to Department of Army in the November/December 1997 time frame. A rural no-cost EDC is being requested for the following parcels:

(1) Lake Housing and Elliot Acres Housing Areas: The IDA has added the Elliot Acres parcel and will package both housing areas together for sale to a developer. The proceeds for the sale of the housing areas will continue to be used to financially support the development of IDA acquired depot property.

(2) Institutional Area: The IDA will be taking conveyance of this approximate 170 acre parcel and plan to lease this property for institutional purposes.

(3) Airfield/Special Events/Institutional/Training Area: The IDA will be taking conveyance of this approximate 500 acre parcel. Current plans call for some type of law enforcement training presence at this location.

(4) Planned Industrial Development (PID) Area: This approximate 750 acre parcel, which will be known as White Deer Corporate Complex, will continue to be developed for a variety of uses including office, warehouse, light manufacturing, research and development and/or commercial uses. Warehouses 323 and 332 and the undeveloped land east to and including Gate #14 have been added to the PID Area. In addition, acreage is being designated for construction of a State Prison. The IDA feels it is prudent to include a proposed prison site in the EIS process; thereby positioning this location for a possible prison designation in the New York State budget process.

(5) Warehouse Area: The IDA will be aggressively marketing this parcel with the intent to lease or convey as soon as the necessary environmental documentation can be developed. If the IDA is unsuccessful in their marketing efforts, a team approach with the Army for disposition of this area will be considered.

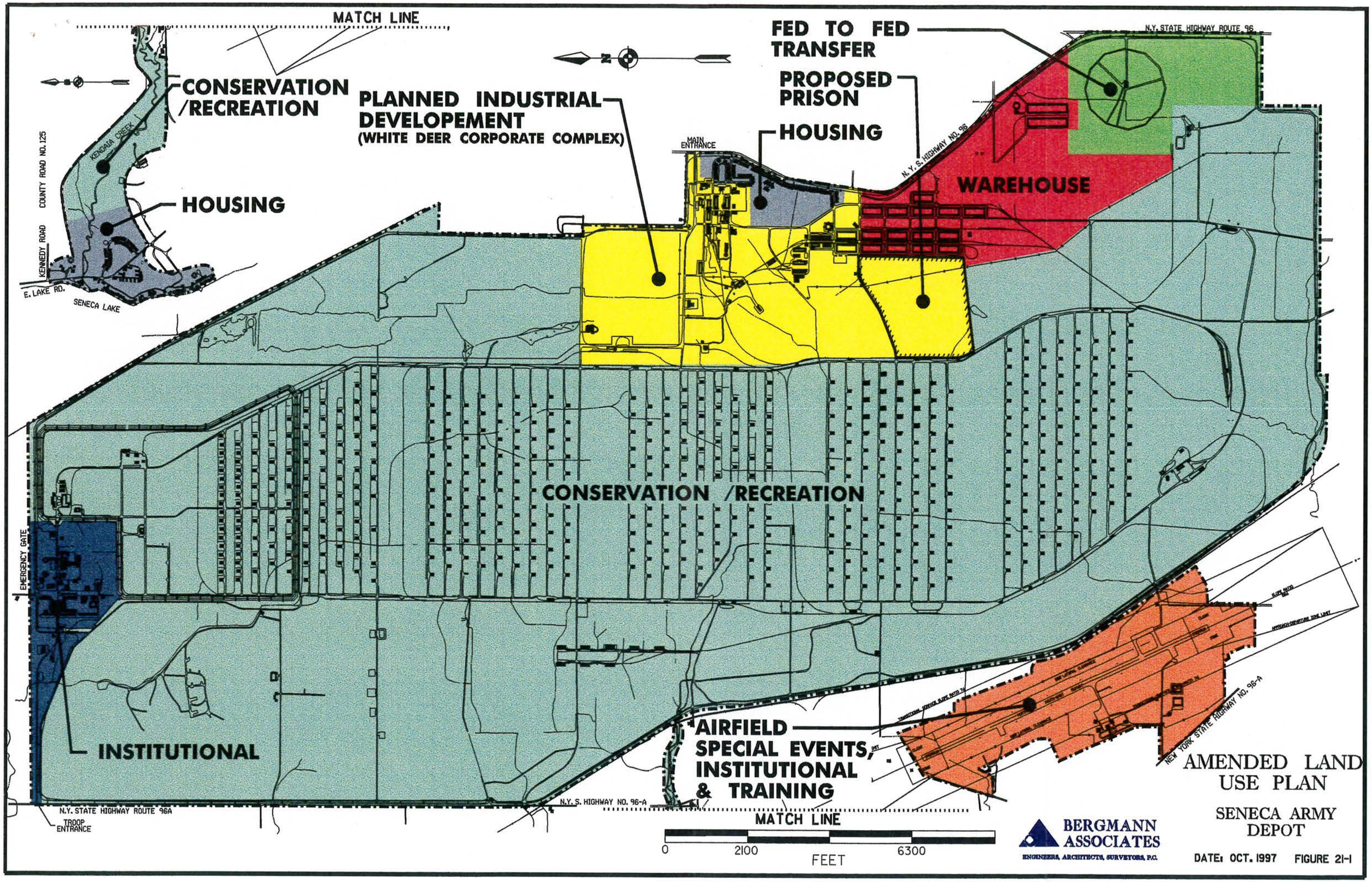
b. Property to be Retained by Federal Government: The Coast Guard will be taking conveyance of this approximate 180 acre parcel via a Fed to Fed Transfer. Please note the correction in the acreage on the Amended Land Use Plan.

c. Utilities: The IDA is seriously considering acquiring the depot utilities. Utility systems will be included in the EDC application.

d. Master Lease: The IDA is currently in the process of drafting a Master Lease. As discussed with the Army at the Pre-EDC Meeting on September 29, 1997, the IDA will be requesting the Institutional Area to be the initial property to be leased; time frame being requested for the lease of the Institutional Area is early 1998. Other depot properties will be added to the Master Lease as requested by the IDA.

3. As a matter of information, Department of Housing and Urban Development (HUD) approved the Reuse Plan under the Base Closure Community Redevelopment and Homeless Assistance Act of 1996 on March 26, 1997.

4. This amendment is being forwarded to HUD, OEA and appropriate DOD agencies.


MATCH LINE
CONSERVATION /RECREATION
PLANNED INDUSTRIAL DEVELOPEMENT
(WHITE DEER CORPORATE COMPLEX)
FED TO FED TRANSFER
PROPOSED PRISON
HOUSING
WAREHOUSE
HOUSING
KENDAIA CREEK
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
MAIN ENTRANCE
N.Y. S. HIGHWAY NO. 96
N.Y. STATE HIGHWAY ROUTE 96
CONSERVATION /RECREATION
EMERGENCY GATE
INSTITUTIONAL
AIRFIELD
SPECIAL EVENTS,
INSTITUTIONAL
& TRAINING
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N.Y. S. HIGHWAY NO. 96-A
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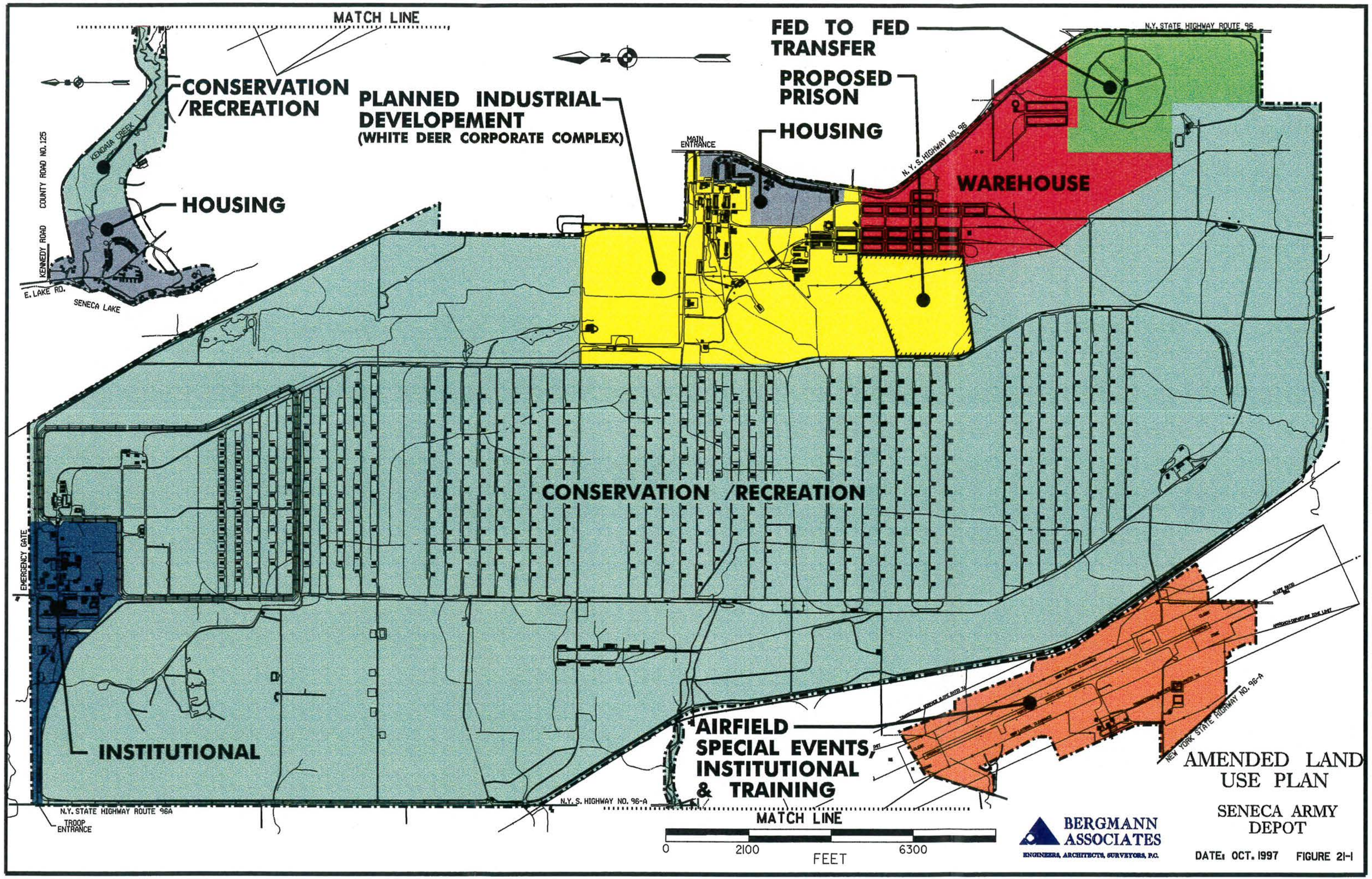
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
AMENDED LAND USE PLAN
SENECA ARMY DEPOT
DATE: OCT. 1997
FIGURE 21-1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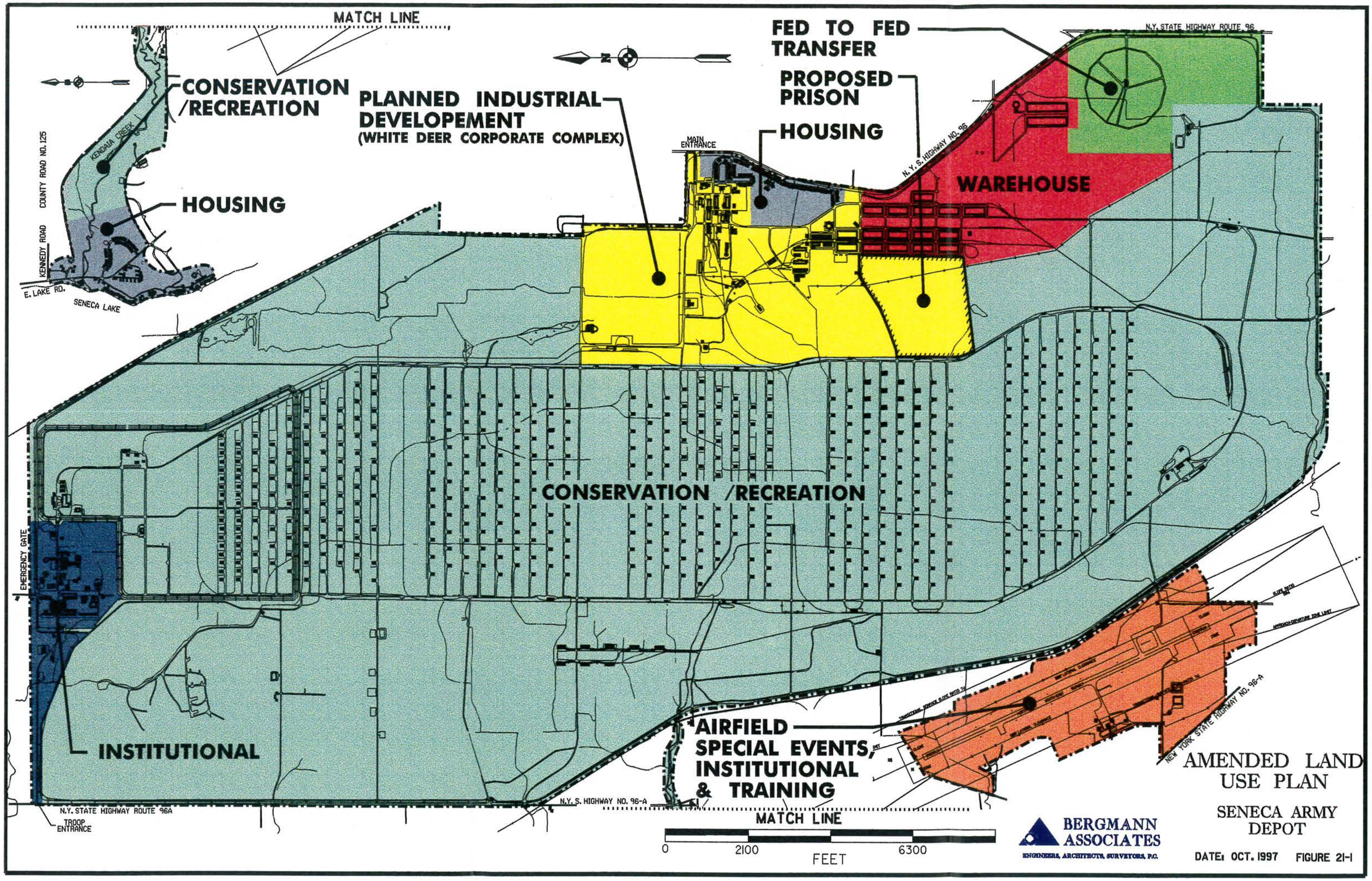
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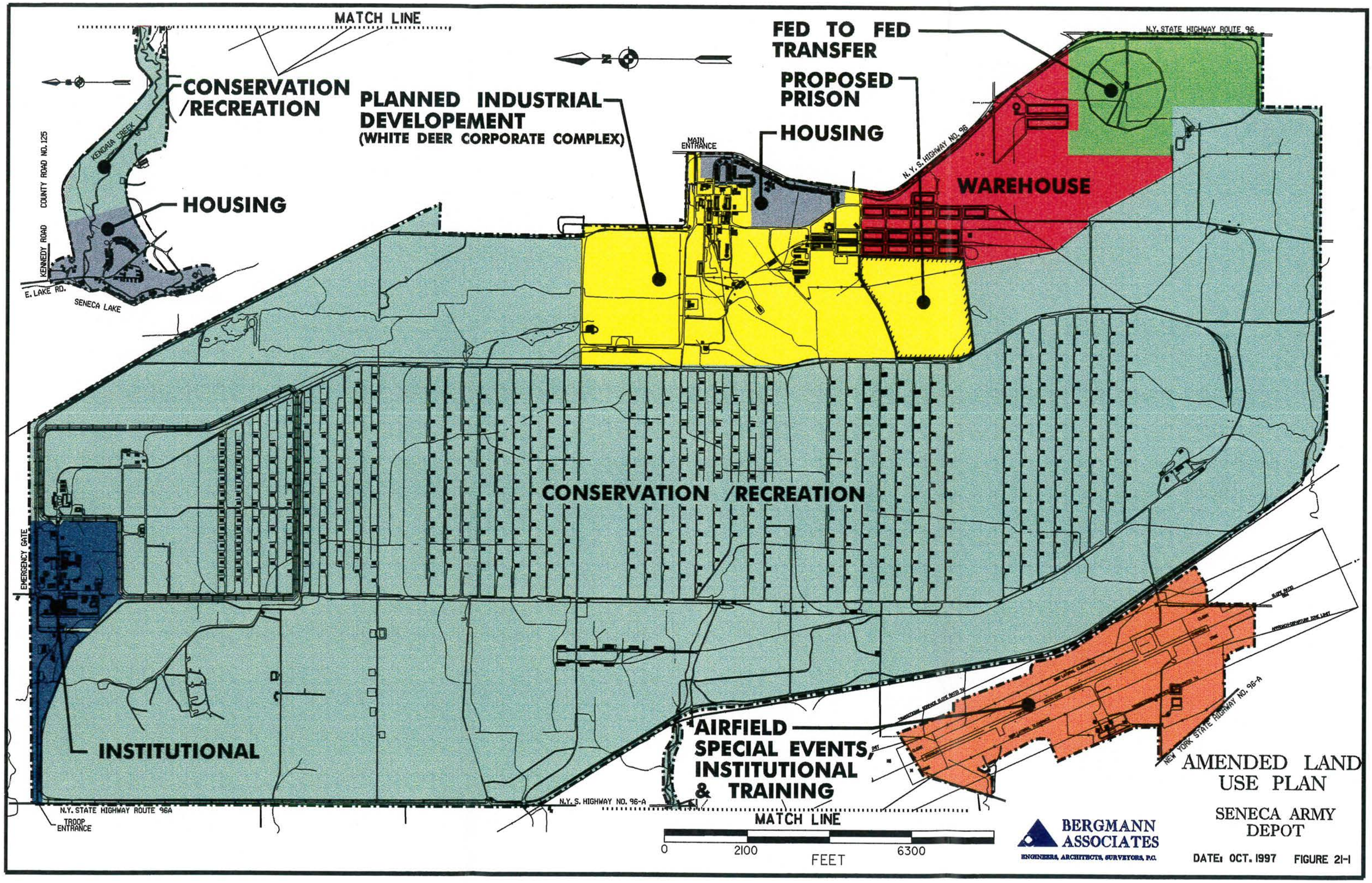
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
AMENDED LAND USE PLAN
SENECA ARMY DEPOT
DATE: OCT. 1997
FIGURE 21-1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BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
AMENDED LAND USE PLAN
SENECA ARMY DEPOT
DATE: OCT. 1997
FIGURE 21-1

Reuse Plan and Implementation Strategy for the Seneca Army Depot

December 1996

Prepared for the

Seneca Army Depot Local Redevelopment Authority

Prepared by

RKG Associates, Inc.
Durham, New Hampshire

In association with

Bergmann Associates
Rochester, New York

Legg Mason Real Estate Services
Bethesda, Maryland

Hoyle, Tanner & Associates, P.C.
Bedford, New Hampshire

Raymond T. Swenson, Esq.
Salt Lake City, Utah

This reuse plan was prepared under contract with Seneca County, New York with financial support from the Office of Economic Adjustment, Department of Defense. The contents reflect the views of the Seneca Army Depot Local Redevelopment Authority and does not necessarily reflect the views of the Office of Economic Adjustment.

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FORWARD

It is with tremendous pride and pleasure that I forward the Reuse Plan and Implementation Strategy for the Seneca Army Depot.

The Seneca Army Depot Local Redevelopment Authority (LRA) was formed in October 1995 by the Seneca County Board of Supervisors. Planning for reuse began immediately and in February 1996, RKG Associates, Inc. was contracted to assist the LRA in developing a Reuse Plan. The plan was approved by the LRA on October 8, 1996 and by the Seneca County Board of Supervisors on October 22, 1996.

The Reuse Plan outlines redevelopment options for the various sub-areas of the Seneca Army Depot. Potential reuses included conservation land, residential reuse, institutional uses, planned industrial development, a warehouse area and reuse of the airfield for either aviation or as a special events center.

As you review this plan, if you have any questions or concerns, please feel free to contact our Interim Executive Director, Ms. Patricia Jones, at (607)869-1373. We look forward to the implementation of the Reuse Plan so that redevelopment can begin.

Sincerely,

Thomas F. Riley

Thomas F. Riley
Chair
Local Redevelopment Authority
for the Seneca Army Depot

Address: Commander
Seneca Army Depot
Attn: LRA/Bldg. 101
Romulus, NY 14541-5001
Phone: (607)869-1373
Fax: (607)869-1356

MEMBERS
SENECA ARMY DEPOT
LOCAL REDEVELOPMENT AUTHORITY

Mr. Thomas Riley, Chair
Romulus Central School

Dr. Richard Rose, Vice-Chair
Community-at-Large

Mr. Dennis Aloia
Seneca County Government

Mr. Michael Barringer
Native American

Mr. Robert W. Hayssen
Town of Varick

Mr. Michael Karlsen
Romulus Central School

Mr. Robert Kernan, Jr.
Seneca County Industrial Development Agency

Ms. Mary Anne Krupsak
Community-at-Large

Mr. Sanford Miller
City of Geneva

Ms. Janette Pfeiff
Seneca County Government

Mr. Richard Sisson
Seneca County Chamber of Commerce

Mr. Eric Steenburgh
Community-at-Large

Mr. Raymond Zajac
Town of Romulus

STAFF

Mr. Glenn Cooke, Director
Seneca County Department of
Economic Development and Planning

Ms. Patricia Jones, LRA
Interim Director

Ms. Dianne Porter, LRA
Executive Secretary

Ms. Diane DeMuth, LRA
Former Director

Note: LRA members were appointed by the Seneca County (New York) Board of Supervisors. The group or organization which each member represents is noted above.

EXECUTIVE SUMMARY

INTRODUCTION

The Seneca Army Depot is a military installation, located in the Finger Lakes region of upstate New York, that contains approximately 10,600 acres. In early 1995, under the Base Realignment and Closure (BRAC) process, the Department of Defense recommended the closure of the Depot. This recommendation was approved and the Depot is scheduled for closure by July 2001.

In order to deal with employment and economic impacts associated with the closure of the Depot, the Seneca County Board of Supervisors established, in October 1995, the Seneca Army Depot Local Redevelopment Authority (LRA). The primary responsibility assigned the LRA was the preparation of a plan for the redevelopment of the Depot.

After a seven-month comprehensive planning process, initiated in March 1996, a Reuse Plan and Implementation strategy for the Seneca Army Depot was completed and adopted by the LRA on October 8, 1996. The reuse plan was subsequently approved by the Seneca County Board of Supervisors on October 22, 1996.

LOCATION

The Seneca Army Depot is located in Seneca County, New York, approximately 15 miles south of the New York State Thruway. The Depot is adjacent to the Towns of Varick and Romulus and between Seneca and Cayuga Lakes. This location is within a 15 minute drive from Seneca Falls, Waterloo and Geneva, New York. It is also less than a one hour drive from Syracuse, Rochester and Ithaca, New York

THE PLANNING PROCESS

A key element in the preparation of this reuse plan for the Seneca Army Depot was public involvement. During the planning process over 25 public meetings were held with members of the LRA, the general public and other local civic organizations in Seneca County and the City of Geneva. The recommendations contained in this reuse plan are, to a major extent, based on the comments and suggestions made at these meetings.

Based on an examination of various physical aspects of the Depot as well as research concerning regional and local economic factors, a series of different reuse concepts were evaluated. After a careful review of these development options, a preferred land use plan was identified. Marketing and operational plans, as well as an implementation strategy, were also prepared.

EXISTING CONDITIONS

Originally constructed in 1941 as a munition storage facility, the mission of the Seneca Army Depot was expanded to include the storage of general supplies, the demolition of conventional ammunition and the training of Reserve and National Guard Units. Employees at the Depot were also involved in the rehabilitation and upgrading of government-owned equipment.

The Depot has a total of 365 buildings that contain approximately 3.725 million square feet. In addition, the site contains 519 igloo structures with 1.01 million square feet. The igloo structures were primarily used for the storage of conventional munitions and special weapons.

The majority of buildings on the Depot, excluding the igloos, are located in the South End of the site (79% of the structures). A small portion of the buildings (11%) are located in the North End of the Depot. Nearly 70% of the structures, excluding the igloos, at the Depot were used for warehouse purposes. The Depot also contains a significant amount of shop and garage space (232,000 square feet) and office space (142,700 square feet). In addition, there are 201 residential housing units at the site including 77 single family units located near Seneca Lake.

In order to support the use of the various structures at the Seneca Army Depot an extensive utility system was developed. Major utilities include a water distribution system with a storage capacity of 2.35 million gallons and two separate wastewater treatment plants with a combined capacity of 552,000 gallons per day. Stormwater, electric, telephone and centralized steam heating systems are also located on the Depot. In addition, there is an on-site network of 141 miles of roadways and 42 miles of railroad lines that exist on the Depot as well as a 7,000 foot runway used for aviation related purposes.

REDEVELOPMENT GOALS

During the process of preparing the Reuse Plan and Implementation Strategy, seven basic goals were identified for the redevelopment of the Seneca Army Depot. These goals, which are outlined below, provide the foundation for most of the recommendations contained in the reuse plan.

- The primary purpose for the redevelopment of the Seneca Army Depot is the creation of new employment opportunities.
- The redevelopment of the Seneca Army Depot should be accomplished in a fiscally responsible and prudent manner.
- Incentives should be provided to encourage the participation of the private sector in the redevelopment of property at the Depot.

- Redevelopment efforts should be focused on those portions of the Depot that offer the greatest potential for success.

- The organization responsible for implementing the reuse plan should work with existing state and local agencies to establish a wildlife conservation area at the Depot.

- The involvement of New York State government in the redevelopment of the Depot should be encouraged.

- The redevelopment of the Depot should be undertaken in a manner that ensures that the environmental cleanup of hazardous waste sites is effective, efficient and related to the redevelopment needs identified in the reuse plan.

PREFERRED LAND USE PLAN

The preferred land use plan recommends a variety of different development options for the Seneca Army Depot. Although the size of the Depot is large enough to accommodate the diverse land uses recommended for the site, specific site plans should be prepared for each parcel. These site plans should address such issues as buffers between adjoining parcels, easements for utility services and corridors for rail lines and roadways. It must also be recognized that as a military installation the Depot has limited access points for connecting the property to the existing regional roadway network. Consequently, new access points will be required for some parcels in order to provide safe and reasonable connections to local roadways.

It should be emphasized that the closure of the Seneca Army Depot will not take place for several years. In fact, the estimated mission closure date is September 2000 while the Depot closure date is July 2001.

During the next several years a number of activities relating to the transfer of property at the site will have to be completed. **The LRA should endeavor to work with the Department of the Army as well as other organizations interested in acquiring land parcels at the Depot to ensure that when closure does occur, viable tenants and new owners are available and ready to take title to the property.**

A map that illustrates the final land use plan is located on page 21-9. Brief descriptions of the various land use activities are outlined on the next several pages.

- **Conservation/Recreation**

A major asset at the Seneca Army Depot is the abundance of wildlife, especially the unique white deer herd, that are located within the existing fence line at the Depot. The preservation of a large conservation area, designed to protect this wildlife, could provide opportunities for a variety of public uses such as self-guided tours, nature trails, controlled hunting and fishing.

It is recommended that this 8,300 acre parcel, which represents the largest reuse of land at the Depot, be designated for the purpose of wildlife conservation. The site would include all of the ammunition storage igloos, various office and support buildings in the North End "Q" area and other structures at various scattered locations. This site would also contain a significant amount of internal roadways and a portion of the existing rail line. Other utilities (e.g., water, electric, telephone) also transverse this land parcel.

In developing a specific site plan for the reuse of this area, opportunities for other forms of active recreation, that would be compatible with conservation, should also be examined. In addition, the LRA should ensure that site planning efforts examine the need for buffers, especially near adjacent parcels that involve different types of land uses, as well as the need to provide easements for utilities, roadways and rail lines.

It is anticipated that the organization that eventually acquires the property, under a Public Benefit Conveyance from the Department of the Army, would be responsible for preparing a site plan for the land. However, the LRA should work closely with this organization in the preparation of plans for the site, as well as provide assistance in negotiations regarding the transfer of the property from the Department of the Army to another user.

- **Lake Housing Area**

It is recommended that the housing units in this 120 acre site be developed as year round residential dwelling units, seasonal housing or a combination of both types. Some of the dwelling units could be sold quickly while other units may require some rehabilitation. The mobile homes located on this site could also be removed and the existing land developed for single family homes, garden apartments or condominiums. Other facilities at this site, including the Officers' Club and boat docking area, should be used to support housing development activities.

This site should be acquired as part of an Economic Development Conveyance from the Department of the Army and then sold to a private firm for redevelopment as housing. The LRA could issue a Request for Proposals (RFP) and then negotiate a purchase/sale agreement with the firm that offers the most beneficial financial and development package.

The money obtained from the sale of this property would then be used to provide funding for redevelopment efforts on another portion of the Depot site.

- **Planned Office/Industrial Development (PID)**

This 620 acre site represents the main administrative area of the Depot. The Planned Office/Industrial Development (PID) area contains approximately 30 major buildings with an estimated 300,000 square feet of floor space. The site also contains more than 150 acres of developable land which could be used for the construction of new facilities.

The primary reason for recommending that the area be redeveloped as a PID is that it allows the LRA, or its successor entity, to influence the redevelopment of the site through the creation of flexible regulations that encourages redevelopment. The PID designation could allow a variety of uses including office, warehouse, light manufacturing, research and development and/or commercial uses. Certain performance standards, such as lot coverage, architectural features, or building height, can be required for any entity seeking to reuse or redevelop the facilities in this area. However, in order to encourage development some regulations, based on the need of the user, may need to be waived or modified.

It is recommended that this site be acquired under an Economic Development Conveyance in conjunction with the Lake Housing area. Funds obtained from the sale of the Lake Housing area would then be used to finance the operations, management and development of this parcel.

- **Elliot Acres Housing**

It is recommended that this 80 acre parcel, which contains 45 buildings with 124 residential units, be used to provide housing to local residents. It is also recommended that the LRA work with the Department of the Army in transferring this site directly to a private or public sector organization for the purpose of redevelopment. Restrictions, however, should be placed on the site to limit any new housing construction as well as any type of development on the portion of the property adjacent to the PID site. Also, new access to the site, off Route 96, should be developed.

- **Warehouse/Distribution**

Due to the type of facilities on this portion of the Depot, it is recommended that this 55 acre site, which contains 2.3 million square feet of warehouse space, be designated for warehouse and distribution related activities. However, because of the age of the facilities it is recommended that this site be transferred directly by the Department of the Army to private and public organizations through negotiated sales and/or public auctions. The LRA, or its

successor organization, should not be directly involved in owning or managing this site. However, the LRA, or its successor organization, should be involved in marketing facilities within this area. In addition, zoning and other land use regulations should be prepared to manage the redevelopment of this site.

- **Coast Guard Parcel**

It is currently assumed that the Coast Guard will retain the LORAN C antenna station in the southeast portion of the Depot. This parcel contains about 170 acres. The LRA should consider asking that title to the Coast Guard parcel be transferred to the LRA, or its successor organization, under a Lease-Back conveyance, with a long-term, no-cost lease to the Coast Guard during the remaining term of its need for the station. Thus, if the Coast Guard ever abandons the station, the LRA will automatically acquire title, presumably at no cost, and be able to incorporate the parcel into the community's redevelopment plans.

- **Special Events**

It is recommended that the Airfield portion of the site, which contains approximately 450 acres, be targeted as a site for Special Events. The area could host a number of one time and/or limited events relating to agriculture, recreation and sporting activities. Agricultural events could include a farmer's market, the regional wine festival and livestock exhibitions. Recreational events might include concerts, club gatherings, auto shows or trailer shows, while sporting events could include drag races, regional competitions, cross country skiing or snowmobiling. The common thread among all of these potential uses is the goal of increasing tourism in the region. The LRA, or its successor organization, should work with the Department of the Army in the transfer of this property to a public or private organization. Also, land use regulations should be prepared to manage the future development of this site.

- **Training Ranges**

The Training Ranges, which contain about 50 acres, are located southwest of the Airfield. It is recommended that this site continue to be used for fire arms training purposes. If the property is used for this purpose, it is recommended that the LRA allow the property to be transferred directly from the Department of the Army to the organization most suited for operating the facility.

- **Institutional**

This North End portion of the site contains approximately 200 acres of land. The site also contains over 300,000 square feet of buildings including barracks, recreation/athletic

facilities, shops, dinning facilities, warehouses and miscellaneous structures. The site also contains a wastewater treatment plant and is connected to the Depot's water supply system.

Due to the extensive array of structures and support facilities on this portion of the Depot, it is recommended that the site be used for institutional purposes. Possible uses could include education/training, recreation or corrections. A limited retirement facility could also be developed on the site.

It is recommended that the LRA work with various institutional users about acquiring this portion of the Depot. The LRA, however, should not become involved in acquiring this site. This property should be transferred directly from the Department of the Army to end users under either a Public Benefit Conveyance or a Negotiated Sale.

OPERATIONS AND IMPLEMENTATION STRATEGY

As discussed earlier in this Executive Summary, it is recommended that the LRA, or its successor organization, only acquire the Lake Housing and the main administrative portion of the Depot, which is designated as a Planned Office/Industrial Development (PID) area. All other property at the Depot should be transferred directly by the Department of the Army to other public and private sector organizations.

In essence the reuse plan divides property acquisition into two distinct categories. The first category would include all property directly acquired by local government for the purpose of creating new employment opportunities at the Depot. Both the PID and Lake Housing portions of the site would be included in this category. The second category would involve all other property at the site including areas designated for the following uses: Conservation/Recreation; Institutional; Warehouse/Distribution; Special Events; Training Ranges; and Elliott Acres Housing.

In the reuse plan it is recommended that the Seneca County Industrial Development Agency (IDA) be responsible for the development of all property in the first category (PID and Lake Housing). It is also recommended that all sites in the second category be transferred directly by the Department of the Army to other public and private organizations that have an interest in acquiring the property for the various land uses identified in the reuse plan.

Although the IDA would be primarily responsible for redeveloping the PID and Lake Housing areas, the consulting team recommends that the LRA continue to function during a three to four-year transition period. During this period the LRA Board and staff should work with organizations seeking to acquire other portions of the Depot. **In effect, the LRA would act as the Master Developer for the Depot.** While the LRA, as an organization, would not directly acquire any property at the site, the continued involvement of LRA members in the reuse process would ensure that long term redevelopment efforts would be coordinated among the various end users of the site

and the Department of the Army. This continued involvement with the Department of the Army in the transfer of other portions of the site will be important in assuring the Army that local officials are not just interested in acquiring the most developable portion of the site (cherry picking is the phase commonly used) while leaving the Department of the Army the more difficult portions of the site for transfer and redevelopment. In addition to working with the Army in identifying and negotiating with reusers, the LRA should also provide assistance during the preparation of the Environmental Impact Statement (EIS) and the Record of Decision (ROD).

During the transition period from planning to implementation, the LRA and IDA will have to work closely in redevelopment efforts at the Depot. While the LRA may continue to work as an independent County organization, over time its status could be changed to an advisor to the IDA. In addition, the existing LRA staff could also be established as a division within the Seneca County Department of Economic Development and Planning (EDP). This administrative change would likely improve opportunities for coordination between the LRA and IDA since the Director of the EDP is responsible for providing staff support to the IDA. This administrative change could also improve economic development efforts countywide when a new marketing person is retained for Depot related marketing activities.

The implementation of this reuse plan will require investments by the LRA and the IDA. Based on an evaluation of probable costs and revenues relating to the development of the Lake Housing area and the PID site, the project is expected to experience excess cash flow during the early years. This is primarily due to the proposed transfer of the Lake Housing area to a private developer for an estimated $1.5 million. These funds are then targeted for capital improvements, as identified in the reuse plan, as well as the funding of operations, marketing and maintenance activities. The cumulative cash flow for the project is positive through 2006. Beyond that point the project has a net deficit. However, there are a number of steps that could be taken to reduce the deficit.

Based on the financial analysis contained in the reuse plan it was estimated that the non-Federal portion of the total cost is approximately $247,000 over the next four years (1997 to 2000). However, it was also estimated that the development of the PID area would generate 200 to 500 jobs by the year 2010.

The procedures outlined to fund the redevelopment and marketing of the PID area represents a low cost, low risk strategy for the community. It has been designed to limit the exposure of the community in the redevelopment of the property. In fact, based on the financial projections outlined in the reuse plan, the community could potentially operate the program until 2005 with no net investment.

It is critical for the reader to understand that the redevelopment of the PID area is inextricably linked to the acquisition of the Lake Housing area through a no-cost Economic Development Conveyance (EDC), and to the sale of the Lake Housing area to financially support the

development of the PID portion of the site. If the acquisition of the Lake Housing and PID areas cannot be accomplished through a no-cost rural EDC, the community must be prepared to walk away from any property acquisition at the Seneca Army Depot. In that case, the LRA should complete all planning efforts in order to ensure that future redevelopment proposals are in the community's best interests. However, the Department of the Army should be allowed to dispose of the property under this circumstance through sealed bids or auction sales.

CHAPTER 1 INTRODUCTION

The Seneca Army Depot is a military installation, containing approximately 10,600 acres, that is located in the Finger Lakes region of upstate New York. Originally constructed in 1941 as a munitions storage facility, the mission of the facility expanded during the next 50 years to include the storage of general supplies, the demilitarization of conventional ammunition and the training of Reserve and National Guard units. Employees at the Depot were also involved in the rehabilitation and upgrading of government owned equipment.

In 1995 the Department of Defense, as part of the Base Realignment and Closure (BRAC) process, recommended the closure of the Seneca Army Depot. This recommendation was approved and the facility is scheduled for closure by July 13, 2001.

Recognizing the need to deal with the employment and economic impacts associated with the closure of the Depot, the Seneca County Board of Supervisor established in October 1995, the Seneca Army Depot Local Redevelopment Authority (LRA). The primary responsibility assigned the LRA was the preparation of a redevelopment plan for the Seneca Army Depot. In early 1996, RKG Associates, Inc. was retained by the LRA to assist them in preparing a redevelopment plan for the Depot.

This document represents the Reuse Plan and Implementation Strategy for the Seneca Army Depot. It was prepared between March and November 1996. During the preparation of this Reuse Plan, over 25 public meetings were held with the members of the LRA, the general public and various organizations in Seneca County and the City of Geneva. The recommendations and suggestions contained in this Reuse Plan are, to a major extent, based on the comments and suggestions made at these meetings.

Including this Introduction, this Reuse Plan and Implementation Strategy is composed of twenty-four (24) separate chapters. Initial chapters contain an evaluation of various physical aspects of the Seneca Army Depot including buildings, utilities, natural resources, hazardous waste sites and transportation facilities. Other development related factors such as existing land use regulations and the procedures used by the Department of the Defense to transfer property at closed military bases are also examined.

Based on research concerning regional and local economic and market conditions, various development alternatives are identified. In addition, redevelopment goals and organizational alternatives for implementing the Reuse Plan are examined.

Finally, a preferred land use plan for the Depot is presented. Changes required in the utility systems to implement the land use plan are also identified. In addition, recommendations are made concerning property acquisition, marketing, management and financing.

In addition to the Reuse Plan and Implementation Strategy, several other documents were produced during this project. One document is the Appendix to this report that contains background information prepared during the economic, aviation and market research portions of this planning process. Two other documents contain information relating to a data base prepared for all buildings and structures at the Seneca Army Depot. One document contains a print-out of the building evaluation data base (Issued May 10, 1996) while the other document contains a summary of the building evaluation data base along with photographs of each building (Issued September 20, 1996).

The completion of this Reuse Plan and Implementation Strategy represents a major first step in the process of redeveloping the Seneca Army Depot. Additional steps will be required, however, in order to achieve success and create new employment opportunities at the Depot. The Reuse Plan provides direction not only for taking these steps, but for redevelopment actions that are both reasonable and financially prudent.

A. INTRODUCTION

The purpose of this chapter is to identify available resources, in terms of existing buildings, at the Seneca Army Depot (SEAD). The consultants inspected nearly all of the major facilities at the Depot.[1] A query sensitive database was also prepared and data sheets, including photographs, have been produced in order to assist local officials in marketing the Depot. After a summary of major findings, this chapter is presented in five major sections. The first section describes the location of existing buildings at the Depot while the second section contains an analysis of building construction trends at the site. Sections three and four discusses the use and existing condition of buildings at the Depot. The final section examines, based on the existing building inventory, development implications for the Depot. An Appendix to this report contains a summary of building data for all major facilities at the Depot (See Appendix A).

As with all redevelopment efforts, it is important to have a complete understanding of existing buildings in terms of their age, condition, design, function and utilization in order to determine their potential reuse and/or marketability. The reader needs to understand that the buildings at the Seneca Army Depot were built and used by the U.S. Army primarily for the storage and maintenance of supplies, munitions and machinery. Building construction standards and specific needs for the military, however, can be significantly different than those utilized by the private sector.

In addition to field inspections, the consultants reviewed building records and plans maintained by the Department of Engineering and Housing (DEH) at the Depot. Most of the information was contained in the *Inventory of Military Real Property* and *Building Information Schedule*. Additional information was also obtained from the "Future Development Master Plan for Seneca Army Depot", in a volume entitled *Tabulation of Existing and Required Facilities*, prepared for the U.S. Army Corp of Engineers, by STV\Lyon Associates and dated October, 1990.

The Seneca Army Depot, consisting of approximately 10,600 acres, has 928 buildings that contain approximately 4.73 million square feet (SF) of space. For this analysis the 519 Igloo structures, totaling 1.01 million SF, plus 44 safety shelters, totaling 1,980 SF, have been omitted and will be treated separately at the end of this chapter. This results in a total of 365 buildings, containing approximately 3.725 million SF, that are considered available for reuse.

1. Purpose of the Inspection

The consultants briefly inspected most of the buildings over several weeks in March 1996. The purpose of the inspections was to gain an understanding of current structural conditions, mechanical system deficiencies and safety code issues in order to identify the reuse potential of each building. Inspections consisted of a walk-through of most buildings, accompanied by a DEH staff member, and often by a representative of the Seneca Army Depot Local Redevelopment Authority and/or personnel in charge of a particular structure. An exterior inspection of nearly all buildings was also

[1] Major facilities include all buildings greater than 1,000 square feet.

completed. In addition, a sample of various interior rooms and common/public areas were examined in the inspected facilities. However, not all areas or any of the otherwise inaccessible areas (such as attics or crawls spaces) were examined. Also, smaller miscellaneous buildings such as storage sheds, small utility buildings, guard houses, etc. were not inspected.

It should be noted that detailed engineering analyses regarding building materials, structural integrity, presence of hazardous wastes, etc. were not performed, nor were detailed measurements taken. In addition, it was not possible to identify specific safety code issues due to different reuse alternatives for each building. Consequently, architectural and/or engineering studies may be required as specific structures become available for use by the private or public sectors.

2. General Assumptions

As with most analytical reports it is necessary to establish general assumptions about the overall condition of the buildings in view of their reuse potential by the private sector or other public organizations. In this regard the following observations are presented:

- The reader should understand that the public process of implementing a reuse strategy for the Depot may possibly take as long as two or three years. The completion of marketing efforts may also require another 5 to 20 years (or even longer). As a result, the condition of vacant buildings will likely deteriorate, and in some instances, significantly.

- It should be noted that mechanical systems and equipment for certain buildings (especially those in the North End) were non-operational at the time of inspection. It is therefore reasonable to assume that a certain percentage of this equipment will have to be replaced and/or upgraded for reuse.

- It was not possible to determine roof conditions on most buildings. Consequently, it is reasonable to assume that roof conditions and coverings vary, depending on the structure, and it is likely that a large percentage will have to be maintained and/or replaced over the next five years.

- The reader should also understand that the initial reuse alternatives suggested in this chapter, may ultimately change based on market information presented in subsequent chapters of this reuse plan.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- The Seneca Army Depot has a diversified inventory of 365 buildings (exclusive of the 519 igloos) containing more than 3.72 million SF. A majority (79%) of the buildings are located in the South End. A small portion of building stock (11%) is in the North End. The remainder is either scattered at different locations throughout the Depot (5%) or at the Lake Housing (4%) area. A very small percentage (1%) is located at the Airfield.

- Nearly all the buildings in the North End have been dormant since 1993. The buildings have been boarded-up and remain unheated. While the Army has taken precautionary steps to preserve these buildings, the extreme climate in Central New York has damaged some exterior and interior features at the closed buildings. As these buildings remain vacant and minimally maintained, the moisture in the air combined with freeze/thaw cycles will continue the deterioration of exterior facades and interior conditions. Generally, the overall condition of most, if not all of the buildings, is below average indicating that significant cosmetic renovations are necessary for these properties to be marketably. In addition, the isolated location of the buildings in the North End may make it difficult to attract potential users.

- Nearly 77% of the buildings at the Depot were constructed during the 1940s, primarily in the South End. Another 11% of the inventory was built during the 1950s, primarily in the North End. The age of these structures suggest that nearly 88% of the buildings may not meet modern industrial building standards, which have evolved significantly over the past 40 years. This also suggest that many of the buildings may be functionally obsolete from the perspective of a potential user. In addition, the age of the facilities indicate that some of the buildings may be approaching the end of their economic life, such that significant capital expenditures could be required to extend their usefulness. Also, nearly 80% of the buildings are over 50 years in age making them potentially eligible for historic designation.

- Considering that the Depot's primary mission is storage, it is not surprising that nearly 70% of the buildings are utilized for warehouse purposes. However, as discussed later in this chapter, the structural design of most, if not all, of the larger warehouses appear inefficient (physically and financially) to support any reuse potential beyond their existing use as unheated storage space.

- In terms of overall building condition, more than 62% of the structures are considered in poor condition. Another 28% were determined to be in fair condition. This means that 90% of the inventory, or approximately 3.35 million SF, is in below average condition and could require a significant amount of investment for modernization and renovations. In addition, many of the properties regarded in fair condition are located in isolated areas and removed from the critical mass necessary to support many reuse options. This finding will present a significant marketing challenge for redevelopment.

- There are nearly 340,000 SF of building area that is considered in average condition or above. However, it is important to note that this figure includes residential units at the Lake Housing area, which represents 35% (approximately 120,000 SF) of this area. Effectively, this means that 215,000 SF of non-residential space, within 28 buildings, is regarded in average or better condition. This represents less than 6% of the total building inventory.

- Warehouse buildings at the Depot are inefficient in their overall functional utility in comparison to modern building standards. In addition, almost all the warehouse facilities are in fair to poor condition. This limits their potential marketability. In comparison, most of the office properties at the Depot appear in much better condition and represent a potential

resource that could be marketed. Also, there are a number of Specialty type buildings that could be adapted for use by the private sector. However, some of these buildings are in isolated locations and others have unique structural designs that may deter potential users.

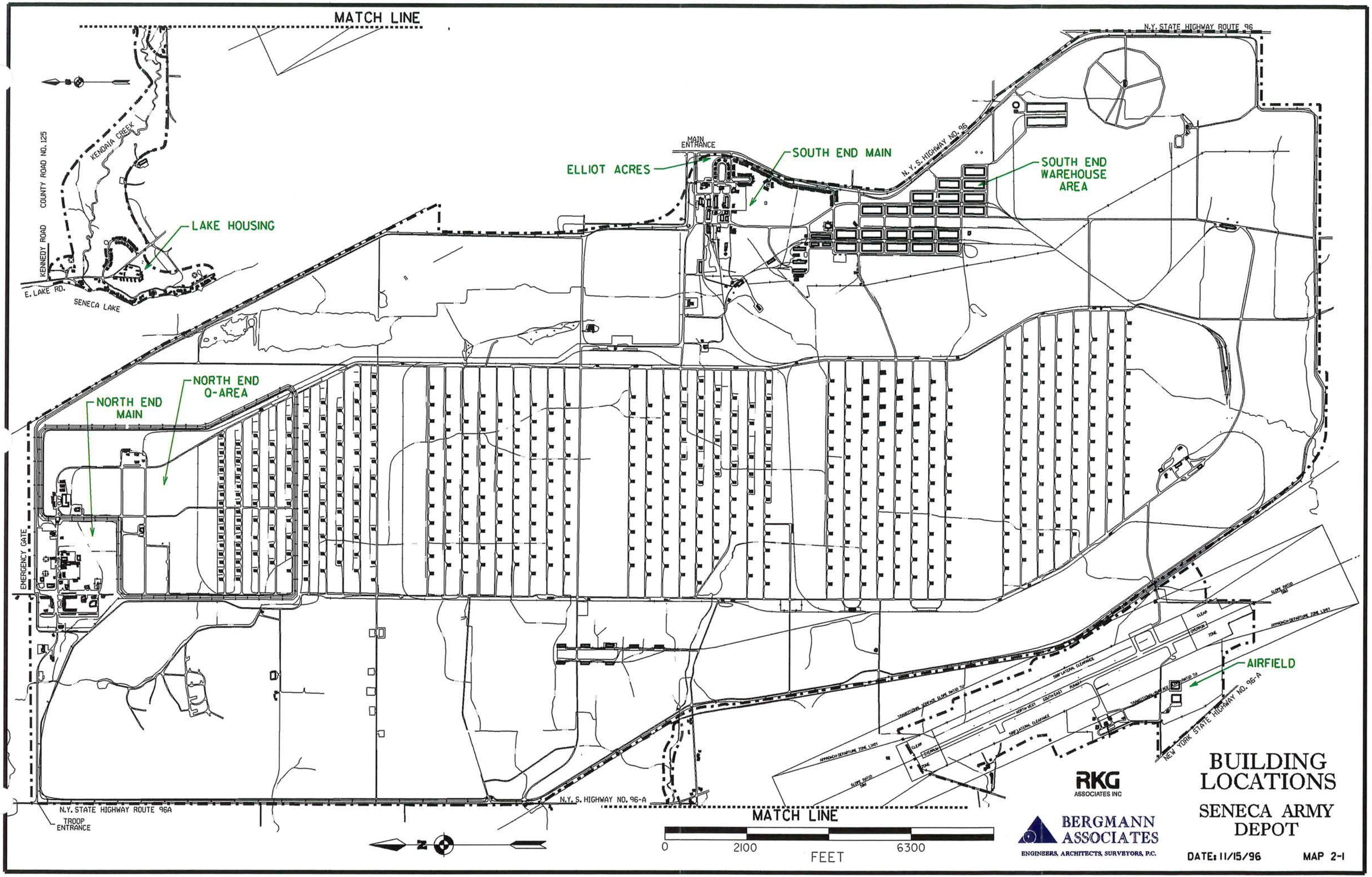
- Buildings in better condition appear suited for various reuse alternatives, such as industrial use, which includes manufacturing, light industrial and warehouse operations. However, market information must be evaluated in order to verify this assumption. Other buildings appear appropriate for office use or research and development. Limited commercial and/or service uses would seem realistic for non-residential buildings at the Lake Housing area. However, as discussed in this chapter, each of these buildings will require some sort of investment to correct code issues, upgrade cosmetic conditions, provide for an individual heating system and/or in some cases, provide utility hook-ups.

- The three similar style Industrial Plant and Equipment (IPE) workshops and accessory warehouse buildings are assets for potential reuse at the Depot. Their condition is regarded as fair, primarily due to age, although they present a good opportunity to recreate new jobs for the community. In addition, Building 323, a mixed warehouse/office property, may also be suitable for warehouse/distribution uses, although this building is only regarded as fair in terms of condition. Due to these existing conditions, some investment will be required to correct code deficiencies, repair long term maintenance problems, as well as mechanical and utility connections.

- Elliot Acres, in the South End, contains a variety of housing units from single family to four-unit dwelling structures. In terms of reuse potential the one-level design of the single family and duplex buildings appear well suited for elderly or retirement type housing. The townhouse units, in the four-plexes, appear suited for either apartments and/or condominiums. However, exterior maintenance, including new roof covering, and interior cosmetic repairs will be necessary. Code issues, such as underground tanks and asbestos, also need to be addressed as well as the possible presence of lead-based paint. There is also a diversified stock of single family units at the Lake Housing area. Most of these units are in marketable condition. The existing condition of these housing units and their location adjacent to Seneca Lake, a natural amenity, offers some unique development opportunities for this site. The residential barracks in the North End are in fair condition. Significant cosmetic repairs for these structures, however, could limit their reuse potential.

C. BUILDING LOCATIONS WITHIN THE DEPOT

Because there is a relatively large inventory of structures at the Depot, the buildings have been divided into five locational groups. (See Map 2-1) This section briefly describes the major characteristics of each group (see Figure 2-1).


MATCH LINE
N.Y. STATE HIGHWAY ROUTE 96
KENDAIA CREEK
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
LAKE HOUSING
MAIN ENTRANCE
ELLIOT ACRES
SOUTH END MAIN
N. Y. S. HIGHWAY NO. 96
SOUTH END WAREHOUSE AREA
NORTH END Q-AREA
NORTH END MAIN
EMERGENCY GATE
AIRFIELD
NEW YORK STATE HIGHWAY NO. 96-A
N.Y. STATE HIGHWAY ROUTE 96A
TROOP ENTRANCE
N.Y. S. HIGHWAY NO. 96-A
MATCH LINE
0
2100
6300
FEET
N
RKG ASSOCIATES INC
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
BUILDING LOCATIONS
SENECA ARMY DEPOT
DATE: 11/15/96
MAP 2-1

1. South End

The South End, or the improved area around the main gate at Route 96 in Romulus, consists of 145 buildings, totaling approximately 2.93 million SF, or about 79% of the entire inventory. This group has been further divided into three subgroups, due to the nature and use of the buildings. The first group is referred to as the **South End - Main** and consists of the main administrative and maintenance areas. There are 53 buildings in this area totaling approximately 274,000 SF. The second group is the **South End - Warehouse Area** which is located south of the Main Area. This group contains 47 buildings totaling 2.47 million SF, including 23 large warehouses and the three Industrial Plant Equipment (IPE) shops. The third group is **Elliot Acres**, which includes 124 residential housing units in a variety of single family, duplex and four-plex structures.

2. North End

This area is located at the northern end of the Depot and includes 63 buildings, totaling approximately 423,200 SF or 11% of the existing inventory. The North End is fairly well isolated from the South End (3 to 4 miles), although there is access (through a locked gate) via McGrane Road and Yale Farm Road in the Town of Varick. Also, the North End is less than a mile from Route 96A through a series of locked gates on North Patrol Road. The North End was developed primarily in the mid to late 1950s for the storage and maintenance of "special weapons." For security purposes, the area was further delineated into two sections. The first is **North End - Main** which provided administrative, housing, community and recreational services, as well as utilities, for approximately 450 military personnel and Military Police, stationed at the Depot. There are 42 buildings in this sub-area, totaling more than 303,400 SF.

The second area is the **North End-Q Area**, a confined and heavily secured area where the on-going maintenance and storage of the "special weapons" occurred. There are 21 buildings contained in the Q area, totaling approximately 119,600 SF (exclusive of igloos).

It is important to note that nearly all the buildings in the North End have been left dormant since 1993. The buildings have been boarded-up and unheated with internal plumbing and sewer lines drained and "pickled". While the Army has taken precautionary steps to preserve these buildings for potential future reuse, the extreme climate in Central New York has damaged some exterior and interior features of the closed buildings. As these buildings remain vacant and minimally maintained, the moisture in the air combined with the freeze/thaw cycles will continue to deteriorate exterior facades. Other problems noticed included exterior metal door frames that have started to rust and deteriorate because snow is no longer being removed from entrances. This has also caused water, in some instances, to back-up under door thresholds and flood entry ways.

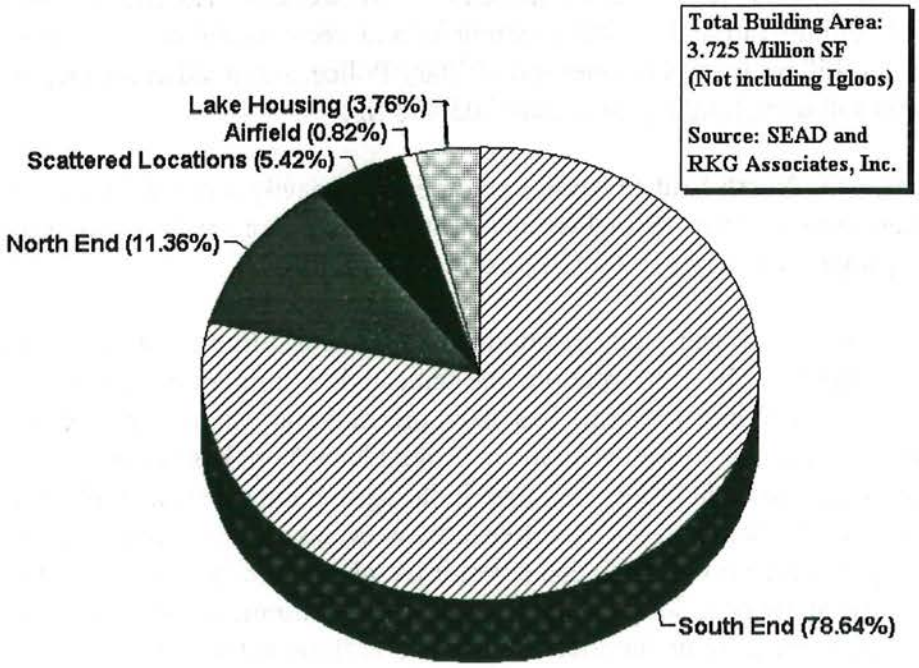
Also, because condensation can quickly build-up in the interior portions of these buildings, if not adequately ventilated, freeze/thaw cycles can weaken adhesive bonds causing floor tiles and cove molding to loosen, paint and/or wall paper to peel, and the formation of mildew and mold stains on carpets and walls. In addition, suspended ceiling tiles absorb moisture, causing the tile to droop. Typically, these conditions are cosmetic and do not effect the structural integrity of a building. However, replacing floors and/or their coverings, repainting walls and/or re-papering plus replacing

ceiling tiles can result in a significant expense for a potential user, and possibly limit the marketability of a structure. Generally, the condition of unoccupied and/or boarded buildings can deteriorate quicker than occupied buildings unless continued maintenance plus heat and/or ventilation (dehumidifying) is provided. This level of preventive maintenance also requires additional expenditures.

3. Scattered Locations

Building development is also present in a few isolated areas at the southern and western portions of the Depot. There are 42 buildings, totaling nearly 202,000 SF, in scattered locations. In general, the buildings are well removed from the South and North Ends and surround the five Igloo blocks in the center of the Depot. The buildings consist of storage magazines and small warehouses, which utilize the rail system. In addition, there are a number of workshops primarily used for the maintenance and/or dismantling of conventional weapons. These buildings are primarily isolated for safety purposes.

Figure 2-1
Seneca Army Depot
Distribution of Buildings by Location on the Depot



4. Airfield

The Seneca Army Depot Airfield is located at the western side of the site. This area, which is accessible from Route 96-A, includes a runway (7,000 feet long) and ten detached buildings, totaling approximately 30,600 SF.

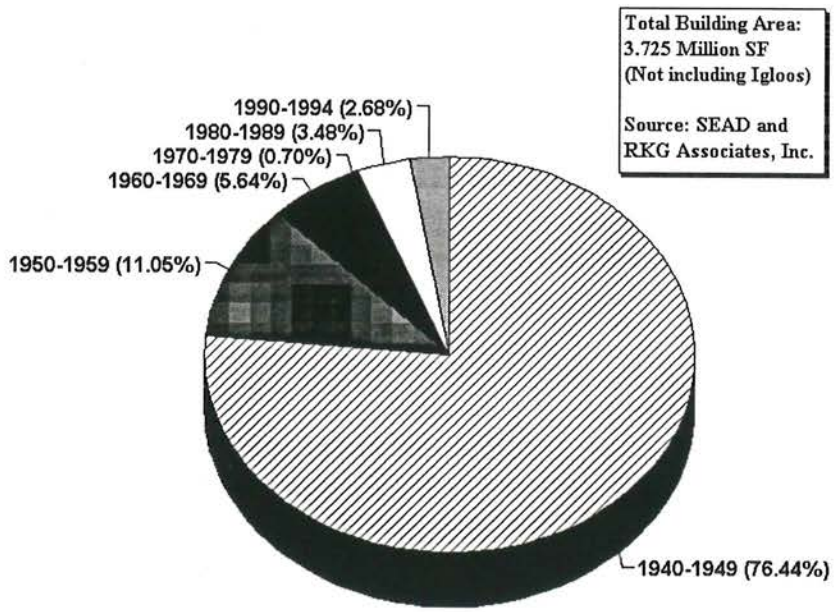
5. Lake Housing Area

At the far western side of the Depot, adjacent to Sampson State Park and Lake Seneca, is an area referred to as Lake Housing. This area contains 105 buildings totaling 140,100 SF, including residential cottages, farmhouse style dwellings, contemporary and modular homes plus an Officers' Club overlooking Seneca Lake.

D. TRENDS IN BUILDING CONSTRUCTION AT THE DEPOT

Prior to discussing the uses of existing facilities, this section briefly identifies development patterns that have occurred at the Depot since its inception in the early 1940s. Almost 77% (2.85 million SF) of the total building area (excluding igloos) was constructed during the 1940s, and nearly 94% of these improvements are located in the South End. During the decade of the 1950s, an additional 412,000 SF was added (including the acquisition of the Airfield) with a majority (75%) of new construction (311,000 SF) occurring in the North End. During the early 1960's, another 200,000 SF was built which primarily consisted of 124 residential units at Elliot Acres. Minimal additions of approximately 26,000 SF occurred during the 1970's. In the 1980's, another 130,000 SF was constructed, including nearly 90,000 SF at the North End. Between 1990 and 1994, an additional 100,000 SF was built that consisted primarily of 30 contemporary homes at Lake Housing as well as vehicle storage sheds in the South End to replace older inefficient buildings. Development patterns at the Depot, based on building age (or year of acquisition), are presented in Figure 2-2.

Figure 2-2
Seneca Army Depot
Distribution of Buildings by Year Built



Nearly 3.46 million SF of building area at the Seneca Army Depot is more than 25 years old. This represents 93.1% of the total overall building inventory at the site. This finding presents a marketing challenge for potential reuse, since building designs, techniques and standards have evolved and changed substantially during this time frame. As a result some of the buildings lack the "modern industrial standards" that many potential users have become accustomed. This also indicates that functional obsolescence is present in many buildings and that modernization and renovations may be necessary in order to successfully market certain structures.

This finding suggests that most buildings are approaching the end of their economic life and that significant funding may be required to prolong economic usefulness. It may also be necessary to establish a capital reserve fund to perform typical on-going maintenance and repairs, such as roof replacement, upgrading mechanicals, interior and exterior finishes, etc. In general, repairs and maintenance are required more frequently in older buildings. Also, nearly 80% of the buildings are over fifty years of age making them potentially eligible for historic designation.

E. EXISTING USES OF BUILDINGS AT THE DEPOT

For purposes of this analysis the buildings have been initially categorized by their existing uses. Ten existing use categories have been established and this section briefly identifies each one (See Figure 2-3).

1. Warehouse

This category includes buildings that are presently used for storage of materials, products, supplies, munitions and other items in large or small quantities. Also included in this category are shed-type buildings (typically metal) used for storage. Most buildings included in this group have more than 80% of the structural space utilized for storage, which generally represents unfinished shell space. Some of the larger buildings included in this category could be converted to light-industrial or manufacturing facilities. However, the structural design of most, if not all of the larger warehouses, appear inefficient (physically and financially) to support any reuse potential beyond their existing use as unheated storage space. Perhaps some of the smaller pre-engineered metal buildings could be disassembled and relocated to another area (even off Depot) for reuse as warehouse or shop space. There are 59 buildings in this category, totaling nearly 2.6 million SF or 69.7% of the Depot's inventory.

2. Shop and Garage

This group primarily includes those facilities that are presently used as maintenance shops for vehicles, equipment and munitions. Included in this group are the three Industrial Plant Equipment (IPE) Storage and Maintenance buildings (Buildings 316, 317 and 318). These buildings have mechanicals, cranes and rail access possibly making them readily adaptable to a similar use by the private sector. Also included in this group are break rooms (larger than 1,000 SF) that function as

ancillary uses to workshops/ammunition areas in scattered locations. There are 26 buildings in this group, totaling nearly 232,000 SF, reflecting 6.2% of the inventory.

3. Specialty

This category includes those buildings that have certain design and/or mechanical features such as specific air handling systems, specialty fire suppression systems, equipment and other like features, so as to distinguish these buildings from other facilities. Generally, most of the munitions, calibration, and special weapons workshops are include in this grouping. Reuse potential for some of these buildings could involve research and development due to the presence of sophisticated mechanicals. There are nine buildings included in this group, totaling almost 96,900 SF.

4. Residential

There is approximately 420,300 SF of residential space representing 11.3% of the Depot's inventory. This category includes the four major dormitory facilities in the North End (116,000 SF) and the 201 residential housing units divided between Elliot Acres at the South End and the Lake Housing area on East Shore Drive. Elliot Acres has 45 buildings containing 124 units (183,538 SF) and Lake Housing has 77 single family buildings (120,800 SF) including 21 modular homes.

5. Office

This category is self-explanatory and includes buildings that were used primarily for administrative, communications and/or security purposes at the Depot. Also included in this group are the finished office areas at two mixed-use properties (Buildings 702 and 323). However, these buildings are categorized for the prevailing use of the structure. (Building 702 is predominantly residential and Building 323 is warehouse) In total, there are 15 office-use buildings and nearly 142,700 SF of finished office space, representing 3.8% of the existing building inventory.

6. Recreation and Community

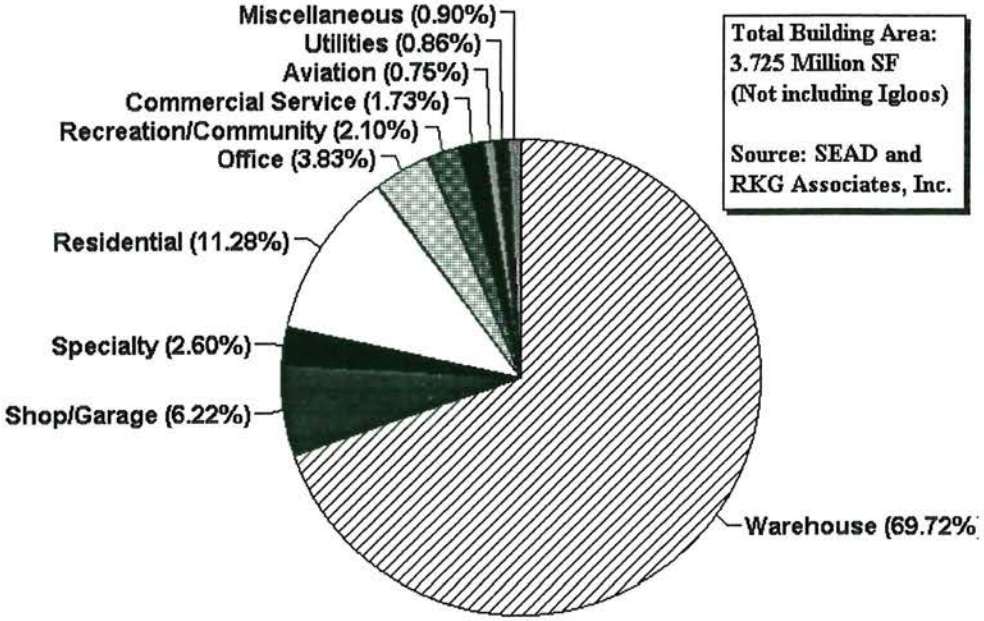
These buildings include facilities which are primarily targeted for recreational or other public purposes, such as the gym, theater and bowling alley. Also included are those buildings that provided services typically found in municipalities, such as fire stations, day care, youth center, and chapel. Four small buildings at the Lake Housing area have also been included, since these buildings are primarily used in conjunction with the recreational amenities of Seneca Lake. Fourteen buildings are in this group, totaling 77,300 SF or 2.1% of the inventory.

7. Commercial Services

Commercial service buildings include those which were dedicated to the direct sales of goods and services, such as the Commissary and gas station/convenience store in the North End. Officers' and NCO clubs, plus other common dining facilities, are also included in this group. There are six

buildings in this category at the Depot, totaling approximately 64,400 SF, representing 1.7% of the inventory.

Figure 2-3
Seneca Army Depot
Distribution of Buildings by Existing Use



8. Aviation

This category includes those buildings that are used in conjunction with the Airfield. As discussed later in this chapter, some of these buildings were utilized for Shop/Garage and/or Office space in conjunction with the Airfield, however they are include in this group in order to separate them from other buildings serving similar uses. There are six major buildings in this group, totaling about 27,800 SF or 0.7% of the building area (exclusive of miscellaneous buildings).

9. Utilities

The many "dedicated" utility buildings, such as the central heating plants as well as the water and sewer treatment facilities, are included in the class. Also included are smaller utility-related buildings utilized in some instances for emergency generators. Twenty-three buildings totaling

32,100 SF have been identified as utility buildings. This represents approximately 0.9% of the total building inventory.

10. Miscellaneous

This group includes those buildings typically smaller than 1,000 SF. These include small fuel storage facilities, small storage sheds, detached garages, guard houses, break rooms for the employees, weigh stations, etc. In total, there are 80 miscellaneous buildings on the Depot, totaling more than 33,600 SF, indicating an average size of slightly more than 420 SF. Smaller buildings, for utility purposes, are not include but categorized separately.

F. DESCRIPTION OF DEPOT BUILDINGS

1. Definitions of Terms

Prior to describing the buildings, certain terms regarding building types, frames and conditions must be defined. In terms of building construction, almost all the buildings at the Depot are one-story and are constructed on a concrete foundation, slab and/or crawl space. Only a few buildings have basements. This is likely due to the relatively high water table at the site. There are only a small number of buildings which are two or three stories in height. A majority of these buildings have masonry framed walls and either steel, wood or reinforced concrete framed roofs. Exterior facades are typically masonry which refers to brick or concrete block. Exteriors at many buildings have also been upgraded with an Exterior Insulated Finish System (EIFS) or stucco type finish over foam insulation. In terms of mechanicals, the South and North End both have centralized heating plants which are the major heat source for many buildings in these areas. Some buildings, however, have individual heating systems which may make them more adaptable to the market place. Almost all these system are fueled by oil stored in underground storage tanks, many of which may be removed by the Department of the Army.

Terms used to identify potential code issues include handicap accessibility, which refers to standards to meet the requirements of the Americans with Disabilities Act (ADA). Life Safety codes represents another factor that was used in evaluating buildings at the site. For example, different types of structural uses (e.g. residential, office, manufacturing) have different requirements regarding the fire ratings of walls and doors. Other Life Safety issues involved items such as the number of secondary egress which must be within certain distances in order to comply with safety regulations. In addition, exposure of insulation was also identified as a potential Life Safety code issue. In this instance, depending on reuse, insulation may have to be covered with sheetrock or a similar substance in order to reduce possible flame spread in case of a fire.

Four terms were used in describing the conditions of the buildings examined. These terms were good, average, fair and poor. In examining the buildings at the Depot these terms where used in describing exterior and interior conditions as well as the overall condition of a structure. In

determining conditions the consultants had to weigh various existing factors at each building including design, layout, age, type of materials, specialty features, utility hook-ups, existing mechanicals, overall functional utility, etc. The needs of a possible reuse for a specific building were also considered. In general, the term good means that a building appears readily adaptable to the market with minimal cost to correct cosmetic details. On the other hand, the term poor means that significant investment is required to replace and/or modernize cosmetic, mechanical and/or structural items in order for a property to be marketable. The terms average and fair are the balance between both ends of the spectrum. Typically, average condition means that a building is potentially marketable with minor investment to correct problems. The term fair condition means a more modest investment will be necessary since additional modernization and renovation is required.

The following sections briefly describes the individual buildings based on their existing use. More detailed information and specifics about each building is contained in the building database prepared for the LRA by the consultants.[2] Specific building plans are located at the Department of Engineering and Housing at the Depot.

2. Warehouse Buildings

Considering the Depot's primary mission is storage, it is not surprising that nearly 70% of the buildings at the site are utilized for warehouse purposes. Table 2-1 summarizes the inventory of warehouse buildings, by location, throughout the Depot.

Table 2-1
Seneca Army Depot
Summary of Warehouse Buildings

Existing Use	Warehouse		Percent of	
Area of Depot	Bldg SF	#	Use SF	Total SF
South End	**2,384,183**	**37**	**91.8%**	**64.0%**
Main Administration	49,729	8	1.9%	1.3%
Warehouse Area	2,334,454	29	89.9%	62.7%
North End	**62,590**	**8**	**2.4%**	**1.7%**
Main Administration.	6,333	2	0.2%	0.2%
Q Area	56,257	6	2.2%	1.5%
Scattered Locations	**150,069**	**14**	**5.8%**	**4.0%**
South Side of Depot	10,805	3	0.4%	0.3%
West Side of Depot	139,264	11	5.4%	3.7%
Total	**2,596,842**	**59**	**100%**	**69.7%**

Source: SEAD and RKG Associates, Inc

2 See *Seneca Army Depot Build Inventory Forms* prepared by RKG Associates, Inc. and Bergmann Associates, May 10, 1996.

a. Warehouses in the South End

The Warehouse Area of the South End represents almost 90% of the warehouse inventory at the Depot. This figure includes 21 buildings of similar shape and size. Each building is approximately 180 feet wide by 500 feet long and contains 90,000 SF. Ten of these are the General Supply Warehouses **(Buildings 323, 324, 325, 326, 327, 328, 329, 330, 331 and 332)**. These buildings have elevated loading platforms running the length of each side for rail and/or trucks. The other 11 buildings are Industrial Plant and Equipment (IPE) warehouses **(Buildings 339, 340, 341, 342, 343, 345, 346, 347, 348, 349 and 350)**, built at grade, with no elevated loading docks or platforms.

These 21 warehouses, constructed in the early 1940s, have exterior concrete block walls, an off-center brick fire wall, wood framed roofs, supported by wood posts on twenty foot centers, with a ceiling height of between 14 and 16 feet. Accounting for areas around the posts and necessary forklift corridors, the effective floor area is reduce to only 60,000 SF, indicating a significant inefficiency in overall building design.

In terms of mechanicals, these 21 warehouses lack a central heating system and most lack sewer hook-ups. Six buildings (339, 341, 342, 345, 346 and 349) have a humidity control system to prevent rusting on the IPE stored machinery during humid months. Four warehouses (331, 332, 343 and 346) are equipped with small office and/or break room modules (200±SF) which have electric space heaters and a restroom (except for 346). All warehouses have dry sprinkler systems whose operating conditions are unknown, but could be questionable, given their age. In addition, Building 343, utilized for the storage of hazardous materials, has two dyked areas and sealed floors to contain any possible spillage.

In general, each warehouse has eight openings (typically 10 feet x 10 feet) on either side plus one at either end, most of which have older, wooden doors on exterior sliders. It appears that at the General Supply Warehouses, four doors per building have been upgraded to metal roll-up overhead doors (two on either side of the building). However, some of the IPE warehouses have door openings that have been blocked-in over time.

The exterior condition of most of these warehouses is regarded as generally poor as evident by flaking paint, cracked mortar joints, old wooden doors, loading docks with deteriorating and/or missing edges, etc. The minimal interior finish is considered in generally fair condition. It appears that over the last five or 10 years, portions along the edge of the roofs have been upgraded in terms of new "sister" rafters and roof sheathing. Roof conditions are unknown, although there was interior evidence of roof leaks at inspected Building 346 as well as some rotten wood. Potential code issues include insufficient number of emergency exits, given the length of the buildings (500 feet) and the exclusion of any doors with the exception of the wooden sliders.

Buildings 356 and 357-These warehouse buildings are similar in style, construction and age as the previous group, although these buildings are more than twice as long and each contain over 203,100 SF. These buildings are at grade and lack loading dock facilities. The wooded exterior sliding doors are also relatively old. These buildings also lack central heat and their overall condition is regarded as poor.

It was reported in the *Tabulation of Existing and Required Facilities* that modernization projects were proposed for 22 warehouse buildings, totaling nearly 2.15 million SF. A cost of $8.5 million was estimated to perform repairs to floors and roofs, upgrade/replace sprinkler systems and install overhead (OH) doors. This indicates an average cost of nearly $4/SF to perform typically long term maintenance on these buildings. New sprinkler system for the larger warehouse facilities were reported at $900,000 each ($4.50/SF). Re-roofing the smaller warehouses was estimated at $150,000 each or $1.70/SF. (Buildings 343, 345, 346 and 356 were identified for re-roofing).

Building 323 - This warehouse building is similar in age and construction to the other 90,000 SF buildings except that 20,500 SF in the center of the building is office finish and utilized by Mission Operations, which handles shipping and receiving for the Depot. The central office core is fully air conditioned with heat supplied by the central heat plant (319). There are men's and women's restrooms including handicap accessibility. The office finish is of average quality, corridors are single-load (less than 6 feet in width) and only a small portion has benefit of windows. The exterior has been upgraded with an Exterior Insulated Finish System (EIFS) or stucco type finish over foam insulation. Either end of the building can be used for shipping/receiving and there is a connecting corridor that extends along the rear of the building. There is also a work-out room at the rear of the office core that is equipped with an assortment of exercise and weight lifting equipment. The warehouse area is similar to the other warehouses in that there are posts on twenty feet centers and height clearance of less than 16 feet. This facility also has four lift levelers on the loading platforms as well as half-ton and one-ton cranes.

Apparent code issues identified at the inspection of Building 323 include a lack of adequate emergency or secondary exits and the flame spread hazard of the exposed insulation in the warehouse portion of the building. Overall the building appears to be in average to fair condition and potentially marketable for its existing use, warehouse/distribution.

Building 333 - This warehouse, which contains 30,000 SF, is similar in age and style to other warehouses at the site. The building has loading platforms on both side and secured caged, exterior swing doors. Similar to the other warehouses, it lacks a heat source and sewer connection. This warehouse also appears to be in relatively poor condition, limiting possible reuse potential.

Building 312 - This is an older warehouse (1942), constructed with concrete blocks and a wooden framed roof. This 12,000 SF facility is utilized for storage of paints and other

flammable materials. This building also appears to be in poor condition with limited reuse potential.

Building 114 - This is another 1942, concrete (cinder) block, wood framed roof warehouse located behind the administrative area. The building contains approximately 12,000 SF and is utilized by two tenants (Self Help and Maintenance Supplies). This building has a loading platform, running the length of each side with both truck and rail access, that has deteriorated. The building has two small areas, with office type finish, which appear to be in fair condition. The roof needs repair as evident by the number of obvious leaks. In addition, the cinder block exterior wall needs re-sealing (re-painting) as moisture was apparent on the interior. Code issues include handicap accessibility, fire spread rating, insufficient egress, and flame spread of exposed insulation. Overall the building is regarded in poor condition, despite the presence of a heat source, restroom and fairly new overhead doors. Reuse potential appears limited without repair and modernization.

Buildings 5 and 7 - These two older (1942) ammunition warehouses, located at the western end of the South Main Area, are adjacent to the rail line and igloo area. Each building contains 11,750 SF, have concrete block walls with a tile facade, internal fire walls, and wood framed roofs with cement asbestos coverings. The buildings have rail accessibility, loading docks and are fully grounded. They have major utility hook-ups, dry sprinkler systems and explosion proof light fixtures. Overall these buildings are in fair (Building 5) to poor (Building 7) condition, limiting reuse potential.

The following three warehouses are located in the IPE area, and they lack most utility hook-ups (except electric). Their reuse potential may be as ancillary warehouses for adjacent facilities. Alternatively, with additionally investment, they could be converted to light industrial and/or manufacturing. Also, the buildings could be disassembled and relocated.

Building 372 - This is a 5,600 SF, pre-engineered metal warehouse building on a concrete slab. It was constructed in 1988 and utilized for machine storage. The building lacks a heat source but has electricity (200 amp/3 phase). The building has three drive-though overhead doors and a ceiling height of about 16 feet. Overall the building is in average condition.

Building 355 -This is a 4,992 SF, pre-engineered metal warehouse, built on a concrete slab. The building was constructed in 1962, as a temporary facility, and is used for general storage. The building appears to be in fair condition.

Building 371 - This is a small, wood framed storage shed on a concrete slab, that was constructed in 1988 behind the machine shop (320). The building totals about 2,450 SF and has an overhead door with a clearance height of approximately 16 feet. The structure is in average condition.

There are six small accessory storage buildings (less than 5,000 SF) in the South End area which lack most utility hook-ups and are either in relatively fair to poor condition. These include **Building 128** (a 4,000 SF, steel warehouse, with electricity only), **Building 131** (a 1960, steel building in poor condition, with electricity only) and **Building 147** (a road salt storage shed) which is part of the engineering maintenance and storage yard. **Building 335**, the former Youth Center was placed in this category since it was previously used as storage for telephone equipment. It is an older (1956) wood framed building (3,827 SF)that is in relatively poor condition and appears to have minimal economic usefulness without significant investment. **Building 307** is a wood framed heated garage (2,000 SF) that is an accessory structure to Building 306. Finally, **Building 361** is an isolated older steel framed building with electricity only. These buildings, by themselves, appear to have minimal reuse potential except perhaps, in some cases, as accessory structures.

b. Warehouses in the North End

In the North End there are eight buildings, totaling 62,590 SF, currently used for warehouse purposes. Six buildings (803, 807, 810, 814, 824 and 825) are within the confined Q area and the remaining two are in the main administrative area of the North End.

Building 810 - This is an eight bay warehouse facility, the largest storage facility in the North End, consisting of nearly 38,000 SF. Constructed in 1957, it is a masonry/steel frame warehouse, having an estimated clearance height of about 20 feet. Within the center bay there is an office core of approximately 4,500 SF, having a fair to poor quality level of finish. Of note was the elevated anti-static flooring in one of the office (400± SF). The building was utilized for Special Weapons Supply.

The office and three of the storage bays (separated by fire-walls) were heated by an individual oil-fired system. However, at inspection, the furnace was non-operational and reportedly beyond repair. The other warehouse bays lack any heating component. The building is fully sprinklered by a dry system and the concrete floor has a load rating of 1,000 pounds per square foot. The exterior walls appeared to be in poor condition as evident by moisture weeping through the block, which could cause long-term structural damage if uncorrected. There appeared to be a leak at one of the roof-drains, which could easily be repaired. There were four overhead drive-though doors (12 ft. x 14 ft.) and a single loading platform in the front. In addition, a rear bay has a paint booth.

In comparison to the older (1940s) warehouses in the South End, Building 810 is regarded as "modern" in terms of clear span and clearance height. However, the building's overall condition is considered as fair, unless maintenance and modernization efforts are undertaken. In addition, its isolated location within the confined Q-Area may limit reuse potential.

Building 814 - This is a steel framed warehouse, built in 1957, that is adjacent to the Paint Shop (**Building 813**) behind the Special Weapons workshops (**Buildings 815 and 816**). It

consists of 3,582 SF, with clearance height of 14 feet and two overhead doors, at grade. There are two separate fire rated storage rooms with explosion proof lighting fixtures. Mechanicals include an individual heating system and single phase/100 amp electric service. Overall the building is in average to fair condition, and reuse is most likely as an accessory structure to the adjacent Special Weapons workshops (815 and 816).

Building 803 - This unique building was utilized for the storage of low-level radioactive waste. From the outside its appears to be a one-story building situated on the crest of a hill, similar to a pill-box. In reality, the above-ground structure is filled solid with reinforced concrete and the storage area (2,800 SF) is a subterranean concrete vault with roofed access in the rear. The building has electricity and electric heat and the concrete at the entry appears to be deteriorating. Overall its condition is fair to poor. Also, low-level radioactive waste products are still being stored in portions of the building, possibly limiting its reuse.

Buildings 807 & 825 - These two older (1958) buildings are pre-engineered steel structures, each consisting of 4,000 SF and having two (10 ft x 10 ft) drive-through doors. In general these buildings are in poor condition, especially the exterior (facade and roof).

Building 824 - This is an older (1961) steel building containing 3,899 SF. It is located in an isolated area near the southeastern access point to the Q-area, adjacent to the Igloos area. The building appears to be in poor condition.

Building 727 - This is an older (1956) small (1,320 SF) steel building, located in the yard at the rear of the Commissary (723). The building appears to be in relatively poor condition, suggesting minimal reuse potential. There are also adjacent miscellaneous buildings (725,726 and 728) that also appear to be in poor condition.

Building 751 - This is a relatively new (1987) pre-engineered steel warehouse, containing about 5,000 SF that was utilized for the storage and distribution of recreational equipment. Approximately 20% of the building has fairly average office finish including three offices and two restrooms. The remainder of the structure consists of two separate bays having an estimated clearance height of 12 feet with overhead doors (10 ft. x 10 ft.). Overall the building is in average condition. However, its location may limit reuse potential. Consideration could be given to relocating this building.

c. Warehouses in Scattered Locations

There are 14 warehouse facilities in scattered locations at the Depot, totaling 150,000 SF. Three buildings (2105, 2110 and 2134) are located in the ammunition demilitarization area on the west side of Igloo Block A. There are also eight ammunition storage magazines on the west side of Igloo Block C and three other accessory warehouses at the demilitarization plant on the south side of Igloo Block E.

Buildings 2105 and 2110 - These are older (1945) wood framed storage facilities on concrete piers, each containing more than 21,400 SF. These buildings lack utility hook-ups and appear well beyond their economic usefulness.

Building 2134 - This is a newly constructed (1994) 6,000 SF warehouse. It is a pre-engineered metal building in average condition that lacks major utilities. Reuse of the building would likely involve relocation to another area for use as a warehouse and/or shop.

Building 2117 - This is one of eight similar storage magazines (**Buildings 2118, 2119, 2120, 2121, 2122, 2123 and 2124)** located on the west side of the Igloos. They are older (1942) steel/masonry tile framed buildings, with elevated loading platforms along the front including rail access. The buildings lack utility hook-ups, have roof coverings of concrete asbestos and are considered in poor condition. Due to their isolation within the Depot and their lack of utilities, reuse for these buildings appears minimal.

Building 2073 - This is a 3,683 SF pre-engineered metal warehouse that serves as an accessory structure to an ammunition workshop (**Building 2078**). It is located on the south side of the Depot beyond Igloo Block E. The building has a clearance height of 16 feet with two overhead doors. In terms of mechanicals, the building has a dry sprinkler system, 3 phase/400 amp electric service with explosion proof circuitry and high bay fixtures. It lacks plumbing facilities, however steam heat is furnished by its own boiler plant. The building is in average condition although reuse appears limited due to its isolated location. It could, however, be disassembled and moved to another location.

Buildings 2084 and 2085 - These two structures are ancillary warehouses to **Building 2078**, having 5,480 SF and 1,642 SF respectively. They are older (1950) wood framed buildings with masonite/wood exteriors and their roofs contains asbestos cement. Building 2084 appears to have been upgraded with a metal skin on a portion of its exterior and roof. These buildings appear to be in fair (2084) to poor (2085) condition. Due to their condition and isolated location, reuse potential appears limited.

Conclusions: Based on the consultants' inspection, there are only six warehouses (**Buildings 371, 372, 711, 814, 2073 and 2134**) in average or better condition. These buildings total 26,300 SF and represent 1% of the warehouse inventory. This suggests that 99% of the warehouse inventory at the Seneca Army Depot appears to be in relatively fair or poor condition, not only in terms of cosmetics but also in terms of functional and/or design utility. In addition, nearly all the large warehouse buildings lack a major heat source. This may limit their potential for reuse by the private sector. A majority of the warehouses also lack suitable truck loading platforms and overhead doors, which may further reduce their marketability. Because of the lack of sufficient clear-span at many of the warehouses, adapting these buildings to uses such as light-industrial, assembly or manufacturing may be difficult, if not impossible. In their current condition the reuse potential may well be limited to their present use as unheated storage facilities.

3. Shop and Garage Buildings

This group includes those facilities that are presently used as maintenance shops for vehicles and equipment. Also included are various munition workshops scattered throughout the Depot. There are 26 buildings included in this group, totaling 231,700 SF. As shown in Table 2-2, nearly 81% of the Shop/Garage buildings are in the South End, consisting of 15 buildings totaling approximately 186,500 SF. In the North End there are six buildings, totaling over 26,000 SF. There are also five workshop buildings in scattered locations around the Depot, totaling nearly 19,150 SF.

Table 2-2
Seneca Army Depot
Summary of Shop and Garage Buildings

Existing Use	Shop/Garage		Percent of	
Area of Depot	Bldg SF	#	Use SF	Total SF
South End	**186,498**	**15**	**80.5%**	**5.0%**
Main Administration.	90,855	9	39.2%	2.4%
Warehouse Area	95,633	6	41.3%	2.6%
North End	**26,054**	**6**	**11.2%**	**0.7%**
Main Administration.	12,105	3	5.2%	0.3%
Q Area	13,949	3	6.0%	0.4%
Scattered Locations	**19,148**	**5**	**8.3%**	**0.5%**
South Side of Depot	16,348	3	7.1%	0.4%
West Side of Depot	2,800	2	1.2%	0.1%
Total	**231,700**	**26**	**100.0%**	**6.2%**

Source: SEAD & RKG Associates, Inc.

a. Shops and Garages in the South End

There are three Industrial Plant and Equipment (IPE) shops **(Buildings 316, 317 and 318)** located in the South End. The facilities are similar in design and age, containing a total of 63,659 SF. The buildings are located adjacent to the warehouse facilities. These are steel framed, metal buildings constructed in 1942. Each building has an approximate 20 foot high ceiling and a center bay with two overhead cranes (10-ton and 25-ton capacity). On either side are individual bays for machine work. Some bays have overhead doors in order to access the yard/truck loading area and some are equipped with 1-ton swing cranes. Building 317 is the larger of the three, having 26,429 SF, in comparison to 18,615 SF at Buildings 316 and 318. This is primarily due to additional office space and break-rooms, including finished areas in the mezzanine. Two of the buildings have rail road spur lines through the center section, which are paved over. Also, heated paint/chemical storage sheds were recently

added to each of the IPE shops. In addition, Building 317 is equipped with a state-of-the-art vehicle and machinery painting booth.

The IPE buildings have heat, which is supplied via overhead steam pipes, from **Building 319**, a central boiler heat plant, and are fully equipped with pneumatic air lines from a centralized compressor, also in **Building 319**. Each building has extensive electrical service (3 phase, 1,200 & 800 amp panels) and appear in overall fair condition, given their age. Certain code issues include unknown fire ratings of walls/doors separating office/break rooms from the shop area, flame spread of exposed insulation in the ceilings (including the high bay), lack of handicap access including restroom facilities and potential lack of sufficient egress doors.

It was reported in the *Tabulation of Existing and Required Facilities* that $600,000 in proposed modernization projects are required for repairs at the three IPE shops including leaks caused by the failure to clear storm window gasket materials. This indicates a overall average cost of nearly $9.50/SF to extend the economic usefulness of these properties. An additional $162,000 was also proposed for fire alarms.

Building 320 - This building, constructed in 1942, is utilized as a machine and welding shop. It is located adjacent to the IPE shops and contains 16,300 SF. The machine shop portion of the building is a combination masonry (walls)/wood framed (roof) with an EIFS exterior facade. The welding shop portion is a metal framed and sided addition. Heat is provided from the central boiler (**Building 319**) and electric service appear sufficient (3 phase/1,200 amps). The concrete slab in the machine shop appears cracked and uneven in places, plus deterioration was noted along the edge of the loading platform. Potential code issues include flame spread of the exposed insulation and lack of sufficient egress doors. Overall the building's condition is regarded as fair and reuse potential is minimal without modernization.

Building 360 - This steel framed IPE paint shop, built in 1969 and upgraded in 1980, contains almost 9,700 SF. A small portion (less than 20%) has office finish which is in fair to average condition. The office is equipped with handicap accessible restroom facilities. The remainder of the building is divided into a large shop area with 14 foot clearance, and two separate drive-in bays for washing/degreasing and painting. The degreasing bay has a floor pit and is equipped with trench and floor drains. The painting bay is equipped with separate paint and sandblasting booths, both with vented exhaust systems. Other equipment includes three 2-ton swing cranes, a one-ton monorail hoist, and a self-contained sand-blasting machine. There is also a heated paint/chemical storage shed, at the rear, and the building appears to have a sufficient number of drive-through overhead doors. Heat is furnished via the central boiler (**Building 319**) and electric service appears sufficient (3 phase/ 600 amps). However, no sprinkler system was observed. Overall the building appears to be in average condition. Potential code issues include fire rating of walls/doors separating office from the work shop and lack of secondary exit doors. Reuse potential could be for light industrial, manufacturing and/or warehouse.

Building 376 - This is a 6,000 SF pre-engineered metal warehouse with an open front used for vehicle storage. The structure is located at the rear of **Building 343**. It is a relatively new building (1993) in average condition, although it lacks utility hook-ups. This building could either be finished or disassembled and relocated for reuse as a shop.

Other shop and garage facilities in the South End include:

Building 113 - This is the Carpenters' Shop used for making dunnage and crating for the shipping of munitions, weapons, etc. It is located at the western side of the administrative area of the South End and adjacent to a lumber storage yard, which has rail siding. It has masonry walls with an EIFS facade and a wood framed roof. The building was constructed in 1944 and contains 16,500 SF. There is a small office area, including a break room, with minimal finish of generally poor quality. The building has an individual oil-fired furnace, appears fully sprinklered, has adequate electricity (3 phase/400 amps) and a dust collector system. There is also a full assortment of wood working tools, equipment and machinery. Overall the building is in fair to poor condition, limiting its reuse potential.

Building 117 - This is the former heavy equipment and vehicle maintenance shop. It is a 19,900 SF masonry framed building, constructed in 1942. It has an EIFS facade that was upgraded in the mid-80s along with the roof cover. It has a wooden-truss roof system that is 16 feet high. However, the diagonal braces and bottom chords of two trusses are damaged, reducing the structural integrity of the building. Posts have been erected throughout the building as temporary bracing, affecting overall functional utility of the structure. A vehicle battery work area is separately partitioned (3 hour rating) in one corner of the shop. The building is equipped with three direct air-exchange systems (whose operating conditions are uncertain), a 1,000 gallon oil separator, a direct-vent vehicle exhaust collection system, a 7.5-ton hoist on telescopic arms and an air compressor. Heat is furnished from a central boiler plant (**Building 121**). Overall the building's condition is regarded as poor, primarily due to the uncertain structural integrity of the roof.

Building 118 - This vehicle maintenance shop, consisting of 18,928 SF, was built in 1942. It is a masonry/steel framed building in relatively average condition. Heat for this building is from the central boiler (**Building 121**) and no sprinkler system was observed. The building is equipped with air drops and exhaust ventilation plus an air compressor. Potential reuse for this building could include a vehicle maintenance shop or conversion to light industrial facility given the clear span.

Building 122 - This is the main shop and break room utilized by the staff of Engineering and Housing. It is an older (1942) masonry and steel framed building in average condition and contains 12,300 SF. Heat for this building is from the central boiler (**Building 121**) and no sprinkler system was observed. **Building 124**, an accessory to Building 122, is smaller (1,567 SF) and of similar construction and condition. Reuse as existing shop space is possible or perhaps conversion to light industrial.

Building 127 - This is a relatively unique building utilized for repairs to locomotives. It is a 6,160 SF masonry/steel framed structure that was constructed in 1942. The railroad tracks lead directly into the rear of the building. It is divided into three bays with overhead doors (13 ft. X 17 ft.) at the rear. Heat for this building is from the central boiler (**Building 121**) and no sprinkler system was observed. Reuse for this building, beyond its current use, is limited without renovations.

Building 138 - This is a one story, enclosed vehicle washing facility that is located in a fenced yard that has storage capacity for an estimated 300 vehicles. It is a 1,500 SF masonry framed building, constructed in 1984. Each end has two drive-through doors (14 ft. x 15 ft.) and collection drains. The building appears to be in below average condition and has minimal reuse potential beyond its current use.

Building 146 - This is a new (1992) 9,000 SF vehicle storage pole barn located in the engineering yard off the South End-Main. The building is constructed at grade, with a gravel floor, six drive-through doors and interior clearance of approximately 16 feet. There are no utilities, except electricity (single phase/200 amp). The building appears to be in average condition and reuse is limited to its existing use without additional finish and utilities.

Buildings 135 - This is an older (1956) cement asbestos/steel building containing 5,014 SF that is utilized for vehicle storage. This building appears to be in very poor condition.

b. Shops and Garages in the North End

There are six shops and/or garage facilities located in the North End, totaling 26,000 SF. Three of the buildings are in the Main Administrative area and are summarized as follows:

Building 746 - This building was designated as the Motor Pool and was used for servicing Military Police vehicles. This masonry/steel frame building was constructed in 1982. The building has a small portion marginally finished as an office/break room, stock room and restrooms including handicap fixtures. The garage area has four bays, including a vehicle maintenance pit, with an estimated ceiling height of 19 feet. There are five overhead doors (12 ft. X 12 ft.), pneumatic air-lines, air drops in each bay for vehicle exhausts and a two-ton traveling crane. It has its own individual oil-fired furnace and 3 phase/100 amp electric service. The building is confined within a fenced yard that has parking for 75 to 100 vehicles. Overall the building is in average condition, despite minor cosmetic details such as poor vinyl flooring and rusting metal door frames. It has reuse potential as a shop or a small warehouse, although its location may hinder its marketability.

Building 720 - This is a 4,282 SF masonry/steel framed vehicle maintenance facility that was utilized by Explosive Ordnance Disposal (EOD). This garage is in relatively poor condition as evident by roof leaks, deteriorating exterior siding and rusting metal door frames. A portion of the interior is finished with an eclectic assortment of materials

including oak paneling, lattice type ceiling, etc. However, it appears to be in relatively poor condition. There are five usable overhead doors (12 ft. x 12 ft.) and four other blocked-in openings. The overhead doors are also equipped with sliding canvas to cover the opening in the summer and allow some ventilation. There is also a storage area in the mezzanine. Steam heat is furnished from the central heat plant (**Building 718**). The current condition of the building and its isolated location may limit its reuse potential.

Building 732 - This is the Auto Hobby Shop used by military personnel to repair their own vehicles. It is a 1962 steel framed building, totaling 3,548 SF, that has two wash bays and four auto service bays including lifts. The building is fully sprinklered and heat is supplied from a central plant (**Building 718**). Overall its condition is regarded as fair to poor, limiting possible reuse potential.

The following shop/garage facilities are located within the confined area (Q Area) of the North End.

Building 819 - This is an 8,267 SF masonry/steel framed special weapons workshop, constructed in 1957. The building is in an isolated area of the North End and consists of two bays with ceiling heights of 12 and 16 feet, respectively, separated by sliding metal doors. A small portion is finished as office space judged to be in poor condition. The building has all utility hook-ups, including central air conditioning, and an individual forced warm air heating system. The building is also fully sprinklered and the larger bay is equipped with a 10-ton crane. In the front, there are two overhead doors, at grade, under an extended roof canopy. In addition, there are two other blocked-in openings. Upon inspection, roof leaks were noted at or near the roof drain. Overall the condition of this building is average to fair. Its reuse potential could be for light industrial, manufacturing and/or shop use, although its location may limit its marketability.

Building 813 - This is the Paint Shop building located behind the Special Weapons workshops (**815 and 816** - see Specialty Buildings) and abuts **Building 814** (see Warehouses). This is a masonry/steel framed facility, built in 1957, totaling 4,348 SF. This is a fairly open building with ceiling height of approximately 20 feet, equipped with state-of-the-art paint and sandblasting booths. The building has three separate heating systems and specialty ventilation/collection systems for the equipment. Other mechanicals include a wet sprinkler system and a 3 phase/225 amp electrical system. The building is considered in average condition and reuse potential will likely be as an accessory use to **Buildings 815 and 816** (Special Weapons).

Building 804 - This is the IDS-Security System Maintenance Shop. It is a masonry/steel framed building, constructed in 1957, consisting of 1,334 SF. The building has office type finish throughout, which is regarded as fair. It lacks suitable handicap accessibility and overhead loading doors. Overall the building appears to be in fair to poor condition.

c. Shops and Garages in Scattered Locations

There are five buildings in this category that are situated at scattered locations throughout the Depot.

Building 606 - This is the Entomology Facility which was utilized for the storage of herbicides and pesticides. It is a masonry/steel framed building, constructed in 1956, that contains 3,414 SF. The facility is divided into four workshop/storage bays including a built-up curb to contain spillage. The building utilizes its own septic field that cannot be assumed to be in compliance with local health regulation, since it may be contaminated from spillage. The general condition of the building is regarded as fair and its location is isolated, indicating minimal reuse potential, except perhaps to the Coast Guard which operates the nearby Loran Station.

Building 2076 - This masonry/steel framed building, consisting of 5,440 SF, was built in 1953. A portion of the building is used as a break room (kitchen, break area and restroom) for personnel working in **Building 2078.** The finish is typical and its condition is regarded as fair to poor as evident by the leaking roof at the rear of the building (closed off). Reuse potential appears limited without significant renovations.

Building 2078 - This old (1942) 7,500 SF masonry/wood framed workshop is utilized for ammunition demilitarization. The building has internal fire walls separating work areas and a roofed loading platform along the front. In terms of mechanicals, the building has all utility hook-ups, including its own central heat plant (Building 2079). The building has roofing materials made of cement asbestos, and overall appears to be in fair to poor condition with limited reuse potential.

Building 2104 - This is a masonry/wood framed building, constructed in 1951, that was recently renovated. The building, totaling 1,300 SF, is typically finished (vinyl floor covering, painted block and drywall) whose overall condition is above average. It is categorized in this group since it is utilized as a break room (restrooms, kitchen and dining areas) ancillary to shop/garage usage. The building has an individual well (water) and septic (sewer), oil-fired heating system and 100 amp electric service. Reuse potential includes small shop, office and/or service business, however its isolated location may inhibit the marketability of the structure.

Conclusions: There are a total of 26 shop facilities at the Seneca Army Depot of which most are regarded in fair, if not, poor condition. The three IPE shops and adjacent buildings are likely suitable for reuse as vehicle or equipment repair facilities, given their layout and existing equipment in each building. In addition, the Vehicle Maintenance Building (118) and Engineering Maintenance Building (124) may also be suitable, given their better condition. Buildings 746 and 813 in the North End are also in better condition, however

their isolated location may serve as a detriment to potential users. The remaining buildings have limited potential, primarily due to their poor condition.

4. Specialty Buildings

This category includes nine workshop type buildings, totaling almost 96,900 SF. These structures are regarded as specialty buildings due to certain design and/or mechanical features contained in these properties. Reuse potential for some of these buildings may be for research and development facilities, due to the presence of more sophisticated mechanicals and/or designs. Additional uses for some of these properties include light-industrial and/or manufacturing. However, most of the buildings are small (averaging less than 10,000 SF) limiting large scale reuses. Table 2-3 summarizes the number of Specialty Buildings, by location, at the Depot.

Table 2-3
Seneca Army Depot
Summary of Specialty Buildings

Existing Use	Specialty		Percent of	
Area of Depot	Bldg SF	#	Use SF	Total SF
South End	**32,681**	**4**	**33.7%**	**0.9%**
Main Administration	20,681	3	21.3%	0.6%
Warehouse	12,000	1	12.4%	0.3%
North End	**45,821**	**4**	**47.3%**	**1.2%**
Main Administration	8,700	1	9.0%	0.2%
Q Area	37,121	3	38.3%	1.0%
Scattered Locations	**18,393**	**1**	**19.0%**	**0.5%**
South Side of Depot	18,293	1	19.0%	0.5%
Total	**96,895**	**9**	**100.0%**	**2.6%**

Source: SEAD and RKG Associates, Inc.

Four structures in the South End are categorized as Specialty Buildings.

Building 306 - This is a 5,413 SF, masonry/wood framed building located in an isolated area on the western portion of the South End. The building was constructed in 1942 and is utilized as a workshop for quality assurances and maintenance of ammunition for transit. The building is divided by three exposed brick internal fire walls that separate an office/break room area from workshops, a shower room and tool storage area. An elevated loading platform runs along each side of the building, which is covered and also enclosed at the rear. There are two small overhead doors in the rear and old double wooden swing doors in the front. The office finish is typical and considered in fair condition due to noticeable roof leaks in the rear. The finish in the work area is marginal with sloped ceilings that peak at approximately 12.5 feet. In terms of mechanicals, the building has all utility hook-ups, including connection to a central boiler (**Building 308**). The work area is also

equipped with a manual deluge fire suppression system. There is also an accessory warehouse (**Building 307**) and an adequate yard area for parking (50± cars). Code issues include handicap accessibility. Overall the building is in fair condition. However, the roof covering contains asbestos cement. The building appears suited for assembly, light industrial and/or manufacturing of pyrotechnics and explosives. The condition and location of the building may limit its marketability to potential users.

Building 321 - This building is utilized for Quality Assurance and Instrument Calibration. It is located in the Warehouse/IPE area of the South End. This is a 12,000 SF converted masonry/wood frame building, originally constructed in 1942. The exterior facade is EIFS that appears to be in fair condition. There are few perimeter windows. About 50% of the interior is finished, which includes vinyl floor covering, drywall and painted block wall finish and a suspended ceiling that is in above average condition. This area is divided into two large laboratories or workshops (approximately 1,600 SF and 800 SF respectively) with support offices. The remainder of the building ranges from warehouse type space to partially finished office/break rooms. Each laboratory has separate environmental control air exchangers/ circulators in order to maintain a constant temperature at approximately 68 degrees. However, these mechanicals are situated in the middle of the work space, reducing the effective size of the finished area. The major heat source is the central plant (**Building 319**). Other mechanicals include a wet sprinkler system and 3 phase/600 amp electrical service. There is a five foot high loading platform along one side of the building, with two small overhead doors (8 ft. x 10 ft.). Code issues include handicap accessibility, fire rating of walls separating work areas/offices from storage areas, minimal number of emergency or secondary exits and flame spread of exposed insulation. Overall the building appears to be in average condition. Reuse potential includes R & D, light industrial or warehouse.

Buildings 311 and 367 - These two buildings were used for the disposal of small weapons (referred to as the "Popping Plants") and are therefore grouped in the Specialty category. Building 311 is an older (1942) masonry/wood framed building, having 11,628 SF. It is in very poor condition and demolition is recommended. Building 367 is a slightly newer (1961) masonry/steel framed structure that contains 3,640 SF. The "popping" equipment includes a deactivation unit or a blast furnace and conveyor system located at one end of the building. The equipment was recently computerized although it has not been tested. It is reported that the Army plans on removing the equipment, leaving a building "shell" that appears to be in fair to poor condition. In addition, there is a 2,000 gallon underground storage tank. The building appears to have minimal reuse potential without significant exterior and interior renovations.

There are four buildings in the North End that have been grouped in the Specialty category. Building 747 is in the Main Administrative area, and the other buildings (812, 815 and 816) are in the confined or Q area. Buildings 747 and 812 were abandoned in 1993.

Building 747 - This is an 8,700 SF concrete/block/steel framed building, constructed in 1982, and utilized for instruction, general maintenance and assembly of explosives and ordnance. Approximately 30% to 35% of the building is finished and utilized as office/training rooms. The

design and finish is typical (single load corridors; vinyl/carpet floors; painted drywall and concrete block; suspended ceiling), however the condition is poor as evident by mold and mildew. Interior cosmetic fit-up (floor covering, paint and ceiling tile) would need to be completed prior to reuse. Adding exterior windows should also be considered. The remainder of the building area is finished and divided into three workshop areas in relatively good condition. Of particular note is the large workshop area (4,000± SF) having high reinforce concrete walls (16 - 18 feet in height), traveling crane (2-ton capacity), pitched concrete floor and anti-static copper grounding bar. The loading area has separately partitioned storage sections on either side, plus combination heavy steel swing and roll-up doors (10 ft. x 10 ft.). In terms of mechanicals, it has its own heating system and 3 phase/600 amp electrical service. Code issues include handicap accessibility and inadequate secondary egress. The building is situated within a fenced yard and is in overall average condition. Research and development may be an ideal reuse potential for this building, although its location may be detrimental to marketing.

Building 812 - This multi-level masonry/concrete framed building, totaling 10,686 SF, was built in 1957. Since the facility was utilized as the command and response post for the military police, it was designed as a quasi-impenetrable fortress including such features as bullet proof windows, TV access controlled security entrance, and concave concrete barriers at each entrance. At grade, in the rear of the building, is a four bay garage with a wide overhead door (14 ft. x 10 ft.) and a concrete encased arms and weapons room. The upper level is typical office finish, in poor condition and in need of cosmetic repair. The basement level is reported to have similar finish, however, there were 6 to 8 inches of water at inspection (likely caused by the lack of electricity to the sump pump). In terms of mechanicals, the building had a new boiler installed prior to closing (although a portion appeared submerged), air conditioning in the office areas, an emergency generator and two radio towers. Code issues include handicap accessibility, especially since the main entry is elevated. This building is in average to fair condition and its unique design and previous use may be problematic for defining a reuse.

Buildings 815 and 816 - These are two separate earth-covered special weapons workshops that are joined in the rear by a double-load tunnel. Each building, constructed in 1957, is reinforced concrete framed with 4 to 8 feet of earth-cover. They total 26,435 SF (11,072 SF and 15,363 SF respectively) and have over 10,000 SF of temperature and humidity control workshops. Building 815 has a small portion utilized as an office/break room in the front with typical finish in generally fair condition. The open workshop has clearance height of nearly 13 feet and is equipped with three 2-ton traveling cranes. Building 816 has a longer workshop with clearance height of approximately 20 feet. There is office area at the side and a break room, on the mezzanine level, that appears to be in fair condition. The shop in 816 is equipped with four 6-ton omni-directional traveling cranes, four 2.5-ton monorail hoists and a copper ground bar on the side walls. Each end is equipped with 4 inches thick, steel blast doors (accordion and sliding) and has a metal framed, shed appendage with drive-through overhead doors capable of handling a tractor-trailer.

The buildings share mechanicals in terms of electric service (3 phase, 1,600 amps furnished by 3 transformers) plus a 300 amp emergency generator, a central air compressor and pneumatic feeds,

oil-fired (6,000 gallon underground tank) force warm air furnace with exhaust fans, vents and air exchanger. Potential code issues, depending on reuse, include handicap restroom facilities and inadequate secondary egress. Overall the buildings appear to be in average condition and it must be assumed that any radioactive and/or hazardous materials have been removed from the structures. Because of their quasi-subterranean design and remote location, reuse potential may be difficult to define. In addition, exterior maintenance may likely be costly. These buildings, however, could possibly be used for research & development or specialized light industrial, manufacturing and/or warehouse space, given the constant environment that can be maintain.

There is one Specialty Building in a scattered location.

Building 612 - This is a conventional ammunition maintenance workshop in an isolated location on the southeastern portion of the Depot. It is an 18,393 SF, masonry/steel framed building constructed in 1954. It consists of a typically finished small break/office area including restrooms with showers. It is estimated that the office area is less than 2,000 SF in size. The remaining 16,400 SF is a large open workshop centrally divided with 14 individual work stations for assembly. Equipment includes two conveyer systems that circulates parts/material around the work areas, a monorail paint and drying system, two monorail 1-ton hoists and a powder exhaust system including new stainless steel duct work to **Building 610**. The building is also equipped with a central air compressor and pneumatic lines, a blast shield station and a new automatic (and manual) deluge fire suppression system on ultra-violet sensors. Mechanical features include heat from a central plant (Building 609), explosion proof light fixtures and 3 phase/400 amp electric service. The exterior is EIFS, the perimeter windows have relief cages and the building is grounded. There are rail sidings and covered loading platforms at each end of the building. Overall the building is in fair condition, due in part to a number of roof leaks around vents. Code issues include fire spread rating of walls/doors between the break area and the workshop, insufficient number of secondary egress doors, and ADA compliance with entry and restrooms. The building appears to be suited for reuse as assembly, light industrial and/or manufacturing of pyrotechnics and explosives. However, its remote location may limit potential reuses.

Conclusions: Of the nine buildings categorized as Specialty, only five appear to have reuse potential for R & D, light industrial and/or manufacturing. However, the isolated location and unique design of most of these buildings may deter their marketability and thus limit reuse.

5. Residential Buildings

At Seneca Army Depot, residential uses are divided into three areas. At the South End there are 45 buildings, totaling 183,500 SF that consist of a mix of ten single family residences, thirteen duplex buildings and 22 four-plex buildings, for a total of 124 dwelling units. At the North End, there are four dormitory buildings, totaling nearly 116,000 SF that housed 450 military personnel. The Lake Housing area has a total of 77 single family residences totaling about 120,800 SF. The residential usage is summarized in Table 2-4.

Table 2-4
Seneca Army Depot
Summary of Residential Buildings

Existing Use	Residential		Percent of	
Area on Depot	Bldg SF	#	Use SF	Total SF
South End- Elliot Acres	**183,538**	**45**	**43.7%**	**4.9%**
North End - Main	**115,964**	**4**	**27.6%**	**3.1%**
Lake Housing - Residential	**120,791**	**77**	**28.7%**	**3.2%**
Total Buildings	**420,293**	**126**	**100.0%**	**11.2%**
Source: SEAD & RKG Associates, Inc.				

a. Elliot Acres

There are 124 residential units within 45 buildings at Elliot Acres. A sample of units was inspected, although there are a variety of different layouts and styles. The major characteristics of the housing of Elliot Acres are summarized in Table 2-5.

Table 2-5
Housing Characteristics of
Elliot Acres

Type	Bldg	Units	Total SF	AVG SF
Single Family	10	10	19,164	1,916
Duplex	13	26	46,338	1,782
Four-Plex	22	88	118,036	1,341
Total	45	124	183,538	1,480
Source: SEAD and RKG Associates, Inc.				

Single Family - There are 10 single family residences, initially built in 1960, that are located at the horseshoe end of either Quarters Drive or First Avenue. Since these homes were used by higher ranking officers, their level of finish is generally better than the apartments used by non-commission officers and enlisted personnel. Basically there are two styles of single family residences in Elliot Acres. Five homes **(Buildings 202, 207, 214, 215 and 216)** are

single level, 1,800 SF structures with 2 bedrooms, 1 bath and a carport. There are five homes **(Buildings 203, 204, 205, 206 and 217)** that are one level, having approximately 2,000 SF including 3 bedrooms, 2 baths and a carport. Based on the inspections of Buildings 203 and 215, the following observations are made.

The single family residential units are typically wooden framed buildings on a concrete slab (no basement) with a combination brick/vinyl exterior facade with wooden, single glazed, double-hung windows including combination storm/screen sashes. The exterior doors are generally wooden with metal storms. The roof is slightly pitched with an asphalt roll covering.

The interior finish consists of vinyl tile floor covering, painted drywall on walls and ceilings, and economical trim work. Floor covering was reported to contain asbestos materials. The kitchen includes modern type cabinets and appliances plus a washer/dryer hook-up. Bathroom fixtures included cast iron tubs and vanities. Electrical ceiling fixtures appear modern. Mechanical systems include an individual oil-fired warm air system, vented via a metal chimney plus an underground fuel oil storage tank. Overhead electrical service appears sufficient (150 amps).

The condition of the exterior is generally mixed and is regarded as fair, despite the poor condition of the roofs. The interior was regarded as fair due in part to noticeable cracks in the ceiling and worn floor covering.

Duplex - The 13 duplex buildings (26 units) are also located on Quarters Drive and First Avenue among the single family residences. There are four different building designs with individual units ranging from 1,500 SF to nearly 2,600 SF. Eleven of the duplex buildings are one story and the other two have 2-levels offering townhouse-style apartments. Unit layouts in the one-story duplexes range from 1,600 SF apartments with 2 bedrooms, one bath and a carport (**Buildings 211, 213, 218, 221 and 223**) to 1,750 SF units with 3 bedrooms, 2 baths and a carport (**Buildings 210,212,219 and 222**). There are two different varieties of two story duplex apartments that range from 1,526 SF units with 3 bedrooms, full bathroom upstairs and two lavatories downstairs (**Buildings 200 and 201**) to 2,558 SF units, having 3 bedrooms, 1.5 baths and a fireplace (**Buildings 208 and 209**). However, the latter are older (1942) and are reported to contain a high level of asbestos. The presence of asbestos may delay reuse until the required abatement is completed.

Based on inspections of Unit B in Building 211 and Unit A in Building 213, the following observations were made. The duplex buildings are similar in exterior finish and materials as the single family residences. Overall the condition of the exterior appears fair, due in part to the poor appearance of the roof. Also, the interior finish has similar characteristics, however conditions vary among the units. Floor covering was reported to contain asbestos materials. In addition, each unit in a duplex share an underground fuel oil storage tank.

Four-plex - The 22 four-plex buildings are primarily located along East Patrol Road, south of the other residential units in the South End and parallel to Route 96. These buildings are similar in design offering townhouse units (two levels), built in 1960, that were primarily occupied by non-commissioned officers and their families. Nineteen four-plex buildings (**Buildings 224 through 242**) are virtually identical in unit mix and layout. Each building has two end units (A & D) with approximately 1,200 SF of living area, including 2 bedrooms with one full bath. The two middle units (B & C) have approximately 1,225 SF of living area including 3 bedrooms plus one full bathroom and 2 lavatories (half baths). The remaining three four-plexes (**Buildings 243, 244 and 245**) are slightly larger (5,300 SF to 5,900 SF) and vary in unit layout and number of unit types per building. Building 245 contains four similar sized, three bedroom apartments whereas Buildings 243 and 244, have larger four bedroom units and smaller two bedroom units, by incorporating an extra bedroom from the adjacent apartment. Consideration should be given to repartitioning these two buildings so that all units are similar in size (3 bedroom), like Building 245.

Based on the inspection of Units 243-A & C and 244-C, it appears that the quality of finish and materials in the four-plexes is slightly inferior to that of the duplex or single family units. The overall condition is mixed, although a majority appear fair though some are in poor condition. Also, most units in a four-plex building share an underground fuel oil tank and floor covering was reported to contain asbestos materials.

Conclusions: The distribution of housing in Elliot Acres by different unit types is summarized in Table 2-6 on the following page.

Table 2-6
Elliot Acres
Distribution of Housing Units by Type

Unit Type	Units	Flrs	Unit SF\1.	Bath	Carport
Single Family	**10**		**19,164 \2.**		
2-bdrm	5	1	1,806	1	Yes
3-bdrm	4	1	2,000	2	Yes
3-bdrm	1	2	2,134	2	Yes
Duplex	**26**		**46,338 \2.**		
2-bdrm	10	1	1,600	1	Yes
3-bdrm	4	2	2,600	1.5	No
3-bdrm\3.	4	2	1,650	2	No
3-bdrm	8	1	1,750	2	Yes
Four-plex	**88**		**118,036 \2.**		
2-bdrm	38	2	1,200	1.5	No
2-bdrm	3	2	1,250	1.5	No
3-bdrm\3.	38	2	1,225	2	No
3-bdrm\3.	6	2	1,400	2	No
4-bdrm\3.	3	2	1,500	2	No

\1. Approximate Living Area
\2. Total Gross Area
\3. One Full, Two Half Baths

Source: SEAD and RKG Associates, Inc.

In terms of reuse potential the one-level design of the single family and duplex buildings appear well suited for elderly or retirement type housing. The townhouse units in the four-plexes appear suited for either apartments and/or condominiums. However, exterior maintenance including new roof covering and interior cosmetic repairs will be required. Code issues, such as underground tanks and asbestos, also need to be addressed as well as the possible presence of lead-based paint.

b. Residential Uses in the North End

There are four multi-level barracks in the North End that were formerly occupied by 450 military personnel. These buildings were designed for military use and interior finishes are typically "Spartan" with limited features. In most instances, the first level (or at least a portion) was utilized as support offices and therefore have a slightly higher degree of finish. The upper levels are basically dormitories that vary in layout and room design ranging from bunk-rooms with common restroom/shower facilities, bunk-rooms with private baths, to "suites" where two units share an adjoining bathroom. The rooms were designed to house anywhere from one to four persons, depending on the size of the room and rank of the occupant(s). The central corridors are typically single load (less than 6 feet wide), stairways

and entrances are utilitarian in finish, and none of the barracks have elevators and/or mechanical lifts. Typically the floor covering is vinyl tile, walls are painted concrete block and the ceilings are painted but exposed (except on the first level and in corridors).

The barracks have been vacant since 1993 with the first levels boarded-up, mechanicals turned off (including heat) and minimal maintenance performed. Overall the interiors are regarded as poor due to the condition of cosmetic items such as loose floor coverings and peeling paint. Also, the buildings lack individual heating systems. Heat was previously furnished via steam pipes (under the sidewalks) from **Building 718**. Code issues are handicap accessibility and possible unknown presence of lead-based paint. The following is a brief description of each building.

Building 702 - This is a two story, mixed use (office/residential) masonry framed building, constructed in 1954, consisting of 18,278 SF. The first level (5,110 SF) has typical office finish and formerly was utilized for administrative purposes, community counseling and as a library. The upper level, or Bachelor Officer Quarters, contains 20 rooms with 10 shared bathrooms off a common corridor (double load). There is also a community room and washer/dryer facilities. The exterior condition is regarded as fair due in part to structural damage to the concrete overhang. The interior requires new cosmetic finish for floors, walls and ceilings.

Buildings 704 and 708 - These are virtually identical three story enlisted personnel barracks that were initially constructed in 1957. They are masonry/steel framed buildings with EIFS exterior facades and insulated double hung mullion windows. The facades are considered in average to fair condition as evident by flaking stucco and discolored patches. Each floor has a central, single load, corridor with stairways at either end plus two offsets at either side of the center. Room layouts and sizes vary by floor, but generally each floor has two community bathrooms with showers, partitioned with a high level of stainless steel dividers. A few rooms on some levels share a bathroom. Other features include washer/dryer facilities, community rooms and cable TV connection for each room. The interior condition is considered poor.

Building 703 - This is a three story masonry/steel framed structure, built in 1982, containing 40,572 SF. The building is connected to **Buildings 704 and 708**. The floors are not at the same height, resulting in ramped corridors on each level of this building. The first floor has typically finished offices on either side of the corridor, a mail room and boxes off the entry, and a secured weapons room. The residential rooms on the upper two levels were occupied by 2 to 4 persons (bunk beds), slightly larger than the other barracks and all contain a private bathroom. The upper two floors have a community room and washer/dryer facilities. Each room has access for cable TV and emergency night-lights at the doors.

Conclusions: The potential cost to upgrade cosmetic conditions, install individual heating systems and correct code issues at these barracks may preclude reuse that is financially

practical. Also, significant renovations and upgrades would be require to convert them to office, hospitality or residential care facilities. Additional code issues for other types of uses would also have to be addressed.

c. Lake Housing Area

There are 77 single family housing units located off East Lake Drive on the western side of the Depot. The housing in this area has been divided into four groups for the purpose of this analysis. The groupings includes the five farmhouses along Colonel Drive, the Lake Cottages (21 homes located along the shores of Seneca Lake), contemporary housing (30 newer building constructed in 1990), single family homes along Flac Drive, and the Guest Homes (21 modular units off Liberator Road). Table 2-7 provides a summary of the general characteristics of Lake Housing at the Seneca Army Depot

Table 2-7
Housing Characteristics of
Lake Housing

Type	#	Total SF	AVG SF	Det Gar	Total SF	Year Blt.
Farmhouse Style	5	13,037	2,607	3	1,846	1942
Lake Cottages	21	25,767	1,227	17	6,347	1942
Contemporary	30	65,708	2,190	--	--	1990
Subtotal	56	104,512	1,866	20	8,193	
Guest Houses	21	16,279	775	--	--	1970/80s
Total	77	120,791	2,641	20	8,193	

Source: SEAD and RKG Associates, Inc. Note: Det Gar = Detached Garage

Farmhouses - There are five older farmhouse style homes (**Buildings 2401, 2403, 2404, 2406 and 4208**). They vary in size and design, and are situated around Colonel Drive, overlooking Seneca Lake. It was reported that four of these homes where relocated to Colonel Drive in the early 1940s during the construction of the Depot and the Sampson Naval Station. All the homes have two-stories, a basement and range in size and unit layout from a 1,846 SF, 2 bedrooms plus one bath home that shares a garage to a 4,130 SF, 4 bedrooms, 3 baths, home with a fireplace and a two car garage. These homes are assumed to be in average to very good condition, based on their exteriors.

Lake Cottages - There are 21 scattered single family homes and 17 detached garages, that line the shores of Seneca Lake. These cottages also were reported to be utilized initially as living quarters for personnel stationed at the Sampson Naval Station. Each of these buildings vary in style and design, and have been boarded up since 1993. There are twelve (**Buildings 2412, 2418, 2425, 2426, 2427, 2429, 2438, 2441, 2446, 2448, 2450 and 2452**) single level, 2-bedrooms, one bath cottages that range in size from 780 SF to 1,266 SF having an average of 1,064 SF. There is one (**Building 2453**) single level, 2 bedrooms, 1.5 baths cottage,

having 1,333 SF. In addition, there are four (**Buildings 2419, 2421, 2423 and 2432**) two-story cottages with two-bedrooms and one bath, ranging in size from 1,302 SF to 1,761 SF having an average of 1,469 SF.

There are four three-bedrooms, one bath cottages that also vary in size and levels. **Buildings 2415 and 2443** are one story design, containing approximately 1,150 SF and 1,250 SF, respectively. **Buildings 2414 and 2437** are two stories in height and have 1,698 SF and 1,815 SF, respectively.

Many of these cottages have an enclosed and/or attached sun porch, some have fireplaces, and all have a direct waterfront and/or water view locations. Also, there are seventeen detached garage buildings that range from a one-car structure of 229 SF to a two-car facility of 600 SF. This equates to an overall average of nearly 375 SF, indicating that many may be designed for two cars.

Based on the inspection of Buildings 2415 and 2421, the following observations are made. These cottages are typically wooden framed buildings on a concrete block foundation or concrete piers. The exteriors are typically vinyl sided with aluminum, single glazed, double-hung windows including combination storm/screen sashes. The exterior doors are generally wood and/or metal doors, typically with storms. The roof is gabled with an asphalt shingle covering.

The interior finish is mixed with vinyl and wood floor coverings, painted drywall on walls and ceilings, and wood trim work. The kitchen included modern cabinets and appliances plus a washer/dryer hook-up. Bathroom fixtures included fiberglass tub/shower combination units and vanities. Mechanical systems include an individual oil-fired hot-water/steam system, underground storage tanks and electrical service appears adequate (100 amps). In general, these homes are older seasonal cottages that have been winterized, as sometimes reflected by exposed heating pipes and other mechanicals.

Exterior and interior conditions vary from average to fair depending on the cottage. A damaged ceiling was observed in a bedroom, caused by roof leaks. Overall the cottages appear in fair condition, given their age. In spite of their condition, their location along Seneca Lake is ideal, making them potentially marketable as second homes. However, since the cottages have been vacant for almost three years, an exterior/interior cosmetic maintenance and repair program may need to be undertaken.

Contemporary Homes - There are thirty recently built (1990) homes along Flac Drive that appear in good condition and most of which are currently occupied. There are two basic designs: two-bedrooms, one bathroom split ranch; and four-bedrooms, two and a half baths, two-story colonial. In total, there are 13 split ranch homes, nine that contain 1,976 SF (**Buildings 2491, 2492, 2494, 2495, 2498, 2499, 2500, 2501 and 2504**) and four residences having 2,096 SF (**Buildings 2493, 2496, 2497 and 2502**). Also, there are ten colonials

having 2,288 SF (**Buildings 2507, 2509, 2511, 2512, 2513, 2514, 2515, 2519, 2521 and 2523**) and seven homes with 2,380 SF (**Buildings 2505, 2508, 2510, 2516, 2517, 2518 and 2520**). Based on the inspection of Buildings 2498 and 2518, the following observations are made.

The contemporary housing have full foundations of poured concrete, a vinyl sided exterior facade and gable roofs with asphalt shingles. Windows are typically vinyl clad, double hung units with combination aluminum storms and decorative shutters. Exterior doors included wooden entry doors with storms, and metal sliders. Each home has an attached one-car garage and partially covered main-entry.

The interior finish includes carpet and linoleum floor coverings, painted drywall for walls and ceilings, and wood trim work. The kitchen included modern cabinets and appliances plus a washer/dryer hook-up. Bathroom fixtures included fiberglass tub/shower combination units and modern vanities. Mechanical systems include an individual oil-fired forced warm air system and electrical service appears sufficient (150 amps). In general, these homes are in very good shape and are in close proximity to the lake (although limited view). These homes are likely marketable as permanent residences, although some buyers may use them seasonally.

Guest Houses - There are 21 mobile homes at the Lake Housing area, that vary in size and age, most with a partial view of Seneca Lake. There are ten 2-bedroom, mobile homes (**Buildings 2470, 2471, 2472, 2474, 2475, 2476, 2478, 2480, 2481 and 2484**) all of which are older (circa 1972-1976). These modular homes range in size from 500 SF to 768 SF, having an average of 647 SF. There are also eleven 3-bedrooms trailers (**Buildings 2479, 2482, 2483, 2486, 2487, 2488, 2489, 2490, 2524, 2525 and 2526**) nine of which are relatively new (1988 to 1992). These mobile homes range in size from 768 SF to 980 SF, having an average of 892 SF. The overall condition of these properties vary due to age and usage. In general the more recently built mobile homes are in better condition than the older ones.

These homes are rented out on a nightly/weekly basis, generally during the summer season. Each modular is fully furnished with kitchen appliances, some utensils and a TV. In addition, there are eight campsites, a central playground, picnic tables and grills.

Conclusions: The distribution of housing at the Lake Housing area, by different unit types and styles, is summarized in Table 2-8 on the following page.

Table 2-8
Lake Housing
Distribution of Housing Units by Type

		Approximate Living Area		
Farmhouse Style	**#**	**Low SF**	**High SF**	**AVG SF**
2-Bdrm/1 ba/2 levels	1	--	--	1,846
3-Bdrm/1 ba/2 levels	1	--	--	2,184
3-Bdrm/1.5 ba/2 levels	1	--	--	2,204
4-Bdrm/1.5 ba/2 levels	1	--	--	2,700
4-Bdrm/3 ba/2 levels	1	--	--	4,103
Total\1.	**5**	**13,037**		**2,607**
Cottages with 17 detached garages \2.				
2-Bdrm/1 ba/1 level	12	780	1,266	1,064
2-Bdrm/1.5 ba/1 level	1	--	--	1,333
2-Bdrm/1 ba/2 levels	4	1,302	1,761	1,469
3-Bdrm/1 ba/1 level	2	1,150	1,250	1,200
3-Bdrm/1 ba/2 levels	2	1,698	1,815	1,757
Total\1.	**21**	**32,114**		**1,529**
Contemporary				
2-bdrm/1 ba/Split	9	--	--	1,976
2-bdrm/1 ba/Split	4	--	--	2,096
4-bdrm/2.5 ba/2 levels	10	--	--	2,288
4-bdrm/2.5 ba/2 levels	7	--	--	2,380
Total\1.	**30**	**65,708**		**2,190**
Guest Houses (Modular)				
2-bdrm/1 ba	10	500	768	647
3-bdrm/1 ba	11	768	980	892
Total	**21**	**16,279**		**775**

\1. Including Garages
\2. Garage SF not included in Unit Sizes

Source: SEAD and RKG Associates, Inc.

There is a diversified stock of single family units at the Lake Housing area. Most are in marketable condition and in close proximity to Seneca Lake, a natural amenity. The modular homes (Travel Park) are situated on a knoll and some have water views. Consideration could be given to relocating the mobile homes and preparing the sites for permanent homes, although the seasonal success of the Travel Park could be a better alternative. Consideration could also be given to expanding the operation of the Travel Park by including the rental of the lake cottages (perhaps on a year round basis). The other remaining homes could likely be marketed as permanent homes, although some may be purchased for seasonal occupancy.

6. Office Buildings

There are fifteen structures categorized as office buildings at the Depot, totaling 117,050 SF. As discussed earlier there are two mixed use buildings (323 and 702) that have portions of the structure which are used for offices. The buildings consists of 20,500 SF and 5,110 SF, respectively. These two buildings increase the total office area at the Depot to 142,661 SF or 3.8% of the total inventory.

In general, most of the office buildings at the Depot display a fairly high level of finish and some of these structures may be suitable for reuse by the private sector. Typical finish includes vinyl tile and/or carpet floor covering, painted, papered and/or paneled wall coverings, and suspended ceilings. Only some offices have central air conditioning and a few have specialty features, such as anti-static flooring, communication lines, etc. In addition, most buildings have utilitarian finish in public areas such as stairways, entries and restrooms, well below the standards set in the private market. Most office buildings also lack handicap accessibility and restroom fixtures. Also, the multi-level properties (**Buildings 101 and 701**) lack elevator and/or mechanical lift devices. Some of the larger office buildings lack double load corridors (6 feet or greater) which is common in modern office construction. Field inspection determined that most office properties had adequate parking areas adjacent to the buildings. Summarized in Table 2-9 are the existing office properties at the Depot.

Table 2-9
Seneca Army Depot
Summary of Office Buildings

Existing Use Category	Office		Percent of	
Area on Depot	Bldg SF	#	Use SF	Total SF
South End	**94,758**	**8**	**66.4%**	**2.5%**
Main Administration	74,258	8	**52.1%**	**2.0%**
Warehouse \ 1.	20,500	0	**14.4%**	**0.6%**
North End	**47,903**	**7**	**33.6%**	**1.3%**
Main Administration \ 1.	38,697	5	**27.1%**	**1.0%**
Q Area	9,206	2	**6.5%**	**0.2%**
Total Buildings	**142,661**	**15**	**100.0%**	**3.8%**

\1. Bldg SF includes office area in Bldg. 323 & 702; Count (#) does not.

Source: SEAD and RKG Associates, Inc.

For this analysis office buildings were further classified into two groups: office buildings less than 5,000 SF as well as larger office properties. The smaller buildings may be marketable to local professional and/or medical users, while the larger buildings may be more suitable for corporate or back-room offices, multi-tenant offices, or even educational purposes.

a. Office Buildings in the South End

There are four office buildings in the South End that are greater than 5,000 SF, excluding the office space in Building 323 which was described earlier. The following is a brief description of each property.

Building 101 - This building, the Depot Headquarters, is utilized by the Depot Commander and the LRA. It is a two story masonry/steel framed building, constructed in 1942, that is situated just south of the main gate. The property consists of 14,722 SF which includes the finished basement area. The first level has a central entry (double load) and stairway with offices on either side, the second level has perimeter offices, and the lower level has a large conference room. In terms of mechanicals, the building has an individual oil-fire steam heat system, a humidity control system, but no central air conditioning. There are restroom facilities on each floor but they lack handicap fixtures. There is also an emergency generator to back up the 3 phase/400 amp electric service. Interior finish varies between offices and overall the building is considered in average condition. Code issues include handicap accessibility, fire spread rating of walls/doorways and secondary egress.

Building 115 - This is a one story 14,154 SF masonry/steel framed converted warehouse building, originally constructed in 1942. The building is utilized by three tenants (DFAS, Record Management and MIS) each having large core offices off a central corridor (double load) with small support offices. The building has individual restrooms that lack handicap facilities. Other code issues include fire spread ratings of walls/doors and sufficient secondary egress. However, a handicap ramp exists on the north side of the building. There are elevated loading platforms on each side of the building with portions deteriorating. This may present a safety issue. Heat is furnished from the central steam plant (**Building 121**) and air conditioning, provided by outdoor units, cool the computer room. Overall the building appears to be in average to good condition.

Building 116 - This is a one-story 13,467 SF masonry/steel framed converted warehouse, constructed in 1942. It is a central corridor (double load) office building, subdivided into three major office components. The building has individual restrooms including handicap fixtures. There are elevated loading platforms on each side of the building. However, sections of the loading platforms are deteriorating. Overall the building appears to be in good condition, although it lacks an individual heating system.

Building 106 - This one-story 11,063 SF office building was built in 1977 as the Health and Dental Clinic for the Depot. This building has a good layout with a central administrative and waiting area, an interior core of laboratories and work areas, plus perimeter offices/exam rooms off a double wide corridor. Specialty rooms include an x-ray room (assumed to have lead shielding), dark room and secured pharmacy.

The building has been closed (and remained unheated) for over two years. This is reflected in its interior condition, which is relatively poor (vinyl sheeting curling, mold and mildew stains on walls and ceiling tiles appear drooping and/or collapsed in sections). The building has an individual oil-fired heat system and central air conditioning. At the rear there is a heated, 2 bay garage for ambulances, which also has a chemical decontamination area. Code issues include secondary egress and fire rating of the corridors. Overall the condition is fair, given the amount of interior fit-up required. In addition, exterior maintenance (caulking/sealing) should be performed to prevent moisture from penetrating the block wall. Without exterior maintenance structural damage could occur.

Building 309 - This 8,241 SF wood framed building, constructed in 1944, was the former containment building used to detain protesters during the 1980s Peace Camp Demonstrations. The building was also used, sporadically, as a bunk house by the Reserves. It has a central office core and a few perimeter offices. In the rear is the containment area which has been partitioned and covered with metal wire. The building has an individual heating system, however its condition is relatively poor, indicating that only minimal reuse will be possible without renovations.

There are three smaller office buildings in the South End.

Building 123 - This is a 5,096 SF masonry/steel framed structure built in 1942 and used as the administrative and office area for the Department of Engineering and Housing. The building contains a large central office area with a few perimeter offices. Of special note is the plan storage closet that is equipped with sets of plan drawers, floor to ceiling. Heat is provided by the central plant. Code issues include ADA compliance. Overall the building is in fairly good condition.

Building 125 - This is a 4,260 SF masonry/steel framed building constructed in 1942 and used as administrative offices. Heat is from the central plant. Code issues include ADA compliance. Overall the building appears to be in good condition.

Building 119 - This is a 3,205 SF masonry/wood framed building, adjacent to the Vehicle Maintenance Garage (118). It was constructed in 1943 and utilized as the Dispatch Office. It has a center corridor with office/break rooms off each side. Heat is furnished from the central plant (121). Overall condition appears fair. However, renovations would probably be necessary for reuse.

b. Office Buildings in the North End

In the North End there are two large office properties (exclusive of Building 702, discussed earlier in the Residential Buildings section) and five smaller office properties.

Building 701 - This is a two-story 14,280 SF masonry/steel framed building, constructed in 1956, that was previously utilized as the Post Headquarters and Communications Center. The building has a center entry that leads to a five foot wide central corridor (single load) with two off-center stairways. There are a few large open offices (500 to 800±SF) throughout the building, however most are generally smaller (100 to 300±SF). Features include a raised anti-static floor with a halon fire-suppression system in the computer area; secured entry vault area; former legal office with built-in shelves and cabinets; and an emergency generator. Heat was furnished via the central plant (**Building 718**) and air conditioning is only in the computer office. Code issues include ADA accessibility and lack of elevator or lift. Overall the condition of the building is regarded as fair, however the main entry is in very poor condition and will require significant cosmetic renovations.

Building 724 - This is a 9,000 SF, masonry/steel framed building constructed in 1952, which was partially finished and utilized as the Commissary Office and Vet Clinic. Three other tenants also occupied portions of the building and the level of interior finish varied drastically between users. Heat was supplied via overhead steam pipes from the central plant (718) and no air conditioning was observed. Overall condition is considered fair to poor, due in part to the eclectic use of materials and poor interior conditions caused by roof leaks. Reuse potential appears limited for this building without significant investment.

There are five smaller office buildings in the North End, two of which are in the Q area.

Building 710 - This is a 3,280 SF masonry/reinforced concrete framed building, constructed in 1956, located at the western gate to the North End. It was previously utilized as the Security and Badge Office. The front section of the building was remodeled including new windows, entry and handicap ramp. Interior conditions appear fair, due to the varying degree of materials and well-worn floor covering in the unrenovated section. At the rear is a special security office (200±SF) with a unique metal entry door and air conditioning (due to lack of windows). There is a parking area at the front of building for approximately 25 cars plus additional parking in the rear. However, the Depot perimeter fence starts at each end of the building preventing access. Heat is from the central plant (718). Overall the building is in fair condition, and its reuse potential appears limited without renovations.

Building 729 - This is a 4,620 SF masonry/steel framed building that was constructed in 1956 and utilized as security police headquarters. The building, located adjacent to the main entrance of the Q area, has a variety of different size offices including a large assembly room. It has an individual heating system plus a radio tower. At the side of the building is a parking area for an estimated 35 cars. Overall the building appears to be in fairly poor condition, due in part to interior damage caused by a roof leaks, limiting its reuse. **Building 749**, Canine Corp Office/Kennels, is directly across the street. It is an 800 SF building with outdoor kennels, reported to have heated pads.

Building 750 - This is the former Army Community Service office building, that was constructed at grade, in 1986. It is a masonry/wood framed building, totaling 2,407 SF. The interior consists of different size offices including a full kitchen with oak cabinets and restrooms with handicap fixtures. The interior appears to be in fairly good condition, despite a few water marks on the ceiling. However, a few problems were noted on the exterior. Roof shingle have buckled and the stucco is cracked and noticeably missing in areas around windows/doors. It has an individual heating system, however there is no air conditioning. Code issues include the lack of an internal fire alarms and smoke detectors. The building has adequate parking for 60± cars in an adjacent lot. Overall the building seems in average condition, however reuse may be difficult due to its isolated location.

Building 802 - This is the Special Weapons administrative building located just inside the Q area. It is a 5,206 SF masonry/reinforced concrete framed building constructed in 1956. There is a large central office area with smaller perimeter offices. There are separate restrooms, although none of them have handicap fixtures. The building has an individual oil-fired heat system and 3 phase/200 amp electric service. Of note are the roof leaks in a rear office and around the chimney. In addition, there appears to be structural damage to the roof overhang. Overall the building appears to be in fair condition, but some repairs and cosmetic upgrades will be required for reuse.

Building 806 - This is a 4,000 SF pre-engineered metal building, built in 1956, that had been finished and utilized as administrative and training offices. It has an individual oil-fired heating system. The building is in relatively poor condition.

Conclusions: Out of the 15 office buildings at the Depot, only six appear in average or better condition. However, most of these buildings lack individual heating systems and a number of code issues were noted that may deter potential users. Almost all the office buildings in the North End are in fair or worse condition and somewhat isolated, thus reducing their potential marketability.

7. Community and Recreational Buildings

There are fifteen community and recreational buildings located at the Depot. The majority are located in the North End in order to service and support the large number of military personnel stationed in this portion of the site. Reuse potential for these facilities, as they exist, are generally difficult due to the lack of critical mass to support their operation. At some former military installations community groups and/or municipal organizations have acquired these facilities. However, the use of these facilities for community related activities may be difficult due, in part, to the remote location of some of these buildings. Table 2-10 summarizes these buildings by areas on the Depot.

Table 2-10
Seneca Army Depot
Summary of Community and Recreation Buildings

Existing Use	Rec/Cmty		Percent of	
Area on Depot	Bldg SF	#	Use SF	Total SF
South End - Main Admin	14,746	2	18.8%	0.4%
North End - Main Admin	58,725	8	75.0%	1.6%
Lake Housing	4,796	5	6.1%	0.1%
Total Buildings	78,267	15	100.0%	2.1%
Source: SEAD and RKG Associates, Inc.				

a. Community and Recreation Buildings in the South End

There are two Community service buildings in the South End. **Building 103**, constructed in 1942, is a multi-level masonry framed building that is used as the Depot Fire Station and the Security Patrol Office. The building has 11,526 SF including a finished basement with an elevated recreation room and a common room for fire department personnel. There are office and training rooms on the upper levels including a dispatch room and a 3 bay garage. For mechanicals it has its own oil-fired heating system, 3 phase/400 amp electric service and an emergency generator. Code issues include secondary egress, ADA compliance and no mechanical lift or elevator. Overall the building appears to be in below average condition. Potential reuse could be as a fire and/or police building. Additional reuses could include shop/garage, although the building contains a great deal of office space.

Building 126 - This building is the Youth Center that is located adjacent to a small park in the South End. It is a newer (1980) 3,220 SF pre-engineered metal building with perimeter windows that is completely finished with vinyl flooring, drywall/paneled walls, and suspended ceiling. The building is mostly open on the interior, has its own heat source including central air conditioning. Overall the building is in average condition and has reuse potential as a small office.

b. Community and Recreation Buildings in the North End

There are eight community and recreation buildings in the North End.

Building 705 - This is an older (1959) masonry/steel framed building that consists of two sections. The front portion of this 11,839 SF building was utilized as the former Recreation Center for the North End. This portion contains about 8,000 SF and is primarily divided into two large sections. The first is a large open area used for different social activities and includes a soft drink bar and kitchen. The second area is somewhat smaller and was used as

a library/reading area. The front portion also has smaller rooms for social gatherings and/or relaxation.

The Arts and Craft Center, at the rear of the building, can be accessed via an open roofed atrium between the buildings. This portion is a 3,800 SF area that is primarily opened with minimal finish (concrete floor, block walls and exposed ceiling). In terms of mechanicals, heat is furnished via underground steam pipes from the central plant (718) and the rear portion had a wet sprinkler system.

The exterior condition is considered average to good, however the interior condition of the front portion is poor as evident by extensive mold/mildew on the walls and carpets, plus loose floor tiles underneath the carpet. The condition of the rear is average although there is minimal finish. Reuse potential is limited without significant interior renovations, such as partitioning for potential users and correcting cosmetic conditions. The isolated location also detracts from marketability.

Building 706 - This is the former Auditorium or Theater building. It is a one-story, masonry/steel framed building, constructed in 1956, and has 3,705 SF. The exterior is concrete block and lacks any windows and openings, with the exception of the wall mounted air conditioning units. The interior is an open, high ceiling space with an elevated projection room at the rear and stage in front. Overall the condition is considered fair, but reuse potential is limited without modernization and renovations.

Building 714 - This is a wood framed building (7,633 SF) that was constructed in 1955. It was formerly the Twin Lakes Bowling Center. The exterior has vinyl siding with minimal fenestration. The interior finish includes carpet and vinyl floor covering, drywall and paneling for wall covering, suspended ceiling and six bowling lanes located on one side of the building. There is a well equipped kitchen at the rear, a locker room and support offices. Equipment includes a new self-contained stainless steel walk-in cooler, pool table, and assorted bowling machinery including settee furniture, wooden lanes, pin-setters, ball returns, etc. The electronic scoring equipment was previously removed. Overall the condition is fair due to water stains in the ceiling and mildew stains on the carpet and walls. Potential reuse could include office, however significant renovations would be needed.

Building 722 - This is a 4,700 SF masonry/steel framed building constructed in 1956. It primarily is a three bay garage that was utilized as the North End Fire Station and Package Store. One side was finished and utilized as office, common and living area (including a kitchen) for fire personnel and staff. The other side, the Package Store, is similarly finished. The center section is a minimally finished high-bay garage for fire apparatus and vehicles. At the rear, one bay opening has a nine foot shed extension, to accommodate longer vehicles. In terms of mechanicals, heat is furnished from the central plant (718), via overhead steam lines, and the building is equipped with a compressor and set-ups for an emergency

generator. Overall the building appears to be in fair condition and reuse potential is minimal since additional improvements will probably be required.

Building 740 - This is an older (1959) 4,498 SF mixed concrete block and wood framed building that was utilized as the Chapel and Child Center. The Child Center is located in the concrete block portion (2,400 SF) which has a central corridor with offices and/or classrooms on either side, including a kitchen area. The quality of finish in this section is regarded as old and its condition is fair. In comparison, the interior of the Chapel has vaulted ceilings, extensive wood paneling and oak pews, indicating a better quality. Overall the condition of the building is fair with noticeable cracks in the ceiling, peeling paint and apparent problems with the shingles. Reuse for the building as a small church is obvious. The building layout in its existing state, however, is not conducive for other uses without renovations and upgrades.

Building 744 - This is an 18,079 SF masonry/steel framed building initially constructed in 1981, and called the Ronald Lee Kostenbader (SP5) Physical Activity Center. The building has a gymnasium that includes a full length basketball court and two cross courts with retractable wooden bleachers and scoreboards. Other amenities include two racquetball courts (wood walls/floors and acrylic back wall) which were added in 1988, a workout/ aerobic room, men's and women's locker rooms, a sauna, and a weight lifting room in the lower level which was formerly used as a firing range. Adjacent to the facility there is a full size, outdoor pool, whose condition is unknown.

The condition of the building varies from good to poor. The gymnasium appear in good condition, however, at the main entry the door frames were rusting and floor tiles were loose. This was probably caused by water from melting snow backing-up under the door thresholds. Another noticeable problem was a roof leak in the viewing area of the racquetball courts. If the leak continues, the wooden floors in the courts may be ruined. A third major problem is the poor condition of portions of the roof covering over the locker rooms/entry section of the building. This indicates that repairs and/or a new roof may be necessary, even on the entire building.

Reuse potential for a building like this would likely involve activities relating to its present use. Its isolated location, however, compounds the issue, since no schools or recreation users are near-by. Conversion of this building to another use, such as warehouse, light industrial, etc. appears impractical given the relatively unique design and the potential cost of renovations.

Building 748/Bivouac Center - The Bivouac Center contains 26 concrete pads of varying sizes, with electric hook-ups, that were utilized as tent sites by the Reserves/National Guard during training sessions. Building 748 is a concrete block/wood framed building that contains toilets and shower facilities to support the Bivouac Center. In addition, **Building 755**, a miscellaneous (900 SF) metal storage building, sits adjacent to the toilet facilities.

Reuse potential of the Bivouac Center and accessory buildings may be as a RV/campground for seasonal tourist. However, this reuse may be incompatible with other reuse possibilities in the North End. In addition, the small number of pads with limited amenities could restrict the recreation reuse of the site.

Building 752 - This is an newer (1988) masonry/steel framed building, totaling 6,596 SF, that was formerly utilized as the Child Development Center. It is primarily a one-story building with a gable roof to accent its design. The interior has a main lobby with a reception area, waiting lounge and a support office. The building has a central corridor with three areas for infants, toddlers and pre-schoolers. Each area was further subdivided (with half walls) for activities, feeding and toilet areas which have miniature fixtures for the toddlers. In addition, each area has its own direct access to the outside for egress in accordance with safety regulations. Quality of interior finish is high as evident by the wainscoting, tile and built-in cabinets. However, cosmetic repairs will be necessary for reuse. In terms of mechanicals, this building has an individual oil-fired heating system and a humidity control system. In addition, the building has a small kitchen including some commercial equipment, such as a small dishwasher and a central PA system. Overall the building is in average condition and it could be suitable for reuse as professional office space, however interior renovations will likely be necessary.

c. Community and Recreation Buildings at the Lake Housing Area

There are five buildings at the Lake Housing area that are considered recreational. **Building 2485** is a 1,576 SF, wood-framed building, constructed in 1981. The building is utilized as the support office, small launderette, rest room and showers for the Travel Camp (see Guest Houses in the Residential section of this chapter). Overall the building is in average condition and its existing use is likely a good reuse alternative for this building.

There are four miscellaneous buildings (less than 1,000 SF) that are included in this group. They are **Building 2409,** a 720 SF concrete block shed; **Building 2445**, a 920 SF wooden framed shed; **Building 2456**, an 800 SF steel boathouse; and **Building 2473** a 780 SF metal/aluminum bathroom facility. These buildings are ancillary uses designed to support the recreational opportunities associated with the waterfront location.

Conclusions: Of the fifteen buildings utilized for recreation and community services, reuse potential is uncertain for most of the buildings due primarily to their isolated locations, lack of critical mass and below average marketable condition. The five buildings at the Lake Housing area likely have the best reuse potential, which is similar to their existing use. The Fire Station and Youth Center have possible reuse potential given their location in the South End. However, it is unlikely that the eight recreation and community buildings in the North End have a great deal of potential, due in part to their condition and location.

8. Commercial Service Buildings

This group includes those buildings that were dedicated to the direct sale of goods and services. In addition, the Officers' and NCO clubs, as well as other common dining facilities are included in this group. There are six such buildings at the Depot, totaling approximately 64,400 SF, with a majority located in the North End. Similar to community properties, reuse potential for these buildings is limited since the critical mass necessary to support the service has been removed. Typically, these buildings have an open design such that with renovations they could be converted to office or similar use. Table 2-11 summarizes building type by areas on the Depot.

Table 2-11
Seneca Army Depot
Summary of Commercial Service Buildings

Existing Use	Comm. Serv.		Percent of	
Area on Depot	Bldg SF	#	Use SF	Total SF
South End	10,252	1	15.9%	0.3%
North End	50,366	4	78.3%	1.4%
Lake Housing	3,747	1	5.8%	0.1%
Total Buildings	64,365	6	100.0%	1.7%
Source: SEAD and RKG Associates, Inc.				

Building 142 - This is an old (1942) wood framed building containing 10,252 SF located in the South End, adjacent to **Building 101**. It was the former NCO club and is currently utilized as a restaurant, serving lunch daily. The exterior is vinyl sided with insulated double hung and casement windows, and a gable roof with asphalt shingles. In general, the exterior appears to be in good condition. The interior, having an occupancy load of 300 persons, is divided into three main dining rooms, a bar, a fully equipped kitchen, and service line. The quality of interior finish is good including a parquet dance floor with sound system and decorative ceiling. Also, there is a good quality u-shaped bar with seating for 14 to 16 persons and a large screen TV. Mechanicals include an individual furnace, central air conditioning, propane water heater, and relatively new walk-in cooler/freezer. Overall the building is in good condition, although its continued use as a restaurant appears questionable given the remote location and lack of critical mass. Conversion to office use, after renovation, may be a possibility.

There are four commercial service buildings in the North End, including **Building 707**. This is an old (1956) reinforced concrete framed building, consisting of 18,924 SF, which was formerly utilized by two major users: the Post Exchange (PX) having 7,372 SF; and the remaining 11,552 SF was the General Mess Hall. The exterior has EIFS with aluminum windows (fixed and awning) and appears to be in fair condition. There is a loading platform along the rear which appears to be deteriorating and could present a safety issue. Of note is the wheelchair lift adjacent to the loading platform near the rear door of the kitchen.

The interior varies dramatically between the two users. The dining hall/cafeteria maintains a higher level of finish with tile flooring, drywall and tile on walls, and suspended ceiling. It was reported that the mess hall was recently upgraded (prior to closing in 1993) including new kitchen equipment for $350,000, indicating a cost factor of more than $30/SF. The kitchen is fully equipped including a short order cooking area, extensive dishwasher equipment and three walk-in coolers. The overall condition of the mess hall is average, although some cosmetic repairs are needed. On the other hand, the interior of the PX is in relatively fair to poor condition as evident by worn floors and different wall coverings, exposed after the removal of store fixtures. In addition, the flexibility of the space is further limited by support posts on 14 to 16 foot centers. In light of the varying degree of finish between the two major areas, significant fit-up would be required in order to make the property marketable.

Building 723 - This is an older (1956) masonry framed building, containing 23,176 SF, that was utilized as the Commissary. At the end is a Quonset hut addition which was previously used as a Fitness Center, prior to the construction of the Gymnasium (744). Also attached is a metal skinned structure that contains a racquetball court. The commissary building is actually divided into three areas. The first is the main store area which is finished, although the quality and condition of the finish is poor as evident by the stained flooring as well as weak and missing tiles. This former sales area contains about 6,000 to 8,000 SF. Around the perimeter are various meat, vegetable and dairy product receiving and preparation rooms and areas where the walk-in coolers and washing sinks were located. The third portion is a warehouse/storage area which is marginally finished. There are loading platforms running nearly the length of the building and overhead doors that appear inadequate for major warehouse usage. In addition, the ceiling height (12 feet) limits possible use of the building as a warehouse. The overall condition of the structure is relatively poor and significant renovations will be required for reuse.

Building 731 - This is a masonry framed building that contains 6,874 SF. Constructed in 1962, the building was previously used as a restaurant/bar known as Champions, with an occupancy load of 120 people. It was reported that Burger King had occupied the building during the 1980s, when the drive-in window was added. However, that restaurant subsequently closed. The exterior appears to be in fair condition, as evident by the peeling paint and the interior is regarded as poor, requiring a complete fit-up of cosmetic items (floor covering, walls, and ceiling). The building is well equipped with a full-service kitchen, bar, walk-in cooler, DJ booth, satellite dish, etc. In terms of mechanicals the buildings has central air conditioning, although heat is furnished from the central plant. Reuse potential for this building is limited given its current condition.

Building 742 - This is a 1962, masonry/wood framed 1,392 SF building that was previously used as a service station, with gasoline sales, that was converted to a convenience store. The exterior condition of the building is good, however, the interior is relatively poor, such that additional finish and renovations would be necessary for reuse as a small office property. Its isolated location however, may likely preclude certain types of uses.

There is one commercial service building at the Lake Housing area. **Building 2410**, overlooking Seneca Lake, is the Officers' Club. It is a 1942, wood framed building having 3,747 SF and currently operating as a restaurant/bar. The exterior is wood with insulated casement windows lining the sides facing the water. In addition, there is also a covered patio with brick flooring at the rear. The interior appears well finished and in good condition. The building is equipped with a full commercial kitchen, including walk-in cooler/freezer, and is handicap accessible including restroom fixtures. In terms of mechanicals it has its an individual oil-fired furnace and a roof mounted air conditioning unit. Overall the building is in good condition with reuse potential similar to its existing use.

Conclusions: Of the six buildings utilized for commercial purposes, four are in fair to poor condition and significant investment will be required for reuse. The other two appear in good condition and probably could be reused by the private sector with minimal investment.

9. Aviation Buildings

There are six major aviation buildings at the Seneca Army Depot Airfield. Table 2-12 contains a summary of each building. It should be noted that some of these buildings were acquired in the mid-1950s from the Air Force and their actual age is likely older than reported in the *Building Information Schedule*.

Table 2-12
Seneca Army Depot
Summary of Aviation (Airfield) Buildings

Existing Use	Aviation		Percent of	
Area on Depot	Bldg SF	#	Use SF	Total SF
Airfield	27,763	6	100.0%	0.7%
Total Buildings	27,763	6	100.0%	0.7%
Source: SEAD and RKG Associates, Inc.				

In this section, these buildings will be further catagorize by use (Office and Shop/Garage) in support of aviation activities.

Office Use - The following buildings were utilized for administrative type purposes at the Airfield. **Building 2301** is an old brick two-story farmhouse style building that was converted to office use. It contains 4,877 SF and is in relatively fair to poor condition, since it has been abandoned. The building appears to need a new roof covering as well as upgrading/repair to the interior. The building has all mechanicals and utility hook-ups including an individual heating system. Code issues include ADA compliance. Reuse potential could be office with renovations or perhaps conversion to residential. **Building 2305** is a masonry/wood framed two-story building that contains 5,589 SF. The building was utilized as the Airfield fire station (2 bays) and offices. The structure is located adjacent to the run-way. Exterior condition appear average and interior conditions are average to fair. Potential code issues include ADA compliance, secondary egress and interior fire

rating. Overall the building appears to be in average condition, with reuse potential as office or shop area. This reuse, however, would require some modernizations.

Building 2306 - This is an 8,774 SF two-story office building, with an eight story control tower, that was used for management of airport operations. Exterior and interior conditions appear to be fair and the level of quality seems typical. A roof leak was apparent on the second floor, which may cause further damage if not repaired. The building is reported to have an independent septic system. Code issues relative to reuse are ADA compliance, egress and interior fire spread. Potential reuse include office, although modernization and renovations will be necessary.

The following buildings are considered as shop and garage uses in conjunction with the Airfield. **Building 2312** is a 2,401 SF one-story wood framed/metal skin structure with a two bay vehicle storage facility. The building lacks all utilities except electricity. The facility was constructed in 1986, and utilized for storing trailers used for loading planes. It appears to be in overall average condition. **Building 2315** is a 5,100 SF pre-engineered metal high-bay building that was constructed in 1992. The building lacks all utilities except electricity and has explosion proof lighting. The structure was utilized for the storage of fuel vehicles and had special ventilation appendages added to each end of the building. The overall condition is average and reuse potential would include shop/garage. Alternatively, the building could also be disassembled and relocated elsewhere. **Building 2302** is a masonry framed one-story building located adjacent to the Airfield and used for the storage of targets at the Rifle Range. The structure contains 1,022 SF and has heat and electricity, but lacks water and sewer. Overall the condition is fair and reuse appears limited. **Building 2310** is a small metal structure (144 SF) not included Table in 2-12 but is mentioned since it is the pump house for the 26,000 gallons of jet fuel stored in an underground tank below the building.

Conclusions: Of the six buildings identified at the Airfield, only three appear in average condition. Two of the buildings (2312 and 2315) lack major utility hook-ups while the third (2305) has potential code issues. Reuse of these buildings will require significant investment which may limit marketability. The three buildings in fair condition will also require investments for needed improvements. It should also be noted that there are no hanger facilities at the Depot Airfield for storage and/or maintenance of aircraft.

10. Utility Buildings

There are 23 dedicated utility buildings located throughout the Depot, ranging in size from less than 200 SF to over 4,000 SF. The number and size of utility buildings at the Depot, by location, is summarized in Table 2-13.

Table 2-13
Seneca Army Depot
Summary of Utility Buildings

Existing Use Category	Utilities		Percent of	
Area on Depot	Bldg SF	#	Use SF	Total SF
South End	**12,894**	**13**	**40.1%**	**0.3%**
Main Administration.	6,174	8	**19.2%**	**0.2%**
Warehouse	6,720	5	**20.9%**	**0.2%**
North End	**8,303**	**4**	**25.8%**	**0.2%**
Main Administration.	8,154	3	**25.4%**	**0.2%**
Q Area	149	1	**0.5%**	**0.0%**
Scattered Locations	**6,213**	**4**	**19.3%**	**0.2%**
South Side of Depot	2,618	2	**8.1%**	**0.1%**
West Side of Depot	3,595	2	**11.2%**	**0.1%**
Airfield	**2,184**	**1**	**6.8%**	**0.1%**
Lake Housing	**2,535**	**1**	**7.9%**	**0.1%**
Total Buildings	**32,129**	**23**	**100.0%**	**0.9%**
Source: SEAD and RKG Associates, Inc.				

There are five central heating plants at the Depot including **Buildings 121 and 308** in the South End-Main; **Building 319** in the South End - Warehouse; **Building 718** in the North End - Main; **Buildings 609 and 2079** in scatter location. Typically, these are masonry framed buildings and the range in condition from average (121) to poor (2079). In addition, the high chimneys on some may require continual maintenance.

There are five buildings identified for water supply and sewer treatment facilities: **Building 2411** is the main water supply and treatment plant located at the Lake Housing area; **Buildings 334 and 353** are water supply treatment buildings in the South End; **Buildings 4 and 14** are sewer and waste water treatment buildings in the South End; and **Building 715**, sewer and waste water treatment in the North End.

Other major utility buildings include **Building 2304** which is a 2,184 SF masonry building that contained the main power distribution for the Airfield. Also, **Building 2207** is listed in the *Building Information Summary* as a 3,365 SF Refuse and Garbage building, however it was destroyed by a flash fire. It remains in the inventory because of environmental conditions associated with the former ash dump. Other smaller utility building include emergency generator sheds and pumping stations.

11. Miscellaneous Buildings

This group includes those buildings typically smaller than 1,000 SF. These include small fuel storage facilities, small storage sheds, detached garages, guard houses, break rooms for employees, weigh stations, etc. In total, there are 80 miscellaneous buildings on the Depot, totaling more than 33,600 SF. This indicates an average size of slightly more than 420 SF. Summarized in Table 2-14 are the number and total sizes of these building, by location, at the Depot.

Table 2-14
Seneca Army Depot
Summary of Miscellaneous Buildings

Existing Use	Miscellaneous		Percent of	
Area on Depot	Bldg SF	#	Use SF	Total SF
South End	**9,396**	**20**	**27.9%**	**0.3%**
Main Administration.	7,242	14	**21.5%**	**0.2%**
Warehouse	2,154	6	**6.4%**	**0.1%**
North End	**7,299**	**18**	**21.7%**	**0.2%**
Main Administration.	4,382	12	**13.0%**	**0.1%**
Q Area	2,917	6	**8.7%**	**0.1%**
Scattered Locations	**8,029**	**18**	**23.9%**	**0.2%**
South Side of Depot	2,892	8	**8.6%**	**0.1%**
West Side of Depot	5,137	10	**15.3%**	**0.1%**
Airfield	**622**	**3**	**1.9%**	**0.0%**
Lake Housing	**8,273**	**21**	**24.6%**	**0.2%**
Non-Residential	80	1	**0.2%**	**0.0%**
Residential	8,193	20	**24.4%**	**0.2%**
Total Buildings	**33,619**	**80**	**100.0%**	**0.9%**
Source: SEAD and RKG Associates, Inc				

Of note is **Building 2086,** a 762 SF, brick shed that is isolated on the southern side of the Depot. This is scale house for weighing all train cars entering/leaving the Depot. In addition, there are small storage structures (824 SF) that are adjacent to the railroad sidings around the Igloo area. Also included in this group are the detached garages and miscellaneous sheds at the Lake Housing area.

Conclusions: These building have limited reuse potential except as accessory facilities to other buildings.

12. Igloos

As mentioned earlier, there are 519 igloos totaling 1.01 million SF and 44 safety shelters totaling 1,980 SF at the Seneca Army Depot. These igloo structures were primarily used for the long term storage of conventional munitions and special weapons. These structures consist of reinforced concrete floors, end walls and arched roofs, typically 12 feet high at the center and covered with a two foot earth-berm. The igloos consist of five different groups of structures in the center of the Depot, covering nearly one-third of the overall land area (approximately 3,800 acres).

Most of the igloos lack utility hook-ups, although a few have electricity (110) for security purposes, a majority of these being in the confined or Q area of the North End. There are 64 igloos in the 600 acre Q area, which is enclosed by 4.4 miles of fencing. A summary of the Igloos is presented in Table 2-15.

Table 2-15
Seneca Army Depot
Summary of Igloos

Location	Number	Total SF
A Block \1.	119	225,199
B Block \2.	100	181,600
C Block	100	181,600
D Block	100	181,600
E Block	100	240,900
Total	**519**	**1,010,899**

\1. Including 64 Igloos in fenced area having electricity (125,319 SF)
\2. Including 45 Igloos having electricity (81,720 SF)

Source: SEAD and RKG Associates, Inc.

In all likelihood it may be very difficult to adapt these buildings for private sector uses. However, the steel doors appear about 6" thick, and may have significant salvage value.

G. DEVELOPMENT IMPLICATIONS

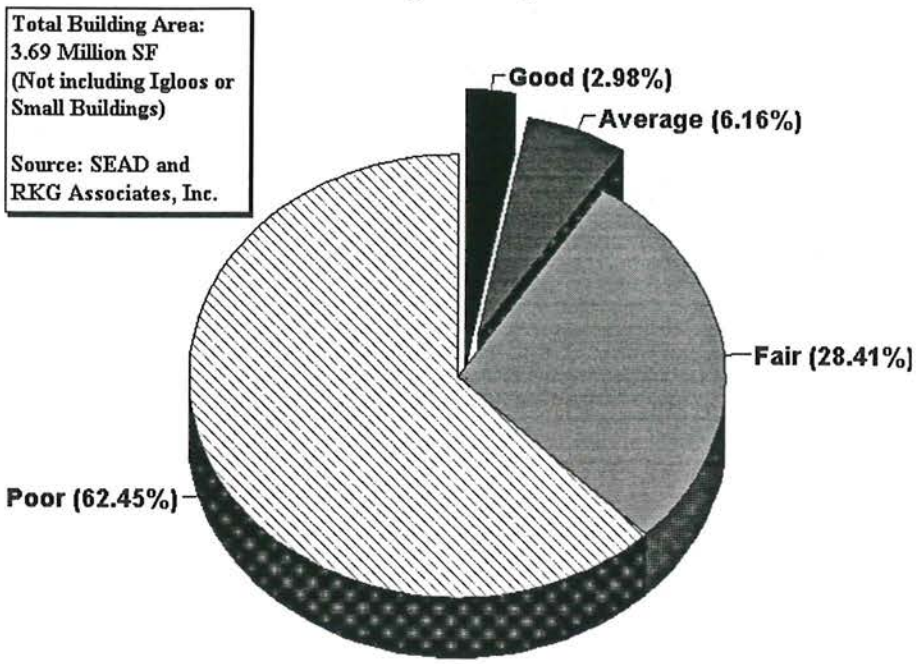
Seneca Army Depot includes a diversified inventory of 365 buildings (exclusive of the 519 igloos) containing more than 3.72 million SF. A majority (79%) of the buildings are located in the South End. A small portion of the building stock (11%) is in the North End. The remainder is either scattered at different locations throughout the Depot (5%) or at the Lake Housing area (4%) and a very small percentage (1%) is located at the Airfield.

Nearly 77% of the buildings at the Depot were constructed during the 1940s, primarily in the South End. Another 11% of the inventory was built during the 1950s, primarily in the North End. The age of these structures suggest that nearly 88% of the building area, may not meet modern industrial building standards, which have evolved significantly over the past 40 years. This also suggest that much of the buildings may be functionally obsolete from the perspective of a potential user. In addition, the age of the facilities indicates that many of the buildings may be approaching the end of their economic life, such that significant capital expenditures could be required to extend their usefulness. Also, nearly 80% of the buildings are over 50 years in age making them potentially eligible for historic designation.

Warehouse buildings at the Depot are somewhat inefficient in their overall functional utility in comparison to modern building standards. In addition, almost all the warehouse facilities are in fair to poor condition. This limits their potential marketability. In comparison, most of the office properties at the Depot appear in much better condition and represent a potential resource that could be marketed. Also, there are a number of Specialty type buildings that could be adapted for use by the private sector. However, some of these buildings are in isolated locations and others have unique structural designs that may deter potential users.

As indicated in Figure 2-4, there are nearly 340,000 SF of building area, whose condition is considered average or above. However, it is important to note that this figure includes residential units at the Lake Housing area, which represents 35% (approximately 120,000 SF) of this area. Effectively, this means that 215,000 SF of non-residential space, within 28 buildings (excluding two utility buildings in average condition), is regarded in average or better condition.

Figure 2-4
Seneca Army Depot
Distribution of Building Area by Current Conditions



In terms of overall building condition, more than 62% of the building inventory[3] is considered in poor condition, plus another 28% is determined to be fair. This means that 90% of the inventory, or approximately 3.35 million SF is in below average condition and could require a significant amount of investment for modernization and renovations. In addition, many of the structures regarded in fair condition are located in isolated areas and removed from a critical mass that is necessary to support many reuse options. This finding will present a significant marketing challenge for local officials.

Buildings in better condition appear suited for various reuse alternatives, such as industrial use which includes manufacturing, light industrial and warehouse uses. However, market information must be evaluated in order to verify this assumption. Other buildings appear appropriate for office use or research and development. Also, commercial service use would seem realistic for the non-residential buildings at the Lake Housing area. However, as discussed in this chapter, each of these buildings will require some sort of investment to correct code issues, upgrade cosmetic conditions, provide for an individual heating system and/or in some case, provide utility hook-ups. Table 2-16

[3] Based on an inventory of 3.69 million SF, exclusive of Igloos and Smaller Miscellaneous and Utility Buildings

summarizes the potential reuse distribution of these better conditioned building by their different locations at the Depot.

Table 2-16
Seneca Army Depot
Distribution of Average to Good Non-Residential Buildings By Reuse Potential

Reuse Potential	Total			Industrial		Office		R & D		Commercial	
Location on Depot	**BLDG SF**	**#**	**%**	**BLDG SF**	**#**	**BLDG SF**	**#**	**BLDG SF**	**#**	**BLDG SF**	**#**
South End	**114,635**	**14**	**53.0%**	**37,414**	**6**	**65,221**	**7**	**12,000**	**1**	**--**	**--**
Main Area	79,107	9	36.6%	13,885	2	65,221	7	--		--	--
Warehouse Area	35,529	5	16.4%	23,529	4	--	--	12,000	1	--	--
North End	**69,587**	**5**	**32.2%**	**17,519**	**3**	**9,003**	**2**	**--**		**--**	**--**
Main Area	26,955	5	12.5%	9,252	2	9,003	2	8,700	1	--	--
Q-Area	42,632	5	19.7%	8,267	1	--	--	34,365	4	--	--
Scattered Location	**12,483**	**4**	**5.8%**	**12,483**	**4**	**--**	**--**	**--**	**--**	**--**	**--**
South Side	3,683	1	1.7%	3,683	1	--	--	--	--	--	--
West Side	8,800	3	4.1%	8,800	3	--	--	--	--	--	--
Airfield	**13,090**	**3**	**6.5%**	**7,501**	**2**	**5,589**	**1**	**--**	**--**	**--**	**--**
Lake Housing	**5,323**	**2**	**2.5%**	**--**	**--**	**--**	**--**	**--**	**--**	**5,323**	**2**
Total	**215,118**	**30**	**100.0%**	**74,917**	**15**	**79,814**	**10**	**12,000**	**1**	**5,323**	**2**

Source: SEAD and RKG Associates, Inc.

Another potential reusable asset are the three similar style, Industrial Plant and Equipment (IPE) workshops and accessory warehouse buildings. Their condition is regarded as fair, primarily due to their age, although they present a good opportunity to create new jobs for the community. In addition, Building 323, a mixed warehouse/office property, may also be suitable for warehouse/distribution, although this building is also only regarded as fair in terms of condition. In addition, capital investment may likely be required to correct code deficiencies, maintenance and repair problems, as well as mechanical and utility connections at these buildings.

A. INTRODUCTION

This chapter describes existing utilities at the Seneca Army Depot. This information has been compiled through the review of existing records, maps, reports and interviews with officials at the Seneca Army Depot; Towns of Varick and Romulus; New York State Departments of Environmental Conservation (NYSDEC); New York State Department of Transportation (NYSDOT); and Meridian Exploration. The Department of the Army currently owns and maintains all utilities within the Depot.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- Water: Although some portions of the distribution system are 50 years old, recent upgrades to the transmission main and intake/pump house have improved the system. In general, the water system appears to be in fair condition and has a storage capacity of 2.35 million gallons. Additional improvements are necessary to meet New York State Health Water Quality Requirements, which once implemented, could potentially reduce the long term pumping capacity that refills the storage tanks.

- Wastewater: Wastewater from the Depot flows to two separate treatment plants located within the Depot. These plants have a combined capacity of 552,000 million gallons per day (mg/d). These plants have current State discharge permits and appear to be in good condition. Sewer lines, as reported, appear to be in fair condition with some groundwater inflow being reported.

- Stormwater: The stormwater system is a combination of storm sewers, catch basins and culverts with the majority of the system being open drainage ditches. Although the system of sewers and inlets are 50 years old, they appear to be in good working order. However, the terrain of the approximate 10,600 acre Depot is generally flat and susceptible to sporadic ponding in the spring.

- Electric System: The Army owns and maintains all of the electric distribution system within the Depot. The NYS Electric and Gas Company supplies the Depot with electricity though two substations located near the site. Personnel at the Depot indicated that the system has undergone upgrades and improvements over the past several years resulting in a system that is in excellent condition.

- Telephone/Communications: Telephone service is provided by the Trumansberg Phone Company. All overhead and direct buried lines are owned and maintained by the Army.

- Natural Gas: Currently no natural gas is available at the Depot.

- Steam/Heating: The distribution system is owned by the Army. The system consists of several low and high pressure boilers and extensive steam lines throughout the Depot. The system is over 20 years old. It is reported to be in fair condition.

C. WATER SYSTEM

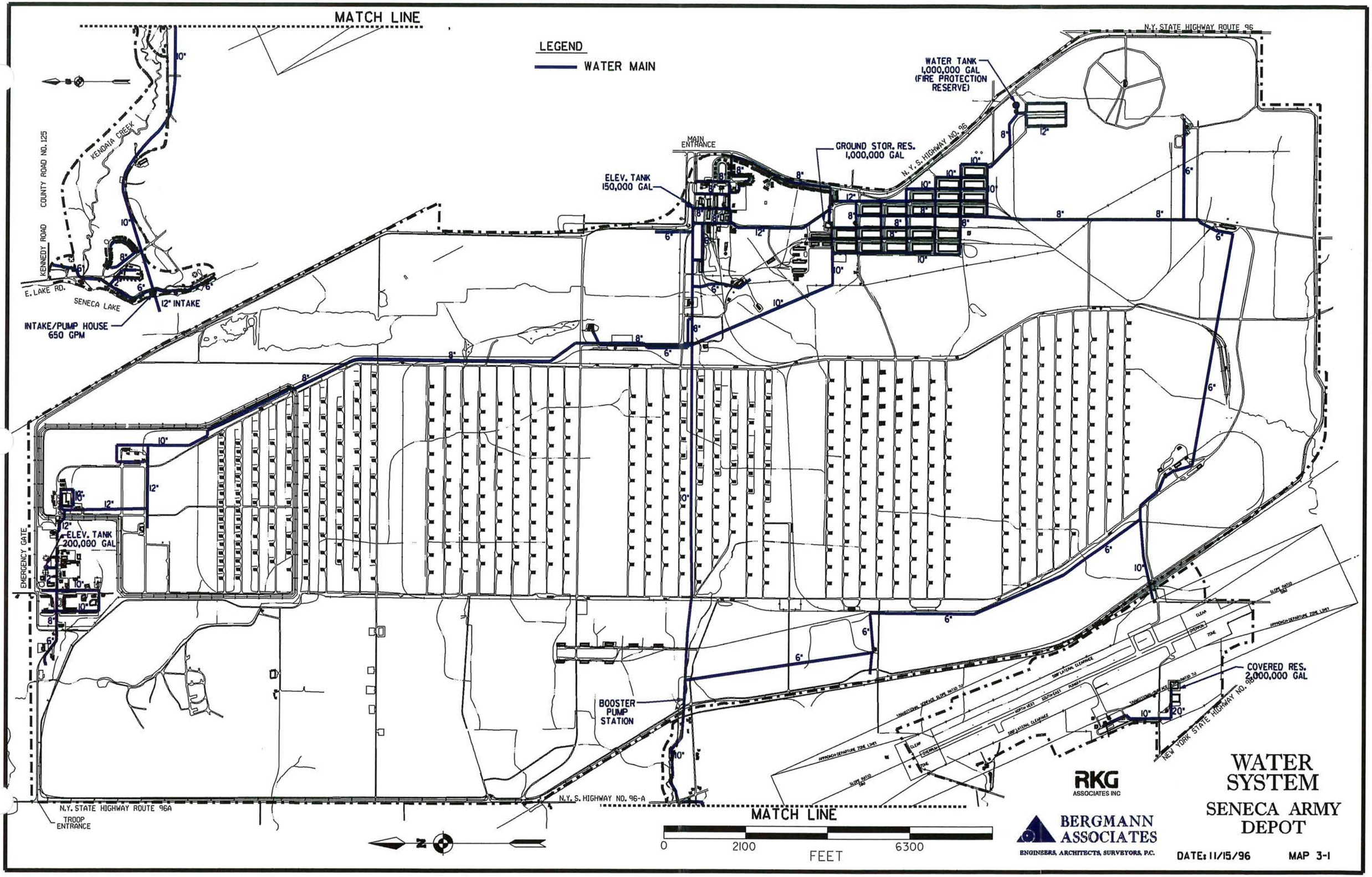
The water distribution system is owned and maintained by the Seneca Army Depot (SEAD) and is shown in Map 3-1. The distribution system consists of ductile iron, cast iron, asbestos cement, and PVC pipes ranging in size from 6 inches to 12 inches. The entire system is supplied from Seneca Lake through a series of pumps which maintains a pressure of approximately 80 pounds per square inch. The system was built in the early 1940's and has undergone some improvements and upgrades. Depot personnel indicated that problems with water line breaks or leaks have not been a major concern.

The system is supplied via three 12 inch diameter intake lines that extend 1,100 feet into Seneca Lake and are 90 feet deep. The intake lines were recently constructed and are equipped with a zebra mussel control system. These lines supply water to the intake/pump house located along East Lake Road. Within this pump house, water enters a chlorine chamber then a clear well from which four booster pumps are available for distribution. One pump is used as emergency back up and is operated by diesel fuel. The three main pumps have a capacity of 650 gallons per minute (gpm), and the emergency pump has a 200 gpm capacity. As a result, the total system capacity is 1,250 gpm. Current Depot demands are met by operating only one pump.

From the pump house water is pumped uphill through a 10 inch diameter transmission main to a booster pump house situated approximately two miles east, which contains two in-line 300 gpm pumps. These pumps assist in transferring water supply to a one million gallon open air surface reservoir located in the industrial area just south of the administration buildings. On the delivery side of this reservoir the water supply is re-chlorinated. Then two 500 gpm pumps further distribute water throughout the system, to two (2) elevated storage tanks, which provide working pressure for the system, and one (1) reserve reservoir for fire protection.

The primary elevated storage tank is located just west of the main entrance along Route 96 and has a capacity of 150,000 gallons with a hydraulic elevation of 899.0 ft. (National Geodetic Vertical Datum 1929 [NGVD]). The second tank is located within the North End and has a 200,000 gallon capacity at an elevation of 801.0 ft. The reserve reservoir is located within the industrial area just north of the U.S. Coast Guard Loran Station. This one million gallon reservoir has a hydraulic elevation of 762.5 ft. All tanks serve as reserve capacity for fire protection as well as maintaining system pressures.

The Seneca Army Depot water supply system also provides water to the Hamlet of Romulus in the


MATCH LINE
LEGEND
WATER MAIN
N.Y. STATE HIGHWAY ROUTE 96
WATER TANK
1,000,000 GAL
(FIRE PROTECTION
RESERVE)
MAIN
ENTRANCE
GROUND STOR. RES.
1,000,000 GAL
N.Y.S. HIGHWAY NO. 96
ELEV. TANK
150,000 GAL
COUNTY ROAD NO. 125
KENDAIA CREEK
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
12" INTAKE
INTAKE/PUMP HOUSE
650 GPM
EMERGENCY GATE
ELEV. TANK
200,000 GAL
BOOSTER
PUMP
STATION
COVERED RES.
2,000,000 GAL
NEW YORK STATE HIGHWAY NO. 96
N.Y. STATE HIGHWAY ROUTE 96A
TROOP
ENTRANCE
N.Y.S. HIGHWAY NO. 96-A
MATCH LINE
0
2100
6300
FEET
RKG
ASSOCIATES INC
BERGMANN
ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
WATER
SYSTEM
SENECA ARMY
DEPOT
DATE: 11/15/96
MAP 3-1

Town of Varick. Located at the base of the 150,000 gallon tank, at the entrance to the Depot, there is a meter and valve pit with an 8-inch diameter main that runs north and provides water for the community. As reported, the Town of Varick owns and maintains all water mains downstream of this meter and valve pit. According to Depot personnel, the Town's average demand ranges from 50,000 to 75,000 gallons per day.

Currently the distribution system does not meet NYS Department of Health (NYSDOH) surface water treatment regulations for water quality. In order to comply with such regulations, a raw water pressure filtration/coagulation facility is required. Such a facility was designed and approved for installation by NYSDOH, in 1995, at the intake/pump house along Seneca Lake. If and when installed, this filtration system will reduce the overall pumping capacity from 900 gpm to 300 gpm.

Construction of the filtration system has not yet been initiated and an alternative solution, proposed by the Town of Varick, would address the problem in a more cost efficient manner. The Town of Varick is proposing to extend a 12 inch diameter water main southerly from the existing main to tie into the Depot intake pump station. This would eliminate the need for a Seneca Lake intake and proposed filtration system. A referendum vote in the community for this alternative is scheduled for June 1996. In the event that this alternative is not approved by the Town, then the only reasonable option is for the Army to construction the proposed filtration system. In addition, the one million gallon surface reservoir must also be covered and protected against the elements in order to meet state health requirements.[1]

In general, the water distribution system is in fair to good condition with periodic leaks at joints being reported over the years. The Depot has an annual valve maintenance program in which every valve is checked to ensure proper operation. Depot maintenance personnel have also reported that water services to several family housing units within the South Station have required replacement due to electrolysis damage (copper services connected to PVC mains). Finally, the 150,000 gallon storage tank, built in the early 1940's during the original construction at the site, is only in fair condition. A replacement tank was designed and approved for installation by NYSDOH in 1995. This replacement work has not been performed. However, completed contract documents do exist for the construction of a replacement tank.

D. WASTEWATER

Map 3-2 illustrates the overall sanitary collection and treatment systems that exist on the Depot. The east central area (industrial and administrative area) are served with 8", 10" and 12" sanitary sewers along with some 6" force mains. These lines drain northerly and westerly to a wastewater treatment works located on West Romulus Road, approximately 1,000 feet east of Fayette Road. This

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1 On June 13, 1996 voters approved the creation of a water district that would connect the Depot water system with the water filtration plant in the Village of Waterloo, New York.

treatment works, which is owned and operated by the Depot, is composed of a trickling filter followed by wetlands and tertiary polishing. It has a rated capacity of 252,000 gallons per day according to the staff at the Depot. The current average flow rate into the treatment facility is estimated at approximately 180,000 gallons per day, which includes an estimated 50,000 gallons per day (peak monthly equal to 100,000 gal/day) of sewage from the Hamlet of Romulus and the Town of Varick entering the plant by means of an 8" force main from the east.

This treatment plant has SPDES permit # 0021296 (outfall No. 1) which expires May 1,1999. The plan was constructed in 1942 and upgraded in 1980.

The effluent standards associated with the permit are as follows:

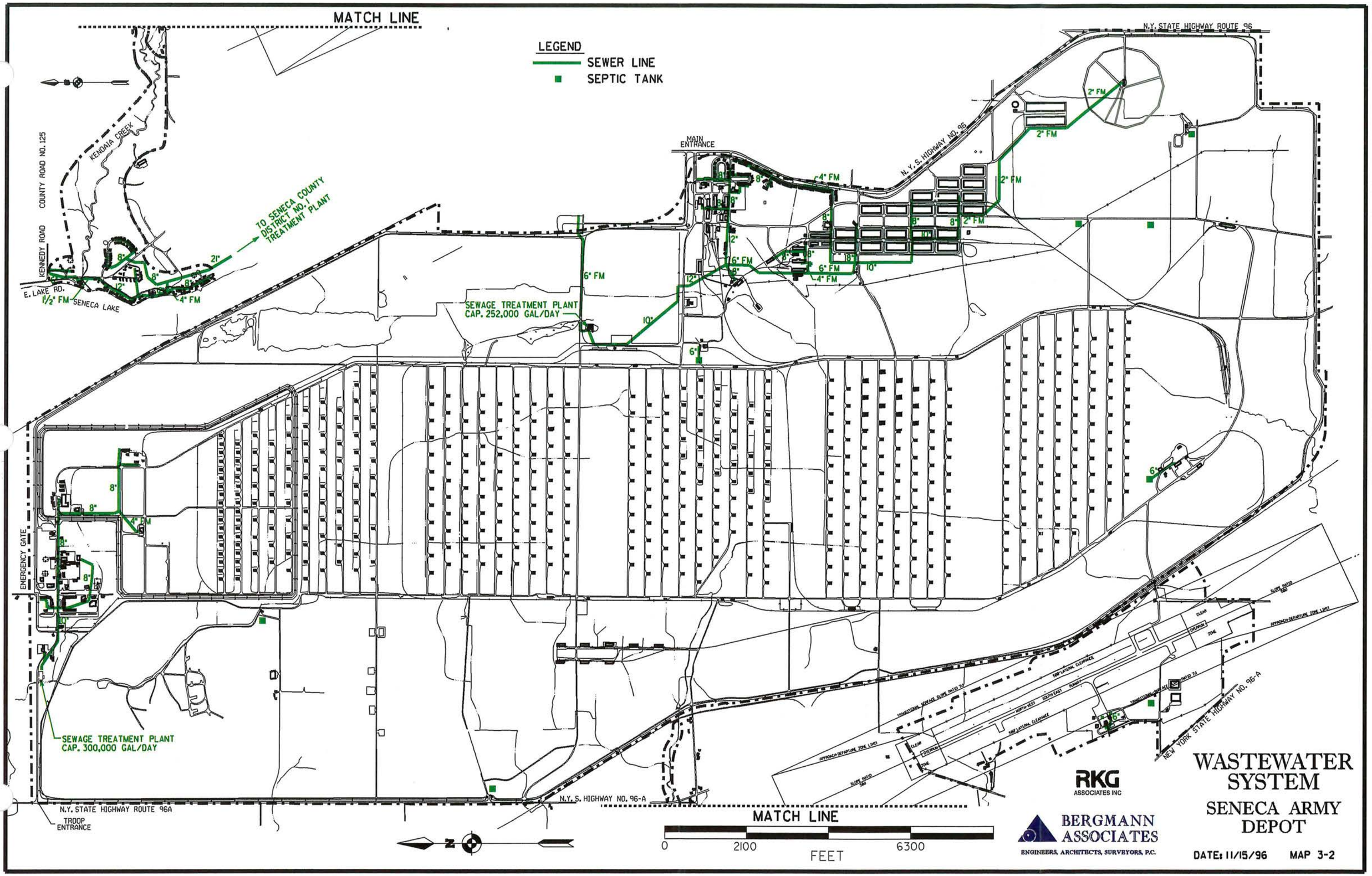
Maximum flow rate (30 day mean)	0.25 mgd
BOD5 (30 day mean)	30 mg/l
BOD5 (7 day mean)	45 mg/l
Suspended solids (30 day mean)	30 mg/l
Suspended solids (7 day mean)	45 mg/l
pH	6.0 to 9.0
Settleable solids	0.3 ml/l

The northern portion of the site, which includes barracks and a recreational area, are served by 8" and 10" sanitary sewer lines which drain to a separate wastewater treatment plant (See Map 3-2). This treatment plant has a capacity of 300,000 gallons per day and employs an RBC (rotating biological contactor) unit followed by a sand filter for tertiary treatment. This portion of the site is currently vacant and the treatment plant is inactive. The treatment plant is listed under SPDES Permit #0021296 (Outfall No. 1) which expires on May 1,1999. The north zone wastewater collection and treatment infrastructure was constructed in 1956 and upgraded in 1980. The effluent limits criteria established for the plant, when in operation, are as follows:

Maximum flow rate (30 day mean)	0.30 mgd
CBOD5 (30 day mean)	5 mg/l
CBOD5 (7 day mean)	10 mg/l
Suspended solids (30 day mean)	10 mg/l
Suspended solids (7 day mean)	20 mg/l
Ammonia (daily)	2.0 mg/l as NH_3
Dissolved Oxygen (minimum)	7.0 mg/l
pH	6.0 to 9.0
Settleable solids (daily)	< 0.1 ml/l

According to NYSDEC, they are unaware of any violations of the SPDES permits nor have any major operational problems been reported with the operation.

A third area involves the lake front area in the extreme west end of the Seneca Army Depot where


MATCH LINE
LEGEND
SEWER LINE
SEPTIC TANK
N.Y. STATE HIGHWAY ROUTE 96
N.Y. S. HIGHWAY NO. 96
MAIN ENTRANCE
KENDAIA CREEK
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
TO SENECA COUNTY DISTRICT NO. 1 TREATMENT PLANT
SEWAGE TREATMENT PLANT CAP. 252,000 GAL/DAY
SEWAGE TREATMENT PLANT CAP. 300,000 GAL/DAY
EMERGENCY GATE
TROOP ENTRANCE
N.Y. S. HIGHWAY NO. 96-A
NEW YORK STATE HIGHWAY NO. 96-A
MATCH LINE
0
2100
6300
FEET
RKG ASSOCIATES INC
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
WASTEWATER SYSTEM
SENECA ARMY DEPOT
DATE: 11/15/96
MAP 3-2

residential buildings are served by 6" to 21" sanitary sewers and two small lift stations. This collection system discharges via a 21" RCP to the Seneca County District #1 wastewater treatment works located south of this site.

Since 1983 infiltration inflow studies and improvements have been made throughout the Seneca Army Depot sanitary collection system on a piecemeal basis. Although some infiltration/inflow problems still persist, the treatment works have reportedly been able to comply with SPDES criteria.

E. CENTRAL STEAM HEATING

Both the administration/industrial area (south end) fronting on Route 96 and the barracks/recreation area (north end) have oil fired boilers and extensive underground steam lines providing steam heat to buildings. The administration/industrial zone has two low pressure boilers at Building 121 with a total rated capacity of 398 horsepower, as well as two high pressure boilers at Building 319 with a total rated capacity of 763 horsepower. Map 3-3 illustrates the entire distribution system.

The barracks/recreation zone (north) has three high pressure boilers in Building 718 with a total rated capacity of 930 horsepower.

Building 2079 in the airfield area (southwest), fronting on Seneca Road, has two oil-fired high pressure boilers with a total rated capacity of 420 horsepower.

Other isolated buildings elsewhere on the site have their own individual oil-fired boiler plants or oil-fired warm air furnaces. The steam systems are generally over 20 years old but are inspected annually and are reported by Depot staff to be holding up well. The Building 319 system was totally replaced in 1995/1996.

F. STORM WATER DRAINAGE AND MANAGEMENT

Virtually all of the Seneca Army Depot site drains westerly towards Seneca Lake as shown in Map 3-4. The site slopes from east to west with the highest ground elevation, of approximately 770 feet, near the site's southeast corner and lowest ground elevation at the Seneca Lake shoreline at an approximate elevation of 450 feet.

The site's slopes generally favor gravity drainage. Given that much of the Depot site is open space, the majority of the site is served by open ditches with culvert crossings under rail lines and roadways.

The administration/industrial and the recreation/barracks areas (north) have enclosed storm drainage collection systems with concrete or reinforced concrete storm sewers in the 12" to 36" size range.

This area generally drains to the lake. The airfield runway has a perimeter collection system draining easterly and westerly which eventually discharges to the open ditch system.

Some drainage is accepted from the east side of Route 96 into the administration/industrial area via twin 48" culverts. In addition, a small area of this site, north of the Coast Guard Loran "C" station, drains northeasterly across to the east side of Rt. 96.

G. NATURAL GAS

The Depot is not currently served with natural gas. Meridian Exploration, a Pittsburgh-based company which installs gas wells and sells natural gas regionally, currently owns/leases a large quantity of natural gas wells on land parcels surrounding the Seneca Army Depot. According to Meridian Exploration, they contacted the Army in the 1980's in an attempt to negotiate a contract for drilling natural gas wells at the Depot. No agreement was reached.

Substantial natural gas reserves are believed to underlie the site. This could represent a salable natural resource in the redevelopment of the site. Meridian reports that in typical agreements between gas exploration companies (such as Meridian) and land owners, the exploration company undertakes drilling, well installation, strata fracturing and pipeline construction at its own cost. The landowner receives 1/8 of net proceeds from the sale of the gas (i.e., the sale price minus operating costs, such as dehydration, pressurization, or other treatment). Depending on the market value of gas and the cost to treat the gas, a single well could generate up to $1,500 per month in revenue to the landowner.

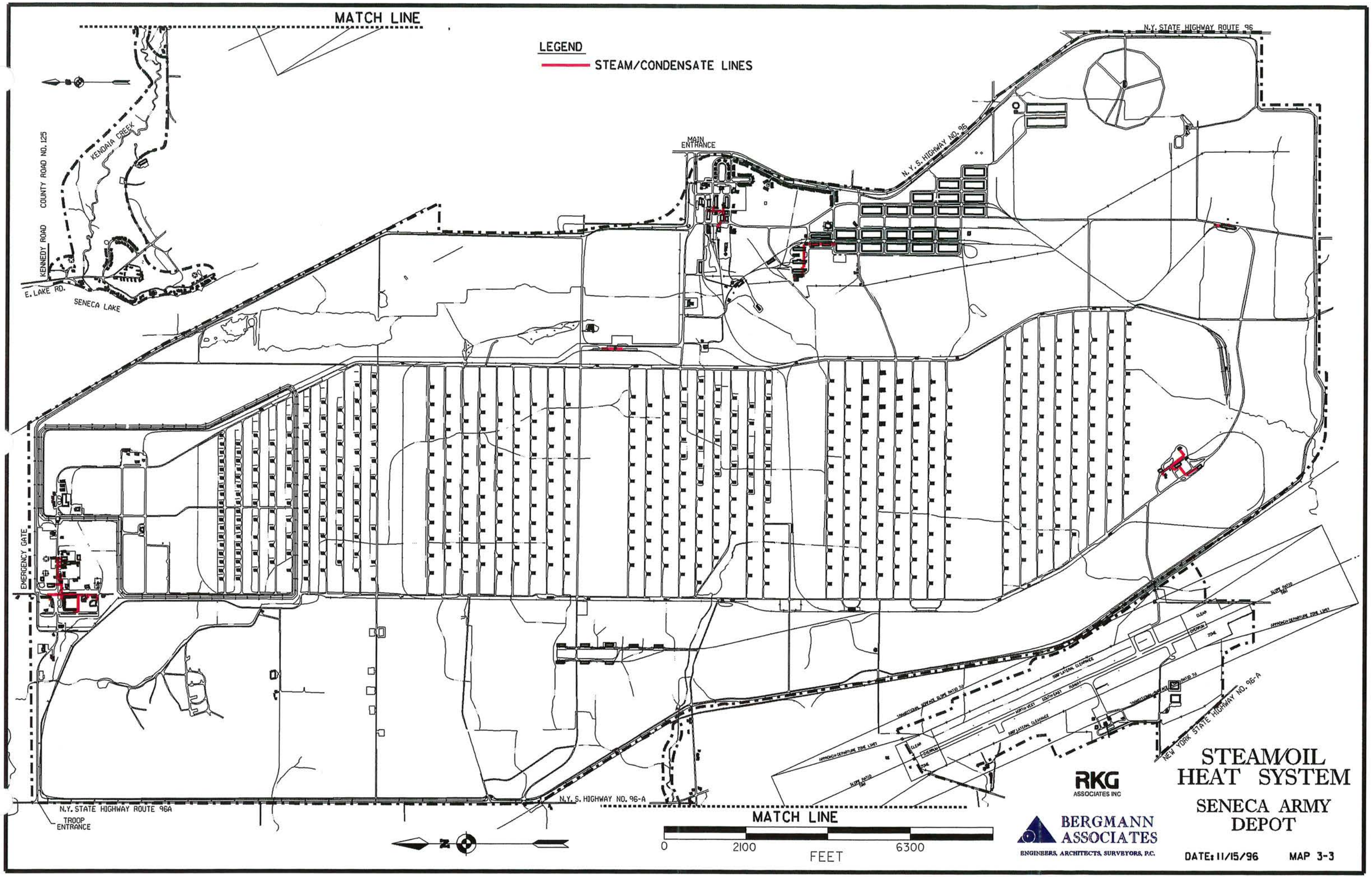
H. ELECTRICAL SYSTEM

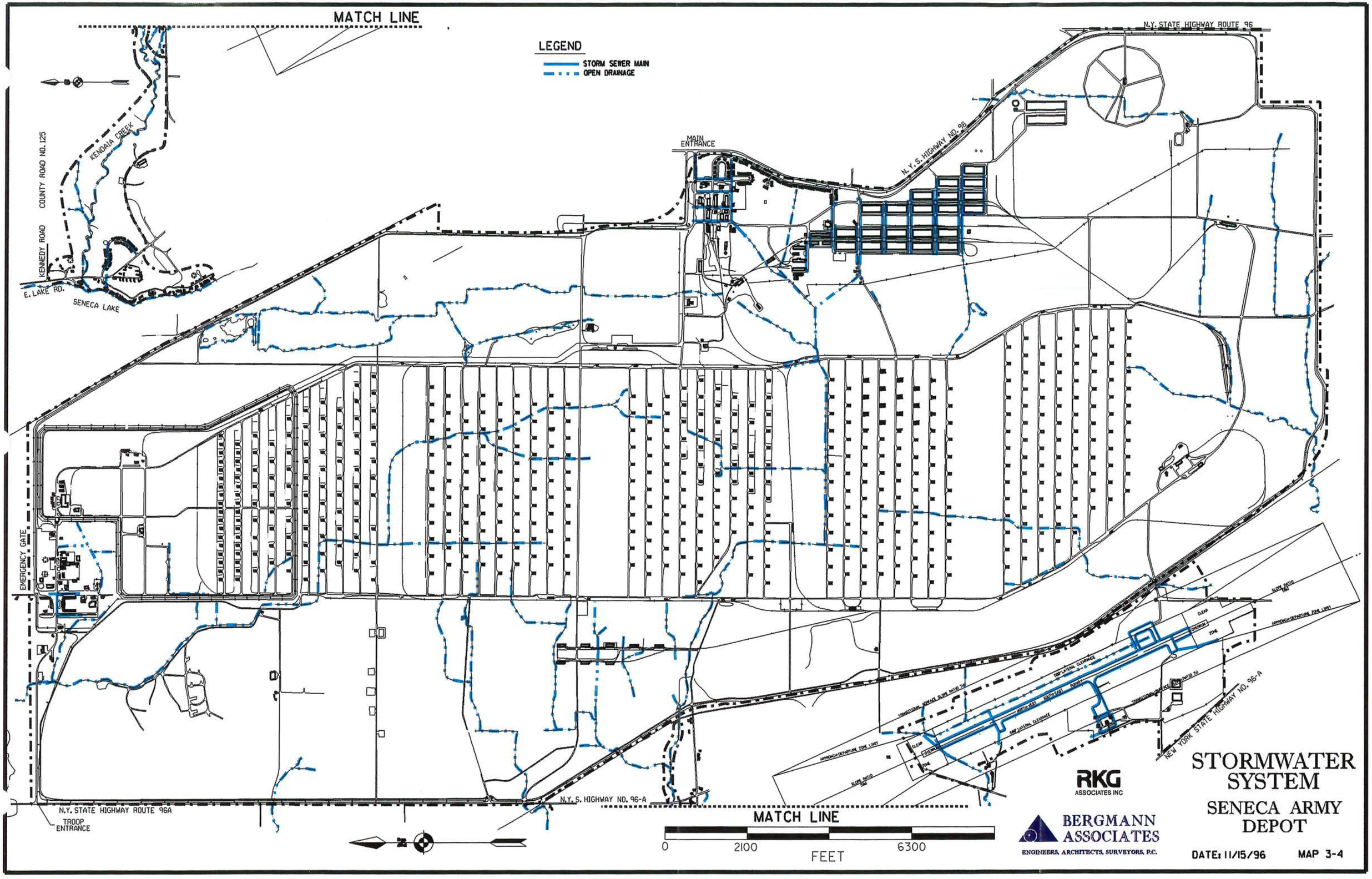
The electric distribution system for the Seneca Army Depot is shown in Map 3-5. The main substation serving the Depot is owned and supplied by New York State Electric and Gas (NYSE&G). The substation is a 34.5 KV, 3-phase, 3-wire delta from NYSE&G substation that is approximately 0.2 miles north of the main entrance, off New York State Route 96. There is an alternate feed from NYSE&G Ovid/Interlaken substation which is approximately five miles south on NYS Route 96.

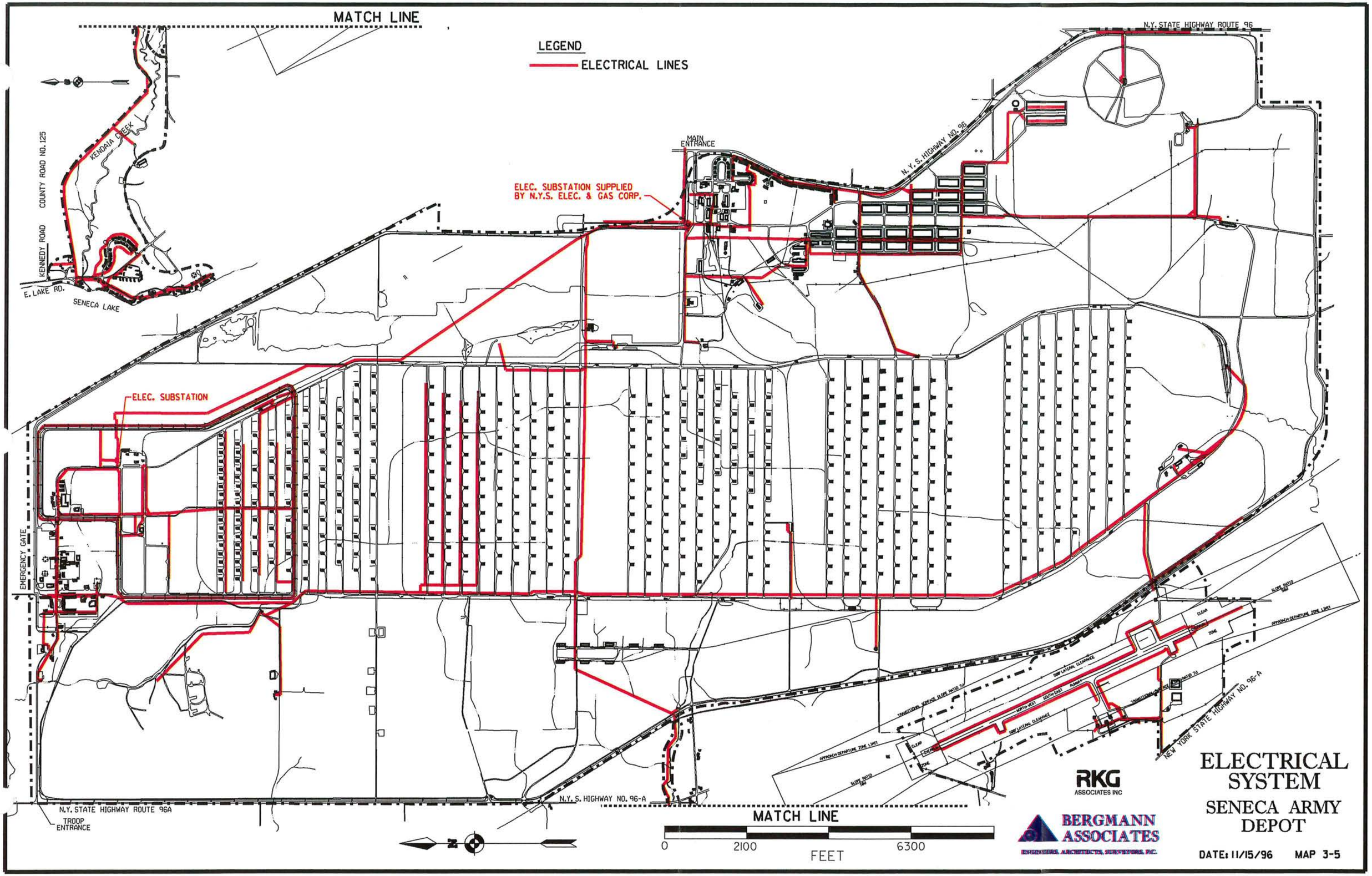
The main substation contains three 167 KVA, 34.5 KV x 4.8 KV transformers wired in a 3-phase 3-wire delta configuration. The main substation breaker is 7500 volt, 400 amp.

The main substation has the following feeders at 4.8 KV 3-phase, 3-wire delta:

- Feeder A: South end warehouses and machine shop
- Feeder B: South end administration buildings and family housing units.


MATCH LINE
LEGEND
STEAM/CONDENSATE LINES
N.Y. STATE HIGHWAY ROUTE 96
MAIN ENTRANCE
N.Y.S. HIGHWAY NO. 96
KENDAIA CREEK
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
EMERGENCY GATE
N.Y. STATE HIGHWAY ROUTE 96A
TROOP ENTRANCE
N.Y.S. HIGHWAY NO. 96-A
NEW YORK STATE HIGHWAY NO. 96-A
MATCH LINE
0
2100
6300
FEET
RKG ASSOCIATES INC
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
STEAM/OIL HEAT SYSTEM
SENECA ARMY DEPOT
DATE: 11/15/96
MAP 3-3


MATCH LINE
LEGEND
STORM SEWER MAIN
OPEN DRAINAGE
N.Y. STATE HIGHWAY ROUTE 96
N.Y.S. HIGHWAY NO. 96
MAIN ENTRANCE
KENDAIA CREEK
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
EMERGENCY GATE
N.Y. STATE HIGHWAY ROUTE 96A
TROOP ENTRANCE
N.Y.S. HIGHWAY NO. 96-A
NEW YORK STATE HIGHWAY NO. 96-A
MATCH LINE
0
2100
6300
FEET
RKG ASSOCIATES INC
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
STORMWATER SYSTEM
SENECA ARMY DEPOT
DATE: 11/15/96
MAP 3-4


MATCH LINE
LEGEND
ELECTRICAL LINES
N.Y. STATE HIGHWAY ROUTE 96
N.Y. S. HIGHWAY NO. 96
MAIN ENTRANCE
ELEC. SUBSTATION SUPPLIED BY N.Y.S. ELEC. & GAS CORP.
KENDAIA CREEK
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
ELEC. SUBSTATION
EMERGENCY GATE
N.Y. STATE HIGHWAY ROUTE 96A
TROOP ENTRANCE
N.Y. S. HIGHWAY NO. 96-A
NEW YORK STATE HIGHWAY NO. 96-A
MATCH LINE
0
2100
6300
FEET
RKG ASSOCIATES INC
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
ELECTRICAL SYSTEM
SENECA ARMY DEPOT
DATE: 11/15/96
MAP 3-5

- There is a normally open tie between Feeder A and Feeder B.

- Feeder C: Substation 818 north complex

- Feeder C4: Ammo work shop and lake front area. Note: There is a 76.2 KVA, 162 amp, 5 KV step voltage regulator at the line running to the lake area. C4 also is a alternate feed to the north complex. Two diesel generators exist at the main pumphouse at the lake for backup of the water booster pumps. Substation 818 north complex feeders at 4.8 KV, 3-phase, 3-wire delta.

- Feeder C1: All administration buildings in the southwest limited area

- Feeder C2: All loads in the north end outside of the southwest limited are
  Note: There is a normally open tie between Feeder C1 and Feeder C2.

- Feeder C3: South west limited area, electric fence, fence lighting, generator room in Building 819, fencing underground transformers, buildings 800, 812-816 and igloos. Note: A 850 KW, 4800 volt generator is connected to Feeder C3 via an automatic transfer switch. Feeder C3 also has a normally open tie to Feeder C2.

Post #2 electric service is supplied directly from NYSE&G with its own metering. Gate #33 electric service is also supplied directly from NYSE&G with its own metering.

With the exception of the NYSE&G owned main substation, the Depot owns and maintains the complete 4.8 KV overhead and underground distribution system and substation 818. According to the Seneca Army Depot Engineering offices, there has been very few electrical outages at the Depot. These individuals also feel that the electric 4800V distribution system is in excellent condition with the major portion of the overhead lines having been upgraded with new poles, conductors and insulators over the years. They also report that capacitors with PCB oil have been removed from the main substation.

I. TELEPHONE/COMMUNICATION SYSTEMS

The telephone/communication system within the Depot is shown in Map 3-6. Telephone service is supplied to the Seneca Army Depot by the Trumansburg Home Telephone Company. Trumansburg Phone Company brings the main feed to an electronic switch located in Building 101 inside the main entrance off New York State Route 96. The Army owns the electronic switch in Building 101, as well as a second electronic switch in Building 701 at the north complex. The Depot owns and maintains the telephone distribution system within the Depot including a combination of aerial pole lines and direct burial cables. Depot personnel have reported that the outdoor plant was upgraded in the late 1980's.

There are approximately 500 lines in use including telephone and fax numbers. Fiber optic service is not currently available at the Depot. The closest location is in the Village of Ovid. According to personnel at the Trumansburg Home Telephone Company, fiber optics can be extended to the Depot if such a use is required.

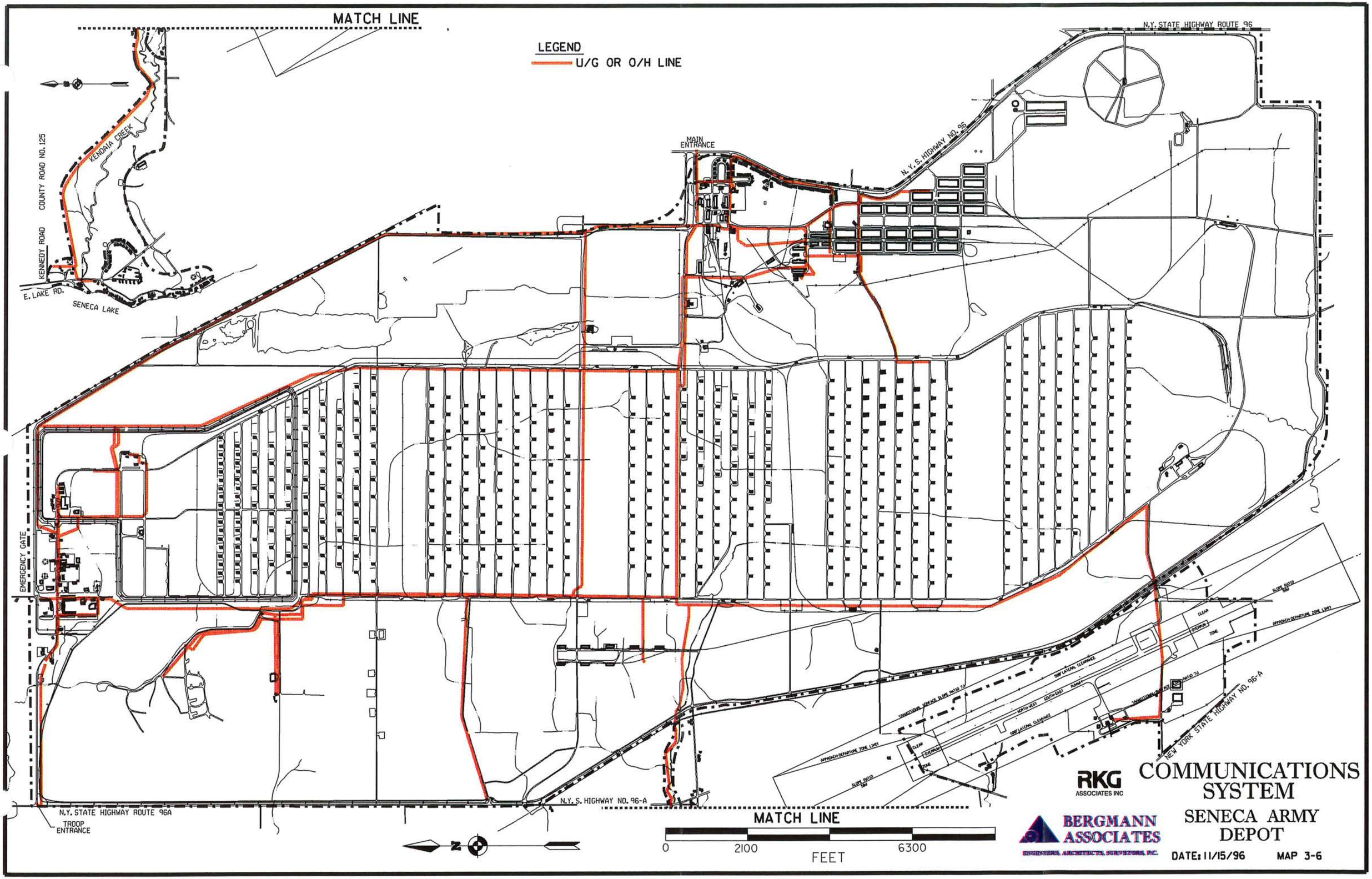
The Army also owns and maintains approximately 10.5 miles of Local Area Network (LAN) computer link system within the Depot. It is comprised of both aerial and underground lines to limited areas.

J. DEVELOPMENT IMPLICATIONS

Aside from the immediate improvements necessary to meet NYS Health Department Water Quality Standards at the intake/pumphouse and surface reservoir, the utility infrastructure does not appear to be a deterrent for redevelopment. This is particularly evident with the electrical and wastewater facilities based on improvements made and the active NYSDEC discharge permits. In addition, there is an abundance of water supply via Seneca Lake, and on-site storage (2.3 million gallons) that appears to be adequate for redevelopment. As noted, the pumping rate of the intake/pumphouse could potentially be reduced by one-third depending on which alternative is implemented to satisfy the NYS Health regulations. Although the pumping rate may be reduced, there is still plenty of supply and storage; and therefore, the only limiting factor is the amount of time it will take to refill the storage facilities, which is directly related to the amount of redevelopment and water usage. At some point in the future, if the pumps are running too often to keep up with the demand, they can be replaced with larger capacity pumps. It is assumed that redevelopment of the Depot will result in the installation of individual heating systems for each building which will replace the existing central steam heating plants and combined oil tanks.

There is the issue of transfer of ownership of the various utilities upon the Depot's closure. It has been assumed that the Department of the Army will not retain any of the utilities, and therefore separating the utilities should not be an issue. However, the willingness of each of the utility companies and/or municipalities to take over the ownership and maintenance of these facilities must be addressed.

In addition, a large percentage of the Depot property currently is not serviced by existing utilities. Consideration must be given, however, to the cost associated with extending infrastructure to those areas currently not served in order to allow development.


MATCH LINE
LEGEND
U/G OR O/H LINE
N.Y. STATE HIGHWAY ROUTE 96
MAIN ENTRANCE
N.Y.S. HIGHWAY NO. 96
KENDAIA CREEK
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
EMERGENCY GATE
N.Y. STATE HIGHWAY ROUTE 96A
TROOP ENTRANCE
N.Y.S. HIGHWAY NO. 96-A
NEW YORK STATE HIGHWAY NO. 96-A
MATCH LINE
0
2100
6300
FEET
RKG ASSOCIATES INC
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
COMMUNICATIONS SYSTEM
SENECA ARMY DEPOT
DATE: 11/15/96
MAP 3-6

CHAPTER 4 NATURAL ENVIRONMENT AND HISTORIC RESOURCES

A. INTRODUCTION

This chapter discusses the natural and historic resources associated with the Seneca Army Depot. Information is included concerning soils, water resources, wetlands that have been identified, vegetation, and wildlife.

Information in this chapter was obtained from previous studies and reports prepared for the Seneca Army Depot. No additional field work was conducted in the preparation of this chapter.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- There are 87 different sites which have been identified as wetlands on Depot property (approximately 496 acres).
- An endangered species survey is currently underway at the Depot.
- There are no sites within the Depot currently listed on the National Register of Historic Places.
- Presently, there are no known buildings on the site that could be eligible for inclusion in the National Register of Historic Places. However, a final decision for possible inclusion of facilities at the Depot on the National Register still has to be made.
- Four prehistoric archaeological sites may exist at the Depot, but this has not yet been confirmed.
- The existing soils may pose some limitations to development due to seasonal wetness, slow permeability, and seasonally high water tables.
- The NYSDEC and the U.S. Fish and Wildlife Service have identified a significant portion of the open space (non-developed) lands as having potential for wildlife resource management.

C. NATURAL RESOURCES

1. Topography

The project site lies within the towns of Romulus and Varick on the east side of Seneca Lake within Seneca County, New York. It is situated on a plateau between Cayuga and Seneca Lakes within the

glacial till plain of the Central Lowlands Physiographic Province, with the glacial lake plain on the north and the Appalachian plateau to the south.

The topography of the site varies in elevation from approximately 765± feet above mean sea level in the southeast quadrant of the site to 585± feet at the northwest corner, about seven miles away. The site generally slopes to the north and west towards the lake. In addition to the main Depot lands, there is a narrow strip of steep and gullied land of nearly 300 acres that extends about two miles from the railroad on the west side of the site down to Seneca Lake. Kendaia Creek runs through this strip of land and drains into Seneca Lake. The site is bounded on the east by NYS Route 96 and on the west by NYS Route 96A and a portion of Seneca Lake.

The surrounding adjacent land area is characterized by sparsely populated farmlands.

2. Geology and Soils

Underlying the general area is a broad north-to-south trending series of rock terraces mantled by glacial till. The region is part of the Appalachian Plateau and is underlain by a technically undisturbed sequence of Paleozoic shales, sandstones, conglomerates, limestones, and dolostones. The vicinity of Seneca Army Depot is characterized by Devonian (385 million years before present) rocks of the Hamilton group that are monoclinally folded and dip gently to the south. No evidence of faulting or folding is present. A 600 to 1,500 foot thick sequence of limestones, calcareous shales, siltstones, and sandstones characterize the Hamilton group.

Four formations have been identified within the Hamilton group and from oldest to youngest they are: the Marcellus, Skaneateles, Ludlowville and Moscow formations. Moscow Formation rocks are generally located under the eastern portion of the Seneca Army Depot, while the western portion is located in the older Ludlowville Formation. Both of these formations are typified by gray, calcareous shales and mudstones and thin limestones with numerous horizons of invertebrate fossils. The Skaneateles and Marcellus formations are black and dark gray fossiliferous shales.

Wisconsin event (c. 20,000 years before present) glacial till deposits overlay the Hamilton formation shales. The Seneca Army Depot is located on the western edge of a large glacial till plain. Although locally variable, the till is characterized by horizons of unsorted silt, clay, sand, and minor gravel. Thickness of these till deposits is variable across the Depot and generally ranges from 1 to 15 feet, although in some locations the till is greater than 30 feet thick. The till is thin and bedrock is exposed or within three feet of the surface in some locations in the central and eastern portions of the site.

Soils associations found on the Depot include the Darien-Angola association that covers the main part of the installation; and the Honeoye-Lima association which is found mainly at the Lake Housing area. The Darien-Angola association is characterized by deep to moderately deep, somewhat poorly drained soils that have a silty clay loam and clay loam subsoil. Honeoye-Lima association soils are deep, well drained soils that have a heavy silt-loam to heavy loam subsoil.

Approximately 15 mapped soils (See Table 4-1 at the end of this chapter) occur on the project site according to the Soil Conservation Service (SCS) Soil Survey for Seneca County (See Map 4-1). The soil types fall within the following soil series:

Darien series	Ilion series
Angola series	Ovid series
Appleton series	Lima series
Alluvial land	Romulus series
Aurora series	Sloan series

The predominant soil series occurring on the site are Darien and Angola silt loam, 0 to 3%. According to the SCS, most of the occurring soils present moderate to severe limitations to development due to seasonal wetness and slow permeability. Most of the series have seasonally high water tables. These series also are included on the list of New York State Hydric Soils or New York State Soils with Potential Hydric Inclusions.

Within Seneca County, four distinct hydrogeologic units have been identified: two distinct shale formations, a series of limestone units, and unconsolidated glacial drift. Groundwater in the County is minimally acceptable for use as potable water because it is very hard. About 95 percent of the groundwater wells in Seneca County are used for domestic or agricultural purposes and about five percent are used for commercial, industrial, or municipal purposes. Seneca Falls and Waterloo, the two largest communities in the County, both use surface water as municipal supplies, specifically Cayuga Lake and the Seneca River, respectively. Ovid and Interlaken Villages both use groundwater for public supplies. Ovid, which is located about five miles south of the Seneca Army Depot, obtains water from two shallow, gravel packed wells located within a quarter-mile of the center of the Village. Interlaken is located about 11 miles south of the Seneca Army Depot and its primary water supply is from a well located about 1½ miles northeast of the Village center. Two wells located about 1½ miles southwest of the Village are used for backup.

Three geologic units are used to produce water for both domestic and agricultural purposes. These units are a bedrock aquifer of predominantly shale, an overburden deposit that includes the glacial till, and a deep aquifer within beds of limestone. Because it is between 100 and 700 feet deep, the limestone source is the least used of the three for water supply. The shale aquifer is the most common source with the glacial till aquifer being intermediate.

Water flow in the unconsolidated glacial till deposits aquifer would be expected to trend in a direction consistent with the ground surface elevations. There is information suggesting that there is a groundwater divide about halfway between Lake Cayuga and Seneca Lake. Seneca Army Depot is located on the western slope of this divide, and groundwater would thus be expected to flow toward Seneca Lake to the west.

3. Vegetation

The site is comprised of upland and wetland areas as illustrated on Map 4-2. Existing vegetation is a mix of deciduous and coniferous forest species. A partial species list of trees inventoried on the site from previous studies is presented in Table 4-2 at the end of this chapter. Approximately 8,000 to 9,000 acres of the Depot site are unimproved areas that include farmland that has been allowed to revert to brushlots and forested land. Much of this is commercial forest land with salable timber that is selectively harvested at periodic intervals.

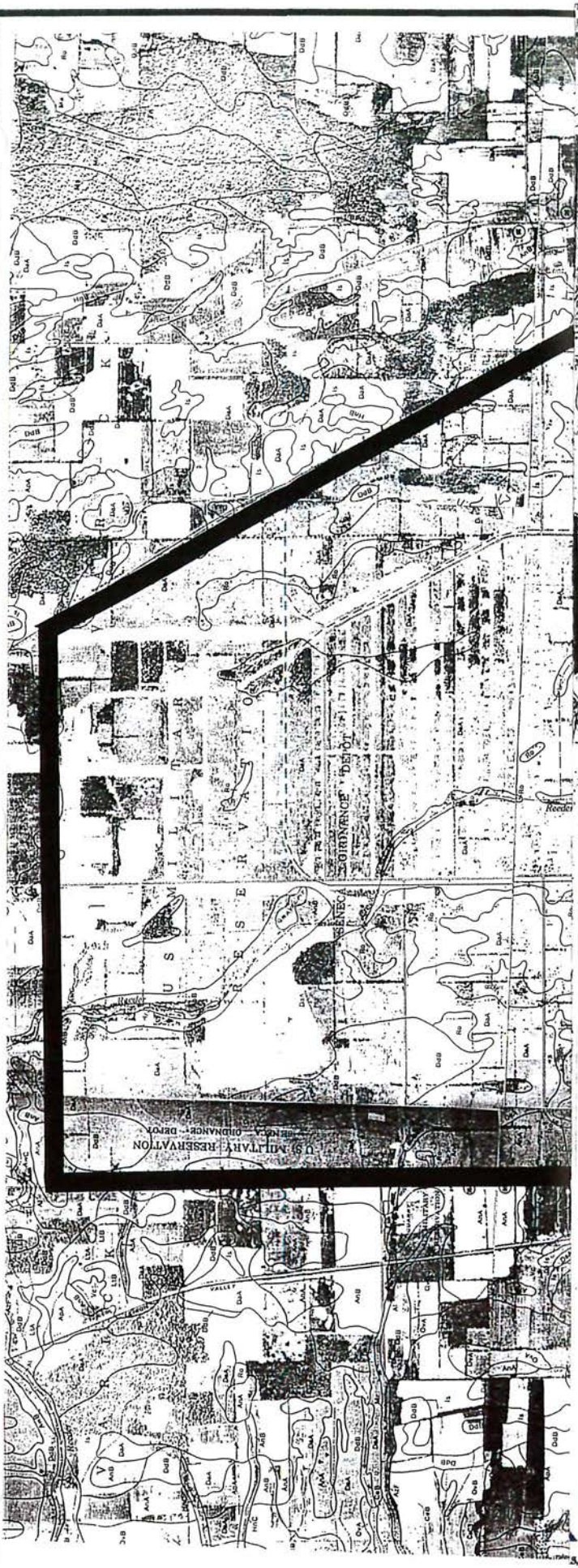
No unique ecosystems are known to exist at the Seneca Army Depot, although the wetlands, pond areas, and grassland have been identified by the NYSDEC as having high value for forage and habitat to wildlife species in decline.

4. Wildlife

According to previous studies, a variety of wetland and non-wetland mammal, reptile, amphibian, fish and bird species have been observed on the project site (See Tables 4-3 and 4-4 at the end of this chapter). The six (6) amphibian species, the bittern and the bluebird are species of special concern in New York State. The osprey and the northern harrier are listed as threatened for New York State. The bluebird is the only species that is not directly dependent on aquatic or wetland habitat for either nesting or foraging habit. A resident herd of white-tailed deer is of particular interest owing to the high frequency of a genetic trait that produces a white-coat color. At this time, the herd consists of about 175 individuals with the white-coat color and about 300 brown deer. The white-coat condition probably occurs at the Depot at this frequency because of inbreeding due to the restricted access of the site (the installation is enclosed by a fence). If there were no fence, the herd would outbreed and the white-coat frequency would decrease. The presence of the fence requires the continual management of the herd, which has been shown to expand beyond the limited carrying capacity of the installation (in 1995, 313 deer were removed by permitted hunting).

The white-coat condition is a color phase for white-tailed deer and not true albinism. The large population of white-coats is unique but not rare; it naturally occurs within the species. The public's strong interest in preserving the white-coat herd is one of the driving forces of the New York State Department of Environmental Conservation (NYSDEC) interest in the Depot property for wildlife management.

According to the NYSDEC the Depot property, in addition to the wetlands, contains large grassland/meadow acres which provides habitat for many non-gamebird migratory species which are in decline due to loss of habitat. The open meadow areas also provide hunting grounds for many birds of prey. An endangered species survey is currently underway for Federal or State threatened, endangered or special concern species on site. Some have already been observed, however, as noted previously. A breeding pair of osprey, observed in 1995, returned in 1996. Evidence of breeding eastern bluebirds has also been observed.



Mapped Soils Seneca Army Depot		
+ *	DaA	Darien silt loam, 0 to 3%
+	DdB	Darien-Danley-Cazenovia silt loams, 3 to 8%
+ *	AnA	Angola silt loam, 0 to 3%
+	Ro	Romulus silty clay loam
+	AnB	Angola silt loam, 3 to 8%
	AwC	Aurora silt loam, 8 to 15%
+	Al	Alluvial land
+	Is	Illion silty clay loam
	Ly	Lyons silt loam
+	ApA	Appleton silt loam, 0 to 3%
+	Sn	Sloan silt loam
	LtB	Lima silt loam, 3 to 8%
	AwB	Aurora silt loam, 3 to 8%
	AzF	Aurora & Farmington soils, 25 to 75%
+	OvB	Ovid silt loam, 3 to 8%

+ Hydric Soils or Soils with Potential Hydric Inclusions
* Predominant Soil Type on Project Site

SCOURCE: Soil Survey of Seneca County

RKG ASSOCIATES INC

BERGMANN ASSOCIATES
ARCHITECTS, SURVEYORS, P.C.

SOILS

SENECA ARMY DEPOT

DATE: 11/15/96 MAP 4-1

5. Surface Hydrology, Floodplains, and Wetlands

Eight drainage areas distribute surface water from the Depot in two general directions. Ditches and streams carry the surface water from the southern portion of the Depot into Indian and Silver Creeks, which flow into Seneca Lake just south of the airfield. Kendaia Creek, which flows into Seneca Lake near the Lake Housing Area, drains the administration and central areas of the depot. Reeder Creek, which also flows into Seneca Lake, drains the northeastern and north-central portions of the site. Kendig Creek drains the northeastern portion of the Depot, including the area known as the Duck Ponds. This creek flows north into the Cayuga-Seneca Canal which flows to Cayuga Lake.

According to a draft report on wetlands by the U.S. Fish and Wildlife Service, a total of eighty-seven (87) individual wetland areas have been identified on the site. This is an increase from the 1985 National Wetland Inventory (NWI) estimate of 420 acres and may be attributable to the cessation of prior farming activities on the poorly drained soil types. Many of the wetlands form combinations of different habitat types including open water, scrub/shrub, emergent, forested, and some wet grasslands. For both frequency and area, the main wetland types are palustrine non-tidal forested (47%) and emergent. Map 4-2 illustrates the mapped wetland areas on the Depot. According to the draft report on wetlands, prepared by the U.S. Fish and Wildlife Service, several recommendations were made concerning the management of resources on the property based on habitat type and wildlife species. In general, most of the wetland and adjacent upland areas were identified as valuable forage and nesting habitat for amphibians and breeding and migratory populations of non-gamebirds and waterfowl.

The NYSDEC, in conjunction with the U.S. Fish and Wildlife Service, has identified a significant portion of the open space (non-developed) lands of the Depot as having high potential for wildlife resource management.

D. HISTORIC AND CULTURAL RESOURCES

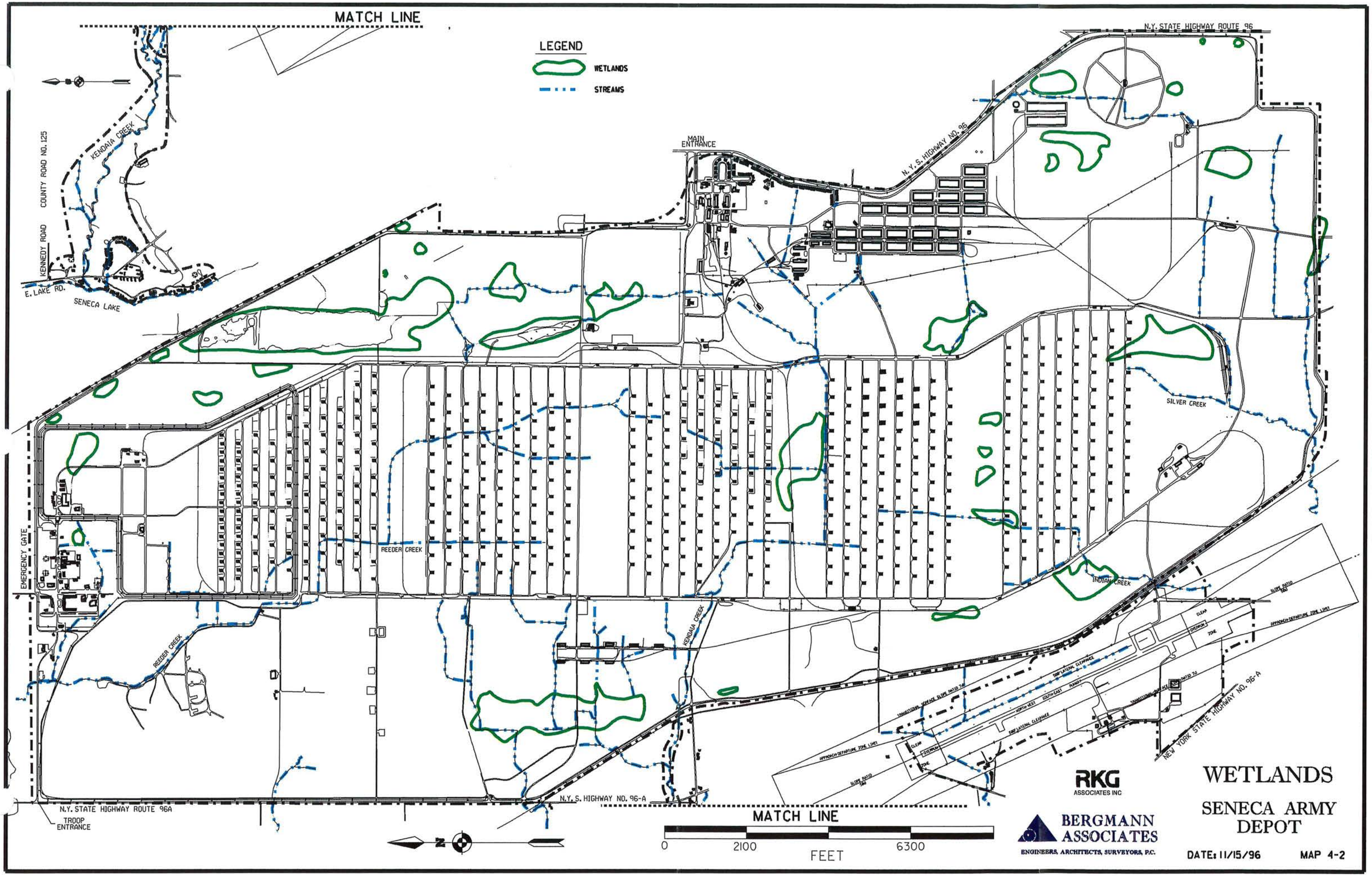
The Cayuga and Seneca Indians inhabited this area of the Finger Lakes prior to European settlement. Before the development of the Depot in 1941, approximately 105 farming families occupied the site which includes approximately 10,600± acres.

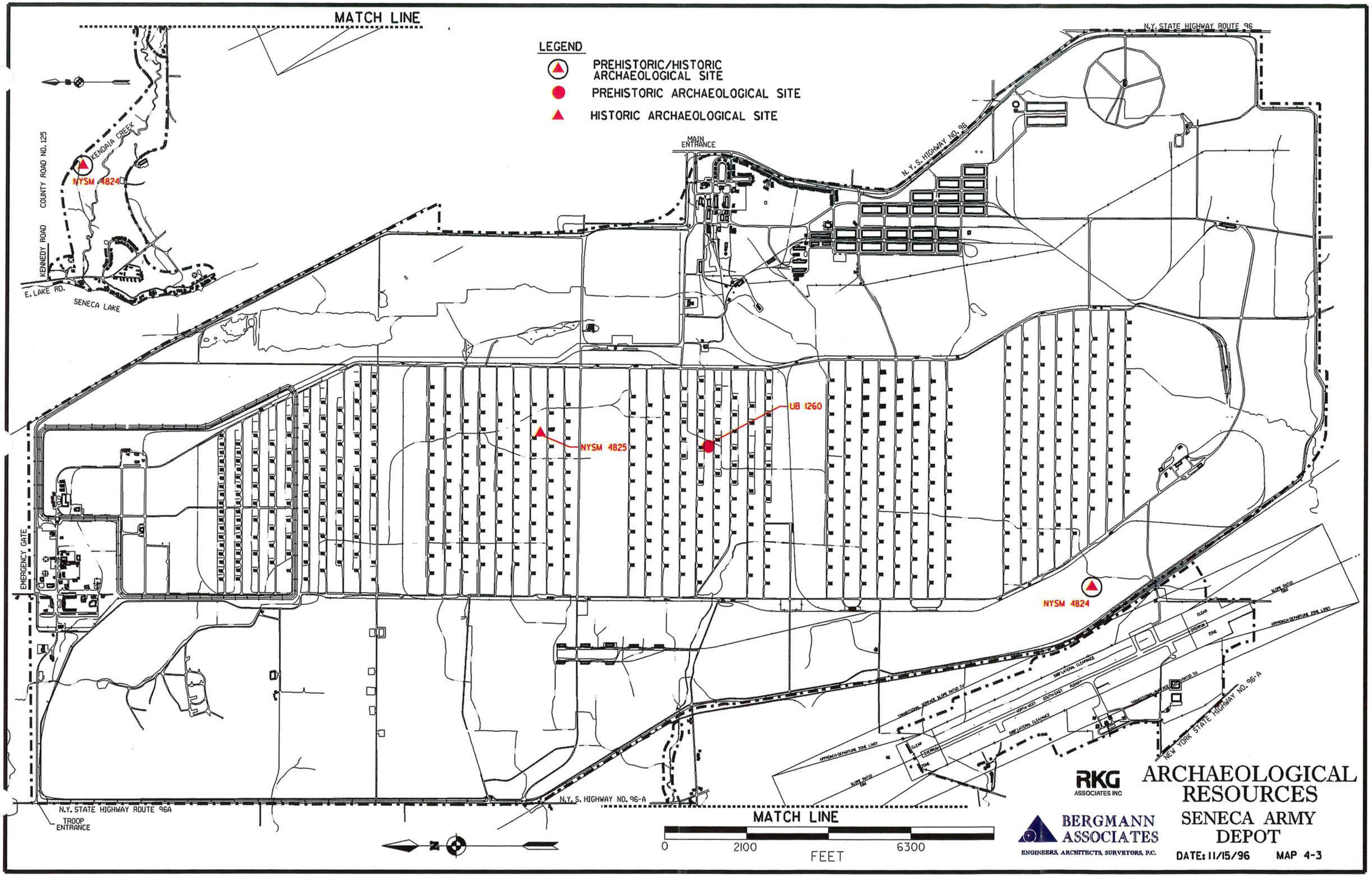
For an archaeological study of the Depot prepared in 1986, a review was conducted of all major information sources likely to have data pertinent to the prehistoric and historic archaeology of the site occupied by the Seneca Army Depot. The review indicated that four prehistoric sites are reputed to exist on the Depot, but they have not been verified. However, numerous prehistoric and historic sites have been reported in the immediate vicinity. A total of 231 specific potential historic sites were identified from documentary materials about the Depot. These include residential, commercial and craft and farmstead structures associated with Euro-American settlement in the late eighteenth through the early twentieth centuries. The physical integrity of existing and potential sites is unknown. Only a portion of these sites are believed to possess sufficient significance to be

potentially eligible for the National Register of Historic Places. A fence-to-fence review will be required, however, to determine the historic significance of all of these sites.

A study is currently underway to determine the full extent of existing historical and archaeological data on the project site. At present, four (4) sites were identified and mapped that are of historic or prehistoric archaeological significance as shown on Map 4-3. Approximately 30 percent of Depot lands have been disturbed as a result of operational and construction activities that could adversely affect potential archaeological resources. According to the NYS Office of Parks, Recreation and Historic Preservation, no buildings, structures, or sites on the Depot are currently listed on the National Register of Historic Places. One structure (Building 2301), located near the airfields, appears to pre-date the Depot, but according to Depot sources, it is unlikely to meet Federal criteria for National Register nomination. At this time, no other information is available to the public regarding the eligibility potential of the remaining structures on the Depot.

Portions of the Seneca Army Depot have been disturbed by construction of extant structures. However, large portions of the facility are essentially undisturbed. The presence, location, and physical integrity of the archeological cultural resources within any of these areas cannot be determined at this time. All ground disturbing activities in the vicinity of all known and potential sites identified in prior studies should be avoided if possible.


MATCH LINE
LEGEND
WETLANDS
STREAMS
N.Y. STATE HIGHWAY ROUTE 96
MAIN ENTRANCE
N.Y.S. HIGHWAY NO. 96
KENDAIA CREEK
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
SILVER CREEK
REEDER CREEK
INDIAN CREEK
EMERGENCY GATE
N.Y. STATE HIGHWAY ROUTE 96A
TROOP ENTRANCE
N.Y.S. HIGHWAY NO. 96-A
NEW YORK STATE HIGHWAY NO. 96-A
MATCH LINE
0
2100
6300
FEET
RKG ASSOCIATES INC
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
WETLANDS
SENECA ARMY DEPOT
DATE: 11/15/96
MAP 4-2


MATCH LINE
LEGEND
PREHISTORIC/HISTORIC ARCHAEOLOGICAL SITE
PREHISTORIC ARCHAEOLOGICAL SITE
HISTORIC ARCHAEOLOGICAL SITE
N.Y. STATE HIGHWAY ROUTE 96
MAIN ENTRANCE
N.Y.S. HIGHWAY NO. 96
KENDAIA CREEK
NYSM 4824
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
UB 1260
NYSM 4825
EMERGENCY GATE
NYSM 4824
N.Y.S. HIGHWAY NO. 96-A
NEW YORK STATE HIGHWAY NO. 96-A
N.Y. STATE HIGHWAY ROUTE 96A
TROOP ENTRANCE
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RKG ASSOCIATES INC
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
ARCHAEOLOGICAL RESOURCES
SENECA ARMY DEPOT
DATE: 11/15/96
MAP 4-3

Table 4-1

Seneca Army Depot Mapped Soils	
+* DaA	Darien silt loam, 0-3%
+ DdB	Darien-Danley-Cazenvia silt loams, 3 to 8%
+*AnA	Angola silt loam, 0-3%
+ RO	Romulus silty clay loam
+ AnB	Angola silt loam, 3-8%
AwC	Aurora silt loam, 8 to 15%
+ Al	Alluvial land
+ Is	Illion silty clay loam
Ly	Lyons silt loam
+ApA	Appleton silt loam, 0 to 3%
+Sn	Sloan silt loam
LtB	Lima silt loam, 3 to 8T
AwB	Aurora silt loam, 3 to 8%
AzF	Aurora & Farmington soils, 25-75%
+ OvB	Ovid silt loam, 3 to 8%

\+ Hydric Soils or Soils with Potential Hydric Inclusions

* Predominant Soil Type on Project Site

Source: U.S. Soil Conservation Service

Table 4-2

Existing Tree Inventory	
Common Name	**Scientific Name**
White Elm	Ulmus americana
Red Maple	Acer rubrum
Sugar Maple	Acer saccharum
White Oak	Quercus alba
White Ash	Fraxinus americana
Red Oak	Quercus rubra
Beech	Fagus americana
Wild Black Cherry	Prunus serotina
Shagbark Hickory	Carya ovata
Silver Maple	Acer saccharinum
Burr Oak	Quercus macrocarpa
Cotton wood	Populus deltiodes
Bitter-nut Hickory	Carya Minima
Quaking Aspen	Populus Tremuloides
Choke Cherry	Prunus virginiana
Swamp White Oak	Quercus bicolor
Basswood	Tilia americana
Black Locust	Robinia pseudacacia
Staghorn Sumac	Rhus typhinia
Iron-Wood	Ostrya virginiana
Hornbeam	Carpinus caroliniana
Gray Birch	Betula populifolia
Black Walnut	Juglans nigra
Sycamore	Platanus occidentailis
Honey Locust	Gleditsia triacanthos
Horsechestnut	Aesculus hippocastanum
Lombardy Poplar	Populus nigra italica
White Pine	Pinus strobus
Red Pine	Pinus resinosa
White Spruce	Picea glauca
Hemlock	Tsuga canadensis
American Arborvitae	Thuja occidentalis
Red Cedar	Juniperus virginiana
Colorado Blue Spruce	Picea pungens
Eastern Larch	Larix laricina
Silky Dogwood	Cornus amomum
Austrian Pine	Pinus nigra
Scotch Pine	Pinus sylvestris
Douglas Fir	Pseudotsuga menziesii

Table 4-3

Partial listing of species of amphibians, reptiles, fish, birds and mammals, which are associated with wetlands, that have been identified on Seneca Army Depot lands.

amphibians

American toad - *Bufo americanus*
leopard frog - *Rana pipiens*
spring peeper - *Hyla crucifer*
bull frog - *Rana catesbeiana*
red-spotted newt - *Notothalmus viridescens*
wood frog - *Rana sylvatica*

fishes

banded killifish - *Fundulus daphanus*
bluegill - *Lepomis macrochirus*
common carp - *Cyprinus carpio*
creek chub - *Semolitus atromaculatus*
long nose dace - *Rhinicthys cataractae*
white sucker - *Catostomus commersoni*
black nose dace - *Rhinicthys atratulus*
channel catfish - *Ictalurus puncatatus*
common shiner - *Notropis cornutus*
largemouth bass - *Micropterus salmoides*
spotfin shiner - *Notropis spilopterus*
cyprinids spp., notropis sp., pimphales sp.

reptiles

painted turtle - *Chrysemys picta*

mammals

beaver - *Castor canadensis*
raccoon - *Procyon lotor*
muskrat - *Ondatra zibethicus*

birds

American bittern - *Botaurus lentignosus*
black duck - *Anas rubripes*
bufflehead duck - *Bucephala albeola*
common merganser - *Mergus merganser*
great blue heron - *Ardea herodias*
hooded merganser - *Lophodytes cucullatus*
mallard - *Anas platyrhynchos*
osprey - *Pandion haliaetus*
ring necked duck - *Aythaya collaris*
swamp sparrow - *Melospiza georgiana*
American widgeon duck - *Anas americana*
belted kingfisher - *Megaceryle alcyon*
blue-winged teal duck - *Anas discors*
Canada goose - *Branta canadensis*
common snipe - *Capella gallinago*
green-winged teal - *Anas crecca*
killdeer - *Charadrius vociferus*
northern harrier - *Circus cyanus*
red-wing black bird - *Agelaius phoeniceus*
shoveler duck - *Anas clypeata*
tree swallow - *Iridoprocne bicolor*
wood duck - *Aix sponsa*

Table 4-4

Partial listing of species of amphibians, reptiles, fish, birds and mammals identified on Seneca Army Depot lands which are not usually associated with wetlands.

reptiles

garter snake - *Thamnophis spp.*

mammals

grey squirrel - *Sciurus carolinensis*
meadow vole - *Microtus pennsylvanicus*
ground hog - *Marmota monax*
white-tail deer - *Ocoileus virginianus*

birds

American robin - *Tardus migratorius*
barn swallow - *Hirundo rustica*
blue jay - *Cyanocitta cristata*
chipping sparrow - *Spizella passerina*
common flicker - *Colaptes auratus*
cowbird - *Melothrus ater*
eastern bluebird - *Sialia sialis*
eastern meadowlark - *Sturnella magan*
flycatcher spp -
great horned owl - *Bubo virginianus*
mourning dove - *Zenaida macruora*
pheasant - (ringneckedXsechaun hybrid)
redtail hawk - *Buteo jamaicensis*
ruby crowned kinglet - *Regulus calendula*
screech owl - *Strix varia*
European starling - *Turnus vulgaris*
turkey vultures - *Cathartes aura*
white-breasted nuthatch - *Sitta carolinensis*
yellow warbler - *Dendroica petechia*
American kestral - *Falco sparverius*
black-capped chickadee - *Paus atricapillus*
northern cardinal - *Cardinalis cardinalis*
common grackel - *Quiscalus quiscula*
common yellow throat - *Geothlypis trichas*
American crow - *Corvus brachyrhynchos*
eastern phoebe - *Sayornis phoebe*
field sparrow - *Spizella pusilla*
American goldfinch - *Carduelis tristis*
hermit thrush - *Catharus guttatus*
ovenbird - *Seiurus aurocapillus*
red-eyed vireo - *Vireo olivaceus*
ring neck pheasant - *Phasianus colchicus*
rufus-sided towee - *Pipilo erythropthalmus*
song sparrow - *Melospiza melodia*
tufted titmouse - *Parus bicolor*
wild turkey - *Meleagris gallopavo*
wood thrush - *Hylocichla mustelina*

A. INTRODUCTION

This chapter discusses the types of hazardous waste found at the Seneca Army Depot. Items covered include projects identified for the Installation Restoration Program, asbestos, lead-based paint, PCB's, radon, unexploded ordinance, radiological sources, pesticides, herbicides and fungicide usage, medical waste and storage tanks. Storm water and wastewater related issues are discussed in Chapter 3 of this report. Information for this chapter was obtained from the *Draft Environmental Baseline Survey* (EBS) prepared for the Seneca Army Depot, and from interviews with personnel at the Depot's Engineering/Environmental Division. This chapter also contains a discussion of possible impacts of known hazardous waste sites, and other sites which may contain unresolved environmental questions, on the development potential of the Seneca Army Depot.

Caution should be used in relying on the findings contained in the final EBS as the definitive document on environmental conditions at the Seneca Army Depot. Although the final EBS will identify land parcels for clean-up, the results of the research can not be relied on legally by anyone but the United States government.

The reader of this chapter needs to be aware that any examination of hazardous waste issues involves reference to a wide variety of federal laws and specialized nomenclature. In fact, any discussion of environmental contamination and cleanup efforts can quickly evolve into a multitude of acronyms know to only a handful of experts. To the extent humanly possible, the use of scientific, legal and technical abbreviations have been kept to a minimum. However, in some cases the use of abbreviations or references to federal legislation was unavoidable. In these instances a definition of the term is provided in order to assist the reader in understanding the context in which the term is used.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- Twenty-four of the 72 sites designated as Solid Waste Management Units at the Depot have been classified as No Action Required.

- Twenty sites are classified as requiring Removal Action or Completion Report/Record of Decision.

- Twenty-eight sites are classified as requiring Remedial Investigation/Feasibility Study, Remedial Action and Record of Decision. These 28 sites are further divided into thirteen groups and Remedial Investigations are final for two of the groups.

- Asbestos is present and not fully remediated in 198 of the 457 buildings identified as surplus. It may also exist in another 54 buildings which were either suspected to contain asbestos or

were not surveyed.

- It is possible that a vast majority of the buildings identified for disposal contain lead-based paint.

- The majority of underground and aboveground storage tanks are proposed for removal by th Department of the Army.

C. LOCATIONS AND STATUS OF HAZARDOUS WASTE

1. Installation Restoration Program

The process of cleaning up hazardous waste sites by the Department of the Army is referred to as the Installation Restoration Program (IRP). In addition, a *Draft Environmental Baseline Survey* (EBS) has been prepared. The EBS documents the physical condition of property at the Depot and contains readily available information (including data collected for the IRP) in regard to storage, use, and disposal of hazardous waste and petroleum products during the life of the Depot. The Army uses the EBS to determine its obligations under federal environmental laws before it makes any decisions concerning real property transactions. In fact, the completion of an EBS is required by the Department of Defense before any property can be sold, leased, transferred or acquired by another organization.

It is important to understand that the EBS is prepared using only existing and available information. This usually involves record searches, visual surveys and interviews with people who have knowledge of the site. The EBS, however, does not represent an in-depth environmental evaluation of the property. Consequently the EBS often contains recommendations for follow-up evaluation of specific sites.

The *Draft Environmental Baseline Survey, Seneca Army Depot*, was prepared for the U.S. Army Corps of Engineers, New York and Seattle Districts, on February 6, 1996. It was submitted to both the U.S. Environmental Protection Agency (EPA), New York Region, and the New York State Department of Environmental Conservation (NYSDEC) on March 22, 1996. This document will provide the basis for identifying, with appropriate state officials, clean parcels of land as required by the Community Environmental Response Facilitation Act (CERFA).

It should be noted that there are several major pieces of federal environmental legislation that impact the process of identifying and cleaning up hazardous waste sites. These include the following:

- CERCLA - Comprehensive Environmental Response, Compensation and Liability Act.

- CERFA - Community Environmental Response Facilitation Act

- RCRA - Resource Conservation and Recovery Act

These laws establish standards for defining hazardous wastes and hazardous materials. In addition, these acts identify substances that because of the quantity, concentration or physical, chemical or infectious characteristics, may result in substantial damage to public health, welfare, or the environment.

The environmental restoration program for the Seneca Army Depot Activity was initiated by conducting a *draft Environmental Baseline Survey* (EBS). The EBS describes the environmental conditions of the property and is used to support determination of suitability to lease or transfer. The EBS reported that seventy-two (72) sites were classified as Solid Waste Management Units (SWMU) in the final SWMU Classification Report completed in 1994. Of these, 24 have been classified as No Action Required; 20 as requiring Removal Action or Completion Report/Record of Decision (ROD); and 28 as requiring Remedial Investigation/Feasibility Study (RI/FS), Remedial Action, and ROD. The 28 sites requiring RI/FS are divided into thirteen groups and RI's are final at two of these. One is the Ash Landfill site (SEAD's-3, 6, 8, 14 and 15) located along the western edge of the property, immediately north of the airfield (CERFA parcel #56 on Map 5-1) where an Interim Remedial (IRM) is in progress to clean the source of contamination. Additional work may be needed for the groundwater. The other is the large Open Burning Ground (SEAD-23) located at the northwest corner of the Depot (CERFA parcel #120 on Map 5-1). Both FS's are currently under debate over unresolved cleanup levels. Four new groups of RI's are planned and it is likely that all of the remaining groups will require the full process (SD2008). All 72 of the recognized SWMU's are listed in Table 5-1 at the end of this chapter.

The *Environmental Baseline Survey* also classifies discrete areas of real property associated with the Seneca Army Depot, subject to transfer or lease, into one of seven standard environmental categories. These categories were established and are defined in the Community Environmental Response Facilitation Act (CERFA). This is achieved by identifying, characterizing and documenting the obviousness of the presence (or likely presence) of a release (or threatened release) of hazardous substances or petroleum products associated with the historical and current use of the Seneca Army Depot. Additionally, areas containing or suspected of containing non-CERCLA contamination substances (e.g., asbestos, led-based paint) that may limit or preclude the transfer or lease of the property for unrestricted use are delineated separately as qualified.

The seven standard environmental conditions are presented in Table 5-2. Areas that are designed as Category 1, 2, 3 or 4 are suitable for transfer or lease, subject to consideration of the qualifiers. Areas that are currently designed as Category 5, 6 or 7 are not suitable for transfer or lease.

The real property evaluated under the Environmental Baseline Survey consists of approximately 10,634 acres, all of which were identified as BRAC property subject to transfer for lease. Of the total 10,634 acres considered, 9,086.38 acres are designed as categories 1 through 4 as shown in Table 5-3 at the end of this chapter. The remaining 1,546.22 acres are designed as Categories 5 through 7 and are also shown in Table 5-3 and in Map 5-1. Additionally, 1,364.83 acres of

categorized parcels were designed qualified for asbestos, lead-based paint, polychlorinated biphenyls (PCBs), radon, radio nuclides, and/or unexploded ordinance.

2. Asbestos

Information on the potential presence of asbestos in buildings on site was obtained from the *Asbestos Management Plan Report* prepared for the Army. That report was based upon: 1) 1988 Survey of Asbestos containing materials in 144 buildings at the Depot by Galson & Galson; 2) 1991 survey of 31 additional buildings by Campbell Design Group; 3) as-needed inspections of 180 housing units by Depot personnel; and 4) asbestos removal efforts at the Depot. Of the 457 buildings, asbestos was found to be present and not fully remediated in 198 buildings and is "possible" (either suspected in the survey or not surveyed and constructed prior to 1985) and not remediated in 54 buildings. These buildings include the majority of the housing units located adjacent to the main gate, the barracks at North Station and a portion of the Lake Housing units. Asbestos was known to be absent (either never present or present and fully remediated) in 205 buildings. Further, there are no asbestos building materials in the 519 ammunition igloos.

3. Lead-Based Paint

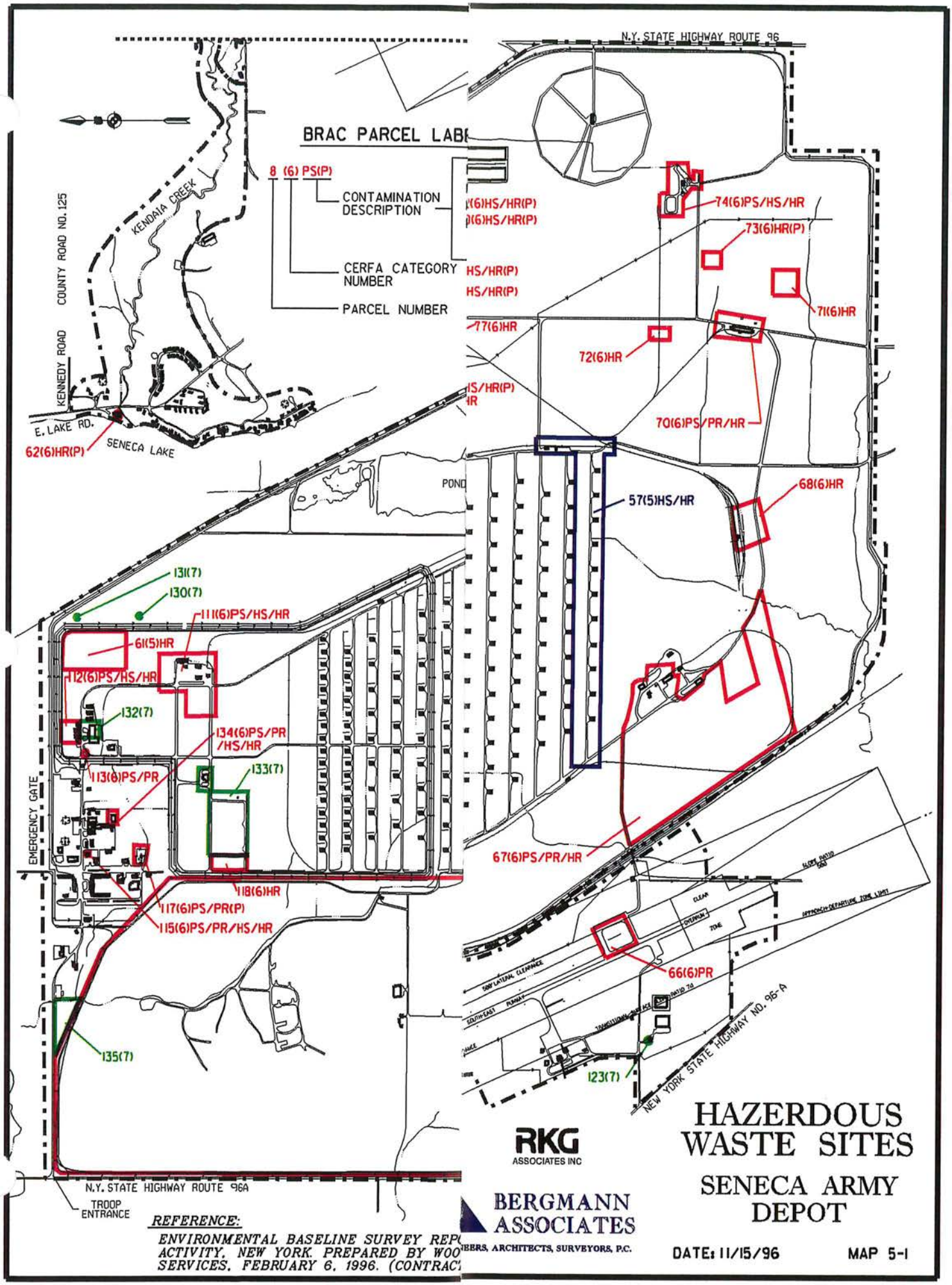
A survey for lead-based paints has not been conducted at the Seneca Army Depot. Instead, potential for lead-based paint was evaluated and presented in the EBS based upon construction dates for buildings obtained from the *Inventory of Real Military Property* database. Of 456 buildings, lead-based paint is possible in 366 buildings constructed prior to 1978 and four buildings with unknown construction dates. These buildings include the majority of housing units located adjacent to the main gate, the barracks at north station and over one-half of the Lake Housing units. It is presumed absent in 86 buildings constructed after 1977. The 519 ammunition igloos were never painted and therefore do not constitute a lead-based paint hazard.

4. Polychlorinated Biphenyls (PCB's)

Seneca Army Depot has a program for disposing of electrical equipment containing PCB's. Building 301 is the PCB Transformer Storage Facility. Decommissioned transformer units and other suspected PCB-contaminated electrical equipment are delivered to Building 301. Samples are then taken to determine if the units contained any PCB fluids. This equipment is then disposed of off-site by the Defense Reutilization and Marketing Office. There is no evidence of PCB releases from Building 301 based upon regular inspections by Depot personnel. In addition, PCB's in soil samples collected in the vicinity of Building 301 were below regulatory limits established in EPA's PCB Spill Clean Up Policy (40 CFR 761).

5. Radon

All Class 1 and Class 2 structures (structures that have 24 hour occupancy, living quarters, and day care facilities for children) were tested for radon. Testing of Class 3 structures (buildings with less



REFERENCE:

ENVIRONMENTAL BASELINE SURVEY REP ACTIVITY, NEW YORK. PREPARED BY WOO SERVICES, FEBRUARY 6, 1996. (CONTRAC

than continual occupancy and warehouses) was due to be completed in 1995. Test results from 303 buildings surveyed indicated that 10 buildings had radon levels that were greater than or equal to 4.0 pCi/L.

6. Unexploded Ordinance

Information on the potential presence of Unexploded Ordinance (UXO) at the Depot was available from the following sources: 1) Solid Waste Management Classification Study; 2) Integrated Resource Management Plan (IRMP) database; 3) on-site interviews and visual inspections. Thirty-seven buildings, six areas, and all 519 igloos were designed for possible UXO storage for use or disposal.

7. Radiological Sources

The Seneca Army Depot currently stores radioactive material (radiation calibration sources) in Buildings 321 and 806. Mixed waste was also previously stored in Building 803. A decommissioning survey was performed in 1992-1993 on 64 Special Weapons Area ammunition igloos to confirm if these igloos had radiation contamination. No fixed or removable radiological contamination was found that exceeded regulatory guidelines or requirements. At the request of the Seneca Army Depot, these igloos will be qualified for radio nuclides storage along with another 96 igloos located in the munitions storage area. These igloos will be re-surveyed once the storage operation is complete and all radio nuclides removed.

8. Pesticides, Herbicides and Fungicides

The Seneca Army Depot has a herbicide/pesticide management program. Herbicides and pesticides are stored in Building 606. Pesticides of various types are believed to have been used historically at the Depot. Although all of the pesticide materials residues are expected to gradually decline, due to metabolism by microorganisms and soil chemicals, it is likely that any soil sampling will reveal some level of residue from these chemicals.

9. Medical Waste

Infectious and contaminated waste generated by the health clinic at the Depot were disposed of off-site by contractors in accordance with NYSDEC regulations.

10. Storage Tanks

The Seneca Army Depot has 219 Underground Storage Tanks (UST) or Aboveground Storage Tanks (AST) registered with the State of New York. According to Depot personnel, the Army is proposing to remove all underground tanks and the majority of aboveground tanks that do not meet 1988 storage tank regulations. Any contamination found during tank removal would be removed and disposed of at the same time.

Of particular concern in the reuse planing process is the proposal by the Army to remove all of the tanks. If the Army removes these tanks, it will avoid all future liability for contamination which may result from possible future leaks. However, if these tanks are needed for the future operation of the site, new tanks will have to be installed. If the community desires to have the existing tanks remain at the site, it can be expected that the Army would require some form of release from liability.

Depot personnel indicated that the list of proposed tanks to be removed would be submitted to the LRA, prior to their removal, for purposes of evaluation. It should be noted that some of the storage tanks may be critical for the reuse of the site. However, the Army may required that local government or developers of the property accept liability for all tanks not removed from the site.

D. DEVELOPMENT IMPLICATIONS

Environmental questions regarding a piece of property are some of the most significant issues raised in evaluating the development potential of a parcel of land. In the case of the Seneca Army Depot the redevelopment process is even more complex because environmental questions make it difficult to even transfer the property from the Army to another user until responsibility and liability for possible clean-up is resolved.

As stated earlier, there are 20 sites requiring Removal Action or Completion Report/Record of Decision (ROD) and 28 sites requiring Remedial Investigation/Feasibility Study (RI/FS), Remedial Action and ROD.

In addition to the SWMU sites, there are approximately 219 aboveground and underground storage tanks. Even though all these tanks have not been identified as SWMU sites, there is no guarantee that there is not some contamination at some, or all, of these sites. Questions of long-term liability must be resolved for these sites. Further, the Army's current proposal is to remove all underground and aboveground tanks that do not meet current environmental regulations by 1998. If such tanks are removed, then new ones will need to be installed for those that may be critical for site redevelopment. The cost of the replacements will likely be borne by potential reusers.

A vast majority of the buildings which have been identified as surplus contain asbestos and/or lead-based paint. In some instances, it may not be financially practical to remove the asbestos and/or lead-based paint from the building. Consequently, the most prudent course of action may be the demolition or removal of some structures. However, the demolition and disposal of these buildings will have to be accomplished under existing Federal regulations for asbestos and lead-based paint removal. This will most likely result in additional cost for redeveloping the site.

Table 5-1

A. **No Action** Solid Waste Management Units
Seneca Army Depot Activity

Unit Number	Unit Name
SEAD-1	Building 307 - Hazardous Waste Container Storage Facility
SEAD-2	Building 301 - PCB Transformer Storage Facility
SEAD-7	Shale Pit
SEAD-10	Present Scrap Wood Site
SEAD-18	Building 709 - Classified Document Incinerator
SEAD-19	Building 801 - Classified Document Incinerator
SEAD-20	Sewage Treatment Plant No. 4
SEAD-21	Sewage Treatment Plant No. 715
SEAD-22	Sewage Treatment Plant No. 314
SEAD-29	Building 732 - Underground Waste Oil Tank
SEAD-30	Building 118 - Underground Waste Oil Tank
SEAD-31	Building 117 - Underground Waste Oil Tank
SEAD-35	Building 718 - Waste Oil-Burning Boilers (3 units)
SEAD-36	Building 121 - Waste Oil Burning Boilers (2 units)
SEAD-37	Building 319 - Waste Oil-Burning Boilers (2 units)
SEAD-42	Building 106 - Preventive Medicine Laboratory
SEAD-47	Buildings 321 and 806 Radiation Calibration Source Storage
SEAD-49	Building 356 - Columbite Ore Storage
SEAD-51	Herbicide Usage - Perimeter of High Security Area
SEAD-53	Munitions Storage Igloos
SEAD-55	Building 357 - Tannin Storage
SEAD-61	Building 718 - Underground Waste Oil Tank
SEAD-65	Acid Storage Areas
SEAD-72	Building 803 - Mixed Waste Storage Facility

Note: No Action SWMU's are sites which likely pose no threat to the environment.

Reference:
Draft Environmental Baseline Survey Report, Seneca Army Depot Activity, New York. Prepared for US Army Corps of Engineers, New York District, Seattle District, February 6, 1996. Prepared by Woodward-Clyde Federal Services (Contract No. DACA67-95-D-1001).

Table 5-1

B. **High Priority** Areas of Concern
Seneca Army Depot Activity

Unit Number	Unit Name
SEAD-3	Incinerator Cooling Water Pond
SEAD-4	Munitions Washout Facility Leach Field
SEAD-6	Abandoned Ash Landfill
SEAD-8	Non-Combustible Fill Area
SEAD-14	Refuse Burning Pits (2 units)
SEAD-15	Building 2207 - Abandoned Solid Waste Incinerator
SEAD-16	Building S-311 - Existing Deactivation Furnace
SEAD-17	Building 367 - Existing Deactivation Furnace
SEAD-23	Open Burning Ground
SEAD-24	Abandoned Powder Burning Pit
SEAD-25	Fire Training and Demonstration Pad
SEAD-26	Fire Training Pit
SEAD-45	Demolition Area

Note: ***RI/FS currently underway at SEAD-3, SEAD-6, SEAD-8, SEAD-14, SEAD-15, and SEAD-23.***

High priority AOC's are SWMU's for which a release of hazardous waste has been reported or a release is likely to have occurred.

Reference:
Draft Environmental Baseline Survey Report, Seneca Army Depot Activity, New York. Prepared for US Army Corps of Engineers, New York District, Seattle District, February 6, 1996. Prepared by Woodward-Clyde Federal Services (Contract No. DACA67-95-D-1001).

Table 5-1

C. **Moderate Priority** Areas of Concern
Seneca Army Depot Activity

Unit Number	Unit Name
SEAD-11	Old Construction Debris Landfill
SEAD-13	IRFNA Disposal Site
SEAD-57	Explosive Ordinance Disposal Area

Note: ***Moderate Priority AOC's are SWMU's for which there is evidence or suspicion of waste disposal, but for which the types and/or the exact locations of the wastes have not necessarily been established, and for which further investigation is a moderate priority.***

Reference:

Draft Environmental Baseline Survey Report, Seneca Army Depot Activity, New York. Prepared for US Army Corps of Engineers, New York District, Seattle District, February 6, 1996. Prepared by Woodward-Clyde Federal Services (Contract No. DACA67-95-D-1001).

Table 5-1

D. **Moderately Low Priority** Areas of Concern
Seneca Army Depot Activity

Unit Number	Unit Name
SEAD-5	Sewage Sludge Waste Piles
SEAD-9	Old Scrap Wood Site
SEAD-12	Radioactive Waste Burial Sites
SEAD-43	Building 606 - Old Missile Propellant Test Laboratory (refer to SEAD-56)
SEAD-44	Quality Assurance Test Laboratory
	Location A: West of Building 616
	Location B: Brady Road
SEAD-50	Tank Farm (refer to SEAD-54)
SEAD-54	Asbestos Storage
SEAD-56	Building 606 - Herbicide and Pesticide Storage (refer to SEAD-43)
SEAD-58	Debris Area Near Booster Station 2131
SEAD-59	Fill Area West of Building 2131
SEAD-69	Building 606 - Disposal Area

Note: ***SEAD-43, SEAD-56, and SEAD-69 are included as one AOC for the SI program. SEAD-50 and SEAD-54 are included as one AOC for the SI program.***

Moderately Low Priority AOC's are SWMU's for which there is no evidence of suspicion of waste disposal, but for which the types and/or the exact locations of the wastes have not necessarily been established, and for which further investigation is a moderately low priority.

Reference:
Draft Environmental Baseline Survey Report, Seneca Army Depot Activity, New York. Prepared for US Army Corps of Engineers, New York District, Seattle District, February 6, 1996. Prepared by Woodward-Clyde Federal Services (Contract No. DACA67-95-D-1001).

Table 5-1

E. **Low Priority** Solid Waste Management Units
Seneca Army Depot Activity

Unit Number	Unit Name
SEAD-27	Building 360 - Steam Cleaning Waste Tanks
SEAD-28	Building 360 - Underground Waste Oil Tanks
SEAD-32	Building 718 - Underground Waste Oil Tanks
SEAD-33	Building 121 - Underground Waste Oil Tanks
SEAD-34	Building 319 - Underground Waste Oil Tanks
SEAD-38	Building 2079 - Boiler Plant Blowdown Leach Pit
SEAD-39	Building 121 - Boiler Plant Blowdown Leach Pit
SEAD-40	Building 319 - Boiler Plant Blowdown Leach Pit
SEAD-41	Building 718 - Boiler Plant Blowdown Leach Pit
SEAD-46	Small Arms Range
SEAD-48	Pitch Blend Storage Igloos
SEAD-52	Building 608 and 612 - Ammunition Breakdown Area
SEAD-60	Oil Discharge Adjacent to Building 609
SEAD-62	Nicotine Sulfate Disposal Area near Buildings 606 or 612`
SEAD-63	Miscellaneous Components Burial Site
SEAD-64	Garbage Disposal Areas:
	Location A: Debris Landfill South of Storage Pad
	Location B: Disposal Area South of Classification Yards
	Location C: Proposed Landfill Site
	Location D: Disposal Area West of Building 2203
SEAD-66	Pesticide Storage Near Buildings 5 and 6
SEAD-67	No. 4 Pump Site East of Sewage Treatment Plant
SEAD-68	Building S-335 - Oil Pest Control Shop
SEAD-70	Building 2110 - Fill Area
SEAD-71	Alleged Paint Disposal Area

Note: Low Priority AOC's are SWMU's for which there is evidence or suspicion of waste disposal, but for which the types and/or the exact locations of the wastes have not necessarily been established, and for which further investigation is a low priority.

Reference:

Draft Environmental Baseline Survey Report, Seneca Army Depot Activity, New York. Prepared for US Army Corps of Engineers, New York District, Seattle District, February 6, 1996. Prepared by Woodward-Clyde Federal Services (Contract No. DACA67-95-D-1001).

Table 5-2

Environmental Condition of Property

Category 1

Areas where no storage for one year or longer, release, or disposal of hazardous substances or petroleum products has occurred (including no migration of these substances from adjacent properties). Additionally, includes areas where no evidence exists for the release, disposal, or migration of hazardous substances or petroleum products; however, the area has been used to store less than reportable quantities of hazardous substances (40 CFR 302.4) or 600 or fewer gallons of petroleum products.

Category 2

Areas where only storage of hazardous substances in amounts exceeding their reportable quantity or petroleum products exceeding 600 gallons has occurred, but no release, disposal, or migration has occurred.

Category 3

Areas where storage, release, disposal, or migration of hazardous substances or petroleum products has occurred, but at concentrations that do not require a removal or remedial action.

Category 4

Areas where storage, release, disposal or migration of hazardous substances or petroleum products has occurred, and all removal or remedial actions to protect human health and the environment have been taken.

Category 5

Areas where storage, release, disposal, or migration of hazardous substances or petroleum products has occurred, and removal or remedial actions are underway, but all required actions have not yet been implemented.

Category 6

Areas where storage, release, disposal, or migration of hazardous substances or petroleum products has occurred, but required removal or remedial actions have not yet been initiated.

Category 7

Areas that are not evaluated or require additional evaluation.

Reference:

Draft Environmental Baseline Survey Report, Seneca Army Depot Activity, New York. Prepared for US Army Corps of Engineers, New York District, Seattle District, February 6, 1996. Prepared by Woodward-Clyde Federal Services (Contract No. DACA67-95-D-1001).

Table 5-3

Acreage Summary for Environmental Conditions of Property
Seneca Army Depot

CERFA Category	Total Acreage	Acreage Minus Qualified Areas	Total Qualified Acreage	Asbestos Qualified Acreage	LSP-Qualified Acreage	PCB-Qualified Acreage	Radon-Qualified Acreage	Uxo-Qualified Acreage	Radionuclide-Qualified Acreage
Category 1	8,945.44	8,856.27	89.17	43.51	0.02	0.93	27.11	49.14	7.55
Category 2	133.73	104.83	28.40	27.81	25.67	0	0.46	5.00	0.18
Category 3	7.21	2.55	4.66	4.66	4.66	0	0	0	0
Category 4	0	0	0	0	0	0	0	0	0
Category 5	179.33	24.39	154.94	0.26	0.07	0	0	139.19	15.46
Category 6	1,338.06	27.32	1,064.86	1.4	5.13	0	0	1,041.86	22.27
Category 7	28.83	6.53	22.30	1.06	1.06	0	0	0.06	22.11
Total	10,632.59	9,267.76	1,364.83	78.7	36.61	0.93	27.57	1,232.93	67.57

Source:

A. INTRODUCTION

This chapter evaluates the net useable acreage available for development at the Seneca Army Depot. The determination of usable land is based on an examination of both physical and environmental constraints associated with the 10,634± acre site.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- There are 10,334 acres of property at the Seneca Army Depot, excluding an estimated 300 acres that will be transferred to the U.S. Coast Guard, that the Army has identified for disposal.

- Considering the runway clear zone, areas of potential environmental contamination, along with existing topographic constraints, it is estimated that there are 7,612 acres of potential developable land at the Depot.

C. LAND USE

Map 6-1 illustrates land potentially suitable for development at the Seneca Army Depot. All significant features including environmentally sensitive areas, wetlands, steep terrain, the airfield clear zone, and the U.S. Coast Guard property have been superimposed on the map. Each of the areas identified on the map are based on available Depot master plan reports and interviews with Depot personnel. All reported acreage should be assumed to be approximate.

The land use map was developed initially by plotting all existing land uses at the Depot. This represents approximately 540 acres of improved property, 1,730 acres of partially improved lands, and 8,364 acres of vacant property.

The next features mapped, that could impact potential land development, was environmentally sensitive areas. These areas are discussed in more detail in Chapters 4 and 5. As previously noted, all land parcels are categorized in one of seven different categories in order to reflect potential for hazardous wastes. Each identified site has been assigned a rating category of 1 through 7. Sites that have been designated as Category 5, 6 or 7 are not suitable for transfer or lease at this time. Therefore, these areas, which total 1,546 acres, are shown to be retained by the Army for the immediate future.

The map was further defined with the identification of 496 acres of wetlands, and 155 acres of heavily wooded steep terrain, which also serves as a utility corridor. Kendia Creek also is located in this area. Due to these factors the consultants have determined that this area is not suitable for

development.

The majority of the wetlands have large portions of open bodies of water which can not be disturbed by development. Although development can occur around these areas, the wetlands, as well as a 100 foot buffer area, should not be disturbed. In addition, particular attention should be taken during development to ensure that existing drainage patterns are maintained in order to avoid disturbances to the hydrologic characteristics of the wetlands.

An additional land use constraint is the 525 acre airfield and surrounding clear zone that actually extends beyond the limits of the Depot property. If this portion of the site is maintained as an airfield/airport, then development will be severely limited. If the airfield use is abandoned, more flexibility exists for development.

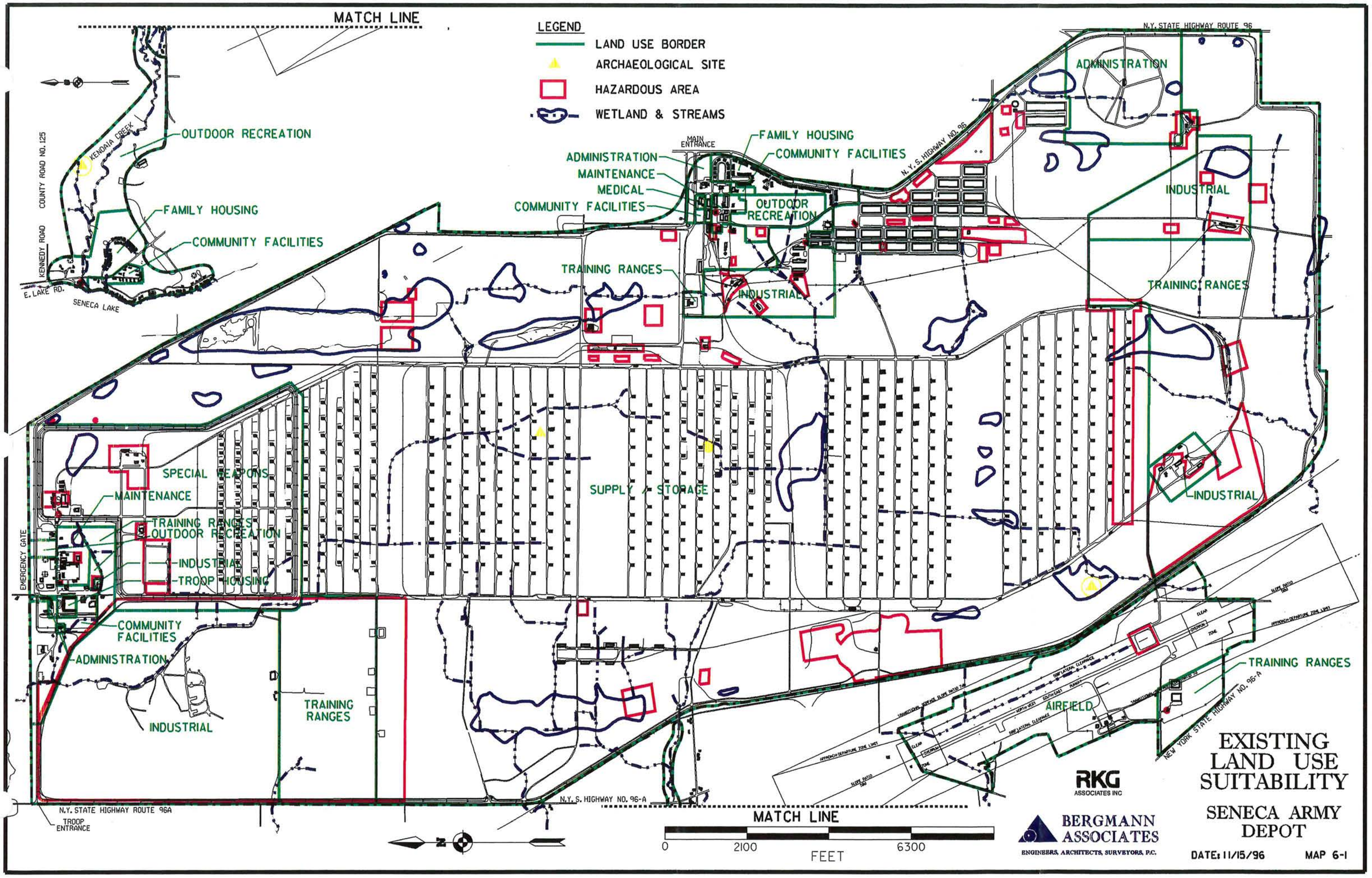
There are 541 acres, along the outer edges of the Depot, that are currently developed and available for transfer. These areas contain family housing, roads and utilities. An additional 1,730 acres in the interior of the Depot contain 519 earth covered ammunition storage igloos, along with access rail lines. Included within this area is the 640 acre "High Security" (Q Area) located along the north portion of the site. This area consists of igloos and special weapons maintenance facilities and is surrounded by extensive fencing and security systems. This area, because it contains open and developed portions, has been identified as semi-developed.

Table 6-1 contains a summary of the current land use breakdown for the Depot. The net useable area totals 7,612 acres. This includes the developed and semi-developed areas, along with the remaining useable undeveloped areas.

Table 6-1
Land Use Breakdown Summary

Total Area to be Transferred	10,634 acres
• Areas with environmental constraints (Categories 5, 6 & 7, wetlands, steep terrain)	2,197 acres
• U.S. Coast Guard	300 acres
• Airfield Clear Zone	525 acres
Total Net Usable Area	**7,612 acres**

Source: Bergmann Associates


MATCH LINE
LEGEND
LAND USE BORDER
ARCHAEOLOGICAL SITE
HAZARDOUS AREA
WETLAND & STREAMS
N.Y. STATE HIGHWAY ROUTE 96
ADMINISTRATION
OUTDOOR RECREATION
KENDAIA CREEK
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
FAMILY HOUSING
COMMUNITY FACILITIES
MAIN ENTRANCE
ADMINISTRATION
MAINTENANCE
MEDICAL
COMMUNITY FACILITIES
FAMILY HOUSING
COMMUNITY FACILITIES
N.Y.S. HIGHWAY NO. 96
OUTDOOR RECREATION
INDUSTRIAL
TRAINING RANGES
INDUSTRIAL
INDUSTRIAL
TRAINING RANGES
SUPPLY / STORAGE
INDUSTRIAL
SPECIAL WEAPONS
MAINTENANCE
TRAINING RANGES
OUTDOOR RECREATION
INDUSTRIAL
TROOP HOUSING
EMERGENCY GATE
COMMUNITY FACILITIES
ADMINISTRATION
INDUSTRIAL
TRAINING RANGES
TRAINING RANGES
AIRFIELD
NEW YORK STATE HIGHWAY NO. 96-A
N.Y. STATE HIGHWAY ROUTE 96A
TROOP ENTRANCE
N.Y.S. HIGHWAY NO. 96-A
MATCH LINE
0
2100
6300
FEET
RKG ASSOCIATES INC
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
EXISTING LAND USE SUITABILITY
SENECA ARMY DEPOT
DATE: 11/15/96
MAP 6-1

The terrain of the site available for reuse is primarily gently sloping with defined drainage swales which makes it well suited for development. The soils on the site are characterized as moderate to somewhat poorly drained. This characteristic can be addressed for new construction by implementing standard engineering practices utilizing underdrain pipe and grading all development sites with adequate slopes and drainage ditches.

As discussed in Chapter 8, existing access points to the main portion of the Depot are limited. Additional access from the main local roads (Route 96 and Route 96A) may be necessary in order to improve development opportunities at the site.

D. DEVELOPMENT IMPLICATIONS

There are approximately 7,600 acres of land at the Depot suitable for new development or renovation of existing facilities. A portion of this useable area lies along the Seneca Lake shoreline. This area is currently developed as family housing and recreational trailer camp sites. The Officers' Club and a small marina is also located along the shoreline. This area of the Depot is bordered by privately held lakefront housing and Sampson State Park. The existing homes on the Depot property appear to be in good condition (see Chapter 2). Therefore, from an aesthetic standpoint coupled with similar surrounding uses and the value of lakefront property, it appears that this area (approximately 120 acres) should remain as residential property.

As mentioned earlier, the heavily wooded steep sloped portion of the site, immediately to the east of the lakefront property along Kendig Creek, is an area of environmental constraints and should remain undeveloped.

The remaining 7,480 acres identified as net usable is somewhat segmented by wetlands and areas that may contain hazardous wastes. However, the vastness of the remaining areas allow for considerable flexibility in creating large or small development tracts. The existing 541 acre developed area does not offer the same flexibility. However, this only represents about seven percent of the total usable acreage.

Considering the size of the Depot, several different types of land use developments could be established while still providing adequate use buffers between different uses. For example, if a potion of the densely wooded area were developed as residential, due to the amount of land available, a typical transition to a commercial or industrial district could easily occur.

It should be recognized that the current layout of utilities only services a small portion of the available property for transfer. Therefore, utility and road infrastructure would have to be extended into areas currently not serviced in order for new development to occur. This is typically accomplished as new development is planned and these costs are borne by the developers or land owners intending to create improved buildable lots.

A. INTRODUCTION

The purpose of this chapter is to examine local land use plans and regulations for Seneca County. This evaluation is also performed for the Towns of Romulus and Varick since the Seneca Army Depot is adjacent to these two communities. Currently, Seneca County does not have a zoning ordinance. However, two planning studies have been prepared in order to assist individual municipalities in establishing their own land use controls.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- Seneca County is an unique, agrarian area with diverse topographical and soil characteristics. The County contains approximately 200,000 acres and is located between Cayuga and Seneca Lakes in the heart of the New York Finger Lakes region. Most of the commercial, industrial and residential development has occurred in the northern portion of the County in the Waterloo/Seneca Falls corridor. Land use and development plans prepared for Seneca County identify the Waterloo/Seneca Falls corridor as the primary location for future growth and economic development.

- In Seneca County land uses have remained fairly stable over the past 25 years. Previously prepared plans have recommended the maintenance and preservation of the rural areas for agricultural purposes and the promotion of natural resources such as Seneca and Cayuga Lakes as well as the Federal and State parks for recreational uses.

- Land use regulations and/or zoning for the Towns of Romulus and Varick are very broad in nature and not very specific in regards to defining permitted uses. This is primarily due to the types of limited development patterns that have occurred in these two municipalities. If zoning remains non-specific, incompatible land uses may occur in the future, thus limiting the market and/or investment potential of developable properties at the Seneca Army Depot.

- Reuse of the Seneca Army Depot could easily result in conflicts with land use plans that have been developed over the years, due to the lack of specific local land use regulations.

C. COMPREHENSIVE PLANS

The Seneca County Planning Board prepared a *Development Plan* in the mid-1970s concerning existing development patterns within the County. The ultimate purpose of the *Plan* was to establish broad goals and objectives in regards to maintaining the quality of life in Seneca County while coordinating and guiding future development. This *Plan*, however, did not suggest specifics regulations regarding land uses. It did provide overall objectives (short and long term) as well as guidelines for individual municipalities for regulating future land uses. It is not known if County government ever adopted this *Plan*.

A *Land Use Plan* was also prepared for Seneca County, in October, 1995, as part of the *Seneca County Comprehensive Plan*. This report represented one volume of a three-part series prepared by Passero Associates. The first volume contained a physical inventory for Seneca County in terms of public water and sewer systems, public utilities, natural features and transportation. The third volume outlined an economic development marketing plan for the County. In general, the *Comprehensive Plan* provides guidelines for land use regulations plus recommended implementation strategies. Specific zoning regulations and development criteria remain under the jurisdiction of local municipalities. The County government has not yet taken any action regarding the adoption of the *Comprehensive Plan*.

Seneca County has adopted certain regulations in accordance with New York State laws, including: Agricultural Districts to protect operating farmland from encroachment of non-farm development; Coastal Management areas to protect and preserve water quality along Seneca and Cayuga Lakes; health regulations relating to private sewage/septic disposal; and building construction regulations.

The purpose of this section is to briefly summarize the contents of these Plans in order for the reader to gain an understanding of previous planning efforts that might impact the future reuse of the Seneca Army Depot.

1. Seneca County Development Plan

The *Development Plan* was prepared by the Seneca County Planning Board in the mid 1970s. The *Plan* contains five major sections. The first section identified existing land use patterns and problems associated with urbanization, such as strip development, water pollution, traffic congestion, inadequate housing, etc. It was projected that land uses within the County would remain stable for the foreseeable future and rapid urbanization would likely not occur in Seneca County. Agriculture was (and still is) the predominate land use in the County utilizing more than 66 percent of the land area (approximately 136,000 acres). A shift from agriculture to commercial/industrial/residential had only occurred in the Seneca Falls/Waterloo corridor. Seneca and Cayuga Lakes are identified as a major influence on future development in the County. These lakes provide recreational attributes and natural assets, although they severely limit east to west transportation links for areas in the southern portion of the County (including the Seneca Army Depot).

Major State and Federal institutions, were also identified. They included the Willard Psychiatric Center and the Seneca Ordinance Depot, located in the southern portions of the County (Romulus/Varick). The Depot, represented the largest land area in Romulus. In addition, the Depot was identified as a major influence on adjacent properties. It was also reported that these institutions were experiencing employment cut backs during the 1970s. The land area at the Depot was catagorize as having only fair soil characteristics for sustaining agriculture uses.

The second section of the *Plan* analyzed population growth. It was projected that the population of the County would increase by 6.8 percent or 2,300 persons between 1975 and 1995, representing an average annual increase of 115 persons over the 20 year period. In fact, according to U.S. Bureau

of the Census, there were approximately 33,700 people in the County in 1990. This is approximately 1,350 persons less than reported in 1970, indicating an out migration of people.

The third section of the *Development Plan* projected future land requirements in Seneca County through the year 1995. The report clearly states that these are guesstimates based on a series of mathematical reiterations and assumptions regarding population growth. It was estimated that approximately 211 net acres would be developed in the County over a 25 year period, between 1970 and 1995. This represented a nominal development rate of less than 10 acres per year. Only 1 to 2 acres per year was anticipated for commercial and industrial development. This absorption factor suggests that large scale commercial and/or industrial development in the County appeared remote in 1975.

The fourth section of the *Plan* identified physical constrains on future development in the County. Factors examined included flood hazard areas, wetlands, steep slopes, high seasonal water tables and bedrock permeability. Municipal water and sewer systems were also identified as well as existing Agricultural Districts and Zoning areas.

According to the *Plan*, there were ten Agricultural Districts in Seneca County covering 51% of the County's land area (105,000 acres). These districts impacted land development in several ways. First, special improvement taxes or betterment fees for water/sewer extensions are restricted from being charged to the owners of farm land. Second, this agricultural designation prevents the enactment of land use ordinances that restricted or prohibited farming within the district. Also, eminent domain procedures for acquiring land for non-farm purposes was difficult. Finally, assessed property values had to be based on agricultural use rather than non-farm development potential. The *Plan* concluded that agricultural districts were beneficial to areas that were not experiencing rapid urbanization, such as Seneca County, since non-farm development is confined to areas outside these districts. The agriculture districts also preserved valuable farmland in the urbanized areas of Seneca Falls and Waterloo. However, it was noted that frontage land in agricultural districts remain vulnerable to residential strip developments without local land use controls.

At the time the *Plan* was prepared, zoning was utilized to augment the Agricultural District Law and define non-farm development in the County. Creating large lot zoning for frontage land was encouraged in the *Plan* to prevent strip residential developments. Also, residential (single family housing), institutional and recreational uses were encouraged for rural areas in the County (including Romulus and Varick). The *Plan* noted that the current trend in zoning was the creation of single district zoning ordinance coupled with a variety of special use permits, which would require detailed review for specific development proposals. It was also noted that Seneca Falls (Town and Village) and the Village of Waterloo had stricter zoning regulations since these communities had more growth and development.

The Plan suggested that land use planning is a relatively new concept in Seneca County and as a consequence some of the smaller communities in the southern portion of the County were slow in adopting zoning. In fact, it was reported in 1991 (15 years after the preparation of the *Plan*) that of the fifteen incorporated towns and villages in Seneca County, only six had adopted land use regulations and only two currently have land management ordinances. This suggest that the smaller

rural communities still appear reluctant to adopt land use or zoning controls, likely due to the limited development within the communities.

The final section of the *Plan* discussed actual development plans in terms of establishing goals and policies. A single broad goal for the County was presented, suggesting that major new development should be encouraged in the existing areas of high population in order to protect prime agricultural land scattered throughout the County. Specific objectives and policies regarding land use, growth, housing, sewer and water, etc. were also presented, in addition to various recommendations about different planning concepts. The *Seneca County Development Plan* also provided a framework for local municipalities to utilize in adopting their own local land use controls and ordinances.

2. Seneca County Comprehensive Plan

The *Seneca County Comprehensive Plan* was completed in October, 1995. The purpose of the planning effort was to outline methods for improving economic conditions after the closure of the North End of the Seneca Army Depot in 1993. This section provides a summary of the Plan's first two volumes entitled *Physical Inventory and Opportunities/Constraints* and the *Land Use Report*. The third volume, *Marketing Plan*, is not discussed since it does not deal directly with land use related issues.

A summary of the two reports are presented in tabular format. The summary is based on different sections of the two reports. An inventory of land uses is also summarized in terms of opportunities and/or constraints.

Summary of Seneca County Comprehensive Plan		
Physical Inventory	**Opportunities and Positive Features**	**Constraints and Negative Features**
Transportation		
Roadways East/West Access NY Thruway (I-90)	Two Exits to Seneca County (42 & 41); Major Link to regional highways	Toll Road
North/South Access Routes 96, 96A, 414 & 89	Adequate internal roadway network for current development patterns	Poor highway linkage to Depot from I-90; conflicts of though truck traffic and local traffic in village centers and residential areas.
East/West Access Routes 318, 336, 5		Geographical restraints on east/west access, limits development in southern portion of County.

Summary of Seneca County Comprehensive Plan (con't)		
Physical Inventory	**Opportunities and Positive Features**	**Constraints and Negative Features**
Rail - (Finger Lakes Railway Corp.) Waterloo/Seneca Fall (east/west access) Kandaia Line (north/south access at west side of County)	Potential of just-in time delivery and coordination with truck distribution (provided upgraded). Rail Operator interested in serving local business needs.	Local businesses express interest in rail use but lack siding. Class 1 line accesses Depot, maximum speed limited to 10 mph.
Air Finger Lakes Air Field Depot Airfield	Depot Airfield is potential link to economic activity. Large planes can land at Depot Airfield Rail access to Depot Airfield	Airfields are underutilized from an economic development perspective. Finger Lakes Airfield lacks major highway and rail access Depot lacks Fixed Based Operator (FBO)
Water Districts		
13 Water Districts Northern Section - Junius, Border City, Fayette, Waterloo, Seneca Falls Southern Section - Varick, Romulus, Seneca Depot, Willard (2), Sampson Park, Ovid, Interlaken	Unlimited water supply in comparison to other regions. Relatively inexpensive water versus other regions Waterloo/Seneca Falls districts have extended capacity for new users	Small services areas and customer bases create difficulty with funding expansions and/or repair. Water supply from state/federal facilities could impact service/costs if closed, possibly resulting in users pay higher fees to support continued operation.
Sewer Utilities		
7 Sewer Districts Northern Section - Junius, Border City, Waterloo, Seneca Falls Southern Section - Seneca Depot, Willard, Interlaken	Excess capacity in northern section attractive for new businesses. Presence of rural sewer systems attractive for start-up businesses. Availability of sewer at Depot attractive to industrial/commercial users.	Rural systems are at or near capacity, require upgrading. Sewer disposal at state/federal facilities could be impacted if closed; possibly resulting in users paying higher fees to support continued operation.

Summary of Seneca County Comprehensive Plan (con't)		
Physical Inventory	**Opportunities and Positive Features**	**Constraints and Negative Features**
Public Utilities		
Electricity - NYSEG	Adequate electric service in County.	
Natural Gas - NYSEG (northern portion only)	Natural gas wells in southern portion of County.	Southern portion of County including Depot lacks natural gas distribution (excepting Covert).
Telephone - NYNEX, Trumansburg Home Telephone Co. & Empire Telephone Co.	Adequate phone service and expansion available; ability to link to fiber optics. Sophisticated system at Depot that may be available with closure.	County divided by two area codes, resulting in long-distance charges.
Existing Land Uses		
Agriculture	Large area devoted to agricultural use, provides open and uncluttered appearance in rural portions of County. Openness of County is attractive element to potential businesses looking for more rural locations. Grape vineyards provides an aesthetically pleasing landscape that is attractive to the tourism industry. Agricultural use provided erosion control that prevents siltation in wetlands and lakes.	Lack of land use control allows dissimilar uses and potentially impacts the perception of possible users and/or investors. Lack of land use regulations allows residential and non-residential development to occur without regard to loss of prime and/or unique soils best suited for agriculture use.
Urban Cores	Highest concentration of historic, cultural, tourist support and attractions are within the village corridor (Waterloo/Seneca Falls). This should be strengthened as a tourism opportunity. Quality of architecture within the villages should be enhanced and allowed to be a feature of the area. Greatest opportunity for expansion of infrastructure is within the village corridor. Erie Canal Corridor Plan and potential investment of $7 million to create a Canal Port should strengthen synergy between village center and canal.	Basic infrastructure within the two village centers is old and in need of repair and upgrade. Parking in the urban core is limited Conflicts between local, through and truck traffic within village centers. Seneca-Cayuga Canal as it passes through the urban cores appears ignored as a natural/recreational resource.

Summary of Seneca County Comprehensive Plan (con't)		
Physical Inventory	**Opportunities and Positive Features**	**Constraints and Negative Features**
State and Federal Uses		
State Parks - 1,900 acres Cayuga Lake Seneca Lake Sampson Lodi Point Seneca Falls Urban Cultural Park Seneca-Cayuga Canal	Provides open space, lake access for boating, beach front, camping and other recreational activities. Preserves natural resources and can be a plus for tourism. Provides land areas for wildlife management and conservation.	Seasonal limitations Seneca-Cayuga Canal is underutilized. Lack of land use controls may allow incompatible uses at adjacent property.
National Parks - 9,900 acres Women's Rights National Park Montezuma Wildlife Refuge Finger Lakes National Forest	Augment with open agricultural uses can provide panoramic scenic, pastoral and water vistas. Preserve historical elements within village cores. Rural Locations	
Institutions - 11,800 acres Seneca Army Depot Former Willard Psychiatric Center Former Samson Naval Hospital	Infrastructure in place at Depot for potential industrial/commercial development. Portion used for Drug Treatment Center, provides employment in rural area. Lakefront area for future development. Primarily open area with lake views.	Superfund Site Poor accessibility to support large scale industrial/commercial development. Potentially blighted area caused by abandoned historical-type buildings.
Source: RKG Associates, Inc. and *Seneca County Comprehensive Plan* (October, 1995)		

Land uses and development patterns have changed little between the preparation of the two Plans. The predominate land use in the County remains agriculture while commercial and industrial activity is primarily in the northern portion of the County (Waterloo/Seneca Falls Corridor). In general, the Plans concluded that rural areas should remain agricultural, however some land use controls are recommended. Also, the village centers should continue to be the focus of major commercial and industrial activity within the County, given that the Waterloo/Seneca Falls corridor provides the core services as well as the infrastructure required to attract industrial and commercial development.

Some of economic development opportunities identified in the *Comprehensive Plan* include the Route 318 corridor, between Exits 42 and 41 on the New York State Thruway. This area has visibility and accessibility from Interstate 90, and benefits from the newly constructed Finger Lakes Outlet Mall, potentially increasing the market appeal of land in the immediate vicinity. However, municipal water and sewer in this area would have to be upgraded and/or extended in order to

accommodate new development. In addition, the area along Route 414, between Exits 41 and 42 off I-90 and Route 5/20, was recommended as an area for light industrial/commercial uses.[1]

The Seneca Army Depot was also highlight as a potential area of future economic development due in part to existing infrastructure, with the exception of natural gas. However, the transportation link between the Depot, both in terms of highway and rail, was regarded as poor indicating that significant capital investment would be necessary to improve these conditions.

The *Comprehensive Plan* concludes with a section on "Recommended Implementation Strategies" that discusses land use control methods aimed at preserving agricultural uses in the rural areas of the County as well as improving economic conditions in the urban core. This section provides some land use control guidelines for municipalities in Seneca County to consider if they intend to enact zoning. Recommendations also included the adoption of overlay districts, transportation improvements and the creation of County-wide sewer and water districts.

D. LAND USE REGULATIONS

The Towns of Romulus and Varick, which are adjacent to the Seneca Army Depot, have adopted certain land use regulations. The section contains an examination of these regulations.

1. Town of Romulus

The Town of Romulus does not have defined zoning districts and/or land use regulations, although there is a planning board and a Land Use Ordinance which was adopted on December 8, 1993. It should be noted that presently this ordinance is under review by the Planning Board for possible changes. The ordinance does not specify and/ or restrict any land uses and/or lot density within the Town, although it does set forth procedures for a "use permit" and certain dimensional requirements, as indicated below:

- Minimum lot size for a single family and multi-family dwellings or commercial establishment is one-half (½) acre, with a minimum public road frontage of 75 feet.
- Any lot adjoining Cayuga or Seneca Lake shall have a minimum of 75 feet of lake shore frontage.
- Minimum lot size for a single family and multi-family dwellings or commercial establishment, within areas serviced by municipal sewer, is one-quarter (¼) acre, with minimum public road frontage of 50 feet.
- All single family and multi-family dwellings or commercial establishments have a minimum setback of 20 feet from the public road right-of-way lines; and a minimum of 10 feet from side and rear boundaries. Outbuildings or other structures have to comply with the setback requirements of the main building.

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[1] These areas were similarly identified for potential economic growth in a report entitled "Phase I: Assessment of Resources and Comparative Advantages" of the final report entitled *Identification and Evaluation of Potential Target Industries for Economic Development of Seneca County, New York*, prepared by Battelle for the Seneca County Board of Supervisors, dated January, 1985.

The ordinance also states that an approved building permit, issued by the County, must be on file with the Town Clerk prior to construction or alteration. Also, for sites requiring new water and/or septic systems, a use permit will not be approved without a valid permit for installation from the Seneca County Department of Health. In addition, all buildings must be set at an elevation that will provide adequate drainage of surface water away from the building upon final grading. All disturbed areas must also be graded and reseeded.

2. Town of Varick

The Town of Varick adopted a *Zoning Code* in August, 1975 that was updated in 1988. In general, the ordinance established three zoning districts in Varick including Flood Fringe Over Zone, Open Zone and Industrial Zone.

Flood Fringe Over Zone Area (or Special Flood Hazard Area) is a town-wide overlay district for areas located within the 100 year flood zone, as shown on flood maps provided by U.S. Department of Housing and Urban development (HUD). Also included in this zone are areas along Seneca and Cayuga Lakes, below a specific elevation. The ordinance does not specify any permitted or non-permitted uses within this district, but regulates construction standards and designs for buildings and septic systems in order to protect the health, safety and welfare of inhabitants should flooding occur.

The Open Zone was established for land areas where soil characteristics have poor permeability for on-site septic systems. The purpose of the district is to insure that these areas would not be developed to a density beyond septic capability. The permitted uses in this district include agriculture, recreation, open space and residential (with the exception of mobile home parks) which are regarded as a Special Use. Business, commercial and industrial uses that comply with regulations of the New York State Department of Environmental Conservation and the Department of Health are also permitted. Regulations for the Open District also include dimensional requirements, such as minimum setbacks, lot sizes and on-site parking standards. In addition, no lot can be developed which has insufficient space for a private septic system, unless public sewerage is available. Dimensional requirements in the Open Zone are as follows:

- Where no public sewage is available, lot size is based on the soil capacity for a septic system as determined by the NY State Department of Health and Department of Environmental Conservation.
- Minimum front yard setbacks for all structures is 75 feet from the center of the roadway.
- Minimum side and rear yard setbacks for all structures is 10 feet.
- Minimum lot size is 0.7 acres with minimum width of 100 feet.
- Retail businesses must provide off-street parking for at least 5 vehicles.
- Bars and restaurants must have a minimum of 150 feet of green space not including parking lots from adjoining properties.
- Bars and restaurants must provide off-street parking for every two persons of maximum capacity.

- Common access sites must have the following frontage requirements:

Number of Families Using Site	Minimum Frontage Required
1 - 3	100 feet
4 - 10	150 feet
Greater than 10	150 feet plus 15 feet per family over 10

- Common access sites are limited to a maximum of one structure, shed, garage, etc. per 100 feet of frontage. An exception is in the lakeshore areas where one dock per hundred feet of frontage may be built in addition to the one structure.

Special Use Requirements for Mobile Home Parks in the Open Zone include the following:

- Tract Requirements
- Front yard setback of 75 feet and side yard setback of 40 feet from adjacent properties.
- A landscape plan is required.
- No mobile home within the tract can be closer than 100 feet to an existing single family detached or two-family dwelling
- Interior roads shall be surfaced to minimize dust and mud and be at least 22 feet in width.
- Entrances/exits must provided minimum sight distances of not less than 300 feet.
- Mobile home parks must maintain a reserve water supply for fire protection as determined by the County Health Department.
- Mobile home parks must set aside 10% of the total acreage as open space and recreation area, most of which is to be adequate and usable for active recreation.
- All open spaces shall be stabilized by grass.
- Total number of mobile homes shall not exceed four (4) per gross acre.
- Lot Requirements
- Each lot shall be a minimum of 6,000 SF with minimum width of 60 feet and minimum depth of 100 feet.
- Mobile homes must be no closer than 30 feet from each other or another structure.
- No more than one mobile home on any lot or site
- All utilities shall be underground and water and sewage systems and/or connections must be in accordance with regulations of the Seneca County Health Department and NY Departments of Health and Environmental Conservation.
- Suitable parking pads must be provided on each lot for one mobile home and one automobile.
- Each lot must front an approved interior street, and direct access driveways to a public street or highway are not permitted.
- Temporary storage of trash and refuse should be in a manner approved by the Seneca County Health Department and shielded from public view.
- No front or side yard shall be used for storage.
- No mobile home should be located less than 25 feet from the pavement edge of an interior road.
- Mobile home foundation or pad shall be provided with anchors or tie downs capable of securing the stability of the mobile home.

- Skirting of mobile homes is required within 90 day of occupancy and be of a material which shall provide a finished exterior appearance.

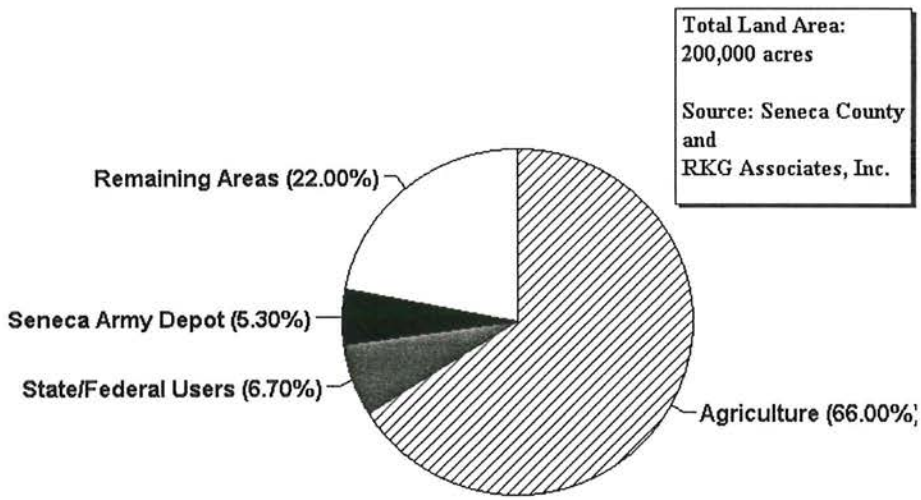
The Industrial District regulations specify that "large businesses"[2] must be located within the Industrial Zone. In addition, the development must meet all requirements specified by the Town Board. Those requirements are not set forth in the zoning ordinance.

Additional procedures and regulations regarding building permits, applications and plan details, amendments, appeals, etc. are also presented in the ordinance.

E. DEVELOPMENT IMPLICATIONS

Seneca County is an unique, agrarian area with diverse topographical and soil characteristics. Approximately 200,000 acres of land are contained in the County (See Figure 7-1). It is located between Cayuga and Seneca Lakes in the heart of the New York Finger Lakes region. Most of the commercial, industrial and residential development has occurred in the northern portion of the County in the Waterloo/Seneca Falls corridor. Land use and development plans prepared for Seneca County identify the Waterloo/Seneca Falls corridor as the primary location for future growth and economic development.

Figure 7-1
Seneca County
Distribution of Land Uses



[2] Defined as any business that employs ten or more full-time employees and/or has a capital investment in excess of $1.5 million

Land uses have remained fairly stable in Seneca County over the past 25 years. Recommendations have been made to maintain and preserve rural areas for agricultural purposes and that recreational land uses should be promoted due to natural resources available at Seneca and Cayuga Lakes as well as existing Federal and State parks.

Land use regulations and/or zoning for the Town of Romulus and Varick are very broad in nature and not very specific in regards to defining permitted uses. This is primarily due to the types of limited development patterns that have occurred in these two municipalities. If zoning remains non-specific, incompatible land uses may occur in the future, thus limiting the market and/or investment potential of developable properties at the Seneca Army Depot.

Reuse of the Seneca Army Depot could easily create conflicts with the Plans that have been prepared over the years, due to the lack of specific zoning regulations. For example, the undeveloped area of road frontage along Route 96-A at the west side of the Depot could be used for strip development, which would impact open space, and thus conflict with the rural concept envisioned in the land use plans.

A. INTRODUCTION

This chapter addresses existing access to the Seneca Army Depot from both a regional transportation perspective and the local roadway system. Analysis of existing traffic volumes and future improvements are also discussed. All information contained in this chapter was gathered from available maps, the NYS 1994 Highway Sufficient Ratings Manual and interviews with local officials and Traffic/Safety staff at the New York State Department of Transportation (NYSDOT). The railroad system is also addressed with the majority of reported information gathered from Depot personnel.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- The Seneca Army Depot is approximately 15 miles south of the NYS Thruway. NYS Routes 96 and 96A provide access along the eastern and western portions of the Depot.
- The Depot is approximately 45 minutes north of NYS Route 17. As a result, accessibility to a major limited access freeway or highway is relatively good.
- The surrounding local roadway system is currently under utilized and can sustain additional traffic.
- The on-site roadway network, as reported, is in fair condition, however some structural and capacity improvements will be required.

C. REGIONAL ACCESS

1. Existing

Map 8-1 indicates the locations of the Towns of Varick and Romulus in relation to the major regional highways surrounding the Seneca Army Depot. The Towns of Varick and Romulus are located between Seneca Lake on the west, Cayuga Lake on the east, NYS Route 336 to the north and NYS Route 96A along the south.

The Seneca Army Depot is located in the western portions of both towns and is approximately 15 miles south of the New York State Thruway and approximately 10 miles from the Towns of Waterloo and Seneca Falls. The major state highways that traverse the area are NYS Route 89, NYS Route 96, NYS Route 96A, NYS Route 336 and NYS Route 414. The Seneca Army Depot can be accessed from the north via New York State Thruway (I-90) and then connecting with NYS Route 414. From the south, the Seneca Army Depot can be accessed via NYS Route 17 to NYS Route 14,

then connecting to NYS Route 414.

All the state highways in the vicinity of the Depot are two-lane roadways with an Average Annual Daily Traffic ranging from 1,300 vehicles to 3,150 vehicles. The last year of traffic counts for some of the roadway segments was 1993. Due to the low traffic volumes on the study area roadways, the volume to capacity ratios are small in magnitude with good operating levels of service. The study area highways have no control of access and are undivided. Table 8-1 lists a number of attributes for the following highway segments in the vicinity of the study area.

Table 8-1
Highway Attributes
Vicinity Seneca Army Depot

Name of Highway	Functional Classification	AADT	Year of Count	Number of Lanes	% of Trucks	DHV	V/C Ratio
NYS Rt. 89	Major Collector	1,300	*	2	1%	90	0.0
NYS Rt. 96	Major Collector	2,800	1993	2	3%	190	0.1
NYS Rt. 96A	Minor Arterial	3,150	*	2	2%	210	0.1
NYS Rt. 336	Minor Collector	1,400	*	2	1%	90	0.0
NYS Rt. 414	Major Collector	3,150	1993	2	3%	210	0.1

Source: NYSDOT

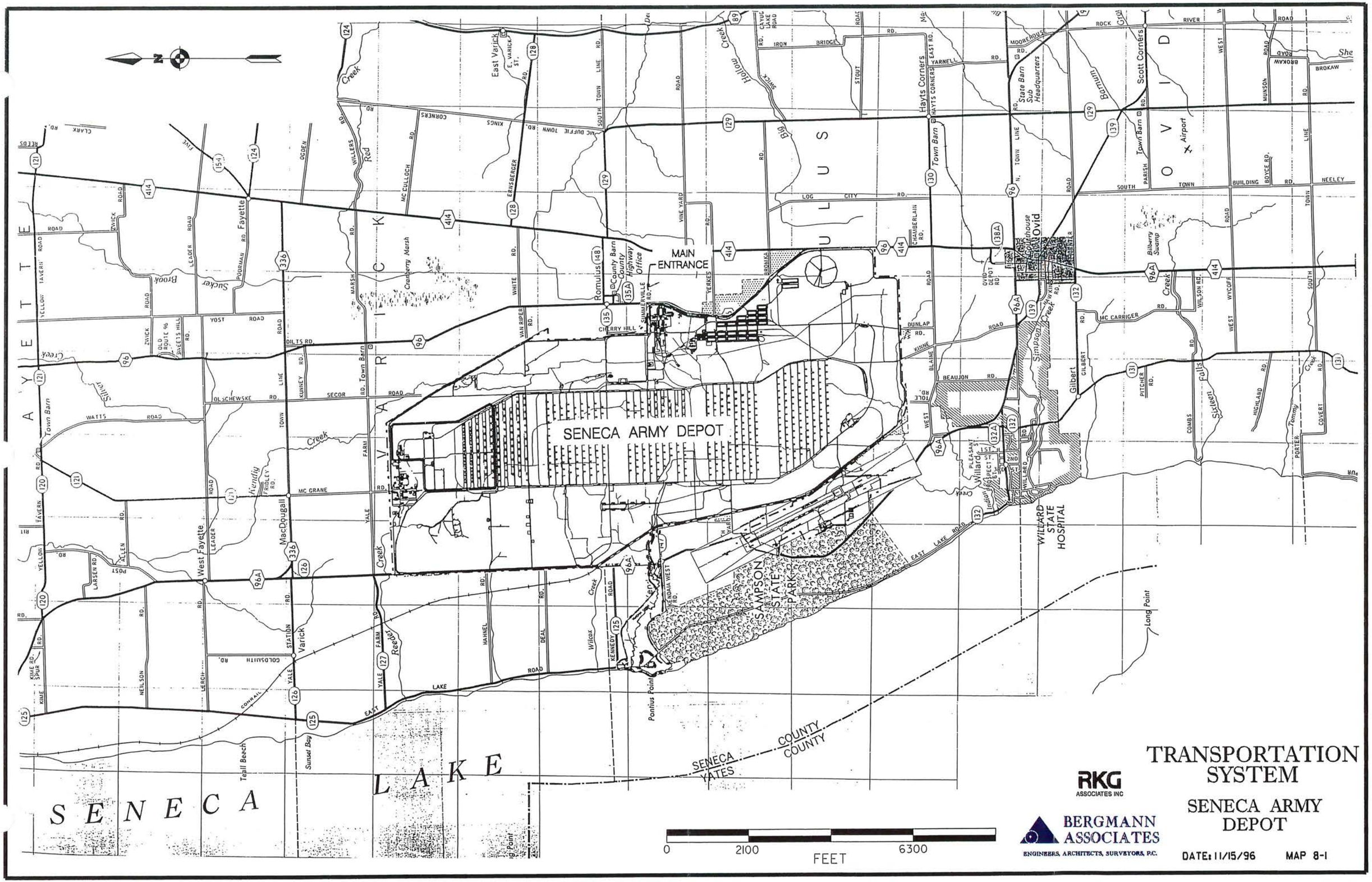
Key:
AADT - Average Annual Daily Traffic
DHV - Design Hourly Volume
V/C Ratio - Volume/Capacity Ratio
* - Estimated Traffic Count (1996)

2. Future Improvements

All the highways in the vicinity of the Seneca Army Depot are operating at good levels of service (v/c ratios less than 0.2) and have reserve capacity left to absorb additional traffic demand due to potential growth in the future. The New York State Department of Transportation advised that there would no additional physical improvements to the existing regional highway system in the Capital Improvement Program (CIP) and the only improvements would be periodic maintenance and intersection upgrades, if necessary, to overcome safety problems.

3. Evaluation of Regional Access

The Seneca Army Depot has good regional access though it is not located adjacent to any interstate highway. It is served by NYS Route 96 and NYS Route 414 which provides connections to the New York State Thruway in the North. NYS Route 414 provides connections to NYS Route 1 and NYS



RKG ASSOCIATES INC

BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.

TRANSPORTATION SYSTEM

SENECA ARMY DEPOT

DATE: 11/15/96 MAP 8-1

Route 17 to the south. Within 30 minutes to the north and 45 minutes to the south, a motorist can connect with a limited access freeway or highway.

D. LOCAL ACCESS

1. Existing

Local access is sufficient for the Army's present operations with regard to capacity, level of service and safety. Existing conditions are characterized by approximately ten access points along the perimeter of the installation. The entire perimeter of the Depot is enclosed by a ring road called Patrol Road. Limited access is provided to the major roads in the vicinity of the site including NYS Route 96 and NYS Route 96A and some county roads. All the state highways and county roads in the vicinity of the Depot are two-lane roadways and are currently not subjected to high volumes of traffic.

The two major east-west roads inside the Depot are East-West Base Line Road/Igloo Road No. 5 and West Romulus Road. The two major north-south roads inside the Depot are North-South Base Line Road and Fayette Road. The main entrance to the Seneca Army Depot is located off NYS Route 96 at the intersection with Summerville Road.

The on-site network of roadways consists of 141 miles, with the majority consisting of asphalt pavement. The North End, including the Q area, are served with approximately 113 miles of paved roads. The administration, family housing and general industrial areas contain about 14 miles of roadway. Access to the rows of igloos and other remote areas of the Depot is provided with either paved and shale or gravel roadways.

Based on a limited site inspection, interviews with Depot personnel, and reported information, it is concluded that the roadway network is in fair condition. Portions of the administration area recently received an asphalt overlay. As would be expected in this northern climate, frost heaves are evident and some areas are in need of repair. In general, the roadway system currently experiences limited vehicle and truck traffic, and appears to have withstood this traffic load. However, depending on the type of redevelopment undertaken at the site, it can be assumed that additional structure and capacity roadway improvements would be necessary to accommodate increases in traffic due to redevelopment.

2. Planned Improvements

All the county and town roads in the study area are operating at good levels of service and do not require any physical improvements based on the existing traffic demand. The Seneca County Highway Department stated that future improvements would be limited to periodic maintenance of existing facilities. The improvements considered are with regard to the existing traffic conditions in the study area.

E. RAILROAD SERVICE

The Depot owns and maintains 42 miles of railroad lines on the site. The system was originally built in the early 1940's. The Depot's system is a spur that connects to the main Finger Lakes Short Line System. According to Depot personnel, the entire Depot System is built out of used trolley car rails and tracks once used in large cities across the country. As the tracks and switching equipment was either removed or replaced during World War II, the Army obtained the old tracks and built the system gradually as used equipment and materials became available. The result is that the entire track structure system, originally designed for trolley car loading, uses 80 lb. OH (open hearth) rail section. The 80 lb. OH steel rail will not adequately support today's heavier axle loads. Today's current minimum track rating standards for industrial/commercial use is 115 lb. RE (American Railway Engineering Standards) minimum, 132 lb. RE or heavier is desirable.

Currently tracks and switching gears at the Depot are repaired or replaced with the remains of old 80 lb. rated rail equipment stockpiled on site. Due to the age of this system, replacement parts are no longer manufactured and are not readily available. The only source of compatible replacement parts is abandoned stockpiled trolley tracks around the country. The on-going track maintenance of the system has depleted the on-site stockpile over the years to a minimal amount.

The Army owns two (2) diesel locomotive which were obtained from Conrail. Although the locomotives are old, they have been maintained and are in good operational condition. The Depot has a track maintenance program which consists of replacing every third tie. However, this program and its implementation is dependent upon the allocation of available funds. On average, funds become available every other year. In the summer of 1995, a track rehabilitation project was completed on approximately 1.5 miles of track located on the eastern upper spur. The project consisted of replacing every third tie, or those that were damaged. In addition, the project also consisted of switch gear rehabilitation, drainage and ballast improvements along with track replacement in some areas while other sections received raise line and surface treatment. All track and switch gear parts were replaced with the outdated 80 lb. rail that was in stock on the Depot.

The railroad system has several loading platforms situated throughout the Depot. Some of these platforms are unprotected while others are covered and have been equipped with security lighting, cameras and lightening protection.

In summary, the entire rail system does not meet current load rating standards recommended by AREA (American Railway Engineering Association) for industrial/commercial use and current safety standards (FRA [Federal Railway Association] Class I track). In order to minimize derailments, there is a 5 mph speed limit within the Depot. Even with the reduced speed limit the current loading of cars with ammunition and ore, has resulted in a number of reported derailments, ranging from one per month to five or six per year. The Finger Lakes Short Line Railroad System that feeds the Depot meets current standards. If continued or increased rail service is to be provided at the Depot, the current rail system should be rehabilitated and upgraded to modern design standards

for track design using heavier rail sections and conformity to FRA Class I standards or greater as applicable. This is especially important where heavier loads (263,000 lb. ore cars) are moved over the lighter track structure (80 lb. rail).

A. INTRODUCTION

This chapter summarizes the Department of Defense (DoD) property transfer process. The chapter also addresses key base reuse implementation concerns, such as interim use leases, care and custody agreements, and related personal property and equipment issues. Finally, the chapter provides some background information about the impact of environmental regulations on the redevelopment process.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- Local and state governments can obtain surplus property at closed military facilities for little or no costs for a variety of public purposes. These public benefit conveyances include such activities as public airports, education, parks, recreation, and public safety. DoD recently issued the Final Rules implementing Title XXIX of the 1994 Defense Authorization Act, which permits the acquisition of property for economic development and job creation purposes.

- Governmental organizations also have the option of negotiating directly with the Federal government for the purchase of property at a closed military base.

- If state or local governments have no interest in acquiring property at a former military facility, the Federal government will dispose of the property through a sale to the general public. These sales are usually in the form of a public auction or by sealed bids.

- The DoD Final Rules and the DoD *Base Reuse Implementation Manual* offers specific assurances that the current surplus land and personal property availability will not be changed abruptly nor without close consultation with the Local Redevelopment Authority (LRA).

- The property at the Seneca Army Depot will most likely not be transferred immediately upon the closure of the facility. Consequently, the reuse plan must address short-term strategies, such as interim leases, for redeveloping the Depot.

- The preparation of the Environmental Impact Statement (EIS) is one of the most significant procedural undertakings affecting the eventual reuse of a closed military facility. It is essential that a community impacted by the closure of a base become an active participant in the EIS process.

C. EVOLUTION OF THE DoD PROPERTY TRANSFER PROCESS

The initial 1988 Defense Base Closure and Realignment Act was the product of a series of compromises between the Department of Defense (DoD) and the Congress as well as within the Congress itself. Prompted by Congressman Richard Armey of Texas, the 1988 base closure law allowed DoD to close bases identified by a blue-ribbon commission appointed by the Secretary of Defense, subject to Congressional review of the entire base closure package.

The 1988 base closure law assigned responsibility for implementing the closures and disposing of the property to DoD rather than the General Services Administration (GSA), the traditional Federal property disposal agent. At the time, DoD was anticipating large base closure property sales proceeds, an illusive mirage which eventually failed to materialize.

Rather than create a new disposal process, base closure property was subjected to all the disposal procedures in the Federal Property and Administrative Services Act of 1949 ("Property Act"), including the supervisory role of the House Government Operations Committee and its Senate counterpart. The GSA Administrator simply delegated his property disposal responsibilities to the Secretary of Defense, who in turn re-delegated this disposal role to the various Military Departments.

The 1990 Defense Base Closure and Realignment Act extended the DoD property disposal role for the 1991, 1993 and 1995 closure rounds, based on the recommendations of a similar Base Closure and Realignment Commission appointed by the President.

From a community real estate redevelopment perspective, the 1949 Property Act is very restrictive. The detailed oversight process outlined in the 1949 Property Act and the cumbersome procedures contained in the Federal Property Management Regulations are not very responsive to modern real estate markets or to local-state redevelopment practices today. The existing Federal property process is also especially cumbersome in the disposal of very large and complex real estate parcels.

1. Federal Property "Screening" Process

Under the Property Act, closed military facilities must first be "screened" within DoD for other military uses and then with other Federal agency for possible reuse. Properties no longer needed within DoD are considered "excess." While properties not useful to other Federal agencies are declared "surplus".

Communities are often fearful that Federal agencies will impose their needs and locate undesirable Federal activities in an unwilling community. In reality, Federal agencies will only locate their Job Corps facilities or their Bureau of Prisons facilities with local support. The Job Corps activities at the U.S. Naval Base in Charleston, South Carolina or at Loring Air Force Base in Maine occurred at the behest of the local communities and their Congressional delegations.

The threat of Federal "land grabs" is also a myth. During all of the major base closures of the 1960s and 1970s, there were no instances where a domestic Federal user imposed its land use will upon a community. Far more serious, however, is the potential for DoD agencies, such as Reserve or National Guard activities, to make piece-meal facility requests following the closure announcement and prior to the base closure property being declared excess. These piece-meal military agency requests can thereby create a "spotted leopard" effect on the overall remaining base property. To the best of the consultants knowledge this has not occurred at the Depot.

Until October of 1994, the second priority for surplus base closure property was accorded to Providers of housing for the homeless under the Stuart B. McKinney Homeless Assistance Act of 1987. While the McKinney Act priority still applies to all other surplus Federal property, the impact on base closure communities has been changed. In the waning hours of the 103rd Congress, the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 was approved. This Act focuses all housing the homeless assistance requests through the community's Local Redevelopment Authority (LRA). The LRA must initiate an out reach effort, among other requirements, that addresses homeless housing issues both on base and off-base (See Chapter 10).

The final surplus property screening priority is accorded to state and local governments **equally** as well as Federally recognized Native American Indian Tribes (See Chapter 10). There is no hierarchy at all in the Federal screening process among state and local agencies and recognized Indian Tribes since all state and local government, as well as Indian Tribal requests, are accorded equal standing.

2. Public Benefit Conveyances

One of the helpful features of the Property Act, and other similar federal legislation, is the opportunity for communities to acquire surplus base closure property for a broad range of public purposes, without cost or at significant public benefit conveyance discounts.

During the process of preparing the base reuse plan it will be useful for the LRA to weigh how public benefit transfers (PBT) might be applied effectively in creating an overall local "least-cost" base redevelopment effort. **A public benefit transfer should be carefully considered, but should not dominate good land use planning or supplant strong market influences**. The major public benefit transfers approaches that are potentially useful in redeveloping the Seneca Army Depot can be summarized as follows:

- Public Airports: With the endorsement of the Federal Aviation Administration (FAA), the airfield and aviation support facilities could be transferred for public airport purposes. The airport area can also include industrial and commercial activities that would involve the leasing of facilities on airport property, thereby providing a long-term revenue stream to support aviation activities. An aviation conveyance requires a FAA-certified Airport Master Plan, which includes a detailed business plan for the airport. It should be noted that under an airport PBT, property located in the aviation zone cannot be sold. Although buildings can be sold, land can

only be leased. Under this PBT option, the FAA basically becomes a partner of the organization responsible for operating the airport.

- Education: The U.S. Department of Education can convey land and facilities to public and private non-profit educational institutions on a discounted basis over thirty years. The educational entity actually fulfills the obligation to the Federal Government for the property at the rate of three and one-third percent annually through constructive educational use. Title to the property (and to property used for public health purposes) is conveyed up-front, subject to educational use restrictions and a reverter or "buy-out provisions". There are now over 124,000 students attending four-year colleges or post-secondary vocational schools at 36 former bases across the country which were closed during the 1960s and 1970s.

- Park, Recreation, Wildlife Conservation and Historic Preservation: Open space, swimming pools, ball fields, gyms, etc. as well as conservation areas and historic facilities can all be transferred in perpetuity through the U.S. Department of the Interior.

- Public Safety: Water and sewer systems, as well as medical facilities, can be transferred without cost as a public benefit conveyance, through the endorsement of the U.S. Department of Health and Human Services.

- Economic Development: In accordance with key provisions of the "Pryor Amendments" to the 1994 DoD Authorization Act, DoD is now permitted to convey base closure property for economic development and job-creation purposes "at or below fair market value" or even "for no consideration." This new economic development conveyance process is a direct result of the President's Five Point Program for "Revitalizing Base Closure Communities," issued on July 2, 1993, and the resulting community adjustment provisions (known as the Pryor Amendments) that were included in Title XXIX of the 1994 Defense Authorization Act to implement the President's program.

3. Other Methods of Conveyance

State and local governments have the option of negotiating directly with the Federal government for the purchase of surplus Federal property. Neither the State or local government has priority in this process. It is important to understand, however, that under the terms of Federal laws and regulations, all sales of property must be at **fair market value**. Fair market value is typically determined through an appraisal. While the General Services Administration (GSA) performs many of the appraisals in-house, some contracted appraisals are also used.

It should also be understood that the Federal government often restricts the ability to resell property, typically for a three to five year period. This restriction typically takes the form of an excess profits

clause, which requires that profits from a resale be returned to the Federal government. This provision essentially eliminates the possibility of "pass through" sales, where a community would negotiate a set price for a property and then pass the property on to a private concern. Under an EDC, however, a "pass through" sale is permit. In these instances the military service generally receives a percentage of the sale price.

If no interest has been expressed once a property has been made available for PBT and negotiated sale, the Federal government, usually through GSA, will dispose of the property through sale to the general public. These sales are usually in the form of a public auction or a sealed bid sale. This form of sale reduces the possibility of "undue influence" on the sales process, and provides the Federal government with a method of property disposal that has a degree of certainty relative to when the property will be disposed.

This form of sale does not impose restrictions on the resale of the property. The possibility exists that if the community wanted to acquire a particular parcel, they could bypass the negotiated purchase option, and "take their chances" at an auction. This could result in a lower acquisition price, but also involves the risk that the property will be acquired by another organization. Property acquired by a private organization or individual however, would be subject to local zoning and land use controls.

4. President's Five Point Program and the Pryor Amendments

As a result of the widespread community reactions to a cumbersome DoD and Federal base reuse and disposal process, President Clinton issued new policy guidance on July 2, 1993 toward "Revitalizing Base Closure Communities."

The key themes in the President's Five Point Program were a jobs-centered property disposal process, greater access to transition resources, fast-track environmental cleanup, and improved planning and redevelopment capacities. The President's program also highlighted the role of the community base reuse plan in determining the eventual disposal of the surplus base closure property.

The President's Program was crafted into law by a series of amendments offered by Senator David Pryor (Title XXIX) in the 1994 Defense Authorization Bill. The Pryor Amendments provided for the retention of DoD equipment at bases (Section 2902); economic development conveyances for the real estate (Section 2903); expedited property accessing actions (Section 2904); and leasing authority at "less than fair market value" (Section 2906).

5. DoD Implementation

The Pryor Amendments called for DoD to issue implementing regulations, which were released as "interim rules" in the *Federal Register* on April 6, 1994. Strong negative community reactions resulted however, due to a variety of contentious issues in the DoD Interim Final Rules, especially the DoD proposal for early direct "ready-market" property sales before the community base reuse plan was completed. The Interim Final Rules also included a precise formula (60 percent community - 40 percent DoD) for sharing possible sales proceeds.

From a community perspective, the April 6th DoD rules appeared as another attempt to realize maximum DoD sales returns under the guise of job-creation. The communities also believed the DoD rules betrayed the President's Five-Point Program, which had emphasized the key role of the community's base reuse plan. Many of the local leaders suggested that high-value properties could be identified without DoD "ready-market testing" through a business plan that outlines the financial implications of the base reuse planning document.

After a series of candid DoD community meetings, DoD issued revised Economic Development Conveyance (EDC) guidelines on October 26, 1994. The revised Interim Final Rules: (1) emphasized the key role of the community base reuse plan; (2) called for a business plan to support future local reuse; (3) delegated flexibility to the Military Departments to approve a variety of terms and conditions; (4) indicated that appraisals will be based on "present fair market value"; and (5) allowed for the long-term incremental redevelopment of valuable property. The new EDC guidance also eliminated the automatic 60 percent (community) - 40 percent (DoD) revenue sharing mechanism.

On July 20, 1995, the Department of Defense issued the Final Rules in the *Federal Register*, implementing the Title XXIX amendments to the 1994 Defense Authorization Act. The Final Rules included the earlier revised EDC guidelines, issued by DoD on October 26, 1994. The Final Rules also included revisions to the personal property, interim use, and base property maintenance standards.

DoD has also released the *Base Reuse Implementation Manual* (BRIM), which provides further guidance to the Military Departments. For the most part, the DoD Final Rules and the DoD *Manual* represent a good faith effort by DoD to address community concerns for a workable civilian base reuse process. Moreover, the Final Rules provide two important assurances: (1) further equipment cannot be removed from a military facility without the approval of the Assistant Secretary of the military agency; and (2) additional surplus military property will not likely revert back to the military services.

6. Assurances for the Seneca Army Depot Reuse Process

The role of the Seneca Army Depot reuse plan as the preferred alternative in the Army disposal EIS is especially important. It is the Reuse Plan that must be considered as the preferred approach for property disposal and not the Army's disposal plan. Contrary to some speculation, the Army cannot sell property directly to the private sector independent of the community's reuse plan.

There are three other assurances important to Seneca County concerning facility maintenance, personal property, and the potential withdrawal of further Army property from the "surplus" property package.

- The level of "maintenance and repair of facilities or equipment at the installation can not be reduced below the minimum levels required to support such facilities or equipment." From the community's perspective this means that the surplus facilities on the Depot should be repaired to a "layaway" condition with appropriate roof repairs and maintenance to prevent further deterioration.

- The equipment "at the installation" under Section 2902 is not limited to just the equipment "owned by the base." It also includes equipment owned by other Army claimant commands. The July 20, 1995 DoD Final Rules require the approval of the Assistant Secretary for any further removal of equipment (that is not mission-related to transferring activities or "military unique"). This Assistant Secretary-level decision process cannot be further delegated, and would be balanced presumably by the community's equipment needs to support the base reuse plan.

- Property declared surplus by the Army cannot readily be withdrawn. Subsection 91.7(a)(15) of the July 20, 1995 Final Rules addresses the issue of withdrawing land already declared surplus as follows (underscoring added):

  > "(15) Following the surplus determination, but prior to the disposal of the property, the Military Department may, at its discretion, withdraw the surplus determination and evaluate a federal agency's late request for excess property. . . (I) Transfers under this paragraph shall be <u>limited to special cases, as determined by the Secretary of the Military Department</u>. . . (ii) Requests shall be made to the Military Department . . . and <u>the Military Department shall notify the LRA of such a late request</u>."

D. INTERIM REDEVELOPMENT EFFORTS

It is important to understand that property at the Seneca Army Depot will most likely not be transferred immediately upon the closure of the facility. This delay in the actual transfer of property is due to a variety of factors relating to existing rules and regulations regarding the disposition of

real property and environmental issues. Consequently, the reuse plan must address interim approaches for the redevelopment of the site. Two key short-term redevelopment efforts involve interim use leases and the care and custody of surplus property.

1. Interim Use Leases

Under the provisions of general DoD leasing authority (10 USC 2667), communities are able to lease surplus property for new job-producing purposes. DoD lease provisions also permit the community to lease the property for less than fair market value.

Unfortunately, the DoD leasing terms are fairly restrictive: one-year leases, renewable for five years, with thirty-day cancellation clauses. The later provision does allow the Army to terminate the lease for the purpose of making the final property transfer to the community. The community can then lease or sell the property directly to existing private sector tenants.

The new DoD *Manual* calls for all tenant improvements to be removed or to revert to the Federal Government. This requirement is not reflected in law. Hopefully, this DoD requirement will be reconsidered to allow the community and its tenants to retain ownership, particularly once a Record of Decision has been reached.

2. Care and Custody of Surplus Army Property

The Army can contract with a public organization to maintain the remaining Army surplus properties, not otherwise leased. As individual properties are leased, the Army Care and Custody responsibility is in turn reduced.

It is important to begin recording the actual Army's costs for maintaining its surplus property as soon as practical. Care and Custody negotiations will require detailed specifications concerning the Army's maintenance standards as well as an identification of how the public organization will perform these services.

E. ENVIRONMENTAL ISSUES

As has been learned the hard way by many communities involved in base closure, environmental issues, which cover a broad spectrum and can be categorized as substantive and procedural, cannot be avoided in the reuse planning and property disposal processes. Substantive environmental issues include those which are associated with the actual condition or circumstances present at the facility identified for eventual transfer out of the Federal property inventory. These include the quality, quantity, and location of contaminants (actual or suspected); the presence of threatened or endangered species and their habitat; the adequacy and condition of waste water treatment systems to accommodate future development; the identity and location of above and below ground storage tanks, particularly those used for petroleum products; and the identity and location of activities and

facilities which by their nature represent a risk of contamination, such as landfills, burn pits, and other sites where ground water runoff may pose a risk of contamination.

With respect to procedural environment issues, the primary prerequisite involves compliance with the requirements of the National Environmental Policy Act (NEPA), the statutory basis for the development of the Environmental Impact Statement (EIS). In addition, the reuse authority must be cognizant of the requirements of the Community Environmental Response Facilitation Act (P.L. 102-426). This statute requires the United States to conduct a detailed search and review of records, aerial photographs, chain of title documents as well as a physical inspection of the property and interviews with current or former employees in order to identify the real property on which hazardous substances and petroleum products or their derivatives were stored for more than one year, or are known to have been released or disposed of. By law, the Federal agency head must provide the results of this investigation to the appropriate state official (in the case of property not on the National Priorities List [Superfund]). The identification of clean parcels is not complete until state officials concur with the results of the investigation. A failure to non-concur within 90 days will be deemed a concurrence.

The identification of contamination, or the risk of such contamination, is essential to the recipient of the property. This is because the provisions of the Superfund Law imposes joint, several, and strict liability on the owner or operator of real estate for cleanup costs. While the same statute requires that Federal property be cleaned up before transfer, lending institutions and prudent business practices mandate that the recipient be independently satisfied that the United States has met its legal obligations. While the United States retains liability for contamination cleanup costs after transfer, the costs of actually determining the source of subsequently identified contaminants, the allocation of responsibility for cleanup costs where the contamination is determined to have been caused both before and after transfer (or by a tenant in the event of an interim lease), and the inhibition on the part of investors, lenders, and subsequent occupants (tenants and owners) lead to the protective practice of thoroughly identifying all potential sources of contamination before transfer takes place.

1. The EIS Process

The most significant procedural environmental undertaking affecting a closed base becoming available to the community is the Environmental Impact Statement (EIS). This document is required for major Federal actions significantly affecting the quality of the human environment. The EIS will evaluate the environmental impact of the closure and reuse of a military facility, any environmental effects which cannot be avoided (should certain proposals be implemented) and alternatives to the proposed action. With respect to base closure property, the EIS will not evaluate the decision to close; but rather will focus on the process of property disposal, including the reuse of the property. As a result of Executive Order 12898 (February 11, 1994), the EIS will also evaluate the effects on minority and low income communities, when it appears that the disposal of the property will have a disproportionate and adverse impact on such communities.

Because an essential element of the EIS is the identification of measures to mitigate or avoid the adverse consequences of the proposed reuse, it is essential that the affected community be an active participant in the development of the EIS, preferably as a Cooperating Agency. Such status will ensure that mitigation measures are consistent with the position of the local reuse authority.

2. The Impact of Environmental Contamination on Redevelopment

It is important to recognize that the EIS is not unrelated to the identification, location, and quantification of contaminants. The development of the local reuse plan, which should be incorporated into the EIS as the Preferred Alternative and adopted in the Army's Record of Decision, must take into account those parcels of real estate which, by virtue of known or suspected environmental impairment, will not be available initially for development. Such constraints may result in their availability at a substantially later time than the bulk of the property, may result in the retention of easements to facilitate long term remediation projects or may not be transferred for the foreseeable future. The integration of the information concerning contamination as a potential constraint on reuse planning is a difficult but essential element of the planning process.

Although the Environmental Baseline Survey is a reasonably good planning document, it must be recognized that it is not an in-depth environmental evaluation of the property in question. There are numerous items identified for follow up and further evaluation, as part of the planning process. With respect to those parcels which are identified as clear of environmental impairment, it is unlikely that contamination will subsequently be discovered. However, given the number and location of solid waste management units, oil separators, above and below ground storage tanks, and the prevalence of asbestos, an overlay map of these known or suspected environmental impediments should be prepared and incorporated into all reuse planning to ensure that no irrevocable planning decision, inconsistent with the environmental condition of the property and buildings, is made. It can be anticipated that as the Army continues its quantification, qualification, and remediation of environmental problems at the Depot, parcels of real estate which initially appear to be contaminated will be cleaned up, identified as posing no risk to human health and the environment, or will otherwise be removed from the list of reuse impediments. Furthermore, some parcels may be available for long term lease, but not transfer. Such leasing can be fully incorporated into reuse planning, provided that the activities on the leased property do not interfere with monitoring or remediation activities or pose a threat to human health or the environment.

In the reuse planning process, the integration of identified environmentally impaired property in the planning process is essential. Such integration ensures that property which will not be available for a lengthy period of time because of the requirement for remediation before transfer is not included for near term use. By the same token, the inclusion of such considerations in the planning process may present an opportunity to influence the Army's allocation of scarce cleanup funds to remediate property which is included for near term uses, rather than allocate such funds to remediate problems which are of no consequence to the reuse plan.

3. Reuse Planning and the EIS Process

The integration of reuse planning, the preparation of the Environmental Impact Statement, and the identification of contamination represent a complex and interrelated process. The Army should complete the EIS within 12 months of submission of a Redevelopment Plan (§2911, Title XXIX, P.L. 103-160). The identification of uncontaminated property, as required by the Community Environmental Response Facilitation Act, and the concurrence of the appropriate state official, "...shall be made not later than 18 months after..." the final decision to close a base. The difficulty inherent in this sequence of events is that the reuse authority needs the Clean Parcel Identification to ensure that its reuse plan is not inconsistent with the cleanup requirements or the retention of real estate due to environmental constraints. The real estate cannot be disposed of until the Record of Decision is issued for the EIS and the Army has determined what parcels are available for transfer in fee, lease, or retention for cleanup. Only full coordination between all of the parties will ensure that there are no disconnects in this interrelated process.

F. FINAL COMMENTS

As a result of the DoD Final Rules, issued on July 20, 1995, as well as the new DoD *Base Reuse Implementation Manual*, Seneca County has a reasonable assurance that the Army - DoD decision making process affecting surplus lands and equipment at the Seneca Army Depot will be fair and impartial. The new Rules also call for cooperation in achieving a successful base reuse and early disposal of surplus Army property.

A. INTRODUCTION

Federal base reuse laws, regulations and policies have evolved during the past several years to meet a variety of community, public and economic needs of individuals residing in the vicinity of a closing military installation. Employment, education, recreation, transportation, public safety and law enforcement are examples of some activities that have been addressed during the reuse of former military facilities. In addition, laws have also been enacted to protect the interests of two populations in the vicinity of a closing military installation, for which the federal government has assumed special responsibility. Those populations are (a) Native American Indian Tribes (Tribes) and (b) individuals and families with inadequate housing (the homeless). The obligation to Tribes stems from two centuries of treaties and federal statutes, while the obligation to provide adequate housing has been assumed through federal programs enacted by Congress over the last three decades, culminating in the 1987 Stewart B. McKinney Homeless Assistance Act.

Federal law and policy provides that surplus federal property can be made available to assist these populations. Because of the significant socio-economic impact of the scores of military base closures that have taken place since 1988, special rules have been created to govern the distribution of surplus military property to benefit Tribes or the Homeless. The following discussion addresses the programs that benefit Tribes as well as programs for the homeless.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- Tribal Governments can request, through the Department of the Interior, the interagency transfer of surplus military facilities. Existing Tribal property must be within 25 miles of the installation. However, gaming activities will not be sponsored by the Department. In addition, the Tribal Government must compensate, unless a waiver is granted, the military department the full market value of the property.

- Available information indicates that during the Federal agency screening process for the Seneca Army Depot, no Tribal Government applied to the Bureau of Indian Affairs, Department of Interior, for an interagency transfer of any property.

- Based on recommendations contained in the Department of Defense *Base Reuse Implementation Manual*, the Seneca Army Depot LRA should continue its efforts to involve Tribal Governments in the reuse planning process.

- The 1994 Base Closure Community Redevelopment and Homeless Assistance Act allows organizations (identified as Homeless Assistance Providers) the right to compete for property at a closing base.

- The LRA must balance the needs of Homeless Assistance Providers against competing public needs for activities such as economic development, education and public recreation.

- The Department of Housing and Urban Development (HUD) is empowered to review the LRA evaluation of proposals submitted by Homeless Assistance Providers. If HUD is not satisfied with the fairness and completion of the LRA decision, it can require the LRA to revisit the reuse plan. If HUD is still unsatisfied, after the LRA review, HUD can negotiate directly with Homeless Assistance Providers and recommend change in the reuse plan. However, the Department of Defense (DoD) has the final decision on how to distribute property at a closed military installation. DoD is also directed to give substantial deference to the LRA reuse plan, unless it has explicit countervailing reasons for disregarding the plan.

- In order to avoid delays in completing and implementing the reuse plan for the Seneca Army Depot, the LRA should provide opportunities for the involvement of Tribal Governments and Homeless Assistance Providers in the planning process. The LRA must also fully document the process of involving these organizations and give fair and adequate attention to requests made by specific organizations.

C. NATIVE AMERICAN TRIBES AND SURPLUS MILITARY PROPERTY

Unlike other entities with an interest in surplus military facilities, Tribal Governments have two separate opportunities to request the conveyance of military property to their beneficial use. The first opportunity comes as part of the initial Federal screening process. When a military base is officially designated for closure, and is declared excess to the needs of all the military departments, it is first made available to other Federal agencies which can demonstrate that they have an existing authorized program which would benefit from the property. In a September 19, 1994 policy memorandum, pursuant to the Executive Memorandum of April 29, 1994, on Government to Government Relations with Native American Tribal Governments, the Secretary of the Interior offered to submit requests for interagency transfer of such surplus military facilities on behalf of Tribes whose current land holdings are within 25 miles of the installation, so long as the installation is in the same state as a majority of the Tribe's existing land.

The policy memo requires the Tribal Governments to "adequately justify the need for the property, [giving] priority to uses which will facilitate health and safety ... and/or economic development opportunities, business ventures and otherwise enhance the tribe's goal to increase the tribal community's economic self-sufficiency." However, proposals for use in gaming activities will not be sponsored by the Department. The proposals "must demonstrate the feasibility of the proposal with market studies, analyses, and management plans." The Secretary reserves the discretion to sponsor or decline to sponsor a Tribal request for surplus military land.

In addition, the normal requirements of the Federal Property and Administrative Services Act of 1949 still apply, namely that the Department of the Interior must be prepared to pay to the military

department that owns the facility the full market value of the property, unless Interior can persuade the Office of Management and Budget and the Department of Defense (DoD) that part or all of such payment should be waived in the national interest. Since Interior is not funded for significant property acquisitions, unless a Tribal Government can procure its own funding, the only chance to get the property at this stage is through such a waiver. Any property acquired through this process will be taken into trust by Interior on behalf of the Tribe.

On June 1, 1995, the Secretary of the Interior updated its policy for application to bases selected for closure in 1995. It asked Tribal Governments to provide early notification to Interior of specific base facilities they were interested in using, and the planned use. The Secretary also required that each request "must contain a clear statement demonstrating the impact of the concerned base closure on the tribe.... [A] tribe must show that it is located within the area economically affected by the closure of the base and that the closure will have an economic impact on the tribe." The best available information indicates that during the Federal agency screening process for the Seneca Army Depot, no Tribal Government applied to the Bureau of Indian Affairs, Department of the Interior, for an interagency transfer of any property to the benefit of the Tribe, so the opportunity has now closed.

However, the Secretary also volunteered to help "ensure that tribes economically affected by base closures are represented and have meaningful participation on Local Redevelopment Authorities (LRAs)...." Because of the limited opportunities for Tribes to obtain military property through the Federal screening process, the Secretary encourages Tribes to seek property through the LRA-led process for distribution of surplus military facilities.

The DoD *Base Reuse Implementation Manual* (BRIM) endorses the participation in the LRA by Tribal Governments that are "adversely affected by the base closure" and specifies that Tribes "should work within this process to see their needs addressed through a single, comprehensive plan" as one of the several needs being fulfilled by the LRA's reuse plan.

Interior's policy letter does not define what it means for a Tribe to be "economically affected by base closures" for purposes of participating directly in the LRA. It appears to be left to the LRA and the Tribal Governments to come to agreement on this question. Since it is the LRA's responsibility to constitute itself, it must make a decision. An adverse economic affect could perhaps be demonstrated by (a) loss of base employment by Tribal members, (b) loss of employment or income due to loss of base or base employee patronage of a business owned by the Tribe or its members, or (c) residence by Tribal members in the vicinity of the installation, since base reuse laws and policy presume that the economy in this vicinity is adversely affected. Furthermore, the normal rule would be to err in favor of inclusiveness if the answer to this question is not clear.

The term "vicinity of the installation" is used in the Base Closure Community Redevelopment and Homeless Assistance Act of 1994, and is defined in the implementing DoD and HUD regulations as referring to the jurisdiction of the local governments which formally participate in the formation and operation of the LRA. At Seneca Army Depot, the "vicinity" includes only Seneca County and the City of Geneva.

While the BRIM appears to require the LRA to include appropriate Tribal representatives, if the Tribal Governments decline the invitation to participate in the deliberations of the LRA, it would appear that the LRA has fulfilled this obligation. As a matter of political prudence and legal caution, the LRA may wish to maintain the invitation as open, so that the Tribal Government cannot maintain at a later time that it was purposefully excluded from the LRA planning process.

In addition to participation on the LRA itself, each Tribal Government which has resident members within the vicinity of Seneca Army Depot also has the status of a local government, and must therefore be included in the screening process conducted by the LRA for state and local government entities and Homeless Assistance Providers (Providers). A Tribal Government must therefore be given reasonable notice (such as through a direct communication to its leadership in addition to the general newspaper notice), and the opportunity to submit a Notice of Interest (NO)as to base facilities, and an invitation to participate in the workshop surveying available base facilities which the LRA will conduct for all entities which submit an NOI. A Tribal NOI will then be weighed by the LRA along with all other NOIs for potential incorporation in the LRA's Reuse Plan.

Because Tribes are local governments and have a special relationship with the Federal government, and because the economic development of Tribes is considered a public purpose, if the LRA decides to incorporate a Tribal NOI in its Reuse Plan, that portion of the Reuse Plan should accompany a recommendation to the Army to make a no-cost Public Benefit Conveyance to the Bureau of Indian Affairs, Department of the Interior, to be held in trust for the Tribe. The actual transfer would wait for completion of the Environmental Impact Statement (EIS) and Finding of Suitability to Transfer (FOST), and be incorporated in the Army's Record of Decision (ROD) on property disposition.

D. THE HOMELESS AND SURPLUS MILITARY PROPERTY

Title V of the 1987 Stewart B. McKinney Homeless Assistance Act requires that any surplus federal property, both real and personal, be identified by the owning agency to the Department of Housing and Urban Development (HUD) for evaluation of its suitability for use to assist the homeless. The "homeless" is defined broadly to include not only persons and families who are currently without shelter, but also persons who have recently been without shelter or are at higher risk of losing their current shelter, due to drug or alcohol abuse, domestic abuse, loss of employment, or physical disability. **Ownership or a leasehold interest is not given directly to homeless persons or families; instead, Homeless Assistance Providers (Providers) are expected to show organizational stability and financial capability to successfully use the property, and are entrusted with an appropriate interest for an appropriate period of time.** Such uses can include not only emergency shelter but also outreach and intake services to help people get into shelters, transitional housing, while homeless people are rehabilitated or retrained to become self-sufficient, and permanent affordable housing, along with warehouse and office space for Providers, services to the homeless (such as medical and mental health clinics), or operations which support Providers (such as collection points for donated property for resale). These uses are identified by HUD as being part of a "Continuum of Care" that meets a variety of needs of the homeless at various stages

of their lives.

Because most Federal agencies were dilatory about their compliance with the McKinney Act, a Federal court in 1988 issued an injunction (which is still in force) requiring strict compliance with the law, under threat of court sanctions against senior agency officials. When military bases started to close on mass in late 1988, the McKinney process was overwhelmed with a windfall of surplus Federal property, both real and personal. Previously one of the criteria for suitable homeless housing had been unrestricted access to the facility. Consequently many military installation properties that were otherwise suitable were rejected because of the need to control access for security's sake. However, as the gates were permanently opened, all of the contents of the base became eligible for consideration.

LRAs perceived the McKinney Act as a problem because it gave Providers the first priority claim on surplus military buildings, leaving the LRAs with what was left over; moreover, it allowed new applications to be made every six months, potentially disrupting redevelopment plans in midstream. The 1993 Base Closure Community Assistance Act (called the Pryor Amendments after their sponsor, Senator Pryor of Arkansas) alleviated some of the concern by giving the LRA a second claim, after the first McKinney round of Provider claims, which would have priority over all subsequent McKinney Provider claims.

However, this still meant that the communities as a whole, through their LRAs, were playing second fiddle to the Providers, so a further significant amendment was enacted as the 1994 Base Closure Community Redevelopment and Homeless Assistance Act (1994 Act). The 1994 Act excludes 1995 and future base redevelopment actions from the McKinney Act, and substitutes a process which gives the Providers a right to compete for property at a closing base, with their interests being balanced against competing public needs for economic redevelopment, education, public recreation, etc.

To ensure that the Providers are given serious consideration by the LRA, the 1994 Act also empowers HUD to review the LRA's evaluation process. If HUD is not satisfied with the fairness and completeness of the LRA decisions, it can require the LRA to revisit its reuse plan. If HUD is not satisfied after negotiating with the LRA, the original 1994 Act empowered HUD to directly negotiate with the Providers in the vicinity of the installation, and impose its plan on the LRA. However, a rider to the Fiscal Year 1996 National Defense Authorization Act takes the final decision out of HUD's hands, and reduces it to making a recommendation to DoD to disregard the LRA's reuse plan where it conflicts with the agreements HUD has reached with various Providers. DoD, however, has the final decision on how to distribute the property, and is also directed by the newest law to give substantial deference to the LRA's reuse plan, unless it has explicit countervailing reasons for disregarding it.

HUD carries out its supervisory role by requiring the LRA to carefully document compliance with its requirements. The HUD rules are embodied in the 1994 Act, the joint HUD/DoD implementing regulations issued in August 1995, and the March 1996 HUD *Guidebook on Military Base Reuse*

and Homeless Assistance. The documentation of each stage in the process must be submitted to HUD along with a copy of the Reuse Plan, and the HUD review must be completed before DoD can transfer any property on a permanent basis.

The process is bound to a statutorily-prescribed schedule, as discussed below:

- Publication in the *Federal Register* of the Notice of Availability of Surplus Property at the Seneca Army Depot.

- Within 30 days, publication of an advertisement in the general editorial pages of a local newspaper with general circulation in Seneca County and the City of Geneva, announcing the availability of property at the Depot to State agencies, local governments in the vicinity, Providers in the vicinity, and other private parties, and soliciting them to file Notices of Interest (NOI) during a 90 to 180 day time period specified in the announcement. Note that the period for receipt of NOI does NOT need to start on the day of the advertisement, but could instead commence one or more weeks later. HUD will eventually review the advertisement as part of the Submission, so it is advisable to consult HUD on the content before publication.

  During this period of time, between the advertisement and the start of receipt of NOI, the LRA can conduct the mandatory workshop for Providers, to show them the resources available at the Depot, explain the overall base reuse process, describe what they need to include in their NOI, and provide an overview of how the NOI will be evaluated and, if approved by the LRA, implemented. Invitations to the workshop, and duplicates of the advertisement, should be sent not only to those who respond to the advertisement, but also to Providers whose names and addresses are provided by the HUD Field Office and other government agencies with such information. Information describing the workshop, such as a detailed agenda, needs to be included in the eventual Submission to HUD.

  The length of the formal receipt period is up to the discretion of the LRA. Presumably a shorter period is sufficient in a relatively rural area because the LRA can expect fewer NOI than in an urban area, but that is not a mandatory relationship, and the LRA may wish to take advantage of the longer time period to undertake other reuse planning. For example, during this time period the LRA will want to gather information it will need to evaluate the NOI, especially those from Providers.

  The HUD regulation focuses on ensuring that the NOI proposed by various Providers will fulfill otherwise unmet needs of the homeless in the vicinity of the Depot. HUD therefore relies on mechanisms that have been created for other HUD programs that identify such needs. HUD analyzes needs for various services to the homeless by placing those services on the "Continuum of Care" discussed above, to create a matrix of needs versus services which helps identify where there are gaps in services. Actual numbers for the matrix of a city or county are collected in a "Consolidated Plan," a document which must be prepared

by communities and their Providers when applying for HUD grants under a number of different programs. The local HUD Field Office can provide the Consolidated Plan. Where a Consolidated Plan has been prepared, HUD expects the LRA to use it in identifying gaps that can be filled using resources from surplus military property. However, in a more rural jurisdiction, where a Consolidated Plan may not have been prepared, HUD does NOT require the LRA to prepare a new Consolidated Plan, but only to take reasonable steps to gather already-available information about the number of homeless with various needs and the extent to which those needs are already being fulfilled with existing public and private resources in the vicinity. HUD emphasizes that the LRA is NOT being asked to conduct an original census of the homeless.

While an NOI from a non-Provider need only contain minimal information identifying the submitter and its proposed use, an NOI from a Provider must also include the homeless needs that the program would fulfill, an explanation of how its proposal would fulfill that need, how the proposed program will be coordinated with existing Provider programs in the vicinity, a detailed identification of the buildings and personal property needs for the program, and a description of the provider's own organization, its capacity (both financial and in terms of human resources, both paid and volunteer) to carry out the program, its financial plan for implementing the program, and the time when it will be prepared to commence the program. While it may be possible for some facilities to be made available to Providers under an interim lease if there is a particularly urgent unfulfilled need, in general Providers should only expect the resources to be made available at the completion of the entire reuse planning process, when the Army decides how to distribute the property.

The LRA will want to begin its evaluation of each NOI as soon as it is received, because of the limited time to complete the rest of the process. An NOI can be rejected if (a) they propose providing a service that is not needed in the community or is already being adequately fulfilled through existing programs, as may be shown by comparison with the Consolidated Plan; (b) undue adverse effect on the character of existing neighborhoods adjacent to the property requested by the Provider; (c) undue adverse impact on the capacity of the community to provide necessary services, including schools, transportation, utilities, law enforcement, fire protection, and social services; (d) undue adverse impact on concentration in a small area of people belonging to an identifiable minority population or low-income persons; (e) other adverse impacts on the community; (f) a lack of financial or human resources in the Provider or the community to support the program; or (g) the property requested has important value to satisfy other community needs, including economic development, and there is not substitute property available that can satisfy the NOI. HUD requires that the explanation for rejections be provided along with the original NOIs that are adopted or adapted by the LRA.

As the overall Reuse Plan is prepared for the Depot, the LRA will need to weigh the allocation of Depot real and personal property between use for economic development, use in response to an NOI, and other public uses, such as recreation, education, or public

services. The LRA may decide to propose a modified use to the Provider submitting the NOI, either in site, scale or character, and may propose alternatives to use of Depot real and personal property, such as using off-base real property. Off-base resources could be procured through other Federal and state sources, including HUD grants, or through proceeds from the sale or rental by the LRA of Depot property used for commercial purposes. In some cases, a Provider may need funds rather than property, and its needs could be fulfilled through the LRA agreeing to devote a percentage of the income stream from specific activities on the Depot over a limited period of years.

Another issue that the LRA will have to decide is whether the Provider should receive fee title to property, with a reversion to the LRA if and when the authorized Provider program ceases, or whether it would be more appropriate to give the Provider a lease, pursuant to a conveyance or lease from the Army to the LRA or to an appropriate government social services agency. Obviously, a lease gives the lessor a greater opportunity to ensure that the property is being used effectively and consistently with the agreed purpose than simple restrictive covenants in a deed. In either case, the property interest would be provided to the LRA and then the Provider at no cost, as a transfer for the public benefit.

- After the NOI receipt period ends, the LRA has only 270 days to finish its Reuse Plan and complete the local homeless assistance process, and submit both to HUD and the Army. While nine months may seem a long time, it must include (a) evaluation of each NOI, including those from Providers and other entities, for potential inclusion in the Reuse Plan; (b) preparation of a written rationale for any NOI that is fully rejected; (c) negotiation with Providers whose NOIs are accepted to determine the best way to accommodate them; (d) negotiation of "legally binding agreements" between the LRA and the Providers whose NOIs are accepted, conditional upon the Army's approval of those property dispositions in its Record of Decision (ROD); (e) completion of all other portions of the Reuse Plan; and (f) opportunities for the public to review and comment upon the draft Reuse Plan and the submission being prepared for HUD, through publication and at least one public hearing. Fortunately, the HUD regulation gives DoD the discretion, after consultation with HUD, to grant the LRA an extension of this and other deadlines in the process.

  HUD requires that each agreement between a Provider submitting an NOI and the LRA be memorialized in a "legally binding agreement," that is, one that will be enforceable in the courts by the Provider against the LRA (presumably so HUD does not bear the burden of enforcing the commitments the LRA makes to the Provider). HUD expects, of course, that each such agreement will be conditioned on approval of the agreement by HUD and the allocation by the Army of the underlying resources needed to fulfill the agreement. Such agreements would normally not be executed until after the public review and comment period. The public comments on the agreements and other aspects of the process must be summarized and submitted to HUD as well. The agreement can cover property interests and covenants by the Provider to relinquish its claim to Depot property in return for other items of value, such as property off Depot or revenue from the LRA. If a specific building has not

been identified, the agreement can specify the type of structure. The agreement must also include contingency arrangements in case the intended property is not available due to environmental contamination inconsistent with its intended use, the Provider goes out of business, or the Provider cannot obtain the funding it needs to operate the program. The Provider must undertake to provide services of a specific nature to a specific number of people.

The LRA is required to include with its submission a narrative statement explaining how the Reuse Plan balances the needs of the communities in the vicinity of the Depot for economic development, adequate housing and related services for the homeless, and other public needs. The LRA must also discuss how the Reuse Plan is consistent with the Consolidated Plan or other preexisting housing plans adopted by the communities in the vicinity.

- HUD is required to conduct its review of the submission package, including the Reuse Plan, within 60 days of its receipt. Its review will include ensuring that the LRA has fulfilled all the formal steps of the process, including a public hearing and a summary of public comments; that the LRA has gathered appropriate information about homeless needs in the vicinity of the Depot; that the LRA has made adequate and fair efforts to conduct an "outreach" to Providers in developing programs to fill gaps in the Continuum of Care; that all NOIs (included in the Submission) have been fairly evaluated; that the LRA has achieved a reasonable balance of economic, homeless, and other public needs; and that all arrangements with Providers have been embodied in "legally binding agreements." If HUD has questions or disagreements during the course of its review, it should seek to resolve them through direct communication with the LRA.

- HUD will send a written notice to the LRA and DoD of its evaluation, including any perceived inadequacies in the LRA efforts, and give the LRA 90 days from its receipt of the notice to "cure" the deficiencies and make a new submission to both DoD and HUD. However, if HUD is satisfied, DoD can proceed with property disposal at the Depot as soon as the environmental impact analysis and Finding of Suitability to Lease or Transfer are completed.

- If the LRA responds with a revised submission, HUD will have 30 days to review it and make a final recommendation to DoD. If HUD is then satisfied, DoD can proceed with property disposal. However, if HUD is still not satisfied, it must conduct a direct outreach to the providers in the vicinity of the Depot, within an additional 60 days, and make its resulting recommendations to DoD on which properties are appropriate for distribution to Providers.

Under the original Redevelopment Act, DoD was obligated to dispose of properties to Providers as recommended by HUD. However, Section 2838 of the Fiscal Year 1996 National Defense Authorization Act now gives the Secretary of Defense the discretion, after consulting with the LRA, to reject these HUD recommendations if the Secretary concludes

they are not "consistent with the highest and best use of the installation as a whole, taking into consideration the redevelopment plan submitted by the redevelopment authority."

The amendments make clear that the DoD "shall give deference to the redevelopment plan submitted" when making its decisions. In other words, DoD must justify any disagreement with the Reuse Plan, including the Plan's recommendations on use of property by Providers on behalf of the Homeless. This amendment reduces the likelihood that a disappointed Provider could sue to overturn the LRA's decision on its NOI.

E. DEVELOPMENT IMPLICATIONS

Federal laws governing military base redevelopment provide substantial protections for Tribal and homeless interests within the reuse planning process. Successful and timely completion and implementation of the Reuse Plan is dependent upon the LRA giving fair and adequate attention to those interests, and fully documenting those actions.

A. INTRODUCTION

This chapter presents a summary of Seneca County socio-economic characteristics, including employment, workforce, economic development plans and business development strategies. Information was gathered from local, regional and State agencies, as well as from previous reports prepared for Seneca County. Additional information, evaluated during the consultants' preparation of a base closure impact simulation model, is discussed in Chapter 12.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- Employees at the Seneca Army Depot are heavily concentrated in Seneca and Ontario Counties, which account for more than 85% of all employees.

- The employment base in Ontario County, with total employment of 38,143, is almost four times as great as Seneca County, with 9,686 jobs.

- Jobs in local government account for 15% of total employment in each of the counties, but Seneca County's concentration of State government positions, at 6.51% of the total, is significantly higher than Ontario County's, at 0.89%.

- Although Seneca County had a net loss of jobs from 1990 through 1994, the County actually had a net gain in private sector employment. In contrast, Ontario County, which had a net gain in total employment, lost more than 375 private sector jobs.

- Average unemployment during 1995 was 5.1% in Ontario County and 5.9% in Seneca County. A total of 3,300 persons were unemployed, on average. This available workforce may represent the upper end of redevelopment potential for the Seneca Army Depot, based on the assumption that the redevelopment would draw from approximately the same commuting radius as the active Depot.

- Current population (1995) for Seneca and Ontario Counties is estimated to be 135,150. Although it is anticipated that population growth will continue, the region is projected to grow at a slower rate than the U.S.

- Seneca County has developed a series of economic development goals, based on previous studies related to the downsizing of the Seneca Army Depot. In seeking to attain these goals the *Marketing Plan*, one of the previous studies, recommended a series of programs, focussed on business retention and expansion, new business development, quality of life and labor force development.

- The lack of zoning at the site may have an impact on redevelopment, particularly if the LRA decides not to acquire some or all of the site. In that case, the Army would dispose of the property via auction or sealed bid sale, and the LRA would not be able to influence the type of reuse in a direct manner.

C. SOCIO-ECONOMIC CHARACTERISTICS

This section examines employment trends in Seneca and Ontario Counties, New York. A summary of the characteristics of the regional workforce is also presented. Next, a summary of the economic development goals for the region is reviewed, together with a review of other plans that could have an impact on the long term redevelopment of the Seneca Army Depot.

Seneca and Ontario Counties have been utilized as the region of influence for this analysis due to the historical employment base for the Depot. At the time of the closure announcement, almost 25% of the Depot's workforce was made up of Ontario County residents, while Seneca County made up more than 65% of the workforce. At the end of the most recent fiscal year, Ontario County residents represented more than 20% of the Depot's workforce, and Seneca County remained at more than 65%.

1. Employment

In order to analyze employment trends in Seneca and Ontario Counties, the consultants acquired a five year history of employment from the New York State Department of Labor (DOL), focussing on the years 1990 through 1994. This data was the most recent available from DOL. The employment base in Seneca County in 1994 included total employment of 9,686, of which 2,520 (26%) were government sector jobs and 7,166 (74%) were private sector jobs. This is in contrast to Ontario County, which has 20% public sector and 80% private sector jobs. In Ontario County, there were 38,143 total jobs in 1994, of which 30,553 were private sector and 7,590 were public sector (See Figure 11-1).

Within the private sector, Seneca County's employment base was more heavily concentrated in manufacturing than Ontario County. Seneca County's employment base was 25.4% manufacturing versus 17.8% for Ontario County. In fact, manufacturing represented the largest concentration of workers in Seneca County, followed by wholesale and retail trade (1,923) and the service sector (1,816). Wholesale and retail trade represented the highest concentration of employment in Ontario County in 1994, with more than 10,000 jobs (26.8%), followed by service sector jobs, which accounted for 8,825 jobs (23.1%) in 1994.

Government sector jobs in each of the Counties represent significant employment. Local government positions account for approximately 15% of the employment base in both Seneca and Ontario Counties. However, Seneca County has a higher concentration of State government jobs, both in number and percentage. There were 631 state jobs (6.51%) in Seneca County in 1994, versus

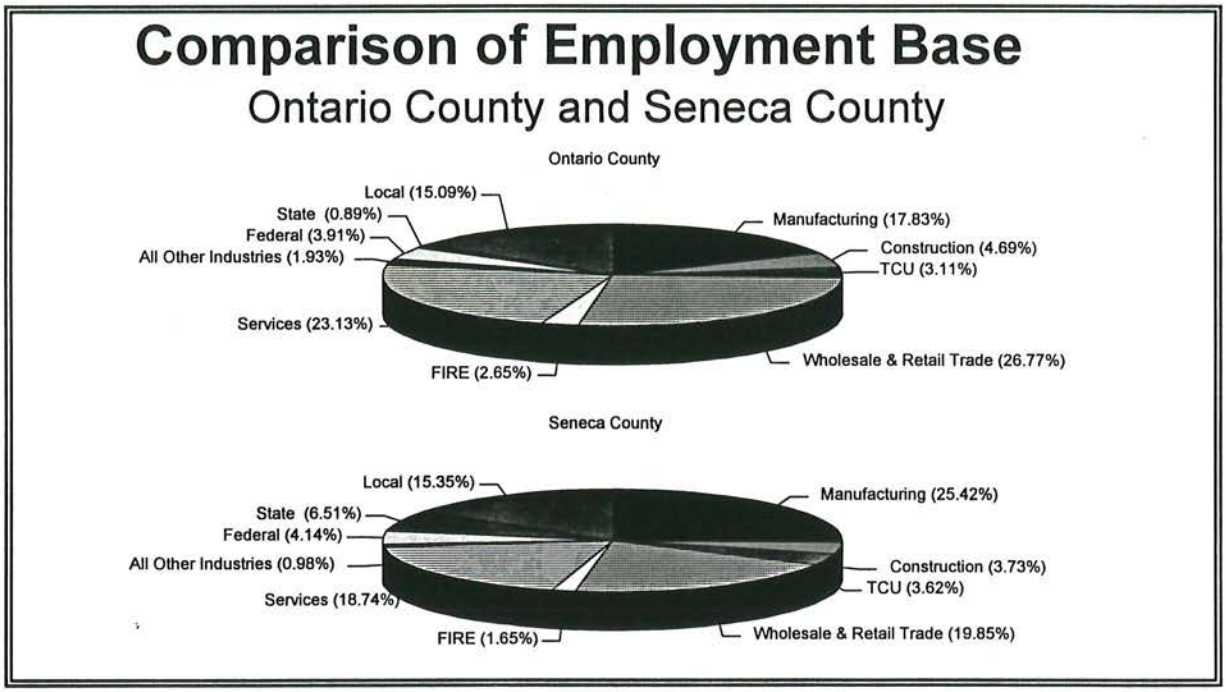


Figure 11-1 **Source: New York State Department of Labor (1994)**

341 in Ontario County (0.89%). In fact, State government jobs outnumbered Federal government jobs in Seneca County in 1994, 631 to 401.

The change in employment from 1990 through 1994 also presents an interesting contrast. Seneca County lost more than 700 jobs from 1990 to 1994, while Ontario County had a net gain of 190 jobs. However, Seneca County had a gain of 262 private sector jobs, while Ontario County had a net loss of 377 private sector positions. Offsetting these private sector positions were government jobs. Ontario gained 567 public sector positions (primarily at the local government level), while Seneca County lost 978 public sector positions, including 685 Federal positions and 380 State positions. The historic employment data for Seneca County, Ontario County and the combined region of influence is presented in Table 11-1.

Seneca County had an increase of 429 positions in the service sector over the five year period, an increase of 31% over 1990 levels. Ontario County also experienced a significant gain in services, with almost 1,200 new positions (15%). Seneca County also showed a strong gain in the Transportation, Communications and Utilities (TCU) sector. A total of 68 positions were created, an increase of 24% over 1990. Both counties experienced sharp declines in the Finance, Insurance and Real Estate (FIRE) sector. Seneca County lost 64 positions, a decline of 29%, while Ontario County lost almost 800 positions, or 44% of its FIRE jobs.

Table 11-1 Employment by Industry Seneca County 1990 through 1994 AVERAGE EMPLOYMENT							
						Change 1990 - 1994	
	1990	1991	1992	1993	1994	Jobs	Percent
All Industries	**10,405**	**10,116**	**10,324**	**9,864**	**9,686**	**-719**	**-6.91%**
Total Private	**6,907**	**6,810**	**7,123**	**7,117**	**7,166**	**262**	**3.79%**
Manufacturing	2,586	2,540	2,506	2,479	2,463	-123	-4.76%
Construction	460	435	381	376	361	-99	-21.52%
TCU	283	296	342	366	351	68	24.03%
Wholesale & Retail Trade	1,914	1,820	2,013	1,916	1,923	9	0:47%
FIRE	224	197	166	173	160	-64	-28.57%
Services	1,387	1,499	1,638	1,700	1,816	429	30.93%
All Other Industries	54	78	78	105	95	41	75.93%
Total Government	**3,498**	**3,308**	**3,201**	**2,747**	**2,520**	**-978**	**-27.96%**
Federal	1,086	1,050	1,042	618	401	-685	-63.08%
State	1,011	834	722	672	631	-380	-37.59%
Local	1,401	1,424	1,437	1,457	1,487	86	6.14%

Employment by Industry Ontario County 1990 through 1994 AVERAGE EMPLOYMENT							
						Change 1990 - 1994	
	1990	1991	1992	1993	1994	Jobs	Percent
All Industries	**37,953**	**37,501**	**37,177**	**37,731**	**38,143**	**190**	**0.50%**
Total Private	**30,930**	**30,294**	**29,878**	**30,281**	**30,553**	**-377**	**-1.22%**
Manufacturing	7,341	6,885	6,717	6,602	6,801	-540	-7.36%
Construction	2,181	1,868	1,724	1,697	1,788	-393	-18.02%
TCU	1,179	1,207	1,247	1,267	1,185	6	0.51%
Wholesale & Retail Trade	10,051	9,727	10,057	10,291	10,214	163	1.62%
FIRE	1,791	1,901	1,137	1,134	1,011	-780	-43.55%
Services	7,645	7,911	8,226	8,643	8,825	1180	15.43%
All Other Industries	744	759	768	738	736	-8	-1.08%
Total Government	**7,023**	**7,207**	**7,299**	**7,450**	**7,590**	**567**	**8.07%**
Federal	1,457	1,497	1,526	1,518	1,490	33	2.26%
State	326	318	305	305	341	15	4.60%
Local	5,240	5,392	5,469	5,627	5,758	518	9.89%

Table 11-1 (Continued) Employment by Industry Seneca and Ontario Counties 1990 through 1994 AVERAGE EMPLOYMENT							
						Change 1990 - 1994	
	1990	1991	1992	1993	1994	Jobs	Percent
All Industries	**48,358**	**47,617**	**47,501**	**47,595**	**47,829**	**-529**	**-1.09%**
Total Private	**37,837**	**37,104**	**37,001**	**37,398**	**37,722**	**-115**	**-0.30%**
Manufacturing	**9,927**	**9,425**	**9,223**	**9,081**	**9,264**	-663	-6.68%
Construction	**2,641**	**2,303**	**2,105**	**2,073**	**2,149**	-492	-18.63%
TCU	**1,462**	**1,503**	**1,589**	**1,633**	**1,536**	74	5.06%
Wholesale & Retail Trade	**11,965**	**11,547**	**12,070**	**12,207**	**12,137**	172	1.44%
FIRE	**2,015**	**2,098**	**1,303**	**1,307**	**1,171**	-844	-41.89%
Services	**9,032**	**9,410**	**9,864**	**10,343**	**10,641**	1609	17.81%
All Other Industries	**798**	**837**	**846**	**843**	**831**	33	4.14%
Total Government	**10,521**	**10,515**	**10,500**	**10,197**	**10,110**	**-411**	**-3.91%**
Federal	**2,543**	**2,547**	**2,568**	**2,136**	**1,891**	-652	-25.64%
State	**1,337**	**1,152**	**1,027**	**977**	**972**	-365	-27.30%
Local	**6,641**	**6,816**	**6,906**	**7,084**	**7,245**	604	9.10%
Source: RKG Associates, Inc. and New York Department of Labor							

2. Labor Force and Population

According to information provided by the Seneca Army Depot's Public Information Office, the Depot employed 847 civilians in 1992. At that time, residents of Seneca Falls, Waterloo, Geneva and Romulus accounted for more than 75% of all employees at the Depot. That figure has remained somewhat constant during the reductions in force that have occurred since 1992. At the end of 1995, residents of these communities accounted for more than 70% of the remaining workforce at the Depot. Table 11-2 provides a summary of the number of civilian employees in each of the communities in close proximity to the Depot.

Table 11-2 Seneca Army Depot Employees by Location		
	1992	1995
Seneca Falls	168	48
Waterloo	172	47
Geneva	188	46
Romulus	108	29
Interlaken	38	11
Lodi	26	10
Ovid	62	9
Other	85	39
Total Civilian	847	239
Source: Seneca Army Depot		

These figures are significant because if the Depot is successfully redeveloped, it is likely that the

Counties of Ontario and Seneca will be the primary source of labor for reuse. If it is assumed that the reuse will draw labor from approximately the same commuting radius as the Depot did, then the potential labor supply for redevelopment would likely come from Ontario and Seneca Counties. The current resident labor force of the combined Counties is 68,200, according to the Department of Labor, which includes 16,000 workers from Seneca County and 52,200 from Ontario County (See Table 11-3).

Table 11-3
Labor Force, Resident Employment and Unemployment
Seneca and Ontario Counties

County	Labor Force	Resident Employed	Number Unemployed	Unemployment Rate
Seneca	16,000	15,100	900	5.9%
Ontario	52,200	49,800	2,400	5.1%
Region	68,200	64,900	3,300	5.3%

Source: New York State Department of Labor

The average number of resident unemployed in 1995 was 3,600, indicating an unemployment rate of 5.3% for the combined Counties. Figure 11-2 below shows the historic unemployment rates for Seneca and Ontario Counties from 1974 through 1995. This chart indicates that although the region

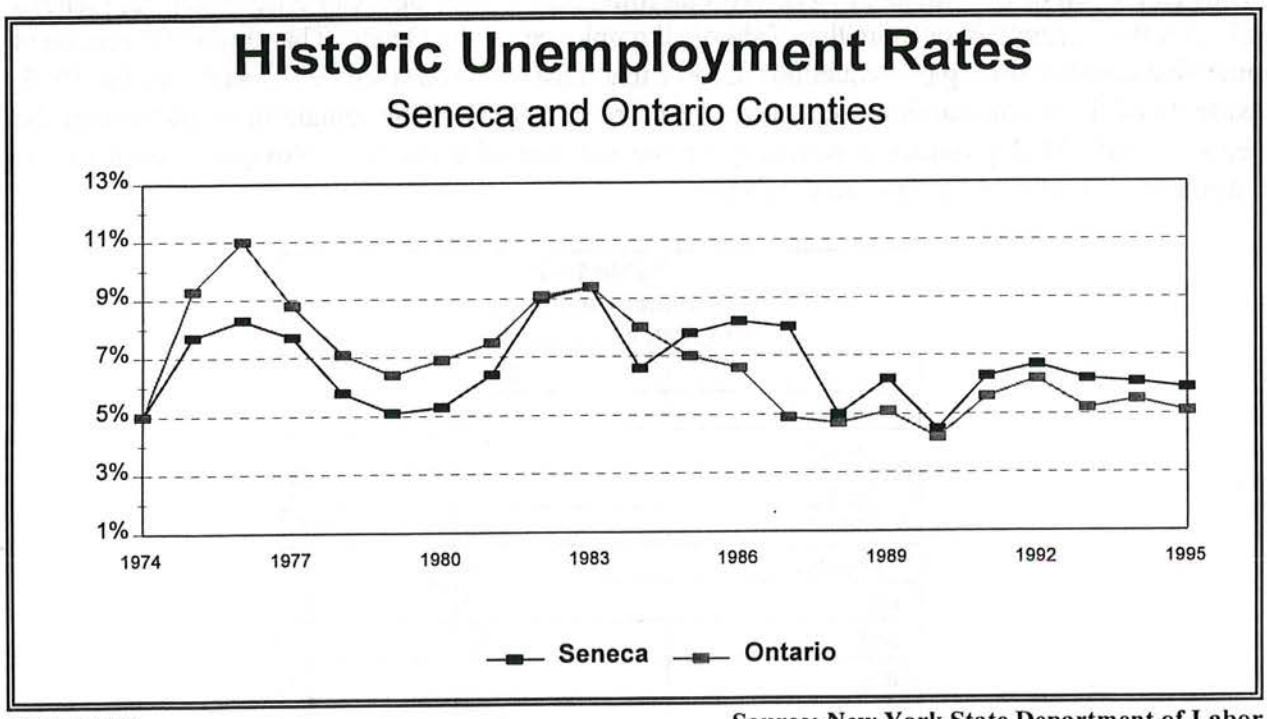


Figure 11-2 **Source: New York State Department of Labor**

experienced an increase in unemployment from 1990 through 1992, the unemployment rates are lower than those experiences from 1984 through 1987.

While the region contains an adequate labor force and supply of unemployed workers to meet anticipated short-term development at the Depot, it may also prove to be a limiting factor in the longer term reuse of the site. The region's generally low level of unemployment indicates that a large employer moving into the Depot would have to consider either relocating employees or offering incentives to attract employees. This problem could be exacerbated by indirect jobs created as a result of expended economic activity in the region.

3. Population Projections

As part of the control economic forecast for Seneca and Ontario Counties (See Chapter 12) population projections were generated for the region. In addition, some historical information was also gathered, showing the population trends since 1987. Table 11-4 provides a summary of population projections for the region.

Table 11-4
Historic and Projected Population
Seneca and Ontario Counties

Year	Population	% of U.S. Population
1987	127,100	0.052%
1992	131,200	0.051%
1995	135,150	0.051%
2000	140,799	0.051%
2005	143,687	0.050%
2020	154,056	0.047%
2035	167,308	0.046%

Source: Regional Economic Models, Inc.

As the Table indicates, the region is projected to continue its population growth, although at a slower rate than in the past. In addition, the region's declining relative percentage of the United States population indicates that the region's population is expected to grow at a slower rate than the country as a whole.

4. Regional Economic Development Goals

Economic development goals for Seneca County were defined as part of the *Seneca County Comprehensive Plan*, which was prepared in October, 1995 by Passero Associates. The *Marketing Plan* component of the Comprehensive Plan indicates "*Until recently, Seneca County never required economic development planning efforts to assure economic growth. Residents of this rural county of 33,000 enjoyed ready access to a variety of high-value/career oriented jobs within both the*

government and private sectors." The *Marketing Plan* identifies four goals for future economic development efforts, including:

- Increasing job formation within existing Seneca County businesses;
- The creation of new businesses in Seneca County;
- The formation of new businesses in Seneca County, emphasizing the quality of life;
- To create new business formation and land uses within the Depot.

In seeking to attain these goals, the *Marketing Plan* recommends a series of programs, focussed on Business Retention and Expansion, New Business Development, Quality of Life and Labor Force Development.

The Business Retention and Expansion Program involves teams of local community and business leaders visiting with local business owners and managers, based on the assumption that the majority of job creation comes from existing firms within the County. The program utilizes personal interviews to obtain information relative to business characteristics, competitive issues, workforce issues, quality of life, taxation and governmental regulations. In essence, the concept seeks to address issues before they become problems which warrant the relocation of a Seneca County business to an alternate location.

The New Business Development initiative focusses on a highly coordinated marketing program to attract new businesses and start-ups to Seneca County. Included in this strategy is the creation of a County sponsored incubator, which at the present time has not been implemented.

The Quality of Life initiative focusses on strategies to deal with negative perceptions of Seneca County, and to bring about changes that will enhance the quality of life in the County, thereby making it a more attractive business location. Issues to be addressed include expanded local telecommunications service, creation of an emergency medical facility, and enhancement of relationships with area colleges and improved signage.

The Labor Force Development initiative focusses on the creation of an employer/employee resource development center. The concept for the center is to align job training, education and skills development with the needs of Seneca County employers.

Although these concepts are likely to increase Seneca County's marketability as a business location, there is a need to balance the concepts against the realities of Seneca County. Some of these concepts are best left to the private sector, which will rely heavily on projected returns on investment before creating a new enterprise such as an emergency medical facility. Other initiatives will require funding at the County level, which may present similar concerns, namely what is the return on funds invested. The recent creation of an economic development director's position at the County level is a the first step to enhancing the ability of Seneca County to attract and create new employment.

D. DEVELOPMENT IMPLICATIONS

There are several additional issues that could impact the redevelopment of the Seneca Army Depot. These issues include the lack of zoning at the site and transportation access.

Zoning - The lack of zoning in the areas adjacent to the existing Depot could present long term problems for future site development (See Chapter 7). Zoning represents the primary form of land use control available to the County and local governments. This is particularly important in the event that local governmental organizations decide not to acquire some or all of the facility. For example, if the LRA or its successor organization decided to acquire only the South Depot section of the property, the Army would dispose of the remainder. As such, a buyer could use a structure at the Depot for virtually any use, including uses which would have a negative impact on the marketability of other sections of Depot property.

Access - Despite the presence of Routes 96 and 96A on either side of the Depot, transportation access to the site is limited (See Chapter 8). The nearest interstate highway is located more than 15 miles to the north. Existing rail lines at the Depot are of questionable value, since they are generally smaller and have less carrying capacity than current standards. These factors indicate a need for improved access to the site, or conversely they indicate that certain types of users, such as distribution and bulk storage, may be more difficult to attract.

A. INTRODUCTION

This chapter assesses the likely economic impacts resulting from the closure of the Depot. This assessment is based on an economic model constructed to evaluate the anticipated impacts of closure. The impacts on employment and income are discussed, as well as associated population impacts. The final section of this chapter provides a summary of possible mitigation strategies to counter the economic impacts of the closure.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- The current projected date for closure of Seneca Army Depot is July, 2001. Employment at the Depot is expected to decline over time from its present level of approximately 240 to 25 in 2001.

- The 1992 downsizing of the Depot resulted in many of the negative impacts associated with closure and downsizing occurring at that time. More than 800 total jobs were eliminated, indicating that much of the negative fiscal and economic impacts have already taken place.

- The closure simulation prepared for this analysis assumes reductions in both employment and local contracts over the time period from 1994 through 2001. A total of 743 jobs are projected to be lost in the region by 2001. These include 552 government sector jobs and 191 private sector jobs.

- Personal incomes are projected to decline by a total of $173 million during the period from 1994 through 2001. The gross regional product is projected to decline by a total of $164 million by 2001.

- Declines in employment are expected to result in a total of 912 residents leaving the area by the year 2001. This population decline will be one of the contributing factors to a decline in government spending, particularly for education, public safety and human services.

- Both sales and income tax collections are projected to decline over the period due to reduced economic activity caused by the closure of the Depot. Although real estate tax collections are expected to be slowed slightly, the overall impact on property tax collections is expected to be negligible.

C. ECONOMIC IMPACTS OF CLOSURE ON LOCAL COMMUNITIES

This section analyzes the anticipated economic impact of the closure of the Seneca Army Depot on local communities. In order to estimate the economic impacts, it was first necessary to construct a simulation of how the closure might occur. Once the simulation had been prepared, the impacts of closure can be quantified. Fiscal impacts evaluated include income taxes, sales taxes and real estate taxes. In addition, changes in staffing requirements due to population losses are also evaluated. Finally, mitigation strategies are presented to help minimize the negative impacts associated with closure.

1. Base Closure Simulation

In order to understand the anticipated economic impacts associated with closure of the Seneca Army Depot, it is first necessary to project when and how the Depot might close. According to the most recent available information, the Depot is not expected to close until July of 2001. Since 1992, the Depot has lost almost 70% of its civilian workforce, from 800 workers to 239 in 1995. In 1992, 484 military positions were eliminated at the Depot. Nevertheless, over the next five years, it is anticipated that employment declines will continue. In fact, a recent article in the *Finger Lakes Times* indicates that by September of 1996, employment at the Depot is expected to be 185, a 23% reduction from the 1995 level. As the Depot continues to downsize, the employment levels are projected to be as shown in the following Table.

TABLE 12-1
Historic and Projected Employment Levels
Seneca Army Depot Closure Simulation

Year	Number of Employees
1992	1334
1993	303
1994	286
1995	242
1996	185
1997	150
1998	125
1999	100
2000	75
2001	25

Source: Seneca Army Depot and RKG Associates, Inc.

These figures indicate that although there are expected to be ongoing personnel cutbacks through the date of closure, the majority of the impacts have already occurred. This sentiment was echoed by Chris Manaseri, Superintendent of the Romulus Schools. Mr. Manaseri indicated that all federal impact aid funding for military dependents in the Romulus Schools has been eliminated, after annual step down reductions which began in 1992.

The simulation of the base closure, which was prepared for RKG Associates by Regional Economic Models, Inc. (REMI) of Amherst, Massachusetts, compares the economic impact of this anticipated closing scenario versus the expected impact of the Depot remaining at its present level of activity, using an input-output model of economic activity. This model is a well known and widely used regional (multi-state) econometric model that has been designed to predict the results of changes in policy variables on state and sub-state, in this case County-level, economies. RKG Associates, Inc. has used the REMI EDFS-53 Forecasting and Simulation model on previous occasions to analyze the economic impacts of policy issues, such as the cost of wood-fired electrical power generation and the impacts of military base realignment and closure.

In this case, RKG Associates, Inc. commissioned REMI to conduct a policy simulation of an anticipated closure scenario on the economy of Seneca and Ontario Counties over a period beginning in 1994 and ending with 2001, the scheduled closure date. Because the historical county-level economic data used in the model were developed after the 1992 downsizing at Seneca Army Depot, REMI's baseline or "control forecast" for Seneca and Ontario Counties assumes the continued operation of Seneca Army Depot at its current level for the foreseeable future. This economic activity was then removed from the control forecast in order to understand the consequences of the Depot's closure on the Counties' economy over time. The difference between the simulation and the control forecast represents the estimated economic impact of the closure between 1994 and 2001. The Appendix to this report contains a copy of the detailed data tables for both the control forecast and the simulation (See Appendix B). It is important for the reader to understand that all dollar value used in this section are stated in constant 1987 dollars (except where noted), which is the standard for the REMI model.

2. Employment and Income Losses

The REMI model estimates total employment losses of 743 jobs by 2001. This total job loss estimate includes 552 government positions and 191 private sector positions. The gross regional product is projected to decline by $28 million in 2001, and by $164 million in total over the forecast period. Personal incomes will decline by $35 million in 2001, and will be $173 million less during the 1994 through 2001 forecast period. Disposable income will be $140 million lower over the forecast period than if the Depot maintained its existing levels of service.

While the 552 jobs lost in the government sector are primarily direct losses resulting from the closure of the Depot, the 191 private sector jobs lost are considered to be secondary impacts. These job losses are driven by two factors. First, funds spent by the Depot for services and goods acquired locally will be dramatically reduced over the forecast period. Although the Depot contacted for more

than $19 million (1992 dollars) in goods and services in 1992, the 2001 projected expenditures are only $3.5 million. Removing these expenditures from the regional economy results in the loss of jobs at the supplier level.

Secondly, the loss of disposable income spending in the regional economy by Depot workers means that there will be reduced demand for food products, automobiles, clothing, fuels, durable goods, etc. This spin off effect results in the total loss of 191 private sector jobs in the regional economy as a result of the closure of Seneca Army Depot.

The REMI model estimates a total of 211 non-manufacturing positions will be lost in the regional economy by 2001. Services, where much of the Depot's local contracting funds were spent, are expected to incur the largest loss, some 113 positions. Retail trade is also expected to experience a large loss, 54 positions. Contract construction will lose a projected 29 positions in 2001. Remaining sectors of the economy, including FIRE (finance, insurance and real estate), wholesale trade, agriculture, TCU (transportation, communications and utilities) and mining, are expected to lose fewer than five positions each. Interestingly, manufacturing is projected to gain 19 positions by 2001, based on the strength of the manufacturing sector of the regional economy and the availability of quality labor in the region.

3. Population Impacts

The REMI model also takes into account the population shift that can be expected when a major employer, such as the Seneca Army Depot, is closed. As part of its control forecast, the REMI model estimated population for the region through the 2001 forecast period and beyond. A similar population forecast was developed during the closure simulation, providing a comparative analysis of the impact of the closure on population in the region. This analysis is shown graphically in Figure 12-1.

The REMI model projects a loss of 912 residents in the region by 2001 as a result of the closure. This loss of regional population is projected to reduce the demand for many public services, which in turn is projected to reduce the number of jobs at the State and local government levels. A total of 60 positions are projected to be lost by 2001. It is important to recognize that these forecasts assume only that the Depot has closed, but do not take into account the impacts resulting from the reuse of facilities at the Seneca Army Depot.

4. Impacts on State and Local Government

As part of the REMI simulation, the impact on government services during the forecast period was estimated. There are several areas where the REMI model estimates losses, including education, health and welfare, public safety and miscellaneous government expenditures. Reduced expenditures are projected for State and local government spending combined, and are typically driven by the projected decline in population for each of the forecast years, as well as projected declines in income and sales tax revenues.

Each of the expenditure items has been projected on an annual basis for the entire forecast period, from 1994 through 2001. Projected impacts for 1994 are estimated at $840,000, rising to $2.5 million by 2001. Figure 12-2 shows the anticipated reductions in spending over the forecast period. The reader is reminded that these figures are shown in constant 1987 dollars. As the population of the region declines due to the downsizing at the Depot, it is likely that less demand will be placed on schools. As such, education spending is projected to be reduced, ranging from $360,000 in 1994 to more than $1 million in 2001. Similarly, health and welfare are spending are projected to fall by $130,000 for 1994, growing to $260,000 by 2001. Public safety spending is estimated to be reduced by $90,000 in 1994, and by $270,000 in 2001. Miscellaneous government expenditures, which covers remaining government programs, is expected to decline by between $260,000 and $730,000 over the forecast period.

5. Likely Fiscal Impacts Associated with Closure

There are several areas of governmental revenues which will likely be impacted as the Seneca Army

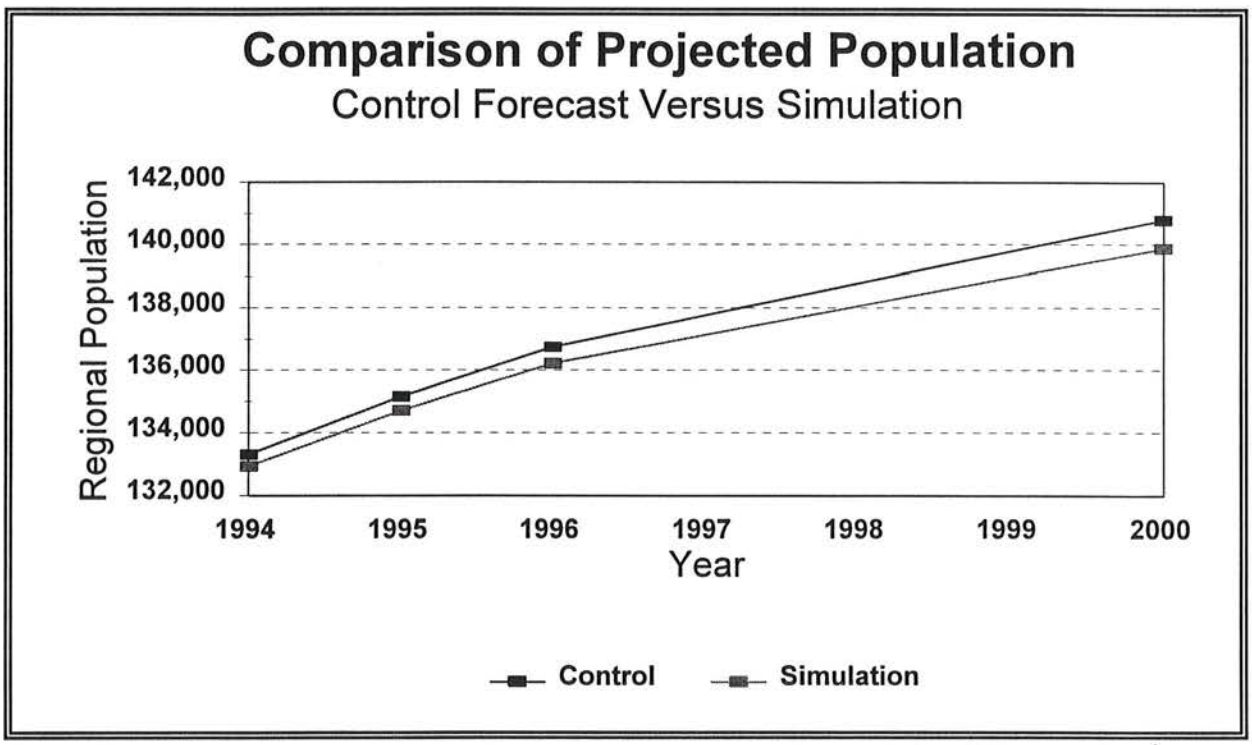


Figure 12-1 **Source: Regional Economic Models, Inc.**

Depot continues to downsize. This section estimates the impact of the downsizing at the Depot in the areas of income and sales taxes, as well as the anticipated impact on real estate taxes.

Income Taxes - As the level of employment at the Depot continues to decline, it is anticipated that revenues from income taxes will fall as well. As projected by the REMI model, the closure of the Seneca Army Depot will result in declines in personal income of $173 million over the period from 1994 through 2001. Based on the average New York State income tax rate of 6.55%, more than $11.3 million in income tax revenues will be lost over the forecast period.

Sales Taxes - The State of New York collects a 4% sales tax, of which 3% is returned to the County. Based on information from *The Statistical Abstract of the United States*, it is estimated that

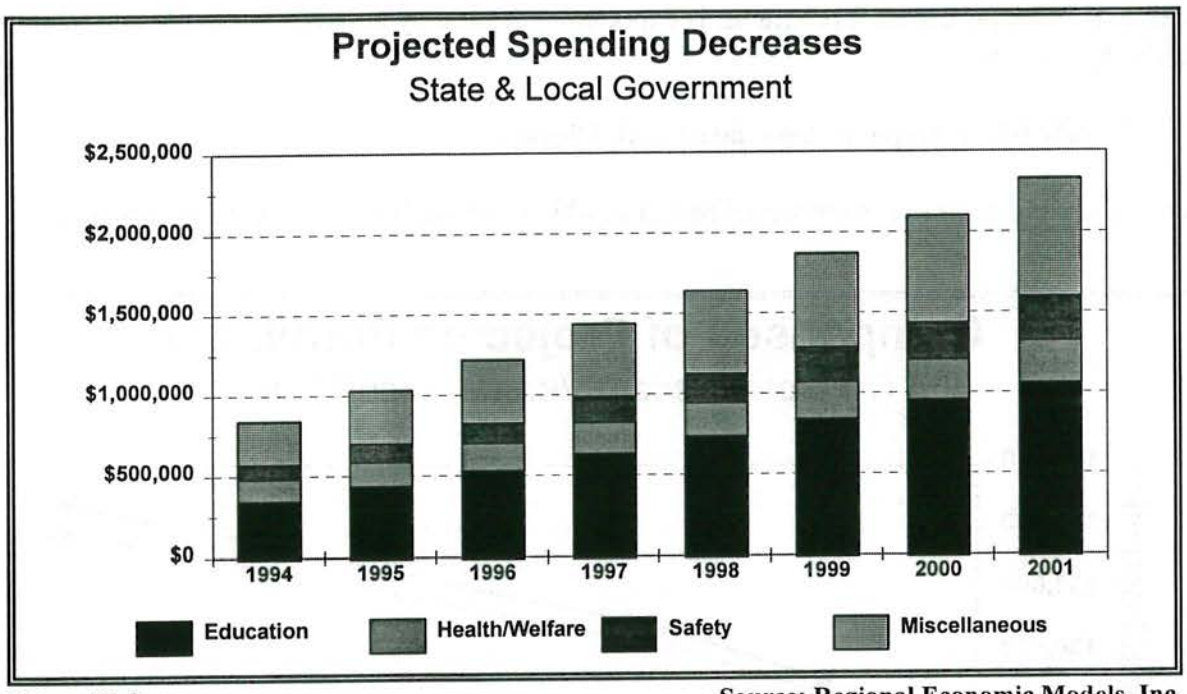


Figure 12-2 **Source: Regional Economic Models, Inc.**

approximately 11.5% of disposable income is used for purchase of taxable goods. This indicates that of the $140 million in lost disposable income projected by REMI, more than $16 million would be in taxable sales. This translates to loss in sales tax revenues of more than $600,000 between 1994 and 2001, as shown below.

Loss in Disposable Income	$140,000,000
Percentage of Taxable Sales	x 11.5%
Lost Taxable Sales	$16,100,000
Sales Tax Rate	x 4.0%
Lost Sales Tax Revenue	$644,000
State Portion	$161,000
County Portion	$483,000

Once again, it is important for the reader to recognize that these figures are stated in constant 1987

dollars. This analysis indicates that Seneca County, and to a lesser extent Ontario County, will lose more than $480,000 in sales tax revenues by 2001.

Real Estate Taxes - The overall impact on real property taxes in Seneca County is expected to be negligible. This is due to the fact that in the short term, no real property is expected to be taken off the tax rolls. In the event that a former Depot worker loses a residence to foreclosure, for example, payment of property taxes would become the responsibility of the foreclosing entity, usually a bank or mortgage company. A widespread devaluation in real property values would likely result in the need to revalue or reassess properties, which means that although individual property owners may see their assessment, and concurrently their tax bill, rise or fall, the total municipal budget will continue to be spread over the same number of properties.

6. Local and County Government Personnel

The REMI model, as discussed earlier in this chapter, prepares an estimate of the number of government positions lost as a result of the planned closure of Seneca Army Depot. According to the simulation, as many as 60 State and local government positions are expected to be eliminated by 2001 due to the impacts of the closure of the Depot. The projected reductions in educational spending, which total more than $1.0 million in 2001, are likely to account for almost 40% of these job losses, with the majority of the remainder in public safety and health and human services.

D. MITIGATION STRATEGIES

The loss of a major employer, in a region as rural as Seneca County, can be devastating to the local economy. Fortunately, however, the projected fiscal impact of the continued downsizing and eventual closure of Seneca Army Depot is not expected to have an overwhelming negative impact on the County. This is premised on two facts. First, the majority of the negative impacts occurred when the Depot was downsized in 1992. At that time, almost 500 military and more than 400 civilian positions were eliminated. As such, much of the associated fiscal impacts have already been absorbed. This is particularly true in the case of the Romulus School District, which has already lost all of its Federal aid for military dependents.

The second major reason that the closure of the Depot is not expected to have a dramatic negative fiscal impact is the length of time before the Depot is expected to close. At the present time, the projected closure date is July of 2001, more than five years from now (1996). Given the current employment level at the Depot of 240, annual job losses are expected to be fewer than 50. Given the County's 1994 employment base of 9,686, this represents approximately one-half of one percent annually.

Nevertheless, the closure is expected to produce some impacts. In particular, given the average wage (including benefits) at the Depot of more than $50,000 annually, it is likely that replacement jobs will entail a wage reduction for former Depot employees. In fact, studies by the Dr. Brooke Brewer

and Peg Birmingham of the LRA's Workforce Development Subcommittee have shown an average decline in wages of more than 20% for former Depot workers who have been re-employed.

Mitigation of the negative impacts of the closure will likely focus on two key areas - creation of new employment opportunities and the transfer of former Depot assets to the private sector (and local tax rolls).

Seneca County has devoted significant efforts and resources to the study of the need for economic development within the County. The *Comprehensive Plan* (See Chapter 11) includes a marketing strategy, which requires funding of an estimated $45,000 annually, excluding personnel, equipment and supplies. Implementation of a targeted direct marketing program should generate new employment opportunities, either at the Depot or in other areas within Seneca County. Attraction of new businesses from outside the area, or encouraging growth of existing businesses within the County, should generate sufficient new private sector opportunities for former Depot employees. In fact, based on the analysis of job creation within Seneca County (discussed in Chapter 11), an average of 54 new private sector jobs have been created in the County annually since 1990. Implementation of the County's economic development marketing plan should accelerate this job creation activity.

Perhaps more important, in the short-term, is the need to encourage the Army to make some portions of the property available for transfer to the private sector within the shortest possible time frame. Although the Depot is expected to continue operations until 2001, there will obviously be some facilities and land which are not needed by the Army for the entire period. Rapid transfer of some facilities to the private sector will allow these facilities to begin generating property tax revenues at the next assessment cycle. For example, if 100 housing units are placed on the tax rolls at an average assessed value of $50,000, the total assessed valuation would increase by $5 million. While this strategy may prove "difficult" for the Army to accommodate, it will clearly have the greatest short-term fiscal impact.

A. INTRODUCTION

One of the major assets of the Seneca Army Depot is the existing Army Airfield located in the southern portion of the site. Originally constructed in 1941, the Airfield was used by the Army for the shipment, by aircraft, of goods and materials stored at the Depot. The Army discontinued the use of the Airfield in 1995.

In this chapter the condition of the Airfield and associated facilities are examined. Federal Aviation Administration (FAA) requirements for the operation of a public airport are also identified. In addition, a regional market assessment for expanded aviation usage is presented. Finally, options for the reuse of the Airfield are identified.

An Appendix to this report contain background information that was used in evaluating the feasibility of operating the Airfield for aviation related activities. In Appendix C, cargo operations at two former military bases (Stewart International Airport in Newburgh, New York and Pease International Tradeport in Portsmouth, New Hampshire) are examined. In Appendix D, a summary of the civil aviation market potential at the former Griffiss AFB is presented. Appendix E contains a summary of interviews with Federal, State, regional and local officials concerning possible aviation activities at the Seneca Army Depot Airfield. Appendix F provides information concerning a minimum airfield maintenance program at the Seneca Army Depot Airfield.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

■ Existing Airport Status

- There are three public use airports in Seneca County. Two are privately owned (AirTrek and Ovid) and one is publicly owned (Finger Lakes Regional). Finger Lakes, operated by Seneca County, has the longest runway of the three (3,200 feet) and can accommodate single and multi-engine piston airplanes, as well as small corporate turboprops and jets. None of the airports in Seneca County have an instrument approach, a control tower, or sell jet fuel. The master plan for Finger Lakes Regional Airport recommends the construction of a 1,200 foot extension to the runway as well as a crosswind runway. If those projects are completed, along with an instrument approach installed by Federal Aviation Administration (FAA), Finger Lakes Airport could accommodate a larger percentage of corporate turboprop and jet aircraft. The Airport, however, would still not be able to accommodate the largest corporate jet aircraft such as Gulfstream G-IV, Canadair Challenger, or the Falcon 900.

- Seneca Army Airfield's 7,000 foot runway can accommodate any corporate aircraft, as well as many airline jets such as the DC-9, Boeing 737, Boeing 727, etc. The Airfield's runway is in good condition, although the taxiway and parking apron pavement has deteriorated and is severely cracked. There are six buildings on the Airfield, three of which are in average condition, but two of them lack major utility hook-ups. The condition of these three buildings will require significant investment in order to rehabilitate them for civilian use. The remaining three buildings are in fair to poor condition and have almost virtually no reuse potential.

- There are two navigation aids (navaids) on the Army Depot that are still operating: the Romulus VOR (VHF omni-range transmitter) and the Seneca NDB (non-direction beacon). The FAA will not operate or maintain these navaids. If they are to be used in the future the Airport operator will have to pay for their maintenance and operation. The FAA is installing new global positioning system (GPS) instrument approaches that do not require ground-based navaids. As a result, the Romulus VOR and Seneca NDB could be removed without jeopardizing future civilian aviation activity at the Depot.

- There are no hangars, no parallel taxiways to the runway, no fuel farm that meets current Environmental Protection Agency (EPA) standards and no communication facilities at the Airfield. In addition, the Airfield buildings, taxiway, and apron will have to be completely renovated or replaced. The FAA has indicated that it will not support two publicly owned airports in Seneca County. Consequently, Seneca County must decide which of the two (Finger Lakes or Seneca Army Airfield) it wishes to keep. The FAA also indicated that it will not pay to relocate aviation activities from Finger Lakes to the Seneca Depot Airfield since the FAA is faced with a steadily declining source of funding for airport development. In addition, many of the facilities at the Army Depot Airfield (such as the runway, taxiway, and lighting system) do not meet current FAA design criteria, and the FAA will require that they be brought into compliance as a condition of issuing grants for future airport development. Complying with FAA criteria will add significantly to the $6 million capital improvement program estimated in the *Seneca Army Depot Airfield Joint-Use Feasibility Study* prepared in 1995.

Airfield Market Survey

An extensive survey of government agencies, airport managers, and fixed base operators (FBOs) provided the following information.

- There is no demand from existing Fixed Based Operators (FBOs) to locate at the Seneca Army Depot Airfield. All of the operators contacted indicated that they have very little, if any, customer base in Seneca County; they have made significant investments in their current home base; and they could not see a significant

marketing advantage for locating at the Depot. In fact, a number of respondents commented on the Depot's remote rural location as a significant drawback.

- Existing airports adequately accommodate current aviation demand, particularly since a number of development projects have been completed in the last five years. In addition, the proposed upgrading of Finger Lakes Regional Airport (i.e. the runway extension and instrument approach) would increase its ability to accommodate corporate aircraft. Finger Lakes Airport is also 20 miles closer to the two largest towns in the County and to the New York State Thruway.

- There is no market for scheduled passenger or cargo air service at the Depot Airfield. Syracuse International Airport has been consistently drawing passenger and cargo traffic away from airports such as Tompkins County, Elmira, Oneida County, and Binghamton.

- The experience at both Griffiss and Plattsburgh AFB indicates that civilian aviation reuse of former military bases in upstate New York is extremely difficult.

Preliminary Airfield Reuse Options

- Several reuse options were identified for the Seneca Army Depot Airfield. Under one option the Airfield would be operated as the only publicly owned, public use airport in Seneca County. It is estimated that approximately $6 million would be required in capital expenditures in order to meet the standards required to serve corporate traffic.

- Other options would involve marketing the airport to private airport users or developing the property for other commercial purposes. If the property is used for non-aviation purposes, development in the short-term (one to four years), should be undertaken in a manner that would not eliminate possible future conversion of the site to aviation related uses. Another option would allow the Army to retain the property for subsequent disposal to the private sector.

- The Airfield's major facilities (the runway, taxiway, parking apron, and lighting) could be maintained in place with minimum preservation. Under this approach, no penetrations of the airfield's imaginary surfaces (towers, trees, or building) would be allowed and non-compatible development (residential, institutional, etc.) would not be permitted adjacent to the airfield. At such time that a reputable FBO or corporation indicates a willingness to operate at the Airfield and assist with capital development projects, then the Airfield could be reopened as a public use airport.

- If within the short-term (1996 to 1999) no interest is expressed by a reputable

operator to locate at the Depot Airfield, then the property should be used exclusively for non-aviation purposes.

C. AIRFIELD BASELINE DEFINITION

1. Seneca Depot Army Airfield Joint-Use Feasibility Study

The Genesee/Finger Lakes Regional Planning Council sponsored the preparation of the *Seneca Depot Army Airfield Joint-Use Feasibility Study*, which was completed in 1995. The *Study* was funded in part by the Federal Aviation Administration (FAA) and the New York State Department of Transportation (NYSDOT). It was undertaken to examine the role that the Army Airfield could play in helping to promote economic development in Seneca County. The *Study* examined the potential of operating the Seneca Army Airfield as a joint-use airport, accommodating both civilian and military aviation activities.

The Genesee/Finger Lakes Regional Planning Council had previously prepared the 1991-1993 *Regional Overall Economic Development Program* (OEDP), which identified goals and objectives for the Finger Lakes Region as a whole. Among the specific objectives listed in the OEDP were:

> "Provide local businesses and industries with airport facilities capable of accommodating corporate jet activity."
>
> "Explore joint-use operation of the Seneca Army Depot Airfield to include location of civilian-controlled property adjacent to the airfield for new business/industry development."
>
> "Support development of Seneca Army Depot Airfield for joint military/civilian use."
>
> "Coordinate development of Finger Lakes Regional Airport, Seneca Depot Army Airfield, and private airports to maximize air transportation efficiency in the County."
>
> "Actively seek investment from private industry for development and joint use of the Seneca Army Depot Airfield."

The *Joint-Use Feasibility Study* was started before the Depot was identified for closure. Consequently, much of the analysis in the *Study* is based on the assumption that the Airfield would be a joint-use airfield. There are a number of joint-use airports in New York State such as Syracuse Hancock International, Stewart International, Westhampton Beach, etc. Those airports, however, are owned and operated by civilian governmental agencies, and the various military units (Air Force, Army, National Guard, etc.) are tenants to the civilian sponsor.

At Seneca, the *Joint-Use Feasibility Study* assumed that the Army would be the sponsor and civilian operators would be tenants to the Army. This is an important assumption because as the sponsor the

Army would be primarily responsible for airfield operations and maintenance (O&M) and their associated costs. As noted in the *Study*, the Army's O&M costs for the airfield, before it closed, was approximately $104,000 per year. The existing airfield layout is shown on Map 13-1.

The *Joint-Use Feasibility Study* area encompassed seven counties: Seneca, Cayuga, Ontario, Schuyler, Tompkins, Wayne, and Yates. It provided a comprehensive inventory of existing airfield facilities, surveys of potential airport users, forecasts of aviation demand, development alternatives, organizational and management structure options, financial analysis, and implementation plans.

The *Study* recommended that the Airfield be utilized as a public use airport, including developing the existing terminal area by adding hangars and renovating existing buildings. The *Study* presented capital development cost estimates for three separate phases between 1995-2015. These cost estimates are summarized in Table 13-1.

Table 13-1
Capital Improvement Cost Estimates for Seneca Army Depot Airfield

	Time Period	Cost Estimate
Phase I	1995-2000	$2,180,000
Phase II	1001-2005	$1,755,000
Phase III	2006-2015	$2,106,000
Total	**1995-2015**	**$6,077,000**

Source: Seneca Depot Army Airfield Joint-Use Feasibility Study, 1995

The capital improvement cost estimates appear to be reasonable based on existing construction and material costs. They may be conservative, however, particularly if the parking apron and taxiway needs to be rehabilitated as opposed to overlaid as recommended in the *Study*. Also, as described in more detail below, it is likely that FAA will require that the Airfield be brought into compliance with their current design standards, which would require changing the dimensions of facilities such as the runway and taxiway. Those changes are **not** reflected in the cost estimates in Table 13-1, and may result in an additional cost of $500,000 or more, depending on various factors such as the condition of the stormwater drainage system, runway and taxiway safety area, electrical wiring and fixtures, etc.

The *Study* noted that one option available to the County involved selling Finger Lakes Airport and moving all aviation activity to the Seneca Army Airfield. Assuming that the Army Airfield would become a public use airport, the *Joint-Use Feasibility Study* presented a four-phase implementation plan: a) environmental studies; b) tenant identification efforts; c) integration of planning; and d) civilian sponsorship process. The *Study* also recommended that the Airfield be operated either by a local governmental organization or an Industrial Development Corporation, similar to the structure at Griffiss, in part due to their non-profit tax status. This recommendation should be re-examined

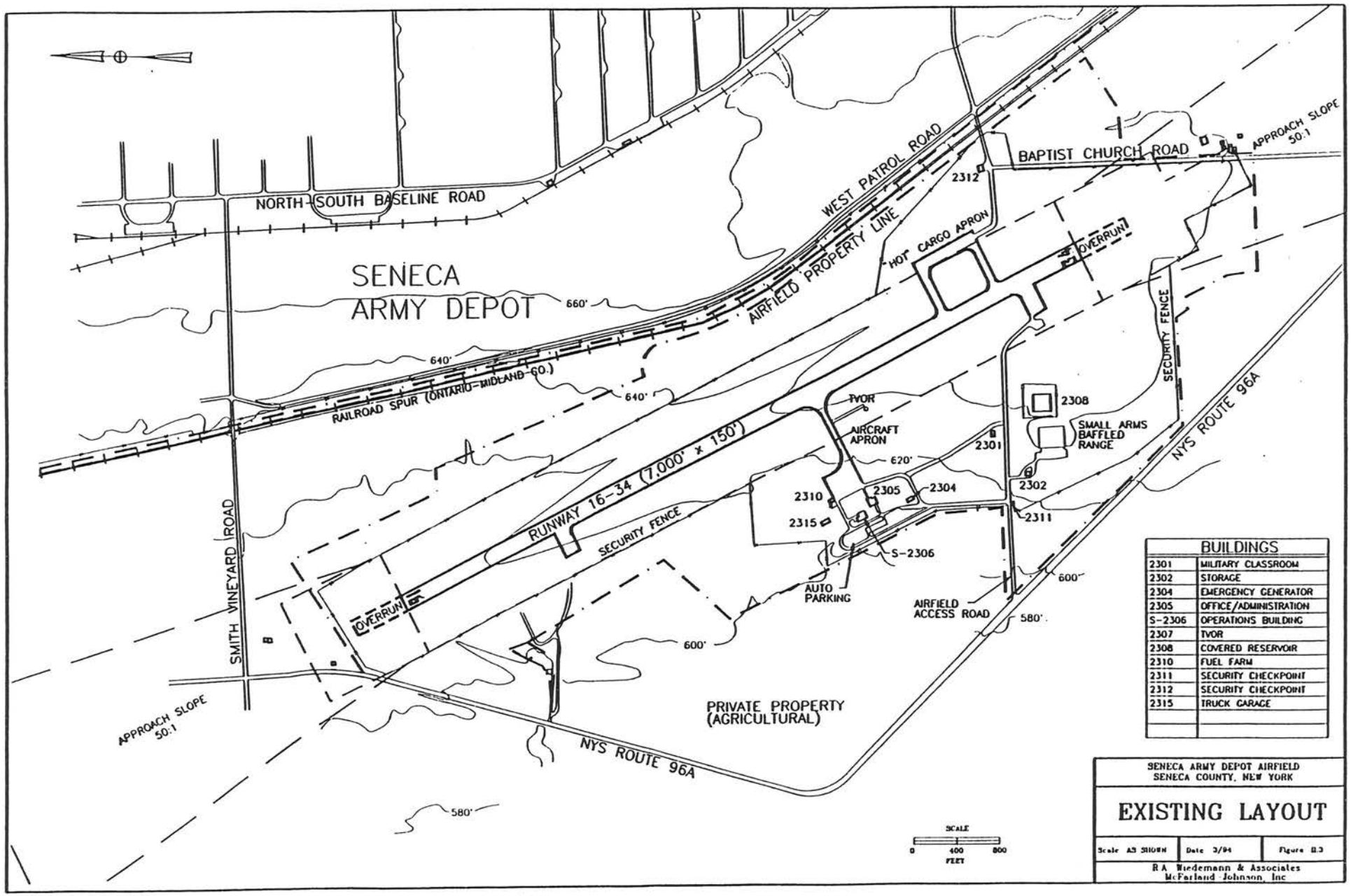
in light of the base closure process and the formation of the Seneca Army Depot Local Redevelopment Authority (LRA). The *Study* also recognized that significant follow-on planning would be required before the Airfield could be utilized as a public-use airport.

2. Forecasts of Aviation Demand

The forecasts of civilian aviation demand presented in the *Joint-Use Feasibility Study* were developed using several methodologies including market share projections, socio-economic regression analysis, trend projections, econometric modeling, and mail-out surveys. The *Joint-Use Feasibility Study* noted that general aviation growth trends in the region were very flat throughout the forecast period (1994-2015). For example, the forecast of registered aircraft within the seven county study area indicated a total growth of only 3.4% over a 23 year period (1992-2015). Within Seneca County alone, the forecast of registered aircraft over the same period actually shows a decline (from 22 registered aircraft in 1992 to 21 airplanes by 2015).

The FAA in their most recent *Aviation Forecasts, Fiscal Years 1996-2007*, notes that:

> "The long term decline in the number of (general aviation) manufacturers, combined with the precipitous decline in the shipments of single engine piston aircraft during the 1980's and early 1990's, is a major cause of concern for the general aviation industry. The single engine piston aircraft is the base on which general aviation must build its future. Historically, new pilots are trained in single engine piston airplanes and work their way up through retractable landing gear and multi-engine piston and turbine aircraft. When the single engine market is in a decline, it signals the slowing of expansion in the general aviation fleet and consequently, a slowing in the rate of growth of general aviation activity.
>
> In addition to the long term decline in the production of single engine piston aircraft, there has been an accompanying deterioration in the flight instructor and flight training infrastructure in this country. Over the years, the number of flight schools has been on the decline. In addition, there are fewer FBO's offering flight training and fewer formal flight training programs offered at these facilities.
>
> Events that have contributed to the downturn in general aviation activity include changes in disposable income, increases in airspace restrictions applied to VFR (visual flight rules) aircraft, reductions in leisure time, shifts in personal preferences for goods, services, and leisure time, and the deregulation of the commercial airline industry.
>
> However, one factor most frequently mentioned as the cause of the decline in general aviation is the increased cost of owning and operating general aviation aircraft."



N:\PLANNING\SENECA\EXLAYOUT

Source: R.A. Wiedermann & Assoc., McFarland-Johnson, Inc. **Seneca Depot Army Airfield Joint-Use Feasibility Study, Draft Technical Report**, July 1995

MAP 13 - 1

Nationally, there have been mixed signals regarding the future of general aviation activity. Since 1992 several events have occurred that could in fact stimulate more growth in the general aviation industry:

- Congress passed the General Aviation Revitalization Act in 1994 setting an 18-year Statute of Repose (limit of liability exposure by manufacturers). Since the average age of the general aviation airplane is approximately 27 years, the Act significantly reduced liability exposure of general aviation aircraft manufacturers.

- As a result of the passage of that Act, Cessna has re-instituted production of piston engine airplanes (C-172, C-182, and C-206 models). It anticipates producing 2,000 new airplanes by 1998 for the owner-flown business, personal use, and training markets.

- The average age of the general aviation fleet is reaching the point that the demand for new aircraft to replace old ones is growing rapidly.

- Pilot hiring by the airlines is increasing, which provides career incentives for general aviation pilots.

However, other trends seem to substantiate FAA's more conservative forecasts:

- The prices of new airplanes have been consistently rising faster than the average inflation rate.

- Real disposable personal income (DPI) nationally has declined steadily since the 1970's. DPI is the primary source of discretionary funding for personal and general aviation training activity.

- Congress is actively considering imposing significantly higher user fees on aircraft owners and pilots in Fiscal Year (FY) 1997 as part of the overall budget deficit program. In addition, Congress has not reinstated the Investment Tax Credit (ITC) which provided financial incentives for companies to buy and operate new durable equipment such as corporate aircraft.

- Only certain segments of the general aviation market, such as corporate and business aviation, rebounded from the 1989-1993 recession. Other segments, particularly personal and training activity, are still very flat. In addition, some parts of the country, such as the Finger Lakes Region of New York and northern New England, have experienced little or no recovery from the recession, which is highlighted by declines in employment, personal income, discretionary spending, and gross regional product.

The mixed signals regarding the future of general aviation would, on balance, indicate that aviation activity will be relatively flat for the foreseeable future. As the FAA noted in their *Aviation*

Forecasts, Fiscal Years 1996-2007:

> "The active general aviation fleet is expected to increase slightly (up 0.2 percent) over the 12-year forecast period. The general aviation fleet is forecast to continue to decline during the first two years of the forecast period (1996-1997), and then increase over the remaining 10 year period (1998-2007). The decline during the 1996-97 period is driven primarily by retirements in the piston engine fleet."

The *Seneca Army Airfield Joint-Use Feasibility Study* projected that the following level of civilian aviation demand could be generated at the Airfield. (See Tables 13-2 and 13-3) These forecasts assumed that both the Finger Lakes Regional Airport and Seneca Army Depot Airfield would be open and operating.

Table 13-2
Seneca Army Depot Airfield
Forecast of Aviation Demand

Year	Based Aircraft	Annual Operations
1994	8	6,100
2000	10	7,800
2005	12	9,700
2015	16	13,700

Source: ***Seneca Depot Army Airfield Joint-Use Feasibility Study, 1995***

Table 13-3
Seneca Army Depot Airfield
Forecast of Based Aircraft by Type

Year	Single Engine	Multi Engine	Turbine	Total
1994	1	4	3	8
2000	1	5	4	10
2005	2	6	4	12
2015	2	8	6	16

Source: ***Seneca Depot Army Airfield Joint-Use Feasibility Study, 1995***

It must be noted that the forecasts in the *Joint-Use Feasibility Study* were based on a concept referred to as "latent demand." This type of demand, or use of a facility, is an estimate because there is no relevant historical data with which to validate future projections for civilian activity. Also, the *Joint-Use Feasibility Study* did not identify how many airplanes would be drawn from surrounding

airports and how many would be newly purchased aircraft or brought in from outside of the region to operate at the Seneca Army Airfield.

There are two privately owned, public use airports in Seneca County: AirTrek and Ovid. Both have lighted runways (one turf and the other gravel), hangars, and accommodate exclusively piston engine airplanes. Traffic at both fields has been relatively level in the last two years. There are approximately 10+/- airplanes based at AirTrek. The airplanes are used for personal and flight training purposes. Because of the relatively small size of the two fields, the type of aviation activity that occurs there (personal, parachuting, and flight training), and the price-sensitivity of the airplane owners, it is not anticipated that Seneca Army Depot Airfield would attract many, if any, of the airplanes based at either Ovid or AirTrek.

The majority of airplanes projected to be based at and use Seneca Army Airfield are multi-engine piston and turbine powered, which are used predominantly for business and corporate purposes. Most of the airplanes presently based in the County are single engine piston aircraft used primarily for personal and training activities. In addition, no scheduled cargo or passenger airline service was forecasted to occur at the Seneca Army Airfield.

The forecast of demand for Seneca Army Airfield appears to be reasonable based on the methodologies used and more recent data on general aviation activity in the region. The forecast was based on the assumption that Finger Lakes Regional Airport would remain open as well as the Army Airfield. Airport managers, fixed base operators, and NYSDOT felt that the forecast for the Army Airfield presented in the *Joint-Use Feasibility Study* may, however, be optimistic if both airports in the County remain open.

3. Scheduled Passenger and Air Cargo Markets

The *Joint-Use Feasibility Study* did not anticipate that scheduled passenger service would occur at the Seneca Army Depot for the foreseeable future. Currently there are four airports within a 50-mile radius of the Seneca Army Depot that provide scheduled passenger service (See Maps 13-2, 13-3, and 13-4). Table 13-4 indicates that Syracuse dominates the scheduled service market in the region in terms of number of flights, non-stop destinations served, volume of jet service, and variety of airlines. Another factor, not shown in Table 13-4, is the ticket price differential, which means that it is less expensive to fly out of Syracuse than Binghamton, Ithaca, or Elmira.

The outlying airports indicated that they lose from 20% to 80% of their potential passenger market share to Syracuse, and that passenger enplanements at Tompkins County, Elmira, Binghamton, as well as Oneida County, have been declining steadily. The detailed market analysis prepared for Griffiss AFB, confirmed the difficulty of competing against Syracuse. This is primarily due to the fact that airlines, such as USAir, establish a marketing program that is designed to continually increase their market share within a given region.

From an airline's perspective, a market such as Seneca County has a very small population and employment base, no airport infrastructure in place to serve scheduled airlines other than a 7,000 foot runway, and regional airports such as Syracuse and Ithaca that presently serve all of the

County's air travelers. There is no incentive, therefore, for an airline to provide scheduled service to a facility such as the Seneca Army Depot. Consequently, it is not anticipated that Seneca Army Depot could attract scheduled service.

Table 13-4
Regional Scheduled Airline Service

Airport	Non-Stop Markets	Non-Stop Flights Per Day	Airlines & Aircraft Type
Syracuse	Albany, NY	8	USAir *
	Atlanta, GA	2	Northwest *
	Baltimore, MD	4	United *
	Boston, MA	10	Delta
	Buffalo, NY	4	American
	Charlotte, NC	2	Continental *
	Chicago, IL	8	Comair
	Cincinnati, OH	2	Florida Express
	Cleveland, OH	3	
	Detroit, MI	4	
	Elmira, NY	2	
	Hartford, CT	3	MD-80
	Ithaca, NY	3	B-737
	Newburgh, NY	3	B-727
	LaGuardia NY	17	B-757
	JFK Int'l, NY	7	DC-9
	Newark, NY	12	Fokker 100
	White Plains, NY	4	
	Orlando, FL	2	Beech 1900
	Philadelphia, PA	5	Saab 340
	Pittsburgh, PA	5	DH Dash 8
	Plattsburgh, NY	1	ATR 42
	Rochester, NY	5	Embraer
	Toronto, ON	3	
	Washington, DC	8	
	TOTAL	127	* Includes regional
Tompkins County	Binghamton	3	USAir
	Boston	2	USAir Express
	Elmira	3	Continental
	Newark	2	DC-9
	LaGuardia	4	Fokker 100
	Philadelphia	4	Beech 1900
	Pittsburgh	4	ATR 42
	Syracuse	3	DH Dash 8
	TOTAL	25	

Table 13-4 (Continued) Regional Scheduled Airline Service			
Airport	**Non-Stop Markets**	**Non-Stop Flights Per Day**	**Airlines & Aircraft Type**
Elmira/Corning	Binghamton	4	USAir
	Detroit	1	USAir Express
	Ithaca	3	Northwest Link
	LaGuardia	2	United Express
	Philadelphia	5	DC-9
	Pittsburgh	2	Fokker 100
	Syracuse	1	DH Dash 8
	Washington DC	3	Beech 1900
	TOTAL	21	
Binghamton	Baltimore	3	USAir
	Boston	3	USAir Express
	Buffalo	3	Continental
	Elmira	4	Northwest Link
	Ithaca	1	United Express
	Newark	3	
	White Plains	4	
	Pittsburgh	6	Fokker 100
	Syracuse	2	DH Dash 8
	Utica	3	Beech 1900
	Washington DC	4	Jetstream 31
	TOTAL	36	
Source: *Official Airline Guide*, April 1996			

From the air cargo case studies that describe development at Stewart International Airport (Newburgh, New York) and Pease International Tradeport (Portsmouth, New Hampshire) it is evident that a number of factors are key in terms of developing an air cargo market (See Appendix C).

- Close proximity to a strong origin and destination (O&D) market;
- Adequate airport facilities, utilities, and ground access;
- A large supply of seed money, most likely from a State governmental agency;
- A long term and effective strategic marketing program; and
- The ability to take risks, financially and administratively.

Seneca Army Depot does not meet the first two (and perhaps the most important) criteria, which are close proximity to a strong origin and destination market, and adequate facilities. All but the first criteria can be addressed with adequate financial and management resources, however a strong origin and destination market will take time to develop. During that time, airports such as Syracuse, will continue to work to increase the concentration of cargo and passenger service at their facility.

SENECA ARMY DEPOT AIRFIELD
SENECA COUNTY, NEW YORK

COUNTIES AND HIGHWAY NETWORK

MAP 13 - 2

APPROX. SCALE

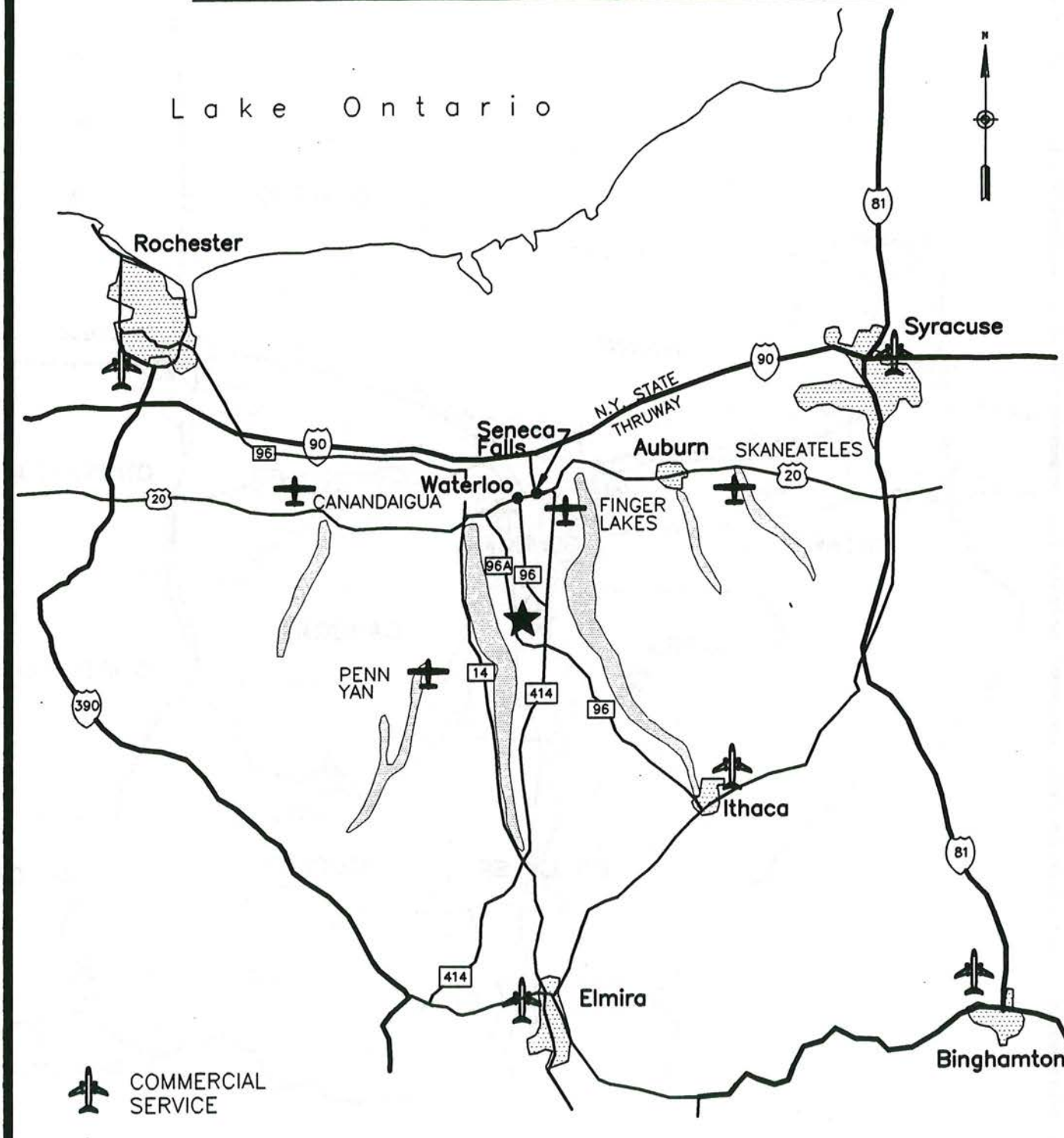
0 8 16

MILES

HTA companies engineers planners

SENECA ARMY DEPOT AIRFIELD
SENECA COUNTY, NEW YORK

REGIONAL PUBLICLY OWNED AIRPORTS



COMMERCIAL SERVICE

GENERAL AVIATION

SENECA ARMY DEPOT AIRFIELD

MAP 13 - 3

APPROX. SCALE

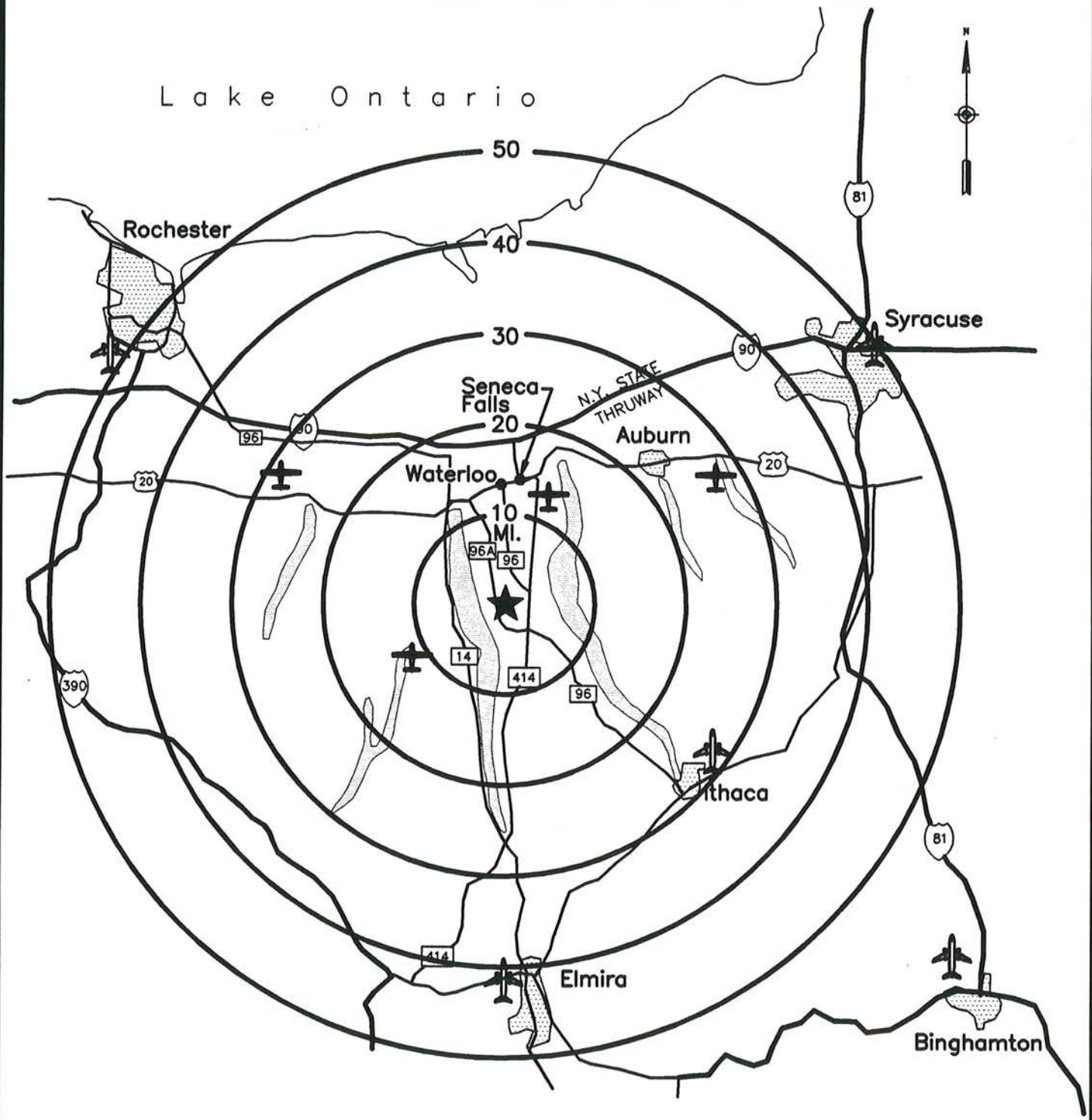
0 8 16

MILES

HTA companies engineers planners

SENECA ARMY DEPOT AIRFIELD
SENECA COUNTY, NEW YORK

DISTANCES FROM SENECA AIRFIELD



MAP 13 - 4

APPROX. SCALE

0 8 16

MILES

HTA companies engineers planners

D. EXISTING ARMY AIRFIELD FACILITIES AND CONDITIONS

Seneca Army Airfield facilities are in generally good to fair condition. Although originally built in the early 1940's, the Airfield has been well maintained by the Army over the years. Each of the airport's facilities are described below.

1. Runway 16-34

The single runway 16-34 is 7,000 feet x 150 feet, has high intensity runway lights (HIRLs), precision approach indicator lights (PAPI) to Runway 34, and medium intensity approach lighting system (MALS) to Runway 34. The runway has a 1,000 foot clear area at each end, which is owned by the Department of the Army. The runway pavement is in generally good condition. However, the seams between rows of bituminous pavement will allow moisture in and the pavement will eventually crack if they are not filled. The pavement weight bearing capacity is reported to be 50,000+ lbs single wheel, and has accommodated C-5 cargo aircraft.

2. Taxiways

There are two taxiways on the airfield. One taxiway is a turnaround near the Runway 34 threshold which was used as a "hot" cargo apron for the loading and unloading of ordinance and other materials. This taxiway turnaround was too small to be used by C-5 aircraft. The *Seneca Army Depot Draft Environmental Baseline Survey* (EBS) identified the taxiway turnaround/ apron area as a hazardous waste site (Ref. #66(6)PR) due to petroleum storage. The area is one "where storage, release, disposal, or mitigation of hazardous substances or petroleum products have occurred, but required removal or remedial actions have not yet been initiated."

The second taxiway connects the runway and the terminal apron. The taxiway is 50 feet wide and is lighted, although the pavement has severe cracking. Crack sealing has been applied in the past, however this approach is no longer adequate. The size and severity of the cracking indicates base course damage, and it appears that the taxiway will probably require rehabilitation as opposed to just an overlay. Actual pavement testing and evaluation will be required to determine the best course of action to eliminate the cracks. In its present condition, turbojet aircraft would be very cautious about using the taxiway because of the cracks and loose material.

3. Aircraft Parking Apron

The bituminous apron is approximately 8,000 square yards in size. There are numerous aircraft tie down rings in the pavement, although there are no parking positions marked on the apron. The apron pavement is also severely cracked and has been crack sealed in the past, which is no longer adequate. A pavement overlay of the apron would provide only temporary relief from the cracks, and will likely require full depth rehabilitation. Again, pavement testing and evaluation will be needed to determine the actual preferred alternative.

4. Airport Buildings

There are six buildings on the airfield with a total of 27,763 square feet (SF). This represents less than 1% of the total SF of building space on the Depot. Three buildings (2305, 2306, and 2315) directly front onto the aircraft parking apron. These three are (respectively): a two-story emergency vehicle/office building; the former operations/control tower building; and a three-bay truck storage garage. In addition, there is a small metal pump house (2310) for the underground fuel storage tank.

The two story office/fire station (2305) is in average to fair condition and will require modernization. The operations/tower building (2306) is an 8,774 SF two story office building with a control tower. The building has been unused for a number of years, all of the radio equipment has been removed, and the building has a roof leak as well as potential code issues. Modernization and renovation of Building 2306 would be required for civilian reuse. The third building is a 5,100 SF pre-engineered metal high-bay facility constructed in 1992. It was used for fuel truck storage and is equipped with special ventilation ducts. It could be disassembled and removed from the site.

As noted in Chapter 2 (Analysis of Major Buildings and Facilities):

> "Of the six buildings identified at the airfield, only three appear in average condition. Two of the buildings (2312 and 2315) lack major utility hook-ups, while the third (2305) has potential code issues. Reuse of these buildings will require significant investment which may limit marketability. The three buildings in fair condition will also require investments for needed improvements. It should also be noted that there are no hangar facilities at the Depot Airfield for storage and/or maintenance of aircraft."

5. Fuel Farm

There is a single underground fuel storage tank, with a capacity of 30,000 gallons, which during the inspection of this site still contained military jet fuel (JP-4). There is also a pumping system and a metal pump house building. The fuel farm is enclosed with security fencing. During the operation of the Airfield by the Army, the fuel was transferred to a truck which was then used to refuel aircraft. The tank currently meets NYSDEC and EPA Underground Storage Tank (UST) regulations.

6. Navigation and Communications Facilities

There are no functioning communications facilities on the Airfield. There are two navigation aids (navaids), the Romulus VOR (VHF omni-range transmitter) and the Seneca NDB (non-directional beacon), located on the Depot. The VOR is located on the Airfield, adjacent to the aircraft parking apron.

Both navaids were installed by the U.S. Army and served as the basis for instrument approaches to the Airfield. According to both the Army and the FAA, these instrument approaches have been decommissioned.

Available information indicates that the navaids are still on the Depot and are still operating. However, the navaids have not been maintained by the Army since 1995, and there has been no monitoring of their performance or reliability. The navaids are not used as part of the en-route low altitude IFR (instrument flight rules) structure in the region. They were installed instead to provide instrument approaches to the Depot Airfield. When they were first installed the FAA flight checked the navaids for accuracy. The FAA, however, has not checked or monitored them since. It should be noted that civilian aircraft can use the navaids for en-route navigation in visual (VFR) conditions, although, their reliability is not being monitored either by the Army or the FAA.

The Army has indicated an interest in relocating the Seneca NDB to another military facility if there is no need for it to serve future civilian traffic at the Airfield. They do not have as much interest in the Romulus VOR, and will probably leave it in place regardless of the use of the Airfield. FAA policy has consistently maintained that the FAA will **not** assume responsibility for the maintenance or operation of former military communications or navigation equipment because they were not built to FAA specifications, nor does the FAA have appropriate replacement parts. Consequently, if the Seneca NDB and Romulus VOR were to remain at the Depot to serve civilian aircraft, the future sponsor of the airfield would be responsible for operating and maintaining the navaids to FAA specifications. That is typically done under a contract with private firms that specialize in navaid maintenance and operation. Those costs, which could amount to several thousand dollars per year depending on the condition of the navaids, are not reimbursable from the FAA.

The FAA is not installing any new VORs or NDBs anywhere in the U.S. Their primary focus is on certifying the new global positioning system (GPS) for instrument approaches, a number of which have already been published at airports in New York. GPS approaches do not require ground-based navaids, so the Romulus VOR and Seneca NDB could be removed and the Airfield could still have a GPS instrument approach. The FAA is planning to install a GPS approach at the Finger Lakes Regional Airport in the near future. Consequently, neither the Romulus VOR nor the Seneca NDB are required for future civilian aviation activity.

7. Utilities

There are utility hook-ups at the Airfield including electricity, water, sewer, and heat. However, two of the buildings at the Airfield (2312- a two bay vehicle storage building and 2315-metal three bay vehicle storage building) lack major utility hook-ups.

There are stormwater drains on the runway, taxiway, and apron. A stormwater permit application will need to be filed with the U.S. EPA for the airfield if it is operated as an independent public use airport.

The airfield lighting system appears to be in functional condition and could provide adequate lighting for civilian nighttime operations. The lighting fixtures, including the approach lighting system, do not meet current FAA specifications and would need to be changed in the future if FAA grants were accepted to upgrade the airfield and these projects impacted the lighting system.

E. CONFORMITY WITH FAA DESIGN CRITERIA

Because the Seneca Army Airfield will not be operated as a joint-use airport, future development of the Airfield as a public use airport, using FAA grants, will require bringing the Airfield into conformity with FAA design criteria. This section highlights the differences between existing Airfield facilities and current FAA design criteria. One impact of bringing the Airfield into compliance with FAA criteria will be increased costs for capital improvements. The issue of compliance with FAA criteria was not a factor in the analysis presented in the *Joint-Use Feasibility Study*, nor in the cost estimates contained in this report. This is because it was assumed that the Army would retain ownership of the Airfield and compliance with FAA criteria would not be required. Due to the closing of the Depot this option is no longer available.

FAA airport design criteria is presented in Advisory Circular 150/5300-13, Airport Design, 9/29/89. The design criteria is based on the so-called critical design aircraft. The dimensions of the various airport facilities and protected surfaces are determined by the dimensions and performance of the critical design aircraft. Referred to as the Airport Reference Code (ARC), "the ARC is a coding system used to relate airport design criteria to the operational and physical characteristics of the airplanes intended to operate at the airport." Consequently, identification of the critical design airplane has a significant impact on the airport design criteria.

The *Joint-Use Feasibility Study* did not identify a critical design airplane, but instead referred to a class of corporate aircraft that included turboprops and jets. For the purposes of this analysis, one of the largest corporate jets presently in operation (the Gulfstream G-IV) was used. Table 13-5 provides information about the characteristics of the Gulf stream G-IV and Table 13-6 highlights the differences between existing facilities and design criteria based on accommodating the G-IV. These types of jets presently use nearby airports such as Ithaca, Binghamton, Elmira, Syracuse, and Rochester. On the other hand, airports such as Finger Lakes Regional, Canandaigua, Skaneateles, and Penn Yan cannot accommodate G-IV aircraft because of their limited runway length and pavement bearing capacity.

Although the differences between the existing facilities and FAA standards may appear to be minor, changing the facilities to meet FAA criteria can involve significant costs. For example, when the runway and taxiway are rehabilitated, the FAA will require that the new facilities be designed to their current standards, which means narrowing both the runway and taxiway. That would require moving the lighting system and installing FAA-approved wiring, lighting, and controls, changing the existing (or installing a new) drainage system, changing the horizontal profile of the runway, and designing a new runway safety area. Even when FAA contributes 90% of the project cost, the local share of those changes can be significant.

Table 13-5 Critical Design Airplane Characteristics Gulfstream G-IV	
Passenger Seats	14-19 seats
Wingspan	77.8 feet
Length	88.3 feet
Height	24.8 feet
Maximum Gross Weight	73,600 lbs.
No. of Engines	2 Rolls Royce Turbofans
Approach Speed/Category	145Kts./D
Airplane Design Group	II
Maximum Range	4,100 nm
Source: Business & Commercial Aviation, May 1995 Gulfstream Corporation G-IV Aircraft Data	

In addition, if commercial jet aircraft (such as the Boeing 737 and 727, MD-80, or Airbus A-320, for example) are **not** projected to use the Airfield, the FAA could require a runway length analysis to determine if 7,000 feet is needed to meet corporate aviation demand. If 7,000 feet is not needed, the FAA may only pay to rehabilitate 5,250 feet of the runway, particularly if longer safety areas are needed at the end of each runway.

Table 13-6 Comparison Between Existing Facilities and FAA Design Criteria			
Airfield Facility	**Existing Dimensions**	**FAA Design Criteria[1]**	**Differences**
Runway Length	7,000 feet	5,250 feet	1,750 feet
Runway Width	150 feet	100 feet	50 feet
Runway Safety Area Length Beyond Rwy End	1,000 feet	1,000 feet	none
Taxiway Width	50 feet	35 feet	15 feet

1/ Based on critical design airplane = Gulfstream G-IV
Sources: FAA Advisory Circular, Airport Design, AC 150/5300-13, 9/29/89, (through Change 5)
***Seneca Depot Army Airfield Joint Use Feasibility Study*, Genessee/Finger Lakes Regional Planning Council, July, 1995**

The existing facilities can remain in place until such time as FAA issues a grant for their rehabilitation or upgrade. At that point, the issue of complying with FAA design criteria will need to be addressed. Safety and compliance with standards are among FAA's two highest priorities for issuing grants. As a result, the FAA typically require that these items be resolved before capacity or other projects are funded.

On the other hand, if the Airfield were to receive commercial jet service, an operating certificate issued by the FAA under FAR Part 139 would be required and compliance with all FAA design criteria would be mandatory. A FAR Part 139 certificate is not required for general aviation airports such as the Finger Lakes Regional, Penn Yan, or Canandaigua, but the operating certificate is required for airports such as Ithaca, Binghamton, Elmira, Rochester, and Syracuse. Part 139 also imposes significant additional operating costs on airports in terms of minimum required personnel, training, equipment, facilities, and record-keeping.

F. REGIONAL MARKET ASSESSMENT SURVEY

An extensive telephone survey was conducted in April and May, 1996, to identify:

- The current status of the Seneca Army Airfield and its facilities;
- Current and projected aviation trends in the region ;
- The ability of the region's existing airports to accommodate aviation demand;
- Any potential interest in aviation reuse of the Seneca Army Airfield; and

- Identify any relevant issues that may impact the reuse of the Airfield.

The agencies, companies, and individuals contacted included:

- Federal Government:
  - Federal Aviation Administration, Eastern Region
  - U.S. Army Aeronautical Services
- NYS Department of Transportation
  - Passenger Transportation Division, Aviation Bureau
- Regional Planning Agencies
  - Genesee/Finger Lakes Regional Planning Council
  - Griffiss Redevelopment AFB Redevelopment Authority
- Airport Management
  - Finger Lakes Regional Airport
  - Finger Lakes Regional Airport Advisory Committee
  - Ovid Airport, Seneca County
  - Tompkins County Airport, Ithaca
  - Canandaigua Airport
  - AirTrek Airport, Seneca County
  - Penn Yan Airport
- Fixed Base Operators
  - Taughannock Aviation Corporation, Tompkins County Airport
  - Seneca Flight Operations, Penn Yan Airport
  - Penn Yan Aero Services, Penn Yan Airport
  - SAIR Aviation, Syracuse International
  - Miller Aviation, Binghamton Airport
  - Elmira Aeronautical Services, Elmira/Corning Airport

The survey was designed to provide a large sampling of opinions regarding the aviation reuse potential of the Seneca Army Depot Airfield. A very high percentage of agencies and companies involved in aviation in the region responded to the survey. Responses to the survey are contained in Appendix E.

In summary, the survey responses concerning aviation activity in the region, the role of the region's airports, and potential aviation reuse of Seneca Army Airfield, were very consistent.

1) Many respondents were familiar with the Seneca Army Airfield in terms of its facilities and location. A number were also familiar with Seneca County, and noted that the County has limited financial resources with which to undertake airport development projects.

2) Not one of the respondents indicated an interest in locating their operation, or opening a branch of their operation, at Seneca Army Airfield.

3) General aviation activity in the region has been steady, with some recent increases in corporate/ business activity. However, no one anticipated significant aviation growth in the foreseeable future. Some respondents felt that there will be some additional corporate jet activity in the future that cannot presently be serviced by Finger Lakes Regional Airport, that could be accommodated at the Seneca Army Airfield. These airplanes currently use Syracuse International Airport. However, respondents did not feel that there was the potential for a significant increase in business jets in Seneca County even if the Depot's 7,000 foot runway was available. The very active corporate flight departments at Penn Yan, Tompkins County, and Binghamton Airports were not interested in moving to Seneca Airfield.

4) Scheduled passenger enplanements at Tompkins County, Binghamton, Elmira, and Oneida County Airports have been declining steadily for the last several years. The decline is partly due to local economic factors (slow recovery from the recession and corporate downsizing), but the primary reason is an increase in scheduled passenger services at Syracuse International Airport. Outlying airports are faced with extremely stiff competition from Syracuse Airport due to USAir and other airlines increasing their level of jet service, aggressive marketing programs, and a ticket price differential system that favors using Syracuse International. As a consequence, many of the regional airports have seen between 20% to 80%, or more, of their potential passenger market diverted to Syracuse.

5) The Griffiss Redevelopment Planning Committee (GRPC) undertook an extensive air cargo survey and market analysis to identify the potential market that could be attracted to the former Air Force Base in Rome, New York. Their analysis showed that there was no air cargo market that could be attracted to Griffiss because freight forwarders and airlines have already concentrated their service at Syracuse International Airport, which provides a large population and business base, and they see no need to expand beyond that airport. (See Appendix D).

6) Almost all of the respondents stated that existing airports in the region have sufficient capacity to accommodate current and projected activity. In addition, a number of airports (Finger Lakes, Tompkins County, Binghamton, Canandaigua, Penn Yan, and Syracuse, among others) have completed large airport development and expansion projects within the last five years.

7) Several fixed base operators (FBOs) are in the process of constructing new hangars in order to accommodate their existing activity. Most FBOs indicated that their investment in their home base effectively precludes them from moving to another airport. In addition, most of the respondents outside of Seneca County noted that almost none of their customers come from Seneca County, and that the Seneca Army Airfield was very remote. Several respondents said that if they were going to move their operation, it would be out of New York altogether, not to Seneca Army Airfield.

8) Several respondents commented on the negative impact of the New York State tax structure and workman's compensation law in terms of competing against other states for corporate relocations.

9) The FAA stated that it does not project a significant increase in aviation activity in the Finger Lakes Region, and the region's airports appear to have sufficient capacity to accommodate demand. The FAA has also provided a number of grants in the last five years for airport development projects throughout the region. They noted that if Seneca Army Airfield had been on the BRAC closure list five or six years ago, before many of these projects were undertaken (such as the runway rehabilitation and new taxiway at Finger Lakes Regional, the new runway at Penn Yan, and the new airport at Canandaigua), the FAA would have been a much stronger supporter of reusing the Army Airfield than they are today.

The FAA also stated that its source of funding has been declining steadily during the past several years. As a consequence, the FAA can only provide financial support to one publicly owned airport in Seneca County, either Finger Lakes Regional or Seneca Army Airfield. The FAA is presently waiting for Seneca County to decide which airport it will be. If it is the Seneca Army Airfield, the FAA will not pay the relocation costs to move the existing operation from Finger Lakes to the Airfield, however, it will provide support to upgrade Seneca Army Airfield. That financial support will be subject to FAA's future funding levels and priorities, which will not be finalized until a new Airport Improvement Program (AIP) is adopted by the U.S. Congress.

10) The Aviation Division of the NYSDOT agrees with the FAA that it also does not anticipate a significant increase in aviation activity in the region. NYSDOT Aviation funding has also been declining and consequently it has less money to provide for airport development. NYSDOT is in the process of preparing a statewide airport system plan, and they felt that the forecasts of demand for the use of Seneca Army Airfield in the *Joint-Use Feasibility Study* were hard to verify and probably optimistic. Experience with Griffiss and Plattsburgh AFB also indicates that there is little aviation reuse potential for former military airfields in Upstate New York.

11) The two navigation aids (the Romulus VOR and the Seneca NDB) are operating, but have not been maintained recently. Although the navigation aids could serve future civilian operators at Seneca Army Airfield, the cost to maintain and operate the navaids will be the responsibility of the airport operator. As noted earlier, the FAA is in the process of publishing new global positioning system (GPS) instrument approaches to airports across the U.S., including the Finger Lakes Regional Airport. A GPS approach to Seneca Army Airfield will adequately serve airfield users in the future without the cost of maintaining and operating the two existing navaids. The Army has indicated an interest in relocating the Seneca NDB to another facility.

12) The Genessee/Finger Lakes Regional Planning Council would like to see Seneca Army

Airfield used as a civilian airport as a means of promoting economic development in the County.

13) Several respondents stated that the County should keep the Airfield open and undertake a long term effort to reuse the facility because it is a unique asset, and if it is abandoned it will never re-open as an airport. For example, they suggested trying to attract the Geneseo Warbird Association, or similar non-profit aviation groups, who may put up new facilities in return for little or no rent at the Airfield.

G. SENECA ARMY AIRFIELD REUSE OPTIONS

Given the analysis presented in this chapter, the consulting team feels there are four basic reuse options for the Seneca Army Airfield:

OPTION A - Under this approach the Army Airfield would be operated as the only publicly owned, public use airport in Seneca County. The Airfield would accommodate general aviation activity, including that activity presently occurring at Finger Lakes Regional Airport, as well as future corporate/business aviation demand in the County. At the same time, the Airfield would be marketed as a transportation resource to encourage businesses to locate in Seneca County, and at the Depot in particular.

Under this scenario, both AirTrek and Ovid Airports would remain privately owned, public use airports, and continue to operate as they do at present. The County would assume responsibility for relocating all of the operations presently at Finger Lakes Regional Airport to Seneca Army Airfield. New hangars and an operations building would be constructed at the Airfield, as well as the repair of cracks in the taxiway and apron pavement, and installation of new fuel tanks for both Avgas and jet fuel.

The capital improvement development program presented in the Joint Use Feasibility Study will need to be implemented. The cost estimates for the development program total $6,077,000 over twenty years. Under this option, FAA, NYSDOT, and EDA capital grants would be sought to assist in implementing the capital improvements program. However, both FAA and NYSDOT have seen their airport improvement funds decline steadily in the last three years, and this funding is expected to continue to decline into the foreseeable future.

In addition, FAA grants are **not** available for paying the cost of relocating facilities and equipment from Finger Lakes Airport to the Depot Airfield, nor for Airfield maintenance projects (such as crack sealing), or for the development of facilities such as hangars that are leased or sold to private operators. Also, the cost estimate of $6 million does **not** include the capital cost to bring the Airfield (runway, taxiway, lighting system) into compliance with current FAA standards, which could add an additional $500,000 to the total cost. The Airfield operating and maintenance (O&M) costs for the Army equaled $104,000 per year. It is anticipated that the County could operate the Airfield for

approximately $70,000 per year. This figure, however, will depend on the types of leases negotiated with airport tenants, which will specify the level of O&M costs each tenant will be responsible for.

Under Option A, the County would acquire the Airfield from the Department of Defense (DoD) under a Public Benefit Transfer (PBT), and the Finger Lakes Regional Airport property would be sold to defray expenses. However, it is likely that any organization that acquires the Finger Lakes Airport will probably prefer a clean site. Consequently, facilities at the Airport may have to be removed in order to sell the property to another user.

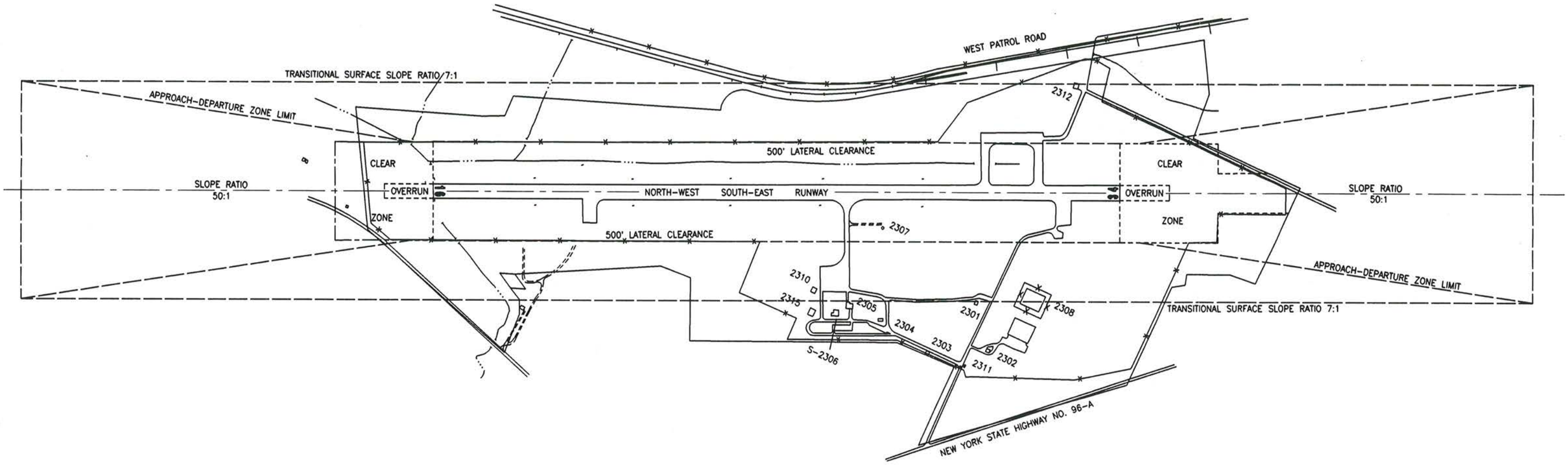
OPTION B - Under this option the Finger Lakes Regional Airport would remain open as a public use airport and continue to accommodate single engine and small multi-engine airplanes. The Army Airfield would be marketed as a potential corporate airport to serve the relatively small existing level of corporate demand, as well as potential future corporate demand, particularly if the Depot can attract commercial and industrial tenants. This option depends on expanded economic development in the County in order to provide a market base for additional corporate aviation activity.

It is anticipated that the Airfield could remain in its present condition, with some preservation and basic maintenance being performed (See Appendix F), until such time as there is sufficient demand or interest to begin corporate jet service. It is recommended that the area encompassed within the transitional surfaces and approach-departure zones, as shown in the Airport Layout Plan (See Map 13-5), be protected as an airport. That means that no objects should be allowed to penetrate the imaginary surfaces shown, and non-compatible development (e.g., housing, institutional, etc.) would be prohibited.

Some milestones necessary to trigger the level of demand required to use the airfield as a corporate airport are noted below:

- The selection of a well-established and reputable fixed base operator that is willing to negotiate a long term lease to operate and market the Airfield. The County could then negotiate an arrangement for significantly reduced lease or rental rates in return for airfield management and facility development support.

  Because the FAA has indicated that it will not provide grants to two airports in Seneca County, local officials could sell the Airfield outright with certain restrictions attached concerning the use of the property as a public use airport. However, in order to exercise this option, the County would not be able to acquire the Airfield under a Public Benefit Transfer (PBT). Other transfer techniques, such as a negotiated sale or an economic development conveyance (EDC), would be required.



LEGEND

EXISTING		EXISTING	
2487	BUILDING, PERMANENT		INTERMEDIATE CONTOUR
S-2454	BUILDING, SEMI-PERMANENT		DEPRESSION
T-2466	BUILDING, TEMPORARY		FLOOD OUTLINE (100 YEAR)
	BUILDING, UNDERGROUND	65Ldn	NOISE CONTROL
	ROADS AND PARKING	E S Q D	EXPLOSIVE SAFETY QUANTITY-DISTANCE
	TRAIL OR EARTH ROAD	FD	FRAGMENT DISTANCE
	RAILROAD		AIRFIELD/HELIPAD SAFETY ZONE
	FENCE		HISTORICAL BUILDING OR PLACES /ARCHEOLOGICAL SITES
	RESERVATION BOUNDARY		UNSUITABLE SOILS
	RIGHT-OF-WAY OR EASEMENT		SENSITIVE NATURAL AREAS
	DRAINAGE DITCH		RANGE SURFACE DANGER ZONE
650	INDEX CONTOUR		

1000 500 0 1000

GRAPHIC SCALE

MAP 13 - 5

REV. NO.	DATE	DESCRIPTION	INITIAL

STV/LYON ASSOCIATES, INC.
ARCHITECTS - ENGINEERS - PLANNERS
BALTIMORE, MARYLAND

U.S. ARMY ENGINEER DISTRICT, NEW YORK
CORPS OF ENGINEERS
NEW YORK, NEW YORK

SENECA ARMY DEPOT
ROMULUS, NEW YORK

AIRPORT LAYOUT PLAN

EXISTING CONDITIONS

DRAWING NO. FILE NO.	DATE	SHEET NO.
I-70SM	FEB 1993	

HTA FILENAME: SENC-ALP.DWG

- A major corporate tenant, that operates or charters business aircraft, has committed to moving into Seneca County and expresses a strong desire to operate at the Seneca Army Airfield.

- Economic development throughout the County has increased significantly with a resultant increase in business and corporate aviation activity that cannot be handled at either Finger Lakes Regional or Tompkins County Airport.

It should be noted that under Option B, the proposed runway extension at Finger Lakes Regional Airport would not be needed if the Army Airfield opens for civilian operation.

OPTION C - Another option would involve the use of the Airport property for non-aviation purposes. Under this approach a governmental entity, such as the County, would acquire the property for limited commercial development activities. The property could be directly developed by a governmental organization or in cooperation with the private sector. A low cost use of the site could involve outdoor activities that complement the adjacent Sampson State Park. Possible activities could include antique/specialty auto shows, flea markets, agricultural/craft markets, and outdoor concerts. Most of these activities would not require extensive renovations or modifications to the Airfield property. These types of activities could also increase tourist related visits to the County.

Another advantage of this approach would be that in the short-term the site could still be developed for aviation related uses. If the milestones noted under Option B occur, the property could, for a minimal investment, be developed as a public use airport.

OPTION D - Under this approach no governmental organization takes ownership or control of the Airfield because civil aviation and non-aviation reuse of the site is not financially viable. While this option has been exercised at bases in other parts of the country, it precludes any reuse that may stimulate economic development and provides no opportunity to use the Airfield if the demand should increase in the future. The only advantage of this option is that it absolves the County of any future responsibility (financial or otherwise) for the Airfield and the surrounding property. In effect, the disposition of the property is the responsibility of the Army.

H. PRELIMINARY RECOMMENDATION

Based on the data and information contained in this chapter, both Options B and C appear to be the most viable and preserve the most options for the County. Tourist related non-aviation uses as described in Option C can generate some revenues and economic activity without requiring a significant financial investment. In addition, these activities do not require altering the Airfield or preclude its use as a public use airport in the future, particularly if some basic maintenance is performed and no imaginary surface penetrations or non-compatible land uses are allowed.

Based on the market survey and assessment, there would definitely be some use of the Airfield by general aviation aircraft if it were opened as a public use airport, particularly if the activity at Finger Lakes Regional Airport were relocated to the Depot. However that scenario, Option A, would require a relatively significant investment by a governmental entity to provide the necessary facilities such as hangars, terminal building, and fuel farm. In addition, the FAA will require at some point that the Airfield be brought into compliance with current design standards, which will further increase the approximately $6 million capital development costs that were presented in the *Joint-Use Feasibility Study*.

It is not anticipated that sufficient traffic could be generated at the Airfield, given the lack of traffic generators in the County, to recover that level of investment. In addition, under Option A, the County would be responsible for operating and maintenance (O&M) costs of the Airfield as well as marketing the facility. The Army's O&M costs for the Airfield equaled $104,000 per year, which would be somewhat lower for a civilian operator because of fewer maintenance personnel. Under Option C, if the proposed runway extension at Finger Lakes Regional Airport was built and an instrument approach was published, Finger Lakes could accommodate much of the anticipated corporate traffic and the Army Airfield could continue to be used for non-aviation activities.

Option D is certainly the lowest cost option available, but it also precludes any future reuse of the Airfield, which effectively closes the door for any economic or transportation benefit from the Airfield. Consequently, it is not recommended that Option D be adopted unless it is determined that there is absolutely no future need for the Airfield and that the property will not be needed for any other type of future development.

A. INTRODUCTION

This chapter evaluates the business recruitment potential of the Seneca Army Depot and Seneca County, as a whole, based upon several key site factors used by businesses to determine the best potential areas for relocation or expansion. Businesses looking to expand, or relocate, typically evaluate and rank areas and sites based upon several factors including: the potential cost (including the actual facility cost, utilities, taxes, and regulatory expenses), the quality and availability of the local labor force, transportation systems, size of markets, available raw materials, and the quality of life found in the areas under study.

The consulting team's efforts were aided by information provided by the Seneca County Department of Economic Development and Planning, and a review of studies regarding Seneca County prepared in 1995 by Cornell University and by a group of consultants lead by Passero Associates. These studies included:

- ***Labor Force Analysis for Seneca County: The Outlook for Jobs and Workers,*** Cornell Institute for Social and Economic Research, March 1995
- ***Seneca County Business Retention & Expansion Program: Final Report***: Cornell Institute for Social and Economic Research, June 1995
- ***Seneca County Comprehensive Plan: Marketing Plan***, Passero Associates, P.C., Marketech Associates, and The Pathfinders, October 1995
- ***Economic Review of New York State: 1994***, Empire State Development Corporation, 1995.

This chapter compares Seneca County to other areas in New York and, in some cases, to other regions of the U.S. in the following areas:

- Labor Force costs, availability and productivity;
- Utility availability, costs and reliability;
- Taxation including real estate, personal property, and income;
- Transportation including air, rail, port and highway;
- Regulatory issues;
- Markets and raw materials;
- Quality of life; and
- Available facilities on the Depot.

This evaluation concentrates on how high technology, distribution, and service related companies would view Seneca County and the Depot as a location compared to other areas. As noted earlier, information in this chapter was obtained from reports previously prepared about Seneca Country, interviews with local business leaders, and from information provided by State and local officials.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

Based upon the consultants review of key site factors involved in the corporate site selection process, the consulting team concludes the following.

From a labor force perspective:

- The County can draw from a labor force of slightly under 150,000 people - large enough to attract small to medium sized firms (1 to 500 people) but probably too small to attract larger companies.
- While labor availability is not an obstacle, local companies report difficulties in attracting skilled workers.
- Labor costs and productivity in Seneca County appears to be competitive with other communities in surrounding counties.

From a utility perspective:

- Seneca County has adequate supplies of all utilities to meet the needs of all but the largest users of electrical power, sewer and water.
- NYSEG's electric rates are high compared to other regions of the U.S., but natural gas rates are lower.
- Power companies appear to be willing to negotiate rates for large users that have a significant number of employees.

From a taxation perspective:

- New York State is taking strides to reduce the tax burden on corporations and individuals. New York, however, still remains a high tax state.
- Seneca County tax burdens are generally lower than surrounding counties, but Seneca lacks the enticements offered by Enterprise Zones existing in some of the surrounding counties.

From a transportation perspective:

- Seneca County enjoys excellent highway access (via an exit on the NYS Thruway) to all major markets in the Northeastern U.S. and Canada.

- Air, rail, and port access are all considered adequate.

From a regulatory perspective:

- Local regulations (zoning, land planning, code enforcement) in Seneca County are less severe than in surrounding communities.

- While New York State is taking strides to reduce the regulatory burden on companies operating within its borders, environmental and business regulations in the State are viewed negatively in the site selection process.

From a market and raw materials perspective:

- While raw materials available in Seneca County include agricultural products (corn, grains, dairy and grapes), there are no major industries located in the County that use these raw materials in their products for export.

- The potential for industry clustering in Seneca County indicates that areas of concentration should include industrial seals, fittings and related equipment; industrial gauges and measuring equipment; and small hardware manufacturing including metal binders, clips and other hardware.

From a quality of life perspective:

- Seneca County offers an excellent quality of life with a low cost of living, low crime rates, abundant and varied outdoor recreational opportunities, and affordable housing (relative to more urban areas). With good local school systems and a higher education system, the educational quality of life in the Seneca County region is considered excellent.

- The quality of life features that Seneca County offers companies in urban locations includes: the opportunity to move to a more rural atmosphere with lower costs; lower crime rates; better schools; and less congestion. Small manufacturing companies and back office operations located in deteriorating urban areas are excellent candidates for relocation into a community such as Seneca County.

From a Depot facilities perspective:

- While the warehouse facilities on the Depot offer limited reuse potential due to their low ceiling heights, lack of utilities and isolated location, the IPE shops have a much higher reuse potential due to their specialized heavy equipment and utility service.

- The office buildings on the South Depot are of sufficient size and quality to accommodate back office or office incubator users needing space in the community. While not large enough to attract large-scale back office users, there is certainly room for expansion in this area of the Depot.

C. LABOR FORCE EVALUATION

One of the critical indicators reviewed by business and industry in evaluating potential areas for new operations is the labor force. Since the highest cost in almost every industry relates to personnel, businesses tend to place an emphasis on evaluating the existing availability, cost and productivity of a community's labor force prior to making an investment in a new facility. When quantifying this type of information for each industry type, companies tend to review information provided at the state level regarding wage rates, absenteeism, the extent of union activity, and the potential draw area of a particular location.

It is fortunate for this analysis that a comprehensive review of labor force characteristics was undertaken just one year ago by Cornell University. The *Labor Force Analysis for Seneca County: The Outlook for Jobs and Workers*, was prepared for the Seneca County Department of Employment and Training in a cooperative effort by the staff of the Cornell Institute for Social and Economic Research, the New York State Department of Labor, and the Seneca County Department of Employment and Training. The report was produced under a contract with the Seneca County Department of Employment and Training by the U.S. Department of Labor Employment and Training Administration.

This comprehensive analysis defined the labor market area for Seneca County, addressed how a local labor market functions, delineated labor supply and demand by major industry, identified the impact of state and national economic trends on local employment and provided a profile of the Seneca County labor force by sex, age, race and educational level.

Based upon the consultants' review of the *Labor Force Analysis*, the following is a summary of major findings contained in the study:

1. Definition of Labor Market Area

- Seneca County is part of the nine county Finger Lakes region of the State. The 15,600 workers residing in Seneca County comprise less than 3.0 percent of the

regional workforce.

- One-third of Seneca County workers commute to places of employment outside the County. This out-commuting trend has increased since 1990, with most workers commuting into adjacent Ontario and Tompkins Counties.

- The Seneca Labor Market Area consists of Seneca, Tompkins, Ontario, Yates and Wayne Counties which contain a total labor force of over 130,000 people.

- Between 1970 and 1994, the population of Seneca County declined by 8.0 percent - the only County experiencing a decline in the five county labor market area.

- The majority of job growth in the Seneca Labor Market Area has occurred in adjacent Counties. While the employed labor force in the County has increased from 10,500 in 1960 to 15,600 in 1990, the number of Seneca County residents working within Seneca County has increased by only 1,600, from 8,700 in 1960 to 10,300 in 1990.

- Seneca County's labor market potential (over 130,000 people), while adequate to attract small to medium-sized industries (1 to 500 workers), is not large enough to attract larger employers (500+ workers). Companies with large-scale employment needs are more likely to choose adjacent labor markets such as Monroe County which has a labor force of 347,100 people.

From a geographic perspective, the potential to attract additional workers into Seneca County from adjacent Ontario and Cayuga Counties is constrained due to the natural commuting barrier presented by Seneca Lake on the west and Cayuga Lake on the east. These natural barriers constrict the potential commuting attraction into the County due to the time and distance involved in circumventing the lakes in order to access the employment centers in Seneca County. The constricted potential of the labor force draw area will negatively impact the potential to attract large-scale technology and industrial users to Seneca County.

In the *Seneca County Marketing Plan,* completed in October 1995, managers of local companies were interviewed in order to gauge the relative stability and quality of the local labor force. In this report, local managers indicated that there is an acceptable level of unskilled, low cost labor in the area that can be trained for semi-skilled positions. In addition, the *Marketing Plan* suggests that while highly skilled employees are available at levels typically found in other regions across the U.S., there is a dearth of management-level personnel in the local labor market.

2. Job Potential By Occupation

In a review of projected job potential by occupation in the Seneca County Labor Market Area, the *Labor Force Analysis* indicates that between 1993 and 1998, there will be 2,600 new jobs in the area.

The majority of these jobs are projected in the Service category (900), the Professional and Technical category (890) and Administrative Support category (420). The growth occupations are in the fields of Teaching, Health Care, and Retail Sales. The development and market success of the new outlet center on the NYS Thruway continues to generate new retail sales jobs in the County at a pace faster than any other sector.

While employment in the Seneca Labor Market has generally followed national trends, the stability of the local job market has been considerably altered due to the closure of the Depot. Federal employment declined by 685 jobs between 1990 and 1994 (a decline of 63.1%). The Cornell study projects that the rate of growth between 1993 and 1998 will lag behind the State of New York and the U.S.

3. Labor Force Quality and Productivity

In reviewing the quality and productivity of the local labor force, information provided in the *Seneca County Business Retention & Expansion Program*, prepared by the Cornell Local Government Program, provides some useful insight. In this report, dated June 1995, information was provided based on interviews with over 90 local businesses. Some of the labor force highlights in this study indicated that overall, firms were satisfied with local employees. In addition, firms reported fairly affordable wage rates compared to other locations. However, over 40% of the businesses reported difficulties recruiting skilled labor in three different categories: manufacturing, trade, and services.

In the *Seneca County Marketing Plan* prepared by Passero Associates and Pathfinders in October 1995, the productivity of the local labor force was generally rated as competitive by companies with experience in other locations. This attitude was confirmed in several interviews conducted by the consulting team during the preparation of this report.

Trends in educational attainment noted in the *Business Retention & Expansion Program Report* indicate that the proportion of workers with some higher educational training has grown from approximately 17% in 1970 to nearly 50% in 1990. This dramatic increase was fueled by the closure of the Willard Psychiatric Center (whose patients had lower educational levels which kept the County's average low) and by the expansion of college and university programs targeted toward young adults in the County.

D. UTILITY AVAILABILITY, COST AND RELIABILITY

Utility availability, cost and reliability are critical factors in the site selection process as companies look to operate in a cost effective and efficient manner. There appears to be an adequate supply of utility resources serving Seneca County with ample water and sewer services, plentiful electric power, natural gas and telecommunications services. The Towns of Seneca Falls, Waterloo and Ovid have ample supplies of land served by public water and sewer for new employment development.

The competitive position of New York State as a whole and Seneca County in particular in attracting new industry is hurt by the high cost of electric power Electric rates for commercial customers in New York State are some of the highest in the United States. *Energy User News* ranked the utilities by company and noted that Long Island Lighting had the highest commercial rates in the nation with Hawaii Electric and Maui Electric in 2nd and 3rd. NSYEG, which serves Seneca County, did not fare as badly ranking 40th out of a total of 165 electric companies in the U.S.

In the *Seneca County Marketing Plan* utility costs at other closing military bases across the country were compared to those found in Seneca County. The study indicated that compared to nine other bases, the Seneca Army Depot would have the highest electricity cost for a large industrial or commercial user. On a more positive note, the cost of natural gas available from NYSEG was the lowest of the nine other bases.

Conditions are changing, however, as documented by the fact that some of the larger industrial power users in the Finger Lakes Region have had success in negotiating reduced power rates when usage timing is flexible.

Local water and sewer utilities do not appear to present an obstacle to development in the County. According to County officials these utilities could be expanded in order to serve more users. The areas currently served are limited to the land surrounding the Towns of Ovid, Waterloo and Seneca Falls. The water and sewer utilities on the Depot do present an opportunity to expand the developable areas served by these public utilities, but the need for expansion appears to be greatest at developable sites along the New York State Thruway.

E. TAXATION INCLUDING REAL ESTATE, PERSONAL PROPERTY & INCOME

Taxes and tax rates have become increasingly visible factors in the site selection process. While most companies downplay their significance, the potential for tax relief through abatements or credits has become a major incentive in attempting to entice employers to relocate.

In 1990, New York State ranked number one (highest) in per-capita income-tax collections according to a national advocacy group. The State ranked second highest nationwide in per capita collection of state and local taxes and number five in per capita property tax collections. On a more positive note, the State ranked 33rd nationwide in per capita sales-tax collections. In 1994, New York ranked 2nd in per capita taxes collected compared to other states in the U.S.

In recent years, however, New York has begun to make significant strides in reducing personal and property taxes. Corporate tax rates have been reduced to 9.0% while the Small Business rate is now 8.0%. Investment tax credits for businesses have been increased to 6.0% while Employment Incentive credits, Child Care Credits and Economic Development Zone investment credits have been implemented.

In a 1995 survey of local businesses in the *Business Retention & Expansion Program Report*, taxes and regulations were cited as an overwhelming concern to local businesses as they affected their future competitiveness and profitability. The study states that "Seventy-three of the ninety respondents viewed taxes and regulations as either somewhat or very negative. Topping the list, an average of 65% of all respondents were dissatisfied with local town, county, and school taxes followed closely by New York State and U.S. corporate income taxes.

In a comparison of local tax rates, Seneca County's full value rate per $1,000 was $25.63 in 1992 compared to an average of $39.39 in Genessee County, $30.41 in Livingston County, $25.77 in Monroe County, $26.00 in Ontario County, $35.00 in Orleans County and $32.57 in Wyoming County. Based upon these rates, it appears that Seneca County's rates are low compared to many of the surrounding jurisdictions.

In terms of business attraction, however, Seneca County does not contain any Enterprise Zones which are areas designated to attract employers. Employers locating facilities inside these areas can receive tax breaks (property tax abatement, sales tax refunds) and other incentives (utility discounts, investment tax credits, and wage tax credits) that will benefit their operations. Early indications are that the Enterprise Zone in Auburn (Cayuga County) and in Geneva (Ontario County) have been well received by the business community.

While the tax structure and tax rates in Seneca County compare favorably with surrounding jurisdictions, the heavy influence of State levies on businesses will continue to constrain the potential to attract new employers to the community. In addition, attracting industries to Seneca County will be even more difficult due to the incentives offered in the Enterprise Zones in adjacent communities.

F. TRANSPORTATION INCLUDING HIGHWAY, AIR, RAIL AND PORT FACILITIES

Transportation services are typically driving forces in the industrial and corporate site selection process for new and expanding facilities. Whether getting employees to and from work or shipping products to markets are most important, location and access typically drive the decision-making process in corporate site selection.

1. Highways

Seneca County is in an excellent location to serve major markets in the Northeastern U.S. and eastern Canada. The County is within overnight delivery of major markets with over 100 million customers including New York City, Boston, Montreal, Toronto, Buffalo, Pittsburgh, Philadelphia and Washington, D.C.

Located on the New York State Thruway (I-90), the County is served by an excellent network of

roadways providing both east-west and north-south access. The NYS Thruway provides east-west access to Buffalo and Rochester to the west and Syracuse, Albany and New York City to the east. Ithica, Corning and Binghampton are easily accessed to the south via Route 96.

An exit on the Thruway is an excellent selling point for companies looking to locate distribution facilities serving central and western New York State. However, the area surrounding the Thruway exits are not currently served by public water and sewer. This drawback will need to be rectified in order to maximize this asset.

2. Rail Service

Rail service is provided by Finger Lakes Railway through the western and northern portions of the County providing freight service to all areas of the State. The Seneca Falls Industrial Park has rail access sites available to industries looking to relocate.

In discussions with several of the larger existing industries in Seneca County, none of them use rail service to receive raw materials or to ship their products. They indicated that rail service was too slow and was not cost efficient for their operations because their shipping requirements involve smaller volumes of goods than are typically carried in freight cars. Even when these companies had large-scale shipping needs, they used regional trucking firms for distributing their products.

3. Airports

Domestic and international air service (both freight and passenger) are provided at both the Rochester and Syracuse airports, located less than one hour from Seneca County. In addition, general aviation services in the County are provided at the Finger Lakes Regional Airport in Seneca Falls.

4. Port & Trucking

A number of large motor freight companies have local terminals in the County providing services to local businesses. In addition, the port facilities in Buffalo, Boston, and New York City are all within a one-day drive of Seneca County.

Overall, Seneca County enjoys an excellent transportation network with the main interstate highway in the region traversing the northern portion of the County and available air, rail and port facilities within easy access. While several of the manufacturing companies, as reported in the *Business Retention & Expansion Program Report*, expressed dissatisfaction with air freight facilities, there are expanding opportunities for freight haul at the international airports in Rochester and Syracuse.

G. REGULATORY ISSUES

As with tax and utility cost factors, New York State is burdened by the perception that industries are overly regulated in the State and that environmental regulations are some of the most stringent in the nation. While there are no comparative cost estimates covering regulatory issues, site selection professionals will likely scrutinize the potential impact on business operations when considering relocating or expanding into New York state.

In the *Business Retention & Expansion Program Report*, taxes and regulations were "overwhelming concerns as factors likely to affect future competitiveness and profitability". Workers compensation rates and unemployment compensation were cited as the top regulatory concerns followed by environmental regulations, health and safety, and local building codes.

These issues are currently being addressed at the State level where Governor Pataki has indicated that easing the regulatory burden on business and industry is a top priority of his administration. In fact, there are current legislative initiatives pending in Albany to lower workers compensation levels in New York. Further, interviews with local companies indicate that they perceive a change in attitude at the state level - especially in the Department of Environmental Conservation. Company officials report that recent contacts with State officials suggest a problem-solving atmosphere compared to the "here's the problem -- you fix it" attitude evident in previous contacts.

H. MARKETS AND RAW MATERIALS

Many businesses locate in areas where there they can get raw materials quickly and efficiently. In addition, others locate in areas that include a high percentage of their clientele where they can easily serve their customer base. This trend towards "industry clustering" with suppliers locating adjacent to companies who consume their products is a growing trend throughout the U.S. This trend is a natural progression towards industry specialization in various areas of the country where certain raw materials or products are generally available.

While raw materials available in Seneca County include agricultural products (corn, grains, dairy, and grapes), there are no major industries located in the County that use those raw materials in their products for export. Within the Finger Lakes Region, however, there are many companies that use the agricultural raw materials (Seneca Apple Juice, several wineries) available in Seneca County for their products. A site within Seneca County may be attractive to these types of industries.

The other potential for industry clustering in Seneca County is related to industries supplying the larger employers in the community. Interviews with several of the local employers indicate that areas of concentration should include industrial seals, fittings and related equipment; industrial gauges and measuring equipment; and small hardware manufacturing including metal binders, clips and other hardware. These are the types of materials required by some of the local employers that could be used to attract new industries to Seneca County due to the existing customer base.

I. QUALITY OF LIFE

The wildcard in many site selection evaluations is the quality of life ranking of a particular area. Quality of life generally refers to factors such as the quality of local educational opportunities, available and affordable housing, local climactic conditions, recreational opportunities, crime rates, cultural activities and available medical facilities. Of course, individual preferences have a large influence over how areas are ranked. For example, a company looking to attract a large, highly skilled labor force with specialties related to the financial markets are not likely to be able to choose a rural location with poor access to major metropolitan areas. Conversely, a manufacturing company looking for skilled labor may be able to choose between a rural or urban lifestyle depending on the preferences of the owners or managers. The ability to attract and keep a high quality labor force, however, sometimes overrides other quality of life considerations.

Seneca County offers an excellent quality of life with a low cost of living, low crime rates, abundant and varied outdoor recreational opportunities, and affordable housing (relative to more urban areas). With good local school systems and an extensive higher education system, the educational quality of life in the Seneca County region is considered excellent. Quality of life features that may hurt the County's chances in attracting new industries are the local climate, spousal career opportunities, limited indoor recreational activities, and the lack of a major medical facility serving the community.

The quality of life features that Seneca County offers companies in urban locations includes the opportunity to move to a more rural atmosphere with lower costs, lower crime rates, better schools, and less congestion. Small manufacturing companies and back office operations located in deteriorating urban areas are excellent candidates for relocation into a community such as Seneca County.

Of course, other counties surrounding Seneca County and other parts of New York State and the Northeast offer basically the same quality of life features. Therefore, Seneca County is not alone in competing with other rural jurisdictions for new businesses.

J. AVAILABLE FACILITIES ON THE DEPOT

Another key site factor examined in this evaluation process was the inventory of existing, available facilities at the Depot. In some cases, facilities are so unique that they can attract reuse due to their special use capability. In others cases, companies have such immediate need for facilities that they do not have time for new construction and that they can only consider retro-fitting existing buildings.

With these factors in mind, the consulting team reviewed the existing conditions document, prepared during the initial phase of the reuse planning effort, that outlines the amount, features and condition of the buildings found at the Seneca Army Depot.

Since the Depot's main function has been storage and distribution of materials for the Army, it is logical to first review the reuse potential of existing warehouse facilities for private sector storage and distribution. The warehouse buildings account for nearly 70% of the structures on the Depot and are primarily concentrated in the South End of the site. These warehouses were generally built in the 1940's, include primarily cold-storage space, and are served by electric power but usually not water and sewer. In addition, ceiling heights are generally below 20 feet and the wood beam construction does not allow for significant ceiling loads. There is over 2.4 million square feet of warehouse space in the South End, with approximately 62,000 square feet in the North End and 150,000 square feet in scattered locations.

The attributes of the existing warehouse buildings do not coincide with current warehouse and storage requirements for most private industries which include climate controlled areas with mechanized systems of distribution. In addition, today's warehouses generally have ceiling heights exceeding 24 feet and require steel beam construction due to the loads necessary for mechanized cranes and lifts. Finally, materials stored in the warehouses and the ammunition bunkers are distributed through the military system worldwide where cost of distribution is not a major consideration. From a private sector perspective, the further away a warehouse is from customers, interstate highways, airports or port facilities, the lower the reuse potential for the building. When time and distance are critical factors in the cost of production, isolated locations are not financially viable.

The 26 shops and garage buildings located on the Depot comprise another 6.2 percent of building space (with a total of 231,700 SF) including 15 buildings in the South End (totaling over 186,000 SF), 26,000 SF in the North End and 19,148 SF in scattered locations. These buildings are generally served by all utilities and appear to be useable for heavier types of manufacturing, tool & dye and servicing uses. The Industrial Plant and Equipment (IPE) buildings on the South End appear to hold the most potential for reuse as they are serviced by all utilities and have significant improvements such as overhead and swing cranes.

The nine specialty buildings on the Depot contain over 96,000 SF scattered throughout the site. While these buildings have some reuse potential, as research and development and laboratory space, there small size and scattered locations may prohibit an effective usage pattern.

The office buildings on the South End of the Depot are of adequate size and quality to attract either back-office or incubator office type users needing additional facilities in the County. These buildings have been upgraded over the years to accommodate the latest in office technology and could be easily reused for that purpose.

Overall, it is likely to be difficult for the facilities on the Depot to compete in the private market for users. The Depot's isolated location and the age of the buildings will detract from their competitive position in the market. Other available industrial facilities in the County (including the Phillips Plant in Seneca Falls and others) are generally in more convenient locations and have more modern facilities than those located on the Depot.

A. INTRODUCTION

This chapter presents an overview of the real estate market in Seneca County and the City of Geneva. The chapter contains a summary of recent activity within the market, both in terms of the resale of existing facilities and the construction of new structures. Included in this chapter is a review of construction activity between 1990 and 1994 and the absorption of new non-residential (job creating) space. The analysis in this chapter is based on information obtained from assessment records and employment statistics.

Several sources were used in preparing this analysis, including the New York Department of Labor, the Seneca County Assessor, the Seneca County Code Enforcement Department, the U.S. Bureau of the Census and New York Real Property Services. In addition, numerous local real estate agents and brokers provided information, as well as the Ithaca Board of Realtors.

This chapter includes four sections in addition to this introduction. These sections include: a Summary of Major Findings and Conclusions; Residential Market Overview; Non-Residential Market Overview; and Development Implications.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- The residential real estate market in Seneca County enjoyed a strong recovery in 1995, which appears to have continued into 1996. Ontario County, however, has had more sporadic residential market activity.

- Building activity also improved in Seneca County in 1994 and 1995. In fact, more than 200 total housing units were permitted in the County during that period, as compared to approximately 250 in the previous four years.

- Non-residential market activity has been slow during the past five years in Geneva and Seneca County, with only 75 total transactions. Of these transactions, 16 were land sales and 59 were sales of existing facilities.

- Within Seneca County, Waterloo and Seneca Falls account for almost 75% of all non-residential sales. Building sale values are generally low, in the range of $2 to $20 per square foot of building area, with an average size generally below 3,000 square feet. Land sales are generally in the range of $17,000 to $22,000 per acre, with an average lot size of less than five acres.

- Storage/warehouse facilities and manufacturing facilities have accounted for almost half of the non-residential buildings sold during the 1990 through 1995 period. Manufacturing

plants have an average size of about 39,000 square feet, while warehouse facilities have averaged only 8,300 square feet.

- There has been limited construction and absorption of new space in the region during the past five years. According to information provided by the Seneca County Assessor, only 15 new facilities have been built totaling 82,000 square feet. This equates to an average annual absorption of approximately 16,000 square feet.

C. RESIDENTIAL MARKET OVERVIEW

The residential market in Seneca County appears to be improving over its performance in the early 1990's. In fact, 1994 and 1995 performance in both single family housing sales and new permitted housing units was significantly better than prior years. Although building permit activity was not available for Ontario County, housing sales have been sporadic, with sales levels and prices falling from 1994 to 1995.

1. Sales Activity

Information relative to the Seneca County area residential real estate market was provided by the Ithaca Board of Realtors. It is estimated that almost 70% of the region's real estate brokers belong to the Ithaca Board, with most of the remainder belonging to the Greater Rochester Board. For purposes of this analysis, the consultants relied upon the Ithaca Board as a representation of Seneca County, and the Rochester Board's statistics for Ontario County as a representation of Geneva.

Home sales activity in Seneca County has been slow since the 1992 downsizing at the Seneca Army Depot. In fact, during 1993 and 1994, only 18 homes sales were reported each year in the region. During 1995, however, activity levels more than doubled to 39 units (See Table 15-1).

Table 15-1
Seneca Area Home Sales

	Units	Volume	Average	Days on Market
1993	18	$2,098,800	$116,600	200
1994	18	$1,892,650	$105,147	97
1995	39	$4,303,800	$110,354	145

Source: Ithaca Board of Realtors

This increased activity level has continued into early 1996. During the first four months of the year, sales volumes in the Ithaca Board of Realtor's region are up more than 30% over the previous year. Although individual statistics are not available from the Ithaca Board for Seneca County, dicussions

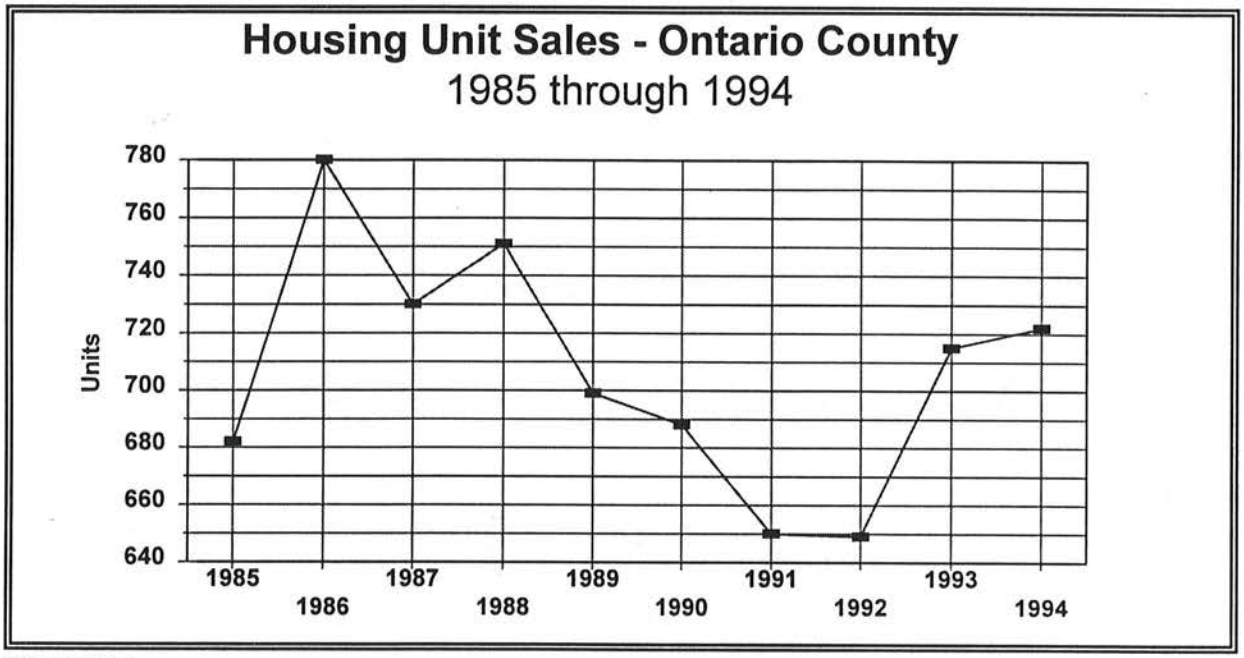


Figure 15-1

with local brokers indicate that sales have been strong during 1996. The number of homes which have been sold is also up substantially, from 122 in 1994 to 150 in 1996.

Sales of single family homes have been erratic in Ontario County, although the number of sales has stayed within a relatively small range for the past five years. According to statistics provided by the Greater Rochester Association of Relators, the number of homes sold in Ontario County since 1989, has ranged between 650 and 725 annually. Prices, however, have fallen during the past several years. The average price fell from a high of $110,000 in 1993 to $93,000 in 1994, a decline of almost 17%. However, it is important to recognize that this is an average price, rather than a median price. Figure 15-1 indicates the number of units sold in Ontario County for 1985 through 1994.

2. Building Permit Activity

Residential building permit activity in Seneca County enjoyed a "rebirth" in 1994 and 1995, after performing poorly since 1990. Table 15-2 provides a summary of single and multi-family building permit activity from 1990 through 1995.

Table 15-2 Seneca County Historic Building Permit Activity			
	Single Family	**Multi-Family**	**Total**
1990	67	1	68
1991	65	1	66
1992	49	5	54
1993	42	7	49
1994	91	13	104
1995	85	4	89
Source: U.S. Census C-40 Reports and RKG Associates, Inc.			

As shown in Table 15-2, total building permit activity declined steadily from 1990 through 1993. Although there was some growth in the number of multi-family building permits issued, it was not enough to offset the losses in the number of single family permits issued. In 1990, a total of 67 single family building permits were issued in Seneca County. In 1993, the number of single family building permits had fallen to just 42, a loss of 38% over 1990 levels. However, in 1994, housing permit activity mushroomed. The total number of permits issued was 104, a 50% increase over the 1990 levels, and a 112% increase over the previous year. (See Figure 15-2). Although the total number of permits declined to 89 in 1995, it is still more than 30% above the 1990 levels.

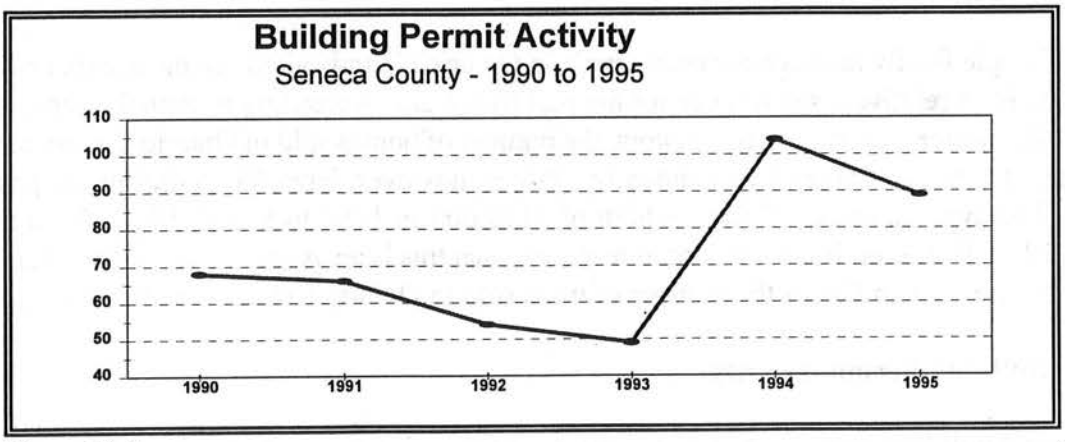


Figure 15-2

D. NON-RESIDENTIAL MARKETS

In order to evaluate trends in the non-residential real estate market, several sources were utilized. First, the County Assessor provided the consultants with a copy of property tax cards for all non-residential properties. These cards contain extensive information on each property, including the size, age, and type of any structures. This information was combined with sales data from the State's Real Property Services Division, which tracks property sales throughout the State of New York. An analysis of these two data sources provided a summary of where properties have been selling, as well as the type and use of properties which have transferred. Additional information is available on each property, including the availability of sewer and water, the road frontage and lot size, and the age and condition of the improvements.

The sections below summarize property transfers trends within the Seneca County/Geneva region. To the extent possible, this analysis has used only those sales which are considered to be "arm's length" sales. This means that sales to related parties, foreclosures and other unusual transactions have been eliminated.

1. Geographic Differences

In order to prepare this analysis, a summary of sales activity for the Seneca/Geneva region was obtained from Real Property Services. This summary indicated that approximately 75 non-residential sales had occurred in the region between 1990 and 1995. As expected, the more highly developed areas of the region accounted for the largest number of building sales. Geneva accounted for one-third of all sales during the five year period, with the remainder being in Seneca County. Improvements in the general real estate market have been reflected in the Geneva sales activity, with 14 of the 25 sales occurring in 1994 and 1995, more than the previous four years combined. Building sale values are heavily concentrated in the $10 to $20 per square foot range, although there are examples of office properties selling in the $65 per square foot range.

In contrast, however, was the level of land sales activity. Only four land sales were completed in 1994 and 1995, while there were five land sales in the previous four years. Land sale prices range from $2,000 to $100,000 per acre, although the majority of sales are in the $2,000 to $20,000 per acre range. The average lot size for developable land in Geneva is almost 6 acres.

Seneca County sales volumes over the period from 1990 through 1995 totaled 50 transactions. Of this total, Waterloo and Seneca Falls accounted for more than two-thirds, with a total of 35 of the 50 transactions. No other community had more than 4 transactions during the six year period. Seneca County real estate transactions have slowed during the past two years, averaging only 7 transactions per year for 1994 and 1995, in contrast to an average of 9 per year between 1990 and 1993. Building sale values range from $2 to $75 per square foot, with the majority in the $2 to $20 range (See Figure 15-3).

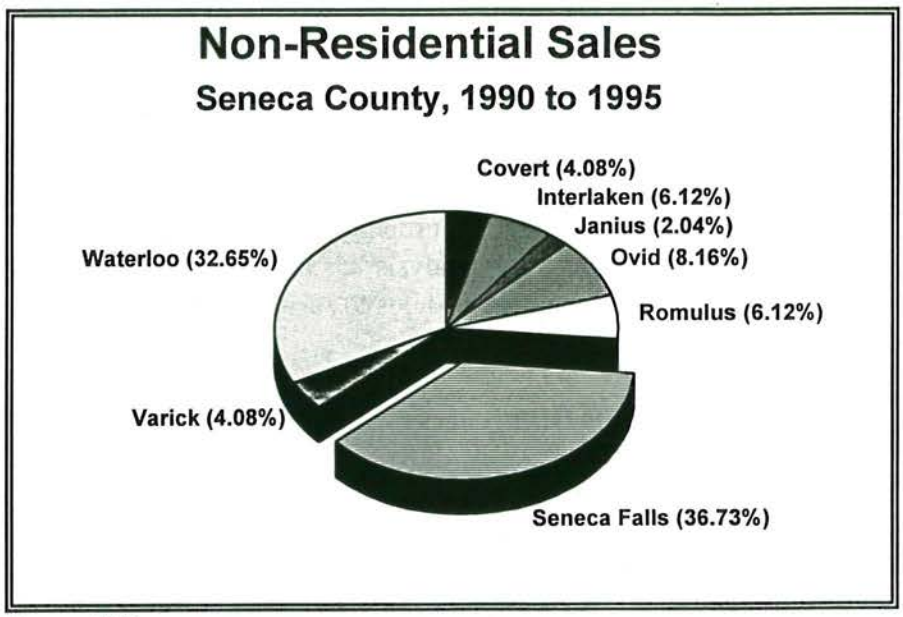


Figure 15-3

The size of the buildings sold in Seneca County also provides an indication of the properties that the market has expressed an interest. Of the twenty four building sales reviewed, only four buildings were larger than 10,000 square feet in size. The remainder of the sales were heavily concentrated in the 1,000 to 3,000 square foot range. This trend is in contrast to the available facilities at the Depot, which tend to be larger than 10,000 square feet.

Land sales activity in Seneca County has been very slow during the period. A total of eight transactions were completed, with none since December of 1994. Values are concentrated in the $17,000 to $22,000 range. This is primarily due to the smaller lot sizes of these sales. More than half of the land sales were for less than three acres.

2. Property Uses

Of the 75 property sales reviewed for this analysis, 16 were land sales. This leaves 59 property transfers over the period from 1990 through 1995 which were sold with improvements in place. A review of the New York State Property Classification Codes, as shown on each assessment card, resulted in a distribution of these properties by use type. Table 15-3 provides a summary of the 59 property sales.

Table 15-3
Regional Real Estate Sales
by Property Type
1990 - 1995

Property Type	Number of Sales	Average Square Footage
Auto Dealers	5	1,200
Service & Gas Stations	6	2,181
Auto Body/Tire Shops	4	2,368
Other	4	n/a
Grain & Feed	6	n/a
Storage & Warehouse	16	8,311
Office	7	5,434
Manufacturing	11	38,879

Source: New York State Real Property Services and RKG Associates, Inc.

As shown in Figure 15-4, storage and warehouse facilities comprise the largest property use category, with 16 of the 59 sales, or more than 25%. It is significant to note, however, that the average size of these facilities was 8,311 square feet (See Table 15-3). A warehouse of 8,000 square feet is considered small by modern warehousing

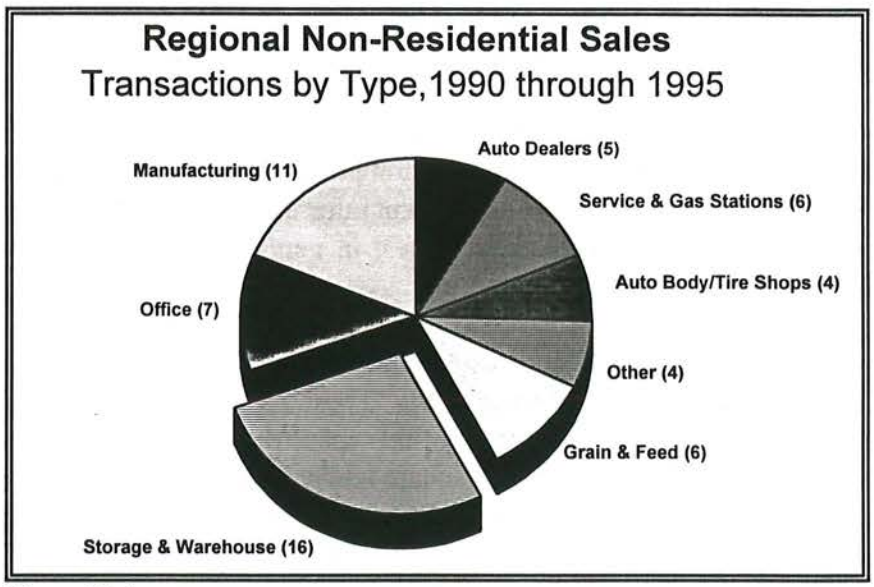


Figure 15-4

standards, although this type of space may be usable for contractor storage, or an ancillary facility to a local retailer or service business.

Manufacturing facilities accounted for 11 of the 59 sales reviewed, or almost 20% of the total. Although the square footage was not available for all facilities, the seven facilities reviewed had an average size of almost 39,000 square feet. This size and type of facility is similar to some of the facilities located at the Seneca Army Depot.

Office facilities accounted for seven of the 59 sales reviewed as part of this analysis, or about 12% of all sales. Office facilities in the region which have sold during the past five years have had an average size of almost 5,500 square feet. This is similar to the properties available at Seneca Army Depot, although many of the office buildings at the Depot are larger than 5,500 square feet.

Automotive businesses, including new and used car dealers, service stations and auto body/tire shops accounted for a combined 14 out of the 59 sales reviewed for this analysis. The facilities which have sold are generally on the small side, between 1,000 and 3,000 square feet. This size is indicative of the small, owner-operator nature of businesses in the Seneca County region. Although some of the facilities at the Seneca Army Depot may be suitable for this type of use, they are typically of a larger size, due to the nature of existing operations at the Depot. As such, they may be too large for many users in the regional marketplace.

3. Absorption of New Space

Although the market activity discussed above provides an indication of the turnover of existing space within the Seneca County/Geneva market, it does not address the growth in the supply of space over the time period from 1990 through 1995. Typically, this information would be generated by examining building permit activity, as illustrated in the residential market overview earlier in this chapter. However, since non-residential building permit statistics are not maintained by either the County or the U.S. Bureau of the Census, the consultants utilized an alternative method for estimating the amount of new space absorbed in the marketplace.

In order to estimate the amount of square footage that has been constructed during the past five years, the consultants reviewed information provided by the Seneca and Ontario County Assessors. Specifically, the non-residential assessment information was reviewed for buildings with an effective age of five years or less. This indicates, in general, that a facility was newly constructed, or underwent a substantial renovation.

A review of more than 400 non-residential properties in Seneca County and Geneva indicates that 15 facilities have been built since 1990. These facilities range in size from 1,000 square feet to 17,000 square feet. Total absorption of this space during the five year period was less than 82,000 square feet in total, or about 16,000 square feet per year. Given the size and quantity of facilities at the Depot, these figures indicate that absorption of the Depot facilities into the regional marketplace is likely to be a long term process. Assuming that 500,000 square feet of facilities at the Depot were

made available to the regional market, this amount of space would represent a 30 year supply at an average absorption rate of 16,000 square feet per year. This calculation assumes that no additional new space was built during this period.

The new construction has been almost equally split between Geneva and Seneca County. Of the 15 new facilities, eight are in Geneva with the remaining seven being located in towns within Seneca County. Similarly, of the total 82,000 square feet of new construction, approximately 43,000 square feet is in Geneva, and 39,000 square feet is in Seneca County.

The types of facilities which have been built provide some indication as to the types of jobs which are growing, expanding or relocating to the region. Of the fifteen new facilities, five are office facilities. These five facilities total approximately 42,000 square feet, or more than half of all the newly constructed square footage.

Warehouse facilities have also represented a significant portion of the new construction activity. Seven facilities, including mini-warehouses, cold storage and truck terminals, fall into this category. Totaling more than 32,000 square feet, these seven facilities average almost 5,000 square feet each, and range in size from 3,000 to 8,100 square feet. The remaining new construction has focussed on service station and automotive businesses. These facilities are generally small, about 1,500 square feet each.

E. DEVELOPMENT IMPLICATIONS

The regional real estate market has not been strong during the past five years. However, there has been some noted improvement in the residential sector during the past two years. In particular, housing starts, as measured by building permits, have increased by more than 100% over 1993 levels.

In the non-residential sector, there has been some limited market activity, averaging 15 transactions per year for developable land and existing facilities. Manufacturing and warehousing facilities comprise a large segment of the market for existing facilities. There has also been some limited demand for office space.

There has been very little new construction of non-residential space during the past five years. In fact, total square footage of new construction has been less than 85,000 square feet since 1990. The majority of newly constructed space has been office, totaling 42,000 square feet, followed closely by warehouse space, which totaled almost 35,000 square feet.

A. INTRODUCTION

A key element in redeveloping the Seneca Army Depot involves the identification of business and industrial sectors that are the best possible candidates for locating at the site. In order to identify target industries, the consulting team examined the comparative advantages and disadvantages of Seneca County and the Depot. Based on this comparative evaluation, a screening process was then used to identify particular industrial groups for a more detailed examination. A target industry profile was then prepared to determine specific industrial clusters that might have an affinity for Seneca County and the facilities at the Depot.

Due to the significant amount of effort that has been expended analyzing both the Seneca and Finger Lakes regional economy, the consultants' approach was designed to use existing information wherever possible. The unique nature of facilities at the Depot, the limitations imposed by the site's rural location, and the existence of competitive development sites, make traditional targeting strategies which rely exclusively on industry clustering and regional growth patterns, inadequate for identifying tenant prospects for the site. Research methods had to be expanded to include searches for non-traditional markets, efforts to match potential users to the attributes of existing facilities and other approaches to identify prospective tenants.

This chapter includes: (1) a review of existing studies regarding economic and market conditions; (2) an analysis of the facility's market attributes as well as competitive advantages and constraints; (3) the development of screening criteria to identify industrial group priorities; and (4) a description of the industry groups selected.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- Seneca Army Depot and the region's strongest assets include: (1) on-site infrastructure and utility service capacity; (2) high quality of life; (3) availability of lower cost building space; (4) regional economic growth; (5) good regional proximity and access; (6) higher education and intellectual resources; and (7) a possible unified development organization.

- Factors that could constrain the redevelopment of the Seneca Army Depot include: (1) remote site location and access; (2) limited labor pool; (3) local economic decline; (4) poor quality of building inventory; (5) high energy costs; and (6) negative perceptions of the site by individuals from outside the region and state.

- Industrial targeting for the Seneca Army Depot must focus on regional economic strengths in order to expand opportunities for redevelopment. The target industry clusters identified for the Seneca Army Depot are generally complementary to the region's existing industry mix and resource base.

- Target industry clusters for the Seneca Army Depot include: (1) information-based/back office cluster; (2) rural high-tech cluster; (3) urban high-tech cluster; (4) university-related research cluster; (5) industrial machinery, metal & machine tool cluster; (6) electronics and measuring, analyzing & controlling devise cluster; (7) food processing & agricultural chemical cluster; and the (8) warehousing & wholesale trade cluster.

- Local officials should examine ways to capitalize on the region's university research and technological capabilities as an industry attraction and development tool. There is evidence that many industry-university partnerships currently exist throughout the Finger Lakes Region.

- A total of 22,000 prospects in eight industry clusters have been identified for the Seneca Army Depot. Recruitment efforts should focus on other high cost northern states in order to improve the competitive chances of attracting new firms to Seneca County.

C. BACKGROUND RESEARCH

1. Previous Studies

As noted in Chapter 14 (Key Site Factors), the consulting team reviewed several documents that dealt with the economy and labor force of Seneca County and the Finger Lakes Region. The purpose of this effort was to collect and synthesize past research efforts in order to identify suitable target industries for the region. The analysis also provided the consultants with an understanding of major trends impacting the long-term development of Seneca County. Primary resource materials used in this analysis included the following:

Local & Regional Studies:

- *Regional Overall Economic Development Program, 1995 to 1996* - Genesee/Finger Lakes Regional Planning Council, 1995

- *Identification and Evaluation of Potential Target Industries and Other Activities for the Economic Development of Seneca County, New York, Phase I: Assessment of Resources and Comparative Advantages* - Battelle, 1985

- *Labor Force Analysis for Seneca County: The Outlook for Jobs and Workers* - Cornell University, Cornell Institute for Social and Economic Research, 1995

- *Tourism Development Strategy for Seneca County, New York* - The Office of Thomas J. Martin, 1995

- *Seneca County Comprehensive Plan, Marketing Plan* - Passero Associates, P.C., Marketech Associates, and The Pathfinders, 1995

- *Seneca County Business Retention & Expansion Program* - Cornell University, Cornell Institute for Social and Economic Research, 1995

Secondary Research:

- *Exurban Industrialization*, A.C. Nelson, W.P. Drummond, and D.S. Sawicki, City Planning Program, Georgia Institute of Technology, 1992

- *The High-Tech Potential: Economic Development In Rural America*, A.K. Glasmeier, Center for Urban Policy Research, Rutgers University, 1991

- *Research Parks and Other Ventures: The University/Real Estate Connection*, the Urban Land Institute, 1995

- *U.S. Industrial Outlook*, U.S. Department of Commerce, 1994

- *The NCSI Guide to Attracting Back-Office Industries* - NCS International, Inc., 1994

- *Capital Investment Forecasts and Trends for Industry* - Economic Research Council, 1995-96

2. Summary of Competitive Assets and Constraints

In order to identify industry-specific target markets, it is necessary to build a conceptual understanding of the competitive assets and constraints of Seneca County, both from a site-specific and regional perspective. These competitive attributes can then be compared to a broad array of industries to identify those groupings which would be most compatible with Seneca County's assets and least impacted by known constraints. These assets and constraints, many of which were described in Chapter 14 (Key Site Factors), are identified below.

a. Assets

1) On-Site Infrastructure and Service Capacity

One of Seneca Army Depot's most distinctive attributes, from an economic development perspective, is the availability and service capacity of existing utility infrastructure to support new industries. As noted in Chapter 3, "Aside from the immediate improvements necessary to meet NYS Health Department Water Quality Standards at the intake/pumphouse and surface reservoir, the utility infrastructure does not appear to be a deterrent for redevelopment." The existing electrical and wastewater facilities and the abundant water

supply would appear adequate to serve most industrial uses.

From a marketing perspective, the Depot can offer prospective tenants a full complement of basic utility and infrastructure to support their business operations.

2) Quality of Life

One of the most frequently touted attributes and sales pitches from economic development organizations across the country is "quality of life." It is also one of the least quantified measurements of a facility or area's potential benefits to companies. Simply put, quality of life means different things to different people. The quality of life in any region may be very appealing to some companies and unappealing to others, depending upon the specific attitudes and objectives of management.

The information gleaned from the review of past studies and from the comments of local persons confirm that the region's rural lifestyle, open space, and water recreational opportunities are attributes that many individuals and corporations value. However, these types of attributes are generally associated with the Finger Lakes Region as a whole and are marketed by the State, other regions and individual communities. Other parts of New York State also possess quality of life attributes that are different from Seneca County. Lake access, scenic and cultural attractions, access to interstate highways, etc., may make other parts of New York State equally or possibly more "attractive" in the minds of some prospects.

In general, it is the consultants' opinion that the quality of life offered by Seneca County is focused on a more rural lifestyle and the related "benefits" of reduced traffic, lower crime, lower cost of living (urban v. rural), friendly neighbors and family values, reinforced by excellent outdoor recreational opportunities such as boating, hunting and fishing. The County offers these qualities within a larger metropolitan context with the ambient influence of several colleges and universities. It must be recognized, however, that quality of life is somewhat based on the perceptions of individuals and local officials cannot expect everyone to agree that Seneca County, New York is better than other locations. In the consultants experience, every community believes that it enjoys a quality of life that is unique and superior to other locations. Perceptions of the quality of life in a given area may also differ significantly between individuals within a company, which could have a major influence on relocation and expansion decisions. What is attractive to lower-level personnel may be completely different from management's perspective.

For some industries, a high quality of life is critical to attracting highly skilled and educated workers. Factors such as housing, education, recreation, cultural attractions, climate and crime, become vitally important, particularly for some high-tech industries. Many of the young programmers, engineers, and technicians that make up the skilled work force of the nation's high-technology companies demand cultural, intellectual, and recreational opportunities at a higher level than a more mature manufacturing work force.

3) Availability of Lower Cost Building Space

The Seneca Army Depot has a significant amount of very low cost industrial/shop/storage space that will be available for small to mid-size users. The three Industrial Plant and Equipment (IPE) workshops and accessory warehouses may provide good opportunities to create jobs. There are also a number of small office and recreation buildings that appear to have some reuse potential for the private sector. Overall, the availability of space at the Seneca Army Depot is a stronger attribute than the quality and marketability of this space.

4) Regional Economic Growth

Since 1980, the Genesee/Finger Lakes Region has experienced steady economic growth that has exceeded the New York State average, in terms of employment growth, new business formations, and annual payroll growth. The strongest growth has occurred in Wyoming, Ontario and Monroe Counties, driven primarily by growth in the service sector. The Seneca Army Depot is also located in the heart of New York's Finger Lakes Region, a popular tourism destination in the Northeastern United States. In recent years the estimated number of vehicles and persons traveling thru the region have increased, as has visitorship at some of the County's major tourist attractions.[1] Given these conditions, Seneca County should be able to capture some spin-off growth from the region.

5) Regional Proximity and Access

Despite Seneca County's rural character, it is located in the middle of three Metropolitan Statistical Areas (Rochester, Syracuse, and Elmira) with a combined population of nearly two million people. The County is also located within overnight delivery of several major U.S. and Canadian markets with over 100 million customers including: New York City, Boston, Montreal, Toronto, Buffalo, Pittsburgh, Philadelphia, and Washington, D.C. The northern part of the County has access to the New York Thruway (I-90) and the Depot is located approximately 15 miles south of Exits 41 and 42. Although the Depot lacks direct proximity to the New York Thruway, the state highway system (NY Routes 414 and 96) adequately links the site to the region's population centers and other major markets within the U.S. and Canada.

6) Higher Education and Intellectual Resources

Within a one hour drive of the Seneca Army Depot there is a high concentration of major colleges and research universities such as: Cornell University (Ithaca), Syracuse University (Syracuse), University of Rochester, and the Rochester Institute of Technology (Rochester) with combined enrollments of over 60,000 students. In addition, there are another twenty to twenty-five smaller private and state institutions within the region that have an enrollment of over 80,000 students. These institutions provide a wealth of intellectual resources and places a highly skilled and educated labor force at Seneca County's back door. Although

[1] Tourism Development Strategy for Seneca County, New York, The Office of Thomas J. Martin, June, 1995.

these resources may not be deployed in Seneca County at this time, the County has the potential to tap into these resources through cooperative partnerships. The research and academic focus of these institutions may also create economic development opportunities through the licensing and commercialization of patented research, through new research and development (R&D) partnerships between industries and universities, or through the development of a highly educated workforce.

7) Organization - "One Stop Shopping"

A major tool that local officials could use in attracting firms to the Seneca Army Depot is the ability to offer a unique "one-stop" development organization and function as a quasi-municipality. Prospective tenants could potentially receive nearly all of the required permits necessary to start up an operation in an existing or new facility, directly from one organization. In addition, the potential for financial assistance, either from lease/purchase concessions or from advantageous State or local financing, could be obtained "in-house", thus making it substantially easier and faster for companies to acquire new facilities. This translates directly into cost savings for prospective tenants and owner occupants.

It is important to note that assets such as streamlined permitting, immediately available facilities and packaged incentive programs are typically associated with Southern States. Similarly, excessive permitting restrictions, regulatory costs, a lack of coordinated decision making at various levels of government and the relative absence of financial and tax incentives offered to employers, are widely perceived to be major competitive disadvantages of locating new businesses in the Northeastern United States. These perceptions apply equally to New York as well as the New England States. The ability to dispel conventional beliefs regarding the difficulties of establishing new business operations in rural areas will be a key to marketing success.

b. Constraints

1) Remote Site Location and Access

The major constraint in attracting job-generating activity to the Seneca Army Depot is the same economic development problem that confronts many rural areas; the relatively remote site location from the region's major transportation network. Given the competitive nature of the region's real estate market and the availability of higher quality building space and land in more accessible locations, company recruitment efforts may have to focus on non-transportation dependent industries. In such instances, it is sometimes necessary to subsidize the sale or lease of land and buildings to entice companies to locate in rural areas. Despite positive factors (such as land and building costs, quality of life, and labor force) highway accessibility consistently ranks high among corporate executives as an important or very important factor in the site selection process.

2) Limited Labor Pool

The relatively limited labor pool within the Seneca Labor Market Area and the limited skills

base present in most small labor markets is a disadvantage to some types of operations. The cost and risk associated with recruiting, relocating and/or training large numbers of workers, even with assistance from State and Federal resources, is a barrier to some types of operations. In addition, the need to recruit professional employees to the region will also prove to be more difficult for those companies which require highly skilled labor or an unusual depth of personnel with a particular specialized set of skills.

Fortunately, there remains a large base of industrial prospects available to Seneca which do not share the above labor profile. Therefore, one obvious marketing strategy to address labor market constraints would be to target industries which possess typical labor skill requirements that can be filled by the local work force.

3) Poor Quality of Building Inventory

One of the major constraints of reusing the Seneca Army Depot is the quality and condition of the existing building inventory. As noted in Chapter 2, more than 80 percent of the total building space is in fair to poor condition. The lack of on-going maintenance and the changing needs of modern industries have rendered many of the Depot's buildings unmarketable or financially unfeasible for private sector reuse.

4) Declining Local Economy

The relative decline of the Seneca County economy over the past fifteen years could negatively impact the redevelopment of the Depot. Seneca County is the only county within the Finger Lakes Region to experience a net employment and payroll decline since 1980. Many of the County's job losses have resulted from corporate downsizing, or as a result of plant closings such as the Phillip Display Components Company and Guaranteed Parts, Willard Psychiatric Center, and the Seneca Army Depot. These events could undermine efforts to portray Seneca County as a viable place to start or relocate a business. This is not to suggest that these setbacks cannot be overcome, but rather a strategy must be developed to counteract these events and deal with outside perceptions. With the conversion of the Willard Psychiatric Center into a correctional facility, a $7 million improvement plan for the Finger Lakes Regional Airport, and the strengthened County commitment to economic development, there are signs that the recovery is well underway.

5) High Energy Costs

Due to local climatic conditions and the high cost of electricity throughout much of the Northeast, most industrial users will incur above average energy costs if they locate in Seneca County. Except for very large users, energy cost disadvantages may be marginal relative to most competitive locations and might be offset by Seneca's lower labor, land, building, and facilities costs. Energy cost concerns can be mitigated by searching for industries with below average demand requirements or by searching for prospects with strong supply and demand linkages to the regional economy. For example, a premium paid on energy consumption could be offset by reduced transportation costs and quicker product delivery for a company that locates next to a major supplier or industrial end users of its

product. There is evidence that this is currently happening between the region's largest industries and small shops that have "sprung up" to serve them.

6) Other Factors

New York State, like other states in the Northeast, has a reputation as a heavily regulated and taxed state in terms of environmental laws, state and local taxes, Workers Compensation rates, land use regulations, health and safety requirements and similar factors. Regardless of whether the reputation is actual or perceived, companies outside the state will view potential business location decisions in accordance with these perceptions. In general, New York State tends to have higher business operation costs. This will likely discourage some companies from entering the New York market and may cause others to relocate. As a marketing consideration, local officials should concentrate on targeting companies from other high cost states, and those with strong supply and demand linkages with regional firms.

c. Summary and Conclusions

In summary, the competitive assets and constraints associated with marketing the Depot are outlined below.

Competitive Assets

- On-site Infrastructure and Service Capacity
- Rural Lifestyle and "Quality of Life"
- Availability of Lower Cost Building Space
- Regional Economic Growth
- Regional Proximity and Access
- Higher Education & Intellectual Resources
- Potential fast track permitting and deal-making capability

Marketing Constraints

- Remote Site Location and Access
- Limited Labor Pool
- Poor Quality of On-site Building Inventory
- Local Economic Decline
- Higher Energy Costs
- Negative Perceptions Regarding Business Taxes and Regulations

In many respects, the identified constraints are common to most rural economies in the Northeast, particularly those areas which are either remote from metropolitan areas or lack thriving tourism economies. Although Seneca's constraints are common to many locales, challenges to economic development in rural areas are substantial and are not easily overcome. Unfortunately, there are very few existing case studies which demonstrate how rural locations like Seneca County have

successfully created jobs on the scale envisioned for the Depot.

D. TARGET INDUSTRY ANALYSIS

Because every community and site is somewhat unique, the strategy applied in screening possible target industries is deliberately "aggressive." In this context, aggressive means that the screening process tends to include rather than exclude potential opportunities that may appear marginal in light of historical rural economic development experience. The reason for being inclusive at this phase of the marketing program is related to Seneca's unique situation and the consultants' judgement that as many potentially viable options as possible should be test marketed before being eliminated.

The following section discusses the rationale used to develop an industry screening process for identifying businesses and industrial markets for the Seneca Army Depot.

1. Overview

Based on the assets and constraints summarized earlier, the consultants initiated a review of primary and secondary source materials in order to identify a broad range of potential industries that appeared to be either compatible with the site's facilities/labor assets or not negatively impacted by known constraints. This process, which is often described as "target industry analysis" has several purposes when undertaken as part of an marketing campaign. These purposes and objectives include:

- Establishing a framework for matching the Depot's available "product" (buildings, land, utilities, etc.) to potential markets;
- Identifying a receptive "audience" for a focused marketing messages;
- Understanding the characteristics, size and long term growth potential of compatible markets;
- Establishing priorities for the allocation of limited marketing resources; and
- Identifying prospect industries for more detailed consideration.

The ultimate product of this analysis is the generation of a prospect list of general industries and specific companies to receive marketing materials in the future. Therefore, the following section describes the methodology used in selecting a relatively small sample of prospect companies from a universe of several million U.S., Canadian and other foreign firms which could potentially require the types of industrial, office and other special purpose facilities that are available at the Depot.

The process of arriving at a targeted prospect list involved six specific steps which can be summarized as follows:

- Screen a broad range of industries against Seneca's identified assets and constraints;
- Identify priorities and select target markets from this initial list;
- Develop screening criteria to identify specific prospect companies within these industries;
- Delineate geographic marketing territories in which to search for prospects;
- Count available prospects within those marketing territories; and
- Identify the total available prospects base.

2. Industry Screening

During this phase of work, the screening process focused on industry groups defined at the Standard Industrial Classification (SIC) code level, rather than individual companies. The following factors were considered in the initial screening:

- Positive Market growth trends and forecasts: The initial screening attempted to identify industry groups that were either growing or reasonably stable in terms of recent trends in employment or output (1 to 5 years).

- Compatible production/facility characteristics: Given the large number of industries evaluated, it was not possible to examine in detail, typical facility types, labor skill requirements, shipping methods, energy usage and related production characteristics of individual companies within each industry. However, sufficient data was available in secondary sources such as the *U.S. Industrial Outlook* and other sources, to provide a reasonable indication that selected industries were generally compatible with the Depot's facilities and regional economic attributes. Given the obvious limitations of the buildings at the Depot, industry targeting has not been constrained by the reuse potential of these facilities. It is assumed that most new companies will prefer to construct more modern space to meet their needs.

- Positive capital investment outlook: Capital spending forecasts of selected manufacturing industries were analyzed to determine whether the identified target markets possessed sufficient growth potentially nationally to suggest that individual firms within those industries may be investing in new plant and equipment. Through data obtained from the Economic Research Council, the consultants were also able to identify specific companies that were either undergoing rapid growth or had budgeted for new facilities.

- Geographic distribution of firms in the industry indicate compatibility with a

northern climate and business environment: Once general target markets were identified, searches were conducted to determine the geographic distribution of individual companies within each industry. The purpose of this exercise was to identify industry groups that contain significant concentrations of companies in the Northern United States. Evidence of this type of location pattern indicates that the industry contains a base of prospects for recruitment efforts. Target industries that have a strong geographic presence in the Northeast have also demonstrated a certain ability to survive and grow in higher cost business climate. This makes them more viable target for marketing efforts than those industries that are not strongly represented in the Northeast economy.

- Size distribution of firms in the industry indicates a significant number of larger companies: In addition to geographic location, the size distribution of employers in each target industry was examined to determine whether there was an adequate base of mid-sized and larger, established employers in that industry to justify targeting via direct mail. It was assumed that larger established firms would have a greater likelihood of requiring expanded facilities or an additional production location. Although small firms and start-up ventures could also be prospects for the Seneca Army Depot, it was assumed that these types of opportunities would be pursued using means other than direct mail and follow-up contact. In general, the minimum size thresholds used to count the potential direct mail prospect base for Seneca Army Depot started at 25 employees for close-in Northeastern U.S. locations and expanded to 100 or more employees or more in locations which were more distant from the site.

- Focus on resource dependent or non-location dependent employers: In order to counter the relative remoteness of the Depot's location from urban population centers and major transportation routes, the screening process looked for industries that would be attracted by the region's agricultural or natural resources. At the same time, efforts were made to identify non-location dependent operations, such as information-based firms, which did not possess significant shipping requirements and would not be cost-disadvantaged by the region's relative remoteness.

- Priority given to emerging, lesser known markets and industries with a university research connection: Finally, the screening process attempted to identify specialized, emerging niche markets that might not be widely known and/or intensely pursued by economic development agencies. For example, although biotechnology or software firms may be a desirable targets for the Finger Lakes Region, intense national competition for these firms is likely to reduce local opportunities in this area. Therefore, rather than targeting such highly sought after industries, the consultants attempted to identify industry niches which were less well known and less often pursued by communities. Secondly, the consultants considered opportunities to target industries that could benefit from the research initiatives of the region's colleges and

universities. The consultants identified **major** research initiatives and patented technologies at Cornell University, the University of Rochester, Rochester Institute of Technology, Syracuse University and Alfred University.

3. Target Industry Profile

The above screening criteria resulted in the following summary "profile" of target industries in terms of facility needs, labor factors, transportation and energy cost factors. The profile takes into account the unique factors or limitations of the Seneca Army Depot and the special site selection needs of certain target industries.

Site & Facilities Factors

- Facility cost factors are more important than location requirements
- Difficult to accommodate facility siting and/or permitting issues rule out many locations
- Require small shop, office, storage space available at the Depot
- Demonstrated industry presence in Northeastern U.S., northern climates, high energy cost areas and/or rural labor markets
- Resource dependent industries - i.e. locally grown agricultural products
- High risk, start-up or non-financeable ventures that can be attracted by low-cost space and packaged incentives
- Currently operate in high cost markets

Labor Factors

- Regional labor cost factors more important than skill and education factors
- No unusual or specialized skill requirements that require access to large labor markets
- Currently operate in high cost labor markets
- Management receptive to quality of life and lifestyle messages

Transportation and Energy Cost Factors

- Average to below average energy users
- Average shipping requirements
- Non location dependent industries - information based companies
- Emerging niche markets and opportunities-not widely recognized and/or pursued by competitive facilities

Other Factors

- Have labor force or supply/demand linkages with regional industry clusters
- Have potential to capitalize on university research and technology in regio.

E. DESCRIPTION OF TARGET INDUSTRIES

The consultants examined Standard Industrial Classification (SIC) Code descriptions to identify potential industries that appeared to satisfy the above profile. Again, the objective of the initial screening process was to be inclusive rather than exclusive and over 120 industries emerged from the initial screening. The characteristics of these industries can be logically organized into the eight broad categories discussed on the next several pages.

1. Information-Based/Back-Office Cluster

This group represents a range of related financial services, data processing, record keeping and related information technologies that are characteristic of "back-office" operations.

These types of companies are non-location specific and can operate in both urban and rural areas. Typical industries in this category include:

- Credit Card Authorization
- Claims Processing
- Billing/Collection Centers
- Dispatch Centers
- Market Research Centers
- Telemarketing Centers
- Telemedicine Applications
- Data Process/Data Entry
- Catalog Operations
- Distribution/Fulfillment Centers
- Operator Service Centers
- Customer Service Centers
- Repair/Maintenance Centers
- Financial Services

According to NCS International, a leading consultant in telecommunications and economic development, there are four primary factors that enhance a communities attractiveness to back-office operations. These factors include: (1) size of the labor pool, (2) quality of the work force, (3)

willingness to work, and (4) education. The most critical factor is education which translates into a well educated and trainable workforce. Currently, only 40 percent of the positions in these industries now require a 4-years of high school. However, by the year 2000 it is projected that 62 percent of these positions will require at least 1 to 3 years of college or related training.[2]

Growth in these industries has been impressive over the past 15 years. As NCSI points out, in 1980 there were 1,650 companies involved in information-intensive/telemarketing operations. By 1986, over 130,000 companies had an information-intensive/telemarketing component. *U.S. News and World Report* has reported that over 8 million firms will be engaged in some aspect information/telemarketing by the year 2,000.[3]

After an educated and trainable workforce, telecommunications infrastructure is second most important factor. Digital switching, fiber optics, full-featured telephone systems, underground cabling, point of presence (POP) accessibility, DS-1 capabilities, point-to-point dedicated high-capacity lines, alternate routing, power protection, and video conferencing are all important. A community should also offer enhanced telecommunications such as private-line multiplexing, high-speed data transmission, building-to-building networks, CAD capabilities, high-speed fax capabilities, bulk data transfer and call management systems to attract such industries.

According to George Hack, President of TRA Associates Ltd., establishment of back-offices tends to occur when a company employs more than 500 workers. Although this figure can be less in high-cost real estate markets, only companies with well-managed and highly routinized computer-based data-processing systems are able to 'decouple' their front- and back-office operations. Hack states that there are several types of company back-offices that generally do well in rural locations. The following company characteristics are amenable to small communities and rural locations:

- Companies must keep operating costs to a minimum
- Companies that possess a high percentage of clerical employees
- Companies that has limited requirements for inbound or outbound travel
- Companies that have limited need for nearby support services
- Companies that supply other corporate functions with quantitative data.[4]

2. Rural High-Tech Cluster

The rural high-tech cluster is comprised of industries which typically locate in more rural locations. The term high-tech in this context is defined by the labor inputs that go into the production process and not necessarily the "innovativeness" of the end product. To the lay person, "high-tech" may

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2 *The NCSI Guide to Attracting Back-Office Industries*, Presented by Plants, Sites & Parks and NCS International, 1994.

3 Ibid.

4 G.D. Hack, *Trends in Back-Office Locations*, Area Development Magazine, June, 1995, p. 73.

mean computers or software. To others it may mean "biotech" or aircraft production. However, high-tech also includes other more common industries not typically thought of as high-tech, such as chemicals, machine tools, and bearings. As stated by Glasmeier (1991), "the unifying quality making both sets 'high-tech' industry is the application of science and engineering principles in product and process developments."[5] Glasmeier in her book entitled, *The High-Tech Potential, Economic Development in Rural America*, offers a list of high-tech industries which have a greater reliance on engineers, scientists, and technicians in the development of their products.

The consultants conducted an analysis of industries within a nine county region surrounding Seneca County. The purpose of the analysis was to determine the presence of high-tech industries in or around Seneca County. Utilizing 1993 County Business Pattern data from the U.S. Department of Commerce, the consultants grouped all manufacturing industries in the region into high-tech and non high-tech categories. Using Glasmeier's (1991) SIC code grouping of high-tech manufacturing industries, totals for the number of establishments located in each county were determined. It should be noted that due to data suppression, it was not possible to estimate the total number of workers employed in these industries.[6] Also, the analysis did not consider high-tech firms in non-manufacturing industries such as services.

Table 16-1 indicates that the larger more urbanized counties such as Monroe, Onondaga, Wayne, and Ontario have the highest percentage of high-tech manufacturing firms. These counties also enjoy better access to the New York Thruway (I-90) which improves the flow of goods and products and makes it easier to attract a high quality work force. The rural counties comprise 13.5 percent of the region's manufacturing base but make up only 8.9 percent of its high-tech base. Approximately 15 percent of the total manufacturing companies in Cayuga, Schuyler, Seneca, and Yates Counties are considered high-tech, while greater than 22 percent of manufactures in the more urbanized counties were classified as high-tech.

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5 A. Glasmeier, *The High-tech Potential, Economic Development in Rural America,* Center for Urban Policy Research, Rutgers University, New Brunswick, NJ, 1991, p 22.

6 The Department of Commerce suppresses some industry employment figures, particularly in rural areas, where the reporting of such data would expose certain large companies.

Table 16-1
Concentration of High-Tech Manufacturing Firms
Greater Seneca Region - 1993

County	Total Manufacturing Establishments	Total High-tech Manufacturing Estab.	Percent of Local Establishments High-tech	Percent of Region's High-tech
RURAL ACCESS				
Cayuga County	99	11	11.1%	2.3%
Schuyler County	24	2	8.3%	0.4%
Seneca County	44	6	13.6%	1.2%
Yates County	28	3	10.7%	0.6%
Tompkins County	116	20	17.2%	4.2%
Subtotal	311	42	13.5%	8.9%
INTERSTATE ACCESS				
Monroe County	1,079	246	22.8%	51.9%
Onondaga County	553	129	23.3%	27.2%
Ontario County	163	31	19.0%	6.5%
Wayne County	149	26	17.4%	5.4%
Subtotal	1,944	432	22.2%	91.1%
TOTAL	**2,255**	**474**	**21.0%**	**100.0%**

Source: 1993 County Business Patterns, U.S. Department of Commerce & RKG Associates, Inc., 1996

According to a recent study conducted by Georgia Tech's City Planning Program for the Economic Development Administration (U.S. Department of Commerce), urban and rural counties tend to attract different types of industries. The study examined manufacturing employment trends between 1960 and 1990 in five different classes of counties (large urban, suburban, small urban, exurban, and rural). Between 1960 and 1990, rural counties experienced a 32 percent increase in manufacturing employment, the fastest growing county class. Unfortunately, much of this growth concentrated in the South and Midwest regions of the country, while the Middle Atlantic states (New York, New Jersey, and Pennsylvania) experienced a net employment decline of 14.9 percent.[7]

According to the Georgia Tech study, certain specific industries benefit the most from a rural

[7] A.C. Nelson, W.P. Drummond, and D.S. Sawicki, "Exurban Industrialization," City Planning Program, Georgia Institute of Technology, Atlanta, GA for U.S. Department of Commerce Economic Development Administration, October 1992.

location. As an example, despite experiencing a 9.5 percent net employment decline between 1964 and 1987, textile mill companies in rural locations actually added over 17,000 jobs during the study period (Table 16-2). Unfortunately, most of these new jobs were created in the South and Midwest, primarily due to the out-migration of northern textile mills.

Table 16-2
Industries Which Benefit the Most From Rural Locations
1964-1987

SIC	Industry	National Ind. Growth Rate 1964-1987	Rural Emp. Gain 1964-1987
2200	Textile Mill Products	(9.5%)	17,476
2500	Furniture & Fixtures	47.0%	17,671
2700	Printing & Publishing	217.8%	35,563
3000	Rubber & Miscellaneous Plastics	154.5%	12,737
3200	Stone, Clay, Glass & Concrete Products	10.0%	32,820
3400	Fabricated Metal Products	76.9%	15,027
3500	Industrial Machinery	62.3%	38,453
3800	Instruments & Related Products	85.6%	7,566
3900	Miscellaneous Manufacturing	5.8%	7,102

Source: Georgia Institute of Technology, City Planning Department, 1992.

3. Urban High-Tech Cluster

The urban high-tech cluster contains industries that typically have higher input demands such as a highly skilled and technically trained workforce, high quality building space, and R&D linkages with research universities or large corporations. Although the Seneca Army Depot may not appear to be a likely candidate for these types of industries, the presence of these industries is quite strong within the larger region, primarily in the cities of Rochester and Syracuse. These industries have shown an attraction to this region, most likely due to the research and development resources of the major universities, the industrial mix within the region, the quality of the labor force in the metropolitan areas, and the large size of the Northeast market.

4. University-Related Research Cluster

The university-related research cluster focuses on industries that benefit from the research and technologies being developed at the region's colleges and universities. Although there are many examples of university-sponsored research/industrial parks across the U.S., it is the consultants opinion that Seneca Army Depot is not well positioned to capture this type of development opportunity. Such developments often become an entrepreneurial extension of the university and are established, among other things, to commercialize university-sponsored research. In this regard, most universities prefer to develop research parks in close proximity to their faculty and graduate

researchers. Cornell Business & Technology Park, located approximately 30 miles southeast of Seneca Army Depot in Ithaca, New York, is one of the nation's oldest university-sponsored business parks. To date, only 80 of the park's 300 acres have been developed with approximately 300,000 square feet of building space occupied.

However, given Seneca County's central location between the cities of Rochester, Syracuse, and Ithaca, the potential exists to attract industries with specific research, labor force, or technology needs that are compatible with the region's intellectual/technology resources. The consultants' research indicates that a number of industry-university partnerships currently exist within the region and the potential exists to capitalize on this unique resource base. The Town of Geneva has already recognized this potential and has incorporated it into its industrial marketing strategy. The City's polished marketing brochure touts "The Power of the Triangle," inviting comparisons with Research Triangle Park in Raleigh-Durham, North Carolina, an area that has become a successful R&D center due to the combined research capabilities of three institutions: Duke University (Durham, NC), North Carolina State University (Raleigh, NC), and the University of North Carolina at Chapel Hill (Chapel Hill, NC).

The following illustrates some of the major university research specialties and research centers within an hour's drive of the Seneca Army Depot.

Cornell University
- Biotechnology
- Food Products and Processing
- Agricultural Chemicals
- Agriculture-Plant
- Veterinary Drugs and Vaccines
- Photonics and Lasers
- Computers - Hardware and Software
- Instruments

Rochester Institute of Technology
- Image Capture
- Image Manipulation
- Image Output
- Printing Technology

Syracuse University
- Computer Applications and Software Engineering

University of Rochester
- Pulse-echo Imaging Systems
- Intraretinal Delivery System and Probe
- Diagnosis and Testing
- Human Treatment
- Medical Devises
- Chemical Processes and Compositions
- Nanofabrication & Semiconductor Technology
- Electrical and Electronics
- Advanced Materials

Alfred University
- Industry-University Center for Glass Research
- Institute for Glass Science and Engineering
- New York Center for Advanced Ceramic Technology
- Institute for Ceramic Superconductivity
- Institute for Self-Propagating High-Temperature Synthesis
- NSF Industry-University Center for Biosurfaces
- Institute for Electronic Ceramics Packaging

5. Industrial Machinery, Metal & Machine Tool Cluster

The industrial machinery, metal & machine tool cluster represents two of the largest segments of the region's manufacturing base. Industries in this group include sheet metal work, screw machine products, computer peripheral equipment, refrigeration & heating equipment, small arms/ordinance. These industries are supportive of larger industries within the regional economy.

6. Electronics & Measuring, Analyzing & Controlling Devise Cluster

Industries within this cluster make instruments that are integral to the communications, health care, instruments, and electronic industries. These industries have strong growth potential due to emerging technologies and projected increases in consumer/business demand in the future. Regional companies within this cluster include General Railway Signal Corp., Park Enterprises, and Eastman Kodak Company.

7. Food Processing & Agricultural Chemical Cluster

Although food processing does not currently have a large presence in the region, there would appear to be opportunities for smaller scale processing of key crops such as grapes, soy beans, corn, etc. Food processing, as an industry, is very water intensive and places large demands on wastewater facilities. For most companies, minimizing operating costs becomes far and away the most important site location goal. As a general rule, perishable food products usually are close to large customer base for immediate and fresh delivery. Less perishable products can be shipped longer distances, but high transportation costs push plants closer to population centers and to areas where raw materials (e.g., livestock, crops, etc.) are located. Western New York State is within an overnight's drive of approximately 100 million people. Its agricultural resources would appear to be well located for distribution to large U.S. and Canadian markets.

In support of agriculture, there are numerous chemical manufacturing companies that produce agricultural fertilizers. Production facilities of this type are sometimes difficult to site given the negative perception that the public has for large chemical plants.

8. Warehousing & Wholesale Trade Cluster

The warehousing and wholesale trade cluster is one of the largest and fastest growing sectors in the regional economy. The chief functions of wholesale establishments are selling goods to retail trading establishments, or to industrial, commercial, institutional, farm, construction contractors, or professional business users; and bringing buyer and seller together. Although the Seneca Army Depot appears to lack convenient highway access due to its remote location, its central location between the Rochester, Syracuse, and Elmira MSAs may create opportunities for wholesale distribution of certain low cost items.

The current building inventory at the Depot, although originally constructed for storage/warehousing use, is poorly suited to meet today's warehousing needs. Financial incentives may be necessary to make this site attractive for regional warehousing, wholesaling and distribution purposes. Reduced land, building, and labor costs may offset some of the increase costs of locating in a more remote location.

Specific types of industries and businesses (4 digit SIC code) relating to the eight broad industrial categories are listed on the next several pages.

Standard Industrial Classification Code	Industry Description
Target Market:	**Information-Based/Back-Office Cluster (23 SIC Codes)**
5961	Catalog & Mail Order Houses
6021	National Commercial Banks[8]
6141	Personal Credit Institutions
6211	Security Brokers, Dealers and Flotation Companies
6221	Commodity Contracts Brokers, Dealers
6282	Investment Advise
6289	Security & Commodity Services, nec
6311	Life Insurance
6361	Title Insurance
6712	Offices of Bank Holding Companies
7322	Adjustment & Collection Services
7323	Credit Reporting Services
7331	Direct Mail Advertising Services
7374	Data Processing & Preparation
7375	Information Retrieval Services
7389	Business Services, Not Elsewhere Classified *(nec.)*
7389-0901	Charge Account Service
7389-0902	Check Validation Service
7389-0903	Credit Card Service
7389-0905	Reservation Services
7389-9939	Press Clipping Service
7389-9999	Business Services, *nec.* (Includes medical records services)
873201	Market Analysis, Business & Economics
Target Market:	**Rural High-Tech Cluster (20 SIC Codes)**
2813	Industrial Gases
2834	Pharmaceutical Preparations
2841	Soap & Other Detergents
2842	Polishes & Sanitation Goods
2843	Surface Active Agents
2844	Toiletry Preparations
2861	Gum & Wood Chemicals
2869	Industrial Organic Chemicals, nec
2891	Adhesives & Sealants
2892	Explosives

[8] Prospects within banking & credit industries were specifically limited to financial records, credit card processing, telemarketing & other back-office operations. Unfortunately, there are no separate SIC codes to identify these types of functions within larger institutions.

2893	Printing Ink
2899	Chemical Preparations, nec
3544	Special Dies, Tools, Jigs & Fixtures
3545	Machine Tool Access
3549	Metalworking Machinery, nec
3561	Pump & Pumping Equipment
3562	Ball & Roller Bearings
3564	Blowers & Fans
3569	General Industrial Machinery, nec
3579	Office Machines, nec

Target Market:	**Urban High-Tech Industry Cluster (10 SIC Codes)**
3621	Motor & Generators
3663	Radio & T.V. Communications Equipment
3679	Electronic Components, nec
3823	Process Control Instruments
3829	Measuring & Controlling Devises
3841	Surgical & Medical Instruments
3842	Surgical Appliances & Supplies
3861	Photographic Equipment
4812	Radiotelephone Communication
4813	Telephone Communication, Except Radiotelephone

Target Market:	**University Related Research Cluster (17 SIC Codes)**
0254	Poultry Hatcheries
2084	Wines, Brandy & Brandy Spirits
2836	Biological Products, Except Diagnostic
2752	Commercial Printing & Lithographic
3211	Flat Glass
3221	Glass Containers
3229	Pressed & Blown Glass
3231	Products of Purchased Glass
3253	Ceramic Wall & Floor Tile
3262	Vitreous China Table & Kitchenware
3264	Semivitreous Table & Kitchenware
3264	Porcelain Electrical Supplies
3572	Computer Storage Devises
3577	Computer Peripheral Equipment, nec
3827	Optical Instruments & Lenses
3829	Measuring & Controlling Devises
7336	Commercial Art & Graphic Design

Target Market: **Industrial Machinery, Metal & Machine Tool Cluster (14 SIC Codes)**

3429	Hardware, nec
3441	Fabricated Structural Metal
3443	Fabricated Platework (Boiler Shop)
3444	Sheet Metalwork
3451	Screw Machinery Products
3469	Metal Stampings, nec
3471	Plating & Polishing
3484	Small Arms
3489	Ordinance & Access, nec
3577	Computer Peripheral Equipment, nec
3585	Refrigeration & Heating Equipment
3592	Carburetors, Pistons, Rings & Valves
3599	Industrial Machinery, nec
3491	Industrial Valves

Target Market: **Electronics & Measuring, Analyzing & Controlling Instruments Cluster (8 SIC Codes)**

3625	Relays & Industrial Controls
3644	Noncurrent-Carrying Wiring Devices
3669	Communications Equipment, nec
3671	Electron Tubes
3699	Electrical Equipment & Supplies, nec
3812	Search & Navigation Equipment
3821	Laboratory Apparatus & Furniture
3861	Photographic Equipment & Supplies

Target Market: **Food Processing & Agricultural Chemical Cluster (13 SIC Codes)**

0252	Chicken Eggs
0254	Poultry Hatcheries
0273	Animal Aquaculture
2075	Soybean Oil Mills
2082	Malt Beverages
2084	Wine, Brandy & Brandy Spirits
2099	Food Preparations
2873	Nitogeneous Fertilizers
2874	Phosphatic Fertilizers
2875	Fertilizers, Mixing Only
2879	Agricultural Chemicals, nec

8731	Biotech Research - Commercial[9]
8733	Biotech Research - Noncommercial

Target Market:	**Warehousing & Wholesale Trade Cluster (17 SIC Codes)**
4221	Farm Product Warehousing & Storage
4225	General Warehousing & Storage
4226	Special Warehousing & Storage, *nec.*
5013	Motor Vehicle Supplies & New Parts
5043	Photo Equipment & Supplies
5044	Office Equipment
5045	Computers, Peripherals, & Software
5063	Electrical Apparatus & Equipment
5065	Electrical Parts & Equipment, nec
5084	Industrial Machinery & Equipment
5085	Industrial Supplies
5090	Sporting & Recreation Goods
5111	Printing & Writing Paper
5141	Groceries, General Line
5149	Groceries & Related Products
5161	Farm-Product Raw Materials, nec
5191	Farm Supplies

F. PROSPECT COUNTS

The next step in the analysis involved making prospect counts in each of the above SIC Codes to understand the general location and size distribution patterns of individual companies within each target market. The purpose of the screening was twofold. The first objective was to verify whether these industries in fact fit the target industry profile for Seneca as described above. Secondly, the counts were made to determine whether there were a sufficient number of prospects in various industries to justify special attention in a targeted marketing campaign.

Three different marketing territories were identified in order to count the number of prospects that are available for Seneca to pursue. For descriptive purposes, these marketing geographies were identified as the Northeast (ME, MA, NH, VT, RI, CT) and Mid-Atlantic (NY, NJ, PA, DE) regions and the U.S. as a whole. The Mid-Atlantic Region omits the nine counties that comprise the Finger Lakes Region. Recruiting companies from within the region is a "zero-sum game" that relocates rather than creates new jobs.

Different minimum size thresholds (defined on the basis of employment) were applied to identify

[9] Targeted biotech firms are assumed to be limited to agricultural rather than medical applications.

prospects with each geography, under the assumption that it would be more difficult for Seneca to attract smaller firms from remote locations. Also, different size thresholds were applied to some markets to reflect the fact that certain industries are more labor intensive than others.

After a number of iterations and adjustments to both the size parameters and SIC codes included in each market, the number of prospects in the Northeast, Mid-Atlantic, and U.S. were identified for the eight distinguishable markets described above. The counts are summarized in Table 16-3 and show that the total prospect count is just under 22,000. After factoring out potential overlaps between industry clusters, the total available is probably in the range of 18,000 to 20,000 companies. Within the primary marketing territories (Northeast & Mid-Atlantic) approximately 9,300 prospect companies exist.

TABLE 16-3
Seneca Target Industry Marketing Strategy

	Northeast Region [1]		Mid-Atlantic Region [2]		United States [3]	
Target Market	Minimum Prospect Size[4]	Prospect Count	Minimum Prospect Size[4]	Prospect Count	Minimum Prospect Size[4]	Prospect Count
Information Based/Back-Office Cluster	50	337	50	1,055	500	1,013
Rural High-Tech Cluster	50	212	50	882	150	1,778
Urban High-Tech Cluster	50	513	50	895	150	2,374
University-Related Research Cluster	50	407	50	955	150	2,157
Industrial Machinery, Machine Tool Cluster	50	521	50	753	150	1,760
Electronics, Measuring, Analyzing Cluster	50	210	50	347	150	876
Food Processing & Agri-Chemical Cluster]	50	69	50	118	200	395
Warehouse & Wholesale Trade Cluster]	100	261	100	775	200	2,130
Total Prospect Base:		**2,530**		**6,835**		**12,483**

Source: Dun & Bradstreet Direct Access Database & RKG Associates, Inc.

NOTES.

[1] Includes New England States (ME, VT, MA, NH, CT, RI).

[2] Includes Delaware, Pennsylvania, New Jersey, & parts of New York (less Finger Lakes Region).

[3] Includes entire U.S. including Northeast and Mid-Atlantic Regions.

[4] Minimum size refers to number of employees.

[5] See following tables for a listing of SIC Codes in each target market.

Specific information about each one of the target markets is contained on following pages.

Target Market: Information-Based/Back-Office Cluster				
SIC	Industry Description	Seneca Assets/Constraints	Market Size/Growth Potential	Prospect Base
5961	Catalog & Mail Order Houses	**Assets** • Back office operations typically have low location specific requirements in terms of space and flexible labor requirements. These attributes match well Seneca's rural location and above average unemployment rates. • There are currently users in this target area already located at Seneca **Constraints** • While infrastructure requirements for this target are relatively low, an important component of these industries is a quality telecommunications system.	• The total U.S. market contains between 2,000 and 2,400 companies that might have a need for back office operations • Electronic information systems sales are projected to increase at an average annual rate above 15 percent over the next five years. • In the data processing and network services industry, revenues are expected to grow at an average annual rate of close to 16% over the next five years. • As the number of on-line transactions increase, opportunities for institutions to have more back office locations will most likely increase. • In addition, the increase of electronic communication in general will probably have a positive impact on this target.	Northeast 337 Mid-Atlantic 1,055 United States 1,013
6021	National Commercial Banks			
6141	Personal Credit Institutions			
6211/21/82/89	Security/Commodity/Investment Serv.			
6311/61	Life/Title Insurance			
6712	Offices of Bank Holding Companies			
7322/23	Collection/Credit Reporting Services			
7331/74	Direct Mail Services			
7375/89	Info Retrieval/Business Services, nec			
7389-0901	Charge Account Service			
7389-0902	Check Validation Service			
7389-0903	Credit Card Service			
7389-0905	Reservation Services			
7389-9939	Press Clipping Services			
8732-01	Market Analysis, Bus. & Economics			

Target Market: Rural High-Tech Cluster				
SIC	Industry Description	Seneca Assets/Constraints	Market Size/Growth Potential	Estimated Prospects
2813	Industrial Gases	**Assets** • The Depot site offers site location opportunities for industries that are typically difficult to site because of their by-products or negative public perception. • These types of operations can have lower technical labor demands than other high-tech industries. • Chemical industries are heavily regulated and will not be overwhelmed by state and local regulations. • The Depot can accommodate small machine shops in its existing buildings. **Constraints** • Some Rural High-Tech industries may conflict with other target industries at the Depot.	• The total U.S. market of target companies in this cluster is approximately 2,500 to 2,900 companies. • The U.S. chemical industry is the largest exporting sector and has maintained a positive trade balance for the last decade. • Employment in the chemical industries has increased over the past few years. • The value of chemical shipments continues to growth. • Many large manufacturing companies of machine tooling and machining companies have eliminated in-house machining operations. This will create opportunities for independent suppliers. • Machine too related industries will experience steady growth with emerging export markets in industrializing countries of the Pacific Rim, China, and Latin America.	Northeast 312 Mid-Atlantic 882 United States 1,778
2834	Pharmaceutical Preparations			
2841	Soap & Other Detergents			
2842/43	Polishes & Surface Active Agents			
2844	Toiletry Preparations			
2861	Gum & Wood Chemicals			
2869	Industrial Organic Chemicals, nec			
2891	Adhesive & Sealants			
2892	Explosives			
2893	Printing Ink			
2899-04	Flares, Fireworks & Similar Products			
3544/45	Special Dies, Jigs/Machine Tool Access			
3549	Metalworking Machinery, nec			
3561	Pump & Pumping Equipment			
3561/62	Ball & Roller Bearings			
3564	Blower & Fans			
3569	General Industrial Machinery, nec			
3579	Office Machines, nec			

Target Market: Urban High-Tech Cluster				
SIC	Industry Description	Seneca Assets/Constraints	Market Size/Growth Potential	Estimated Prospects
3621	Motor & Generators	**Assets** • Industries in this cluster are well represented within the regional economy. • The region's health services industry is one of the largest in terms of employment and growth potential. **Constraints** • The labor needs of these industries are more easily met in the metropolitan areas. • The Depot's buildings may not adequately meet the needs of these industries. • Many high-tech industries are dependent on electricity, which high in New York State.	• Total U.S. companies in this cluster equal between 3,200 and 3,700 companies. • Many of these industries are projected to experience strong growth in the future.	Northeast 513 Mid-Atlantic 895 United States 2,374
3663	Radio & T.V. Communications Equipment			
3679	Electronic Components, nec			
3823	Process Control Instruments			
3829	Measuring & Controlling Devices			
3841	Surgical & Medical Instruments			
3842	Surgical Appliance & Supplies			
3861	Photographic Equipment			

Target Market: University-Related Research Cluster				
SIC	Potential Target Industries	Seneca Assets/Constraints	Market Size/Growth Potential	Estimated Prospects
0254	Poultry Hatcheries	**Assets** • Industries within this cluster relate to specific research specialties of the region's colleges and universities. • Seneca Army Depot is strategically located between four major research institutions (Syracuse University, Cornell University, Rochester Institute of Technology, and the University of Rochester. • The region has a built in labor force to support these industries. **Constraints** • Without incentives to locate at the Depot, targeted companies may have a tendency to locate closer to the university which is conducting research in their respected field. • The labor force for these industries are located near the universities and may be difficult to recruit to Seneca County. • The Depot's buildings may not be suitable for these types of operations.	• The total size of this target cluster is between 3,000 and 3,500 U.S. companies. • Some of the industries in this cluster are tied to the construction industry which is very susceptible to economic fluctuations. • Shipments in the commercial printing industry are expected to growth 3% per year through 1998. • Commercial printing is dependent on the competitive price of printing paper which fluctuates. • The computer industry will continue to grow in many different forms over the next decade. The Internet will increase the demand for PCS or special Internet Terminals. • The value of shipments of both optical and measuring instruments should continue to grow at 2 to 6 percent annually. However, laboratory instruments industries have experienced positive employment growth while measuring instruments have not. • Growth is expected in digital cameras, copiers, and with imaging equipment for photo finishing and medial applications.	Northeast 407 Mid-Atlantic 955 United States 2,157
2084	Wines, Brandy & Brandy Spirits			
2752	Commercial Printing & Lithographic			
2836	Biological Products, Except Diagnostics			
3211	Flat Glass			
3221	Glass Containers			
3229	Pressed & Blown Glass			
3231	Products of Purchased Glass			
3253	Ceramic Wall & Floor Tile			
3262	Vitreous China Table & Kitchenware			
3263	Semivitreous Table & Kitchenware			
3264	Porcelain Electrical Supplies			
3572	Computer Storage Devises			
3577	Computer Peripheral Equipment, nec			
3827	Optical Instruments & Lenses			
3829	Measuring & Controlling Devises			
7336	Commercial Art & Graphic Design			

Target Market: Industrial Machinery, Metal & Machine Tool Cluster				
SIC	Industry Description	Seneca Assets/Constraints	Market Size/Growth Potential	Estimated Prospects
3429	Hardware, nec	**Assets** • Companies within this industry cluster may be well suitable for the some of the Depot's buildings. • The labor requirements for this industry cluster are more compatible with the county's labor force. **Constraints** • Ordinance manufacturing may be compatible with the Depot's facilities, but could create conflicts with other users at the site.	• The total size of this industry cluster is between 2,500 and 3,100 U.S. companies. • Shipments in the screw machine products industry are expected to increase by 3 to 4 percent annually. This industry is dependent on the strength of the U.S. manufacturing base. • The industrial value industry is expected to grow at an annual rate of 2 to 3 percent, fueled by expanding economies in Latin America and Eastern Europe.	Northeast 521 Mid-Atlantic 753 United States 1,760
3441	Fabricated Structural Metal			
3443	Fabricated Platework			
3444	Sheet Metalwork			
3451	Screw Machinery Products			
3469	Metal Stamping, nec			
3471	Plating & Polishing			
3484	Small Arms			
3489	Ordinance & Access, nec			
3491	Industrial Valves			
3577	Computer Peripheral Equipment, nec			
3585	Refrigeration & Heating Equipment			

Target Market: Electronics & Measuring, Analyzing & Controlling Devices Cluster				
SIC	Industry Description	Seneca Assets/Constraints	Market Size/Growth Potential	Estimated Prospects
3625	Relays & Industrial Controls	**Assets** • Industries within this cluster are already represented in the regional economy and trained labor force currently exists. **Constraints** • The workforce for these industries is not likely to be located in Seneca County and will have to be recruited.	• The total size of this target industry cluster is estimated at between 1,000 and 1,500 U.S. companies. • Changes to digital photography is expected to reduce employment in the photographic equipment industry, primarily commercial printers, photographers, photo-finishing lab workers, etc.	Northeast 210 Mid-Atlantic 347 United States 876
3644	Noncurrent-Carrying Wiring Devices			
3669	Communications Equipment, nec			
3671	Electron Tubes			
3699	Electrical Equipment & Supplies, nec			
3812	Search & Navigation Equipment			
3821	Laboratory Apparatus & Furniture			
3861	Photographic Equipment & Supplies			

Target Market: Food Processing & Agricultural Chemical Cluster				
SIC	Industry Description	Seneca Assets/Constraints	Market Size/Growth Potential	Estimated Prospects
0252	Chicken Eggs	**Assets** • The agricultural targets should complement the county's rural character, indigenous crops, and agricultural potential. • Agricultural chemical plants are difficult to site and may be receptive to a remote location. **Constraints** • Agricultural chemical manufacturing could produce noxious by-products which would affect the LRA'a ability to market the facility to other users. • Despite the county's rural character, food processing is not a prominent industry in the Finger Lakes Region. • Food processing industries are often dependent on large quantities of water and electricity for their operations.	• The total size of this target industry cluster is estimated at between 400 and 600 U.S. companies. • Shipments in the food processing industry are expected to increase 1 percent annually. • Employment in the food processing industry has declined due to improvements in production technologies.	Northeast 69 Mid-Atlantic 118 United States 395
0254	Poultry Hatcheries			
0273	Animal Aquaculture			
2075	Soybean Oil Mills			
2082	Malt Beverages			
2084	Wine, Brandy & Brandy Spirits			
2099	Food Preparations			
2873	Nitrogenous Fertilizers			
2874	Phosphatic Fertilizers			
2875	Fertilizers, Mixing Only			
2879	Agricultural Chemicals, nec			
8731	Biotech Research - Commercial[10]			
8733	Biotech Research - Noncommercial			

[10] Targeted biotech firms are assumed to be limited to agricultural rather than medical applications.

Target Market: Warehousing & Wholesale Trade Cluster				
SIC	Industry Description	Seneca Assets/Constraints	Market Size/Growth Potential	Estimated Prospects
4221	Farm Product Warehousing & Storage	**Assets** • Seneca Army Depot is located in the middle of three metropolitan areas with a population of approximately 2 million people. • The wholesale trade industry is one of the fastest growing industries within the Finger Lakes Region. **Constraints** • The Depot's storage and warehouse facilities do not meet the facility needs of most modern wholesale operations. • Incentives may be required to lure companies away from areas near the New York Thruway.	• The total size of this target industry cluster is estimated at between 2,500 and 3,100 U.S. companies. • The number of wholesalers, already down 25 percent since 1987, are expected to continue to decline as firms merge in order to expand geographically and to diversity product lines.	Northeast 261 Mid-Atlantic 775 United States 2,130
4225	General Warehousing & Storage			
4226	Special Warehousing & Storage, nec			
5013	Motor Vehicle Supplies & New Parts			
5043	Photo Equipment & Supplies			
5044	Office Equipment			
5045	Computer, Peripherals, & Software			
5063	Electrical Apparatus & Equipment			
5065	Electrical Parts & Equipment, nec			
5084	Industrial Machinery & Equipment			
5085	Industrial Supplies			
5090	Sporting & Recreation Goods			
5111	Printing & Writing Paper			
5141	Groceries, General Line			
5149	Groceries & Related Products			
5161	Farm-Product Raw Materials, nec			
5191	Farm Supplies			

A. INTRODUCTION

This chapter discusses various possible development alternatives for the Seneca Army Depot. These alternatives are based on the physical aspects of the site and preliminary market research. Additional market research will be conducted to verify the reasonableness of the development alternatives identified in this report.

Also included in this chapter are some very brief comments about job potential, cost related issues and the economic feasibility of each alternative. In addition, several questions are posed at the end of this chapter concerning the role of local government in redevelopment efforts at the Depot.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- Housing development, especially the Lake Housing area, offers the best opportunity for redevelopment. The housing at Elliot Acres will be more difficult to develop due to the possible high cost for asbestos cleanup, lead-based paint removal, utility hook-ups and market acceptance.

- Warehouse/distribution usage is possible at the Depot, but most of this type of reuse will likely focus on cold storage. The space will be expensive to maintain and revenues will be minimal.

- There is some opportunity for attracting manufacturing industries to the Depot. Redevelopment efforts, however, should focus on facilities in the South End of the site.

- Office development is a viable reuse for the Depot. Reuse efforts should focus on information-based and back office types of business.

- The current aviation potential for the site is limited due to the fact that expenditures required to develop and operate the site (as a publicly owned, public use airport) is not justified by existing market conditions.

- The North End of the Depot could be developed for a variety of institutional uses.

- There are several opportunities for recreational development at the Depot including specific buildings, the lakefront and conservation land.

- Although the site probably cannot be widely used for agricultural production, due to the investment required to clear brush and timber, the site could be used for the processing of agricultural crops. There is also some value in timber on the site as well as the possibility

of natural gas production.

- There are a wide range of development options at the Depot. However, a number of these options involve activities that are expensive to undertake and involve a degree of risk that may not be acceptable to local officials and residents.

C. DEVELOPMENT OPTIONS

This section identifies various options for the redevelopment of the Seneca Army Depot. It should be understood that these options are only presented for the purposes of discussion. Possible financial and fiscal impacts associated with these options, based on the experience of the consulting team, are also briefly identified.

1. Housing

The Seneca Army Depot contains a wide variety of housing units. At the South End, referred to as Elliot Acres, there are 45 buildings (containing 183,500 square feet) that consists of a mix of ten single family residents, 13 duplex buildings and 22 four-plex buildings for a total of 124 dwelling units. At the North End, there are four dormitory structures (116,000 SF) that were used to house 450 military personnel. The Lake Housing area has a total of 77 single family residences totaling about 120,800 square feet (SF).

The Lake Housing area offers the best opportunity, from both a market and structural perspective, for future reuse. Some of the land in this area could also be developed for either seasonal or year-round residential uses. The housing in Elliot Acres could also be redeveloped as market rate units or as low cost housing. However, issues such as asbestos, lead-based paint and utilities will have to be addressed. Based on existing market conditions (See Chapter 15 - Real Estate Market Trends) several years may be required for the housing units at Elliot Acres to be completely absorbed by the marketplace.

Finally, it is unlikely that the barracks located in the North End will be developed for housing purposes in the immediate future, unless this portion of the site is used for some type of institutional purpose (i.e., educational).

a. Job Creation Potential

Most of the jobs for this type of development alternative would be short-term employment required for rehabilitation efforts.

b. Cost Related Issues

Based on experience at other former military facilities, the cost of rehabilitation could range

from $5,000 to $30,000 per unit. This cost includes the removal of asbestos and lead-based paint as well as improvements for plumbing, heating, and compliance with existing building codes. Development at the Lake Housing area could be more expensive if new dwelling units are constructed.

c. Economic Feasibility

The development of the Lake Housing area is very feasible, especially as a vacation/resort area or as year-round housing. The development of housing at Elliot Acres is more problematic and will depend on rehabilitation costs, existing market prices and the cost of acquiring the property from the Army.

2. Warehouse/Distribution

As discussed in the target industry analysis (Chapter 16) the warehouse and the wholesale trade cluster is one of the fastest growing segments in the regional economy. The major problem, however, is that the warehouse facilities at the Depot are old and do not meet current market standards. In addition, even though warehousing represents the largest use of space sold in the region, between 1990 to 1995 (See Chapter 15), the average square footage of property sold is only about 8,300 SF. Much of the warehouse space at the Depot ranges from 90,000 SF to 200,000 SF.

From a market perspective it is unlikely that all of the 2.6 million SF of warehouse space will be reused in the next 20 years. An alternative would be to selectively promote the development of key warehouse buildings in the South End of the site for use as cold storage space. It might even be possible to develop warehouse space that contain offices and some of the smaller structures for other types of uses.

a. Job Creation Potential

Warehouse employment does not usually create a great deal of employment. Based on existing industry standards it is estimated that this type of use creates about one job per 1,500 SF of space. Cold storage warehouse usage would have substantially fewer employees.

b. Cost Related Issues

Most of the warehouses on the Depot are old and in poor to fair condition. Estimates, based on data obtained from the Army, indicates that repairs to warehouse facilities could range from $1.70/SF (re-roofing) to $4.00/SF (floors, roof repair upgrade, replace sprinkler system and install overhead doors). From a revenue perspective, a yearly lease on cold storage space would probably generate $0.50 to $1.50 per square foot.

c. Economic Feasibility

The development of warehouse space is possible. However, it will require an organization with an extensive knowledge of the market and the ability to maintain the property, during the short-term, in a very cost efficient manner.

3. Manufacturing

Most of the space suitable for manufacturing type of development is located in the South End of the Depot. However, there is also some space (specialty buildings) that could be used for research and development (R&D) in scattered locations on the site.

As discussed in several chapters of this report, there are some possibilities for attracting manufacturing or R&D types of firms to Seneca County. However, the existing space to house these types of firms is limited in terms of quality and quantity. An alternative is the construction of new space to meet the needs of a specific firm or businesses. This space could either be constructed at the Depot or some other location in Seneca County.

a. Job Creation Potential

The numbers of jobs created for this type of use will depend on the type of activity that locates at the site. Current standards indicate that manufacturing, R&D and industrial services create one job for every 450 to 1,000 square feet of space. New firms and start-up companies create fewer jobs during the initial years of operation.

b. Cost Related Issues

These are the types of jobs that most communities across the country are seeking. As a result, marketing costs for this type of economic development effort is high. It has been the consulting team's experience that initial marketing efforts involve a one-time cost of $150,000 to $1 million. Annual marketing costs range from $50,000 to $250,000.

The marketing effort, however, only represents part of development related costs. In order to attract this kind of firm some type of incentive has to be offered. Typically the incentive at a closed military facility translates into low-cost or no-cost building space. This is especially true in attracting initial occupants.

c. Economic Feasibility

This type of development will involve a great deal of effort and time. It will likely take two to four years to attract a significant tenant (50 to 100 jobs). A series of smaller tenants (1 to 49 jobs) could be attracted to the site if low cost building space and support services are provided.

4. Office

Office development is a viable reuse alternative for the Seneca Army Depot. Most of the office space at the Depot is concentrated in the South End of the site (95,000 SF) and much of this space is suitable for reuse with minimal investment. The information-based/back office cluster (See Chapter 16) involves a number of office uses that could be appropriate for the Depot. It is also a growth industry that is very sensitive to operating costs. In addition, a number of corporations that maintain this type of operation are already located in the northeast.

a. Job Creation Potential

These types of operations are strong employment centers. However, the wage rates for these kind of jobs, which usually range from $7 to $9 per hour, have been criticized because the salary does not increase very much with experience or length of employment.

b. Cost Related Issues

The primary cost is this area involves marketing and building maintenance related activities. However, these costs will decrease over time if the development effort is successful.

c. Economic Feasibility

A number of rural areas, especially in the Northeast and Midwest, are pursing this type of economic development. However, the availability of existing office buildings, the ability to provide modern telecommunication facilities and a trainable workforce should be advantages in pursuing this type of development opportunity.

5. Aviation

As discussed in Chapter 13 (Analysis of Aviation Reuse Options) the existing aviation market in the region probably does not justify the expenditure necessary to develop the Depot Airfield as a publicly owned, public use airport. However, there is some concern that making a decision not to use the Airfield for aviation could be regretted in the near future. Once the site is developed for uses incompatible with aviation, it will never be available for aviation use again. Consequently, two reuse options focused on letting the Airfield remain idle or reusing it for some commercial purpose, that in the short-term, would not preclude eventual reuse of the site for aviation. These uses could involve various special events, such as car shows, farm/craft markets, and outdoor concerts. These events could also be held in conjunction with activities at the Sampson State Park.

a. Job Creation

Employment would probably be minimal and event related.

b. Cost Related Issues

Cost would likely relate to the activities conducted at the site. Some expenditures may be required to maintain the runway and other important aviation related facilities. However, some revenue could be collected for use of the site for various special events. An alternative could involve the leasing of the site to a public or private organization for operation and management.

c. Economic Feasibility

This would depend on the types of uses permitted on the site. Marketing and entrepreneurial skills would be key factors in achieving success.

6. Institutional

The North End of the Depot is, for the most part, a small independent military facility. Physical separation, an independent wastewater treatment system, various recreation facilities, dormitories, offices and adjacent vacant land make the site suitable for a variety of institutional uses. Development of an education facility, a retirement community or a correctional facility could be accomplished on this site.

This type of development, however, would require extensive rehabilitation and new construction. Consequently, a large public or private organization, with extensive financial resources, would be required to undertake this type of development project.

a. Job Creation Potential

The number of jobs created would depend on the type of institutional activity developed at the site. Any type of large scale development would generate both short-term construction jobs and long-term staff/management employment.

b. Cost Related Issues

Similar to estimating possible employment, cost related issues are dependent upon the type of development undertaken at the site. However, any development activity most likely would involve millions of dollars.

c. Economic Feasibility

This type of project will require the involvement of either a large governmental organization or a financially well endowed private entity. The project would most likely be complex and difficult to execute. The rewards, however, in terms of employment and economic activity will probably be significant.

7. Recreation

The Seneca Army Depot offers several opportunities for recreation types of development. First, there are a number of recreational buildings in the North End that could be used for community related or site specific recreation opportunities. For example, the bowling center, the physical activity center (gymnasium) and the movie theater/auditorium could all provide recreation opportunities. These facilities could be used by a large institutional developer on this portion of the site or by municipalities and the private sector to service local residents. The isolated location of these facilities, however, may limit their usefulness as stand-alone recreation facilities.

A second recreational opportunity involves the lake frontage in the Lake Housing area. Once again this area could be used in conjunction with the development of the Lake Housing area as a residential/tourism site or as a location for community related recreation activities.

Finally, a large portion of the site could be earmarked for conservation and/or outdoor recreation. While it is reported that although the U.S. Fish and Wildlife Service no longer has any interest in acquiring portions of the Depot for conservation purposes, the State of New York does have an interest in some of the site for conservation related activities. Depending on uses identified, conservation acquisition could involve passive and active recreational types of uses.

a. Job Creation Potential

This type of use would most likely have minimal impact on employment in the County.

b. Cost Related Issues

The property could be acquired for conservation/recreational purposes by a State agency at no cost. However, some annual funding will be required for maintenance and management of the property acquired.

c. Economic Feasibility

It has been the consulting team's experience that it often takes a great deal of time for a state agency to make a decision about acquiring property at a closed military base and then negotiate the transfer of the property with Federal officials. Also, boundary lines are often changed frequently during the negotiation process.

8. Natural Resources

As noted in Chapter 16 (Target Industry Analysis) there are not a lot of food processing facilities in the Seneca region. However, the value of agricultural production in Seneca County in 1992 was nearly $32 million. Agricultural production in the County is also very diversified involving dairy, livestock, field crops, fruit, vegetables, grapes, horses, poultry, eggs and meat animals.

Although the Depot was predominately agricultural property before it was acquired by the Federal government, it is unlikely that the land is currently viable for agricultural production. This is due to the fact that land not presently developed, would require a significant investment in clearing brush and timber. However, the timber on the land may have some value.

It is possible that some of the structures on the site could be used for food process and storage. This type of development activity is difficult to establish and previous efforts in Seneca County have not been very successful.

D. DEVELOPMENT IMPLICATIONS

As the information presented in this chapter indicates, there are a wide range of options available for redeveloping the Seneca Army Depot. However, a number of these options involve activities that are expensive to undertake and involve a degree of risk that may not be acceptable to local officials and residents.

The consulting team feels that the preparation of a realistic and practical redevelopment strategy will require the Local Redevelopment Authority for the Seneca Army Depot to make a series of choices about the development of the site. These choices involve the following issues:

- Should **local redevelopment efforts** focus on the entire site or just on portions of the Depot that LRA members feel most confident concerning reuse potential?

- How much **local governmental funding**, if any, should be expended in the redevelopment effort?

- What role does the LRA feel that **local government** should take in the management of redevelopment efforts?

A. INTRODUCTION

Land development, especially with existing buildings, is a very complex undertaking. In most instances property development requires a knowledge of the physical, economic and legal factors associated with the land. For example, such factors as the condition and location of existing roads, the type of adjacent land uses, environmental limitations, the cost of improvements and the regional business climate will influence how a particular parcel of property is developed. Successful development of property, however, also requires an understanding of certain less tangible factors such as the goals or purpose for becoming involved in the development process.

In the private sector the primary purpose of property development usually involves making a profit. As a result, most real estate development projects are analyzed, in great detail, to determine the amount of profit that can be made from the investment required to undertake the project. If the analysis indicates that the development project has a high degree of risk or that profit is questionable, financing for the project is usually difficult to obtain. In essence, if the land development project does not accomplish the basic goal, profit, the project is not implemented.

Public sector involvement in land development activities is somewhat different. In these instances land development may involve activities that protect public health and safety or further some type of public good such as economic development. Since this type of land development may cost more than it generates in direct revenues, using profit as the goal for this type of activity is inappropriate. However, the identification of goals is still critical in any public sector related development activity. Without an understanding and consensus about what the development project is attempting to achieve, there is no basis for determining the merit or success of the project.

In this chapter goals for the redevelopment of the Seneca Army Depot are identified. These goals are based on comments and suggestions made by members of the Seneca Army Deppot Local Redevelopment Authority (LRA) and the general public during the preparation of this reuse plan.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

Redevelopment Goals:

- The primary purpose for the redevelopment of the Seneca Army Depot is the creation of new employment opportunities.

- The redevelopment of the Seneca Army Depot should be accomplished in a fiscally responsible and prudent manner.

- Incentives should be provided to encourage the participation of the private sector in the redevelopment of the Depot.

- Redevelopment efforts should focus on those portions of the Depot that offer the greatest potential for success.

- The organization responsible for implementing the reuse plan should work with existing state and local agencies to establish a wildlife conservation area at the Depot.

- The involvement of New York State government in the redevelopment of the Depot should be encouraged.

- The redevelopment of the Depot should be undertaken in a manner that ensures that the environmental clean-up of hazardous waste sites is effective and efficient while relating directly to the redevelopment needs identified in the reuse plan.

C. REDEVELOPMENT GOALS

The closing of a military facility can be a very traumatic experience. Due to a loss of jobs and a subsequent decline in business activity, most communities impacted by a base closure want to create new employment opportunities as soon as possible. However, before the process of creating new jobs can be initiated a community must decide what it wants to accomplish in redeveloping the base. In other words, the basic goals of the redevelopment process must be defined.

During the preparation of this reuse plan a series of public meetings were held with the members of the LRA and local residents to identify major issues associated with the redevelopment of the Seneca Army Depot. Based on discussions at these meetings, various reoccurring themes have emerged. These themes have been used to identify basic goals for the redevelopment of the Depot.

It should be noted that goals are broad reaching statements that are used to establish the direction in which a community wishes to proceed. As a result, they are often expressed in abstract terms and are rarely fully obtainable. While goals may not be completely achieved, their delineation establishes priorities for community action.

Outlined on the next several pages are basis goals relating to the redevelopment of the Seneca Army Depot. The process of goal identification, however, is only the first step. Implementation of these goals will require leadership, commitment to take action and financial resources. In addition, it must be strongly emphasized that the implementation of these goals is not the exclusive responsibility of local governments. A wide variety of private and public organizations will have to be involved in actions required to achieve these goals. Finally, it must be recognized that the redevelopment process will be lengthy. Consequently the goals outlined in this chapter should be periodically reviewed and altered, if necessary, to deal with changing economic and social conditions.

Goal 1 - The primary purpose for the redevelopment of the Seneca Army Depot is the creation of new employment opportunities.

The creation of new jobs was the response made most often by the members of the LRA and the general public when discussing the reuse of the Seneca Army Depot. Numerous people have noted, during the planning process, that good paying jobs have been lost due to the closure of the Depot. Therefore, the primary focus of redevelopment should be the creation of new high paying jobs.

Goal 2 - The redevelopment of the Seneca Army Depot should be accomplished in a fiscally responsible and prudent manner.

A number of LRA members and local officials have noted that Seneca County government, as well as other municipalities impacted by the closure of the Depot, do not have the financial resources necessary to redevelop the facility. Consequently, the redevelopment of the Seneca Army Depot must be undertaken in a manner that does not place an unrealistic financial burden on local and county governments.

Goal 3 - Incentives should be provided to encourage the participation of the private sector in the redevelopment of property at the Depot.

In order to create long-term jobs, while minimizing the financial risks to local governments, the private sector should be encouraged to play a significant role in the redevelopment of the Depot. It is envisioned that a key element of redevelopment efforts will involve attracting private sector firms to locate in existing buildings at the Depot. However, the successful reuse of the site will require that the private sector participate in assuming some of the risks associated with redevelopment. Convincing private firms to assume development risks will require financial incentives or the possibility of an increased return on private investment.

Goal 4 - Redevelopment efforts should be focused on those portions of the Depot that offer the greatest potential for success.

In terms of land area the Seneca Army Depot is one of the larger military facilities in the nation selected for closure by the Federal government. The total amount of building square footage is also significant. However, a major portion of the site lacks utilities (i.e. water, sewer, electricity). In addition, substantial financial resources will be required to maintain all existing structures at the Depot.

Although there is potential for private development at the site, this potential is limited. As a result, it is probably not financially practical to attempt to develop the entire site or even significant portions of the Depot. Under most development alternatives the risks associated with developing a major portion of the Depot would likely not justify the level of investment required to undertake the project.

As the market study portion of this reuse plan indicates (Chapters 13, 14, 15 and 16), there is potential for development at the Depot. In order to maximize redevelopment possibilities, reuse efforts should be directed at those portions of the site with the greatest potential for success. This approach will also minimize the amount of financial resources required for redevelopment.

Goal 5 - The organization responsible for implementing the reuse plan should work with existing state and local agencies to establish a wildlife conservation area at the Depot.

A unique wildlife aspect of the Seneca Army Depot is the presence of a herd of white deer. The deer, as well as other wildlife, exist in the extensive woodlands, wetlands, and other habitat available at the site. Even the portion of the site where the igloos are located provides significant areas of grassland suitable for grazing and wildlife management.

While it is recognized that the establishment of a wildlife conservation area would require the use of the vast majority of land at the site (7,000 to 9,000 acres), alternative land uses would be expensive and difficult to implement on this portion of the Depot. A conservation area would not only protect a valuable wildlife habitat, but could also have a positive impact on tourism in the region. In addition, an organization other than local governments would be responsible for property maintenance.

Goal 6 - The involvement of New York State government in the redevelopment of the Depot should be encouraged.

The redevelopment of the Depot will be a challenging and demanding project for local officials. Even with the participation of private sector businesses, the management and marketing of the site will require significant financial and administrative resources.

Local officials will be able to obtain some funding from the Office of Economic Adjustment (Department of Defense) during initial years of implementing the reuse plan. Also, some funding could be obtained from the Economic Development Administration (U.S. Department of Commerce) for specific infrastructure improvements and marketing related activities. However, a study of military bases designated for closure in 1988 and 1991 indicates that bases in rural areas have a difficult time in financing and completing redevelopment efforts.[1]

Due to the long period of time that may be required to redevelop the Depot, financial participation by New York State government may be required in order to create new employment opportunities at the site. It is recognized, however, that direct financial support from the State may be limited or not even available. In that case, other methods of State assistance should be considered. For example, State agencies involved in economic development activities could provide assistance in

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1 *Military Bases: Case Studies on Selected Bases Closed in 1988 and 1991.* United States General Accounting Office, August 1995.

marketing the site. Other State agencies could provide management and administrative support. Also, State agencies could acquire land or buildings on the Depot in order to serve specific public functions.

Goal 7 - The redevelopment of the Depot should be undertaken in a manner that ensures that the environmental clean-up of hazardous waste sites is effective, efficient and relates to the redevelopment needs identified in the reuse plan.

As discussed in Chapter 5, the Depot contains a number of hazardous waste sites. The Department of the Army is committed to cleaning-up all of these sites. The timing for clean-up activities, however, is determined by the availability of Federal funds. A major goal of the redevelopment effort should be to ensure that clean-up occurs as quickly as possible and that all clean-up efforts support the redevelopment activities identified in the reuse plan.

A. INTRODUCTION

The Local Redevelopment Authority (LRA) for the Seneca Army Depot is a broad-based consensus oriented policy body that is charged with the responsibility for preparing a reuse plan for the Depot. The types of issues confronting the LRA will change, after the adoption of the reuse plan, from land use policy recommendations to the implementation and management of a redevelopment effort.

In many ways the eventual permanent organizational structure will be influenced by the nature of the property to be managed. For example, if a decision is made to acquire a significant portion of the site, a large organization with extensive property management and development capabilities will be required. Conversely, if only a small portion of the Depot or no property is acquired, the size and structure of the organization would be substantially different.

In addition to making a determination about redevelopment alternatives (See Chapter 20), the LRA must also determine the type of reuse entity that will function effectively in managing and developing the Depot. To assist the LRA in making that decision, this chapter contains a brief review of organizational alternatives used by other communities across the nation in implementing reuse plans for former military bases. Recommendations for a permanent reuse organization at the Depot are also presented.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- A number of communities across the nation have used existing state laws to establish an organization for the purpose of implementing a reuse plan for redeveloping a former military base.

- In some states the passage of special enabling legislation was required in order to create a predominantly local organization with the authority necessary to undertake the redevelopment of a former military base.

- In a few states local economic development corporations (LDC) were established under Section 501(c) (3) of the Internal Revenue Code. These are generally quasi-public entities with corporation boards composed primarily of private sector members appointed by local government officials.

- The permanent organization to implement the reuse plan must be financially self-sustaining, especially with regard to maintaining and managing property over the long term.

- The key in implementing a reuse plan for the redevelopment of a former military base is the motivation and determination of the community leadership and staff involved in

redevelopment efforts, not the adopted organizational structure.

- If a decision is made to acquire a significant portion of the Depot, then state enabling legislation that establishes a Local Development Authority should be obtained. If only a portion of the site is acquired, then the Seneca County Industrial Development Agency should be designated as the organization responsible for implementing the reuse plan.

C. LOCAL EXPERIENCE IN CREATING A PERMANENT REUSE ORGANIZATION

This section is designed to provide the Local Redevelopment Authority (LRA) for the Seneca Army Depot with a summary as to how most other communities have organized their permanent redevelopment management entities. This summary covers three types of organizational structures: (1) Redevelopment Authorities; (2) State created Local Development Authorities; and (3) Non-Profit Publicly-Created Economic Development Corporations.

1. Development Authorities

The establishment of a Development Authority under existing state enabling legislation is a frequently used organizational approach for implementing a reuse plan at a closed military base. This type of structure provides independence from local governments and budget ceilings by allowing a publicly appointed board to establish operating policies for managing and promoting the redevelopment of a former military facility. The Development Authority is also responsible for selecting an executive director and staff to manage the facility during redevelopment.

The Development Authority concept has been highly useful for bridging jurisdictional boundaries. For instance, the Castle Joint Powers Authority (JPA) has coordinated reuse efforts for the cities of Atwater and Merced with Merced County, in the reuse of Castle AFB (California). Each of the three affected jurisdictions has two votes on the JPA Board, with a representative from the local Congressman's office serving as the seventh member. The Castle JPA board also provides a mechanism for reaching consensus among the two cities and the county on all major issues.

Regional impact issues, in relation to the preparation of zoning regulation, were handled creatively in on-going redevelopment at the Alameda Naval Air Station and Navy Base (California). Although the base is located entirely within the City of Alameda the job losses, resulting from the closure of the base extends throughout Oakland and the East Bay area. Five members of the Alameda Joint Powers Authority are appointed by the City of Alameda and one each by the Cities of Oakland and San Leandro, Alameda County and the local Congressman's office. The Alameda JPA also works in cooperation with the East Bay Conversion Commission.

Joint Powers Authorities, like the Castle JPA and the Inland Valley Development Authority at Norton AFB (California), have substantial tax increment financing authority under existing state

statutes. As a result of this tax increment feature, many of the authorities in California are composed of public sector members.

The William Gateway Airport Authority involves cooperative efforts by three "East Valley" cities surrounding the former Williams AFB in Mesa, Arizona. The local consensus creating the Partnership requires that the development of Williams Gateway Airport focus on aircraft greater than 30,000 pounds in order to protect smaller regional airports in adjacent communities. Arizona State University and the Maricopa Community College District are also establishing a major 22,000-student technology campus at Williams.

Sometimes the voting membership on local redevelopment authorities has been varied in relation to the sensitivity of the issues involved. For instance, 90 percent of Lowry Air Force Base is located within the City of Denver. However, 10 percent of the facility is located in the adjoining City of Aurora. As a result, the final Lowry Redevelopment Authority was constituted with a nine member board, including seven members appointed by Denver and two members appointed by Aurora. On five delineated major policy issues (such as changing the Lowry plan, modifying its transportation component, or relocating the golf course) the two cities must be in full agreement. While created as a "redevelopment authority" under Colorado law, it is likely that the actual Lowry organizational structure will take the form of a Section 501(c)(3) development corporation, which is discussed later in this chapter.

2. State-Authorized Local Development Authorities

Sometimes it may be necessary to enact special state legislation in order to create a predominantly local organization. For example, the closure of England Air Force Base in Alexandria, Louisiana required local leaders to secure enabling legislation for the England Economic and Industrial Development District as a "political subdivision of the State." Ten members are appointed for two-year terms, including three members by Rapides Parish, two members by the City of Alexandria, one member by the City of Pineville, one by the other incorporated cities of the parish, and two members appointed by the Chamber of Commerce of Central Louisiana. The Development District has been called upon by state law "to manage and plan all land uses on England (Air Force Base)," including all public benefit conveyance areas.

In the same manner, Pueblo secured approval from the Colorado State Legislature for the Pueblo Depot Development Authority to manage the reuse of the 34 square miles of Army land "as a political subdivision of the State", but without being "an agency of State Government." The Authority has a seven-member Board of Directors with three members appointed by the Pueblo Board of County Commissioners and three appointed by the Pueblo City Council. Both governing bodies jointly appoint the seventh member. The Authority was given broad land use controls and borrowing powers by the Legislature for the former Army Depot.

The closure of the Charleston Navy Shipyard and Naval Base (South Carolina) involved a 22,000 job impact within three adjacent counties (Berkeley, Charleston and Dorchester), as well as the cities

of Charleston and North Charleston, where the Shipyard is actually located. In June 1994, the South Carolina State Legislature authorized a special twelve member "redevelopment authority to acquire and dispose of federal military installations." The authority is composed of five representatives from the City of North Charleston, one member from each of the counties, a City of Charleston representative, one member each appointed by the State Senate and the State House of Representatives, and one member appointed by the Governor, who must be a resident of the three-county impact area.

The Blytheville-Gosnell Development Authority is a similar state-authorized agency designed to bridge the boundary between the two northeast Arkansas cities adjoining Eaker AFB. The State Legislature provided for an "Indenture of Trust" for the State of Arkansas that included Mississippi County, and the Cities of Gosnell and Blytheville to manage the civilian reuse of Eaker AFB. The governor appoints five of the nine trustees, including the Director of the State Department of Economic Development and four others state-wide. Mississippi County and the Cities of Blytheville and Gosnell each appoint one trustee and together the eight trustees then select a ninth member. The state role in the Blytheville-Gosnell Development Authority is that of "one among equals."

3. Economic Development Corporations

A common economic development entity with a high level of flexibility and independence is the local economic development corporation. Typically, a local economic development corporation (LDC) is a quasi-public entity structured under Section 501(c)(3) of the Internal Revenue Code. Contributions to an LDC can be tax-exempt. Economic development corporation boards are generally appointed by the jurisdictions affected by the closure. The governing boards usually have a predominant number of private sector members. Occasionally, some public sector members are included on the corporation boards as well. The corporations act as independent business entities, managing and promoting the base properties with a public purpose (job-creation) and with a public responsibility to the appointing municipalities or counties.

The economic development corporation exercises a large measure of independence, especially in issuing revenue bonds to finance base infrastructure improvements. The economic development corporation is also able to pledge its assets at the base as collateral for financing new plant facilities and improvements. As in the case of the development authority model, the economic development corporation executive director carries out the development and operating policies of the board of directors.

The Westover Metropolitan Development Corporation (Massachusetts) at Westover Air Force Base is a good example of a quasi-public entity that was created to overcome the decades-old political conflict between the City of Chicopee and the Town of Ludlow. The Corporation was organized under a statute passed by the Massachusetts Legislature in 1974, originally with nine members appointed from the private sector. Three members are appointed by the City of Chicopee, two members are appointed by the Town of Ludlow, and four other members at large are appointed by the Governor. In 1992, two additional at-large members were added by statute to the Westover

board.

The Chippewa County Economic Development Corporation (EDC) was created by state enabling legislation in 1978 to manage the reuse of Kincheloe AFB. Special enabling legislation was needed because 90 percent of the Air Force Base property was affected by a reverter clause to the State of Michigan, which assigned the property to the new corporation. The EDC charter also replaced a myriad of existing local economic development organizations. The Chippewa County Corporation board is composed of nine-members, allocated by township and the city in proportion to population. Two "special" members are added to the board wherever the EDC is considering a bond issue affecting a specific local town. The EDC also performs a county-wide economic development mission in addition to managing the redevelopment of Kincheloe AFB.

The "Joint Burlington's" is a similar joint economic development corporation organized by the City of Burlington and Burlington Township (New Jersey) in 1976 to redevelop the former Burlington Army Ammunition Plant and to promote the extensive industrial sites in the Township. The Joint Burlington's Board is composed of ten private sector members, with five members each appointed by the City and the Township.

The Beeville-Bee County Redevelopment Corporation represents a case where the corporation's seven-member board is an extension of the original 23-member Redevelopment Steering Council which planned the reuse of Chase Field Naval Air Station (Texas). Chase Field is located in the unincorporated portion of Bee County, and the family housing is located within the City of Beeville. One member each is appointed by the City, the County and the Beeville-Bee County Community College. A steering council then meets annually to elect the other four corporation board members. The corporation also reports annually to the steering council.

The economic development corporation structure has one other important strength; the capacity to operate on a bare-bones or low-overhead budget. The corporation structure also allows a community to respond quickly to new prospect and tenant needs, and to compete effectively with other business parks outside the region. The corporation structure also permits the organization to focus on off-base as well as on-base development projects. In establishing this type of organization, however, there is a need to ensure regular reporting by this quasi-public corporation to the appointing public agencies in order to maintain public understanding and support of the redevelopment process.

D. LESSONS LEARNED

Based on this review of several permanent organizational structures, there are three important messages to consider in redeveloping the Seneca Army Depot.

- Financial Self-Sufficiency: It is important to emphasize that the permanent local reuse organization must become financially self-sustaining, especially with regard to maintaining and managing the property over the long-term. Department of

Defense planning assistance, protection and maintenance agreement support, and care and custody support will generally phase down during the third to the fifth year of the base reuse process, as title is transferred to the local redevelopment organization or some other entity. Therefore, the permanent organization must be structured and staffed to become the full-time, financially responsible manager and developer of the property over the long-term.

- Simplifying the Reuse Process for the Customer: The reuse organization can improve its chances for success by simplifying the plant location process in relation to all other competitive locations. For instance, the Devens Enterprise Commission (Massachusetts) has reduced the permits required for a private development initiative from 15 state-local permits previously needed in the three towns where the base is located down to one permit for any plant or activity locating at Fort Devens.

- It's the People - Not the Organizational Chart: The ultimate success in any military base reuse effort depends first and foremost on the motivation and determination of the community leadership and staff serving on the reuse process, not in the formal organizational structure that the community may happen to adopt.

E. DEVELOPMENT IMPLICATIONS

Based on discussions with local officials it was determined that it is unlikely that a development organization responsible for implementing the reuse plan could be established under existing New York statutes. New legislation could be introduced, however, that would authorize the creation of a locally created development authority. It was also determined that an Industrial Development Agency, (local economic development agency) already exists in Seneca County.

If a decision is made for local public acquisition of a significant portion of the Depot, then special state legislation that establishes a Local Development Authority should be obtained. This would ensure that local officials have the broad range of authority and powers necessary to undertake and manage a large scale land development project. However, if only a small portion of the site is publicly acquired from the Department of the Army, then the time and effort required to obtain special enabling legislation may not be worthwhile. In this case the existing Industrial Development Agency should be designated as the organization responsible for implementing the reuse plan. This organization has the legal authority to acquire, manage and finance redevelopment efforts, especially activities relating to specific site development.

A. INTRODUCTION

This chapter presents a summary of redevelopment options for the various sub-areas of the Seneca Army Depot. Potential reuses include conservation land, residential reuse, institutional uses, planned industrial development, a warehouse area, and reuse of the Airfield for either aviation or as a special events center. Each of these concepts is described in general terms, and each includes information relative to financial impacts, infrastructure impacts, required public investment, potential employment impacts, environmental issues and property transfer alternatives. The final section of this chapter presents a review of development issues surrounding reuse of the Depot, including operating costs, infrastructure limitations and marketing costs, as well as preliminary reuse recommendations.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- The Army's operating and maintenance cost for the Seneca Army Depot was $4.9 million for Fiscal Year (FY) 1995. This figure was down substantially from the 1991 cost of $14.1 million.

- Total utility cost for FY 1995 was $1.05 million. Electricity costs represented almost $490,000, while water and sewer services combined to total almost $100,000. The cost of heating facilities still being used was approximately $265,000 for the Fiscal Year.

- Building maintenance expenditures were approximately $765,000 for the Fiscal Year. The average cost per square foot was approximately $0.17, including all facilities at the Depot. Excluding warehouse and storage facilities, the average maintenance cost increased to $0.51 per square foot.

- Miscellaneous maintenance costs for items such as grounds maintenance, roadway maintenance, plowing, pest control and railroads totaled more than $900,000 for the Fiscal Year.

- The provision of services at the Depot totaled $2.2 million for FY 1995. Fire protection services were the largest single expenditure, at more than $1.1 million. Management and engineering accounted for $784,000, while custodial services cost $263,000.

- A request from the New York State Department of Environmental Conservation (NYSDEC), if approved, is likely to be the largest land use at the redeveloped Depot. The NYSDEC has informally requested more than 9,000 acres at the site for wildlife conservation purposes.

- The Lake Housing area is likely to be reused as a residential area. The portion of this housing area, which includes the travel park, could also accommodate 45 to 50 new single family houses, or 75 to 80 townhouse units. The net tax impact of this reuse on the community is expected to be positive, despite projected local schooling costs of $70,000 to $160,000 annually.

- It is also anticipated that the Elliot acres Housing Area could to be reused for residential purposes. The area consists of 124 housing units, including single family, duplexes and four-plexes. The net tax impact of this reuse is likely to be negative, given the lower projected average assessed valuation of these units, combined with a higher estimated number of school age children.

- The North Depot area is targeted for institutional uses. These uses include educational, retirement housing or a correctional facility. These uses have minimal financial impact on the tax base, given the likelihood of tax-exempt status. While this portion of the site could be used by the private sector, marketing the site would likely require an extended period of time.

- Reuse of the Airfield is targeted for a special events center which could host agricultural, recreation and/or sporting events. While this type of reuse would have minimal direct job creation impacts, it would provide indirect job creation through expanded tourism in the region. As an alternative, the Airfield area could be held for a potential aviation user, although this would require a significant marketing effort.

- The main administrative area of the Depot is targeted for reuse as Planned Industrial Development which would involve the intensive use of the existing facilities and infrastructure. This area would also include some vacant land which could be developed in the future, after existing facilities have been reused.

- The main warehouse area is expected to be reused for warehousing purposes. However, since the warehouses are not modern and do not meet current market standards, finding users for these facilities may be difficult.

- Overall, it is important to recognize that it will be necessary to provide maintenance to any facilities and grounds that are acquired for reuse. If all of the available facilities were acquired by the LRA, projected operating and maintenance costs would be in the range of $500,000 to $700,000 annually, excluding marketing costs.

- At the present time, reuse of the Warehouse Area, the Planned Industrial Development Area and the Elliot Acres Housing Area are limited by the capacity of the existing sewer system. It would cost between $100,000 and $150,000 to alleviate this problem. In addition, it may be necessary to remove and replace the water tower, at an estimated cost off $325,000 to $400,000.

- Marketing costs for the redevelopment of Seneca Army Depot could range from $50,000 annually to more than $500,000, depending on the type of marketing program implemented, the type of property being marketed and the geographic region of marketing targets.

- The overall cost to implement the reuse plan for Seneca Army Depot will vary depending on what properties, if any, the community decides to acquire. **However, if the community elects to acquire none of the property at the Depot, it will be necessary to prepare strategies which insure that the ultimate redevelopment of the property is in accordance with the goals of the community.**

C. EXISTING DEPOT OPERATING COSTS

In order to gain some perspective on the operating costs for the Seneca Army Depot, the consultants obtained operating cost data from the Depot financial records. Data was requested for the past five years. However, no information for Fiscal Year (FY) 1992 was available. The information provided covers Fiscal Years 1990 through 1995, excluding 1992.

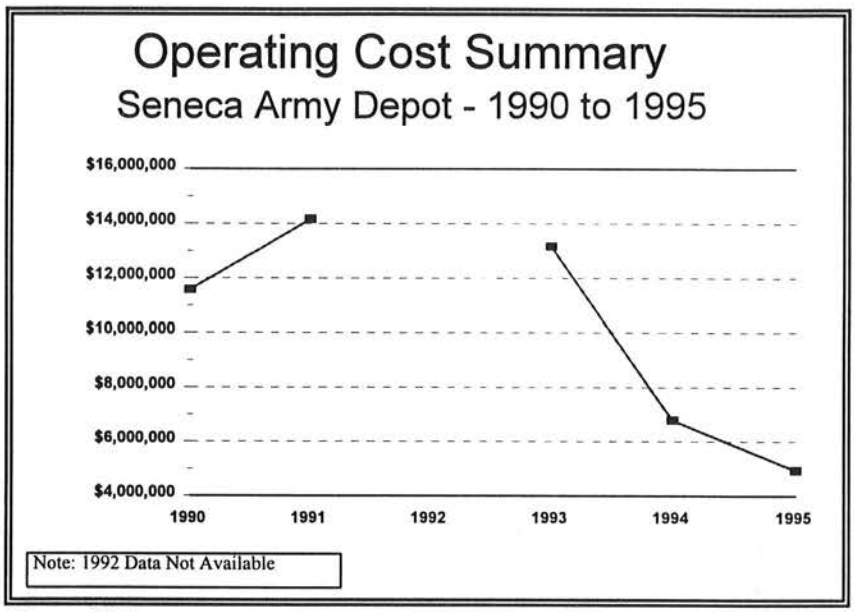


Figure 20-1

Operating costs include all utility services (water, sewer, electric, HVAC), building maintenance, grounds maintenance, plowing, pest control, waste disposal, fire protection, custodial services and engineering. Operating costs for the Depot have fallen substantially since 1990. In Fiscal Year 1990, the total budget for operations and maintenance at the Depot was $11.6 million. In 1991 and 1993, the total cost was $14.2 million and $13.2 million respectively. In 1994, the operating cost fell to $6.8 million, and in 1995, the total cost was $4.9 million.

The Fiscal Year 1995 operations and maintenance costs can be further delineated, to provide a better understanding of the makeup of the $4.9 million budget. This section breaks the budget into four categories: utilities; building maintenance; other maintenance costs; and services. All costs in this section are for the Fiscal Year that ended September 30, 1995.

Utilities - Included in the utilities section of the budget is the cost for operation and maintenance of the water and sewer systems, the cost of electricity and electric system maintenance, heating/cooling costs and other utility maintenance. These costs totaled $1.05 million during FY 95. Water system expenditures totaled $55,000 for the year, including $34,000 for operations and $21,000 for maintenance. The sewer system required $41,000 during 1995, including $29,000 for operations and an additional $12,000 for maintenance of the collection system.

Electrical service is by far the largest expenditure in the utilities budget, representing almost half of all utilities expenditures. During 1995, almost $490,000 was spent on electricity, and an additional $29,000 on maintenance of the electrical system at the Depot. Heating costs for the year were $265,000, while maintenance of heating and cooling systems totaled $65,000. Other utility systems maintenance totaled $105,000.

Building Maintenance - During FY 95, the Depot spent approximately $765,000 to maintain approximately 4.5 million square feet of buildings. This calculates to an average maintenance cost per square foot of only $0.17. This average is deceptive, however, since it includes all of the igloos and warehouse space, which has a very low cost per square foot for maintenance, thereby lowering the average for the remaining buildings. Excluding warehouse and storage facilities, the average cost per square foot to maintain facilities at Seneca Army Depot increases to $0.51 per square foot. Table 20-1 provides a summary of the maintenance costs for the various categories of facilities at the Depot.

Table 20-1
Summary of FY 95
Building Maintenance Costs

	Total Cost	Square Feet	Cost/SF
Family Housing	$111,856	196,000	$0.57
Training Buildings	$183	14,000	$0.01
Maintenance Buildings	$199,880	237,000	$0.84
Storage	$306,205	3,557,000	$0.09
Medical Buildings	$637	10,000	$0.06
Administrative Buildings	$52,442	74,000	$0.71
Community Buildings	$71,202	181,000	$0.39
Other Buildings	$21,922	181,000	$0.12
Total Building Maintenance Costs	$764,327	4,450,000	$0.17

Source: U.S. Army Tech Data Reports and RKG Associates, Inc.

It is important to note that these cost figures reflect the level of maintenance performed during Fiscal Year 1995, and are not necessarily reflective of the costs to maintain the facilities during full occupancy. For example, in 1990, when the Depot was operating at a higher level of activity, the expenditures were $3.6 million, or almost five times higher than the 1995 expenditures.

Other Maintenance Costs - This category of expenses encompasses those items which do not fit into other available categories. Included are expenses for grounds maintenance, railroads, roadway maintenance, plowing, waste disposal, pest control and miscellaneous maintenance and repairs. These costs totaled $938,000 during FY 1995. Operation and maintenance of the rail system on the Depot represented more than 50% of these costs, at $481,000. Grounds maintenance ($157,000) and miscellaneous repairs and maintenance ($148,000) were the next highest expenditures within this category. Remaining cost items included roadway maintenance ($40,000), snow and ice removal ($48,000), waste disposal ($39,000) and pest control ($25,000).

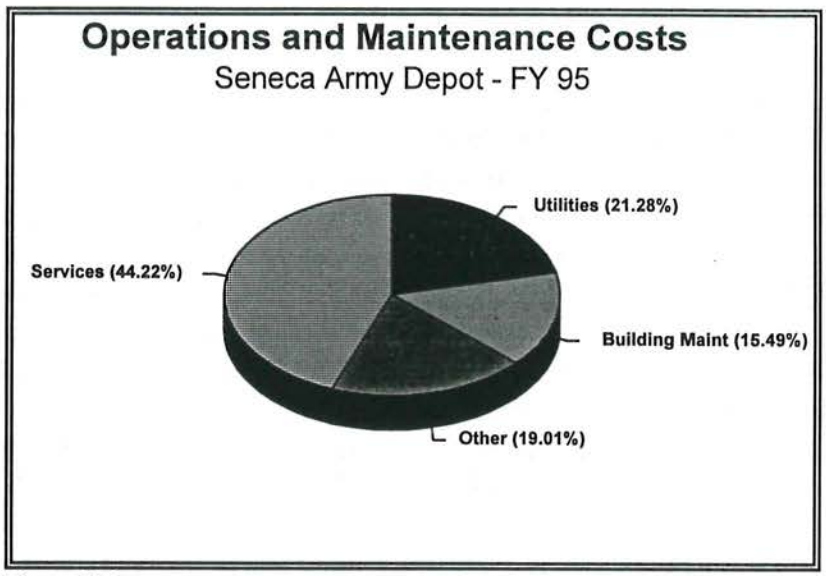


Figure 20-2

Services - The Army also provides a number of services at the Depot, principally fire protection, engineering and custodial. These services totaled $2.2 million during FY95, representing almost 45% of the total operations and maintenance cost of $4.9 million. Fire protection was the single largest expenditure, at more than $1.1 million. Management, engineering and engineering support services totaled $784,000, while custodial services cost $263,000.

D. ENVIRONMENTAL REUSE ISSUES

As noted in the *draft Environmental Baseline Survey* (EBS) for the Seneca Army Depot (March 1996), property is categorized by its environmental condition, as follows: Category 1 essentially means no hazardous materials have been used on the property; Category 2 means that hazardous substances were used but were never spilled into the environment; Category 3 means that any spills which occurred were so minor that they do not need clean-up; Category 4 means that all spills have been cleaned up sufficiently for transfer; Category 5 means that clean-up is underway; Category 6 means that clean-up action is needed but not yet initiated; and Category 7 means that the area in question has not yet been evaluated. Category 7 properties are not necessarily contaminated; it may be found that, after evaluation, the properties will fit into categories 1 or 2, rather than 6. Further, properties in Category 6 may be evaluated and found to fit into Category 3. Finally, all other properties in Category 6 will eventually move into Category 5, clean-up, and then Category 4, clean-up complete enough for transfer, depending upon funding, the pace of scientific analysis and governmental decision-making.

It should be emphasized that there is no chronological correspondence between the category numbers and the order in which a parcel of land moves through the categories. Any property in Categories 1 through 4 can be transferred by deed, while properties in Categories 5 through 7 can be leased, either on an interim or long term basis, pending deed transfer when clean-up or analysis moves the parcel into Categories 1 through 4. The main problem with leasing properties in Categories 5 through 7 is the potential for conflict between the clean-up process and the use of the land. This comes up in two ways; First, certain clean-up methods (such as excavation of contaminated soil or laying pipelines and building groundwater treatment facilities) may be physically incompatible with certain uses of a site. Second, since clean-up standards under the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) are increasingly dependent upon future land uses and institutional controls which restrain future land uses, a land use which is more sensitive (such as residential child care and elementary education) will require more extensive, costly and time consuming clean-up than a land use which is less sensitive (such as office, retail or industrial).

Both types of uncertainties are often addressed in the land transfer documents. Leases or land sale contracts may contain restrictions which require the tenant or buyer to cease operations if they will interfere with clean-up activities, and other clauses which restrict the types of activities of the land, even if ownership changes. There is an inherent tradeoff between speed of transfer and restrictions on land use: the earlier the transfer, the greater the interference with the recipient's use of the land. The precise nature of the restrictions will be a subject for negotiation between the LRA or other recipients and the Army, and the tradeoff will require a judgment call by the recipients as to what restrictions are acceptable in terms of the remaining beneficial use of the land. It should be noted that while the issues that will need to be resolved can be identified, there is no single point in time that can be pinpointed as the date when a parcel will be "available" for use.

Just as the Depot has been "parcelized" for reuse planning purposes, even smaller parcels have been identified for purposes of designating areas of contamination that fit into the non-transferrable Categories 5, 6 and 7. In general, if much of a "reuse parcel" is in a transferrable category (1 through 4), then this area can be transferred by deed, while the contaminated sites within Categories 5 through 7 can only be leased to the LRA or other recipients until the course of investigation and clean-up moves the sites into a deed-able category. Each type of transfer, by deed or lease, requires a distinct certification document called a Finding of Suitability to Lease (FOSL) and a Finding of Suitability to Transfer (FOST). Because of practical considerations, it is likely that the "reuse parcels" will be subdivided into a few easily described subparcels, each of which will contain several sites of contamination, with the leasing and transfer of each subparcel dependent on the clean-up for all enclosed sites. The LRA will need to work with the Army to ensure these subparcels are defined consistently with the intended redevelopment of the property.

As a general matter, it should be noted that the Army's EBS report is somewhat misleading. The Army includes in the draft CERFA (Community Environmental Response Facilitation Act) Table with its March 22, 1996 letter report only those sites which it has categorized under CERCLA. The report does not include in this summary the many other sites which are referred to as "non-CERCLA related environmental or safety issues" which are designated as "qualified parcels." Beyond the fact

that the term "qualified" is ambiguous (does it means the property meets a standard, or that there are reservations in its meeting a standard?), most of the issues it includes in this category are in fact fully within the ambit of CERCLA consideration. The only reasons to not include them in the overall EBS categories is if the substances at issue have not been spilled or otherwise released into the environment. However, in that case they should be in Categories 1 or 2.

Specifically, (1) asbestos is a toxic air pollutant and therefore a CERCLA hazardous substance. So long as it is not friable (easily released into the ambient air) it is not dangerous and does not require clean-up, but sites which contain asbestos in landfills, or which contain structures which will need demolition, need to be clearly identified as having a potential for a new CERCLA release. (2) Polychlorinated biphenyls (PCBs) have historically been used in transformers and other electrical equipment, and their use is controlled under the Taxis Substances Control Act (TSCA), but if they leak out of active or discarded equipment, they are a CERCLA problem. (3) Unexploded ordnance becomes a CERCLA problem when there is a "release" of chemicals or heavy metals into the environment beyond the normal deposition of ordnance as part of its legitimate use in training exercises. Precisely when this line is crossed is an issue of great controversy right now, related to an upcoming new regulation by EPA and controversies over large UXO-impacted areas such as Fort Ord in Monterey County, California. (4) Radiological sources (excluding naturally-occurring radon gas from soils and building components) are in fact subject to CERCLA, unless they are part of the commercial nuclear power plant process. Radiological releases from medical and nuclear weapons operations are fully subject to CERCLA jurisdiction, in addition to regulation by the Nuclear Regulatory Commission (in this case out of the field office in King of Prussia, PA). The recipient of properties with these categories of contamination must be careful to ensure that the hazardous substances have not been released into the environment and will not be released in the process of demolition or renovation of structures preparatory to new land uses. Prior releases are the Army's responsibility to clean, but new releases will be the responsibility of the new owner/tenant of the site.

The inclusion, however, of ore piles in the list of formal CERCLA response sites may go too far. Metal ores, especially if they have not been processed, smelted and refined extensively, generally fall within the "Bevill Amendments" exclusion of the Resource Conservation and Recovery Act (RCRA). First of all, ores are generally a useful raw material and not a "waste," so they are therefore not a "hazardous waste" subject to regulation under RCRA. Second, if such products can be considered to be "discarded," the Bevill Amendments, and corresponding EPA regulations, exclude ore and many mineral processing byproducts from the definition of "solid waste," therefore excluding them from being regulated as "hazardous waste" under RCRA. Consequently, there is no RCRA basis for classifying them as "hazardous substances" under CERCLA. The only way in which ores can be regulated by CERCLA is if they are released into the environment in such a way that they become toxic air pollutants under the Clean Air Act or toxic water pollutants which threaten surface waters under the Clean Water Act.

E. PROPERTY TRANSFER ISSUES

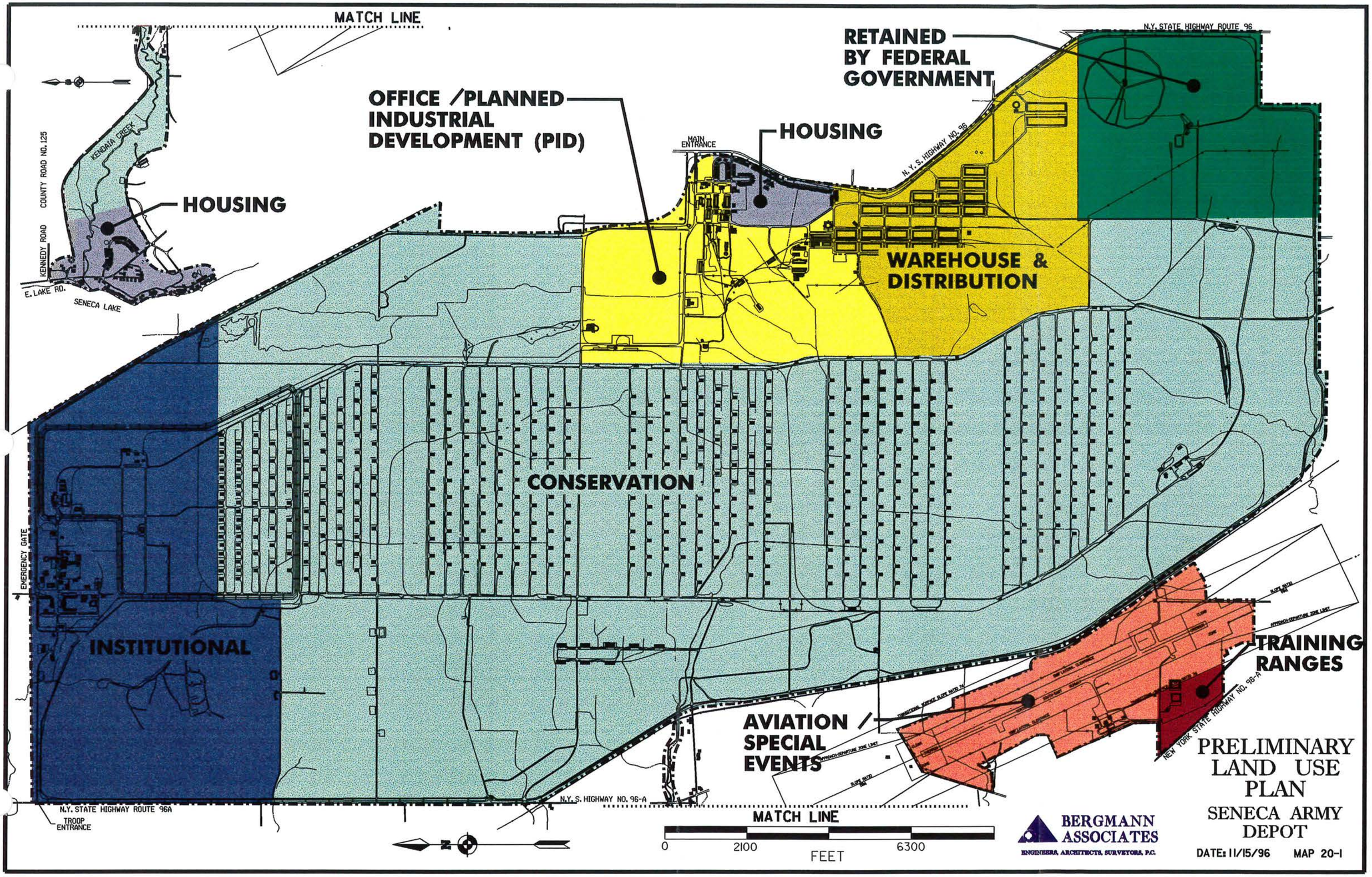
The basic options for property transfer include (1) interim leasing (which can be for an extended period under new law and DoD guidance), (2) long term leasing (after completion of the Environmental Impact Statement on reuse), (3) Public Benefit Conveyances (PBCs), in which transfer is made, usually at no cost, to a governmental or non-profit entity fulfilling some non-business use considered beneficial to the public, usually under the sponsorship of some corresponding federal agency, (4) Negotiated Sale to the LRA or another government entity, which requires payment of full market value and inclusion of the infamous General Services Administration (GSA) Excess Profits Clause, (5) Public Sale, in which sale is made to the public at large through a bid process (6) Economic Development Conveyance (EDC), a potentially discounted sale to the LRA which must be justified by extensive analysis of the development potential of the property, and (7) a Lease-Back Sale, newly authorized in law, which allows title to be given to the LRA on condition that it give a long term, no-cost renewable lease to a federal agency, so that title will revert fully to the LRA if the federal agency ever vacates the property. Presumably a Lease-Back is at no cost to the LRA, since it can realize no income from the property, and does not place any responsibility on the LRA for typical owner related costs of facility maintenance..

F. REDEVELOPMENT CONCEPTS

The redevelopment of the Seneca Army Depot is likely to include a variety of uses on the site, which can co-exist due to the size and diversity of the site. This section provides an overview of the various potential land uses at the Depot. These land uses focus principally on the reuse of the existing facilities at the Depot, on the premise that the reuse of existing facilities will minimize the financial exposure of the Local Redevelopment Authority. Map 20-1 provides an overview of the preliminary land uses identified at the site. The primary land uses include conservation, housing, institutional, warehousing, a special events area and a planned industrial development site. It should be emphasized that these are preliminary land use categories and that uses as well as boundary lines are subject to change. Each of these land uses is discussed separately.

1. Conservation Land

The New York State Department of Environmental Conservation (NYSDEC) has preliminarily indicated a desire to acquire approximately 9,000 acres at the Seneca Army Depot. The goal of this acquisition is to "perpetuate the white deer herd, increase wildlife species diversity and abundance, and optimize public use of the Seneca Army Depot in such a way that the operation and maintenance of the area will be financially self-sustaining within ten years". Although a definitive request, outlining the boundaries of the area required for conservation purposes, has not been prepared, it is assumed that the conservation area will include essentially all of the igloos and the majority of the central and western portions of the Depot.


MATCH LINE
RETAINED BY FEDERAL GOVERNMENT
N.Y. STATE HIGHWAY ROUTE 96
OFFICE /PLANNED INDUSTRIAL DEVELOPMENT (PID)
HOUSING
MAIN ENTRANCE
N.Y.S. HIGHWAY NO. 96
KENDAIA CREEK
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
HOUSING
WAREHOUSE & DISTRIBUTION
CONSERVATION
EMERGENCY GATE
INSTITUTIONAL
TRAINING RANGES
AVIATION / SPECIAL EVENTS
NEW YORK STATE HIGHWAY NO. 96-A
N.Y. STATE HIGHWAY ROUTE 96A
TROOP ENTRANCE
N.Y.S. HIGHWAY NO. 96-A
MATCH LINE
0
2100
6300
FEET
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
PRELIMINARY LAND USE PLAN
SENECA ARMY DEPOT
DATE: 11/15/96
MAP 20-1

Financial Impacts - The financial impacts of this land use on the community are expected to be minimal. Since the property will function as a State-owned wildlife area, no direct tax revenue will be generated. Similarly, it is anticipated that the NYSDEC will maintain the property, and provide funds necessary for operations and maintenance. In essence, although the community will receive no direct tax revenue from this area, they are also unlikely to incur significant expenses.

Infrastructure Impacts and Public Investment - The creation of a conservation area is unlikely to require any infrastructure improvements. As such, the required public sector investment by local communites to upgrade infrastructure is considered to be minimal.

Employment Impacts - The creation of a conservation area at Seneca Army Depot is expected to create ten or fewer jobs.

Environmental Issues - This parcel contains several significant areas of contamination, including landfills and munitions disposal sites. However, most of the bunkers are not within the scope of any site, and could therefore be transferred in fee-simple title to a new owner.

Property Transfer Issues - This type of use could be transferred through a PBC conveyance directly from the Army to the managing state or local agency. However, in recognition of the fact that the present habitat values have been maintained compatibly with use of the bunkers for weapons storage, a similar level of bunker use could be accommodated consistent with conservation. The LRA or County could take title to the land, and provide a long term lease of the surface to a state wildlife agency for management of the white deer and other fauna, while the LRA retains the right to use the bunkers in any compatible fashion. While the following examples are not meant to be exhaustive or even particularly insightful, such retained uses could include commercial storage of foods, storage of business records, storage of personal property or storage of business property. Such a transfer would be within the reasonable scope of an EDC, particularly since the commercial value of the LRA's property interest would be limited.

2. Lake Housing Area

The Lake Housing area consists of five separate sub-areas, including Flack Drive, Colonel's Drive, the lake front cottages, the Officers' Club and the travel park. With the exception of the Officers' Club, these sub-areas are likely to be reused as residential housing. The Flack Drive sub-area consists of thirty single family dwellings, built in the late 1980's. Colonel's Drive consists of five older single family dwellings. There are also 21 cottages along the lake shore, most of which were winterized for year round occupancy. Similarly, the Officers' Club is likely to be reused as a function center, restaurant or private club. There are several issues which will have to be addressed when these housing units are reused by the private sector. For example, it will be necessary to install utility meters on each unit, unless the entire site is operated by a single entity and master meters are utilized. Legal descriptions will also have to be prepared for each parcel, if it is to be conveyed to individual buyers, which will require both a lawyer and a surveyor.

The travel park, however, presents an opportunity to develop additional housing in the area. The proximity of the site to the lake makes development attractive from the private sector perspective. In addition, since the infrastructure already exists at the site, construction of new residential units, either single or multi-family, could proceed within a short period of time. Assuming an average lot size of approximately one-quarter of an acre, 45 to 50 single family homes could be constructed on the site. Construction of garden style apartments or condominiums would yield a higher density of approximately 75 to 80 units.

Financial Impacts - The primary financial impact of the reuse of the Lake Housing area will be the need for the community to provide roadway maintenance and public safety services to the residences at the site. The Lake Housing area includes almost two miles of roadways, which will have to be maintained, unless the entire site is sold as a single parcel and the community does not accept the roadways as municipal roads. The estimated annual cost for maintaining two miles of roadway in the Town of Romulus is $10,700, based on the Town's average maintenance cost of of $5,350 per road mile. This average maintenance cost includes snow plowing, as well as minor repairs and ditch maintenance. Since fire protection in the Town is provided by a volunteer department, there is expected to be minimal additional direct cost for fire protection. It is important to recognize, however, that the addition of 80 to 100 additional units of housing is likely to increase the number of calls for both the fire and police/sheriff departments.

Increased demand for education services represent the most costly of the potential impacts to the community. According to the Romulus Central School District, the total 1996-97 budget is projected to be $5.16 million, to support a student enrollment of 634, an average cost of $8,131 per student. Approximately 29% of this cost, or $2,358 per student, is funded through the tax levy. According to *The New Practitioner's Guide to Fiscal Impact Analysis*, the number of school age children per household in the Northeast ranges from .175 to .845 per household.[1] Given the possibility that the lake front housing units will be used as second homes, the consultants have elected to use the lower end of this range, .3 to .5 school age child per household. Using this average, the Lake Housing could increase enrollment by 30 to 68 students, and increase the local share of required school funding by $71,000 to $160,000 annually.

It is important to recognize, however, that the reuse of these housing units by the private sector will also add to the Town's tax base. Discussions with the Romulus Assessor indicate that units could be assessed for $50,000 to $150,000 each, depending on the quality of finishes, age, lake frontage, beach rights, etc. For purposes of this analysis, a range of $60,000 to $80,000 per unit will be utilized. Based on 100 to 135 units on the site, the total tax base could increase by $6.0 million to $10.8 million. This translates into tax revenues of $118,000 to $213,000 from the Lake Housing area, using the combined tax rate for the County, the Town of Romulus and the Romulus Central School District. Balancing this revenue against the estimated local funding increases for schools, public safety and roadway maintenance, it is estimated that the community could break-even or have

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1 Exhibit 13, Page 65.

a surplus of as much as $100,000 annually from the Lake Housing area. It is important to recognize, however, that this analysis can not predict the number and type of units to be constructed on the travel park site. Consequently a conservative average assessed valuation of $60,000 to $80,000 per unit has been used.

Infrastructure Impacts and Public Investment - Given the availability of water and sewer services at the site, as well as existing roadways, infrastructure impacts are expected to be minimal. The sewer system reportedly has capacity to absorb the additional housing units, and the recent approval of the Waterloo water system tie-in will provide ample supply for additional development. The community may want to upgrade the roadways, which would cost approximately $500,000, if the entire two miles of roadway were upgraded at an average cost of $50 per linear foot.

Employment Impacts - Employment impacts from the reuse of the Lake Housing are expected to be minimal. If the entire area was acquired by a single entity (i.e. developer), it is likely that 2 to 10 new positions would be created for property management functions. Similarly, if new construction were to occur on the travel park site, some short term construction positions would be created. However, unless the property becomes, for example, a retirement community with assisted care, it is unlikely that a significant number of full-time, permanent positions will be created.

Environmental Issues - A single small site in this parcel may, upon investigation, prove to be a transferrable Category 3 site. Otherwise there appear to be no restrictions on conveyance of this parcel. However, rehabilitation of the lake front cottages may require dealing with lead-based paint and asbestos issues.

Property Transfer Issues - It seems unlikely that the Lakeside Housing area would be relinquished by the LRA to a Homeless Assistance Provider, although the LRA may want to offer the mobile homes on the property for transfer to a Provider on condition that the Provider relocates them promptly off the Depot property. In such case, a PBC transfer would be appropriate.

The land in this parcel is largely undeveloped. If the LRA wants to keep it that way, it would be reasonable to ask for a PBC transfer of areas desired to serve the public purposes of open space, parkland, storm drainage, and right of way for the water supply system serving the rest of the Depot property.

On the other hand, the area has potential for commercial development of lakefront and near-lake housing, either year-round or seasonal. There is, therefore, a stronger argument for the Lakeside Housing to be transferred within the scope of an EDC, since such a development would include a restaurant, boat docks and boat ramps, and other recreational amenities. A Negotiated Sale would, as mentioned, complicate a development plan that involves initial sale to the LRA or County and prompt (less than two or three years) resale to a private developer. While the military services have shown some reluctance to discount the sale of properties, such as this, that have a higher potential value, that is a self-serving attitude on their part which is a holdover from the early days of base closure and reuse. The EDC law and regulations were revised specifically to discourage the military

services from "cherry-picking" the most desirable properties for commercial sale, leaving local officials with the burden of developing packages of less desirable property. The fact that the property has a higher-than-the-Depot's-average value is not a reason to deny an EDC transfer.

The arguments for an EDC would emphasize the ways in which the property is connected to the rest of the Depot, such as storm drainage, water supply, and facilities to support operation and commercial use of the other parcels such as the warehouse and office/industrial areas.

3. Elliot Acres Housing

The Elliot Acres housing area consists of a total of 45 buildings with 124 residential units, ranging from 1,300 to 1,900 square feet each, on average. There are 10 single family houses, 13 duplex buildings and 22 four-plex town house buildings. Table 20-2 provides a summary of the housing units in the Elliot Acres area.

Table 20-2
Housing Summary
Elliot Acres

Type	Buildings	Housing Units	Total Square Footage	Average Square Footage
Single Family	10	10	19,164	1,916
Duplex	13	26	46,338	1,782
Four-Plex	22	88	118,036	1,341
Total	45	124	183,538	1,480

Source: Seneca Army Depot and RKG Associates, Inc.

Reuse of the Elliott Acres housing area will present several problems for a private sector developer. Specifically, there may be significant costs associated with bringing the units up to market standards for reuse. At the present time, each building of four townhouse units has two underground oil tanks for fuel storage. The Army has indicated that these tanks are likely to be removed, which will require a developer to install new tanks for each building. In addition, it will be necessary to install meters for utility service. It is also unclear whether kitchen appliances will be left in place, or whether new appliances will be required when the property is redeveloped. It has been the consultanting team's experience at other former military bases that an average investment of $3,000 to $5,000 per unit is necessary to prepare units for reuse. This indicates a potential investment $375,000 to $625,000 for a developer in addition to the cost of acquiring the property. Additional cost may also be required to deal with asbestos and lead-based paint removal. However, enough information is not presently available to estimate these costs.

Financial Impacts - The potential financial impacts of the Elliot Acres housing are calculated using the same considerations as the Lake Housing area. Roadway maintenance will cost approximately

$7,500 annually, based on an estimated 1.4 miles of roads at the site. Police and fire considerations are similar. However, in the area of education costs, the Elliot Acres property could possibly have a more serious impact on the community. The 3 and 4 bedroom townhouse units could average 0.4 to 0.6 school age children per household. This indicates the potential for 50 to 75 school age children at Elliot Acres. This estimate could be higher depending on how the units are marketed. Using 50 to 75 school age children, the local share of the schooling costs could range from $118,000 to $178,000.

However, the Elliot Acres housing is expected to have a lower average assessment than the Lake Housing area, in the range of $25,000 to $40,000 per unit. This indicates an increase in the tax roll of between $3.1 million and $5.0 million. Using the combined tax rate for the County, the Town of Romulus and the Romulus Central School District, this tax base would generate between $60,000 and $100,000 in tax revenues, indicating the **possibility** of the Elliot Acres housing being a net cost generator for the community. Once again it should be noted that this analysis is predicated on several assumptions, and that the ultimate reuse of the Elliot Acres housing may differ from the reuse envisioned here.

Infrastructure Impacts and Public Investment - As is the case with the Lake Housing area, minimal infrastructure impacts are associated with the reuse of the Elliot Acres housing units. Since all of the units are presently serviced by both water and sewer, no significant impacts are foreseen for these systems. As such, no substantial public investment is envisioned. However, at full development, there may be some limitations on sewer capacity due to peak flows. These issues are discussed in the Development Implications section at the end of this chapter.

Employment Impacts - Reuse of the Elliot Acres housing is expected to have minimal employment impacts. If the entire site is acquired by a single entity and operated as a rental complex, job creation would focus on property management and maintenance. However, there is approximately 15 acres of vacant land which could be developed for additional housing units, thereby creating short term construction employment.

Environmental Issues - There are essentially no sites in this parcel that would preclude transfer. Once again it should be noted that lead-based paint and asbestos issues will likely have to be addressed during reuse.

Property Transfer Issues - Low to moderate income housing is the type most likely to be requested for use by Homeless Assistance Providers (Providers). Any portion of this housing area which is designated to satisfy some portion of the "Continuum of Care" in providing adequate housing for Seneca County residents would therefore be eligible for a no-cost PBC transfer to the using organization, or for a PBC to the LRA or County with a no-cost lease to the Provider.

If the housing is not entirely designated for use by Providers, the remainder could be transferred under a Negotiated Sale to the County or a Public Sale to a developer. If the intent is to simply put the housing into the private sector, the direct sale to a developer would avoid the complication of the

Excess Profits Clause. If the intent is to rehabilitate the housing and rent it out, perhaps at rates which will provide income to the LRA for use in its operations throughout the Depot, then it is possible that the period of such renting will take the LRA's ownership past the effective date of the Clause, so profits from a resale could be retained.

Generally, EDCs for housing units as a separate entity have not been agreed to by the military departments. The attitude of the military departments has been that housing is not a job creating activity, so it doesn't qualify for an EDC. Examples from all three military services include Mather Air Force Base in California, Fort Sheridan in Illinois, and the Orlando Naval Training Center housing area. However, there are a few precedents (Lowry Air Force Base in the Denver and Fort Ben Harrison in Indianapolis) for the approach of folding a housing area into an EDC so it is just one part of a large parcel of the base being transferred. One argument in such a case is that the housing area is part of an integrated development package, and the LRA would draft its EDC application to emphasize ways in which use of the housing area will support the overall economic development plan. For example, the revenues from rental or resale are essential to upgrading infrastructure within potential commercial areas of the parcel. A somewhat less persuasive argument is that the housing is needed to provide affordable homes for new workers at facilities on other portions of the parcel; this argument is stronger if there is a material shortage of housing, due to a site's isolation or the high cost of local housing. A third argument is that the housing area is needed primarily as land for non-housing development, with some homes to be retained within a commercial matrix, but the rest to be demolished.

4. Institutional

The North Depot area is recommended for institutional uses. Possible uses include a retirement community, a correctional facility or an educational facility. Each of these alternatives could potentially use all of the facilities located in the North Depot area, including barracks, dining facilities, shops, warehouses and miscellaneous facilities. However, institutional users are limited in number, and therefore the redevelopment period for the North Depot property may be somewhat long. The North Depot facilities total approximately 425,000 square feet, including 115,000 of residential, 63,000 square feet of warehouse, 48,000 square feet of office space, 26,000 square feet of shop/garage space and 160,000 square feet of miscellaneous facilities, including an athletic center.

Retirement Housing - The reuse of the North Depot area as a retirement community would require substantial investment in order to meet life safety codes. There are four multi-level former barracks facilities in the North Depot area. Reuse of these facilities would require upgrading of bathrooms for handicapped accessibility, possible widening of corridors and substantial renovation to the configuration of rooms. In addition, none of the facilities has an elevator, a significant issue for an elderly residential facility. The availability of a significant amount of developable land could make it attractive for a retirement community developer to construct new housing units at the site. Reuse of the gymnasium, dining hall, arts and crafts center and day care facility could be accomplished with minimal renovation. Other facilities, such as warehouse and shop/garage space could be demolished or converted to alternative support uses.

Educational Facility - The North Depot is ideally suited for conversion to an educational institution. However, this market that has seen contraction during the past ten years. In Seneca County, the former Eisenhower College closed, but was eventually replaced by the New York Chiropractic College. As public funding cuts force consolidation of existing programs into fewer facilities, there is an abundance of available educational facilities. The number of closing military bases, many of which housed a training component, further exacerbates this problem. As such, the conversion of the North Depot to an educational institution is considered remote, but not unattainable. As the "baby boomlet" proceeds through the school age demographic range, there is likely to be a demand for additional school facilities. It is possible that the North Depot could be converted into a private secondary school or prep school. However, it is the consultant's recommendation that the LRA limit its investment in attempting to market the North Depot for this type of reuse.

Correctional Facility - The generally remote location of the North Depot, combined with the high security nature of the former "Q Area" have resulted in several suggestions that the site be used for a correctional facility. Although some facilities could be reused for this purpose, it is likely that there would have to be substantial investment in the site for this type of reuse. Facilities such as the barracks would be difficult to reuse as a correctional facility, with the possible exception of a "boot camp" type program. In addition, despite the high security nature of the Q Area, the electric fencing would likely have to be replaced to conform to current electrical codes.

It is important to understand that the North Depot area has some assets which might be attractive from a redevelopment perspective. First, it has its own wastewater treatment system, which will allow the site to function "independently". Second, the North Depot has a significant amount of vacant, developable land. It is estimated that more than 200 acres will be available for development after completion of environmental remediation efforts. Finally, the North Depot area has access and visibility from Route 96A. This could prove to be a marketing asset.

Financial Impacts - The redevelopment of the North Depot area could potentially have the smallest financial impact of any of the redevelopment areas. This is due to the likelihood that an institutional user would be tax-exempt, thereby eliminating the "upside" for the community. It is also likely that the "downside" would be limited, since the entire parcel could be transferred to a single entity, with the roadways becoming private, rather than public.

The cost of maintaining and repairing buildings during the marketing period could represent a significant cost. The Army's current average cost to maintain and operate buildings is approximately $2.20 per square foot annually, excluding storage buildings. Using an average building operating and maintenance cost of $0.33, which is 15% of the cost for operating occupied buildings, the annual cost maintaining these facilities would be approximately $140,000 for the 425,000 square feet of facilities in the North Depot.

In the case of the North Depot, where the facilities have been shut down for several years, the start-up costs are expected to be significant. When the North Depot area was mothballed, water and sewer service was shut down. As such, it will be necessary to reactivate these services. According to a

May, 1996 Army memo, the projected start-up costs for the North Depot area are $1.6 million.[2] This cost could have a significant impact on either a potential buyer of these facilities or on the ability of the LRA to locate a user for these facilities.

Infrastructure Impacts and Public Investment - The North Depot has extensive infrastructure in place, and as such, it is unlikely that additional investment would be necessary. If the reuse of the site includes substantial new construction, it is possible that capacity of the on-site sewer system could be exceeded, and a larger system would have to be built. However, based on the assumption that a single user will acquire and operate the entire North Depot area, this cost would not be incurred by the public sector, but rather by the property owner.

Employment Impacts - The primary benefit of any of the reuse alternatives for the North Depot area is the creation of jobs. The reuse of more than 400,000 square feet of space could create 400 to 800 jobs or more, based on an average of 500 to 1,000 square feet per employee.[3] New construction in the North Depot area could result in short term construction employment, as well as new permanent positions.

Environmental Issues - This parcel includes a large area of potentially significant contamination associated with munitions disposal, as well as other sites with radiological and other types of contamination. Leasing would have to play a significant role in any near-term reuse, and new construction could be significantly burdened by the need to test, excavate, treat, transport and dispose of soils in large areas, depending upon the significance of the contamination.

Property Transfer Issues - An educational use would be eligible for a PBC to a recognized educational institution while a corrections facility would be a use eligible for a PBC transfer directly to the state correctional agency. A retirement community could also obtain the parcel through a PBC transfer if the recipient were a non-profit organization. The arguments for an EDC transfer, rather than a Negotiated Sale, would be similar for a retirement community to those discussed for the Lakeside Housing area.

Nevertheless, the EDC process is set up with a limited window of opportunity, between the time that the LRA submits its reuse plan and the time that the Army makes its decision on disposal of the property through an Environmental Impact Statement (EIS) and its Record of Decision (ROD). If there is not a feasible end user on the horizon, and the LRA is not prepared to hold onto and maintain the property at its own cost for an indefinite period, the opportunity to ask for an EDC transfer will close around the time that the ROD is issued. In contrast, the parcel can be sold at any time after the ROD through a Negotiated Sale or Public Sale.

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[2] Memo from Tony Carnevale and Jerry Whitaker to Diane DeMuth, May 28, 1996

[3] Source: Urban Land Institute

5. Special Events

The Airfield portion of the Depot has been targeted for use as a Special Events Center, based on input received from several sources during the planning process. The area could host a number of events, including agricultural, recreational and sporting events. Agricultural events could include a farmer's market, the regional wine festival and livestock exhibitions. Recreational events might include concerts, club gatherings, auto shows or trailer shows, while sporting events could include drag races, regional competitions, cross country skiing or snowmobiling. The common thread between all of these potential uses is the goal of increasing tourism in the region. The implementation strategy for the Airfield site could potentially accommodate all of the uses outlined in this section.

Financial Impacts - The financial impacts on the community would focus primarily on the possible need for additional public safety officers, depending on the size and scope of particular events at the site. Presumably, the community could require a special permit for any activity expected to draw in excess of 500 people, whereby the event promoter could be mandated to fund additional police officers for the duration of the event. An allowance of $0.33 per square foot should be considered to maintain vacant buildings, repair minor roof leaks, etc. Based on the 30,000 square feet of facilities in this area, the estimated annual operating and maintenance cost would be $10,000.

Infrastructure Impacts and Public Investment - No additional infrastructure is expected to be required to support use of the Airfield as a Special Events Center. It is anticipated that necessary toilet facilities will be brought in on an event by event basis.

Employment Impacts - The direct employment benefits of the operation of the Airfield as a Special Events Center are expected to be minimal. This is due to the transitory nature of the workers at events of this type. Some temporary part-time positions may be created for larger events, but no substantial direct permanent employment is anticipated to occur. However, since the primary focus of the Special Events Center will be to draw people in from outside the region, it is expected that there could be some spin-off employment in the area, as a result of increased spending for fuel, meals, etc.

Environmental Issues - One of the primary sites within this parcel is a small, 50-gallon fuel spill which can be easily remediated.

6. Training Ranges

The Training Ranges, which are located southeast of the Airfield, are likely to be transferred to a local, regional or state governmental agency, to be reused for firearms training purposes. The State Park Police have expressed an interest in the site, and it is likely that at least one additional expression of interest will be put forth before the Depot closes. This area is viewed as a "sub-area" of the Airfield. The reuse of this site is not expected to have significant financial, infrastructure or employment impacts.

Environmental Issues - In the EBS this area contain a site (65) which was apparently classified as being in Category 2 (no history of spills). However the narrative, at page 5-14 of the Environmental Baseline Survey, specifies that the site is Category 6, needing further investigation, due to the presence of possible leaking underground fuel tanks and lead contamination from bullets fired into the earthen berm behind the targets of the firing range. The military departments have taken the position that firing of bullets is a "use" of what may be hazardous materials, but the "disposal" of them, is not hazardous material especially when there has not been a secondary release of heavy metals through leaching into groundwater. While the underground tanks need to be cleaned-up in any event, it may be possible for clean-up of the bullets to be deferred if the facility is transferred to a state or local police organization which will actively use the site and is willing to assume responsibility for future clean-up should it become necessary.

Property Transfer Issues - Since the Training Range is being sought by state and local law agencies, the site is presumably eligible for a PBC transfer direct to the agency wishing to manage the site. Continued use in that capacity could increase the level of contamination acceptable on the site, thus reducing clean-up costs and accelerating the date when title can be transferred. As noted earlier, the recipient agency would then assume the responsibility for clean-up beyond that level should the land use change in the future.

7. Aviation

As discussed in Chapter 13, "*The Airfield's major facilities could be maintained in place with minimum preservation. Under this approach, no penetrations of the Airfield's imaginary surfaces (towers, trees or building) would be allowed and non-compatible development(residential, institutional, etc.) would not be permitted adjacent to the Airfield. At such time that a reputable FBO or corporation indicates a willingness to operate at the Airfield and assist with capital development projects, then the Airfield could be reopened as a public use airport.*" This cautious approach to the reuse of Seneca Army Airfield is in line with the Federal Aviation Administration's (FAA) policies, which generally will support only one publicly-owned and operated airport in a county. In this case, the FAA is unlikely to support reuse of the Depot's Airfield unless the Finger Lakes Regional Airport is transferred to private ownership.

Financial Impacts - The financial implications of operating an Airfield are substantial. Since FAA funding is unlikely, it would be the community's responsibility to fund the operating costs for the Airport. These costs have been estimated at a minimum of $100,000 annually. Revenues would come primarily in the form of landing fees, fuel flow fees, tie down fees and some facilities rents. However, it is not likely that these revenue sources would be sufficient to cover the estimated operating costs for the site, and thus it is anticipated that the Airfield would generate a net operating deficit.

Infrastructure Impacts and Public Investment - Infrastructure investments at an Airfield could cover a broad range of items, depending on the type of airport and the level of services offered. The

preliminary analysis indicated that as much as $6 million in investment over twenty years would be required to bring the Airfield up to a standard that could support public uses.[4]

Employment Impacts - The employment impacts associated with reuse of the Airfield are difficult to project, at best. This is due to the uncertain nature of the potential reuse of buildings at the Airfield, as well as the uncertainty of the type of airport operation that will occur at the site. However, given the limited quantity of facilities at the Airfield (30,000 SF), it is unlikely that more than 20 jobs would be created unless substantial new construction were to occur at the site.

Environmental Issues - See the corresponding heading under the Special Events section of this chapter.

Property Transfer Issues - Aviation facilities are eligible for a particular kind of Public Benefit Conveyance, which includes transfer of not only an Airfield and its support facilities, but also a calculated amount of additional property that is dedicated to the financial support of the Airfield's operations (41 C.F.R. Section 101-47.308.2). However, an airport PBC is dependent upon sponsorship by the Federal Aviation Administration (FAA), which must determine first that the Airfield is "essential, suitable or desirable" to serve the area, and which will in that case provide some support to Airfield operations.

If the FAA does not support an airport PBC, the normal range of transfer methods is available. Again, inclusion of the Airfield parcel in the EDC application would decrease the ultimate price to the private sector, presumably increasing its chance of being purchased by a business, although there is always a risk that the LRA may be unable to find an interested business tenant/buyer.

8. Planned Industrial Development Area

The main administrative area of the Depot is recommended for Planned Industrial Development (PID). The PID area will include the offices and administrative areas near the main entry, as well as the 63,000 square feet of space contained in the Industrial Plant and Equipment shops. This brings the estimated total square footage of existing buildings within the PID area to approximately 337,000. The PID area also includes more than 150 acres of developable land, which could be used for future development at the site.

One of the uses anticipated for this area is a fire training academy. The fire training academy has been proposed by the Seneca County Fire Coordinators Office, with the support of the Seneca County Fire Advisory Board and the Seneca County Fire Chiefs Association. The fire training academy would make use of the training facilities at the Depot, including the burn tower, as well as the main fire station at the Depot.

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[4] *Seneca Army Airfield Joint-Use Feasibility Study*

The primary reason for recommending that the area be redeveloped as a PID is that it allows the LRA (or its successor entity) to influence the redevelopment of the site, through the creation of flexible regulations that encourage development. The PID designation could allow a variety of uses, including office, warehouse, light manufacturing, research and development and/or commercial. Certain performance standards, such as lot coverage, architectural features, or building height, can be required for any entity seeking to reuse or redevelop the facilities in this area. However, in order to encourage development, some regulations can be waived or modified, based on the needs of the user.

Financial Impacts - The financial impacts of the reuse of facilities in this area could be significant to the community, through the generation of property taxes. Since these facilities are non-residential in nature, there will be no direct educational expenditures relating to the reuse of these facilities. The only significant direct expense to the community will be the maintenance of roadways. Depending on the final delineation of the proposed conservation area, the PID area could include as much as five miles of roadways. Using the community's average maintenance cost of $5,350 per road mile, an expenditure of $26,750 is projected It is also important to recognize that the roadways could remain as private roads if the entire PID area were marketed to a single user.

Offsetting the cost of roadway maintenance would be the projected tax revenue increase associated with these facilities. Using a conservative average assessment of $15 to $20 per square foot, the tax roll would increase by $5.0 to $6.7 million, and tax revenues would increase by $100,000 to $133,000.

Infrastructure Impacts and Public Investment - Since all of the facilities in the PID area are presently serviced by water, sewer and roadways, there is minimal investment required in infrastructure. The sewer system in this area, however, does have some limitations regarding peak flows. This issue is discussed in the Development Impacts section at the end of this chapter.

Employment Impacts - Employment impacts from the reuse of the PID area could be significant. Using an average of 250 to 500 square feet per employee[5], which is typical for office-type uses, the reuse of all existing facilities in the PID area could generate between 350 and 700 jobs. Development of new facilities in the PID area could include as much as an additional one million square feet of facilities. However, addition of this much new space would require substantial investments in infrastructure upgrades.

Environmental Issues - This area, along with the warehouse parcel, contain many individual potential contaminations sites, principally in Category 6. Since many of these are ore piles, it is possible that a reclassification could be performed which could move most of them to Category 3, no further action require. In a few cases, contamination within warehouse structures may require demolition of the buildings. In general, however, since these areas are suitable for occupational use

[5]Source: Urban Land Institute

by Army personnel, they can be presumed to be suitable for commercial use under a long term lease, with the limitation that remedial actions may occasionally interfere with renovation or new construction of buildings.

Property Transfer Issues - This area, along with the warehouse parcel, is virtually identical in the characteristics affecting transfer. Since these land uses are not within the scope of a PBC, the options include leases (pending the EIS and completion of clean-up), Negotiated Sale at fair market value (FMV), Public Sale, and EDC. An EDC requires justification by the LRA, showing why the other options are not viable, but the economic benefit of the EDC discount, especially the potential for the Seneca LRA as a rural LRA to receive a no-cost EDC discount, (as Tooele, Utah, did for 1,700 acres of the Tooele Army Depot), make an EDC the obvious choice. An EDC can include not only a discount on price, but the process also includes a more realistic method of appraisal, based on actual income potential of the site, which usually results in a lower price estimate than other appraisal methods that are used in Negotiated Sale and Public Sale transfers. Furthermore, the EDC method is much more flexible in its payment terms, allowing the Army to defer payment of interest for years, or even waive interest.

For those areas which cannot be transferred immediately due to contamination, a lease, especially one through the LRA as primary tenant and sublessor, can be discounted significantly, making the property more attractive to private businesses. The law allows the LRA's total rent to be the LRA's assumption of the maintenance costs of the property.

Another benefit of an EDC, over a Negotiated Sale, is that there is no recoupment by the Army of the profits from a subsequent sale within the first three years after the LRA acquires the property, as would be the case in a Negotiated Sale under the GSA Excess Profits Covenant (the "Clause", 41 C.F.R. Section 101-47.4908), which is required by the GSA regulations at 41 C.F.R. Section 101-47.304.9(c). The Clause is a holdover from the standard GSA regulations, which were never designed for the base closure and reuse process, based on the assumption that the justification for a Negotiated Sale is that the local government was being granted an exclusive Right of First Refusal on the basis that the local government planned to actually develop and use the property itself, rather than be a conduit to a private developer. The standard Clause states that, for the first three years, any resale proceeds, beyond straight dollar-for-dollar credits for capital improvements and the original purchase price, would go the Army. The regulations allow the standard Clause to be modified "provided that its basic purpose is retained". The best mitigation that anyone has been able to work out with GSA so far is to cut the period of recoupment from three years to two. In addition to cutting the period of recoupment, it may be possible for the LRA to negotiate a revised Clause which will credit the LRA with the enhancement to the value of the property that is attributable to zoning and other governmental actions.

An EDC includes not only the real property (land, structures, and fixtures such as lights) but also associated personal property that has gone through the screening process. While the personal property regulations exclude from transfer property which is warehoused for distribution to other sites, they include the potential transfer of any personal property which is simply warehoused on the

site. This could include the ore piles which are in the warehouse and distribution area. On the other hand, if the Army determines it needs the ore for military purposes, or there is no agreement through the EDC process on an acceptable price to be paid by the LRA, the Army could either remove the ores to another location or arrange a long term lease from the LRA for the current storage sites. One option is to arrange those leases as part of a Lease-Back agreement.

Even if the LRA does not wish to conduct any development of the property itself, by getting an EDC discount it can make the property much more attractive for development by the private sector. At Tooele Army Depot, the EDC sale of the $100 million Consolidated Maintenance Facility is being conditioned on the LRA being able to obtain a private sector buyer within 60 days after the Army executes the agreement. The balance of the property is planned for leasing by the LRA to a property management company that already has several business tenants on interim leases.

All parcels which are intended for an EDC transfer would be included in a single EDC application. The application would include the way in which transfer of the various parcels will support the overall development plan.

9. Warehouse/Storage

The Depot's warehouse area is substantial. There are twenty-one warehouses of 90,000 square feet, and two additional warehouses of 220,000 square feet each. Total space is approximately 2.3 million square feet. This area is serviced by rail, and many of the warehouses have rail sidings. However, as discussed in Chapter 2, this warehouse space is not considered to be competitive with more modern facilities, which typically have higher ceiling heights and clear spans. In addition, many of the warehouses do not have water, sewer or heat, which limits their reuse potential to primarily cold storage.

Financial Impacts - The financial impacts of the warehouse area, like the PID, could be substantial for the community, since there are no education expenditures directly associated with the reuse of these facilities. Using an average assessment of $5 to $10 per square foot, the 2.3 million square feet of space could increase the tax roll by $11.6 to $23 million, and could generate tax revenues of $230,000 to $460,000. This is substantially higher than the estimated $30,000 annual cost to maintain roadways in this area.

Operation and maintenance costs for carrying these facilities while vacant are also expected to be lower than average. Since many of the warehouses lack heat, their carrying cost has been estimated at an average of only $0.10 to $0.15 per square foot annually. However, given the quantity of space associated with the warehouse area, the total cost is significant, ranging from $230,000 to $350,000 annually.

Infrastructure Impacts and Public Investment - Warehouses have minimal impact on water and sewer systems, given the generally low density of employees. However, there may be significant impacts on roadways, given the amount of truck traffic associated with more than two million square

feet of warehouse space. It may be necessary to improve the roadways in this area by widening and possibly strengthening. It may also be preferable to create an additional access to the warehouse area directly off Route 96. This will minimize truck traffic passing through the PID and the Elliot Acres areas. Although these improvements would require public investment, it is assumed that they would not be completed until a substantial level of activity occurred in the warehouse area, thus generating tax revenues to pay for the projects.

Employment Impacts - Historically, cold storage and warehousing uses average 1,500 to 3,000 square feet per employee. This indicates that a total of 750 to 1,500 jobs could be created in the warehouse area, if it is fully occupied.

Environmental Issues - See corresponding heading in the Planned Industrial Development section..

Property Transfer Issues - See corresponding heading in the Planned Industrial Development section.

10. Coast Guard Parcel

It is the consultant's understanding that the Coast Guard plans to retain the LORAN C antenna station in the southeast area of the Depot. The LRA should consider asking that title to the Coast Guard parcel be transferred to the LRA, under a Lease-Back conveyance, with a long-term, no-cost lease to the Coast Guard during the remaining term of its need for the station. Thus, if the Coast Guard ever abandons the station, the LRA will automatically acquire title, presumably at no cost, and be able to incorporate the parcel into the community's development plans. It should be noted however, that there are several sites within the Coast Guard site that have some environmental concerns. However, if the only probable ownership interest by the LRA would be through a Lease-Back arrangement, it is likely that environmental issues would be resolved before the LRA assumes possession of the parcel.

G. DEVELOPMENT IMPLICATIONS

The reuse of Seneca Army Depot in accordance with the concepts outlined in this chapter will be impacted by several key financial issues. Included among these financial issues is the cost of operating and maintaining facilities, infrastructure limitations at the site, and marketing costs.

Operating Costs - As discussed earlier in this chapter, it will be necessary for the LRA to provide at least minimal maintenance for any facilities that they acquire, in order to keep the facilities in marketable condition. The level of maintenance provided will have a direct impact on the long term physical condition of each facility, as well as the acceptability of the facilities to users in the marketplace. If the buildings are mothballed, with no utilities or heat, they are likely to deteriorate more rapidly than if they are maintained with a minimal level of heat. This concept has been illustrated by the condition of facilities on the North Depot, which have deteriorated since they were

mothballed in 1993. If the LRA were to acquire all of the non-residential facilities, excluding those within the Conservation Area, the estimated annual operating and maintenance cost would range between $500,000 and $700,000 annually. Based on the 3.1 million total square feet of space in these areas, this is an average annual cost of $0.16 to $0.23 per square foot.

Infrastructure Limitations and Capital Improvements - The majority of the facilities anticipated to be reused are fully serviced by water, sewer, electricity and roadways. However, the South Depot area has some infrastructure limitations due to peak flows associated with the sewer system. Based on information provided by the Depot, and using standard per square foot factors for sewage generation, Bergmann Associates calculated that the existing sewage treatment plant which services the PID, the Warehouse and the Elliot Acres Areas could only support full occupancy reuse of one-third of the existing facilities. This problem can be alleviated through the addition of a storage tanks, which would store the excess sewage during peak flow periods and process it during non-peak periods, thereby equalizing the sewage flows. Bergmann Associates estimates this upgrade will cost in the range of $100,000 to $150,000.

The other limiting factor, from an infrastructure perspective, is the water tower on the Depot. According to Bergmann, replacement of this tank will be required, and will cost in the range of $325,000 to $400,000 for removal and replacement.

Other potential cost items include replacement of oil tanks in family housing units, and installation of meters for utilities. Currently, multiple housing units in the Elliot Acres portion of the site share an oil tank. This is not a common practice in the private sector, and in reusing these units, it will likely be necessary to install individual oil tanks for the 124 units of housing at Elliot Acres. Using an average cost of $1,200 to $1,800 per tank, the total estimated cost is $150,000 to $225,000. Installation of electric and water meters could cost an additional $300 to $600 per unit, or $40,000 to $75,000 in total.

The final infrastructure item to be considered is the potential cost of extending infrastructure to unserviced sites to facilitate the development of new structures on vacant land at the Depot. According to estimates prepared by Bergmann Associates, extending infrastructure is projected to cost between $300 and $400 per linear foot. This means that a 1,000 foot extension of infrastructure to accommodate a new structure at the site would require an investment of $300,000 to $400,000. This cost would include extending water and sewer lines, storm drainage, roadway construction, miscellaneous utility work (such as electrical conduit and telecommunications) and minor landscaping.

Marketing Costs - Marketing costs for the Seneca Army Depot may fall within a very broad range on an annual basis. Based on the experience of more than a dozen former military bases across the country, the annual marketing cost can range from $50,000 to more than $500,000. These costs are influenced by a number of factors. These factors include the amount of property being marketed, the marketing methods employed, the geographic region being targeted for marketing efforts and the

type of users being targeted. A detailed marketing budget for implementing the reuse plan is outlined in Chapter 23.

H. PRELIMINARY REUSE RECOMMENDATIONS

This section provides a summary of the areas proposed for reuse and the potential method of transfer for each, including preliminary recommendations for ownership. Given the projected total operating and marketing costs for the reuse of the Seneca Army Depot, the community may determine that the project is too costly to implement. The consultants have attempted to balance the projected operations and maintenance costs, as well as the marketing costs, for each parcel against the anticipated job creation benefits, resulting in recommended strategies for each of the land parcels at the Seneca Army Depot.

Conservation Land - A preliminary request for the Conservation Area has been made by the New York State Department of Environmental Conservation, and will likely be transferred through a Public Benefit Conveyance sponsored by the U.S. Department of the Interior. The consultants recommend that the LRA support this type of reuse.

Lake Housing Area - The Lake Housing area offers significant development potential, in both an economic and financial sense. As such, the LRA should consider attempting to control this parcel, in order to utilize anticipated profits to support development in other areas of the Depot. It may be possible to acquire this property through an Economic Development Conveyance in conjunction with the Planned Industrial Development Area. As an alternative, the LRA may seek to acquire this area through a negotiated sale, with the goal of 'joint venturing' the development of new housing units with a reputable developer.

Elliot Acres Housing Area - The Elliot Acres Housing area is more problematic, and is not as attractive financially as the Lake Housing area. As such, the consultants recommend that the LRA work with the Army to market the housing. However, it is not recommended that the LRA acquire any title to or interest in this property.

Institutional Area - The Institutional area represents one of the most difficult marketing challenges at the Depot. The physical qualities of the facilities in this area make it attractive for a number of institutional uses, but attracting a user to the site may be difficult, given the decline in activity in many segments of the institutional market. It is recommended that institutional zoning be implemented at the site, and that the LRA work to locate an acceptable user for the property. However, it is not recommended that the LRA acquire any title to or interest in the property. If the property is not occupied at the time that the Army seeks to dispose of it, it is recommended that the LRA encourage the Army to dispose of it as quickly as possible.

Special Events/Aviation Area - Reuse of the Airfield area for Special Events should be pursued, possibly in conjunction with Sampson State Park events and other regional festivals. While a

community organization may be considered as the ultimate operator of the site, the speculative nature of this type of project is likely to require risk capital which many community organizations can not provide. It is recommended that the Airfield be zoned for special events including agricultural, recreational and sporting events. This will allow a variety of events to encourage expanded tourism in the area. However, it is not recommended that the LRA acquire ownership of this property.

Training Ranges - It is recommended that the training ranges be reused for a similar purpose, probably by a state, regional or local governmental entity. The LRA should encourage this reuse, given the limited potential of the Airfield for aviation reuses.

Planned Industrial Development Area - The Planned Industrial Development Area (PID) should be considered by the LRA for acquisition. The facilities in this area are the most attractive, and generally have the highest potential for reuse. The facilities can probably be acquired through a no-cost Economic Development Conveyance. However, acquiring the property through this method will require evidence that the LRA has the financial ability to operate and maintain the property. It may be possible to "package" this property with the Lake Housing area, which could generate cash flow to assist with the marketing and maintenance of the PID property.

Warehouse Storage Area - It is recommended that the Warehouse/Storage area be disposed of by the Army through sealed bid or auction sale. Although there is some evidence of market potential for small amounts of warehouse space, the magnitude of the square footage in this area, more than 2.3 million square feet, would result in very high carrying costs for the LRA. Prior to sale by the Army, it is recommended that the LRA work to locate potential buyers/users, in order to encourage job creation in the area.

These preliminary recommendations represent the consultants' opinion of the available property, based on financial, market and economic conditions, combined with the physical and functional characteristics of the properties. However, the ultimate decision on what property or properties to acquire rests with the LRA and the community. **The community should carefully consider which parcels, if any, the would like to acquire for the purposes of redevelopment. Should the community determine that it will acquire none of the property at Seneca Army Depot for Redevelopment, it will be necessary to prepare strategies and land use regulations to insure that the ultimate redevelopment of the property is consistent with the community's goals for the site.**

A. INTRODUCTION

This chapter describes the preferred land use plan for the Seneca Army Depot. The land use plan is based on an extensive evaluation of site factors, existing market conditions and the financial implications of various development options. Direction provided by the Local Redevelopment Authority (LRA), as well as comments made during numerous public meetings, also influenced the development of the land use plan. A major consideration in the preparation of the land use plan was the desire of local residents and officials to limit the financial exposure and risk for municipal governments during the redevelopment of the Depot.

It is important to understand that this land use plan has been prepared to maintain flexibility during the redevelopment process. This flexibility will permit the LRA and other local officials to respond to changes in the market and to better meet the needs of potential tenants at the Depot as the redevelopment process unfolds.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- It is recommended that a major portion of the site, approximately 8,300 acres, be designated for conservation/recreation uses.

- Two portions of the site, the Lake Housing area and the Planned Office/Industrial Development (PID) should be acquired by the LRA, or its successor organization, under an Economic Development Conveyance. Income from the development of the Lake Housing area should be used to support the development of the PID portion of the site.

- The existing Elliot Acres housing site should be developed for housing purposes by a private or public organization. The LRA should not get directly involved in this redevelopment effort.

- A 550 acre portion of the site is designated for Warehouse and Distribution. The Department of the Army should be responsible for the transfer of structures in this area directly to potential private and public users.

- The existing LORAN C antenna station site, which contains an estimated 170 acres, will be retained by the U.S. Coast Guard.

- The existing Airfield portion of the site (450 acres) is designated for special outdoor related events. However, the Finger Lakes Law Enforcement Academy has expressed an interest in the entire site for training purposes.

- The firearms Training Ranges should continue to be used for this purpose. Two governmental organizations have expressed an interest in acquiring this site.

- The North End of the Depot is proposed for Institutional type uses. This 200 acre parcel, which contains over 300,000 square feet of buildings, could be used for education/training, recreation, corrections or as a limited retirement facility.

C. LAND USE PLAN

The land use plan recommends a variety of different development options for the site. **Although the size of the Depot is large enough to accommodate the diverse land uses recommended for the site, specific site plans should be prepared for each land use parcel**. These site plans should address such issues as buffers between adjoining parcels, easements for utility services, and corridors for rail lines and roadways. It must also be recognized that as a military installation the Depot has limited access points for connecting the property to the existing regional roadway network. Consequently, new access points will be required for some parcels in order to provide safe and reasonable connections to local roadways.

It should be emphasized that the closure of the Seneca Army Depot will not take place for several years. In fact, the estimated mission closure date is September 2000 while the Depot closure date is July 2001. During the next four years, a number of activities relating to the transfer of property at the site will have to be completed (See Chapter 24). **The LRA should endeavor to work with the Department of the Army as well as other organizations interested in land parcels to ensure that when closure does occur, viable tenants and new owners are available and ready to take title to the property.**

The remainder of this section identifies the various land uses proposed for the Depot. Map 21-1, at the end of the chapter, indicates the boundaries of each land use. It should be noted that the boundaries indicated on the Map are subject to change during the implementation process. Each of the land uses outlined on the Map is discussed separately in the next several pages. Possible organizations interested in the use of the various land parcels, based on outreach efforts conducted by the LRA to identify public organizations interested in acquiring property at the Depot, are also identified.

1. Conservation/Recreation Land

A major asset at the Seneca Army Depot is the abundance of wildlife, especially the unique white deer herd, that are located within the existing fence line at the Depot. The preservation of a large conservation area, designed to protect this wildlife, could provide opportunities for a variety of public uses such as self-guided tours, nature trails, controlled hunting and fishing.

This parcel, which contains approximately 8,300 acres, would represent the largest use of land at the

Depot. It would include all of the ammunition storage igloos, various office and support buildings in the North End "Q" area and other structures at various scattered locations. This site also contains a significant amount of internal roadways and a portion of the existing rail line. Other utilities (e.g. water, electric, telephone) also transverse this land parcel.

At the conclusion of the LRA outreach effort, the Division of Fish and Wildlife of the New York State Department of Environmental Conservation (DEC) indicated an interest in acquiring ownership of this portion of the property and managing it for conservation purposes. Another private organization also indicated an interest in this land area for similar types of activities.

It is recommended that this site be designated for the purpose of wildlife conservation. However, in developing a specific site plan for the reuse of the site, opportunities for other forms of active recreation, that would be compatible with conservation, should also be examined. In addition, the LRA should ensure that site planning efforts examine the need for buffers, especially near adjacent parcels that involve different types of land uses, as well as the need to provide easements for utilities, roadways and rail lines.

It is anticipated that the organization that eventually acquires the property, under a Public Benefit Conveyance, would be responsible for preparing a site plan for the land. However, the LRA should work closely with this organization in the development of plans for the site, as well as provide assistance in negotiations regarding the transfer of the property from the Department of the Army to another user

2. Lake Housing Area

This 120 acre site contains four distinct housing areas:

- Flack Drive - 30 single-family dwelling units constructed in the 1980's and 1990's;
- Colonel Drive - 5 older single-family dwelling units that were relocated to this site in the 1940's;
- Lake Front Cottages - 21 single family homes along the shore line of Seneca Lake;
- Travel Park - 21 mobile homes.

In addition to the dwelling units there are five buildings that were used to support recreation activities at the site and the Officers' Club, now being used as a restaurant/bar. The restaurant is a 1942 wooden framed building adjacent to the Seneca Lake shoreline. There are also facilities for docking boats at the site.

This area is a prime location for the development of year round residential dwelling units, seasonal housing or a combination of both types. Some of the dwelling units could be sold quickly (e.g. Flack Drive) while other units may require some rehabilitation (Lake Front Cottages). The mobile homes could also be removed and the existing land developed for single family homes, garden apartments or condominiums.

It is recommended that this site be acquired as part of an Economic Development Conveyance, and then sold to a private firm for redevelopment as housing. The LRA could issue a Request for Proposals (RFP) and then negotiate a purchase/sale agreement with the firm that offers the most beneficial financial and development package. The money obtained from the sale of this property would then be used to provide funding for redevelopment efforts on another portion of the Depot site.

It should be noted that an area, designated conservation/recreation, abuts the Lake Housing Area. This approximately 110 acre site is designated conservation due to existing steep slopes and other environmental limitations. This portion of the Depot could be included with the development package for the Lake House area or transferred to another organization for conservation purposes.

3. Planned Office/Industrial Development (PID)

This approximately 620 acre site represents the main administrative area of the Depot. The Planned Office/Industrial Development (PID) area contains approximately 30 major buildings with an estimated 300,000 square feet of floor space. The site also contains more than 150 acres of developable land which could be used for the construction of new facilities in the future.

The primary reason for recommending that the area be redeveloped as a PID is that it allows the LRA, or its successor entity, to influence the redevelopment of the site through the creation of flexible regulations that encourage development. The PID designation could allow a variety of uses including office, warehouse, light manufacturing, research and development and/or commercial uses. Certain performances standards, such as lot coverage, architectural features, or building height, can be required for any entity seeking to reuse or redevelop the facilities in this area. However, in order to encourage development some regulations, based on the need of the user, may need to be waived or modified.

It is recommended that this site be acquired under an Economic Development Conveyance in conjunction with the Lake Housing area. Funds obtained from the sale of the Lake Housing site would then be used to finance the operations, management and development of this parcel.

This site contains enough land to provide a buffer along the adjacent conservation/recreational parcel. One of the two waste water treatment plants at the Depot is also located on this parcel.

4. Elliot Acres Housing

The Elliot Acres housing area is approximately an 80 acre parcel that is adjacent to the PID site. The site contains 45 buildings with 124 residential units ranging from 1,300 to 1,900 square feet each, on average. There are 10 single family houses, 13 duplex buildings and 22 four-plex town house buildings. In total, the site contains approximately 184,000 square feet of residential space.

It is recommended that this site be developed for the purpose of providing housing to local residents.

It is also recommended that the LRA work with the Department of the Army in transferring this site directly to a private or pubic sector organization for the purpose of redevelopment. It is estimated that due to a variety of structural related issues, $3,000 to $5,000 per dwelling unit may be required to prepare the units for reuse. Additional funds may also be required to deal with asbestos and lead-based paint removal.

If the property is transferred to another organization for redevelopment as housing, local officials need to prepare zoning, subdivision and other land use regulations. In addition, restrictions should be placed on the site to limit any new housing development as well any type of development on portions of the property adjacent to the PID site. Also, new access to the site, off Rt. 96, should be developed.

5. Warehouse and Distribution

This 550 acre portion of the Depot contains approximately 2.3 million square feet of warehouse space. There are 21 warehouses of 90,000 square feet and two additional warehouses that each contain over 200,000 square feet. In total, this portion of the site contains almost 90 percent of the warehouse inventory at the Depot. The parcel is also serviced by rail and many of the warehouses have rail siding.

Due to the type of facilities on this portion of the Depot, it is recommended that this area be designated for warehouse and distribution related activities. However, because of the age of the facilities it is recommended that this site be transferred directly by the Department of the Army to private and public organizations through negotiated sales and/or public auctions. The LRA, or its successor organization should not be directly involved in owning or managing this site. However, the LRA or its successor organization, should be involved in marketing facilities within this area. In addition, zoning and other land use regulations should be prepared to manage the redevelopment of this site.

The public outreach effort conducted by the LRA indicated that the New York State Army National Guard had an interest in acquiring three warehouses and that a private corporation was interested in acquiring warehouse space and the use of rail facilities at the site.

6. Coast Guard Parcel

It is the consultant's understanding that the Coast Guard plans to retain the LORAN C antenna station in the southeast area of the Depot. The exact configuration of this portion of the site has changed several times in the past few months. The current parcel represents about 170 acres. The LRA should consider asking that title to the Coast Guard parcel be transferred to the LRA, or its successor organization, under a Lease-Back conveyance, with a long-term, no-cost lease to the Coast Guard during the remaining term of its need for the station. Thus, if the Coast Gurad ever abandons the station, the LRA will automatically acquire title, presumably at no cost, and be able to incorporate the parcel into the community's redevelopment plans. It should be noted however, that

there are several sites within the Coast Guard site that have some environmental concerns. However, if the only probable ownership interest by the LRA would be through a Lease-Back arrangement, it is likely that environmental issues would be resolved before the LRA assumes possession of the parcel.

7. Special Events

It is recommended that the Airfield portion of the site, which contains approximately 450 acres, be targeted as a site for Special Events. The area could host a number of one time and/or limited event activities relating to agriculture, recreation and sporting activities. Agricultural events could include a farmer's market, the regional wine festival and livestock exhibitions. Recreational events might include concerts, club gatherings, auto shows or trailer shows, while sporting events could include drag races, regional competitions, cross country skiing or snowmobiling. The common thread among all of these potential uses is the goal of increasing tourism in the region.

Through the LRA outreach effort the Finger Lakes Law Enforcement Academy (representing Ontario, Seneca, Wayne and Yates Counties) indicated an interest in acquiring the entire parcel including most of the structures on the site (approximately 31,000 square feet). They would use the airstrip for the training of police and emergency service personnel. The buildings would be used for training, classrooms and administrative space.

It is unknown if special events, as outlined above, and the use proposed by the Law Enforcement Academy are compatible. However, under either type of use, or a combination of uses, the LRA should not attempt to acquire this property. Once again the LRA, or its successor organization, should work with the Department of the Army in the transfer of this property to a public or private organization. Also, if appropriate, land use regulations should be prepared to manage the future development of this site.

8. Training Ranges

The Training Ranges, which are located southwest of the Airfield, contain approximately 50 acres of land. Both the New York State Office of Parks, Recreation and Historic Preservation (Finger Lakes Region) and the Finger Lakes Law Enforcement Academy have expressed an interest in acquiring this property.

It is recommended that this site continue to be used for firearms training purposes. If the property is used for this purpose, it is recommended that the LRA allow the property to be transferred directly from the Department of the Army to the State or local agency most suited for operating the facility.

9. Institutional

This North End portion of the site contains approximately 200 acres of land, as well as over 300,000 square feet of buildings, including barracks, recreation/athletic facilities, shops, dinning facilities,

warehouses and miscellaneous structures. The site also contains a waste water treatment plant and is connected to the Depot's water supply system.

Due to the extensive array of structures and support facilities on this portion of the Depot, it is recommended that the site be used for institutional purposes. Possible use could include education/training, recreation or corrections. A limited retirement facility could also be developed on the site.

Through the LRA outreach effort a regional youth soccer organization indicated an interest in the entire site. They would use the land area and buildings for training of coaches and referees, summer soccer camps, administrative purposes and tournaments.

As noted above, another alternative for this parcel would involve the construction of a correctional facility. Currently the State of New York is looking for possible sites for a new maximum security prison. Although the State has not expressed an interest in land parcels at the Depot, the Division of Facilities Planning at the NYS Department of Corrections was contacted in order to determine the type of criteria used by the State in determining the feasibility of potential prison sites. Outlined below are the criteria used by the State and the consultants' assessment of how this portion of the Depot could be evaluated.

a. Location and Lot Size

State criteria indicated that, at a minimum, a 100 acre site is preferred that is remote from residential areas and schools. This portion of the Depot is large enough to accommodate the 100 minimum acre parcel size and there are few residents that live near the North End portion of the Depot. In addition, there are no schools within four to five miles of this portion of the Depot.

b. Topography

The State criteria requires that the site be flat and contain favorable earth and soil conditions with no rocks. As noted in Chapter 4, the entire Depot site is relatively flat, particularly in the North End. The immediate soils have been identified as being poorly drain, however standard engineering design and construction practices alleviate this issue. The underlying soils are generally trending series of rock terraces mantled by glacial till. These types of soils are very favorable for building construction.

c. Environmental

The State criteria requires that a proposed site not contain any wetlands. Although there are many acres of wetlands within the Depot, very few are located within the Institutional area. As a result, the location of a 100 acre parcel should not conflict with any presently identified wetlands.

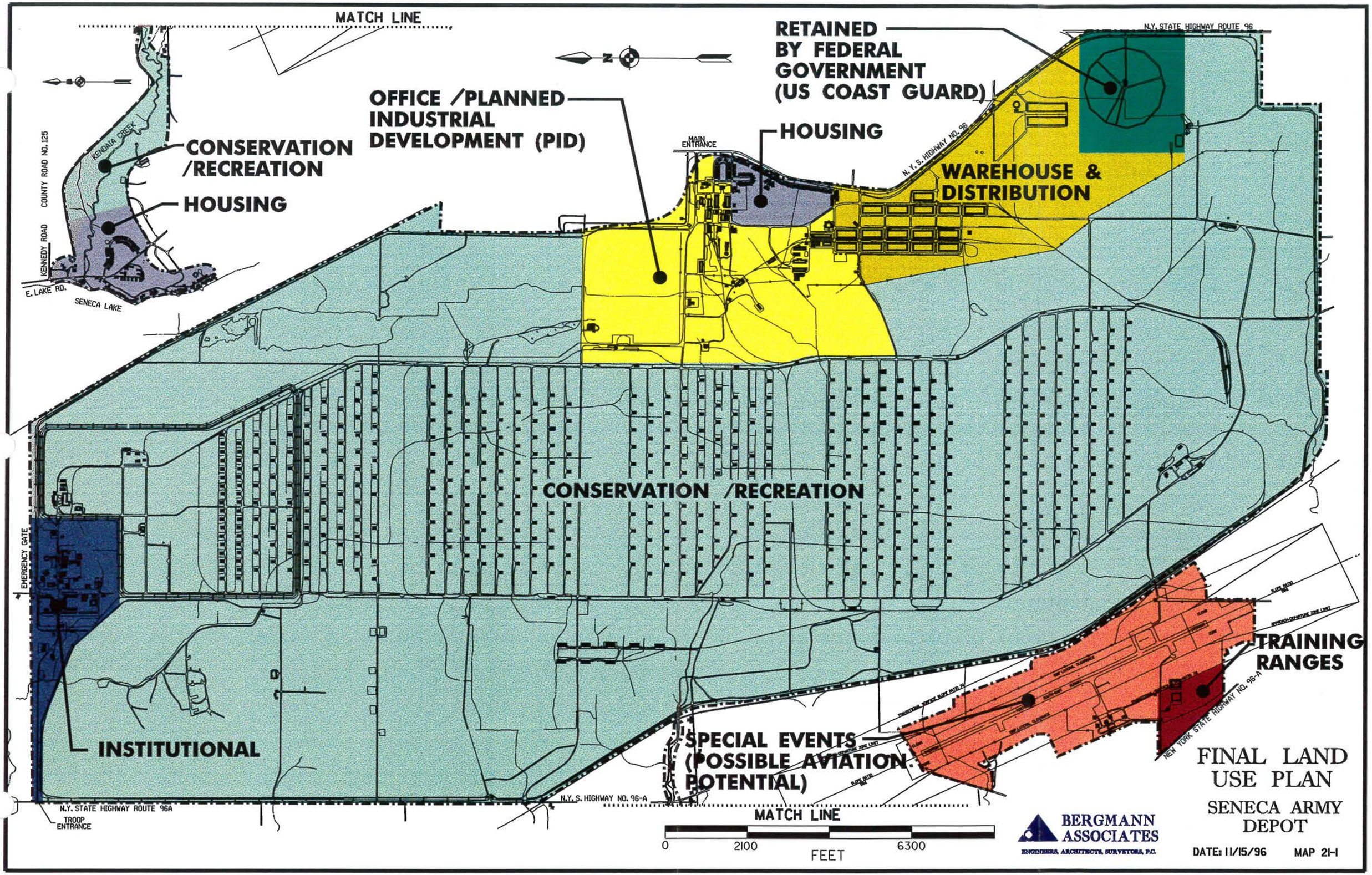
d. Accessibility

Under this criteria the State is looking for a site that has an adequate transportation system. The Seneca Army Depot is located just 15 miles south of the New York State Thruway. The site is bordered by major state routes 96, 96A, and 336. All of these roadways are in good condition with ample reserve capacity to handle additional traffic.

e. Utilities

This criteria, which is based on a minimum of 1,500 inmates, establishes standards for water and sewer (300,000 gallons per day), electrical power (1,000 kw/month) and steam (50,000 mm BTU's/year). All of the exiting water, sewer, electric, and telephone services within this area of the Depot can adequately handle estimated demands. However, the existing sanitary sewer treatment plant would need minor improvements, to handle peak flow, such as equalization tanks. In addition, the treatment plant will be at its maximum capacity and no additional development could occur without expansion of this facility. In addition, it has been assumed that a new and separate steam heating system will have to be built with their associated oil tanks.

It is recommended that the LRA work with various institutional users about acquiring this portion of the Depot. However, the LRA should not become involved in acquiring this site. This property should be transferred directly from the Department of the Army to end users under either a Public Benefit Conveyance or a Negotiated Sale.


MATCH LINE
RETAINED BY FEDERAL GOVERNMENT (US COAST GUARD)
N.Y. STATE HIGHWAY ROUTE 96
OFFICE /PLANNED INDUSTRIAL DEVELOPMENT (PID)
HOUSING
MAIN ENTRANCE
N.Y.S. HIGHWAY NO. 96
WAREHOUSE & DISTRIBUTION
CONSERVATION /RECREATION
HOUSING
KENDAIA CREEK
COUNTY ROAD NO. 125
KENNEDY ROAD
E. LAKE RD.
SENECA LAKE
CONSERVATION /RECREATION
EMERGENCY GATE
TRAINING RANGES
NEW YORK STATE HIGHWAY NO. 96-A
INSTITUTIONAL
SPECIAL EVENTS (POSSIBLE AVIATION POTENTIAL)
N.Y.S. HIGHWAY NO. 96-A
N.Y. STATE HIGHWAY ROUTE 96A
TROOP ENTRANCE
MATCH LINE
0
2100
6300
FEET
BERGMANN ASSOCIATES
ENGINEERS, ARCHITECTS, SURVEYORS, P.C.
FINAL LAND USE PLAN
SENECA ARMY DEPOT
DATE: 11/15/96
MAP 21-1

A. INTRODUCTION

The redevelopment of the 10,000± acres that comprise the Seneca Army Depot requires careful consideration of how infrastructure (utilities and roadways) will be provided to the site in order to meet future service demands as the land use plan is implemented. In some cases, the existing utility infrastructure may not have adequate capacity for certain types of development. For example, residential uses have different utility demands and needs than industrial facilities. In addition, as noted in previous chapters, certain facilities will need to be replaced relatively soon while others may need replacing or upgrading a few years after the reuse plan has been initiated. In any event, the capital investment required to replace or upgrade the infrastructure must be considered and planned for in order to ensure the successful redevelopment of the Seneca Army Depot.

This chapter identifies the types of capital improvements necessary to redevelop two primary sections of the Depot. These areas are identified in Map 21-1 as the Planned/Office Industrial Development (PID) area and the Institutional area (North End). The remaining areas, as shown on the Map, either have sufficient infrastructure in place for their intended use (e.g. Lake Housing) or minimal utility and/or road improvements are anticipated based on the intended redevelopment use (e.g. conservation/recreation areas). Based on this reuse plan, the existing infrastructure was conceptually evaluated to determine its reuse capabilities as well as to identify any improvements necessary to service the projected demands associated with redevelopment. In concert with identifying specific improvements, order of magnitude capital cost were estimated for each improvement identified (See Table 22-1) at the end of this Chapter.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- Water supply for the Depot will be converted from the current pump house owned and operated by the Department of the Army, to a public supply system via a connection to the existing water system operated by the Village of Waterloo.

- The existing 150,000 gallon water storage tank, located in the South End of the Depot near the main gate, needs replacing at a cost of $325,000 to $400,000.

- Additional sewerage treatment capacity improvements will be required for the PID area. Estimated improvement costs range from $100,00 to $150,000.

- Installation of individual utility meters (water and electric) and individual oil tanks should be installed for all of the housing units. Total costs range from $190,000 to $350,000.

- Costs associated with providing infrastructure to the undeveloped portions of the site, range from $300 to $400 per linear foot of road and utility extensions.

C. UTILITIES

In order to estimate future utility capital improvement costs, a conceptual capacity analysis was conducted to determine if the existing systems need improvements or upgrades in order to provide adequate service for the projected amount of redevelopment. The following is a discussion of each utility and any recommended improvements necessary to adequately serve the Planned Industrial Development (PID) area, the Institutional portion of the site and remaining lands.

1. Water

As mentioned in Chapter 3, an alternative water supply distribution system has been approved and the existing Depot system will soon be supplied from the Village of Waterloo, via a main extensions along East Lake Road that ties into the Depot's system at the pump house. Since the evaluation of this new supply system is beyond the scope of this study and such detailed evaluation and analysis was completed by another consulting firm, this consulting team has assumed that for the purpose of this study, the new system will provide adequate water supply and pressure for future demands associated with the redevelopment of all existing buildings. However, as new development is proposed, it is recommended that a hydraulic analysis be performed to ensure that adequate water supply and pressure can be provided. As a result of this new system connection, it has been assumed that the Depot's existing storage tanks will be utilized for fire protection purposes. As such, the existing 150,000 gallon storage tank, located in the PID area, must be replaced due to age and deterioration.

The cost for this tank replacement has been estimated at $325,000 to $400,000. Also, the existing 1,000,000 gallon surface reservoir located within the PID area, as previously mentioned, needs to be covered in order to comply with NYS Health Department Regulations. The Depot is currently in the process of installing a cover at an estimated cost of $250,000.

Individual water meters should be installed on all services to the residential units and each individual building within the PID area, which is typical of developments with privately owned facilities. This will permit the individual metering and billing of customers.

Currently there is an 8 inch diameter water main that supplies the Institutional area that runs along Fayette Road. This water main will need to be upgraded to a 10 inch or 12 inch line at some time in the future when and if the existing vacant lands within the proposed Institutional portion of the site is developed. Since the timing of this improvement is unknown and a number of factors, such as specific uses and actual water demand, will have to be analyzed as development occurs, it is not practical at this time to estimate the cost of this capital improvement. This improvement could possibly occur 10, 15 or even 20 years in the future.

Since portions of the water mains that exist on the Depot are up to 50 years old, it is anticipated that periodic replacement of existing mains and valves will be necessary. This cost is estimated to be between $10,000 and $20,000 per year. An organization that will assume maintenance responsibly

for these water lines will also have to be identified.

2. Sanitary Sewer

The entire PID area is served by an existing 0.25 million gallons/day (mgd) treatment plant currently owned and operated by the Department of the Army. As previously noted, based on implementing current engineering standards for industrial development plus accounting for the existing flows from Varick, this treatment plant needs to be upgraded with equalization tanks. These tanks will store peak flow sewage in order to regulate the flow to the treatment plant at a constant rate, thereby eliminating the effects of peak demand. The cost to install equalization tanks has been estimated to range from $100,000 to $150,000.

The above mentioned improvement will likely handle the redevelopment of the existing building space within the PID area. However, if vacant property becomes developed, there will be a point where the existing wastewater treatment plant will need to be upgraded and increased in size and capacity. At the present time, it is unclear exactly when this need will arise since exact flows will have to be monitored as redevelopment occurs. For this reason, it is not currently possible to estimate a reasonable cost for this improvement. Based on existing projections the total sanitary flows could reach 0.90 mgd, where the existing treatment plant only has a capacity of 0.25 mgd. In addition to possible future expansion, a public or private organization that will assume responsibility for operating the waste water treatment plant will also have to be identified.

It is anticipated that the sanitary pump station that services the Lake Housing is area will be able to handle existing demands plus approximately 40 to 70 additional residential units that could be developed on vacant land within this area. This pump station lifts collected sewage to the Willard Correctional Facility for treatment at its wastewater plant. However, the construction of a state maximum security prison on land within Sampson State Park is currently being discussed. Sewage from this new prison would tie into the Willard wastewater treatment plant. Should this prison be constructed, it is anticipated that the Willard plant might approach its maximum capacity. Therefore, the 40 to 70 additional Lake House units might not be possible without an expansion at this treatment plant. The cost associated with this possible expansion, could also limit the number of new housing units.

Within the Institutional area the existing wastewater treatment plant is projected to be able to handle an additional 1.6 million square feet of development beyond the estimated flow from existing facilities. At that point, the treatment plant would have to be upgraded in order to increase treatment capacity. Based on conceptual projections, it is estimated that the total flow from the existing buildings and the development of the vacant property would be 1.4 mgd. The existing wastewater treatment plant has a capacity of 0.3 mgd.

Since the majority of the gravity sewers and force mains connect to existing 8 inch and 10 inch mainline trunk sewers, it is anticipated that sufficient capacity exists in these sewer lines to handle redevelopment of the existing buildings. However, as with the treatment plants, additional sewers

and larger mainline trunk sewers will need to be installed as development occurs on vacant property. Typically the cost for the extension of sewer lines to vacant lands is borne by the developer. A discussion later in this chapter, provides an estimate of infrastructure costs, on a linear foot basis, for extending both roadways and utilities.

3. Storm Drainage

The terrain of the Seneca Army Depot primarily drains westerly towards Seneca Lake. The existing slopes on the site will generally accommodate gravity drainage, and given that much of the property is open, the majority of the site is served by open ditches and culverts crossing under rail lines and roadways. In all existing developed areas, storm drainage is handled with 12 inch to 36 inch diameter storm sewers. Based on the information provided by Depot personnel, the existing system operates satisfactorily.

As vacant land parcels are developed, the developer of each parcel should analyze the storm flow from the proposed project in order to ensure that no downstream systems are overloaded. In all cases of development, detention basins should be required. It is anticipated that each individual site will have their own storm sewers draining to a detention pond which will ultimately connect to the Depot's existing system. The use of detention ponds will ensure that the existing storm drainage system will not be impacted by new development activities.

4. Electric

The Depot is served by New York State Electric and Gas (NYSE&G) via the substation located adjacent to the site. The entire on-site electrical system is currently owned and operated by the Depot. The existing system has sufficient capacity to serve the redevelopment (reuse) of all existing buildings. Therefore, it is anticipated that the only capital cost required would be for the installation of individual electric meters for each building to allow for separate services to be established. This cost has been estimated to be between $40,000 and $75,000.

Typical with new development, all costs associated with electric service extensions is borne by the municipal electric company or the developer. In this case, NYSE&G would extend and provide service to all undeveloped areas. For the purposes of this reuse planning study, it has been assumed that the existing electrical distribution system would be transferred to NYSE&G or some other entity that would assume the same type of maintenance and service responsibilities presently occurring at the site.

5. Telephone

Currently Trumansburg Home Telephone Company supplies a main service feed to the Depot. The telephone system within the Depot is currently owned and operated by the Department of the Army. As with the electrical system, it has been assumed that ownership will transfer to either the Trumansburg Home Telephone Company or some other entity. The present system would continue

to serve existing buildings and all new service extensions would be the responsibility of the telephone company.

6. Oil Heat

Both the PID area and the Institutional area have oil fired boilers that have a number of shared oil tanks that service these areas. In many instances two adjoining housing units in the area adjacent to the PID portion of the site (Elliot Acres), share one (1) underground storage tank (UST) that is used to store heating oil. This is not a common practice in the private sector, and in reusing these units it will likely be necessary to install individual oil tanks for the 124 units of housing at Elliot Acres. Using an average cost of $1,200 to $1,800 per tank, the total estimated cost is between $150,000 and $225,000. The 21 lake cottages in the Lake Housing area also have UST for the storage of heating oil. These tanks will also have to be replaced.

Within the PID area, the buildings are on a central oil fired boiler system, with each building being supplied heat via underground steam lines. Due to the extensive cost associated with decentralizing the heating system, it is anticipated that the maintenance and operation of the boiler plants will be transfered to either NYSW&G or some other municipal entity. Accoroding to Depot personnel, NYSE&G has expressed interest in taking over the central heating system.

The maintenance and operation is a year round 24 hour a day responsibility. As such, it is estimated that salary for four full-time boiler plant operators could range between $150,000 to $175,000 per year. Typical treatment, maintenance and repair cost could average an additional $30,000 to $50,000 per year, for a total operation budget of $180,000 to $225,000.

It is anticipated that all future development of the vacant lands will have either oil heat with individual tanks or electric heat. Either option would be financed by the developer of the site.

7. Roadways

The on-site network of roadways contains 141 miles, with the majority consisting of asphalt pavement. The Institutional area is served with approximately three (3) miles of paved roads. The PID area plus the family housing (Elliot Acres) and warehouse areas contain about 14 miles of roadway.

Based on a limited site inspection, interviews with Depot personnel, and reported information, the roadway network is in fair condition. Portions of the PID area recently received an asphalt overlay. As would be expected in this northern climate, frost heaves are evident and some areas are in need of typical maintenance repairs. However, depending on the type of redevelopment undertaken at this site, it can be assumed that additional structural and capacity roadway improvements will be necessary to accommodate increases in traffic due to redevelopment. Within the PID area, the consultants have assumed that intersection widening and radii improvements will be necessary at major collector road intersections such as East Kendaia Road and East Patrol Road; East Kendaia

Road and 2nd Avenue; and 4th Avenue. The cost associated with each intersection widening could range from $50,000 to $100,000, for a total cost of $150,000 to $300,000. In addition, depending on the exact amount of increased traffic and road widening, a traffic signal might be warranted at the Rt. 96 main entrance intersection. This cost could range from $200,000 to $300,000.

Within the Institutional area, the same type of improvements are anticipated at the following intersections. Near the main entrance, off-site at McGrane Road and Yale Road; and a short road extension off McGrane Road to North Patrol Road that would provide a more direct access to the site. The cost associated with these improvements could range from $50,000 to $100,000 for the McGrane/Yale intersection and $100,000 to $150,000 for the McGrane Road tie to North Patrol Road.

Additional improvements will probably be necessary as vacant land is developed. However, once again, all necessary capacity improvements are typically the responsibility of the developer. As discussed earlier in this report, all new development must be reviewed and evaluated under the NYS Quality Review Act and all environmental impacts including, but not limited to, traffic, utilities, air, noise, storm drainage, etc., must be mitigated to avoid a negative environmental impact. Typically, all mitigation improvements are the responsibility of the developer.

Although it has been mentioned several times that the cost to extend infrastructure to vacant land is borne by the developer, if the local redevelopment organization were to consider extending infrastructure themselves, these improvements would cost $300 and $400 per linear foot. This means that a 1,000 foot extension of infrastructure to accommodate a new structure at this site would require an investment of $300,000 to $400,000. This cost would include extending water and sewer lines, storm drainage, roadway construction, miscellaneous utility work (such as electrical conduit and telecommunications) and minor landscaping.

8. Railroad

There are 42 miles of railroad track throughout the Depot. This system is old and was constructed in the mid-1940's using abandoned tracks that were designed for light weight trolley cars. As such, the tracks and switch gear equipment do not meet current design loading standards for commercial use. Repair parts are scarce and not manufactured in today's marketplace.

The railroad, if reused, is anticipated to be transferred to private users or developers. As such, all capital improvement costs would be borne by the private entity.

Table 22-1
Summary of Conceptual Capital Improvements and Costs

	Conceptual Capital Improvements	Cost Range
1.	150,000 gallon water tank replacement	$325,000 to $400,000
2.	PID area sewage treatment equalization tanks	$100,000 to $250,000
3.	Installation of electric and water meters	$40,000 to $75,000
4.	Installation of individual oil tanks	$150,000 to $225,000
5.	Roadway/intersection improvements within the PID	$350,000 to $600,000
6.	Roadway/intersection improvements within the Institutional area	$150,000 to $250,000

Source: Bergmann Associates

A. INTRODUCTION

In order to successfully redevelop the Seneca Army Depot, businesses and industries must locate new facilities or transfer existing operations to the site. Enticing private sector firms to consider the Depot as a location for business activities, however, will not be an easy or simple task. Therefore, any effort to redevelop the Depot requires the preparation of a practical and realistic marketing plan that, when implemented, will attract the attention of those firms that would have the most interest in existing facilities and land at the Depot.

In this chapter a strategy for marketing selected portions of the property at the Depot is discussed. The marketing plan primarily focuses on building and facilities in the South End of the site. Other major factors in the marketing plan includes:

- The identification of unique characteristics at the Depot that will be attractive to potential users by matching those characteristics to specific industries;
- The development of a target industry list, by specific industry category and geographical area, that can be used in marketing the property;
- The preparation of marketing material that emphasizes the labor force and market access characteristics of the region;
- The establishment of short and long term objectives along with implementation time lines and budgets.

In essence, the marketing plan discussed in this chapter provides a detailed course of action for attracting private sector firms to the Depot. Recommendations for a marketing budget and activities are also included in the plan. In addition, prospects lists are included in the Appendix.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- The primary focus of the marketing plan is a direct mail campaign (with follow-up telephone contacts) to businesses that are representative of the target industry groups identified as possible development alternatives for the Depot.
- A secondary focus of the marketing plan involves the coordination of existing New York State economic development programs and involvement with specific national organizations currently working to promote the development of former military facilities. A procedure for establishing a Web site, to provide information about the Depot, and recommendations concerning advertisements in periodicals are also discussed.

- The short-term objective of the marketing plan is to organize and develop an effective campaign to directly market the Depot facility to industries identified in the target industry analysis. The long term objective is to ensure that all possible marketing avenues include information about Depot property and that all State and Federal economic development resources are aware of development opportunities at the Seneca Army Depot.

C. MARKET FOCUS

As part of the recommended marketing strategy, the consulting team has concluded that attracting new business and industry to the Depot property is likely to require a focused effort in terms of both the portion of the Depot to be marketed and the number, size, and existing location of companies to be targeted.

1. Depot Site Focus

Based on conclusions regarding the reuse potential for different portions of property at the Depot, the marketing plan has been created in order to concentrate on the South End portion of the site which includes various office, warehouse and industrial buildings as well as vacant land surrounding these buildings. While it is recognized that other portions of the property hold some potential for new business development, the North Depot and the Airfield areas in particular, it is apparent from interviews with industrial users and site selection professionals that the area most likely to be attractive to business and industrial users is the South End portion of the Depot. With the Ammunition Storage area (encompassing several thousand acres in the middle portion of the Depot property) most likely used for conservation and/or recreation purposes and other non-industrial uses being proposed for the majority of the Depot property, it is the consulting team's recommendation that Seneca County concentrate its Depot industrial development efforts on the South End of the site. This development effort should be reflected in the marketing plan as well as marketing materials prepared for the Depot. This approach will permit the County and the Local Redevelopment Authority (LRA) for the Seneca Army Depot to maximize the return of scarce economic development resources on those portions of the site with the highest reuse potential.

2. Geographic and Target Industry Focus

After evaluating regional economic factors, as well as existing facilities at the Seneca Army Depot, various target industries were identified as offering the most realistic opportunities for private sector development at the Depot (See Chapter 16). It is the consulting team's opinion, that specific businesses within these industrial targets should be the primary focus of marketing efforts for the Depot. In addition, it is recommended that initial direct mail and follow-up telephone marketing efforts be directed to companies in the Mid-Atlantic and Northeastern sections of the United States. This geographical targeting will provide Seneca County with optimum exposure to companies that are the most likely candidates for relocation to the County. Although direct marketing to other areas of the U.S. and Canada, as well as overseas, may be appropriate, this type of marketing effort is very

expensive. It may be more cost effective to use existing New York State agencies and national organizations to assist in marketing to businesses in these locations.

The marketing brochure developed as part of this marketing plan focuses primarily on issues relevant to companies identified in the target industry analysis. The brochure emphasizes the positive attributes of the region, available utilities and natural resources, the productivity and skill levels of the available labor pool and the pro-business attitude of local governments. The brochure includes descriptions of the different types of space available including office, industrial, warehouse and specialty buildings and provides specifications where appropriate. The brochure also emphasizes the technical attributes of the Seneca Depot facility and the quality of life available in Seneca County and the Finger Lakes Region.

D. MARKETING CONTACT STRATEGY

The marketing strategy for the South End of the Depot (identified in the marketing brochure as the Seneca Depot Business Park) uses a three-pronged approach for targeting and attracting new business to the site. The first is a direct mail campaign to targeted companies identified through the use of Standard Industrial Classifications (SIC) code categories. The second element of this effort involves maximizing the exposure of Depot facilities through regional, state-wide and national governmental agencies and other public and private organizations. The third element of the strategy involves a series of periodical advertisements, in the premier industrial site selection publication, which touts the advantages and attributes of property at the Depot.

The brochure developed for marketing the South End portion of the Depot should be sent directly to industries, with over 100 employees, in the Northeastern U.S. using the target industry list contained in Appendix G.

The brochure emphasizes the natural resources and labor force skills of regional residents, as well as the ability of the Seneca Depot Business Park to accommodate outdoor storage requirements. In addition, the utility systems in the area have the capacity to satisfy the needs of these companies and the Business Park also offers access to a rail spur.

The primary geographic target market is identified as the adjacent states of Pennsylvania and New Jersey with the secondary markets being other Northeastern States. The tertiary geographic target market includes the Midwest, Canada, Northern Europe and the Pacific Rim. However, it must be recognized that Seneca County does not have the financial resources to market effectively to companies in such a range of geographical locations. As such, the consultants recommend that the geographic distribution of brochures by local officials be initially limited to the Northeast and Mid-Atlantic States. Companies located in adjacent areas are the most likely to consider locating in Seneca County and the marketing effort should focus on the industrial categories and geographic areas that offer the highest potential for success. A less focused effort runs the risk of diluting the message to such extent that it is may become ineffective.

E. SENECA DEPOT BUSINESS PARK MARKETING PLAN

1. Direct Mail Advertising

It is recommended that local marketing officials send the promotional materials developed in this effort directly to the presidents and CEO's of companies in Pennsylvania and New Jersey that operate businesses that are included in the targeted SIC codes, with 100 or more employees. Profile sheets for each of these companies along with a mailing list to be used in this effort is contained in the Appendix.

The direct mail campaign will involve three mailings with follow-up phone contacts after each mailing (See marketing schedule at the end of this chapter). As shown, the direct mail effort will begin with a letter of introduction from the Seneca County Economic Development Office and a copy of the new Seneca Depot Business Park brochure. Once the mailing is completed, follow-up telephone contacts should be scheduled beginning one week after the mailing and continuing for a three week period. The telephone contact should determine whether the appropriate person received the information as well as to gauge the level of interest. The contact should also set the stage for the second mailing to ensure that the appropriate contact knows to be expecting the information.

The second mailing will be a letter to acknowledge their receipt of the package and the follow-up telephone conversation. This mailing should include the new Seneca County Economic Development Brochure (currently under preparation by the Seneca County Economic Development Office) and any other materials requested by the targeted audience. Another round of telephone contacts should follow the second mailing (over a three week period) to ensure consistency with the industry representative.

A third mailer should be distributed to those expressing further interest. This mailing should include a personal invitation to visit Seneca County. Another round of telephone contacts should follow to answer questions and to schedule visits by prospective clients.

Due to the limited personnel resources available to the Seneca County Economic Development Office, the consultants suggest utilizing members of the Industrial Development Authority or other State economic development officials during the direct telephone follow-up. This will require a "scripted" conversation but will allow the burden to be spread among other knowledgeable parties.

2. State and National Economic Development Resources

The consultants recommend that local economic development officials provide information about the specifications and amenities located at the Seneca Depot Business Park facility to officials in the State Economic Development Office, for distribution through the State's network of regional and international economic development offices. While it is recognized that there is a "non-competitive" policy among Counties in New York State, it is essential that companies within the State be

informed about development opportunities at the Depot. State officials need to acknowledge that assisting existing companies in the State of New York to identify and occupy sites that would benefit those companies **regardless** of where they relocate or expand within the State, would benefit both companies and the State. Seneca officials should emphasize that losing companies to other states as a result of the "non-competitive" policy is not productive for any of the concerned parties.

Specific information on the industrial buildings and land included as part of the South End property should also be forwarded to the New York State Department of Economic Development for inclusion in their marketing efforts across the U.S. and through their foreign offices in Canada, Europe and Asia.

In addition to available State resources, a number of public and private national organizations involved in economic development should be utilized to market the opportunities at the Depot. These entities include:

a. Parcels Information System

This military base redevelopment information system was initiated by Logistics Management Institute through a grant from the Economic Development Administration of the U.S. Department of Commerce. The system was developed to advertise land and buildings available at closed military facilities across the U.S. and provides **free** access to interested parties. Information about the base, the community in which it is located and the surrounding area is available for viewing by any Internet user interested in development or site selection on the world wide Web (http://atlas.lmi.org/parcels). Written information about the community can be supplemented with maps, photos, videos and audio clips, and can be updated to include the latest information on activities in the community or on the base. Instructions for submitting data to the PARCELS system are contained in Appendix H.

b. National Association of Installation Developers

This private association is involved in base closures across the U.S. and reports monthly on economic development activities and trends. Many site selection professionals are now becoming more involved in this organization and review its materials regularly in searching for for business and industry location opportunities. Feature articles and advertisements in the monthly newsletter ***NAID News*** would increase the exposure of the Depot property to site selection professionals.

c. Council for Urban Economic Development (CUED)

The CUED organization continuously offers programs on site selection and development for economic development and site selection professionals. Attempting to garner feature articles in their monthly newsletter ***Economic Developments*** would increase exposure about development opportunities available at the Depot.

3. Other Advertising

Depending on the amount of financial resources available to local officials to promote the reuse of property at the Seneca Depot, the consultants have identified, in order of priority, a series of other marketing avenues that should be pursued in an attempt to attract new business and industry to the Depot:

- **World Wide Web Page** - The Seneca County Economic Development Office should consider developing materials to be included in a Web page that would be established to promote economic development and tourism in the County. The Web page would provide an excellent communications vehicle that could reache a wide spectrum of site selection professionals and industries looking for new locations. The ability to instantly update and broadcast information to a wide audience along with the reporting capabilities make this communication method a much more flexible and accessible vehicle compared to the preparation of a promotional video about economic development opportunities in the community.

- **Periodical Advertising** - The consulting team recommends running an advertisement in ***Plants, Sites, and Parks Magazine.*** This publication has been chosen due to its wide distribution to national and international site search professionals, and its emphasis on industrial buildings and property. The consultants found that most of the other national and international publications emphasized office, retail and hotel properties or they concentrated on the investment potential and the financing side of property acquisition.

  The advertising should consist of one placement of a 1/3rd page advertisement with the graphics and text to be developed from the brochure materials. This ad should be placed in the *Plants, Sites and Parks* November/December issue which includes a New York supplement that is sponsored by the State Economic Development Office. This supplement is then used for the next twelve months by the State in promoting New York as a business location. The exposure offered by this one issue is unprecedented and should be capitalized on by Seneca County.

  Contacting other periodicals such as *Business Week, Fortune, Industry Week, Nation's Business*, *Real Estate Forum, National Relocation Real Estate, Business Facilities Magazine, Corporate Real Estate Executive* and the *Wall Street Journal* in an attempt to attract a feature article on the activities at the Depot is recommended but paying for

advertising in them is not advised at this time.

- **Trade Missions** - County economic development officials should be encouraged to attend trade missions organized by the Greater Rochester Economic Development Consortium, the Finger Lakes Division of the Empire State Development Office and through the International Division of the Empire State Development Office. The International Division, with offices in Canada, England, Germany, and Tokyo has a number of international trade consultants that should be informed of opportunities for development at the Seneca Depot.

F. MARKETING PLAN COST

Projected cost for the marketing program, outlined above, has been estimated based on existing mailing rates, charges for long distance telephone calls, the establishment of a web page and advertising placement in the proposed periodical. The costs, which do not include personnel, are outlined below:

1. Direct Mail

Initial Mailing to 1,021 companies @ $1.00 per piece		=	$1,021
Second Mailing to 1,021 companies @ $1.00 per piece		=	$1,021
Third Mailing to 500 companies @ $1.00 per piece		=	$ 500
	Subtotal		$2,542
2,591 Long Distance Telephone Calls @ $1.00 per call		=	$2,591

2. Web Page

Design Cost		=	$4,000
Operation & Maintenance (1 year)		=	$6,000
	Subtotal	=	$10,000

3. Periodical Advertising

	Color	Black & White
One - 1/3rd page black & white vertical ads	$7,970	$7,271

Approximate Seneca Depot Marketing Budget **$23,100**

G. MARKETING PLAN SCHEDULE

The marketing plan schedule attempts to capitalize on the exposure created from the periodical advertising while acknowledging the limited staff resources available for follow-up contact.

Action	Time-Frame
Approval of Reuse Plan	Month 1
Finalize Seneca Army Depot facility Brochure Text and Graphics	Month 2
Send Seneca Army Depot facility Brochure to Printer	Month 2
Submit information to PARCELS system	Month 2
Develop and send out Request for Proposal (RFP) for developing Web Page	Month 2
Finalize Seneca Army Depot facility periodical advertisement	Month 3
Submit Seneca Army Depot facility Periodical advertisement to Magazine	Month 3
Send Brochure as part of 1st Mailing to 1,021 targeted companies	Month 3
Follow up telephone contacts	Month 4-6
Select Web Page contractor	Month 5
Send County Brochure to selected companies	Month 6
Follow-up Telephone contacts	Month 6
Web Page Operational	Month 6
Send Third Mailer to 500 companies - Invitation Letter	Month 7
Follow-up contact with third letter	Month 7

A. INTRODUCTION

As the Local Redevelopment Authority (LRA), or its successor entity, acquires property at the Seneca Army Depot, it will assume responsibility for the operation and maintenance of that property for an extended period of time. In essence, the LRA, or its successor organization, will function in a manner similar to a commercial property management firm for those properties which the LRA acquires. This chapter provides an overview of the key factors involved in property management, including facilities maintenance, administration, marketing and utilities. This chapter also provides an overview of the differing responsibilities for the LRA (or a successor organization) at various points in the redevelopment process. Finally, a projected implementation strategy, including cash flow projections, outlines how the acquisition and redevelopment of the property might be funded.

It is important to recognize that all financial information contained in this chapter is in constant 1996 dollars. No allowance has been made for inflationary increases.

The reader should also recognize that the operations and implementation strategies outlined in this chapter are designed to minimize the financial exposure of the community, the County and the LRA, while providing sufficient funding for the redevelopment of a portion of the Seneca Army Depot.

B. SUMMARY OF MAJOR FINDINGS AND CONCLUSIONS

- It is recommended that the LRA acquire only the Lake Housing area and the Planned Office/Industrial Development (PID) area. It is further recommended that these acquisitions be pursued through a no-cost rural Economic Development Conveyance (EDC).

- It is recommended that the Local Redevelopment Authority (LRA) be operated through the completion of the planning period, which is anticipated to be the Year 2000. At that time, or earlier if appropriate, it is recommended that the marketing and implementation be turned over to the Industrial Development Agency (IDA) for Seneca County.

- It is recommended that the LRA formally request from the Department of the Army a partial Environmental Impact Statement, Record of Decision and Finding of Suitability for Transfer, to effect completion of acquisition activities within eighteen months.

- It is recommended that the LRA solicit interest from developers during late 1997 and early 1998, in order for the Lake Housing to be transferred to a developer in the Spring or Summer of 1998. Proceeds from the sale of the Lake Housing area should be dedicated to operation, maintenance, marketing and capital improvements for the PID area.

- **If the Lake Housing can not be acquired through a no-cost rural EDC, and re-sold with the proceeds used to support reuse of the PID area, the community should be prepared to walk away from ownership of any properties at the Seneca Army Depot.**

- Anticipated annual operating costs for the LRA are $150,000, while marketing costs for the IDA are projected to be $95,000.

- Operating and maintenance for the 300,000 square feet of facilities in the PID area are projected to be approximately $200,000 annually. This cost should decline as facilities, and the responsibility for their operation and maintenance, are transferred to reusers.

- Income from the sale of property at the Lake Housing area will provide funding for capital improvements at the PID area, including water tower upgrades, wastewater equalization tanks and roadway improvements, totaling almost $1 million.

- Total cash flow for the project is expected to be positive through 2006. Beyond that point, a net deficit is projected. However, there are a number of steps which can be taken to mitigate the projected deficit.

C. PROPERTY ACQUISITION

As discussed in Chapter 21, the consultants do not recommend that the Local Redevelopment Authority (LRA) acquire a significant portion of the property at the Depot. The recently completed screening process generated interest in several major land areas at the Depot, including: 1.) Use of the igloo area for conservation purposes; 2.) Use of the Airfield area for public safety training; 3.) Use of the North Depot area for a regional recreation program; 4.) Use of the railway and some warehouses for a private rail service provider; and 5.) Use of several warehouses by the National Guard. These uses are similar to the recommendations contained in the land use plan.

It is anticipated that property at the Depot will be transferred under a variety of methods. The water and wastewater systems are likely to be transferred under a Public Benefit Conveyance (PBC) for public health and safety through the U.S. Department of Health and Human Services (HHS). The Airfield area, which has been requested for a public safety training program, could also be transferred via a PBC sponsored by HHS. The conservation/recreation area and possibly the North Depot, which has been requested for a regional soccer program, could be transferred by a PBC sponsored by the U.S. Department of the Interior. The Coast Guard property is eligible for a direct Federal transfer, although the LRA may want to explore the possibility of acquiring the property through an Economic Development Conveyance, with a lease-back to the Coast Guard for $1 per year, as permitted under the Defense Authorization Act of 1995. It is recommended that the LRA encourage the Department of the Army to sell off remaining warehouse property, as well as the Elliot Acres Housing, directly to the private or public sector.

Under this approach the amount of property remaining, which the LRA is likely to acquire, is substantially reduced. **The consultants recommend that the LRA acquire the Lake Housing area (including the travel camp) and the main administrative area of the Depot** (which is recommended for redevelopment as a Planned Office/Industrial Development) through a no-cost rural Economic Development Conveyance. These properties will be the focus of projected operating costs at the Depot after the Army has vacated the property. It is assumed that all other properties will be transferred to other users.

D. ADMINISTRATIVE ORGANIZATION

Before a conceptual plan for the operation and maintenance of facilities at the Seneca Army Depot can be prepared, it is first necessary to determine what organization will be responsible for the project during the transition period. Conceptually, the mission closure date for the Depot is September 20, 2000 and the closure of the facility is scheduled for July 13, 2001. This means that during the next four years it will be necessary to finalize all required planning for the project, to begin the transition from planning to implementation and to begin the process of marketing facilities to potential reusers. This section provides an overview of these three activities.

1. Planning

Although this work represents the completion of the reuse plan for the Seneca Army Depot, it is likely that several additional planning studies will be required before the facility is ready for redevelopment activity. In particular, it will be necessary to prepare a zoning ordinance for the PID area, the Lake Housing area, as well as portions of the Depot not acquired by the LRA. The ordinance should include such information as permitted and non-permitted uses, minimum lot size requirements, parking requirements, setbacks and density limits. It may also be in the best interests of the redevelopment effort to establish signage, subdivision and site plan approval regulations to more closely monitor reuse of the property.

a. Zoning and Development Controls

In order to control and to ensure the success of this reuse plan, adequate planning, zoning, development controls, and a governing project review entity must be in place. Such control mechanisms will avoid strip type development that could result in a haphazard appearance that ultimately could lead to major infrastructure deficiencies. Development must occur in a planned well thought out manner with appropriate project zoning restrictions (i.e., setbacks, green space, etc.) that provide a systematic approach to the review and approval of either building renovations projects or new development. As such, the consultants recommend that at a minimum, a zoning ordinance be established for the PID, Institutional and Warehouse areas. The ordinance is a written code book that dictates, among other things, specific permitted uses, and non-permitted uses. In addition, development restrictions such as minimum lot size, building density, building setbacks, parking requirements, landscaping

requirements, erosion control measures, lighting, signage and subdivision and site plan approval rules and regulations.

The controlling body that would oversee that the zoning ordinance/code is properly implemented is a planning board. This board will be responsible for reviewing each and every project to see it complies not only with the zoning ordinance but also the NYS Environmental Quality Review Act (SEQR). Under Section 8-00113 of the Environmental Conservation Law, all state, regional and local governmental agencies are required to consider environmental factors in their planning, review, and decisions-making processes for all development projects. An Environmental Assessment Form (6 NYCRR Part 617, Section 617.21) must be completed in order to provide specific project data in a format that the planning board can use to review proposed projects and determine whether they may have a significant impact on the environment.

As a significant environmental impact is identified, mitigation measures must be taken to offset its impact. For example, if a project will generate a substantial increase in traffic, which would be revealed in a traffic impact report for the specific project, road widening and traffic signal improvements would be required to be constructed by the developer. In addition to traffic, many other environmental factors must be reviewed such as stormwater management, air, noise, visual, etc., that will ensure that the existing infrastructure facilities will not be overburdened and that each project is in harmony with its surrounding environment, creating a well planned and attractive community.

Therefore, for the reasons mentioned above, it is recommended that a zoning ordinance be established along with a planning board consisting of members from the community. This board will be charged with overseeing the proper implementation of the local ordinance and to ensure all projects are in compliance with the SEQR laws.

b. Site Planning

One additional area of planning that must be focussed upon is the need for a site plan for the Planned Office/Industrial Development (PID) area. In essence the LRA, or its successor organization, will be acting as the master developer for this site, although they will not have title to the property during the planning process. The creation of a site plan for the property will provide potential reusers with an understanding of how the property will be developed over the long term, and serve as a valuable tool from a marketing perspective. The LRA should also focus planning efforts on insuring that all other parcels, such as the conservation/recreation site, the Institutional property and the public safety facility, have site plans in place that will be consistent with the overall goals of the reuse plan.

c. Other LRA Functions

The LRA should also actively participate in reviewing and shaping the Army's Environmental Impact Statement (EIS). The EIS for the Seneca Army Depot could take 18 months or more to complete. It will be important for the LRA to ensure that community interests are addressed during the process of preparing the EIS. More importantly, the EIS will result in the creation of a Record of Decision (ROD), which will essentially guide future uses and disposal of the property. The interests of the community and the LRA must be reflected in the ROD for the reuse of the property to be successful.

Other studies may also be required prior to the transfer of the property. For example, some additional study may be necessary to determine upgrades required for the wastewater treatment system. Review of roadways, for their ability to handle internal circulation for the redeveloped property, will also be required. The LRA may also want to be involved in initial marketing efforts concerning the reuse of the PID and warehouse portions of the site.

Finally, the LRA should focus on assisting other users at the site in finalizing their acquisition plans. Although interest has been expressed by a number of groups in acquiring property at the Depot, the majority of potential users have limited experience in dealing with the Federal property disposal process. Consequently, the LRA should act as a resource for these groups to assist them in finalizing their acquisitions and implementing their site specific reuse plans.

2. Transition

As the Depot's primary mission is completed in September of 2000, it will be necessary to begin the transition from planning to implementation. During this phase of the process, the marketing plan will be implemented. More importantly, any necessary studies required for transfer of the property, such as an Economic Development Conveyance application, can be completed.

Maintenance personnel and/or contractors should be in place, to allow for a one or two month period of interaction with experienced Depot staff. This will help to transfer some of the "institutional memory" of the Depot from the military's employees to the employees of the redevelopment agency. Since many Depot employees have been employed at the site for more than twenty years, their input is considered extremely valuable.

The redevelopment agency should also seek to acquire all data about the Depot during this period, including Computer Assisted Design (CAD) drawings of facilities and utility systems, property record cards, maintenance histories, repair orders, as-built drawings, and any available information on infrastructure systems. This will provide valuable background data for future users and the property owner.

3. Implementation

The implementation stage will begin when the redevelopment agency acquires title and/or control to property at the Seneca Army Depot. All maintenance personnel or contractors must be in place to assure that the property does not depreciate, and to ensure that facilities and developable land are kept in marketable condition. All maintenance schedules should be finalized, and regular quality control reviews should be instituted to guarantee that existing and potential users at the Depot have a satisfactory operating environment.

4. Organization

As noted earlier in this report the permanent organizational structures for managing redevelopment activities will be strongly influenced by the type of property to be managed. For example, if a significant portion of the site is acquired by a local government, a large organization with extensive property management and development capabilities will be required. Conversely, if only a small portion of the Depot or no property was acquired, the size and structure of the organization would be substantially different.

Based on a review of organizations established to manage redevelopment efforts, the consulting team identified three important factors to consider in establishing an organizational structure for the redevelopment of the Depot.

- Financial Self-Sufficiency: The local permanent organization responsible for redevelopment must become financially self-sustaining, especially with regard to maintaining and managing the property over the long-term.

- Simply the Reuse Process for the Customer: The reuse organization can improve chances for successful redevelopment by simplifying the process of property acquisition for the end user of the site.

- It's the People- Not the Organizational Chart: The ultimate success in any military base reuse effort depends first and foremost on the motivation and determination of the community leadership and staff involved in the reuse process, not the formal organizational structure that the community may happen to adopt.

The reuse plan basically divides property acquisition into two distinct categories. The first category would include all property directly acquired by local government for the purpose of creating new employment opportunities at the Depot. Both the PID and Lake Housing portions of the site would be included in this category. The second category would involve all other property at the site including areas designated for the following uses: Conservation/Recreation; Institutional; Warehouse/Distribution; Special Events; Training Ranges; and Housing (Elliott Acres).

In the reuse plan it is recommended that the Seneca County Industrial Development Agency (IDA) be responsible for the development of all property in the first category (PID and Lake Housing). It is also recommended, in the reuse plan, that all property in the second category be transferred directly from the Department of the Army to other public and private organizations that have an interest in acquiring the property for the various land uses identified in the reuse plan.

Although the IDA would be primarily responsible for redeveloping the PID and Lake Housing areas, the consulting team recommends that the LRA continue to function during a three to four year transition period. During this period the LRA Board and staff should work with organizations seeking to acquire other portions of the Depot. **In effect, the LRA would act as the Master Developer for the Depot**. While the LRA, as an organization, would not directly acquire any property at the site, the continued involvement of LRA members in the reuse process would ensure that long term redevelopment efforts would be coordinated among the various end users of the site and the Department of the Army. This continued involvement with the Department of the Army, in the transfer of other portions of the site, will be important in assuring the Army that local officials are not just interested in acquiring the most developable potion of the site (cherry picking is the phase commonly used) while leaving the Department of the Army the more difficult portions of the site for redevelopment. In addition to working with the Army in identifying and negotiating with reusers, the LRA should also provide assistance during the preparation of the Environmental Impact Statement and the Record of Decision (ROD).

During the transition period from planning to implementation, the LRA and IDA will have to work closely in redevelopment efforts at the Depot. While the LRA may continue to work as an independent County organization, over time its status could be changed to an advisory role to the IDA. In addition, the existing LRA staff could also be established as a division within the Seneca County Department of Economic Development and Planning (EDP). This administrative change would likely improve opportunities for coordination between the LRA and the IDA since the Director of the EDP is responsible for providing staff support to the IDA. This administrative change could also improve economic development efforts countywide when a new marketing person is retained for Depot related marketing activities.

E. OPERATIONS AND MAINTENANCE

Under the reuse and transfer scenario envisioned for Seneca Army Depot, the LRA will pursue acquisition of both the Lake Housing area and the Planned Office/Industrial Development (PID) area of the Depot. Although the Lake Housing is expected to be turned over to the private sector for redevelopment within a relatively short period of time, it is likely that the PID area will require a longer holding period before redevelopment is complete. As such, the LRA, or its successor agency the IDA, is expected to incur operating and maintenance costs for facilities in the PID area until they are leased or sold to new users. This section provides an overview of some of the costs that are likely to be incurred during redevelopment.

1. Key Assumptions

Before a realistic estimate of operating and maintenance costs can be prepared, it is necessary to understand the key assumptions on which the cost estimates are based. These include:

- The Lake Housing area will be sold to a private sector developer for reuse as market rate housing. Net proceeds from this sale will be used to market, operate and maintain the PID area, and to perform necessary capital improvements;
- The facilities within the PID area will be aggressively marketed and competently managed during the holding period;
- Funding for the operation of the LRA will be provided by the Office of Economic Adjustment (OEA), but on a declining basis beginning in 1998;
- Limited grant funding is expected from the State of New York;
- All facilities and grounds within the PID area will be maintained to a level which does not inhibit their marketability;
- All roadways in the PID area will be maintained by a municipal entity, with funding generated through property tax revenues; and
- All financial figures are presented in constant 1996 dollars, and do not include allowances for inflation. However, no interest earnings are included for surplus cash balances, which are expected to be significant from 1998 through 2004.

2. Maintenance of Facilities

The need for a strong facilities maintenance plan is clearly illustrated by the deterioration of some facilities in the North Depot area during the past three years. As such, one of the first decisions that the LRA/IDA must make is the level of maintenance that will be provided for vacant facilities. The deterioration of the facilities at the North Depot is probably due more to a lack of ventilation than a lack of heating. As such, the LRA/IDA may determine that it is preferable to provide additional ventilation units, rather than heating vacant structures. However, heating the facilities during the winter months would also serve to reduce the impact of changes in the temperature of the facility during spring and fall, thereby reducing potential damage from condensation and leaks.

The PID area contains approximately 30 major buildings with an estimated 300,000 square feet of floor space. The trade-off for the LRA/IDA is the difference between the costs for heating and ventilating versus the potential impact on marketability due to physical deterioration of the facilities. An understanding of the anticipated costs should prove useful in this analysis.

Fixed Costs - Fixed costs are those costs which the are likely to occur whether the vacant buildings are heated or not. Principally, fixed costs will include the need for facilities to be monitored regularly to prevent excessive damage if a building develops a problem such as a water leak or leaking roof. It is recommended that the LRA/IDA have either a contractor or staff member responsible for regular, routine inspection of every facility. This individual should also be responsible for making minor repairs and reducing damages from leaks, etc. The administrative cost associated with staffing the LRA would also be considered a fixed cost.

As discussed earlier in this chapter, it is recommended that the LRA continue in its present form until the planning process is completed in mid-2000. This will allow the LRA to focus its efforts on insuring that potential users acquire their sites, and on the completion of all studies required for transfer. **As mentioned earlier, it is recommended that the LRA request a partial EIS for the PID and Lake Housing areas. If these studies are undertaken soon, transfer of these properties should be completed within 18 to 24 months.**

Outlined below are the projected costs for operating the organization responsible for developing the site. These costs are based primarily on the operating budget for a redevelopment agency, and are adjusted based on the experience of the consultants and the anticipated developer solicitation for the Lake Housing area.

Personnel & Benefits (3 Staff & 25% for benefits)	$125,000
Office Supplies	$3,000
Printing & Postage	$5,000
Travel (NAID Annual Conference & Regional Travel)	$5,000
Advertising	$5,000
Miscellaneous (5% of all other costs)	$7,000
Total Administrative Budget	$150,000

Variable Costs - Variable costs are those costs which the development organization can elect to incur or eliminate. Included in these costs are electricity, heating, water and sewer.

Electricity costs for the Depot during Fiscal Year 1995, totaled $520,000. This cost included service to all of the residential and non-residential portions of the property. This equates to approximately $1.00 per occupied square foot, excluding warehouses. However, once the buildings become vacant, electrical usage is likely to fall. As such, the consultants have relied upon information from the United States Energy Information Administration (EIA). The EIA indicates that vacant buildings use an average of 3.4 kilowatt hours of electricity per square foot per year[1]. Given the 300,000 square feet of space in the PID area, this equates to an estimated one million kilowatt hours per year, to provide security lighting,

1 . *Commercial Buildings Energy Consumption and Expenditures*, Table 3.16, Page 95

heating system operation, etc. Using an average cost per kilowatt hour of $0.07, the annual cost for electricity would be approximately $72,000.

Heat for the Depot is primarily supplied by fuel oil. During Fiscal Year 1995, the Depot spent approximately $320,000 for fuel oil. However, the impact of the large amount of warehouse space on the total heating costs is unclear. As such, it is necessary to rely upon information from the EIA. According to EIA, vacant heated facilities use approximately 0.24 gallons of oil per square foot per year in the Northeastern United States. Given the 300,000 square feet of facilities, this translates to annual usage of approximately 72,000 gallons. Based on an average price of $0.90 per gallon, total cost for heating would be approximately $65,000 annually.

Water and sewer charges for ongoing operation of facilities are expected to be minimal until facilities are occupied. However, there may be some incremental water usage for grounds maintenance activities. As such, an annual allowance of $20,000 for water and sewer charges has been included for budget purposes. This is approximately 20% of the total cost incurred for water and sewer service during Fiscal Year 1995.

3. Marketing

As the Depot begins the implementation phase, it will be necessary to institute a full-time marketing program. These marketing activities are likely to be handled by the Industrial Development Agency (IDA), but will require a staff marketeer whose primary responsibility will be redevelopment marketing for the Depot. The following costs are projected for marketing Seneca Army Depot for reuse:

Personnel & Benefits (1 Staff & 25% for benefits)	$65,000
Office Supplies	$2,500
Printing & Postage	$5,000
Travel (Trade Shows & Conferences)	$15,000
Advertising	$7,500
Miscellaneous (5% of all other costs)	$4,500
Total Administrative Budget	$94,500

These cost figures assume that the existing IDA staff will provide clerical support for the Depot marketing effort. It is also important to recognize that the marketing staff member is likely to market not only the Depot, but the County as well. This may provide added exposure for other areas of the County, and lead to increased development both on and off the Depot.

F. LAKE HOUSING REUSE

The Lake Housing area represents one of the most marketable assets at Seneca Army Depot. As such, local officials should focus some early efforts on gaining control of the Lake Housing, and attracting interest from developers. This will provide several benefits to the community, including:

- Getting the property onto the local tax rolls;
- Providing funds for redevelopment of the PID area;
- Generating short term replacement jobs in construction, associated with the development of the existing travel camp into housing units; and
- Providing the Army with early elimination of ongoing maintenance costs.

The consultants recommend that the LRA encourage the Army to complete a partial EIS for the Lake Housing and the PID areas. It is further recommended that the LRA request a partial Record of Decision (ROD) and Finding of Suitability for Transfer (FOST) for these two areas. Although the Army is likely to require some of the facilities within the PID area until final closure, the provisions of the Defense Authorization Act allow for the property to be transferred and then leased back to the Army for $1 per year.

The potential economics of the Lake Housing area are impressive. Based on the existing 56 housing units having an average market value of $70,000 each, the total value of the units is $3.9 million. Sale to a single entity for re-sale would generate an estimated $1.5 to $2.5 million. Additional income for the LRA could be generated through the sale of the travel camp property, which could be developed into 70 to 80 townhouse units. This land could be sold off for a fixed price, or for a percentage of the ultimate sale revenues from the developed townhouses. This could generate an additional $400,000 to $750,000 for the LRA, bringing total revenues from the Lake Housing area to $1.9 to $3.2 million. These funds could then be dedicated to the operation, maintenance and marketing of the PID area.

G. SUMMARY OF COSTS AND REVENUES

The spreadsheet on Table 24-1, at the end of this chapter, indicates the projected revenues and expenses from the property through the year 2010. Included in this spreadsheet are annual and cumulative cash flows for the project. Each of these items is discussed in detail below.

Income - Income is expected to be generated through several sources. First, funding from the Office of Economic Adjustment (OEA) is expected to continue through 2000, but at a declining rate. Although OEA is expected to fund the majority of the LRA budget for 1997, it is anticipated that this funding will decline by 25% annually, until the year 2000, when only 25% of the 1997 budget amount is projected as income. Additional grant funding of $100,000 is projected from the State of New York in 1998.

The largest portion of the income is projected to be received in 1998, when the Lake Housing area is sold to a developer. As discussed earlier in this chapter, it is estimated that the existing homes in the Lake Housing area will generate between $1.5 and $2.5 million. This money should be placed in a fund that is dedicated to the maintenance, marketing, and capital improvements of the PID area. Additional funds are projected to be received in 1999, from the development of additional housing units on vacant land in the Lake Housing area. This has been included at $500,000.

As the PID area comes into the control of the IDA in 2001, it is anticipated that individual buildings will be sold off to private and/or public sector reusers for job creation purposes. Revenues have been included based on the sale of 20,000 square feet annually, at an average rate of only $10 per square foot. This generates revenues of $200,000 annually. No revenues have been included for land sales, although some developable land may be sold during this period.

It is also important to note that other sources of funding may be available for some of the projects associated with the redevelopment of the Seneca Army Depot. For example, water and wastewater improvement projects, such as those outlined for the PID area, can frequently receive grant funding for up to 75% of total cost from the Economic Development Administration (EDA). The U.S. Department of Agriculture (USDA) provides financial, technical and educational assistance for rural base closure communities. Funding for USDA's Rural Development Programs for FY 1996 exceeded $6 billion. These potential revenue sources have not been included in this analysis, but may offer significant funding for specific projects.

Expenses - Expenses for staffing and operations have been included for each year, based on the property that the LRA/IDA controls in a given year. Through 1999, only existing LRA staffing and operating costs are expected to be incurred, at an annual cost of $150,000. In the year 2000, additional operating expenses for a staff or contract maintenance person will be incurred for one-half of the year. An additional line item of $25,000 annually has been included to reflect the local share of additional planning studies and consulting, which are likely to be needed through 1999. Many of these studies are likely to be funded through State and Federal agencies, but the need for a local match of 10% to 20% should be anticipated.

As the property enters the implementation phase, control and responsibility for the PID area is expected to be passed to the IDA. At this point, the LRA will be phased out, and the IDA will assumes responsibility for marketing the property. The marketing budget for staffing, trade shows, travel and advertising has been estimated at $95,000 annually. Additional costs will be incurred for the operation and maintenance of the property. These costs, for 2001, include electricity ($711,400), heat ($64,800), water/sewer ($20,000) and grounds maintenance ($50,000). Each of these expenses is expected to decline by approximately 7% annually, to reflect the absorption of facilities by reusers.

Capital Improvements - As discussed earlier in this chapter, some capital improvements will be necessary for the Seneca Army Depot to be redeveloped in an effective manner. Two of the most important capital improvements are the upgrade of the water tower and installation of wastewater equalization tanks. These two items are estimated to cost a total of $500,000. Construction of these improvements has been budgeted for 2000, as the property transitions from the planning phase to implementation. In addition, a four year roadway improvement program, totaling $400,000, has been budgeted for 2005 through 2008.

Net Cash Flows - As shown in Table 24-1, the project is expected to experience substantial excess cash during the early years. This is due to the proposed transfer of the Lake Housing to a private developer for an estimated $1.5 million. These funds are then targeted for capital improvements, as discussed above, as well as to fund operations, maintenance and marketing. The cumulative cash flow for the project, as shown on the bottom line of the spreadsheet, is positive through 2006. Beyond that point, the project has a net deficit. However, it is important to recognize that this budget is conceptual in nature, and that there may be a number of steps that can be taken to reduce this projected deficit. For example, the LRA/IDA may elect to provide heat for only the more valuable facilities, thereby reducing heats costs by $20,000 to $35,000 annually. The size and scope of capital improvement programs may also be reduced or delayed. In addition, Federal funding may be available to fund a portion of the capital improvements for the PID area.

H. WORST CASE AND BEST CASE FINANCIAL PROJECTIONS

The summary of cost and revenues, outlined above, is based on certain assumptions about expenditures and development related revenues. Although the consulting team used conservative estimates for revenues and expenditures relating to redevelopment activities, there are various uncertainties involved in any major development effort. In this section the possible financial impacts of the worst and best case scenarios are examined.

1. Worst Case Projections

The worst case scenario would involve higher than anticipated expenses and lower than anticipated revenues for the project. This would result in a diminished cash flow for redevelopment efforts. Revenue changes include a reduction in the sale price of the Lake Housing area from $1.5 million to $1.2 million, and a reduction in the value of developable land (travel camp) from $500,000 to $350,000. In addition, revenues from the sale of existing buildings in the PID area have been lowered from $200,000 annually to $140,000, and financial support from State grants have been eliminated. Operating expense changes include higher electrical and heat usage, resulting in an increase in these items to $189,000 in the first year of operation. This represents an increase from $136,000 as projected in the baseline scenario. Capital improvement items are also increased by approximately $50,000 each for water and sewer improvements, and $200,000 for roadways. Table

24-2, which appears at the end of this chapter, provides a summary of the worst case financial projections. As a result of these changes the development project has a negative cash flow position one year after acquisition of the PID area. Deficits after 2001 would have to be funded by the local governments or some other financial source. If funding could not be obtained, the project could be abandoned. However, it is unlikely that the Army would approve an EDC application if the financial projections indicated that no source of funding was available for projected deficits.

2. Best Case Projections

The best case scenario would involve higher than expected revenues and lower operating and capital improvement costs. These changes would result in a dramatically improved cash flow position for the project. Revenue changes include sale of the Lake housing units for $2 million, and sale of the developable land for $650,000. Funding from the Office of Economic Adjustment (OEA) is extended for an additional year at current levels, and State grants are increased to $200,000. Revenue from the sale of existing buildings in the PID area is increased to $240,000 annually. Operating expenses are reduced to reflect lower building operating costs. Electrical and heating costs are reduced to less than $100,000, while water and sewer costs are lowered to $10,000 and grounds maintenance costs are reduced to $40,000. Additional savings are included in capital improvements, while the costs for water and sewer improvements fall by $50,000 each. Roadway improvement costs are also reduced by $25,000 annually. Table 24-3 at the end of this chapter shows all of these changes. As indicated in Table 24-3, the project enjoys positive cash flow over the entire forecast period. In fact, at the end of the forecast period (2010), a surplus of more than $1.6 million is anticipated.

Figure 24-1 provides a visual comparison of the three financial projections for the implementation of the redevelopment plan for the Seneca Army Depot. As indicated, under the wort case scenario,

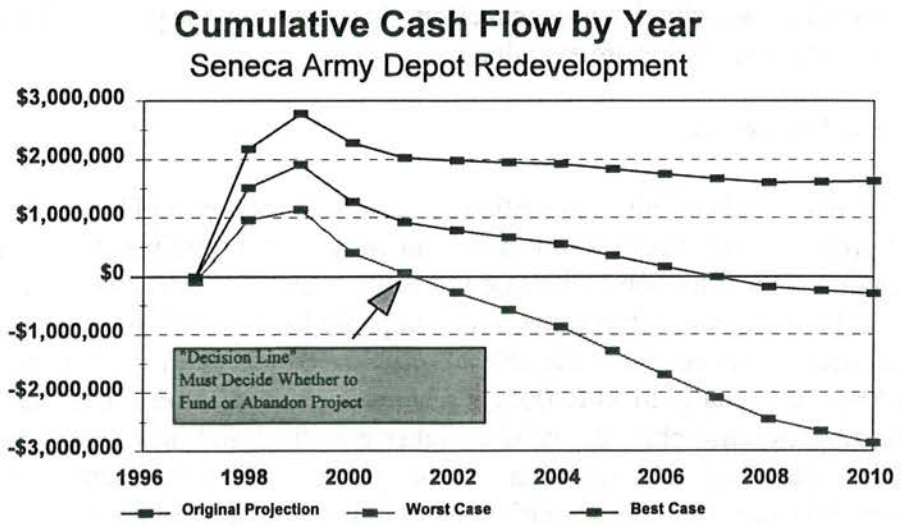


Figure 24-1

the project experiences negative cumulative cash flow in 2002, indicating that a source of deficit funding would be required at that time. Under the original projections, negative cumulative cash flow begins in 2007. The best case scenario does not experience negative cumulative cash flow.

I. ESTIMATE OF LOCAL FUNDING REQUIREMENTS

It is anticipated that County funding will be required to act as a match against Federal funds provided by the Office of Economic Adjustment (OEA). The match requirement for 1997 is expected to be 10% of the $150,000 budget amount, or $15,000. It is also assumed that additional consulting studies, which may be necessary at the Depot, will be funded by OEA or some other entity. It is anticipated that these studies will also require a similar 10% match. OEA funding is expected to decline over a four year period beginning in 1998, when funding will be 75% of the base year (1997). Funding for 1999 and 2000 is expected to be 50% and 25% of the base year amount respectively, and no funding is projected after 2000. This means that the non-Federal portion of the staffing and operations budget will increase every year, as shown below.

Non-Federal Portion of LRA Budget					
	1997	1998	1999	2000	Total
Staffing & Operations	$15,000	$37,500	$75,000	$112,500	$240,000
Consulting	$2,500	$2,500	$2,500	$0	$7,500
Total	$17,500	$40,000	$77,500	$112,500	$247,500

It is important to recognize, however, that other sources may contribute to the local share of these costs. For example, it may be possible to use some of the proceeds from the sale of the Lake Housing area as a part of the match. State grants are also a potential source of matching funds, which may limit or eliminate the need for the local community to provide matching funds. However, in the event that additional funds are required for a match, local officials should seek funding from Seneca County, and possibly the City of Geneva as well. The City of Geneva is considered by the Army to be an impacted community, since more than 30% of the Depot's employees lived in Geneva.

J. POTENTIAL NUMBER OF JOBS

It is projected that approximately 20,000 square feet of space in the PID area will be absorbed into the marketplace each year beginning in 2001. Using an average of 400 to 1,000 square feet per employee, 20 to 50 direct jobs will created annually, or 200 to 500 jobs in total by 2010. It is important to recognize that these job creation estimates are based on standards developed by the Urban Land Institute. It should also be noted that these estimates only consider existing facilities in the PID area. The estimates do not include construction of new facilities in the PID area, and they do not include secondary or induced job creation. Based on the projected local investment of $247,500, the average investment per job created would be less than $2,000. This is substantially

below nationwide averages for job creation, which range from $10,000 to $15,000 per job created. However, it is also important to recognize that the majority of local investment would have to be made in the early stages of the project, while job creation would not be substantial until after 2001.

It must be emphasized that these job creation estimates include only the direct jobs created within the PID area. The job creation estimates **do not** include those parcels are not directly acquired, such as the Institutional area and the Warehouse area. Since the Institutional area will probably be transferred to a single, larger scale user, the job creation possibilities may be good. However, it is not possible at this time to project the number and type of jobs that are likely to be generated in this area. The warehouse area, which includes approximately 2.3 million square feet of space, could support between 400 and 800 additional jobs, using an average of 3,000 to 5,000 square feet of floor space per employee. However, due to the quality of warehouse space at the site, the actual number of jobs could be substantially less. In addition, the marketing period for such a large quantity of space is likely to be very long. Therefore the consultants have not attempted to define when these jobs might be created.

K. DEVELOPMENT RISKS AND UNCERTAINTIES

The redevelopment of the Seneca Army Depot is likely to involve significant risks and uncertainties during the next five to ten years. Generally speaking, risks reflect the quantification or probability of an event occurring (or not occurring). For example, the possibility of rain impacting a baseball game can be defined for individual climates. Uncertainties, on the other hand, generally are less predictable, and are often influenced by the actions of others. An example of uncertainty would be an airplane crashing on the site where a baseball game is held

There are several uncertainties associated with the implementation strategy for Seneca Army Depot. The primary uncertainty is the use of the EDC transfer process for the combined Lake Housing and PID areas. The uncertainty is that the Army may not approve inclusion of the housing in an EDC application, since housing in not normally considered as part of an effort to create new employment opportunities. Although initial discussions concerning the inclusion of housing in the EDC application has received positive response from Army officials, due to the need to find some source of funding for job creation within the PID area, the EDC must be approved by the Secretary of the Army. As such, the plan may be disallowed at some level of the Army up to and including the Secretary. If this happens, the consultants recommend that local officials not acquire any property at the Seneca Army Depot.

It is also recognized that the existing proposals for reuse of other areas of the Seneca Army Depot will create economic activity within the region. **Therefore, the consultants recommend that the LRA continue to function in a planning role, assisting organizations that will acquire property at the Depot in developing their site plans and completing their acquisition.** This is necessary to avoid the potential loss of replacement jobs and economic activity. The process will be unfamiliar

to most of the organization who are expected to acquire property, while the LRA will continue to build its knowledge base with each transaction. In this manner, the LRA can help to reduce the risk of losing potential users for the site.

Perhaps the largest risk in redeveloping the Seneca Army Depot is marketing. The property is somewhat remote from the New York Thruway, and although the roadways surrounding the Depot have available capacity, the presence of two large lakes on the east and west sides of Seneca County makes east-west travel somewhat slow. This may inhibit the marketing of the property. In addition, some of the facilities may not fit well within the existing marketplace and labor force. However, much of the marketing risk associated with the redevelopment of the Depot can be offset by using funds from the anticipated sale of the Lake Housing area. In fact, other than the local matching funds requirements, as discussed above, the redevelopment of the project should be able to proceed with no additional outside funding through 2007.

L. CONCLUDING COMMENTS

The strategy outlined to fund the redevelopment and marketing of the PID area represents a low cost, low risk strategy for the community. It has been designed to limit the exposure of the community in the redevelopment of the property. In fact, based on the financial projections included with this chapter, the community could potentially operate the program until 2005 with no net investment.

It is critical for the reader to understand that the reuse and redevelopment of the PID area is inextricably linked to the acquisition of the Lake Housing area through a no-cost EDC, and to the sale of the Lake Housing to financially support the redevelopment of the PID area. If the acquisition of the Lake Housing and PID area can not be accomplished through a no-cost rural EDC, the community must be prepared to walk away from any property acquisition at Seneca Army Depot. In that case, the LRA should complete all planning efforts in order to ensure that future redevelopment proposals are in the community's best interests. However, the Department of the Army should be allowed to dispose of the property under this circumstance through sealed bid or auction sale.

Table 24-1
Seneca Army Depot
Projected Cash Flows From Reuse

Fiscal Year Ended September 30,	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Total
Income															
Income - Sale of Lake Housing Units		$1,500,000													$1,500,000
Income - Additional Developable Land			$500,000												$500,000
Income - Sale of Facilities in PID						$200,000	$200,000	$200,000	$200,000	$200,000	$200,000	$200,000	$200,000	$200,000	$1,800,000
OEA Grants	$150,000	$112,500	$75,000	$37,500	$0										$375,000
State Grants		$100,000													$100,000
Total Income	$150,000	$1,712,500	$575,000	$37,500	$0	$200,000	$200,000	$200,000	$200,000	$200,000	$200,000	$200,000	$200,000	$200,000	$4,275,000
Expenses															
LRA Staffing	$150,000	$150,000	$150,000	$150,000	$0										$600,000
IDA/Marketing Staffing					$95,000	$95,000	$95,000	$95,000	$95,000	$95,000	$95,000	$95,000	$95,000	$95,000	$950,000
Maintenance Staffing				$25,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$525,000
Additional Consulting and Studies	$25,000	$25,000	$25,000												$75,000
Electricity					$71,400	$66,402	$61,754	$57,431	$53,411	$49,672	$46,195	$42,961	$39,954	$37,157	$526,338
Heat					$64,800	$60,264	$56,046	$52,122	$48,474	$45,081	$41,925	$38,990	$36,261	$33,723	$477,685
Water/Sewer					$20,000	$18,600	$17,298	$16,087	$14,961	$13,914	$12,940	$12,034	$11,192	$10,408	$147,434
Grounds Maintenance					$50,000	$46,500	$43,245	$40,218	$37,403	$34,784	$32,350	$30,085	$27,979	$26,021	$368,584
Capital Improvements - Water Tower				$350,000											$350,000
Capital Improvements - Sewer Treatment				$150,000											$150,000
Capital Improvements - Roadway Improvements									$100,000	$100,000	$100,000	$100,000			$400,000
Total Expenses	$175,000	$175,000	$175,000	$675,000	$351,200	$336,766	$323,342	$310,858	$399,248	$388,451	$378,409	$369,071	$260,386	$252,309	$4,570,041
Cash Flow - Current Year	($25,000)	$1,537,500	$400,000	($637,500)	($351,200)	($136,766)	($123,342)	($110,858)	($199,248)	($188,451)	($178,409)	($169,071)	($60,386)	($52,309)	($295,041)
Cash Flow - Project to Date	($25,000)	$1,512,500	$1,912,500	$1,275,000	$923,800	$787,034	$663,692	$552,833	$353,585	$165,134	($13,275)	($182,346)	($242,732)	($295,041)	

Table 24-2
Seneca Army Depot - Worst Case Scenario
Projected Cash Flows From Reuse

Fiscal Year Ended September 30,	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Total
Income															
Income - Sale of Lake Housing Units		$1,200,000													$1,200,000
Income - Additional Developable Land			$350,000												$350,000
Income - Sale of Facilities in PID					$140,000	$140,000	$140,000	$140,000	$140,000	$140,000	$140,000	$140,000	$140,000	$140,000	$1,400,000
OEA Grants	$150,000	$112,500	$75,000	$37,500	$0										$375,000
State Grants		$0													$0
Total Income	$150,000	$1,312,500	$425,000	$37,500	$140,000	$140,000	$140,000	$140,000	$140,000	$140,000	$140,000	$140,000	$140,000	$140,000	$3,325,000
Expenses															
LRA Staffing	$150,000	$150,000	$150,000	$150,000	$0										$600,000
IDA/Marketing Staffing					$125,000	$125,000	$125,000	$125,000	$125,000	$125,000	$125,000	$125,000	$125,000	$125,000	$1,250,000
Maintenance Staffing				$25,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$525,000
Additional Consulting and Studies	$100,000	$100,000	$100,000												$300,000
Electricity					$105,000	$97,650	$90,815	$84,457	$78,545	$73,047	$67,934	$63,179	$58,756	$54,643	$774,027
Heat					$83,700	$77,841	$72,392	$67,325	$62,612	$58,229	$54,153	$50,362	$46,837	$43,558	$617,010
Water/Sewer					$50,000	$46,500	$43,245	$40,218	$37,403	$34,784	$32,350	$30,085	$27,979	$26,021	$368,584
Grounds Maintenance					$75,000	$69,750	$64,868	$60,327	$56,104	$52,177	$48,524	$45,128	$41,969	$39,031	$552,876
Capital Improvements - Water Tower				$400,000											$400,000
Capital Improvements - Sewer Treatment				$200,000											$200,000
Capital Improvements - Roadway Improvements									$150,000	$150,000	$150,000	$150,000			$600,000
Total Expenses	$250,000	$250,000	$250,000	$775,000	$488,700	$466,741	$446,319	$427,327	$559,664	$543,237	$527,961	$513,754	$350,541	$338,253	$6,187,496
Cash Flow - Current Year	($100,000)	$1,062,500	$175,000	($737,500)	($348,700)	($326,741)	($306,319)	($287,327)	($419,664)	($403,237)	($387,961)	($373,754)	($210,541)	($198,253)	($2,862,496)
Cash Flow - Project to Date	($100,000)	$962,500	$1,137,500	$400,000	$51,300	($275,441)	($581,760)	($869,087)	($1,288,751)	($1,691,988)	($2,079,949)	($2,453,703)	($2,664,243)	($2,862,496)	

Table 24-3
Seneca Army Depot - Best Case Scenario
Projected Cash Flows From Reuse

Fiscal Year Ended September 30,	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Total
Income															
Income - Sale of Lake Housing Units		$2,000,000													$2,000,000
Income - Additional Developable Land			$650,000												$650,000
Income - Sale of Facilities in PID						$240,000	$240,000	$240,000	$240,000	$240,000	$240,000	$240,000	$240,000	$240,000	$2,160,000
OEA Grants	$150,000	$150,000	$112,500	$75,000	$37,500										$525,000
State Grants		$200,000													$200,000
Total Income	$150,000	$2,350,000	$762,500	$75,000	$37,500	$240,000	$240,000	$240,000	$240,000	$240,000	$240,000	$240,000	$240,000	$240,000	$5,535,000
Expenses															
LRA Staffing	$150,000	$150,000	$150,000	$150,000	$0										$600,000
IDA/Marketing Staffing					$95,000	$95,000	$95,000	$95,000	$95,000	$95,000	$95,000	$95,000	$95,000	$95,000	$950,000
Maintenance Staffing				$25,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$50,000	$525,000
Additional Consulting and Studies	$10,000	$10,000	$10,000												$30,000
Electricity					$50,400	$46,872	$43,591	$40,540	$37,702	$35,063	$32,608	$30,326	$28,203	$26,229	$371,533
Heat					$48,600	$45,198	$42,034	$39,092	$36,355	$33,810	$31,444	$29,243	$27,196	$25,292	$358,264
Water/Sewer					$10,000	$9,300	$8,649	$8,044	$7,481	$6,957	$6,470	$6,017	$5,596	$5,204	$73,717
Grounds Maintenance					$40,000	$37,200	$34,596	$32,174	$29,922	$27,828	$25,880	$24,068	$22,383	$20,816	$294,867
Capital Improvements - Water Tower				$300,000											$300,000
Capital Improvements - Sewer Treatment				$100,000											$100,000
Capital Improvements - Roadway Improvements									$75,000	$75,000	$75,000	$75,000			$300,000
Total Expenses	$160,000	$160,000	$160,000	$575,000	$294,000	$283,570	$273,870	$264,849	$331,460	$323,658	$316,402	$309,653	$228,378	$222,541	$3,903,381
Cash Flow - Current Year	($10,000)	$2,190,000	$602,500	($500,000)	($256,500)	($43,570)	($33,870)	($24,849)	($91,460)	($83,658)	($76,402)	($69,653)	$11,622	$17,459	$1,631,619
Cash Flow - Project to Date	($10,000)	$2,180,000	$2,782,500	$2,282,500	$2,026,000	$1,982,430	$1,948,560	$1,923,711	$1,832,251	$1,748,593	$1,672,192	$1,602,538	$1,614,161	$1,631,619	