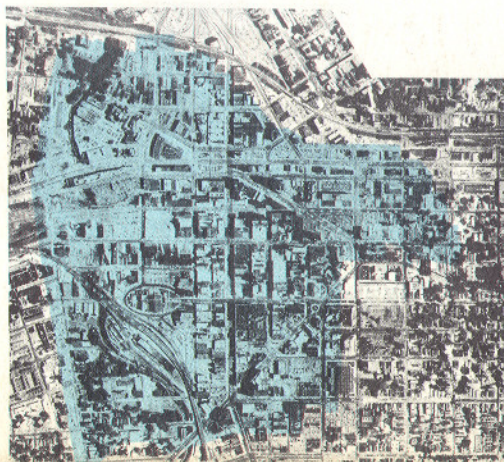


# CENTRAL SYRACUSE

A GENERAL NEIGHBORHOOD RENEWAL PLAN

## Part 1 DEVELOPMENT POLICIES AND OBJECTIVES



WILLIAM F. WALSH, MAYOR

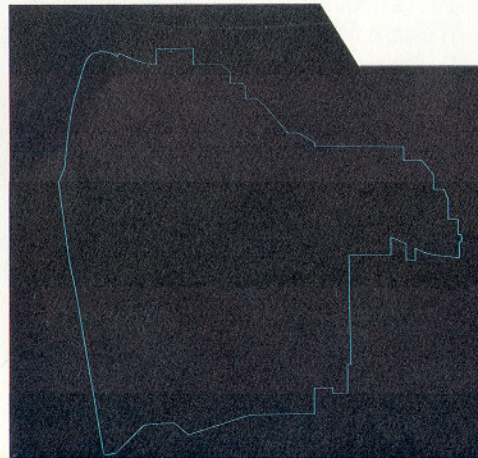
SYRACUSE URBAN RENEWAL AGENCY

CENTRAL SYRACUSE  
GNRP EXECUTIVE BOARD



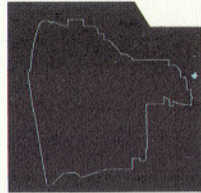
**A GENERAL NEIGHBORHOOD RENEWAL PLAN  
FOR CENTRAL SYRACUSE, NEW YORK**

**Part 1  
DEVELOPMENT  
POLICIES AND OBJECTIVES**



**OCTOBER, 1964**





# **CITY OF SYRACUSE, N.Y.**

Hon. William F. Walsh, Mayor

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# POLICY STATEMENT

SYRACUSE is engaged in a vital, comprehensive program of planning, renewal, and development of the center of the city. Great changes are already taking place. Others are being planned.

Our goal is nothing less than to make Central Syracuse the major center of business life and cultural opportunity in Upstate New York. We want to make the center of the city a strong symbol of the quality, prosperity, and character of Syracuse and Onondaga County. We are striving to attract new enterprises, to improve our position as a meeting-place and a market-place, and to make the heart of the city more attractive for working and living.

The reasons for this effort and the objectives that underlie it are of great importance to all the people of Syracuse and Onondaga County, for they deal with jobs, tax revenues, cultural opportunity, financial investment, and the availability and convenience of services of many kinds.

## PRESERVING VITAL ASSETS

One out of every seven job opportunities in Onondaga County is to be found in Central Syracuse. Forty cents out of every dollar in sales tax revenues and more than a fourth of all real estate taxes paid in the city are derived from "downtown" business activities and properties. Business assets and commercial transactions in the area represent hundreds of millions of dollars in economic activity contributing to the prosperity of the metropolitan area as a whole. And it is in the heart of the city that the people of Syracuse and Onondaga County have located their seats of government, places of cultural enjoyment, and other institutions.

*An essential reason for the Central Syracuse planning and renewal program is to maintain and preserve these assets.*

## IMPROVING CONVENIENCE, SAFETY, AND COMFORT

A second reason for the city's efforts to improve the center of



Syracuse is that each day thousands of people travel to and from the area and work, shop, do business, or seek entertainment, education or cultural enjoyment there. Many of these people spend most of their waking hours each weekday en route to and from or in Central Syracuse. *It is important to this large segment of the population that transportation be improved, that convenient parking is available, that it is easy and safe to move about on foot, and that the whole experience of being downtown is pleasant.*

### THE VISION OF NEW OPPORTUNITY

The need for preserving existing assets and improving conditions for those who today work in, or for other reasons visit, Central Syracuse would in themselves justify major planning and renewal efforts by the city government.

But there is a third, and perhaps even more basic, reason for dedication to the Central Syracuse program: *Central Syracuse represents the city's greatest single opportunity to create more jobs, attract more investment, replenish the tax base, add new means of cultural enjoyment and entertainment, and make more business services available to the people of the metropolitan area and Central New York State.*

This opportunity exists because Central Syracuse is a unique, highly-specialized district that has expanded over the years, because it has a distinct and important function not only in the city's life but as the heart of economic and social life in a broad region. Within this region, where more than a million people live and hundreds of millions of dollars worth of goods are produced each year, Central Syracuse is the center of business, communications, government, cultural attraction, and the central meeting place.

It is the only place in Central New York State where many enterprises can locate in order to serve the region effectively. In addition, Central Syracuse holds great promise as a location for corporate headquarters, which in greater numbers are relocating from the



largest metropolitan centers into smaller, less congested, yet easily accessible cities.

The benefits that can come through building a greater Central Syracuse will accrue not only to the city and county but also to the region beyond. *The metropolitan region needs a strong center so that its people and enterprises can be well served by the regional activities that can be best performed in a central place.* From its earliest days, Syracuse has been a "city at the crossroads", a role that is being enhanced by the development of new intersecting freeways and growing air travel. An efficient, attractive Central Syracuse, strategically located as it is, thus becomes a source of strength for the region as a whole.

*A major economic objective of the city should be to capitalize on the potential offered by the unique function of this specialized district.* If Syracuse continues to act with foresight and vigor in improving and promoting its central area, the benefits can include the addition of hundreds of new jobs each year, an expanding market for new office space, substantial increases in visitors, continued growth of retail activity, and other economic expansion that will mean greater prosperity and more tax revenue to support city-wide services that otherwise would burden property owners.

#### PLANNING POLICIES: GUIDELINES FOR ACTION

The key to success in achieving all of these objectives is, of course, a strong action program based on soundly conceived plans vigorously pursued by citizens and government alike. This requires first of all a clear statement of city policy to guide both the planning and the action.

Our chief aim in planning is to provide for a Central Syracuse that will, in its form and in its facilities, meet all the requirements of its role as the economic and cultural heart of the region. Four *basic policies* for attaining this goal are:

*First, Central Syracuse should be planned as an intensely-developed*



*and compact district* essentially for those activities and enterprises that especially need this "optimum" central location: headquarters of administration and commerce, retail establishments, governmental administrative centers, news media, convention and visitors accommodations, and cultural and entertainment activities and tourist attractions. Intensive development and compact arrangement is needed to enable convenient, face-to-face contact in the exchange of ideas, information, goods, and services.

*Second, Central Syracuse should also be planned to accommodate the related activities necessary to support its regional functions.* There must be space for essential business services, distributive facilities, centers of training and education, and places of worship and inspiration. Housing of varied type and price is needed for those who want to live and shop close to the heart of the city.

*Third, Central Syracuse should be easily accessible* from every neighborhood and industrial area of the city and from all parts of the state and nation. New freeways and Syracuse's modern air facilities will serve this purpose well for years to come, but additional improvements in highway and transit must be planned, including distributor facilities projected for the central area itself. Additional parking facilities will have to be planned for the future as part of a well-designed system. Internally, the need is for easy circulation within the compact center, with primary emphasis on the comfort, convenience, and safety of pedestrians.

*Fourth, Central Syracuse should be exciting by day and by night and be a place of beauty and pleasant surroundings,* preserving the best of past traditions while building skillfully for both today and tomorrow.

#### POLICIES FOR ACTION BY GOVERNMENT AND PRIVATE ENTERPRISE

A plan that carries out these policies will call for many different kinds of *concerted action* to make Central Syracuse attractive to new enterprises and capable of performing its functions.



*First, major public improvements will be necessary:* important new highway development and significant rearrangement of traffic and parking patterns; new pedestrian and transit facilities; provision of open space; and modernization of utility systems. Policy on this type of action is to regard such projects as high priority measures in which public expenditure is made to create an environment for major private investment that will produce city-wide economic benefit.

*Second, the Central Syracuse program will require continuing emphasis on urban renewal,* in which the city's powers and funds, including the credits accruing from public improvements, are combined with federal and state aid to provide sites for new development. This, too, must be regarded as an investment by the city in order to foster economic growth, to replace the old and worn-out with the new and productive, and to provide a fine new environment for a prosperous city center.

*Third, the city must bring to bear its fullest efforts to use its regulatory powers to the extent necessary to protect and enhance Central Syracuse.* The zoning ordinance especially must help to reserve this area for the kind of uses that are especially valuable in this location and that are most efficient when grouped together.

*Fourth, business leadership must make the major contribution to the ultimate full development of Central Syracuse.* This calls for investment, large and small, based on confidence in the future of the area. It calls for promotion of new development through the attraction of enterprises not now located here. It calls for cooperation in the joint public-private elements of the program, as has been evidenced in the MONY project, and also in such efforts as will be needed to improve the environment through smaller-scale but still significant modernization and beautification.

#### TODAY'S PROGRESS: PROMISE FOR THE FUTURE

The Central Syracuse of the future will indeed be the product of



many decisions and many projects. The essential purpose of the current planning program is to bring together past accomplishments, ongoing projects, and new proposals that will, when fitted together, advance our objectives in a comprehensive and orderly way.

Perhaps the greatest promise for the future can be seen in the "New Syracuse" that is already evident and about which the word is spreading throughout the nation. In Central Syracuse this is reflected in the great new development taking place in Community Plaza, in the Near East Side Urban Renewal Project, in the MONY Center project in which government and private enterprise have combined with great effect, and in the new interest in direct private investment.

Many other steps have been taken only recently to add to Central Syracuse's facilities and to improve its environment. New street lighting, the landscaping of Hanover Square and Vanderbilt Square, tree planting on Salina Street, reconstruction of the West Street inner-distributor ring road—all these are examples of the kind of efforts that, when added together, make for improved attractiveness of the area as a whole. Approval of the proposed "minibus" system by the federal government as a mass transit experiment marks further progress and promises continued improvement in the system of moving persons comfortably and conveniently throughout the "downtown".

*This progress must continue and its pace must be increased. The Central Syracuse planning and development program merits the interest and support of everyone in Syracuse and Onondaga County, for the heart of our metropolitan area is the symbol, and a great resource, of our community.*

#### UNITY OF PURPOSE: KEYNOTE OF METROPOLITAN DEVELOPMENT

At the same time, this program is not a substitute for the city's concern for its residential neighborhoods. City policies in this direc-



tion were recently outlined in its Community Renewal Program, which sets up guidelines for neighborhood renewal operations over a period of years. This program will focus increasing attention on conserving threatened neighborhoods, relating this activity to the city's long-range capital improvement program in order to take maximum advantage of "improvement dollars" in financing the local share of project costs.

However, neighborhood efforts will be of little value to the people living there if the city excludes the vital segment of its tax and employment base that is concentrated in the Central Business District. The municipal benefits to come from strengthening and improving Central Syracuse will flow back to the neighborhoods in the form of jobs and new revenues to support city-wide services.

Our aim and our primary planning policy must be that programs for improving our residential neighborhoods, industrial districts, local and outlying shopping centers, our institutions and campuses—and Central Syracuse—reflect this unity of interest both in purpose and in effect.

WILLIAM F. WALSH, *mayor*



# FOREWORD

THE FOREGOING policy statement issued by Mayor Walsh clearly emphasizes the strategic importance of Central Syracuse to each resident, each business establishment, and each community in Central New York State.

This report supplements the Mayor's policy statement by proposing a set of principles and objectives with which to guide the redevelopment of Central Syracuse in the General Neighborhood Renewal Plan.

The purpose of stating these principles and objectives at this point in the Central Syracuse planning program is fourfold:

1. To promote a better understanding of the functions and needs of Central Syracuse and thus stimulate broader interest in its redevelopment potentials.

2. To invite citizen reaction to these principles and objectives prior to the development of detailed plans for any portion of Central Syracuse.

3. To help private investors and redevelopers contribute to this "unity of purpose" by making sound decisions regarding location, design, and use of buildings and sites in Central Syracuse.

4. To set a basic framework by which governmental decisions regarding future community development plans and specific public improvement proposals may be evaluated in terms of quality and priority.

These principles are necessarily broad, being intended as a framework within which private initiative and democratic processes may operate fully in the development of Central Syracuse.



# CONTENTS

## Introduction, 15

## Principles of Function, 17

*Symbol of the City and the Region, 18*

*Regional Center of Communications, 19*

*A Site for Special Activities, 20*

## Principles of Physical Arrangement, 25

*Compatibility of Land-use Activities, 26*

*Compactness of Development, 29*

*Connections within and between Districts, 30*

*Coordinated Multi-purpose Development, 32*

*Relationships to Access and Parking, 34*

## Principles of Transportation and Parking, 37

*Vehicular Access, 38*

*Circulation, 41*

*Public Transit, 42*

*Parking Facilities, 43*

## Principles of Design, 45

*The Skyline, 46*

*Approach and Gateway Areas, 48*

*Boundary Features, 50*

*Focal Points and Open Spaces, 51*

*Pavements, Street Furniture, and Landscaping, 52*

*Location and Control of Signs, 54*

*Lighting, 56*

*Historic and Architectural Features, 57*

*The General Neighborhood Renewal Plan, 58*



# INTRODUCTION

THE CITY OF SYRACUSE is located on major transportation routes at the northern edge of the nation's "manufacturing belt," that vast productive area extending from Boston to New York, Detroit, and Chicago.

Because of its outstanding characteristics, the City of Syracuse has become the "capital" of a major sector of this belt, an urban region including all of Central New York State and containing over one million persons. The word "capital" in this sense means not only the seat of city and county government, but also signifies a city "larger and more prominent," suggesting "centrality, pre-eminence, and excellence of quality."

Therefore, Syracuse has a unique role which is performed by no other city in the region.

Syracuse is also beginning to assume another role, that of supplementing New York City as a center for activities of importance to New England and the nation. The geographic location of Syracuse is similar to New York City in relation to the rest of the country and is even more "centralized" in relation to the New England States. Furthermore, a Syracuse location avoids the complexities of living and working in New York, yet affords a complete range of supporting businesses and outstanding community facilities. This combination of factors makes Syracuse a very attractive setting for such companies as Mutual of New York and Agway, Inc.

What is the effect of this unique role on the central area? Simply stated, *Central Syracuse is the "heart" of the city and, therefore, of the region it serves.*

## POPULATION AND ECONOMIC GROWTH IN METROPOLITAN AREAS OF NEW YORK STATE

SMSA* Area	Population, 1960	Population Growth 1950-1960		Industrial Growth by Value, 1954-1958 (by rank)			
		Rank	Rank	Manufacturing	Wholesale	Services	Retail**
New York City	10,694,633	1	6	3	7	7	-
Buffalo	1,306,957	2	3	5	4	6	-
Albany	657,503	3	7	6	6	4	-
Schenectady							
Troy	586,387	4	2	2	3	5	-
Rochester							
Syracuse	563,781	5	1	1	1	2	3
Utica-Rome	330,771	6	4	4	5	3	2
Binghamton	212,661	7	5	7	2	1	-

\* Standard Metropolitan Statistical Area, as defined by the U.S. Bureau of the Census.

\*\* Niagara County had the highest rate of retail growth, followed by Oneida County (Rome-Utica) and Onondaga County (Syracuse).

Figures not available on SMSA's.

Source: U.S. Bureau of the Census and Real Estate Research Corporation.



No other area in Central New York State can support the type, variety, quality, and number of activities which are concentrated in Central Syracuse. Its importance should not be construed as being limited to the city alone, but should be recognized and publicized as being of paramount significance to the life, welfare, and pocketbook of every person in the entire region and to those throughout the entire country who benefit from its services.

As a result of this importance, one far-reaching goal emerges above all others and forms the basis for the prin-

ciples and objectives contained in this report. It is to constantly improve the efficiency with which Central Syracuse functions as the "heart" of its region and as a center of national importance, supplementing Manhattan as a site for major office headquarters.

The principles and objectives stated here provide the basis for achieving this far-reaching goal—the principles in that they are the fundamental and tested guides to central area development, and the objectives in that they offer specific opportunities for achieving the principles in Central Syracuse.



PRINCIPLES OF **Function**

*Symbol of the city and the region*  
*Regional center of communications and personal contact*  
*Optimum location for centrally-oriented activities*



## SYMBOL OF THE CITY AND THE REGION

**PRINCIPLE:** *Central Syracuse must be a symbol of the quality, prosperity, character, and values of people and business throughout the entire city and region.*

Some persons receive their only impression of Syracuse from statistical documents or promotional brochures, others from a trip to a Syracuse University football game or to a suburban manufacturer, still others from a trip through the city by auto, train, or plane. However, Central Syracuse is the area most frequented by residents, businessmen, and visitors, and is photographed and documented most often in newspapers and magazines. Therefore, the reputation of Syracuse and its region depends to a great extent on the image presented by Central Syracuse.

### OBJECTIVES

To maintain and improve the symbolic function of Central Syracuse, these objectives should be achieved.

1. Concentration in the area of the legislative, executive, and, for the most part, administrative branches of *municipal and county governments* which are integral to the "heart" of Syracuse and Onondaga County.

2. Preservation of the *unique historic character* and tradition of the Clinton Square and Erie Boulevard area which was, and still is, the "crossroads" around which the city has grown.

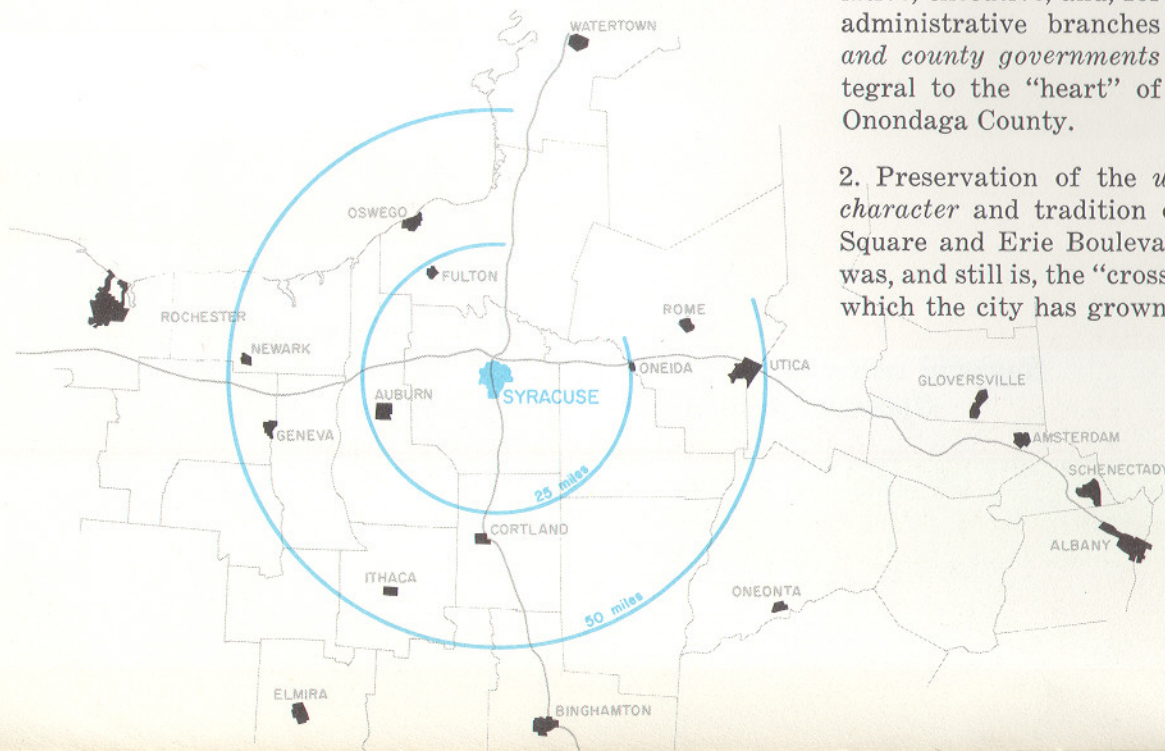
3. Creation of an atmosphere of newness, vitality, and economic prosperity which is generated by the *continuous revitalization* of Central Syracuse, both public and private, as exhibited by the civic enthusiasm surrounding Community Plaza and MONY Center.

4. Development of a *compact "mass" or "skyline"* which can be viewed from the air or from existing approach routes such as proposed Interstate 81, and which projects the image of a central place and a "capital."

5. Frequent conduct of *special events* of regional importance (such as conventions, parades, ceremonies, fairs, exhibits, sales, etc.) to attract regional residents as well as visitors from outside the region to the area as a place recognized as the center of public assembly.

6. Achievement of a *high level of culture*, architectural design, and environmental amenities which will enable Central Syracuse to be associated in the public mind with those qualities and values characteristic of a city and regional symbol. An example is the selection of architects for the proposed City Hall and the Everson Art Museum and the ambitious undertaking of a locally-produced opera.

The improvements and illustrations proposed above are not all-inclusive and might be expanded. They all imply, however, the one key element which is symbolic of any "capital"—*quality*.





## REGIONAL CENTER OF COMMUNICATIONS

**PRINCIPLE:** *Central Syracuse should function as an attractive and robust center of personal communications—the place where people from throughout the region meet “face-to-face” to exchange news, information, ideas, goods, services, culture, and entertainment—and as the focal point for communication systems interconnecting the various parts of the region and connecting the region with the entire world.*



Recent studies indicate that efficient communications are more important today than at any time in history. They also reveal that “the need for direct face-to-face contact offers perhaps the best explanation for the strong attraction of the urban center.” Also, “whenever the interaction requires frequent consulting of records, files, libraries, or local opinion, . . . or quick reproduction of printed materials, the central city remains dominant.” (Richard L. Meier in *A Communications Theory of Urban Growth*.)

### OBJECTIVES

Central Syracuse should reinforce its role as a “center of communications” by achieving the following objectives:

Central Syracuse is the place where people from throughout the region meet “face-to-face” to exchange news, information, ideas, goods, services, culture, and entertainment.

1. Expansion of those activities which depend on, or create, *face-to-face contact* (retail stores, meetings and conferences, entertainment, cultural performances or exhibits, and businesses requiring frequent contacts between individuals).

2. Expansion of those activities which either require, or provide, *immediate access to specialized information* (the central library, historical societies, data-processing centers serving a variety of activities, certain businesses and professional organizations, certain operating agencies of the government, etc.).

3. Encouragement of the growth of headquarters for those activities which communicate *news and information* within Syracuse and its region and between the region and the rest of the world, including newspapers, radio and TV stations, printing establishments, telephone and telegraph systems, postal service, etc.

4. Provision for the compact *arrangement of land-use* activities so as to facilitate communications efficiency.

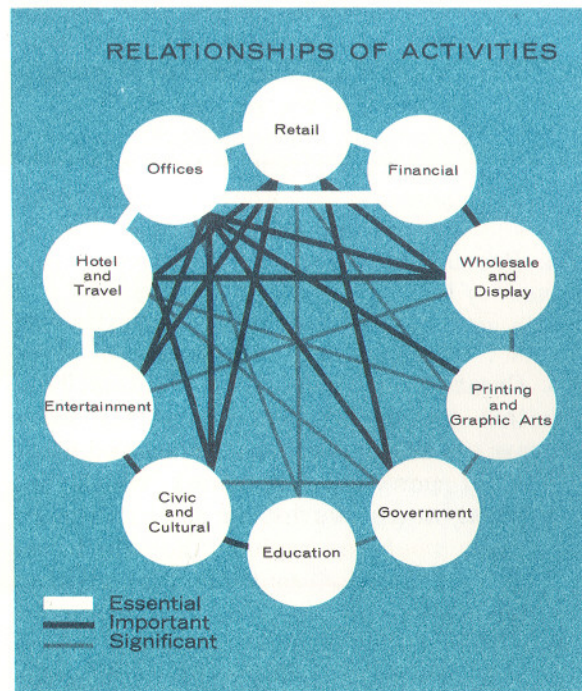
5. Creation of an *attractive environment* within Central Syracuse which will draw persons into the area for the purpose of personal contact with goods, services, and other persons.

6. Provision for efficient *movement of persons* to and within the area so as to intensify the “centrality” of Central Syracuse.



## A SITE FOR SPECIAL ACTIVITIES

**PRINCIPLE:** *Central Syracuse should function as the "optimum" location for those activities in the region which are few-of-a-kind and those which require a central location or close proximity to other central area activities in order to operate efficiently.*



Certain relatively self-contained activities are less dependent on personal contact than other activities and do not directly serve the residents of Syracuse and its region. Such an activity may consider locating outside as well as within Central Syracuse. However, it is that combination of factors which creates an "optimum" location, over and above minimum requirements, that will attract headquarters offices to Central Syracuse rather than to other locations. Such a decision was made by the Mutual of New York Insurance Company.

It is imperative that these optimum factors (prestige, appropriate environment, return on investment, transit service, etc.) be considered "parts of a whole" which are complementary and mutually supporting, increasing the strength and vitality of Central Syracuse and enhancing its overall attractiveness.

Similarly, "few-of-a-kind" retail shops, professional or business services, and public facilities (museums, concert halls, etc.) are best located centrally, not that they cannot operate efficiently elsewhere, but that they can operate *more* efficiently in a central location where there are large concentrations of potential patrons and where they support other activities which are mutually dependent on a central location and group attraction.

### OBJECTIVES

Two related objectives for Central Syracuse are:

1. Central Syracuse should provide *new sites at "optimum" locations* to enable healthy, compatible business activities not necessarily dependent on a central area location to operate more efficiently in Central Syracuse than at any other location.

2. Central Syracuse should seek out and encourage those *few-of-a-kind supporting activities* which, by virtue of their location in or near the central area, contribute to its "optimum" location, environment, and overall attraction. These include Syracuse University and Upstate Medical Center, nearby residences for central area employees and their families, unique cultural and entertainment activities, data-processing centers, adult-education centers, and, possibly, Onondaga Community College (depending on its educational goals).

### SPECIFIC ACTIVITIES FOR CENTRAL SYRACUSE

In order to achieve the three principles discussed above, it is recommended that those activities which can be shown to contribute more to the efficiency and effectiveness of the region and the city when located in Central Syracuse, rather than elsewhere, should be encouraged to locate there.

On the other hand, activities which do *not* create a net increase in the efficiency and effectiveness of the region and city by being located in Central Syracuse and which do *not* need a central location for their own survival should not be encouraged to locate there.







*Headquarters of Administration and Commerce.* New growth should strengthen the position of Central Syracuse as a national and regional headquarters location for commerce and administrative offices. Throughout the country, it is precisely these activities which find the central area to be the best location in terms of accessibility, prestige, proximity to supporting services, and communication or personal "face-to-face" contact.

In the past decade there has been a definite trend in the employment structure of our country toward an increase in the proportion of total jobs carried out by service (office-oriented) industries, as opposed to factories, stores, or out-of-doors activities.

Statistical evidence supports this trend: employment in finance, insurance, and real estate, and in miscellaneous services has increased 43 percent and 40 percent, respectively, between 1950 and 1962, whereas overall employment in the nation increased only 20 percent in the same period.

Furthermore, the percentage of all employed persons in the three major office-oriented occupational categories increased from 31.1 percent in 1950 to 39.1 percent in 1962. These three categories were: (1) Professional, Technical, and Kindred Workers; (2) Managers, Officials, and Proprietors (except farm); and (3) Clerical and Kindred Workers.

The types of service activities which are and should be growing in Central Syracuse are:

Administrative headquarters of major private and institutional organizations serving the metropolitan area, the upstate region, and the nation.

Financial institutions, handling the flow and investment of money, credit, and securities (a central area location increases the efficiency and number of transactions of each institution and improves accessibility to and from branch outlets located throughout the metropolitan area).

Services of a professional and non-professional nature, which are so specialized or which require such expert knowledge that they can only be performed effectively at one or at most a few locations in the region.

Business services which are related to the operation of other administrative and commercial activities and depend on close proximity for their effectiveness.

The display and marketing (though not warehousing and storage) of merchandise for wholesale distribution. This includes display centers and the sales outlets or offices of wholesalers and manufacturers' representatives which depend on accessibility to consumers throughout the region, and which require a location convenient to visiting businessmen.

Headquarters offices of civic, reli-



gious, and welfare organizations which serve the entire city, county, or metropolitan area.

Specialized services which support the central area population, such as ticket agencies, health clubs, beauty parlors, and barber shops, etc.

*Retail Market Place.* Central Syracuse is the region's largest and most important "market place" of retail merchandise. Despite the dispersal of certain retail establishments to outlying areas, no other single location can (or should) provide the range and variety of goods, quality, and price offered by Central Syracuse.

The following types of retail establishments are already located in Central Syracuse and should be encouraged to remain there:

Primary shopper or comparison goods establishments, such as department stores, apparel stores, furniture and appliance stores, jewelry stores, etc.

Few-of-a-kind specialty shops which require maximum exposure to pedestrian traffic and which cannot operate effectively within a smaller retail center.

Retail establishments which primarily support the Central Syracuse labor

#### EMPLOYMENT TRENDS AND PROJECTIONS IN ONONDAGA COUNTY, 1950-1980

Classification	Number of Employees				Per Cent Change		
	1950	1960	1970	1980	1950- 1960	1960- 1970	1970- 1980
Finance, Insurance, and Real Estate	5,000	6,500	9,173	12,000	30.0	41.1	30.8
Transportation, Communications, and Utilities	11,500	11,000	11,000	11,000	- 4.3	0	0
Government	12,100	15,000	19,860	25,000	24.0	32.4	25.9
Wholesale and Retail Services	28,500	32,500	41,005	50,000	14.0	26.2	21.9
Manufacturing	15,300	17,500	26,005	35,000	14.4	48.6	34.6
Construction	52,400	56,700	56,700	56,700	8.2	0	0
Agriculture	5,500	8,000	9,944	12,000	45.5	24.3	20.7
Self-Employed	4,500	4,000	3,514	3,000	-11.1	-12.1	-14.6
Domestics	11,000	12,600	13,766	15,000	14.5	9.3	9.0
	2,000	2,500	2,743	3,000	25.0	9.7	9.4
Total:	147,800	166,300	193,710	222,700	12.5	16.5	15.0

Sources: 1950 and 1960, New York Department of Labor; 1980 projections by Blair Associates (Economic Base of the Onondaga-Syracuse Metropolitan Area); 1970 projections are Real Estate Research Corporation interpolation.



force, such as restaurants, drug stores, convenience shops, newsstands, etc.

Retail activities which are oriented toward residential neighborhoods should be located in proximity to those neighborhoods and not in Central Syracuse.

*Seat of Government.* Central Syracuse is and should remain the actual, as well as the symbolic, public forum of representative city and county government in Syracuse and Onondaga County. Further, it should function as the regional center of local, state, and federal agencies which administer or enforce governmental laws, policies, and programs in the Syracuse region.

*Center of Culture and Entertainment.* Central Syracuse should continue to serve as the regional cultural and entertainment center by providing those related activities which can only be provided at one or a few locations in Central New York State.

Accordingly, the following activities, many of which are currently planned in the Community Plaza, should be encouraged in or adjacent to Central Syracuse:

Main public and historical libraries and information centers providing the most extensive collection of reading materials, rare books, historical documents, and research information available to the public in the metropolitan area, serving also as a center from which any or all branch libraries may be coordinated.

Museums of classical and contempo-

#### EMPLOYMENT IN DOWNTOWN SYRACUSE, 1962

Type of Source	Number Employed	Per Cent
Office	9,889	57.1
Retail	5,801	33.5
Hotels	732	4.3
Other	891	5.1
Total	17,313	100.0

Source: Real Estate Research Corporation

rary art, natural history, science and industry, regional heritage, etc.

Facilities for the performing arts, such as concerts, ballet, legitimate theater, movies, etc.

Facilities for public assemblies and special events such as conventions, conferences, meetings, and exhibits, indoor athletic events, etc.

Open spaces or informal meeting places for the natural interchange of news, ideas, and information between persons, and plazas or malls for public assembly, parades, and pageantry.

*Supporting Activities.* Central Syracuse should also provide for and encourage those groups of activities which, though not basic to the overall role of Central Syracuse, will support and complement the primary activities described above. The following activities are recommended:

Facilities for advanced education of the local population and, specifically, of



persons employed or seeking employment in Central Syracuse, such facilities may include Syracuse University College, Onondaga County Community College, business colleges and secretarial schools, special trade schools, etc.

Transportation terminals and facilities, including parking, which specifically serve the central area and improve its accessibility.

Medium to high density residence districts to accommodate those persons having a particular need or desire for central area living, such as central area employees, single persons, couples without children, retired persons, etc.

Civic and religious activities serving members dispersed throughout the metropolitan area, central area residents, or visitors to the community.



PRINCIPLES OF **Physical Arrangement**

*Compatibility of land-use activities*

*Compactness of development*

*Connections within and between districts*

*Coordinated multi-purpose development*

*Relationships to access and parking*



## COMPATIBILITY OF LAND-USE ACTIVITIES

**PRINCIPLE:** *Individual land-use activities should be grouped together in accordance with the degree of compatibility between them to form a number of related but distinct districts — each with its own special environmental and building needs.*

Does Business A next door help Business B?



The many activities in Central Syracuse must function harmoniously if they are to support one another and strengthen the area as a whole.

"Some businesses are compatible, others are not. The measure of their compatibility lies in the answer to the questions: 'Does Business A next door help Business B? Does it harm Business B, or does it apparently have no effect on Business B?' Sometimes the answer may be the single most important factor in the success of a retail business."— (Richard L. Nelson in *The Selection of Retail Locations*.)

This point with regard to adjacent retail businesses could also be made in reference to any adjacent activities, including offices, housing, public facilities, retailing, parking, etc.

If the various land-use activities in Central Syracuse are to be distinguished, such as banking, retailing, administrative offices, professional offices, entertainment, etc., at least three different arrangements are possible:

Related activities could be arranged together in compact groups, *clearly separated* from each other. (To a certain degree this is a natural economic condition, e.g., retail stores on Salina Street, or a planned condition, e.g., civic buildings in Community Plaza.)

Activities could be *thoroughly mixed* together with little regard to the grouping of those with common characteris-

tics. (This is probably an unnatural and undesirable arrangement.)

Distinctions could be made, as between those activities which function best when *grouped together* and those which function best when dispersed, and a plan developed to accommodate each. For example:

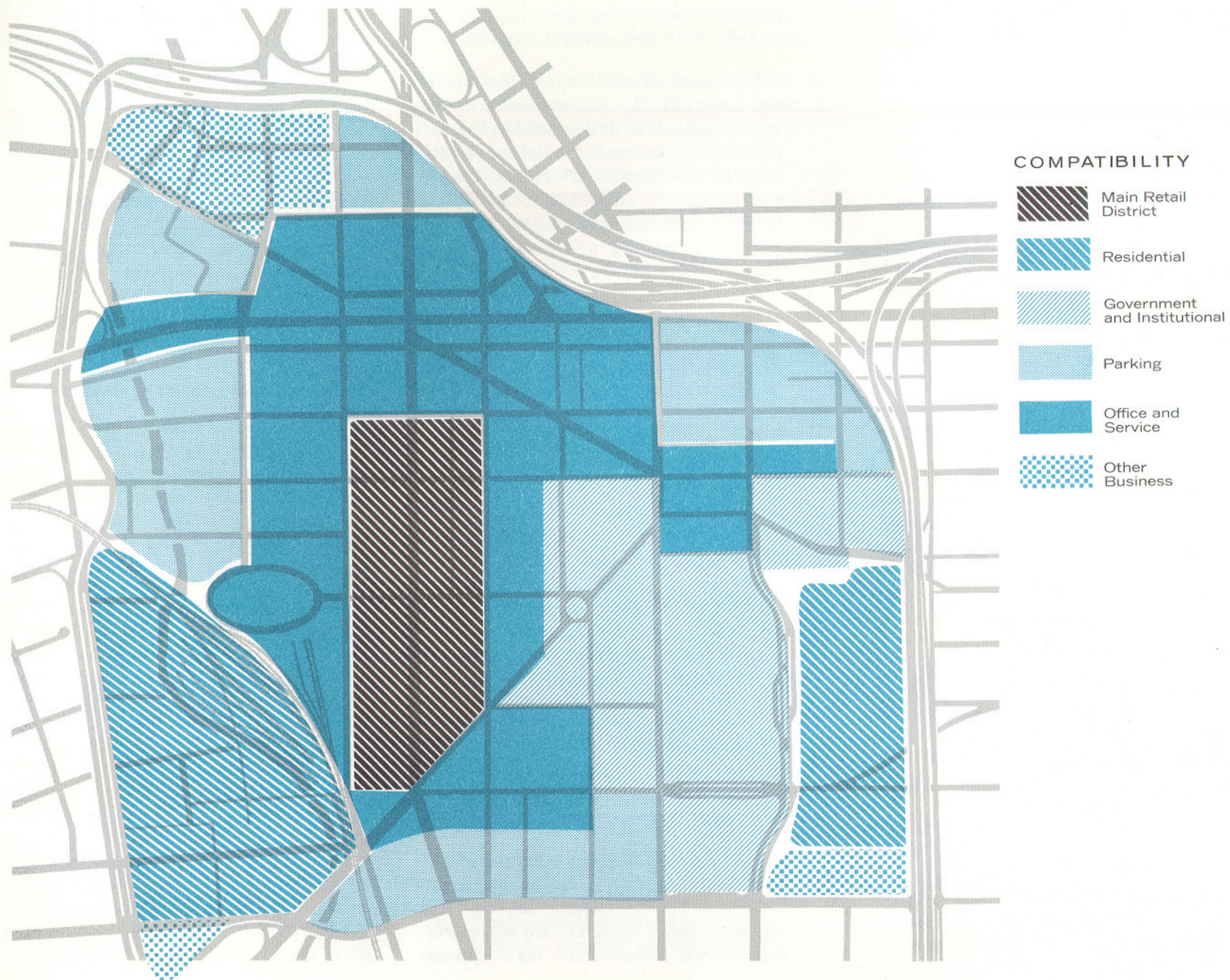
Those activities which operate best when clustered together, but which do not necessarily benefit themselves or the area by having direct, close contact with the majority of other activities, could be concentrated in centers somewhat apart from the area's center. (Such activities might include housing, the printing and graphic arts, and Syracuse University College.)

Those related activities which need to be close to each other, and to supporting activities as well, could be concentrated in groups of like kind and these groups, in turn, concentrated together in one main center. (Such groups include men's and women's specialty shops, department stores, banks, theaters, professional offices, etc.)

Those activities of a type which do not need to be close to each other (restaurants, personal services, drug and variety sales, etc.) but do need close contact with other activities could be dispersed and closely intermingled with these other activities.

Activities which do not contribute to the central area simply should not be







permitted to locate there at all, e.g., warehousing and manufacturing.

The most effective device for achieving compatibility is *permissive zoning*, which controls activities within the various districts through the listing of activities to be "permitted" rather than by the listing of activities to be "prohibited" (prohibitive zoning). The use of permissive zoning will give more positive control over the activities that can be carried on within a district and will avoid the problems created by the constant emergence of new or unusual types of activities not conceived of at the time zoning regulations are developed.

It is much easier to amend a permissive zoning ordinance to allow additional or new types of activities than to dislodge a conflicting activity once it has been established under a prohibitive ordinance.

## OBJECTIVES

The following objectives are intended to strengthen natural economic relationships between activities.

1. *Distinction* should be made between those activities which function best when grouped together and those which function best when in dispersed locations (the third alternative discussed above).

2. Certain broad groupings of compatible activities should be achieved and controlled by "*permissive zoning*," e.g., the main retail district, the main office and service district, the main govern-

mental and institutional district, residential districts, and the district containing Syracuse University College.

3. Other desirable, but smaller, groupings which cannot be directly controlled should be encouraged through *land acquisition, coordinated development*, and other means; such groupings might include clothing stores, home furnishings stores, hotel and entertainment activities, financial institutions, professional and medical offices, wholesale offices and display rooms, travel and tourist activities, and printing, advertising, and graphic arts activities. (Some of these groupings already exist in Central Syracuse.)

4. Those activities which might be *dispersed* include administrative offices, personal and business services, restaurants, drug and convenience stores, churches and civic organizations, specialty shops, and open spaces.

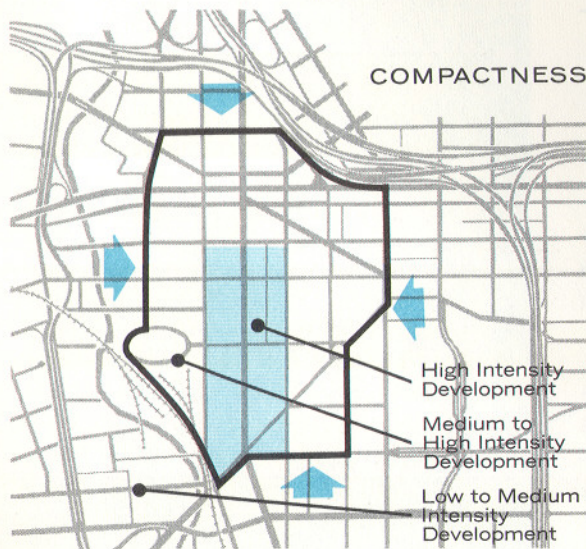
5. Coordinated, *planned development* of entire blocks, or large portions of blocks, should be encouraged as the best way to achieve a "scientific" grouping of various activities which support one another and together create a "total" environment.

6. Special attention should be given to maintaining *physical continuity* between mutually supporting activities at the ground or pedestrian level; for example, retail store fronts along Salina Street should not be interrupted by office, church, parking, or other non-shopping activities.



# COMPACTNESS OF DEVELOPMENT

**PRINCIPLE:** *Functional districts and special groups of activities should be arranged and developed as compact, integral parts of the central area.*



Compactness is the one principle that most directly determines the efficiency of the area and its activities because it:

Reduces walking distances within the area and reduces the need for vehicular movements.

Improves communication and "face-to-face" contact between and within groups of activities and districts.

Encourages the economical and efficient utilization of high-cost land.

Contributes to the visual form of Central Syracuse and its reputation as a vital regional "capital."

Restricts development and building coverage of peripheral land so as to create a "reserve" for future decades.

The control of compactness should be achieved chiefly through the use of *floor area ratio controls* incorporated in the zoning regulations. A floor area ratio (FAR) is the number that results from the division of the total floor area that may be (or has been) constructed on a given site by the total ground area of that site. The use of floor area ratio control provides substantial flexibility to the designer and developer of property, makes possible buildings of reasonable height, and assures that land will not be developed to excessive densities.

## OBJECTIVES

Fortunately, Central Syracuse is already relatively compact and should be able to remain contained within the

boundaries established by the Inner Loop. Specific objectives would be:

1. A *high overall intensity* should be encouraged within the main retail and office districts. This is the area in which the need for efficient communication and personal contact is greatest; a secondary result would be the development of a distinctive skyline.

2. The *scale of the main retail district* should not exceed desirable pedestrian walking distances and should be comparable to that of a regional shopping center; in Central Syracuse the distance should measure no more than 700 x 1,800 feet and should not extend beyond Washington Street, Warren Street, Onondaga Street, and Clinton Street.

3. Likewise, the *scale of the main office and service district* should not exceed one-half mile on a side and should not extend beyond Water Street, State Street, Harrison Street, and Franklin Street, centered approximately at the main retail district.

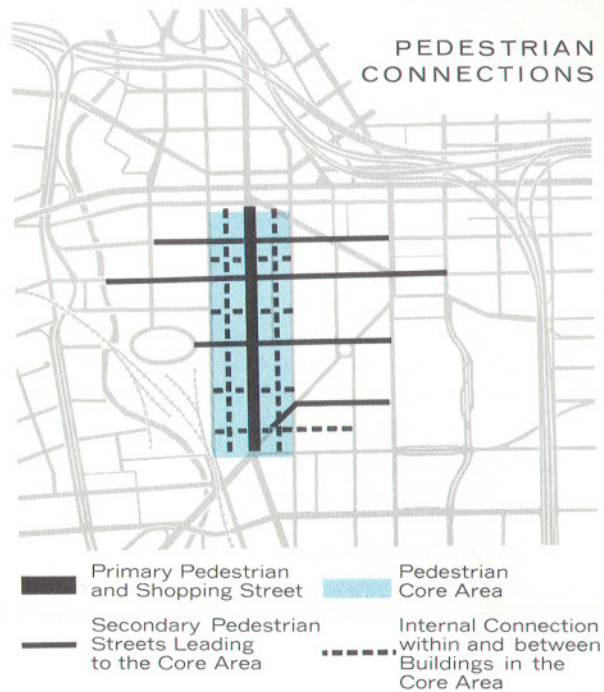
4. Overall intensities of development should be *substantially lower* in areas outside the main retail and office districts except in specific locations, such as Clinton Square, which merit a special design treatment.

5. Compactness should also be used as a design technique to *highlight special open spaces* (by contrast and enclosure) within Central Syracuse, such as Salina Street, Clinton Square, Columbus Circle, and Fayette Park.



## CONNECTIONS WITHIN AND BETWEEN DISTRICTS

**PRINCIPLE:** *Groups of activities should be arranged and connected so as to promote convenient movement of pedestrians and, where appropriate, goods and services within and between them, thus minimizing conflict with moving vehicles and avoiding "interruptions" created by conflicting or neutralizing activities.*



Connections in the central area are of these four types: between establishments engaged in the same general types of activity; between different functional elements in the area, as in the case where employees or entertainment seekers also become shoppers or diners; connections for many services, such as professional activities, office equipment servicing, and news services requiring easy coverage of the entire central area; and connections between central area activities and transportation terminals, including parking facilities.

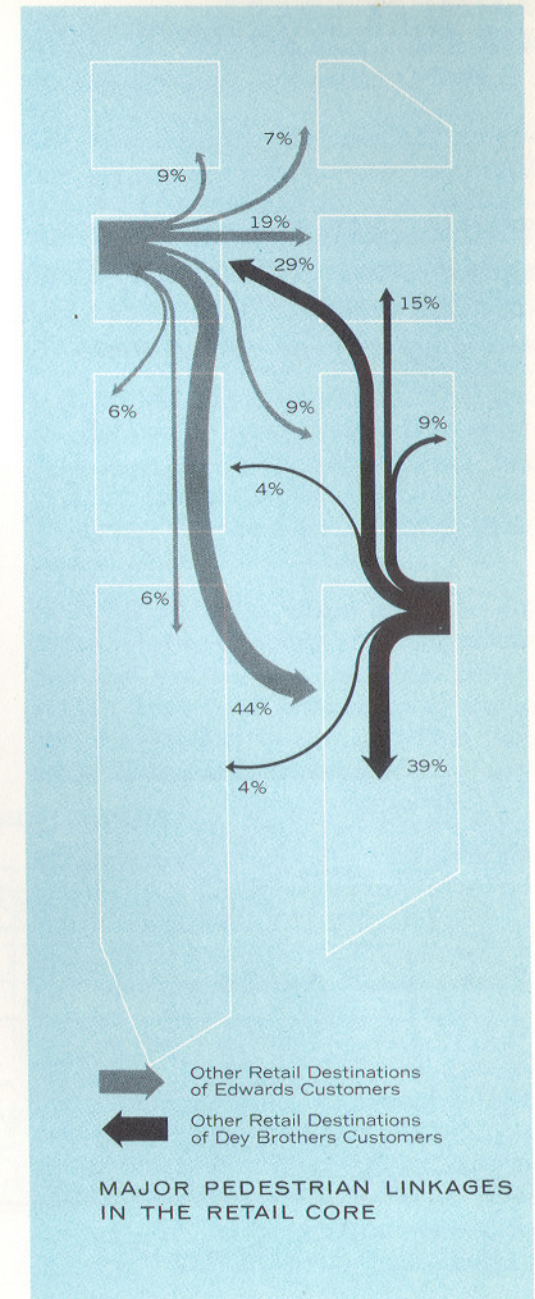
In each of the above cases, efficient connections depend first on the reduction of distances between points. This is achieved through the principles of compactness and coordinated development. Secondly, connections depend on a convenient system or systems for moving pedestrians, goods, and services—the most important of which is the pedestrian.

### OBJECTIVES

The following objectives apply to Central Syracuse:

1. *Important connections to be established by the arrangement of land-uses and provision for pedestrian circulation include those:*

Between Central Syracuse and areas outside of Central Syracuse, such as Syracuse University, the Upstate Medical Center, James Street office district, Community Plaza, and the Near East Side Project.





Between districts and groups of activities within Central Syracuse, such as between the office and service district and the retail district, between parking concentrations and the retail and office districts (for example, the Edward's Garage and Store), between hotels and cultural and entertainment activities, and between Syracuse University College and the office and service (employment) district.

Between specific activities within districts, such as between major department stores, major office buildings and restaurants, hotels and meeting facilities (for example, MONY Center and the War Memorial), between open spaces and surrounding buildings, and between transit stops and major retail office buildings.

2. A *coordinated system of pedestrian-ways* at, above, and below grade could include the special landscape treatment of Salina, Washington, Fayette, and Jefferson Streets, an expanded system of pedestrian arcades through blocks, and

the opening of walls between adjacent stores (as is possible in the Dey Brothers block), and pedestrian bridges over or tunnels under streets to provide continuous internal circulation for shoppers and others.

3. Arrangement of complementary activities in a *vertical direction*, connected by elevators, escalators, and ramps to reduce time and distance between them (for example, the new Onondaga County Savings Bank building which combines retail, parking, and office activities at different levels).

4. Development of automated *systems of communication* within the main retail and office district to establish more efficient audio and visual contact between persons, reducing the need for movement in the district.

5. Development of systems for *distributing goods and equipment* to activities throughout an entire block from one loading area (as is possible in the Dey Brothers' block).



## COORDINATED MULTI-PURPOSE DEVELOPMENT

**PRINCIPLE:** *Coordinated, multi-purpose development of entire blocks should be encouraged within the central area.*

By "coordinated" we mean the integrated planning, design, and development of not less than one-half, and preferably an entire, city block. Development does not need to occur all at one time nor under one ownership, but each parcel or building should be planned as part of a total unit, and development should be carried out systematically within a reasonable time period, say five years.

Multi-purpose developments should be encouraged, but the major or most important activity in each district should remain dominant. For example, office activities may be included on upper floors in the main retail district, but retail activities should dominate the ground and lower floors to maintain continuity.



Such development will achieve lasting benefits for Central Syracuse, including:

More flexible siting of buildings, including freedom for high-quality design and aesthetic treatment and opportunity to relate the development to adjacent streets and buildings.

Efficient building design, including large, efficient spaces; flexibility in the location of partitions; creation of spaces serving different needs; and economical building maintenance.

A variety of activities, such as retailing and plazas on ground floors; offices, apartments, or hotel rooms on upper floors; and restaurants, clubs, or terraces on the top floor.

Integrated parking directly related to persons' destinations, consolidated into larger, better-designed facilities, and making effective use of the least desirable portions of a block, such as the levels below ground, or of building interior space.

Consolidated service and loading areas, making truck loading easier (especially in the main retail and office districts); eliminating the need for curb loading; reducing the number of access points and curb cuts; and reducing the unsightliness of such activities.

New office, retail, and parking structure completed in 1963 by Onondaga County Savings Bank.



Creation of special pedestrian facilities, such as free-flowing circulation systems throughout the entire block; built-in, weather-protected arcades; and pedestrian bridges, or tunnels between adjacent blocks.

Common usage of special facilities which are not economically feasible in small buildings, such as meeting and display facilities, private cafeterias or lounges, specialized equipment, swimming pools or health facilities, etc.

#### OBJECTIVES

The application of this principle involves a variety of specific objectives:

1. The *cooperation of property owners* in existing situations (such as the Dey Brothers' block) to achieve a unified design treatment and internal pedestrian circulation system for the entire block.
2. The public or private *assembly of land* into sites of adequate size to encourage large-scale developments combining a variety of activities (under one or more ownerships). Significant opportunities exist in blocks north of Clinton

Square, north of Columbus Circle, and west of Clinton Street.

3. The effective *staging of new redevelopment* so that existing central area activities are not dislocated from sites without adequate new facilities and so that entire blocks continue to function efficiently at various stages of the development.

4. The complementary *mixture of activities* permitted by zoning regulations in order to maintain "life" and "activity" in the area at different hours of the day and night and on different days of the week.

5. The provision of *public improvements* such as pedestrianways, parking facilities, transit terminals, open spaces, etc., which unite adjacent parcels and buildings as a coordinated "whole." This can be achieved in the Clinton Square area.

6. The encouragement, through the use of *advanced building technology*, of the development of structures whose interiors are flexible and which can be easily remodeled in future decades rather than completely demolished.



## RELATIONSHIPS TO ACCESS AND PARKING

**PRINCIPLE:** *The arrangement and design of land-use activities should protect and, where possible, contribute to the improvement of efficient access to the central area and to destinations within the area. Land-uses also should be arranged to avoid conflict between activities and the provision of adequate parking.*

The city center cannot function properly, as past experience indicates, if it and the activities within it are not readily accessible to potential employees, shoppers, and visitors coming from points throughout the region. Accessibility is not determined by mode and design of transportation systems alone; land-use characteristics are equally important to efficient systems, since it is land-use that determines the number and type of trip attractions and, to a great extent, the intensity of conflict with the transportation system.

### OBJECTIVES

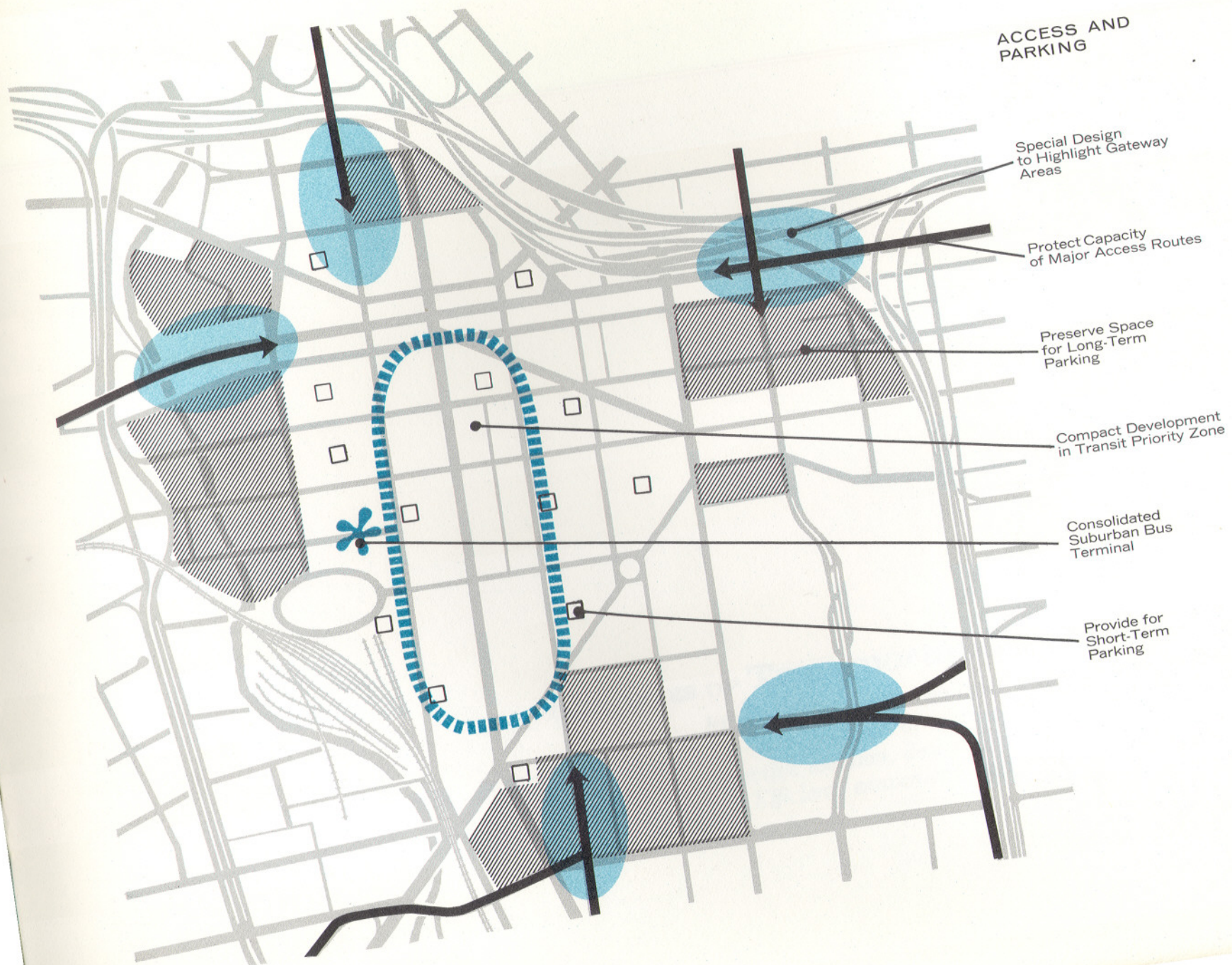
The following objectives of land-use arrangement contribute to efficient access and parking:

1. Major shopping and employment concentrations should be arranged compactly around Salina Street to *encourage the use of mass transit*, to reduce the number of stops required for long-haul transit vehicles, and to reduce transit circulation within the area.
2. Land-uses should be arranged compactly so as to *discourage through traffic* in the main retail, office, and governmental districts.
3. *Capacities of surface access routes* to Central Syracuse should be protected by control of abutting land-use densities, provision of adequate setbacks (at least at ground level), and control of vehicular access points. Such routes include Erie Boulevard and Water Street, Harrison and Adams Streets, State and

Montgomery Streets, and Franklin Street.

4. Land-uses should be arranged to encourage the *vertical separation* of transportation systems, including auto access, pedestrian circulation, and truck service at different levels.
5. Consideration should be given to the *consolidation of passenger terminal facilities* serving city and suburban buses, airline limousines, etc.
6. Land-use arrangement should permit parking facilities to be located as *close-in as possible* without conflicting with the function of Central Syracuse, especially the main retail district.
7. Allowable land-use intensities should take into consideration the *resulting demand for parking* and the ability to provide for such parking within the desirable walking distances, so that they are not excessive and so that parking does not flow over into areas outside Central Syracuse.
8. Major parking facilities should not interrupt *continuous activities* of a similar character; conversely, parking should be organized in large-scale facilities, and land-use activities should not be scattered so as to prohibit the assembly of adequate sites.
9. The arrangement of land-use activities should allow for parking facilities to be located adjacent to major access routes so as to *intercept parkers* before they enter the retail and/or office district.







PRINCIPLES OF **Transportation and Parking**

*Efficient and direct vehicular access to the central area*

*Ease of movement within the central area*

*Effective location, design, and price of parking facilities*

*Efficient, convenient, and comfortable public transit*



## VEHICULAR ACCESS

**PRINCIPLE:** *Efficient and direct vehicular access to the central area should be provided from the entire metropolitan region, especially from major employment and residential concentrations and from inter-regional transportation facilities such as interstate highways and air terminals.*

Getting persons and goods to the central area is the most important aspect of the transportation system. Syracuse has always had an advantage in this respect—first with the overland turnpikes, then the canals, then the railroads and, finally, the expressways. Elsewhere throughout the country, practically every major city has completed, or is in the process of completing, a system of superhighways emphasizing access to the central area.

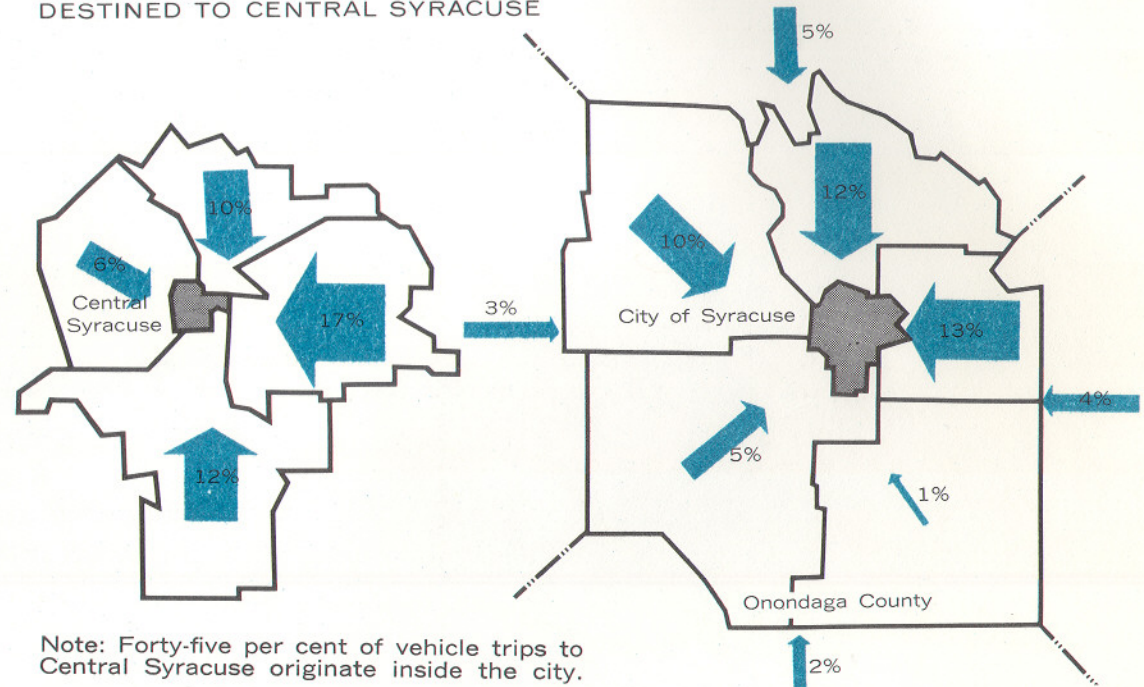
### OBJECTIVES

To a major degree Syracuse has already achieved this access principle.

However, several specific objectives for Central Syracuse are worth repeating:

1. *Direct access* to Central Syracuse should be provided by Interstate Route 81 (north-south) and Route 690 (east-west).
2. Long-distance, conventional *through* traffic should be avoided on downtown streets. The proposed expressway system for Syracuse, principally Interstate Routes 81 and 690, will provide convenient bypass routes for a substantial portion of the long-distance through traffic now using Erie Boulevard, Salina, and State Streets.

DISTRIBUTION OF VEHICLE TRIPS DESTINED TO CENTRAL SYRACUSE









3. An efficiently designed system of surface streets should be provided around the retail, service, and office cores of the central area to serve as bypass routes for short-haul or cross-town through traffic not otherwise attracted to the expressway system. This system of surface streets is often referred to as a "*distributor ring route*" because of its second, and equally important, function as a distributor of traffic destined to the central business district via major arterial and expressway approaches. Motorists driving to the central business district should receive sufficient benefit through the design efficiency of the distributor ring to be persuaded to perform a major portion of the travel to their particular destinations via this route. Logical corridors for a distributor ring route in Central Syracuse would include the West Street arterial, Erie Boulevard-Water Street, Townsend Street, and

Harrison-Adams Streets.

4. The circulation system of the central area should connect both with existing and proposed major thoroughfares outside the area and with expressway ramps serving the area. Ideally, these *connections should be made at the corners* of the distributor ring route in order to discourage through-traffic routes from penetrating into the center of the central business district. The possible legs for a distributor ring route, mentioned in Objective No 3 above, also lend themselves readily to corner connections with radial approach routes.

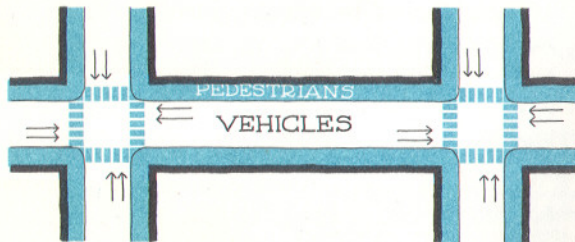
5. Penetrator streets should provide *direct access to interior service streets and parking facilities* within the distributor ring route. Clinton, Warren, and Fayette Streets, for example, may assume the function of penetrator streets.



# CIRCULATION

**PRINCIPLE:** *The system of central area surface streets should provide ease of movement within the central area and should minimize conflicts between different forms of movement such as pedestrians, automobiles, transit, and service vehicles.*

Typical Downtown Street



Transit Mall



Ideally, the various streets in the circulation system should be identified according to the traffic function they perform, e.g., bypass routes, distributor routes, penetrator routes, and interior service streets. These streets should be designed to serve and protect the development of abutting properties.

## OBJECTIVES

The greatest amount of congestion and delay frequently occurs after traffic has reached the central area. The following objectives can help avoid this situation in Central Syracuse:

1. The street system should provide for the *direct*, rather than circuitous, movement of vehicles between points in the area and should be readily comprehensible to the average driver.

2. The system should be *flexible*, i.e., it should present more than one opportunity to reach a given destination.

3. Provision should be made for circulation around those blocks or areas which are *high traffic generators*, e.g., MONY Center.

4. Care should be taken regarding the mixture of one-way and two-way streets to maintain a reasonably *consistent pattern* of operation.

5. The circulation system should be designed so as not to exaggerate the quantity or pattern of *turning movements*.

6. The downtown street system should be designed to handle normal *peak-hour traffic loads* for the period of the next 20 years. Street designs should be based on practical capacity (from 350 to 400 vehicles per lane per hour in the core area and 500 to 600 vehicles per lane per hour on relatively free-flowing approach routes).

7. For pedestrian safety and convenience, streets should have no more than *four moving lanes*, unless medians with suitable pedestrian refuges are provided, a good example is the proposed South Townsend Street.

8. In the design of the downtown street system it should be assumed that *no parking will be permitted on major thoroughfares*. Nevertheless, it must be recognized that unless land-uses are significantly reorganized, it is inevitable that the curb lanes will be used for stopped vehicles and, therefore, cannot carry significant amounts of moving traffic.

9. *Complex intersections* (more than four-legged) and multi-phase traffic signals should be avoided, e.g., the intersections along East Genesee Street between State Street and Water Street and the intersections along Onondaga Street between Montgomery Street and Salina Street.

10. *Interior service streets* should provide for emergency vehicle access and for direct access to buildings by autos, taxis, and service vehicles.



# PUBLIC TRANSIT

**PRINCIPLE:** *Efficient, convenient, and comfortable public transit must be maintained as an essential element of the transportation system, providing access to, and circulation within, the central area.*

## MODE OF TRAVEL TO CENTRAL AREA

Mode of Travel	Trip Purpose		
	Work	Shop	Business & Other
Auto Driver	43%	44%	44%
Auto Passenger	18%	27%	13%
Bus	35%	22%	33%
Walk & Other	4%	7%	10%

Note: If bus service were eliminated in Central Syracuse an estimated 5,000 more parking spaces would be required.

Public transit is currently serving a vital role in the transportation of persons to and from Central Syracuse. Without transit service, current parking and roadway requirements would increase by nearly 50 percent. In general, transit operations should:

Provide direct service to major destination areas in the central business district, locating terminal and loading facilities as close to these destinations as possible.

Be separated from other forms of vehicular movement where feasible or be routed so that conflicts with other vehicular movements would be minimized.

Link related areas within the downtown.

Be integrated with the pedestrian circulation plan.

## OBJECTIVES

Some of the specific objectives of a transit plan for Central Syracuse include:

1. Priority should be given to transit vehicles in the use of certain street facilities. This may mean *special transit lanes or transit malls*. For example, Salina Street is used by nearly all Syracuse Transit Corporation buses for at least a portion of their routes, hence, special provisions to expedite bus operation on this street would seem appropriate.

2. From the standpoint of downtown development, the most important transit patron is the employee. *Maximum accommodation of employee loads by transit* will most effectively reduce peak-hour vehicular requirements. For example, express buses, using the expressway system, should be considered as a means of adding to the total capacity of public transportation facilities available to serve the central area.

3. To the extent possible, all transit entering the central area should be "through-routed" to *avoid looping and artificial doubling* of transit vehicle loads. For the most part, the practice of through-routing of transit vehicles in Central Syracuse is currently being followed.

4. To the extent possible, commuter transit facilities should serve as their own central business district distributors, thereby *eliminating the need for commuter transfer* to other transit vehicles or modes of transportation.

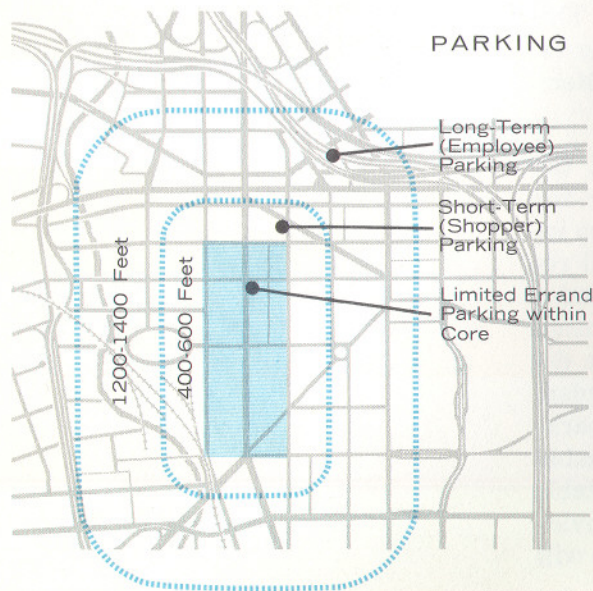
5. Use should be made of special transit vehicles (for example, the minibus concept) for linkages to points nearby and throughout Central Syracuse. This is to *minimize short length cross-haul trips* (inconvenient for transit and encouraging the further undesirable use of private passenger vehicles).

6. A *common passenger terminal* should be provided in Central Syracuse for all suburban bus lines.



## PARKING FACILITIES

**PRINCIPLE:** *Parking facilities in the central area should be located, designed, and priced to serve four distinct types of daily uses: (1) long-term or all-day employee parking; (2) employee parking for executives and others requiring mid-day use of cars; (3) shopper, business, and patron parking; and (4) errand parking (of 30- to 40-minute maximum duration).*



### OBJECTIVES

The specific objectives of the future parking plan for Central Syracuse are:

1. Long-term or all-day employee parking should be located at the periphery of the area on other than prime lands, preferably within 1,200 to 1,400 feet of employee walking destinations.

It should be located in direct contact with major vehicular entry points and generally distributed in relation to the direction of vehicular approach to the area. Other important characteristics are concentration in large facilities (the size of the facilities being controlled essentially by the availability of land and the degree of vehicular access that can be provided) and the ability to be self-supporting (but relatively low in cost to the user because of location on other than prime lands.)

In Central Syracuse there are three general areas that are particularly well-suited to the criteria for employee parking facilities. These are the area between Adams and Harrison Streets on the southern fringe of the central area; the area bounded by Water, Franklin, West, and Jefferson Streets and the area bounded by State, Washington, McBride, and Water Streets.

2. Employee parking for executives and others requiring midday use of cars should be extremely convenient for users, even to the extent of being located within buildings which generate their use; limited in quantity; and priced at a

sufficiently high rate to meet the relatively high cost of such convenient parking.

3. Shopper, business, and other patron parking facilities should be conveniently located in relation to the downtown area served, preferably within 400 to 600 feet of that area. (In general, patron parking should be provided in medium-sized structures that are conveniently distributed immediately outside the retail core, i.e., these facilities would be better located in the Central Syracuse office and service core.)

In addition, such facilities should be moderate in size, the size being related to vehicular access capacity of adjacent streets; priced modestly, with consideration given to possible subsidization by local business establishments; and regulated to control length of parking term, especially through the use of the parking rate structure.

4. Errand parking or high-turnover facilities (especially needed to replace curb-parking spaces) should be distributed throughout the area, except on Salina Street; designed as relatively small parking units (30 to 75 spaces), permitting quick ingress and egress; assigned a rate structure high enough to preclude use by other than the errand type of parker, and policed to enforce short duration (30- to 40-minute maximum) and to insure high turnover of space.

5. In general, on-street parking should



not be permitted in the retail and office core areas of Central Syracuse.

6. To the extent possible, all parking facilities should be designed for self-parking.

7. Entrances and exits to parking facilities are most desirably located on one-way streets, or *astride* two-way streets so as to minimize left-turn conflicts into and out of facilities.

8. Pedestrian linkages should be considered in locating parking facilities. In addition, the opportunity of providing *special pedestrian connections* between parking terminals and adjacent generators should be explored.

9. Where possible, the parking plan should facilitate *dual usage of facilities* (as for instance, daytime employee and nighttime entertainment parking). This would particularly apply to parking facilities in the vicinity of the War Memorial and Community Plaza.

In summary, the elements of the transportation and parking plans for Central Syracuse should represent an integrated design treatment that will result in efficient overall operation and a functional relationship, complementing and having a catalytic effect on the development of the proposed land-use plan. In general, the transportation and parking plans should be practical, attainable within a 10-year period, and adaptable to a staged development so that individual component elements of the plans will be usable as they are completed.

#### AVERAGE WALKING DISTANCE BY TRIP PURPOSE

Distance Walked From Parking	Trip Purpose		
	Shop	Business	Work
Less than 200 feet	35%	27%	17%
200-600 feet	44%	47%	27%
600-1000 feet	19%	22%	30%
Over 1000 feet	2%	4%	26%



## PRINCIPLES OF **Design**

*A distinctive and attractive skyline*

*Development of approach routes and gateway areas*

*Provision of focal points and open spaces*

*Attractive pavements, street furniture, and landscaping*

*Establishment of clearly defined district boundaries*

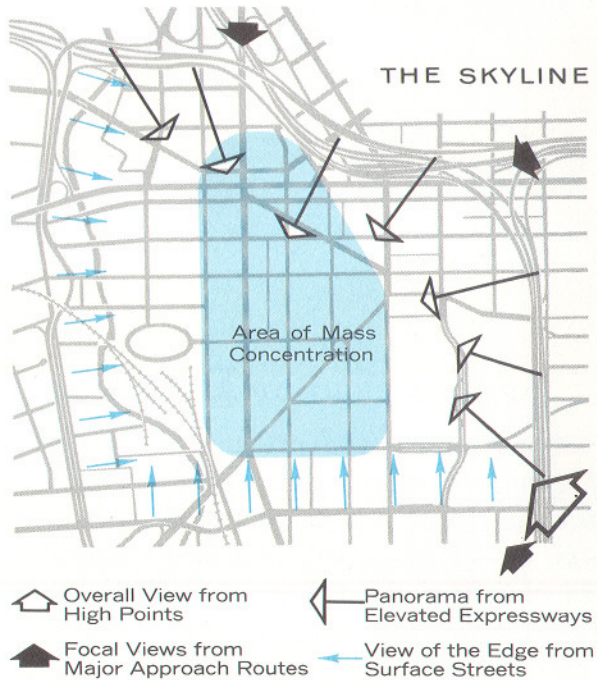
*Location, design, and control of signs*

*Use of functional and decorative lighting*



# THE SKYLINE

**PRINCIPLE:** *A distinctive, interesting, and attractive skyline is a tremendous asset to a community because it serves as an important symbol of the vitality and unity of the central area and as a major point of orientation to the people of the city and region.*



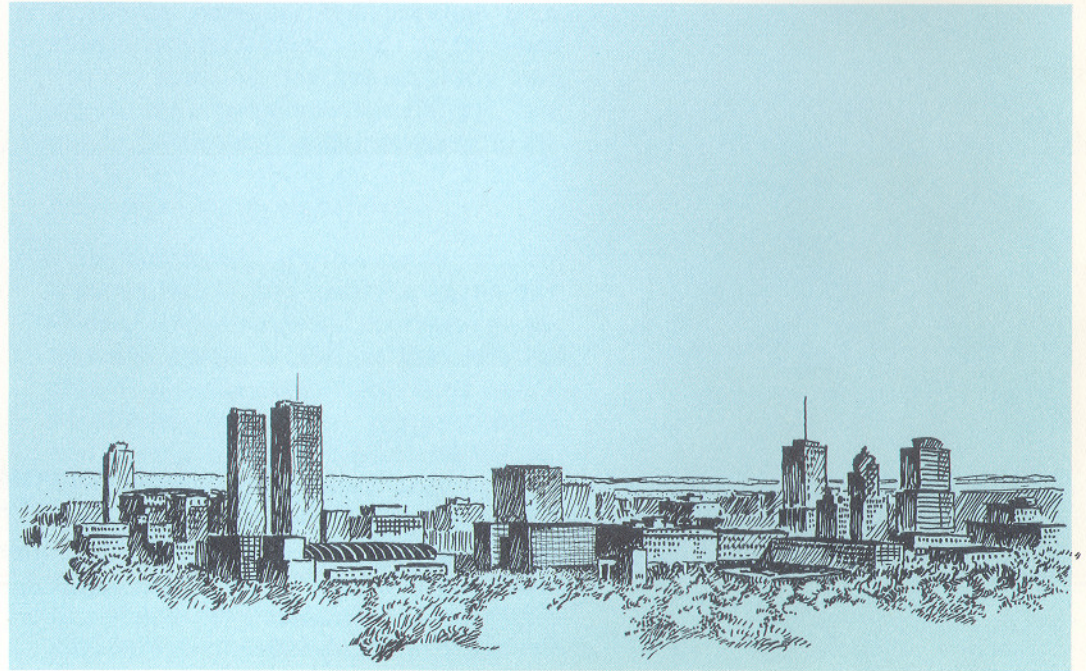
The Syracuse skyline is or will be viewed from four distinctly different types of location: as a *solid mass* from the air or from a fixed point of high elevation such as the Upstate Medical Center; as a distant *focal point* from major approach routes to the area, for example, the Oswego Boulevard expressway; as a *continuous panorama* of changing shapes and individual buildings from proposed elevated expressways bordering Central Syracuse on the east and north; and as a *wall or edge* from major surface streets such as West Street and Adams Street.

## OBJECTIVES

With this in mind, some of the specific objectives to be sought in the development and improvement of the Central Syracuse skyline are:

1. The skyline should contain buildings of different height and bulk which blend together to form a *single mass*; preferably, several tall, tower-type buildings should be included near the center of axis of the mass in the vicinity of Salina and Warren Streets.
2. Building mass should decrease as the

A distinctive skyline serves as a vital symbol of the city and region.





distance from the center increases so as to *emphasize the "core" area*; in peripheral high-rise developments such as Presidential Plaza, structures should be spaced at intervals with open space between them to permit penetration and views of the skyline from elevated expressways.

3. Structures should not interfere with a *continuous view* of the edge of the skyline from West Street and from Adams Street in order to establish and maintain complete orientation between driver and destination within Central Syracuse.

4. Buildings should be *handsome and distinctively designed*; in most cases they should be simple in form and blend into the skyline.

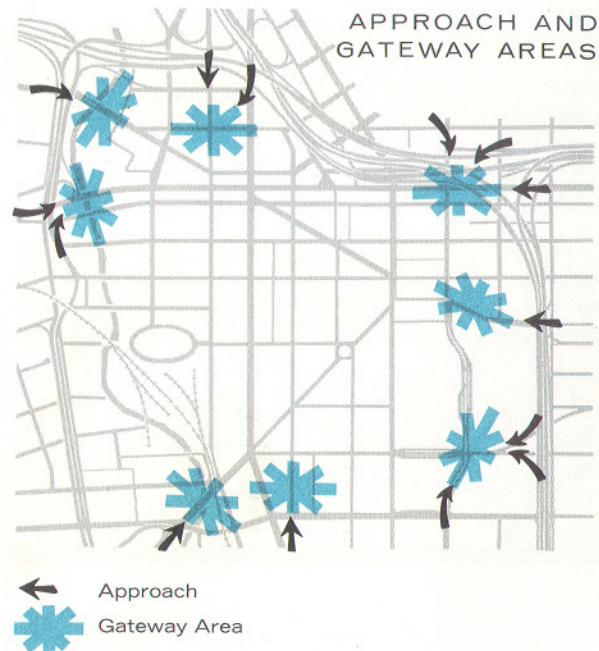
5. *Signs should be limited* to those which identify businesses within buildings on which they are displayed; in all cases signs should be designed as an integral part of buildings and should not detract from the appearance of basic building profiles.

6. It is important that *opportunities for effective viewing* of the skyline be provided. Ideally, major freeway and other approach routes and lookout points from nearby or distant hills should be designed to focus upon the central area and to afford clear and attractive views of its skyline. This should be kept in mind in the development of plans for roadways and bridges in the area and at the time that new zoning or building proposals are made.



## APPROACH AND GATEWAY AREAS

**PRINCIPLE:** *Major approach routes should provide the driver and passenger with a sense of direction to, distance from, and arrival at the central area; the design of such routes should also reflect the importance, image, and quality of the area.*

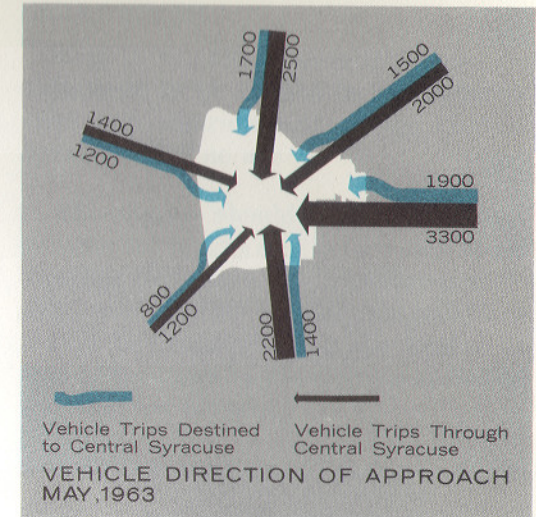


First impressions are important. Whether the person is a visitor to Central Syracuse for the first time or an employee who travels downtown daily, his first impression of the area as he approaches and enters it is or can be a lasting image—good or bad—and it sets the tone for his overall evaluation of the area.

### OBJECTIVES

The following objectives provide the means for achieving a good and lasting first impression of Central Syracuse:

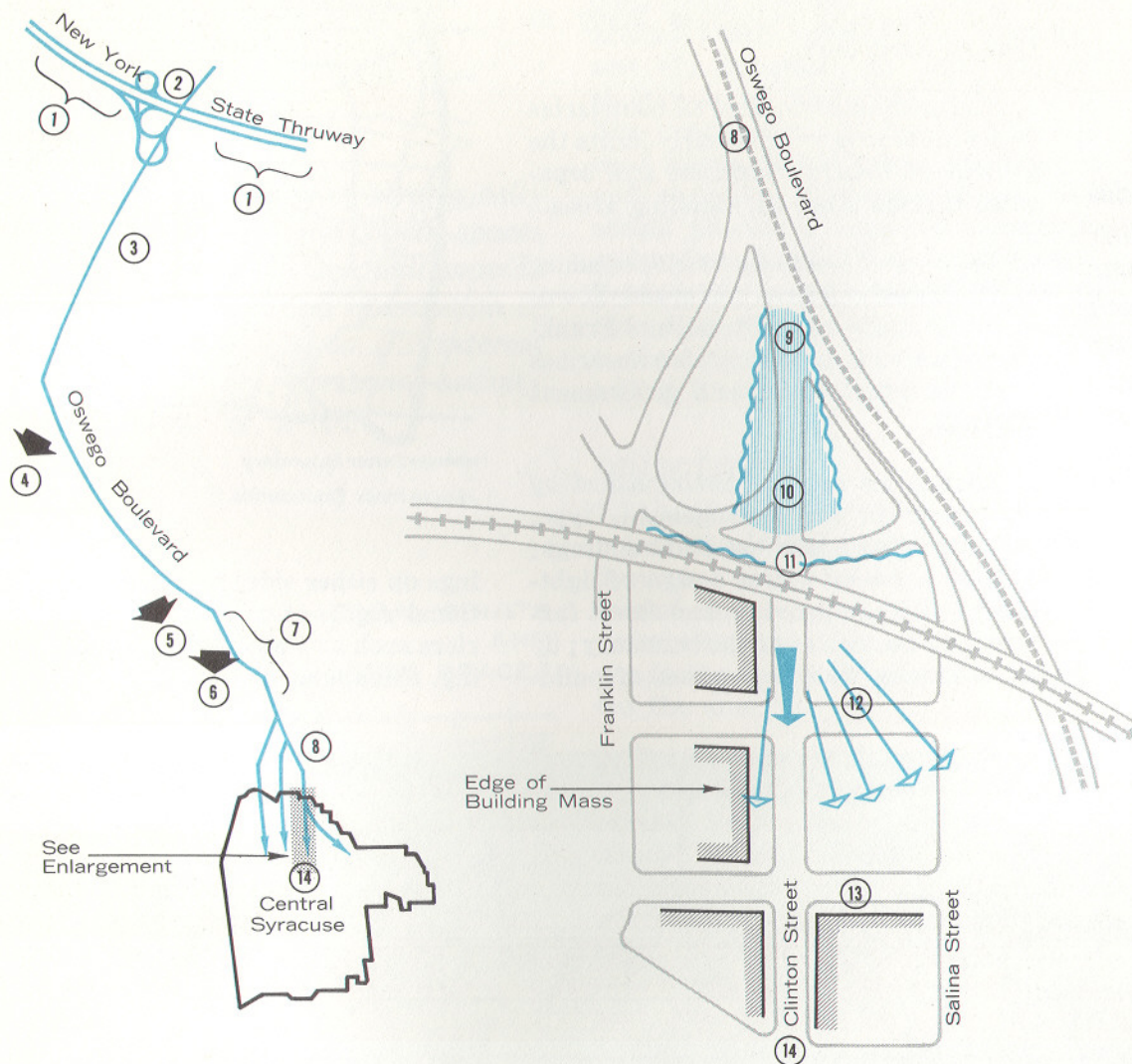
1. *Major approach routes* to Central Syracuse are Oswego Boulevard expressway, proposed Interstates 81 and 690, Shonnard arterial, Erie Boulevard, Salina Street, Onondaga Street, Genesee Street, and James Street.
2. The design of *approach-route rights-of-way* should be distinctive throughout their entire length. Within one mile or so of Central Syracuse the design of these routes should emphasize the approaching destination by providing unobstructed views of the skyline; control should be exercised over excessive or distasteful use of signs; provision should be made for adequate right-of-way widths or building setbacks, as well as for special lighting and landscape or pavement design; and restrictions should be imposed on curb parking which detracts from the dignity of the approach.
3. *Special "gateways"* should be provided at points where approach routes enter Central Syracuse, e.g., Clinton



Street, Erie Boulevard and Water Street, Townsend Street, Genesee Street, and Warren Street. At several of these locations the approach route passes under a railroad or expressway viaduct which creates a "gateway" effect.

4. *Treatment of "gateway" areas* could include: a distinctive entrance sign or symbol; bold landscape design; improved appearance of viaducts; special building setback and intensity requirements; accent lighting; roadside information units with maps, phones, etc.; and a clear sudden view of the skyline or a nearby focal point.
5. The design character of *streets beyond the "gateway"* should be significantly different in order to communicate a "sense of arrival" within Central Syracuse and to efficiently direct vehicles to their final destinations.





- ① Provide directional information to Central Syracuse and other regional centers; reduce all other distractions
- ② Point of turn-off decision
- ③ Decision-free section; provide for general beautification of roadway and expedite traffic flow
- ④ Protect and enhance view of Onondaga Lake
- ⑤ First glimpses of Central Syracuse skyline to be protected and enhanced by control of lines of sight and spot beautification
- ⑥ Full view of skyline must be maintained and beautified by control of air rights, setbacks, and signing and provision of additional landscaping so as to establish driver orientation
- ⑦ Approach area—directional information for turn-offs into Central Syracuse should receive priority; beautification should be intensified; all other distractions should be reduced
- ⑧ Point of turn-off decision
- ⑨ Special design treatment of exit ramp to lead driver out of through traffic lanes without confusion
- ⑩ Special landscape design focusing on "gateway"; screen adjacent parking lots; careful design of intersecting roadways
- ⑪ Highlight "gateway" through underpass; include landscaping, lighting, and special selection of building materials for structure; prohibit signs
- ⑫ Protect view of building facades and landmarks in Central Syracuse to establish driver orientation with desired destination; include special lighting, landscaping, building setbacks and restrictions
- ⑬ Constrict visibility and movement and increase building mass to achieve a "change of pace" and a sense of being "within" Central Syracuse
- ⑭ Special "gateway" treatment to establish sense of arrival and driver orientation

DESIGN OF APPROACH AND GATEWAY AREAS



## BOUNDARY FEATURES

**PRINCIPLE:** *Clearly defined boundaries should be established between districts whose characteristics or functions are substantially different from each other. In order to highlight the distinct differences between functional areas within Central Syracuse, special boundary features should be designed to create an awareness of the transition.*

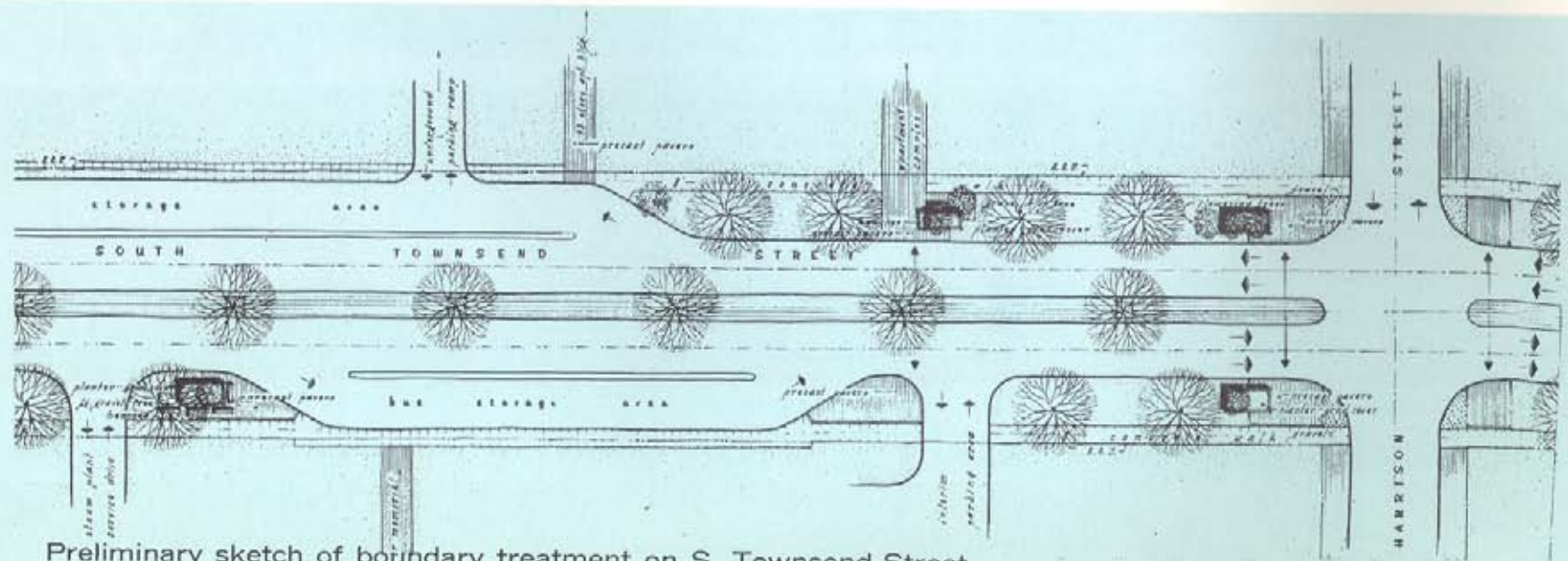
## OBJECTIVES

The following objectives apply to Central Syracuse:

1. The *most important* of all boundaries is the inner loop which clearly limits the growth of Central Syracuse and separates it from other surrounding areas.
2. The *second most important* boundary is that formed by Erie Boulevard, Townsend Street, Harrison Street, and Franklin Street; this boundary circumscribes the main retail, office, and government districts.
3. Boundaries may be distinguished by differences in the arrangement, type, and intensity of land-use and buildings; by distinctive or varied design of lighting, landscaping, paving, and street furniture on both sides of the boundary; by an unusually wide separation of build-



ings on either side; by setbacks or additional rights-of-way; or by visual barriers such as walls, fences, plant screening, embankments, etc.



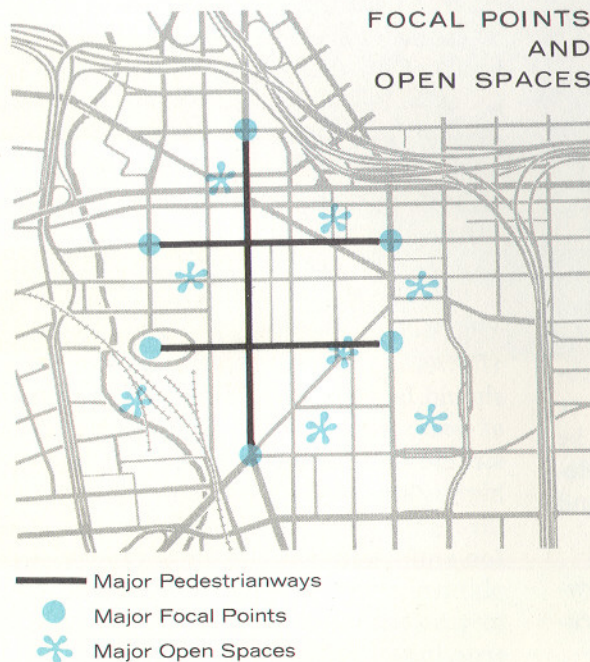
Preliminary sketch of boundary treatment on S. Townsend Street

(Prepared for Department of City Planning by Russell Duryea, Landscape Architect.)



## FOCAL POINTS AND OPEN SPACES

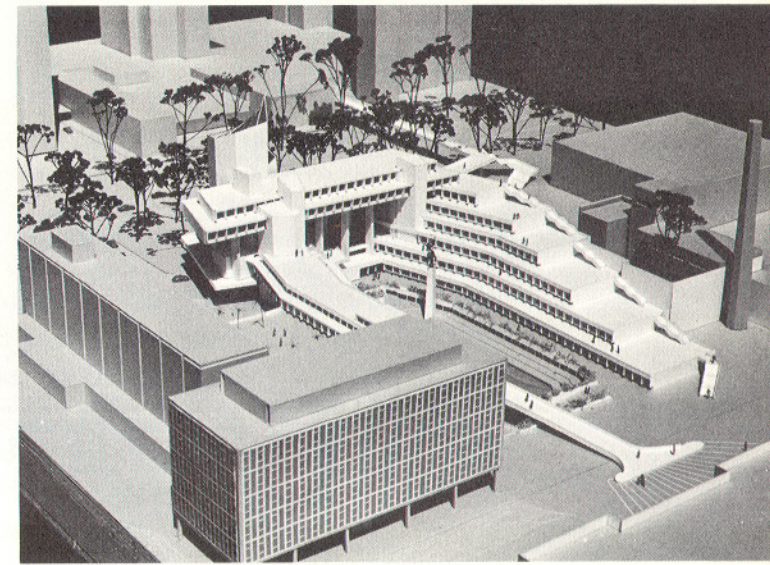
**PRINCIPLE:** *A series of strategically located focal points and open spaces should be developed which will provide a basis for the siting and orientation of buildings and will add to the interest and excitement of pedestrian activity within the area.*



These features are of two types: (1) open spaces, creating a sense of enclosure around which buildings are clustered; and (2) structures, to which lines of sight may be established or protected. The arrangement of focal points and open spaces should arouse the interest and curiosity of the pedestrian, and should provide a sense of orientation and a place of spontaneous congregation. Because they are unique in Central Syracuse, they will contribute substantially to the distinctive character of the area, setting it apart from other cities.

### OBJECTIVES

1. A series of major and minor focal points should be developed in Central Syracuse; major focal points should be located along, or at the terminus of, important streets and pedestrianways; minor focal points may be located throughout the area.
2. Focal points should be located so that they become landmarks or points of reference and should be symbolic of the area or district in which they occur, e.g., a dignified open space or building in the government district, a historic building at Clinton Square, tower buildings or small relaxing open spaces in the retail and office districts, and gay informal settings in the entertainment area. Examples of existing focal points are the State Tower Building, Syracuse Savings Bank, Onondaga County Court House, St. Mary's Church, Chimes Building, Public Safety Building, Hotel Syracuse, National Guard Armory, etc.



Proposed Syracuse City Hall

3. Views or glimpses of focal points from various locations in Central Syracuse should be protected by the control of signs, especially projecting overhead signs, and building setbacks or height restrictions; and should be enhanced by effective use of landscaping, pavement texture, and accent lighting.
4. Compact groups of buildings should focus on *open spaces* such as Salina Street (a linear open space), Clinton Square, Columbus Circle, Fayette Park, and MONY Plaza; additional groupings should be created.
5. The Onondaga Creek area should be developed as a major open space and aesthetic asset of Central Syracuse rather than discarded as an undesirable liability.



## PAVEMENTS, STREET FURNITURE, AND LANDSCAPING

**PRINCIPLE:** *Streets, alleys, pedestrianways, and open spaces, including pavements, furniture, and landscape planting, should be developed with consideration for both function and aesthetics.*

Street lighting fixtures, hydrants, signals and signs, newsstands, waste containers, benches, shrubs and trees, planting boxes, and similar features are the "furniture" of the street. The manner in which they function and their appearance affect both the efficiency and the attractiveness of the street and of adjacent properties, as well as the welfare and safety of passersby.

There is an ever-growing tendency to increase the number of objects of furniture in most streets, and especially in central area streets. In most instances, each item of street furniture has been selected and located individually, without consideration of items already there or likely to be placed there in the future. The result is a lack of coordination of design or location, and an unsightly clutter of mismatched and, often, conflicting objects.

### OBJECTIVES

It is strongly recommended that pavements, street furniture, and landscaping be considered as elements of *comprehensive street design*, i.e., that each street be viewed as a "landscape area," to be designed with the same care and technique as might be applied to a plaza or park. Every consideration should be given to assure that the different elements fit together, both functionally and in appearance.

Specific objectives such as the following should be sought in Central Syracuse:

1. Individual objects—benches, light fixtures, etc.,—should *be simply, tastefully, and functionally designed*. To the extent possible, designs should be compatible with, and enhance, each other. Typical or standard designs should be established for the different types of streets within the area.

2. Street furniture should be arranged and consolidated into meaningful and functional, as well as aesthetic, *groupings in strategic locations*. The number of individual objects should be kept to a minimum. For example, benches, telephone booths, and mail boxes might be grouped adjacent to bus stops.

3. In many instances, the functions of street furniture should be provided from adjacent development; for example, streets and walks may be lighted by fixtures *mounted on adjacent buildings*; fire hydrants, benches, waste containers, newsstands, and street signs may also be built into or affixed to adjacent structures.

4. The design of pavements (concrete, cobbles, gravel, etc.), planting beds (flowers or shrubs), and shade trees should be used to *delineate major paths of pedestrian circulation*, prohibit undesirable or unsafe pedestrian movements, highlight special focal points or furniture groupings, and eliminate the need for and use of signs. For example, curb plantings, rather than signs, can be used to prevent parking, loading, or unsafe crossings.





Vanderbilt Square

5. Wherever there may be an opportunity to construct canopies, bus-patron shelters, or other protective devices, care should be taken to assure that they are of *high-quality design*. Moreover, the provision of such features should be taken as an opportunity to consolidate and improve the design of signs, light fixtures, and other street furniture and building features. Such structures might also serve as bases around which to organize other items of street furniture, including such things as drinking fountains, telephones, benches, newsstands, lockers, etc.

6. The design of street furniture and landscaping planting should distinguish major *boundary features* between functional districts and should emphasize the *special character* or environment within the districts.

7. More generous use should be made of *landscape planting*. Such planting can have significant value by recalling (in the central area) the beauty of gardens and parks in outlying areas, softening the harsh, severe effects of continuous pavement and building structures, and bringing color and variety into the downtown scene.

8. In general, landscape planting should be developed on both a *small and a large scale*. Although individual trees, flower boxes, and small plantings add valuable detail, the large scale of most downtown features requires that landscape plantings also be large in scale.



## LOCATION AND CONTROL OF SIGNS

**PRINCIPLE:** *In determining the location, design, and control of signs, the primary concern should be the efficient communication of important information. Also signs may, and should, contribute to, not detract from, the improved appearance of the central area.*

Signs are of special importance in the central area because there is much information in that area that needs to be transmitted, including the identification of individual businesses and buildings, the provision of directional and traffic safety information, and the identification of streets, historic features, and other points of general interest. The value of signs is further underscored by the fact that Central Syracuse attracts many visitors who are unfamiliar with the area and to whom locational, directional, and safety information is extremely important.

The basic function of signs is to provide information. This must be kept clearly in mind when considering how they should be used and controlled. Some signs warn of danger ("Stop Ahead"), some give direction ("To Community Plaza" or "Parking Here"), and still others tell of some product, company, or service.

Not all sign information is of equal importance, and the value of sign information varies from place to place. For example, along a busy access street, signs giving information affecting the safety of travel are most important and should be given absolute preference; signs giving directions to destinations within the area are of second importance; and signs telling about specific products or services are probably of least value—and may actually be harmful in terms of the distraction and unsightliness they create.

In addition to being judged in relation to the value of the information they transmit, signs must be examined to determine what other effect they may have. They may frequently be so located as to block the light or view of buildings. And they may be so designed, constructed, or located as to frustrate the efforts of architects and developers in the creation of handsome buildings that would enhance the area. When they do these things, signs are a liability to business and to the public, and their function is impaired.

The central area is particularly susceptible to, and inclined toward, an overuse of signs, leading to a downgrading of values. The concentration of activity, the great amount of information and direction to be conveyed in a relatively limited space, and the attraction for advertisers of central area crowds, all tend to increase the number of signs in the area. Thus, although many signs in the central area carry essential information, many more are placed there merely because of the presence of numbers of people.

Most signs attracted to the area, but not directly related to the conduct of activities there, are, in effect, parasites; they do not help draw customers or patrons to the area themselves, but instead rely upon the drawing power of the retail, office, entertainment, cultural, and other facilities of the area. Moreover, they detract substantially from the safety, convenience, and appearance of the area and reduce its ability to serve



as an attractive and worthy center of the city and region.

### OBJECTIVES

It is proposed, therefore, that a set of objectives regarding signs be adopted and implemented by means of renewal, zoning, and other devices to achieve the following:

1. Control of the location, construction, and design of all signs to *minimize conflicts* among them and to insure harmonious incorporation into the overall appearance of the area, while preserving their ability to transmit needed and desired information. Such control should recognize the preeminent importance of signs related to traffic safety, the high relative importance of informational and directional signs, and the primary need for identification of buildings and activities within the area.

2. Variation in the size, design, and construction of signs in different parts of the area to take into account the *different objectives and needs of different areas*. For example, it is particularly

important that sign distractions and conflicts be avoided along the freeway, around freeway ramps, and along major access streets, such as Harrison, Adams, Clinton, Erie Boulevard, and others. Similarly, action is needed to prevent the indiscriminate use of signs along streets where great effort is being made to establish and maintain qualities of dignity and prestige (included here would be streets such as Salina, Warren, and Harrison Streets, and Erie Boulevard).

3. Recognition of the *time and duration of sign display*, to take into account the fact that signs giving information about an election, a special celebration, or some other specific event need relatively more prominence than signs advertising something having no particular relation to time.

4. Recognition of the variation between *different types of businesses* in their need for advertising display, for example, a small restaurant or store must "sell" itself repeatedly whereas certain types of major retail organizations, banks, or institutions become "landmarks" requiring little sign identification.



# LIGHTING

**PRINCIPLE:** *Lighting within the central area should be skillfully designed to respect the functions of various streets and districts and should accent features of special importance.*



A skillfully designed system of lighting could do much to dramatize and improve the appearance of Central Syracuse. In addition, it could increase safety and convenience and help to create a sense of order and direction throughout the area.

Some of the characteristics of lighting that might be used to achieve varied and desired effects include:

Level or intensity of lighting.

Type of lighting, whether direct or indirect.

Placement of lighting fixtures.

Use of colored lighting.

Style, size, and appearance of light fixtures.

## OBJECTIVES

Specific objectives may be varied to meet the special and desirable characteristics of different parts of the area. For example:

1. Major vehicular *approach and circulation routes* should be brightly lit in accordance with the most appropriate standards of arterial street illumination. Such lighting should be designed to help lead drivers along major routes to their desired destinations. The lighting of such streets should generally help to *distinguish the classifications of streets*; for example, one type of lighting might be used on streets leading to freeway

ramps, another on the "inner-ring" access and distribution street system, and still another on major pedestrian promenades, such as Salina Street. All of the various ways of obtaining effective lighting should be explored, including such features as differences in intensity, location, and color of light sources.

2. Commensurate with safety requirements, normal street and sidewalk *lighting should be subordinated* in areas around Clinton Square, the Community Plaza, and institutional centers to obtain fuller highlight and contrast effects from the exterior lighting of buildings in these areas. To a great extent, the general lighting of such areas might be achieved indirectly, using the reflection from building exteriors and pavements.

3. In areas bordered by show and display windows, prominence should be given to the *lighting of window displays*. To the extent compatible with safety, the general lighting of areas outside such windows should be subdued to increase the significance of window displays.

4. The lighting of *nighttime activity centers*, such as the institutional, entertainment, and Community Plaza areas, should be given special attention. Emphasis should be directed to the lighting of building and parking entrances and to areas of pedestrian circulation. Again, rather than attempting to provide a uniformly high level of lighting, a more desirable effect might be obtained by skillfully selecting areas to be specifically lighted.



## HISTORIC AND ARCHITECTURAL FEATURES

**PRINCIPLE:** *Central area development should encourage and emphasize the preservation of significant historic and architectural features which represent the heritage of the entire community and region.*

Third Onondaga County Courthouse



Historic and architectural values lie well beyond the general appearance of a building. Rather, they stem from the emotional, psychological, and cultural values that they have in recalling the heritage and history of the area and its people. Visible reminders of the history of Syracuse provide a unique aesthetic quality that can be produced in no other way.

It is extremely important, therefore, that the visible evidence of these attributes be appropriately established and maintained in Central Syracuse. This may be done by the creation of parks and plazas, preservation of extraordinary structures and original architectural details, or by the installation of plaques, statuary, fountains, and special landscape features.

Care should be taken to insure that the events to be memorialized are, in fact, significant and genuine. Attracting attention to matters of little importance, or of questionable authenticity, will only cheapen the truly valuable features.

### OBJECTIVES

1. *Clinton Square*, the "crossroads" at which the City of Syracuse developed, should be preserved and enhanced as the major public gathering place in Central Syracuse, as it was in the days of the early turnpikes and the Erie Canal.
2. *St. Mary's Circle* should be revitalized as a place of informal pedestrian activity and as a link between Community Plaza and the main retail area.
3. *Other historic sites or buildings* should be identified by the use of plaques or unique lighting and landscaping techniques.
4. The restoration and *economic reuse* of historic buildings is recommended wherever feasible, e.g., the Third Onondaga County Court House.
5. *Original building features* should be well-maintained; building surfaces, window casings, cornices, and other visible features should be maintained in a sound, neat, and attractive condition, and refinished where appropriate.
6. *Unity of building design* should be achieved to the extent possible. Features that maintain some unity with the appearance of adjacent or nearby buildings should be provided and maintained. Although a certain variety is needed and desired, severe contrasts should be avoided. Unity of appearance can usually be obtained by maintaining similarity in one or more of the following features: Surfacing materials; height of cornices, windows, floors, and other horizontal building features; spacing and proportions of columns, floors, and basic structural grids; color, texture, and general nature of exterior materials.
7. *The integrity of the exterior building design* should be maintained at ground level as well as at upper levels; signs, lighting, false fronts, etc., should not conflict with the basic design of the structure.



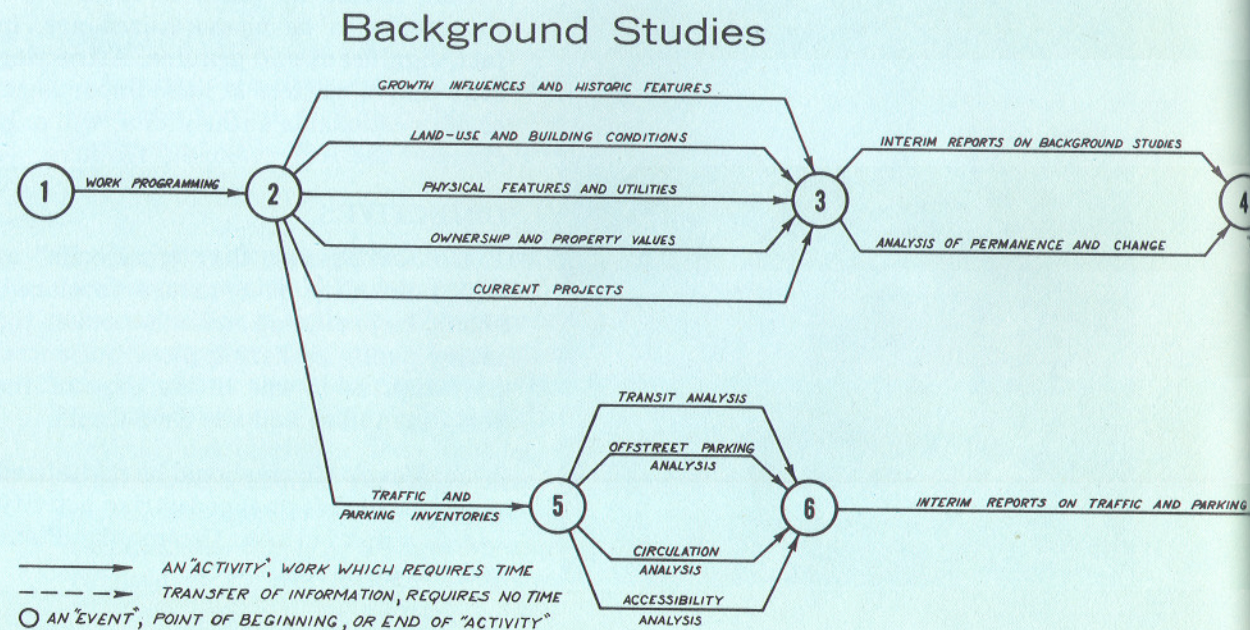
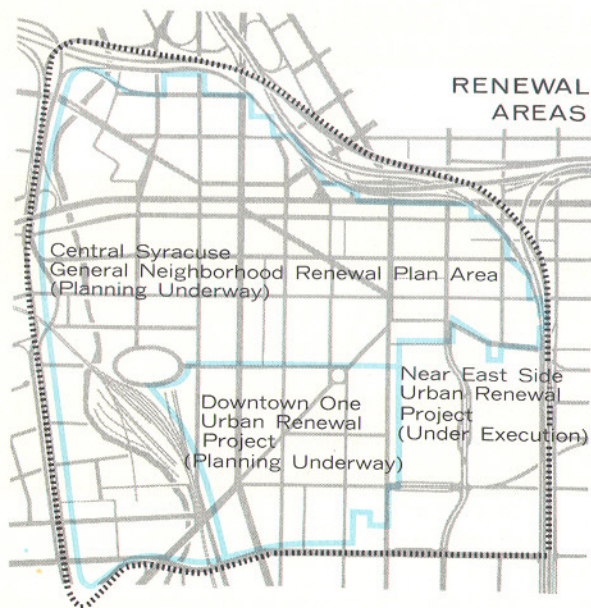
# THE GENERAL NEIGHBORHOOD RENEWAL PLAN

Urban Renewal involves much more than the carrying out of individual projects to correct blighted conditions in a particular section of the community. It means the full range of public and private forces brought to bear, in an organized way, on the correction of past problems and in carrying out sound future development to achieve the kind of overall, balanced urban community that people need and want.

A General Neighborhood Renewal Plan (such as Central Syracuse) is called for when an urban renewal area

is of such scope that a series of specific renewal projects (such as Downtown One) may have to be initiated in stages over a period of not more than 10 years. It must be established that in the interest of sound community planning, it is desirable that this large urban renewal area be planned as a whole for urban renewal purposes.

The Work Sequence Diagram below describes the various activities and sequence of events in the Central Syracuse GNRP. Activity 17-18 represents the publication of this report in relation to the over-all program.





## Principles and Objectives

## Preparation of Plans

## Final Reports

