

CITY OF  
SEWALL'S ISLAND  
WATERTOWN

BLACK RIVER CAFE

REVITALIZATION AND REDEVELOPMENT DESIGN PLAN FOR  
**SEWALL'S ISLAND  
FACTORY SQUARE** +

WATERTOWN, NY

OCTOBER 2020

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# ACKNOWLEDGMENTS

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## CONSULTANT TEAM

**MKSK**

**Highland Planning**

**Endrestudio**

**Ravi Engineering & Land Surveying**

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SECTION 1

# PLAN OVERVIEW & EXECUTIVE SUMMARY

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## PLAN OVERVIEW

In the fall of 2019, the City of Watertown (the City) set out to prepare a Revitalization and Redevelopment Design Plan for Sewall's Island and Factory Square. The plan created a vision to capitalize on community assets and recreation opportunities, guide redevelopment and help attract new investments, businesses, and identify transformational projects in this area of downtown Watertown. The City was awarded a Strategic Planning and Feasibility Studies grant from the New York State Department of State (the Department), which was used to pay for the plan. The City of Watertown has done multiple plans within the recent years including the 2018 Downtown Revitalization Strategic Investment Plan, the 2019 Downtown-Riverfront Parks Connection Feasibility Study, a Comprehensive Housing Analysis in 2017, and a Comprehensive Plan in 2019. These recent plans have created a sound foundation for more detailed planning efforts and studies like this one.

This plan was developed in three phases from September 2019 until September of 2020. The planning process included numerous community and stakeholder engagement activities, a physical analysis of the study area, a market analysis to understand the development potential in the area, the creation of redevelopment concepts, and the development of a final plan including a phasing strategy and specific actions necessary to see

through the plan's implementation.

This document will serve the City as a means for recruitment of developers and investors along with a tool to inform policy decisions and the pursuit of funding to make necessary improvements to the public space and infrastructure in the study area.

The City of Watertown selected a consultant team, led by MKSK, to prepare this plan. MKSK is an urban planning and landscape architecture firm based in Columbus, Ohio. The consultant team also includes: Highland Planning, a market analysis and community engagement firm from Rochester, NY; Endrestudio, a bridge design firm from Chicago, and Ravi Engineering and Land Surveying (Rochester, NY), who conducted an inspection of the former rail bridges as part of this plan.



The relationship of future development to the Black River and downtown creates incredible potential.



The bridge on the east side of Sewall's Island is another incredible historic asset for the plan.

# STUDY AREA MAP



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## EXECUTIVE SUMMARY

The Revitalization and Redevelopment Design Plan for Sewall's Island and Factory Square focused on taking an underutilized site with world-class assets and creating a vision for district-level vitality that builds on recent successes of projects in Watertown and focused on bringing people into the downtown area. The study area includes two prominent former industrial sites located less than half a mile from Public Square and the heart of Downtown Watertown.

The plan-making process included a robust community engagement strategy, conversations with key property owners and developers, and ongoing research and coordination with market analysts to ensure the plan's recommendations were in alignment with the desires of the larger community and were grounded in market realities.

The vision developed in this plan focused on promoting continuous activity by providing a diverse mix of complementary uses, and creating a destination that attracts residents and visitors to Watertown. The comprehensive vision, which is broken down into phases in Section 4 of this plan, includes the reuse of the existing buildings at Factory Square, mixed-use development on Sewall's Island, the redevelopment of the former recycling facility on the north shore of the Black River, and the creation of an expanded public space network across the study area that includes

the future connections to the Black River trail.

The future uses of this plan are meant to be flexible and subject to the interest of developers and investors who bring this plan to life, however, this plan provides recommended uses that are based on community desires, the market analysis, and relevant precedent developments. Some of the key, anchor uses recommended in the plan are:

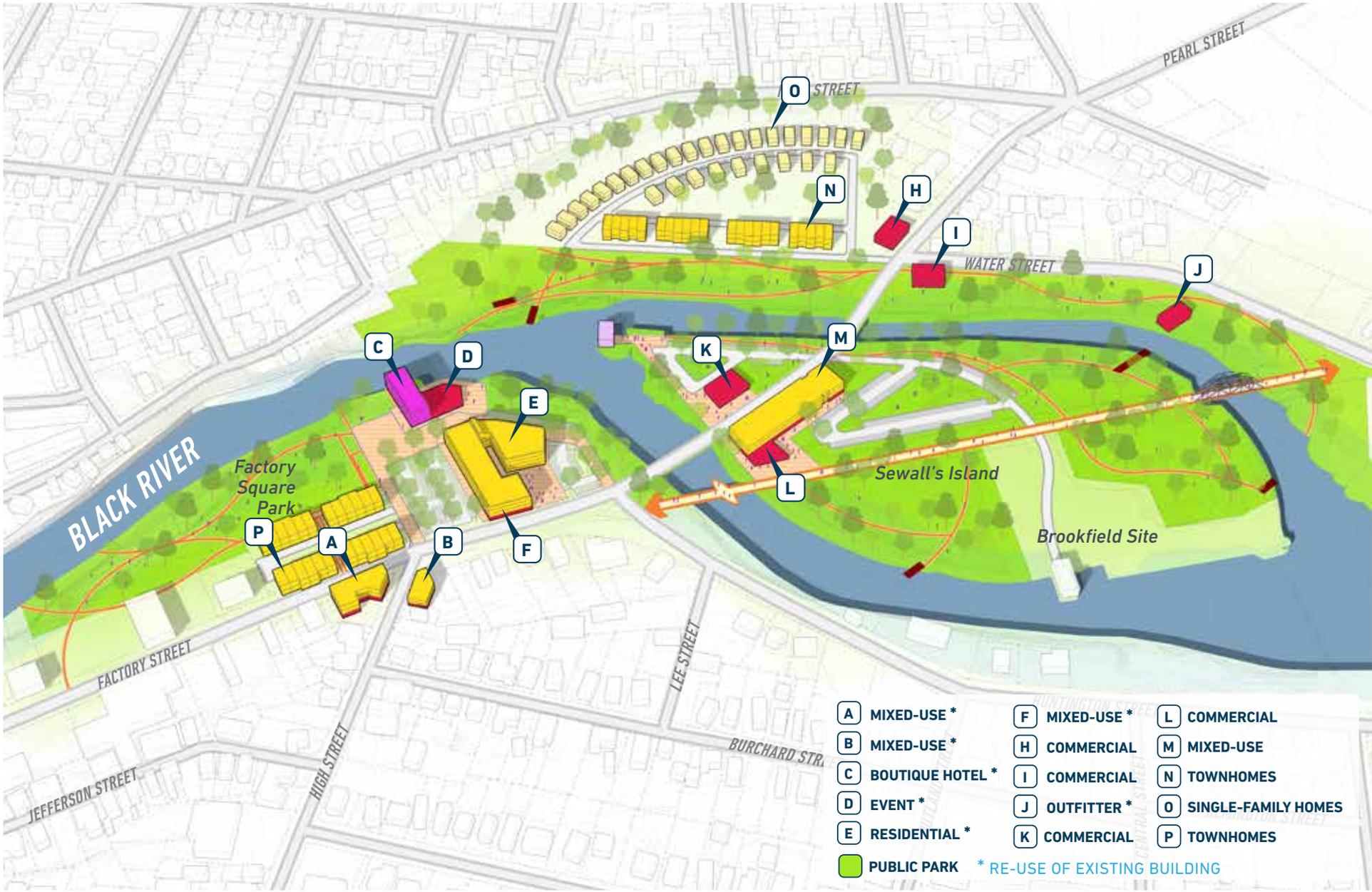
- **Reusing the Black River Paper Company buildings in Factory Square** as a mixed-use loft building that provides an unrivaled residential offering within the City of Watertown. The ground floor of this building could be balanced by a restaurant or brewery use.
- **Developing a boutique hotel in the other buildings in Factory Square.** Once again, this is another use that takes advantage of the historical architecture and celebrates the unique setting that could provide guests with incredible views overlooking the Black River.
- **Mixed-use development on Sewall's Island.** The development on Sewall's Island needs to be conscious of numerous factors (outlined in the development framework in Section 4) that define the possibilities for development on the island. The plan proposes two buildings, the first is a 3-story mixed use building combining

a commercial ground floor with residential upper floors. The second building is a single story commercial or retail building on the northern side of the island. The form of said development is shaped by its relationship with the previously dedicated public space on the island, the Black River Trail, and the parking and infrastructure needs for all these uses.

The last section of the plan document is an action plan, otherwise known as an implementation strategy, that provides direction on the critical steps to realize the vision. This action plan is broken down into public actions, private actions, and public-private partnerships needed over three phases of redevelopment.

Overall, this plan sets out to transform this area into a vibrant waterfront district that leverages the site's unique qualities to spur investment and celebrate culture and natural wonder.

# COMPLETE REDEVELOPMENT PLAN



SEWALL'S ISLAND + FACTORY SQUARE REDEVELOPMENT PLAN

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## COMMUNITY ENGAGEMENT SUMMARY

Throughout this process, it was critical we engage the Watertown community and relevant stakeholders. The project team developed a Public Participation Plan for this project that identified key stakeholders, established critical timelines for feedback, and outlined possible strategies to be used to gather impactful feedback on the plan. The framework for community and stakeholder engagement during this process followed along the three major phases of the planning process, which were Understanding; Idea Testing; and Deciding and Doing. With the COVID-19 Pandemic beginning shortly after the conclusion of the first phase of the planning process, the consultant team had to adapt to changing circumstances to properly engage the public and stakeholders as the plan-making process couldn't be delayed. Below is an overview of how the engagement worked in the three project phases.

### Phase 1: Understanding

During the first phase of the project, the goal of the project team was to build a comprehensive understanding of the study area, its context, public perceptions, and the desires for what the community and stakeholders would like to see in the future. The plan's Steering Committee was assembled to provide targeted feedback and direction on the vision and plan throughout the process. It was made up of local government

representatives, business owners, developers, residents, and other community stakeholders. Our first series of meetings for engagement occurred at the end of January of 2020. The focus of these meetings (one steering committee meeting and one public open house) was on presenting our understanding of the study area and prompting discussion from attendees to further improve our understanding and guide the creation of the plan's goals and vision statement. The first public open house was held on the evening of January 16, 2020 at Cornell Cooperative Extension in Watertown.

Also, during this phase, an initial online survey was conducted to gather additional feedback about what the community's aspirations were. The results from the survey and our first meeting series guided the development of the Vision Statement and Major Goals (found in Section 4 of the plan). The results of the survey also helped to guide the land uses of the redevelopment plan of the study area. Some highlights from the survey are shared on the following pages.

### Phase 2: Idea Testing

With the COVID-19 Pandemic limiting in-person gatherings, our second meeting series (planned for late Spring 2020) had to be altered. The consultant team led a second Steering Committee meeting,

via Zoom, in which they collectively reviewed draft development plans and concepts for the reuse of the former rail bridges. In addition, MKSK developed a second public survey that narrated the draft plan recommendations and strategies and gathered pointed and specific feedback about phasing, development, future uses, economics, and more. Some of the takeaways from this second survey are also shared on the following pages.

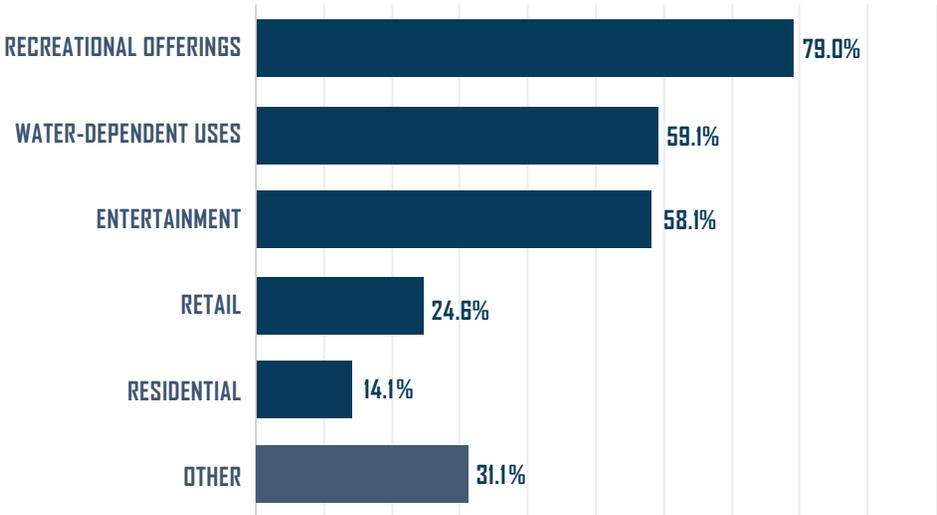
### Phase 3: Deciding and Doing

During the third phase, the consultant team incorporated feedback from the public and stakeholders in the second phase to refine the plan's recommendations. The refined version of the plan was presented at a City Council work session. This allowed City leadership to ask questions and share their concerns and support for the plan. The direction given by stakeholders and City leadership in Phase 3 has guided the Action Plan (Section 5) for this project.

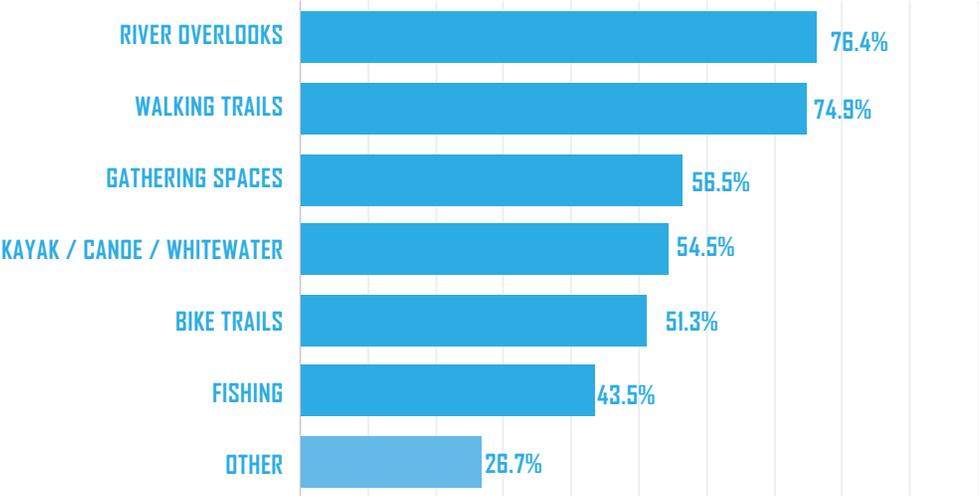
In summary, the engagement process was impacted drastically by the limited in-person events resulting from COVID-19. However, the project still elicited close to 350 interactions during this process which provided valuable feedback in shaping the vision for this area.

# COMMUNITY ENGAGEMENT RESULTS

## WHAT WOULD YOU LIKE TO SEE IN THE STUDY AREA?



## WHAT TYPES OF RECREATIONAL ACTIVITIES WOULD YOU LIKE TO SEE?



## Phase 1 Online Survey (January 2020)

The survey was conducted using Survey Monkey and was shared out through a press release and by utilizing the City’s social media channels. There were just under 200 respondents. The key themes were:

- Bring back the **activity and energy**
- Foster a sense of **community**
- Create a **year-round destination**
- Appeal to all generations
- **Highlight the natural** and cultural history
- Support local business and commerce
- Program events and entertainment
- Create a **gateway to the city**
- Improve visibility of and **access to the river**

# COMMUNITY ENGAGEMENT RESULTS (January 2020)



The January 2020 Steering Committee meeting.



The Public Open House in January 2020.



Results of the visual preference survey for public space.



Results of the visual preference survey for development.

## COMMUNITY ENGAGEMENT RESULTS

When asked about their general feelings on each phase of the development, these were the results:



Some comments...

When people visit you in Watertown... you'll tell them to go here.

It should be a case study, something that draws national attention for how we took an old broken town and brought it back to life.

I think this could be one of the best things to happen to Watertown ever... could potentially become a "signature" space that we can be known for

### Phase 2 Online Survey (June 2020)

The initial plans for feedback in Phase 2 were altered as a result of the COVID-19 Pandemic. This survey was also conducted using Survey Monkey and was shared out through a press release and by utilizing the City's social media channels. The key takeaways from this survey were:

- **Vision Statement and Project Goals:** 80% of respondents agreed that the Vision Statement and Goals reflected their desires for the future of this area.
- The specific desired uses for commercial development focused on **dining, lodging, entertainment and event spaces.**
- The primary desired features for public space included **trails, river overlooks, and restored natural landscapes.**
- The specific desired uses for residential development focused on **historic lofts, riverfront flats, and townhomes.**

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An aerial photograph of a city street grid, overlaid with a semi-transparent blue filter. The streets are visible as a network of lines, and some buildings and green spaces are discernible. The overall tone is dark and monochromatic.

SECTION 2

# SITE ANALYSIS

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## SITE ANALYSIS

# STUDY AREA OVERVIEW

The plan focuses on over 80 acres located along the Black River, northeast of Downtown Watertown. The study area includes several parcels along Factory Street including all of the existing Factory Square buildings and its adjacent park, all of Sewall's Island, and several parcels on the northern shore of the Black River along Pearl and Water Streets including the former recycling facility.

The study area can be best broken down into three areas: Factory Square, Sewall's Island, and the North Shore. Factory Square is the former home of the Black River Paper Company, of which multiple buildings remain and define this area of the city due to their positioning along Factory Street. This sub-area also includes other buildings, some historic, which are candidates for reuse or redevelopment. One building in Factory Square was demolished in January of 2020 due to its crumbling condition. Also in this part of the study area is Factory Square Park, which includes a park path, lawn, and river overlook.

The Sewall's Island portion of the study area includes all the island as well as the two former rail bridges on opposite sides of the island. The island was formerly home to the Bagley & Sewall Company. The island has largely been unused for years since the former factory buildings were demolished. There are two remaining structures

on the island, a former mill on the northwest point of the island and a Brookfield hydro-power facility located along the south side of the island. The former rail bridges along with a direct connection between them will complete a key piece of the Black River Trail that will one day connect Fort Drum to Downtown. Two parcels on the island (south of the proposed trail alignment and sandwiching the Brookfield property) have previously been dedicated as future park land.

The last sub-area for this plan includes multiple parcels along Water Street on the north side of the Black River. These parcels provide frontage on the Black River's northern shore. This area also includes the former recycling facility located on the west side of the intersection of Water and Pearl Street.

A map and diagram of the study area boundary can be found on pages 5 and 19 respectively.



The historic buildings of Factory Square.



The former mill on the northwest corner of Sewall's Island.

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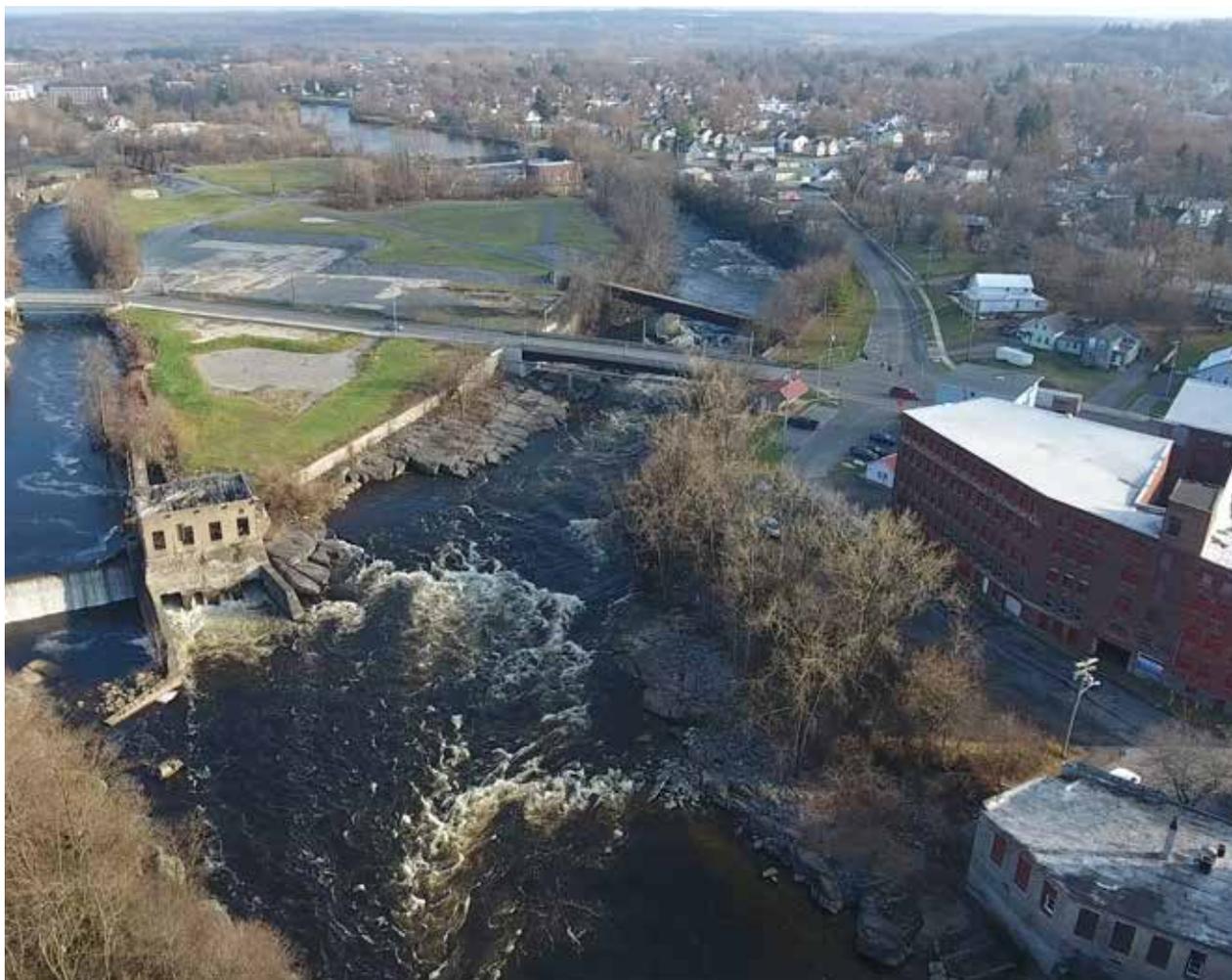
SITE ANALYSIS  
**SITE PHOTOS**



Buildings in Factory Square have unique access to the River.



The existing buildings offer opportunities for reuse.

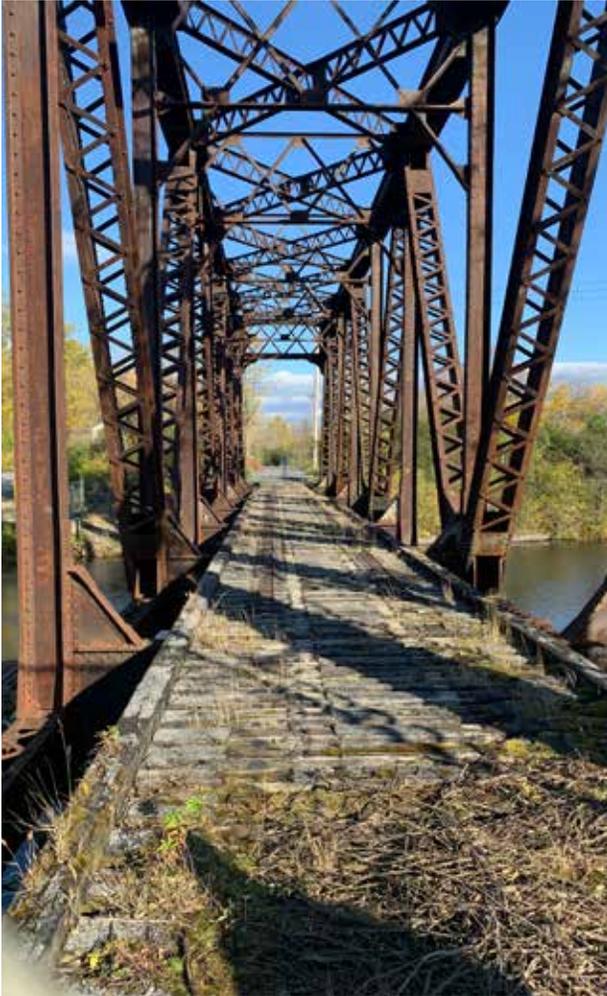


The Black River offers an incredible asset to both Sewall's Island and Factory Square.

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SITE ANALYSIS

**SITE PHOTOS (CONTINUED)**



The former rail bridge on the east side of the island.



The site has an intimate relationship with the river.

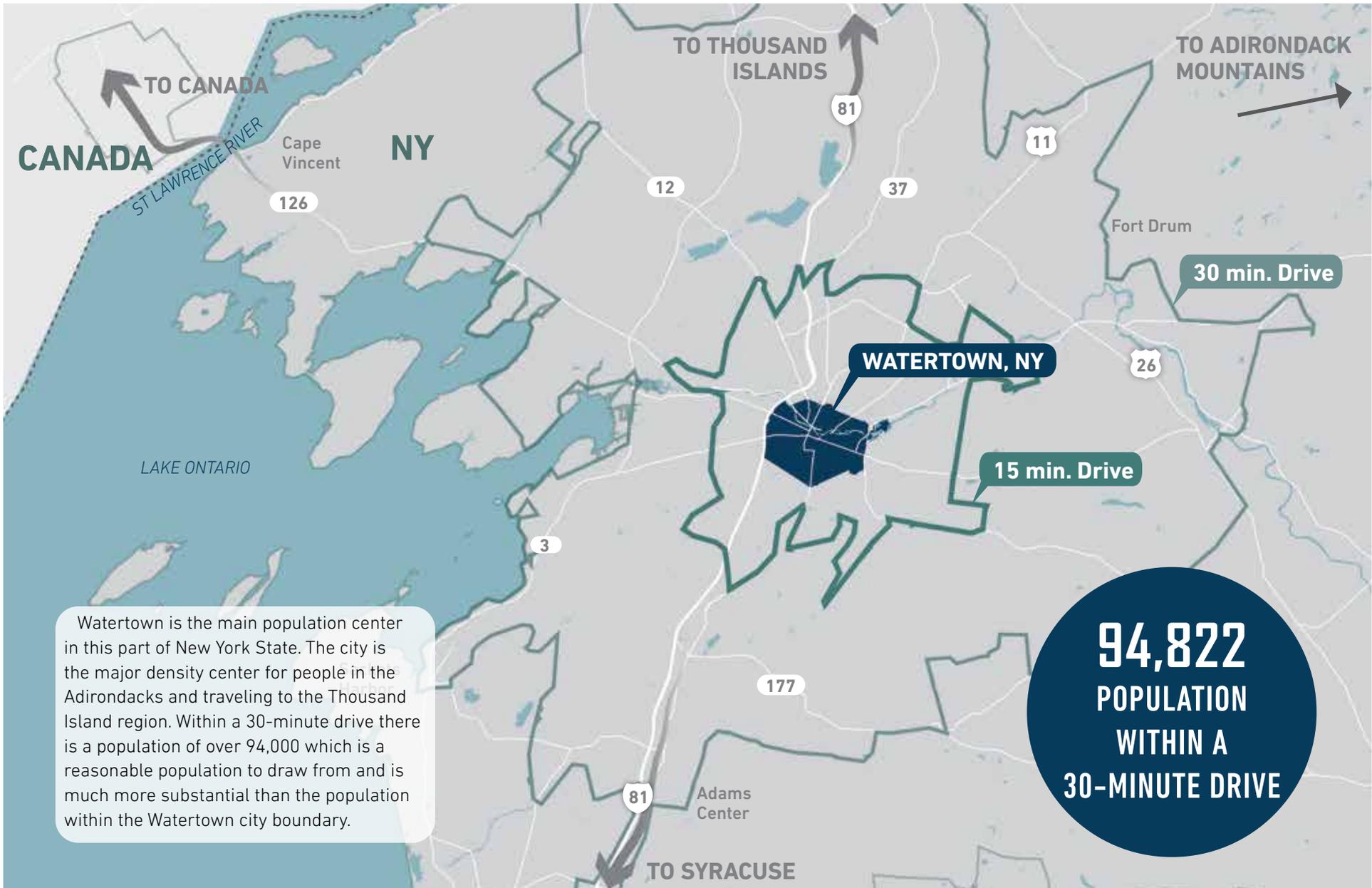


The cap in place resulting from prior clean-up on the island.

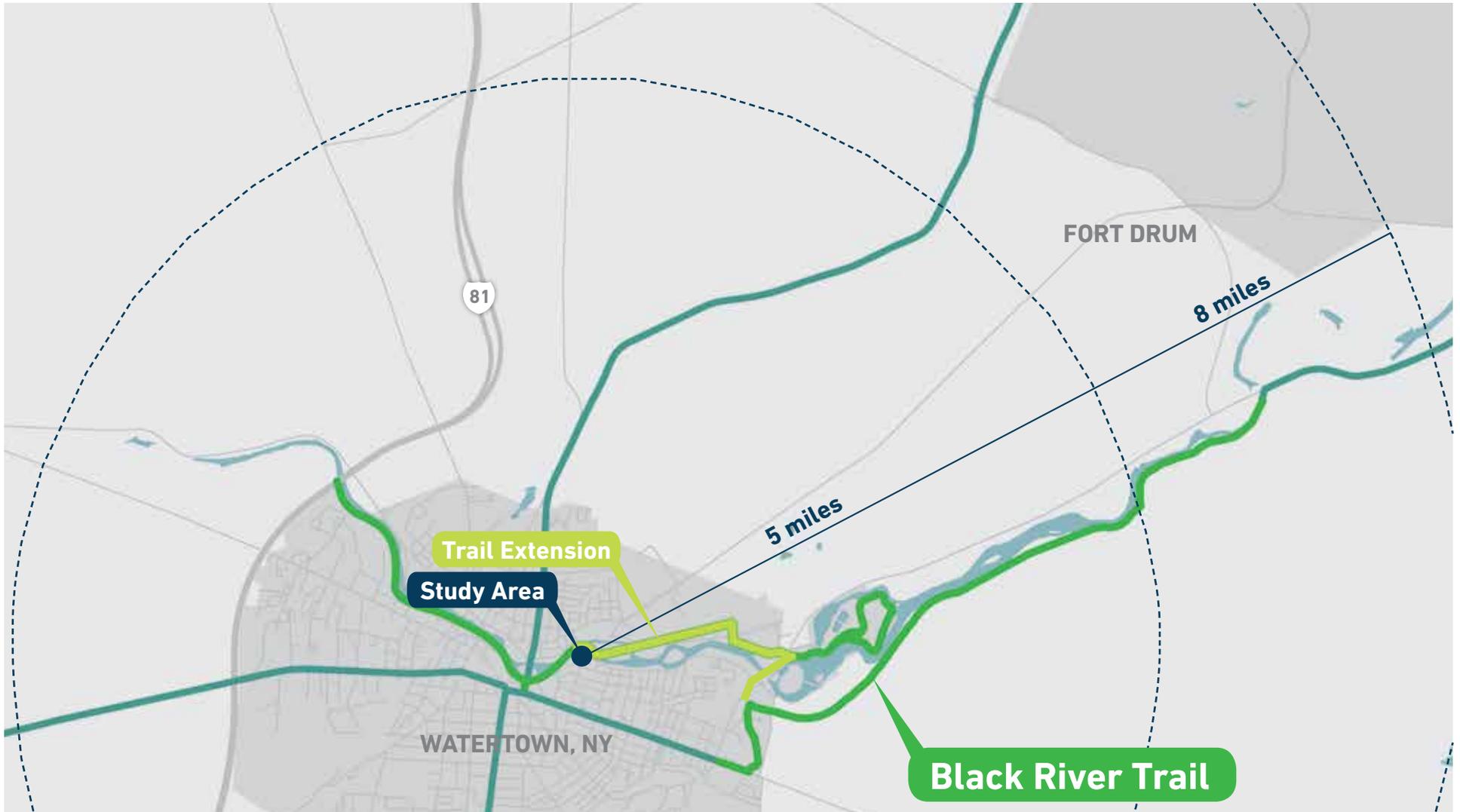


The former rail bridge on the western side of the island crosses over rapids in the Black River.

SITE ANALYSIS  
**REGIONAL CONTEXT**

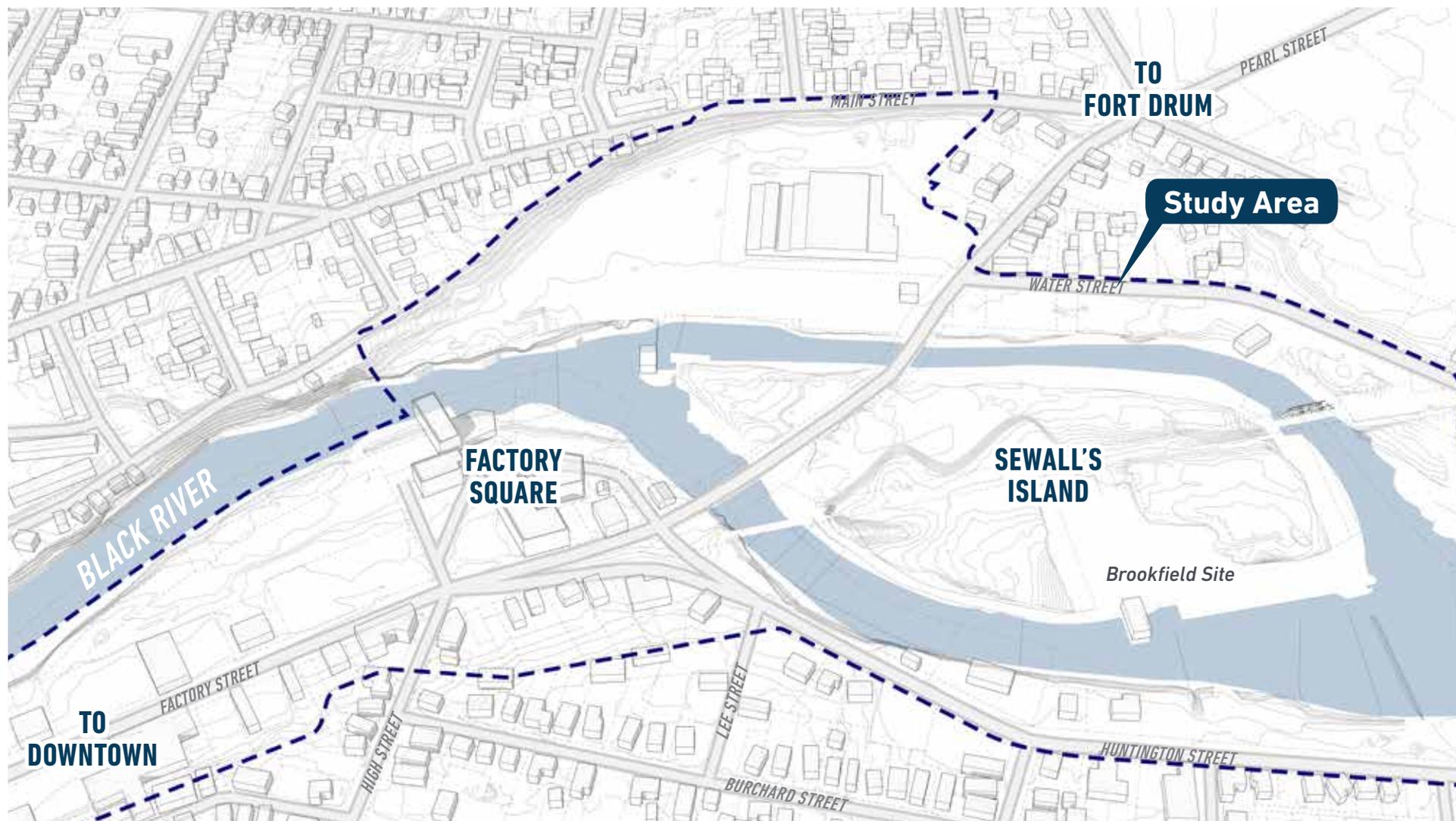


SITE ANALYSIS  
**LOCAL CONTEXT**



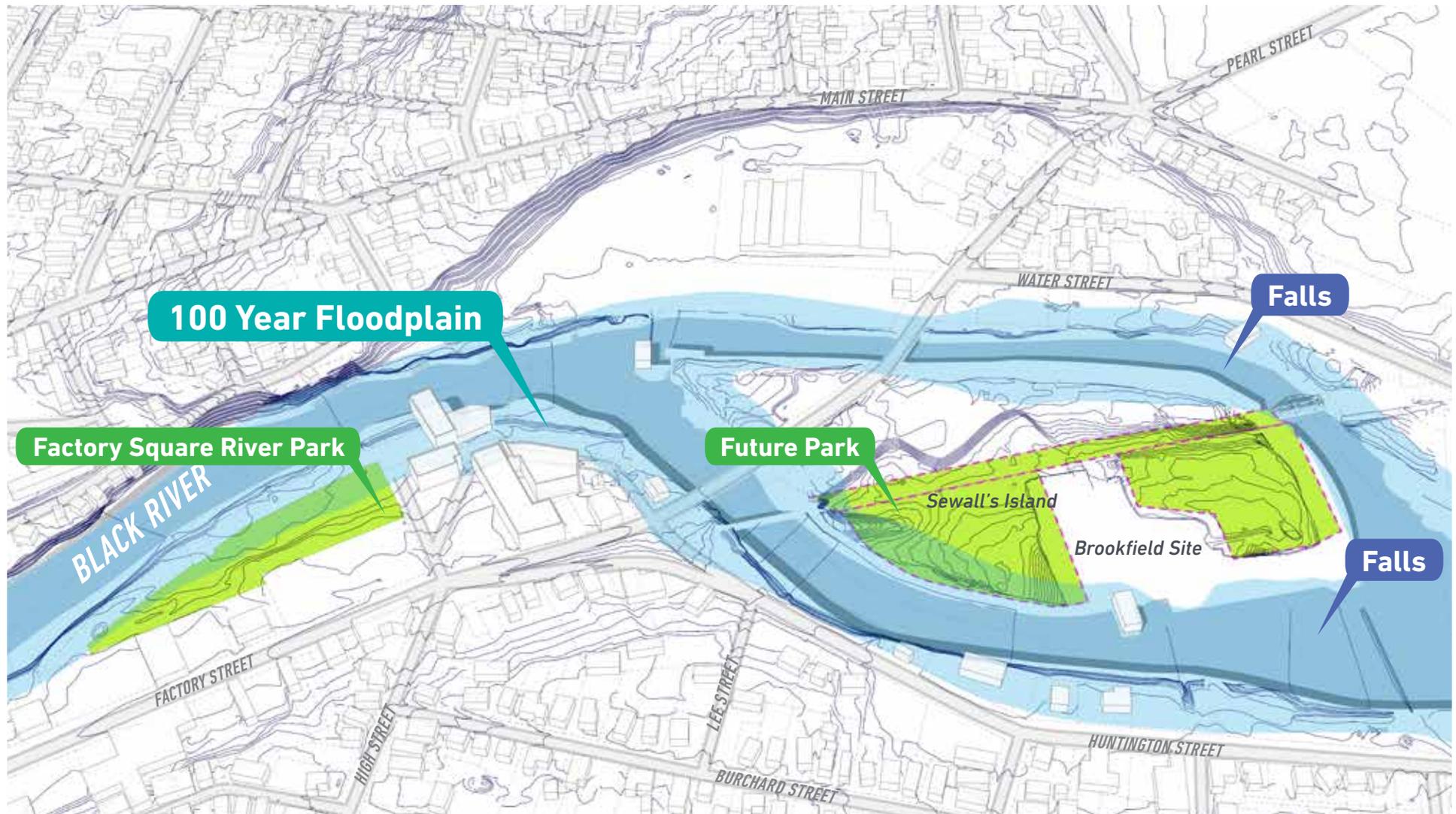
The local context around Watertown must include acknowledgment of nearby Fort Drum and its impact on the local economy and culture of the area. Due to the proximity, Fort Drum provides an additional population base that can support destinations, businesses, and housing in Watertown. To date, cars were the primary means for connecting between these two areas. Recent planning efforts have sought to complete the gaps in the Black River Trail that would complete a continuous bike route from Fort Drum to downtown Watertown. The proposed alignment of this trail connection runs right through this project's study area.

## STUDY AREA BOUNDARY

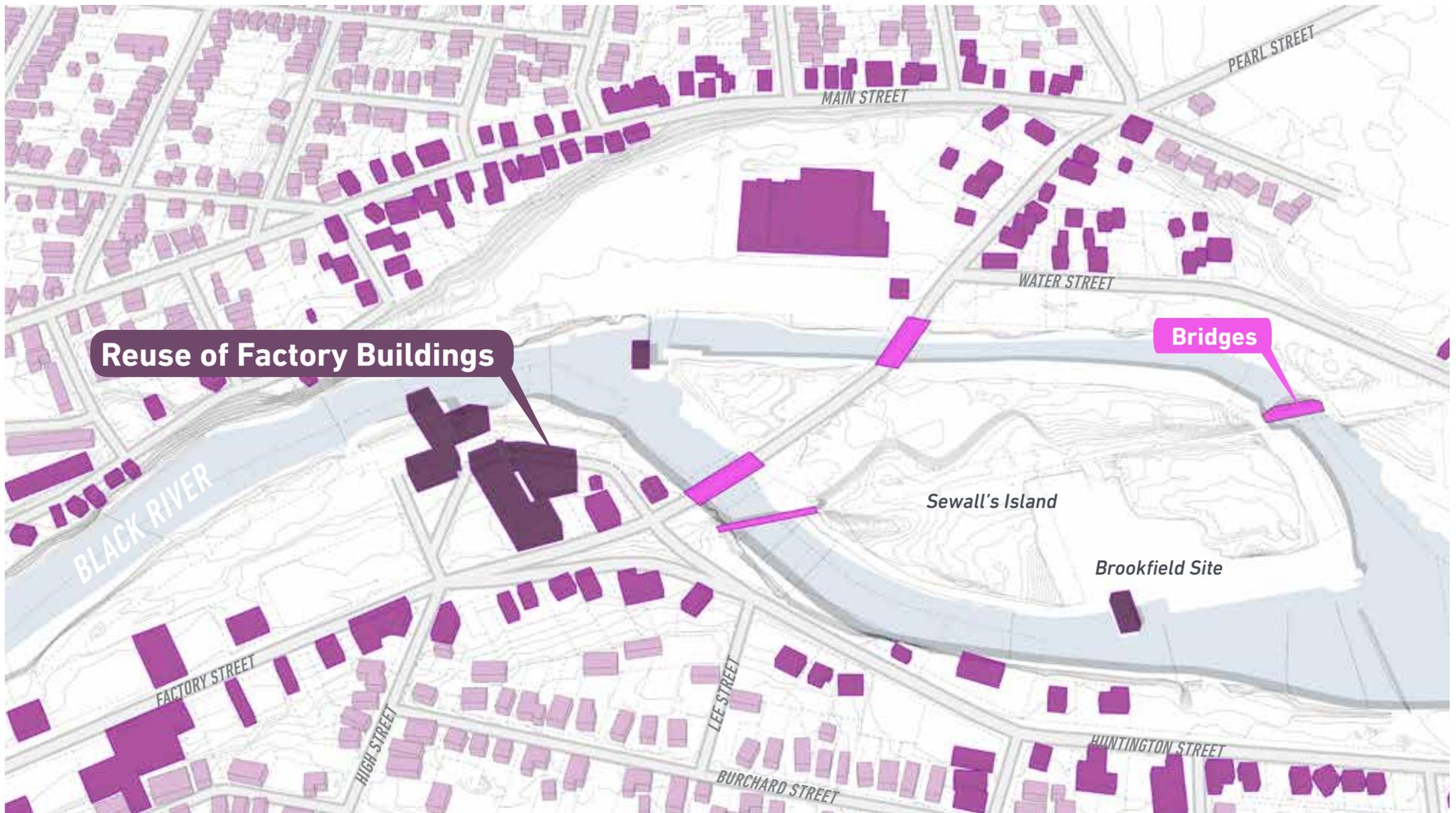


The study area is over 80 acres of public and privately owned parcels that includes all of Sewall's Island, Factory Square, and over 2 miles of Black River shoreline. Most of the parcels in this study area are either publicly owned or owned by a small collection of property owners who have been engaged throughout this process. This study area includes opportunities for redevelopment of historic industrial buildings and space for intimate interactions with the Black River.

# NATURAL RESOURCES

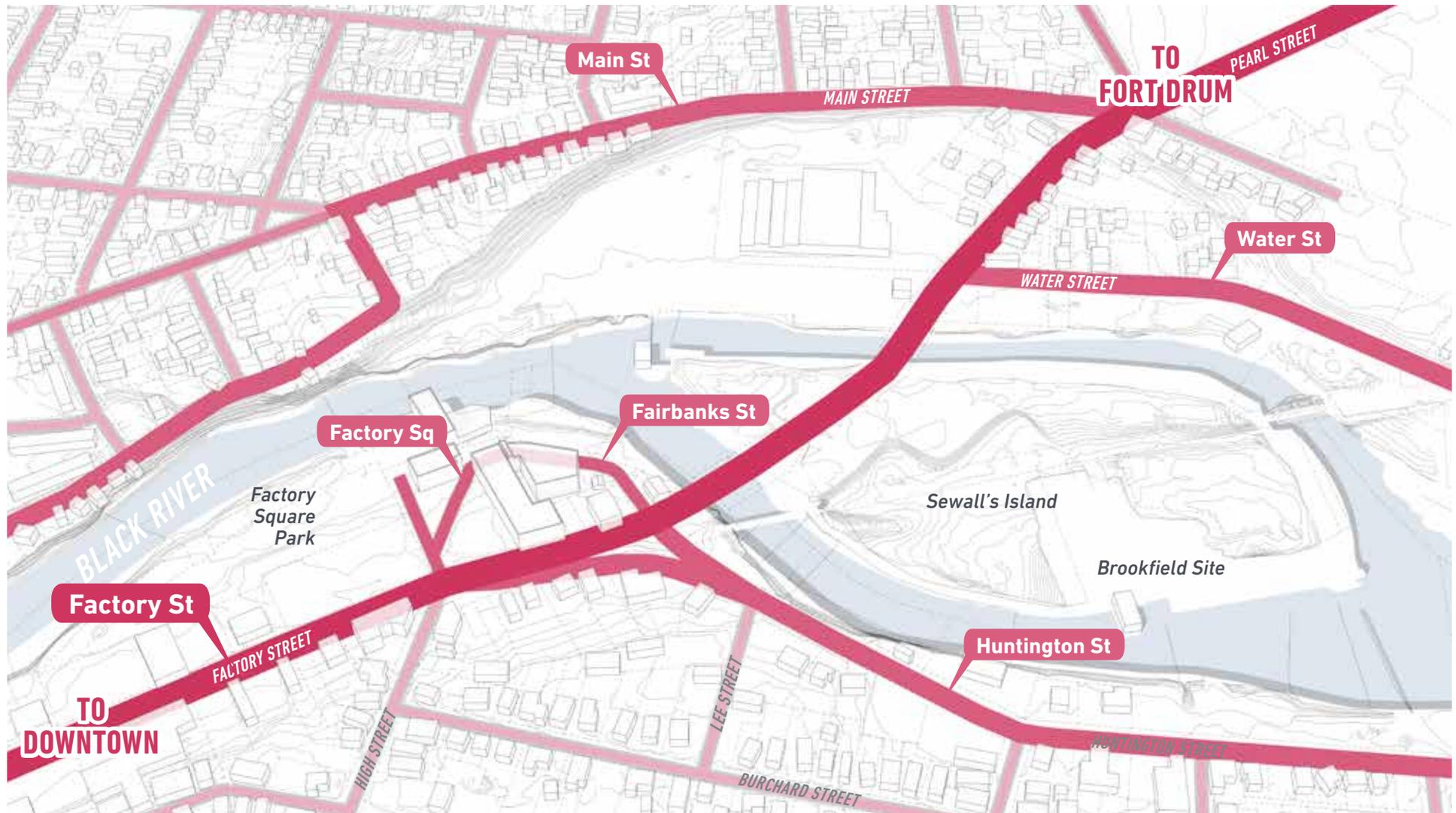


The natural setting of this study area is one of its key assets. The opportunity to create a vibrant urban district with connections to environmental assets like the Black River do not come around often. Previous planning efforts have led to parcels of land on Sewall's Island being dedicated for future park land. Park space will be an integral component of revitalizing this area and this plan will develop concepts for new park land on the island, at Factory Square Park, and the north shore of the Black River.



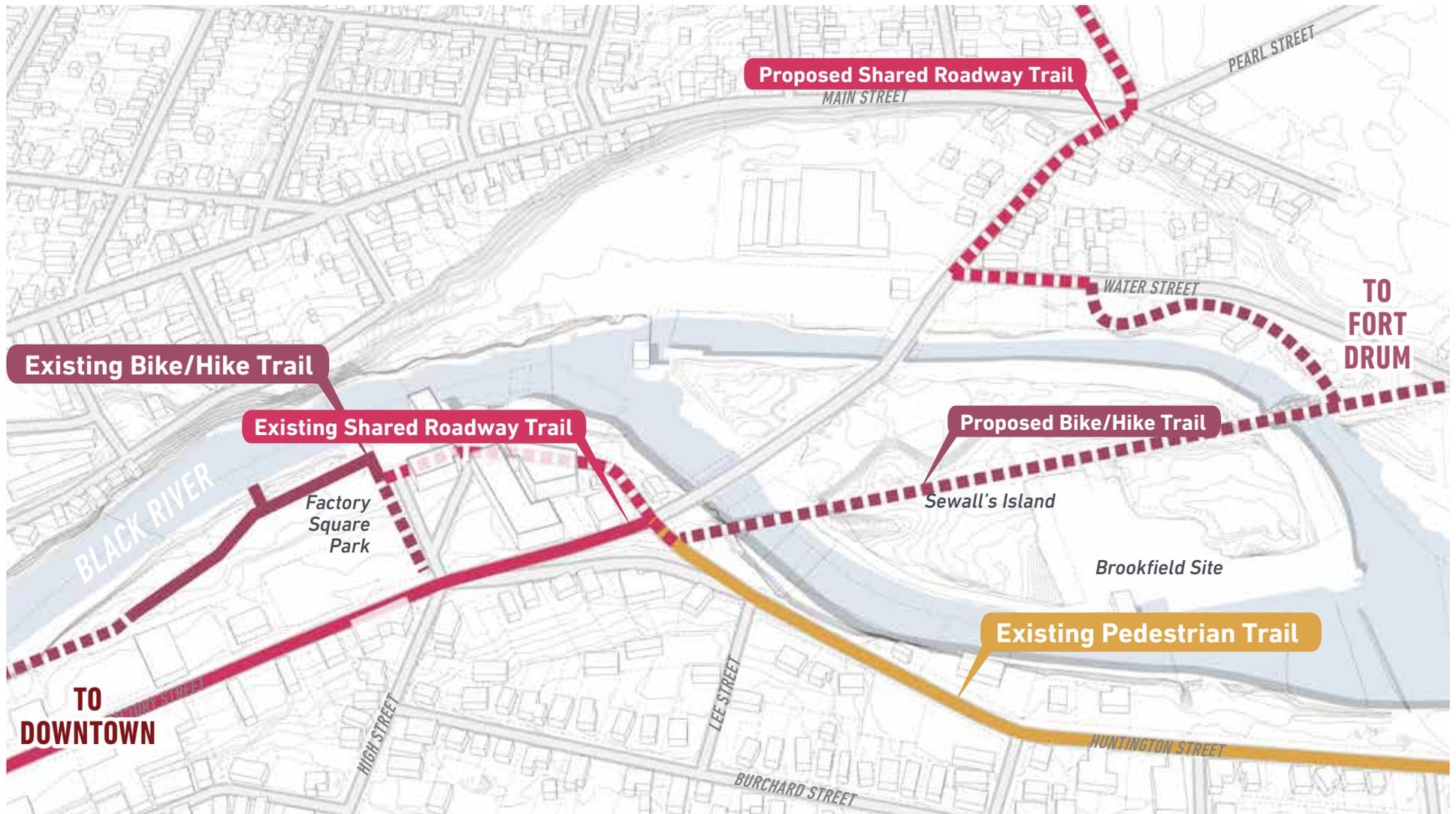
It is important to recognize and understand the value of the historic building stock in the study area and the neighborhood context surrounding the study area. These historic buildings can help to define the unique character of this area and can offer numerous possibilities for diverse future uses. This plan promotes compatible uses that integrate well with the surrounding environment and utilize the heritage of the site.

# PRIMARY CONNECTIVITY



When looking at the primary connectivity network, which looks at the street network, throughout the study area, there are some key corridors that will impact the future development in this area. Factory Street is the most prominent street in the study area connecting this site directly to Downtown Watertown and eventually out to Fort Drum. Factory Street also plays a role in the future connection of the Black River trail from this site in to Downtown. Smaller collector and neighborhood streets surround the rest of the study area and offer opportunities for this to become a walkable destination by pedestrians as well as cars and bikes.

# SECONDARY CONNECTIVITY



The secondary connectivity network examines the non-motorized transportation network in the study area. Primarily, this focuses on the future Black River Trail extension that comes from upriver and will cut through this area as it makes its way to Downtown. This site, and its bridges, play a critical role in not just urban connectivity, but regional connectivity. Having access to this regional asset will also provide any new development with a greater population to draw customers from.

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**SECTION 3**

# **MARKET ANALYSIS**

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## MARKET OVERVIEW

In keeping with trends at the national level, New York State economic development policy in recent years has focused on revitalization of urban communities' downtowns and waterfronts. In the Black River, Watertown, New York is fortunate to have a uniquely wild body of water running through the city's core with an industrial history familiar to many towns and cities Upstate. With a 2018 Downtown Revitalization Initiative (DRI) Strategic Plan in place, a Comprehensive Plan recently completed and other studies of the local waterfront, momentum is building for redevelopment of a portion of the River once suited for work and now an opportunity for life and play: Sewall's Island and Factory Square.

### Methodology

The methods used in this analysis provide a high-level overview of the market conditions in the study area and surrounding geographies for planning and concept development purposes. As redevelopment of the site advances, more granular data will be required to ascertain the best options for reuse of Sewall's Island and Factory Square.

To develop this analysis, we used the following methods and sources:

- Document & data review. We reviewed available data and documents about the market in Jefferson County. This includes information from the US Census, ESRI and the American Community Survey (ACS).
- Review of literature and past planning studies
- Review of City and Census data
- Discussions with officials from the City of Watertown, Watertown Local Development Corporation (LDC) and Jefferson County Economic Development (JCED)



The market analysis informs the development possibilities.

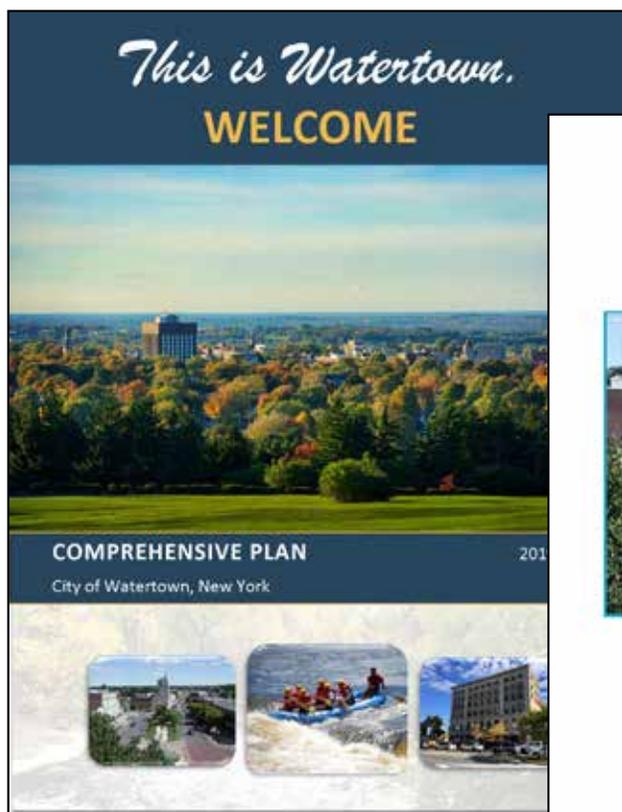


The Brighton provided newly renovated apartments in Downtown.

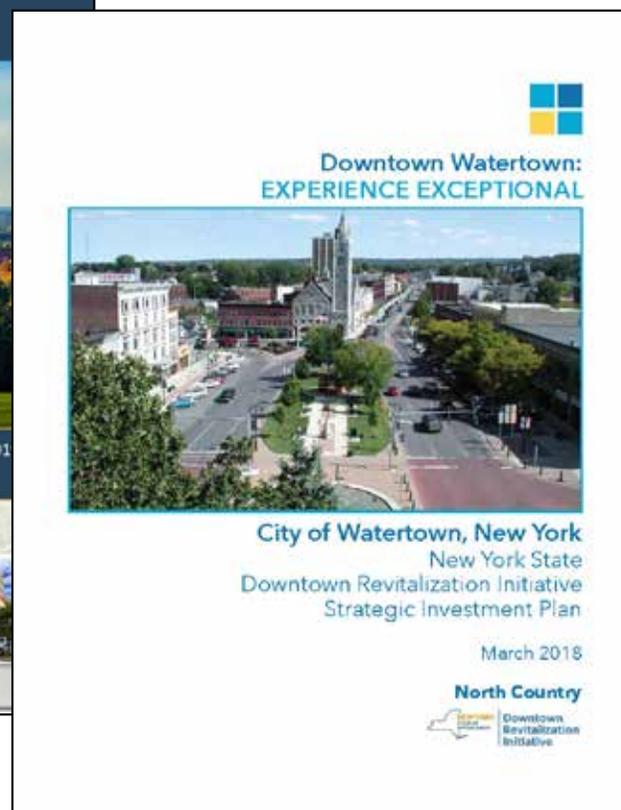
## PAST PLANS AND STUDIES

The market analysis also reviewed the following past plans and studies relevant to this project:

- Economic & Market Condition Analysis (May 2006)
- City of Watertown Downtown Revitalization Initiative 2018 Strategic Investment Plan
- Draft Site Visit and Conceptual Study: Watertown Whitewater Park (2019).
- Comprehensive Housing Analysis: Watertown Housing Market and Vacant and Distressed Housing Concerns (2017)
- City of Watertown Comprehensive Plan (2019)
- City of Watertown Downtown-Riverfront Parks Connections Feasibility Study (2019)
- The Economic Impact of Tourism in New York: Thousand Islands Focus (2018)
- Fort Drum Regional Economic Impact (2017).
- North Country Regional Economic Development Council 2019 Progress Report



The 2019 Comprehensive Plan



The DRI Strategic Investment Plan from 2018

## MARKET ANALYSIS

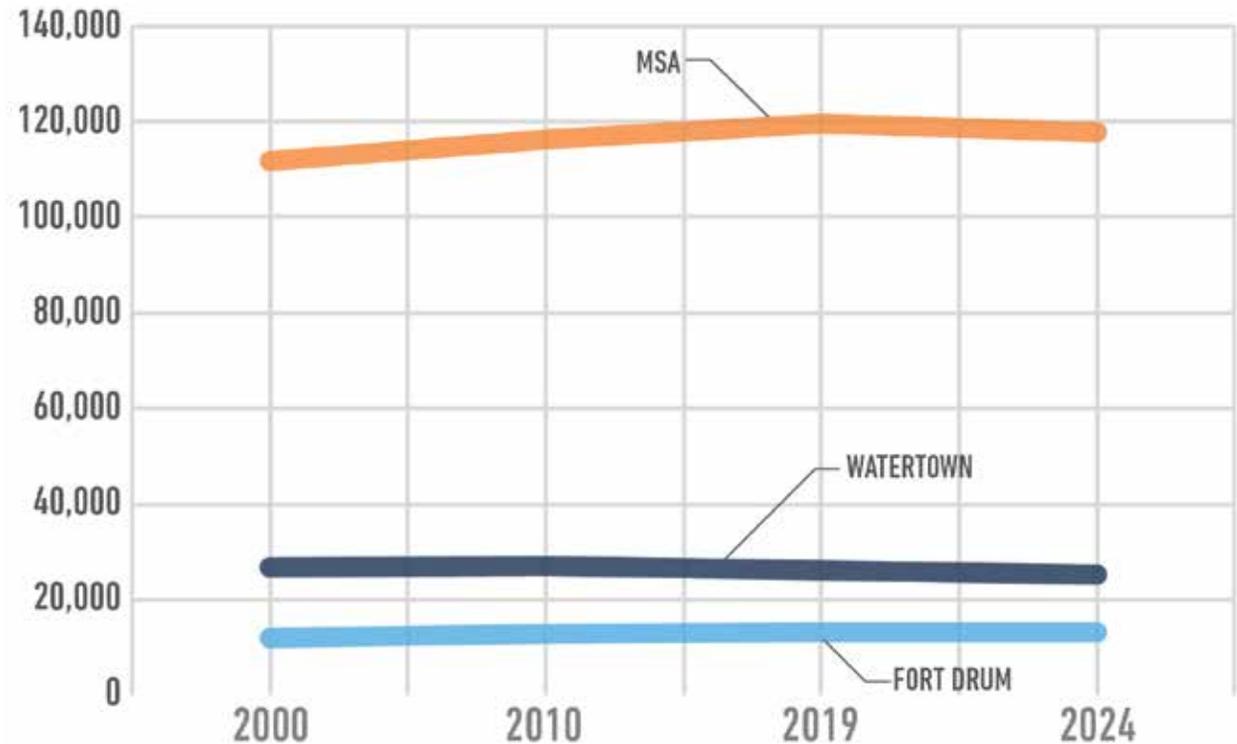
# POPULATION

The graph at right shows population growth trends at the city and MSA-levels, as well as Fort Drum between 2000 and 2024. In 2019, the population of the City of Watertown was 26,080, the population of Fort Drum was 13,338 and the population of the Watertown-Fort Drum MSA was 119,604. The City of Watertown, which had experienced slight growth between 2000 and 2010, saw a slight decline in population in the last decade, a trend that is projected to continue to 2024. Fort Drum and the MSA saw modest population growth over the last two decades but are projected to level off.

### Age

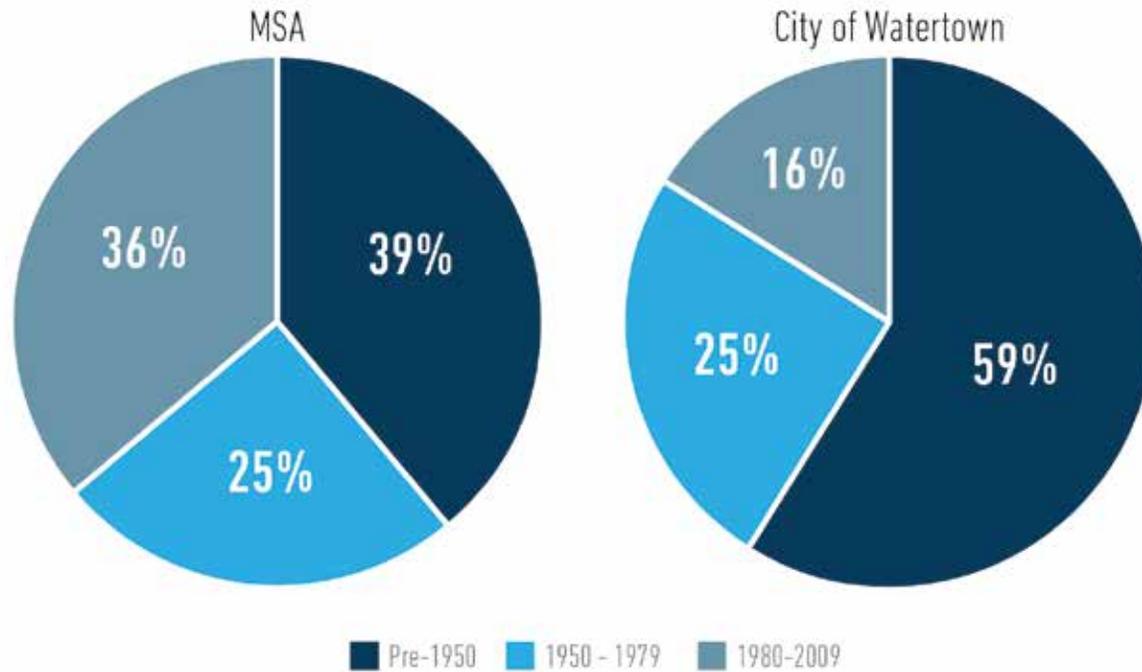
The City and MSA track closely in terms of how the population is dispersed among age brackets. In contrast, Fort Drum has a higher percentage of the population under the age of 20 (36%) and between the ages of 20 and 39 (58%). The median age in the City of Watertown is 34, while the median age at Fort Drum is 22.9.

### Population Growth



MARKET ANALYSIS  
**HOUSING STOCK**

**Age of Housing Stock**



As with much of Upstate New York and the Northeastern U.S. in general, a large proportion of the housing stock predates modern building standards. The pie charts to the left show that in the City of Watertown, more than half of housing units were constructed before 1940. In contrast, the MSA displays the effects of suburbanization and more recent construction of homes.

**Home Value**

The value of homes in the city and MSA is broadly in line with home values seen elsewhere in Upstate New York. In 2019, the median home value in the City of Watertown was \$137,347. At the MSA-level, the median home value was \$158,882.

MARKET ANALYSIS

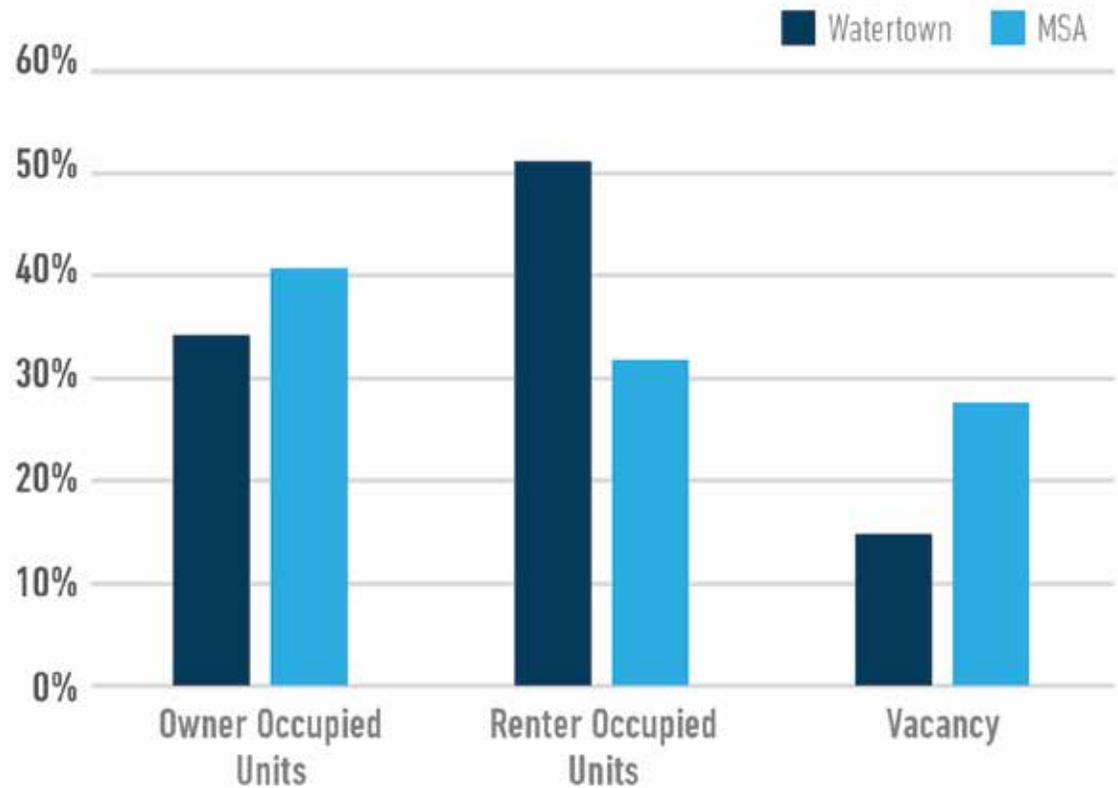
# HOUSING TYPES

In 2019, over 60 percent of all occupied units within the city of Watertown were occupied by renters. The inverse is true of the MSA, with over 55 percent occupied by the owners. Housing tenure patterns are likely impacted by the presence of Fort Drum which increases the market for short-term housing.

In 2019, the City of Watertown contained a total of 12,760 housing units while the MSA contained 60,912. Projected growth through 2024 shows an additional two percent increase in the number of units for both the City (12,993 units) and the MSA (62,216).

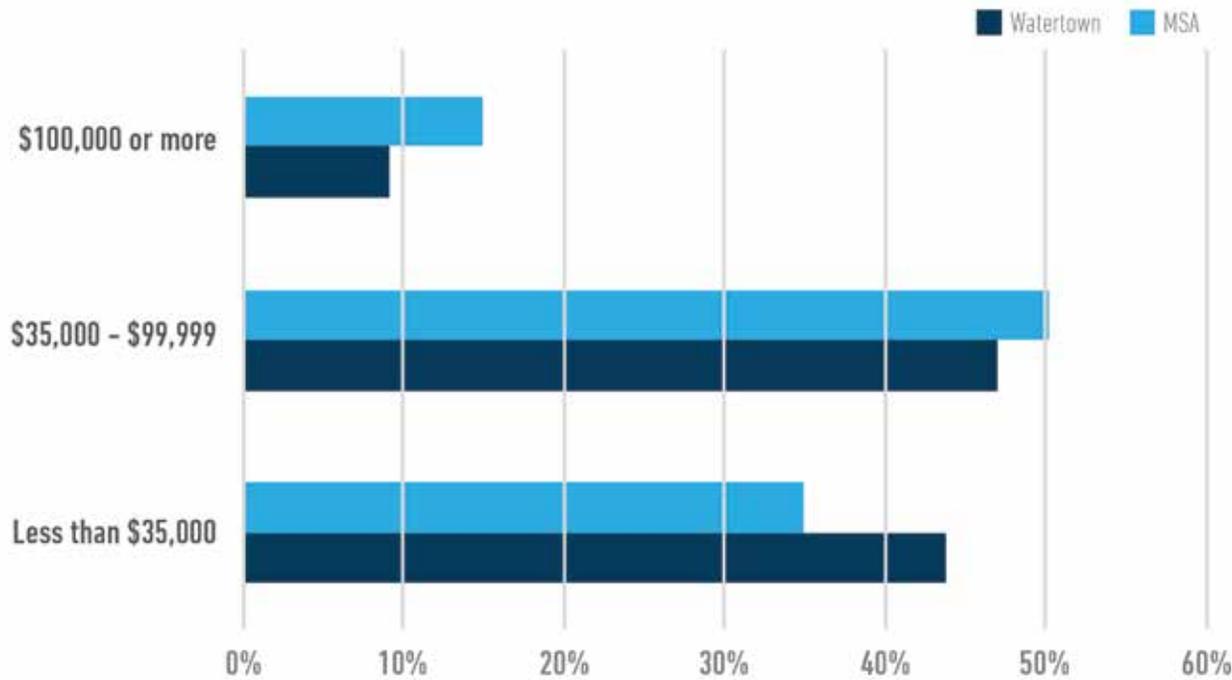
Single-family homes, both detached and attached, make up the majority of housing stock in both the city and the MSA as a whole. In 2019 there were 5,536 detached single-family units in the City of Watertown and 898 attached units, making up a total of 49% of the housing stock in the city. At the MSA-level, there were 34,043 detached single units and 3,810 attached single units, totaling 63% of all units in the Watertown-Fort Drum NY Metropolitan Statistical Area. The second most common type of housing in the city was structures with five or more units, making up 31% of city's stock. Mobile homes make up the second most common type of housing at the MSA level, at 12% of all structures.

Housing Units by Type



MARKET ANALYSIS  
**HOUSEHOLD INCOME**

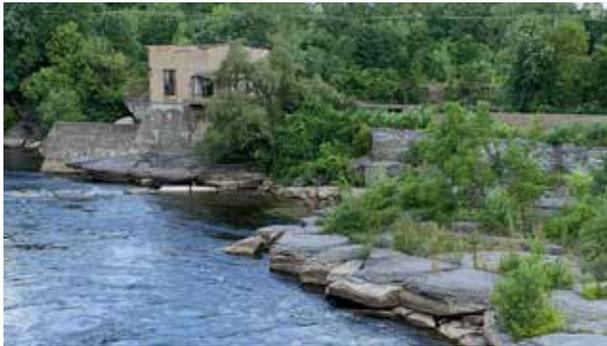
**Median Household Income**



The table at left shows the percentage of the population in each income bracket for the MSA and the City of Watertown. The City has a greater proportion of the population in lower income brackets compared to the MSA. Median household income in the City of Watertown was \$38,808 in 2019, slightly below the median household income at Fort Drum of \$40,339 and at the MSA level of \$41,339.

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MARKET ANALYSIS  
**KEY FINDINGS**



**Redevelopment of the site offers opportunities to enhance access to the River and outdoor amenities and provide a walkable lifestyle.**

Quality of life improvements in Watertown will ultimately help drive talent attraction and retention in the long-term. The site's location and natural amenities make it less appropriate for industrial uses with a high density of workers to floor space (e.g. a call center). Instead, job creation must be considered downstream: with improved access to the Black River and an expanding trail network, the idea that one can live, work and play in the City of Watertown will become more attractive. Over time, increasing residential density can create a market for more restaurants and retail in the neighborhoods adjacent to the site. A redeveloped Factory Square and Sewall's Island could thus serve as a catalyst for employment growth through indirect means.



**Age, location and type of available housing products in the City of Watertown suggest an opportunity for adaptive reuse that includes market-rate housing at the site.**

The existing housing stock within the vicinity of Factory Square site is primarily made up of older homes and apartments that need updating. There is a limited supply of market-rate and luxury/higher-end residential units in downtown Watertown that feature views and access to the Black River. These types of units would include historic loft style apartments and condominiums. Given national trends that put a premium on proximity to downtowns, waterfronts and greenspace, this site would offer historic and locational features that could attract empty-nesters, seniors looking to downsize, and young professionals.



**The greater spending potential of seniors, downsizers, and young professionals suggests a potential market for high-end/luxury residential units offering innovative amenities.**

Regional demographic trends showing an aging population suggest that the market for purchase and rental units from older adults downsizing may increase in the coming decades. Young professionals and Fort Drum personnel often have a preference for renting over buying. Further, the Fort's Basic Allowance for Housing (BAH) rates are in the top forty highest for U.S. Army bases, providing a unique segment of the rental market that is capable of affording higher end products.



**Recent sales trends in the region show promise for higher-end residential development, though sales within the City remain limited.**

In Jefferson and Lewis Counties, housing in the \$200,000+ range saw the greatest increase with 57 more units sold in 2019 over 2018. The city of Watertown, which accounted for just 254 of the 1,527 units sold in the Jefferson-Lewis Counties market in 2019, has also seen units in the \$200,000+ range grow steadily in recent years. Watertown averaged 220 units sold between 2015 and 2019 and has seen the share of sales in the \$200,000+ range keep pace with increasing sales across categories. Units in this price range made up 10% of the 202 units sold in 2016 and 15% of the 254 units sold in 2019. Real estate sales data also shows the importance of Fort Drum in the residential market, with an average 26% of closings financed by VA loans between 2015 and 2019. While in the short-term the COVID-19 pandemic may disrupt these trends, based on

population growth, 2015-2019 real estate sales data, estimated annual demand for higher-end housing (over \$200k) with attractive amenities within the trade area may reach between 20 and 30 units.

**The regional retail market is well-served, but opportunities exist for niche and experiential retail.**

The presence of a strong retail corridor at Route 3 near I-81 on top of the increasing dominance of online sales platforms such as Amazon mean that opportunities for traditional retail at the site are limited. Our analysis revealed limited demand in selected sectors, including book and music sales, drinking establishments, jewelry, luggage & leather goods as well as home furnishings and health and beauty products. Retail offerings at the Factory Square site and Sewall's Island should complement the unique recreational, natural, and historic characteristics of the site. With several

breweries springing up in the area, Jefferson County may already have devotees to microbrews and pub fare that form the core clientele for these establishments. A brewery at the site might be able to capitalize on an emerging critical mass of breweries, natural views of the River, and proximity to other establishments in downtown. A boutique hotel would also be a first for the area, with views of the Black River and proximity to the St. Lawrence/Thousand Islands region, Sackets Harbor/Chaumont Bay, the Adirondacks, and Fort Drum as a key selling point.

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MARKET ANALYSIS  
**KEY FINDINGS**



**Commercial development at the site should leverage the unique assets of proximity to the Black River, downtown Watertown and a burgeoning trail network.**

Commercial development at the site should leverage the unique assets of proximity to the Black River, downtown Watertown and a burgeoning trail network. The study area has unique advantages and disadvantages from a retail perspective. The site lacks the high visibility from major travel corridors such as I-81 and Route 3 enjoyed by Arsenal Street businesses. The lack of existing retail in proximity to the site also makes the area less attractive for potential customers looking to complete multiple errands in a single trip. The eventual presence of a trail network would further enhance the site's potential as a destination sought to enhance experiences rather than convenience. As plans for the City to take advantage of whitewater recreation opportunities along the Black River move forward,



the attractiveness of establishing an outfitter or purveyor of kayaking may be enhanced.

**Redevelopment at the site should complement rather than compete with emerging residential and commercial opportunities downtown and along the Black River.**

Socioeconomic data shows that the Watertown-Fort Drum area is confronting many of the same challenges as other communities in Upstate New York, with a median income well below the national or state average. A lack of population growth coupled with this limited discretionary spending power means that not all residential or commercial products will be sustainable with a competitor in close proximity. As redevelopment of the Mercy site, the current Department of Public Works site and other downtown and waterfront properties is considered, decision makers should identify niches that can be filled to avoid stretching consumer spending thin over multiple similar products.



**Site control and developer attraction are key factors in redevelopment.**

Sewall's Island and Factory Square have a storied history and opportunities for adaptive reuse and redevelopment given their proximity to the Black River and downtown Watertown. Conversations with developers and public officials indicate that the community views the area as a source of blight rather than opportunity. It will be important to create an exciting and easily recognizable brand for the site that highlights a vision for redevelopment and signals the City's commitment to redevelopment. Seeking site control and development partners should also be prioritized. Preparing and distributing a developer RFP can help the City clarify its role and commitment to redevelopment, attract developer interest, and begin to identify financing mechanisms and implementation partners.



**The deterioration of historic buildings, level of environmental remediation and unique topography of the site mean that redevelopment of certain parcels and structures may require public/private partnerships.**

The next page identifies potential funding and financing options in New York State that may be available for sites such as Sewall's Island and Factory Square, pending availability and eligibility. Further analysis will need to be completed to determine specific funding needs and eligibility for redevelopment concepts proposed at the site.

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## MARKET ANALYSIS

# FUNDING & FINANCING SOURCES

Potential funding sources that could assist in implementation of this plan are described below.

### **Federal Historic Preservation Tax Credit**

Owners of historic commercial, office, industrial or rented residential buildings on the National Register of Historic Places or in a locally certified district may qualify for a 20% tax credit on the cost of rehabilitation. All interior and exterior rehabilitation work that adheres to federal preservation standards and gains approval of the State Historic Preservation Office (SHPO) and National Park Service qualifies. Factory Square and Sewall's Island lie outside of the existing Public Square Historic District.

### **New York State Historic Tax Credit for Commercial Properties**

New York's historic tax credit for income-producing properties mirrors the federal credit but with a cap of \$5 million and a requirement that the property being rehabilitated is located in an eligible census tract. Census Tract 621 has a 2019 median family income well below the State Family Median Income threshold. With a historic district designation, the Factory Square buildings could leverage both the federal and state historic tax credits.

### **Environmental Protection Fund (EPF)**

EPF grants may be used for parks or historic preservation. In 2019, the City of Watertown was awarded funds under this program for \$131,000

in upgrades at Thompson Park. With designation of 5.6 acres of land on Sewall's Island for parkland, these grant funds may be available for improvements. Similarly, in 2018, the Jefferson County Historical Society secured \$500,000 in EPF grant funding for historic preservation of the Paddock Mansion roof. This funding might be used to improve, protect, preserve, rehabilitate, restore or acquire the Factory Square structures, contingent on historical designation.

### **New York State Department of State Environmental Protection Fund Local Waterfront Revitalization Program Grants**

NYS DOS EPF LWRP grants can be used for planning, design and construction efforts related to revitalization of inland waterfronts, such as the Black River. In 2019, the City of Watertown was awarded \$42,500 to adopt an updated LWRP.

### **New York State Main Street Grants**

Administered by the Office of Homes & Community Renewal, Main Street grants can be used to revitalize commercial districts through matching grants for building renovation, improvements to establish downtown business or cultural anchors as well as to fund technical assistance expanding community capacity and preparation for future building renovation efforts. Main streets with contiguous buildings that have faced decay and disinvestment are given priority, suggesting that this may be a source of funding for renovations

to the Factory Square buildings, particularly the Black River Paper Company building fronting Factory Street.

### **Federal Opportunity Zone Program**

As with much of the urban core in Watertown, the study area falls within a federally designated Opportunity Zone, reducing the potential risk on investment for developers. Sewall's Island is situated in Zone 613 and Factory Square lies in Zone 621 along with much of the city's downtown. The Zones work by freeing up capital that investors might otherwise withhold to avoid triggering a capital gains tax. Those who invest capital gains in a qualified Opportunity Zone property before the end of 2021 may defer taxation until December 31, 2026. In addition, the investor may exclude a portion of the capital gain from being counted as income for tax purposes, with the exact percentage varying depending on how long the investment is held.

## FUNDING & FINANCING SOURCES

### Empire State Economic Development Grants

New York's Economic Development Fund (EDF) is a flexible funding source available to businesses, LDCs, IDAs and municipalities for a range of activities including land acquisition, demolition, construction, infrastructure and planning studies. EDF can support many conceivable entities and activities focused on the study area so a recent local uses of the Fund just outside of city limits may be more instructive than an example of how : EZ STAK received \$1.24 million for machine purposes allowing relocation of aluminum manufacturing to Watertown and TI Ag Park received \$500,000 for municipal sewer, water and natural gas line installation.

### JCED Revolving Loan Funds

While most of the tools at the disposal of the County's economic development entity, such as a revolving loan fund for manufacturing businesses and revenue bonds, are oriented toward industrial purposes that may only be appropriate for sites adjacent to the immediate study area, financial assistance is also available to retail enterprises. The LDC can for example provide funding uses for fixed assets, business start-ups, commercial real estate, machinery and equipment, as well as leasehold improvements. Small ground floor retail or offices that are a component of mixed-use redevelopment may be able to benefit from

these resources as well as letters of guarantee for working capital.

### Payment In Lieu of Taxes (PILOT)

While PILOT is often associated with large non-profit or government institutions, it can also be used for IDA properties to encourage development by temporarily substituting a reduced payment to impacted jurisdictions in place of the full tax burden for a given property. PILOT agreements generally have a payment schedule and set expiration date whereby the property owner assumes a normal tax burden. For example, JCED might purchase the Weitsman scrap metal recycling site and work with a developer to rehabilitate the property who will provide a base payment below the real property tax level for a period of ten years.

### PILOT Increment Financing (PIF)

The "PILOT Increment" is the additional tax revenue over the base payment amount agreed to in the PILOT that a development will generate once brought to fruition. PIF enables a jurisdiction to leverage this value to finance capital improvements within a designated district or cover project costs. With a similar logic to Tax Incrementing Financing arrangements, PIF allows for projects to proceed that would not "but for" the upfront public investment. This partnership

between the taxing jurisdictions and the developer is possible because both parties will benefit: the developer by financing a project that would have been otherwise infeasible and the government by increasing the tax revenues from property that would otherwise lie fallow. To build on the above example, the Weitsman site's PILOT increment might be diverted to partially fund improvements.

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An aerial photograph of a city street grid, overlaid with a semi-transparent blue filter. The streets are visible as a network of lines, and some buildings and trees are discernible. The overall tone is dark and professional.

**SECTION 4**

# **DEVELOPMENT FRAMEWORK & VISION**

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## DEVELOPMENT FRAMEWORK

This plan focuses on the redevelopment of Sewall's Island and Factory Square to revitalize the district and bring new activity, life, and momentum back to this area of the city. Its unique natural setting, collection of historic architecture and positioning amongst other regional planning efforts provides a lot of opportunity to house this new investment. The planning process focused on using the initial analysis and community and stakeholder engagement to establish a development framework for the area. Creating a framework for development allows the strategies and recommendations to be backed by an understanding and recognition of the critical factors, constraints, and opportunities present in the study area's current conditions that were identified through the physical analysis and conversations with the community and stakeholders. The development framework for this plan focuses on the natural and environmental context, understanding the future mobility and connectivity of the area, the historic architecture and character, and the goals of the community for what the future of this district should be. The development framework has been explained using a series of diagrams displayed on pages 40 through 43.

The community and stakeholder engagement process help establish goals and priorities for this plan which have been captured in the Vision

Statement and the Six Major Goals on the next page. The vision statement encompasses the desires of the community that this district will become a major asset for the city in the future. It will create a destination that attracts new residents and visitors to the city while also becoming a new unique place for the current residents of the city to foster the sense of community. The major goals hit on the key objectives of the plan, based on the feedback received. The goals focus on connectivity, economic development, the natural environment and creating a new asset for the city through its redevelopment.



The Steering Committee determining the goals of the plan.



The public input helped shape the future uses and public space features of the plan.

# VISION STATEMENT & MAJOR GOALS

Transform Sewall's Island and Factory Square into a vibrant waterfront district that leverages the site's unique qualities to spur investment and celebrate culture and natural wonder. Create a year-round destination for the region and a beloved community asset that attracts businesses, visitors and residents of all generations.

## Achieved through Six Major Goals:



### Showcase Watertown

The vision for this plan is to create a destination unique to Watertown that attracts new visitors and residents to the city.



### Build a New Legacy

Utilize the natural qualities and signature architecture to create a vibrant waterfront district.



### Build Community

The future of this area will include public parks, trails and event spaces that will build community by providing year-round activity for all generations.



### Economic Development

The plan will provide a setting for catalytic and long-term economic investment in Watertown.



### Strengthen Connections

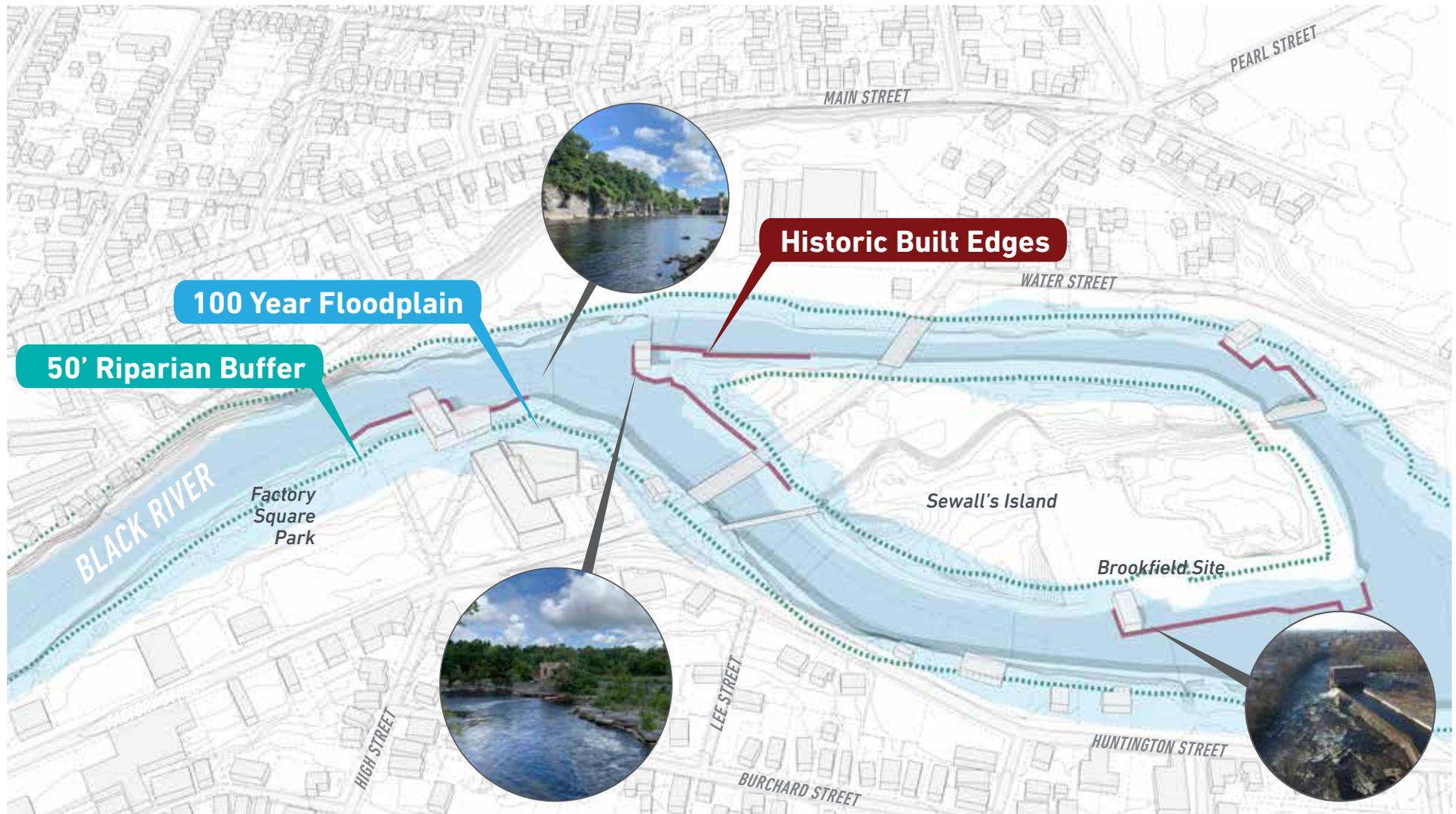
This site serves as a critical link along the Black River trail system between Fort Drum and downtown.



### Celebrate the River

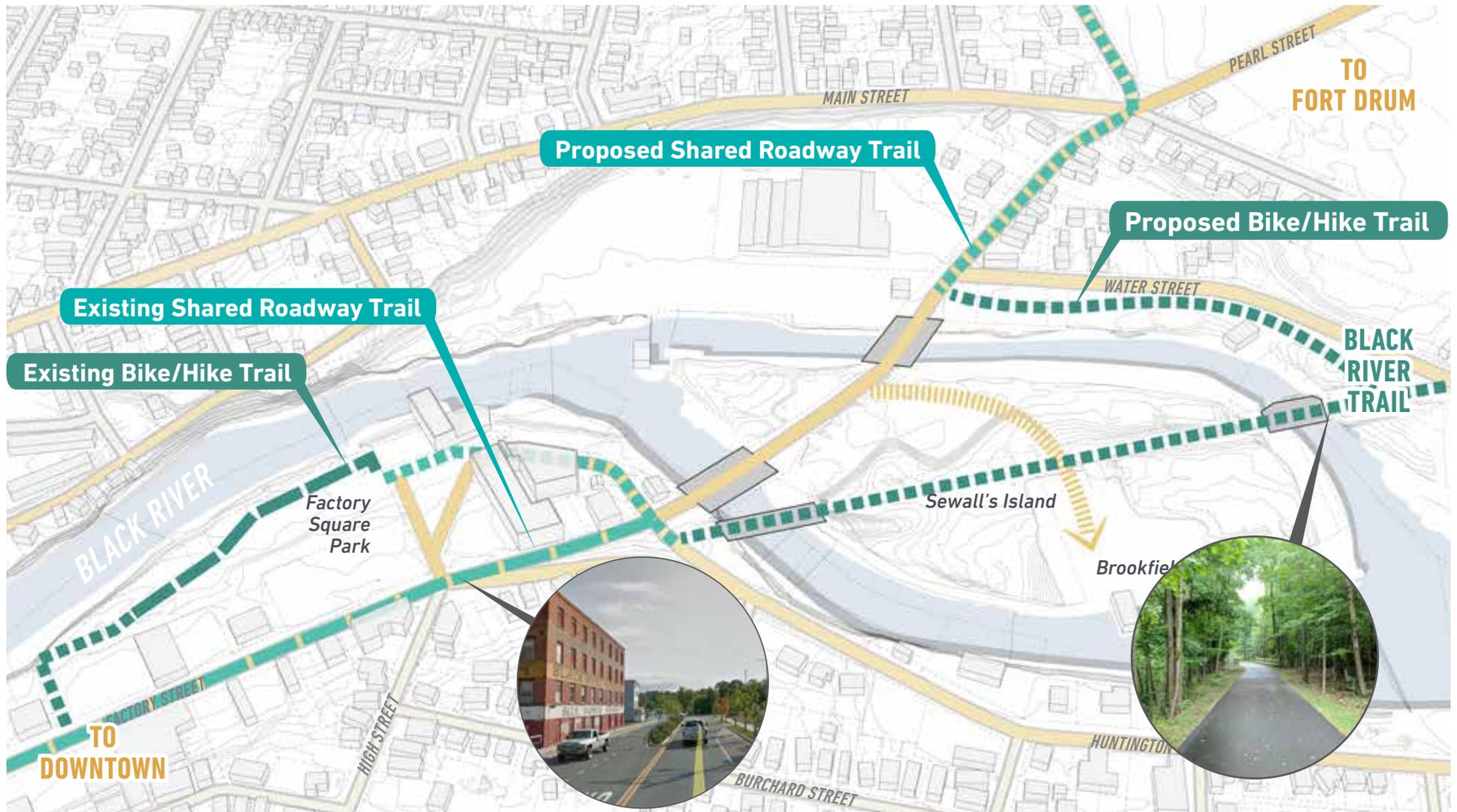
The Black River is central to the community's history and identity. The plan will leverage the scenic and recreational qualities of the river.

# CELEBRATE THE RIVER



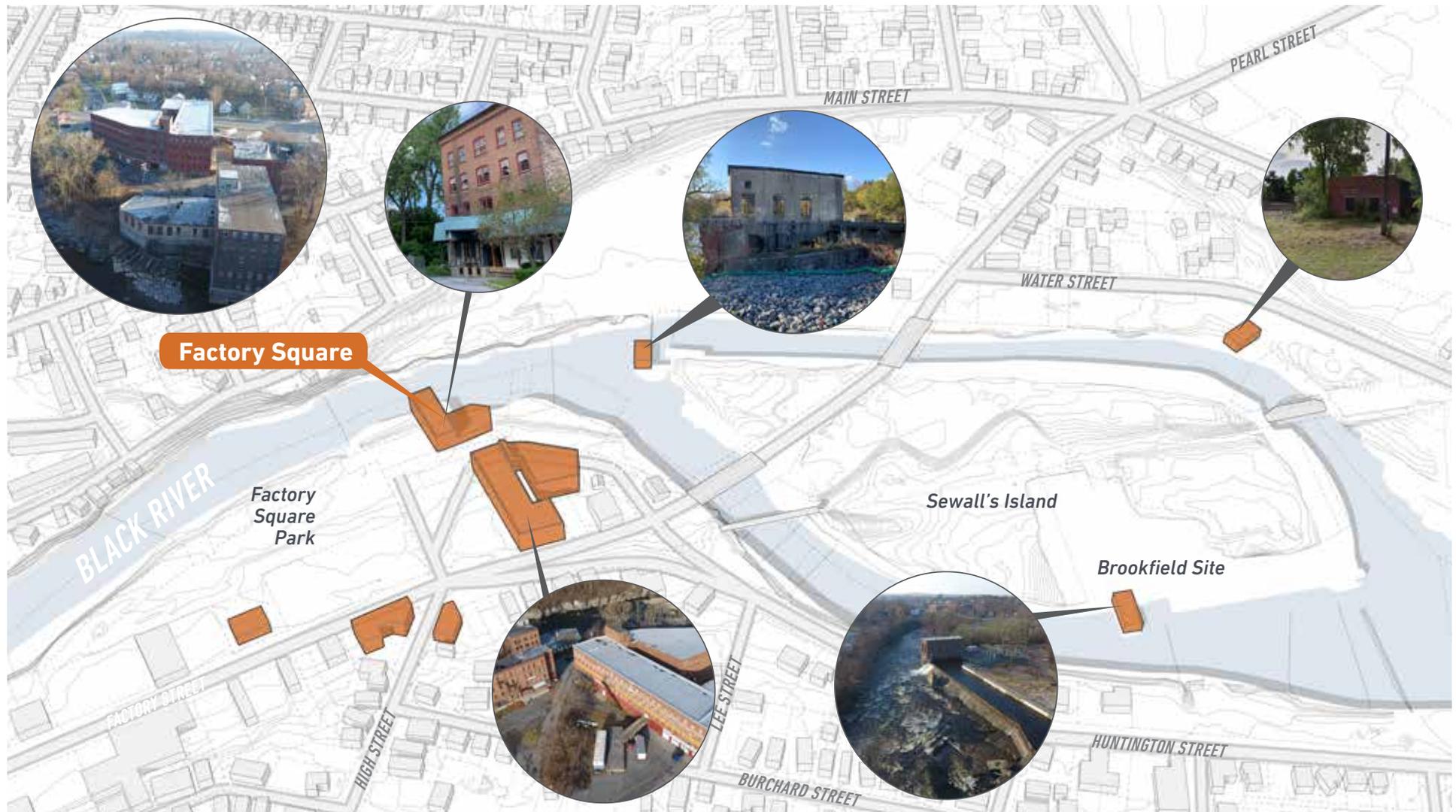
It is undeniable that the Black River defines the study area. The rapids and overlooks of the river provide an incredible asset to future development and public spaces. Providing continued and improved access to the river was a top priority of the community and the plan must be cognizant of this. Development plans should respect the boundaries established by the flood plain and riparian buffers. Simultaneously, the historic built edges from the past life of the area should remain to pay homage to the history and because it blends the built and natural environment.

DEVELOPMENT FRAMEWORK  
**STRENGTHEN CONNECTIONS**



By developing a multi-functional connectivity network for the area, we can ensure that the site is equitable for the community at large and will attract a diverse set of future users. The future Black River Trail alignment through the site brings a regional asset into the heart of the study area and eventually improving regional connectivity to downtown Watertown. The public realm of Factory Square should complement reinvestment in its historic buildings in the short term as momentum builds for improvements to the rest of the area.

# BUILD A NEW LEGACY



The plan must respect and leverage the existing historic architecture within the study area. These buildings provide character to the new life taking hold in the district in addition to providing large floor-plates for a diverse set of uses. By preserving these structures and complementing new development to the style of these buildings, we can ensure that character and feel of the district is unique to Watertown.



One major goal that came from the feedback of the public was to create a place that served the community at large. By developing new public spaces and amenities we can ensure that this is not reserved solely for those inhabitants of any new development but rather it provides an opportunity to connect with the natural environment for residents of the city and visitors from around the region alike. It is becoming increasingly clear that greenspace can be the anchor to attract and support new development because of its ability to attract new visitors and users every day.

REDEVELOPMENT PLAN

# PHASE 1: EARLY WINS WITH CATALYTIC POTENTIAL

The initial phase of redevelopment will build excitement in the community and continue momentum into subsequent phases. The first phase of the redevelopment plan focuses on the reinvestment and reuse of Factory Square, its existing buildings, and Factory Square Park. The existing structures offer large open floor plans that are flexible for a variety of uses and provide architectural character for the area.

To jumpstart the initial redevelopment, the plan calls for investments in the public realm and park space within this area. The streets, Factory Square and Fairbanks Street, which serve these buildings and park should be redesigned as a shared festival street for pedestrians, bicyclists and cars. The improvements to the public realm would also include the development of a shared parking lot to support the various new uses in the area.

Factory Square Park, as it stands today, provides a walking path and a river overlook in addition to a large lawn space. The improvements to the park include constructing an additional overlook of the Black River and adding more paths to the park – including one that accommodates bicycles as part of the Black River Trail network. Improvements to the park will provide an immediate boost to the usability of the space and a real asset for the

redevelopment of the Factory Square buildings and nearby neighborhoods.

In this initial phase of development, the plan calls for the reuse of the existing historic structures. Based on market research, public and stakeholder input, the plan recommends that the largest building in Factory Square be focused on creating a mixed use building that combines a restaurant or brewery tap room on the ground floor with historic loft style apartments or condos on the upper floors and small retail on ground floor.

The other key use of this first phase is the development of a boutique hotel. A boutique hotel is a smaller hotel offering between 30-50 rooms, or keys, that would take advantage of the scenic Black River setting, the nearby park, and its overall proximity to Downtown and Fort Drum. The hotel would be joined by an event space that could play host to weddings, receptions, parties, conferences and more. The existing buildings C and D in the diagram on the opposite page were selected for the hotel because of their adjacency to the Black River which would make this a unique stay and experience for guests.

## PHASE 1 DEVELOPMENT PROGRAM

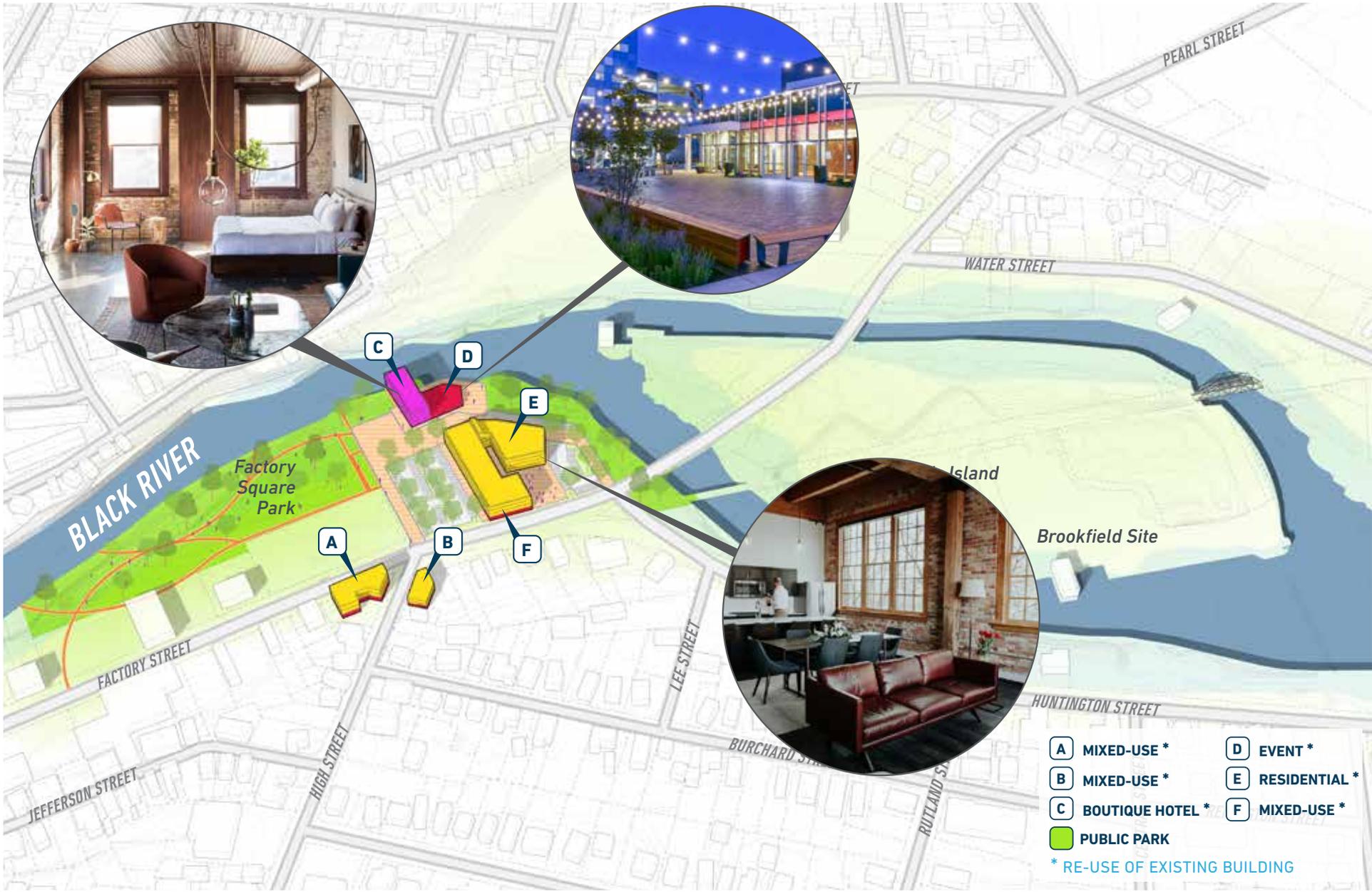
KEY	USE	YIELD
A	Mixed-Use*	10 Units 5,500 SF Com
B	Mixed-Use*	5 Units 2,500 SF Com
C	Boutique Hotel*	35 Keys
D	Event Space*	5,000 SF
E	Residential (Lofts)*	35 Units
F	Mixed-Use*	45 Units 6,000 SF

\* Denotes re-use of existing building

## OVERALL DEVELOPMENT PROGRAM THROUGH PHASE 1

USE	YIELD
Residential (Rental)	90+ Units
Commercial	14,500 SF
Hotel	35 Keys
Event Space	5,500 SF
Parks	3.3 Acres
Parking	150+ Spaces

# DEVELOPMENT PLAN DIAGRAM



## REDEVELOPMENT PLAN

# PHASE 2: PARKS & PUBLIC SPACE IMPROVEMENTS

Following the momentum of the first phase of the project, the second phase focuses on developing the larger public space network that will attract, support, and anchor new development in the district. With successful implementation of the first phase's recommendations, there will already be a more consistent population in the area and increased daily activity with the commercial uses in Factory Square.

This phase focuses primarily on public space improvements, including park land, trails, recreational amenities, and the necessary infrastructure to support development on Sewall's Island. One of the key aspects of the public investment and space will be the rail to trail bridge conversion and the completion of this critical segment of the Black River Trail. The alignment of the trail through this district offers connectivity to Fort Drum and to Downtown that will increase the amount of new visitors and daily users of the district.

The public space improvements include trails, greenspace, overlooks, and restoring native landscapes on Sewall's Island and the northern shore of the Black River along Water Street. Due to the constraints of the flood plain and riparian buffer of the Black River, and the previous designations of park land on the south side of the island have limited the developable area

but provided ample room for public space and recreational amenities. On the northern shore, the plan calls for establishing a greenway with more trails and overlooks that provide access to the Black River and could complement a outdoor gear shop (building J).

The development in this phase also takes place north of the Black River along Water Street and on the site of the former recycling facility. The former recycling plant offers a great opportunity for adaptive reuse that could host multiple or a singular large commercial use. Possible uses could include a market hall, event space, a brewery, a light manufacturing establishment, creative or artist spaces and more. The reuse of this building could be either a short-term or long-term vision for this building. Phase three identifies a comprehensive redevelopment as a possible long-term plan for the site. What is implemented will be dependent on the changing market conditions and interest by developers. Additionally, phase two includes other smaller commercial developments (buildings H and I) that could compliment these other uses and could provide smaller, niche retail and commercial experiences that work well with the completed Black River Trail and new park space.

## PHASE 2 DEVELOPMENT PROGRAM

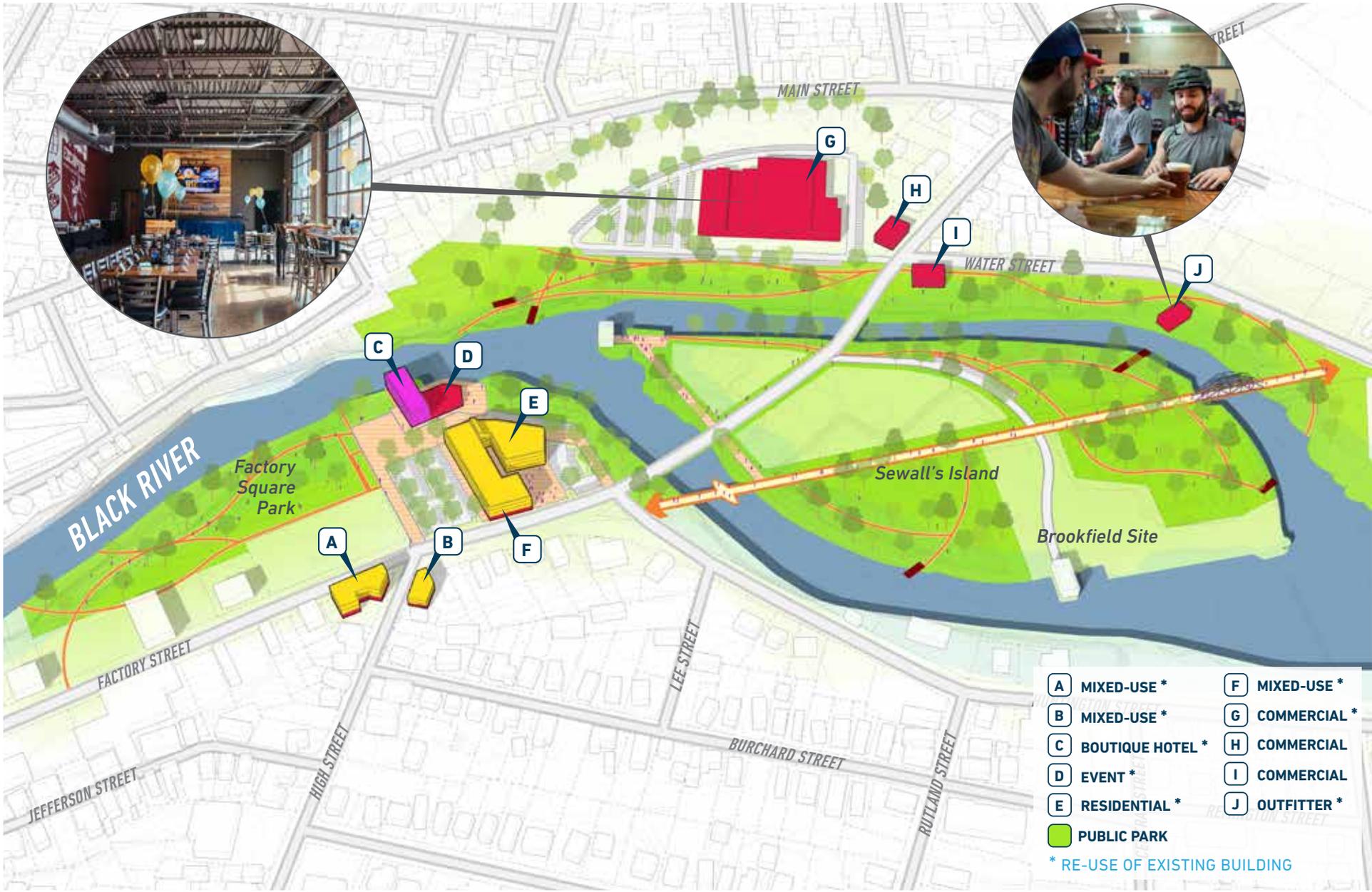
KEY	USE	YIELD
G	Commercial*	70,000 SF
H	Commercial	7,500 SF
I	Commercial	7,500 SF
J	Outfitter*	2,500 SF

\* Denotes re-use of existing building

## OVERALL DEVELOPMENT PROGRAM THROUGH PHASE 2

USE	YIELD
Residential (Rental)	90+ Units
Commercial	102,000 SF
Hotel	35 Keys
Event Space	5,500 SF
Parks	3.3 Acres
Parking	400+ Spaces

# DEVELOPMENT PLAN DIAGRAM



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## REDEVELOPMENT PLAN

# RAIL TO TRAIL BRIDGE CONVERSION

One of the major factors driving the creation of this plan was past planning for the regional Black River Trail whose alignment goes directly through this study area. Past planning efforts and investigations have recommended that the future alignment of the trail follow the former rail line that cut across Sewall's Island approximately dividing it in half. This alignment was based on the former rail line and its bridges that connected the island across the Black River in two locations. The eastern bridge location is on the Fort Drum side of the island and is closest to the future connection to the Black River Trail. The western bridge location is on the Downtown and Factory Square Side of the island and aligns itself with Factory Street where the Black River trail would continue to downtown.

The East Bridge (located on the east side of Sewall's Island) has an existing truss structure that will be preserved and featured in its future reuse (see the photo at right). Its design and form are an homage to its past life and preliminary assessments suggest it is well-suited for rail-to-trail conversion to become a pedestrian and bicycle bridge. The focus of the design of the East Bridge is to provide opportunities to overlook the river and whitewater. The bridge concept includes small "balconies" between trusses that allow river views while separating people from

the flow of pedestrian and bicycle traffic crossing the bridge, which will be important as this is part of the future Black River Trail route.

The West Bridge (located on the west side of Sewall's Island, closer to Factory Square) is much different than the East Bridge in its existing design and form. It consists of a flat bed and has no truss or overhead structure of any kind. It does have an existing stone pier that could support additional weight and structure during a rail-to-trail conversion. Similar to the East Bridge, the focus of the future design of the bridge is to provide an overlook of the river and rapids below. The overlook on this bridge will further separate observers from the pedestrians and bicycle traffic along the bridge and offer additional views of the Factory Square and the new development on Sewall's Island.



The former rail bridge on the east side of Sewall's Island.



The former rail bridge on the west side of Sewall's Island.

# RAIL TO TRAIL BRIDGE CONVERSION

Eastern Rail Bridge



Western Rail Bridge



REDEVELOPMENT PLAN

# PHASE 3: DEMAND-INDUCED DEVELOPMENT

The third and final phase of the redevelopment plan focuses on bringing the overall vision to life by filling in the gaps created by the public space. This phase includes the new development on Sewall’s Island (K,L, and M), as well as further development in Factory Square (P), and a possible redevelopment scenario for the former recycling plant on the north shore of the Black River (N and O).

The public space constructed in phase two provides a dynamic setting for this last phase of development. On Sewall’s Island, new mixed use and commercial developments are now complemented by their proximity to the Black River Trail and acres of park land and trails that connect customers and residents with the river and natural setting of the Island.

Over in Factory Square, continued success of the development from phase one could lead to the redevelopment of an underutilized parcel that would make an ideal location for townhomes that could front on to Factory Street and Factory Square Park.

At the site of the former recycling facility on the north shore of the Black River, phase three shows a possible future scenario for the site that redevelops the entire site as a new residential pocket neighborhood. Providing smaller, cottage-

style single family homes and townhomes that front onto the new greenway and trails would provide a new market offering for those interested in downsizing or a smaller residential option.

This final phase of the redevelopment plan is contingent on numerous factors related to market feasibility and developer interest. It is critical to see this plan as a guiding document that has the backing of the community as well as a preliminary market assessment. The plan is expected to evolve as it is implemented and above all else should be focused on following the vision statement and major goals established in this process as they are adaptable and applicable to changing circumstances.

## PHASE 3 DEVELOPMENT PROGRAM

KEY	USE	YIELD
K	Commercial	5,000 SF
L	Commercial	20,000 SF
M	Residential	40 Units
N	Residential (Townhomes)	22 Units
O	Residential (Single Family)	30 Units
P	Residential (Townhomes)	24 Units

## OVERALL DEVELOPMENT PROGRAM THROUGH PHASE 3

USE	YIELD
Residential (Rental)	200+ Units
Commercial	57,000 SF
Hotel	35 Keys
Event Space	5,500 SF
Parks	20+ Acres
Parking	430+ Spaces

# DEVELOPMENT PLAN DIAGRAM



- A** MIXED-USE \*
  - B** MIXED-USE \*
  - C** BOUTIQUE HOTEL \*
  - D** EVENT \*
  - E** RESIDENTIAL \*
  - F** MIXED-USE \*
  - H** COMMERCIAL
  - I** COMMERCIAL
  - J** OUTFITTER \*
  - K** COMMERCIAL
  - L** COMMERCIAL
  - M** RESIDENTIAL
  - N** TOWNHOMES
  - O** SINGLE-FAMILY HOMES
  - P** TOWNHOMES
  - GREEN SQUARE** PUBLIC PARK
- \* RE-USE OF EXISTING BUILDING

## REDEVELOPMENT PLAN

# LONG-TERM DEVELOPMENT POTENTIAL

The long-term development potential is shown at right and is contingent upon following the action plan (Section 5) and adapting as needed to ensure new development aligns with this plan and the vision of the community. The key takeaways of the long-term development potential are:

- **Residential:** Between 170 and 200 new units of market rate residential offerings are possible. It is critical to encourage diverse residential offerings that appeal to a wider market to ensure long term resiliency in the residential market of the City.
- **Commercial:** Commercial and Retail space will ensure a mixture of uses that promotes continuous activity in the area and the natural assets of the area should provide leverage for the commercial development as a destination and unique setting.
- **Hotel & Event Space:** The boutique hotel will provide a modestly-sized anchor of activity that will take full advantage of the location and relationship with the Black River to create a regional attraction.
- **Park Land & Parking:** This plan proposes over 20 acres of park space to meet the demands for more public space including trails and opportunities to access the Black River.

## RESIDENTIAL

- 70 Loft Apartments**
- 60 Apartments**
- 46 Town-Homes**
- 30 Single Family Homes\***



## COMMERCIAL / RETAIL

- 50,000 SF Commercial / Retail Space**
- 70,000 SF Warehouse / Industrial Reuse\***



## HOTEL & EVENT SPACE

- 35 Keys (Room) Hotel**
- 5,000 SF Hotel Event Space**



## PARK LAND & PARKING

- 20+ Acres Park Space**
- 200 - 400 Parking Spaces**



\* The future reuse or redevelopment of the former recycling facility on the north shore will determine whether the final development yield leans more residential or commercial.



CITY OF  
**ALL'S ISLAND**  
WATERTOWN

BLACK RIVER CAFE

View looking east to Sewall's Island and the new development. Notice the relationship of the converted rail bridge, the development, and the Black River.



View looking west toward Factory Square Park in the distance with the boutique hotel on the right and the reuse of the Black River Paper buildings on the left. The street here becomes shared by cars, pedestrians, and bicyclists.



View looking east to Sewall's Island from the rear of Factory Square. The new boutique hotel is on the right, and the trails on the north shore are visible on the left.

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**SECTION 5**

# **ACTION PLAN**

**ACTION PLAN**

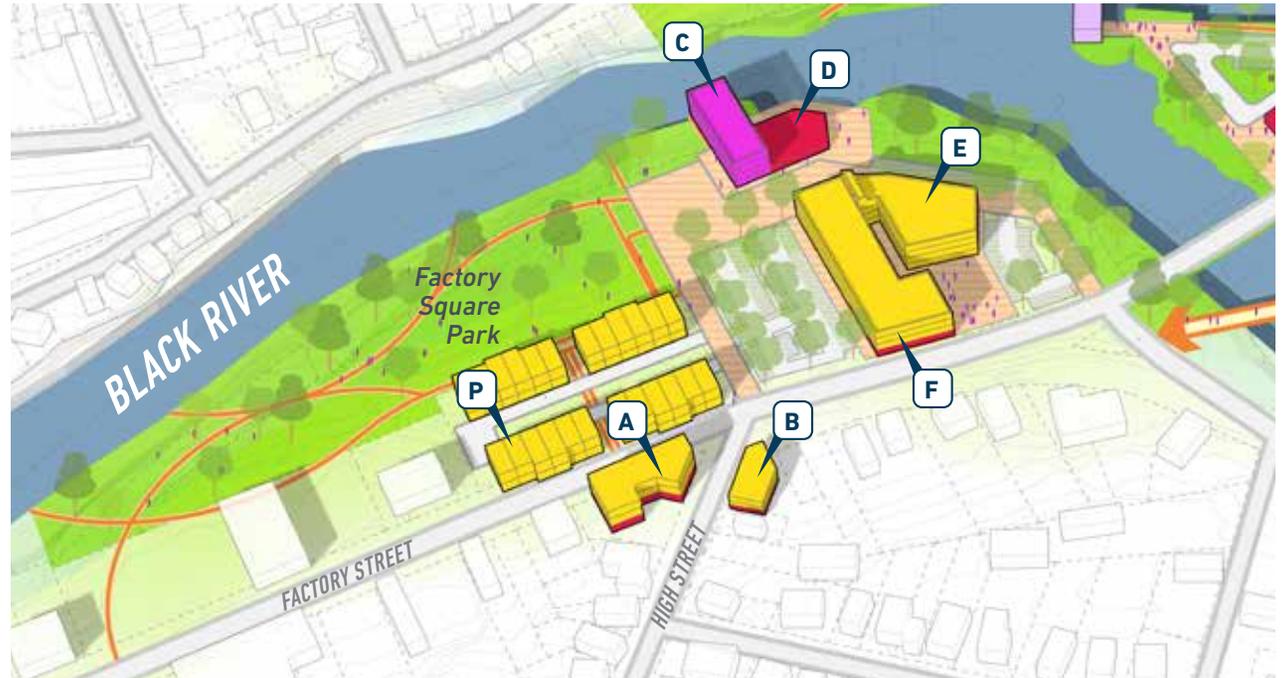
**FACTORY SQUARE**

The implementation strategy for Factory Square and its associated park focuses on adaptive reuse of the existing buildings and improvements to the existing public realm and park land.

Investments by the public include creating design plans for the improvements to the park and public realm and constructing those improvements.

There may be a need to conduct further environmental and structural analysis of the area in order to ensure safe redevelopment.

Recruitment of operators for all future uses should be a joint effort between public officials and developers/property owners to ensure alignment with this plan and the community's desires.



The full redevelopment plan for Factory Square including improvements to Factory Square Park.

PUBLIC ACTIONS	PUBLIC-PRIVATE JOINT ACTIONS	PRIVATE ACTIONS
Finalize designs for improvements to Factory Square Park.	Join funding efforts (including procuring outside sources) to reconstruct public realm in Factory Square.	Procure Historic Tax Credits and funds for redevelopment plans for existing buildings.
Establish Factory Square Buildings as historic structures to make more funding sources accessible to developers.	Construct new 'festival street' along what was formerly Factory Square and Fairbanks Street.	Construct parking and necessary infrastructure to support the private development.
Conduct Phase I and II studies(if needed) for various parcel / buildings in Factory Square.	Recruit investors and operators for commercial, residential, and hotel uses.	Acquire necessary parcels for townhome development (P)
Implement Design and Improvements to Factory Square Park.		

**ACTION PLAN**  
**SEWALL'S ISLAND**



The full redevelopment plan for Sewall's Island includes park land, mixed use development and the future Black River Trail.

Public space improvements made on Sewall's Island will drive the investment from private developers for the mixed use and commercial buildings on the island.

Previous efforts have included placing or establishing a cap on the island to make development more feasible. Additional environmental assessments and remediation may be needed as development happens.

Developing a programming and maintenance strategy should occur as part of the design process for the park land on the island.

PUBLIC ACTIONS	PUBLIC-PRIVATE JOINT ACTIONS	PRIVATE ACTIONS
Finalize designs for Sewall's Island Park.	Join funding efforts (including procuring outside sources) to construct roads and parking infrastructure	Procure brownfield development and cleanup grants as needed, as additional cleanup is likely needed.
Establish Island as brownfield to open more funding sources.	Recruit investors and operators for commercial and residential uses	
Develop designs / engineering plans for rail to trail bridge conversions.	Develop maintenance and programming plan for park	Acquire parcels or lease agreement for development of buildings K, L, and M.
Construct Sewall's Island Park	Recruit investors and developers for buildings K, L, and M	

**ACTION PLAN**

**WATER STREET & NORTH SHORE**

The third sub-area of the plan, the north shore and the parcels along Water Street compliment and support the development and improvements happening elsewhere.

Working with property owners to either acquire parcels or create the necessary easements or lease agreements for both creating the greenway and for the various development pieces will be crucial to this implementation strategy.

The development of a whitewater park on the Black River between the north shore and Sewall’s Island has been explored through a previous study. Its implementation is connected to the establishment of an outfitter along the greenway.



The full redevelopment plan for Water Street the North Shore of the Black River.

PUBLIC ACTIONS	PUBLIC-PRIVATE JOINT ACTIONS	PRIVATE ACTIONS
Finalize designs for greenway on north shore.	Brownfield clean-up of former recycling facility site.	Procure brownfield development and cleanup grants as needed.
Acquire parcels or easements for complete greenway design.	Join funding efforts (including procuring outside sources) to construct roads and parking infrastructure.	
Conduct Phase 1 and Phase 2 (if needed) for various parcels on north shore.	Work with recycling facility ownership on redevelopment plan	Acquire parcels or establish lease agreements for development of buildings H, I, J, N, and O.
Construct Water Street greenway park.	Recruit investors and operators for commercial and residential uses.	
Construct Whitewater park between north shore and Sewall’s Island.		

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**SEWALL'S ISLAND + FACTORY SQUARE**  
WATERTOWN, NY