

# The Hawley-Green Neighborhood Component of the City of Syracuse Comprehensive Plan

Faculty of Landscape Architecture

Urban Design Studio

State University of New York  
College of Environmental Science and Forestry





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# Preface



## PREFACE

...[C]ity people are mobile. They can and do pick and choose from the entire city (and beyond) for everything from a job, a dentist, recreation, or friends, to shops, entertainment, or even in some cases their children's schools. City people...are not stuck with the provincialism of a neighborhood, and why should they be? Isn't wide choice and rich opportunity the point of cities?

...Whatever city neighborhoods may be, or may not be, and whatever usefulness they may have, or may be coaxed into having, their qualities cannot work at cross-purposes to thoroughgoing city mobility and fluidity of use, without economically weakening the city of which they are part. The lack of either economic or social self-containment is natural and necessary to city neighborhoods—simply because they are parts of cities...[T]he conception of neighborhood in cities is meaningless—so long as we think of neighborhoods as being self-contained units to any significant degree....

But for all the innate extroversion of city neighborhoods, it fails to follow that city people can therefore get along magically without neighborhoods. Even the most urbane citizen does care about the atmosphere of the street and district where he lives, no matter how much choice he has of pursuits outside it; and the common run of city people do depend greatly on their neighborhoods for the kind of everyday lives they lead.

Jane Jacobs, *The Death and Life of Great American Cities*. 1961

In August of 2001, political and civic leaders in Syracuse realized that it was necessary for Syracusans to improve upon the shaping of their community, and thereby committed to developing a new Comprehensive Plan for the City of Syracuse. This document, *The Hawley-Green Neighborhood Plan*, is the first neighborhood plan developed pursuant to

that initial effort. It takes into account the social, physical and economic issues related to this important urban district, and draws heavily on the topic-based documents—the Preservation, Housing Component and Commercial Areas Components—prepared as addenda to the Comprehensive Plan.



# Introduction

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## INTRODUCTION

Cities across America, as a result of an evolving story of settlement, bare unique physical and cultural characteristics reflected in their neighborhoods. Urban neighborhoods contribute to and are effected by their close proximity to centers of social, cultural and economic activities. City life offers residents, employees and visitors a wealth of opportunities and experiences to enjoy every day. A diversity of tangible and intangible elements, including the sites, sounds, scents and experiences of a city alive with human activity, combine to interact with, or counteract, one another. These elements provide us a sense of place in the form of character, identity, structure and meaning. A neighborhood plan provides a framework within which unique characteristics and elements can be drawn upon to create a physical environment supportive of residents, business people and visitors. Through careful inventory and analysis, including direct community involvement in the process, neighborhood planning addresses problems and takes advantage of opportunities to create unique, viable and pleasant urban places. This, the first neighborhood plan for the City of Syracuse, strives to do just that for the Hawley-Green Neighborhood, a neighborhood already rich with citizen commitment and possibilities.

### **History of the Hawley-Green Neighborhood: An Overview**

Like most American urban areas, Syracuse began as a series of small, independent hamlets clustered around natural resources and transportation corridors. In the 19<sup>th</sup> century, these communities developed primarily in response to the area's natural salt deposits as well as industries that capitalized on the Erie and Oswego Canals

and various railroad lines that ran through the region. In 1824 Moses Dewitt Burnet purchased the 'Walton Tract' that later became Syracuse's downtown. He formed the Syracuse Land Company (SLC) with partners William James, Isaiah Townsend, James McBride, and Gideon Hawley. In 1848, several of these communities merged and incorporated as the City of Syracuse, opening the door to more sustained growth into the first decades of the 20<sup>th</sup> century. The area bounded by Lodi Street, Burnet Avenue and James Street, often referred to today as the Hawley-Green Neighborhood, reflects this growth in its overall organization and individual properties and is one of the oldest neighborhoods in the city.

In the early 1800s, the neighborhood developed north of the new Erie Canal, west of the Oswego Canal, and was connected to the Village of Syracuse and its Clinton Square via James Street. Across the Erie Canal to the southeast was the Village of Lodi, accessed via Lodi Street, a former Indian path that traveled the upper edge of the salt flats. Burnet Avenue paralleled the Erie Canal, but was separated from it by boggy areas abutting the canal towpath. The alignment of these early corridors provided the framework for future development, and led to a non-traditional grid of blocks and lots, but one that nevertheless was densely developed for a wide variety of uses by a broad mix of economic classes and ethnic heritages.

While the first decades of the 19<sup>th</sup> century saw little physical growth, some scattered lots were developed for canal-related activities or for agricultural purposes. In the 1850's, with the continued success of the canal and the increasing number of new industries, the area experienced more ordered development. The first large influx of settlers was Irish and German immigrants



and Native Americans. A number of African-Americans moved to the area and worked in the industries. Mary Robinson, owned properties on Catherine Street before the Civil War and rented them for income to other African-Americans. Typically, the first homes were of modest frame construction, often situated adjacent to industrial and commercial facilities. Owners of these businesses lived in the area as well, but usually at a greater distance and in homes of substantial size and constructed of masonry, many on the James Street “hill.” For at least a decade the area remained in transition, as residents changed occupations and homes every one or two years. This sustained state of flux resulted in the construction of numerous residential and commercial buildings.

Beginning in the 1870s, the city started to experience a significant period of economic expansion and physical development. In the Hawley-Green neighborhood, the impact south of Green Street was primarily along Burnet Avenue in the form of commercial expansion. Although several individual residential properties were constructed, perhaps most notably Greenway Place which was the site of a former brewery on Hawley Avenue. On Green Street and to its north a considerable number of political and civic leaders built homes, bringing a large number of professionals and their families to into the area. This development first was facilitated by the streetcar and later the trolley lines that ran on Hawley Avenue and Green, Lodi and James Streets, making it easy for people to commute from their stylish new homes into the city center for work or entertainment. Contiguous land values rose at a faster rate than did property with poor access to the trolley line. Nearly every popular architectural style of the 19th and early 20th centuries is reflected in the

neighborhood including the Queen Anne of the first mayor of Syracuse Harvey Baldwin.

By the early 20th century, the most significant mansions remained along James, which also included a number of church properties representing several different denominations. These were joined by large up-scale apartment buildings such as the spacious Snowdon Apartments at the intersection of Burnet Avenue, James and North State Streets. The Snowdon was designed in 1902 by prominent Syracuse architect Archimedes Russell and built by Henry J. Ryan. It is located on the former site of the Keble School, an academy for girls. By this time, the area had several business clusters. One on lower James Street, near its intersection with the Oswego Canal and North State Street, was home to a mix of local merchants, warehouses and manufacturing plants. Two others, one on Catherine Street from Burnet to James intersection housed several small businesses along Burnet that generally serviced the Hawley-Green and contiguous neighborhoods. But the nature of businesses along Burnet began to change when the New York Central Railroad tracks were elevated in the 1930s. Effectively separated from areas to the south, Burnet began to attract businesses with a more diverse customer base and local merchants gave way to regional commercial entities.

This trend continued and ultimately expanded in the 1960s, when the elevated corridor became Interstate 690. With easy access to and from the highway provided at McBride and Townsend Streets respectively, Burnet became an established regional corridor. A number of existing businesses expanded and new businesses moved in, with both types replacing older housing stock with commercial buildings and large stretches of parking. At the same time,



James Street was transitioning from a once fashionable address for well-to-do residents to one of empty or abandoned former mansions. These properties became easy targets for demolition and new construction, particularly as the community was desperate to offer alternative in-city locations to businesses leaving downtown. The result was the loss of high quality traditional 19<sup>th</sup> century residential fabric and in its place, low scale, and low density office development reflective of then popular suburban office parks. Added to this was a general out-migration of city residents, which in the Hawley-Green neighborhood left many modest houses and apartment buildings with vacancies, deteriorated conditions and decreasing property values.

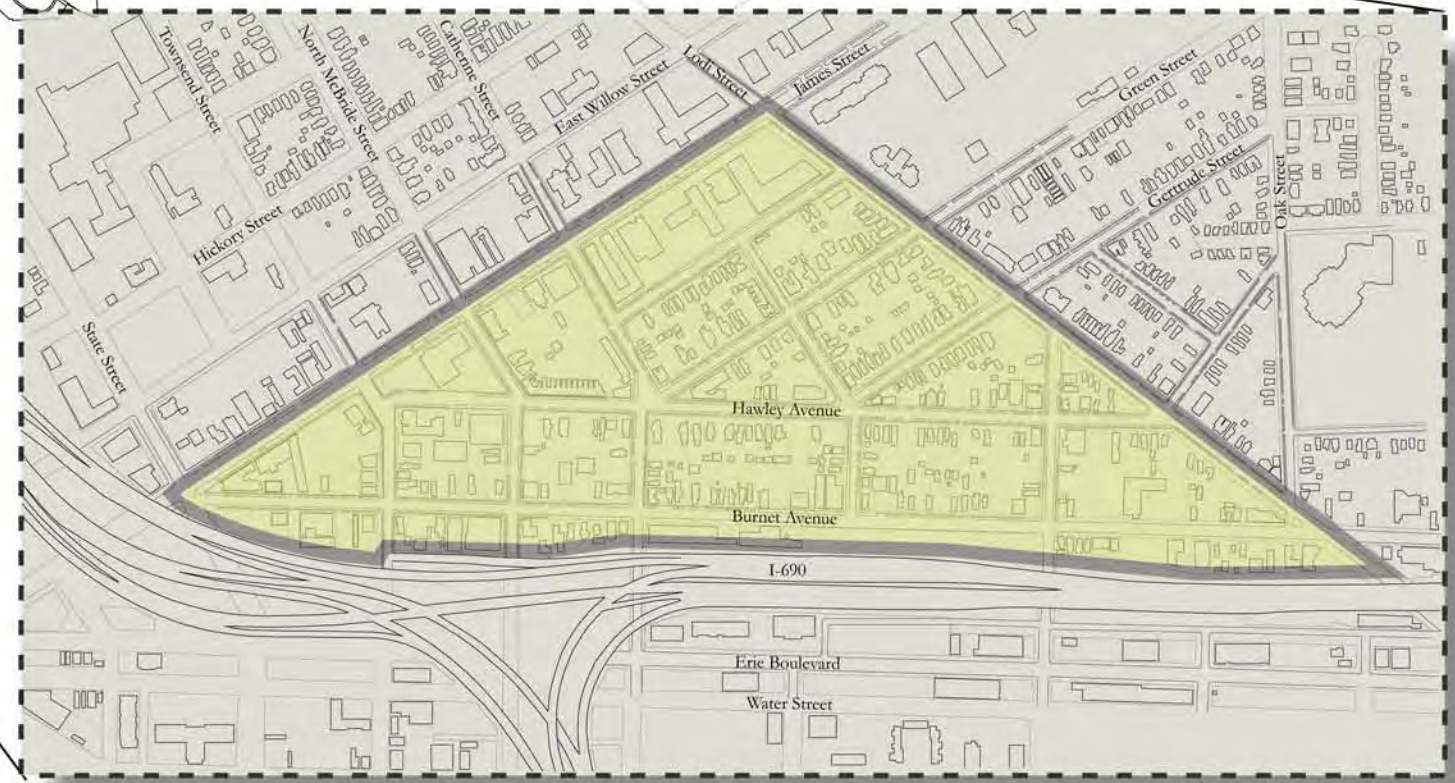
This slow downturn continued into the 1970s until the efforts of the Landmark Association of Central NY, Inc. (today the Preservation Association of Central NY [PACNY]), nominated a portion of the neighborhood to the National Register of Historic Places as the Hawley-Green Street Historic District. The historic significance and inherent physical appeal of the area, plus the economic incentives then available for development of historic properties, captured the attention of a disparate collection of individuals. Acting largely independent of one another, but with the assistance of city government and the Northeast Hawley Development Association (NEHDA), a new not-for-profit neighborhood advocacy organization, they began investing in the historic district. While some maintained a strictly business relationship with their properties, others made a more personal commitment and became residents as well as developers.

The initial wave of investment was promising, bringing in a variety of new residents. Unfortunately most of these were

renters and the population did not gain a significant number of owner-occupants nor small businesses that catered to the neighborhood. The result, therefore, was not the multi-layered renewal that had been projected and hoped for. Rather, revitalization was concentrated in pockets scattered throughout the Hawley-Green neighborhood, in seemingly small clusters of properties that were successful in their own right, but unable to usher in a sweeping renaissance.

During the last fifty years many of the larger residences have been broken up into apartments, and even the smallest homes are often not owner-occupied. In the process most houses have had rear additions and new entrances on the side or front installed. The vogue for front porches around the turn of the century has also resulted in changes to some of the buildings in the district. Recently there has been an awakening of community pride, which is reflected in some exterior restorations. Both NEHDA and a select few of the independent developers made a valiant but less than successful attempt over several decades to generate sustained interest and investment in the neighborhood. With the turn of the 21st century, the area has found itself once again in need of social and economic rejuvenation.





City of Syracuse



Hawley-Green Neighborhood



Context Map  
City of Syracuse  
Hawley-Green Neighborhood Plan

Faculty of Landscape Architecture  
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Urban Design Studio 2007

## Demographics

In order to gain a better understanding of the Hawley-Green Neighborhood and how it relates to Syracuse, a neighborhood-based analysis of population demographics was conducted. The following data are the results compiled for both the City of Syracuse and the Hawley-Green Neighborhood.

### City of Syracuse Profile

#### *Primary Characteristics*

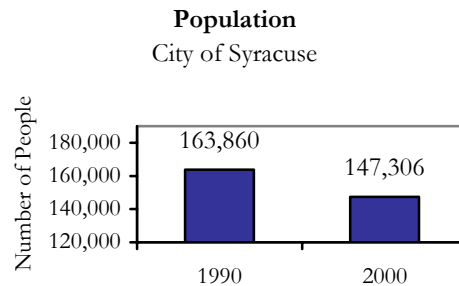
The City of Syracuse is located in the geographic center of New York State in Onondaga County. Syracuse encompasses 26 square miles of land and carry an estimated population of 147,306 in 2000.

Throughout the 1800's, salt was commercially mined in Syracuse, which created a prosperous salt industry that eventually spilled over into other economic areas, such as banking and finance. Near the turn of the 20th century, the city underwent a transformation as other industries began to grow. Syracuse became home to many manufacturing companies, including New Process Gear, Crouse-Hinds, Crucible Steel, Bristol-Myers Squibb and Carrier Corporation. By 2000 Syracuse realized a major economic shift from manufacturing to service and technology industries. Today some of the major employers include SUNY Health Science Center, Crouse Hospital, Syracuse University and National Grid Power Corporation.

#### *Population*

The city of Syracuse reached its peak population in 1950 at 220,583. Since then, the population has decreased to an

estimated 147,306 in 2000 according to the U.S. Census Bureau.



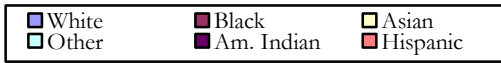
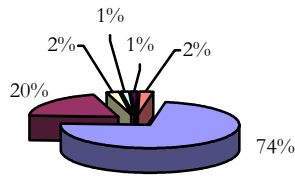
From 1990 to 2000 the population decreased by an estimated 20,000. In light of statistics such as this, plus the overall continuing loss since 1950, it is assumed that this decline has continued from 2000 to 2007.

#### *Race*

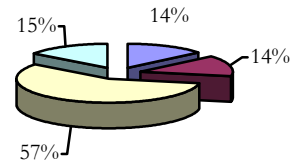
In 1990 whites made up the greatest percentage of the population in Syracuse at 74%. African Americans made up the next largest racial group equaling 20% of the population.



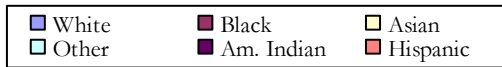
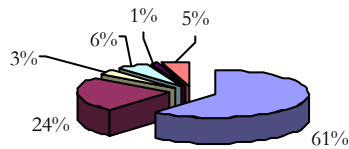
**Race Statistics for 1990**  
City of Syracuse



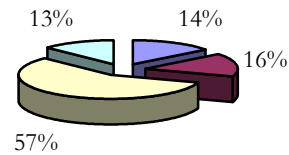
**Age distribution for 1990**  
City of Syracuse



**Race Statistics for 2000**  
City of Syracuse



**Age Distribution for 2000**  
City of Syracuse



In comparing the racial data for Syracuse in 2000 and 1990, the white population shows a decrease of 13 percent. All other racial groups had small increases.

### Age Distribution

Between 1990 and 2000 there were no significant changes in the age distribution within the population of Syracuse. There was a slight decrease of 2 percent in the over age 65 group and a small increase of 2 percent in the age 10 to 19 years group.

### Income

In order to simplify the statistical data for household income in Syracuse, three income groups were examined:

- Low income household incomes consist of income levels, under \$30,000
- Moderate household incomes consist of income levels, from \$30,000 to \$74,999
- High income household incomes consist of income levels, from \$75,000 and greater

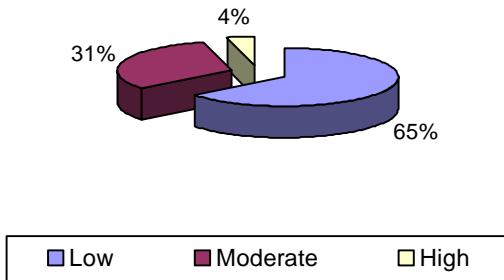
In 1990 and 2000 the greatest percentage of the Syracuse population had a household income under \$30,000. It is important to note that according to the US Census Bureau in 1990 the average national poverty



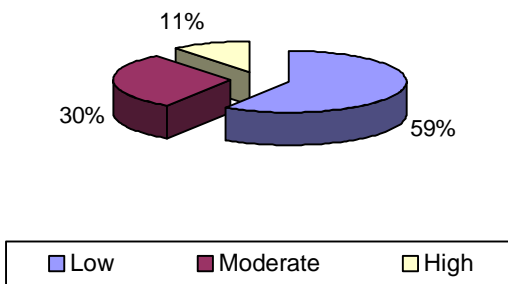
level was \$13,231 and in 2000 it was \$17,420.

The household income information provided for the year 2000 shows a marginal decrease in the percentage of households earning an income less than \$30,000 and a 7% increase in those earning \$75,000 or greater. The information shows that overall a slightly larger portion of households in Syracuse were earning more in 2000 than in 1990.

**Household Income for 1990**  
City of Syracuse



**Household Income for 2000**  
City of Syracuse



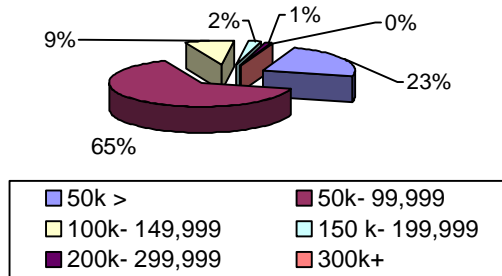
**Value of owner-occupied housing**

The value of owner-occupied housing in Syracuse has generally stayed the same with the exception of the housing in the lower value ranges. A 5% shift from the lowest

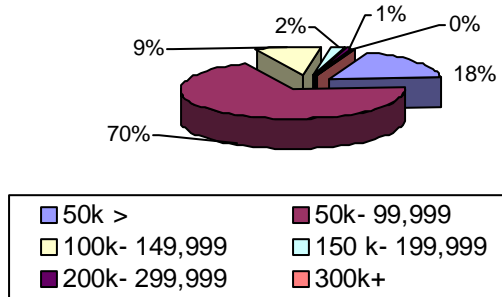
range of under \$50,000 to the range of \$50,000 to \$99,999 happened between 1990 and 2000.

Although this shift appears to be minor, it might be an indication that fewer people were able to own and occupy a house. When considering that the majority of the population in Syracuse earned less than \$30,000, it is likely these two factors might have the greatest impact on any fluctuations in the number of owner-occupied housing.

**Value of Owner-occupied housing 1990**  
City of Syracuse



**Value of Owner-occupied housing 2000**  
City of Syracuse



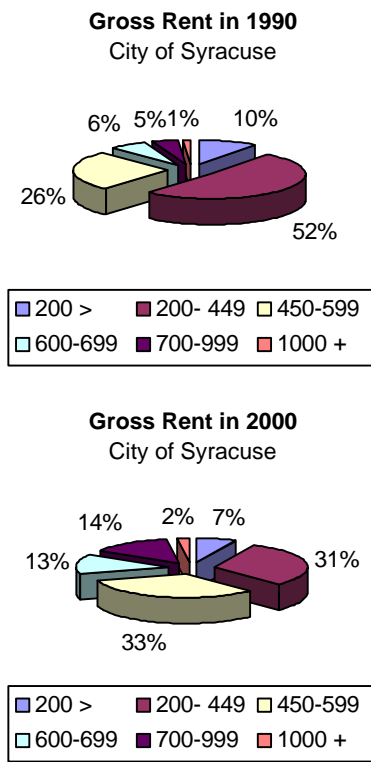
**Cost of Rent**

In 1990 the majority of renters in Syracuse paid \$200 to \$449 a month for rent. The high percentage in this range can be a reflection of the data obtained for household income and the value of owner-occupied housing. Since the majority of the



population in Syracuse had an income below \$30,000 it can be assumed that more people could only afford to rent as opposed to own a house.

In 2000 there was an increase in the percentage of renters who paid rent in the range of \$450 to \$599. This rise is also a reflection of household income and value of owner-occupied housing, and explains the change in gross rents between 1990 and 2000.



### Hawley-Green Neighborhood Profile

Block groups from census tracts 24, 16 and 23 were used to compile the data for the demographic study of the Hawley-Green Neighborhood. Some block groups encompass areas located slightly outside of the designated neighborhood study area. This extra data provides some

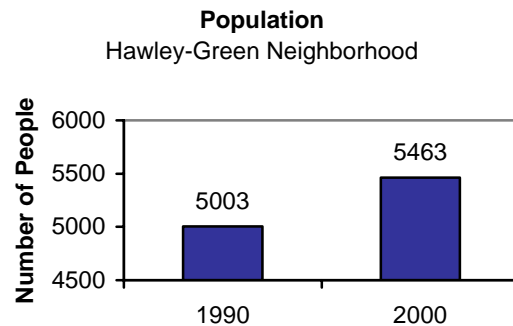
understanding of the demographic context of the Hawley-Green Neighborhood.

#### Primary Characteristics

The Hawley-Green Neighborhood is located in it what is traditionally known as the Near Northeast neighborhood of Syracuse. The study area is bounded by Lodi Street, Burnet Avenue and James Street. The Hawley-Green Street Historic District is located within this neighborhood. As discovered by the following data, the diverse physical characteristics of the Hawley-Green Neighborhood are also reflected in the demographics of the neighborhood and its surrounding area.

#### Population

The population within the Hawley-Green Neighborhood area increased compared to Syracuse as a whole between 1990 and 2000. This increase is assumed to have continued into 2007, based primarily upon current information regarding revitalization of the neighborhood occurring over the past 5 years.



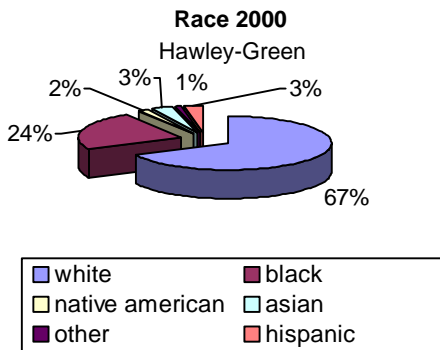
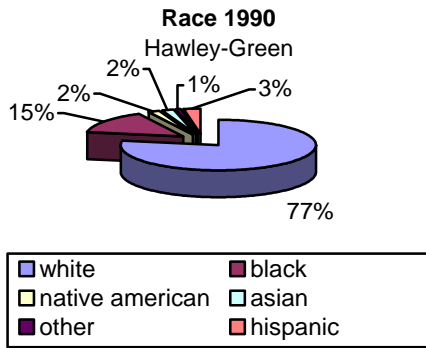
#### Race

The population within the Hawley-Green Neighborhood diversified between 1990 and 2000. In comparison to racial data for

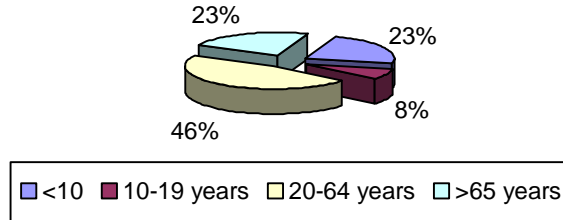




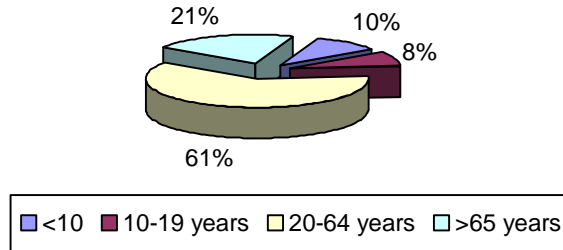
Syracuse in 2000, the white population shows a decrease of 13 percent, while all other racial groups show small increases.



**Age Distribution 1990**  
Hawley-Green Neighborhood



**Age Distribution 2000**  
Hawley-Green Neighborhood



*Age Distribution*

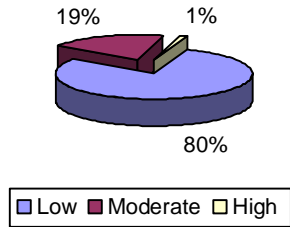
From 1990 to 2000 the 20 to 64 year old category increased more than any other category. The other age groups tended to stay around the same percent of the population. This indicates that with the growth in population of the area, many of the new residents must be within the age range of 20 to 64. An assumption can be made that this age group would mostly likely contain a greater number of working professionals.

*Income*

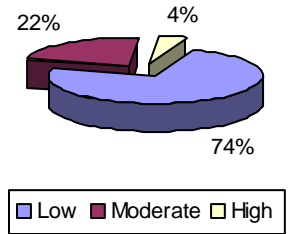
Household income information provided for the year 2000 shows a decrease in the percentage of households earning an income less than \$30,000. There also was a 3% increase in the percentage of households earning an income of \$75,000 or greater as well as a 3% increase in those that fall in the moderate range, indicating modest economic growth the neighborhood.



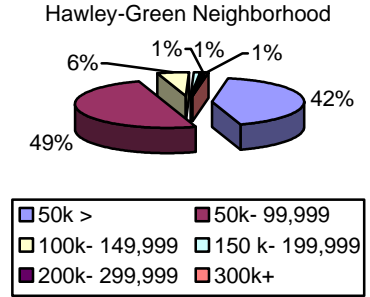
**Household Income 1990**  
Hawley-Green Neighborhood



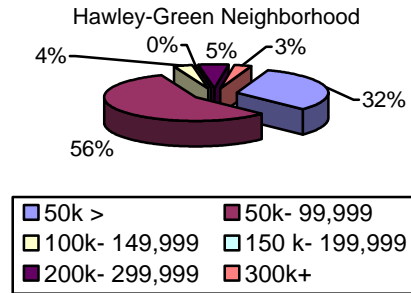
**Household Income 2000**  
Hawley-Green Neighborhood



**Value of Owner-occupied Housing 1990**  
Hawley-Green Neighborhood



**Value of Owner-occupied Housing 2000**  
Hawley-Green Neighborhood



*Value of owner-occupied housing*

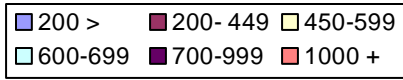
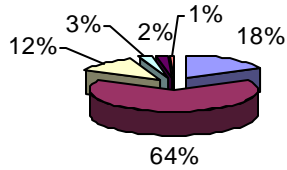
The overall value of owner-occupied housing in the Hawley-Green Neighborhood increased significantly between 1990 and 2000. This increase can be affiliated with the rise in household income.

*Cost of Rent*

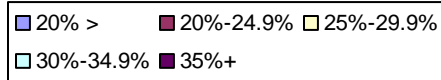
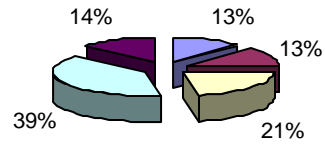
Of all the data examined, the cost of rent in the Hawley-Green area had the most amount of change between 1990 and 2000. The increases in gross rent indicate a substantial amount of economic growth within the housing and renting market. Factors that might account for this change are the increase in household incomes within the area and the increase in the value of owner-occupied housing.



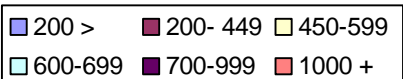
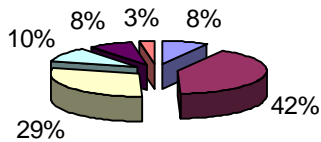
**Gross Rent 1990**  
Hawley- Green Neighborhood



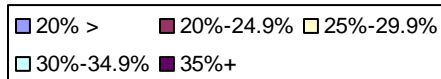
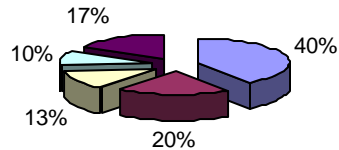
**Gross Rent as Percent of Household Income 1990**  
Hawley-Green Neighborhood



**Gross Rent 2000**  
Hawley-Green Neighborhood



**Gross Rent as Percent of Household Income 2000**  
Hawley-Green Neighborhood



Gross rent as a percent of household income between 1990 and 2000 indicate a higher percentage of renters in the neighborhood paid a lower percentage of their income towards rent. This correlates directly with the data for gross rents and household income, suggesting the increase in household income exceeded increases in gross rent, which allowed renters to pay a lower percentage of their income for rent.

### *Housing Units*

Housing units per structure means how many living units are in one building, for example a one unit detached is a freestanding house. The large range in number of units per structure reflects the variety of housing options in the neighborhood. The increase in the one unit detached category indicates an increase in the number of freestanding homes in the Hawley-Green Neighborhood. This most likely happened through the efforts of such not-for-profit agencies as Home Headquarters and the Northeast Hawley Development Association, which focuses on rehabilitating vacant structures and building new houses on vacant land.



## City of Syracuse Profile

### Primary Characteristics

The City of Syracuse is located in the geographic center of New York State in Onondaga County. Syracuse encompasses 26 square miles of land and carried an estimated population of 147,306 in 2000.

Throughout the 1800s, salt was commercially mined in Syracuse, which created a prosperous salt industry that eventually spilled over into other economic areas, such as banking and finance. Near the turn of the 20th century the city underwent a transformation as other industries began to grow. Syracuse became home to many manufacturing companies, including New Process Gear, Crouse-Hinds, Crucible Steel, Bristol-Myers Squibb and Carrier Corporation. By 2000, however, Syracuse realized a major economic shift from manufacturing to service and technology industries. Today some of the major employers include SUNY Health Science Center, Crouse Hospital, Syracuse University and National Grid Power Corporation.

## Hawley-Green Neighborhood Profile

Block groups from census tracts 24, 16 and 23 were used to compile the data for the demographics of the neighborhood. Some block groups encompass areas located slightly outside of the designated study area, and provides some understanding of the demographic context of Hawley-Green.

### Primary Characteristics

The Hawley-Green Neighborhood is located in what is traditionally known as the Near Northeast neighborhood of Syracuse. The study area is bounded by Lodi Street, Brunet Avenue and James Street. When compared to the size of the whole city, Hawley-Green is relatively smaller in size, means a small amount of change in the demographics can have a larger influence on the social make-up of the neighborhood. The diverse physical characteristics of the neighborhood are also reflected in its demographics.

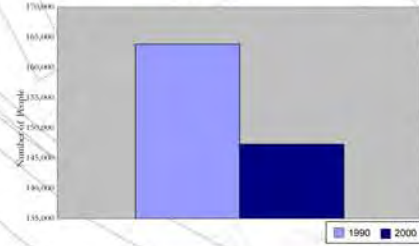


2000 Census: Block group region of census tracts 16, 23 and 24.



1990 Census: Block group region of census tracts 16, 23 and 24.

### Population



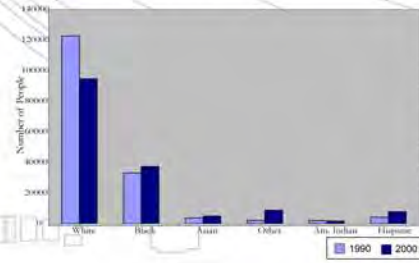
### General Social Characteristics

In comparison to the City of Syracuse, the Hawley-Green neighborhood has seen an increase in the overall population between 1990 and 2000. It can be assumed that this increase has continued because of the significant amount of recognition the neighborhood has received in the local media. With the increase in population, an increase in the diversity of the social make-up of the neighborhood can be seen in the data collected for race and age.

### Population

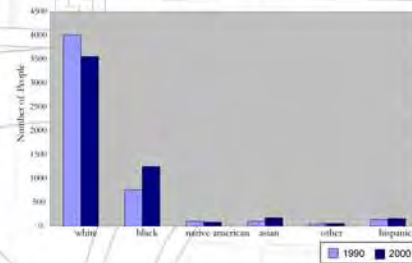


### Race

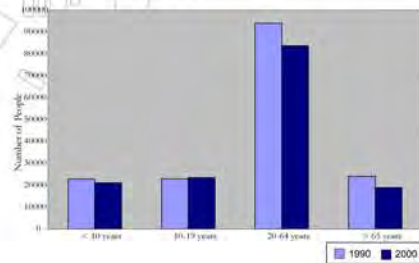


The changes in the racial make-up of the Hawley-Green neighborhood closely reflect the overall trend that occurred for the entire City of Syracuse between 1990 and 2000. As the white population decreased other race categories increased. Blacks had the most significant increase in population for both the city and the neighborhood.

### Race

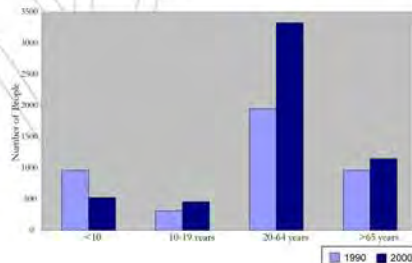


### Age

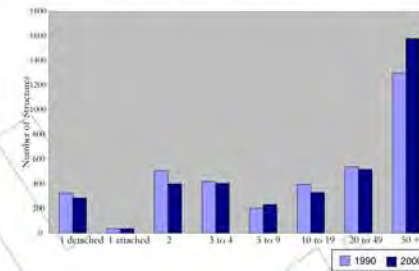


The data for age distribution in the neighborhood shows a greater variety of change than the data collected for the whole city. As the population of 20 to 64 year olds decreased in the city, it greatly increased in Hawley-Green. This age group is the largest population of the neighborhood.

### Age



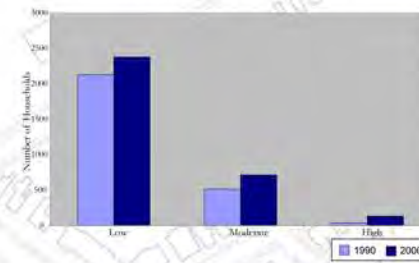
### Units Per Structure



### Units per Structure

Housing units per structure means how many living units are in one building, for example a one unit detached typically means a freestanding house. The large range in number of units per structure reflects the variety of housing options in the neighborhood. The increase in the one unit detached category indicates an increase in the number of freestanding homes in the Hawley-Green neighborhood. This most likely happened through the efforts of such not-for-profit organizations as Home Head Quarters and the Northeast Hawley Development Association, which focus on rehabilitating vacant structures and building new houses on vacant land.

### Household Income



### Household Income

In order to simplify the statistical data for household income in Syracuse, three income groups were examined:

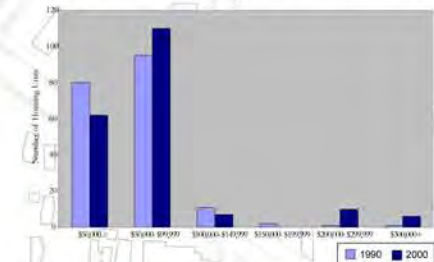
- Low household incomes consist of income levels under \$30,000
- Moderate household incomes range from \$30,000 to \$74,999
- High household incomes consist of income levels of \$75,000 and greater

In 1990 and 2000 the greatest number of the Hawley-Green neighborhood population had a household income under \$30,000. It is important to note that in 1990 the average national poverty level was approximately \$13,231 and in 2000 it was around \$17,420 according to the US Census Bureau.

### Value of Owner-occupied Housing

The overall value of owner-occupied housing in the Hawley-Green neighborhood increased significantly between 1990 and 2000. This increase can be affiliated with the rise in household incomes of the area.

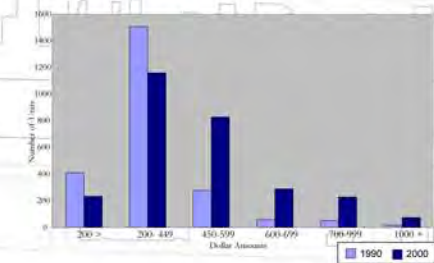
### Value of Owner-occupied Housing



### Gross Rent

Of all the data examined, the cost of rent in the Hawley-Green area had the most amount of change between 1990 and 2000. The increases in gross rent indicate a substantial amount of economic growth within the housing/renting market. Factors that might account for this change are the increase in household incomes within the area and the increase in the value of owner-occupied housing.

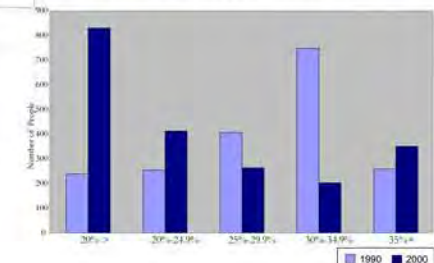
### Gross Rent



### Rent as Percent of Income

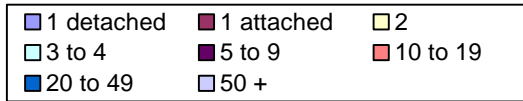
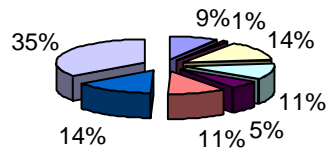
Gross rent as a percent of household income between 1990 and 2000 indicates a higher percentage of renters in the neighborhood paid a lower percentage of their income towards rent. This correlates directly with the data for gross rents and household income, suggesting the increase in household income exceeded increases in gross rent, which allowed renters to pay a lower percentage of their income for rent.

### Rent as Percent of Income



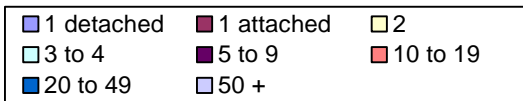
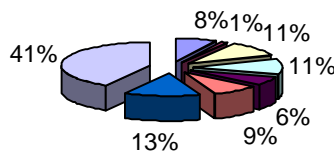
**Housing Units per Structure 1990**

Hawley-Green Neighborhood



**Housing Units per Structure 2000**

Hawley-Green Neighborhood



**Methods**

Preparation of the Hawley-Green Neighborhood Component of the Syracuse Comprehensive Plan was carried out as a traditional planning and design undertaking. The process included conducting an inventory of pertinent information, material and data, formulating goals and objectives, and developing detailed recommendations. The proposals put forth consist of policy, program and physical actions.

The project process involved a combination of thorough and limited research. A thorough level of research was undertaken with respect to the existing physical environment, zoning and land use. Other areas of research were investigated on a more limited basis, particularly the wide range of community and economic development mechanisms that occur in

other communities within New York State and across the nation.

Primary and secondary source materials were referenced and included books, articles in professional periodicals and publications of public agencies and private organizations; web pages accessed via the internet also were utilized. Additional information was collected through interviews with staff from the City of Syracuse, Onondaga County and not-for-profit advocacy or special interest organizations.

On-site investigations were conducted during the entire project period, providing an opportunity to examine existing conditions from mid-winter through spring. The initial field investigation involved a two week image study based on the work of noted urban planner Kevin Lynch in his seminal book *The Image of the City*. The result generated an initial indication of those components of the Hawley-Green Neighborhood that contribute to the neighborhood identity, give it meaning and, therefore, are worth protecting. Various paths, edges, nodes, landmarks and districts were articulated on a neighborhood plan and served as a graphic reference throughout the project.

Public participation in development of the Hawley-Green Neighborhood Component was obtained through a 25-person steering committee. Members included seven residents and business owners from the neighborhood, representatives of the Syracuse Common Council, Syracuse Landmark Preservation Board, Syracuse-Onondaga County Planning Agency, Syracuse Departments of Community Development and Economic Development, Syracuse Zoning Administration, Metropolitan Development Association, Northeast Hawley Development



Association, Inc., and Onondaga Historical Association. In addition, other at-large members represented the design, development and educational communities within the city. Working meetings involving the entire committee were conducted in conjunction with the first three phases of the project; and subsequently smaller work sessions were organized to engage individual committee members in the formulation of recommendations.

### **Organization of the Plan**

The Hawley-Green Neighborhood Component generally is organized according to each phase of work conducted.

*Inventory and Analysis* give a summary of all data that was collected. A definition is provided for each topic investigated, including an explanation of why such information was considered relevant to the plan. A brief summary of facts obtained is presented. The analysis component is structured as problems and opportunities related to the inventoried topics.

*Goals, Objectives and Recommended Actions*, presents the three primary goals for the Hawley-Green Neighborhood Component. This narrative also provides the objectives pursuant to each goal and the proposed policy, program and physical project recommendations related to each objective.

*Detailed Recommendations* puts forward a number of proposals that are more fully developed and that might serve as the first recommendations to be implemented.



Image



## IMAGE STUDY

Urban environments are complex landscapes that elicit a variety of reactions from the user—responses based on how these landscapes engage the human senses. The sights, sounds, smells and textures in urban environments combine to form a mental record of an individual’s experience of a place—to create an image. These tangible and intangible factors interact with, or counteract, one another to give character, identity, structure and meaning to a city image.

In his book *The Image of the City*, Kevin Lynch describes the five elements of an urban environment that contribute to its overall image. These elements are districts, nodes, landmarks, paths and edges. All or a portion of a city can be described in these terms, and they were used in recording the image of the Hawley-Green Neighborhood.

The image study was conducted in two phases. The first phase was undertaken independent of any neighborhood residents and business people, and resulted in three separate findings. These in turn were shared with representatives of the neighborhood in the second phase, and an additional five sets of findings were developed. All eight studies then were combined to yield one single image for the neighborhood.

### Districts

Districts can be defined as sections of a city, having two-dimensional delineation, which the observer mentally enters ‘inside of’ and that are recognizable as having some common, identifying character. Four distinct districts were identified in each of the image studies: the Hawley-Green National Register Historic District; the

James Street Corridor, the western and eastern corridors of Burnet Avenue. In addition, prior to workshops sessions with neighborhood residents, the areas near St. Joseph’s Hospital as well as the intersection of Lodi and Burnet we also identified as districts.

### Nodes

Nodes are areas of concentrated activity in a city, often serving points along a line of travel. They may be primary junctions, specific places along a public transportation route, a crossing or convergence of pedestrian paths and movements, or shifts in built form from one structure to another. Two types of nodes were identified in the study area, primary and secondary nodes. Primary nodes function as the main connection points between the neighborhood and other city areas, such as Downtown, University Hill and St. Joseph’s Hospital. The seven primary nodes are the intersections of Hawley Avenue, Green and Catherine Streets; the intersection of Hawley Avenue, Gertrude and Howard Streets; the Clinton Playlot; and the three major underpasses of Interstate 690 that occur at Townsend Street, North McBride Street, Catherine Street, and State and James Streets. Secondary nodes are areas having less concentrated activity than primary nodes however they serve as significant locations in the urban fabric that link or knit many other places together such as NEDHA, Ra-lin’s discount store, and Patrick’s Cleaning and Laundering service. The four secondary nodes that were identified were Dr. Weeks Elementary School and the Syracuse Northeast Community Center, Rose Hill Cemetery, the intersection of North Crouse and Hawley Avenues, and the Interstate 690 underpass at Lodi Street. Finally, it’s important to note that community members who participated





in this study did not identify the three major underpasses or Lodi/Interstate 690 as nodes in the Hawley-Green Neighborhood. Together, Primary and Secondary nodes establish a cogent built environment.

### **Landmarks**

Landmarks are a type of point reference. They are physical objects such as buildings, signs, statues, or natural features that provide a visual reference from within a district, and may be external to the district. Landmarks, like nodes, can be of primary or secondary importance. Primary landmarks serve as major identifying features at the city and local scale, and include the Central New York Central Railroad complex, Rose Hill Cemetery, Snowdon Apartments at the corner of Burnet and James Streets, Greenway Place at the corner of Hawley and North McBride Streets, Ra-lin's discount store at 625 Burnet Avenue, 201-203 Green St., 304/306/308 Catherine St., and Crouse College at Syracuse University. Secondary landmarks function as recognizable features at the most immediate, neighborhood scale. Only two secondary landmarks were identified, the row house complex at 401-407 Howard St., and Pascale's Bake House Cafe on 304 Hawley Street.

### **Paths**

Paths are linear passages along which the observer customarily, occasionally or potentially moves. They may be streets, waterways, walkways or railroads. Both primary and secondary paths were identified. Primary paths are the channels that are most heavily used by both pedestrians and vehicles. Secondary paths are routes used by pedestrians and vehicles occasionally or seldom. Primary paths that form connections into and out of the

Hawley-Green Neighborhood are Interstate 690, Burnet Avenue, James Street, and Lodi Street. Hawley Avenue is a primary path within the neighborhood. Secondary paths within the neighborhood are North Crouse Avenue, Green Street and Townsend Street. Community members who participated in this study did not identify the main portals i.e. Interstate 690, Burnet Avenue, James Street, and Lodi Street as paths into and out of the neighborhood. This indicates that people living in the neighborhood had very different ideas of which roads were major and minor pathways into and out of the neighborhood.

### **Edges**

Edges are elements that serve to define spaces with their own set of characteristics that differ from adjacent space. Edges may act as barriers and in some cases may be impenetrable. Canals, walls and streets may be considered edges. Primary edges are defined as strong visual and physical barriers into and out of the neighborhood. Secondary edges are moderate barriers that can be visually and physically penetrated at certain points. A primary edge within the study area is Interstate 690 and the intersection of James and State Streets. Secondary edges include James Street, Lodi Street, Burnet Avenue, the north side of Wayne Street, and the area of successional vegetation adjacent to Interstate 690 right-of-way along Burnet Avenue.

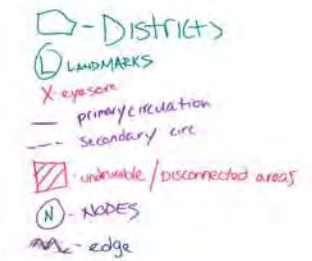




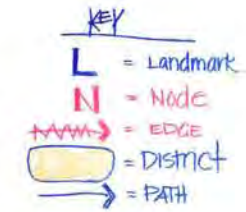
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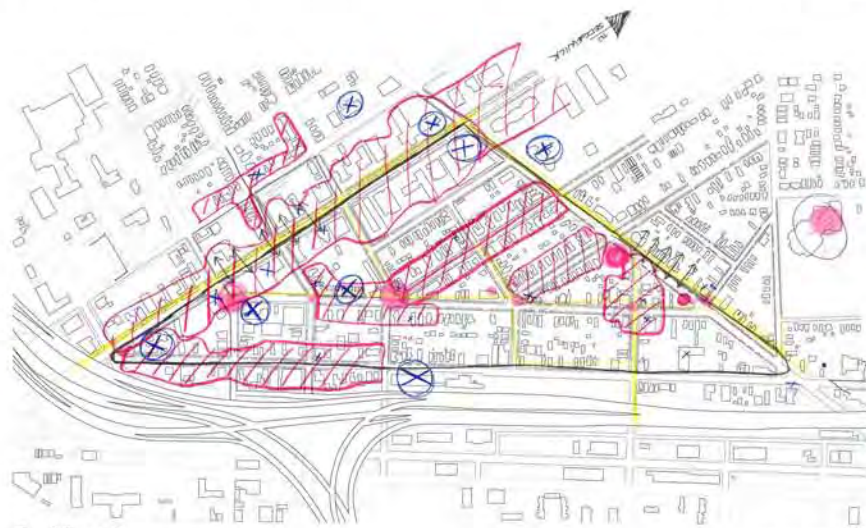
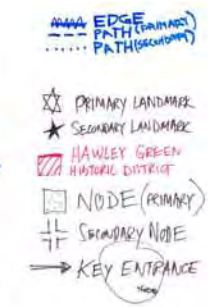
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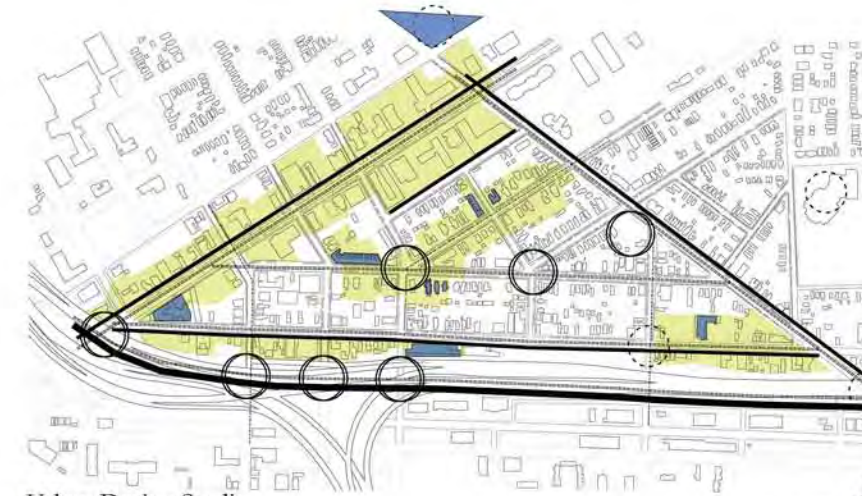
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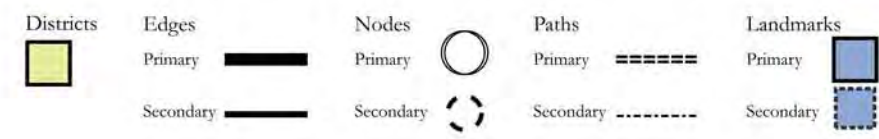
Resident 5



Resident 3



Urban Design Studio



In his book, *The Image of the City*, Kevin Lynch provides five elements used in perceiving urban space. They are districts, landmarks, nodes, paths and edges. Districts are recognizable areas exhibiting common building size, character or mass. Landmarks are visible elements which assist in orientation and wayfinding. Nodes are areas for gathering, congregation and intersection. Paths are corridors for travel that connect districts, nodes or landmarks. Edges are the physical or symbolic delineations that form the boundaries between areas of the city.

The image study was conducted in two phases. The first phase was undertaken independent of any neighborhood residents and business people, and resulted in three separate findings. These in turn were shared with representatives of the neighborhood in the second phase, and an additional five sets of findings were developed. All eight studies then were combined to yield one single image for the neighborhood.



# Inventory and Analysis

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## INVENTORY AND ANALYSIS

### Programs and Organizations

There are a number of available programs that address the issues of community and economic development within the Hawley-Green Neighborhood. Most of these are initiatives administered by the federal government through local offices; some are managed by state government, and others are controlled by the City of Syracuse. These various initiatives provide a wide range of services to the city and are essential to the overall health of the urban environment including the Hawley-Green Neighborhood. Available programs range from macro-scale loan funds to micro-scale organized efforts. For example, macro-scale loan funds would support large industrial or commercial projects while micro-scale efforts would work towards increasing home ownership directly within the Hawley-Green Neighborhood through monies administered by local organizations on behalf of the city administration. These programs, for the most part, are citywide initiatives that benefit all Syracuse neighborhoods. Most of the initiatives inventoried are programs that have, or could have, a profound impact within the Hawley-Green Neighborhood.

### Federal Programs

#### *Inventory*

#### **United States Department of Housing and Urban Development (HUD)**

HUD focuses on increasing homeownership, supporting community development, and increasing access to affordable housing free from discrimination.

#### ***Section 108***

The loans guarantee provision of the Community Development Block Grant (CDBG) program. Section 108 is one of the most powerful and important types of loans offered by HUD to local governments. Section 108 provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. It enables communities to transform a small portion of their CDBG funds into federally guaranteed loans large enough to pursue physical and economic revitalization projects that can renew entire neighborhoods. These loans can provide the initial resources or simply the confidence that private firms and individuals may need to invest in distressed areas. Section 108 loans are not risk-free, however; local governments borrowing funds guaranteed by Section 108 must pledge their current and future CDBG allocations to cover the loan amount as security for the loan.

#### ***Community Development Block Grant (CDBG)***

The Community Development Block Grant is a federally funded program that provides money to local governments for the purpose of decent housing, a suitable living environment, expansion of economic opportunities for people of low or moderate incomes, and to encourage prospering businesses. The CDBG Program began in 1975 and is financially appropriated through HUD. The Community Development Department (CD) administers the program on behalf of the City of Syracuse. A primary requirement for receiving money through this program is that a city have a population higher than 50,000. A county must have a population over 200,000. Eligible communities are known as entitlement jurisdictions and receive money



automatically; the City of Syracuse falls into this category. Monies received are directed to revitalize neighborhoods through expansion of affordable housing, public facilities and economic service opportunities. Syracuse has historically received, on average, ten million dollars annually, although federal funding of this program has been cut drastically in recent years by the current federal administration.

#### ***Home Investments Partnership Grant***

The HOME Investment Partnership Grant is a federally funded housing program that provides money for states and local governments to produce low and moderate-income housing. The grant requires the maximum participation of not-for-profit organizations in the community with a minimum of 15% of the money to be used by these types of organizations. The not-for-profit organizations qualify for this assistance by being a developer of affordable housing in the community. These types of organizations are termed Community Housing Development Organizations (CHDO) and are certified through state or local governments. If a not-for-profit organization chooses not to become a CHDO they are eligible to apply and receive money allocated separately from this program. The types of activities that are eligible for funding include moderate rehabilitation, substantial rehabilitation, conversion, reconstruction, new construction, and a variety of other activities associated with the investment in housing. The Syracuse based program focuses on landlord assistance for those individuals who agree to rent to low-income tenants. The program is administered through the Community Development Department and is part of the city's CDBG initiatives.

#### ***Section 8 Housing Vouchers***

The Section 8 housing voucher is the major federal government program for assisting very low-income families and the elderly in providing safe, sanitary and decent housing for those individuals that meet the program requirements. The programs, administered through HUD, allocate vouchers to local public housing agencies (HAs) for families that need assistance. Eligibility is based on gross income and family size, and is limited to US residents and specific immigrants that have non-citizen status. Locally, the Syracuse Housing Authority administers section 8 housing vouchers.

#### ***Good Neighbor Next Door Program***

A HUD initiative formerly known as the Teacher Next Door Program which will provide thousands of law enforcement officers, teachers, firefighters or emergency medical technicians highly discounted homeownership opportunities within the communities that they live and work in. The initiative will provide a benefit to both the citizens who take advantage of the opportunities this program has to offer as well as the community through their addition to a neighborhood. The program will be a strengthening element for neighborhoods nationwide. 912 Hawley Avenue and 122 Fountain Street are currently eligible properties in the 13203 zip code area.

#### ***Syracuse Neighborhood Initiative Fund (SNI)***

The Syracuse Neighborhood Initiative fund provides loan and grant money for projects within the city as laid out by its Housing Market Study 2004 and the City of Syracuse Comprehensive Plan 2025. The City receives a line of credit from the federal government and money is loaned for a specific selected list of projects. The initializing party repays the City over time



and the City utilizes the returns to fund additional projects. Over the past several years many neighborhoods in the City of Syracuse have benefited from a series of five SNI phases designed to fund, promote, and enhance the quality of life within the city through the reclamation of vacant buildings and an emphasis on neighborhood strengths. The goals of this initiative are being accomplished through the development of neighborhood priority projects, which create a focus on specific geographic areas targeted to provide substantial and positive change. Phase I allocated \$5,000,000 for five projects citywide. Phase II has earmarked an additional \$10,000,000 to focus on the rehabilitation, demolition and construction of housing, revitalization of open space; and the improvement of public infrastructure. Phase III identified and funded currently developed neighborhood priority projects located in the Lincoln Hill, Tipperary Hill, South Salina Corridor, and Westcott neighborhood areas. A total of \$9,900,000 was allocated and aided in the improvement of six hundred homes in these areas to date. Phase IV allocated \$6,000,000 and focused on providing financial protection for homeowners in exchange for a one-time fee if the value of their home declined between the time of purchase and resale. This is known as the Home Value Protection program. Phase V has currently amounted to a total of \$4,500,000. \$2,000,000 has gone towards activities on the city's North Side as well as priority areas in the North Side identified by TNT (Tomorrows Neighborhoods Today) sector seven. Another \$2,000,000 has been allotted for activities in the city's South and West sides. The remaining \$500,000 has been invested in order to support further planning and SNI development activities in the City of Syracuse. The Departments of Economic and Community Development administer

the funding from SNI in two different ways. As a Revolving Loan Fund (RLF) specifically designed to aid not-for-profit community projects and individuals purchasing a home; and through the SNI Trust Fund Grant Program designed to assist signage, beautification, or other improvement projects that provide positive visual impacts to strategically targeted areas. Specifically, two thousand five hundred dollars is available to each of the eight TNT sector groups. The Northeast Hawley Development Association (NEHDA) is working with SNI funds for rehabilitation of vacant properties.

### ***Empowerment Zones***

Economic development projects within designated federal empowerment zones can qualify for regulatory relief and tax incentives. This opportunity specifically promotes employees who live within reasonable travel distances from an economic development project. This zone is essentially established to reduce the dependence on natural resources by limiting extensive travel distances of employees and by promoting residency within the downtown area. Currently, only a small portion of the south-west corner of the Hawley-Green Neighborhood are qualified to take advantage of this opportunity.

### **Internal Revenue Service (IRS)**

#### ***Investment Tax Credits (ITC)***

The Tax Reform Act of 1986 included incentives for the rehabilitation of income producing, historic and older properties. Income tax credits (ITCs) that can be earned are based on 20% of the cost of the rehabilitation of a certified historic property. A 10% tax credit is available for non-historic, non-residential income-producing structures constructed before 1936.



Depreciation of rehabilitation costs can be taken over a 60-month period. Currently, to be eligible for this tax credit program, an individual's income level must be within a specified range.

### ***Low Income Housing Credit Program (LIHC)***

The Low-Income Housing Credit Program was also created under the Tax Reform Act of 1986. This program aims to provide low income housing through the promotion of private sector investment in the development of rental housing. A federal income tax credit is provided to individuals who develop, rehabilitate and acquire property that meets the needs of low-to-moderate income levels. This program also works in conjunction with other housing programs such as Community Development Block Grants and HOME grants. This credit can be utilized by individuals, corporations, limited partnerships, and not-for-profit organizations.

## **State Programs**

### **New York State Division of Housing & Community Renewal (DHCR)**

The NYSDHCR provides supervision, maintenance and development of affordable low to moderate income housing throughout New York State. It does this through the expansion of affordable housing, home ownership and economic development opportunities, and by providing equal opportunities for safe, sanitary and decent housing for all. The DHCR receives funding from the federal government as well as through state sources, and provides assistance to local organizations through grants and loans allocated to both for-profit and not-for-profit organizations.

### ***Neighborhood Preservation Program (NPP)***

The Neighborhood Preservation Program provides the Division of Housing and Community Renewal ability to enter into contractual obligations with not-for-profit community based housing organizations to administer housing and community renewal projects. The program provides a number of different important housing opportunities for low to moderate-income families and individuals. Working to help community organizations, the program provides assistance for first time homebuyers to obtain low-interest mortgages, organizing tenant associations, or rehabilitating apartments to provide a direct and meaningful impact on cities. The importance of this program is its ability to encourage partnerships between diverse organizations on all levels using grants and loans from a variety of governmental sources to reinvest in urban areas. Within the study area, the Northeast Hawley Development Association (NEDHA) is a preservation corporation.

### ***Senior Housing Initiative (SHI)***

The Senior Housing Initiative provides funding for projects that require substantial rehabilitation or new construction of affordable rental-based housing. The requirement for occupancy is limited to a household consisting of at least one individual 55 years of age or older. Approximately 20% of the units provided must be available to those with incomes of 50% or less of the area median income. The primary source for financing on the project must be a section 501 Civic Facility Bond secured through a public authority serving as an issuer. A revolving loan fund known as the Housing Development Fund (HDF) offers a no interest loan that can be used in conjunction with finance construction costs



and can be paid back over a fifteen year period.

### ***Homes for Working Families Initiative (HWF)***

The Homes for Working Families Initiative provides funding for projects that require substantial rehabilitation or new construction of affordable rental-based housing. Rent on 100% of the housing units must be established to comply with specific restrictions for this loan under the Internal Revenue Code. 50% of the project cost must be financed through a tax-exempt bond with a public agency acting as the issuer. The loan structure allows repayment over thirty years with a 1% interest rate, and the principal is repaid from available cash flow.

## **New York State Tax and Finance**

### ***Empire Zones***

Economic development projects within the designated empire zones can qualify for tax credits, reductions and abatements, utility rate reductions, and low-interest loans. These incentives are intended to stimulate growth and development. Currently, a low number of business owners within the Hawley-Green Neighborhood are taking advantage of Empire zone benefits, such as property tax relief and discounted electricity charges are some of the benefits available to business owners. Benefits are specifically tied to continued job creation and growth. The maximum duration of benefits is 10 years. Like the Empowerment Zones, only a small portion of the south west corner of the Hawley-Green Neighborhood is in the designated geographic region this zone covers.

### ***Historic Properties Rehabilitation Tax Credit***

Recently adopted state legislation provides state investment tax credits for the certified rehabilitation of historic properties. Owners of qualifying commercial properties can earn a credit equal to 30% of the federal historic credit, while homeowners in distressed census tracts can earn a 20% credit.

## **New York State Department of Transportation**

### ***Adopt-A-Highway Program***

The New York State Department of Transportation has created the state-wide Adopt-A-Highway Program as a means to keep highways beautiful through community involvement. Businesses, schools, churches, civic, fraternal and youth organizations are eligible to participate. These groups are encouraged to clear litter, mow grass and plant flowers. Proceeds refunded from recycled materials may be retained by the participating entity.

## **Empire State Development Corporation (EDSC)**

### ***RestoreNY Program***

EDSC offers financial assistance for the construction and expansion of industrial manufacturing and non-retail commercial facilities. Funds are available for urban revitalization and economic development projects. RestoreNY was specifically designed to respond to the migration of citizens and businesses from urban areas. Most often communities in these areas of flight are left to deal with devastated and unbalanced neighborhoods, widespread areas of vacancy, rundown buildings, and decaying structures. Proponents of the RestoreNY program hope it will eliminate





or ameliorate these very real issues. EDSC received \$3,000,000 from the 2006-07 enacted state budget with one main goal; revitalization of urban centers and stabilization of neighborhoods. In the first round EDSC solicited requests for up to \$50,000,000 of assistance in the fiscal year that ended on March 31, 2007. Additional solicitations are being made. Syracuse was awarded approximately \$2,200,000. No municipality was awarded more than \$5,000,000 in the first round.

## **Local Programs**

### **City of Syracuse Department of Community and Economic Development**

The Department of Community Development has a number of programs that are funded from a variety of sources including federal, state and local agencies. The department has seven divisions: Operations, Lead Hazard Control, Economic Development, Legal, Code Enforcement, Neighborhood Planning and Grants Management, and Program Evaluation & Monitoring.

#### ***Tomorrow's Neighborhoods Today (TNT)***

In 1996 the City of Syracuse created the Tomorrow's Neighborhoods Today program. TNT is a citywide community participation based planning initiative. The TNT program defines eight separate sectors within the city. The Hawley-Green Neighborhood is located in Sector 7 which meets on the forth Wednesday of every month, and is striving for unity through diversity, while maintaining many of its traditions and promoting family values. Sector 7 has defined itself as a "melting pot" of many cultures that takes pride in friendly

neighborhoods, active businesses and opportunities to get things done. The sector would like to expand its community involvement throughout the service area while continuing to work with funding from federal, state and local sources. The Syracuse Neighborhood Initiative (SNI) Trust Fund supports many of the projects identified through TNT. The Syracuse Common Council chooses the plans that are ultimately funded, while TNT provides a means to assure community involvement.

#### ***Syracuse Economic Development Corporation (SEDCO)***

SEDCO is a private not-for-profit organization developed to benefit the public through a number of public/private ventures within the city. SEDCO provides low cost, fixed rate loans that can be combined with other funding sources for capital to finance business development. This loan program provides funding to not-for-profit organizations, as well as stable and expanding commercial, retail or industrial entities. Typically, a project is structured with SEDCO providing 40% of project capital, a private leader providing 50% and the owner or developer contributing 10% equity. SEDCO assistance allows business owners to finance expansion with a very small amount of up-front capital. In addition, city staff works with businesses to establish an appropriate interest rate for the specific situation. The maximum financing through this program is \$50,000, and the interest term can be negotiable from five to twenty years. Individuals can make use of SEDCO funds for acquisitions, renovations, development or the purchase of equipment or machinery.

#### ***Syracuse Industrial Development Agency (SIDA)***

SIDA is a not-for-profit corporation developed to benefit the public through the



enhancement of the Syracuse's economic capabilities. SIDA funds help to finance the acquisition, construction or reconstruction of manufacturing, warehousing, commercial and industrial properties. Financing can be up to 100% depending on the requirements of the proposed project. SIDA provides loans for large-scale projects with loans amounting \$500,000 or more. Other SIDA tools include sales tax exemption, investment tax credits, and partial exemption from property taxes, for commercial, business and industrial properties.

### ***Syracuse Urban Renewal Agency (SURA)***

SURA is also a not-for-profit organization founded under the NYS General Municipal law to carry out Urban Renewal Projects in the City of Syracuse.

### ***Emergency Shelter and Homeless Programs***

The McKinney Homeless Assistance Act was the first and only federally enacted legislation to respond to homelessness by providing local agencies with a funding source. The program was born out of the widespread and increasing homelessness across the country and calls for a federal response to the problem. Issues to be addressed in providing care for homeless individuals include the development of emergency shelter sites, access to community based services, homeless prevention programs, outreach programs, and access to transitional and permanent housing. Transitional housing programs in Syracuse have been funded through the Act, and many are managed through the Department of Community and Economic Development. Homeless Prevention programs such as the HOME Relocation program assist people at risk for homelessness. The Northeast Community

Center provides help for families that are in danger of becoming homeless due to income loss. Other community groups that play a critical role in programming for the homeless are St. Joseph Hospital, Salvation Army, Catholic Charities and the Syracuse Housing Authority.

### ***Certified Development Company (504) Loan Program***

The Certified Development Company (CDC) program provides financing for growing businesses to acquire fixed assets such as land, and/or buildings. A CDC is a not-for-profit organization created to provide assistance for development in a neighborhood. A 504 project typically receives 50% project financing from a private lending organization, 40% from the CDC and 10% from the small business receiving assistance. A small business defined as one that has a net worth under \$6,000,000 and an average net income under \$2,000,000 after taxes.

### ***City of Syracuse, Department of Assessment***

#### ***Business Improvement Districts***

A Business Improvement District is a means to identify and finance needed improvements within designated business districts including the promotion, or in many cases, restoration of business activity. Property owners agree to be assessed for a contribution to the district as a whole. A selected governing body collects and holds the funds for the District Management Association (DMA) to provide extra services that are not covered by the municipality. A district plan is established to create a course of action for the use of the funds to provide the best outcome for the district.



## **Religious Organizations**

The Hawley-Green Neighborhood includes a number of religious organizations that provide a variety of programs and assistance to the community.

### **First English Lutheran Church**

The First English Lutheran Church, located at 501 James Street, has a regularly attending congregation of less than 100 people. This church provides a number of community outreach programs, including a food pantry, clothes closet, and lunches. The church also offers its facility for a range of activities such as quilting groups, neighborhood watch meetings, Men's Garden Club of Syracuse, and a number of 12-step programs. The church staff run many programs but also relies on volunteers.

### **Saint Peters Roman Catholic Church**

Located on 701 James Street, Saint Peter's Roman Catholic Church provides the community a place for meetings and programs, in addition to its liturgical services. They provide a pantry, lunches, a Monday prayer group, bingo, and a wide variety of group meeting forums. They also have their own local TV program. The church provides mass on a daily basis during the week and at 1 pm on Saturdays and 2 pm on Sundays. The church also hosts many events throughout the year including dances on New Years and Valentines Day.

### **Church of the Savior**

This church located at 437 James Street, provides a range of services during the year. Services are held at 7:30 am Wednesdays and 11:15 am Sundays, with holiday services as needed.

### **The River of Life Church**

The River of Life Church was formerly known as the Solid Rock Family Church and is located at 750 James Street. They have a Tent Ministry that allows them to travel. Each Thanksgiving the River of Life Church hands out over 500 turkeys to nursing homes and to needy families in the inner city. Each Christmas, toys are donated to children in the community; they also hand out gift baskets to those with AIDS currently living in The Living Room. Services are held Sundays at 10 am and Wednesday from 7:30-8:30. Wednesday nights from 6:30 to 7:30 is corporate prayer.

Other churches in the neighborhood are the Bread of Life Church of God at 311 Burnet Avenue and Immanuel Baptist Church at 329 Hawley Avenue.

## **Community Organizations**

### **Northeast Hawley Development Association (NEHDA)**

NEHDA is a not-for-profit organization established in 1974 to build and rehabilitate homes and to create home ownership opportunities in the Hawley-Green Neighborhood, the Lincoln Hill Neighborhood, and a portion of the Schiller Park area. Through its activities NEHDA seeks to create a new and reliable local tax base. Funding for NEHDA comes from a variety of federal, state and city sources including the United Way of CNY. People of low to moderate income are eligible to purchase or lease homes made available by NEHDA.

### **Home Headquarters (HHQ)**

Home Headquarters is a not-for-profit organization established in 1996 that assists local government, organizations, and private



individuals in identifying and accessing housing opportunities throughout the city. Funds are provided in part through the Neighborhood Investment Corporation. Home Headquarters acts as a one-stop-shop for housing opportunities. The organization offers a variety of programs from credit consultation to homeowner responsibility courses. HHQ provides financial assistance to encourage quality housing rehabilitation and new construction. In addition to building new homes, rehabilitation of older homes and providing financial services, HHQ operates a Landlord Program that advises individuals how to be responsible landlords.

### **Metropolitan Development Association of Syracuse and Central New York (MDA)**

The MDA is a not-for-profit planning, research and economic development organization that represents the business leadership of Syracuse and central New York. The MDA serves Onondaga, Madison, Cayuga, Cortland, and Oswego counties of central New York. They provide finance and incentive packages, identify and acquire development sites, obtain pertinent economic data, secure consulting services, and link businesses with government agencies responsible for development decisions such as business relocation or growth in central upstate New York. The MDA strive for a better way of life and opportunity for all in central New York. They have and continue to play a major role in regional business retention and expansions efforts.

## **Elderly and Child Care Organizations**

### **The Hearth at Greenpoint Senior Living Community**

This assisted and independent senior living is located at 830 James Street. It offers living services for seniors who want to enjoy a full spectrum of activities without the burden of home ownership. Licensed personal care is provided for those with assisted living needs. Services offered include a 24-hour staff, transportation, recreational activities, and housekeeping.

### **The Pavilion on the James**

The Pavilion at 830 James is a new elderly resident community within the study area. It has 72 apartments and is limited to individuals 62 or older. Residents can obtain transport two days a week within the city limits, as well as a trip to the grocery store. There is a full time service director who provides a number of activities for the residents throughout the year.

### **James Square Health & Rehabilitation Center**

Located at 918 James Street the James Square Health and Rehabilitation Center provides home nursing rehabilitation, a beauty parlor, children's daycare, recreation activities, and respiration unit therapy.

### **Child Care Council of Onondaga County**

The Child Care Council of Onondaga County with offices located outside of the study area at 3175 East Genesee Street, provides services to those people looking for childcare. They help to provide services



in homes, or childcare any where in Onondaga County.

### **The United Way of Central New York**

The United Way of Central New York provides a broad range of services, dedication, money, time and help to many communities. Its offices are located within the study area at 518 James Street. The United Way strives to create lasting improvements within communities through preparing children to succeed by strengthening families. They provide services by including the entire community in their actions from businesses, private sector, service and funding sources, to government representatives and educators.

### **Northeast Community Center**

The Northeast Community Center is one of a few community centers with both a physical and programmatic link to a public school in Onondaga County. It is located on Hawley Avenue right outside the study area. The center's mission is to provide social, educational, recreational and health services in a coordinated manner to the residents of the northeast side of Syracuse. It strives to be the one-stop centers for those in need of health counseling and education. Funding for the center's programming and building improvements stems from a variety of sources including the United Way and the Catholic Youth Organization. One example of programming is the center's intergenerational program in which seniors from the community give oral history lessons, have lunch and converse with the Dr. Weeks Elementary School fifth graders on a weekly basis. Other programming includes after school sports and extended education classes. The community center is also the host to many community activities.

## **Public Services**

The City of Syracuse provides a number of public facilities and services for the community, including public schools, fire stations and police stations. Public works services include waste and trash collection, wood and yard waste collection, snow removal, street cleaning, street and sidewalk repair, grounds, and maintenance. There is one public school within close proximity to the study area.

### **Schools**

#### ***Dr. Weeks Elementary School***

Dr. Weeks Elementary has approximately 700 students in pre-kindergarten to fifth grade with a majority of the students from the surrounding neighborhood. The ratio of students to teachers is about 20 to 1. A Parent Teacher Group (PTG) is active at the school and recently received state money to build a playground used by the students and surrounding neighborhoods. Other programs of the PTG are Internet workshops, Internet with Kids, literacy and writing workshops for students and parents, science experiments, and CPR/First Aid classes. There are also field trips provided for children, staff and teachers throughout the year. Since 2001, teachers have provided a local history section in their social studies classes incorporating research material from the Onondaga Historical Association. Another program through the school is the Advantage After School Program, and involves teachers working at the community center. The school also offers its students the Character Education Program, designed to improve a child's behavior by teaching children right from wrong at a young age. Volunteers staff the program and take children out into the community. Funds from the Community for Caring, a federal grant, support this



program. The school is used by a number of groups for meetings and sports programs.

### **Fire and Police Protection**

#### ***Syracuse Fire Department Station # 9***

Fire Station #9 located at 400 Shuart Avenue provides service to the Hawley-Green Neighborhood. Besides providing fire protection, the station hosts fire station tours for school children. They also bring fire engines out into the community so children can learn about fire safety. The fire fighters are also active in several community programs, such as a basketball tournament with local children and on a city wide scale the Public Safety Office Division of Fire Prevention provides programming, and how fire prevention education is dealt with, including personal relations material and even a fire prevention mascot.

#### ***Community Police Center - North***

The closest Community Police Center is located in Peter's Plaza at 500 Butternut Street. Additional support comes from Police Headquarters located at 511 South State Street in the Public Safety Building. There are a total of five officers that are dedicated to policing this section of the city. The officers like to maintain a presence within the community through bicycle patrols during the summer, walking the streets, and driving in a cruiser. They play an important part in the Weed and Seed Program, which attempts to improve neighborhoods through the "weeding out" of the negative factors (such as drug dealers and abandoned properties) and the "seeding" of the residents committed to the community.

### **Public Works**

The Department of Public Works (DPW) is responsible for waste and trash collection,

wood and yard waste collection, snow removal, street cleaning and sidewalk maintenance and ground maintenance in the city of Syracuse. DPW is also responsible for citywide street lighting, rights-of-way and sewer/drainage maintenance. While there is no specific schedule for some of the wide variety of services provided, a brochure is available with general information on services, procedures and general scheduling. The public can contact DPW at 448-CITY.

#### ***Waste and Trash Collection***

The City of Syracuse operates its own waste collection system. Materials must be placed at the curb after 8:00 pm the evening before the scheduled pick-up day. Collection occurs on the same day of the week throughout the year except on New Years Day, Memorial Day, Fourth of July, Labor Day, Thanksgiving Day and Christmas (when pickup it is one day later).

#### ***Wood and Yard Waste Collection***

From April through October, the City provides a wood and yard waste collection program for residents. The collection day for the study area is the first Sunday of the month. This program allows for the mulching of brush, limbs, leaves and Christmas trees during the autumn and winter months for all residents.

#### ***Snow Removal***

During the winter months major thoroughfares receive priority attention for snow removal within the study area. James Street, Lodi Street and Burnet Avenue are priority corridors. Priority is also given to areas in and around St. Josephs Hospital. Sidewalk clearing within the community is the responsibility of the adjacent individual property owners, who also are encouraged to assist the Fire Department in keeping fire hydrants clear.



### ***Street Cleaning***

Streets citywide must be kept clear to provide passage of emergency vehicles and promote traffic and pedestrian safety. Alternate side-of-the-street parking allows crews to clean or clear snow from streets. All city streets are swept and flushed on a regular basis to remove any dust, litter and leaves that build up, particularly after the winter months.

### ***Street and Sidewalk Repair***

Sidewalk repair and up-keep is the responsibility of each adjacent property owner. Those wishing to have a sidewalk installed or repaired may use the city's Sidewalk Assessment Program. This program allows property owners to pay for the cost of the sidewalk over a ten-year period, with a 7% finance rate; associated costs are added to property taxes through this tax program and the city arranges for the construction of the sidewalk.

### ***Grounds Maintenance***

The Grounds Maintenance division provides a program for the planting, trimming and removal of city street trees in order to provide a healthy and well-maintained tree population. All downed limbs or dead trees should be reported. Tree trimming and removal are undertaken year round and planting is done during the spring and fall and as the budget allows.

## ***Analysis***

### **Problems**

1. *Established TNT boundaries not reflective of neighborhoods.*

The official Northside TNT boundary encompasses a very large area that includes the Hawley-Green

neighborhood and beyond. Individual neighborhood concerns might become diluted by the needs of the larger TNT community. The TNT plan provides for a review of the boundaries determined in the original plan, but this review has not happened.

2. *Limited communication of available community and economic development programs.*

A lack of regular communication about the range of services and programs that address neighborhood issues curb their effectiveness. Some programs might not be used to their fullest extent as some not-for-profit organizations and residents are unaware of them, such as home repair loans, energy efficiency improvement loans, and credit and debt workshops.

3. *Limited utilization and participation in SNCC programs by the neighborhood.*

Although the community center is a valuable resource for the entire Near Northeast neighborhood, residents in the Hawley-Green might have missed opportunities to engage in its services and programs. In turn, the SNCC might not be taking full advantage of the resources within this part of its service area.

4. *Real and/or perceived safety within the neighborhood.*

Some portions of the neighborhood attract illegal or inappropriate activities, particularly after dark. Whether occurring infrequently or with some regularity, such behavior produces safety concerns among residents.

5. *Redevelopment of some underutilized properties.*



Neighborhood properties that are not used to their fullest potential generate a sense of abandonment and disinvestment. When these properties have absentee owners with little or no connection to the area, improved routine maintenance and redevelopment options are difficult to realize.

6. *Perceived difficulties in improving historic properties.*

There is a lack of public knowledge regarding the ways historic buildings can be adapted to accommodate contemporary needs. In addition there is the misconception that such properties cannot be altered due to regulations.

7. *Lack of city planning expertise.*

Although experienced planning and design professional recently have been added to city agencies, these individuals are not located in the same office, therefore limiting the full benefit of their expertise. There is no one agency that in practice addresses the physical condition of the city in a comprehensive manner. Additionally many cities require that planning and zoning bodies have professional qualifications in order to serve. Syracuse, however, has no such guidelines, which at times can hinder decision-making at the neighborhood level.

## Opportunities

1. *Expand public-private partnerships between the City, NEHDA and other not-for-profit organizations.*

Thorough and timely communication and coordination between all groups will enable

services and programs to reach more residents as efficiently as possible. Formalizing partnerships can be instrumental in realizing shared goals and promoting long-term initiatives.

2. *Support new Hawley-Green Association.*

The newly formed Hawley-Green Association provides a forum for residents and business owners to discuss neighborhood issues. The organization will allow them to work together to make a stronger, healthier community.

3. *Build on recent population increase.*

The modest increase in the resident population is a positive trend that corresponds to the neighborhood's strength of multiplicity and should be encouraged by public policies and programs. Similarly, the variety of housing types available should be widely promoted as it attracts and can continue to support a diverse population having different needs.

4. *Support stronger connections between SNCC and the neighborhood.*

The Hawley-Green area and SNCC can benefit from their proximity, programs, services, and mutual talents and thereby create a more engaged community.

5. *Encourage more unique events and programming in the Hawley-Green Neighborhood.*

Hosting local events fosters a strong sense of community. Such events can spur interaction among residents, and between residents and neighborhood business people. Programs unique to the neighborhood can take a wider





appeal and visitors from surrounding areas.

6. *Promote the new New York State historic homeowners tax credit.*

The recently enacted NYS Historic Homeowners tax credit can be used to entice potential homeowners into the Hawley-Green area. It also can be to encourage current owners to invest in their historic properties.

7. *No formal business associations.*

The lack of formal business associations in the neighborhood makes it difficult for area businesses to have a strong voice in community issues. It also impedes an efficient and effective exchange of information among individuals and companies with common interests.

8. *Perceived and/ or real difficulties interfacing with municipal agencies for commercial development.*

Working with the municipal agencies is said to be overly lengthy and confusing as business owners and developers must work through cumbersome and inefficient review and approval procedures. These difficulties can dissolve good will and frustrate the process.

9. *Limited awareness and understanding of available economic programs.*

There is no comprehensive listing of available economic incentives that encourage commercial and business development. Information is scattered through multiple sources, which hinders the understanding of the programs that are available.

10. *Promote creation of business associations.*

The existing informal network among businesses in the neighborhood can be improved through the creation of business associations. Such organizations can bring together new and long-time businesses to advocate for common concerns.

11. *Encourage establishment of Business Improvement Districts.*

Business Improvement Districts strengthen the identity of a commercial area and in turn increase overall investment return. They also can leverage pooled resources to finance improvements that benefit each business and the district as a whole.

12. *Emphasize benefits of economic development zones.*

Although a small portion of the area is within the designated zones, better communication of the tax incentives, low-interest loans, and other programs of the Empowerment and Empire Zones can foster future commercial, retail, and service-oriented businesses development.

13. *Promote redevelopment of vacant commercial properties.*

The area's close proximity to Downtown, University Hill, St. Joseph's Hospital, and the Center of Excellence make vacant neighborhood commercial properties prime locations for new businesses or expansion of existing businesses. Some properties, such as the former NY Central Railroad complex, have the potential to be major economic generators.



14. *Promote use of New York State Brownfields Initiative as an economic development tool.*

There are brownfield sites in the neighborhood that are potentially eligible for the NYS Brownfield Initiative. Educating the property owners about this tool can motivate them to reclaim these sites as viable living or work space.

15. *Strengthen the existing neighborhood commercial corridors.*

Focusing attention on James Street, Lodi Street and Burnet Avenue through a variety of methods can lead to greater economic health throughout the neighborhood. These corridors have considerable unrealized economic potential that can be used to compliment existing neighborhood businesses.

16. *Use strategic projects to jump-start neighborhood-wide economic resurgence.*

The recent modest advances in neighborhood commercial development can be greatly enhanced through one or two high-profile projects. Assisting in the redevelopment of key properties will bring community-wide attention to the economic renewal of this neighborhood

## **Zoning & Land Use**

### **Inventory**

#### **Zoning**

Zoning as defined in the City of Syracuse's *Zoning Rules and Regulations* is intended to promote and protect the health, safety and welfare of the inhabitants of the city. The articles aim to achieve this intent by creating individual zoning districts that contain rules,

regulations and restrictions that preclude or encourage a particular type of land use. Syracuse's first zoning laws were drafted in 1926; since then the articles have been amended to accommodate urban growth and altering ideals associated with city development. For this portion of the study the City of Syracuse's *Zoning Rules and Regulations* of 2002 was referenced, along with information collected from interviews with various municipal officials and staff.

#### **General Intent and Purpose**

The City of Syracuse adopted its zoning ordinance to promote orderly and manageable growth of the urban environment. The rules and regulations associated within the zoning articles determine which uses will be permitted and excluded on a particular property. They also govern such physical characteristics as setbacks, density, height and bulk of structures, and parking. All these regulations are intended to protect the health, safety and welfare of the residents of Syracuse and, as a result, support the particular physical character within each district.

The study area consists of six different zoning districts. Roughly one-third of the study area is zoned for residential development. Burnet Avenue exhibits a mix of industrial, commercial and office zones. James Street is zoned to encourage the development of office uses.

Of the five identified zoning districts one is particular to residential development. It is important to note some properties do not conform to the Zoning Ordinance. A number of properties have been "grandfathered," meaning buildings or land uses that were in existence before the amended zoning ordinances were passed,



have been allowed to remain even though they do not meet the zoning requirements. The combination of grandfathered properties interspersed with development that does conform to the current zoning ordinance results in an overall inconsistent physical appearance for the neighborhood.

### **Revisions and Legal Authority**

Under the City's *Zoning Rules and Regulations*, property owners have the right to apply for use and area variances. A use variance, upon approval of the Planning Commission at a public hearing, enables a property owner to either entirely change the use of his/her property. An area variance lifts some of the physical regulations that pertain to the property. The large number of variances awarded and the lack of strict enforcement plague the effectiveness of zoning. Without a decisive plan or a clear vision for the neighborhood there is little reason for denying variances or special permits requests in Hawley-Green.

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### **Zoning Districts**

Six different zoning districts are found within the study area.

- RB - Residential District, Class B
- OA - Office District, Class A
- OB - Office District, Class B
- BA - Local Business District, Class A
- CA - Commercial District, Class A
- IA - Industrial District, Class A

#### ***RB - Residential District, Class B***

*Intent* - To promote high-density residential development consisting of single, two, three, four family and multiple family dwellings. To encourage development of compatible facilities that would benefit the residential neighborhood.

*Permitted Uses* - Single, two, three, four and multiple-dwellings, multi-building and planned developments, apartment houses, professional offices, colleges, universities and hospitals. Special use permits may be obtained to develop private recreation clubs, non-profit community centers, care homes and transitional parking areas.

*Prohibited Uses* - Any commercial and industrial development or any other use that would interfere or be detrimental to the high-density residential district. Any use that would generate an increase in traffic on the residential streets.

*Physical Characteristics* - There is a minimum front yard setback of 10 feet, side yard of 4 feet and rear yard of 20 feet. The maximum structural coverage for single and two-family dwellings shall not exceed 30 percent and structural coverage for multiple dwellings shall not exceed 40 percent. The maximum allowable parking surface is 40 percent.



**OA - Office District, Class A**

*Intent* - To promote the orderly and compatible development of office and apartment use.

*Permitted Uses* - Office buildings, apartment houses, hotels and motels. Accessory uses are permitted in these buildings as long as they occupy less than 50 percent of the first floor area. Other permitted uses are single, two-family and multiple family dwellings, professional offices, restaurants, religious and educational institutions, municipal recreational grounds and buildings, non-profit community centers. Special use permits may be obtained to develop care homes, parking lots and parking garages.

*Prohibited Uses* - Any use that would have operating characteristics that would be considered hazardous, obnoxious or a nuisance to uses permitted in and adjacent to this district.

*Physical Characteristics* - There is a minimum front yard setback of 55 feet. The side yard has must have a minimum aggregate width of 25 percent of the lot width and the rear yard has a minimum depth of 15 percent of the lot length. The maximum structural coverage is 20 percent of the lot. A minimum of 20 percent of the lot area is to be developed for open space. The maximum parking coverage is 80 percent of the lot.

**OB – Office District, Class B**

*Intent* - To promote the orderly and compatible development and expansion of office and apartment land use.

*Permitted Uses* - Office buildings, apartment houses, hotels and motels. Accessory uses are also permitted as long as they do not exceed 10 percent of the total gross floor area or are visible from the exterior of the building. Other permitted uses within this district are single and two-family dwellings, professional offices, radio and television stations, religious and educational

institutions, municipal recreation grounds and buildings. Special use permits may be obtained to develop care homes, parking lots and parking garages.

*Prohibited Uses* - Any use that would have operating characteristics that would be considered hazardous, obnoxious or a nuisance to uses permitted in and adjacent to this district.

*Physical Characteristics* - The front yard setback is the same as the established setbacks of the two adjacent buildings, but in no case be less than twenty feet. The minimum side yard setback is 4 feet and rear yard is 5 feet. The maximum structural coverage is 40 percent of the lot. A minimum of 15 percent of the total lot is to be developed as open space. The maximum parking coverage is 80 percent of the lot.

**BA - Local Business District, Class A**

*Intent* - To promote the intensive development of mixed residential, retail, service and certain industrial uses.

*Permitted Uses* - Local retail and service stores, department stores, office buildings, studios, bakeries, non-profit community centers, motor vehicle repair shops, on-site parking, recreational clubs, hotels, motels, banks, restaurants and small industrial uses. Single, two-family and multiple family dwellings, apartment houses, multi-building and planned developments, religious and educational institutions and hospitals. Special use permits may be obtained for the development of gas stations, car washes, parking garages, indoor amusement and recreational facilities.

*Prohibited Uses* - Any use that would have operating characteristics that would be considered hazardous, obnoxious or a nuisance to uses permitted in and adjacent to this district.

*Physical Characteristics* - There is a minimum front yard setback of 10 feet, side yard of 4 feet and rear yard of 20 feet. Additional



space is to be provided on the side and rear yards for structures over two stories. The maximum structural coverage is 100 percent of the site, except single and two-family dwellings shall not exceed 30 percent and multiple family dwellings shall not exceed 40 percent. The maximum allowable parking coverage is 100 percent.

**CA - Commercial District, Class A**

*Intent* - To promote the development of retail, commercial and light manufacturing uses along major routes in the city.

*Permitted Uses* - Local retail and service stores, department stores, office buildings, banks, restaurants, religious and educational institutions, hospitals, parking lots and parking garages. Special use permits must be obtained for the development of residential dwellings, hotels and motels.

*Prohibited Uses* - Any use that would have operating characteristics that would be considered hazardous, obnoxious or a nuisance to uses permitted in and adjacent to this district.

*Physical Characteristics* - The maximum allowable structural coverage and parking coverage is 100 percent.

**IA - Industrial District, Class A**

*Intent* - To promote the development of compatible retail, commercial and industrial uses near major routes.

*Permitted Uses* - Land uses not considered to be hazardous, objectionable or offensive by reason of noise, vibration, dust, smoke, odors and the like to public health, safety, welfare and interests. Local retail and service stores, office buildings, light manufacturing, motor vehicle sales and repair, parking lots and parking garages. Special use permits must be obtained for the development of gas stations, hotels, motels, junkyards and residential dwellings.

*Prohibited Uses* - The incineration or reduction of garage, offal or refuse

manufacturing chemicals and hazardous materials.

*Physical Characteristics* - The minimum front yard setback is required to exceed 15 percent of the total lot width. There are greater setback demands if the industrial zone is adjacent to a residential district. The maximum allowable structural and parking coverage is 100 percent of the lot.

**Overlay Districts**

This classification was examined in terms of intent, permitted uses, physical characteristics and regulating body. It is important to note that an overlay designation does not alter the primary zoning classification for a property in terms of preferred land use, but rather applies additional requirements regarding physical characteristics associated with the subject area. Of the various overlay classifications included in the current zoning ordinance, the preservation overlay has the greatest potential applicability in the Hawley-Green Neighborhood.

**P - Preservation District**

*Intent* - To promote economic, cultural, educational and general welfare of the residents. To foster civic pride in the city's historic past, which gives it unique character and sets it apart from other cities.

*Permitted Uses* - Houses, institutions and properties within a designated district or of a protected site.

*Physical Characteristics* - Properties that are determined to be significant to the nation, region or locality and found to have integrity.

*Regulating Body* - Syracuse Landmark Preservation Board must grant a Certificate of Appropriateness for physical changes to be made according to historical and architectural significance, general design



# Mass Space



Legend  
 ■ Building Mass

Data Source: Aerial Photography, Sanborn Maps 1991

# Built Form



Legend  
 ■ Type One: James Street Corridor  
 ■ Type Two: Hawley-Green Historic  
 ■ Type Three: Burnet Avenue Industrial  
 ■ Type Four: Burnet Avenue Commercial

Data Source: Field Investigation

# Zoning



Legend  
 ■ Office A  
 ■ Office B  
 ■ Industrial  
 ■ Commercial  
 ■ Residential  
 ■ Local Business

Data Source: City of Syracuse

# Land Use & Public Services



Legend  
 ■ Community Facilities  
 ■ Industrial  
 ■ Parks & Open Space  
 ■ Commercial  
 ■ Residential  
 ■ Parking

Data Source: Aerial Photography, Metropolitan Development Association



arrangement, material and textures of proposed changes.

Another form of overlay classification similar to the preservation overlay is that for conservation districts. As described in *The 2003 Preservation Component of the City of Syracuse Comprehensive Plan* these are “Areas of the city having distinctive character, as embodied in the street patterns, building density, size, form, features and materials, and site topography, features and materials that make them integral parts of the city’s identity.” The purpose of these districts is to “Identify, retain, and enhance community character in those areas that have a definite cohesiveness, but may not merit consideration as historic districts because they do not meet established criteria.” If included in revisions to the *Zoning Rules & Regulations*, conservation district overlays would be applicable within the study area.

### **Parking Requirements**

All zoning districts are required to meet the off-street parking requirements highlighted in Part C Section 3 of the City of Syracuse *Zoning Rules and Regulations*. Screening is required for surface parking lots that adjoin a residential district, however, there are no set regulations governing parking screens that adjoin commercial or business districts. The screen is identified in the regulations to be a wall, opaque fence or densely planted compact evergreen shrubs. These regulations are vague and their interpretation has resulted in the implementation of screens that comply with the regulations, but do little to contribute to the aesthetics of the surrounding neighborhood.

### **Land Use**

Land use is defined as the primary function that is being performed on a single parcel of land. The information that is referenced in this study was gathered by analyzing a current Land Use Map of the study area provided by the Department of Community Development Division of Neighborhood Planning. Fieldwork was conducted to verify dates and discrepancies were adjusted on the map. Seven land use categories were identified:

- Residential
- Commercial
- Industrial
- Community Facilities
- Parking
- Vacant Land
- Parks and Open Spaces

Residential use (single-family, two-family and multi-family) is the most prevalent use within the study area. Most non-residential use is concentrated along the major transportation corridors running through the area. James Street provides a distinct edge that separates the residential use from commercial. There are commercial areas on Lodi Street and Burnet Ave. For most of the residents, these differences in land use define the boundaries of the neighborhood.

The major commercial corridors are James Street and Burnet Avenue. James Street has become the site for the development of commercial offices. The large, box-shaped office buildings set back vast distances from the street and situated on large open parcels create an environment that lacks the density and enclosure associated with traditional urban commercial zones.

Burnet Avenue exhibits a diverse variety of land uses, with a mix of industrial,



commercial and residential use. Many of the industrial buildings and residential dwellings are vacant and the physical conditions of these structures are deteriorating. However, the commercial use along this corridor has been successful for both large and small service oriented stores. There is a number of one-and two-family dwellings scattered among the businesses, however, many of these houses are deteriorating or vacant. The current appearance of these dwellings significantly decreases the visual and physical strength and cohesiveness of the business district. Residential and office use that once occupied the upper floors of the buildings has decreased and current conditions, without rehabilitation, could not accommodate either use.

There are a significant number of vacant lots located within the study area. The majority of these vacancies are concentrated in the residential neighborhood of the Hawley-Green district. Also, there are a large number of surface parking lots in the study area that detract from overall character and sense of place. These parking lots dominate the environment in a number of places. The parking lots behind the building on James Street create an awkward barrier between land uses. There is no buffer between big box commercial and residential lots. Many of the parking lots are in violation of zoning regulation because they do not provide adequate visual screens.

## ***Analysis***

### **Problems**

1. *Ineffective Project Site Review process.*  
The current Project Site Review process addresses the physical character of a project on a case-by-case basis, as opposed to utilizing

established design standards and guidelines. Without such tools, evaluations can be subjective and result in determinations that are inconsistent and/or inappropriate.

2. *Lack of local historic preservation designations.*  
Many properties within the neighborhood, including the Hawley-Green Historic District on the National and State Registers of Historic Places, are not afforded the more definitive protection that comes with local designation.
3. *Awkward transitions between residential and commercial areas.*  
Land use patterns on James Street and Burnet Avenue have encroached into the residential core of the neighborhood. Provisions of the zoning classifications for these edges of the neighborhood result in abrupt changes in density and scale, increased parking pressures, and erosion of neighborhood character.
4. *Inconsistent zoning along Burnet Avenue.*  
Current zoning along Burnet Avenue includes an intricate mix of industrial, commercial and residential classifications. The combination has created confusing land use patterns and fragmented physical character along the corridor, and some blocks adjacent uses that are incompatible.
5. *Lack of zoning and building code enforcement.*  
Current zoning and building regulations are not consistently enforced which undermines preferred physical conditions and weakens neighborhood character. Enforcement difficulties are





exacerbated when violators are absentee downers.

6. *Outdated billboard regulations.*

The neighborhood is a prime location for billboards because of its proximity to Interstate 690. However, inconsistent zoning, obsolete allowances, and a lenient review process allow for a high concentration and insensitive placement of billboards along Burnet Avenue.

## Opportunities

1. *Apply updated, revised zoning ordinance classifications to the neighborhood.*

A substantially rewritten zoning ordinance that better addresses traditional urban form, rather than mid-20<sup>th</sup> century suburban expansion ideals, will improve land use patterns and help retain physical character throughout the city. In this neighborhood, new classifications, including design guidelines and overlay districts, will ensure that traditional character and patterns are retained.

2. *Promote local historic designations.*

Beginning with the State and National Register listed Hawley-Green Historic District, all eligible properties should be designated under the city preservation ordinance. Designations will not only call attention to the historic importance of these properties, but will also help to ensure appropriate physical changes to accommodate current and future uses.

3. *Utilize conservation district zoning overlays.*

Including conservation district classifications in a revised zoning ordinance will provide a mechanism for protecting traditional neighborhood character like that found in the Hawley-Green area. Conservation districts can be designated near or adjacent to official historic districts, and might lead to their future expansion.

4. *Create more sensitive transitions between zoning classifications.*

New zoning classifications that eliminate abrupt changes in physical characteristics can ensure more sensitive transitions between adjacent areas, such as along James and Wayne Streets. Similar changes along Burnet Avenue will ensure greater respect for traditional neighborhood patterns while accommodate a wide range of uses.

5. *Improve overall enforcement of regulations.*

More consistent enforcement of existing zoning and building regulations will lead to improved physical conditions and land use patterns. Commercial signs and parking, in particular, can become neighborhood assets through better enforcement.

## Organizational Patterns and Built Form

By late in the eighteenth century, three settlement areas, Syracuse, Salina and Lodi were becoming points describing a well traveled triangle, a primary circulation pattern in the developing area. The location of these three settlements and the swampy



area that later became the Erie Canal spurred the early organization and built form of today's Hawley-Green Neighborhood, where triangular divisions of space remain evident. Block patterns developed along streets that were laid out at seventy-degree angles to one another. Diagonal lines of development followed, with property lines drawn at these acute angles effecting lot sizes and shapes and resulting eventually in a number of angular sub-spaces and small, triangular residual spaces.

By the mid-19<sup>th</sup> century, the southern edge of the study area was strongly defined by the Erie Canal and the tightly packed industrial properties along its length. Less than a century later, in the 1930s, when the canal had long been filled in and the grade was raised by more than twenty feet to accommodate the new NY Central Railroad, this strong edge became more of a barrier between the neighborhood and the city to the south. Nevertheless, the area was positioned ideally for continued growth, and evidence of investments made in during this time remains in the many historic structures in the Hawley-Green neighborhood. Support and labor communities developed and grew along side industry and wealth, resulting in an ethnic and economic diversity that generated a rich collection of uses, architectural styles, building materials and forms.

Mid-twentieth century federal policies encouraging highway development and urban renewal resulted in changes in pattern and built form reflected in abrupt jumps in the scale and density of new development. A reinforced physical barrier, Rt. 690, a loss of economic diversity in the neighborhood, and the general inconsistency of newer development challenge the assets of the neighborhood in traditional built form,

density, lot coverage, orientation, and materials.

Three main factors were considered regarding built form:

- The Building, with attention to form, height and materials.
- The Lot, with attention to size, density and setbacks.
- The Street, with attention to trees, width and layout.

## ***Analysis***

### **Problems**

1. *Concentrations of empty lots, building vacancies, and absentee-owned properties on some blocks*

Empty lots decrease traditional density; vacant buildings can be targets for vandalism; and absentee owners often do not maintain properties to the same level as owner-occupied properties. Consistent enforcement of property maintenance standards is lacking in the neighborhood. Some vacant commercial properties are located adjacent to existing viable businesses, and others can be perceived as brownfields, which creates an unfavorable image of the neighborhood for residents, visitors, and customers.

2. *Insensitive renovation and demolition of existing housing stock.*

Many of the existing historic or older single-family houses are too



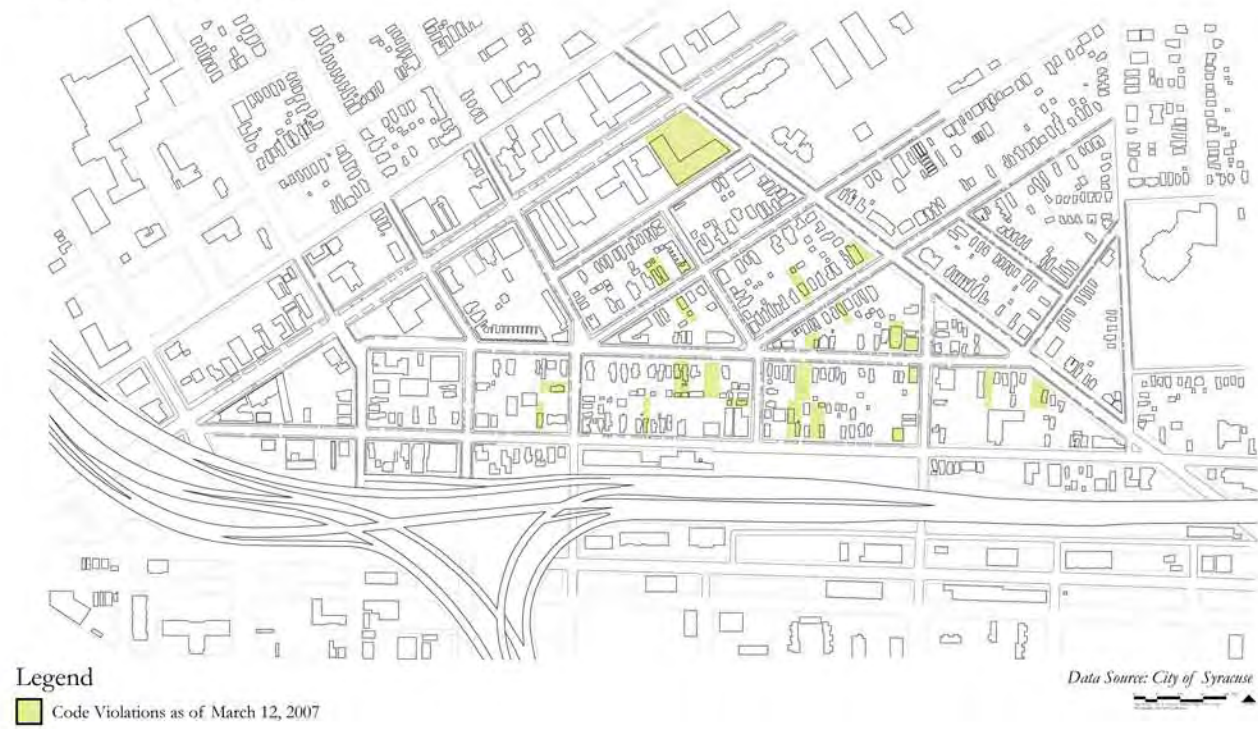
## Vacancies



## Tax Delinquencies



## Code Violations



## Businesses



large for today's individual family needs. Some reuse schemes have resulted in physical changes that are less than sympathetic to a building's architectural character. In addition, other modifications yield increases in density that cannot be supported, particularly in terms of parking for residents. Other older buildings may be perceived as too small for contemporary use, and can become slated for demolition rather than adaptive reuse.

3. *Incompatible contemporary construction.*  
Some in-fill housing and recent commercial construction does not relate to traditional neighborhood organization and character. In some cases setbacks are too deep. In others, form and scale of some new buildings vary greatly from existing building stock; and the new construction often lacks architectural detail, such as decorative window and door treatments.
4. *Confusing and unattractive signs*  
Enforcement of the sign ordinance is inconsistent, resulting in illegal signs that detract from the neighborhood character. Similarly the abundance of billboards, particularly along the neighborhood edges, are unsightly and a visual blight on the area.

## Opportunities

1. *Incorporate undeveloped lots into the neighborhood fabric.*  
Improved maintenance of vacant parcels can greatly enhance the

overall image of the neighborhood. More importantly, these properties can be redeveloped for a variety of new uses, with the resulting new construction used to re-establish traditional neighborhood density.

2. *Target vacant, tax delinquent and blighted buildings for redevelopment.*  
Given the generally high quality of existing building stock, redevelopment of vacant or blighted structures can be a catalyst for improving overall neighborhood character. In addition, renovation and reuse of these buildings will aid in retaining traditional neighborhood density and an overall sense of vitality.
3. *Capitalize on historic and eclectic building stock.*  
Almost 30 years ago, the neighborhood's historic architecture brought a wave of investors and residents to the Hawley-Green area. Recent news accounts tell of a second wave of such interest, which is leading to adaptive re-use rather than demolition of existing buildings. The appeal of the area's attractive building stock can be used to further this resurgence of investment, as well as to attract new residents and businesses.
4. *Encourage improved maintenance and repairs of existing buildings.*  
Educating the public regarding the benefits of cost-effective maintenance measures can yield noticeable improvements in general neighborhood conditions. Encouraging major repairs or renovations that complement existing architectural styles and



construction types can help ensure that overall neighborhood character will be improved in the long term.

5. *Create neighborhood identification features.*

Street furnishings such as lighting, benches, trash receptacles and signs can reinforce community identity and strengthen a sense of place.

The introduction of public art, which can be related to the area's history or the work of local residents, can further enhance neighborhood identity.

6. *Create guidelines for new construction and rehabilitation.*

Design guidelines that support traditional urban density can foster high quality and attractive new construction. When coupled with policies that limit indiscriminant demolition, the historic character of the neighborhood can be protected and enhanced.

## Vegetation, Parks and Open Space

Vegetation, parks and open spaces within the Hawley-Green Neighborhood are contained in undeveloped naturalized areas, streetside plantings, cemeteries, playlots, median and traffic islands, and schools and properties of other owners.

During the 2000 fiscal year the City of Syracuse commissioned its first comprehensive urban forest management plan, entitled *Comprehensive Urban Forest Management Plan: Guiding Syracuse's Urban Forest into the 21<sup>st</sup> Century*. This document was the product of numerous individuals and local agencies. The framework for the plan established goals the City of Syracuse will use to create new detailed management strategy to increase urban forest resources.

This plan was an important reference for determining the history, tree coverage, land use and tree conditions of the study area relative to use and local residents' opinions, as well as agencies and organizations contributing to urban forest improvements.

### Naturalized Areas

The closest naturalized area in the Hawley-Green Neighborhood is found along the Interstate 690 right-of-way, which serves as the southern edge of the study area. The area has a variety of naturalized vegetation growing on the highway banks. Poplar, sumac and tree-of-heaven are some of the most notable tree species. Because the space has restricted access, species identification was determined through general observation, and it was not possible to assess health conditions.

### Streetside Plantings

The study area has many different streetside planting strip widths with a variety of uses. The widths vary in size from 2 to 6 feet, and most include street trees that are in fair to poor condition, which can be attributed to physical inconsistencies that put stress on certain tree species. Management of streetside planting strips is the responsibility of the City of Syracuse Department of Public Works and the City of Syracuse Department of Parks, Recreation and Youth Programs. Homeowners have a moral obligation to help manage the streetside spaces and tree quality, and the city relies on the residents to water the trees when planted.

The Department of Parks, Recreation and Youth Programs supplies street trees to residents, which are then planted by the City in the streetside planting strips. Pruning of the street trees is complaint driven and



priority is given to situations that could result in a liability. In addition, the Department of Parks, Recreation and Youth Programs works with the Department of Public Works and Water Department to address tree problems they encounter in their work.

There are six major street tree species in the streetside plantings within the Hawley-Green Neighborhood.

- *Gleditsia triacanthos* (honey locust)
- *Rosaceae* (crabapple)
- *Acer platanoides* (Norway maple)
- *Zelkova serrata* (Japanese Zelkova)
- *Tilia cordata* (little leaf linden)
- *Pyrus calleryana* (Bradford pear)

Along with the six dominant street tree species in the Hawley-Green Neighborhood, there is also a variety of other street trees including hedge maple, red maple, sugar maple, silver maple, horse chestnut, American hornbeam, hackberry, Washington hawthorne, American beech, ginko, black gum, London planetree, American sycamore, cherry, Japanese lilac, arborvitae, and Japanese pagoda.

Given existing distribution and coverage, there is a high priority for establishing new trees in the study area, which has conditions necessary to support a healthy tree population. Tree coverage is somewhat consistent within the neighborhood.

Street cleaning, snow and ice removal, curb replacement and street widening all have an impact on streetside plantings and street tree conditions. These activities sometimes are in direct conflict with the care of the streetside plantings. In addition, overhead utility lines conflict with many tree species,

resulting in trees that are inadequately or inappropriately pruned.

The City has a limited street tree maintenance program, but due to budget constraints it is not effective. National Grid Power Corporation prunes neighborhood trees, but only to prevent the trees from interfering with its power lines. While the City is responsible for monitoring and regulating National Grid's pruning practices, oversight is infrequent and appropriate arboriculture standards are not always met. In light of these issues, the city has considered limiting all new trees to those with a mature height of 30 feet, avoiding unwanted and unsightly pruning.

## **Cemeteries**

The City defines cemeteries as green spaces of various use, radius and size, offering passive recreation, typically without formal facilities and with differing vegetation characteristics.

### ***Rose Hill Cemetery***

Rose Hill Cemetery (11.8 acres) is the study area's nearest burial ground. Although it is not located directly within the neighborhood, it serves as the largest green space in proximity to the Hawley-Green Neighborhood. The Rose Hill Cemetery was first established in 1841, but not incorporated into the city of Syracuse until 1848. When first purchased by the city, it was originally 22 acres in size. Located just north of the Hawley-Green Neighborhood, between Lodi and Highland Streets, this cemetery was a burial ground for thousands of individuals. It is the final resting place for numerous immigrants, distinguished residents of the city and former slaves. Individuals of varying degrees of wealth, class, culture and ethnicity were buried here. Some of the more locally significant



individuals include the first mayor of Syracuse, Harvey Baldwin (1797-1863) and Oliver Teall, father of the Syracuse Water Works System.

Rose Hill is no longer an active burial ground and after almost a century in use, interments stopped in 1935. At that time, Oakwood Cemetery became the predominant burial ground for the city.

Currently, the Rose Hill Neighbors Association, formed in 1991, lobbies for improvement of the cemetery and surrounding neighborhood. Some rehabilitation is proposed for the remaining tombstones and the recovery of tombstones inadvertently “covered over” by the city or lost by vandalism and neglect. Many of these tombstones still exist beneath grade. New signs have also been purposed as well as cleaning and restoring the cemetery’s once “proper dignity.”

The historic burials are evident at the cemetery’s higher elevation. The lower section is mainly used by the surrounding community as a public space for walking, jogging or picnicking. During winter months children sled down the hill. Vegetation in the cemetery is only a scattering of trees from what was once a formal pattern. The vegetation today is irregular in form giving the space a more picturesque quality. Along Highland Street no street trees exist, while large oaks line Lodi Street.

### **Play Lots**

The city defines play lots as being variable in size of green space and containing play equipment and various athletic fields for active recreation. There is one play lot within the Hawley-Green Neighborhood.

### ***Clinton Playlot***

Clinton Playlot (0.707 acres) is located on Lodi Street, Gertrude Street and North Crouse Avenue. The site has amenities such as benches, drinking fountains, play equipment and a basketball court.

Improvements to the play lot, completed in 2006, are one example of a successful public/private partnership that involved NEDHA, Home Depot, 40 Below, the City of Syracuse, Syracuse Cultural Workers and Corcoran High School students.

### **Medians and Traffic Islands**

The city defines medians and traffic islands as usually being less than one acre in highly developed areas of visual, civic, cultural and historical importance. Streets, houses or commercial properties usually border these open spaces. There are approximately .164 acres of medians and traffic islands in the study area and include:

- Bagg Place Park.....0.029 acres
- Finnegan Park.....0.135 acres
- Columbus Circle.....0.021 acres

All of these medians and traffic island have different characteristics.

### ***Bagg Place Park***

Bagg Place Park sits at the intersection of Hawley Avenue, Townsend Street and James Street and consists of two trees and a bench for seating.

### ***Finnegan Park***

Finnegan Park sits at the opposite end of Hawley Avenue at the intersection of Lodi Street. This park experiences frequent use during the day, but it poses safety concerns at night due to alleged illicit activities regularly occurring there.



### ***Columbus Circle***

Columbus Circle sits at the corner of Lodi Street and Burnet Avenue. This traffic median, consisting solely of concrete and traffic signs, serves to slow drivers entering and exiting the neighborhood.

### **Schools**

The city defines schools and other owners as the properties used by the City of Syracuse Department of Parks, Recreation and Youth Programs, owned by the City of Syracuse School District and/or other private or public owners. There is one school near the study area.

### ***Dr. Weeks Elementary School***

Dr. Weeks Elementary School is the only school located near the Hawley-Green Neighborhood. The fields and courts located here include a variety of play equipment varying in size and shape. Within the play areas there are elevation mounds, walls for seating, climbing equipment, basketball courts, and swings. The setting includes eight trees, colored hardscape and is surrounded by fencing. Due to the ten-year district upgrade implemented at the state level, Dr. Weeks will be undergoing renovation and expansion within the next year. This work could potentially impact the physical character of the fields and courts as this area is currently considered as a bus drop-off and pass through.

## ***Analysis***

### **Problems**

1. *Current condition of Interstate 690 Right-Of-Way.*

Some invasive and other naturalized vegetation has filled in along the banks of the

highway right-of-way. This space is not maintained and creates an abandoned appearance as it collects trash and other debris. As a result, the space contributes to a lack of continuity and a feeling of neglect along Burnet Avenue.

2. *Inconsistent distribution and maintenance of street trees.*

Street tree inventories are not regularly undertaken and restocking is sporadic, resulting in a broken canopy along many streets. Harsh utility company maintenance methods contribute to the declining state of street trees. Trees are randomly planted and overall there is little species diversity, which together diminishes neighborhood character.

3. *Inconsistent conditions of streetside planting strips.*

Streetside planting strips generally have compacted soils, are poorly maintained and are somewhat narrow with little room for vegetation. Often, they are completely paved over serving only as vehicular traffic dividers.

## **Opportunities**

1. *Make the Interstate 690 Right-of-Way a neighborhood asset.*

Modest efforts, even those limited to more routine maintenance, can transform the highway right-of-way into an aesthetically pleasing, integrated part of the neighborhood. More comprehensive treatment of





this area including additional plantings and pedestrian amenities can provide both cultural and economic benefit to the neighborhood.

2. *Develop a comprehensive strategy for street tree planting and maintenance.*

The implementation of *The Comprehensive Urban Forest Management Plan* will provide guidelines for street trees including planting specifications, species selection, soil improvements, and improved maintenance and pruning schedules. The guidelines will ensure the success of new plantings, aid in the revitalization of existing plantings, and add to the neighborhood character for the long term.

3. *Improve parks and other neighborhood open spaces.*

Enhancing underutilized park properties and smaller open spaces will protect these valuable community resources and provide neighborhood users with greater open space options. In addition these park properties can be made more visible and identifiable, and potentially serve as gateways to the neighborhood. Involvement of neighborhood residents and business owners in planning and maintenance of these spaces will encourage continued improvements in the future.

## Circulation

### *Inventory*

The circulation inventory for the study area was divided into three main categories:

vehicular circulation, pedestrian circulation and mass transit.

### **Vehicular Circulation**

Vehicular circulation inventory included six elements, major corridors, traffic control devices, pavement conditions, residential roads, lighting and parking.

### **Major Corridors**

Interstate 690 lies adjacent to and serves the neighborhood. The closest access onto I-690 east is provided at Teall Avenue, and I-690 west is at McBride Street. Access from I-690 west is provided at North Townsend Street, and from I-690 east is at Teall Avenue.

The three major corridors that support vehicular circulation within the study area are James Street, Lodi Street and Burnet Avenue. James Street, primarily a four driving lane street, has the highest volumes of traffic in the neighborhood, and provides the most direct connection to downtown from the neighborhood. Burnet Avenue and Lodi Street both consist of two driving lanes and two on-street parking lanes, and have higher traffic volumes than the neighborhood streets.

### **Traffic Control Devices**

Five types of traffic control devices are found in the study area: traffic signals, five-way stop signs, four-way stop signs, two-way stop signs, and one-way stop signs. Traffic signals are located at many intersections along the major corridors in the neighborhood. Exceptions to this are at the one-way stops at the intersections of Wayne and Lodi Streets, Burnet Avenue and Howard Street, and Lodi and McBride Streets. There are also two-way stops at the intersection of Hawley Avenue and Lodi



Street, and at the intersection of Green and Lodi Streets. A four-way stop is located at the intersection of Burnet Avenue and McBride Street.

Neighborhood street intersections are controlled primarily with four-way stop signs. Five-way stop signs control the intersection of Hawley Avenue, Green Street, and Catherine Street, and the intersection of Hawley Avenue, Howard Street, and Gertrude Street. Two-way stop signs control the intersection of Howard and Green Streets, and there are one-way stop signs at the intersection of Townsend Street and Hawley Avenue, and the intersection of Wayne and Catherine Streets.

### **Pavement Condition**

The roads in the neighborhood consist of asphalt pavement with fair to good surface conditions. Those roads rated good have a limited amount of deterioration to the surface (e.g. potholes, cracking and warping), while those rated fair, Wayne Avenue and parts of Hawley Avenue, have some minor damage to the surface. There are no roads rated poor.

All streets within the study area are maintained by the City of Syracuse. The city of Syracuse Department of Public Works rates streets on a scale of one to ten, with ten being newly repaved. Streets are scheduled for repair when they reach the five to six levels. The city also undertakes localized repairs and pothole patching as needed.

### **Residential Roads**

Residential roads within the study area are primarily narrow, two-way streets with on-street parking and irregularly planted street trees. The speed limit along these streets is 30 miles per hour. Within the study area Decker Street is the only one-way street.

### **Street Lighting**

“Cobra” lights affixed to wood utility poles make up the majority of street lighting within the neighborhood. These lights are generally placed at regular intervals within the public right-of-way. The street lights are placed on only one side of each block with the exception of James Street, where they alternate sides with each light.

### **Parking**

Parking primarily occurs within the public right-of-way as on-street parking, as well as in the many private parking lots within the neighborhood. On-street parking patterns directly correspond to the land use patterns adjacent to the street. This results in a mix of time restricted on-street parking spots, ranging from 12 minutes to 2 hours, as well as alternate side parking regulations. Through sign placement, handicap parking is available on both commercial and residential streets. The parking regulations do not appear to be strictly enforced. There are several illegal perpendicular parking areas in this neighborhood, located along the 100 and 200 blocks of Wayne Street, the 100 block of Hawley Avenue, the 400 block of Burnet Avenue, and the 100 block of Gertrude Street. Parking along James Street differs from the rest of the neighborhood. The only metered parking in the Hawley-Green Neighborhood is located along the lower portion of the street, and from Townsend to Lodi Street, there is no on-street parking provided.

While there are no large sized public parking lots in the study area, there are a substantial number of large private off-street parking lots located around the offices along James Street. In the interior of the neighborhood, there are many small to medium sized private parking lots scattered throughout that provide parking for the many businesses. Many of the parking lots in the



neighborhood are not screened in accordance with the zoning regulations.

### **Pedestrian Circulation**

Pedestrian circulation was inventoried on all streets in the neighborhood. The inventory included sidewalks, pedestrian crosswalks, curbs and site amenities. A visual analysis was used to evaluate the conditions of sidewalks and curbs in the study area, and they range from good to poor

#### **Sidewalks**

Along most streets in the neighborhood are concrete sidewalks, 4 to 6 feet in width. The sidewalks located on James Street are in the best condition, and are the widest in the neighborhood. The sidewalks located on the 100, 200 and 500 blocks of Hawley Avenue, the northern side of Wayne Street, the 200 block of McBride Street, the 300 block of North Crouse, the 200 block of Howard Avenue, Gertrude Street, the 200 block of Catherine Street, the 300 block of Lodi Street, and Burnet Avenue are in poor condition, meaning they are in a state of disrepair and of inconsistent sidewalk surfacing, such as asphalt. Some sidewalks are in poor condition due to frost, tree root damage, normal wear, and deferred maintenance. The City Charter and subsequent local laws have placed responsibility for sidewalks with the adjacent property owners, specifically repair, replacement and daily maintenance (snow removal, sweeping). Asphalt often is used to repair damaged sidewalks, which breaks the continuity of the sidewalk surface. Snow removal is inconsistent and generally hinders pedestrian circulation.

The city provides a service request telephone system and responds to inquires for work, complaints of conditions or notice of injuries. With any resulting complaints

regarding a sidewalk condition causing a fall with or without injury, the city will issue a notice of condemnation, which requires immediate attention. If the deadline passes without the issue being addressed, a city contractor will correct the problem and the property owner automatically billed for the services. The city Annual Sidewalk Assessment Program allows property owners to place costs of repairs on their tax bill for a period of ten years. The interest that accrues is relative to the cost of repair.

#### **Pedestrian Crosswalks**

Crosswalks and automated light signals provide safe pedestrian movement at several intersections. Intersections on James Street all have pedestrian signals and crosswalks. Crosswalks are delineated by painted white stripes, many of which have worn away to very light lines. Crosswalk striping and cross walk signals are usually the result of engineering studies and based upon recorded volume. Curb cuts are located at intersections throughout the study area. The cut is placed at the center of the curb radius, and often does not align with the crosswalk striping.

#### **Curbs**

The curbs in the Hawley-Green Neighborhood are constructed of granite, concrete or sandstone. The granite curbing is generally in good condition. The sandstone curbing is generally in poor condition, and is often broken or missing entire sections. Parts of Burnet Avenue and Wayne Street have no curbing, and some sections of curbing along the 300, 400, and 500 blocks of Burnet Avenue, the 200 block of Howard Street, Gertrude Street, and the 100, 200, 300, and 500 blocks of Hawley Avenue are in poor condition, all of which result in a poor overall rating.



### Site Amenities

There is a general lack of site amenities in the Hawley-Green Neighborhood. There are three trash receptacles along James Street located near bus shelters.

### Mass Transit

Mass transportation accounts for three percent of all trips generated in the Syracuse metropolitan area. The longest distance a person must walk to a bus stand is one-quarter mile, which meets Centro standards.

### Bus Routes

Centro bus route 20 runs along James Street, route 70 runs along Willow Street, and route 58 runs up North Crouse Avenue, turning east onto Hawley Avenue. All routes through the study area connect to the downtown transfer station. There are many destinations that can be accessed through these bus routes. Route 20 – Eastwood and Sunnycrest via James Street includes service to Carrier Circle, Eastwood Heights, Huntington School, Shop City, Henninger High School, Lincoln Middle School, and Bryant and Stratton. This route is accessible to neighborhood residents via several stops along James Street. Route 58 – Parkhill includes service to Bishop Grimes School, Burnet Ave, Franklin Park Apartments, Carrier Circle, Bristol Laboratories, and Kilian Manufacturing Corporation. This route enters into the southeast corner of the neighborhood, running north on North Crouse Avenue, turning east onto Burnet Avenue. Route 70 – Grant Boulevard and Oak-Darlington include service to Syracuse Northside, Court Street, Regional Transportation Center, Carousel Center, Woodlawn, Shop City, Eastwood Homes, Grant Village, and St. Joseph’s Hospital. This route can be accessed via East Willow Street, one block north of James Street.

Bus routes can be amended, added or deleted through various methods including public hearings and studies conducted by Centro. Generally, bus routes are limited to those streets that have a minimum turning radius of 45 feet and a minimum width of 110 feet. Topography can also limit the location of bus routes.

### Amenities

*Bus stops are located at many intersections along each route. Shelters are located at those stops that have more than fifty riders per day. Bus shelters with benches can be found along the James Street corridor, at its’ intersections with Lodi, Catherine, and McBride Streets. A blue Centro sign identifies all other stops. Schedules are not affixed to stands because the frequency with which schedules change.*

### Centro Programs

Federal legislation allows employers to deduct one hundred percent of the amount paid for a Centro pass from their taxes. In contrast an employer may spend over \$3,000 per year to provide a parking space for an employee while this program is used in the city, it is not widely known. Centro also provides a Call-A-Bus program that allows pickup of people outside of normal operating hours.

### Analysis

#### Problems

1. *Loss of public sidewalks*  
The neighborhood sidewalks, particularly along Burnet Avenue and portions of Wayne Street, have been taken over for illegal parking, which interrupts pedestrian



- circulation and creates an unsafe situation for both vehicles and pedestrians. Due to this misuse, many of these sidewalks have become unsightly and are not continuous.
2. *Weak pedestrian bicycle and other non-vehicular connections to surrounding areas*  
Interstate 690 and Erie Boulevard create visual and physical barriers to pedestrian movement. Sidewalks under the highway overpasses are particularly unattractive and difficult to negotiate, inhibiting pedestrian access to Downtown and University Hill. Sequenced focal points such as green spaces and occasional pedestrian amenities are lacking. In addition, inadequate snow removal poses further difficulties.
  3. *Unsafe pedestrian routes between the neighborhood and Dr. Weeks Elementary School/ Syracuse Northeast Community Center (SNCC)*  
Traffic speeds and volumes on the collector streets (James, Lodi, and Burnet) are high. This, in addition to the width of crossing areas on these streets, creates a physical barrier to pedestrian use. Specifically, these issues along Lodi Street pose a problem for school children as well as senior citizens on their way to Dr. Weeks School and SNCC.
  4. *Irregular intersections create awkward vehicular and pedestrian junctures*  
The configuration of several intersections presents a complicated circulation flow. Pedestrian travel is difficult because of wide expanses of streets to cross, and lack of crosswalk definition.
  5. *Confusing on-street parking patterns*  
The variety of businesses in the neighborhood generates multiple parking needs, particularly along Burnet Avenue, and James and Wayne Streets. This situation is further problematic due to inconsistent signs.
  6. *Nonconforming and unsightly parking lots*  
Some existing parking lots do not conform to current zoning regulations. For example, public rights-of-way are used for illegal parking and there is a lack of appropriate screening. Such parking areas have little aesthetic appeal, spatial definition, and are not well maintained.

## Opportunities

1. *Improve overall pedestrian experience within the neighborhood.*  
Enforcement of parking regulations will create more consistent sidewalk conditions. Including streetscape amenities will provide a pleasing walking environment and will alleviate pedestrian/vehicular conflicts. Crosswalks and crossing signals can facilitate pedestrian safety, especially in key locations.
2. *Provide a direct connection to key destinations through alternative transportation methods.*  
Downtown and University Hill are primary destinations for neighborhood residents. Alternative transportation servicing these locations, such as shuttles or dedicated bicycle paths, will ease vehicular traffic, and can attract more downtown



workers and university students to the neighborhood as residents.

3. *Foster stronger pedestrian connections between the neighborhood and adjacent areas.*

In addition to downtown and University Hill, other locations such as Saint Joseph's Hospital and Rose Hill Cemetery are important destinations for neighborhood residents.

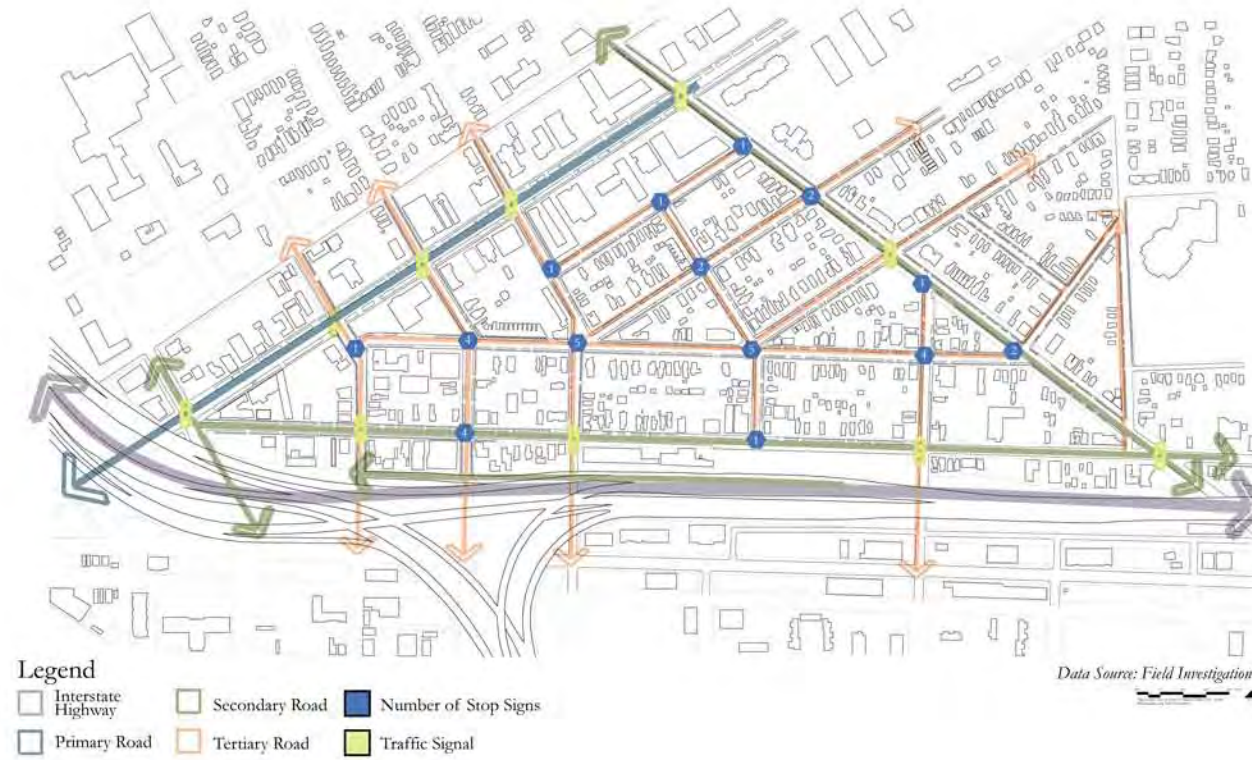
Improved streetscapes along routes to these locations will support pedestrian movement and reinforce connections.

4. *Develop a comprehensive approach for parking within the neighborhood.*

Attractively designed off-street parking facilities can help to maximize available space while improving overall neighborhood character. Reorganized and well-identified on-street parking can compliment these off-street parking areas and thereby better address parking demand.



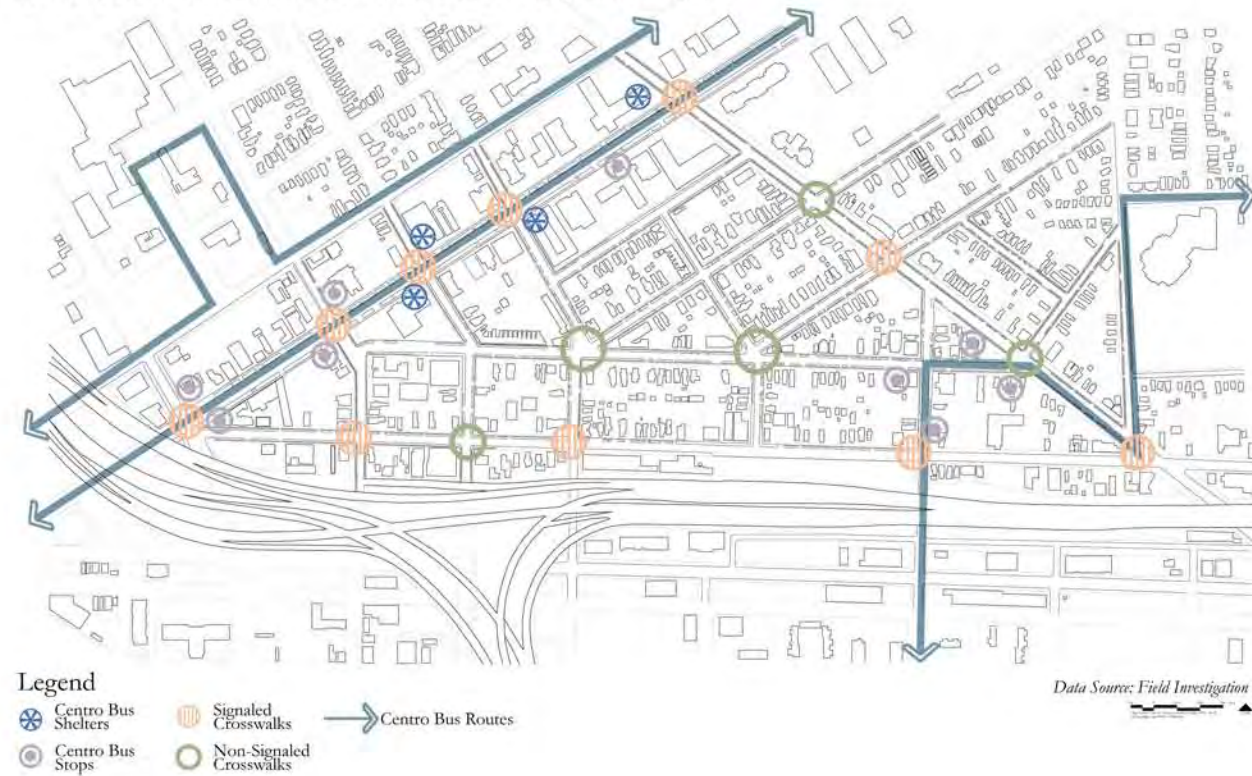
## Vehicular Circulation



## Topography



## Pedestrian Circulation & Mass Transit



## Vegetation, Parks & Open Space



## Goals, Objectives, and Recommended Actions

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## GOALS, OBJECTIVES AND RECOMMENDED ACTIONS

### Goal 1: Capitalize on the unique physical character of the neighborhood.

Neighborhoods are the tangible building blocks upon which the intricately woven physical density of a city is based. They are places created over generations, with each leaving its mark—for better or worse—on the community’s face. In combination they give form to the entire city, yet individually they are distinct from one another. The alignment and orientation of their streets, affected by underlying topography, provide neighborhoods their overall order and can set them apart from one another. These corridors give pattern to the land and are the lifeblood of a place, carrying the daily movements and interactions of those individuals who live, work and play within a neighborhood’s blocks. These large parcels, in turn, are divided into lots that are finely grained to accommodate buildings in close proximity to one another. Such structures range in scale, form and stylistic articulation, and the composite image is that of a richly detailed built environment. Open spaces, which stand in pleasant contrast to these building collections, give added character to a city neighborhood. The Hawley-Green Neighborhood is so distinguished, and steps must be taken to capitalize on the physical attributes that make it an exceptional place.

#### Objective 1: Protect historic resources.

Notable historic resources can be identified, officially recognized and subsequently protected through programs established at all levels of government. These tools

provide specific criteria to assess a property’s significance relative to local, state and national historical trends, events and persons. To meet such established standards, these places must possess intrinsic historical associations, visual characteristics and/or physical features that distinguish them from similar older community fabric. The Hawley-Green Neighborhood is fortunate to already have many of its most important resources recognized by nomination to the New York State and National Registers of Historic Places—and several other properties also have been identified for the same status, as well as designation under the city landmark preservation ordinance. Listing eligible properties under these programs will increase public awareness of and appreciation for the neighborhood’s historic places, as well as offer these resources a measure of protection from inappropriate development or demolition.

**Action 1:** Nominate properties to the State and National Register of Historic Places.

- Inform public regarding federal preservation programs in general.
- Identify eligible properties.
- Promote NYS Historic Homeowners Tax Credit

**Action 2:** Designate properties under city landmark preservation ordinance.

- Inform public regarding local preservation mechanisms.
- Identify eligible properties.

**Action 3:** Improve enforcement of existing and/or new preservation regulations.

- Advocate for neighborhood assistance in identifying problems.



**Action 4:** Promote the history of the neighborhood.

- Provide written and digital materials.
- Support identification/interpretive sign or plaque programs.
- Sponsor events based on neighborhood history.

**Objective 2: Recognize and conserve noteworthy traditional neighborhood fabric.**

Some areas within a city neighborhood have a readily recognizable, positive character that is derived from street patterns, buildings and structures, and/or natural features. Whether reflecting a single period of development or embodying the evolution of the place over several generations, they are easily distinguishable and viewed as integral to neighborhood identity. Unfortunately while these areas can have a definitive cohesiveness that is widely appreciated, they might not be eligible as historic districts because they do not meet established criteria. Nonetheless, they are worth conserving due to their distinctive character and therefore warrant special land use planning and physical design—and the Hawley-Green Neighborhood has areas that merit such consideration.

**Action 1:** Designate conservation districts within the neighborhood.

- Create and adopt a new conservation district overlay classification within the Zoning Rules and Regulations.
- Develop and implement design guidelines for designated conservation districts.

- Identify eligible districts within the neighborhood.

**Action 2:** Encourage retention of unique neighborhood character.

- Retain street alignments, block-lot arrangements and traditional building orientation.
- Promote appropriate physical repair and maintenance of traditional buildings.
- Support creative, compatible adaptive reuse of existing properties.
- Support creative, compatible new construction.

**Objective 3: Undertake a comprehensive approach to vacant properties.**

Cities that continue to suffer from a steadily declining population are faced with an oversupply of residential and commercial properties, some of which becomes vacant, tax delinquent and/or abandoned in the face of decreasing property values. Such disinvestment first becomes evident in the rapid deterioration of buildings due to a lack of maintenance or acts of vandalism. It is more glaring as buildings are razed and replaced by vacant, often unkempt lots. It is unmistakable when there is no discernible plan for reversing the trend. The result is incremental destruction of traditional neighborhood composition and ultimately community character. Many Syracuse neighborhoods have fallen prey to the combination of less-than-effective code enforcement and an aggressive municipal demolition policy, leaving many blocks physically scarred and visually disturbing. Policies and programs put in place must be city-wide to ensure the most successful short- and long-term solutions to these



problems; but such mechanisms ultimately will impact specific places like the Hawley-Green Neighborhood.

**Action 1:** Promote retention of existing buildings over demolition.

- Modify and enforce requirements for securing vacant buildings.
- Prioritize code enforcement and policing of vacant buildings.
- Coordinate with not-for-profit organizations and individual property owners to market vacant buildings.

**Action 2:** Promote new construction on open neighborhood lots.

- Create and enforce maintenance standards for vacant lots.
- Coordinate with not-for-profit organizations and individual property owners to develop and/or market individual vacant lots.
- Create and enforce design guidelines to ensure compatible new construction.

**Action 3:** Develop special options for strategically located vacant lots.

#### **Objective 4: Enhance parks and open space.**

The physical and cultural vibrancy of a city neighborhood can be greatly enhanced by the amount of open space found within or adjacent to it. Large-scale municipal parks act as physical and visual counterbalances to the buildings and structures that comprise the bulk of neighborhood texture. They are contrasting yet complimentary to the forms, materials, textures and colors of

architecture. Small parks and open spaces provide similar relief, although on a more intimate scale as they relate to specific portions of a neighborhood. And a healthy street tree population enhances overall neighborhood character and identity. A number of such formal and informal open spaces add to the attractiveness of the Hawley-Green Neighborhood, and are deserving of a more pro-active approach to management, maintenance and use.

**Action 1:** Prepare a master plan for all neighborhood open space.

- Include all city parkland.
- Incorporate appropriate vacant lots.
- Consider Interstate 690 right-of-way.
- Include management and maintenance standards.

**Action 2:** Prepare neighborhood street tree master plan.

- Implement recommendations of the Comprehensive Urban Forest Management Plan.
- Complete and maintain a tree inventory.
- Increase diversity of tree species.
- Create a targeted tree planting schedule.

**Action 3:** Develop streetscape design and maintenance guidelines.

- Identify palette of street furnishings.
- Include safety measures.
- Strengthen sidewalk standards.
- Coordinate with street tree master plan.
- Incorporate public art.



**Objective 5: Enhance circulation within and to the neighborhood.**

The physical complexity inherent in any urban neighborhood must be such that it can support compatible uses and promote ease of movement. It is the overall patterns established by street layout that are most significant in this regard, for it is the streets that connect neighborhood properties to one another, provide links to adjacent city districts and often define the boundaries of a place. The streets delineate the size and orientation of blocks, as well as yield the spaces that constitute the public realm, and thereby define the environment in which residents and visitors experience a neighborhood in the most meaningful way. The streets of the Hawley-Green Neighborhood give such structure and afford such opportunities, but they are not all equally inviting or safe. A commitment must be made to improve movement within this neighborhood, and to key areas just beyond its boundaries.

**Action 1:** Develop a comprehensive pedestrian circulation plan.

- Identify key pedestrian destinations, connections and gateways.
- Implement safety standards.
- Improve interface between pedestrians and vehicles.

**Action 2:** Develop alternative transportation options.

- Connect to established bike routes.
- Explore special bus shuttles.

**Objective 6: Develop a comprehensive approach to neighborhood parking.**

Nowhere more than in cities has the cultural phenomenon of parking had such a severe, tangible impact on the physical environment. Many urban communities have attempted to provide as much parking as possible to retain existing and then attract new residents and businesses. But absent any comprehensive plan, these communities have found themselves associated with both the unattractive image created by scores of surface parking lots and the perception that they still do not have enough parking. This dichotomy persists today, as evidenced in neighborhoods like Hawley-Green where there is a healthy supply of on- and off-street parking, but the perception continues that parking is a problem. There must be a commitment to better utilizing and promoting existing parking options in the neighborhood, with a focus on ensuring that all facilities positively relate to traditional neighborhood organization and character, as well as emphasize the pedestrian experience.

**Action 1:** Evaluate supply and demand.

- Identify general parking needs within individual business districts.
- Identify potential conflicts between business and residential users.

**Action 2:** Utilize successful, creative models for parking.

**Action 3:** Explore co-operative management of parking facilities within business districts.

**Action 4:** Enforce established and new parking regulations.



# Goal One: Capitalize on the unique physical character of the neighborhood.

## Objective 1: Protect historic resources.

Action 1: Nominate properties to the State and National Register of Historic Places.



Snodden Apartments, painted lady on Lodi Street, New York Central Railroad on Burnet Avenue

Action 2: Designate properties under Syracuse Landmark Preservation ordinance.



Painted ladies on Lodi Street and Wayne Street

Action 3: Improve enforcement of existing and/or new preservation regulations.

Action 4: Promote the history of the neighborhood.



Second Empire on Burnet Avenue

## Objective 2: Recognize and conserve noteworthy traditional neighborhood fabric.

Action 1: Designate conservation districts within the neighborhood.



Tree-lined lower James Street

Action 2: Encourage retention of unique neighborhood character.



Snodden Apartments and Italianate townhouses on Burnet Avenue



A matching pair of Stick-style houses on Wayne Street

## Objective 3: Undertake a comprehensive approach to vacant properties.

Action 1: Promote retention of existing buildings over demolition.



Vacant Babian's Market on the corner of Hawley Avenue and Gertrude Street

Action 2: Promote new construction on open neighborhood lots.

Action 3: Develop special options for strategically located vacant lots.

### Group wants to fix homes

TIM KNAUSS  
REAL ESTATE BROKER



If you're thinking about urban living, Benjamin Gemberle wants to show you some five-story deals in the historic Hawley-Green neighborhood. Gemberle is the marketing and community outreach coordinator for the Northeast Hawley Development Association, or NEHDA, a nonprofit group that works to enhance the area northeast of downtown Syracuse. Armed with a \$475,000 federal grant from the Syracuse Neighborhood Initiative, NEHDA is working with another nonprofit, Home Development, to fix up vacant properties and sell them to owner-occupants. \$201 money will be used to subsidize the cost of rehabilitation. Work is scheduled to begin this spring on the first three sites: a two-family house at 129 Gertrude St., a two-family house at 418 Howard St., and a four-family house at 217 Green St. Gemberle said he'd like to find buyers before the work begins. There are no income restrictions to qualify. The houses would be especially handy for downtown employees, who could walk to work, he said. "It's a really exciting possibility for people with that need of back-to-the-city," Gemberle said. "People want to be in communities where there's history, all around them, where there's an actual community and they can walk everywhere." NEHDA can be reached at 425-1032.

### National attention

Speaking of Hawley-Green, the neighborhood's reputation as a pro-friendly place to live is spreading. "Notes," a publication based in Charlotte, N.C., recently listed the neighborhood as one of the top four up-and-coming gray communities in the Northeast, with Hill's Kitchen in New York City, the South End of Boston, and New London, Conn. Jeffrey Gerney, a freelance music and photographer who's lived in the neighborhood five years, said it attracts a diverse mix of people. "One of my tenants calls it the Greenwich Village of Syracuse," he said. Staff writer Tim Knauss reports on real estate for The Post-Sentinel. To contact him, call 470-3021, or 470-2141, or email tknauss@post-sentinel.com.

Syracuse Post-Standard articles from 2007

## Objective 4: Enhance parks and open space.

Action 1: Prepare a master plan for all neighborhood open space.



Bagg Park on the corner of James Street, North Townsend Street and Hawley Avenue



Columbus Circle on Burnet Avenue and Lodi Street



Finnegan Park on Hawley Avenue and Lodi Street



Interstate 690 Right-of-Way along Burnet Avenue

Action 2: Prepare neighborhood street tree master plan.

Action 3: Develop streetscape design and maintenance guidelines.

## Objective 5: Enhance circulation within and to the neighborhood.

Action 1: Develop a comprehensive pedestrian circulation plan.

Action 2: Develop alternative transportation options.



Intersection of North Townsend Street and Hawley Avenue



Intersection of North State Street and Burnet Avenue

## Objective 6: Develop a comprehensive approach to neighborhood parking.

Action 1: Evaluate supply and demand.

Action 2: Utilize successful, creative models for parking.

Action 3: Explore co-operative management of parking facilities within business districts.

Action 4: Enforce established and new parking regulations.



United Way parking on Hawley Avenue



Parking on Wayne Street

## Objective 7: Revise the zoning rules and regulations.

Action 1: Correlate zoning directly to the Comprehensive Plan.

Action 2: Reinforce existing and desirable land use patterns in terms of allowable and appropriate special uses.

Action 3: Consolidate and streamline zoning district classifications.

Action 4: Incorporate provisions for conservation districts as per the Preservation Component of the Comprehensive Plan.

Action 5: Expand requirements for planned institutional districts, including provisions that address issues of aesthetics and physical context—particularly where contiguous to business and commercial zones.

Action 6: Expand and enforce the requirements for surface parking lots and screening as per the Commercial Areas Component of the Comprehensive Plan.

Action 7: Expand and enforce provisions of the sign ordinance, particularly as related to temporary signs.

Action 8: Incorporate additional overlay districts.

Action 9: Incorporate new design review mechanisms and design guidelines.

Action 10: Incorporate a site plan review process and criteria as per the Commercial Areas Component of the Comprehensive Plan.

Action 11: Create guidelines for reviewing and approving variance, subdivision and special permit requests.

Action 12: Increase public notification time, area and degree of information disseminated for all applications.

Action 13: Utilize a format that is more user-friendly.

Action 14: Incorporate professional qualifications and training for the City Planning Commission and Board of Zoning Appeals members.



City of Syracuse Zoning Ordinance



**Objective 7: Revise the zoning rules and regulations.**

The current Syracuse Zoning Rules and Regulations originally were written in 1922, and have not been completely revised since the 1950s. Changes made at that time reflect the popular mid-twentieth century focus of promoting more suburban, and therefore less dense, physical city fabric. Limited revisions made sporadically since then do not relate to an overarching approach to long-range community planning, but rather to single issues raised by various constituencies. The result is that the current text provides little direction as to preferred land use patterns, physical characteristics or visual quality, and addresses primarily use and building bulk, mass and setbacks. A comprehensive revision of the zoning ordinance that incorporates greater sensitivity to traditional urban fabric will result in a legal mechanism supportive of smart growth and economic reinvestment.

**Action 1:** Correlate zoning directly to the Comprehensive Plan.

**Action 2:** Reinforce existing and desirable land use patterns in terms of allowable and appropriate special uses.

**Action 3:** Consolidate and streamline zoning district classifications.

**Action 4:** Incorporate provisions for conservation districts as per the *Preservation Component of the Comprehensive Plan*.

**Action 5:** Expand requirements for planned institutional districts, including provisions that address issues of aesthetics and physical context, particularly where contiguous to business and commercial zones.

**Action 6:** Expand and enforce the requirements for surface parking lots and screening as per the *Commercial Areas Component of the Comprehensive Plan*.

**Action 7:** Expand and enforce provisions of the sign ordinance, particularly as related to temporary signs.

**Action 8:** Incorporate additional overlay districts.

**Action 9:** Incorporate new design review mechanisms and design guidelines.

**Action 10:** Incorporate a site plan review process and criteria as per the *Commercial Areas Component of the Comprehensive Plan*.

**Action 11:** Create guidelines for reviewing and approving variance, subdivision, and special permit requests.

**Action 12:** Increase public notification time, area and degree of information disseminated for all applications.

**Action 13:** Utilize a format that is more user-friendly.

**Action 14:** Incorporate professional qualifications and training for the City Planning Commission and Board of Zoning Appeals members.

**Goal 2: Capture the economic potential of the area.**

In this age when continued sprawl is recognized as detrimental to all communities, cities across the country are leading the charge for regional smart growth initiatives, as well as instituting municipal policies that will reverse decades of inner city abandonment and declining property values. This commitment to revitalizing city economies requires a comprehensive



approach to market rejuvenation, in large part by capitalizing on the ready customer base inherent in dense urban populations. Political and business leaders alike know that city housing markets—specifically the diversity of neighborhoods, housing types and architectural styles—offer attractive living options that simply cannot be reproduced in outlying areas. In much the same way, urban commercial districts support the widest range of businesses in any metropolitan area, and include everything from industrial plants to traditional mom-n-pop corner stores. This diversity, which makes for a strong overall economy, is most critical in individual neighborhoods, for it is in these small districts that a city holds its greatest economic promise. When a neighborhood such as Hawley-Green realizes its full financial potential, the entire city will reap the economic benefits.

**Objective 1: Stabilize the neighborhood housing market.**

In order to realize any measurable economic revitalization, a city must take steps to instill investor confidence in urban neighborhoods. Homeowners must have some assurance that investments made in their property will not be diminished or entirely undermined by inappropriate development, abandonment or demolition. Although it might not be possible to guarantee a particular rate of return, there should be some degree of certainty that both the financial and emotional capital expended was worth the risk. Outside investors, however, often require a more definitive promise of reasonable financial profit and, not being personally vested in a neighborhood, will more readily withdraw their interest at the first signs of potential loss. To prevent such decisions, cities such

as Syracuse can enact public policies and programs that set the stage for positive private investment in neighborhoods like Hawley-Green.

**Action 1:** Encourage a sustainable mix of homeowners and renters.

- Promote homeowner education programs.
- Encourage renters to own.
- Encourage use of available housing programs.
- Support interaction between existing housing advocacy groups.
- Encourage responsible investors and developers.

**Action 2:** Expand residential rehabilitation efforts.

- Encourage re-investment through property improvements.
- Educate the public about the benefits of rehabilitation instead of “demolish and build”.
- Identify vacant buildings and properties for re-use.
- Support passage of federal Historic Homeownership Assistance Act.

**Action 3:** Accommodate sensitive new construction.

- Identify available sites.
- Assist in limited land assembly for specific projects.
- Assist with marketing and funding efforts.



**Action 4:** Establish targeted marketing program for neighborhood housing.

- Market use of available economic incentives.
- Coordinate efforts through the Greater Syracuse Board of Realtors.
- Develop corporate mortgage assistance programs for “neighborhood” employees.

**Objective 2: Promote a balanced mix of local and regional businesses.**

Every urban neighborhood offers a unique demographic composition in terms of social and physical characteristics, factors that are particularly important to the success of local businesses providing convenience retail and personal services. Such businesses more than any others have the most direct link to the resident population, and thereby benefit most from a place with a strong sense of neighborhood. But regional business also can profit—literally and figuratively—from locating in city districts that have a cultural vibrancy and economic vitality that is palpable. While their customer base extends beyond neighborhood boundaries, such larger commercial entities gain considerably from urban areas that also host smaller business related to their enterprises. What is most beneficial to a neighborhood like Hawley-Green, however, is that this mix of business types be appropriate to its social composition and physical structure.

**Action 1:** Identify key neighborhood businesses.

**Action 2:** Target existing economic development programs for business

retention and expansion.

- Focus efforts on North Crouse Avenue and Catherine Street
- Focus efforts on Burnet Avenue, and Lodi and James Streets

**Action 3:** Support traditional mix of convenience retail in the neighborhood.

**Action 4:** Proactively seek out new businesses to diversify neighborhood options.

**Action 5:** Encourage participation in small business training programs.

**Action 6:** Establish Business Improvement Districts.

- Identify preferred business types and location.
- Develop marketing plan for targeted businesses and other properties.
- Define mechanisms to attract specific types of business.
- Encourage pedestrian-orientated businesses.
- Coordinate existing advertising and events.
- Encourage coordinated operating hours.
- Provide supplemental maintenance of public right-of-way.
- Support new events and programs.

**Action 7:** Promote mixed-use development.

**Objective 3: Target key development parcels.**

Pursuing development in any community is unquestionably a function of economics.





Private individuals and corporations must be confident that their investment will yield a reasonable profit, while the municipal government must ensure that projects make a positive contribution to the local economy, rather than place a drain on it. Deciding whether to pursue or support a development project therefore is inherently tied to both the financial merits of a specific proposal and its impact on the economic viability of the community. Yet it is possible to focus redevelopment efforts towards specific areas or properties, particularly if such projects—due to their location, physical characteristics and current or prospective use could be catalysts for more widespread revitalization. The Hawley-Green neighborhood has a number of properties with this potential.

**Action 1:** Reclaim brownfields for new uses.

- Maximize NYS Brownfield Opportunity Areas Program

**Action 2:** Investigate redevelopment of the Snowdon property.

**Action 3:** Explore maximum economic potential of the former NY Central Railroad complex on Burnet Avenue..

**Objective 4: Continue to support civic and community responsibility among the neighborhood businesses.**

Just as a municipal administration must cultivate community interest in the long-term health of its commercial areas, so too must it foster business-owner concern about the well-being of city residents. Businesses that operate independent, or worse yet at the expense, of the social and physical conditions that surround them are destined to fail. The quality of life in and around a

commercial establishment is a reflection on not only the financial solvency of that enterprise, but also a measure of its civic commitment. The Syracuse city administration must encourage all businesses, including those in Hawley-Green, to be “good neighbors,” exhibiting the same degree of respect and civility that they expect from local residents.

**Action 1:** Promote further business sponsorship of neighborhood organizations and events.

- Create incentives, such as municipal awards programs, to increase business involvement in the community.
- Provide mechanisms to match community needs with available business goods and services.

**Action 2:** Facilitate on-going and new partnerships between business owners and neighborhood groups.

**Action 3:** Target and publicize job opportunities to neighborhood residents.

**Action 4:** Promote creation of business associations in the neighborhood.

**Objective 5: Promote heritage tourism.**

Tourism is based on a desire to travel to and experience a place—to have the first-hand opportunity to discover individual properties or whole communities different from one’s home environment. It is this interest in learning that sets heritage tourism apart from the larger concept, for historic properties are unique in the way they impart stories of past events, persons, cultural trends and social movements and thereby draw visitors to a place. And when they do,



# Goal Two: Capture the economic potential of the area.

## Objective 1: Stabilize the neighborhood housing market.

Action 1: Encourage a sustainable mix of homeowners and renters.



Diverse housing options on Hawley Avenue



Elm Court Apartments on Catherine Street



House on Wayne Street

Action 2: Expand residential rehabilitation efforts.

Action 3: Accommodate sensitive new construction.

Action 4: Establish targeted marketing program for neighborhood housing.

### Housing help

The Federal Home Loan Bank of New York recently kicked in \$250,000 to help fix up an apartment building for low-income residents in Syracuse.

Renovation of the Courtyard at James Apartments, a 73-unit building at 708 James St., will cost about \$5.3 million, the bank said. Money for the project will come from various sources, including federal grants allocated by the city of Syracuse and low-income housing tax credits.

Staff writer Tim Knauss reports on real estate for The Post-Standard. To contact him, call 470-3023, fax 470-2142 or send e-mail to tknauss@syracuse.com

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## Objective 2: Promote a balanced mix of local and regional businesses.

Action 1: Identify key neighborhood businesses.



Rain Discount on Burnet Avenue

Gentile's Restaurant on Burnet Avenue

DeJulio's on Burnet Avenue

Action 2: Target existing economic development programs for business retention and expansion.

## Neighborhood revival strategy moves forward

Group to seek ideas from public about luring residents, businesses into city.

By Cammi Clark  
Staff writer

The Metropolitan Development Foundation is entering the third phase of its "creative communities" strategy, an effort to bring residents and businesses back to Syracuse's inner ring of neighborhoods.

"We're trying to set the stage for this type of investment in our center city... making this a more vibrant place and attracting the vibrant individuals to do that," said Brian Baluta, director of communications for the Metropolitan Development Association, of which the foundation is a nonprofit affiliate.

"People want to live in that type of environment and are attracted to that, and we want to help create the neighborhoods that will receive these individuals."

In June, the foundation was awarded a \$350,000 grant from the Ford Foundation to draw up a plan for redeveloping economically depressed areas surrounding downtown Syracuse.

The first two phases were to catalog vacant and underused buildings and come up with ways to turn them into offices, retail shops and housing.

"The third phase is to go out into the various neighborhoods and the community and get their feedback and ideas on what they'd like to see," Baluta said.

The third phase starts next week with four community discussions around the city.

Cammi Clark can be reached at cclark@syracuse.com or 470-6005.

Syracuse Post Standard 2007

Action 3: Support traditional mix of convenience retail in the neighborhood.

Action 4: Proactively seek out new businesses to diversify neighborhood options.



Stephen Linkhoeber Fine Furniture on North Crouse Avenue

Sugar Pearl on North Crouse Avenue

Action 5: Encourage participation in small business training programs.

Action 6: Establish Business Improvement Districts.

Action 7: Promote mixed-use development.

## Objective 3: Target key development parcels.

Action 1: Reclaim brownfields for new uses.

Action 2: Investigate redevelopment of the Snowdon property.



Snowdon Apartments on James Street

Action 3: Explore maximum economic potential of the former NY Central Railroad complex on Burnet Avenue.



New York Central Railroad on Burnet Avenue

## Objective 4: Continue to support civic and community responsibility among the neighborhood businesses.

Action 1: Promote further business sponsorship of neighborhood organizations and events.

Action 2: Facilitate on-going and new partnerships between business owners and neighborhood groups.



North East Hawley Development Association (NEHDA) on Gertrude Street

Action 3: Target and publicize job opportunities to neighborhood residents.

Action 4: Promote creation of business associations in the neighborhood.



Detail of doorknobs on Lodi Street

## Businesses moving into Hawley-Green

BUSINESSES, FROM PAGE B-1

It's been re-invented," according to Jeff Gorney, one of the new homesteaders. Jeff relocated to Syracuse from New York City five years ago. He and his partner, Peter Gemblar, now own an entire row of houses on Howard Street; they live in one.

Jeff and Peter are part of a variation of the idea of reviving a community, an idea that began 30 years ago. I recall standing with Joe Golden on the top floor of the State Tower Building and Joe pointing into the neighborhood.

Joe, the first director of Mulroy Civic Center, was a guy with an idea for this old neighborhood of moldy homes — gems and junkies — that needed an infusion of new neighbors.

This happened, but not in the way Joe had imagined. Hawley-Green — then LBJ — did not turn over as quickly as we would have liked. Eventually, the city moved to other aging parts, and Hawley-Green waited — incomplete.

We haven't been able to pinpoint a moment of change, but it may have been four years ago when Phyllis Vadala and her partner, Nancy Swarts, settled into a new home on Green Street and hung out a "gay flag" — the rainbow symbol of diversity. Soon others appeared.

"It was a moment," Phyllis now says.

Benjamin Gemblar is marketing and community outreach director for Northeast Hawley Development Association and a five-year resident of the neighborhood. He thinks the change — then to now — has most to do with the arrival of what he calls "interested investors" (versus absentee landlords looking for profits); neighbors who move in and stay, sometimes starting their own businesses.

Phyllis Vadala would be an example of the new entrepreneur of Hawley-Green: She's about to open a new bar — Sugar Pearl — at Crouse and Burnet avenues.

Although Hawley-Green benefits from the investment of gay couples and individuals, the neighborhood holds on to its interesting mix of people: old and new, renter and homeowner. Jeff Gorney calls this a "nice, healthy mix" of interesting, often creative neighbors.

Both Jeff and Benjamin Gemblar of NEHDA say one of the charms of Hawley-Green these days is that "you can live here without a car," which Jeff does. "It's great to see people in the streets," Jeff continues.

He points to the turnout for an open house in 2005 and to plans for another this summer. Also planned is the construction of a play lot next to Dominick Market on Gertrude, along with an influx of city "neighborhood" money, obtained through

Rep. Jim Walsh, and invested in Hawley-Green for the first time in years.

Benjamin Gemblar says the \$475,000 federal grant is to be used to buy vacant properties and sell them to owners who will live there. Three empires are already marked — on Green, Gertrude and Howard — and a fourth, not in this program, is being built by NEHDA on an empty lot.

NEHDA is looking for owners to commit to buying those properties, and perhaps helping to pay for renovations, before work begins in the spring with Home HeadQuarters.

Neighbors I spoke to about Hawley-Green agree there's a lot happening there just now. The big buzz this week is the impact of Syracuse University's Center for Excellence, rising on the old L.C. Smith & Bros. typewriter lot two blocks away. In the other direction, St. Joseph's Hospital Health Center has a guaranteed mortgage program that could send renters and buyers into the triangle.

Also, the State University College of Environmental Science and Forestry's George Curry and his graduate students are well into a land-planning study that could affect future development. Syracuse Cultural Workers, long established on Lodi Street, has just bought a second building in Hawley-Green for a gallery; new businesses are setting in, including a



The Post-Standard

furniture maker, a bookstore and a beauty salon; and there's a new tenant for the Barge Inn restaurant on Burnet.

NEHDA is looking for ways to lure the high concentration of seniors who live around the corners of Lodi and James streets into Hawley-Green. This month, the area, which already has an active Neighborhood Watch, gets a Hawley-Green Neighborhood Association, a group that has operated informally the last few years.

Meanwhile, check out Jeff Gorney savoring his front porch as soon as the weather clears. "This is city living in the best sense of the word," he will say. Dick Case writes about neighborhoods every Thursday. Reach him at 470-2254, or by e-mail, dcase@syracuse.com.

Syracuse Post Standard 2007

## Objective 5: Promote heritage tourism.

Action 1: Capitalize on the Hawley-Green Street Historic District and other historic properties.



Greenwood Place on Hawley Avenue



Former Mayor, Harvey Baldwin's house on Green Street



Syracuse Home on North Townsend Street

Action 2: Expand existing heritage programs to include the neighborhood.

**THE HISTORIC DISTRICT IN SYRACUSE**  
**HAWLEY-GREEN**  
*Come take an old-fashioned walk.*

YOU'LL WANT TO SEE; YOU'LL FIND US TO BE...  
ECLICTIC. Terraced high-rises. Vintage homes. New buildings in the old style. Spacious flats. Cozy bungalows. There's a style for every type of city dweller in old Hawley-Green. And more affordable than you'd think!

**AUTHENTIC.** Hitching posts. Ornate porches. Stained glass panels. Carved mantels. Here the past is present in every house, at every corner. And it's for real.

**HISTORIC.** Lamps flicker warmly in carriage house windows. Gothic cottages snuggle behind Queen Anne manors. Row houses, a rarity in Syracuse, add urban elegance to our streets.

**EUPHORIC.** Spring brings flowering fruit trees and fragrant bushes. Winter turns gables and turrets to white as a bygone greeting card. Spirits soar in every season.

**WE ARE A PLACE OF JOYOUS CONTRASTS**  
**UTTERLY URBAN.** In the best sense of the word. This is the District. Where sidewalks still matter. Where you can walk to market, to shops and services, to restaurants, the way we used to. Our porches and fences nurture country-style neighborhoods. Yet we're minutes by foot, car, or bus to Downtown. Not to mention Syracuse University, Or Westcott, Eastwood, and other lively areas.

**VERY VICTORIAN** yet up-to-date. Pastel townhouses on hilly streets offer splendid city views. Affectionately called *Painted Ladies*, these vividly colored dwellings evoke San Francisco. Check out the *Ladies* on McBride between James and Hawley. Wait till you see the mansions on Green. Don't miss the homes and gardens of Howard.

**HAWLEY-GREEN.** A historic district for today. As dynamic as we are gracious...  
Having a wonderful Renaissance.  
With you here.



## Goal Two

City of Syracuse  
Hawley-Green Neighborhood Plan

Urban Design Studio 2007

Faculty of Landscape Architecture

State University of New York  
College of Environmental Science and Forestry

they stimulate the local and regional economy. The direct beneficiaries certainly are historic properties; but heritage tourism also results in increased retail and service sales, including added traffic for restaurants, novelty stores, hotels and many other businesses. Historic properties already draw some tourists to Hawley-Green, but through directed efforts the neighborhood can maximize the economic benefits of heritage tourism.

**Action 1:** Capitalize on the Hawley-Green Street Historic District and other historic properties.

- Market area through advertisements and tourism brochures.
- Create events celebrating general neighborhood history and specific events.

**Action 2:** Expand existing heritage programs to include the neighborhood.

- Support neighborhood walking tours.
- Encourage existing preservation awareness efforts.
- Highlight significant properties.
- Provide links to regional tourism mechanisms, such as the NYS Erie Canal Greenway/Bike Trail.

### **Goal 3: Celebrate the diverse social identity of the community.**

Neighborhoods are the places where a city takes life, where the dynamic interaction of people creates the most tangible sense of community. They have a social intensity derived from high concentrations of people

living in close proximity to one another and, as such, they are decidedly different than their suburban counterparts. In some cases it begins with the physical parameters that define a neighborhood, like the Valley and South Side, and sometimes it is the political boundaries, such as those of the 15<sup>th</sup> Ward and Eastwood. In others this cultural vibrancy is derived from the same ethnic group occupying a district for several generations, resulting in neighborhoods with names like Little Italy and Tipperary Hill. In still others, it stems from the ideals and philosophies of a particular time, such as those that gave birth to the Westcott Nation. Yet regardless of the instigating force, the social energy of every urban neighborhood is sustained by the people who call it ‘home.’ For Hawley-Green, it is the unique diversity of its residents—singles and families, young and old, gay and straight—that give the neighborhood its vibrancy and thereby its social identity. Celebrating the rich mix of this community will only strengthen the overall image of the city.

### **Objective 1: Foster neighborhood identity.**

Every neighborhood in every city has physical and cultural characteristics that make it a great place to live—or that, with careful planning and determination, can be used to make it more attractive in the future. Some of these features are tangible, such as the soaring steeples of stately churches, leafy canopy of neighborhood streets, or colorful mosaic of storefront signs. Others are more ephemeral, like the fragrance of baking bread, resonance of children playing, or view of the downtown skyline. Over time these features become entrenched in the collective psyche and define a neighborhood, providing residents



with a sense of shared identity and purpose. Hawley-Green is a neighborhood that evokes such feelings.

**Action 1:** Promote the unique mix of neighborhood activities.

- Publicize the live/work nature of the neighborhood.
- Publicize the strong grassroots ethic in the community.

**Action 2:** Create a public sign system and/or historic marker program.

**Action 3:** Establish municipal awards programs.

- Recognize positive contributions in home improvements, gardens, seasonal decorations and storefront displays.
- Participate in special neighborhood events and celebrations.

**Action 5:** Expand community service opportunities.

- Co-sponsor outreach programs for neighborhood senior citizens.
- Develop teen programs for summer and vacation weeks.
- Coordinate efforts with advocacy organizations.

## **Objective 2: Encourage continued community participation.**

Cities have long been the center for citizen participation in community-wide, regional and national debates. To varying degrees residents in some neighborhoods have built on this legacy to provide comment on the

social and economic health of their specific district. Sometimes the time necessary to realize measurable, positive change can overshadow the efforts of even the most well-meaning, involved community members. But overall, the value of an informed and engaged citizenry is critical for a high quality of life in any city neighborhood. Hawley-Green is particularly fortunate to have such residents, and every effort should be made to capitalize on their enthusiasm and commitment.

**Action 1:** Support Hawley-Green Neighborhood Association.

- Encourage involvement with open space concerns.
- Encourage marketing of neighborhood housing options.
- Recommend promotion of preservation issues.

**Action 2:** Support neighborhood watch.

**Action 3:** Encourage greater neighborhood participation in Tomorrow's Neighborhoods Today.

**Action 4:** Support stronger relationship between the neighbors, Dr. Weeks Elementary School, and the Syracuse Northeast Community Center.

- Support volunteer opportunities at both institutions.
- Encourage joint events and programs within the neighborhood.
- Create opportunity for public neighborhood displays of student work.



### **Objective 3: Support community events and programs.**

Citizens need to be more aware of both the rich history and current composition of their communities. City residents, in particular, must acquire a deep understanding of the social and physical fabric of their own neighborhood. They need to acquaint themselves with each other through both formal and informal meetings, for that level of interaction is what makes an urban neighborhood successful. They also must come to appreciate the everyday places—the streets, buildings and open spaces—where they live, work and play. It is these features that give physical structure to city life. A municipal government that encourages events and programs in its neighborhoods will do much to ensure that districts such as Hawley-Green remain inviting and attractive places to live.

**Action 1:** Expand “Adopt-A” programs.

- Market programs for targeted properties.
- Coordinate new development and rehabilitation projects.

**Action 2:** Support seasonal neighborhood-wide clean-up effort.

**Action 3:** Co-sponsor special thematic events.

- Create scavenger hunts.
- Develop festivals.
- Highlight art programs.
- Support events and programs of diverse cultural groups.
- Coordinate events with other neighborhoods.

**Action 4:** Identify local venues for neighborhood participation in civic, regional or national events.

- Encourage parades, such as on Memorial and Labor Day.
- Identify locations for celebrations, such as Arbor Day and Earth Day celebrations.
- Promote block parties.

**Action 5:** Incorporate neighborhood venues in school curriculum.

- Promote use of parks and open spaces for science-related projects.
- Highlight historic properties for local history curriculum.

**Action 6:** Increase opportunities for public display of artwork.



# Goal Three: Celebrate the diverse social identity of the community.

## Objective 1: Foster neighborhood identity.



Hawley-Green neighborhood logo design by Phyllis Vaalala

### Gay residents play role in reviving neighborhood

DICK CASE  
NEIGHBORHOODS



"We are an almost hidden triangle of wonderful 19th-century homes. Peerless architecture. Priceless charm. Lovingly restored. Beautifully renovated."

Yes, that triangle of inner city advertised in a brochure is in Syracuse: James and Lodi streets and Burnet Avenue.

It used to be called the "LBJ Triangle," a name that wore out along with some of the pioneer neighbors. Years back, it was "The Vineyard," one of our satellite Italian enclaves.

Now this neighborhood at the eastern edge of downtown looks

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## Action 1: Promote the unique mix of neighborhood activities.



Neighborhood street festivals

## Action 2: Create a public sign system and/or historic marker program.



Samples of public banners and historic markers

## Action 3: Establish municipal awards programs.

## Action 4: Expand community service opportunities.



Samples of public banners and historic markers

## Objective 2: Encourage continued community participation.



Community-sponsored family walk-a-thon



Volunteer spring clean up and planting



Hawley-Green neighborhood Weed-and-Seed program mural



Volunteer community building project

## Action 1: Support Hawley-Green Neighborhood Association.

## Action 2: Support neighborhood watch.



Keeping on eye on the neighborhood

## Action 3: Encourage greater neighborhood participation in Tomorrow's Neighborhoods Today.



City of Syracuse Tomorrow's Neighborhoods Today neighborhood groups

## Action 4: Support stronger relationship between the neighbors, Dr. Weeks Elementary School, and the Syracuse Northeast Community Center.



Dr. Weeks Elementary School on Hawley Avenue



Children learn about gardening and community participation



Digging deep for a school planting project

## Objective 3: Support community events and programs.

### Action 1: Expand "Adopt-A" programs.

### Action 2: Support seasonal neighborhood-wide, clean-up effort.



Volunteer community-based clean up programs benefit everyone in the neighborhood

### Action 3: Co-sponsor special thematic events.



Neighborhood Independence Day Parades include participation of all ages



A Community Science Day



Cultural festivals reach the neighborhood and the region

## Action 4: Identify local venues for neighborhood participation in civic, regional or national events.

### Tools for Commerce



Syracuse Cultural Workers promotes change and business

**Syracuse Cultural Workers promotes change and business**  
By [Name] [Date]

**L**ocal cultural workers are promoting change and business in the city of Syracuse. The group, known as Syracuse Cultural Workers, is a coalition of artists, writers, and community organizers who are working to create a more vibrant and economically diverse city. They are currently focused on developing a plan for the city's cultural district, which is located in the heart of downtown Syracuse. The plan includes a variety of initiatives, such as creating more public art, supporting local artists and businesses, and creating more opportunities for community participation in civic events. The group is also working to create a more inclusive and welcoming environment for all residents, regardless of their background or ethnicity. They are currently in the process of developing a plan for the city's cultural district, which is located in the heart of downtown Syracuse. The plan includes a variety of initiatives, such as creating more public art, supporting local artists and businesses, and creating more opportunities for community participation in civic events. The group is also working to create a more inclusive and welcoming environment for all residents, regardless of their background or ethnicity.

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## Action 5: Incorporate neighborhood venues in school curriculum.



A Clinton Playlot welcome

## Action 6: Increase opportunities for public display of artwork.



Public art that doubles as a playscape



Public art graces walls and the ground beneath one's feet



# Detailed Recommendations

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## **DETAILED RECOMMENDATIONS**

### **Comprehensive Neighborhood Development Plan**

Upon completion of the goals, objectives and actions, specific recommendations were identified for detailed exploration. Additional research was conducted regarding each selection, and involved extensive field work, interviews, and work sessions with steering committee members. The result is a comprehensive development plan for the Hawley-Green Neighborhood that addresses land use and zoning, historic preservation and neighborhood conservation, infill construction, parking, open space, and neighborhood connections—with policies, programs and physical proposals offered for each issue.

### **Land Use & Zoning**

The individual uses found within a city neighborhood—where they are located and how they interconnect—is central to giving that district its identity, its sense of place. Uses which share common physical attributes and generate similar impacts to both the ephemeral and tangible constructs of the neighborhood should be grouped together. Those uses that have disparate requirements or result in highly contrasting effects should not occur side-by-side, nor within such proximity that functional conflict ensues. Rather, such different uses should be separated by areas that allow for a gradual change in activities and physical character. Creative zoning regulations can ensure that preferred land use patterns, and therefore preferred character, can be realized for any urban neighborhood, including Hawley-Green.

The land use mix recommended for the Hawley-Green Neighborhood prioritizes housing, while supporting commercial uses in key locations. The current unique combination of uses in the neighborhood lends to its distinctive character. Creating a balance between the amount of residential versus select commercial growth will be crucial to its healthy development in the future. Steps must be taken by the city administration and private organizations to protect and expand upon this existing composition.

This can be accomplished in part through phasing out incompatible uses, such as industrial operations along Burnet Avenue, and reinforcing preferred new land use patterns by limiting, or eliminating all together, use variances and special permits. In general, commercial uses will be concentrated at select intersections which have the capacity to support further business development, as well as be included along two of the major corridors in the neighborhood—Burnet Avenue and James Street. In addition, James will continue to have high density residential and office uses.

The proposed land use plan for Hawley-Green can best be realized by focusing on three critical areas. The James-Burnet focus area encompasses the lower portion of James Street south to Burnet Avenue and east to McBride Street; it is an important entry into the neighborhood, has a number of vacant and neglected properties, and needs improved parking. For this reason the 400 block of James Street south to Interstate 690 is proposed for a mix of residential and small business uses, which can be supported in both existing buildings and future construction. To the east, the blocks bounded by State and Townsend Streets are best suited for a greater mix of







**Legend**  
 ■ Existing Buildings  
 ■ Proposed Buildings

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Faculty of Landscape Architecture Comprehensive Neighborhood Development Plan

City of Syracuse  
 Hawley-Green Neighborhood Plan

State University of New York  
 College of Environmental Science and Forestry

Urban Design Studio 2007



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housing types and commercial ventures, including office use along James. And throughout the area, sufficient parking must be more appropriately incorporated in the mix of uses.

The James-Lodi focus area captures the northern part of the neighborhood and extends south as far as Hawley Avenue. This area contains much of the neighborhood's traditional residential core and as such must be protected from unchecked encroachment of commercial uses. Priority therefore must be given to re-establishing Wayne Street for residential use, as well as re-enforcing housing on Lodi Street. Along James Street the mix of uses, which serves as an important transition between the concentration of small business operations to the west and office uses that dominate to the east, must be maintained.

The final focus area, at Lodi Street and Burnet Avenue, encompasses the intersection of North Crouse and Hawley Avenues, and extends east to the intersection of Lodi Street and Burnet Avenue. Like the first area it is an important neighborhood entry, contains a number of underutilized properties, and could benefit from improved parking. Of particular concern is concentrating commercial use around the North Crouse-Hawley intersection and along the 600 block of Burnet Avenue and the 300 block of Lodi Street with creative measures for parking incorporated.

The urban fabric and visual quality of the neighborhood is very dense, typical of the periods in which much of it was built. The housing stock varies throughout the neighborhood, but has similarities by street. Typical building lots are zoned in such a way so that this traditional arrangement would be lost. The City Zoning Ordinance

in large part was created to deal with issues of overcrowding and lack of parking, and has successfully promoted reduced building density, which has unfortunately generated spaces reminiscent of a suburban environment rather than long-established, more dense city patterns. Such character can be clearly seen along much of the upper portion of James Street, where there are large buildings surrounded by parking facilities. Substantial revisions to the zoning rules and regulations that reverse this emphasis must be implemented.

### **Historic Preservation and Neighborhood Conservation**

Historic preservation provides protection of the cultural resources that define places. Whether it is a home, retail shop, place of worship, park or streetscape, layers of history become visible in these physical forms and speak to the changes in people's lives across time. More and more people are recognizing how critical a sense of place is to the ordinary happenings of every day life. Of particular note are the 78 million baby boomers who want walkable, urban lifestyles that offer proximity to work, a diverse culture, outdoor activities, and sometimes second-career, small business opportunities. As they demand more meaning and value for a full life today and for the future, historic preservation becomes significantly alluring because of its foundation in sustainability. They and other urban residents recognize that preservation can curb sprawl and encourage higher population densities, and that there are benefits that come from the lower initial and long-term costs of utilizing existing infrastructure of roads, water and sewer lines, communications, and other utilities. Overall more people are realizing there is a richness and fullness in seeing and sensing culture as expressed in the individual



historic properties that comprise an urban neighborhood, like Hawley-Green.

To maximize the historic preservation potential of the neighborhood there must be a public education effort directed towards all residents additional nomination and designation of eligible historic properties implementation of a readily recognizable marker program for significant locations and increased heritage tourism.

The first step is to increase awareness of and involvement in preservation within Hawley-Green, which requires leadership from the city administration with assistance from community-based organizations, such as TNT and NEHDA. The Preservation Association of Central New York (PACNY) and the Onondaga Historical Association (OHA) must be included as key partners which can provide assistance with historical research and connections to the broader preservation community. The Hawley-Green Neighborhood Association can serve as the principal organization to coordinate preservation information for neighborhood residents and business people. For example, through its website, the organization can reinforce the benefits of preservation, track changes in programs and legislation, provide a calendar of on-going preservation events in the neighborhood and beyond, and develop a Community Board for information exchange.

Federal, State, and local recognition of neighborhood historic properties will help in planning for change and provide a basis for heritage tourism. A priority recommendation is to expand the Hawley-Green Street National Register Historic District to include thirty-nine additional properties, which date from the 1850s through the 1880s and relate to the existing historic district. This eclectic mix of

properties includes homes of bankers, investors and other well-to-do families as well as the more modest properties and small businesses of the artisans, shopkeepers, and Erie Canal and New York Central Railroad workers. Properties included are along the 300 block of Catherine Street, the 100 block of Gertrude Street, the 400 block of Hawley Avenue, the 300 and 400 blocks of Howard Street, and the 100 and 200 blocks of Wayne Street. A Hawley-Green Street Historic District boundary increase National Register nomination can be found in the appendices of this report.

Several significant individual properties also can be nominated to the National Register, such as the Georgian Revival Snowdon Apartments, built in 1902 by prominent Syracuse architect Archimedes Russell. This building is his sole surviving luxury apartment dwelling. The six-story Snowdon is a Syracuse landmark that is visible from numerous points throughout the city. It is representative of the times when, throughout American cities, it was fashionable to live in spacious apartments near the amenities and professional work of a downtown. A Snowdon Apartments National Register nomination can be found in the appendices of this report.

Additionally, one district and several individual properties can be designated under the City of Syracuse landmark preservation ordinance. The proposed local preservation district encompasses the expanded Hawley-Green Street National Register Historic District and stretches beyond to include more of the neighborhood and the west end of James Street, Saint John the Evangelist Church (1853) and its Archimedes Russell-designed rectory (1874), the Century Club (1842) former home of Moses DeWitt Burnet, the



Horatio Nelson White-designed Syracuse Home Building (1869), the former trolley barn (1912) that became the Carpenter's Union Hall in 1947, the First English Lutheran Church (1910-11) and Snowdon Apartments both designed by Russell, and the early luxury apartment buildings along James Street such as the R. A. McHale-designed The James (1920) at 600 James, the Charles E. Colton-designed Leavenworth Apartments (1912) at 615 James, the Kasson Apartments (1898) at 622 James, and the Albert L. Brockway-designed Courtyard Apartments (formerly Schopfer Court) (1917) at 708 James.

The third step is to make historic properties—and therefore preservation—more visible in the neighborhood through use of an historic marker program. Markers will not only identify physical evidence of history, but also will provide an opportunity to enlighten residents and visitors through narrative and graphic materials. They will make history more tangible and help people make the connection between the existing environment and the past. The marker program also will serve as a way-finding system for not only singular properties, but also for linking sites through narrated and self-guided walking tours. The initiative should be part of an overall Syracuse Marker Program as described in the *2003 Preservation Component of the City of Syracuse Comprehensive Plan*.

The fourth and final preservation initiative is to maximize the economic benefits of preservation by promoting heritage tourism in the neighborhood. In particular, walking tours can be used to introduce neighborhood history to interested regional citizenry. Equal parts fun, promotion and education, walking tours can help participants understand how to read and interpret the landscape. They can be in

spring, summer, and fall during tourist season. Some will be narrated, while others will be self-guided walking or driving tours. Special events, such as a winter candlelight holiday tour, can further extend tourism benefits. Informational material will focus on the historic properties of Hawley-Green neighborhood and place them within the framework of greater Syracuse. In addition to tours, preservation workshops can be held dealing with current news and trends in preservation.

These actions regarding historically significant Hawley-Green properties must be complemented by efforts to protect other traditional neighborhood fabric that is similarly valued for its recognizable, coherent character. Designating such areas as conservation districts works to preserve this character and ensure that change is within a desired scope by providing guidelines for repairs as well as new infill development. The inclusion of an overlay classification for conservation districts in a revised City of Syracuse Zoning Ordinance is the best vehicle for achieving this result and the recommendations for such regulations, as presented in the *2003 Preservation Component of the City of Syracuse Comprehensive Plan*, must be put in place. In the Hawley-Green Neighborhood, a proposed James Street Conservation District encompasses part of the 500 block and the entirety of the 600 and 700 blocks of James. It is adjacent to the proposed local preservation district and the expanded Hawley-Green Street National Register Historic District, and includes the properties and landscape representing the evolution of James Street from a boulevard of private mansions in the mid-1800s to the advent of luxury apartment living at the turn of the twentieth century.





North McBride Street



Howard Street

### Historic Preservation

Historic preservation provides protection of the cultural resources that define places. Whether it is a home, retail shop, place of worship, park or streetscape, layers of history become visible in these physical forms and speak to the changes in people's lives across time. Overall, more people are realizing there is a richness and fullness in seeing and sensing culture as expressed in the historic properties that comprise an urban neighborhood, like Hawley-Green.



Northeast Hawley Development Association

### Maximize the Neighborhood's History

The first step is to increase awareness of and involvement in preservation within Hawley-Green, which requires leadership from the city administration with assistance from community-based organizations, such as the Northeast Hawley Development Association (NEHDA). The Hawley-Green Neighborhood Association can serve as the principal organization to coordinate preservation information for neighborhood residents and business people.



Greenway Place on Hawley Avenue



The Snowdon Apartments - c. 1910

(Source: Yesterca.org)



The Snowdon Apartments - 2007

### Designate Historic Properties

Several significant individual properties also can be nominated to the National Register, such as the Georgian Revival Snowdon Apartments, designed in 1902 by prominent Syracuse architect Archimedes Russell and his sole surviving example of premier luxury apartment dwellings. Elements such as bowfronts, vertical rows of balconies with decorative wrought iron balusters, keystones, and voussiors painted white combine to make the Snowdon a handsome edifice. It is representative of the times throughout American cities when it was fashionable to live in spacious apartments near the amenities and professional work of a city downtown.



Lodi and Green Streets - c. 1920 (Source: OHLA Archives)



Lodi and Green Streets - 2007

### Heritage Tourism

Walking tours will introduce and reinforce neighborhood history for both current and potential residents, interested regional citizenry, and for heritage tourism. Equal parts fun, promotion and education, the walking tours would help participants understand how to read and interpret the landscape. Informational material would be distributed about the historic properties of the Hawley-Green neighborhood. The benefits of preservation for the individual homeowner or business owner would outline procedures for designating properties at the national and state, and local level.

### National Register Historic District Expansion

Additional official federal, state, and local recognition of neighborhood historic properties will help in planning for change and provide a basis for heritage tourism. A priority recommendation is to expand the National Register Hawley-Green Street Historic District to include thirty-six additional properties, which date from the 1850s through the 1880s and relate to the existing historic district.

### Local Preservation and Conservation Districts

The local designation of significant areas under the City of Syracuse preservation ordinance adds specific protection for a property and provides guidelines for rehabilitation. The local preservation district encompasses the west end of James Street to include the Saint John the Evangelist Church (1853) and its Archimedes Russell designed rectory (1874), the Century Club (1842), the Horatio Nelson White designed Syracuse Home (1869), the former trolley barn (1912), the Archimedes Russell designed First English Lutheran Church (1910-11), and the early luxury apartment buildings along James Street.

The inclusion of conservation districts in a revised city of Syracuse zoning ordinance will assist the city and neighborhoods in managing and directing growth. In Hawley-Green, the proposed conservation district includes the properties and landscape representing the area's transition from mansions in the mid-1800s to luxury apartment buildings at the turn of the twentieth century.



James Street Looking East - 1909 (Source: Yesterca.org)



The Former Trolley Barn on North Townsend Street



Syracuse Home Association on North Townsend Street



First English Lutheran Church on James Street



The Courtyard Apartments - 708 James Street



Kasson Apartments - 622 James Street

### Legend

- Existing
  - Hawley-Green Street
  - National Register Historic District
- Proposed
  - National Register Historic District Expansion
  - Local Preservation District
  - Local Conservation District
  - Individual National Register Nominations
  - Individual Local Register Nominations



## **Infill Construction**

The fabric and visual quality of traditional US urban neighborhoods is very dense, typical of the mid-19<sup>th</sup> century political and economic conditions present when many of them were first developed. The housing stock and property divisions vary, but overall similarities can be found by street or block. Within this framework, however, the combined effects of contemporary lifestyle preferences, declining property values and less-than-responsible property owners have weakened such otherwise well-ordered urban districts. Hawley-Green exhibits the evidence of these trends in its vacant lots, proliferation of parking lots, and underutilized buildings. A strong commitment to targeted new construction—in conjunction with code enforcement and sensitive repairs of existing buildings—will reverse this trend, and offer current and prospective residents attractive urban housing options and local entrepreneurs viable business locations.

While some vacant lots within Hawley-Green are recommended for open space or shared parking, the majority of these properties must be used for new construction. New buildings on these properties will strengthen the edges of the neighborhood, maintain or re-establish the traditional street frontage, and provide additional residential and commercial options. All new construction must address site specific conditions, including build-to lines, building materials, size and scale, and architectural details to maintain a consistent streetscape.

The most effective means to ensure compatible new buildings in Hawley-Green is through the incorporation of site plan review, overlay classifications and design guidelines in a revised city zoning ordinance.

In addition, preferred development typologies have been identified for these parcels and, when referenced in conjunction with the proposed land use plan, will result in a high quality physical environment for the neighborhood.

For example, in the James-Burnet focus area new construction, in the form of traditional residential row houses, is concentrated on the west end of Burnet. On the blocks to the east, single- and two-family detached units are recommended. In the James-Lodi focus area, there is an opportunity for small-scale construction at 109-111 Green Street, to support mixed-use. There also are several opportunities for residential infill in this area, such as row houses at 410- 418 Howard Street and detached units on two-thirds of the land at 204 – 206 Wayne Street .

In the Lodi-Burnet focus area, some buildings along Lodi Street are aligned at an angle rather than perpendicular to the street. This unique aspect of the neighborhood can be re-enforced through similarly aligned infill construction. At the North Crouse and Hawley Avenues intersection new buildings of similar scale and size to the existing mixed use ones will create a consistent street front, improve the sidewalk environment, and ultimately better accommodate pedestrians.

## **Parking**

Parking is a city-wide issue that needs a city-wide solution. The location, condition and operation of individual parking facilities are tied to both land use and transportation patterns throughout a community. While some parking supply and demand issues can be addressed within a particular city neighborhood, a more comprehensive



approach, and the recommendations made in the *2006 Commercial Areas Component of the Syracuse Comprehensive Plan* should be adopted.

The principal recommendation of that document is for the responsibilities of the existing Syracuse Parking Authority (SPA), established in 2003, to be expanded by incorporating new responsibilities for a progressive parking approach. The additional duties would include authority over all on-street and off-street parking facilities. The SPA will oversee all publicly owned parking lots and garages, and ensure consistent parking rates, parking hours and signs, as well as consistent design guidelines. The SPA also will have authority to issue parking facility licenses to private lots and garages in the city.

The SPA will develop a plan for parking within the entire city that will:

- Eliminate parking ratios for certain businesses that result in oversized, mostly empty lots for a majority of the year.
- Allow for flexibility when determining the required amount of parking space by decreasing the minimum parking spaces required as long as the use is still adequately served, such as through shared lots.
- Require that all lots are licensed by the SPA.
- Limit the amount of new, stand-alone parking facilities that are contradictory to the comprehensive parking plan
- Make it a requirement that all major institutions provide a parking plan as part of any proposed development.
- Ensure that “temporary” parking lots are indeed temporary.
- Establish fair parking fees and fines.

- Establish a *Parking Enterprise Fund* that uses all of the money from parking for parking.

For on-street parking the SPA will create more efficient parking by using angled parking along streets, striping on-street spaces, re-evaluating loading and delivery zones, adjusting time limits and meter rates, installing new meters, and eliminating accessibility barriers for on-street parking. These recommendations can readily be applied to Hawley-Green.

Similarly, the recommendations related to off-street facilities can be implemented throughout the neighborhood. The most significant of these relate to permanent surface parking lots, which will prohibit lots fronting along streets, except when the size or configuration of the lot prevents placing the parking in the rear, as well as prohibit lots along the street front for an entire city block or occupy a corner property. Required parking space numbers will be redefined to inhibit demolition to create parking, and regulations will prohibit exceeding the maximum number required.

Landscaping will screen all boundaries of a parking lot, except for vehicular and pedestrian entry/exit points and design guidelines will define allowable practices in specific detail. The configuration and features of parking facilities will be specified and include parking stall and driving lane dimensions, entry and exit widths, lot striping, granite curbing, landscaped islands, dumpster locations, allotment for winter snow storage, lighting requirements and vegetation specifications.

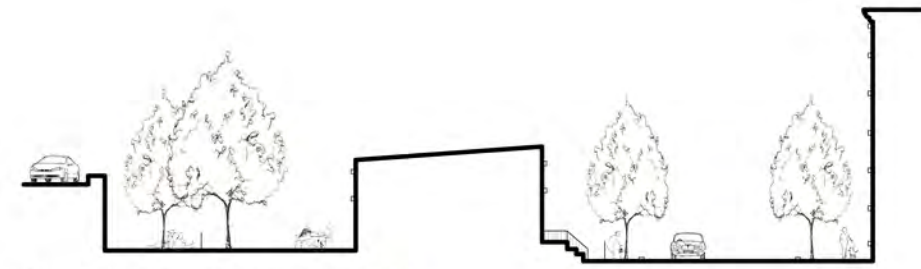
Lastly, the recommendations regarding creative parking solutions also can be applied to Hawley-Green, particularly the institution of shared parking facilities. The







Looking south on Burnet Avenue, Elevation A-A



Proposed infill housing on Burnet Avenue, Section B-B



Proposed, James Street improvements



Existing, James Street storefronts

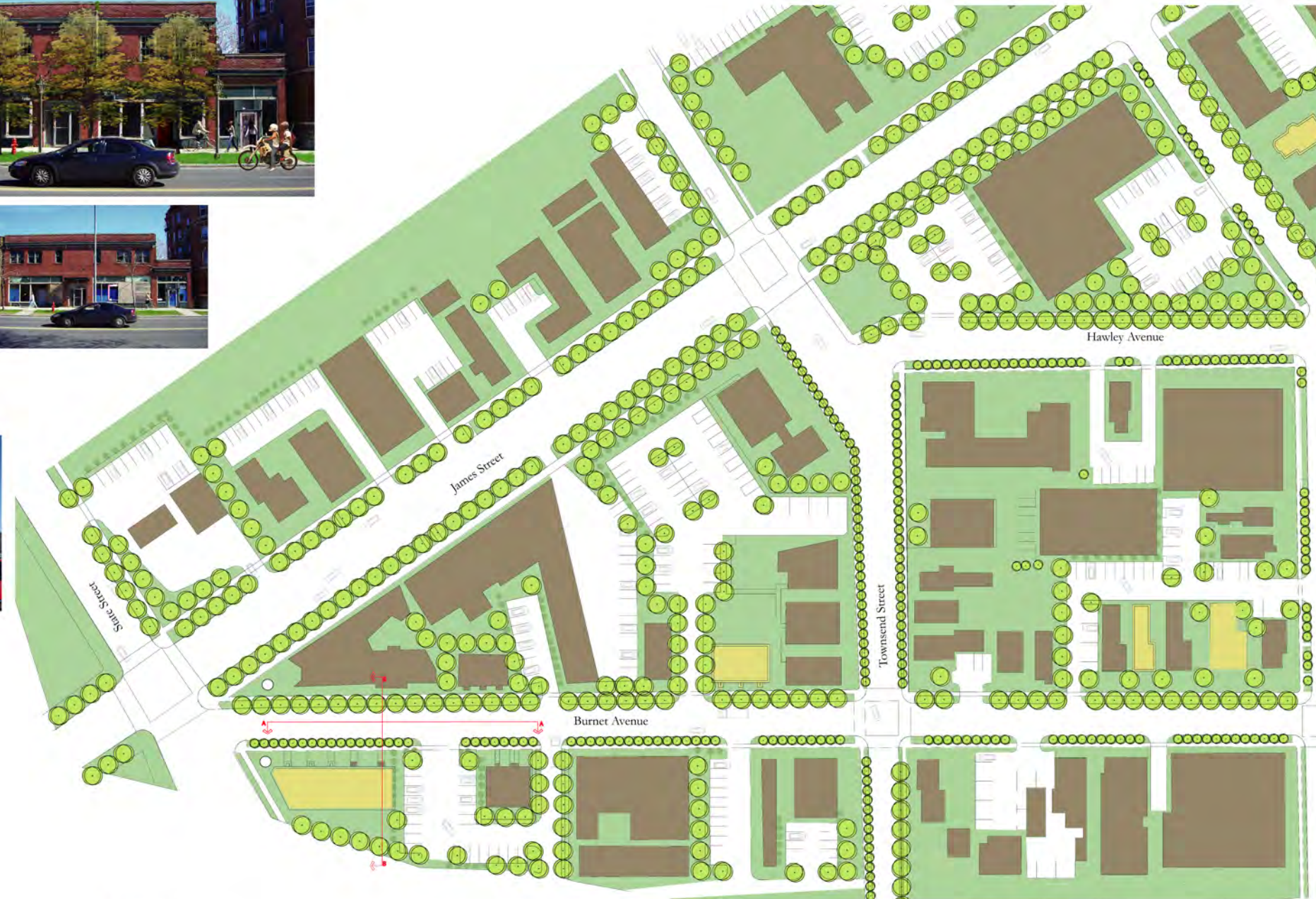


Existing, intersection of Burnet Avenue and State Street

Recommendations for this area capture the northern part of the neighborhood, including the intersection of these streets and south as far as Hawley, which contains much of the neighborhood's traditional residential core and as such must be protected from unchecked encroachment of commercial uses. Priority therefore must be given to re-establishing Wayne Street for residential use, as well as re-enforcing housing on Lodi. Along James the mix of use serves as an important transition between the small business operations to the west and office uses to the east, and must be maintained. The existing National Register district, which falls in this area is proposed for expansion, and both a local preservation and conservation district are recommended. There is an opportunity for small-scale construction at 109-111 Green for mixed-use and for residential infill, such as row houses at 410-418 Howard Street and detached units on two-thirds of the land at 204-206 Wayne. The most significant parking recommendation in this area is for Wayne Street, specifically to eliminate illegal on-street parking, reclaim the public sidewalk, appropriately screen James Street lots, and institute shared facilities.



Proposed, intersection of Burnet Avenue and State Street

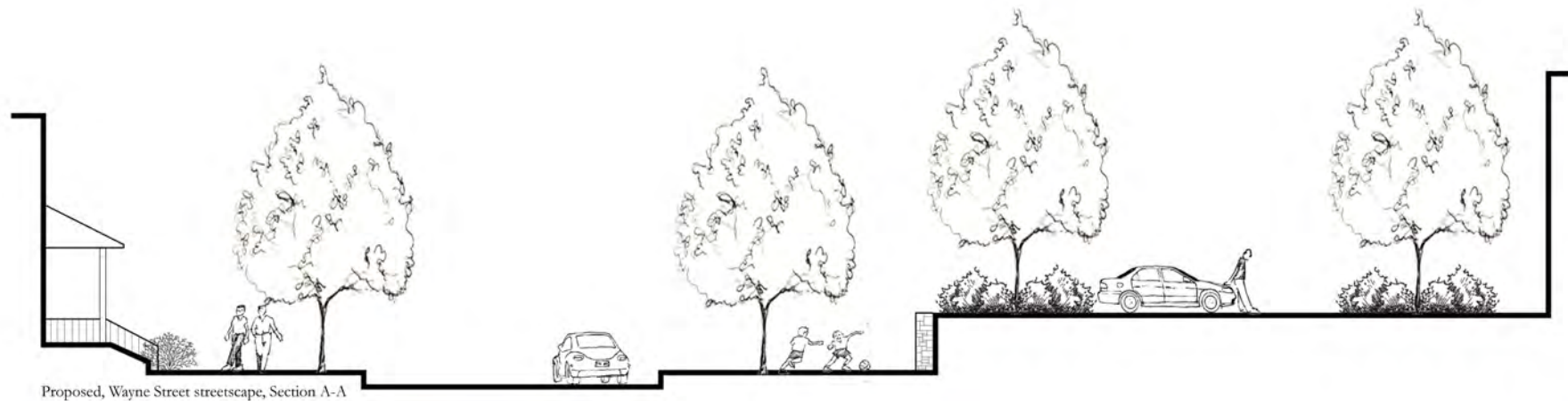


Legend  
 ■ - Existing Buildings  
 ■ - Proposed Buildings

50 25 0 50

Map Source: City of Syracuse Sanborn Maps 1991, Aerial Photography, and Field Verification





Proposed, Wayne Street streetscape, Section A-A



Legend  
 ■ - Existing Buildings  
 ■ - Proposed Buildings

50 25 0 50  
 Map Source: City of Syracuse Sanborn Maps 1991, Aerial Photography, and Field Verification  
 North

Recommendations for the James-Lodi focus area capture the northern part of the neighborhood, including the intersection of these streets and south as far as Hawley. This area contains much of the neighborhood's traditional residential core and as such must be protected from unchecked encroachment of commercial uses. Priority therefore must be given to re-establishing Wayne Street for residential use, as well as re-enforcing housing on Lodi. Along James the mix of uses, which serves as an important transition between the concentration of small business operations to the west and office uses that dominate to the east, must be maintained. The existing National Register district, which falls in this area and is proposed for expansion, and both a local preservation and conservation district are recommended. There is an opportunity for small-scale construction at 109-111 Green, to support mixed-use, and for residential infill in

this area, such as row houses at 410- 418 Howard Street and detached units on two-thirds of the land at 204 - 206 Wayne. The most significant parking recommendation in this area is for Wayne Street, specifically to eliminate illegal on-street parking, reclaim the public sidewalk, appropriately screen James Street lots, and institute shared facilities.



Existing, Howard Street parking lot



Proposed, Howard Street infill row houses



Proposed, Wayne Street looking toward James Street



Existing, Wayne Street looking toward James Street





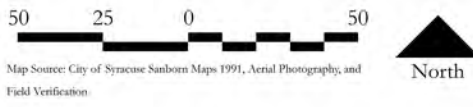
Legend  
 ■ - Existing Buildings  
 ■ - Proposed Buildings



Existing, view looking north-west from Burnet Avenue toward Ra-Lin



Proposed, view looking north-west from Burnet Avenue toward Ra-Lin



Proposed, Infill development at Burnet Avenue and Lodi Street

Proposals for the Lodi-Burnet focus area call for concentrating commercial use around the North Crouse-Hawley intersection, along the 600 block of Burnet and along the 300 block of Lodi. The distinctively angled buildings along Lodi give the neighborhood a unique character, which can be re-enforced through similarly aligned infill construction. At the North Crouse-Hawley intersection new buildings of similar scale and size to the existing mixed-use ones will create a consistent street front,

improve the sidewalk environment, and ultimately better accommodate pedestrians. The primary parking recommendation is to re-organize parking for Ra-Lin that also allows for safe, efficient loading as well as adjacent infill construction. In addition, re-arrangement of on-street spaces, in combination with consistent enforcement and conversion of the interstate right-of-way into community open space, will result in more parking options along the corridor.



Proposed, Storefront treatments at Burnet Avenue and Lodi Street



Proposed, Mixed-use development on Hawley Avenue, Elevation A-A



Lodi-Burnet Focus Area  
 City of Syracuse  
 Hawley-Green Neighborhood Plan

Faculty of Landscape Architecture  
 State University of New York  
 College of Environmental Science and Forestry

combination of more flexible zoning regulations and incentives can be used to develop shared parking facilities in key commercial areas. Owners of strategically located properties can develop parking facilities able to meet not only their own needs but those of near-by properties and businesses, entering into binding agreements that establish responsibilities, authority, financial obligations, fee structure, and hours of operation. The participants can receive waivers from required parking provisions as long as the agreement is in effect and the facility meets SPA license requirements.

Initiating these parking improvements in the three focus areas will provide the impetus for more widespread changes throughout the Hawley-Green Neighborhood. In the James-Burnet, re-organization of the parking in the 100 block of Burnet and implementation of a shared parking agreement will better utilize available space and improve overall physical conditions. Similarly, re-design of both the Century Club and United Way parking lots to increase efficiency and incorporate effective screening will greatly enhance the James Street corridor. The most significant parking recommendation in the James-Lodi focus area is for Wayne Street, specifically to eliminate illegal on-street parking, reclaim the public sidewalk, appropriately screen the James Street lots, and institute shared facilities. In the Lodi-Burnet focus area, the primary recommendation is to re-organize parking for Ra-Lin that also allows for safe, efficient loading as well as adjacent infill construction. In addition, re-arrangement of on-street spaces, in combination with consistent enforcement, will result in additional parking options along the corridor.

## Open Space

Open space is one of the most essential ingredients required when providing for healthy, pleasant and livable city environments. It has been proven that open space, whether programmed or not, provides restorative qualities to local citizens, such as creating a sense of relaxation, effortless and removal from daily stressful routines. The simple cognitive acknowledgement of open space in an area can provide restoration to someone without him/her physically being in that space. Thus, open space becomes extremely valuable in maintaining the pulse of an entire city, the sense of place for specific neighborhoods, and of course the daily life of its residents.

Currently in the Hawley-Green Neighborhood there are three programmed municipal parks, two un-programmed parks, and the location of a historical park removed in 1937. These six areas—along with street trees—currently provide residents with open space opportunities, but their full potential has not been realized. A comprehensive plan for open space will maximize the benefits of and capitalize on the opportunities provided by these resources.

The overall plan is based on six goals:

1. Increase street tree stocking levels to a minimum of 70% , which can be accomplished by evaluating planting strips based on a structured criteria, installing street trees where necessary, and encouraging street tree plantings on private property.
2. Provide installation standards and maintenance guidelines for all street trees and open space plantings, in



order to increase the overall health of trees and minimize hazards or potential damage by insects or other pests.

3. Implement a street tree maintenance plan with a corresponding street tree inventory, to identify current tree health and undertake appropriate management practices such as the removal of dead trees and emergency and cyclical pruning.
4. Encourage public participation regarding neighborhood reforestation, through educational programs, participatory tree planting demonstrations and experiential maintenance activities and meetings between the public and city officials.
5. Formulate tree selection guidelines to increase species diversity, thereby encouraging the planting of underutilized but well-adapted species.
6. Provide maintenance standards and best management practices for vacant lots, ensuring they remain positive additions to the open space system until they are developed as building sites

These goals are addressed in four main components:

- Comprehensive street tree plan
- Municipal park improvements

- Redevelopment of the I-690 ROW
- Guidelines for vacant lots

### Comprehensive Street Tree Plan

The comprehensive master plan for street trees in the Hawley-Green Neighborhood addresses consistent canopy cover and canopy health, species selection, planting strip redefinition, phased installations and cyclical maintenance schedules. Primary recommendations include reclaiming underutilized space along Lodi and Burnet Street for street tree planting and reinforcing the tree canopy of the inner streets of the neighborhood. Street tree placement is based on overhead constraints, such as utility lines, as well as appropriate species given planting strips conditions. Although not taken into consideration at this time, location of underground utilities must be addressed as part of implementation. For the purposes of this plan, a street tree is defined as a tree with a minimum diameter at breast height of 3 inches, located within the planting strip between the edge of the street and the adjacent sidewalk. Tree stump and miscellaneous vegetation are excluded, as well as large areas of clumped successional growth.

Using this definition, existing street tree conditions in the neighborhood are recorded in Table 1: Existing Street Tree inventory and Figure 1: Existing Street Tree conditions. This information is the baseline data for making decisions regarding tree species, installation and maintenance to follow.



**Table 1: Existing Street Tree inventory**

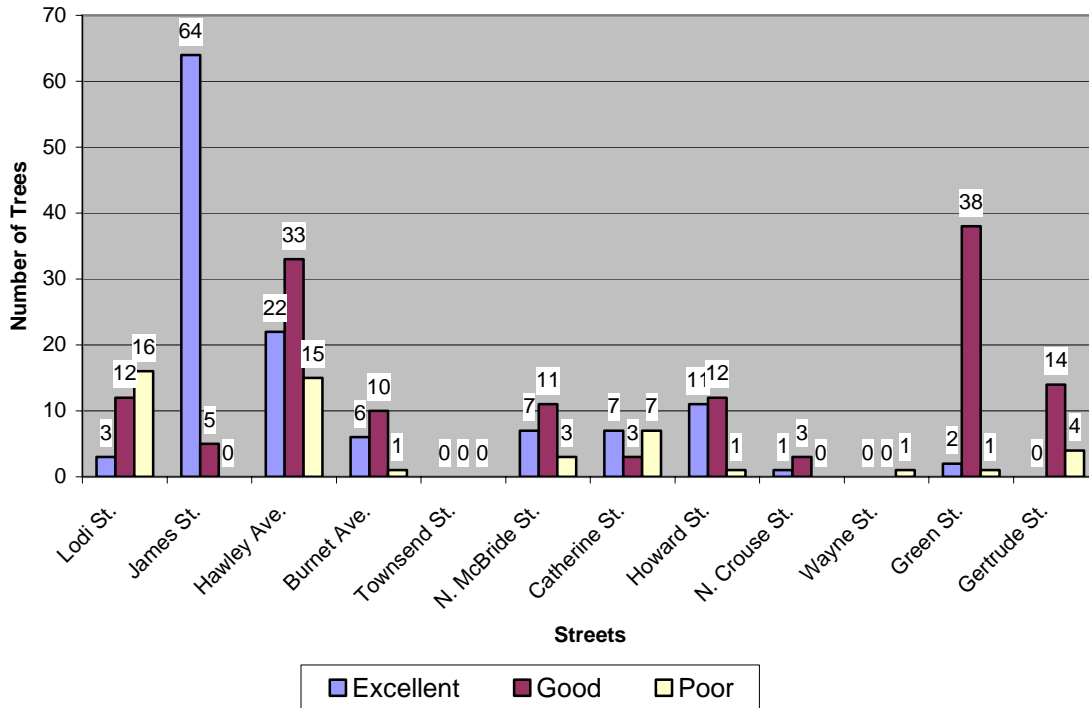
Scientific Name	Common Name	Quantity	% of Total
<i>Acer campestre</i>	Hedge Maple	2	0.682593857
<i>Acer platanoides</i>	Norway Maple	46	13.65187713
<i>Acer rubrum</i>	Red Maple	9	2.389078498
<i>Acer sacharum</i>	Sugar Maple	8	2.04778157
<i>Acer sacharinum</i>	Silver Maple	10	1.365187713
<i>Aesculus hippocastinatum</i>	Horse Chestnut	6	2.04778157
<i>Carpinus corolinana</i>	American Hornbeam	7	2.389078498
<i>Celtis occidentalis</i>	Hackberry	5	1.706484642
<i>Crataegus phaenopyrum</i>	Washington Hawthorne	5	1.023890785
<i>Fagus grandifolia</i>	American Beech	1	0.341296928
<i>Ginkgo biloba</i>	Ginko	6	2.04778157
<i>Gleditsia triacanthos</i> Var. <i>inermis</i>	Honey Locust (thornless)	62	21.16040956
<i>Malus</i> spp.	Crabapple	45	15.35836177
<i>Nyssa sylvatica</i>	Black Gum	1	0.341296928
<i>Platanus acerfolia</i>	London Planetree	1	0.341296928
<i>Platanus occidentalis</i>	American Sycamore	2	0.682593857
<i>Prunus</i>	Cherry	10	2.730375427
<i>Pyrus communis</i>	Pear	15	5.119453925
<i>Syringa reticulata</i>	Japanese Lilac Tree	1	0.341296928
<i>Thuja occidentalis</i>	Arborvitae	3	1.023890785
<i>Tilia cordata</i>	Little Leaf Linden	28	9.556313993
<i>Zelkova serrata</i>	Japanese Zelkova	39	13.3105802
<i>Sophora japonica</i>	Japanese Pagoda Tree	1	0.341296928

<b>Total</b>	<b>313</b>	<b>100</b>
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Currently there are 313 trees in Hawley-Green, with the most common species *Gleditsia triacanthos* Var. *inermis*, thornless honeylocust, which represents 21% of tree population and *Malus* spp., crabapple, which is 15% of tree population. There are 9 trees in the municipal park properties. The successional growth in the Interstate right-of-way includes some trees, but they are not included in the inventory.



**Figure 1: Existing Street Tree Conditions**



Historically most of the Hawley-Green streets were lined with American elm. Following the devastating effects of Dutch elm disease in the mid-20<sup>th</sup> century, however, many streets were replanted with a variety of different species, some more successful in urban conditions than others. The Syracuse Urban Forest Master Plan: Guiding the City’s Forest Resource Into the 21<sup>st</sup> Century, includes a comprehensive list of species appropriate for Syracuse, and therefore the Hawley-Green Neighborhood. A selected list of suitable street trees for the Hawley-Green Neighborhood is as follows.

**Planting Strip less than 5 feet**

- *Syringa reticulata* – Japanese tree lilac
- *Crataegus* spp. – hawthorn
- *Acer campestre* – hedge maple
- *Ostrya virginiana* – eastern hophornbeam

- *Amelanchier* spp. – serviceberry
- Planting strips from 5-ft. to 12-ft.
- *Syringa reticulata* – Japanese tree lilac
  - *Gleditsia triacanthos* var. *inermis* – thornless honeylocust
  - *Acer campestre* – hedge maple
  - *Pyrus calleryana* – Callery pear
  - *Celtis occidentalis* – northern hackberry

**Planting strips larger than 12- ft.**

- *Tilia tomentosa* – silver linden
- *Phellodendron amurense* – Amur corktree
- *Quercus rubra* - northern red oak
- *Sophora japonica* – Japanese pagoda tree
- *Koelreuteria paniculata* – golden rain tree

**Parks and Lawns**

- *Tilia x euclora* – crimson linden

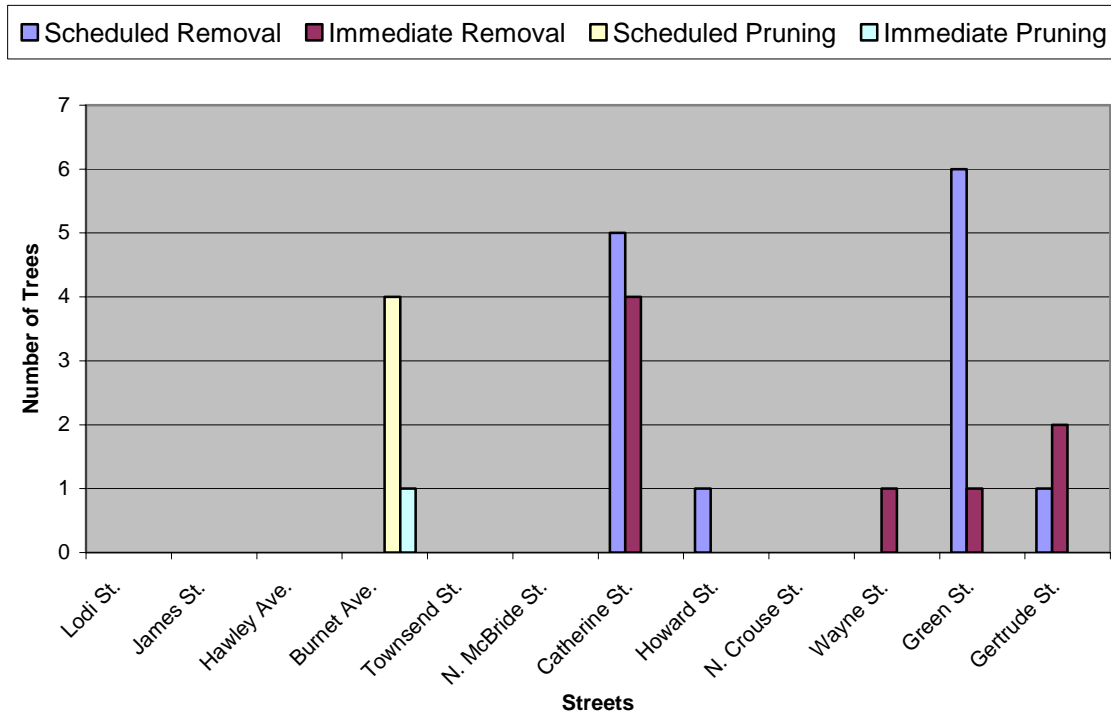


- *Magnolia soulangiana* - saucer magnolia
- *Liriodendron tulipifera* – tulip tree
- *Fagus sylvatica* – European beech
- *Aesculus x carnea* – red horse chestnut

Planting strips under utility wires

- *Acer tataricum* – tatarian maple
- *Syringa reticulata* – Japanese tree lilac
- *Carpinus caroliniana* – American hornbeam
- *Acer ginnala* – amur maple
- *Amelanchier* spp. – serviceberry

**Figure 2: Proposed Existing Street Tree Maintenance Schedule (Phase 1)**



Using the following criteria for health conditions and maintenance needs, 11% of the Hawley-Green street trees are rated as needing some level of attention.

- Remove-immediate: trees with defects that cannot be treated cost-effectively or practically, including

those that are potential safety hazards and/or pose a liability to persons or property.

- Remove- scheduled: trees with defects that cannot be treated cost-effectively or practically but that pose minimal liability to persons or property.
- Prune-immediate: trees requiring appropriate arboricultural practices to remove hazardous deadwood,





broken branches or dying, diseased or weakened limbs larger than 4 inches in diameter that pose a liability to persons or property.

- Prune-scheduled: trees requiring appropriate arboricultural practices to correct structural problems, eliminate weak or unhealthy branches, or advance future maintenance.

Given this data, a prioritized implementation schedule based on the neighborhood street network.

#### 1. Burnet Avenue

Existing conditions: Because of its light industrial nature, this corridor has fairly neglected street trees and planting strips, with the latter either compacted or paved-over and used for illegal parking. One tree of note is an historic London plane tree near the intersection of James Street. The lack of street trees in combination with the excessive street pavement width, particularly at the eastern end, offers potential for re-establishing the tree canopy.

Recommendations: Sidewalks, planting strips and curbs must be installed along the entire length of the street within the neighborhood. Street trees will be installed to avoid conflicts with large truck deliveries.

#### 2. Lodi Street

Existing conditions: The planting strips along the street were narrowed at some point in time to accommodate additional travel lanes, leaving street trees to close to the curb. Current traffic volumes do not justify these conditions, and in fact they encourage excessive traffic speeds, which suggests traffic calming measures are needed.

Recommendations: Re-establishing the historic street width by reclaiming the original planting strips will allow for new

street tree plantings, as well as aid in slowing traffic and facilitating safe pedestrian crossing.

#### 3. Townsend Street

Existing conditions: The east side of the street cannot accommodate an appropriate planting strip and the west side has a steep incline. There are no street trees from Interstate 690 to James Street.

Proposed Recommendations: The planting strips on the first block of Townsend, North of 690, should be reforested. The planting strip on the east side of the street should be reimplemented and reforested. The planting strip on the west side has a considerable slope. Smaller trees and some shrubs should be planted to avoid soil erosion.

#### 4. Wayne Street

Existing conditions: Most of the planting strips on the street have been removed, compacted or paved-over and used for illegal parking. Only one street tree remains, and the only other vegetation are the volunteer plants growing in the retaining walls along the north side of the corridor.

Recommendations: Curbs, planting strips and tree canopy must be re-established for the entire length of the street. Because there are no utility wires on the north side, tall tree species can be installed to screen the large buildings and parking lots that dominate that edge of the corridor.

#### 5. North Crouse Avenue

Existing conditions: This corridor is sparsely planted in spite of planting strips that are 8-ft wide. There are only 4 plants along the entire street and some planting strips are compacted.

Recommendations: Planting strips along the southwest portion of the street must be redefined by re-installing curbs, and trees installed to re-establish canopy.



6. Catherine Street

Existing conditions: North of Hawley Avenue, some trees are in excellent condition while others are dead, dying or unhealthy and must be replaced immediately. South of Hawley, the planting strips are 4-ft. wide, not allowing sufficient room for trees.

Recommendations: Removal of all diseased and dangerous trees is imperative, and smaller species must be installed along the entire corridor to avoid conflicts with overhead wires.

7. North McBride Avenue

Existing conditions: Overall the street has low canopy density, with generally healthy planting strips.

Recommendations: Targeted planting strips must be rejuvenated, and new trees installed to establish a fairly dense canopy.

8. Gertrude Street

Existing conditions: With the exception of two, the street trees on this corridor are moderately large and in good condition, and there are few holes in the canopy. Planting strips are approximately 10-ft. wide, the average for the neighborhood.

Recommendations: Two trees, one near the Hawley-Howard intersection and one an historic silver maple, must be removed.

9. Howard Street

Existing conditions: Planting strips along the street are inconsistent in width and condition, and trees planted on residential lots along the inside edge of the sidewalk provide some canopy cover.

Recommendations: Planting strips that can support healthy tree growth must be re-established and, where possible, widths must be made consistent along the corridor.

10. Green Street

Existing conditions: The trees along this street are in good condition and the planting strips are a consistent 10-ft.

Recommendations: The few holes in the canopy can be filled by new plantings.

11. Hawley Avenue

Existing conditions: The ends of the corridor lack adequate canopy cover, while the planting strips are consistently 8-ft. wide.

Recommendations: New trees can be installed near the intersections to complete the canopy along the corridor.

12. James Street

Existing conditions: The street trees along the corridor are in generally good condition and the canopy fairly dense, with planting strips of approximately 16-ft.

Recommendations: Rejuvenation of all the planting strips will enhance tree health.

With full implementation of this plan, the total population of street trees within the neighborhood will increase from 313 trees be maintained at Approximately 1,970 trees. Trees in the neighborhood parks increasing from 9 to 107 trees optimum canopy cover and tree health of the highest quality.

**Comprehensive municipal park improvements for the hawley-green neighborhood**

The comprehensive improvement plan for the neighborhood parks addresses vegetation, hard surfaces, furnishings and special features, and considers daily, seasonal and special uses.

Recommendations assume a strong partnership between the city administration, through the Department of Parks, Recreation & Youth Programs, and neighborhood residents and business



people. Although the Hawley-Green Neighborhood Association is seen as the primary organization to advocate for safe, attractive and sustainable municipal parks in the neighborhood, special connections can be made between specific parks and neighborhood groups—such as students and faculty of Dr. Weeks School and Clinton Playlot and between the Syracuse Cultural Workers and Finnegan Park.

#### Clinton Playlot

The play lot is a recreational space located along Lodi Street at the intersection of Gertrude and Green Streets. Primary users range in age from 4-17 and engage in multiple physical activities. Amenities within the facility include an information kiosk, basketball court, swing set, play equipment and a central green space.

In order to help serve the neighborhood better, recommendations include a community flower garden, where neighbors—particularly school-age children—participate in installation and maintenance. The community garden will add enclosure along the play equipment and define the lower lawn. An enhanced entry point will not only improve aesthetic value, but also increase safety with the introduction of decorative gates. Additional new amenities include mosaic bench seating, decorative perimeter fences, and shrub plantings.

#### Finnegan Park

This triangular park at the corner of Lodi Street and Hawley Avenue is one block south of Clinton Playlot and north of Columbus Circle. While overall physical conditions are good, amenities are limited to picnic benches and a few small plantings.

The proposed re-design for Finnegan Park calls for installation of a formal garden

space that can accommodate small group gatherings, and therefore serve as a neighborhood event space.

Recommendations include a series of fountains and trellis structures to create a focal point, as well as to mitigate traffic noise.

#### Columbus Circle

Although officially a municipal park property, the existing site is a triangular concrete median located at the intersection of Lodi Street and Burnet Avenue.

Currently three traffic signs occupy the space and pedestrian traffic crosses at its central point. Even given these conditions, the area is identified as an important gateway to the neighborhood.

To maximize the park's gateway potential, low-lying ground covers and salt-tolerant evergreen shrubs will be used as a backdrop for public art—which can be permanent or temporary, commissioned or the subject of a neighborhood competition.

#### Bagg Place Park

Located at the intersection of James Street, North Townsend Street and Hawley Avenue, this park has little programming, limited vegetation, and no furnishings. The vegetation is severely damaged by disease and plowed snow from adjacent parking.

Recommendations call for removal of existing vegetation and replacement with plants that will provide enclosure, and creation of a gathering area through the use of decorative fences and a series of seating walls.

#### Hawley Green Historic Park

Until 1937, the intersection of Hawley Avenue and Catherine and Gertrude Streets included a large elm covered open space. Its location and configuration provided shorter



crossing distances for pedestrians, as well as served to balance the densely built-up surrounding streets.

Re-establishment of this lost historic park will return an important feature to the core of the neighborhood, improve pedestrian and vehicular interface, and give Hawley-Green a central open space. Design recommendations focus on recreating the tree canopy and incorporating temporary or permanent public art.

### **Interstate Open Space**

One of the main recommendations for Hawley-Green open space improvements is to maximize the potential of the Interstate 690 right-of-way along Burnet Avenue between Catherine Street and North Crouse Avenue. While this area currently is surrounded by commercial and industrial uses it can asset for recreation and aesthetic value, as well as a means to improve vehicle and pedestrian circulation along Burnet Avenue.

Recommendations for the space are based on redesign of Burnet Avenue through installation of curbs, sidewalks and street side planting strips. These features, along with a modulated curb alignment that incorporates bump-outs, parallel on-street parking and pedestrian crosswalks, will calm traffic and make the corridor more pedestrian-friendly. Generous 8-ft. planting strips with trees will recreate the overhead canopy and provide a sense of enclosure. In the right-of-way space itself a series of transitional nodes and focal points will provide an opportunity for public art and passive recreation, as well as offer a strong visual connection between the adjacent intersecting streets.

### **Vacant Lot Open Spaces**

Whether in private or public ownership, vacant lots generally are perceived as part of the neighborhood open space system. Their physical condition and visual character, therefore, have a direct impact on neighborhood, and city, image. To ensure that these properties have a positive effect, enforceable maintenance standards must be developed and administered city-wide. Using Hawley-Green as an example at a minimum standards must prohibit dumping and soliciting;



## Comprehensive Street Tree Plan

The comprehensive master plan for street trees in the Hawley-Green neighborhood addresses consistent canopy cover and canopy health, species selection, planting strip redefinition, phased installations and cyclical maintenance schedules. Primary recommendations include reclaiming underutilized space along Lodi and Burnet Street for street tree planting and reinforcing the tree canopy of the Hawley-Green inner streets. Street tree placement is based on overhead constraints, such as utility lines, as well as appropriate species given planting strips conditions. Although not taken into consideration at this time, location of underground utilities must be addressed as part of implementation.

For the purposes of this plan, a street tree is defined as a tree with a minimum diameter at breast height of 3 inches, located within the planting strip that is between the edge of the street and the adjacent sidewalk. Tree stumps and miscellaneous vegetation are excluded, as well as large areas of clumped successional growth. Using this definition, existing street tree conditions in the neighborhood were recorded and this information is the baseline data for making decisions regarding tree species, installation and maintenance. Currently there are 313 trees in Hawley-Green, with the most common species *Gleditsia triacanthos* Var. *inermis*, thornless honeylocust, which represents 21% of tree population and *Malus* spp., crabapple, which is 15% of tree population. There are 9 in the municipal park properties. The successional growth in the Interstate right-of-way includes some trees, but they are not included in the inventory.

Using the following criteria for health conditions and maintenance needs, 11% of the Hawley-Green street trees are rated as needing some level of attention.

- Remove-immediate: trees with defects that cannot be treated cost-effectively or practically, including those that are potential safety hazards and/or pose a liability to persons or property.
- Remove- scheduled: trees with defects that cannot be treated cost-effectively or practically but that pose minimal liability to persons or property.
- Prune- immediate: trees requiring appropriate arboricultural practices to remove hazardous deadwood, broken branches, or dying, diseased or weakened limbs larger than 4 inches in diameter that pose a liability to persons or property.
- Prune-scheduled: trees requiring appropriate arboricultural practices to correct structural problems, eliminate weak or unhealthy branches, or advance future maintenance.

Given this data, implementation must be prioritized by street, and in specifically in the following order: Burnet Avenue, Lodi Street, Townsend Street, Wayne Street, North Crouse Avenue, Catherine Street, North McBride Avenue, Gertrude Street, Howard Street, Green Street, Hawley Avenue, and James Street.

## Recommended Trees for Hawley-Green

- Planting Strip less than 5 feet
- *Syringa reticulata* – japanese tree lilac
  - *Crataegus* spp. – hawthorn
  - *Acer campestre* – hedge maple
  - *Ostrya virginiana* – eastern hophornbeam
  - *Amelanchier* spp. – serviceberry
- Planting strips from 5-ft. to 12-ft.
- *Syringa reticulata* – japanese tree lilac
  - *Gleditsia triacanthos* var. *inermis* – thornless honeylocust
  - *Acer campestre* – hedge maple
  - *Pyrus calleryana* – callery pear
  - *Celtis occidentalis* – northern hackberry
- Planting strips larger than 12- ft.
- *Tilia tomentosa* – silver linden
  - *Phellodendron amurense* – amur corktree
  - *Quercus rubra* – northern red oak
  - *Sophora japonica* – japanese pagoda tree
  - *Koelreuteria paniculata* – golden rain tree
- Parks and Lawns
- *Tilia x euclora* – crimson linden
  - *Magnolia soulangeana* - saucer magnolia
  - *Liriodendron tulipifera* – tulip tree
  - *Fagus sylvatica* – european beech
  - *Aesculus x carnea* – red horse chestnut
- Planting strips under utility wires
- *Acer tataricum* – tatarian maple
  - *Syringa reticulata* – japanese tree lilac
  - *Carpinus caroliniana* – american hornbeam
  - *Acer ginnala* – amur maple
  - *Amelanchier* spp. – serviceberry



### Legend

	Burnet Avenue		North McBride Street
	Lodi Street		Gertrude Street
	Townsend Street		Howard Street
	Wayne Street		Green Street
	North Crouse Avenue		Hawley Avenue
	Catherine Street		James Street



## Comprehensive Street Tree Plan

The comprehensive master plan for street trees in the Hawley-Green neighborhood addresses consistent canopy cover and canopy health, species selection, planting strip redefinition, phased installations and cyclical maintenance schedules. Primary recommendations include reclaiming underutilized space along Lodi and Burner Street for street tree planting and reinforcing the tree canopy of the Hawley-Green inner streets. Street tree placement is based on overhead constraints, such as utility lines, as well as appropriate species given planting strips conditions. Although not taken into consideration at this time, location of underground utilities must be addressed as part of implementation.

For the purposes of this plan, a street tree is defined as a tree with a minimum diameter at breast height of 3 inches, located within the planting strip that is between the edge of the street and the adjacent sidewalk. Tree stumps and miscellaneous vegetation are excluded, as well as large areas of clumped successional growth. Using this definition, existing street tree conditions in the neighborhood were recorded and this information is the baseline data for making decisions regarding tree species, installation and maintenance. Currently there are 513 trees in Hawley-Green, with the most common species *Gleditsia triacanthos* Var. *inermis*, thornless honeylocust, which represents 21% of tree population and *Malus* spp., crabapple, which is 15% of tree population. There are 9 in the municipal park properties. The successional growth in the Interstate right-of-way includes some trees, but they are not included in the inventory.

Using the following criteria for health conditions and maintenance needs, 11% of the Hawley-Green street trees are rated as needing some level of attention.

- **Remove-immediate:** trees with defects that cannot be treated cost-effectively or practically, including those that are potential safety hazards and/or pose a liability to persons or property.
- **Remove- scheduled:** trees with defects that cannot be treated cost-effectively or practically but that pose minimal liability to persons or property.
- **Prune- immediate:** trees requiring appropriate arboricultural practices to remove hazardous deadwood, broken branches, or dying, diseased or weakened limbs larger than 4 inches in diameter that pose a liability to persons or property.
- **Prune-scheduled:** trees requiring appropriate arboricultural practices to correct structural problems, eliminate weak or unhealthy branches, or advance future maintenance.

Given this data, implementation must be prioritized by street, and in specifically in the following order: Burner Avenue, Lodi Street, Townsend Street, Wayne Street, North Crouse Avenue, Catherine Street, North McBride Avenue, Gertrude Street, Howard Street, Green Street, Hawley Avenue, and James Street.

## Recommended Trees for Hawley-Green

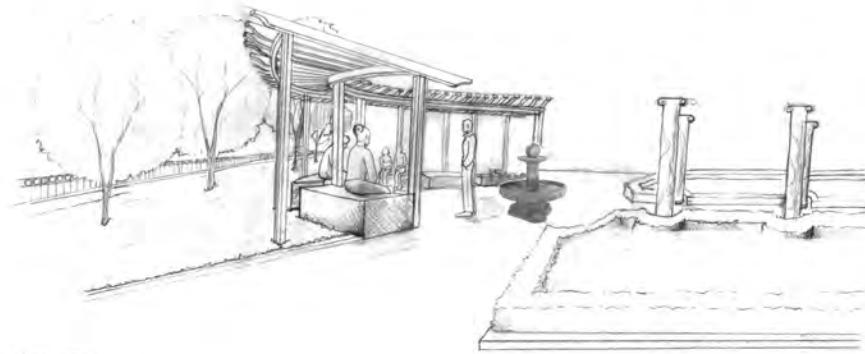
- Planting Strip less than 5 feet
  - *Syringa reticulata* – japanese tree lilac
  - *Crataegus* spp. – hawthorn
  - *Acer campestre* – hedge maple
  - *Ostrya virginiana* – eastern hophornbeam
  - *Amelanchier* spp. – serviceberry
- Planting strips from 5-ft. to 12-ft.
  - *Syringa reticulata* – japanese tree lilac
  - *Gleditsia triacanthos* var. *inermis* – thornless honeylocust
  - *Acer campestre* – hedge maple
  - *Pyrus calleryana* – callery pear
  - *Celtis occidentalis* – northern hackberry
- Planting strips larger than 12- ft.
  - *Tilia tomentosa* – silver linden
  - *Phellodendron amurense* – amur corktree
  - *Quercus coccinea* – northern red oak
  - *Sophora japonica* – japanese pagoda tree
  - *Koelreuteria paniculata* – golden rain tree
- Parks and Lawns
  - *Tilia x euclora* – crimson linden
  - *Magnolia soulangeana* – saucer magnolia
  - *Liriodendron tulipifera* – tulip tree
  - *Fagus sylvatica* – european beech
  - *Aesculus x carnea* – red horse chestnut
- Planting strips under utility wires
  - *Acer tataricum* – tatarian maple
  - *Syringa reticulata* – japanese tree lilac
  - *Carpanus caroliniana* – american hornbeam
  - *Acer spicata* – amur maple
  - *Amelanchier* spp. – serviceberry



### Finnegan Park

This triangular park at the corner of Lodi Street and Hawley Avenue is one block south of Clinton Playlot and north of Columbus Circle. The proposed redesign calls for installation of formal garden space to accommodate small gatherings, and

serve as a neighborhood event space. Recommendations include a series of fountains and trellis structures to create a focal point, as well as to mitigate traffic noise.



Park trellis



Proposed, Finnegan park from Lodi Street



Existing, Finnegan Park from Lodi Street



Planter



Fountain



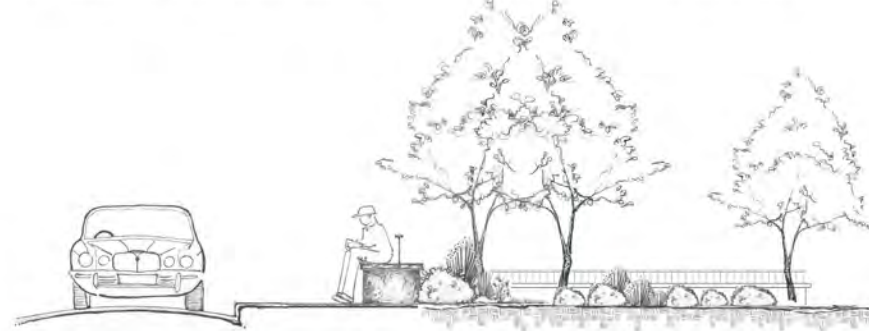
Finnegan Park



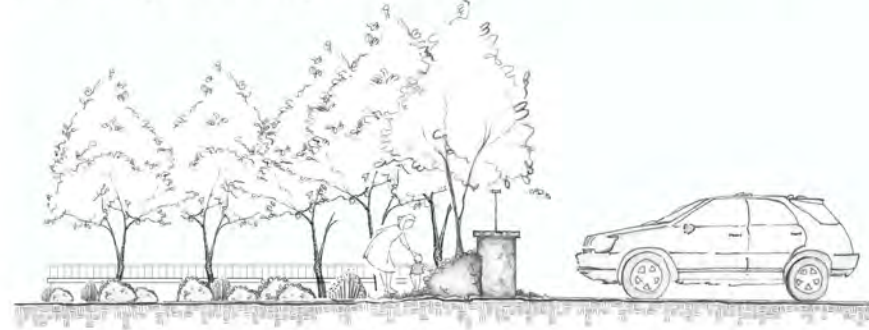
### Bagg Place Park

Located at the intersection of James Street, State Street, and Hawley Avenue, this park has little programming and limited vegetation. Through vegetation and

sense of enclosure was established. This space will allow neighbors and visitors to take in the character of the neighborhood between errands and travel.



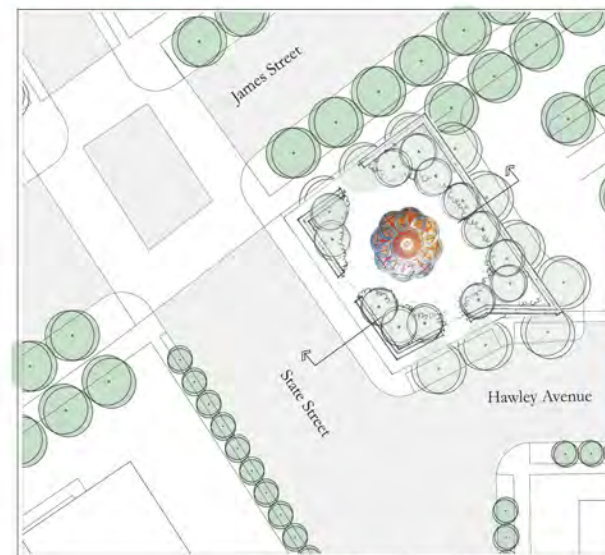
State Street looking towards the First English Lutheran Church



Bagg Place park looking towards the First English Lutheran Church



Proposed, view from Hawley Avenue looking towards the First English Lutheran Church



Bagg Place Park



Existing, view of United Way from State Street

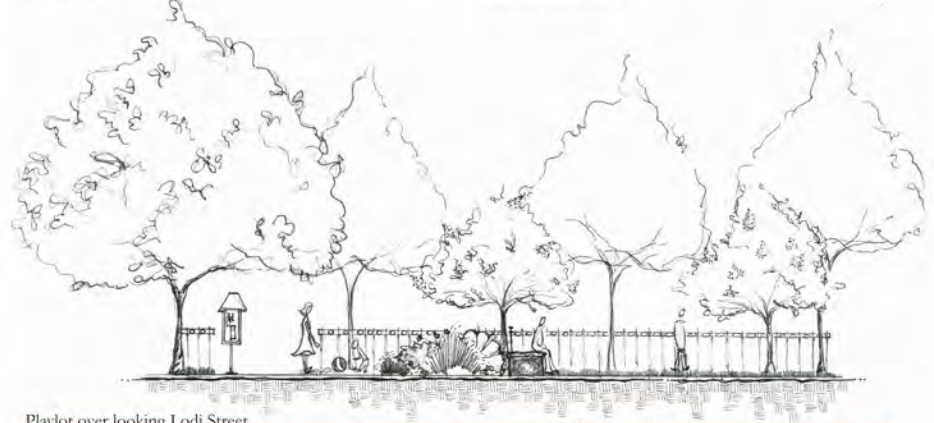


Existing, view of Lutheran Church

### Clinton Playlot Park

This recreational space is located along Lodi Street at the corners of Gertrude and Green Streets. Planned recommendations include a designed community flower garden, which helps enclose the northern space and define the lower lawn.

This plan creates entry definition not only to increase aesthetic value but also improve safety where gates are specified. Amenities include mosaic benching, seating walls, decorative fences and interactive ground plane for the playground node.



Playlot over looking Lodi Street



Proposed, View of playlot



Existing, view of playlot



Interactive tree sculpture



Sculpture



Sculpture



Clinton Playlot



## Hawley Green Historic Park

Originally a park was located at the intersection of Hawley, Catherine, and Gertrude Street, but was removed in 1937. This large elm covered median allowed

pedestrians to cross this broad intersection easily. Recommended actions are to reinstall this historic park and its tree canopy.



Proposed, historic park on Catherine and Green Streets



Existing, Green Street



Before removal in 1937



Map Source: City of Syracuse Southern Maps 1991, Aerial Photography, and Field Verification



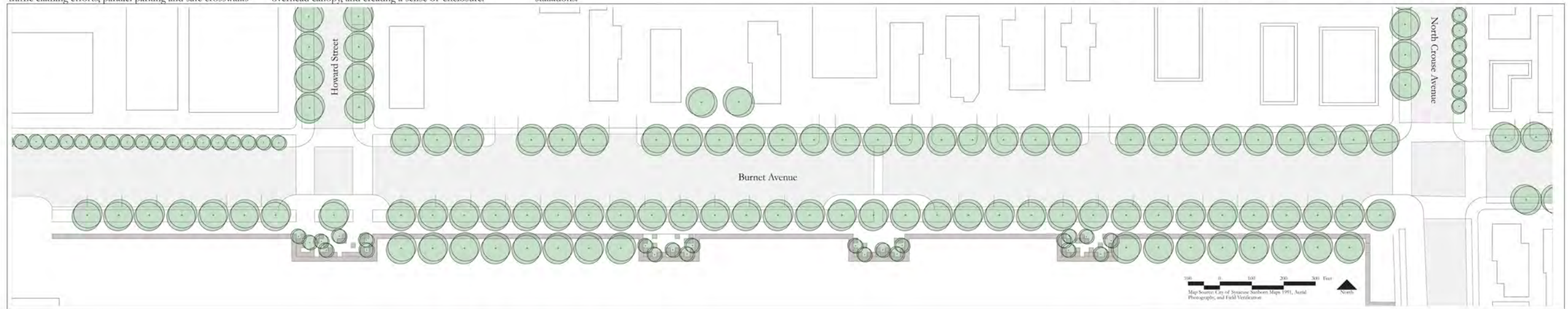
Looking north on Green Street.

## Interstate 690 Right-of-Way

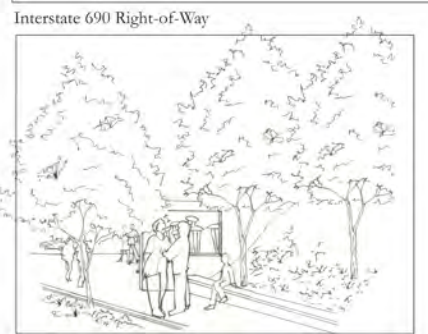
Redevelopment of Burnet Avenue will include a series of traffic calming efforts, parallel parking and safe crosswalks

Eight foot planting strips will line the park, increasing overhead canopy, and creating a sense of enclosure.

Series of transitional nodes offer focal points and art installations.



Map Source: City of Syracuse Southern Maps 1991, Aerial Photography, and Field Verification



Proposed, East towards North Crouse Avenue



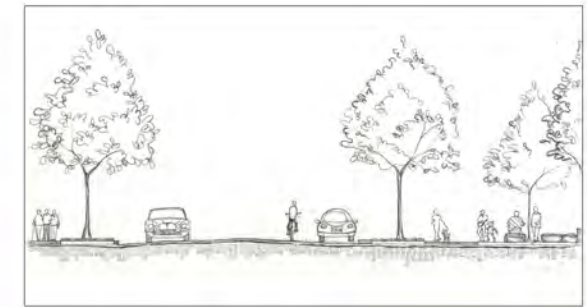
Proposed, I-690 ROW looking towards North Crouse Ave



Existing, ROW along Burnet Avenue



Proposed, Railroad nail sculpture

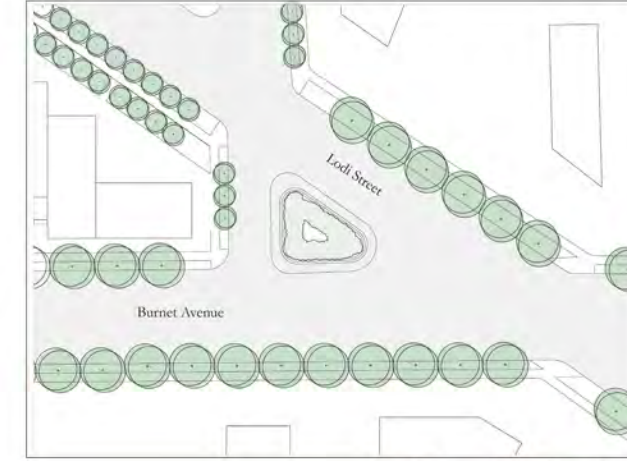


Proposed, Burnet Avenue

## Columbus Circle

Recommendations for this site include simple vegetation installations that are low lying ground covers and evergreen shrubs tolerant to heavy salt conditions. Softening

the median in this way will re-establish this point as a neighborhood entry.



Map Source: City of Syracuse Southern Maps 1991, Aerial Photography, and Field Verification



Central sculpture



Proposed, view from Lodi Street towards Burnet Avenue



Existing, looking at Lodi Street





## Neighborhood Connections

Vital cities are alive with pedestrian activity on their streets, and have city neighborhoods that contribute to this vitality through strong connections to adjoining areas and destinations. Pedestrian movement from one place to another, between a city neighborhood and its surroundings as well as within its own boundaries, is often generated by physical proximity and relationships to identifiable landmarks. Views to these key features provide the visual cues that guide wayfinding and mark particular routes. The Hawley-Green Neighborhood, with its mix of residential, commercial, office and light industrial uses—and being adjacent to downtown—has connections that are inherently important to neighbors and visitors alike, making neighborhood a primary contributor to city vitality through its strong pedestrian routes and alternative transportation possibilities.

The term “Ped Shed” or pedestrian shed refers to an area surrounding a neighborhood that is within a “walkable catchment,” that is an easy five to ten minute walking distance of important destinations. The Hawley-Green Neighborhood is situated in a near perfect position in this regard as a diverse collection of such significant local destinations fall within this distance and can be accessed through strategic connections and corridors within and outside of the neighborhood.

Within an estimated quarter mile, approximately a five minute walk from the neighborhood, are Clinton Square, Hanover Square, OnCenter, Erie Canal Museum, City Hall, Everson Museum, Syracuse Stage, Lincoln Park, Rose Hill Cemetery, Northeast Community Center, Dr. Week’s Elementary School, St. Josephs Hospital,

the proposed Center of Excellence, University College, and many commercial and other residential areas.

Within an estimated half mile, approximately a ten minute walk, are Armory Square, The Most, Landmark Theater, Onondaga County Convention Center and War Memorial, University Hospital, Crouse Hospital, Syracuse University, Thornden Park, and Little Italy.

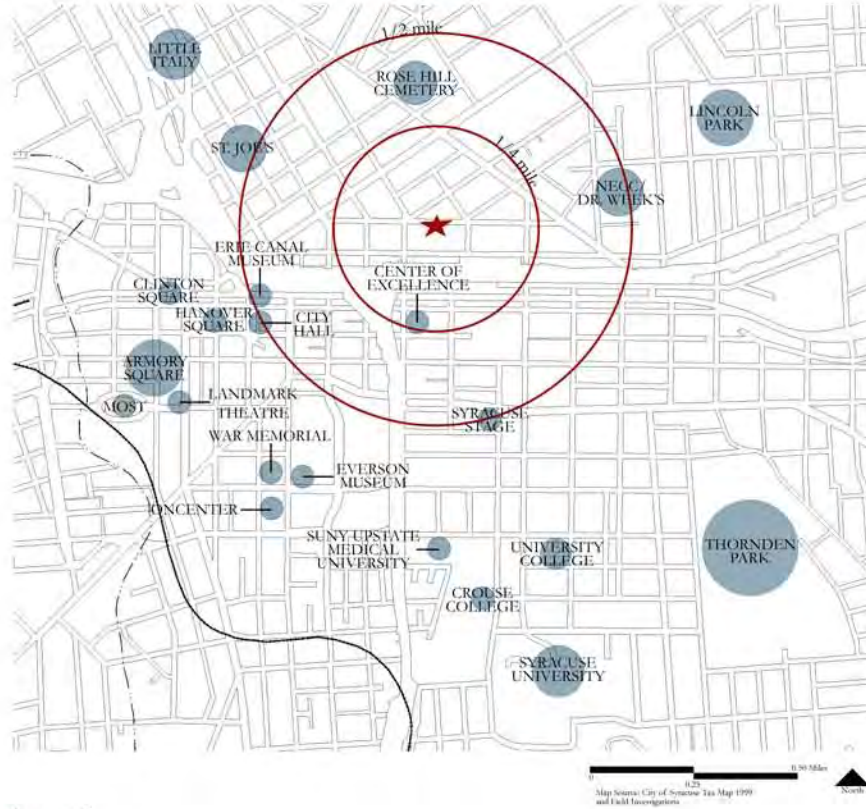
Within the neighborhood residents, business owners and visitors are connected to a variety of destinations and activities, including housing, commercial establishments, institutions, schools and open spaces. Improving the safety, accessibility and aesthetic condition of these passages, for pedestrians and bicyclists, will add to the vitality of the neighborhood, and by extension, to the city as a whole.

Arguably every street and every sidewalk provides links within the neighborhood, and also provides a connection between Hawley-Green and adjacent city districts. But clearly some of these corridors are, or have the potential to be, the primary routes that join the neighborhood to its surroundings or places within its boundaries to one another.

The three principal connecting corridors identified for Hawley-Green are the Downtown connection along James Street from State Street to Warren Street; the St. Josephs Hospital connection along Townsend Street from Burnet Avenue to Union Avenue; and the University Hill connection along North Crouse Avenue from Burnet Avenue to East Fayette Street. These corridors have the following shared characteristics, determined as critical for a primary pedestrian link:



Neighborhood "Ped-Shed"



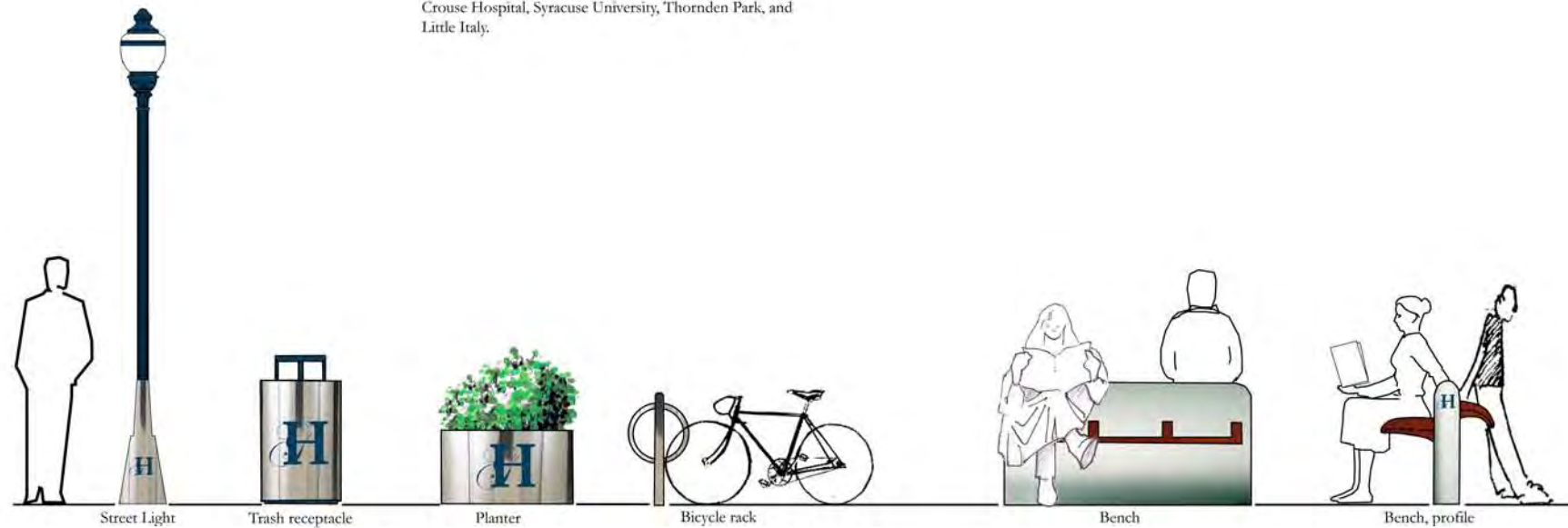
Legend

● Point of Interest

The term "Ped Shed" or pedestrian shed refers to an area surrounding a neighborhood that is within a "walkable catchment," that is an easy five to ten minute walking distance of important destinations. The Hawley-Green Neighborhood is situated in a near perfect position in this regard as a diverse collection of such significant local destinations fall within this distance and can be accessed through strategic connections and corridors within and outside of the neighborhood.

Within an estimated quarter mile, approximately a five minute walk from the neighborhood, are Clinton Square, Hanover Square, OnCenter, Erie Canal Museum, City Hall, Everson Museum, Syracuse Stage, Lincoln Park, Rose Hill Cemetery, Northeast Community Center (NECC) and Dr. Week's Elementary School, St. Joseph's Hospital, the proposed Center of Excellence, University College, and many commercial and other residential areas.

Within an estimated half mile, approximately a ten minute walk, are Armory Square, The Most, Landmark Theater, Onondaga County Convention Center and War Memorial, State University of New York Medial Center, Crouse Hospital, Syracuse University, Thornden Park, and Little Italy.



Functional Diagram



Legend

- ↔ Connecting Paths
- ↔ Major Connector Corridors
- Interior Connector Corridors
- Rt. 690 Barrier
- ☀ Pedestrian/Vehicular Conflict
- ⚙ Gateways
- Points of Marking [Wayfinding]

Pedestrian movement from one place to another, between a city neighborhood and its surroundings as well as within its own boundaries, is often generated by physical proximity and relationships to identifiable landmarks. Views to these key features provide the visual cues that guide way finding and mark particular routes. The Hawley-Green Neighborhood, with its mix of residential, commercial, office and light industrial uses has connections that are inherently important neighbors and visitors alike, making neighborhood a primary contributor to city vitality through its strong pedestrian routes and alternative transportation possibilities.

The principal corridors identified have the following shared characteristics, determined as critical for a primary pedestrian link:

- Gateways: The sense of arrival into the neighborhood or of transition into an adjacent area is determined largely by the location and orientation of gateways. Which provide ideal spaces for offering way-finding features and enhancing neighborhood identity, and each of the principal corridors includes an identifiable gateway.
- Access to key destinations: Data collected identified major destinations from the neighborhood as Down town, University Hill and St. Joseph's Hospital. Each principal connector offers direct access to these locations.
- Focal points: Each primary corridor includes physical focal points, such as changes in paving materials, added plant materials, special lighting, art or way-finding elements which add visual interest and variety to the pedestrian experience.

Street Furnishings

The quality of the streetscapes throughout Hawley-Green is dependent on the spatial character resulting from the relationship of buildings to the public sidewalk, condition of materials and furnishings, and way-finding features. Additionally the installation of a coordinated set of street furnishings, which include the Hawley-Green logo, will enhance neighborhood identity. Overall improvement to the pedestrian environment will be most effectively achieved by first implementing changes in the three principal connecting corridors.



- Gateways: The sense of arrival into the neighborhood or of transition into an adjacent area is determined largely by the location and orientation of gateways. These thresholds provide ideal spaces for offering way-finding features and enhancing neighborhood identity, and each of the principal corridors includes an identifiable gateway.
- Access to key destinations: Data collected identified major destinations from the neighborhood as downtown, University Hill and St. Joseph’s Hospital. Each principal connector offers direct access to these locations.

To maximize these characteristics, the principal connecting corridors must provide a safe interface between pedestrians and vehicles, with priority given to pedestrian comfort and ease of movement. Special consideration can be given to unique conditions, such as long-established irregular intersections, elevated interstate corridor and supporting walls, and topography. Primary links within the neighborhood such as Lodi Street and Burnet Avenue also must be treated in a similar fashion. Specific attention must be given to the Lodi-Hawley intersection, the primary link to the Northeast Community Center and Dr. Weeks Elementary School, and changing the gritty nature of Burnet Avenue.

The quality of the streetscapes throughout Hawley-Green is dependent on proximity of buildings to the public sidewalk, condition of materials and furnishings, and wayfinding features. Additionally the installation of a coordinated set of street furnishings, which includes trash receptacles, benches, lighting, planters, bicycle racks and pavement treatments, will enhance neighborhood identity. Overall improvement to the pedestrian environment will be most

effectively achieved by first implementing changes in the three principal connecting corridors.

### **Downtown Connection**

The intersection of James Street, State Street and Burnet Avenue is a major pedestrian node and link between Hawley-Green and downtown, however, current conditions make this connection unpleasant and perhaps even unsafe.

Eleven separate lanes of vehicular traffic span approximately 90 feet, resulting in a space that is broad, open, noisy, entirely paved and visually uninspiring with traffic running in all directions. Burnet Avenue is not accessible to traffic from the east, west or north, which hinders connections at this point and poses a frustration to motorists. Sidewalks do not offer any pedestrian amenities or discernible crosswalks, design interest or visual relief from the excessive paving. Illumination is provided at night, although it conveys a sense of insecurity and unpleasantness due to the color and character of light. There are no street trees or plantings of any type. There are no provisions for bicyclists.

Redesign of this area can reverse these negative conditions, and introduce features that will calm traffic, improve the pedestrian experience, and accommodate bicycle traffic. Specifically by:

- Opening eastbound vehicular access to Burnet Avenue, and adjusting placement and timing of traffic signals to allow cross traffic flow
- Installing granite paving at intersections and crosswalks for traffic calming
- Installing dedicated bike lanes, eventually to connect to a city-wide system



- Installing vegetation in plant buffers between sidewalks, streets and parking areas; street trees; and planters or planting beds in underused spaces and on raised, paved medians to soften the landscape
- Providing furnishings to support pedestrians, particularly seating in key locations
- Providing way-finding features to guide visitors
- Creating opportunities for public art to enhance overall character.
- Adopting a “build to line” in a revised city zoning ordinance to ensure that all new construction reinforces the street edge
- Re-establishing sidewalks and planting strips to provide a continuous pedestrian path from the neighborhood to the hospital
- Installing vegetation in plant buffers between sidewalks, streets and parking areas; street trees; and planters or planting beds in underused spaces and on raised, paved medians to soften the landscape

### **St. Joseph’s Connection**

Townsend Street, running south to north through the western half of Hawley-Green, is a fairly major vehicular route that connects points south of the neighborhood to St. Joseph’s Hospital.

The character of the corridor changes from a narrow, high-volume downtown street south of the interstate, to a confined pass-through under the highway, to a residential street between the overpass and James Street, to a seemingly corporate entryway approaching the hospital complex. This latter section, perhaps the most significant as it encompasses the target destination, is not well defined and or attractive due to the vast number of surface parking lots. When using the connection to enter Hawley-Green, these conditions are somewhat ameliorated by the excellent views to downtown and the University Hill.

Design changes to this corridor can take advantage of features, such as Bagg Place Park, significant surrounding historic architecture, and unusual street alignments and intersections to enhance the travel experience. Specifically:

- Providing guidance to St. Joseph’s Hospital regarding improvements to its properties to ensure compatibility with municipal improvements
- Re-designing Bagg Place Park as a neighborhood gateway point on the edge of the perceived neighborhood boundaries reinforces the linkage created to the surrounding area by this corridor
- Providing furnishings to support pedestrians, particularly seating in key locations
- Providing way-finding features to guide visitors
- Installing granite paving at intersections, crosswalks and crossing signals for traffic calming and safe pedestrian travel.

### **University Hill Connection**

North Crouse Avenue visually and physically connects the Hawley-Green Neighborhood directly to the University Hill area and all of its educational and medical institutions, yet lacks the amenities to provide memorable travel.

When traveling south on the corridor, users have a distant view to Crouse College,



which serves as both a landmark and wayfinding feature. The foreground, however, is marred by vacant lots and underutilized buildings, which suggest disinvestment and unsafe conditions. Traveling north, the corridor is anchored by the high concentration of commercial development located at the intersection with Burnet Avenue to that with Hawley Avenue. Here similar but less severe conditions also create a less than positive environment. These ends of the corridor are joined by the tightly enclosed passage under the interstate highway, which also serves as the gateway for this principal connecting corridor.

Various measures can be implemented along the North Crouse corridor to provide a more enjoyable and safe route to and from Hawley-Green. Specifically:

- Adopting a “build to line” in a revised city zoning ordinance to ensure that all new construction reinforces the street edge
- Reducing North Crouse Avenue to a two lane road from Erie Boulevard to Burnet Avenue to accommodate dedicated bike lanes, eventually to connect to a city-wide system
- Installing granite paving at intersections and crosswalks for traffic calming
- Installing vegetation in plant buffers between sidewalks, streets and parking areas; street trees; and planters or planting beds in underused spaces and on raised ,paved medians to soften the landscape
- Providing furnishings to support pedestrians, particularly seating in key locations
- Providing way-finding features to guide visitors
- Creating opportunities for public art to enhance overall character.



Context Map



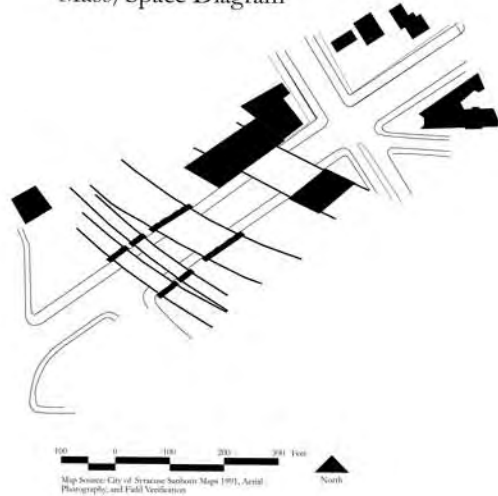
DOWNTOWN CONNECTION

The intersection of James Street, State Street and Burnet Avenue is a major pedestrian node and link between Hawley-Green and Downtown. Redesign of this will introduce features to calm traffic, improve the pedestrian experience, and accommodate bicycle riders.

Recommendations include:

- Opening eastbound vehicular access to Burnet Avenue, and adjusting placement and timing of traffic signals to allow cross traffic flow
- Installing granite paving at intersections and crosswalks to calm traffic and facilitate safe pedestrian and bicycle movement
- Installing dedicated a bike path, eventually to connect to a city-wide system
- Installing vegetation in plant buffers between sidewalks, streets and parking areas; street trees; and planters or planting beds in underused spaces to soften the landscape
- Providing furnishings to support pedestrians, particularly seating in key locations
- Providing way-finding features to guide visitors
- Creating sculptural lighting effects with suspended stainless steel scrims draped between highway overpasses

Mass/Space Diagram



Proposed, stainless steel scrims, lighting and bike path in underpass.



Existing, underpass.



Existing, pedestrian corridor on James Street.



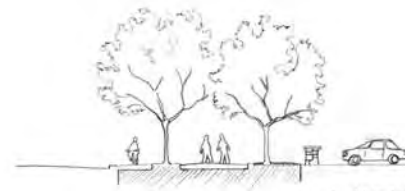
Proposed, pedestrian corridor on James Street.



Existing, intersection of State and James.

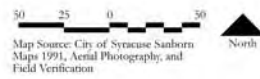


Proposed, intersection of State and James.



Section A - A1: Looking south-west on James Street.

scale: 1" = 10'



Map Source: City of Syracuse Sanborn Maps 1991, Aerial Photography, and Field Verification



Context Map



ST. JOSEPH'S CONNECTION

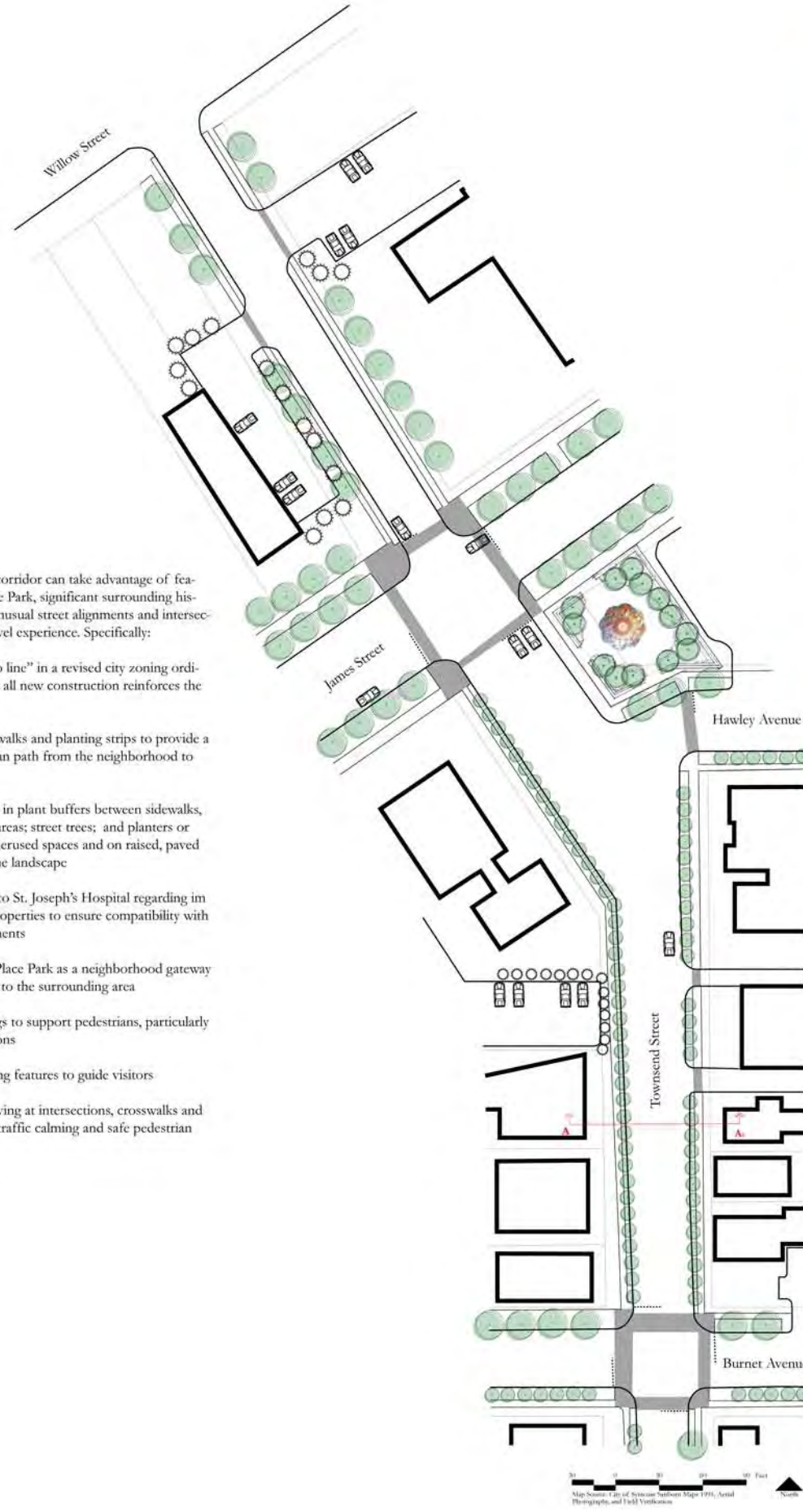
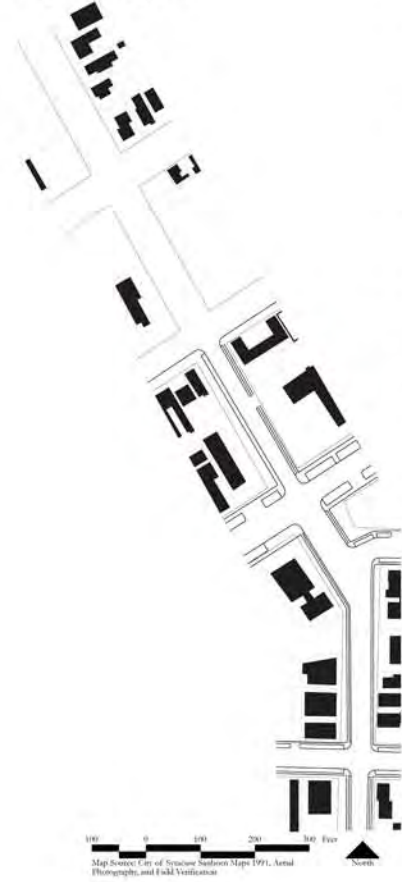
Townsend Street, running south to north through the western half of Hawley-Green, is a fairly major vehicular route that connects points south of the neighborhood to the St. Joseph's Hospital.

The character of the corridor changes from a narrow, high-volume downtown street south of the interstate, to a confined pass-through under the highway, to a residential street between the overpass and James Street, to a seemingly corporate entryway approaching the hospital complex. This latter section, perhaps the most significant has encompasses the target destination, is the least well defined and least attractive due to the vast number of surface parking lots. When using the connection to enter Hawley-Green, these conditions are somewhat ameliorated by the excellent views to Downtown and University Hill.

Design changes to this corridor can take advantage of features, such as Bagg Place Park, significant surrounding historic architecture, and unusual street alignments and intersections to enhance the travel experience. Specifically:

- Adopting a "build to line" in a revised city zoning ordinance to ensure that all new construction reinforces the street edge
- Re-establishing sidewalks and planting strips to provide a continuous pedestrian path from the neighborhood to the hospital
- Installing vegetation in plant buffers between sidewalks, streets and parking areas; street trees; and planters or planting beds in underused spaces and on raised, paved medians to soften the landscape
- Providing guidance to St. Joseph's Hospital regarding improvements to its properties to ensure compatibility with municipal improvements
- Re-designing Bagg Place Park as a neighborhood gateway to reinforce the link to the surrounding area
- Providing furnishings to support pedestrians, particularly seating in key locations
- Providing way-finding features to guide visitors
- Installing granite paving at intersections, crosswalks and crossing signals for traffic calming and safe pedestrian travel.

Mass Space Diagram



Existing, streetscape on Townsend Street



Proposed, streetscape on Townsend Street



Existing, parking lot and crosswalk on James Street and Townsend Street



Proposed, parking lot and crosswalk on James Street and Townsend Street



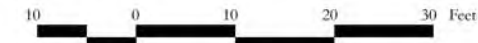
Existing, Townsend Street near Saint Joseph's Hospital.



Proposed, Townsend Street near Saint Joseph's Hospital.



Section A - At: Looking north on Townsend Street.



Context Map



UNIVERSITY HILL CONNECTION

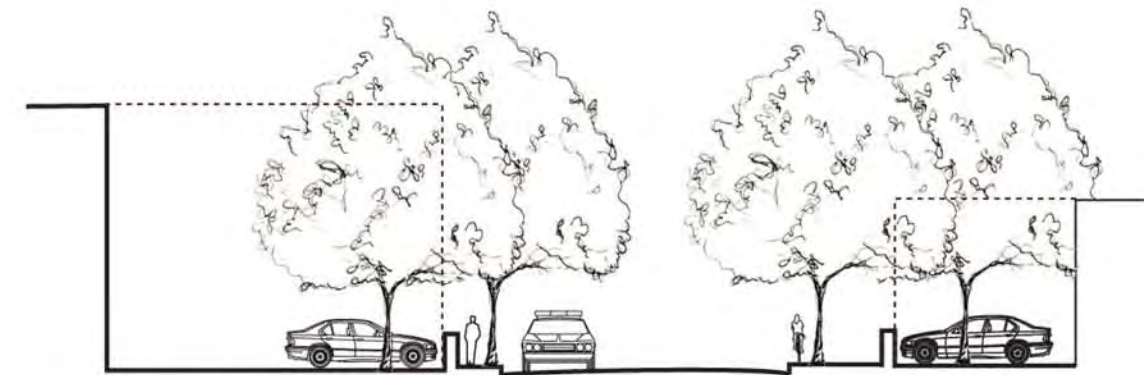
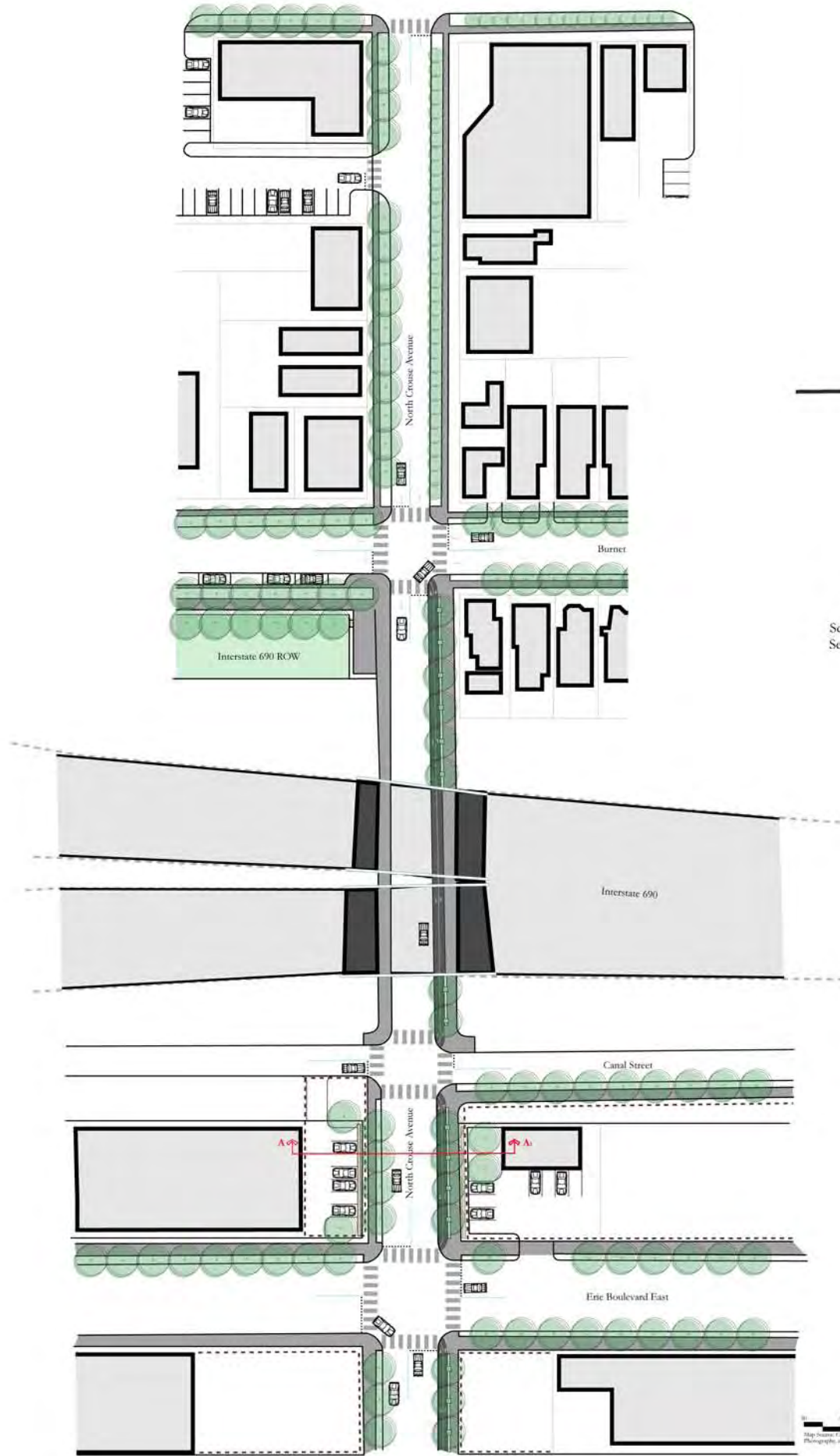
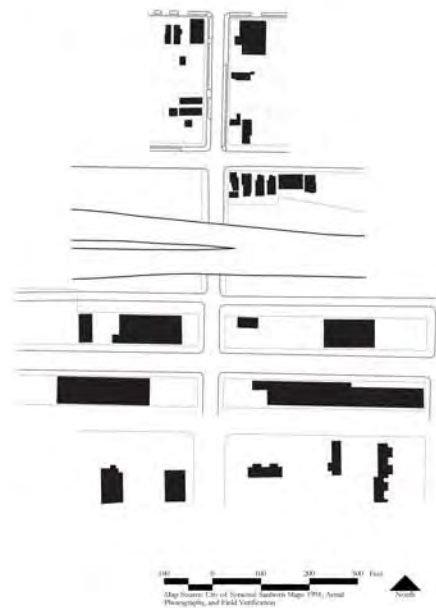
North Crouse Avenue visually and physically connects the Hawley-Green Neighborhood directly to the University Hill area, which includes Syracuse University, the State University of New York College of Environmental Science and Forestry, and the State University of New York Upstate Medical University.

The “gateway” point on this corridor is located at the Interstate 690 overpass. This is the point where pedestrians and motorists recognize their transition in to and out of the Hawley-Green Neighborhood.

Recommendations include:

- Reduce North Crouse Avenue to a two lane road from Erie Boulevard to Burnet Avenue
- Install granite paving at intersections and crosswalks to calm traffic and facilitate safe pedestrian and bicycle movement
- Install a dedicated bike path along North Crouse to Burnet Avenue ending at the Downtown connection, eventually to connect to a city-wide system
- Provide furnishings to support pedestrians, particularly seating, trash receptacles, and bike racks in key locations
- Provide way-finding features to guide visitors
- Create sculptural lighting effects with suspended stainless steel scrims draped between highway overpasses
- Provide effective screening and organize parking to create enclosure for the short term
- Reestablish permanent enclosure and definition along corridor by requiring a minimum “build to line” that brings building frontages to the street

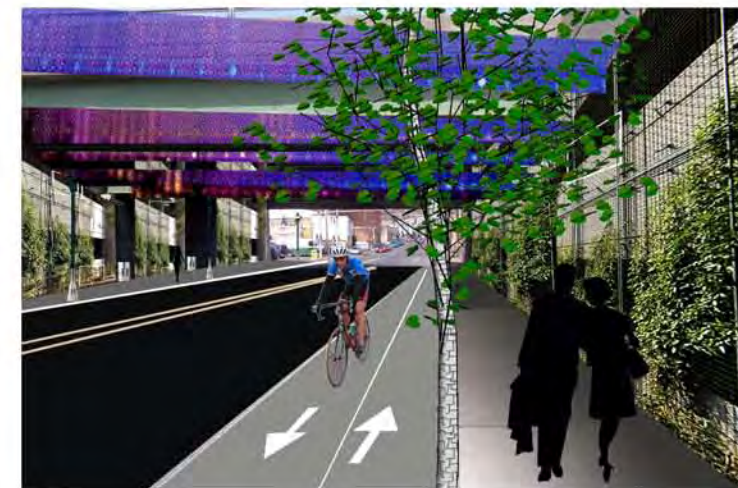
Mass Space Diagram



Scale: 1" = 10'  
Section A - A1: Looking north on North Crouse, with proposed build-to line.



Existing, underpass.



Proposed, stainless steel scrims, lighting and bike path in underpass.





## Conclusion

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## CONCLUSION

In the preface to their book *Changing Places: Rebuilding Community in the Age of Sprawl*, Richard Moe and Carter Wilkie tell us that “There are many, sometimes complex reasons behind the disintegration of our older communities and the building of new ones that too often don’t work.” But in the ensuing chapters, they provide example after example of people taking a stand to reverse this trend. They tell the stories of “communities being shaped at the grass roots, and therefore...uniquely American stories, filled with grit, determination, and optimism.” From those stories they offer that:

The “Field of Dreams” strategy of urban revitalization, “If you build it, they will come,” can attract suburbanites to a city for a few hours. When pursued at the expense of other priorities, however, it neglects the fact that the first thing suburbs acquired—before shopping centers, schools, and corporate office campuses—was residents. Residents came first, and the rest followed: commerce, new jobs, and a growing tax base. Neighborhood preservationists understand this instinctively. For them, the operative phrase has always been, “If you maintain it, they will stay.” Strong neighborhoods maintain themselves. Weaker ones demand intervention. Either way, preservation of a neighborhood preserves more than buildings. It preserves people in a place, a community. When people stay, they make a statement that a place is worth inhabiting. Others join in. A neighborhood regenerates itself, and a city is healthier for it.”

This *Hawley-Green Neighborhood Component of the City of Syracuse Comprehensive Plan* establishes a framework to guide the growth and development of this significant city district. It advocates using the neighborhood’s unique street network, rich architecture and plentiful open spaces to keep current and attract new residents and visitors. It calls for policies and programs to strengthen the eclectic mix of businesses in the neighborhood, yielding financial rewards not only for those enterprises, but also for the neighborhood and city at-large. It champions capturing the civic interest and community commitment of its diverse population to ensure neighborhood vibrancy.

Implementation of the *Hawley-Green Neighborhood Component* will guide how this neighborhood regenerates itself, and in the end this city will be the healthier for it.



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# Appendix

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**APPENDIX #1**

**Hawley-Green Street Historic District Boundary Increase National Register  
Nomination**



**United States Department of the Interior  
National Park Service**

**National Register of Historic Places  
Registration Form**

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in *How to Complete the National Register of Historic Places Registration Form* (National Register Bulletin 16A). Complete each item by marking "x" in the appropriate box or by entering the information requested. If an item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer, to complete all items.

**1. Name of Property**

historic name Hawley-Green Street Historic District Boundary Increase

other name/site number \_\_\_\_\_

**2. Location**

street & number Hawley, Green, Gertrude, Wayne, portions of Howard, Catherine, McBride, and Lodi  not for publication

city or town Syracuse vicinity \_\_\_\_\_

state New York code NY county Onondaga code 067 zip code 13203

**3. State/Federal Agency Certification**

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this  nomination  request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property  meets  does not meet the National Register criteria. I recommend that this property be considered significant  nationally  statewide  locally. (  See continuation sheet for additional comments.)

\_\_\_\_\_  
Signature of certifying official/Title Date  
New York State Office of Parks, Recreation and Historic Preservation  
State or Federal agency and bureau

In my opinion, the property  meets  does not meet the National Register criteria. (  See continuation sheet for additional comments.)

\_\_\_\_\_  
Signature of certifying official/Title Date  
\_\_\_\_\_  
State or Federal agency and bureau

**4. National Park Service Certification**

I hereby certify that the property is:

<input type="checkbox"/> entered in the National Register. <input type="checkbox"/> See continuation sheet. <input type="checkbox"/> determined eligible for the National Register <input type="checkbox"/> See continuation sheet. <input type="checkbox"/> determined not eligible for the National Register. <input type="checkbox"/> removed from the National Register. <input type="checkbox"/> other, (explain:) _____  _____	Signature of the Keeper  _____  _____  _____	Date of Action  _____  _____  _____
--	--	---

**5. Classification**

**Ownership of Property**  
(check as many boxes as apply)

- public-local
- private
- public-State
- public-Federal

**Category of Property**  
(check only one box)

- district
- building(s)
- site
- structure
- object

**Number of Resources within Property**  
(Do not include previously listed resources in the count.)

Contributing	Noncontributing	
39	1	buildings
		sites
		structures
		objects
39	1	Total

**Name of related multiple property listing**  
(Enter "N/A" if property is not part of a multiple property listing.)

Hawley-Green Street Historic District

**Number of contributing resources previously listed in the National Register**

50

**6. Function or Use**

**Historic Function**  
(Enter categories from instructions)

DOMESTIC: Private residences

COMMERCIAL: Retail

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**Current Function**  
(Enter categories from instructions)

DOMESTIC: Private residences

COMMERCIAL: Retail

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**7. Description**

**Architectural Classification**  
(Enter categories from instructions)

MID-19<sup>TH</sup> CENTURY to LATE 19<sup>TH</sup> CENTURY: National Folk,  
Italianate, Second Empire, Stick, Queen Anne, Folk Victorian

\_\_\_\_\_

**Materials**  
(Enter categories from instructions)

**foundation** stone, concrete, brick

**walls** wood, brick

\_\_\_\_\_

**roof** asphalt, other

**other**

\_\_\_\_\_

**Narrative Description**

(Describe the historic and current condition of the property on one or more continuation sheets.)

**8. Significance**

**Applicable National Register Criteria**

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- A** Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B** Property is associated with the lives of persons significant in our past.
- C** Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D** Property has yielded, or is likely to yield, information important in prehistory or history.

**Criteria Considerations**

(Mark "x" in all the boxes that apply.)

Property is:

- A** owned by a religious institution or used for religious purposes.
- B** removed from its original location.
- C** a birthplace or grave.
- D** a cemetery.
- E** a reconstructed building, object, or structure.
- F** a commemorative property.
- G** less than 50 years of age or achieved significance within the past 50 years.

**Narrative Statement of Significance**

(Explain the significance of the property on one or more continuation sheets.)

**9. Major Bibliographical References**

**Bibliography**

(Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets.)

**Previous documentation on file (NPS):**

- preliminary determination of individual listing (36 CFR 67) has been requested
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey # \_\_\_\_\_
- recorded by Historic American Engineering Record # \_\_\_\_\_

**Areas of Significance**

(enter categories from instructions)

ARCHITECTURE

LANDSCAPE ARCHITECTURE

**Period of Significance**

c.1840-1900

**Significant Dates**

**Significant Persons**

(Complete if Criterion B is marked above)

**Cultural Affiliation**

**Architect/Builder**

**Primary location of additional data:**

- State Historic Preservation Office
- Other State agency
- Federal agency
- Local government
- University
- Other Name of repository: \_\_\_\_\_

---

## 10. Geographical Data

---

### Acreeage of Property \_\_\_\_\_

#### UTM References

(Place additional boundaries of the property on a continuation sheet.)

1 18  
Zone Easting Northing

2 18  
Zone Easting Northing

3 18  
Zone Easting Northing

4 18  
Zone Easting Northing

See continuation sheet

### Verbal Boundary Description

(Describe the boundaries of the property on a continuation sheet.)

### Boundary Justification

(Explain why the boundaries were selected on a continuation sheet.)

---

## 11. Form Prepared By

---

name/title Karen Cowperthwaite  
organization SUNY-ESF date 5/7/07  
street & number 331 Marshall Hall, One Forestry Drive telephone 315-470-6552  
city or town Syracuse state NY zip code 13210

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### Additional Documentation

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Submit the following items with the completed form:

#### Continuation Sheets

#### Maps

- A **USGS map** (7.5 or 15 minute series) indicating the property's location.
- A **Sketch map** for historic districts and properties having large acreage or numerous resources.

#### Photographs

Representative black and white photographs of the property.

#### Additional items

(Check with the SHPO or FPO for any additional items)

---

### Property Owner

---

(Complete this item at the request of SHPO or FPO.)

name/title various  
street & number \_\_\_\_\_ telephone \_\_\_\_\_  
city or town \_\_\_\_\_ state \_\_\_\_\_ zip code \_\_\_\_\_

---

**Paperwork Reduction Act Statement:** This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 470 *et seq.*).

**Estimated Burden Statement:** Public reporting burden for this form is estimated to average 18.1 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; and the Office of Management and Budget, Paperwork Reductions Projects (1024-0018), Washington, DC 20503.

Hawley-Green Street Historic District  
Boundary Increase  
Syracuse, Onondaga County, New York

**NATIONAL REGISTER OF HISTORIC PLACES  
CONTINUATION SHEET**

Section number 7 Page 1

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**NARRATIVE DESCRIPTION**

The existing Hawley-Green Street Historic District is located in the near northside of the City of Syracuse, Onondaga County, in the Central New York State region. A National Register Historic District listed in 1979, it includes fifty structures along primarily residential streets. The northern boundary is the rear property lines of the residential lots on the north side of Green Street and the rear property lines of the north side of Hawley Avenue beyond which is a small residential street and then a number of early twentieth-century apartment buildings and modern office buildings. The eastern boundary is the western edge of Lodi Street with further residential streets to the east. The southern boundary is the rear property lines of the residential lots along the south side of Green Street with more mid-1800s residential properties further to the south. The southern boundary continues along the rear property lines of the south side of Hawley Avenue which meet the rear property lines of the commercial buildings lots along Burnet Avenue. The western boundary is the western property line of 206 Hawley Avenue and the eastern edge of North McBride Street. The Historic District is located on the southern downward slope of a broad hill where lies Saint Joseph's Hospital and southwest of a drumlin where Lincoln Park is located.

The boundary increase expands the existing nomination with thirty-nine properties for a total of eighty-nine properties, of which eighty-five are deemed contributing. The northern boundary expansion extends to the centerline of Wayne Street from the eastern property line of 212 Wayne Street and extends west to the western property line of 126 Wayne Street. The northern boundary expands again from the eastern property line of 100 Wayne Street and the eastern property lines of 304, 306, 308 and 310 Catherine Street and continues west to the western and southern property lines of the Elm Court Apartments on Catherine Street and south to the southern property line of 304 Catherine Street. The expanded historic district continues from the eastern property line of 129 Gertrude Street and extends along the northern property lines of 129 Gertrude Street west to the centerline of Howard Street and south the centerline of Hawley Avenue and east the eastern property line of 405 Hawley Avenue and continues east along the southern property line of 110 Gertrude to 134 Gertrude Street. It also expands from the eastern property line of 304 Howard Street north to the northern property line of 310 Howard Street and west to the western property line of 311 Howard Street and south to its southern property line.

The City of Syracuse straddles an east-west line that separates two physiographic regions: the Appalachian Foothills to the south and the Ontario Lake Plain to the north. The Hawley-Green Street Historic District and boundary increase is located in the Appalachian Foothills part of the city. The lowest parts of the neighborhood are along Burnet Avenue. The terrain rises very gently and evenly northward, with the highest point at the intersection of Lodi and James Streets.

On this gently sloping site, the rise seems almost imperceptible along the east-west streets. Burnet Avenue and Hawley Avenue are essentially flat. A rising slope is most noticeable when traveling along the longer and wider neighborhood edge streets such as northwest along Lodi Street and northeast along

Hawley-Green Street Historic District  
Boundary Increase  
Syracuse, Onondaga County, New York

**NATIONAL REGISTER OF HISTORIC PLACES  
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James Street. A rise also can be seen when traveling northeast along Green, Gertrude, and Wayne Streets and northwest along Howard, Catherine, North McBride, and North Townsend Streets. A slight rise can be seen at the western edge of the neighborhood where North State Street crosses Burnet and then James Street.

The residential homes are primarily along Hawley Avenue, Green, Gertrude, and Howard Streets along the gently rising sloped terrain of Green, Gertrude, and Howard Streets. Commercial and former industrial properties are mostly in the flatter areas of Burnet Avenue. Additional small businesses are located at intersections of North Crouse and Hawley, Green and Hawley, Catherine and Hawley, and at North State and James Streets. Early 20th-century apartment buildings, places of worship, and mid-century office buildings line both sides of James Street. The interior residential streets are mostly tree-lined with sidewalks, as is James Street. Parcels are narrow and long along residential streets and are larger in the commercial and office areas.

**Hawley-Green Street Historic District Boundary Increase  
Building List**

Property	Date	Description
303 Catherine Street	c. 1870	Elm Court Apartments. 3 story brick Second Empire townhouse. Simple Mansard roof. 1 story open wooden entry porch on the principle/east side elevation. Attached to brick Second Empire apartments.
305-321 Catherine Street	c. 1870	Lot with grade gently rising from south to north. Elm Court Apartments. 2 ½ story brick Second Empire apartment building. Vehicular access to rear parking area at north side. Modified Mansard roof. 3 1-story open wooden entry porches on the principle/east elevation.
306 Catherine Street	c. 1890	Level lot. 2 ½ story Italianate modified with addition of ½ story attic. Vehicular access at the south/front yard. Front-gabled roof. 1/3 width 1 story open wooden entry porch and 2/3 width bow front window on the principle/west elevation.
308 Catherine Street	c. 1870	Level lot. 2 story Folk Victorian. No vehicular access. Front-gabled. Full width 1 story open porch on the principle/west elevation.
310 Catherine Street	c. 1860	Level lot. 2 story Italianate. Vehicular access at the north/front yard. Front-gabled roof with boxed eaves. Full width 1 story enclosed porch on the principle/west elevation. Arched central window on second story. Main entry west elevation at north edge.
101 Gertrude	1873	Corner, level lot. 2 story Italianate. No vehicular access.

Hawley-Green Street Historic District  
Boundary Increase  
Syracuse, Onondaga County, New York

**NATIONAL REGISTER OF HISTORIC PLACES  
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Street		Double town house-style has wide, projecting cornice and low-pitched roof. Structure was built as the Henry Schaeffer General Store. 2 evenly-spaced main entries on principle/south elevation.
105 Gertrude Street	1852	Level lot. 2 story Italianate. Vehicular access at west/front yard. Single town house-style has wide, projecting cornice with brackets and low pitched roof. Full width 1 story open porch on the principle/south elevation. Main entry on south elevation at east edge.
107 Gertrude Street	c. 1870	Level lot. 2 story Folk Victorian. Vehicular access at west/front yard. Front gabled roof. 1 1/3 width 1 story enclosed front porch on the principle/south elevation with main entry on the west edge.
109 Gertrude Street	c. 1860	Level lot. 2 1/2 story Italianate with bracketed cornice modified with addition of 1/2 story attic. Vehicular access at the principle/west yard. Front-gabled roof. Full width 1 story porch with main entry on the east edge.
110 Gertrude Street	c. 1850	Level lot. 2 story National Folk. Vehicular access at the east/front yard. Front gabled roof. Main entry on principle/north elevation with shallow projecting porch with gable roof. 2 car flat-roofed garage at east edge/front yard is non-contributing.
111 Gertrude Street	c. 1870	Level lot. 1 1/2 story Folk Victorian. Vehicular access at the east/front yard. Front gabled roof. Full width 1 story porch with main entry at the east edge.
113 Gertrude Street	c. 1850	Level lot. 2 story National Folk. Vehicular access at the west/front yard. Front gabled roof. Full width 1 story open porch with main entry on the principle/south elevation at the west edge.
116 Gertrude Street	c. 1870	Level lot. 2 story Italianate. Vehicular access to the east/front yard. Simple hipped roof with bracketed cornice. Main entry on principle/north elevation with small, shallow, half-hipped projecting entry porch.
117 Gertrude Street	c. 1849	Level lot. 2 story Italianate. Vehicular access at the west/front yard. Front gabled roof with boxed eaves. Main entry on principle/south elevation with open west-wrapping porch.
118 Gertrude Street	c. 1850	Level lot. 2 story National Folk. Vehicular access at the west/front yard. Front gabled roof. Full width 1 story open porch. Main entry on the west elevation.
121 Gertrude Street	c. 1860	Level lot. 2 story Italianate. Vehicular access at the east/front yard. Flat roof with wide bracketed cornice. Main entry on the principle/south elevation with full width 1 story open porch.

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122 Gertrude Street	c. 1850	Level lot. 2 story National Folk. Vehicular access at the east/front yard. Front gabled roof. Full width 1 story enclosed porch with main entry on the principle/north elevation at the west edge.
123 Gertrude Street	c. 1850	Level lot. 2 story Italianate. Vehicular access at the east/front yard. Front gabled roof with boxed eaves. Full width 1 story open porch with main entry on the principle/south elevation at the west edge.
124 Gertrude Street	c. 1860	Level lot. 2 story Italianate with modified addition of partial front gabled roof. Vehicular access at the west/front yard. 1/3 width 1 story shallow, open porch with front gabled roof and main entry on the principle/north elevation at the east edge.
125 Gertrude Street	c. 1860	Level lot. 2 story Italianate. Vehicular access at the west/front yard. Front gabled with boxed eaves. Full width 1 story open porch with main entry on the principle/south elevation at the west edge.
126 Gertrude Street	c. 1860	Level lot. 2 ½ story Italianate modified with addition of ½ story attic. Vehicular access at the east/front yard. Front-gabled roof. 1/3 width 1 story open wooden entry porch and 2/3 width bow front 2-story window on the principle/north elevation.
127 Gertrude Street	c. 1860	Level lot. 2 ½ story Italianate modified with addition of ½ story attic. Vehicular access at the west/front yard. Front-gabled roof. 1/3 width 2 story open wooden entry porch and 2/3 width bow front windows on the principle/north elevation.
128 Gertrude Street	c. 1870	Level lot. 2 story Folk Victorian. Vehicular access at the east/front yard. Front gabled roof with side dormers. Full width 1 story open wooden porch with main entry at the west edge of the north elevation. Vehicle garage at the southern property edge.
129 Gertrude Street	c. 1860	Level double lot. 2 story brick Italianate. Vehicular access at the west/front yard. Simple hipped roof with bracketed cornice. Windows with hooded crowns. Side porch at west elevation. Main entry at principle/south elevation at west edge.
130 Gertrude Street	c. 1850	Level lot. 2 story National Folk. Vehicular access at east/front yard shared with 132 Gertrude. Front gabled roof. Full width 1 story enclosed porch with main entry at the west edge of the principle/north elevation.
132 Gertrude Street	c. 1850	Level lot. 2 story National Folk. Vehicular access at west/front yard shared with 130 Gertrude. Front gabled roof. Full width 1 story enclosed porch with main entry at the west edge of the principle/north elevation.



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133 Gertrude Street	c. 1870	Level lot. 2 story Folk Victorian. Vehicular access at west/front yard. Front gabled roof. Full width 1 story enclosed front porch with main entry at the west edge of the principle/south elevation. Vehicle garage at the northern property edge.
134 Gertrude Street	c. 1870	Level lot. 2 story Folk Victorian. Vehicular access at the east/front yard. Front gabled roof. Full width 1 story open porch with main entry at the west edge of the principle/north elevation. Vehicle garage at the southern property edge.
401-403 Hawley Avenue	c. 1850	Triangular corner, level lot. 2 story brick Italianate. Flat roofed. Cornice with bracket and dentils. Structure is the oldest commercial building in the district. Known first of Healy's Store and later as a Babian's Market.
405 Hawley Avenue	Mid-1880s	Level lot. 2 ½ story Queen Anne. Cross-gabled roof. Small hipped 1 story entry porch with spindlework with main entry at principle/south elevation. Small second sleeping porch with spindlework at south elevation.
304 Howard Street	1851	Level lot. 2 story National Folk of gable-front-and-wing style. Cross gabled roof. Partial 1 story wooden open porch with main entry in the ell at the principle/west elevation.
308 Howard Street	2007	Non-contributing two-story infill residence
310 Howard Street	c. 1850	Level lot. 2 story National Folk. Vehicle access at the north/front yard. Front gabled roof. Enclosed 1 story entry porch at the principle/west elevation with the main entry at the south edge. 1 story vehicle garage at the north property edge.
311 Howard Street	c. 1850	Lot slopes slightly south. 2 story National Folk. Vehicle access at the north/front yard. Side gabled roof hipped dormers. Full width 1 story open porch with centered main entry at the principle/east elevation.
418 Howard Street	c. 1870	Level lot. 3 story Italianate modified with the addition of the third story. Vehicle access at the east/back yard. Front gabled roof. Full width 1 story open porch with main entry at the southern edge of the principle/west elevation.
126 Wayne Street	c. 1860	Level lot. 2 story Stick. Vehicle access at the east/front yard shared with 128 Wayne. Front gabled roof. Full width 1 story open porch with main entry at the east edge of the principle/north elevation. Vehicle garage at the southern edge of the property.
128 Wayne Street	c. 1870	Level lot. 2 story Stick. Vehicle access at the west/front yard shared with 126 Wayne. Front gabled roof. Full width 1 story open porch with main entrance at the west edge of the

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		principle/north elevation.
210 Wayne Street	1883	Lot slopes slightly to the south. 2 ½ story Queen Anne. Hipped roof with cross gables. Vehicle access at the west/front yard. Full width 1 story enclosed porch with the main entry at the principle/northern elevation.
212 Wayne Street	c. 1880	Lot slopes slightly to the south. 2 ½ story Queen Anne. Vehicle entrance at the west/front yard. Front gabled. Small entry porch with front gabled roof with main entrance at the east edge of the principle/north elevation. Vehicle garage at the southern property line.

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Boundary Increase  
Syracuse, Onondaga County, New York

**NATIONAL REGISTER OF HISTORIC PLACES  
CONTINUATION SHEET**

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**STATEMENT OF SIGNIFICANCE**

The Hawley-Green Street Historic District, including its boundary increase, is significant under Criterion A for its association with the early settlement and development of the City of Syracuse. It also is significant under Criterion C for its blend of architectural styles that date from the early nineteenth century to the early twentieth century, which as a whole create a cohesive neighborhood.

After the close of the American Revolution, the tribes of the Iroquois Confederacy relinquished their lands east of the Genesee River (where present-day Rochester is located), and were moved to nearby reservations or out of New York State entirely. In 1791, 1.5 million acres in the center of the state surrounding the Finger Lakes were divided into parcels of 600 acres for distributed to Revolutionary War veterans. Most of the original towns of what was known as the Military Tract, each of which contained one hundred 600-acre parcels, were named for figures from Ancient Greece and Rome. The area where present-day Syracuse is situated, however, was originally the Onondaga Reservation which was not included in the Military Tract. The reservation was crossed by a major east-west road, later incorporated into the Seneca Turnpike, and a major north-south road, now Salina Street. The lands of the Onondaga were made smaller through the years and presently the Onondaga Nation Territory exists south of Syracuse.

At the salt flats at the south end of Onondaga Lake, a small village called Salina grew in the opening years of the nineteenth century. With the completion of the Erie Canal in 1825, however, Syracuse, a small settlement through which the canal passed well south of the lake, outpaced Salina in growth and in 1830 was named the seat of Onondaga County. Within a few years, the village of Syracuse annexed Salina and was incorporated as a city in 1848. Syracuse also became one of the major stops along the New York Central Railroad, which by 1853, connected Albany to the east with Buffalo to the west and merged with the Hudson River Railroad, connecting Albany to New York City. Both the canal and the railroad fostered unprecedented growth in Syracuse, which became home to industries as diverse as salt mining and all types of manufacturing. The city also became the regional hub for the large agricultural area that surrounded it.

One of the oldest settled areas in Syracuse, the Hawley-Green neighborhood grew eastward from the original 1824 "Walton Tract" (now downtown Syracuse) owned by the Syracuse Land Company which was formed by Moses Dewitt Burnet and his partners William James, Isaiah Townsend, James McBride, and Gideon Hawley. By 1826, Lodi Street named for the Indian path meaning the "upper trail," which avoided the swampy salt flats and the current downtown, was opened as a wide road by Captain Oliver Teall and his associates. Lodi Street connected the prospering villages of Salina to the northwest and Lodi to the southeast. By the 1840s, Lodi Street, Burnet Avenue, and James Street enclosed a coherent neighborhood that grew from the burgeoning industries of the salt evaporators and the Erie Canal just south of Burnet Avenue. In the 1850s, the neighborhood continued to expand with the arrival of the railroad and quickly developed a blend of residential and commercial development. It became home to a mosaic of people from different economic classes,

Hawley-Green Street Historic District  
Boundary Increase  
Syracuse, Onondaga County, New York

**NATIONAL REGISTER OF HISTORIC PLACES  
CONTINUATION SHEET**

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ethnic heritages, and talents and skills from bankers and lawyers to shopkeepers and manufacturers to artisans and laborers because of its accessibility to the canal and railroad and the rapidly increasing downtown hub.

The first wave of settlers to the neighborhood was Irish and German immigrants in the early 1850s. Typical early houses were built of modest frame construction or brick. The popular Italianate style is widely evident as well as National Folk and Folk Victorian styles. During these early years, the neighborhood was changing rapidly and residents changed their houses frequently every one to two years. The next wave included increasingly affluent residents, who built houses in the Second Empire and Queen Anne styles in the 1870s and 1880s. These houses are mostly concentrated north of Green Street yet a number are dispersed throughout the neighborhood helping to define its eclectic mix of architectural styles. The thriving neighborhood supported schools, places of worship, and many small shops. The area continued to expand and the construction of the trolley lines along Hawley Avenue to Green Street and east along Green to Lodi and then north helped increase land values in the later part of the nineteenth century. Speculators built a range of apartment buildings from luxurious to more modest which added to the architectural and economic mix of the neighborhood.

The early to mid-twentieth century brought economic changes. Although some of the smaller residences survived as single-family houses, the larger ones suffered due to the high cost of upkeep. Many became apartment buildings or were left vacant and the neighborhood went into decline. Some houses acquired changes such as enclosed front porches or new entrances, rear additions and garages. In the early 1970s, there was a renewed interest in the area when the Preservation Association of Central New York (formerly the Landmarks Association of Central New York) became fascinated by the "Beadle Houses" a row of brick Italianates on the south side of Hawley Avenue. This initial effort initiated the rehabilitation of many of the historic houses for single-family occupancy or adaptive reuse in the neighborhood. Currently, there are renewed efforts in revitalizing the neighborhood and its abundance of older residential building stock.

The significance of individual buildings is listed in the narrative description.

Hawley-Green Street Historic District  
Boundary Increase  
Syracuse, Onondaga County, New York

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CONTINUATION SHEET**

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Hawley-Green Street Historic District  
Boundary Increase  
Syracuse, Onondaga County, New York

**NATIONAL REGISTER OF HISTORIC PLACES  
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**VERBAL BOUNDARY DESCRIPTION**

The property boundary is outlined on the attached map.

**BOUNDARY JUSTIFICATION**

The boundary for the proposed district increase includes the historic properties.

Hawley-Green Street Historic District  
Boundary Increase  
Syracuse, Onondaga County, New York

**NATIONAL REGISTER OF HISTORIC PLACES  
CONTINUATION SHEET**

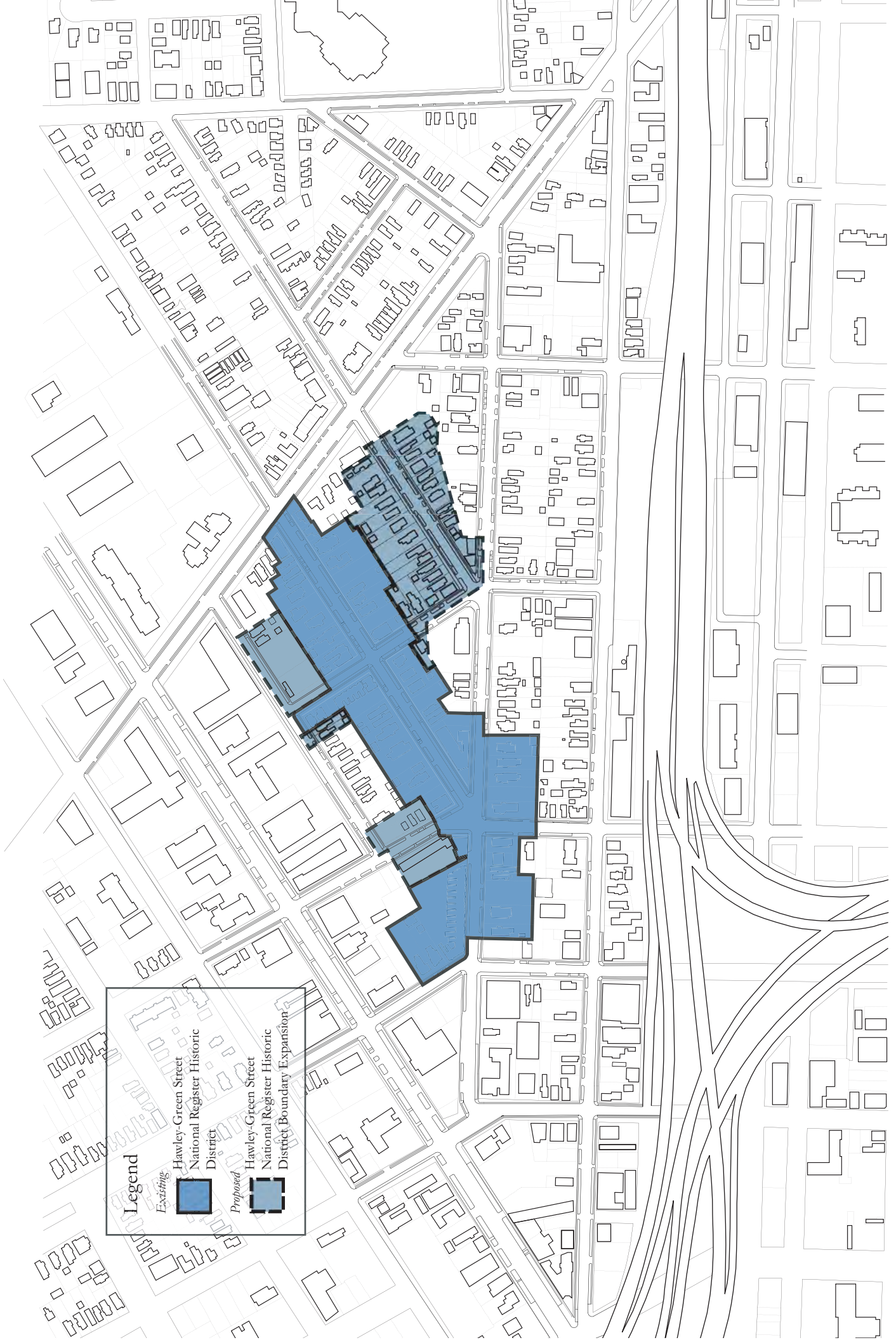
Section number 11 Page 1

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Draft prepared by:

Karen Cowperthwaite  
SUNY-ESF  
331 Marshall Hall  
One Forestry Drive  
Syracuse, NY 13201

315-470-6552



**Legend**

*Existing*

Hawley-Green Street  
National Register Historic  
District

*Proposed*

Hawley-Green Street  
National Register Historic  
District Boundary Expansion

# Hawley-Green Street Historic District Boundary Increase

Syracuse, Onondaga County, New York

400 0 400 600 800 Feet

Map Source: City of Syracuse Sanborn Maps 1991, Aerial  
Photography, and Field Verification

North



**APPENDIX #1**

**Snowdon Apartments National Register Nomination**

**United States Department of the Interior  
National Park Service**

**National Register of Historic Places  
Registration Form**

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in *How to Complete the National Register of Historic Places Registration Form* (National Register Bulletin 16A). Complete each item by marking "x" in the appropriate box or by entering the information requested. If an item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer, to complete all items.

**1. Name of Property**

historic name Snowdon Apartments

other name/site number \_\_\_\_\_

**2. Location**

street & number 400 James Street  not for publication

city or town Syracuse vicinity \_\_\_\_\_

state New York code NY county Onondaga code 067 zip code 13203

**3. State/Federal Agency Certification**

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this  nomination  request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property  meets  does not meet the National Register criteria. I recommend that this property be considered significant  nationally  statewide  locally. (  See continuation sheet for additional comments.)

\_\_\_\_\_  
Signature of certifying official/Title Date

New York State Office of Parks, Recreation and Historic Preservation  
State or Federal agency and bureau

In my opinion, the property  meets  does not meet the National Register criteria. (  See continuation sheet for additional comments.)

\_\_\_\_\_  
Signature of certifying official/Title Date

\_\_\_\_\_  
State or Federal agency and bureau

**4. National Park Service Certification**

I hereby certify that the property is:

entered in the National Register.

See continuation sheet.

determined eligible for the National Register

See continuation sheet.

determined not eligible for the National Register.

removed from the National Register.

other, (explain:) \_\_\_\_\_

Signature of the Keeper

Date of Action

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Snowdon Apartments  
Name of Property

Syracuse, Onondaga County, New York  
County and State

**5. Classification**

**Ownership of Property**  
(check as many boxes as apply)

**Category of Property**  
(check only one box)

**Number of Resources within Property**  
(Do not include previously listed resources in the count.)

- public-local
- private
- public-State
- public-Federal

- district
- building(s)
- site
- structure
- object

Contributing	Noncontributing	
1		buildings
		sites
		structures
		objects
1		Total

**Name of related multiple property listing**  
(Enter "N/A" if property is not part of a multiple property listing.)

**Number of contributing resources previously listed in the National Register**

\_\_\_\_\_

\_\_\_\_\_

**6. Function or Use**

**Historic Function**  
(Enter categories from instructions)

**Current Function**  
(Enter categories from instructions)

DOMESTIC: Apartments  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

DOMESTIC: Apartments  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**7. Description**

**Architectural Classification**  
(Enter categories from instructions)

**Materials**  
(Enter categories from instructions)

MID-19<sup>TH</sup> CENTURY: Georgian Revival  
\_\_\_\_\_  
\_\_\_\_\_

**foundation**      stone  
**walls**              brick  
\_\_\_\_\_  
**roof** \_\_\_\_\_  
**other**                metal  
\_\_\_\_\_

**Narrative Description**

(Describe the historic and current condition of the property on one or more continuation sheets.)

**8. Significance**

**Applicable National Register Criteria**

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- A** Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B** Property is associated with the lives of persons significant in our past.
- C** Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D** Property has yielded, or is likely to yield, information important in prehistory or history.

**Criteria Considerations**

(Mark "x" in all the boxes that apply.)

Property is:

- A** owned by a religious institution or used for religious purposes.
- B** removed from its original location.
- C** a birthplace or grave.
- D** a cemetery.
- E** a reconstructed building, object, or structure.
- F** a commemorative property.
- G** less than 50 years of age or achieved significance within the past 50 years.

**Narrative Statement of Significance**

(Explain the significance of the property on one or more continuation sheets.)

**Areas of Significance**

(enter categories from instructions)

ARCHITECTURE

**Period of Significance**

c.1902

**Significant Dates**

**Significant Persons**

(Complete if Criterion B is marked above)

Archimedes Russell

**Cultural Affiliation**

**Architect/Builder**

Archimedes Russell

**9. Major Bibliographical References**

**Bibliography**

(Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets.)

**Previous documentation on file (NPS):**

- preliminary determination of individual listing (36 CFR 67) has been requested
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey # \_\_\_\_\_
- recorded by Historic American Engineering Record # \_\_\_\_\_

**Primary location of additional data:**

- State Historic Preservation Office
- Other State agency
- Federal agency
- Local government
- University
- Other Name of repository: \_\_\_\_\_

Snowdon Apartments  
Name of Property

Syracuse, Onondaga County, New York  
County and State

---

## 10. Geographical Data

---

**Acreage of Property** \_\_\_\_\_

**UTM References**

(Place additional boundaries of the property on a continuation sheet.)

1 18  
Zone Easting Northing

2 18  
Zone Easting Northing

3 18  
Zone Easting Northing

4 18  
Zone Easting Northing

See continuation sheet

**Verbal Boundary Description**

(Describe the boundaries of the property on a continuation sheet.)

**Boundary Justification**

(Explain why the boundaries were selected on a continuation sheet.)

---

## 11. Form Prepared By

---

name/title Aaron Pastore  
organization SUNY-ESF date 5/7/07  
street & number 331 Marshall Hall, One Forestry Drive telephone 315-470-6552  
city or town Syracuse state NY zip code 13210

---

### Additional Documentation

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Submit the following items with the completed form:

**Continuation Sheets**

**Maps**

- A **USGS map** (7.5 or 15 minute series) indicating the property's location.
- A **Sketch map** for historic districts and properties having large acreage or numerous resources.

**Photographs**

Representative black and white photographs of the property.

**Additional items**

(Check with the SHPO or FPO for any additional items)

---

### Property Owner

---

(Complete this item at the request of SHPO or FPO.)

name/title \_\_\_\_\_  
street & number \_\_\_\_\_ telephone \_\_\_\_\_  
city or town \_\_\_\_\_ state \_\_\_\_\_ zip code \_\_\_\_\_

---

**Paperwork Reduction Act Statement:** This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 470 *et seq.*).

**Estimated Burden Statement:** Public reporting burden for this form is estimated to average 18.1 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; and the Office of Management and Budget, Paperwork Reductions Projects (1024-0018), Washington, DC 20503.

Snowdon Apartments  
Syracuse, Onondaga County, New York

**NATIONAL REGISTER OF HISTORIC PLACES  
CONTINUATION SHEET**

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**NARRATIVE DESCRIPTION**

The Snowdon Apartment Building is a six-story Georgian Revival style building constructed in 1901 and designed by Archimedes Russell, one of Central New York's most prolific architects. The building conforms to a wedge-shaped lot at the intersection of James Street, North State Street and Burnet Avenue, just northeast of the Syracuse Central Business District. The building's main elevation faces west toward downtown – a view now partially blocked by the elevated Interstates 81 & 690. Historically, this was a prominent site, marking the transition from urban density of downtown Syracuse to the suburban scale of James Street, the city's most luxurious residential corridor. At its height, the elegant Snowdon Apartments were one of Syracuse's most desirable addresses.

This six-story apartment building consists of two main wings with a courtyard between them. It is wedge shaped in plan to conform to the lot, and is constructed of red brick and Onondaga limestone. The main entrance faces North State Street at the intersection of the two wings, and is highlighted by a grand staircase and two semi-circular porticos with paired columns of the composite order. The building has a raised basement of rusticated stone, and a rusticated brick first story. Stone stringcourses encircle the building at the second and fourth floor levels, and a classical medallioned cornice appears at the sixth floor level. Window openings are rectangular, except for the sixth story windows which are round-arched. Windows have cast stone keystones and lintels, and both first and sixth story windows have alternating brick and stone voissures. Walls facing the street are embellished by five-story vertical bays with embossed copper sheeting. A stone balustrade enhances the roofline.

Inside, the building was originally designed to contain 29 apartments, but was renovated into 171 units in the 1970s. Occupied by transient hotel residents during the 1960s and 1970s, it fell victim to inner-city decline and was reputed to be Syracuse's highest crime address. A fire destroyed much of the south wing; renovated, the building is again used as an apartment house. The building is currently owned by the Phelps Corporation.

Snowdon Apartments  
Onondaga County, New York

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**STATEMENT OF SIGNIFICANCE**

The Snowdon Apartments, located at 400 James Street, in the Hawley-Green neighborhood, is significant under Criterion C as one of the most important apartment buildings remaining from the 20<sup>th</sup> century. Its architect, Archimedes Russell (1840-1915), was of the city's most prolific architects of the period, and the Snowdon Apartments is his only remaining example of premier luxury apartment dwellings still standing.

After the close of the American Revolution, the tribes of the Iroquois Confederacy relinquished their lands east of the Genesee River (where present-day Rochester is located), and were moved to nearby reservations or out of New York State entirely. In 1791, 1.5 million acres in the center of the state surrounding the Finger Lakes were divided into parcels of 600 acres for distribution to Revolutionary War veterans. Most of the original towns of what was known as the Military Tract, each of which contained one hundred 600-acre parcels, were named for figures from Ancient Greece and Rome. The area where present-day Syracuse is situated; however, was originally the Onondaga Reservation which was not included in the Military Tract. The reservation was crossed by a major east-west road, later incorporated into the Seneca Turnpike, and a major north-south road, now Salina Street. The lands of the Onondaga were made smaller through the years and presently the Onondaga Nation Territory exists south of Syracuse.

At the salt flats at the south end of Onondaga Lake, a small village called Salina grew in the opening years of the nineteenth century. With the completion of the Erie Canal in 1825, however, Syracuse, a small settlement through which the canal passed well south of the lake, outpaced Salina in growth and in 1830 was named the seat of Onondaga County. Within a few years, the village of Syracuse annexed Salina and was incorporated as a city in 1848. Syracuse also became one of the major stops along the New York Central Railroad, which by 1853, connected Albany to the east with Buffalo to the west and merged with the Hudson River Railroad, connecting Albany to New York City. Both the canal and the railroad fostered unprecedented growth in Syracuse, which became home to industries as diverse as salt mining and all types of manufacturing. The city also became the regional hub for the large agricultural area that surrounded it.

From the mid-19<sup>th</sup> through the early 20<sup>th</sup> century, James Street was the wealthiest street in Syracuse. Once lined with mansions and street trees, its residents included titans of industry and commerce and even a mayor or two. At the turn of the twentieth century, through the 1920s, James Street began a transition from the mansion era of the mid-1800s to the advent of luxury apartment buildings. Some of the more notable buildings found along the 500, 600, and 700, blocks that still exist today include the Saint John the Evangelist Church (1853) and its Archimedes Russell designed rectory (1874), the Century Club (1842) former home of Moses DeWitt Burnet, the Horatio Nelson White designed Syracuse Home (1869), the former trolley barn (1912) that became the Carpenter's Union Hall in 1947, the Archimedes Russell designed mission style First Lutheran Church (1910-11), the Snowdon apartments and the early luxury apartment buildings along James Street such as the R. A. McHale designed, The James (1920) at 600 James, the Charles E. Colton designed

Snowdon Apartments  
Onondaga County, New York

**NATIONAL REGISTER OF HISTORIC PLACES  
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Leavenworth Apartments (1912) at 615 James, the Kasson Apartments (1898) at 622 James, and the Albert L. Brockway designed Courtyard Apartments (formerly Schopfer Court) (1917) at 708 James.

The Snowdon Apartment Building is significant as a distinctive example of the eclectic architecture of Archimedes Russell, a regionally prominent architect in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. Commissioned in 1894 for Walter Snowdon Smith, the building was considered the most luxurious apartment building in Syracuse. During the 20<sup>th</sup> century it suffered a gradual decline in condition. This is the only apartment building designed by Russell which survives today out of several which were built. The Snowdon is also one of a dwindling number of large historic apartment buildings which remain in the city. In the late 19<sup>th</sup> and early 20<sup>th</sup> centuries many such buildings and boarding houses could be found in downtown or, like the Snowdon, on the periphery of downtown. It is representative of the times throughout American cities when it was fashionable to live in spacious apartments near the amenities and professional work of a city center.

Archimedes Russell was one of Central New York's most prolific architects, with nearly 800 commissions to his name during a career that lasted more than forty years, from 1868 to 1914. He designed practically every type of structure, in practically every style known to his day. Among his more prominent buildings in Syracuse are the Onondaga County Courthouse (Montgomery St., 1906), Third National Bank (101 James St., 1886), Central High School (700 S. Warren St., 1903), and Crouse College (Syracuse University, 1889). He leaves perhaps the greatest legacy of any local architect – churches, schools, residences, and commercial buildings that endure as focal points in the city landscape.



Snowdon Apartments  
Syracuse, Onondaga County, New York

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Snowdon Apartments  
Syracuse, Onondaga County, New York

**NATIONAL REGISTER OF HISTORIC PLACES  
CONTINUATION SHEET**

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**VERBAL BOUNDARY DESCRIPTION**

The property boundary is outlined on the attached map.

**BOUNDARY JUSTIFICATION**

The nominated property includes the boundary of the Snowdon property.

Snowdon Apartments  
Syracuse, Onondaga County, New York

**NATIONAL REGISTER OF HISTORIC PLACES  
CONTINUATION SHEET**

Section number 11 Page 1

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Draft prepared by:

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# Snowdon Apartments

Syracuse, Onondaga County, New York

200 0 200 400 600 Feet

Map Source: City of Syracuse Sanborn Maps 1991, Aerial  
Photography, and Field Verification



North

## APPENDIX #3

### City of Syracuse Municipal Tree Ordinance

Note: the following ordinance information contains excerpts from the Syracuse- Chapter Ordinance and local law pertaining to the management of municipal trees. For a complete listing of city ordinances, contact the city of Syracuse Bureau of Research.

#### CHAPTER 15. Department of Public Works

Section 5-1501, functions.

The department of public works, headed by the commissioner of public works shall:

(36) Perform for the department of parks, recreation and youth programs maintenance of recreational facilities, equipment and other recreational property of the city including, but not limited to, the City parks and care for the shade trees of the City.

Street tree shall be defined as any tree in or on a City street right of way including those trees on public right of way land between a sidewalk and the adjacent property line.

Sec. 22-4. Planting of trees; permit.

1. No person shall plant in a City street right of way or public space without a written permit from the commissioner of public works, and the conditions contained in said permit must not be violated. Trees other than those specified in said permit must not be planted.
2. Any tree planted in or on a City street right of way of public place will be

considered a permanent fixture and will become the property of the City of Syracuse.

3. The department of public works is authorized to plant trees on City street rights of way and public places.

Sec. 22-5. Maintenance and removal of trees; permit .

1. No person shall cut down any tree in or on City Right of way or public place, or cut any branch or limb therefore, or otherwise disrupt or degrade tree form or health, without a written permit from the commissioner of public works.
2. The department of parks and recreation is responsible for maintaining street trees so as to not obstruct or interfere with normal pedestrian or vehicular traffic.
3. The department of parks and recreation is authorized to remove, trim, or maintain any tree in or on the City street right of way or public space.

Sec. 22-6. Trimming for overhead utility line clearance permit.

1. No public service corporation or agent thereof shall trim trees in or on City street right of way or public places for overhead utility line clearance without a written permit from the commissioner of parks and recreation. All conditions contained in said permit must not be violated.
2. All employees or agents of any public service corporation operating under permit to trim trees for overhead utility line clearance must, upon request of any resident, give their full name, by whom they are employed and for which public service

corporation such work is being done.

Sec. 22-7. Cutting of tree roots, permit.

1. No person shall cut, sever, remove or otherwise injure any tree root larger than five inches in diameter under the canopy or crown of any tree in or on any street right of way or other public place without a permit from the commissioner of parks and recreation. A permit shall be applied for in advance of any construction work involving probable damage to tree roots.
2. Tree roots larger than five inches in diameter may be removed without a permit only during work done when necessary to alleviate an emergency situation. The commissioner of parks and recreation must be notified within two weeks following an emergency work where tree roots larger than five inches were cut.
3. Any person who cuts tree roots larger than five inches in diameter without a permit, or any person who fails to notify the commissioner of parks and recreation following root cutting during work done when necessary to alleviate an emergency situation shall be liable for any damage that results from a tree uprooting due to structural instability as a result of the tree root being cut.

Sec. 22-8. Damage to trees.

1. No person shall injure, mutilate, deface or intentionally vandalize any tree in a city street right of way or public place.
2. Suitable guards shall be placed around all nearby trees in or on any street right of way or public place so as to prevent breaking, debarking, or injury to any part of the tree or its construction for

paving, grading, building construction, or curbing, sidewalk and utility line installation.

3. No person shall allow any toxic chemical to seep, drain, or be emptied on or around any tree.
4. No person shall affix, attach, post or hang any sign, poster, banner or advertisement in any form to any tree in or on a City street right of way or public place.
5. In the event of any damage to a tree growing in or on any city street right of way or public place, a report of such damage shall be made to the commissioner of parks and recreation. Repair, removal or replanting necessitated by such damage shall be done by the department of parks and recreation, and the City of Syracuse may collect the expense of such repair, removal, or replanting from the person or persons responsible for the damage.

Sec. 22-9 paving around trees restricted.

1. No person shall place concrete, asphalt, blacktop or any substance impervious to air or water, excluding paving for driveways and sidewalks, over the root system of any street tree.

Sec. 22-10 Tree Removal or tree trimming on private property.

1. The commissioner of parks and recreation shall have the authority to notify in writing the owner of any property containing any hazardous or diseased trees which require trimming or removal when such trees constitute a hazard to life, property or public safety or when such trees are

host to insect pests or disease which constitute a threat to other trees within the City of Syracuse.

2. In the event of failure of any property owner to trim or remove a hazardous or diseased tree after such time as designated in the notification, the commissioner of parks and recreation shall have the authority to cause the trimming or removal of said tree and the expense incurred shall be assessed against the property owner's tax notice.

Sec, 22-11 Penalties.

Any person adjudged to have violated the provisions of sections. Herein shall be guilty of a violation which shall be punishable by imprisonment which shall not exceed fifteen days or shall be liable to pay a fine not to exceed one hundred and fifty dollars or both.

## APPENDIX #4

### Installation and Maintenance Standards for Street Trees

#### Specifications for individual trees

Site and species selection:

1. Open planting sites in areas with little to no shade shall be given priority over shaded streets.
2. Large trees maturing at a height more than 30 feet tall should be planted in all sites unless there are overhead constraints, such as primary electric lines. Where there are concerns for overhead obstructions, trees maturing at the height of 30 feet or less should be planted.
3. All property owners should be given notification of planned plantings so there is ample time for reaction.
4. If a property owner does not want a tree in front of their property, an effort should be made to change his or her mind if the site is a high priority spot. However, if this fails, the tree should not be planted and the site revisited at a later date.
5. Planting sites should be evaluated for restricted rooting space, soil texture, soil pH, drainage, road salt, exposure; building setback/overhead wires/surrounding building surfaces.
6. Entrances and main thoroughfares should be planted in such a way as to create visual symmetry among trees.
7. Species should not be over planted. No one species should take up more than 10 percent of the total population.
8. Species should be used that:

- a. Are tolerant of site conditions.
- b. Have few management problems.
- c. Meet functional and aesthetic needs.

Tree Selection:

The following characteristics shall be considered when selecting nursery stock:

1. Trunk and branch characteristics
  - a. Buy plants that have a form typical of the species.
  - b. Shoots should show good vigor and growth.
  - c. Branches should be well spaced and have good branch attachment. Avoid narrow branch attachments that may be disease and pest prone areas.
  - d. Crowns should be reasonably free of wounds and or evidence of insect damage and or disease.
  - e. Avoid top-heavy trees that have been severely headed back.
  - f. Trunks should be straight, free from wounds or disease, and show trunk flare and proper trunk taper.
2. Foliage characteristics:
  - a. Foliage should have good color, with no sign of insect pests and or disease.
  - b. There should be an adequate number and size of leaves.
  - c. Avoid trees with leaf margins that are scorched.
3. Root ball characteristics:
  - a. All trees should have an adequate-size root ball as specified by the American Standard for Nursery Stock.



- b. Roots should have a good connection with the shoots.
- c. Ball and burlap root balls should be covered with natural burlap. (Burlap shall be removed upon installation)
- d. Container plants should not be pot bound.
- e. Avoid plants with weedy root balls.

Planting/ Installation:

1. Dig the planting hole 2 to 3 times the diameter (width) of the root ball and no deeper than the depth of the root ball.
2. Remove root ball coverings that will impede root growth. (i.e. burlap, wire, etc.)
3. The root ball should be set so that the trunk flare is exactly at the existing grade in loamy or sandy soils, and above the existing grade in clay or poorly drained soils.
4. Backfill firmly but with out over compacting soil.
5. Do not cover the trunk with soil.
6. Form a 2-3 inch soil rim at the edge of the planting hole
7. Water the tree thoroughly.
8. Prune to remove only dead, diseases, damaged, crossing branches and competing leaders at planting time.
9. Stake only when necessary and remove staking after 1 year to prevent girdling.

Maintenance in the First Growing Season;

1. Water the plants when necessary to keep root ball moist. As a rule of thumb, water 15 gallons once a week in the absence of rain and to a depth of 6 to 12 inches (best if applied using drip irrigation bags).
2. Use fertilizer only if determined by visual inspection of growth and or

by a nutrient analysis test, that the plant requires additional nutrients.

3. After the first growing season, evaluate the structure of the plant and do any necessary structural pruning.

Annual Maintenance:

1. All maintenance activities shall be in accordance with the ANSI Z133.1-1994 standard.
2. Pruning shall be to encourage growth of several large permanent branched called scaffolds branched.
3. Secondary goals will include removing dead wood and pruning for public safety, such as sidewalks and buildings.
  - a. Pruning shall take place in accordance with the priorities identified by the tree inventory of through observation by the City Forester and crew. Every attempt shall be made to correct hazardous conditions first.
  - b. Tree trimmers shall maintain line clearance tree-trimmer certification. This will enhance the safety in daily operations, provide for compliance with national standards, and allow for mutually beneficial municipal-utility operations.
  - c. Older trees of weak wooded species should be inspected at least once a year.
  - d. Volunteers and citizen pruners should train young trees to develop sound branching structure and good over all form.

- e. Wounds created by pruning shall not be treated.

Tree Removal;

1. Trees shall be removed on the basis of safety first and foremost. Hazardous trees shall have the highest priority.
2. Dead trees: if a tree has a target and 50 % or more of its major limbs are dead and the tree has a history of decline, it should be removed.
3. Trunk decay: trees that have lost more than one-third of their strength should be considered as structurally defective.
4. If the tree is not an imminent hazard, notice shall be given two weeks prior to scheduled removal date.