I. INTRODUCTION

In 2005, the United States Department of Defense (DOD) declared the United States Army Reserve Center/Area Maintenance Facility #76 (USARC) as surplus Federal property under the Defense Base Realignment and Closure (BRAC) process. The facility must close as a military installation on or before September 2011. Location maps are provided in Appendix A.

A. NIAGARA LOCAL REDEVELOPMENT AUTHORITY

The DOD designated the Town of Niagara as the Local Redevelopment Authority (LRA) and recognized the LRA as the sole entity responsible for the development of a base reuse plan and other documents to address community needs and serve as a guide for property disposition by the DOD.

B. NOTICES OF INTENT

As part of the planning process, the LRA is required to conduct outreach and solicit Notices of Intent (NOI) for the federal property declared surplus from State and local governments, representatives of the homeless, and other interested parties. Any and all NOI's are to be considered in the development of a redevelopment plan for the USARC.

The redevelopment plan, including homeless considerations, is subject to approval by DOD, the United States Department of Housing and Urban development (HUD), and any other federal agencies that may sponsor public benefit conveyances. The LRA, as the single point of contact for coordination of Federal and State assistance for reuse is expected to provide leadership and build consensus within the community for base redevelopment.

C. LRA RESPONSIBILITIES

When the DOD is ready to convey the property from military to civilian ownership and new uses, the original LRA, established as a planning organization, may evolve to an organization responsible for implementing all or portion of the base reuse plan. The planning LRA may also decide to designate another organization to implant the plan and may relinquish its responsibilities to this other entity.

D. LRA BASE REUSE PLANNING GOALS

In undertaking the planning process for reuse of the Niagara USARC, the LRA was charged with the responsibility for guiding long-term redevelopment of the installation. To advance its responsibilities, the LRA accepted the following goals and objectives for redevelopment of the USARC.

1. Goal:
   - Prepare an implementable redevelopment plan that will ensure that the USARC will be an asset to the community in the future.

2. Objectives:
   - Satisfy requirements of BRAC and Federal Real Property Laws
   - Determine highest and best use for the property
   - Reflect the community's goals and needs
   - Recommend a preferred base redevelopment plan that represents a vision of the USARC that will be financially feasible and acceptable to the community

3. Concerning BRAC-specific actions, the base redevelopment plan is also intended to serve the following purposes:
   - Reflect community consensus about civilian reuse of the facility;
   - Guide DOD's property redevelopment environmental analysis;
   - Be a factor in DOD's consideration of property conveyance options.

E. FUNDING FOR BASE REUSE PLANNING

DOD's Office of Economic Adjustment (OEA) provided funding for preparation of the Reuse Planning Analysis for the USARC. Community meetings were held to review NOI's, homeless needs, and the draft redevelopment plan. This draft redevelopment plan includes information on existing conditions at the USARC, an analysis of community and economic needs as well as homeless assistance needs, a review and assessment of NOI submissions, and recommendations for future reuse.

F. APPROVAL OF DRAFT REDEVELOPMENT PLAN AND HOMELESS ASSISTANCE SUBMISSION

The Draft Redevelopment Plan and Homeless Assistance Submission for US Army Reserve Center/Area Maintenance Center #76 were approved by a resolution of the Niagara Town Board on February 12, 2008. A copy of the resolution follows this section.

II. FACILITIES ANALYSIS

A. SITE LOCATION

The Niagara Falls Army Reserve Center/Area Maintenance Facility #76 (USARC) is located on approximately 21.88 acres of land on the north side of Porter Road in the Town of Niagara with a street address of 9400 Porter Road, Niagara Falls, New York, 14304. The USARC is located on a level plot of property immediately west of the Niagara Falls International Airport and adjacent to Porter Road, also referred to as State Route 182. The installation is bordered on the east, west, and north sides by wooded land and commercial development associated with Niagara Falls International Airport. Directly across Porter Road on the south side of the base is a stretch of forested property. Photographs of the site are provided in Appendix B.

B. ADJACENT LAND USES

The general area contains a mix of wooded land, commercial development, and military uses. The USARC is located directly adjacent to the Niagara Falls International Airport. A United States Air Force Reserve Base is located on the opposite side of the main runway.

C. SITE HISTORY

Recorded uses of the USARC site date to 1928 when the City of Niagara Falls developed a city-owned airport on the property, which includes the subject site. Later, in 1943, the Bell Aircraft Corporation used the airport and other properties in the area for manufacturing warplanes during the Second World War (1939-1945). Bell was responsible for producing fighter aircraft in various facilities across the Niagara Frontier including the P-39 Aircobra and the P-63 King Cobra.

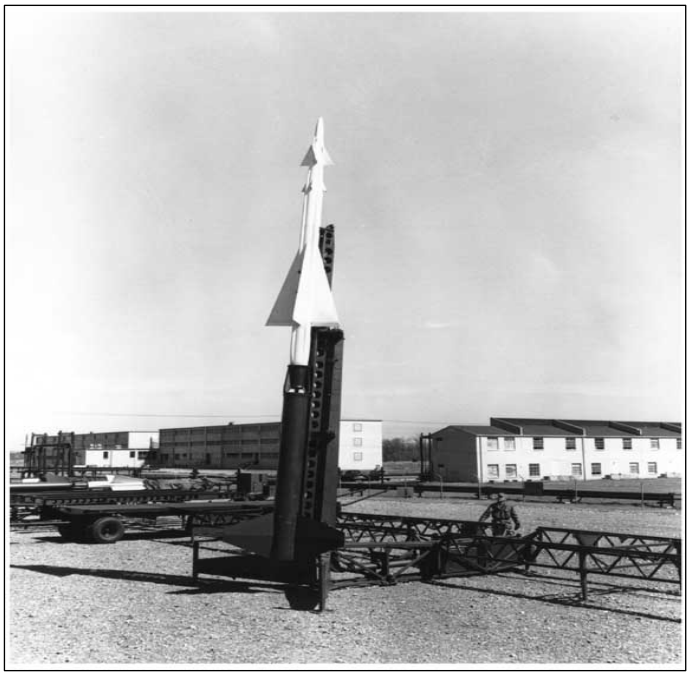
Bell Aircraft

Bell P-39 Aircobra

Beginning in 1946, the airport property was used by the United States Navy as a Naval Air Station. Subsequently, the U.S. Army Reserve acquired 21.88 acres of the Naval Air Station for use as a U.S. Army Reserve Center in 1959. At the time, the site contained several buildings and a large aircraft hangar. Additional buildings were later constructed on the site including a number built during the early to mid-1960's. The newest structure on the base was constructed in 1994.

There are currently seventeen (17) structures on the site including a 37,500 sq. ft. aircraft hangar, several office buildings, storage buildings, a vehicle maintenance facility, and ancillary structures such as a guardhouse, hazmat sheds, and an electrical building. Detailed information on each structure is provided in this Facilities Analysis.

Previous studies, referenced in Section VII, have cited various military activities that have been conducted on the site since it was first acquired by the Federal government in 1946. The Navy used the property for servicing and maintaining helicopters and airplanes. Two wooden hangars on the property have been long since been removed along with other buildings and a water reservoir. In the early 1970's, the site was also used for servicing Nike Ajax missile warheads from batteries defending the New York Air Defense Sector The Nike Ajax air defense system used slender ground-controlled guided missiles armed with conventional high explosive, fragmentation-type warheads.



Nike Missile & Launcher

Starting in the late 1970's, the New York Army National Guard used and serviced about 30 helicopters in the hangar located on the site. The base was also used for a variety of other maintenance, storage, and logistical purposes as well as for administrative, educational, and training functions.

D. NIAGARA FALLS INTERNATIONAL AIRPORT

1. Airport History

Niagara International Airport was originally opened in 1928 as a city-owned municipal airport with crushed stone runways. In the early 1940's, Bell Aerospace located a plant adjacent to the airport and changed the nature of the facility. The airport later became the birthplace of the world's first helicopter certified for commercial use (Bell 47) and the world's first supersonic plane (Bell X-1).

Bell X-1

A military presence at the airport was established during World War II. The U.S. Air Force established a base and managed the facility during the

war. Runways were constructed and extended during the 1940's and 1950's along with landside facilities including a control tower. The base was designated as a U.S. Naval Air Station in 1946. At the same time, a fighter unit of the New York National Guard was located at the airport

2. Current Status of Airport

Currently, the Air Reserve Station is home to the 914th Tactical Airlift Wing of the U.S. Air Force Reserve and the 107th Air Refueling Wing of the New York State Air National Guard. The C-130 Hercules and KC-135 Stratotanker are flown out of Niagara Falls. The base is Niagara County's second largest employer with almost 3,000 military and civilian employees.

On the south side of the airport is the Niagara Falls International Airport. This facility has been approved for international flights and has been owned since 1970 by the Niagara Frontier Transportation Authority, which purchased it from the City of Niagara Falls.

Niagara Falls International Airport

The airfield system at Niagara Falls International consists of three runways. The main runway (10L/28R) is 10,825 feet in length and 150 ft wide. It is the fourth largest runway in New York State. Runway 06/24 is 5,188 feet in length and 150 feet wide and is considered the crosswind, visual approach runway.

Runway 10R/28 L is 3,975 feet by 75 feet, is considered a utility runway used by general aviation aircraft, and permits simultaneous operation between commercial and general aviation aircraft.

The three runways are supported by a system of 13 active taxiways. The Air Force provides airport rescue and firefighting services for the entire facility on a 24/7 basis. The capabilities of the Air Force for rescue and fire suppression are sufficient by FAA certification standards to permit the use of the airport by any size aircraft including the Boeing 747.

Currently, the Niagara Falls International Airport has an average of 121 aircraft operations per day (take-offs and landings). Of these operations, 32% are military, 37% are transient general aviation, 31% are local general aviation, and 1% is commercial. General aviation operations include those that are not military or commercially operated flights.

3. Airport Usage

Considerable investments are being made to increase the usage of the Niagara Falls International Airport. The Niagara Frontier Transportation Authority (NFTA), the airport's owner, has authorized the building of a new $26.7 million terminal with construction to begin in the spring of 2008 and completion slated for July of 2009.

The new 69,430 square foot terminal is intended to attract additional passengers and cargo operations to the airport. This investment is being complimented by other facility improvements at the airport and enhanced marketing efforts that target both domestic and international markets.

The airport has attracted Myrtle Beach Direct, a charter service operator that provides non-stop service to Myrtle Beach, South Carolina on a twice-weekly schedule. The airline has announced that it will initiate nonstop service to St. Petersburg-Clearwater, Florida. More recently, it was announced that Skybus Airlines, located in Columbus, Ohio, would provide the first daily passenger service from the airport in almost a decade. The airline will utilize Airbus A319 jets to provide nonstop service to Columbus and access to flights serving 19 other cities in the nation. Plans are also being made to utilize the airport for transatlantic flights to and from Shannon, Ireland beginning in mid-2008. Discussions are underway with additional airlines serving domestic and international markets.

Equally important to the future of the airport is the expansion of cargo services. The NFTA has an agreement with Niagara Cargo Park, a consortium of Toronto-based Vista Cargo International, Speed Transportation Inc. of Buffalo, and Atlas International Freight Forwarding, Inc. Niagara Cargo Park is planning to build two 35,000 square foot facilities at the airport to accommodate expanded air cargo operations. Further, Resource Airways Enterprises and Kittyhawk also handle air cargo. Once the new terminal is built, the existing terminal could be utilized for air cargo or possibly a facility for general aviation users.

Niagara County's Department of Economic Development is supportive of expanded air cargo activity and has identified logistics /distribution/warehousing as a growth cluster. The agency is working with NFTA and other interested parties in developing the air cargo capacity of the airport. New York State's U.S. Senators Charles Schumer and Hillary Clinton have secured a federal appropriation of $2.5 million for the airport to build a new terminal apron and for road improvements that provide additional support for air cargo development at Niagara Falls International. The new apron will be large enough for two Boeing 747 aircraft.

The Niagara Falls International Airport should have an increasingly important role in the area's economy. For example, the decision by Calspan to build a multi-million dollar flight research center and hangar adjacent to the airport was influenced by the lack of congestion at the airport and by the low cost of using the airport. It is anticipated that additional users in the aviation and aerospace industry will also find the airport to be an attractive and profitable place to do business.

E. AREA ZONING REQUIREMENTS

The immediate area of the USARC is zoned by the Town of Niagara as LI-Light Industrial. As a military installation, the USARC facility is not subject to local codes. However, once the USARC is closed and conveyed to civilian ownership, all activities on the property will be subject to local codes including the *Town of Niagara Zoning Ordinance*.

The LI-Light Industrial District permits the following land uses that are cited in the *Town of Niagara Zoning Ordinance*:

- Manufacture, sales and service of small machinery such as optical goods, carburetor and small machine parts, cash registers, sewing machines and typewriters, calculators and other office machines, small motors and generators.

- Fabrication of metal products, bicycles; metal foil, aluminum, gold, etc.; metal furniture, musical instruments and sheet metal products.

- Fabrication of paper products such as bags; bookbinding's, boxes and packaging material and office supplies.

- Fabrication of wood products such as boats; boxes; cabinets and woodworking; furniture and toys, etc.

- Food and associated industries, including bakeries; bottling of food, condiments, drugs, and beverages.

- The warehousing or storage of utilities equipment, goods and products such as building materials, farm supplies and the like, which may be sold from the premises to the general public.

- Office buildings for executive, engineering, and administrative purposes; union headquarters and similar offices.

- Scientific or research laboratories devoted to research, design and/or experimentation and processing and fabricating incidental thereto.

- The manufacturing and processing of pharmaceutical and cosmetic products.

- Motor vehicle service stations and public garages.

- Buildings used exclusively by the federal, state, county, or local municipal government for public purposes, including workshops, warehouses, maintenance garages, or storage yards.

- Radio or television broadcasting stations, including studios, auditoriums and other rooms for performances and including office and other space incidental to and necessary for the principal use, including radio or television transmission or receiving towers and facilities, provided that no portion of the tower is within 1 ½ times the height of the structure of any property line and a tower permit is obtained.

- Hospitals for small animals (dogs, cats and the like), including kennels, provided that yards are enclosed.

- Local and long-distance trucking terminals and distribution facilities.

- Manufacture and service of electronic equipment and supplies including scientific and machine control equipment and instruments, photographic equipment, watches and clocks.

- Sales and service of farm machinery, mobile homes.

- Miscellaneous wholesaling of such items as, but not limited to, tobacco, candy, amusement and sporting goods, books and magazines and food products.

- Air conditioning, refrigeration, and heating sales, service, and fabrication.

The zoning code for LI – Light Industrial Districts also permits accessory uses including:

- Off-street parking, fencing, and signs in accordance with the code.

- The warehousing and storage of goods and products provided that no goods be sold from the accessory premises.

- Garage space necessary to store vehicles used in the conduct of business on the premises.

- Structures customarily associated with industrial office uses.

- Accommodations for a caretaker or watchman and his or her immediate family.

- Cafeteria, first aid, and/or medical facilities located within a building and operated by or for the employer for the exclusive use of employees or guests.

- Recreational areas and parks.

- Gate houses, bus stop shelters or security offices not more than one story in height, which are permitted within a required front yard but situated not closer than 25 feet to any property line.

In addition, a special permit can be issued for public utility uses, including telecommunications facilities.

F. CURRENT USES FOR USARC

Military Units currently occupying the USARC include the 277th Quartermaster Company (Petroleum), the 865th Combat Support Hospital, the 1982nd Forward Surgical Unit, and Area Maintenance Support Activity #76. Additionally, the Fort Drum Department of Public Works has a small number of personnel assigned to the base.

The facility is presently being used by the Army for vehicle maintenance, storage of equipment such as boots, clothing, tents, medical supplies, oil and lubricants and other materials used to support troops in the field. The property is also periodically used for classroom training of reservists.

G. ENVIRONMENTAL CONDITION

1. Environmental Condition Report

An Environmental Condition of Property (ECP) report has been prepared for the USARC. The 2007 ECP report was conducted in conformance with BRAC requirements and professional standards. The ECP report details the history of the property including prior tenant use. However, the focus of the report is on the Army Reserve Center's use of the property and the resulting environmental condition.

The ECP references an earlier Preliminary Assessment of the USARC that was prepared in 1994 in response to the listing of the facility on the Federal Agency Hazardous Waste Compliance Docket in February of 1994. Facilities that are placed on this docket are sites that the Federal government has owned or operated at which hazardous waste is or was stored, treated or disposed of. Federal environmental law requires assessments of such sites and provided the basis for the 1994 assessment at the USARC. The purpose of that investigation was to review all available information regarding past practices for hazardous waste storage, handling, and disposals at the site, and to assimilate that information into a report.

2. Environmental Condition Findings

Several potential areas of concern relating to the environmental condition of the property were cited in the ECP report. The consultants for the study researched reports that there had been a former landfill on the property. Other investigative studies of the property did not conclude that a landfill existed on the property. The ECP noted that a Preliminary Assessment of the property performed in 1994 found that no documents could be found that could confirm or deny the potential presence of a landfill. Further, it was recommended that additional records reviews be made and that subsurface sampling be undertaken with the objective of determining whether a landfill was previously located at the property.

The ECP reported that Building 4, the large hangar, was used to service Nike missiles having conventional warheads in support of Nike missile batteries in New York. The ECP notes that reports on the Nike missile program cite the potential for environmental effects related to Nike operations and maintenance.

The prior existence of two aircraft hangars on the property, in addition to the existing hangar (Building 4), was cited in the 1994 Preliminary Assessment. The hangars were reportedly in use as early as the 1930's and no detailed information is available on storage and disposal of hazardous substances that were likely to have been used at the time. Additionally, it was noted Building 4 was used for aircraft maintenance and repair and that drainage from the building reportedly flowed into storm drains for several decades before an oil waste separator was installed. The 1994 Preliminary Assessment recommended sediment sampling in Cayuga Creek to evaluate discharges from building floor drains into the storm

sewer. The 2007 ECP found no information available to indicate that such sampling had been performed.

3. Environmental Classification of Property

Under BRAC legislation and federal environmental legislation, federal agencies are required to expeditiously identify real property that can be immediately reused and redeveloped. Satisfying this objective requires the identification of real property where no hazardous substances or petroleum products, regulated by federal environmental law, were stored for 1 year or more, or known to have been released or disposed.

Department of Defense (DOD) guidance provides seven categories to define the environmental condition of a property. The classifications are assigned on both the basis of the type of chemical releases (hazardous substances or petroleum) found at the property and the status of the property's cleanup activities.

The seven ECP categories used by the Army to classify properties are as follows:

ECP 1 – Areas where no release or disposal of hazardous substances or petroleum products has occurred (including no migration of these substances from adjacent areas).

ECP 2 – Areas where only release or disposal of petroleum products has occurred.

ECP 3 – Areas where release, disposal, or migration of hazardous substances has occurred, but at concentrations that do not require a removal or remedial action.

ECP 4 – Areas where release, disposal, or migration of hazardous substances has occurred and all remedial actions necessary to protect human health and the environment have been taken.

ECP 5 – Areas where release, disposal, or migration of hazardous substances has occurred and removal or remedial actions are underway, but all required remedial actions have not yet been taken.

ECP 6 – Areas where release, disposal, or migration of hazardous substances has occurred, but requires actions that have not yet been implemented.

ECP 7 – Areas that are unevaluated or that require additional evaluation.

The preliminary ECP classification given to the USARC in the 2007 Environmental Condition of Property Report was ECP 7. Because of the environmental concerns cited earlier, the area's classification reflects the need to undertake additional investigation and evaluation.

Areas in ECP classifications 5, 6 and 7 are not considered currently suitable for transfer by the Department of Defense. Therefore, either additional environmental work needs to be done to change the classification or a determination must be made by the Army to change the classification to an ECP category of 1, 2, 3, or 4 without further investigation.

H. SITE AND UTILITY ANALYSIS

1. SITE

a. General

The site is located on north side of Porter Road in the Town of Niagara Falls. The site is bound by Porter Road to the south, Cayuga Creek to the west and the airport property to the north and east. The size of the parcel is approximately 20 acres. There are eleven buildings at the site, which includes the hanger building (Building 4). See the Buildings section of the report for descriptions of existing structures at the site. An existing site plan is shown in Appendix A along with pictures of buildings on the site. A proposed site plan after two buildings are demolished is also provided.

b. Impervious Surfaces

The majority of the parcel is impervious with minimal green area. The main traffic area around the buildings appears to have been recently paved. The pavement is in good condition. New markings are proposed for pavement to clarify parking areas and travel lanes. New pavement should be added upon removal of Building 19 and 23 (proposed removal). Other impervious surfaces include concrete pavement on the west side of Building 4 which is in fair condition, the concrete area behind Building T-18 which is in poor condition, and the east side of Building 4 which is a concrete surface with asphalt overlay (asphalt overlay is in poor condition).

c. Building 4-East Pad

The pad on the east side of the parcel was of interest for possible use for air cargo. This pad was originally used as a helicopter landing area and helicopters were serviced in the hanger. In order to evaluate the pad for air cargo preliminary testing was required.

Geotechnical testing was completed to determine the cross section of the pavements. Three (3) core tests were taken on the pad, which included a test near the southeast corner, the center of the pad, and near the northwest corner (hanger is in close proximity). The cores demonstrated a cross section of approximately 2" of asphalt, and a depth of concrete that ranged from 5" to 14", with a clay subgrade. Refer to the Geotechnical Report in Appendix C for additional information entitled "*Subsurface Exploration and Geotechnical Investigation Niagara Falls International Airport, Town of Niagara, New York"* dated December 13, 2007.

Based on this data a preliminary evaluation of the USARC was developed. The 14" of concrete can accommodate a plane weighing up to approximately 400,000 pounds. However, the other areas of the pad that contain 5" and 7" of concrete cannot accommodate such weight. The actual weight of the plane that this portion of pad can accommodate requires additional information on the pad (i.e. concrete strength, rebar, original design parameters, etc.) It is suggested that small freight planes or small aircraft could utilize the pad. In addition, the hanger could be used to service smaller planes.

d. Access

Access to the site is provided from a driveway off Porter Road. The drive is gated with a guard booth. The entire parcel is fenced.

2. UTILITIES

The USARC is served by a number of public utilities. In general, the services have one (1) point of connection to the public and/or municipal supply. From the municipal supply, the service extends into the facility, which is owned by the Military/Department of Defense. These utilities are maintained by Reserve Center personnel.

a. Water Supply

Water supply is provided by the City of Niagara Falls at a connection from 98th Street. The supply enters Building 21, which is the central point for water distribution for the entire base. From this central point, the remaining buildings are served. Not all buildings have a water service or the service has been disconnected which include buildings 19, 23, 24, and 26.

The domestic water service and fire protection are separate systems. The water line is relatively new, approximately 12 years old. The consultant team was informed by the Director of Maintenance that the line is in satisfactory condition. The line entering the facility is 12”-16”. Service for the domestic line is 2”. The pressure in the system is approximately 75 psi. New service

connections were installed to the appropriate buildings at the time the main was installed.

b. Sanitary Sewer

The sanitary sewer service to the Army Base is from Porter Road. The sewer system is vitrified clay. The line was installed in 1956. To evaluate the condition of the line it is recommended that the sewer be televised. Based on such a test the overall condition of the line can be evaluated. Damaged or deteriorated areas can be recorded. At this time, the condition of the line is unknown. It was noted by the Director of Maintenance that no sewer problems currently exist.

c. Drainage

It appears that drainage is a combination of sheet flow across the pavement to inlet structures (catch basins) and then piped to Cayuga Creek. No evident drainage issues exist at the facility.

d. Natural Gas

The gas supplier is National Fuel. National Fuel owns the service from the connection point to the meter; after the meter, the line is privately owned inside the facility. The underground gas lines in the facility are steel and are cathodically protected. Cathodic protection protects the pipes against corrosion. The lines are approximately 20 years old.

e. Electric Service

The electric service is supplied by National Grid. National Grid extends electric from the trunk line to a sub-station on the property. A transformer vault is in the Hanger Building.

3. BUILDING DESCRIPTIONS - Descriptions provided below are based on site inspections and information from Historic Inventories of the USARC prepared by the New York State Office of Parks, Recreation, and Historic Preservation.

Building 4: Building 4, an airplane hangar, measures 225 feet by 150 feet. Constructed of metal framing, the building is clad in corrugated metal siding. It has a barrel-vaulted roof covered in single ply membrane. The east and west elevations of the building are lined with massive sliding metal doors with vertical 10-light metal windows. Square footage: 37,500.

The barrel-vaulted roof structure is a series of 9 formed-in-place concrete arches. The arches span 150 feet and the center height is 52 feet. The floor is 11-inch thick concrete slab on grade.

Building 4S: Building 4S is attached to the south elevation of the hangar. It is two stories high with a compressed second story. The building is constructed of stretcher-bond brick and has a flat roof with metal coping. The first story is fenestrated by large vertical window openings each with three metal panels and a single two-light slider window. The second story is pierced by window openings with a metal panel in

the upper sash and a two-light window in the lower sash. All windows have concrete sills. Two metal roll-up vehicular doors are located on its south elevation. Square footage: 50,000.

The structural framing is primarily constructed with cast-in-place concrete beams and columns. The floor and roof framing system appeared to be concrete T-beam configurations. Some areas are framed with structural steel and masonry infill walls.

Building 4N: Building 4N, attached to the north elevation of the hangar, is smaller in size than Building 4S. The two-story building is constructed of stretcher-bond brick and has a flat roof with metal coping. The building is fenestrated by window openings with metal panels in the upper sash and two-light sliding windows in the lower sash. The windows have concrete sills. The north elevation has four single-leaf flush metal doors.

The hangar is currently used for storage and training purposes. Buildings 4N and 4S contain classrooms and offices. Square footage: 30,000.

The structural framing is identical to Building 4S.

Building 18: Built in 1960, Building T18 faces south and is divided into three sections. The one-story southern two sections of the building consist of an Operational Maintenance Shop (OMS) and classroom/office area. These two sections

create a T-shape plan and are constructed of concrete block clad in six-course American-bond brick. The OMS has a front-gabled roof of asphalt shingles and its gable ends are clad in aluminum siding. A grooved concrete frieze lines the south elevation. The OMS is fenestrated by two metal roll-up garage doors on its south elevation. The OMS is further fenestrated by large three-light metal-sash windows with enameled panels in the upper sashes. The windows have concrete sills. The classroom/office section is attached to the west elevation of the OMS. This section has a side-gabled roof of asphalt shingles and its gable ends are clad in aluminum siding. It is fenestrated by two-light metal-sash windows with enameled metal panels in the upper sashes. The windows share a continuous concrete sill.

The OMS at the south end of the building contains a high bay garage area, with approximately 16 feet ceiling height, constructed of masonry block and brick facing. The wood truss gabled roof structure was added over the original flat roof in the 1980's. The ceiling framing for the original flat roof is constructed with 16-inch wide precast roof decking, resting upon steel beams that are spaced approximately 8 feet on center and span north/south direction. One steel girder line spans east/west. All steel framing bears upon the masonry block walls. The classroom area on the west side of the OMS is a single story building with approximately 8 feet ceiling height. The wall section and ceiling/roof framing is the same as the OMS area.

A one-story Area Maintenance Support Activity (AMSA) shop is attached to the north elevation of the OMS. Set on a concrete foundation, the AMSA is clad in corrugated metal siding and has a front-gabled roof of corrugated metal. The east elevation is fenestrated by five metal roll-up vehicular doors and one-light fixed metal windows. The north elevation has one roll-up metal vehicular door and a single-leaf flush metal door. The west elevation is pierced by seven single-leaf flush metal doors with metal awnings and a roll-up metal vehicular door. Square footage: 13,670.

The AMSA shop is a pre-engineered metal building structure, which clear spans the interior space and has no ceiling. The roof is sloped to match the gabled appearance of the OMS area. Roof deck and siding panels appear to be galvanized corrugated metal that are attached with exposed screws. The underside of the roof deck has foiled backed insulation batts.

Building 19: Constructed in 1970, Building T19, a Quonset hut storage building, faces north. Rectangular in plan, it is one story high, 20 feet wide and 80 feet deep. The building is set on a concrete block foundation and is clad in corrugated metal siding. The north and south elevations have been re-clad in vinyl siding and each have a single-leaf flush metal door. The west elevation is fenestrated by five 1/1 single-hung horizontal wood windows and a single-leaf flush metal door, all with corrugated metal awnings.

Building 19 is a storage facility that has reached the limit of its service life.

Building 20: Built in 1968, Building 20 faces east and is located along the southern border of the Army Reserve Center and is currently used as storage space for the 865th Combat Support Hospital. Rectangular in plan, it is one-story high, twenty-five feet wide and 102 feet deep. The building is set on a poured concrete slab foundation and is constructed of concrete block clad in 6-course American-bond brick. It has an overhanging side-gabled roof with a boxed cornice. The roof is covered in asphalt shingles and the gable ends are clad in aluminum siding. The east elevation is fenestrated by four single-leaf doors with square lights and four 1/1 single-hung metal-sash replacement windows with concrete sills. Enameled metal panels enclose the upper sashes. The south and north elevations each contain a small 1/1 single-hung horizontal window and the west elevation has four small 1/1 single-hung horizontal windows. All of the windows have concrete sills and an enameled metal panel in the upper sash. Square footage: 1,680.

Building 20 also has a wood truss gabled roof added over the original flat roof in the 1980's. The ceiling framing for the original flat roof is constructed with 16- inch wide precast roof decking, resting upon 12-inch metal bar joists spaced at 24-inch on center and span east/west direction. A suspended ceiling system provides 9 feet clear height. The ceiling plenum is approximately 32-inch deep.

Building 21: Constructed in 1960, Building 21 serves as offices and an Operational Maintenance Shop (OMS). The building sits on a poured concrete foundation and is clad in six-course American-bond brick. The building is one story high and has a side-gabled roof of asphalt shingles. The roof features overhanging eaves with a metal fascia. The western section of the building is fenestrated by single-leaf flush metal doors and 1/1 single-hung metal-sash windows with a single fixed enameled metal panel in the upper sash. This section of the building contains offices. The easternmost bay of the building is taller than the western section and contains the OMS. It has a side-gabled roof of asphalt shingles. A roll-up metal vehicular door is located on the north and east elevations. The bay is further fenestrated by three-light metal windows that have an awning window in the lower sash and two fixed enameled metal panels in the upper sashes. A one-story section with a front-gabled roof of asphalt shingles extends from the eastern bay of the rear (south) elevation. It is fenestrated by single-leaf flush metal doors and 1/1 single-hung metal-sash windows with fixed enameled metal panels in the upper sashes. A three-bay wide shed projection is located on the rear of the building and contains two metal roll-up vehicular doors. Square footage: 13,540.

Building 21 also has a similar structural roof configuration as described for Building 20. The high bay area for the OMS shop has exposed ceiling deck and bar joist framing.

The lower office area on western side has a suspended ceiling.

Building 22: Rectangular in plan, Building 22 faces south. It sits on a poured concrete foundation and is constructed of concrete block clad in six-course American-bond brick. The building is divided into three sections: a one-story mess hall, a one-story storage wing, and a two-story office and storage wing. The south elevation of the building consists of the mess hall that has a shed roof of asphalt shingles. It is fenestrated by a single-leaf metal door with a narrow rectangular light and twelve three-light metal replacement windows with concrete sills. The upper two sashes of the windows are enclosed with metal panels. The west elevation is comprised of the mess hall and the one-story storage wing. The mess hall is fenestrated by four three-light metal replacement windows with concrete sills. The upper two sashes are enclosed with metal panels. The center bay consists of a slab door with a square one-light window and two transoms enclosed with metal panels. The one-story storage wing has a flat roof with metal coping and is fenestrated by a slab door and twelve two-light metal replacement windows with concrete sills. The upper sashes of the windows contain metal panels. The north elevation consists of the one-story storage wing and the two-story office and storage wing. The one-story storage wing is fenestrated by six twelve two-light metal replacement windows. The two-story wing has a front-gabled roof of asphalt shingles with aluminum siding-clad gables. It is fenestrated by a slab door with a one-light fixed window

and five 2-light metal replacement windows on the first story, and four two-light metal replacement windows on the second story. All of the windows on the north elevation have concrete sills and the upper sash of the windows contain metal panels. The east elevation is comprised of the two-story office and storage wing and the mess hall. The office and storage wing is fenestrated by twelve window openings on the first story and fifteen window openings on the second story, all with concrete sills. The openings hold 1/1 metal slide replacement windows with a metal panel above. The outer bays contain one large one-light window with a metal panel above and a recessed entrance with a slab door containing one-light fixed window. The mess hall is fenestrated by double-leaf flush doors with square one-light fixed windows. Square footage: 20,000.

The two-story portion of Building 22 is framed with structural steel. Open web bar joists appeared to be 20-inch deep spaced at 19-inches on center and span east/west direction. There are two intermediate steel girder support lines supported by three structural steel columns on each line. The west side of the two-story portion is a single story building with a flat roof. This roof structure is supported by heavy-duty series bar joists spaced approximately 8 feet on center and span east/west direction. The roof on the south side mess hall and the two-story portion has a similar wood truss gabled roof added over the original flat roof. Ceilings prevented observation of upper level framing.

Building 23: Facing north, Building 23T is located in between Building 24 (west) and Building 22 (east) on the southern end of the property. The building is rectangular in plan and is 100 by 20 feet in size. Currently used for equipment storage, the building is set on a poured concrete foundation and it is constructed of wood framing clad in corrugated metal siding. The building has a front-gabled roof of corrugated metal. The north elevation is fenestrated by a replacement metal roll-up door with three oval lights. The east elevation has eleven one-light fixed wood windows and a single-leaf flush door. The south elevation is pierced by two one-light fixed wood windows. Fenestration on the west elevation is comprised of ten one-light wood fixed windows. The center bays of the west elevation have a single-leaf flush metal door and a replacement metal roll-up door.

Building 23 is a storage facility that has reached the limit of its service life.

Building 24: Constructed in 1994, Building T24 faces east and is located north of the main gate. It is rectangular in plan and currently serves as a storage shed for the 865th Combat Support Hospital. The building is one story high and is set on a concrete foundation. It is clad in corrugated metal siding and has a side-gabled roof of corrugated metal. The north elevation is fenestrated by two metal roll-up vehicular doors. A single-leaf metal door with a square

light is located on each of the east and west elevations. Square footage: 2,400.

Building 24 is a pre-engineered metal building structure in new condition.

Building 25: Originally constructed in 1960 as a heating building, Building 25 is rectangular in plan, 50 feet wide and 35 feet deep. It is currently used for storage. Facing north, the building sits on a poured concrete foundation and is constructed of concrete block clad in 6-course American-bond brick. It has a flat roof with metal coping. The north elevation is fenestrated by a 6/3 single-hung wood-sash window with a concrete sill, a single-leaf paneled door with a two-light window, a replacement metal roll-up vehicular door, and two square-shaped vents with concrete sills. The rear (south) elevation contains three 12/3 single-hung wood-sash windows with concrete sills and a single-leaf paneled door with a two-light window. The west elevation is clad in corrugated metal siding. Square footage: 1,460.

Building 26: Building T26 is sited along the southeastern border of the site. Facing south, the building is currently used for storage. It is one story high, twenty feet wide, and one hundred feet deep. The building sits on a poured concrete foundation and is constructed of wood framing clad in corrugated metal siding. It has a side-gabled roof of corrugated metal. Fenestration on the east elevation consists of a one-light fixed wood window while the south elevation is fenestrated by three metal roll-up replacement

vehicular doors, a single-leaf metal door, and seven one-light fixed wood windows. The north elevation is pierced by twelve one-light fixed wood windows and the west elevation contains a one-light fixed wood window. This building has reached the end of its useful life.

Electrical Building: The one-story electrical building is one bay wide and one bay deep. It is constructed of wood framing clad in aluminum siding and has a flat roof. The north and south elevations each have a six-light wood-sash window and the west elevation is fenestrated by a single-leaf door. It is surrounded by a metal chain link fence and a steel electrical structure.

Guard Shed: The guard shed is one story high, five feet wide, and ten feet deep. It is constructed of wood framing clad in vinyl siding and has a flat overhanging roof with canted corners. Fenestration is comprised of a 1/1 metal-sash window on both the south and north elevations. The east and west elevations each have a single-leaf door with a one-light window.

BUILDING CODE: Based upon being fully sprinklered and provided with fire lanes located on all four sides, all the existing buildings, with regards to construction classification and current occupancy, are within the square footage allowable and number of stories limits of the current Building Code of New York State.

The only major code violations identified are in regard to accessibility. All buildings lack proper accessible toilet rooms and door hardware.

Three buildings: 4S, 4N and 22 are multi-story and do not provide handicap access to upper levels. These building are not in compliance with ADA requirements.

MAINTENANCE: The buildings are in good shape and have been well maintained. No major deficiencies were identified. Continued maintenance, repairs and replacement of building elements should be anticipated. Buildings 19, 23 and 26 are in poor condition and may be razed if storage is not required.

The shingled roofs of Buildings 18, 20, 21 & 22 have some shingle tabs that appear to have blown off. These roofs are around 12 years old and will require an additional layer or replacement in the near future. A single ply membrane roof of buildings 4, 4S, and 4N is in good condition and should be expected to last another 10-15 years. In general, brick pointing and repairs are needed in spot areas. Caulking around windows and sills needs to be addressed to prevent water penetration.

The large doors of Building 4 are rusted and appear to be suspect in regard to proper operation. Verification of the continued use or repair to these doors is recommended.

Interior floors, walls, and ceilings are all in good condition. The interior spaces of the vehicle repair shop on the north side of Building 18 will require upgrading in the near future due to high use. The exterior metal panels may also need replacement due to wear and corrosion.

4. MECHANICAL SYSTEMS

a. Domestic Water System

The site is served by a municipal water service provided by the City of Niagara Falls. One point of connection to the municipal system is located in Bldg. 21. Domestic water as well as fire protection services are connected to the main service point and an underground distribution system serves the buildings on site. Separate mains for domestic and fire protection are in use.

Three reduced pressure zone backflow preventers (RPZ's) are installed in the garage bay of Bldg. 21, which includes a 4", a 6", and an 8" diameter RPZ, all of which are piped in parallel. Servicing of one of the three RPZ's will not compromise the operation of the domestic or fire protection water systems. Additional ¾" RPZ's were observed to be in use at boiler feed connections in all steam boiler rooms as additional protection for the domestic water system.

Individual, separate domestic water and fire protection water service entrance points are located at each building on the site.

Building domestic hot water is provided by storage tanks with steam bundles and "sidearm" 50-kilowatt electric heating units in the case of Bldg. 4, or by smaller electric domestic water heaters in the case of other buildings. The electric heaters are used when the steam boilers are shut down for summer maintenance.

The storage tanks and electric sidearm heaters appear to be original or old replacements and are in poor condition. The tank and electric heaters in Bldg. 4 show external evidence of piping and fitting leakage based on lime scale and the condition of the piping systems. The smaller tank type electric "summer" heaters in other buildings are newer replacements and in fair condition.

b. Fire Protection Systems

Fire protection (sprinkler) systems are located in all the structures except Buildings 19, 23, and T-26. Two fire protection water loops exist on site, one serving the south and west areas and another heading north and serving the north side of the Bldg. 4 hanger and office areas.

With the exception of Building 4, all buildings have one sprinkler main connection point. Building 4 has two separate fire connections, one at the northeast corner of the north office area and the second on the south wall adjacent to the Boiler Room. The hanger area in Building 4 has a total of four separate "deluge" zones with sprinkler coverage along the under side of the roof deck. A fifth sprinkler zone exists for the south office area, and a sixth for the north office area.

Most systems are wet-type pendant sprinkler systems with the exception of Building 18, which has a combination wet and dry system. Sprinklers serving the north area are wet, while the south commissary room and kitchen are on a dry system due to the fact this was originally a vehicle service bay. The sprinklers in this area are also located above the new suspended ceiling. A similar

situation exists in classrooms and offices in Building. 4, with existing sprinklers covered by a new suspended ceiling assembly.

The sprinkler systems and components appear to be in serviceable condition, but the main monitoring/check valves and manual valve components are old. The sprinklers heads located above the suspended ceilings must be dropped below the ceiling to be exposed to the occupied space. The current placement of the sprinkler head prevents the head from reacting to a fire below. Code reference is NFPA 13 and/or New York State Fire Protection Code.

c. Sanitary Sewers

One main sewer lateral connects the site to the municipal sewer system provided by the City of Niagara Falls. The main is constructed from vitrified clay pipe and is estimated to be approximately 50 years old.

Individual buildings have a mixture of cast iron bell and spigot sanitary drainage pipes or galvanized pipe and cast iron fittings. For example, sanitary vents observed on the roof of Bldg. 4 are galvanized pipe, while drainage pipes observed in the first floor ceiling of Bldg. 22 are cast iron.

Most plumbing fixtures are original to the buildings and in fair but serviceable condition. Upgrades to meet ADA compliance will require replacement of fixtures and trim, as well as relocation of water closets, toilet partitions and lavatories.

d. Natural Gas Service

A single point main gas meter and regulator set are located on the south wall of Buidling.21, adjacent to the southwest corner of the building. The fuel is provided by National Fuel Gas. The 2 inch high pressure gas service is regulated and metered to feed a 3 inch diameter medium pressure gas main and is then distributed through an underground steel piping system to the site buildings. Only one gas meter exists at this service entrance point.

Each building has a medium to low pressure regulator mounted outside the building to drop the service pressure to nominal 10" w.c. building service pressure. Piping then runs from the building regulators to the internal gas loads.

Building gas loads include heating boilers and some forced air space heating equipment. No gas-fired kitchen equipment (ranges, griddles, etc.) was observed.

e. HVAC Equipment

1. Controls and monitoring:

No centralized direct digital control system is installed either in a building or for the site. In Building 4 and other buildings, individual heating and ventilating systems are using "stand- alone" controls. No signal controls handle all functions in the buildings or on the site. If the individual systems were integrated, it would keep all systems operating in one (1) mode (heating or cooling) at one time.

It also shuts down systems at the time of day sequence or shuts off heating operation if not required. By using a centralized system, energy costs may be reduced.

All systems use separate point-of-use control only, such as wall or unit mounted thermostats to control space temperatures. Certain zones such as the upper level classrooms in Building 22 have multiple convector thermostatic controls in one area.

The main ventilation units in Building 4 have pneumatic controls, which turn fans on and off based on a master time signal. However, each fan system has a separate stand-alone control system for temperature control and damper control with no other integration except the master time-of-day signal. These systems appear to be original to the building and due to the age of the equipment are considered to be in poor condition.

The heating controls for the hot water loops in Building 4 have a similar design. Each loop has a stand-alone controller that determines discharge temperature of the heating loop. These systems appear to be original to the building and due to the age of the equipment are considered to be in poor condition.

All domestic water heating system temperature controls are self-contained. Manual switchover from winter (steam) heating to summer (electric) heating mode is necessary.

2. Heating Systems Boilers

The site was originally provided with heat from a central high-pressure steam boiler located in Building 25. Steam was distributed underground to all buildings and condensate returned in the same manner. The main heating plant was de-commissioned and the heating equipment removed. Presently, all buildings have either a low pressure steam central heating system or gas-fired unit heaters. The boilers and associated feed pumps and boiler trim were installed approximately 10 years ago while the storage building gas-fired unit heaters are newer.

Buildings 18, 20, 21 and 22 have a single low pressure steam boiler and feed system connected to the existing steam piping systems in each building. Building 4 is the only system to use two boilers. Generally, a single duplex cast-iron receiver combination condensate return and boiler feed pump is installed in each building. Building 4 has a larger steel tank receiver with duplex pumps installed. Bldg. 18 has a second condensate set, while Building 4 has multiple sets of return pumps.

The following is a data table indicating building and boiler conditions.

Table 1, Boiler Conditions

Building	Firing rate	Boiler condition	Notes
4	6,300 MBH input each boiler	Fair. Both boiler casings corroded due to section seals leaking. Section seals have been replaced.	2 boilers installed, large steel duplex pump return/feed tank. Separate condensate sets in Hanger heating room and North wing office Mech. Room.
18	1,357 MBH input	Fair. Gauge glass gaskets leaked on front cover, casing has some corrosion damage.	Cast iron duplex pump set in fair condition.
19*	No heat	N/A	*Gas service cut and capped.
20	339 MBH input	Fair to good. No casing corrosion or leaks.	Cast iron duplex pump set in fair condition.
21	613 MBH input	Good. No corrosion or leaks.	Cast iron duplex pump set in fair condition.
22	613 MBH input	Fair. Gauge glass gaskets and piping leaked on front cover, casing has some corrosion damage from seal leaks. Section seals have been replaced.	Cast iron duplex pump set at boiler in fair condition. Second new condensate pump on NW corner of building.
24*	150 MBH	N/A	*Gas fired forced air unit heaters
25*	150 MBH	N/A	*Gas fired forced air unit heaters

The boilers generally appear to be in fair condition. Some boilers, such as the boilers in Building 4 and the boiler in Building.18 have a corroded jacket, which indicates a previous steam leak inside the boiler. This fact was verified by the on-site maintenance manager who stated that a number of boilers have needed to be re-sealed due to boiler section gasket failures. These corroded casings and thermal insulation should be replaced.

The boilers were provided with dual-fuel burners, which can fire with either natural gas or #2 fuel oil. The systems have not been fired on #2 fuel oil with the exception of the

initial start-up. No on-site storage facilities exist for #2 fuel oil, either in individual buildings or at a central location. All boilers have an "IRI" rated gas train.

System Piping and Associated Devices

In general, the return piping and associated devices appear to be in fair condition, as few obvious leaks were observed. The steam trap function could not be tested or observed as the outdoor temperature was too high and no heat was needed or circulating through the system. A visual inspection demonstrated that on-going maintenance procedures are good and traps appear to be in satisfactory condition. One item of concern is the fact that the boiler systems allow a large amount of air to enter the systems as the boilers cycle on and off. The air leads to accelerated internal pipe corrosion, which will shorten the life of the existing piping system.

The condensate tank/boiler feed pumps generally appear to be in fair condition. Numerous condensate pump ends (motor, seal and backing plates) have been replaced due to either motor or seal failure. The existing pump ends and tanks appear to be serviceable and in correct operating condition. The on-off cycling of the boilers noted in the previous paragraph will accelerate pump seal failure, which will become a service issue. One pump end/seal located in the Bldg. 4 hanger north office mechanical area was observed to be leaking during operation. All others appear to operate without leakage.

Space Heating Equipment

Heat is generally provided to the spaces in the buildings on site by wall-mounted steam or hot water convectors, hot water radiation or steam unit heaters. Offices and hallways use hot water or steam radiation and/or convectors while maintenance areas, storage areas and warehouses use steam unit heaters with propeller fans.

Convectors, wall mounted radiation and unit heaters all appear to be in serviceable condition. No excessive damage or installation issues were observed. Individual unit-mounted control thermostat/valve assemblies could not be tested as no steam was circulating in the system due to the high outdoor temperature.

Buildings 24 and 25 have gas-fired forced air unit heaters to provide heat only.

Bldg. 19 has no heating equipment installed.

Building 4 Heating Systems

The main hanger in Building 4 is heated by an in-slab water loop system. Low-pressure steam is used to heat water, which is then circulated through pipes cast in the hanger floor slab. The piping in the slab, the main loop circulation pump, the slab heating heat exchanger and associated trim were replaced approximately 7 to 8 years ago. The heat for

the south office areas in Bldg. 4 is provided by another steam/water heat exchanger and hot water pump system located adjacent to the slab heating system. This system appears to be original to the building construction. The north office area has a similar steam/water heat exchanger and hot water pump serving wall radiation and convectors.

Comfort cooling systems

No central cooling plant or a central cooling system serving an entire building is installed. Spot cooling or office cooling is mainly provided by window mounted packaged air conditioners in most buildings. These buildings include Buildings 4, 18, 20, 21 and 22.

A nominal 3-ton packaged water-cooled cooling unit is installed in the office area of Building 21 and another is in a first floor training classroom in Building 4.

A small split system is used to cool the phone server room in Bldg. 4 as well.

A 3 ton split air-cooled air conditioning system is installed in the Maintenance Shop offices on the west wall of Building 18. The air handler is located above the offices while the condensing unit is located at ground level outside the building adjacent to the indoor unit.

Ventilation systems

All buildings have operable windows to provide ventilation as required by ASHRAE 90.1-2004. No central ventilation systems are installed in any building except Building 4, which has multiple systems based on the design and layout of the building. Interior offices and classrooms in the south side of Bldg. 4 (designated as 4S) are ventilated by two central fan systems located on the northeast end of each floor. The office area in Bldg. 4 north of the hanger (designated as 4N) is ventilated by a similar dedicated ventilation system located in the ground floor mechanical room adjacent to the main hanger.

The individual ventilation systems in Building 4 take outside air and heat it to a discharge set point using both preheat as well as reheat low pressure steam coils located adjacent to or in the fan unit casings. The air is then distributed through duct systems to interior rooms. No further control of air temperature is available at a room or zone level. Room air is exhausted by dedicated exhaust fans or through roof mounted gravity vents to complete the ventilation cycle. No perimeter rooms have a ventilation grille or terminal. Operable windows are used as the ventilation means for these spaces.

No ventilation systems were observed in Buildings 24 and 25. These buildings are used for dry storage, and only have occasional occupancy.

3. Electrical Systems General Observations

Power is fed to the site via an overhead medium voltage line to an open tube bus substation where it terminates in an enclosed switch. From that point the service continues underground to Building 4 (the hanger building) where the voltage is stepped down to 480/277V and 208/120V via two transformers. A 750KVA unit feeds Building 4 at 208/120V and a 500KVA unit feeds the remaining buildings at 480V. This equipment, although functional, is aging and has been modified and reworked to a point that reconfiguration is recommended. However, the 480V distribution to the buildings was installed 5-6 years ago.

Telephone service enters the site at Building 25, the former powerhouse and now an unused service building, and is distributed underground to the other buildings on site. This is a basic copper service used for telephone only and is currently adequate for the needs of the military occupancy; however, based on future requirements this type of system may not be satisfactory depending on proposed usage. The system will need to be evaluated at that time. This installation is also 5-6 years old and is in good condition

Site lighting is minimal and aging. Wood poles are at the end of their life and in need of replacement.

In general, the buildings have minimal electric service, which suits the current usage as storage, maintenance, and instructional space. Lighting is predominately fluorescent

throughout with older T12 technology except in recently renovated office and classroom areas in buildings 22 -2nd floor, and B4 north and south office/classroom wings.

Receptacles are adequate for the current use of the buildings but are sparsely located in most areas due to the nature of the operations in the buildings, which are storage and maintenance as well as general classrooms and offices. For instance, basic 30' X 30' classrooms have only one receptacle per wall.

The overall power density available in each building is as follows:

Table 2, Power Densities

Building	Service Capacity	Power Density VA/sq.ft*	Comments
B 21 – Maintenance Building	75KVA	5.5	Service panel may have a code violation where the 480V power is routed through a 120/208V panel
B20 – Radio Repair and Storage	100A at 120/208V	2.14	B20 is fed from B 22
B 22 – Storage, mess hall and classrooms	187.5 KVA (112.5 KVA trans + 75KVA trans)	9.4	B22 contains a 400A distribution panel that feeds buildings 21,22,25,18
B18 – Vehicle Maintenance Shop	186KVA	13.7	
B19 – Unheated Storage	0	0	No electric service
B 4 – Hanger and Administration / Classroom	500KVA	4.2	Electric room has inadequate service space and exiting – code violations
B 24 Storage Building	100A at 120/208 V	15	Branch panel fed from adjacent building
B 25 former power plant	100A at 120/208 V	24	Branch panel fed from adjacent building

*The volt amp or watt per square foot density for these buildings, although adequate for the current usage of these buildings is low for any commercial use such as air-conditioned office space or other higher density usage. Any major change in use of the buildings or site would most likely require that the electric services be modified. It is also important to note that there currently is one meter for the site, which would have to be considered if the site were subdivided.

Life safety systems – in general buildings that are considered places of assembly (classrooms, mess hall) have fire alarm systems and exit and emergency lights. However deficiencies were noted in these systems and upgrade would be required if the buildings were renovated or a new certificate of occupancy were required.

Summary

Mechanical electrical and plumbing systems at this site are reasonably well maintained but aging or inadequate for any major change in use of these structures and significant upgrades may be necessary if major changes were contemplated for this site.

III. COMMUNITY NEEDS ANALYSIS

An effective military facility redevelopment planning process must address community and economic needs as well as homeless assistance needs as required by BRAC legislation. To ensure that the redevelopment plan for the USARC meets the needs of the community, a needs analysis of the Town of Niagara and the larger region was undertaken. Information was gathered about community opinions, needs, challenges, and assets, including any deficiencies in services or infrastructure. A primary objective of the community needs analysis was to advise the Local Redevelopment Authority (LRA) about the consistency of proposals with State and local plans and what services and/or infrastructure can be addressed through transfer of the USARC property. This effort also included an assessment of homeless needs in the community.

A. GOALS AND OBJECTIVES FOR REUSE PLANNING

Members of the LRA were consulted at the outset of the planning process as to the goals and objectives for the reuse planning effort and the areas of interest they wanted investigated. The LRA's goals and objectives for the reuse planning effort include:

1. Goal: Prepare an implement able redevelopment plan that will ensure that the Army Reserve Center will be an asset to the community in the future.

2. Objectives:
   - Satisfy requirements of BRAC and Federal Real Property Laws
   - Determine the highest and best use for the property
   - Reflect the community's goals and needs
   - Recommend a preferred base redevelopment plan that represents a vision for the Army Reserve Center that will be financially feasible and acceptable to the community

B. PRIMARY AREAS OF INTEREST

The two areas of paramount interest to the LRA were economic development and the needs of the homeless. In the area of economic development, the LRA expressed intense interest in generating jobs, attracting new investment and tax base, and ensuring that redevelopment of the USARC property complements and contributes to the growth of both the Niagara Falls International Airport and the Air Reserve Station. This concern about promoting both civilian and military sides of the airport reflects the LRA's interest in growing the airport as one integrated facility with support for passenger service, air cargo usage, and military operations.

The interest in the needs of the homeless is a function of BRAC requirements that require the LRA to develop a reuse plan that appropriately balances the needs of the various communities for economic redevelopment, other development, and homeless assistance.

C. TOWN OF NIAGARA DESCRIPTION

Located in the Western New York County of Niagara, the Town of Niagara was incorporated in 1812 and was originally known as Schlossers. Its current name is taken from the magnificent world famous waterfall that it borders. The Towns of Pendleton and Wheatfield, and the City of Niagara Falls have been taken from its territory leaving it with a land area of 9.393 square miles or about 6,011acres.

The Town of Niagara was originally a farming community and its agriculture took the form of vegetable and fruit growing for the supply of the nearby City of Niagara Falls. Over time, the community attracted a sizeable manufacturing base including major facilities for manufacturing of aircraft and aeronautical parts.

D. POPULATION

Like much of Western New York, the Town of Niagara's population is undergoing a period of contraction. In 1990, the population of the Buffalo/Niagara Metropolitan Statistical Area (MSA) was 1,189,340. However, as a result of out-migration and a failure to attract new residents, the MSA experienced a decline of 1.6% between 1990 and 2,000 with its population dropping to 1,170,111. The population of the MSA further declined 1.3% between 1990 and 2004.

According to the U.S. Bureau of the Census, Niagara County saw a loss of 910 people in the years from 1990 to 2,000 or about .41%. This population loss has since accelerated, according to the Census Bureau, from 2000 to 2006 with a loss of 3,714 people or 1.7%

In the Town of Niagara, the population dropped from 9,880 in 1990 to 8,978 in 2000, a loss of 902 people or over 9%. From 2,000 to 2,006, the Town's population dipped 408 to 8,570, a loss of 4.5%.

The following chart shows population data for New York State, Erie County, Niagara County, and the Town of Niagara.

Table 3, Population, 1940-2006

Place	1940	1950	1960	1970	1980	1990	2000	2006 (est.)
NY State (000s)	13,469	14,830	16,782	18,237	17,558	17,990	18,976	19,306
Erie County	798,377	899,238	1,064,688	1,113,365	1,015,416	968,584	950,265	921,390
Niagara County	160,110	189,992	242,269	235,720	227,354	220,756	219,846	216,130
Town of Niagara	2,618	4,729	7,503	8,368	9,648	9,880	8,978	8,570

Source: U.S. Census Bureau

Much of the decline in Niagara' County's population can be attributed to the loss of job opportunities caused by closures, relocations out, and downsizing of large employers in manufacturing, particularly in steel production, aircraft and aerospace, chemicals, specialty ceramic and paper manufacturing. Since the early 1970's, the area's economy has suffered from a number of adverse conditions including the globalization of the world's economy, consolidation of company facilities, and the transition to a service economy where declines in agriculture and manufacturing sectors have been offset by increases in the services and high-tech sectors, although employment in different sectors often lead to different levels of income.

Employment data for the year 2000 by sector and number for the Town of Niagara is provided below:

Table 4, Employment by Industry, Town of Niagara, 2000

Industrial Sector	Number Employed
Farm	58
Durables Manufacturing	451
Non-Durables Manufacturing	445
Mining	0
Construction	273
Transportation & Public Utilities	229
Financial, Insurance and Real Estate	197
Retail Trade	1,062
Wholesale Trade	146
Services	968
Agricultural, Forestry and Fishing Services	12
Government	836
Total	4,677

Source: *The Past, Present, and Future Effects of the Niagara Power Project*, New York Power Authority, 2005

Employment trends in Niagara County tracked closely to trends in New York State as a whole from the years 1969 to 2000. However, one important difference is that Niagara County has actually seen a decline of 2% in total employment over the period, compared to a 24% increase in total employment in New York State. The biggest loss was in manufacturing where 57% of the jobs in that sector were lost. Comparable data for sub-county areas such as the Town of Niagara was not available. Current unemployment rates compiled by the New York State Department of Labor (November 2007) show New York State with a rate of 4.7% and Niagara County at 5.1%.

Current major employers in Niagara County and estimates of employment are provided below:

Table 5, Major Employers in Niagara County and Number of Employees

Employer	Employees
Delphi Harrison Thermal Systems	2,600
Niagara Falls Air Reserve Base	2,936
Seneca Niagara Casino & Hotel	2,725
County of Niagara	1,790
Niagara Falls School District	1,184
Fashion Outlets of Niagara	1,000
North Tonawanda School District	765
Niagara County Community College	713
Lockport City School District	711
Mount St. Mary's Hospital	700
St. Gobain Ceramics and Plastics	695

Sources: *Market Facts*, Niagara County Center for Economic Development.

E. STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS TO THE AREA'S ECONOMY

In the 2007 Comprehensive Economic Development Strategy for Niagara County, the Niagara County Department of Economic Development has identified a number of issues relating to the strengths, weaknesses, opportunities, and threats in the county's economy that have direct relevance to the Town of Niagara. These are highlighted below:

1. Strengths

- Abundant and competitive labor force of trained and skilled workers
- Proximity to Canada, its population and Canadian businesses
- Numerous high-quality educational institutions
- Low-cost hydroelectricity
- Abundance and availability of fresh water
- Proximity to interstate transportation system
- New Terminal at Niagara Falls International Airport
- Brownfield redevelopment opportunities
- Domestic marketing campaign to water starved states
- Utilities including three of the State's largest utilities
- Low cost of living
- Lower housing costs
- Available land for both commercial and residential

2. Weaknesses

- Declines in population
- Declines in the manufacturing sector
- Cost of electrical power (outside of low-cost hydropower allocations available for manufacturing and commercial enterprises)
- High taxes (generally attributable to New York State)

- High workers compensation costs
- Unionization Rates
- Slow and fragmented permitting processes

3. Opportunities

- Development potential at Niagara Falls International Airport including opportunities for International flights and air cargo businesses
- Brownfield redevelopment incentives
- Growth of tourism, which is being fueled by developments in Canada and a devaluing of the U.S. dollar
- Growth of Seneca Niagara Casino and Hotel
- Transformation of Holiday Inn to Crown Plaza Hotel
- Growth potential for the Niagara Wine Trail
- Relocation and expansion of Niagara Aerospace Museum
- Goals of USA Niagara Development Corporation's strategy for reclaiming downtown Niagara Falls as a premier tourist destination
- Demographic marketing to water starved states

4. Threats

- Continuing burden of taxation at State and local levels
- Growing uncertainty about future price of power
- Growth of Canadian tourism (also an opportunity)
- Relocation of Niagara Aerospace Museum

F. ECONOMIC DEVELOPMENT INITIATIVES

Niagara County has a very aggressive economic development program that is supported by both the Niagara County Department of Economic Development and the Niagara County Industrial Development Agency (IDA). The business and

community development activities of both agencies are highly integrated and are administered by one individual with the support of a number of professional and technical staff.

The Department of Economic Development provides professional planning services to the municipalities, citizens, and organizations throughout Niagara County. It works to promote orderly growth and development through the dissemination of information, preparation of plans, projects, and programs, and the provision of technical services functions under the direction of the Niagara County Manager and policies of the Niagara County Legislature.

The Niagara County IDA is a not-for-profit public benefit corporation established by the Niagara County Legislature under authorizing legislation approved by the New York State Legislature. The IDA is empowered to attract and develop commerce to foster job opportunities, general prosperity, and economic welfare of all Niagara County residents. The IDA uses a number of financing tools, tax incentives, and job training programs to induce growth in the community.

The Niagara County Department of Economic Development and the Niagara County IDA actively collaborate with a number of other economic development agencies and programs that individually and collectively promote the region, Niagara County, and municipalities including the Town of Niagara. These include Buffalo/Niagara Enterprise, the Western New York Private Industry Council, and Empire State Development's Western New York Regional Office. Other important players in the promotion of business development and economic activity include the Western New York Trade Council, the Western New York Private Industry Council and the World Trade Center, Buffalo/Niagara. The Niagara County Center for Economic Development also actively collaborates with the Niagara Frontier Transportation Authority (NFTA) and the Niagara Tourism & Convention Corporation (NTCC).

In the *2007 Comprehensive Economic Development Strategy*, Niagara County set forth a formal vision statement for economic development that reads:

The vision of Niagara County is a proactive model of economic development and sustainable growth. By thinking as a responsible, resourceful community, we hope to build on our assets by promoting a viable economic future for our children that emphasizes brownfields revitalization, qualitative development vs. quantitative growth, living wage jobs, and the creation of sound and practical planning through regional cooperation.

The County has also established goals that provide the framework for public and private decision-making and serve as the basis for formulation of an action plan. In the *2007 Comprehensive Economic Development Strategy (CEDS)*, the following goals were established:

Goal 1: Improve the quality of Life for the people of Niagara County by implementing sustainable development practices.

Goal 2: Increase employment opportunities by encouraging the expansion of key economic sectors of the County's economy.

Goal 3: Strengthen the competitive position of County businesses.

Goal 4: Diversify the County's economic base.

Goal 5: Development of a comprehensive education and training program.

The above goals form the basis for an action strategy that includes specific projects and priorities. The main categories cited in the CEDS document are listed below along with the project that is of the highest priority in each category.

- AGRICULTURE - Farm market improvement incentives.
- BROWNFIELD REDEVELOPMENT - Redevelopment of former Roblin Steel site – City of North Tonawanda.
- COMMERCIAL - USA Niagara Development Corporation – Downtown redevelopment, including United Office Building/Third Street entertainment district, City of Niagara Falls.
- INDUSTRIAL MANUFACTURING - Delphi Thermal & Interior, Inc. – Capital Investment and training, City of Lockport.
- INFRASTRUCTURE - Reconstruction of Tuscarora Bridge, Town of Niagara.
- PUBLIC FACILITIES - Parking Ramp replacement repairs, (and possible construction of new parking ramp adjoining the new Conference Center), City of Niagara Falls; renovation of downtown parking ramp, City of Lockport.
- RECREATION - Bicycle-Pedestrian Trail – River Road connecting Erie Canal Trail to City of Niagara Falls trail system, City of North Tonawanda and Town of Wheatfield.
- TOURISM - Cross-River Ferry Service – Development of cross-river ferry service between Niagara-On-The-Lake, Ontario and Youngstown, New York; Niagara Experience Center-City of Niagara Falls; OZ Central – Development of new theme park, Town of Wheatfield.
- TRANSPORTATION - Niagara Falls International Airport – Construction of new terminal building for passenger and air cargo related services – Towns of Niagara and Wheatfield, and Niagara County

- WATERFRONT - Olcott Harbor break wall project, Town of Newfane; Cayuga Creek Restoration – City of Niagara Falls; Erie Canal Development, City of Lockport, and City of North Tonawanda.
- MISCELLANEOUS - A number of projects are included in Niagara County's Comprehensive Economic Development strategy can help improve the Town of Niagara's economic condition. For example, the County is working with the Town on development of a 220-acre "shovel-ready" site that is targeting microchip manufacturers or other large facility users. However, one project that has immediate relevancy to the development of a reuse strategy for the USARC is the County's interest in improving facilities at Niagara Falls International Airport. Expansion and improvement of the airport could have significant implications for reuse of USARC given its proximity to the airport.

G. HOMELESS NEEDS

1. McKinney Act

The United States Congress enacted the Stewart B. McKinney Homeless Assistance Act in 1987. Title V of the Act made serving the homeless the top priority for reuse of all surplus Federal properties, including military facilities being closed. The Act was later amended by enactment of the Base Closure Community Redevelopment and Homeless Assistance Act of 1994. This act remains in effect and governs the need to address homeless concerns in base reuse planning and property disposition.

The Redevelopment Act requires a community-based process where representatives of the homeless and other community groups participate in local reuse planning. The responsibility for base reuse planning is assigned

to the Local Redevelopment Authority (LRA). The reuse plan must balance the needs of the community for economic development, other development, and homeless assistance. The Department of Housing and Urban Development (HUD) then reviews the plan to determine compliance with federal legislation.

2. Homeless Assistance Submission

The plan, which HUD reviews, will be part of an application that also includes a homeless assistance submission. The review will determine whether:

- The application is complete under BRAC requirements.
- The LRA has followed the process required by the Redevelopment Act and the regulations in the preparation of the plan and the homeless assistance application.
- The plan takes into consideration the size and nature of the homeless population in the vicinity of the military facility being closed.
- The plan considers the availability of existing services to meet the needs of the homeless.
- The plan considers the suitability of the buildings and property on the installation for the use and needs of the homeless.
- The plan takes into consideration the economic impact of proposed homeless assistance on communities near the base, including whether the selected Notices of Intent are consistent with Consolidated Plans and strategies, prepared for Community Development funding, or other housing, social service, community, or development plans.
- Any legally binding agreements regarding property disposition specify the manner in which property will be made available, include all documents necessary to complete the transaction, include all

appropriate terms and conditions, address environmental contingencies, stipulate timely transfer, and are accompanied by legal opinion.

- The plan appropriately balances the needs for economic and other redevelopment with the needs of the homeless for communities within the vicinity of the base.
- The plan was developed in consultation with homeless service providers.

3. Definitions of Homelessness

For purposes of this study, homeless definitions, cited in HUD's *Guidebook on Military Base Reuse and Homeless Assistance,* are provided below:

General Definition of Homeless Person

- an individual who lacks a fixed, regular, and adequate nighttime residence; and an individual who has a primary nighttime residence that is:
  a. a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);
  b. an institution that provides a temporary residence for individuals intended to be institutionalized; or
  c. a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

A "homeless person" does not include any individual imprisoned or otherwise detained pursuant to an Act of the Congress or a State law.

Definition of Chronic Homelessness (HUD)

- An unaccompanied homeless individual with a disabling condition who has been continuously homeless, for either a year or more, or has had at least four episodes of homelessness in the last three (3) years. To be considered chronically homeless, persons must have been sleeping in a place not meant for homeless habitation (e.g., living on the streets) and/or in emergency shelter during that time.
- A homeless episode is a separate, distinct, and sustained stay on the streets and/or in an emergency shelter.
- A disabling condition is a diagnosable substance use disorder, serious mental illness, developmental disability, or chronic physical illness or disability, including the co-occurrence of two or more of these conditions.
- Chronic homelessness does not include families.

4. Homelessness in Vicinity of Niagara Falls Army Reserve Center

In an effort to address the requirements of the Redevelopment Act, the needs of the homeless in the vicinity of the Niagara Falls Army Reserve Center, existing studies, reports, and analyses were reviewed. The geographical area reviewed included Niagara County and the City of Niagara Falls. Data on the needs of the homeless for the subject area was only available for the City of Niagara Falls and was generated by the City of Niagara Falls for its 5-Year Consolidated Plan and Strategy (2005-2009) prepared as part of the City's Community Development Program. In that document, the City collected data on the homeless to assess the nature of homelessness, identify available resources and services, and ascertain unmet needs of the homeless in Niagara Falls.

As the predominant city in Niagara County and the closest to the USARC, the City of Niagara Falls could be expected to contain the areas largest population of homeless.

a. Homeless Needs Assessment in Niagara Falls

An assessment of community needs for emergency, transitional, and permanent housing for homeless in the City of Niagara Falls was provided in the City's 5-Year Consolidated Plan and Strategy 2005-2009. This assessment included:

- An assessment of the service and housing needs of homeless persons and a determination of what factors led to homelessness.
- An inventory of existing resources and coordination of an information referral network.
- The collection of unduplicated counts of homeless individuals, homeless families, and services.
- An assessment of unmet needs of the homeless and design o address the problems of homelessness.

The homeless subpopulations whose needs were assessed included the following with numbers of homeless individuals identified for each:

- chronically homeless (20)
- severally mentally ill (57)
- chronic substance abuse (63)
- veterans (17)
- persons diagnosed with AIDS and related diseases (11)
- victims of domestic violence (13)
- homeless youth/missing persons (12)

The total of homeless in Niagara Falls was 193 persons, all of which were sheltered in emergency housing or transitional housing.

The City in concert with the Niagara County Continuum of Care Coalition also undertook a housing gap analysis with the following results as measured by the number of beds needed for individuals and persons in families with children:

Table 6, Beds for Homeless Individuals

Beds for Individuals	Current Inventory in 2003	Under Development in 2003	Unmet Need / Gap
Emergency Shelter	49	0	18
Transitional Housing	168	0	33
Permanent Supportive Housing	126	0	31
Total	343	0	82

Source: *5-Year Consolidated Plan and Strategy 2005-2009*, City of Niagara Falls Department of Community Development

Table 7, Beds for Families with Children

Beds for Persons With Children	in 2003	Under Development in 2003	Unmet Need / Gap
Emergency Shelter	37	0	12
Transitional Housing	38	0	46
Permanent Supportive Housing	20	0	72
Total	95	0	130

Source: *5-Year Consolidated Plan and Strategy 2005-2009*, City of Niagara Falls Department of Community Development

b. Inventory of Facilities and Services

The following inventory of facilities and services for the homeless and persons threatened with homelessness was generated by the City of Niagara Falls as part of assessment of homeless needs. In its assessment, the City acknowledged that there are no specific, reliable sources of data that can be utilized to provide an accurate assessment of this category.

Niagara Falls Family YMCA: The YMCA operates 58 single room occupancy units for male residency only. The facility normally operates at 90% capacity and vacant units are used for emergency shelter for homeless men.

Family and Children's Service: This organization primarily serves as a referral agency providing emergency shelter to victims of domestic violence on a 24/7 basis. The shelter can accommodate 9 women and normally operates at 60 to 70% of capacity. The Service provides support services including individual counseling. Casey House, an emergency shelter for runaway youth, is also operated by the agency and has a 12-bed capacity.

Salvation Army: The Salvation Army acts as a referral agency for people seeking emergency shelter assistance, assists the homeless in the form of food, clothing, furniture, etc. Temporary emergency shelter is available on the premises in the event of disasters.

Community Missions of the Niagara Frontier, Inc.: Community Missions provides residential and support services to persons and

families in need. The organization operates two facilities that serve the homeless.

Hiawatha Manor/Ivanhoe accepts individuals and families seeking emergency shelter assistance, provides shelter to abused women with children, and provides transitional housing with an 80 person overnight capacity.

Onesimus House is a short-term residence for 16 to 21 year olds seeking help with living arrangements, employment, and education.

Community Missions also provides emergency shelter for homeless families in two shelters. There is a 15 person overnight sleeping capacity in each.

Catholic Worker of Niagara Falls: The Catholic Worker organization operates a number of facilities serving the homeless. These include a drop-in-center/soup kitchen, a crisis shelter for homeless men, housing for victims of domestic violence, temporary and permanent housing for young men, a community dining room, an emergency pantry, and a health care clinic.

In the 10th Street shelter, Catholic Worker provides 4 beds for homeless, abused women and women recovering from alcoholism.

On Ontario Avenue, Catholic Worker operates two emergency shelters for homeless young men - one with a 6-bed capacity, and one with a 5-bed capacity.

Fellowship House, Inc.: This organization provides a residential program to prepare recovering alcoholics for productive lives. It maintains 17 beds for chemically dependent homeless individuals.

C.O.P.I.N Foundation: This foundation operates a 12-person capacity facility for Vietnam Veterans who suffer from posttraumatic stress disorder and related readjustment problems.

Odallam Inc.: Odallam, Inc. operates a homeless shelter for people with chronic and persistent mental illness. A 3-bedroom house and a 4-bedroom house are utilized.

c. City of Niagara Falls Position on Needs of Homeless in the City

The City of Niagara Falls, in its *5-Year Consolidated Plan and Strategy (2005-2009)* developed a strategy and investment Plan for its Community Development Program. The City determined that, based on the data collected in regard to the homeless, limited numbers of homeless people require emergency shelter, transitional housing or permanent housing. In the last category, permanent housing, such facilities are specifically intended for individuals with physical or emotional disabilities.

The City of Niagara Falls also concluded that the number of standard units available for homeless shelter is currently sufficient to meet existing needs. The City has an Emergency City Grants Program, which, in addition to providing assistance to homeless shelter providers, also routinely queries social service agencies regarding the most pressing needs in the community. Grants are

then approved on the City's review of the needs assessment provided by those agencies and the availability of funds. The City's position is that the need for shelters and supportive housing can be adequately addressed with resources available to the City through the Emergency Grant Program, or with direct funding from HUD to service agencies with transitional or permanent and supporting housing grants.

The City has taken a position asserting that the provision of support services should be the primary activity for the City in addressing the needs of the homeless population. Such services may include assessments of service needs, short-term case management services, housing placement assistance, job skills training and employment assistance, and access to substance abuse services.

d. Countywide Assessment of Needs of the Homeless

In an effort to secure additional input on the needs of the homeless in the study area, the Executive Director of Community Missions of the Niagara Frontier was consulted. Working with Niagara County, this organization also participates in a Housing Coalition seeking to address housing needs in the County. Further, the agency owns and operates several facilities that provide housing to individuals and families that are homeless.

Community Missions of the Niagara Frontier is working with the Niagara County Department of Social Services on various initiatives to serve the needs of the homeless including services and possibly new housing units for the homeless. The agency is

also expanding its capability to count those who are homeless throughout Niagara County including the smaller cities of Lockport and North Tonawanda as well as the rural sectors in the County. Plans are also in progress to count the homeless in various populations who may have been overlooked in the past such as Native American Indians and migrants.

While Community Missions of the Niagara Frontier is interested in securing additional housing units for the community's homeless, the agency acknowledges that housing units are neither a priority nor a long-term issue for the County. They concur with the City of Niagara Falls analysis that the needs of the homeless are primarily service related.

IV. NOTICES OF INTENT

Under the BRAC legislation, local redevelopment authorities are required to consider notices of interest received from representatives of the homeless and from other interested parties during the process of plan preparation. BRAC also requires the LRA to balance the community's redevelopment needs and other economic development needs with the needs of the homeless.

On May 9, 2006, the U.S. Army 77th Readiness Command, based at Fort Totten in Flushing, New York, published a Base Realignment and Closure Notification of Surplus Property in the Niagara Falls Gazette. This notice was followed by a Legal Notice published by the Town of Niagara Local Redevelopment Authority in the Niagara Falls Reporter on May 23 through May 30, 2006. Both notices solicited interest in the Niagara Falls USARC/AMSA #76 from representatives of state and local governments, homeless providers, and other parties interested in the redevelopment of the installation. Copies of these notices are included in Appendix D. Other agencies which had undertaken outreach activities soliciting interest in the facility included the United States Department of Education and National Park Service in the United States Department of the Interior.

A. NOTICES OF INTENT RECEIVED

Only two expressions of interest were received by the LRA. These were submitted by Niagara County Community College and Niagara Falls Redevelopment Corporation, LLC.

1. Niagara County Community College

The County of Niagara, its sponsor, created Niagara County Community College (NCCC) in 1962. NCCC is authorized by the Board of Regents of the State of New York to award the Associate in Arts Degree and the Associate in Science Degree, the Associate in Applied Science Degree,

and the Associate in Occupational Science to regularly matriculated students upon successful completion of curriculum requirements. NCCC is located in the Town of Sanborn on a 287-acre rural campus, approximately 9 miles from the USARC.

Interest in the USARC was conveyed by NCCC to the U.S. Department of Education in August or September of 2006. Subsequently, the U.S. Department of Education sent the college correspondence on September 11, 2006 describing the materials that would be required to prepare an application to acquire the Army Reserve property at a Public Benefit Allowance discount for educational purposes through the U.S. Department of Education. The College also received information on contractual obligations associated with conveyance of the property including the commitment to conduct certain educational programs throughout the entire facility. The college was also advised that it would have to demonstrate an immediate need for and ability to use all of the property requested.

The Community College, as part of the September 11, 2006 correspondence, was notified that the U.S. Department of Education intended to give strongest consideration to proposals that are supported by the Local Redevelopment Authority. However, final decisions on applications to acquire property for educational purposes under Public Benefit Conveyance authorities and the amount of Public benefit discount that applications qualify for are reserved under federal law to the Department of Education.

Although discussions took place between the LRA and the Community College, the College considered the size and nature of the facility, ultimately deciding that the installation was not suited for the College's educational programs. A Public Benefit Conveyance was subsequently not

pursued by the College. The College was contacted in September of 2007 as part of this study and confirmed that they no longer have interest in the facility. Additionally, the U.S. Department of Education was also contacted in September 2007 by the consultant team for this planning effort. Ms. Mary Hughes of the Federal Real Property Assistance Program advised that they do not currently consider the Reserve Center as a property available for reuse.

2. Niagara Falls Redevelopment, LLC

The second Notice of Interest was received directly by the Town of Niagara LRA from Niagara Falls Redevelopment, LLC on July 25, 2006. Niagara Falls Redevelopment, LLC (NFR). NFR is a private development corporation. In addition to its development activities in Niagara Falls, NFR is the Fixed Base Operator (FBO) for the Niagara Falls International Airport.

The Notice of Interest submitted by NFR was in the form of a letter to Town of Niagara Supervisor Steven Richards. The letter noted the possibility of working with the Supervisor on the Army Reserve Center and asked that NFR be kept informed of informational meetings or materials as they become available. Subsequent contact with NFR, confirmed NFR's continuing interest. The firm's representative cited a number of possibilities for use of the Reserve Center including air cargo, basing of general aviation aircraft, training, and logistics, catering services and a commissary. NFR also indicated that while the organization has specific uses and users in mind for the Reserve Center, they consider such information proprietary at this time and do not wish to share such information with other competitors for the facility.

3. Analysis

Neither of the two expressions of interest requires an analysis or determination of eligibility. The interest expressed by Niagara Community College has been withdrawn and no further action is required on the part of the LRA. The interest that has been conveyed to the LRA by Niagara Falls Redevelopment LLC does not provide sufficient project information to determine eligibility, feasibility, benefit to the community, or repairs and improvement to the subject property that would be needed to transition the property.

V. ALTERNATIVE REDEVELOPMENT CONCEPTS

The primary purpose of a base reuse plan is to provide guidance to the Local Redevelopment Authority (LRA), local elected officials, and the community at large relative to the eventual reuse of a closed military facility or one that is about to be closed. Working in concert with the Town of Niagara LRA and its Executive Director, this draft reuse plan for the Army Reserve Center has been prepared to bring about the highest and best use for the property. This highest and best use will be redevelopment of the property to provide community benefit in the form of job creation and economic stimulus. Under BRAC, the highest and best use must be based on the property's economic potential, qualitative social and environmental values inherent in the property, or other utilization factors controlling or directly affecting land use.

A. PLANNING REQUIREMENTS

The draft reuse plan for the USARC has been prepared in strict compliance with the Department of Defense issued *Base Redevelopment and Realignment Manual* and the *Military Base Reuse, and Homeless Assistance Guidebook* prepared by the U.S. Department of Housing and Urban Development. Accordingly, the plan addresses a number of factors including the following:

- Sustainable development, supported by a coordinated management plan.
- Overall development of the installation in a coordinated and comprehensive manner.
- Proposed land uses, including development controls.
- Possible future property recipients or tenants.
- Public involvement and comments received throughout the planning process.
- Current and projected market demand for different potential land uses.
- Balance between homeless-assistance needs and community and economic development needs of the community.

- Sources and uses of available funding or revenue that will be needed for successful redevelopment.
- How the redevelopment plan takes into account past land uses and current property conditions including environmental conditions.

B. DETERMINING POTENTIAL USES OF NIAGARA ARMY RESERVE CENTER

1. Process, Goals, and Objectives:

The process for determining the best use for the USARC focuses on the achievement of the following goal for the planning project as determined by the Town of Niagara LRA:

Prepare an implementable plan that will ensure that the Army Reserve Center will be an asset to the community in the future.

In support of this goal, the planning process also addresses the following objectives that have been endorsed by the Town of Niagara LRA:

- Satisfy requirements of BRAC and Federal Real Property Laws
- Determine the highest and best use for the property
- Property use must reflect the community's goals and needs
- Recommend a preferred base redevelopment plan that represents a vision for the Army Reserve Center that will be financially feasible and acceptable to the community.

2. Priorities

The Town of Niagara LRA identified priorities for the base reuse planning process. Economic development activity was selected as the top priority for reuse of the Army Reserve Center. In pursuing economic development, the plan is intended to:

- Generate jobs for community residents;
- Attract new investment to the area;
- Expand the tax base.
- Develop property to complement and contribute to the development and growth of Niagara Falls International Airport and Airbase facilities.

3. Needs of Homeless

In addition to the priority assigned to the economic development function, the planning process also examined other needs of the community including those of the homeless. In examining homeless needs in the study area, the following summarizes the process utilized and the findings of this process:

- Existing studies and analyses of the needs of the homeless were reviewed;
- An inventory of facilities and services for the homeless in the area was compiled;
- Community Missions of Niagara Frontier, Inc. was consulted;
- There has been no interest in the reuse of the Army Reserve Center to serve the needs of the homeless;
- The needs of the homeless in the area are primarily service related and additional housing units are not a priority.

C. ALTERNATIVE REUSE CONCEPTS

The Niagara Army Reserve Center presents a unique reuse opportunity for the Town of Niagara. Its location with direct access to the Niagara Falls International Airport and its runways opens a number of possibilities for conversion of the property to civilian reuse. The facility is well positioned relative to existing regional development patterns and transportation corridors, is served by public utilities, and could benefit from anticipated growth at Niagara Falls International Airport. The site's environmental conditions are still being evaluated by the Army but they do not appear to be of significant concern. The facilities, while dated, are well constructed and in usable condition as a result of an efficient and quality maintenance program. One of the most valuable assets of the property, in terms of reuse, is the large aircraft hangar found on the site that is one of the lynchpins of the various redevelopment scenarios considered.

Although the property itself represents a prime redevelopment opportunity, the health of the local economy and real estate markets present significant challenges to the reuse planning effort. The economy of the area, indeed all of upstate New York, is under great stress and will influence the progress and timing of any reuse scenario. The consultant team therefore projects that, with the exception of the large aircraft hangar on the property, there will be limited demand for office and other commercial space at the facility.

The consultant team developed and presented three alternative reuse concepts for consideration by the Town of Niagara LRA. These included the following:

- Alternative A - Conversion to Air Cargo Transportation Center
- Alternative B - Conversion for Aircraft Modification, Renovation, Testing, Overhaul, Maintenance and Storage Facilities

- Alternative C - Conversion of Site to Mixed Commercial and Industrial Uses.

Summaries for each of these alternatives are presented below. For each concept or scenario, an analysis is provided of the opportunities and constraints of the site for the intended reuse.

1. Alternative A - Conversion of Site to Air Cargo Transportation Center

a. Opportunities:

The Niagara Frontier is a hub for logistics, distribution, and trade. The area is served by six international bridges (4 roadway and two rail) which facilitate over $80 billion in trade annually between the United States and Canada. It is estimated that some 30% of the commerce between the world's largest trading partners occurs in the Niagara Frontier.

The Niagara Frontier also is strategically located with outstanding market access. Over 55% of the U.S. population is located within one day's travel as is 65% of the Canadian population. Equally important, the area's proximity to New York City and its gateways for commerce and trade provide even more opportunities for the Niagara Frontier.

The Niagara Frontier also has an excellent infrastructure to support logistics, distribution, and trade. The area is well served by the interstate system and the Queen Elizabeth Way. The rail system has available capacity with service provided by CSX, Norfolk Southern, and Canadian National Railway. This system provides connections with the nation's largest ports. The area also has the deep-water port of Buffalo and can connect to the world's oceans via the Welland Canal and the St. Lawrence Seaway.

There are also three commercial airports in the region including Hamilton International Airport in Ontario, Canada, Buffalo Niagara International Airport, and the Niagara Falls International Airport. Each of these airports has air cargo handling capacity and each is actively seeking to promote expanded usage of their facilities for this purpose.

At Niagara Falls International Airport, Niagara Cargo Park is proposing to build two 35,000 square foot facilities to expand international air cargo activity. Other firms that support air cargo operations at the airport include Resource Airways Enterprises (a cargo ground handler), Speed Transportation (airfreight and ground freight handler), and Kittyhawk (all cargo airline).

Niagara Falls International Airport has been promoting itself as a low-cost alternative to shippers from around the world. The airport's promotional website materials cite the following advantages over larger air cargo facilities located at JFK Airport in New York or Toronto's Pearson International Airport:

- Low landing fees
- 10,825 ft. runway designed to accommodate aircraft up to and including a Boeing 747
- 5,850 ft. crosswind runway
- Free parking
- Runways are always open (maintained by Air Force)
- Congestion free
- Low cost warehouse facilities
- Over 30 freight forwarders with 20 minutes

- Located in a Foreign Trade Zone.

The attractiveness of the Niagara Falls Airport for air cargo is strengthened by the support that has been shown for the facility by elected officials such as Senator Charles Schumer who has been calling for sharp increases in customs inspectors and necessary equipment and infrastructure needed to avoid any cargo backups or delays.

The large hangar at the USARC is of interest to several entities considering reuse proposals. The structure has good access to the airport ramp and could serve as a staging area for intercontinental cargo aircraft. However, significant modifications to the hangar and an adjacent apron would have to be made first.

b. Constraints:

There may be considerable opportunity to grow air cargo operations at the Niagara Falls International Airport and there is significant support from all levels of government and the private sector for such growth. However, potential use of the USARC for air cargo is tempered by the realties of air cargo activity in the area, the planned construction of new cargo facilities at the Niagara Falls International Airport, and the existing configuration of the hangar.

Air cargo activity in Western New York is modest in comparison to many other areas. For example, in 2006, out of 115 airports that qualified, Buffalo Niagara International Airport was ranked by the FAA in its *All Cargo Data Report* as 76 in the United States in terms of weight landed at 316,911,900 lbs. In comparison, the

Rochester airport was ranked 61 with 454,611,200 lbs. and the Syracuse airport was 73 with 339,882,750 lbs. Niagara Falls International Airport did not qualify for inclusion in the 2006 FAA report but was listed in the 2005 report with a ranking of 118 out of 122 airports based on 56,518,000 lbs. of weight landed.

Various studies confirm that Western New York can expand its air cargo activity including a recent study completed by graduate students at the University of Buffalo who focused on the potential at the Niagara Falls International Airport. However, there will have to be considerable work done to entice airfreight forwarders to consider a Niagara Falls location as investments in other airports have already been made and contracts negotiated. The industry, as was pointed out by one source close to the shipping industry, is very reticent to change. Additionally, air cargo volume is expected to remain fairly level over the near term future because of a sluggish U.S. economy, competition from other modes of traffic and record-high oil prices.

In addition to the realities of air cargo activity in the area, the facility being examined for air cargo use has serious limitations. The existing hangar at the USARC was constructed in the mid-1950's as an aircraft maintenance facility. Two story brick buildings attached to the north (Building 4N) and south (Building 4S) sides flank the hangar. Without demolition of these attached buildings and substantial reconstruction of the hangar to add truck bays and aircraft loading and unloading bays, the property would have only limited value as a cargo terminal. Modern air cargo facilities are highly specialized buildings that utilize state-of-the art technology and mechanical systems with an emphasis on the

elimination of dwell times. Accordingly, less cargo space will be required to handle greater volumes of cargo. Such facilities are typically large with 35,000 to 100,000 sq. ft. or bigger, have clear span bays for material handling, and mezzanines at two entrances. They also have multiple truck bays, aircraft loading and unloading docks, and a wide range of safety, environmental and security systems.

A recent agreement between the Niagara Frontier Transportation and Niagara Cargo Port will see Niagara Cargo build and market new cargo facilities at the Niagara airport, aimed specifically at the China and India markets and using Boeing 747 cargo planes. The cargo firm is also building a 35,000 square-foot facility and plans to build an additional 35,000 square-foot building if it meets its anticipated business targets. The value of the Reserve Center hangar as an air cargo facility would certainly be greatly diminished or cancelled altogether with the addition of modern facilities at the airport.

Modern Air Cargo Facility

Air Cargo Facility

Air cargo operations are also not labor intensive. With the use of air cargo containers and modern equipment, even a large 747-400 cargo aircraft can be fully unloaded within an hour. It is estimated that no more than seven or eight jobs would be created for air cargo operations at the USARC in the best of situations.

Remaining buildings at the Reserve Center could be used for office space, maintenance activities and, with modification, storage space for air cargo operations. However, the size and configurations of these buildings do not lend themselves well to air cargo activities.

2. Alternative B – Conversion of Site for Aircraft Modification, Renovation, Testing, Overhaul, and Storage

a. Opportunities:

Redevelopment Alternative B is structured around the unique location of the Army Reserve Center and the specialized facilities found on the property, particularly the large aircraft hangar. The Reserve Center's location adjacent to the Niagara Falls International Airport and its direct access to the airport's runways present unique opportunities to potential re-users of the facility. This is particularly true for private sector firms engaged in aeronautic research, aircraft modification, aircraft and aviation system testing, aircraft renovation, and aircraft maintenance and storage. The airport's facilities including long runways, high weight bearing capacities, excellent firefighting and rescue capabilities, fueling facilities and other amenities associated with a modern airport will be attractive to firms engaging in such business activities.

The location is also attractive from the perspective that there will be no anticipated conflicts with neighboring land uses. Additionally, the facility is accessible from all parts of the Town and metropolitan area, and business services are readily available.

The Army Reserve Center offers aeronautical firms structures that can be put to use for new commercial and industrial uses at relatively low cost. While the facilities are far from modern, the hangar, warehouses, and maintenance areas have been well maintained and can offer strategically located space at an economical lease rate. The structures are fundamentally sound and, with some improvements, will meet minimum life-safety codes.

Building 4, the focal point for this reuse scenario, is a 37,500 square-foot building constructed in 1956 to service airplanes and helicopters. Encompassing an area of 255 feet by 150 feet, the structure is the largest located on the airport. While currently utilized for storage and training purposes, the hangar is appropriate for a wide variety of aeronautical and aviation-related uses:

- Aircraft renovation
- Aircraft maintenance
- Aircraft modification
- Aeronautical research and testing
- Aircraft storage
- Combinations of the above uses

The aircraft-parking apron located to the east of the building enhances the attractiveness of Building 4. This pad measures 200 feet by 400 feet and is constructed of concrete with an asphalt overfly. Geotechnical analysis of the pad indicates that the asphalt covering will need replacement before any use of the pad can be considered for aviation-related activity.

Other buildings on the site, including Building 4N and Building 4S, both of which are attached to Building 4, have potential as office space, classroom space, conference rooms, computer operations space, locker rooms, and storage.

The potential of converting the hangar to aviation and aeronautical uses is certainly feasible in light of increased activity in the aviation and aerospace industry. While there is significant competition in the aircraft maintenance and repair industry, the Niagara facility could find a niche in the marketplace, particularly with the emergence of very light jet aircraft and their need for maintenance and repair operations. More importantly, the military is expected to significantly increase its budgets for the renovation and modernization of its aircraft fleets. The service lives of many types of aircraft have been significantly reduced by the harsh conditions of operations in places like Iraq and Afghanistan. Consequently, considerable demand is expected for facilities that can respond to the military's needs. There may also be significant opportunities for mid-sized and small firms to participate in renovation and modernization of military aircraft.

The available worker skill base in the Niagara Frontier enhances the feasibility of this reuse scenario. The Niagara Air Base can be

an excellent source of aviation/aerospace workers. Trained people are retiring from the Air Force or from employment with civilian contractors on a regular basis. There may also be the opportunity to retrain workers from the automobile industry as their mechanical aptitudes and familiarity with modern manufacturing and testing techniques can be of great value to employers in the aviation field.

Finally, the potential for the creation of high quality jobs with corresponding wages is greater for this reuse scenario than the other alternatives that have been considered. Aviation and aeronautical related businesses require highly skilled engineers and technicians along with support staff. Given the size of the aircraft hangar on site and the potential for making some use of the other buildings on site, a range of between 50 and 100 jobs or more could be created on the USARC property.

b. Constraints:

Given that this reuse scenario revolves around the recruitment of aviation and aeronautical businesses, a major challenge will be finding such firms and facilitating relocations and/or expansions of their business operations to the USARC. Marketing of the facility to potential tenants involved in aviation and aerospace will need to be a priority in the implementation of this reuse alternative. Although there are literally thousands of firms involved in specialized aviation and aerospace activities throughout the United States and Canada, finding a match for a firm's business needs with the location and facilities at the Niagara Reserve Center will not be an easy process.

Aircraft maintenance and modification businesses are prime targets for the marketing of the Niagara facility. Other aviation-related businesses include companies specializing in communications, avionics, electronics, and simulations. However, it should be realized that such companies are in high demand in literally every part of the country because of the quality of jobs and the wage levels for these positions. Given the competition, efforts to entice a relocation or expansion to the Niagara facility will require highly focused targeting of marketing resources and an innovative packaging of incentives.

Economic development incentives available at the Town, County, and State level will be necessary to facilitate relocations and expansions to the USARC property. Incentives that can be readily offered to a project sponsor by local government include sales and property tax abatement. The State of New York may be able to provide project assistance utilizing various grants or special appropriations. Low lease costs may also attract re-users to the facility. A special diversion of local government allocation of power from the Niagara Power Project would be a major enticement to companies considering relocation or expansion opportunities.

Investment in the facility will also be required to attract aviation-related tenants. Of immediate concern is the repair of the asphalt apron to the east of Building 4, the large hanger on the property. This area was used for the landing and parking of helicopters but it is aged. At the least, the apron will have to be resurfaced. Other potential repairs and improvements are presented in Tables 1 and 2.

Another challenge to reuse of the USARC for aircraft and aviation-related uses involves the limited utility of many of the buildings on the property. Specifically constructed for military purposes, they have been mainly used for storage, vehicle and equipment maintenance, classroom training and administration. Their use for activities complementary and ancillary to the aviation-related businesses such as research and design, engineering, and testing may be difficult because of their design and separation from one another. Additionally, there are issues involving non-compliance with local and state building codes that may make use of some buildings or parts of them prohibitively expensive if these structures were to be brought into compliance with code.

A prime example of the costs that could be incurred to bring the USARC into compliance with code requirements involves the absence of elevators in those buildings with two stories. Without elevators or some other means of reaching the second floor other than stairs, the buildings will not be compliant with the facility access mandates of the Americans with Disabilities Act (ADA). These guidelines require all facilities where a disabled person could work or visit to comply with ADA requirements. The basic concept of the law is to provide a barrier free environment to individuals with physical disabilities. The estimated cost of installing elevators in the three buildings on the base with two stories could exceed $375,000. and is not recommended.

3. Alternative C – Conversion of Site to Mixed Commercial and Industrial Uses

a. Opportunities:

While the USARC was constructed for single-tenant occupancy, there may be opportunities for converting the facility for a mix of commercial and industrial uses with the objective of generating employment for the area. Potential re-users of existing facilities could include light industry, service industries, or professional administrative offices. Building 4 and its attached 4N and 4S buildings could be utilized for a variety of purposes including air cargo, aircraft renovation or maintenance, storage, and other aviation related uses cited previously. In the absence of aviation related uses, it could be utilized for general storage or even manufacturing and assembly operations.

Remaining buildings on the Reserve Center property can accommodate a mix of uses including those permitted in the zoning code for the surrounding area. The LI–Light Industrial District permits a wide range of uses that includes light manufacturing and material fabrication, warehousing and storage, offices, laboratories, animal hospitals, machine sales and service, and motor vehicle service and maintenance businesses. Other permitted uses involve executive, engineering, and administrative offices, municipal buildings, radio, or television broadcasting stations, manufacture and service of electronic equipment, local and long-distance trucking terminals and distribution facilities and HVAC sales and service.

While dated, the USARC property has been well maintained and could serve as a home for a variety of diverse private businesses

that require basic space. USARC facilities may be especially appealing to smaller private entities that are in a start-up or expansion mode. Some of the classroom training rooms and associated offices could be of interest to private or not-for-profit groups that have an educational component in their business or programs. Governmental entities that provide classroom training should also be targeted as potential re-users of the property.

The mixed-use scenario offers opportunities for the creation of employment and the generation of business activity in the community. It may also provide an opportunity to involve a real estate management firm or development company in the marketing and management of the property. Further, users of the site could generate property taxes or payments-in-lieu-of taxes (PILOT). Depending upon the nature of the business, some sales tax revenues could accrue from sales of product or services.

b. Constraints:

The demand for older buildings, particularly what would be considered as Class C office space, is very soft in the local marketplace. The slow pace of economic development activity in the Town of Niagara and the surrounding region, coupled with what has been described in the real estate community, as the “rush to quality” with tenants seeking higher quality space, will make reuse of the USARC a challenge.

There could be significant expense involved in remodeling and renovating various structures to potential tenant standards, particularly if code issues, such as meeting ADA standards, have to be addressed. The cost of such improvements may exceed the

revenues to be generated through leases of property. Additionally, the eventual need to replace older building systems and utilities will be expensive but unavoidable. Another expense will be the costs of separating utilities, particularly gas and electric.

Property management will also be an issue if the Army Reserve Center is to serve as a location for multiple re-users. Property management requires a number of tasks including:

- accounting
- leasing
- maintenance and repair
- tax payments or PILOT's, if applicable
- provision of utilities and insurance
- remodeling
- rent rate setting and collection
- eviction and termination of tenancy
- property inspections
- development and rehabilitation feasibility
- financing.

Depending upon the ownership of the facility, property management may be handled internally or contracted to a professional property management firm. Typically, property management firms charge between 5% and 10% of the gross rents collected on a property. Many property management firms also charge fees for setting-up the property account, advertising of vacant units, and for trips to the property.

VI. PREFERRED REUSE PLAN

This section describes the preferred reuse plan for the USARC on Porter Road and provides an Adaptive Reuse Analysis. The preferred plan is based on an extensive evaluation of site factors, including the location of the property adjacent to Niagara Falls International Airport, existing market conditions, and the financial implications of the various development options considered. The development of the Preferred Reuse Plan was also shaped by the direction provided by the Town of Niagara Local Redevelopment Authority (LRA). A major consideration in the preparation of the preferred plan was the desire of local officials to limit the financial exposure and risk for the Town of Niagara during the redevelopment of the USARC.

The preferred reuse plan recognizes the need to maintain flexibility throughout the redevelopment process. This flexibility will enable the LRA and other local officials to respond to changes in the local economy, the real estate market, growth at Niagara Falls International Airport, and the needs of potential tenants at the USARC as this redevelopment process unfolds.

A. REUSE PLAN

The preferred reuse plan is a hybrid composed of elements from Alternative B and Alternative C, presented as alternative development concepts in the previous section. Under the preferred plan, Building 4, the large hangar, will be marketed to aviation and aerospace firms as a potential location for aircraft modifications, renovations, research and testing, overhaul and storage of air cargo. Buildings 4N and 4S, both of which are attached to the hangar, will be included in solicitations of interest and will provide space for offices, classroom training space, engineering, computer operations, locker rooms, and storage. Given that the Niagara Falls International Airport is adjacent to the USARC and the reason that

the facility was built on that site, continued expansion and improvement of the airport should be a major driver for reuse of the USARC.

The remainder of the site will be utilized, on a building-by-building basis, for a mix of commercial and industrial uses that are permitted under the Town's zoning ordinance. As cited earlier, potential users of the buildings may include light industrial and commercial users such as metal fabricators, maintenance businesses, professional service firms, training providers, storage operations, motor vehicle service stations and a variety of others. Activity at the adjacent airport may also spur aviation support-type businesses such as food caterers, a commissary, avionics shop or other maintenance operations.

It is estimated that the number of employment opportunities to be created by reuse of the Army Reserve Center could be between 75 and 150 jobs.

B. ADAPTIVE REUSE ANALYSIS

Economic feasibility is a major factor in decisions about reuse of older buildings such as those found on the Army Reserve Center property. A recent report by Harvard University's Graduate School of Design found that 40 percent of the design and construction market in the United States involves renovation, reuse, and preservation of existing buildings. However, rehabilitation of property to accommodate various uses can be expensive undertakings and they are often not feasible in the absence of incentives, such as historic preservation tax cuts, or in the face of a soft real estate market.

The preferred land use alternative stresses the functional value of the Army Reserve Center for activities that can make productive use of the facility withou major changes the existing property. In this sense, reuse depends much more on finding tenants that can adapt their business to the facility rather than tailoring

buildings on the site to new uses. This redevelopment approach is intended to reduce financial risk to the entity sponsoring redevelopment of the base, alleviate any substantial need to subsidize reuse of the facility, and transfer any significant upgrade or rehabilitation expenses to re-users in exchange for lower rents. Significant investment above normal maintenance, repair expenses, necessary capital improvements, and replacement costs is not recommended for the entity that will become responsible for reuse of the facility. Even if the facility can be conveyed to the community in the form of a no-cost conveyance, it comes with a price which involves maintenance, security, utility costs, insurance and administrative expense. Additionally, preparing the property for tenants can be costly as utilities may need to be separated, maintenance and repairs must be continued, and systems need to be established for dealing with tenants and collecting rents.

The financial feasibility of the preferred land use plan for the Reserve Center will be examined later in this study. However, given the relative uncertainty of the marketplace, competition for tenants from other properties in the area, and the potential cost of upgrading the facility, the consultant team does not recommend major renovation and upgrades to accommodate uses other than those cited in the reuse plan.

C. FINANCIAL FEASIBILITY ANALYSIS

This chapter provides an initial financial feasibility analysis that compares development and operating costs to expected revenues from leasing activities. It is based upon a number of key assumptions regarding property acquisition, administrative organization, operations and maintenance costs, other costs, and projected revenues from leasing activities. Each of these assumptions is detailed below and is followed by a projected financial operating statement that will gauge the financial feasibility of the preferred reuse plan.

1. Property Acquisition:

The BRAC legislation provides for a variety of property conveyance methods that can be used individually or in combination by the Army to dispose of properties declared surplus. These methods include:

- Federal-to-Federal Transfers
- Department of Defense reassignments
- Public Benefit Conveyances (PBC)
- Negotiated Sale
- Economic Development Conveyances (EDC)
- Exchanges
- Public Sale

Of the above, only four conveyance methods are currently relevant to disposal and conveyance of the Army Reserve Center / Area Maintenance Facility #76 in the Town of Niagara. These include Public Benefit Conveyance, Negotiated Sale, Economic Development Conveyance, and Public Sale. Each of these is briefly described below:

a. Public Benefit Conveyance:
Conveyances to state and local governments are for public purposes. Typical uses include schools, parks, airports, ports, public health facilities, or wildlife conservation.

b. Negotiated Sale:
Negotiated sales are used in limited circumstances and must be made to a public body. It must be for a public benefit that would not be realized from a competitive sale or a Public Benefit

Conveyance. The public entity purchasing the property would pay at least fair market value for the property.

c. Economic Development Conveyance:

The purpose of this conveyance is solely economic development. The only permitted recipient is the Local Redevelopment Authority. The LRA must demonstrate that proposed uses will generate sufficient jobs and that proposed land uses are feasible in light of current and projected market conditions. The Army will seek fair market value. However, on a case-by-case basis, the Army may grant an Economic Development Conveyance without financial consideration subject to statutory requirements.

d. Public Sale:

The Army, in consultation with the LRA, would determine when a public sale is the best method to dispose of a property. Sales are administered by the General Services Administration (GSA). The amount of advertising and method of sale (e.g. sealed bid, internet auction, auction on site) will depend upon the value of the property and the potential market. The conveyance would be made to the party that submits the highest bid provided that it is not less than fair market value.

e. Recommendation for Property Acquisition:

The preferred reuse plan for the Army Reserve Center in Niagara Falls is based on evaluations of property factors, existing market conditions and the financial implications of various development options. Direction provided by the Local Redevelopment Authority, its Executive Director and Town of Niagara officials provided the basis for the development of the plan. Major

considerations included a desire by the LRA and local officials to create quality employment opportunities while limiting the financial exposure and risk for Town government.

In light of the community's goal of job creation on the subject property and the need to minimize financial risk, it is the consultant team's recommendation that the Town of Niagara, acting as the LRA for the Army Reserve Center, seek to have the property conveyed to the Town under an Economic Development Conveyance. Further, it is crucial that such property be conveyed at no cost to the Town because, as will be shown by financial projections, the project will not be financially feasible if the Town were to purchase the facility and be saddled with debt service costs. The market for older buildings is not strong in the area and there is an anticipated need to upgrade building systems at a substantial cost. There will also be the need to offer space for tenants at incentive rates. These factors work against a fair market value purchase of the facility.

Although it is recognized that no jobs are being lost in the area because of the closure of the Niagara Army Reserve Center, the long-term economic distress of the area, indeed all of upstate New York, should be weighed heavily in the Army's consideration of a no-cost conveyance of the property. As was pointed out in the Community Needs Analysis portion of this study, the study area has been losing population and its manufacturing base. While unemployment levels are not critical, the quality of jobs and equivalent wages has been diminished leaving the area seriously depressed economically. Productive reuse of the Army Reserve Center, particularly for aviation and aerospace related jobs, will be

a welcome development in the area's efforts to reverse the economic challenges of the past thirty years. However, the community will need cooperation from the Department of the Army to realize this opportunity.

D. ADMINISTRATIVE ORGANIZATION

Once the Army vacates the premises and the property is either conveyed or leased in furtherance of conveyance, the operation and maintenance of the USARC facilities will require an administrative structure to take responsibility for the project. While the official closing date for the installation is 2011, the base may be available for reuse well before that year. If leasing and job creation opportunities present themselves before that time, the community should be prepared to seize these opportunities through implementation of the base reuse plan.

If the Town of Niagara is to acquire the USARC property, the consultant team's recommendation is for the Town to assign responsibility for redevelopment of the property to the Town of Niagara Industrial Development Agency (IDA). Based upon precedent at other Army installations in New York, the Army can make an Economic Development Conveyance directly to the IDA if the IDA assumes the responsibilities of an implementation LRA.

Industrial Development Agencies (IDA's) are formed as public benefit corporations under Article 18-A of the New York State General Municipal Law. IDA's were created to actively promote, encourage, attract and develop job and recreational opportunities and economically-sound commerce and industry in cities, towns, villages and counties throughout New York State. While independently managed, members of IDA's are appointed by their sponsoring local governments and agencies are accountable to these governments.

New York State has vested broad powers in IDA's, including the ability to purchase, sell, and lease and/or mortgage real property. They can also borrow and lend money with respect to properly induced projects. Equally important, IDA's can extend sales tax abatement, property tax abatement and other forms of tax incentives to qualified projects. Finally, an IDA is empowered to enter into agreements with local realtors or property management firms for promotional and leasing activities.

The Town of Niagara IDA would be well suited to serve as the redevelopment agency for the USARC. The IDA has the authority to own and lease the property, it can borrow funds if needed, it can accept grant assistance from other levels of government, and it can extend economic development incentives to help realize the job creation goals established for the reuse planning process. As a tax-exempt owner of property, the IDA will not pay property taxes but can negotiate Payments-in-Lieu-of Taxes (PILOT's) with tenants that can be made available to taxing jurisdictions. Furthermore, the IDA is accountable to Town government and local citizens for its decisions and actions. Finally, the IDA is well positioned to work with New York State, the Niagara County Department of Planning, and Economic Development, the Niagara County IDA and a host of other local and regional development groups in the marketing and reuse of the facility for job creation.

The consultant team believes that a no-cost Economic Development Conveyance is essential if the Town of Niagara and/or any of its agencies are to acquire the property. If the acquisition cannot be accomplished through a no cost conveyance, it is recommended that the Town forego the acquisition. In such an event, the Department of the Army should be permitted to dispose of the property through a public sale.

E. OPERATING EXPENSES

Under the reuse and transfer scenario envisioned for the Army Reserve Center, the Town of Niagara and its IDA would pursue acquisition of the entire facility. If the Town of Niagara or its IDA acquires the USARC, it will assume responsibility for the operation and maintenance of that property.

The USARC property contains 11 permanent structures, three parking/storage areas and a concrete guardhouse. The majority of the permanent structures were built in the mid-1960's and their size ranges from 1,400 to 50,000 sq. ft. The total square footage for the facility is approximately 170,250 sq. ft. Maintenance of this facility will involve both fixed and variable costs. An understanding of these costs is necessary to generate the financial feasibility analysis.

Fixed costs in real estate management are those recurring expenses that have to be paid regardless of occupancy. Typical fixed costs include hazard insurance, liability insurance, and debt service.

Variable expenses are recurring expenses that are essential to the continuous operation and maintenance of a property. Variable expenses can include utilities, payroll, administration, property management fees, and reserves for replacement. Mortgage fees, capital improvements, and depreciation are not considered fixed or variable expenses and are excluded from operating expenses.

In regard to fixed costs for the USARC, fixed costs will include maintenance and repair, insurance costs and regular, routine inspection of the buildings. Internal staff or a contractor could perform this function. The facilities should be monitored regularly to prevent excessive damage from problems occurring such as roof leaks or rodent infestation.

Variable costs are those costs, which the redevelopment agency can elect to incur or eliminate depending on the level of maintenance desired for the facilities being managed. For example, buildings do not need to be heated if they are properly mothballed and ventilated. Heating in colder months does reduce the impact of changes in the temperature of the facility and can reduce potential damage from condensation and leaks. However, heating a vacant structure is expensive and it may not be financially prudent to do so. Therefore, in the financial projections, only a marginal amount of money is allocated to heating costs.

Other variable expenses for the USARC will involve utilities, maintenance personnel costs, administration, property management fees, and reserves for replacement. Each of these expense categories and projected costs for redevelopment will be examined below.

Electricity costs for the USARC in Fiscal Year 2006 totaled $77,548. As only one power meter serves the entire installation, this amount included the cost of electricity for each of the buildings and outside security lighting. This equates to about 46 cents a sq. ft. However, once the buildings become vacant, the costs of electricity will drop dramatically as electrical usage will be primarily limited to security lighting. As space is leased to tenants, the costs of electricity can be directly charged to tenants on a prorated basis or by the installation of meters for each building or demised space.

Using data on outdoor lighting costs from the Lighting Research Center at Rensselaer Polytechnic Institute, it is estimated that the energy cost of security lighting for the facility, at industrial standards, will be $.03 per sq. ft. annually. This equates to about $5,200 per year.

Water and sewer charges for the USARC are expected to be minimal until tenants are placed in buildings on the property. During Fiscal Year 2006, the Army paid

water bills totaling $4,182 and sewer bills of $3,466. Future tenants can be assessed a pro rated share of anticipated water and sewer charges or can be billed directly if water meters are installed for any high volume users. However, for budget purposes, an initial annual allowance of $2,500 for both water and sewer has been included in financial projections with increases shown for subsequent years as tenancy rates increase.

Natural gas is used to heat the USARC. In Fiscal Year 2007, natural gas costs were $131,603. However, the heating of vacant buildings is a variable cost and one that can be reduced by either lowering heat levels to minimum levels or by shutting off heating systems altogether in some or all of the buildings. Some physical deterioration in buildings may occur in the short term by not providing heat and a much greater level of damage could be expected over the long term. However, with proper ventilation, damage could be minimized. There will be a trade-off between the cost of heating buildings and their marketability due to physical appearance if heat is not provided.

Given that some areas of the facility, including common spaces in areas under lease and certain utility rooms, will require heat, allowances for gas have been added to those for sewer and water. This assumes that most buildings, if not all, will be mothballed until tenants are found and that minimal gas charges will be incurred.

General maintenance and repair expenses for the USARC, as estimated by the facility's Maintenance Supervisor, are approximately $.42 per sq. ft. This includes all supplies, materials, grass cutting, filter change-outs, and 1.5 maintenance personnel at 60 hours/week. The only items not included are costs related to refrigeration system work or extensive work the staff is not qualified to complete. The $.42 sq. ft. maintenance cost is used in the financial projections.

F. CAPITAL IMPROVEMENTS

The Army has no capital improvement costs planned for the facility through the period that it will retain ownership. There is one on-going improvement involving upgrades to the fire suppression system to bring the system up to code. The last large capital improvement was replacement of the asphalt and concrete on the north side of Building 18. This project was completed approximately three years ago at a cost of $750,000.

Improvements will be necessary for the USARC to be reused in an effective manner. These include the installation of electric and gas meters for each building on the site, the replacement of the asphalt on the apron east of the Building 4 Hangar, concrete repairs near Building 18, renovation of bathrooms and installation of new door hardware to meet ADA requirements for 1st floor space, and the demolition and removal of two older structures (Building 19– Quonset hut storage building and Building 23- storage shed). Both buildings are obsolete and their removal would improve traffic circulation and parking on the site. Additionally, extensive roof work is anticipated for several buildings.

The installation of utility meters will have an estimated expense of $ 25,000. The replacement of asphalt for the apron adjacent to the hangar will cost approximately $250,000. Replacement of concrete adjacent to Building 18 will cost $60,000. The cost of demolition and removal of two buildings that total about 3,600 sq. ft. is estimated at $8,500. This amount also includes site restoration after building demolition. Roof repairs are estimated at $584,000 and ADA compliance improvements for first floor space will total $150,000. These improvements are included in the financial projections.

G. LEASABLE AREAS AND PROJECTED RENTS

In the process of preparing the financial projections, it was determined that approximately 40,000 sq. ft of space on the facility is located on second stories. This space, in the absence of elevators, escalators or other devices, is not handicapped accessible and therefore will not meet ADA standards. Without substantial investment to install elevators or other improvements to meet ADA standards, the space in essentially unusable or only suitable for very low rent storage. Therefore, the space has not been factored into the analysis. Additionally, as approximately 20% of the remaining space is absorbed in common areas such as hallways, stairwells, entrances, bathrooms, or utility rooms, some 26,050 sq. ft. have been excluded from the net leasable area available. The square footage of the buildings to be demolished has also been subtracted. Accordingly, those areas that can be considered as net leasable space include about 100,000 sq. ft.

The total net leasable space in the buildings at the USARC will include the following categories and estimated square feet:

- Hangar space 37,500 sq. ft.
- Classroom and offices 20,000 sq. ft.
- Maintenance facilities 25,000 sq. ft.
- Storage space 17,500 sq. ft.

In order to assess potential lease rates, the consultant team reviewed available real estate data provided by *LoopNet* including listings for various facilities in the Erie and Niagara Counties region. The consultant team also reviewed some 85 industrial properties listed for Niagara County on *NY SiteFinder*. *SiteFinder* is an extensive and current inventory of industrial sites that has been developed as a web site by Empire State Development. Its purpose is to facilitate the site selection process in New York State.

Of the 85 industrial properties listed for Niagara County on SiteFinder, 12 properties with building sizes and characteristics similar to the Army Reserve Center were selected for further analysis. These buildings ranged in size from 4,800 sq. ft. to 133,000 q. ft. Lease rates ranged from $2.60 per sq. ft. to $4.00 annually with an average annual rent of $3.25 per sq. ft. Using the *SiteFinder* data and additional information on hangar lease rates, obtained from various airports, the following annual rents are considered as realistic and obtainable for the types and conditions of space available at the USARC.

Hangar Space – $2.80 sq. ft.
Office & Classroom Space – $4.50 sq. ft.
Storage Space -$2.75
Vehicle & Other Maintenance Space - $3.25

An average lease rate of $3.24 was established for the property. This rate was calculated by multiplying the above-cited rates by the square footage of space in each leasing category and then dividing this number by 100,000, which is the total amount of leasable space (sq. ft.) available.

Occupancy rates for the facility are anticipated to range between 25% and 65%, which translates into 25,000 sq. ft. to 65,000 sq. ft. of space expected to be rented annually. This is a very conservative estimate and is far below the overall occupancy rate of about 90% for industrial property in the Buffalo market as reported in *Northeast Real Estate Business, July 2007*. However, given the age, quality, condition, and configuration of the space to be leased as well as competition in the local real estate market, demand for the property is expected to be modest. Further, the motivation for reuse of the Army Reserve Center will be the creation of jobs and economic activity rather than profit. This objective will

narrow the field of potential tenants to those that can generate employment opportunities for local residents and will likely reduce the occupancy rate.

H. SUMMARY OF COSTS AND REVENUES

Table 8 provides a spreadsheet of projected revenues, expenses, and replacement reserve refunds for the Army Reserve Center through the year 2020. These items are detailed below.

1. Income

Income for the reuse project is anticipated to come from several sources. First, rental income from the lease of the property is expected to be a long-term generator of resources for the reuse project. The property is located adjacent to the Niagara Falls International Airport and is ideally zoned for a variety of reuse activities. While the project will likely have to rely upon below market rental rates as incentives for tenants to locate on the property, there is potential to attract multiple users to the site. No revenues have been included for building or property sales, as it is not anticipated that the property will be subdivided with buildings or land lots sold individually.

The remaining sources of funds are expected to come from Federal and State grants. These may be in the form of categorical grants such as those offered by the U.S. Department of Commerce Economic Development Administration (EDA) or Empire State Development. The community should also look to its federal and state representatives for appropriations for the base reuse effort that can be earmarked in federal and/or State budgets. Member item funding is also a possibility that should be explored with State legislators representing the Town of Niagara in Albany. It is anticipated that, with the exception of start-up costs for the reuse project,

most federal and/or state funding will be directed to capital improvements and/or major repairs.

2. Expenses

Outside of capital improvements and repair/replacement costs, the majority of expenses for the facility are expected to include basic costs such as insurance, security lighting, management, and leasing fees and basic maintenance and repair costs. These expenses are included in the financial projections.

Improvements are shown for Hanger 4 apron renovation, concrete payment repair, utility separation and metering, ADA compliance, roof repairs and demolition. The ADA compliance work will include renovation of bathrooms and installation of ADA compliant door hardware. In the financial projections, federal and New York State grants are expected to finance all or some of the cost of these improvements.

It should be noted that the cost of installing elevators in the three buildings with second story space has not been included in the above-cited improvements. The estimated cost of $375,000 is substantial and may not be justified in light of market demand. If there is indeed demand for second floor space on the property, the cost of installing elevators can be covered by grant assistance, leasehold improvements, or a loan that will be amortized with increased rental payments.

I. FINANCIAL IMPLICATIONS

The financial projections shown on Table 8 show the implications of changes in revenues for the reuse project with rental income being the most important variable. The availability of federal and state funding are also major variables and

will determine if capital improvements can be made in their entirety or substantially delayed, reduced or eliminated.

The project is expected to produce sufficient revenues to ensure that the facility is adequately maintained and that it is financially self-sufficient. Any revenues generated in excess of operating and maintenance costs should be directed to a reserve fund for repair and replacement costs.

As shown in Table 8, repair and replacement costs will be substantial in the last few years of the planning period. The major portion of these expenses will consist of replacements for heating units including the systems for Building 4, which alone will cost over $390,000. Even with the substantial costs for replacement of building systems, the project is projected to be marginally viable with a small positive cash flow at the end of the planning period.

J. CONCLUDING COMMENTS

The redevelopment of the Army Reserve Center/Area Maintenance Facility #76 will involve some risk and uncertainties. For example, even though the projections of rental income are conservative, a major downward adjustment in the economy could significantly reduce demand for space. Further, depending upon the availability of funding, federal and/or state grant assistance may fail to materialize. However, the strategy outlined to fund the reuse of the USARC represents a relatively low cost and low risk approach for the community. It has been designed to limit exposure for the community while producing jobs and related economic activity. The financial projections show that the community can own and lease the facility at least for the next ten years with no or very little investment of local funds.

While the project can be a viable undertaking for the Town of Niagara and its Industrial Development Agency, it is critical that the Army Reserve Center be transferred to the Town as a no-cost Economic Development Conveyance. The financial projections strongly indicate that no level of debt service can be supported. If the Department of the Army is unwilling to convey the property at no cost, the community should complete planning requirements and forgo acquisition of the facility. The Army could then proceed with disposal of the property through a public sale.

Table 8, Niagara Cash Flow

Niagara Army Reserve Center											
Projected Revenues and Expenses*											
Year	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Sources of Revenue											
Square feet leased	25,000	30,000	35,000	40,000	45,000	50,000	50,000	55,000	60,000	65,000	
Average rent per sq. ft.	3.24	3.24	3.24	3.24	3.24	3.24	3.24	3.24	3.24	3.24	
Rent income	81,000	97,200	113,400	129,600	145,800	162,000	162,000	178,200	194,400	210,600	1,474,200
Federal / State grants	350,000	744,000									1,094,000
Total	431,000	841,200	113,400	129,600	145,800	162,000	162,000	178,200	194,400	210,600	2,568,200
Operating Expenses											
Electric	5,200	5,200	5,200	5,200	5,200	5,200	5,200	5,200	5,200	5,200	52,000
Maintenance/snow/insurance	42,000	45,000	49,000	52,000	55,000	61,000	61,000	64,000	67,000	67,000	563,000
Water, sewer, gas for common Areas	5,000	6,250	7,500	8,800	10,032	11,300	11,300	13,200	15,000	16,300	104,682
Prop. mgt./Leasing fees	8,100	9,720	11,340	12,960	14,580	16,200	16,200	17,820	19,440	21,060	147,420
Sub-Total	60,300	66,170	73,040	78,960	84,812	93,700	93,700	100,220	106,640	109,560	867,102
Capital Improvements & Repair/Replacement Costs											
Building 4 apron/Bldg.18 pavement	250,000	60,000									310,000
Utility separation/Meters	25,000										25,000
Building demolition	8,500										8,500
Roof repairs/Bldgs.18,20,21,22		584,000									584,000
Improvements for ADA compliance	75,000	75,000									150,000
Other repair & replacement costs	7,500	10,000	15,000	15,000	20,000	20,000	27,000	48,000	59,425	392,200	614,125
Sub-Total	366,000	729,000	15,000	15,000	20,000	20,000	27,000	48,000	59,425	392,200	1,691,625
Total Expenses	426,300	795,170	88,040	93,960	104,812	113,700	120,700	148,220	166,065	501,760	2,558,727
Reserve Fund/Repair & Replacements	4,700	46,030	25,360	35,640	40,988	48,300	41,300	29,980	28,335	(291,160)	9,473

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- Samuel Ferraro, Commissioner, Niagara County Department of Economic Development / Executive Director, Niagara County Industrial Development Agency
- Charles Haseley, Building Inspector, Town of Niagara
- John Heimbeck, HUD Buffalo
- Lawrence Witul, Assistant Director, Niagara County Industrial Development Agency
- Louis Knotts, President, Calspan
- Mary Hughes, Federal Real Property Assistance Program, U.S. Department of Education
- Merrill Lane, Chairman, Niagara Military Affairs Council
- Michael Casale, Deputy Commissioner of Business Development, Niagara County Center for Economic Development
- N. E. Nolf, Base Public Affairs Officer, 914th Airlift Wing, Niagara Falls ARS
- Patrick Paterson, Fort Drum Department of Public Works, Maintenance Mechanic, Niagara Army Reserve Center
- Patrick Whalen, Trade Consultant, World Trade Center, Buffalo/Niagara
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- Ravi Ajodah, Base Transition Coordinator, 77th Regional Readiness Command, Fort Totten
- Robyn Krueger, Executive Director, Community Missions of Niagara Frontier, Inc.
- Roger Trevino, Niagara Falls Redevelopment, LLC
- Thomas Pleban, Executive Vice President, Calspan
- William Schickling, Vice President of Finance, Niagara County Community College
- William Vanecek, Director of Aviation, Niagara Frontier Transportation Authority

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