



# City of Fulton

# 2 0 2 1

# Comprehensive Plan

Adopted: October 5, 2021



# TABLE OF CONTENTS



<b>PREFACE</b>	<b>3</b>
<b>INTRODUCTION</b>	<b>6</b>
<b>PUBLIC INPUT SUMMARY</b>	<b>12</b>
<b>COMMUNITY PROFILE</b>	<b>15</b>
<b>VISION &amp; POLICY</b>	<b>26</b>
<b>COMMUNITY DEVELOPMENT STRATEGY</b>	<b>34</b>
<b>APPENDIX</b>	<b>UNDER SEPARATE COVER</b>





# P R E F A C E



# PREFACE



## Acknowledgments

This Comprehensive Plan update was completed by the joint efforts of City Officials, the Steering Committee, and our residents.

The Steering Committee was integral in the drafting of this update through the contribution of their time, energy, and knowledge to the development of the Comprehensive Plan components.

The City would also like to thank all members of the community and stakeholders who contributed to the vision for this Plan and helped shape its contents for the betterment of the greater Fulton community.

### COMMON COUNCIL

Deana Michaels, Mayor  
Tom Kenyon, Ward 1  
Doug Chapman, Ward 2  
Don Patrick, Jr., Ward 3  
John Kenyon, Ward 4  
Audrey Avery, Ward 5  
Lawrence Macner, Ward 6

### STEERING COMMITTEE

Steve Ward, Ward 1 Rep.  
Marie Mankiewicz, Ward 2 Rep.  
Bob Weston, Ward 3 Rep.  
Ralph Stacy, Ward 4 Rep.  
Robin Griffin, Ward 5 Rep.  
Nancy Fox, Ward 6 Rep.  
Beth Mirabito  
Lorrie Poyneer

### PLAN PREPARED BY:

**Barton  
& Loguidice**

## Acronyms

The acronyms listed below are frequently used by local community planning and government organizations, and are referenced throughout this document.

CDBG Community Development Block Grant

CDS Community Development Strategy

CNY Central New York

DEC Department of Environmental Conservation

DOT Department of Transportation

DRI New York State Downtown Revitalization Initiative

GIS Geographic information systems

HUD United States Department of Housing and Urban Development

LWRP New York State Local Waterfront Revitalization Program

NYS New York State

PTECH Pathways in Technology Early College Highschool

PUD Planned Unit Development

SEQR New York State Environmental Quality Review

US United States

USDA United States Department of Agriculture





## **Indigenous Lands: Haudenosaunee & Onondaga**

The City of Fulton would like to recognize the legacy of our land and those who first resided here. Our community is located on the homelands of Ho-de-no-sau-nee-ga (Haudenosaunee) and Onundagaonoga (Onondaga) people. We acknowledge that this land has been taken from the Haudenosaunee and Onondaga people through a history of unjust land acquisition and unfair treatment during the time of colonization.

The Haudenosaunee Confederacy (which includes the Onondaga, Mohawk, Oneida, Cayuga, and Seneca Nations) and the United States have three major standing treaties: the Treaty of Fort Stanwix of 1784, the Treaty of Fort Harmer of 1789, and the Canandaigua Treaty of 1794. These treaties asserted the independent sovereignty of the Haudenosaunee Nation and United States, established territorial boundaries and means of compensation, and called for a peaceful and friendly relationship between both entities.

The Haudenosaunee and Onondaga people are an integral part of our community who continue to contribute to our community’s history, culture, and growth. Through this acknowledgment, the City of Fulton hereby commits to increasing awareness and respect of these indigenous lands and improving our relationships with the Haudenosaunee Confederacy and Onondaga Nation for the betterment of the community and quality of life.

Resources: [www.onondaganation.org](http://www.onondaganation.org)  
[www.haudenosauneeconfederacy.com](http://www.haudenosauneeconfederacy.com)



**LAKE NEATAHWANTA:**

“Little lake near the big lake”





# INTRODUCTION



# INTRODUCTION

“Among the most important powers and duties granted by the legislature to a city government is the authority and responsibility to undertake city comprehensive planning and to regulate land use for the purpose of protecting the public health, safety and general welfare of its citizens.”

- NYS General City Law  
Section 28-a

## Background

With a history closely tied to manufacturing, the City of Fulton has experienced fluctuations in population, employment, and investment as the presence of major industries have ebbed and flowed since its establishment. Fortunately, the City of Fulton has a long track record of planning for its future and undertaking community planning efforts to not only strengthen investment, but also improve resident quality of life.

The most important document guiding these efforts in a community is the Comprehensive Plan. The purpose of a Comprehensive Plan is to analyze the region’s current conditions, establish the overall vision for the City, and outline how to achieve the community’s goals. Last updated in 2003, the City of Fulton recognizes that an update to the Comprehensive Plan is necessary to ensure it reflects the changing local and regional trends of the past two decades. Our downtowns and urban centers have become increasingly attractive to residents and businesses and now is the time, again, to re-evaluate the community’s priorities and path forward.

In early 2020, a Comprehensive Plan Steering Committee consisting of local residents, business owners, and City representatives convened to oversee the update of the Comprehensive Plan. The Committee ensured that the updated Plan built off of previous and ongoing planning efforts, incorporated community input, and reflected the greatest challenges and opportunities facing the community.

## The Comprehensive Plan

The primary purpose of a Comprehensive Plan is to define and document a community’s vision. Both private and public development decisions should take into consideration the City’s vision as expressed in this Plan, and be consistent with its stated priorities. The Comprehensive Plan serves as an accessible guide for community stakeholders, providing insight into what types of projects and investments the City is likely to prefer and support.

In the City of Fulton, it is the investments by our residents, businesses, civic institutions, community organizations, and local government that shape the physical, social, and economic character of our community. Thus, the 2021 Comprehensive Plan aims to provides such members of the community with an updated framework for future public and private investment. A successful plan identifies both community-wide goals and specific action items that may be implemented by all entities doing business with the City of Fulton.

This Plan abides by New York State Municipal Law. According to NYS General City Law §28-a, a City Comprehensive Plan is “... the materials, written and/or graphic, including but not limited to maps, charts, studies, resolutions, reports and other descriptive material that identify the goals, objectives, principles, guidelines, policies, standards, devices and instruments for the immediate and long-range protection, enhancement, growth and development of the city.”

# INTRODUCTION

In the absence of planning, communities often incur a greater number of unintended consequences. Planning helps municipalities understand and use the current needs and desires of the community to engage in proactive decision-making, and avoid relying on solely reactionary efforts.

As a result, the City of Fulton 2021 Comprehensive Plan will serve as the foundation upon which future planning and policy decisions are developed. However, it should not preclude future decisions that may not align precisely with the stated vision and goals. Rather, it should allow and provide room for rationale that is as convincing as that presented in the Plan. Such deviations from the Plan should neither be common nor easily attainable, and should be supported only after careful consideration of the overall benefit to the community.

In addition to the primary purpose of a Comprehensive Plan, Comprehensive Plans open up a number of new opportunities for cities, including those listed to the right.

## Benefits of Comprehensive Planning

### Acquisition of Grant Funds

The presence of a Comprehensive Plan shows deep familiarity with a community's needs and desires, increasing a municipality's grant competitiveness.

### Zoning & Land Use

The Comprehensive Plan informs the development and revision of regulatory tools, such as zoning codes and design standards, that achieve the longer-term vision of the community.

### City Financing

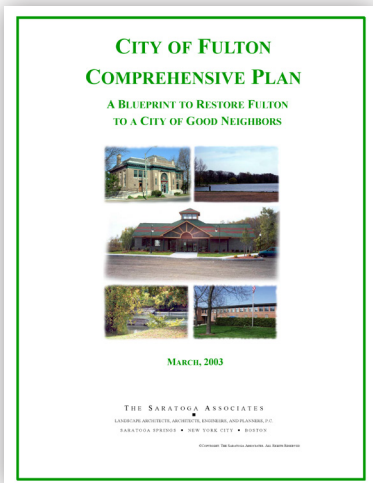
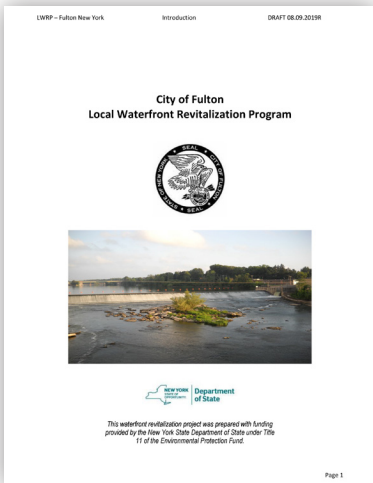
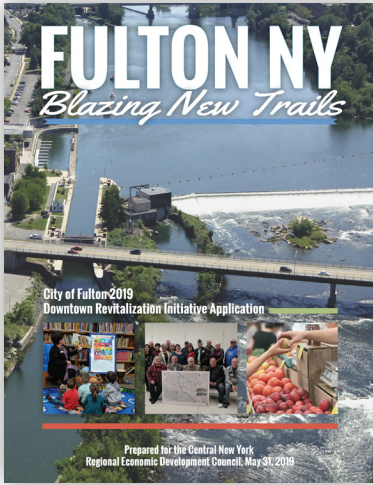
Like regulatory tools, the Comprehensive Plan also informs the development of the municipal budget. The Comprehensive Plan outlines key infrastructure upgrades and programs desired by the community that should be prioritized within the municipality's financial allocations.

### Social & Economic Initiatives

The Comprehensive Plan extends beyond traditional development strategies to identify the cultural, social, environmental, and economic initiatives that offer opportunities to improve the vitality and quality of life within a community.



# INTRODUCTION



NOTE: This 2021 Plan is intended to serve as the formal update to the City's 2003 Plan.

## Supported Area Plans

A number of planning efforts, including functional plans, ordinances, capital improvement programs, and administrative procedures, support the comprehensive plan and its development and programming initiatives. In conjunction with the comprehensive plan, small area plans intend to discern and achieve the community-wide vision.

Two area plans - the **2019 Downtown Revitalization Initiative** and the **Local Waterfront Revitalization Program** - were especially integral to crafting this Plan update, as their vision and goals helped shape those herein.

The DRI is a State of New York program that awards \$10 million to a community to support the development of a downtown strategic investment plan and implementation of downtown projects. The **City of Fulton's DRI** specifically aims to attract jobs and train the labor force, enhance cultural experiences, capitalize on waterfront assets, build on the City's industrial legacy and strengthen business infrastructure, and improve the NY-481 gateway.

The **City of Fulton's LWRP**, which is still undergoing preparation with the State of New York, strives to engage the community with the waterfront, leverage the waterfront for economic development, and guide consistent development patterns. These two small area plans provide insight into the existing conditions, aspirations, and development strategies at play within the City, and should continue to be referenced alongside the 2021 Comprehensive Plan.

## Integration of Community Plans, Policy, & Law

The comprehensive Plan is the primary guiding document for a community. All supporting plans, policies, and procedures are a means to achieve the community's vision, and therefore should be in alignment with the Comprehensive Plan.



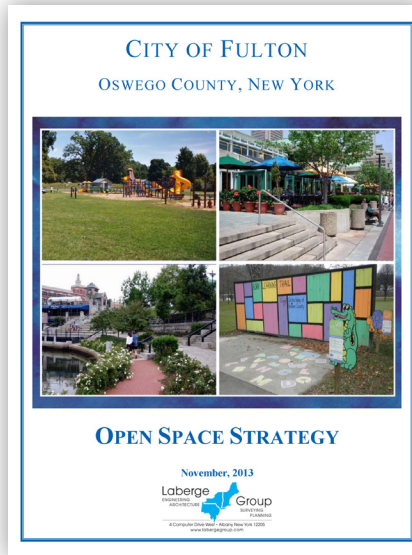
# INTRODUCTION

## Other Plans & Studies

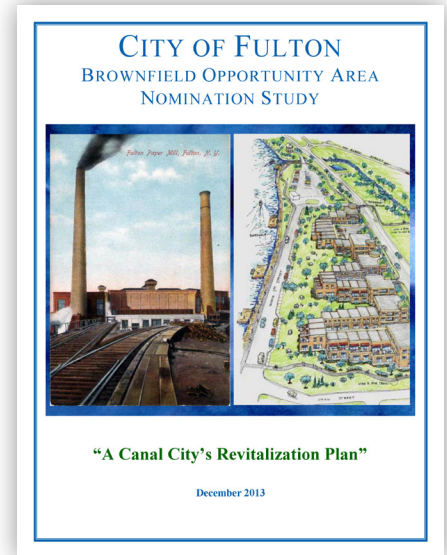
In addition to Fulton’s local DRI and LWRP, there are a number of other plans and studies, such as regional efforts, that are pertinent to this Comprehensive Plan. Such plans and studies include:

1. City of Fulton Open Space Strategy
2. City of Fulton Brownfield Nomination Study: “A Canal City’s Revitalization Plan”
3. Oswego County Multi-Jurisdictional Hazard Mitigation Plan
4. Oswego County Economic Advancement Plan: Existing Conditions Analysis

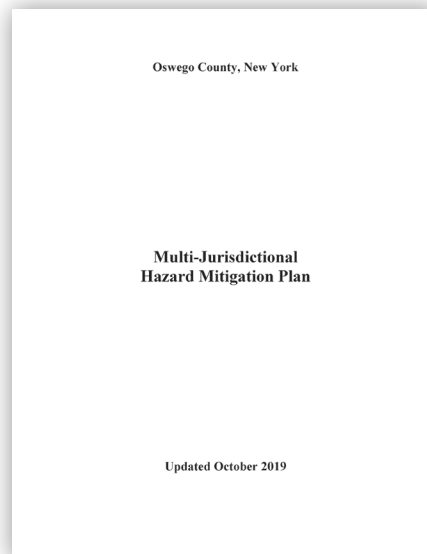
Consideration and use of the City of Fulton’s 2021 Comprehensive Plan should be guided by these other plans and studies to ensure consistency in local and regional planning initiatives.



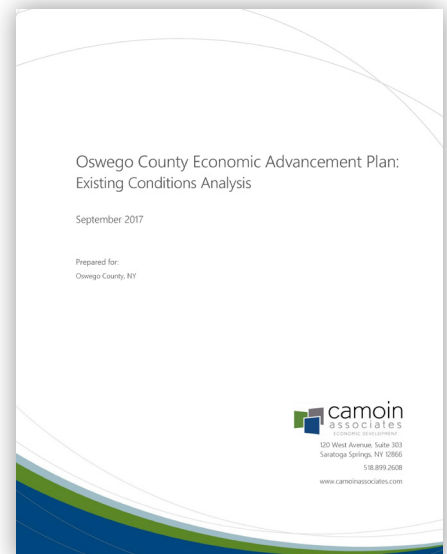
The City of Fulton Open Space Strategy recommends establishing a system of trails, connecting neighborhoods to the waterfront, redeveloping vacant waterfront land, and improving the quality and sustainability of the City’s parks and recreation system.



The City of Fulton BOA Nomination Study identifies a number of land use, capital, and non-capital projects for implementation. Overall, the Study aims to create new employment, recreation, and waterfront opportunities; enhance the quality of housing; and revitalize underutilized properties.



The Oswego County Multi-Jurisdictional Hazard Mitigation Plan outlines five goals: (1) Increase public awareness, (2) establish partnerships, (3) enhance public health and safety, (4) protect the environment and existing infrastructure, and (5) strengthen regional networks.



The Existing Conditions section of the Oswego County Economic Advancement Plan identifies major trends influencing the County’s economy, such as population decline, unemployment and poverty rates, growth in manufacturing jobs, increasing home sales prices, and others.



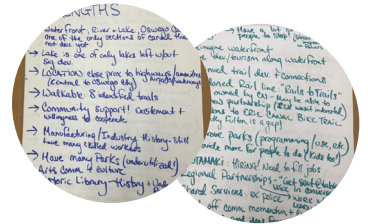
## Timeline

The timeline and milestones for this Comprehensive Plan Update are shown in the graphic below.

The general planning horizon for the 2021 Comprehensive Plan is 10 years. In other words, the content of this Plan is intended to guide the City's decision-making and investment to the year 2031. All future actions and undertaken during this time should be consistent with the vision herein. However, this does not preclude interim reviews and updates based on the changing needs and preferences of the community.

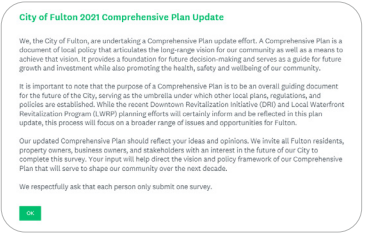
FALL 2020

Project Kick-Off



WINTER 2020

Stakeholder Outreach & Community Survey  
Public Input Summary  
Draft Community Profile



WINTER 2021

Draft Vision & Policy Framework  
Draft Action Plan  
Draft Community Development Strategy



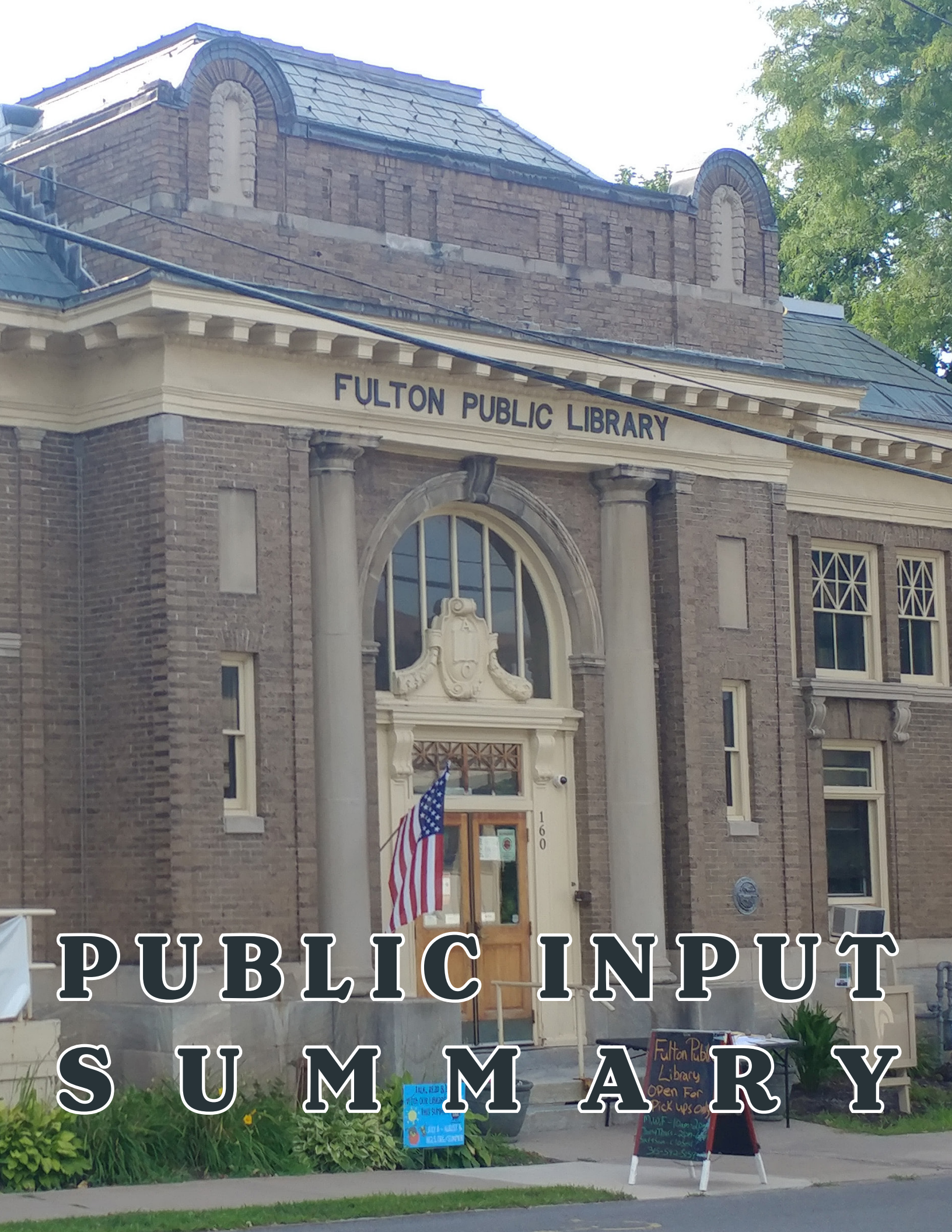
SPRING 2021

Preliminary Plan  
Community Open House & Steering Committee Public Hearing

SUMMER 2021

SEQR & Required Referrals  
City Council Public Hearing  
Adoption of Final Plan





FULTON PUBLIC LIBRARY

# PUBLIC INPUT SUMMARY

JULY 15th - 16th  
10:00am - 12:00pm  
WALK-INS ONLY

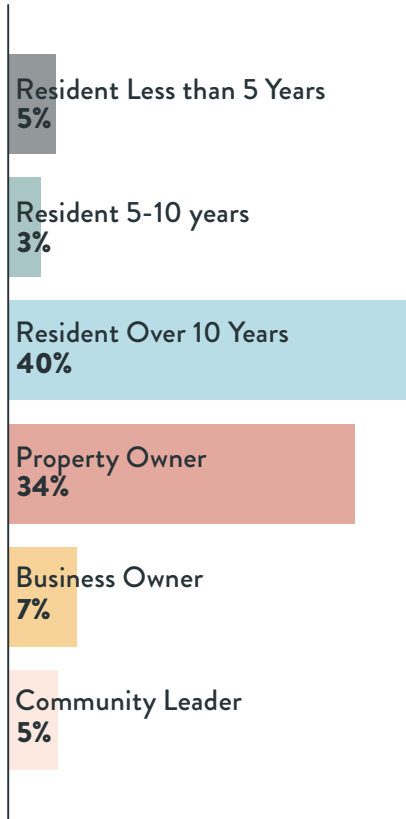
Fulton Public  
Library  
Open For  
Pick ups only  
MWF - 10am-2pm  
Sat - 10am-2pm  
303-572-5000



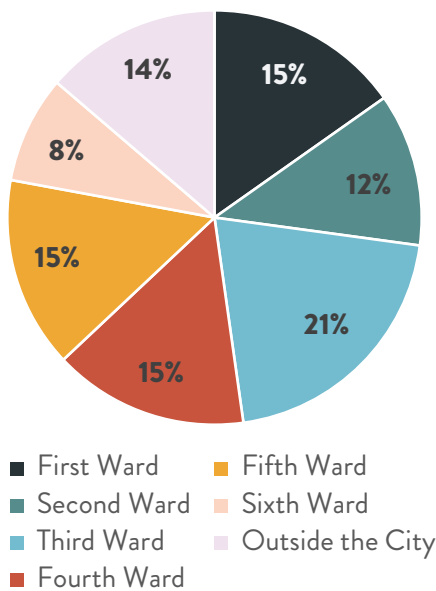
# PUBLIC INPUT SUMMARY

## Who Took the Survey?

### Relationship to the City



### Residency



## Community Survey

The Community Survey, which was made available to the public in a digital format, collected a total of 339 responses from a wide range of residents and stakeholders. The intention of the Survey was to solicit input from the community on what they feel are major issues and opportunities facing the City of Fulton. The following is a brief analysis of the survey responses that have helped to shape the vision and direction of this Plan. A more detailed summary of the responses received is available in the Appendix.

### Top Three Reasons for Living in/ Investing in Fulton:

1. Close to family or friends (35%)
2. Close to employment (23%)
3. Affordability of housing/living costs (14%)

### Biggest Concerns about Fulton:

1. Illegal drug use and crime (27%)
2. Poor quality and/or maintenance of public infrastructure (26%)
3. Poor housing or property conditions (22%)

### Top Three Actions that Would Improve Neighborhood Quality:

1. Funding/incentives for residential property maintenance (26%)
2. Street maintenance (19%)
3. Neighborhood cleanup efforts (18%)

## The Condition of Neighborhoods:



### Demand for Housing:



## The Highest Priority of City Policy-Making Should Be:

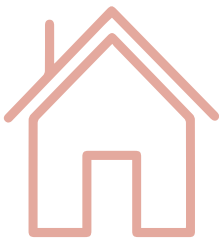
1. Industry attraction and retention
2. Commercial development and investment
3. Workforce development/job growth



*Who Did We Interview?*



**2** Education



**2** Housing



**8** Community Groups & Resources



**12** Industry, Development, & Tourism

**Stakeholder Interviews**

At the beginning of the comprehensive planning process, key City stakeholders were identified and interviewed in order to uncover top issues and opportunities experienced within the community. The interviewed stakeholders represented a variety of industries, including education; housing; community groups and resources; and industry, development, and tourism.

Overall, 23 stakeholders were interviewed, either via an emailed questionnaire or via a conference call discussion with stakeholders of the same industry. The following is a list of key findings from the stakeholder interviews that provided critical context for the drafting of this Plan. A more detailed summary of the stakeholder interviews is available in the Appendix.

*Education*

- Enrollment in high school and at Cayuga Community College is decreasing, but part-time enrollment is increasing
- Transportation is a challenge for those seeking higher education
- There has been a County-wide increase in use of free/reduced fee lunches, with additional indicators of poor health
- An advanced manufacturing institute is in the works for Cayuga Community College

*Housing*

- There is a healthy waiting list at Fulton Mills, fed by the County Social Services System
- The local housing market has seen few changes, except that low-income households are preferring building-based HUD over vouchers

- Sidewalk conditions and pedestrian safety are primary infrastructure concerns
- High property and school taxes discourage demand for new housing and contribute to a lack of quality housing supply

*Community Groups & Resources*

- Most groups have a good relationship with the City
- Many organizations would like more involvement and utilization
- Most organizations, aside from the Museum and YMCA, have adequate physical capacity
- Public restrooms, pedestrian amenities, and small, indoor public spaces are needed
- An online volunteering/facilities/events clearinghouse would benefit local organizations
- Additional lodging options are needed within the City
- Investments in mental health resources are needed
- Youth activities, internship opportunities, and continuing education options are needed

*Industry, Development, & Tourism*

- Fulton is a gateway to Oswego County, but is perceived as too far from Syracuse
- The labor force is affected by low diversity in demographics and housing as well as few broadband options and downtown attractions
- There is a gap between local labor demands and the skills of the local labor force
- Improved boating accommodations are needed along the river
- Route 481 is a major barrier for pedestrians and motorists
- The riverfront and lakefront should be developed as attractive destinations





# COMMUNITY PROFILE

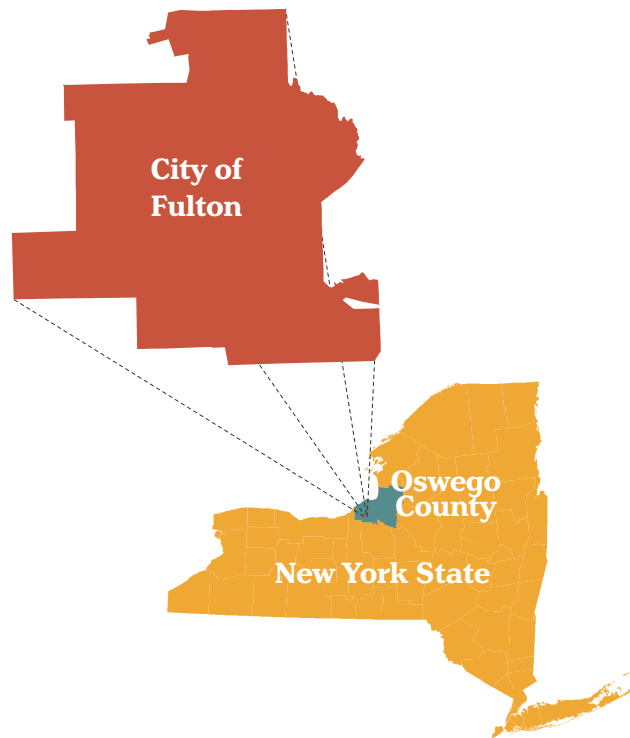


# COMMUNITY PROFILE

## Location

The City of Fulton is located on the east and west banks of the Oswego River in Oswego County. It is 25 miles north of the City of Syracuse and 12 miles south of Lake Ontario.

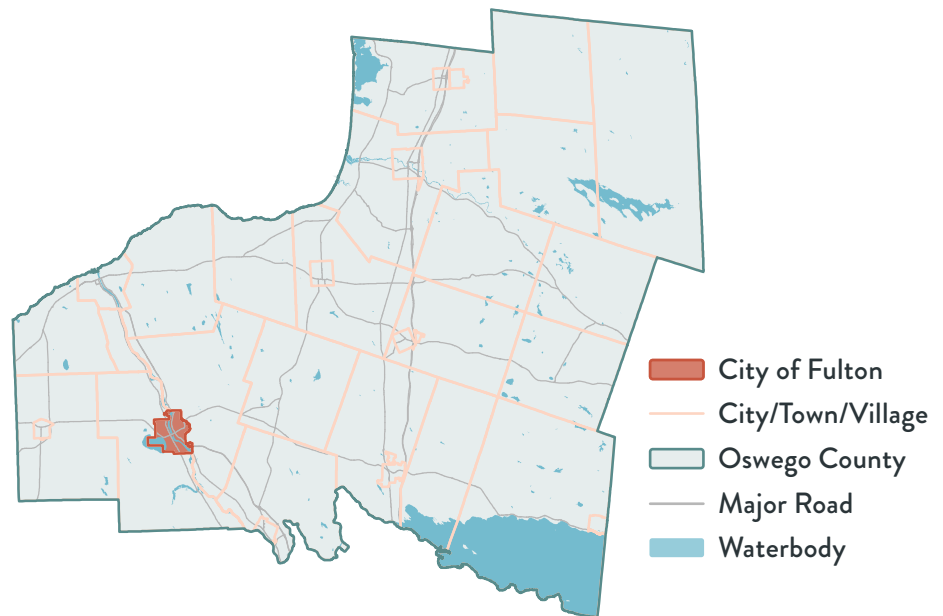
The Oswego River and its tributaries have facilitated community and economic growth in Fulton since the City's early beginnings, supporting agriculture, manufacturing, trade, and travel. Moreover, the construction of the Oswego Canal along the Oswego River nearly 200 years ago has and continues to be a major source of economic opportunity for the local community.



## Population

As of 2018, the City's estimated population is 11,419 people. Fulton's population peaked in 1960 at 14,261; after which the population has slowly declined. This is in contrast to Oswego County, which experienced a steady population increase from 1960 to 2000. Both the City and County populations, however, have been decreasing since 2000 at rates of 4% and 2.7%, respectively.

According to Cornell University's Program on Applied Demographics, the overall population of Oswego County is expected to continue to decline 4% from 2020 to 2030.



NOTE: A list of data sources for this Community Profile can be found in the Appendix.

## Age

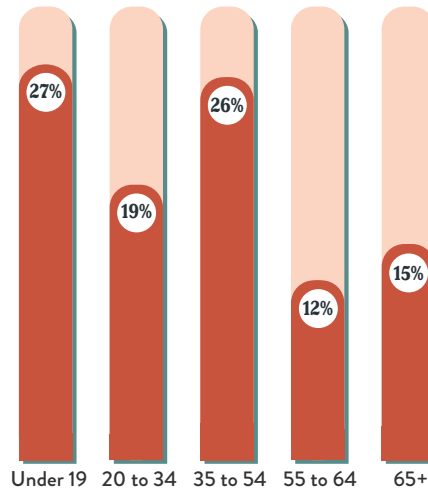
Figure 1 (at right) indicates the current distribution of Fulton’s population by age group. Currently, Fulton is mostly comprised of children under the age of 19 (27%), and adults aged 35-54 (26%). Together, these age groups often represent the share of families with children. Other notable age groups are seniors aged 65 and over (15%), and young professionals aged 20 to 34 (19%). Young professionals and young families are important age groups to attract and retain, as they tend to foster a number of growth opportunities within the community in which they live.

Figure 2 shows the rate of change in each age group from 2010-2018. A decline in the 35 to 54 age group indicates that the City is losing young families and the millennial generation (20 to 34 years) has been relatively stagnant.

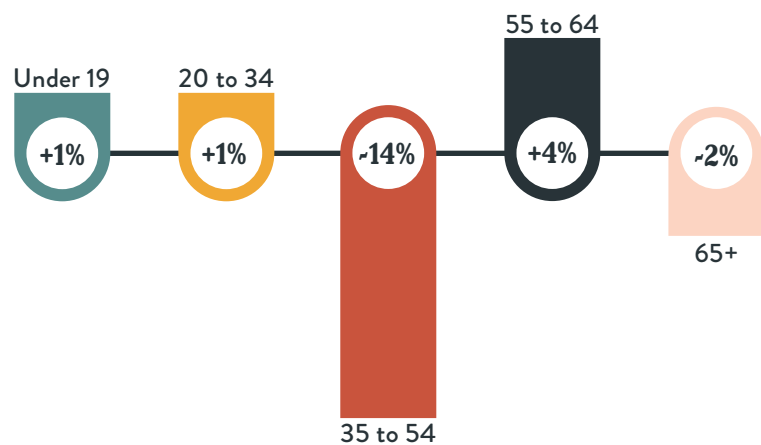
Another significant trend is the 4% increase of 55 to 64 year olds and 2% decrease in the 65 years and over population. This is consistent with national aging population trends, however, there may also be implications for the inability of seniors to age in place within Fulton.

These age related trends indicate a potential increased need for community services, social activities, mobility, healthcare services, and a more attractive employment and housing environment. By identifying and addressing these issues, the City can better serve its growing senior population while attracting younger generations and families to sustain its future.

**Figure 1: Age Distribution, 2018**



**Figure 2: Change in Population by Age Group, 2010-2018**





# COMMUNITY PROFILE

## Housing

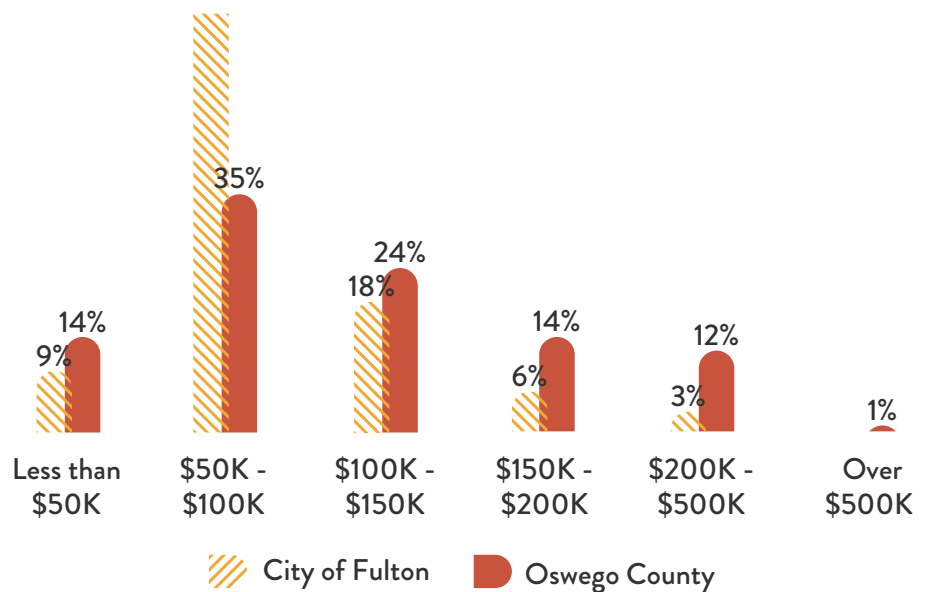
Fulton has a healthy home occupancy rate of 87% (Table 1), slightly higher than Oswego County's rate of 85%. However, the City's share of owner-occupied units (58%) is less than that of the County (73%). This is expected of a city such as Fulton, as the development patterns of dense, urbanized areas foster more opportunities for diverse rental housing options. The estimated owner-vacancy rate of 0% suggests that there is little turnover of homes and apartments, meaning there is high demand and homes typically are not on the market for extended periods of time.

Nearly 75% of Fulton's owner-occupied homes are valued under \$100,000; whereas the share for Oswego County is only 49% (Figure 3). This is important as home values are often indicative of the condition of a community's housing stock.

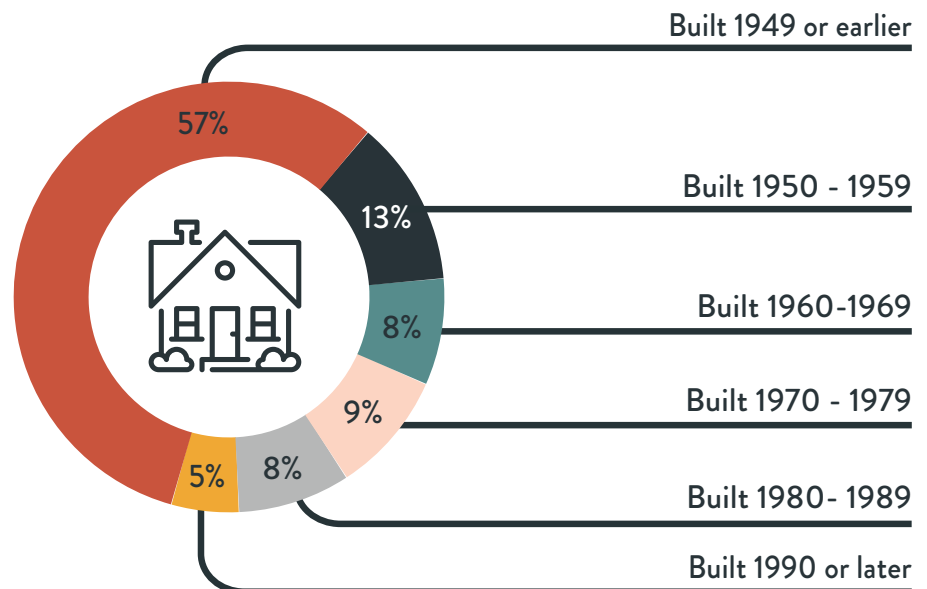
For Fulton, the age of its existing housing units is likely the most significant cause of low home values. 57% of the existing City homes were built prior to 1950 (Figure 4). These older homes usually require more repairs and costly updates, and can rapidly depreciate in value if they are not well-maintained.

Table 1: Housing Occupancy & Tenure, 2018		City of Fulton		Oswego County	
Total Housing Units		5,353	-	54,409	-
Occupied Units		4,662	87%	46,032	85%
	Owner-Occupied	2,681	58%	33,504	73%
	Renter-Occupied	1,981	42%	12,528	27%
Vacant Units		691	13%	8,377	15%

**Figure 3: Value of Housing Stock, 2018**



**Figure 4: Age of Housing Stock, 2018**



# COMMUNITY PROFILE

## Education

There are many ways to measure the current economic conditions of a community. One of the primary indicators of income and employment is educational attainment among residents aged 25 or older. Figure 5 shows that Fulton is generally on par with County education rates. 87% of City residents have at least a high school diploma and 32% have an associates degree or higher. Despite comparable levels of educational attainment across the County, there is quite a discrepancy in resident income (Figure 6).

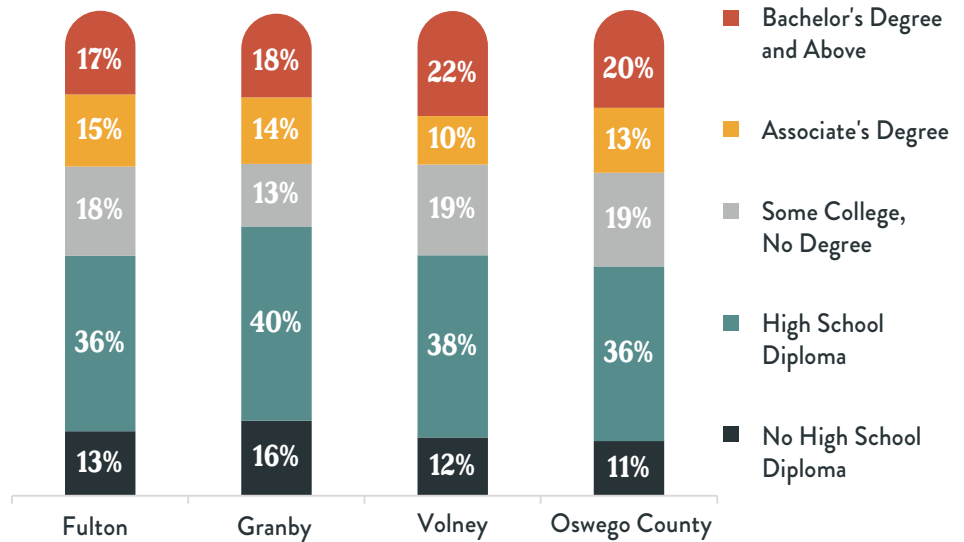
## Local Economy

Fulton’s median household income is \$43,647; while the County’s is \$53,597. According to the US Department of Housing and Urban Development (HUD), Oswego County households earning less than \$42,900 were considered to be low income. Fulton’s median income barely surpasses HUD’s low income standard. The income disparity between the City and County is further exemplified by Figure 6, which displays the distribution of total household income. Based on the graph, it is clear that Fulton has a larger share of low-income households and fewer high income households than that of the County.

Table 2 provides City and County unemployment and poverty rates. Despite having comparable unemployment rates, Fulton’s poverty rate is 7% higher than the County’s. The City’s current employment and poverty rates may be attributed to a prevalence of low-wage jobs.

NOTE: Although not yet reported by the US Census, the COVID-19 pandemic through 2020 and 2021 drastically increased local and national unemployment rates. This has significant implications for Fulton’s future as the community aims to improve socioeconomic conditions.

**Figure 5: Educational Attainment, 2018**



**Figure 6: Household Income Distribution, 2018**

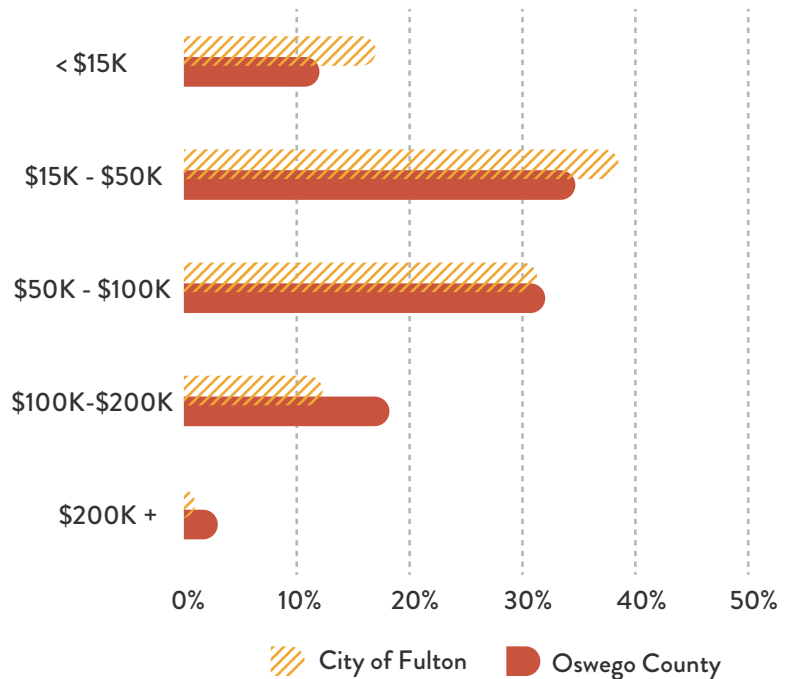


Table 2: Poverty & Unemployment	City of Fulton	Oswego County
Poverty, 2012	29%	16%
Poverty, 2018	25%	18%
<b>Change in Poverty Rate</b>	<b>-4%</b>	<b>+2%</b>
Unemployment, 2012	11%	10%
Unemployment, 2018	9%	8%
<b>Change in Unemployment Rate</b>	<b>-2%</b>	<b>-2%</b>



## COMMUNITY PROFILE

Figure 7 illustrates the inflow and outflow of workers to and from Fulton in 2017. The majority of jobs in the City are held by individuals living outside of it (4,080), while 1,068 jobs within Fulton are filled by City residents. The other 3,646 employed residents work outside of the City.

Although a majority of the jobs in the City are fulfilled by non-residents and most residents leave the City for work, the top five (5) industries in Fulton are the same as the top five (5) industries where residents are leaving for work (Figure 8): healthcare and social assistance, educational services, manufacturing, retail trade, and accommodation and food services.

Three of Oswego County's largest employers are located in the City of Fulton: Oswego Health, Oswego County Opportunities, and Huhtamaki Packaging. Fulton's largest public employer is the Fulton City School District.

### A Closer Look

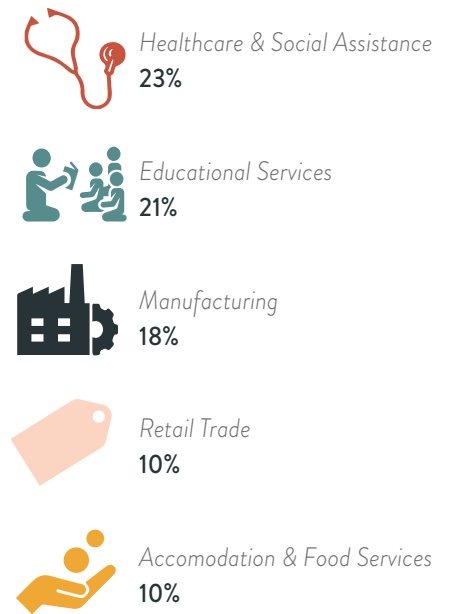
Fulton is divided into six wards, or neighborhood areas. Figure 9 shows the boundaries of each ward, which also happen to align with four designated US Census Tracts. The data available by census tract helps provide a more in-depth look at the demographic and economic trends of the City by neighborhood.

The next four pages provide a brief summary of key growth and development trends as well as community assets within the wards as defined by the census tract boundaries.

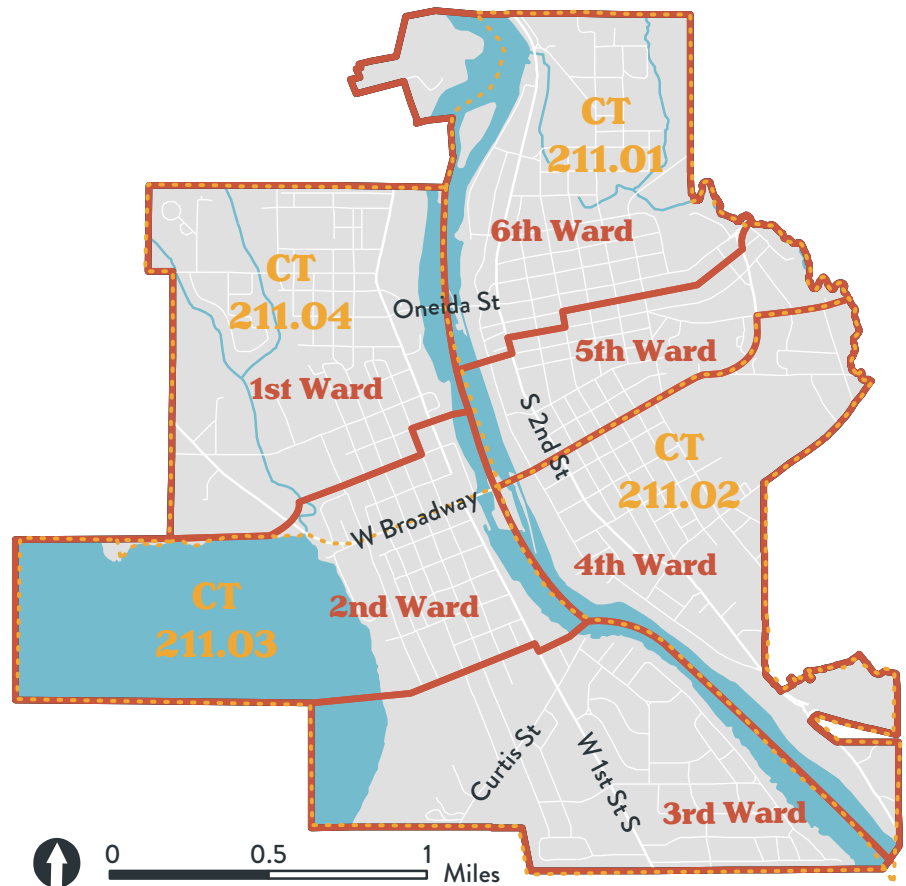
**Figure 7: Inflow and Outflow of Workers, 2017**



**Figure 8: Share of Top Five Industries in Fulton, 2017**



**Figure 9: Fulton Wards and Census Tracts**



# WARD 1

## THE FACTS!

### GENERAL

1 square mile of land area  
 1 mile of riverfront  
 0.4 miles of lakefront

### POPULATION

2,740 people  
 24% of total City population  
 0% population change since 2010

### INCOME

Median Income: \$47,500

### HOUSING

Owner-Occupied: 50%  
 Renter-Occupied: 50%  
 Vacant: 12%  
 Built Before 1950: 27%



- **PARKS & OPEN SPACES**
  1. North Bay Campgrounds (57.8 acres)
  2. Bullhead Point Pavilion
  3. Foster Park: 6.3 acres

- **PUBLIC RESOURCES**
  1. Fulton Fire Department
    - » 17 bus stops

- **COMMUNITY SERVICES**
  1. Polish Home
  2. Lakeview Lanes

- **HISTORICAL RESOURCES**
  1. Oneida Street Bridge
  2. Fulton Dam



- Parks & Open Spaces
- Public Resources
- Community Services
- Historical Resources
- Vacant, Residential
- Vacant, Other
- Road
- Creek/Stream
- Waterbody
- Census Tract Boundary



# WARDS 2 & 3

## THE FACTS!

### GENERAL

1.75 square miles of land area  
 1.75 miles of riverfront  
 1 mile of lakefront

### POPULATION

2,895 people  
 25% of total City population  
 6% population decrease since 2010

### INCOME

Median Income: \$50,179

### HOUSING

Owner-Occupied: 73%  
 Renter-Occupied: 27%  
 Vacant: 4%  
 Built Before 1950: 15%



### PARKS & OPEN SPACES

1. Patrick Park (1.2 acres)
2. School Fields (6.1 acres)
3. Lake Neatahwanta/Recreation Park (29.95 acres)

### PUBLIC RESOURCES

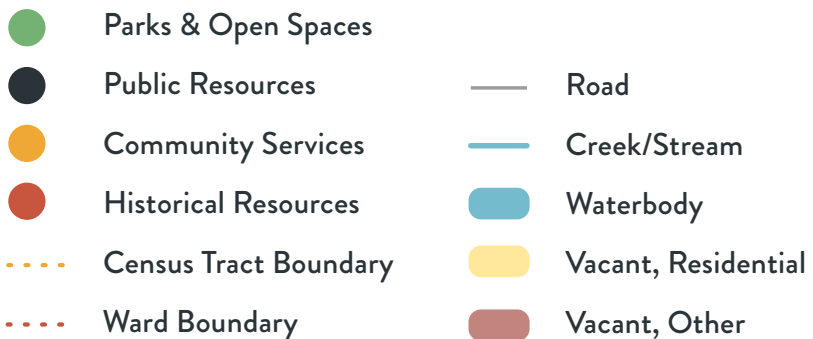
1. G. Ray Bodley High School
2. Fulton Junior High School
3. James E. Lanigan Elementary
- » 8 bus stops

### COMMUNITY SERVICES

1. Fulton Community Ice Rink
2. Fulton War Memorial

### HISTORICAL RESOURCES

1. Broadway Bridge
2. Oswego Falls Dam & Tainter Gate
3. Oak Street School



# WARD 4

## THE FACTS!

### GENERAL

0.87 square miles of land area  
1.75 miles of riverfront

### POPULATION

2,375 people  
21% of total City population  
6% population increase since 2010

### INCOME

Median Income: \$34,154

### HOUSING

Owner-Occupied: 47%  
Renter-Occupied: 53%  
Vacant: 16%  
Built Before 1950: 19%

- **PARKS & OPEN SPACES**
  1. Oswego Falls Park (4.8 acres)
  2. Hulett Park (1 acre)
  3. John Lincoln Park (1.75 acres)
  4. Mt. Adnah Cemetery (44.9 acres)

- **PUBLIC RESOURCES**
  1. State Police Department
  2. Urgent Care
  - » 20 bus stops

- **COMMUNITY SERVICES**
  1. Cayuga Community College
  2. Fulton Medical Center

- **HISTORICAL RESOURCES**
  1. State Street United Methodist Church
  2. Lockhouse & Swing Bridge



- Parks & Open Spaces
- Public Resources
- Community Services
- Historical Resources
- Census Tract Boundary
- Road
- Creek/Stream
- Waterbody
- Vacant, Residential
- Vacant, Other



# WARDS 5 & 6

## THE FACTS!

### GENERAL

1.1 square miles of land area  
1.5 miles of riverfront

### POPULATION

3,409 people  
30% of total City population  
11% population decrease since 2010

### INCOME

Median Income: \$44,455

### HOUSING

Owner-Occupied: 56%  
Renter-Occupied: 44%  
Vacant: 19%  
Built Before 1950: 38%

- PARKS & OPEN SPACES**
  1. Indian Point Landing & Boat Launch (3.3 acres)
  2. Voorhees Park (4.9 acres)
  3. VanBuren Park (17.6 acres)
  4. Quirk Park (0.5 acres)
  5. Rowlee Beach Park & Sharp's Pond (7.5 acres)

- PUBLIC RESOURCES**
  1. Fulton Municipal Building, Police & Fire Departments
  2. Library
  3. Post Office
  4. Fairgrieve Elementary School  
» 20 bus stops

- COMMUNITY SERVICES**
  1. CNY Community Arts Center
  2. VFW Fulton Post 569
  3. American Legion Homer Russell Smith Post 587

- HISTORICAL RESOURCES**
  1. Lockhouse & Visitor Center/ Comfort Station
  2. Pratt House



- Parks & Open Spaces
- Public Resources
- Community Services
- Historical Resources
- Census Tract Boundary
- Ward Boundary
- Road
- Creek/Stream
- Waterbody
- Vacant, Residential
- Vacant, Other

## CITY-WIDE

- » Steady population decline since 1960 may be linked to **higher vacancy rates and lower tax revenues**.
- » Declining population between the ages 35-54 represents the **loss of young families**, central to future growth opportunities.
- » Increase in 55 to 64 year olds, yet decline in persons aged 65+, indicates that residents are **unable to age in place** and may **require more community services**.
- » Older housing stock may mean **lower home values and need for costly repairs and updates**.
- » High unemployment and poverty rates indicate **lack of sustainable, local job opportunities**.
- » Majority of jobs within Fulton are held by non-residents and most residents work outside of the City. This is a **disconnect between needs of local employers and skills of the local labor force**.

## Key Implications

The City of Fulton's demographic trends in recent years directly impact the future of the community. These changing demographics present new challenges and opportunities for the City to improve overall quality of life. On this page, key implications from the data revealed in the Community Profile are summarized for the entire City of Fulton as well as each Ward.

## WARD 1

- » With the **highest percentage of renter-occupied units**, Ward 1 may benefit from rental-oriented property maintenance requirements and programming/amenities that will keep renter populations.
- » The **campground** in Ward 1 is an asset that could be leveraged to attract visitors and encourage external investment in the local economy.

## WARD 4

- » With the **lowest average median income**, targeted efforts may be needed for increasing access to public resources and employment opportunities.
- » Two major institutions, **Fulton Medical Campus** and **Cayuga Community College**, could be leveraged to boost local employment opportunities and attract young professionals.

## WARDS 2 & 3

- » With both the **lakeshore** and longest stretch of **riverfront**, Wards 2 and 3 are especially positioned to benefit from water-oriented investment.
- » With the **fewest number of bus stops**, this area may desire multi-modal circulation and access enhancements.
- » The **three large schools** in Wards 2 and 3 can be leveraged to attract young families and provide community amenities outside of school session.

## WARDS 5 & 6

- » The **population decline and high vacancy rate** experienced in Wards 5 and 6 is an opportunity for adaptive reuse of property.
- » With the **oldest housing stock**, Wards 5 and 6 may experience higher than average housing maintenance and repair burdens.
- » The **boat launch** and diversity of **green spaces** in Wards 5 and 6 are opportunities to increase recreation-based activities.





# VISION & POLICY



# VISION & POLICY

In order to be successful, a community’s comprehensive plan needs to be developed and implemented on multiple levels. It must address the short- and long-term needs of a community as well as provide varying levels of detail. The intent of the policy framework is to be future-oriented, acting as a guide for elected officials, leaders, residents, and stakeholders to achieve the community’s overall vision in everyday decision-making. The City of Fulton’s Policy Framework has four key elements:

## VISION

A general statement that describes the aspiration of the City. It is an end towards which all actions are aimed. The vision should not dramatically change over time but rather be consistent throughout the planning horizon. Ideally, the vision contained in this Plan should be useful for the 10-year planning horizon.

## POLICY

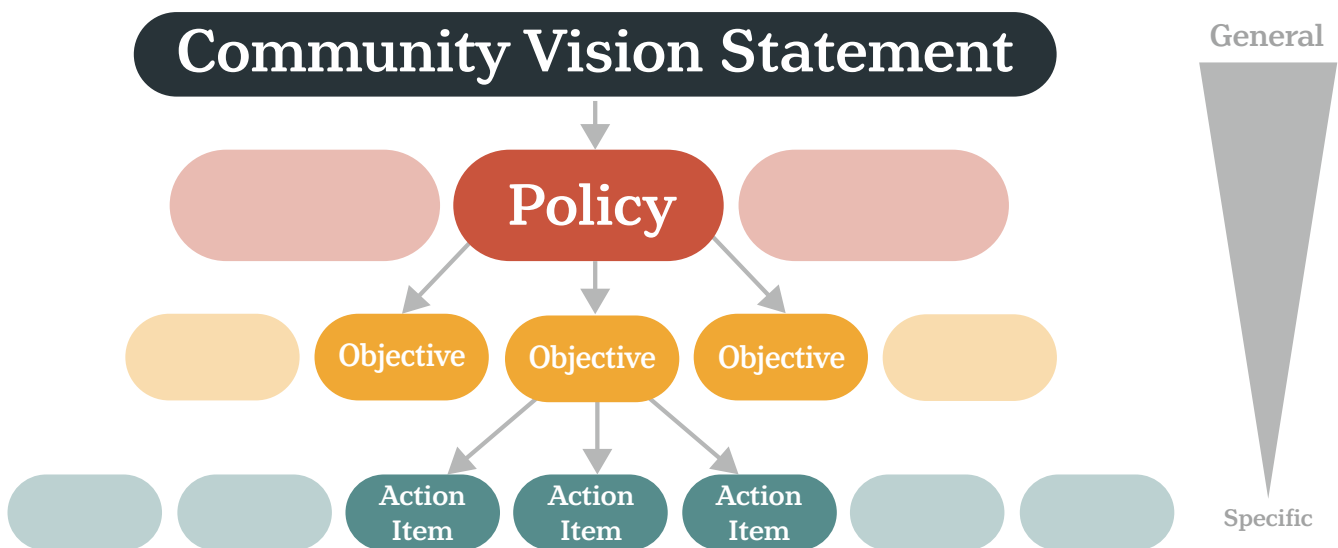
Similar to the vision statement in that it is a general concept of a future condition towards which actions are aimed. However, the scope of a policy is much more narrow. It should support the position statement by addressing a specific topic area(s) or issue(s) facing the community. Policies should not dramatically change over time, but rather be consistent throughout the planning horizon.

## OBJECTIVE

A statement of a measurable activity to be accomplished in pursuit of a policy; referring to some specific aspiration that is reasonably attainable by the City and its partners. Think in terms of actions such as “increase,” “develop,” or “preserve.” It should be noted that the City might already be undertaking some of the objectives articulated in this Plan; including them helps ensure these efforts are continued until they have been achieved. The typical lifespan of an objective is 6 to 10 years.

## ACTION ITEM

A specific proposal to accomplish an objective; it can take the form of a plan, project, program, or action by decision-makers or community leaders. The lifespan of an action can be immediate or vary from one to 10 years, depending on the item.





## Our Vision

In recent years, Fulton has been undertaken by a wave of fresh ideas, investment, momentum, and renewed community spirit. We are committed to our rise as a magnetic urban center that supports modern living preferences and attracts visitors throughout the region. This commitment will allow our vision for **FUTURE FULTON** to be realized by elevating our community services, assets, and identity. We recognize such transformation is not possible without a solid foundation, guiding and supporting all projects, actions, and programs. Therefore, we have identified two distinct, yet connected, policies for Future Fulton:

1. Strengthen our **municipal foundations** to better position the City to capitalize on future opportunities and foster stability in local government; and
2. Undertake **community enhancements** that benefit resident quality of life, visitor experiences, and local economic growth through the continued development of rich amenities and an authentic identity.



We know that in order to bring about the change we desire, we need to coordinate improvements to the nuts and bolts of our community with future public and private investment opportunities. It is for this reason our policy statements are inextricably linked. Any future successes rely on our commitment to both the foundational and aspirational elements of our decision-making and community actions in the years to come.



### Municipal Foundations Policy

The foundations of Fulton are those assets, services, and operations that are essential to municipal operations and the health, safety, and well-being of our residents. Such foundations include our environmental health, public infrastructure, social services, and municipal budget. The ultimate ability of these foundations to support our community depends on the collective actions of local, county, and state agencies. We are committed to working with these partners to provide a high quality of life for our residents, which in turn will support our economic development goals. Our ability to protect our natural resources, improve our physical infrastructure, provide a high level of service to the public, and foster a sense of civic pride depends on balancing community enhancement with fiscal responsibility in our daily governmental operations and decision-making.

#### Objectives:

1. **Strengthen our tax base** to foster stability in times of fiscal stress while providing high quality public services, efficient municipal operations, and an increased ability to capitalize on future investment opportunities.
2. **Collaborate with regional partners** to create strategic connections and shared opportunities which will enable us to pursue our community vision in a manner that supports the greater Oswego County region as a whole.
3. **Uplift our neighborhoods** through the support of homeownership, maintenance and restoration of existing structures, and provision of diverse, affordable housing options.
4. **Maintain and upgrade our infrastructure** to facilitate sustainable provision of utilities, prevent failures in service, and provide a well-connected multi-modal transportation network, all of which will help to enable and sustain future growth in the City.
5. **Protect the health, safety, and well-being of residents** by sustaining responsive public services, efficient and effective governmental operations, and a variety of community resources.
6. **Foster environmental sustainability and climate resiliency** by protecting our waterfront and critical environmental areas from the adverse impacts of development, by conserving our natural resources, and by reducing our carbon footprint.

## Municipal Foundations Policy

### Action Items:

#### 1. Strengthen our tax base

- 1.1 Encourage the development of more moderate-income, market-rate housing to diversify the housing stock.
- 1.2 Fund a Fulton Grant and Loan Fund to support small business projects.
- 1.3 Offer occupancy incentives to increase homeownership rates.
- 1.4 In addition to the City's current Affordable Home Ownership Program, implement a new homeownership program that is more balanced and diversified.
- 1.5 Coordinate a foreclosure informational campaign that connects residents with foreclosure prevention resources (such as HUD-approved housing counselors and the Fulton Housing Counseling Program) and outlines the procedure for purchasing foreclosed homes.

#### 2. Collaborate with regional partners

- 2.1 Hire planning and grant writing staff at the City.
- 2.2 Create a new staffing model at the City that includes seasonal employees, interns, volunteers, partnerships with service groups, and hours staggering.
- 2.3 Establish a committee of various community organization representatives to foster collaboration on local issues.
- 2.4 Apply for and implement CDBG funding.
- 2.5 Collaborate with The Good Life CNY to attract and retain local talent and young people.
- 2.6 Partner with Oswego County to promote events and programs.
- 2.7 Apply for and leverage USDA funding to host instructional cooking events and create/expand local, shared kitchens.
- 2.8 Establish and facilitate a high-tech business attraction program with Operation Oswego County and the Fulton Chamber of Commerce.

#### 3. Uplift our neighborhoods

- 3.1 Develop a platform that facilitates neighborhood discussions and action groups.
- 3.2 Organize a neighborhood response team consisting of City staff/officials and community representatives who work together to address neighborhood-level issues.
- 3.3 Support the Fulton Block Builders in improving Fulton's neighborhoods through partnerships, in-kind services, and municipal leverages.

#### 4. Maintain and upgrade our infrastructure

- 4.1 Use [tax increment financing](#) to uplift challenged neighborhoods.
- 4.2 Develop a five-year capital plan and implementation strategy to make neighborhood infrastructure improvements.
- 4.3 Invest in a citywide bike and pedestrian network.
- 4.4 Develop and implement a long-term sewer and water capital plan, including infrastructure improvements, mapping, and in-kind services.
- 4.5 Consistently apply the New York State Environmental Quality Review Act to projects that have potential impacts on neighborhoods.
- 4.6 Continue building out the Riverside Walkway as a means of stabilizing the shore and addressing erosion.
- 4.7 Create better connections to and between uses.
- 4.8 Supply the Farmer's Market with power.
- 4.9 Implement the DRI to improve downtown physical infrastructure.

#### 5. Protect the health, safety, and well-being of residents

- 5.1 Enact a noise control ordinance.
- 5.2 Clarify, expedite, and professionalize the development process in the City of Fulton.
- 5.3 Update home occupation regulations for modern uses.
- 5.4 In addition to Zombies 2.0, develop a strategy for reviving abandoned, dilapidated sites and vacant lots.
- 5.5 Improve the City's programming for youth and senior populations.
- 5.6 Allow for mixed-use development along South 1st Street.
- 5.7 Encourage proactive code enforcement through new strategies such as resident remedies and enforcement.

#### 6. Foster environmental sustainability and climate resiliency

- 6.1 Create a tree planting and protection program.
- 6.2 Implement Fulton's LWRP to protect and leverage natural resources.
- 6.3 Consistently apply the New York State Environmental Quality Review Act to projects that have potential impacts on neighborhoods.



### Community Enhancements Policy

Building off of our municipal foundations, we will work towards the enhancement of our City to enrich the experiences of residents and visitors and further support economic success in Fulton. We have several remarkable assets which should be celebrated; including our waterfront areas at Lake Neatahwanta and the Oswego River, numerous parks and open spaces, well-connected commercial activity centers and neighborhoods, and cultural and architectural heritage. Fulton's sense of community will be fostered through enhancing our existing amenities and creating new economic, social, and recreational opportunities. Our enhancement efforts will contribute to the development and growth of Fulton as a vibrant community that serves a diverse set of resident needs, supports local business and industry, and furthers the City as a regional economic and cultural hub.

#### Objectives:

1. **Re-imagine our waterfront** as a regional destination by leveraging the City's two waterfronts to encourage water-related investment and increase public access.
2. **Create a magnetic downtown** by celebrating the arts, supporting new business development, creating attractive downtown living opportunities, and fostering a mixed-use environment that is active both day and night.
3. **Develop a robust workforce** by partnering with local institutions to create job training opportunities and leveraging the City's manufacturing history and commercial growth to increase employment opportunities that provide personal economic growth and stability.
4. **Establish a community identity** through an authentic and unique brand for the City and implementing placemaking strategies that create an inviting, visually attractive cityscape for residents and visitors to enjoy.
5. **Engage the community** by offering opportunities for governmental service and volunteerism, and by supporting dynamic educational, recreational, and social programming that speaks to the interests of residents from all walks of life.
6. **Respect our historic and cultural resources** by identifying, promoting, and protecting the City's unique historic structures and assets, our local history, and cultural roots.
7. **Celebrate our open space amenities** by promoting awareness of existing facilities, increasing opportunities for passive and active recreation, and creating strategic linkages between the City's parks and trail systems.

## Community Enhancements Policy

### Action Items:

#### 1. Re-imagine our waterfront

- 1.1 Develop and implement a tourism plan to encourage visitors and new businesses to come to Fulton.
- 1.2 Install kayaking and boating access on Huhtamaki's property.
- 1.3 Develop a program like the River Rats in Phoenix to guide people off boats and to local destinations.
- 1.4 Modernize and enhance the waterfront area and marina to create a destination for downtown Fulton.
- 1.5 Encourage Fulton businesses to join the Greater Oswego-Fulton Chamber of Commerce and participate in tourism efforts.

#### 2. Create a magnetic downtown

- 2.1 Coordinate gateway improvements, especially along Rt 481, with business development efforts.
- 2.2 Develop an inventory of "shovel-ready" sites
- 2.3 Implement a niche marketing framework for downtown revitalization and programming.
- 2.4 Redevelop and reprogram the parking lot by Davis-Standard.
- 2.5 Develop a management framework for successful downtown revitalization.

#### 3. Develop a robust workforce

- 3.1 Improve job readiness and access to jobs for Fulton residents.
- 3.2 Engage local businesses with the PTECH and early college programs for future personnel.

#### 4. Establish a community identity

- 4.1 Incorporate design standards into the City's Code to maintain and improve character of development and strengthen the Planning Commission's review power.
- 4.2 Prepare detailed implementation plans for each of Fulton's neighborhoods.
- 4.3 Foster cultural diversity and ensure that minorities are reflected and welcomed in the community.
- 4.4 Utilize The Valley News and/or create a Radisson-like flyer that includes community advertisements and City news.
- 4.5 Create City resident committees to develop strategies to beautify Fulton and protect historical buildings.

#### 5. Engage the community

- 5.1 Develop an award program for neighborhood improvement initiatives.
- 5.2 Develop a volunteerism clearinghouse.
- 5.3 Invest in the City's war memorial and ice skating facility.
- 5.4 Develop a neighborhood pride initiative.
- 5.5 Provide schools with Did-You-Know flyers and programming brochures.
- 5.6 Engage the business community in community groups' activities.
- 5.7 Institute regularly scheduled Ward meetings.

#### 6. Respect our historic and cultural resources

- 6.1 Develop a historic preservation strategy and engage Fulton CDA for support and implementation.
- 6.2 Study the need for a downtown library and cultural learning complex.
- 6.3 Establish a manufacturing museum that celebrates the history along the river and the value of immigrants; use the manufacturing museum as a destination for visitors.
- 6.4 Market the Farmer's Market and use it as a venue to host events and attract young people.
- 6.5 Invest in the Fulton Public Library.

#### 7. Celebrate our open space amenities

- 7.1 Evaluate the role of each of Fulton's parks and develop and implement a park revitalization program.
- 7.2 Establish a Recreation and Trail Improvement Committee.
- 7.3 Complete the eight walking trails within the City, especially those along the waterfronts of the Oswego River and Lake Neatahwanta.
- 7.4 Continue to utilize Fulton Parks & Recreation and DPW for open space planning, improvements, and maintenance.

## Priority Action Plan

The tables below include a list of priority action items as identified by the Comprehensive Plan Update Steering Committee. While the other action items listed in this Plan are still relevant to the success of the City, these priority action items have been identified for their potential to have a greater overall positive impact to the community over the next 10 years. Because these action items are expected to be the most catalytic in nature, they warrant immediate attention from the City for implementation.

### Municipal Foundations

Priority Action Item	Objective	Potential Partner(s)	
1.1	Encourage the development of more moderate-income, market-rate housing to diversify the housing stock.	Strengthen our tax base	Fulton Planning Commission; Fulton CDA
2.1	Hire planning and grant writing staff at the City.	Collaborate with regional partners	Fulton Planning Commission; Fulton CDA
4.2	Develop a five-year capital plan and implementation strategy to make neighborhood infrastructure improvements.	Maintain and upgrade our infrastructure	Fulton Planning Commission
4.4	Develop and implement a long-term sewer and water capital plan, including infrastructure improvements, mapping, and in-kind services.	Maintain and upgrade our infrastructure	Fulton DPW
5.4	In addition to Zombies 2.0, develop a strategy for reviving abandoned, dilapidated sites and vacant lots.	Protect the health, safety, and well-being of residents	Fulton CDA, LISC
6.2	Implement Fulton's LWRP to protect and leverage natural resources.	Foster environmental sustainability and climate resiliency	Fulton CDA; LWRP Waterfront Advisory Committee

### Community Enhancements

Priority Action Item	Objective	Potential Partner(s)	
1.4	Modernize and enhance the waterfront area and marina to create a destination for downtown Fulton.	Re-imagine our waterfront	Fulton CDA; LWRP Waterfront Advisory Committee
4.2	Prepare detailed implementation plans for each of Fulton's neighborhoods.	Establish a community identity	Fulton Ward Representatives
7.3	Complete the eight walking trails within the City, especially those along the waterfronts of the Oswego River and Lake Neatahwanta.	Celebrate our open space amenities	Fulton Parks & Recreation; Fulton Footpaths





**COMMUNITY  
DEVELOPMENT  
STRATEGY**



## Introduction

### FULTON CDS COMPONENTS



Over the last seven decades, the land use character of the City has shifted from a walkable urban environment to a more suburban, auto-oriented development pattern. This is largely the result of increased reliance on automobiles as the dominant form of transportation.

The purpose of the Community Development Strategy (CDS) is to provide the City with a guide for making future land use decisions that inform both public and private investments over the next decade.

The CDS is centered around three components, shown in the graphic to the left. Each of these components has been identified based on their potential to shape Fulton’s overall community development framework.

### Foundations & Enhancements

Unlike a traditional future land use summary centered around the basic land use classifications of a community, the CDS also incorporates transportation networks, greenspaces, and the City’s waterfront. Including a comprehensive land use context.

Highlighting the foundational land use elements that contribute to the character and economy of the City and contextually appropriate strategies for community enhancement supports a cohesive, coordinated strategy to achieve Fulton’s future land use vision.

The investment strategies herein help to guide a transformation in land use patterns and development where appropriate, redefining the character of Fulton as a vibrant, connected community.

### The CDS Map

The CDS Map, provided on page 36, shows the five key land use character areas within the City. These areas represent the land uses categories within the City where the greatest potential exists for investment and development opportunity, serving as catalysts for a transformation in the community character and identity of Fulton.

Unlike a zoning map, the CDS map is not intended to represent clear regulatory boundaries. Rather, the definition of character areas is intended to provide the general context for appropriate regulatory provisions. The exact size and extent of each character area may change overtime as community development preferences, markets, and investment opportunities shift.

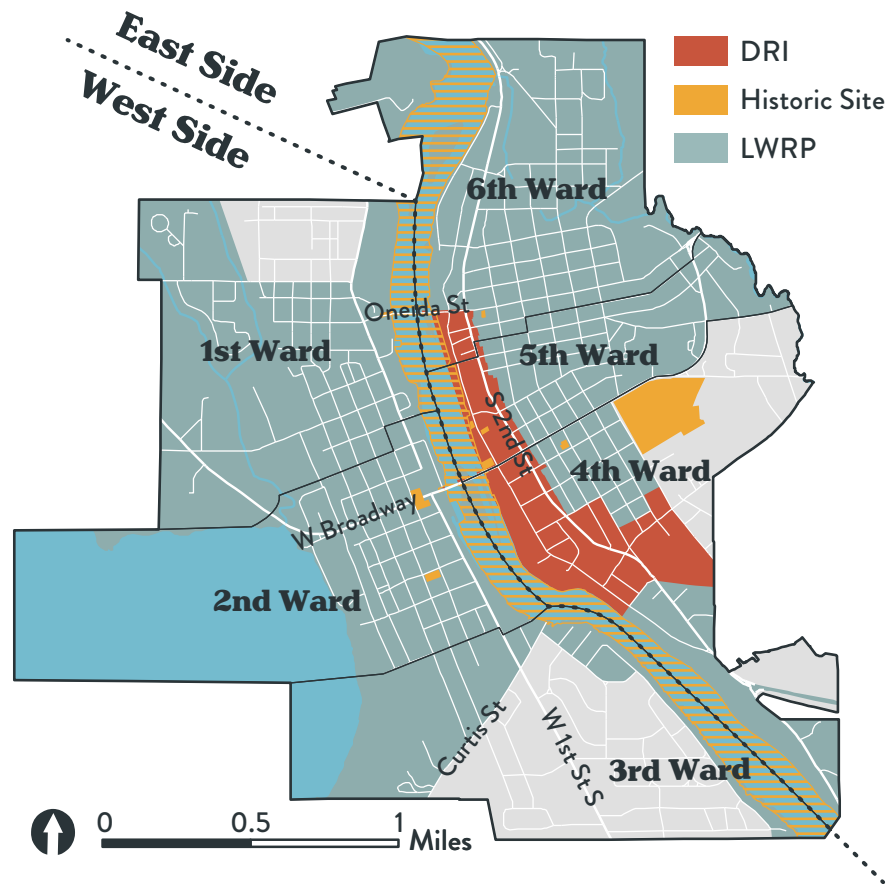
It should be noted that the CDS and accompanying map do not negate any limitations on development due to environmental limitations such as wetlands, steep slopes, or floodplains. As a result, these limitations should be considered as future development opportunities are pursued.

**CDS Context**

Aside from the Comprehensive Plan, community development in Fulton is also shaped by other local planning and development initiatives. In Fulton, three key efforts offer additional context for future development strategies:

- » Implementation of the DRI;
- » Preservation of local historic Sites and districts; and
- » Protection and enhancement of the City’s waterfront through the LWRP.

The goals and recommendations of these efforts have been reviewed and incorporated into the strategies outlined in the CDS.



**DRI**

The City of Fulton’s downtown is a center for commercial activity, recreation, and cultural and historic appreciation. It is a key economic asset to the City. The 2019 DRI Plan identifies and establishes an implementation plan for 10 key investments within the downtown, within a defined boundary (shown in the map above).

The projects of the DRI aim to attract and train a local labor force, build up cultural assets, enhance and capitalize on the waterfront, accentuate the City’s industrial legacy, strengthen business infrastructure, and upgrade the NY-481 gateway.

The DRI should be referred to alongside this Plan to ensure investment in the downtown area is consistent with the goals of each.

**Historic Preservation**

The traditional character and historic legacy of Fulton is one of the greatest contributions to the City’s character and identity. To maintain the authenticity of the City’s history, it is essential Fulton retains the traditional settlement pattern and design principles intrinsic to its built environment.

Properties listed on the State and National Registers of Historic Places are shown on the map above. These include: the West Broadway Commercial Historic District, NYS Barge Canal Historic District, Oak Street School, Fulton US Post Office, and Mt. Adnah Cemetery, among others.

Future investment opportunities at these sites should seek to maintain the historic context and architectural integrity.

**LWRP**

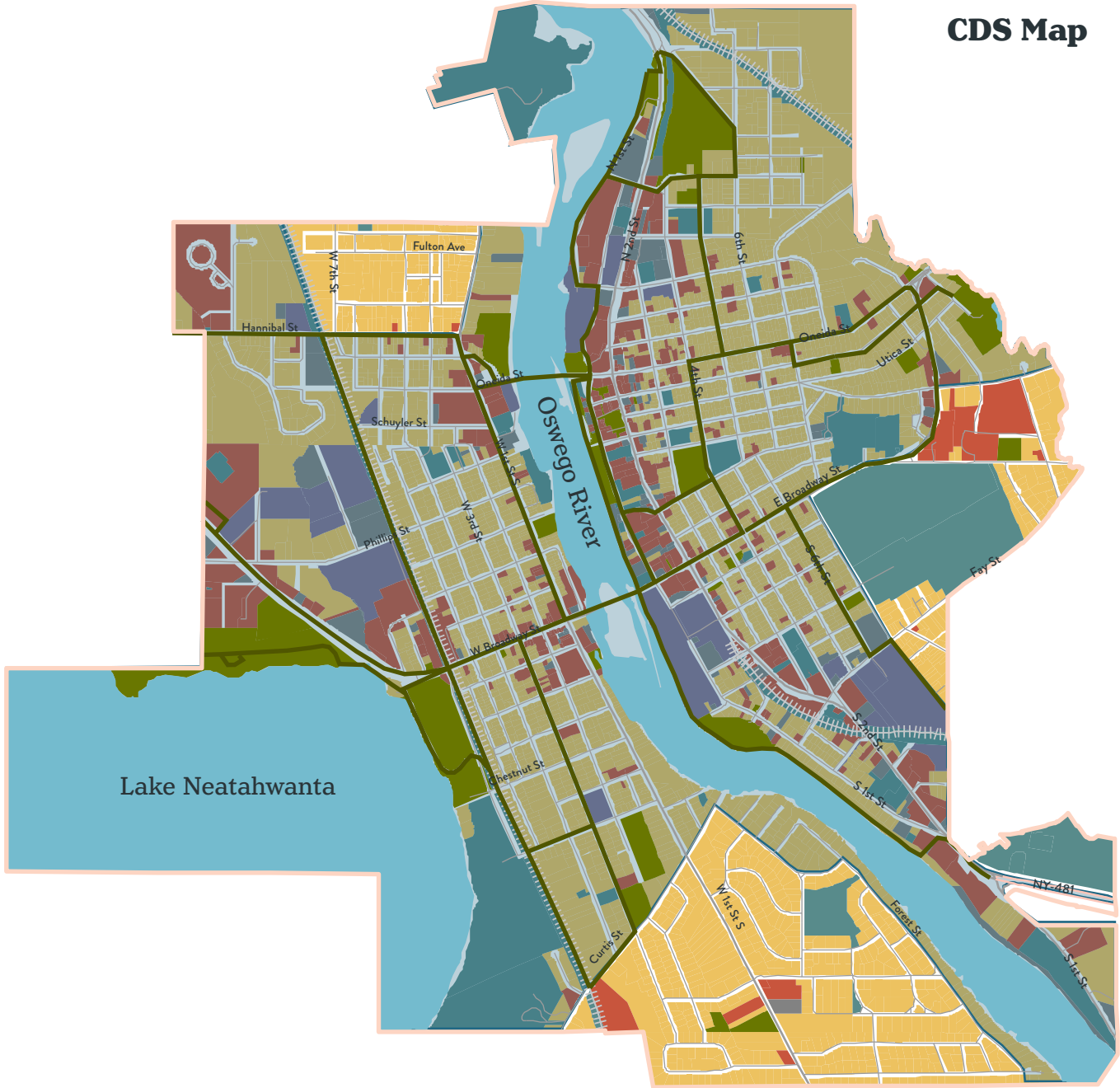
Both the historic and present-day development of the City of Fulton is driven by its location along the Oswego River and Lake Neatahwanta. The river not only shapes land use by providing a physical barrier between the eastern and western portions of the City, but also by attracting specific types of development, including the historic manufacturing industry and present-day tourism industry. The lake serves as an aesthetic and environmental asset, providing recreational opportunities.

The main goals of the LWRP include connecting residents and visitors to the waterfront and designing and programming the waterfront as a tool for economic development.

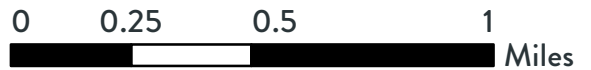
The LWRP should be referenced alongside this Plan as investment in waterfront areas is considered.








## CDS Map



-  Neighborhoods
-  Parks & Open Space
-  Waterfronts (LWRP Boundary)
-  Mixed-Use Corridors & Activity Centers
-  Industrial Areas
-  Public Services & Community Resources



-  Waterbodies
-  City Boundary
-  Road
-  Rail Line
-  Trails

NOTE: Colors may appear darker where underneath Waterfronts overlay.

**East**

The eastern shore of the Oswego River and Canal is comprised mainly of industrial and commercial uses. Downtown Fulton businesses line the riverfront just beyond Veterans Park and Canal Landing Park, and industrial uses, such as Davis-Standard and Huhtamaki, are also prevalent.

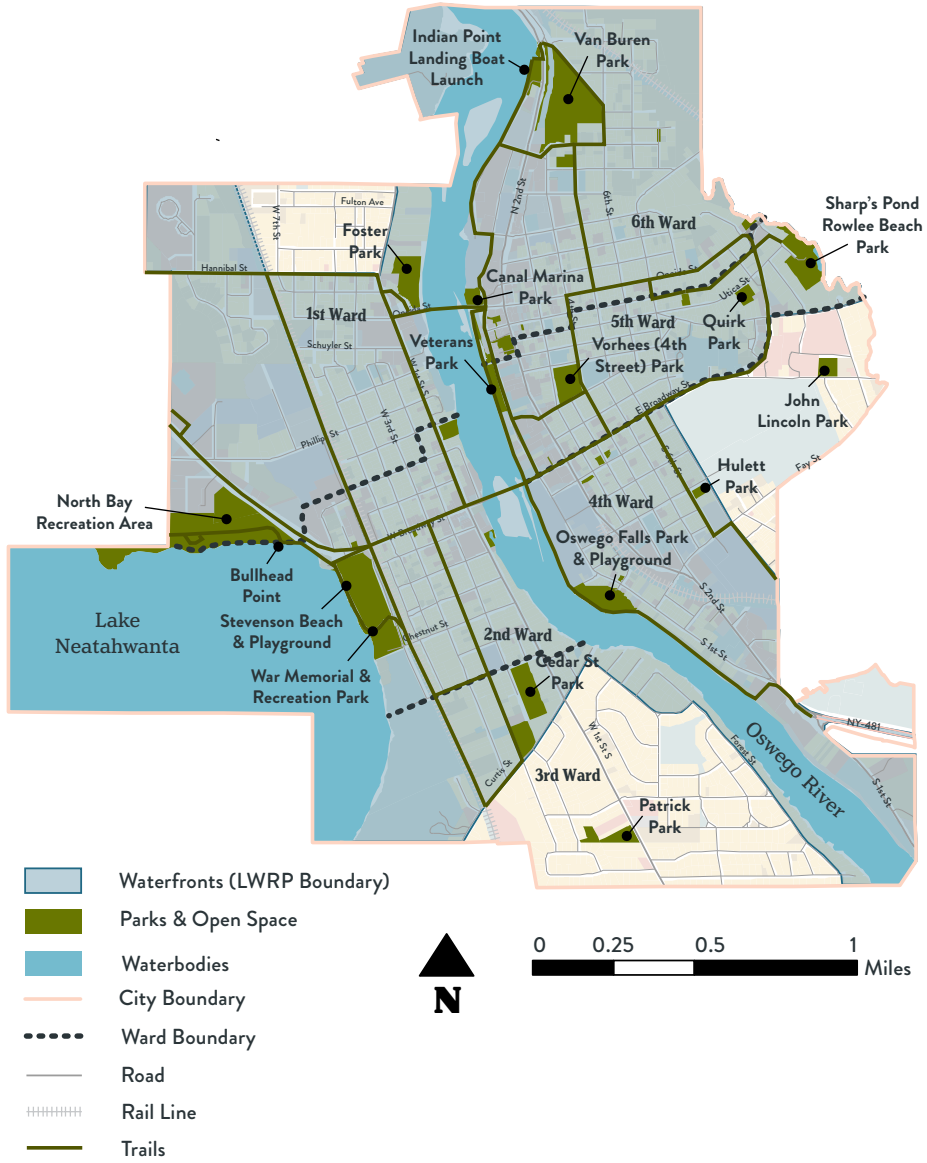
Public access points and commercial uses along the eastern riverfront allow for the City to maximize its appeal as a visitor destination and to provide scenic recreational amenities for residents.

While industrial uses help the City to address economic goals, they often clash with the appeal of the riverfront. This may be mitigated by providing riverfront access between industrial uses and stabilizing the shoreline via the Pathfinder Canal Towpath Trail. Closer to downtown, the re-evaluation of parking demands may free up more developable land for greenspace or new commercial and residential uses.

Indian Point Landing offers a boat launch, fishing pier, and two gazebos, with the Pathfinder Canal Towpath Trail along its shoreline. It provides the only recreational uses along this portion of the waterfront. The Canal Landing Plaza, with a gazebo overlooking the marina and river, is adjacent to Fulton’s downtown business district. Oswego Falls Park and Playground is located along the riverfront in the 4th Ward, but does not offer an in-water access as it is blocked by a flood berm.

The Fulton Water Works property to the south is a potential opportunity for a future waterfront access point. A river access point may also be feasible behind Huhtamaki’s structures. These locations would be ideal for a seasonal kayak launch and fishing platform, enabling in-water access to residents and visitors upstream of the falls and locks.

**Waterfronts**





## Waterfronts

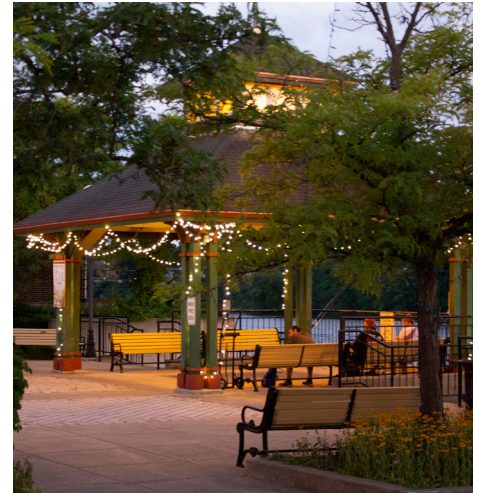
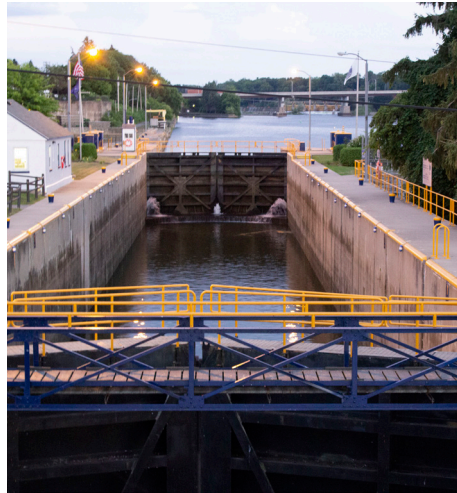
### West

While the west side of Fulton contains only neighborhood-level access to the Oswego River and Canal, it hosts regionally significant attractions on Lake Neatahwanta. Land uses along the lake are comprised of informal recreational areas, North Bay Recreation Area, and the Fulton School District senior and junior high school campuses. These public and recreational properties serve the needs of residents in the 1st, 2nd, and 3rd Wards, but are also an asset to the Central NY Region.

The clean-up of nutrient pollution in Lake Neatahwanta continues to be a priority for the City to address, albeit one without easy resolutions. North Bay Campgrounds, owned by the City of Fulton and partially located in the Town of Granby, are already established and have space and opportunity for additional passive and active recreational amenities.

Land uses along the western riverfront are more significantly devoted to private residences than the eastern riverfront. However, there are a few areas designated as green space, like Foster Park in the 1st Ward, and public utilities, like the hydro-power facilities near both bridge crossings.

Green Street Boat Launch offers the only western riverfront in-water access point. There is no parking lot or dock, but small motorized and non-motorized watercraft are able to be launched here. There is not much physical space for expansion here, but the addition of a sidewalk or trail for pedestrians would help to maximize use of the space and increase public access.



## RECOMMENDATIONS & OPPORTUNITIES

1. Increase wayfinding and signage identifying the public waterfront access points.
2. Install interpretive displays and other activity points at Veterans' Park, Oswego Canal Locks, and community buildings on South First Street to highlight Fulton's heritage and increase tourism attractions.
3. Install upstream kayaking and boating access on Huhtamaki's property, Oswego Falls Park and Playground, and the Fulton Water Works property.
4. Develop an ambassador program like the "River Rats" in Phoenix to guide people off boats at Canal Landing and to local destinations.
5. Modernize and enhance the waterfront area and marina in downtown to create a sense of place and provide a destination point for visitors.
6. Redevelop Canal Landing, which suffered from disinvestment with growth of retail development outside the City and curtailed traffic circulation, through HUD's Canal Corridor Initiative and the City of Fulton CDBG program.

**Greenspaces & Trails**

**East**

The east side of the City of Fulton is home to its best recreational access points on the Oswego River. Indian Point Landing offers downstream river access, while Veterans Park, Canal Landing Park, and Oswego Falls Park and Playground are located above the falls. While these areas attract regional visitors, other neighborhood parks, such as Van Buren Park, Voorhees “Fourth Street” Park, and Hulett Park, serve City neighborhoods. Investment in upkeep is needed to maintain the appeal and use of these parks.









The City has begun construction for the 3-mile Pathfinder Canal Towpath Trail that follows the eastern shore of the Oswego River. This project – the highest priority project developed in the Multi-Use Trails Master Plan – is expected to be completed in 2021 and will be a catalyst for the connection of pedestrian network routes, such as the Canalview Bridge Walk and the East Side Parks Trail.

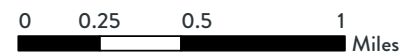
One major barrier to pedestrian networks is South 2nd Street (NY-481) with its high volume of traffic and wide travel lanes, which limit pedestrian accessibility and level of comfort.







**West**

The west side of Fulton hosts many of the City’s regional parks, including War Memorial and Recreation Park, Bullhead Point, Stevenson Beach and Playground, and North Bay Recreation Area. Despite environmental issues limiting in-water recreation, these four parks were the most utilized in 2019, according to a 2020 Online Community Survey. Events at these parks attract visitors from around Central NY, but also serve local residents. Clean-up efforts at Lake Neatahwanta are expected to increase



-  Pathfinder Canal Towpath Trail - 4.0 Miles
-  East Side Parks Trail - 5.2 Miles
-  Canalview Bridge Walk Trail - 1.8 Miles
-  Hannibal Street Trail - 0.9 Mile
-  Rail to Trail - 2.3 Miles
-  Broadway Trail - 1.6 Miles
-  Lake Neatahwanta Nature Trail - 1.9 Miles
-  Safe School Trail - 1.3 Miles



-  Parks & Open Space
-  Waterbodies
-  City Boundary
-  Ward Boundary
-  Road
-  Rail Line



NOTE: Trails shown as identified in the Trails Master Plan (2018), some may include on-road connections.





## Greenspaces & Trails

the appeal of these popular recreational attractions. An unofficial recreational asset also along the lake is the G. Ray Bodley High School campus. Foster Park, along the riverfront, has a softball field, playground, and picnic area.

The west side of the City has expansive public rights-of-way on several streets, which provides opportunities for the placement of street trees that enhance neighborhood aesthetics, keep pedestrians shaded, and mitigate the local effects of climate change.

With both the senior and junior high school campuses located on the west side, a formal pedestrian network would support students walking to school.

The rail-to-trail extending across the west side offers an active transportation opportunity for students, staff, and other members of the community. However, some rails remain in the ground and conversion into a pedestrian trail is incomplete. The Safe School Trail, Hannibal Street Trail, and Broadway Trail will connect with the rail-to-trail, while the Canalview Bridge Walk allows access on both sides of the river.

As the City's Parks and Recreation Department is financially-stretched in maintaining these assets, actively planning for operations and maintenance expectations is critical.



### RECOMMENDATIONS & OPPORTUNITIES

1. Develop a City Parks Master Plan to allocate resources and pursue grants.
2. Create a tree planting and protection program.
3. Establish a Recreation and Trails Improvement Committee and continue to work with members of Friends of Fulton Parks and Fulton Footpaths.
4. Complete investments in the eight trail routes identified in the Fulton Trails Feasibility Study and Master Plan.
5. Prioritize investment in the rail-to-trail route to improve student safety.
6. Consider riverfront trail investments that both improve non-vehicular access and connectivity and stabilize the shoreline at segments prone to erosion.
7. Expand the Route 481 design guidelines and encourage infill development that transforms the Route 481 corridor with multi-story, mixed-use buildings fronting the street (also see South 2nd Street (NY-481) Multi-modal Corridor Study).
8. Invest in park upkeep as a means of encouraging private investment in neighborhoods, particularly the 4th, 5th, and 6th Wards.
9. Review opportunities for consolidation of trail and walkway maintenance between Fulton Parks & Recreation and DPW.



**Neighborhoods**

**East**

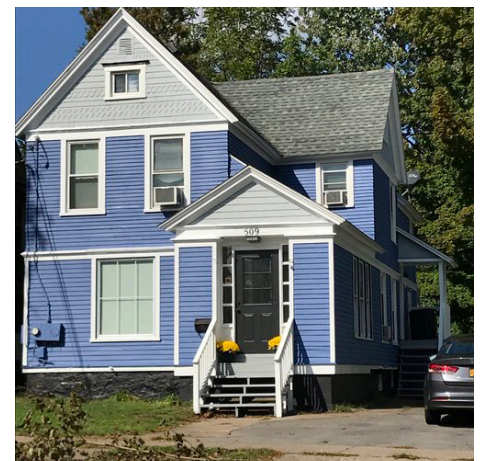
Fulton’s east side neighborhoods are diverse with single-family, two-family, and multi-family housing options. This area of the City has an older housing stock with a robust sidewalk network in all three of its wards. All of the neighborhoods about the 2nd Street commercial corridors.

The vacant residential lands on Fulton’s east side present a unique opportunity for infill development providing additional quality housing options. Infill development and redevelopment will help to stabilize these neighborhoods and, complement Fulton’s DRI initiatives, and position the City to accommodate growth in its population and workforce.

Fulton’s east neighborhoods are in need of a strategy which supports homeownership and the maintenance and restoration of its housing. The City must continue to work with the Oswego Land Bank and Fulton Block Builders to rehabilitate properties in order to get them occupied and back on the tax roll.

To further support residential rehabilitation efforts, the Common Council and the Fulton Community Development Agency should continue to work together to identify funding opportunities to incentivize home ownership and leverage residents’ efforts to maintain and improve their property.

The City may serve as an leader for local home improvement efforts, helping to bring together local agencies and stakeholders in housing and community development to coordinate and maximize homeownership and property improvement initiatives.



A before and after shot of a Fulton Block Builders rehabilitation project at 509 E Broadway



## Neighborhoods

### West

Fulton's west side neighborhoods primarily consist of single-family households and can be characterized as more stable in property value than the east side. This may be due to lower vacancy rates, higher owner-occupancy rates, newer housing stock, and a higher median household income. There are, however, opportunities for improvements in housing quality and connectivity in these neighborhoods as well.

According to the 2020 Community Survey, poor housing conditions and property maintenance were the third biggest concerns people had for Fulton neighborhoods. Continuing to develop a proactive code enforcement mechanism will help build residents' confidence that the City is protecting the monetary investments they've made in their properties and the social investment they've made in their community.

Wards 1 & 2 are older, traditional neighborhoods on the west side and have a robust sidewalk network. Unfortunately, many 2020 Community Survey respondents identified sidewalk maintenance issues in this area and throughout the City.

The high school, middle school, and elementary school are integral parts of the 3rd ward neighborhood, yet the neighborhood has almost no sidewalks or pedestrian access to the schools.

Developing a sidewalk improvement plan that rehabilitates existing sidewalks and establishes new ones will create neighborhoods that are safe, attractive, and foster an active lifestyle.



The lack of sidewalks along roads from neighborhoods approaching Lanigan Elementary



552 West 3rd Street. The Oswego Land Bank purchased this property from the City for \$1, renovated it, and now put it back on the market for \$67,000 through their program intended to stabilize property values and preserve housing affordability.

## RECOMMENDATIONS & OPPORTUNITIES

1. Identify and rezone potential residential infill areas.
2. Support the Fulton Block Builders in improving Fulton's neighborhoods through partnerships, in-kind services, and municipal leverages.
3. Develop and implement a balanced and diversified Homeownership Program, potentially including down payment assistance as an incentive.
4. Preserve the traditional character and walkability of the older neighborhoods and establish a sidewalk network for newer neighborhoods.
5. Inventory sidewalk sections and address those in need of repair. Consider establishing a maintenance plan.
6. Apply for grant funding (through DEC and DOT) for sidewalks around schools leveraging the Safe Routes to School Program.

**Mixed-Use Activity Centers & Corridors**

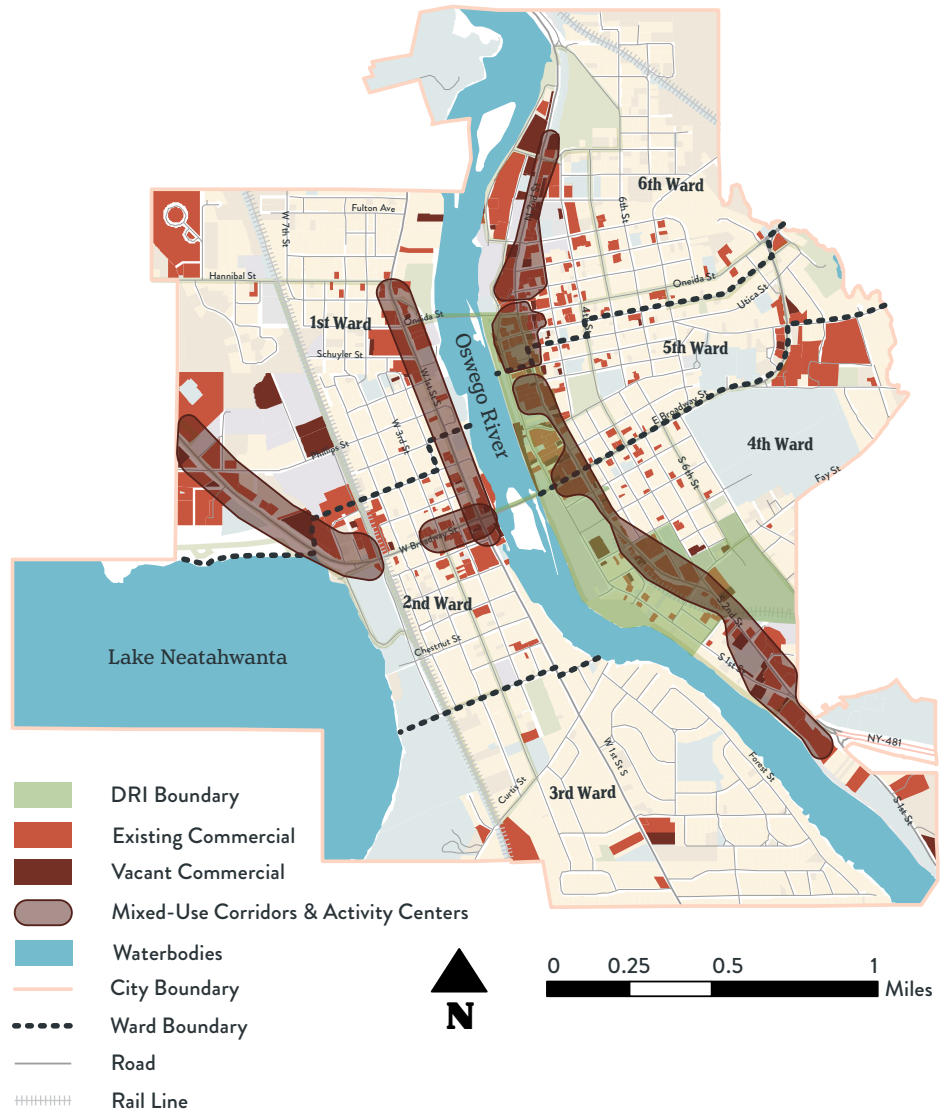
**East**

The primary Mixed Use Corridors and Activity Centers on the east side of the City consist of the following areas highlighted on the map:

- » The Oneida Street/South 2nd Street Intersection, south to the Rochester Street, and extending west to the River - This area has several blocks of buildings placed up to the street, creating a more traditional streetscape and pedestrian friendly experience along portions of South 1st Street, 2nd Street, and Cayuga Street.
- » South 2nd Street/NYS Route 481 to the City Boundary - This segment of the corridor is devoted to commercial uses that cater to patrons arriving by car such as fast food restaurants and auto dealerships.
- » North 2nd Street to Fremont Street - This segment of the corridor is also devoted to commercial uses that cater to patrons arriving by car, but most of the uses are devoted to retail sales rather than restaurants.

A majority of the properties fronting these corridors are zoned for commercial uses (C-2, or C-2A) and are broken up by smaller blocks of residential uses (zoned R-2 or R3) or industrial uses (zoned M-1 or M-2).

North and South 2nd Street are similar in their automobile-oriented character, dominated by larger building setbacks and front yard parking lots. By comparison, the central portion of the 2nd Street corridor is characterized by a more compact development pattern.



The primary gateway into the City of Fulton is via NYS Route 481. As motorists arrive they are greeted by large expanses of pavement, utility lines, little to no landscaping, and random architectural building styles. The City should work to improve this and the other gateways through public and private sector improvements (see pages 35 and 36).



## Mixed-Use Activity Centers & Corridors

### West

The primary Mixed Use Corridors and Activity Centers on the west side of the City consist of the following areas highlighted on the map:

- » West Broadway from the River to West 4th Street - This area contains the West Broadway Commercial Historic District that was listed on the State and National Register of Historic Places in December, 2020. It also is home to standalone commercial uses (e.g. House Works, Otto's Diner, etc) and larger homes that are now occupied by multi-family housing units.
- » NYS Route 3 from West 6th Street to the City Boundary - This segment of the corridor is devoted to commercial uses that cater to patrons arriving by car such as the Fulton Commons Plaza and Broadway Car Wash.
- » West 1st Street from West Broadway to Hannibal Street - This area has a wide range of land uses that create a widely varying streetscape. Land uses include single- and multi-family homes, eating and drinking establishments, and small, medium, and large scale retail operations.

A majority of the properties fronting these corridors are zoned for commercial uses (C-1, C-2, or C-2A) and are broken up by smaller blocks of residential uses (zoned R-1A or R2) or industrial uses (zoned M-1).



The City should work to eliminate key gaps in the sidewalk system. This includes installing sidewalks in the public rights-of-way and requiring connections into private businesses. For example, the image to the right shows the connection from the public sidewalk to Dunkin Donuts on West 1st Street.

## RECOMMENDATIONS & OPPORTUNITIES

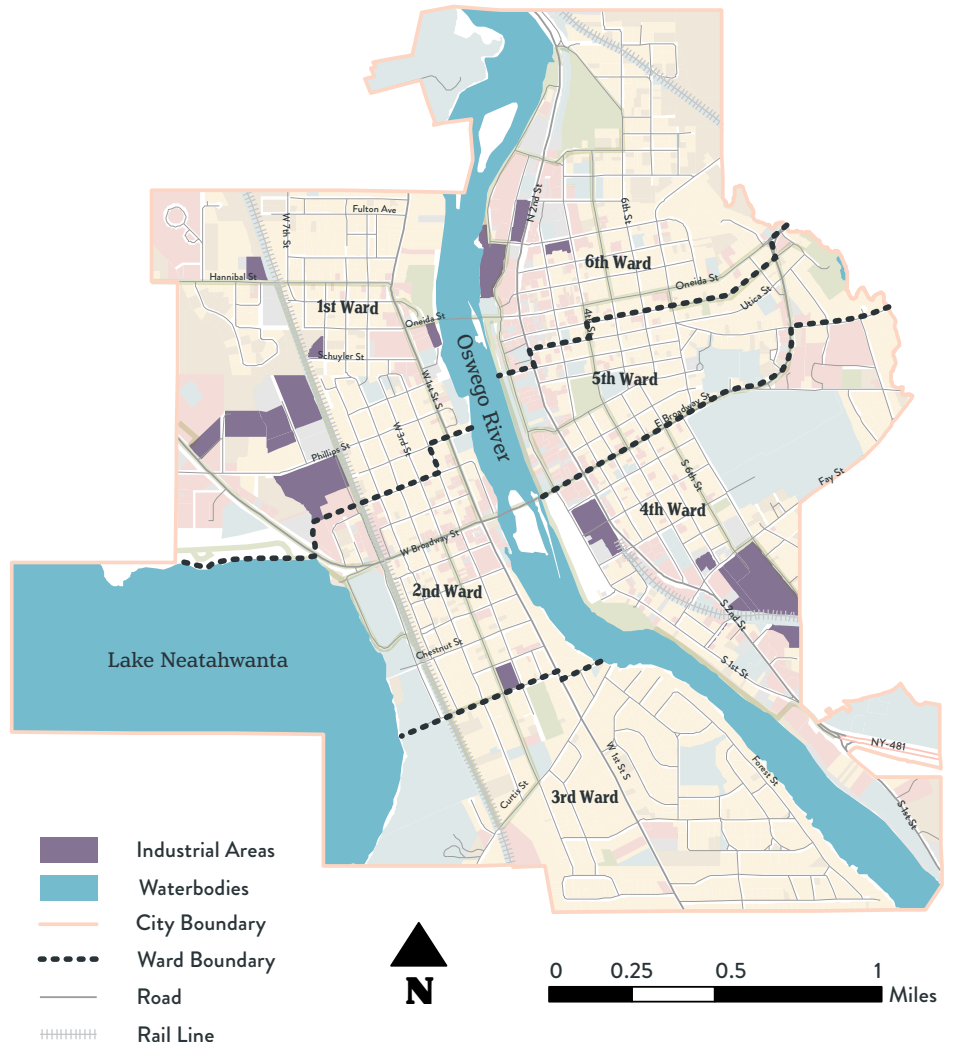
1. Improve the pedestrian experience along South 2nd Street opposite Utica Street through better screening of the parking areas, public art, or new infill buildings.
2. Implement access management strategies to reduce the number of curb cuts and improve driver safety along 2nd Street, north of Seneca Street and South of Rochester Street.
3. Improve the appearance of the key gateways into the City, primarily arriving from the south via NYS Route 481.
4. Preserve and enhance the traditional character of the West Broadway Historic District.
5. Implement access management strategies to reduce the number of curb cuts and improve driver safety along NYS Route 3 from West 6th Street to the City Boundary.
6. Create a more pedestrian friendly environment in the vicinity of the Price Chopper Plaza.
7. Complete a more detailed planning effort for these corridors, especially the 2nd Street corridor, to develop a specific set of capital projects, programs, and regulatory changes that will enhance mobility for all modes of travel, while improving the character of future development.

**Industrial Centers**

**East**

The existing industrial land use areas on Fulton’s east side is shown in purple on the map. Like many small cities founded on the manufacturing industry, Fulton is in the midst of a long-term restructuring to maintain its economic foundation, especially on the east side. Some industries exist along the waterfront in the 6th Ward to the north, but the City’s largest employer is Huhtamaki located on the waterfront south of Broadway. Huhtamaki employs 450 people and its plant is directly adjacent to Route 481 at the entry to the city. Huhtamaki, along with a few industries on the west side, have made Fulton a hub for the food processing industry.

Even with the success of some new industries, former industries have still left their mark on the City. A few blocks south of Huhtamaki is the former Nestle factory site. The factory was torn down in 2017 and its first tenant was the supermarket Aldi’s. The former Nestle’ site is part of Fulton’s DRI boundary and has opportunities from retail to medium scale manufacturing which is already subdivided and ready for development.



Spear USA and Oswego Industries Industrial Park



## Industrial Centers

Although there is a neighborhood nearby, more intense business and industrial uses would be appropriate in the southern portion of Fulton's east side. To mitigate potential regulatory impacts to the neighborhoods, additional tree plantings, shrubbery, fencing, and berming, or some combination thereof, should be required to provide an increased natural barrier.

### West

There is a cluster of industrial land use areas on Fulton's west side shown in purple on the map. The major industrial areas are located between the railroad and the City's western border. Access to the sites are through West 6th Street and Phillips Street, both via County Route 3. Industries at the sites include Spear USA and iFreeze Storage & Distribution; both part of the food processing industry.

Fulton's west side industrial sites are separated from the 1st Ward neighborhood by the railroad and a tree line. Despite this, intense business and industrial uses are discouraged in this area due to the size and proximity of the 1st Ward neighborhood. Due to constraints of the site's size and capacity, new industries should be encouraged on the east side of the City where infill development opportunities are available.



## RECOMMENDATIONS & OPPORTUNITIES

1. Build momentum around targeted industries.
  - a. Targeted industries include advanced manufacturing, food processing, craft beverages, machine shops, and enhancing entrepreneur development, all of which directly tie to Fulton's DRI projects.
2. Develop industrial sites with nearby neighborhoods in mind.
  - a. Sites should be accessible for the local workforce and for nearby patrons.
  - b. Implement natural buffers and landscaping between the industrial sites and the existing neighborhoods.
  - c. Review and revise the City Code to include land use and development regulations that ensure new commercial and industrial developments are attractive and have minimal impacts to adjacent properties.
3. Maintain non-nuisance, light industrial uses that provide local employment opportunities.
4. Ensure the character and siting of industrial uses and have characteristics which are compatible with the nearby neighborhood, mitigating potential negative impacts.

## Streetscapes & Corridors

### Transforming a Streetscape . . .

A streetscape's design significantly impacts the success of place-making efforts. The photo simulations at right illustrate how a wide arterial roadway may be transformed through improvements to the public and private realm.

The top photo depicts a typical five-lane commercial corridor environment with single-use, single-story structures and an auto-centric street design.

The middle photo shows how improvements within the public right-of-way can increase pedestrian and bicyclist access while also enhancing the overall appearance of the streetscape.

The bottom photo illustrates the dramatic transformation that may be achieved with the cumulative effects of both public and private realm enhancements. By increasing building heights, reducing setbacks, and improving site design elements, the street edge becomes more defined. This not only helps to calm traffic, but also fosters a greater sense of place.

Photos: Urban Advantage

Corridors serve as the transportation network and connective tissue of a community. As such, their infrastructure and aesthetic can have a major impact on the character and integration of a community. The transformation of a corridor relies on a balance of both public investments (i.e. improvements to the public right of way) and private investments (i.e. improvements to private property through landscaping, screening, and building design and placement).



Existing Conditions.



Simulated Public Realm Improvements.



Simulated Private Property Improvements.



## **Route 481 as a Gateway to Fulton . . .**

Existing streetscape conditions along Route 481, particularly at the southeastern edge of the City (bottommost photo), very much reflect that of Dewey Avenue prior to the completion of the Mixed Use Study and District Amendment.

The same potential exists along 481, with well-guided future development and investments, to establish an attractive gateway to the City and walkable environment along the entirety of the corridor.

In order to achieve this, the City will need to balance and coordinate public and private site improvements. Public investment can be leveraged to support and encourage private property investments and increase economic opportunity along the corridor.

Because this section of Route 481 plays such a significant role in welcoming residents and visitors into Fulton, additional considerations should be given to incorporating public art and/or community character and identity elements (such as banners, signs, or arches incorporating City insignia or branding).

### **Case Study**

The potential of corridor transformations is exemplified by the Town of Greece's transformation of Dewey Avenue, which was sparked by the updated Town Master Plan's recommendation to complete a detailed corridor study. The study was finished in 2007 and contained a wide range of recommendations, including reducing the number of travel lanes on the roadway and updating the zoning along the corridor to foster a mix of land uses.

The Town completed the subsequent Dewey Avenue Mixed Use District in 2011. As part of the zoning amendment the Town incorporated site and building design requirements to enhance the walkability of the corridor, such as requiring:

- » Parking to be placed to the rear or side of newly constructed buildings;
- » Landscaping to be provided around the base of the buildings and along the perimeter of the site;
- » Entrances to be placed adjacent to the public sidewalk; and
- » Pedestrian connections from the public sidewalk to the building.



Dewey Avenue, Greece (NY) 2013  
Photo: Google Streetview



Dewey Avenue, Greece (NY) 2017  
Photo: B&L

The images above show an example of the changes that occurred along Dewey Avenue since the adoption of the new zoning regulations. Large expanses of parking and asphalt have been converted to commercial development that cater to pedestrians and bicyclists before automobiles. This has impacted how the corridor functions, looks, and feels to travelers of all types.



Photo: Google Streetview

## Complete Streets

Complete streets are designed with all types of users in mind, and intend to serve all persons regardless of their individual abilities. Using available private and public spaces along the right-of-way, complete streets accommodate a balance of pedestrians, bicyclists, motorists, and public transportation users. Complete streets do not have specific design guidelines; rather, the type and nature of the facilities are specially designed to reflect the local community context.

A successful complete street does not always require the addition of facilities for each type of user. Complete streets intend to balance the types of provided roadway facilities with anticipated levels of vehicular and non-vehicular traffic derived from surrounding land uses. Therefore, not all complete streets will look or operate the same way.



Madison, NJ. Source: New Jersey Bicycle and Pedestrian Resource Center



East Boulevard Road, Charlotte, NC. Source: North Carolina DOT Complete Streets

### Benefits

By providing adequate facilities for each type of user, complete streets improve the safety and experience of all modes of transportation. They promote an active lifestyle by welcoming pedestrians and bicyclists. They improve connectivity and accessibility within communities by serving persons of all abilities. Finally, they foster a stronger sense of community and belonging by providing a space for local residents and visitors to engage with one another.

### Types of Facilities

Complete streets may use a combination of the below facilities to effectively serve all users in the right-of-way:

- » Sidewalks
- » Bicycle lanes
- » Bicycle boulevards
- » Bus lanes
- » Bus stops
- » Median islands
- » Crosswalks
- » Crossing signals
- » Curb extensions
- » Vehicular travel lanes
- » Shared-use lanes

*The achievement of complete streets can be directed through an Active Transportation Plan, Bicycle and Pedestrian Master Plan, Multi-modal Transportation Plan, or other similar initiative.*



## Regulatory Recommendations

“All city land use regulations must be in accordance with a comprehensive plan adopted pursuant to this section.”

- NYS General City Law  
Section 28-a (12)

Local zoning and land use regulations play a significant role in shaping a community’s character and development patterns. Cities like Fulton were largely settled well before the application of zoning. In fact, Fulton’s zoning code was not established in full until the 1990s (based on City Code records). Unfortunately, as auto-oriented, suburban development pressures mounted in the mid-20th century, zoning code regulations generally followed suit. Rather than regulating for the walkable neighborhoods and traditional main street environment that already existed, the City’s land use regulations established building, lot, and use regulations that fostered an auto-centric development pattern. The application of these regulations over time have created disconnects between neighborhoods and activity centers, diminished Fulton’s character and identity, and in some cases, restricted economic development opportunity.

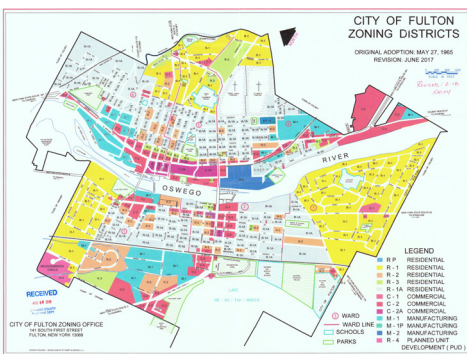
The purpose of this section is to identify ways in which the City may better align its local zoning code with the community character and future land use vision outlined in this Plan. The following recommendations, however, are not provided by way of limitation. They are intended to be examples of the types of amendments the City should consider moving forward. While these recommendations are specific to certain code sections, it should be noted that the City would most benefit from a comprehensive zoning code update addressing these issues and more.

### Why Update a Code?

First and foremost, NYS City Law requires that a municipality’s land use regulations be in alignment with its adopted comprehensive plan. This step is critical to ensuring success in implementation as future investment and development opportunities are evaluated. While this Plan may guide development, the zoning code is the legal tool to which all private investment must conform. When the two are out of sync, the regulations of the zoning code may force decisions that are inconsistent with Fulton’s vision and goals.

Additional reasons a municipality should revisit and revise their local land use regulations include amendments to:

- » Update obsolete and outdated references and regulations;
- » Respond to new technologies and land use trends, as well as economic shifts and changing markets;
- » Incorporate new land use development techniques and best practices;
- » Support sustainable and desirable growth and redevelopment strategies;
- » Address quality of life or nuisance issues;
- » Remove unnecessary regulatory barriers; and
- » Improve administrative efficiency.



Chapter 640 (Zoning) is just one of over 60 regulatory chapters in the City Code.

**City of Fulton, NY**  
Oswego County

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City of Fulton, NY / Part II: General Legislation  
**Chapter 640 Zoning**

[HISTORY: Adopted by the Common Council of the City of Fulton 5-6-1997  
Amendments noted where applicable.]

**GENERAL REFERENCES**

Planning Commission — See Ch. 110.  
Environmental quality review — See Ch. 310.  
Flood damage prevention — See Ch. 341.  
Freshwater wetlands — See Ch. 349.  
Junkyards — See Ch. 392.  
Property conservation — See Ch. 475.  
Streets and sidewalks — See Ch. 537.  
Telecommunications facilities — See Ch. 567.  
Trees — See Ch. 582.

### Regulatory Components

The recommendations of this section are organized into two main components of the City’s Zoning Code that most directly shape the character and nature of land use and development in Fulton. These are “District & Use Requirements” and “Development Standards.”

**District & Use Requirements**

The City’s current code is comprised of 12 primary zoning districts across three land use categories: Residential, Commercial, and Industrial.

The standards and requirements of these districts have generally been updated in a piecemeal manner over the years, reacting to new proposals rather than proactively addressing future development opportunities and protecting against undesirable uses.

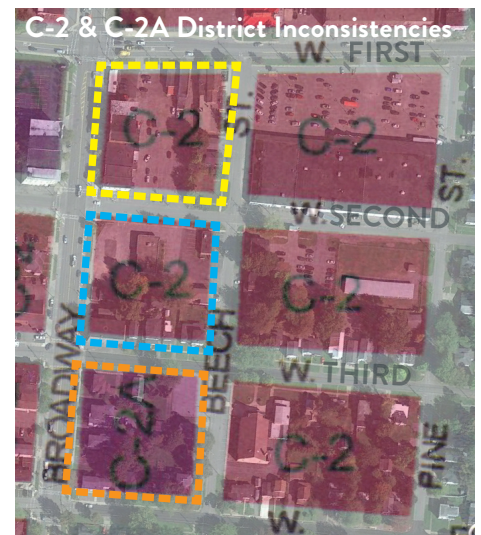
As a result, the existing zoning districts need to be revisited in terms of purpose, intent, and applicability. This includes assessing the relevance of the district and appropriateness of its regulations in both reflecting existing, desirable development patterns and supporting infill and redevelopment opportunities that are compatible with the context of the area.

Specific revisions to the City’s zoning districts that should also be considered include, but are not limited to:

1. Adjusting zoning district boundaries to reflect the existing or intended use and character of neighborhoods, blocks, and streetscapes.
2. Adjusting the building, lot, and use requirements of the Downtown District (C-2A) to reflect its traditional character.
3. Rezoning the Route 481 Corridor for a more walkable, mixed-use environment (see pages 35 + 36).
4. Rezoning for mixed residential neighborhoods where infill and/or redevelopment opportunities may exist (see page 40).
5. Ensuring commercial districts to permit multi-story, mixed-use environments, where appropriate.
6. Establishing an Open Space District to identify and protect existing natural and park areas.



ZONED C-2, the structures pictured above are considered nonconforming under the current code. The use, building height, setback, and minimum lot width all violate the requirements of C-2. Traditional blocks like this should be rezoned to C-2A to prevent the loss of downtown character.



ALSO ZONED C-2, this gas station directly abuts the downtown block shown above. While this property conforms to C-2 requirements, the auto-oriented design is out of character for the area. Rezoning blocks like this to C-2A will help to prevent incompatible development in the future.



ZONED C-2A, the homes above are considered illegal uses. This means a home could not be rebuilt, rather torn down for higher density, mixed-use purposes. Neighborhoods along commercial district edges that are incorrectly zoned like this should be identified and rectified.

**General Commercial (C-2)**

*The C-2 regulations are consistent with a regional commercial corridor environment allowing for high-intensity uses and auto-oriented site design.*

Permitted Uses: Retail, restaurants, auto sales or repair, gas stations, etc.

Prohibited Uses: Mixing of uses, residential dwellings of any kind.

Min Lot Width: 80 feet

Min Front Setback: 25 feet

Maximum Building Height: 24 feet

**Downtown Commercial (C-2A)**

*The C-2A regulations generally reflect the design, density, and walkability of downtown, with multi-story, mixed-use structures built to the street.*

Permitted Uses: Retail, restaurants, upper-floor apartments, etc.

Prohibited Uses: Auto sales or repair, gas stations, single-family homes.

Min Lot Width: 60 feet

Min Front Setback: 0 feet

Maximum Building Height: 48 feet



## Mixed Residential Development

### Housing Trends

According to the US Census Bureau’s Building Permits Survey and Survey of Construction, regional demand for single-family housing is decreasing. Over the past decade and a half, in NYS the proportion of building permits issued for single-family homes has declined, replaced by permits for two-, and multi-family residential buildings. As of 2020, only 27% of residential building permits in NYS were for single-family homes. This same trend is witnessed in the larger Northeast US as well, where the proportion of new housing construction for two- and multi-family homes has risen in the past two decades. This may be driven by pressure on home builders to provide smaller, less costly, and lower maintenance options desired by seniors, empty nesters, young families, and Millennials.

### Residential Infill

To satisfy demand for additional or a new type of housing, residential infill is an attractive option since it allows the community to use land, infrastructure, and services more efficiently. A residential infill template that includes a variety of housing types and densities could benefit communities, like Fulton, that want to ensure demands for alternative types of housing are met while protecting existing neighborhoods. The implementation of new housing also offers an opportunity to work towards the overall City goal of attracting and retaining residents. New residential development, especially that of mixed types, can be a means of improving neighborhood investment and increasing a sense of community.

### Tools for Mixed Residential Development

Establishing clear policy guidance is critical to ensuring the success of mixed residential development that is sensitive to the character of the neighborhood in which it is located. Regulatory requirements help to mitigate concerns of neighborhood change felt by many residents, while supporting developers who may experience challenges related to the cost of infrastructure and building design. Mixed residential neighborhoods can be achieved through a variety of ways, most commonly a Mixed Residential District or Planned Unit Development (PUD) District. Mixed Residential zoning is a regulatory tool that is structure to accommodate for varying residential designs and densities. On the other hand, PUD zoning is a regulatory tool that requires careful review and revision of mixed residential plans prior to construction to ensure that they are in alignment with the community vision and do not impose significant negative impacts. In order to support and guide mixed residential development, the City should consider utilizing one or both of these tools.



Erie Station Village in West Henrietta is a prime mixed residential neighborhood example. The wide variety of housing styles and densities (pictured above) provides a high level of housing choice for residents in an attractive and walkable setting. While many of the buildings are multi-family, they reflect the character of a single-family home, allowing them to fit into the neighborhood context more appropriately.

### Recommended Mixed Use Residential Use & Lot Requirements

Density	Single-, Two-, & Multi-Family Dwellings
Lot Size	1/4, 1/2, and 1 Acre Lots (mixed)
Lot Width	50 to 100 Feet
Front Yard	10-40 Feet
Garage	Rear Yard or Alleyway Access

**Development Standards**

The purpose of development standards and guidelines is to define baseline criteria for certain building and site design elements. These regulations go beyond that of basic district requirements to address specific development characteristics of concern and/or importance to the community. Recommendations for standards provided in this section are categorized by design element.

**Off-Street Parking & Access**

1. Prohibit parking in the front yard; where front yard parking exists require increased screening.
2. Screen parking from public view and where adjacent to residential.
3. Reduce minimum parking space requirements.
4. Reduce size and number of curbcuts providing vehicular access.
5. Encourage shared parking and access agreements.
6. Establish minimum bicycle parking and access requirement.
7. Require designated pedestrian connections both on- and off-site.
8. Require curbing to separate parking areas from the street, sidewalks, and landscaping as well as clearly define driveway aprons.
9. Encourage use of permeable paving materials and green infrastructure.
10. Require landscaped islands and medians in larger parking lots.



The image above of the Price Chopper property highlights three parking design components currently lacking in the City’s Code. Photo: Google Earth, 2019.

**CURBCUTS & DRIVEWAY SPACING.** Shown in red are the spacing and width of existing curbcuts. The long curbcut shown on the south side of Gansvoort Street is about 300 feet of uninterrupted at-grade access where vehicles can turn in/out at any point. Revisions to the City’s parking standards should include maximum driveway widths and minimum driveway spacing requirements to reduce the vast expanse of curbcuts like this one. Driveway width and spacing guidelines will also help to reduce potential vehicle, pedestrian, and/or bicyclist conflict points and the auto-dominant feel of the streetscape as redevelopment occurs.

**PEDESTRIAN CONNECTIVITY.** Shown in yellow are the existing sidewalks provided throughout this commercial activity center. As highlighted in the graphic, there are significant gaps in the sidewalk network. With the exception of the Dunkin Donuts and Pathfinder Bank site on the southeastern corner, there are no designated pedestrian walkways connecting the public sidewalk system to building entrances and parking areas. As a result, pedestrians are dumped from the sidewalk into driveways, drive aisles, and parking spaces. Fulton’s Zoning Code should include new provisions to address pedestrian access as identified on the following page.

**Off-Street Parking Space Requirements**

STANDARD	EXISTING	RECOMMENDED
Minimum Number	Residential: 2 per dwelling unit Retail: 1 per 200 sf Restaurant: 1 per 3 seating spaces	Residential: 1 per dwelling unit Other Uses: 3 per 1,000 sf Downtown: No minimum
Minimum Size	10 x 18 ft	9 x 18 ft
Drive Aisles	24 ft MIN	24 ft MAX
Driveway Widths	-	30 ft MAX



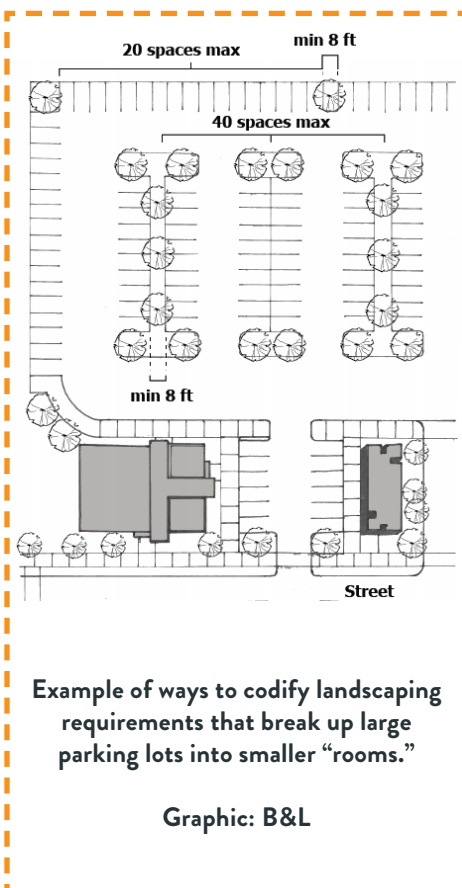
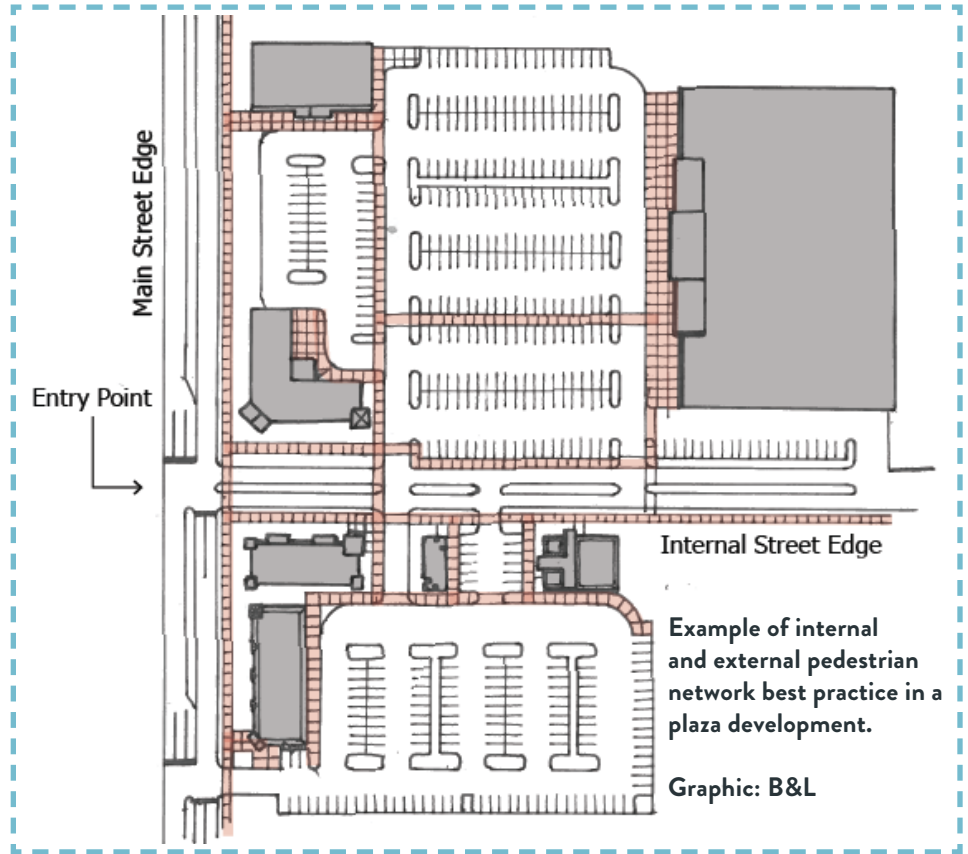
# COMMUNITY DEVELOPMENT STRATEGY

The graphics on this page are intended to demonstrate the recommended off-street parking design and access provisions identified on the previous page.



The City has already begun applying these standards to development that has more recently undergone site plan review, such as the Burger King on S 2nd Street with direct sidewalk connection (shown above).

Photo: Google Earth.



Landscaped Island



Designated Pedestrian Walkway



Screening of Parking from Roadway



Bioswale & Rain Garden



## Nonresidential Building & Site Design

Additional development standards the City may wish to consider implementing are nonresidential building and site design criteria. These standards could apply to development City-wide and/or be tailored to the specific traditional characteristics of downtown.

Below are recommended design guidelines which may be added to the City's existing zoning code. These criteria are generally most applicable to the C-2 and C-2A Districts.

### Building Scale & Location

- » Little to no setback
- » Buildings of at least two stories
- » The breakage of structures with wide frontages into smaller visual increments

### Facade Treatments

- » Mostly transparent first floors
- » Upper floors with less transparency, but consistent with the rhythm of transparency of the first floor
- » Use of visual elements when transparency is not appropriate
- » Facades that are tripartite in design, defining a bottom, middle, and top to structures
- » Installation of awnings that match the window shape
- » Use of wood, brick, or other traditional materials

### Signage

- » Flush-mounted wall signs and projecting signs
- » Avoidance of flat sign faces
- » Recessed or raised lettering
- » Signage that does not interfere with the view into the building
- » Signs with size and placement consistent with the building's architectural features

### TO BE AVOIDED



Single-story infill development inconsistent with traditional character.



Commercial franchise architecture and auto-oriented site design.



Limited variation in building material and blank facades.



Views of the current building stock at the corner of Bridge Street

Suburban Design (Oswego, 2008)

### TO BE ENCOURAGED



Traditional multi-story, mixed-use infill development with detailed facade.



Building design fit for reuse with parking and drive-thru in rear/side yard.



Facades that provide visual interest through use of materials and design.



Redevelopment of Left (Oswego, 2021)



# COMMUNITY DEVELOPMENT STRATEGY

Much of Fulton’s traditional downtown settlement pattern is still visible today in the remaining blocks defined by multi-story structures built in the late 19th and early 20th Centuries. Like most historic “main street” buildings, there is a high level of architectural detailing and character to these structures.

Over the last few decades, however, disinvestment and suburban development pressures have caused some of these buildings to lose their architectural integrity. In order to prevent further loss of character and promote the reuse of local historic structures, the City should consider incorporating design guidelines for redevelopment and renovation.

Historic design guidelines do NOT have to follow strict preservation standards, rather they may be as flexible or as stringent as the City feels appropriate. These local regulations would also be separate and apply independently from any State or National Historic District designations.

Basic historic guidelines the City may wish to consider include, but are not limited to:

- » Maintaining, restoring, or replacing in-kind various architectural detailing, such as cornices, hoodmolds, and brackets.
- » Maintaining, uncovering, or restoring window, storefront, and door openings to their original size.
- » Permitting context sensitive additions or expansions to structures.
- » Encouraging the use of traditional materials.



## TO BE AVOIDED



Removing, covering, or significantly altering facade details and/or openings.

## TO BE ENCOURAGED



Maintenance, repair, or replacement in-kind of architectural detailing.





**END OF PLAN**