



2022

# Unlocking Opportunity:

## The Report of the New York State Prison Redevelopment Commission



# Acknowledgements

Empire State Development (ESD) would like to thank the following groups and individuals for their contributions to the Prison Redevelopment Commission and this report. The Commission members provided invaluable input, insight, and passion to the process and recommendations of the Commission. The Commission also relied on strong partnerships and weekly calls with sister agencies across New York State, including Department of Corrections and Community Supervision (DOCCS), Office of General Services (OGS), and Department of Parks, Recreation, and Historic Preservation (Parks). Finally, the Commission's activities were supported by BJH Advisors (BJH), a New York-based women and minority owned real estate and economic development consulting firm. BJH also worked with graphic designer Tsz Lok Leung to produce the final report.



# Relevant Terms and Acronyms

## Relevant Agencies

- **Empire State Development (ESD)** – A NYS agency that supports growing the State’s economy through targeted initiatives and incentives.
- **Department of Corrections and Community Supervision (DOCCS)** – a NYS agency that maintains the state prisons and parole system.
- **Office of General Services (OGS)** – A NYS agency that manages and leases real property, designs and builds facilities, and delivers a broad scope of critical services for other agencies.
- **Department of Parks, Recreation, and Historic Preservation (Parks)** – A NYS agency that oversees more than 250 parks, historic sites, recreational trails, golf courses and more.
- **New York State Energy Research and Development Authority (NYSERDA)** - A NYS agency that promotes energy efficiency and the use of renewable energy sources through collaboration with NYS residents, business owners, and local government officials, among other stakeholders.

**Requests for Proposals (RFPs)** - A business document that announces a project, describes it, and solicits bids from qualified respondents to complete it.

**Economic Transformation Program (ETP)** - A capital grant and tax credit program created in response to earlier prison closures to promote economic development activities in the communities affected by the closures.

**Downtown Revitalization Initiative (DRI)** - A ESD/Department of State led program that transforms downtown neighborhoods into vibrant centers that offer a high quality of life and are magnets for redevelopment, business, job creation, and economic and housing diversity through a regimented planning process with associated funding.

**Industrial Development Agencies (IDAs)** - A public benefit corporation formed by the State for a particular municipality (county, city, town, village or Indian tribe) to foster economic development in the specific locality through incentives and other tools.

**Compound Annual Growth Rate (CAGR)** - The annual growth rate over a given period longer than one year had the value grown at a steady rate each year.

**Square Footage (SF)** - the two dimensional measurement of area pertaining to the footprint of prisons or other areas being described in this report.

**Absorption** - the sum of square feet occupied minus the sum of square feet vacated and/or demolished.

# Table of Contents

<b>01 Message from the Co-Chairs</b>	<b>6</b>
<b>02 Executive Summary</b>	<b>8</b>
Background	8
Closed Prisons across New York State Regions	8
Commission Goals	9
Commission Activities	10
Commission Recommendations	11
<b>03 Scope of Work</b>	<b>13</b>
Key Contributors	13
Tasks and Timeline	13
<b>04 Analysis and Findings</b>	<b>15</b>
Outreach and Engagement Activities and Findings	15
Prison Facility Research and Analysis	16
Focus Groups Discussions and Recommendation Formation	35
<b>05 Commission Recommendations</b>	<b>40</b>
Recommendations to Get the Word Out	40
Recommendations to Connect Interested Parties to Redevelopment Resources	41
Recommendations to Support an Effective and Inclusive Redevelopment Process	42
Recommendations to Identify and Address Prison-Specific Issues and Opportunities	43
<b>06 Future Role of the Commission</b>	<b>46</b>
Commission Members Outreach and Engagement	46
Prison Redevelopment Documentation	46
Prison Redevelopment Updates	46
<b>07 Conclusion</b>	<b>48</b>
<b>08 Prison Profiles</b>	<b>50</b>
<b>09 Appendix</b>	<b>135</b>
List of Commission Members	135



**01**

# Message from the Co-Chairs

# Message from the Co-Chairs

## Dear Governor Hochul, Majority Leader Stewart-Cousins, and Speaker Heastie:

The New York State prison population has decreased by 57% since its peak in 1999. This has led to the closure of more than 20 prison facilities across the state over the past two decades. While some prisons have been repurposed, many are languishing, providing no local jobs, and blighting their communities.

New York now has a significant opportunity to create a nation-leading standard for prison redevelopment, serving as a guide for other states with declining prison populations that wish to close prison facilities. With this goal in mind, Governor Hochul assembled the Prison Redevelopment Commission in 2022. It has strategically and purposefully analyzed prison redevelopment possibilities that serve the state's economic needs and now recommends a set of clear and credible actions to hasten the next chapter in the stories of these facilities.

We owe our deepest thanks to the members of the Commission who invested their time over the past year and embraced this complex issue with great passion and purpose. This report reflects their commitment and includes a balance of near- and long-term recommendations to lay the groundwork for successful prison redevelopment. Community members, state agency staff, local elected officials, economic development organizations, and other stakeholders were also called upon to support and supplement the expertise brought by Commission members. We are grateful for their contributions in the development of these recommendations.

New York State is committed to supporting the many communities impacted by prison closure. This includes the local areas surrounding each former facility, understanding that the employees of those prisons are valuable and many times, essential members of their communities, serving in roles such as volunteer firefighters, little league coaches, and small business owners. It also includes systems-impacted people that may have uprooted through the criminal justice system and make up members of the local community. Our recommendations serve these constituencies.

The Commission is recommending New York State commit a number of resources to help communities address prison redevelopment. This is divided into three key programs, the Prison Redevelopment Fund, the Municipal Technical Assistance Fund, and the Prison Redevelopment Planning Initiative.

There is still more work to be done and New York is committed to swiftly implementing the recommendations in this report. Coupled with the funding support programs, ESD will prioritize the release of at least two Requests for Proposals for prison redevelopment in 2023, offering the market a chance to respond to this unique opportunity. ESD intends to first release RFPs for Downstate CF and Watertown CF. The state will also aggressively market each site through a variety of channels, casting a wide net for future users.

The Prison Redevelopment Commission aspires to set the course for New York to lead the nation, building upon Governor Hochul's commitment to breathing new life and purpose to these facilities and the communities that have relied on them as an economic generator. New York is already making this vision a reality and together we will continue this critical work. On behalf of the Commission, we are pleased to present their work and recommendations in this report.

Sincerely,



Hope Knight, President and CEO  
Empire State Development



Darren Walker, President  
Ford Foundation



02

# Executive Summary

# Executive Summary

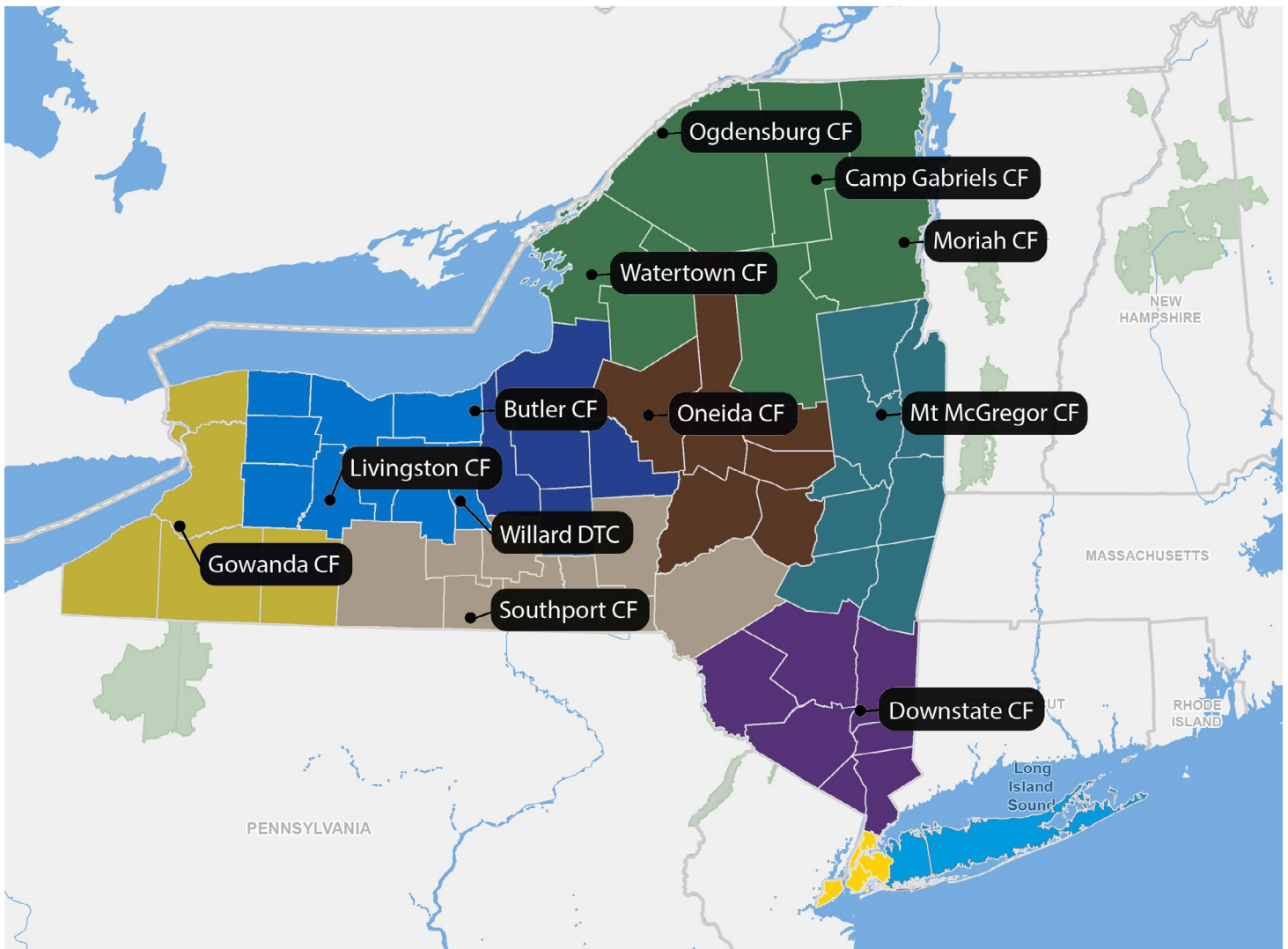
## Background

In November 2021, Governor Hochul announced that New York State (NYS) will be closing six under capacity state prisons due to declines in the incarcerated population. This decision comes on the heels of more than twenty prison closures across the state over the last fifteen years. The goal of the administration is to find productive and creative uses for these facilities that best fits the needs of the host communities.

To deliver on these goals, the Governor formed the Prison Redevelopment Commission (the Commission) to analyze prison redevelopment opportunities that serve the State's economic needs and recommend a clear and credible plan of action.

This report summarizes the Commission's process, findings, and recommendations, and profiles the 12 closed prisons across NYS. The portfolio of 12 prisons comprises the six recently closed prisons in addition to six more that were closed previously without any new use identified and have remained vacant.

## Closed Prisons across New York State Regions





## Commission Goals

In the first meeting of the Commission, members identified key goals for the work of the Commission. These goals address the charge from Governor Hochul to analyze prison redevelopment opportunities and create a toolkit to transform these facilities for the future. They include:

- Understand the impact of closure on local economies and provide support to mitigate these issues
- Develop a resource guide to document each site's conditions and challenges to advance future use strategies
- Gather the necessary information to assist decision makers in creating or modifying policy and programs that support the economies where there are closed prisons
- Utilize the NYS budget to maximize programs, funding, and incentives to facilitate prison redevelopment, ultimately generating positive economic and fiscal impact in communities
- Review policies related to state asset disposition to streamline future redevelopment efforts
- Develop frameworks to evaluate future prison closures and redevelopment proposals





## Commission Activities

Throughout 2022, Commission members, NYS agencies, community stakeholders and economic development organizations met to address and advance prison redevelopment. Their work was divided into three areas:

### 01

#### Outreach and Engagement

The ESD team visited each closed prison in the portfolio, meeting with local leaders and community members to hear about on-the-ground conditions - how the closures have impacted them and what they would like to see moving forward. Major themes that emerged from this area are distilled in the [Outreach and Engagement Activities and Findings sub-section](#).



### 02

#### Prison Facility Research

The ESD team, with partner agencies, completed a comprehensive review of the prison sites, including their physical characteristics, local market conditions, and redevelopment assets and limitations. This information is summarized across all 12 prisons in the [Prison Facility Research and Analysis sub-section](#) and detailed for each prison in [Section VIII. Prison Profiles](#).



### 03

#### Commission Meetings, Focus Groups, and Recommendations

Commission members met four times over the course of 2022 in full group meetings, discussing presentations from ESD staff and partner agencies and ultimately generating and finalizing the Commission's recommendations. In between the full Commission meetings, members divided into four focus groups to discuss specific issues relating to prison redevelopment. More information on these activities can be found in the [Focus Group Discussions and Recommendations Formation sub-section](#).





## Commission Recommendations

After listening to presentations by ESD staff and meeting in facilitated focus groups, the Commission generated 12 recommendations to facilitate the redevelopment of the closed prisons:



### Recommendations to get the word out:

1. Prioritize the release of Requests for Proposals
2. Launch a marketing campaign for the prison sites
3. Develop a comprehensive “one stop shop” website for all prison site information



### Recommendations to connect interested parties to redevelopment resources:

4. Launch the prison redevelopment fund
5. Create a municipal technical assistance program
6. Prioritize prison redevelopment throughout all relevant state agency funding programs and initiatives



### Recommendations to support an effective and inclusive redevelopment process:

7. Engage communities around a prison redevelopment planning process
8. Leverage workforce development partnerships to identify regional needs and impacted communities and develop creative solutions



### Recommendations to address prison-specific issues and opportunities:

9. Review maintenance protocols for closed prisons
10. Divide large sites into smaller parcels to encourage diverse uses
11. Prioritize housing in future redevelopment efforts at the prison sites
12. Investigate renewable energy opportunities and partnerships
13. Support the redevelopment of sites adjacent to or within the Adirondack Park

More information on each of these recommendations, including the status and timeframe, key agencies and partners, and whether the recommendation requires statutory or regulatory changes, is detailed in:

[Section V. Commission Recommendations.](#)

**03**

# Scope of Work

# Scope of Work

## Key Contributors

The Commission embarked on its work in March 2022. Key groups involved include:

- The Commission members (see appendix A for full list) – A group selected based on their varied expertise areas, including key state agency commissioners, real estate developers, architects and designers, community advocates, and workforce development experts
- Empire State Development (ESD) – A NYS agency that supports growing the state economy through targeted initiatives and incentives
- The Prison Redevelopment Commission Project Team (the project team or the team) – The Commission is led by the ESD Real Estate Development and Planning Department, and supported by the Legal Department, outside counsel, and BJH Advisors
- Department of Corrections and Community Supervision (DOCCS) – a NYS agency that maintains the state prisons and parole system
- Office of General Services (OGS) – A NYS agency that manages and leases real property, designs and builds facilities, and delivers a broad scope of critical services for other agencies
- Department of Parks, Recreation, and Historic Preservation (Parks) – A NYS agency that oversees more than 250 parks, historic sites, recreational trails, golf courses and other areas
- Local elected representatives, economic development organizations, and community members

## Tasks and Timeline

### Commission Meetings

The full Commission met four times over the course of 2022. The first meeting kicked off the process, and the second and third provided a venue for briefings by the ESD project team and robust discussion by the members, and final sign off of commission recommendations occurred during the fourth meeting.

### Outreach and Engagement

The ESD project team embarked on an outreach tour that included visits to each prison, meetings with local officials, community members, and economic development organizations. ESD held in-person and virtual meetings in each community, working with economic development professionals, local elected officials, and other stakeholders. ESD also surveyed local and state agencies to determine potential public sector needs and transition

opportunities. Lastly, the ESD team visited each site and toured the surrounding area with DOCCS, OGS, and other public and private stakeholders to better understand facility and site conditions.

### Prison Facility Research

The ESD project team gathered information about each facility's conditions, including utilities, regulatory and environmental information. This was sourced from weekly calls with DOCCS, OGS, and other relevant state entities, as well as the DOCCS closure reports.

The team also conducted economic and real estate market analysis in the area around each of the prisons. With this information, the team was able to identify common issue areas across all prisons and understand what hurdles may inhibit the transition of prisons to other uses. This work did not include any design, cost estimation, or financial feasibility analysis. ESD completed this analysis throughout the course of 2022 and used it to inform the Commission and their recommendations.

### Focus Group Discussions

In between full Commission meetings 2, 3, and 4, commission members participated in focus groups to tackle key issue areas and hone recommendations. They met to discuss and leverage their collective expertise across different areas related to prison redevelopment. These areas consisted of 1) Physical Specifications, 2) Economic Limitations, 3) Workforce Development, and 4) Partnerships.

### Recommendations and Reporting

The ESD project team synthesized the expertise and input from the members with the outreach, engagement, and prison facility research findings to form the basis of the final recommendations and this report.



# 04

## Analysis and Findings

# Analysis and Findings

The following section details analysis and findings in the three major areas of work covered by the Commission: Outreach and Engagement, Prison Facility Research and Analysis, and Focus Group Discussions and Recommendation Formation.

## Outreach and Engagement Activities and Findings

The ESD project team conducted a site visit to each closed prison facility and has held meetings with stakeholder groups from each surrounding community. For most of the sites, the team had the opportunity to connect with elected officials from the municipality, county, and state level, as well as economic development groups. These conversations were helpful in painting a more vivid picture of what is happening on the ground in these communities - how the closures have impacted them and what they would like to see moving forward.

As the team engaged with these parties, clear themes emerged. These communities feel neglected and are suffering from the economic, social, and emotional impacts of the closures.

While the sites themselves and communities in which they are located differ greatly, similar feedback was echoed throughout the various conversations. The four categories below capture most of the responses.

### Improving Future Prison Closure Process

With the 57% decline in prison population since 1999, prison closures are necessary, but painful for the communities. DOCCS has a system for determining closures, including the careful review of the operations at all facilities. Decisions are made based on a number of factors including physical infrastructure, program offerings, facility security, specialized medical services, and proximity to other facilities to minimize the impact to staff. DOCCS also has a comprehensive communications plan when closures do occur, including facility staff, state level, and local elected officials.

Though there are no plans to close additional prisons at this time, communities expressed a desire to have been included in the decision-making process. In some cases, people said they did not understand the “logic” behind a closure and wondered why the state would choose to close a facility that is so difficult to redevelop and leave others open. Some examples include Oneida CF, which shares infrastructure with an active prison; Ogdensburg CF, which is located within the Office of Mental Health psychiatric campus; and Moriah CF, which is located within the Adirondack Park.

Communities are also worried about the rapid deterioration that occurs when prisons are closed “cold.” A cold closure means all systems are moved offline, and sometimes removed. The site becomes much harder to dispose of for redevelopment purposes, and it can become a security risk.

### Streamlining the Disposition Process

Many communities stressed the difficulties of redeveloping these sites. Historically, prisons were strategically located in remote parts of the state, built on difficult terrain, and many are far from transportation connections. The existing prison site infrastructure can be a benefit for future redevelopment, but the buildings themselves were built for specialized uses and may be hard to repurpose. Some local stakeholders noted that the RFP process can be too complicated, and in some cases, economic development professionals in the area would like to market and tour the sites with interested parties but do not know how to get permission to access them. Stakeholders often expressed support for the sites to be redeveloped for another state use, like a state police training facility, another DOCCS use, or workforce housing which would hasten the return of jobs to the community and would reduce local costs and responsibility.



Mitigating the Community Impact

Stakeholders would also like to see the state do more to mitigate the impact a closure has on the surrounding community. Beyond the job loss, closures strain communities in other ways: Municipalities may take over some of the infrastructure on the site, but it requires expensive legal counsel and outside consultants to assist them with the process, which is a strain on municipal budgets.

Additionally, the team frequently heard stories of people who worked in the prisons serving other roles in the community as volunteer firemen, little league coaches, or small business owners. When the prison closes, people who worked there often commute long distances to other facilities which impacts their ability to serve in these other capacities. In some cases, they leave the community all together.

Clarifying the Economic Transformation Program Funding  
The Economic Transformation Program (ETP) program made funding available to communities with prisons that were closed in 2011 and 2014. Through the program, applicants could access funding for redevelopment activities within a defined radius around the prison site. The funding was intended to spur job creation and tax revenue to mitigate the loss from the prison closure. Not all the sites under the Commission’s purview have access to this funding. Newly closed prison communities who do not have an ETP allocation have indicated their desire to have funding made available for redevelopment efforts. Additionally, a number of communities that do have access to the funding stated that they would not want to see any of it taken away to be used in other communities with new closures.

This funding was underutilized in the past, mostly because it was difficult to access and served the same purpose

as many other funding sources available through ESD, prioritizing job creation in the surrounding area rather than redevelopment of the site itself.

ESD and the Prison Redevelopment Commission recognize that these communities have historically been under supported in the aftermath of these closures and have used this feedback to build recommendations that empower these communities as we forge a path to redevelopment and reuse.

Prison Facility Research and Analysis

The following sub-section includes summary information regarding the 12 prisons’ physical characteristics, transportation access, legal requirements, local market conditions, and redevelopment assets. The assessment of these areas sheds light on challenges and opportunities for the redevelopment of specific prisons, as well as common hurdles to redevelopment that affect multiple sites and may be addressed through programmatic or policy solutions.

Additional and more detailed information on each site may be found in [Section VIII. Prison Profiles](#).

Approach

The project team gathered information on each site from a wide range of sources, including existing DOCCS reports, stakeholder interviews with local officials and economic development professionals, public data sets, and desktop research. In addition, the geographic scope of this analysis ranges from the site level to the regional level, depending on the information category.

The below table identifies the specific sources and geographic scope for each topic.

Sub-Section		Data Source(s)	Geographic Scope
Site Context	Site Overview	DOCCS reports	Site
	Site Plan & building Inventory	DOCCS reports	Site
	Site Infrastructure	DOCCS reports	Site
	Transportation Access	Desktop research	Country
	Legal & Land Use Information	DOCCS reports	Site
Local Market	Demographic & Industry Trends	Quarterly Census of Employment and Wages (QCEW); US Census	10-mile radius <sup>1</sup>
	Real Estate Trends	CoStar	10-mile radius
	Regional Trends	Local economic dev’t agencies	County
Redevelopment Assets	Funding Sources & Programs	Desktop research	Region
	Renewable Energy Potential	NYSERDA reports	Site

Table 1: Sub-Section Data Sources and Geographies

1. The 10-mile radius is defined as the census tracts that are at least 50% within a 10-mile radius of each site.

Site Context

Site Overview

As discussed previously, the 12 prisons are spread across the state, covering all regions except New York City, Long Island, and Central NY. Some of the sites are in very rural and remote areas (e.g., Moriah CF, southeast of the Adirondack Park), while others are close to population centers (e.g., Downstate CF, near Fishkill in the Hudson River Valley).

Region	County	Site	Address
Capital Region	Saratoga	Mt. McGregor CF	1000 Mt. McGregor Rd Wilton, NY 12831
Finger Lakes	Livingston	Livingston CF	7005 Sonyea Rd Sonyea, NY 14556
	Seneca	Willard DTC	7116 County Rte 132 Willard, NY 14588
	Wayne	Butler CF	Country 14003 Westbury Cut Off Rd Red Creek, NY 13143
Mid-Hudson	Dutchess	Downstate CF	121 Red Schoolhouse Rd Fishkill, NY 12524
Mohawk Valley	Oneida	Oneida CF	6100 School Rd Rome, NY 13440
North Country	Essex	Moriah CF	75 Burhart Ln Mineville, NY 12956
	Franklin	Camp Gabriels CF	737 State Rte 86 Gabriels, NY 12939
	Jefferson	Watertown CF	23147 Swan Rd Watertown, NY 13601
	St. Lawrence	Ogdensburg CF	1 Correction Way Ogdensburg, NY 13669
Southern Tier	Chemung	Southport CF	236 Bob Masia Dr Pine City, NY 14871
Western	Erie	Gowanda	South Rd Gowanda, NY 14047

Table 2: Prison Site Addresses, Counties, and Regions





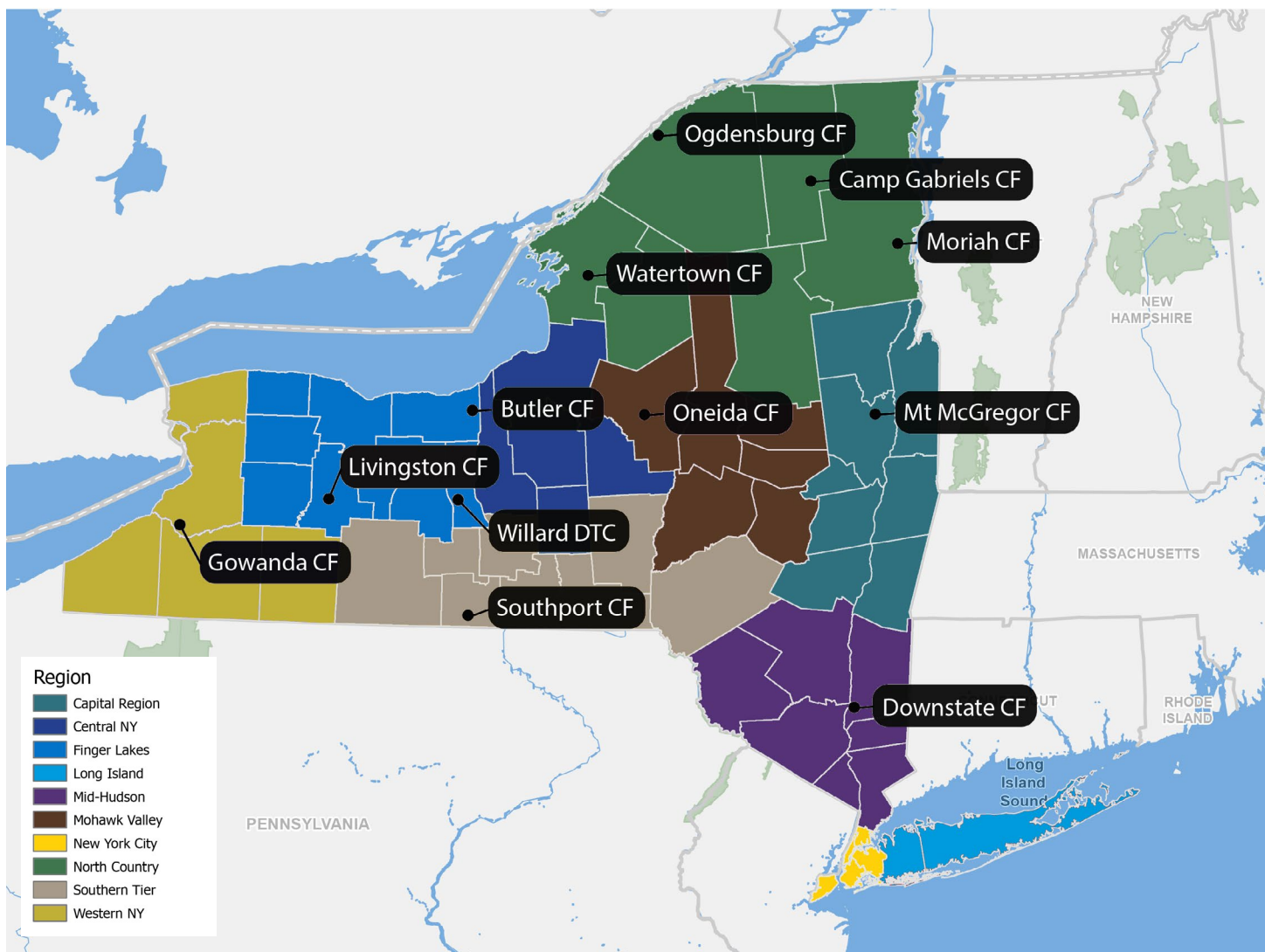


Figure 1: Map of Prison Site Locations in NYS

## Site Plan and Building Inventory

The sites not only vary in terms of their location throughout the state, but also their size and building inventories. The sites range from 33 acres (Ogdensburg CF) to 550 acres (Willard DTC), some with just over 100 thousand built square feet (Moriah CF) and others with just under 1 million (Willard DTC). Figure 2, on the next page, shows the relative size (in terms of site acreage) and location of each site.

The sites also range in terms of security level, which impacts the campus layout and building characteristics. Maximum-security prisons typically have heavily enforced perimeter walls with guard towers. In addition, their housing structures are primarily composed of single-occupancy cells. On the other hand, minimum-security prisons tend to have a more open campus with communal dormitories.

The 12 prisons were also constructed at very different times, as illustrated by the below table, and their buildings vary in terms of condition and historical value. While some of the site's buildings are deteriorating due to old age, others were built with resilient materials like quarried stone and hold cultural and historical importance. In addition, sites with historic buildings may be eligible for Historic Tax Credits – a notable incentive for developers. See more details on potential funding programs below.

Additional information on each site's building inventory, as well as a detailed site plan, may be found in [Section VIII. Prison Profiles](#).



	Site Acres	Building SF	Security Level
Willard DTC	550	930K	N/A*
Southport CF	408	430K	Maximum
Mt. McGregor CF	325	558K	Minimum/Medium
Butler CF	151	183K	Medium/Maximum
Camp Gabriels CF	144	167K	Minimum
Livingston CF	118	286K	Medium
Watertown CF	113	353K	Medium
Oneida CF	85	870K	Medium
Downstate CF	80	558K	Maximum
Gowanda CF	68	882K	Medium
Moriah CF	62	114K	Minimum
Ogdensburg CF	33	525K	Medium

**Table 3: Prison Site Acreage, Building SF, and Security Level**

Source: DOCCS Reports

\*Willard is a Drug Treatment Center (DTC) and therefore not classified as minimum-, medium-, or maximum-security, though a portion of the site is enclosed by a perimeter fence characteristic of a medium-security facility.

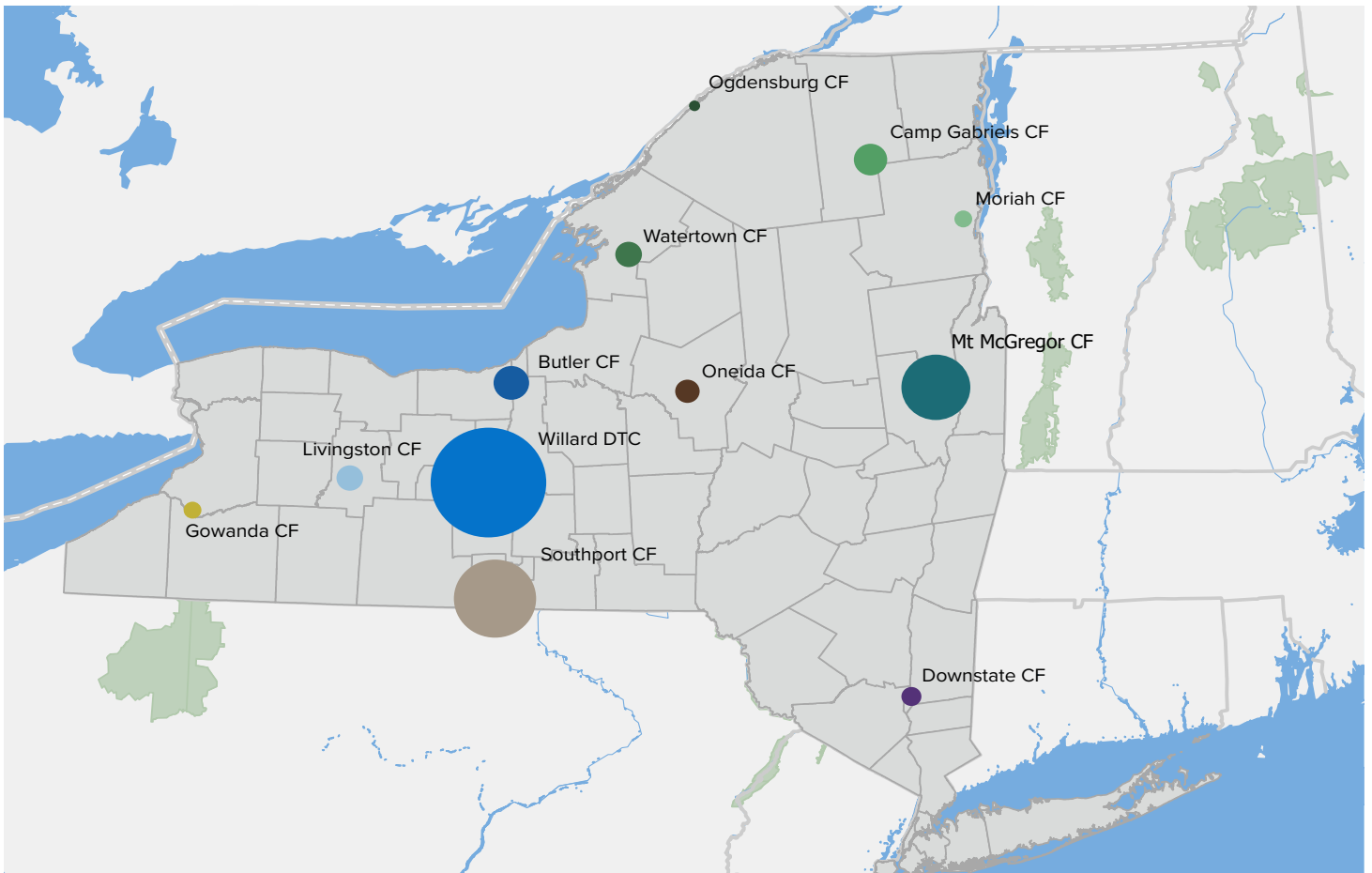


Figure 2: Map of Prison Site Locations in NYS, and Site Acreage (corresponds with bubble size)  
Source: DOCCS Reports

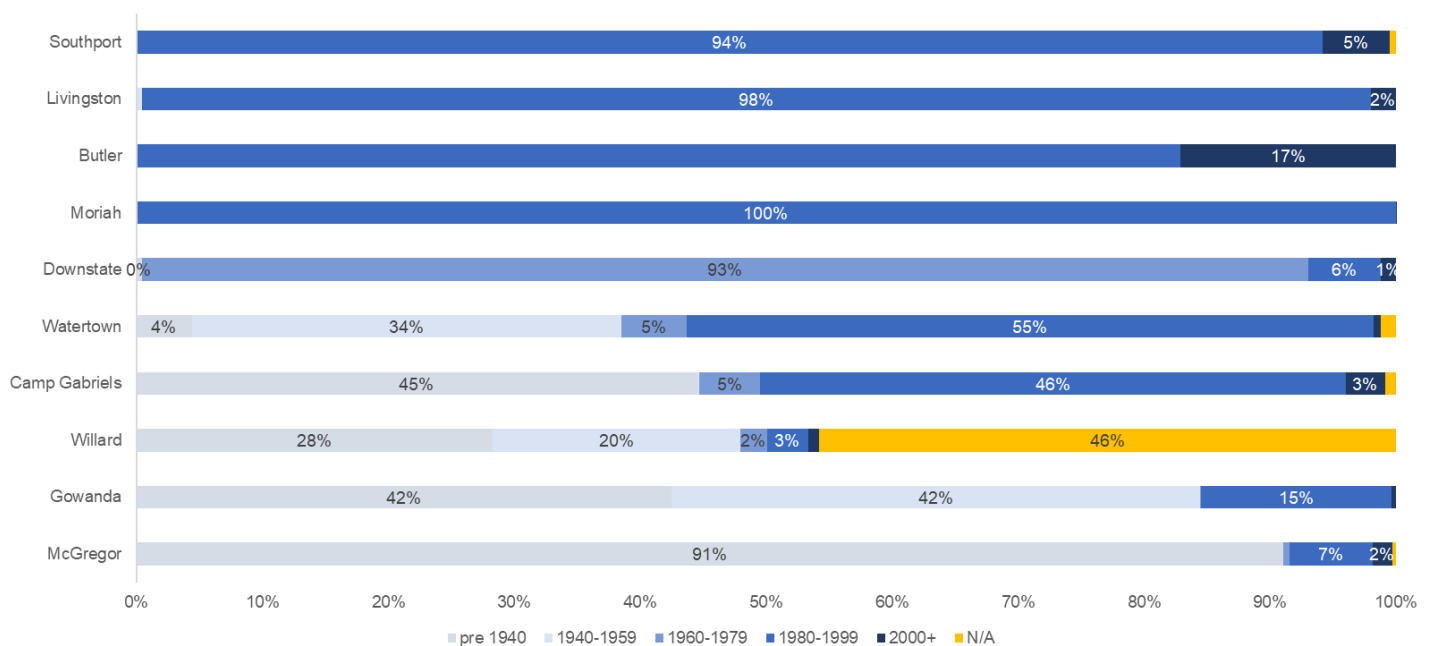


Figure 3: Prison Site Building Inventories (SF) by Year Built  
Source: DOCCS Reports  
\*Note: N/A refers to building square footage that does not have a recorded construction date.

## Site Infrastructure

All sites were developed to support hundreds to thousands of people on a confined campus and therefore have strong infrastructural and utility systems, including for water, electricity, and waste treatment. This is an important asset for the sites located in rural areas where infrastructure and utilities can be limited.

Some of the sites that are adjacent or proximate to other correctional facilities share infrastructure and

utility systems (Livingston CF, Downstate CF, Oneida CF, Ogdensburg CF, and Gowanda CF). Other sites that have their own water treatment plants provide neighboring residences or other institutions with potable water (Willard DTC and Watertown CF). In these cases, prison disposition may require easements, as is discussed on a case-by-case basis in [Section VIII. Prison Profiles](#).

Site	Shared Utilities	Water Source	Sewage Destination	Electricity Source
Mt. McGregor CF	No	Pumped from Lake Bonita and treated onsite	N/A	National Grid
Livingston CF	Water and sewage systems connected to Groveland CF	Livingston County Water and Sewer Authority	Groveland CF Wastewater Treatment Plant	National Grid
Willard DTC	Water tank services nearby residences, the Seneca County Sewage Treatment Plant, and the Bonavista NYS Parks Golf Course	Pumped from Seneca Lake and treated onsite	Seneca County Wastewater Treatment Plant	New York State Electric & Gas
Butler CF	No	Wayne County Water and Sewer Authority	Wayne County Water and Sewer Authority	New York State Electric & Gas
Downstate CF	Water and sewage systems connected to Fishkill CF	City of Beacon	City of Beacon	Central Hudson
Oneida CF	Water, sewage, and electricity systems connected to Mohawk CF	City of Rome	City of Rome Wastewater Treatment Plant	National Grid
Moriah CF	No	Pumped from a well on the property	Port Henry Sewer Authority	National Grid
Camp Gabriels CF	No	Pumped from a well on the property	Morrisonville Septic LLC	National Grid
Watertown CF	Water tank services nearby residences	City of Watertown	City of Watertown Waste Treatment Plant	National Grid
Ogdensburg CF	Water system connected to St. Lawrence Psychiatric Facility	City of Ogdensburg	N/A	National Grid
Southport CF	No	Elmira Water Board	Chemung County Sewer District	New York State Electric & Gas
Gowanda CF	Water, sewage, and electricity systems connected to Collins CF	Collins CF Water Treatment Plant	Village of Gowanda Wastewater Treatment Plant	National Grid

*Table 4: Prison Site Utilities*  
Source: DOCCS



## Transportation Access

Prisons were developed to function as isolated campuses and do not typically have strong access to transportation networks. However, some sites have better connectivity than others, depending on their function within the correctional system and proximity to population centers. Downstate CF, for instance, served as a transitional receiving and classification center and has relatively strong transportation access (it is only two miles from Interstate 84 and three miles from a Metro-North railroad line, among other transportation assets).

A site's proximity to existing transportation systems – in addition to the capacity for local transportation networks to expand and service the site – are important considerations when assessing a site's redevelopment potential or identifying future uses. For instance, many industrial uses require easy access to load bearing roads or commercial rail lines.

More information on each site's proximity to freeways, rail, and other transportation assets (e.g., airports) are discussed in [Section VIII. Prison Profiles](#).

Site	Freeway	Distance
Mt. McGregor CF	I-87	6 miles
Livingston CF	I-390	2 miles
Willard DTC	I-90	22 miles
Butler CF	I-90	18 miles
Downstate CF	I-84	2 miles
Oneida CF	I-90	18 miles
Moriah CF	I-87	10 miles
Camp Gabriels CF	I-81	7 miles
Watertown CF	I-81	7 miles
Ogdensburg CF	I-81	43 miles
Southport CF	I-86	10 miles
Gowanda CF	I-90	12 miles

| Table 5: Prison Site Freeway Access

Site	Owner/Operator	Access	Type
Mt. McGregor CF	Delaware & Hudson Railway Co.	Closest access point – 4 miles	Freight
	Saratoga Corinth & Hudson Railway	Closest access point - 10 miles	Passenger (Scenic)
	Amtrak	Fort Edward-Glen Falls Train Station - 13 miles	Passenger
	Amtrak	Saratoga Springs Train Station - 10 miles	Passenger
Livingston CF	Genesee & Wyoming Railroad	Closest access point - 1 mile	Freight
Willard DTC	Finger Lakes Railway Co	Freight terminal - 2 miles	Freight
Butler CF	Wayne County IDA/Bufalo Southern	Closest access point - 5 miles	Freight
Downstate CF	Metro North	Beacon Train Station - 3 miles	Passenger
	Metro North	Poughkeepsie Train Station - 15 miles	Passenger
	Amtrak	Poughkeepsie Train Station - 15 miles	Passenger
Oneida CF	CSX Transportation	Closest access point - 1 mile	Mixed
	Amtrak	Utica Train Station - 17 miles	Passenger
	Amtrak	Rome Train Station - 2 miles	Passenger
	NYSDOT/New York Central Railroad	Utica Train Station - 17 miles	Passenger (Scenic)
Moriah CF	Amtrak	Port Henry Train Station - 7 miles	Passenger
	Amtrak	Westport Train Station - 12 miles	Passenger
Camp Gabriels CF	-	-	-
Watertown CF	CSX Transportation	Freight yard - 3 miles	Freight
	Jefferson County IDA/Mohawk Adirondack & Northern	Closest access point - 18 miles	Freight
Ogdensburg CF	Ogdensburg Bridge & Port Authority	Closest access point - 1 mile	Freight
Southport CF	Norfolk Southern Railway Co	Freight terminal - 4 miles	Freight
Gowanda CF	Erie County IDA/Bufalo Southern	Closest access point - directly adjacent to Site	Freight
	New York & Lake Erie Railroad	Closest access point - 2 miles	Passenger (Scenic)

| Table 6: Prison Site Rail Access



## Legal Considerations

Each of the sites have unique physical characteristics that preclude or lend themselves to certain redevelopment uses. However, another primary consideration for redevelopment should be whether a site is subject to any legal requirements or restrictions that limit allowable uses or transactions. The below list of legal considerations is expanded upon with site-specific restrictions in [Section VII. Prison Profiles](#).

**Land Use and Zoning** – All of the sites are subject to zoning regulations, including those set forth by local municipalities and/or state parks (e.g., Adirondack Park). To the extent that a desired use is not allowable under the site's existing zoning, a developer would be required to undergo a zoning approvals process. The State should explore the most effective strategies under local and state law for securing the entitlements necessary to repurpose these sites.

**Easements** – Some of the sites overlap with or block infrastructure that belong to other parties and/or are not included in the deed parcel. For example, the Ulysses S. Grant Cottage, a National Historic Landmark owned by the State and serviced by Parks, can only be accessed by a road that is part of the Mt. McGregor CF site. Saratoga County's emergency tower is also on the Mt. McGregor CF site and will require continued access. In these cases, easements will be required prior to redevelopment.

**Public Lands Law** – The Public Lands Law precludes the transfer of properties larger than 100 acres to a private developer if the site is contiguous to a state park or forest preserve. Mt. McGregor CF is in a county adjacent to the Adirondack Park and is therefore subject to this law.

**Bond Financing** – Prior to and as a part of the Prison Redevelopment Commission's process, ESD staff, OGS staff, and Katten Muchin Rosenman LLP, ESD bond counsel, conducted deed and title searches and financing research on all the prisons in the portfolio. This research produced information on the chain of ownership, deed plot maps, and general financing structures deployed for capital improvements and investment for the prisons.

ESD bond counsel investigated Internal Revenue Service (IRS) limitations and disposition strategies for the prisons. They determined that over time, NYS used different tax-exempt bond financing programs to construct and repair prisons. These bond financings consist of General Obligation (GO) bonds, bonds issued by ESD and DASNY and secured through Personal Income Tax revenues (PIT bonds), lease payments from DOCCS, and more recently, bonds issued by ESD and serviced by contracts.

Over time, these bonds have been refinanced, meaning that it is assumed none are imminently expiring. Due to complex record keeping related to the tracing of bond proceeds, it is impossible to associate specific bond issuances with specific prisons. Therefore, each of the 12 prisons are assumed to have utilized tax-exempt bonds across their sites and are subject to IRS use restrictions and requirements related to bond defeasance.

In order to transition a prison to a new use, disposition must comply with the IRS code for assets financed with tax-exempt bonds. In general, ESD foresees three categories of disposition types. This is not to say other types of transactions could be identified, but the following have been used successfully:

1. **Facility is sold as a fee simple transaction.** This requires an upfront payment and no forms of deferred payments. The proceeds must be used within two years for qualified governmental improvements. Transaction types may include RFPs or a public auction.
2. **Facility is transferred to a local government.** The property must remain in a public use, or in other words, continue to be subject to tax-exempt use restrictions. Potential uses may include public office space, recreational facilities, or park lands. This disposition type would require a tax compliance agreement documenting the use for a public purpose, and the facility would return to the State if the agreement was broken.
3. **Facility is disposed of by in-kind contribution.** The rationale is that the State is relieved of the need to service the property. The property is granted to the new user with conditions of use.

Separate from the disposition process, the State may pursue targeted demolition for certain prison sites to prepare them for future redevelopment. In the event of a future disposition, the State could complete demolition first and then dispose of the property to another entity without an improvement. The ESD team's research in the area of legal and transactional considerations has informed the Commission and subsequent recommendations.

## Local Market

The following sub-section evaluates demographic, industry, and real estate trends for the area around each site (defined by a 10-mile radius). These metrics are indicators of local activity, trends, or demand for residential and/or commercial development. They may contribute to identifying future uses for each site.

### Demographic and Industry Trends

New York State has an overall population density of approximately 420 people per square mile. All the prison site study areas, except for Downstate CF, have a lower population density than the State. In fact, the areas around Camp Gabriels CF, Moriah CF, Willard DTC, Ogdensburg CF, Butler CF, Livingston CF, and Gowanda CF each have fewer than 100 residents per square mile.

Employment also varies substantially across each site's study area and is typically directionally aligned with population density.

Each prison study area's population and employment growth/decline trends contributes to the local market's strength and capacity to absorb new development. The below figure shows each prison study area's population growth (Compound Annual Growth Rate, or CAGR, over a 10-year period) on the x-axis and employment growth (CAGR over a 10-year period) on the y-axis, with bubble size representative of the study area's 2020 population.



	Population	Population Density (per Sq. Mile)	Employment
Downstate CF	214,000	680	71,800
Mt. McGregor CF	107,500	340	49,100
Southport CF	74,900	240	25,100
Oneida CF	68,700	220	22,200
Watertown CF	46,300	150	20,000
Gowanda CF	21,200	70	2,100
Livingston CF	20,000	60	6,800
Butler CF	19,100	60	2,200
Ogdensburg CF	18,900	60	4,200
Willard DTC	10,300	30	4,700
Moriah CF	7,800	30	1,900
Camp Gabriels CF	5,600	20	3,100

*Table 7: Prison Site Study Area Populations, Population Densities, and Employment Counts (2020)*

*Source: US Census (Population); OnTheMap (Employment)*

Areas experiencing employment and population growth (Downstate CF, Mt McGregor CF, Willard DTC, and Camp Gabriels CF) may be more likely to induce redevelopment than areas experiencing employment and population decline (Watertown CF, Ogdensburg CF, Oneida CF, Southport CF, and Gowanda CF). While most areas are experiencing both population and employment growth or population and employment decline, a handful have benefitted from employment growth despite population decline (Livingston CF, Butler CF, and Moriah CF). This could be due to the efforts of the state and local efforts to attract jobs. For example, the Essex County Industrial Development Agency invested in the development of a business park near Moriah CF that has attracted large commercial tenants with headquarters in Vermont, including WhistlePig Whiskey and Pre-Tech Precision Machining.

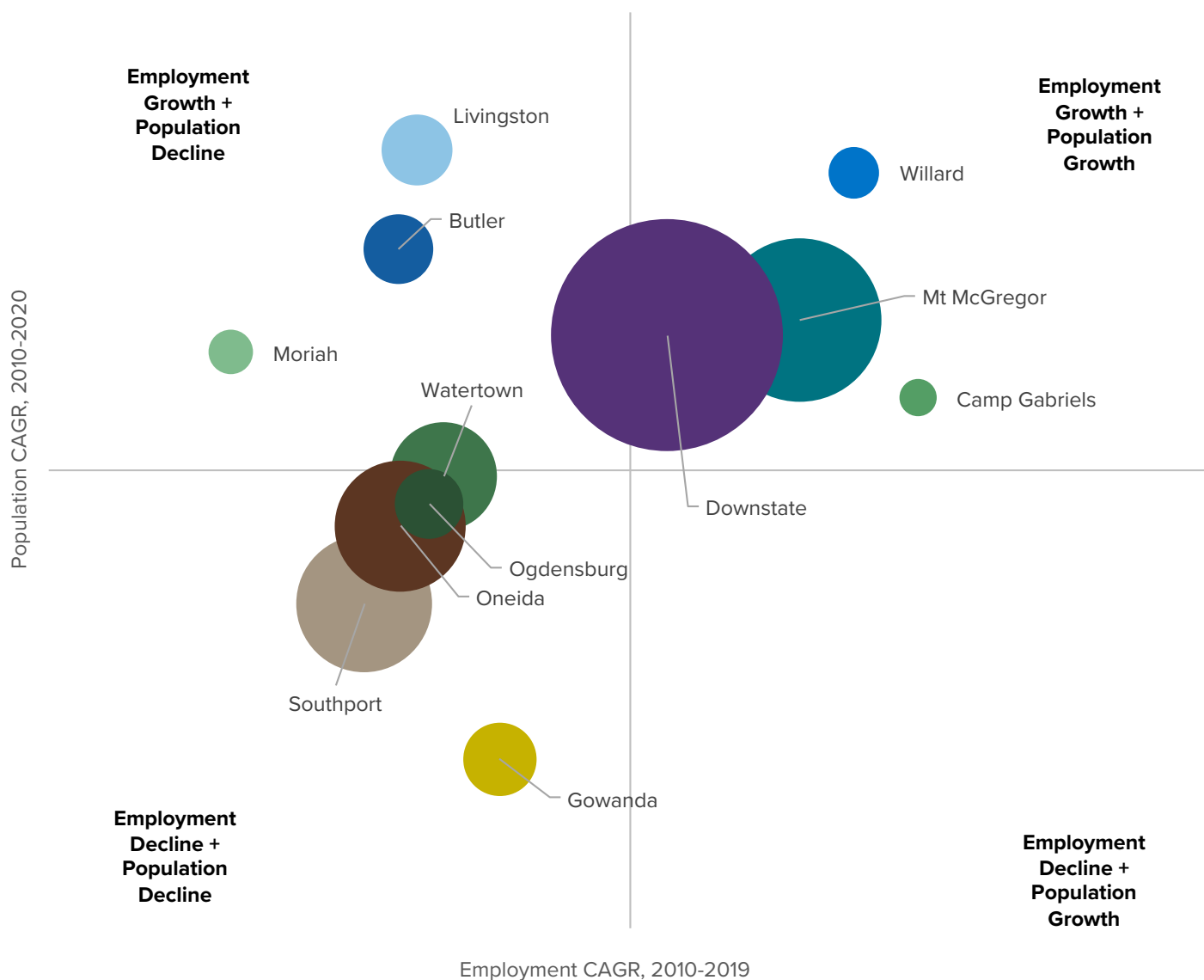


Figure 4: Prison Site Study Areas Employment and Population Growth/Decline (2010-2020)  
Source: US Census (Population); OnTheMap (Employment)

Evaluating each prison study area's share of employment across industry sectors also sheds light on potential future commercial uses for a given prison site. As illustrated in Figure 5, the study areas all represent a distinct economic landscape. The area around Willard DTC has the highest share of Manufacturing employment (33%), which is driven by vineyards in the Finger Lakes region (beverage product manufacturing). In addition, the area around Butler CF has a much higher share of Agriculture, Fishing & Hunting employment than other sites (30% vs. 0% to 6%), given the concentration of apple orchards in Wayne County. Additional information on each site's share of employment across different sectors, including industry growth patterns, may be found in [Section VIII. Prison Profiles](#).

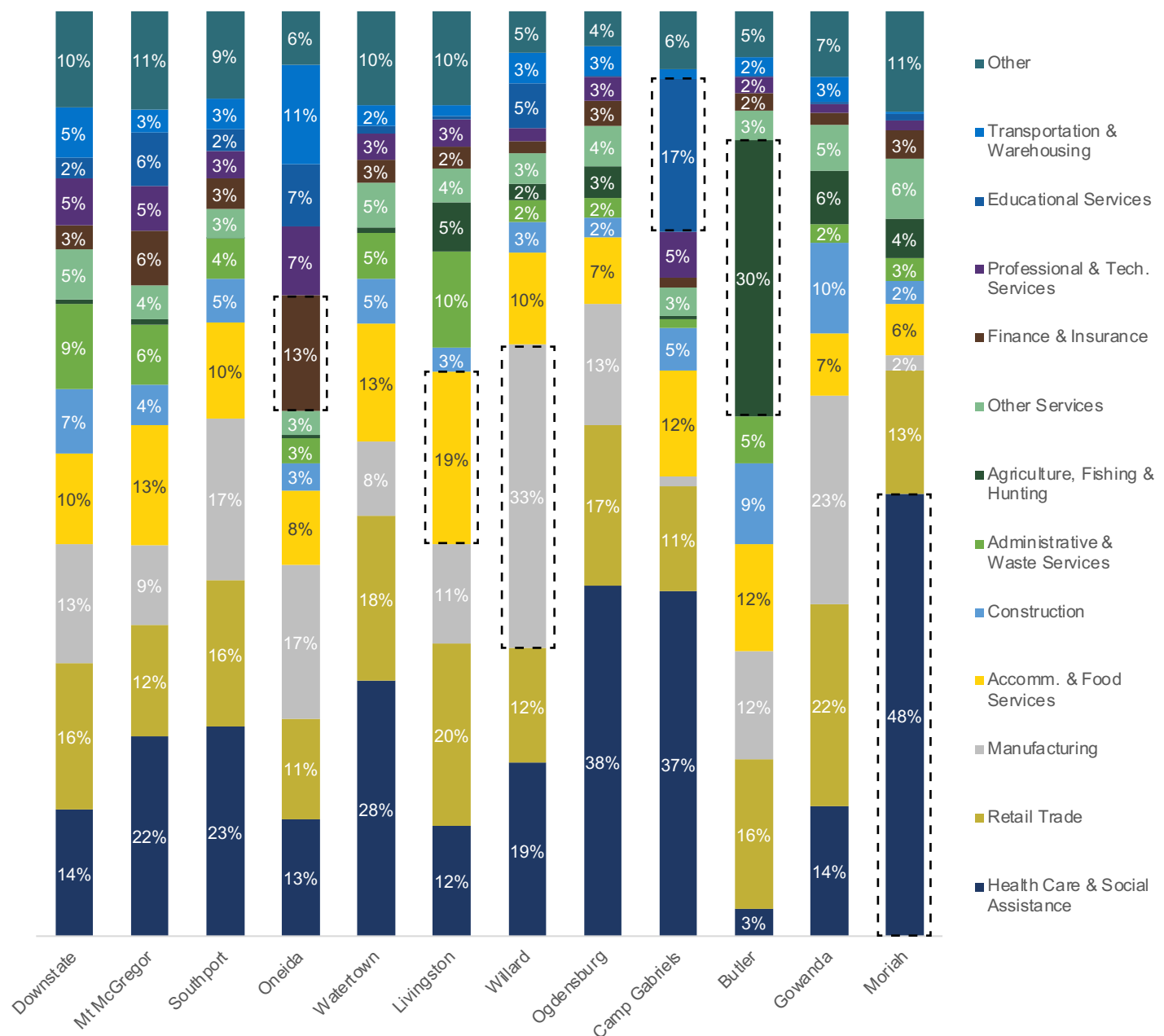


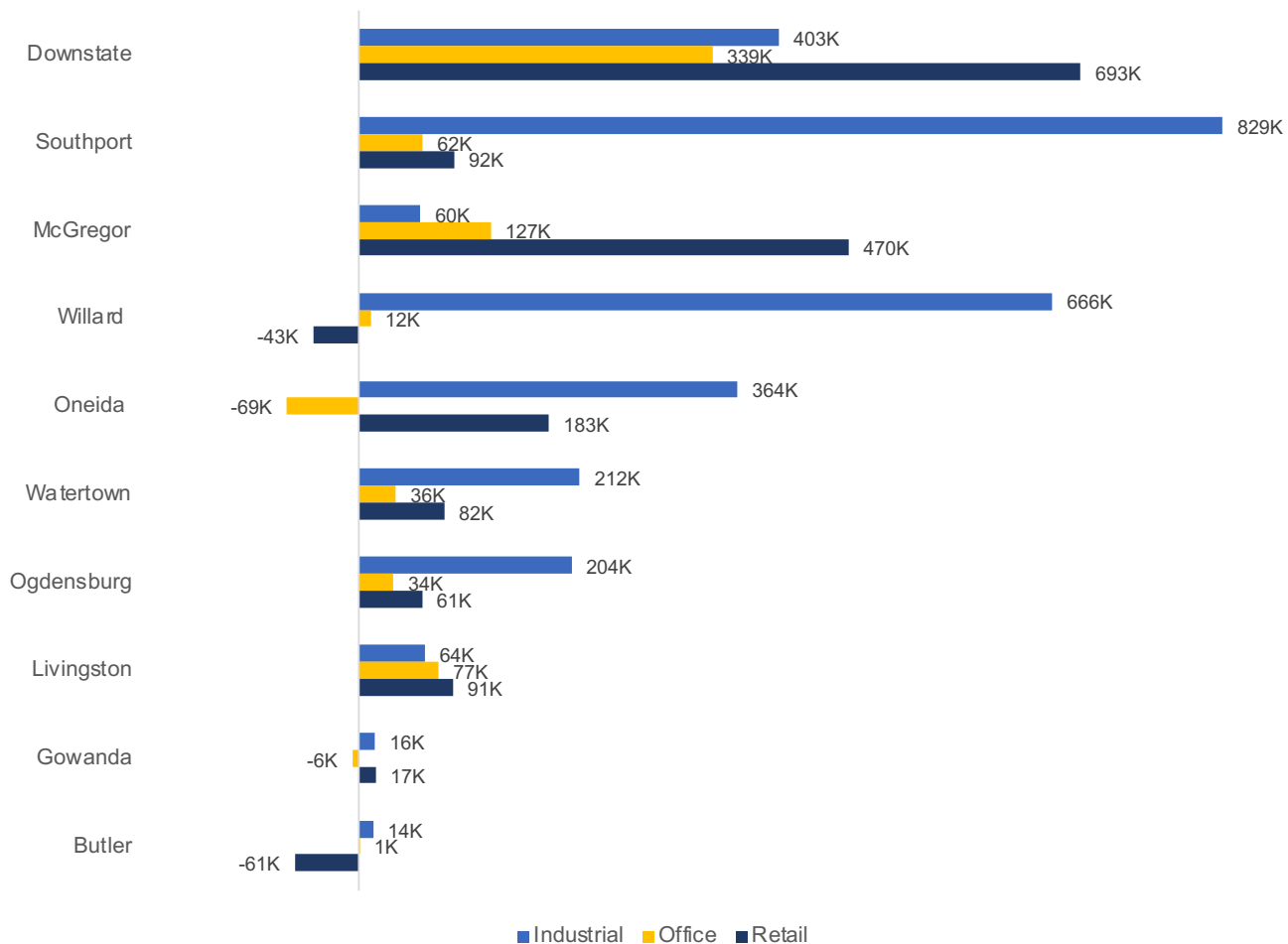
Figure 5: Prison Site Study Area  
Employment Shares (2020)  
Source: OnTheMap



## Real Estate Trends

Demographic and industry patterns may correspond with real estate trends – areas with population and/or employment growth are more likely to have investment in commercial (industrial, office, and/or retail) assets. Figure 6 shows 10-year net absorption, the sum of square feet occupied minus the sum of square feet vacated and/or demolished, for real estate asset classes in each of the study areas<sup>2</sup>. The area around Downstate CF saw the most office and retail absorption relative to the other sites, with industrial absorption only second to the areas around Southport CF and Willard DTC. Most of the site study areas have experienced more industrial than retail or office absorption<sup>3</sup>.

More information real estate trends, including housing supply, may be found in [Section VIII. Prison Profiles](#).



*Figure 6: Prison Site Study Area 10-Year (2010-2020) Net Absorption for Industrial, Office, and Retail Real Estate Assets*

Source: CoStar

2. Camp Gabriels CF and Moriah CF are not included because absorption levels across all asset classes were negligible for the areas around those sites.

3. Between 2010 and 2020, the largest industrial leases around Downstate CF were by GlobalFoundries for 371,000 SF of semiconductor manufacturing space and by AmerisourceBergen for 317,000 SF of warehousing and distribution space (for pharmaceutical products). The largest industrial leases around Southport CF were by Ward Diesel for 188,000 SF of exhaust filter manufacturing space and by Buchart Emhart Glass for 101,000 SF of glass manufacturing space.

## Redevelopment Assets

While some prisons are better positioned for redevelopment due to favorable site conditions or the strength of their local market, the transformation of any former prison will require substantial resources. This subsection discusses funding sources and programs, as well as potential partnerships with the New York State Energy Research & Development Authority (NYSERDA), which could be leveraged to support the redevelopment process.

## Funding Sources and Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives. Some sites and/or developers may qualify for these incentives, depending on the desired use and the jurisdiction's economic development goals. Additional information on site-specific funding sources may be found in [Section VIII. Prison Profiles](#).

Jurisdiction	Administering Agency	Program	Description	Site Eligibility	Applicant Eligibility
United States	US Dept. of Treasury	<a href="#">New Market Tax Credits (NMTC)</a>	The NMTC program provides equity to projects that promote economic development in distressed census tracts of census tracts that have been otherwise severely economically impacted by environmental or other events.	The site must be located in a census tract that is eligible for NMTC.	Businesses seeking NMTC-enhanced financing should contact their local Community Development Entity for their award allocation.
United States	US National Park Service	<a href="#">Federal Historic Tax Credit</a>	The federal program offers a 20% credit applied to the amount of income taxes owed based on the Qualified Rehabilitation Expenditures (QREs). There is no cap to the amount of credit that can be claimed.	To qualify for the 20% credit, a building must be a certified historic structure (buildings individually listed on the National Register of Historic Places or in a historic district.)	Owners of historic income-producing buildings including commercial, office, industrial, and residential rentals.
United States	US Dept. of Agriculture	<a href="#">Rural Development Programs</a>	Relevant programs could include Revolving Funds for Financing and Technical Assistance for Water and Wastewater Projects, Housing Preservation Grants, Rural Cooperative Development Grant Program, Rural Innovation Stronger Economy (RISE) Grants, Meat and Poultry Processing Expansion Program, Business and Industry CARES Act Program, Advanced Biofuel Payment Program, Biorefinery, Renewable Chemical, and Biobased Product Manufacturing Assistance Program, Business & Industry Loan Guarantees, and many others.	Program dependent but some programs require projects to serve a rural region small enough to allow close collaboration among partners, among other types of criteria.	Eligible applicants could include non-profit entities, state entities, tribal entities, institutions of higher education, and public bodies depending on the program.
United States	US Economic Development Administration (EDA)	<a href="#">Funding Opportunities</a>	Through its Planning and Local Technical Assistance programs, EDA assists eligible recipients in developing economic development plans and studies designed to build capacity and guide the economic prosperity and resiliency of an area or region. The program supports Short Term and State Planning investments designed to guide the eventual creation and retention of high-quality jobs, particularly for the unemployed and underemployed in the Nation's most economically distressed regions.	Site located within the jurisdiction of an eligible applicant.	Program dependent but includes District Organizations, Indian Tribes, and other eligible recipients.

Jurisdiction	Administering Agency	Program	Description	Site Eligibility	Applicant Eligibility
United States/ New York State	US Dept. of Housing and Urban Development/ NYS Homes and Community Renewal (HCR)	Low Income Housing Tax Credits - <a href="#">Federal</a> and <a href="#">New York State</a>	<p>The Federal LIHTC program gives State and local LIHTC-allocating agencies the equivalent of approximately \$8 billion in annual budget authority to issue tax credits for the acquisition, rehabilitation, or new construction of rental housing targeted to lower-income households.</p> <p>The NYS Low Income Housing Tax Credit Program (SLIHC) is modeled after the federal program, but assisted units must serve households with incomes &lt; or = 90% of area median income (vs. the 60% in the federal program). The state program provides a dollar-for-dollar reduction in state taxes to investors.</p>	Units in the development must meet the area median income bands set out in the program guidelines, as well as other criteria detailed in HCR's program description.	The applicant must submit through HCR's process for 4% or 9% credits, with 9% credits being more competitive.
New York State	NYS Homes and Community Renewal (HCR)	<a href="#">Community Development Block Grant (CDBG)</a>	The Office of Community Renewal administers the CDBG program for NYS. It provides financial assistance to develop decent, affordable housing, and suitable living environments, as well as expanding economic opportunities, principally for persons of low and moderate income.	Located in cities, towns, and villages with populations under 50,000 or counties with an area population under 200,000.	The applicant must be an eligible county, city, town, or village.
New York State	NYS Dept. of Parks, Recreation, and Historic Preservation (Parks)	<a href="#">State Commercial Historic Tax Credit</a>	The State program provides a direct credit applied to the amount of income taxes owed. The amount of the credit is based on a percentage of the final cost of the rehabilitation work, referred to as the QREs. It offers a 20% or 30% credit but is capped at \$5 million based on the QREs.	The state program is limited to properties that are approved for the federal program and located in qualifying census tracts. To qualify for the 30% credit, buildings must have QREs of no more than \$2.5 million.	Owners of historic income-producing buildings including commercial, office, industrial, and residential rentals.
New York State	Empire State Development (ESD)	<a href="#">FAST NY Shovel-Ready Grant Program (FAST NY)</a>	FAST NY provides grants for pre-development activities and infrastructure investments to develop sites that may be attractive to large employers in eligible industries, including, but not limited to, advanced manufacturing, renewable energy, life sciences, and warehousing/ distribution.	All sites are eligible for FAST NY because they are over 50 acres in size.	The applicant must be a municipality or a municipally designated non-profit economic development organization.
New York State	Empire State Development (ESD)	<a href="#">Restore New York Communities Initiative (Restore NY)</a>	The Restore NY program provides municipalities with financial assistance for the revitalization of commercial and residential properties with blighted structures.	All sites are eligible for Restore NY funding because redevelopment would involve the demolition and/or rehabilitation of a vacant, abandoned, condemned and surplus property.	The applicant must be a municipality.
Region	Regional Economic Development Council (REDC)	Various programs available through the <a href="#">NYS Consolidated Funding Application</a>	The Consolidated Funding Application is a single application for multiple economic development programs, intended for projects that create or retain jobs; prevent, reduce, or eliminate unemployment. Projects applying through the CFA must align with the regional strategic plan.	Depending on use, a project may be eligible for funding through the programs available in the CFA.	The applicant may be a for-profit business, not-for-profit corporation, research and academic institution, or governmental organization, but varies by specific funding program.

Jurisdiction	Administering Agency	Program	Description	Site Eligibility	Applicant Eligibility
County/ Municipality	Industrial Development Agency IDA)	Tax Exemptions	<p>Each county in NYS has an IDA that provides real property tax abatements (through a Payment-in-Lieu-of-Taxes (PILOT) schedule), sales tax exemptions, and mortgage recording tax waivers for projects that support the county's economic development goals (e.g., tradable sector growth, job generation).</p> <p>In addition, Real Property Tax Exemptions for Historic Properties gives authority to local communities to offer a 5-year freeze on increases in assessment after an owner has rehabilitated a property.</p>	Depending on use, a project may meet IDA inducement requirements to receive benefits.	The applicant must be a for-profit business.

| Table 8: Funding Sources, Programs, and Eligibility

## Renewable Energy Potential

The NYSERDA Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

Many of the former prison sites hold potential for renewable energy projects given their size and rural geographies. NYSERDA therefore collaborated with ESD to evaluate each of the 12 prison sites and identify those with potential to support a Build-Ready project. NYSERDA screened for sites with at least 30 acres of buildable area outside of the prison's perimeter fence (to ensure access).

Livingston CF, Ogdensburg CF, and Willard DTC were identified as potentially viable Build-Ready sites. [Section VII. Prison Profiles](#) includes additional information on those sites' buildable acreage, as well as information on prisons that could be viable Build-Ready sites if further demolition, forest clearing, and in-fence design were to take place.

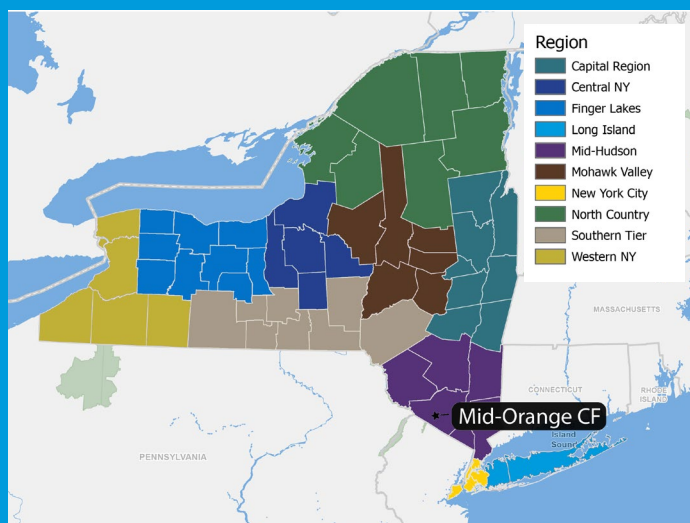






## PRISON REDEVELOPMENT CASE STUDY

The Mid Orange Correctional Facility (MOCF) serves as a model for successful prison redevelopment in New York State and for other closed prisons across the country. It demonstrates how strong local leadership and stakeholders prevailed through multiple challenges to attract new private sector tenants and jobs to a small community in the Mid-Hudson region of the state.



### History

The MOCF opened in 1932 as the Warwick Training School for Boys, a reform school. The school was then closed in the late 1960's and converted to a minimum-security prison in 1972. MOCF was then closed in a round of prison closures announced in July 2011. Knowing that the Town of Warwick (the town of Warwick) and the Orange County Industrial Development Agency (the IDA) wanted to play an active role in the site's future, they quickly mobilized to engage with the State and ESD.



### First Steps

One of the first steps Warwick took was to rezone the property from Residential to Office/Industrial, corresponding with previous planning efforts and vision for the site. They also immediately formed a citizen panel of experts to develop a plan for the site. In December 2011, the group approached the State with a plan to take ownership, and a dialog commenced. After gathering public input, the citizens group also released an issues report in March 2012.

### Redevelopment Approach and Process

Next, a group of local business leaders formalized a non-profit public benefit corporation, the Warwick Valley Local Development Corporation (WVLDC). In July 2012, the Town and WVLDC drafted a formal proposal for a plan to acquire the site. ESD approved a sale to WVLDC based on a full market appraisal and the fulfillment of other bond-related issues. An agreement was reached on the price – public lands were transferred to the Town for \$1 and the redevelopment portion of the site was transferred to the WVLDC for the agreed-upon appraised value. After working through many legal issues due to the underlying bonds and other factors, the deal received final signature from the NYS Comptroller in July 2013. The transfer from the State to the Town and the WVLDC was completed in November 2013.

After the transfer, the Town quickly approved lot line changes and the WVLDC submitted a subdivision and site plan to the Town for 10 "shovel ready" pad sites on 50 acres. A marketing plan was developed with OCP and Rand Commercial Realty, and multiple inquiries were fielded from various companies looking for sites.

### SEARCHING FOR AN EXPERIENCED WORKFORCE?

LOOK NO FURTHER, ORANGE COUNTY, NY HAS IT ALL.

FUTURE TECHNOLOGY/BUSINESS CAMPUS · WARWICK, NY

This site will be fully approved by late October 2013 for 6 pad sites varying in size from 5-10 acres.

Photo Credit: Chet Gordon/Courtesy Times-Herald Record

#### Location Information

- Address: 225 State School Road, Warwick, 10990
- Municipality: Town of Warwick
- Type: Land and Buildings
- For: Sale or Lease
- Nearest Interstate-Highway: NYS 17 (I-86)
- Nearest Air Service: Stewart International Airport

#### Utilities

- Electric: Orange & Rockland 15-20 Megawatts available
- Gas: Orange & Rockland
- Water: Municipal
- Sewer: Municipal
- \* 1,000,000 gallons of storage capacity
- \* 250,000 gallons available per day
- \* Redundant Fiber Optic Cable Available

#### Site Features

- Total Acres: 733
- Available Acres: Approx. 122 acres are developable
- Sub-divided parcels can be purchased separately
- Zoning: OI (Office/Industrial) - Light industrial is welcome

#### Additional Information

- Potential for subdivision
- Perfect location for a data center
- Perfect location for a small to mid-sized manufacturing facility
- Bucolic setting for diversified industries
- Educated workforce within the community
- Campus-like setting
- Close proximity to Norfolk Southern freight line
- Expedited review process

## Infrastructure Upgrades by WVLDC and Town of Warwick

The WVLDC and Town of Warwick determined it was important to provide upgraded infrastructure to future tenants. Improvements included upgraded electric service, new natural gas lines, fiber optic lines from dual providers, sewer and water upgrades, and a new road to the green field sites.

## Making Progress

The WVLDC sold a 35-acre complex to Hudson Sports Complex for a sports training facility. WVLDC also sold a three-building complex to a restoration company, excavation company, and school bus manufacturer. Next, a medical marijuana producer, Citiva, bought two green field sites. A craft brewer bought and renovated an administrative building.

## Setbacks and More Success

Several hotel developers have been interested in locating on the campus. Also, a 125-year-old family-owned food manufacturer contracted for several lots, but that deal fell through over the level of additional investment needed on the site.

However, a CDB extractor renovated the old Dairy Barn, investing \$8 million in comprehensive upgrades. They also renovated the old poultry house into a laboratory that became licensed to test for THC & CBD. Most recently, Green Thumb Industries purchased the remaining green field sites to construct a \$154 million 400,000 square feet cannabis facility in three phases.

Over a 10 plus year process that included one global pandemic, a closed, surplus state prison has been repurposed through a public-private partnership with help from ESD, the IDA, the Town, and substantial private investment. Keys to success included strong collaboration with the municipality and local economic development organizations, which required alignment on the vision for the project and mutual recognition that it would be valuable to pursue. In addition, it was important to have one point person (Michael) to act as a cog between all these entities and keep the process moving, as well as consistent buy-in from the local community.





# HOUSING REDEVELOPMENT CASE STUDY

One theme that emerged from both the State’s outreach and engagement activities and the Commission’s discussions in focus groups and meetings was the acute need for more housing across New York. According to Up for Growth, a national organization committed to solving the housing shortage and affordability crisis, New York State ranks fourth nationally in terms of housing underproduction, behind California, Texas, and Florida<sup>4</sup>. Up for Growth calculates underproduction as the difference between total housing need and total housing availability – New York is 234,000 units short in 2022.

The commission heard about this in a variety of different forms during outreach and engagement - from temporary workforce housing for seasonal workers in the Finger Lakes region to supportive housing for individuals struggling with substance abuse issues in rural New York to workforce and affordable housing options in the Hudson River Valley. To that end, Hudson River Housing (HRH), the organization led by Commission member Christa Hines, provided the following housing redevelopment case study to help inform prison redevelopment into residential space where possible.

## Project Overview

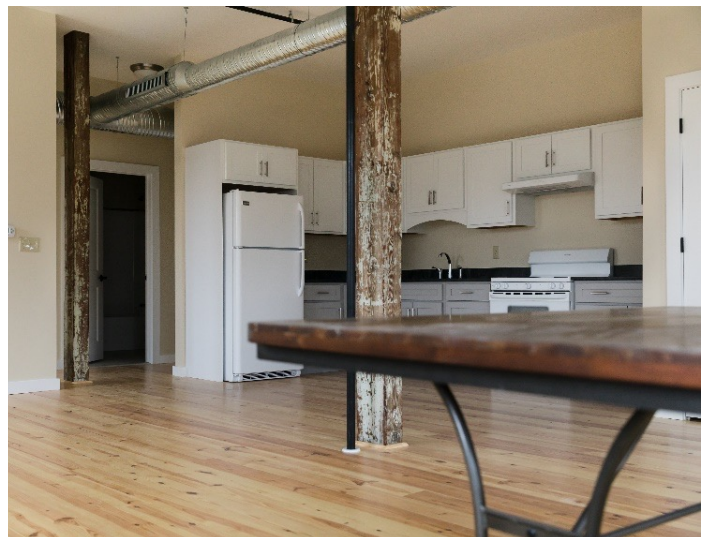
In 2017, HRH completed the restoration of the Poughkeepsie Underwear Factory (PUF) located at 8 North Cherry Street in the City of Poughkeepsie. This building is on the National Historic Register and is one of Poughkeepsie’s few remaining 19th century industrial buildings. The building was originally constructed in 1874 and was home to a variety of garment manufacturing businesses for over a century but had become vacant by the 1980s. In 2011, HRH obtained site control of the building, and embarked on what became a six-year development process resulting in the complete renovation of the building. The renovation was completed in multiple phases at a total development cost of over \$6.6 million dollars with funding provided by a variety of state, local, and private funding sources.



## Tenant Mix

PUF includes 15 mixed-income residential units consisting of nine studio units and six one-bedroom units. Three units are reserved for households earning below 50 percent of Dutchess County Area Median Income (AMI), eight units are reserved for households earning below 60 percent AMI, and four units are rented at market-rate. Amenities include energy-efficient appliances, stone countertops, hardwood floors, great light, tall ceilings, storage, off-street parking, and on-site laundry facilities.

In addition to PUF’s residential use, the building currently houses a blend of commercial space including the only shared use and Board of Health approved kitchen in the region, the Poughkeepsie Open Kitchen (POK). Currently the kitchen has 30 members with another 30 small food businesses on the waiting list. In the five years that the



4. <https://upforgrowth.org/apply-the-vision/housing-dashboard/>

kitchen has been operating, HRH has seen seven of the members move out and into their own spaces throughout Dutchess County. POK has helped over 50 kitchen members grow a food business. Currently, 70 percent of the POK members are Black, Indigenous, and people of color (BIPOC) owned and operated businesses and 40 percent are residents of Poughkeepsie.

After hours and on weekends, the “community hub” offers a space where organizations and community members can come together for meetings and programs. In addition, that space is often rented to local residents to host birthday parties, bridal showers, and other private events. PUF also includes a coworking space where individuals and businesses can lease out the space by the day, week, or month.

The second and third floors at the PUF are home to two art programs. PUF Studios, operated by HRH, houses six individual studios for a monthly fee. There is also a community printmaking studio where artists of all levels of ability can work on projects. HRH operates a social enterprise and workforce training program, HRH Made, out of the print studio. Through this employment program, residents of Hudson River Housing facilities take commissions from local businesses for screen-printing jobs, create their own work, and earn a wage.

The Art Effect, located on the third floor, is a non-profit organization that offers youth programming to the community. At the PUF, Art Effect’s focus is on video production, with many after school and weekend classes held.

## Redevelopment Takeaways

Since the reopening of PUF in March 2017, the building has served as a community hub that strengthens the local economy through a combination of long-term quality affordable housing, locally rooted job and training opportunities, and small businesses. These complementary uses support each other and bring economic vitality to the area. It may be possible to use existing buildings on the prison campuses for similar projects, increasing the supply of housing in New York State and bringing workforce development opportunities.





## Focus Group Discussions and Recommendations Formation

Commission members met in focus groups over the course of the Commission's work. The four focus groups included Physical Specifications, Economic Limitations, Workforce Development, and Partnerships. The following sub-sections detail the focus groups' premises, discussions, and recommendation formations.

### Physical Specifications

*Prisons are purpose-built structures and are difficult to adapt to other uses.*

The Physical Specifications focus group discussed potential uses that may lend themselves to specialized prison structures and how optimal uses may differ across the varying prison typologies including minimum- vs. medium- vs. maximum-security and historic vs. newer construction. The focus group examined the features that may actually lend themselves to redevelopment and how the State can best facilitate, assist, and fund redevelopment activities.

The focus group found that a given site's reuse potential is first and foremost informed by external factors, including market demand, community assets, local leadership, and zoning and land use constraints. Internal site characteristics and considerations that inform reuse potential include:

- Infrastructure and utilities – What is the capacity of the site's power, water, and sewage systems? Are systems shared with other sites?
- Site access points and transportation networks – Where are key structures located relative to each other and to major roads?
- Land characteristics – What are the topographical and geological features of the site?
- Building inventory – What is the distribution of single-occupancy cells vs. dormitories? What is the volume of administrative, common, and other open spaces? Where can internal walls be demolished to further open spaces?
- Age of the buildings – Is there potential for historic preservation? Can the original building materials be salvaged and repurposed?
- Subdivision – Can the site be subdivided to make disposition easier?
- Quick wins – What can be done to better market the prisons? This could include taking down signage and razor wire; ensuring access to economic development organizations that are trying to market/show the sites to interested parties

The focus group's recommendations include reviewing the prison closure process on a prison-by-prison basis

for utility, access, and building, and other issues. DOCCS creates a comprehensive and detailed prison closure report for each closed prison. As part of this process and reporting, the focus group recommended that the State establish a data-based redevelopment summary system that considers both external factors and internal site characteristics. The focus group further recommended that the State publish this information in an easily digestible format for public consumption.

### Economic Limitations

*Prisons were largely built in isolated areas, and local economies may be declining in terms of population/employment, making adaptive reuse challenging from a market perspective*

The Physical Specifications focus group discussed what redevelopment uses may lend themselves to areas far from metropolitan areas or transit options and what supports are needed in the surrounding communities to facilitate redevelopment. The focus group found that potential uses may include parks (open space and facilities for golf, athletics, hiking, or swimming) and hospitality, renewable energy, agri-related uses (cannabis, food processing, or livestock), research and development, logistics, distribution, or transportation hubs, or heavy manufacturing.

Key supports to attract businesses to these locations include creative marketing to their special attributes, including existing utility systems, proximity to natural resources, and historic buildings, among other characteristics. In addition, partnering with workforce development partners including the State Department of Labor (DOL) and local workforce development boards. Infrastructure improvements could include broadband or cellular reinforcement. The focus group also discussed evaluating public financing mechanisms and existing funding programs, such as the Economic Transformation Program (ETP).



### Economic Transformation Program (ETP)

In response to earlier prison closures in 2011 and 2014, New York State created the Economic Transformation Program (ETP), designed to provide capital grants and tax credits for the purpose of promoting economic development activities in communities affected by the closures.

The focus group's recommendations include reviewing and updating the ETP program and other funding sources to correspond directly to prison redevelopment, as well as creating new programs as needed to address key holes in the funding process. A potential new program could be a "municipal technical assistance fund" to address capacity and local level to transact and redevelop the prison sites. Additional support could also be provided to ESD to move through any marketing and RFP processes quickly and efficiently. The focus group would like to generate strategies to market the prison sites widely and creatively. Lastly, the focus group would like the state to engage with the affected community through a planning process to ensure stakeholders are synchronized.

### **Workforce Development**

*Redevelopment use may not align with local workforce skills or sector trends.*

The Workforce Development focus groups noted that first and foremost, the target workforce in the prison redevelopment process is the surrounding local community, former prison employees, and formerly incarcerated individuals and their families. These community members may not count as unemployed if they have part time jobs, but they may be underemployed. Workforce development opportunities should target these populations.

The focus group discussed expansions and job trends in New York State in the areas of high-tech manufacturing, warehouse and distribution, construction, and cannabis. They also talked about how skills gaps may exist between the current workforce surrounding the prison sites and the skills needed for these types of jobs if the prisons are redeveloped in the aforementioned sectors. They discussed more broadly what types of skills employers are often looking for, including soft skills such as leadership, effective communication, time management, and customer service, as well as technical skills, like computer literacy, for tradeable and growing sectors.

The focus group seeks to leverage existing workforce development opportunities and partnerships as much as possible. Organizations that are active in workforce development and may contribute to retraining and upskilling in areas around prisons include community and vocational colleges, SUNY Empire State College, county departments, local workforce development boards, and the NYS DOL.

Effective workforce training programs may offer apprenticeships and short-term training programs or boot camps that allow workers to "earn while they learn." In addition, in-person training opportunities, low trainer-

trainee ratios, provision of transportation to and from the program, and provision of childcare resources are paramount for program success.

In terms of recommendations, the focus group discussed maintaining workforce development partnerships established through the Commission and leveraging existing DOL programs and the business services unit for planning as prisons enter the redevelopment process. Commission members and ESD will stay in close contact with local workforce development providers that are in touch with the on-the-ground conditions in each area. ESD will continue to identify target populations and sectors that can benefit from programming as the prisons are redeveloped. For example, ESD recently launched its own Office of Strategic Workforce Development.

### **Partnerships**

*There is a lack of historic partnerships between economic development, social services, and prison system organizations that can advance prison redevelopment*

Economic development, social service, and prison system organizations are key stakeholders in the process of prison closure and redevelopment. They support retraining or re-deployment of local prison labor to other areas or sectors and adaptive reuse of the prison structures themselves.

The Partnerships focus group discussed economic development, social services, and prison system organizations that are active in New York State and how these groups might help each other achieve their mutual goals. Local organizations that are active around the prison sites throughout New York State include workforce development organizations (e.g., vocational colleges, local workforce development boards); educational institutions (e.g., SUNY network; community colleges); business advocacy groups (e.g., chambers of commerce; trade organizations); economic development organizations (e.g., Industrial Development Agencies); arts organizations (e.g., Yaddo Corporation in Saratoga Springs; Hyde Collection in Glen Falls), and other philanthropic organizations (e.g., Ford Foundation).

The focus group also focused on stumbling blocks that may occur in forming successful partnerships that result in real implementation and results in the local communities. One such barrier may be that local stakeholders that have different goals or want different outcomes in the prison redevelopment process. However, this could be addressed through an engagement process that forges partnerships between various stakeholders. This could be modeled after the State's Downtown Revitalization Process (DRI).



## Downtown Revitalization Initiative

The State's **Downtown Revitalization Initiative (DRI)** transforms downtown neighborhoods into vibrant centers that offer a high quality of life and are magnets for redevelopment, business, job creation, and economic and housing diversity. The DRI process includes:

- **Downtown Selection:** Communities submit applications to the REDCs. Each REDC nominates one community to participate after a thorough evaluation of the downtown's potential for transformation.
- **Strategic Planning:** With technical assistance provided by the state, each participating community develops a Strategic Investment Plan that identifies specific projects that align with a unique vision for revitalization of the downtown area. Local planning committees oversee the effort.
- **Project Implementation:** millions of dollars are awarded in each DRI community to advance the most transformative projects from the Strategic Investment Plan. Additional projects may be implemented through the CFA or other funding sources.

A primary barrier to an effective redevelopment process is time tension – there is an urgency to bring these sites to market, but a thoughtful engagement and planning process may result in a more efficient and effective process. Developers on the Commission validated this point – they prioritize completing projects in communities where the goals are clear and approvals are in place to complete a project. The focus group recommended that NYS establish a community engagement process or programming, with associated funding and develop a roster of local stakeholders that is published online for each site.





## The Welding Justice Project

The Welding Justice Project's mission is to close prisons and jails across the country and repurpose them into trade schools to promote community revitalization, create opportunity, and build a workforce that will address America's skilled labor shortage.

In the past decade, approximately 400 prisons and other correctional facilities have closed their doors, and most sit dormant. Some communities were reliant on the jobs provided by the prison. Upon release, formerly incarcerated individuals are faced with many obstacles such as securing a job, finding affordable housing, reunifying with families, and receiving treatment for substance abuse and mental health challenges. Simultaneously, employers are finding it difficult to fill vacancies that require a skilled trade. Seventy percent of construction companies nationwide are having trouble finding qualified workers.

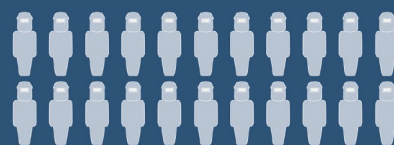


*The Welding Justice Project is a proposed initiative to devise and implement innovative prison repurposing strategies. It hopes to transform previously soul-crushing architecture into spirit-lifting hubs of opportunity, and ideally create a scalable model for national replication.*

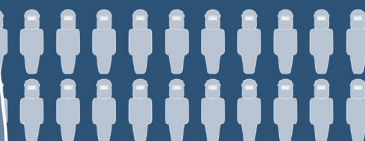
### SOLVING TWIN PROBLEMS



**650,000** people are released from state and federal prison each year. The **unemployment rate** among this group is **5x** the national average.



By 2025, the workforce in the U.S. will require an **additional 400,000** jobs in welding alone. In that time there will be **68%** more infrastructure related jobs.



### RE-PURPOSING WITH PURPOSE



The **unemployment rate** among the formerly incarcerated is **5x** higher than the national average.

Over **400** prisons have closed across the country in the last 15 years; most sit vacant.



The Welding Justice Project was established with one goal in mind: transform closed prisons and jails across the country and repurpose them into trade schools to promote community revitalization, create opportunity, and develop a skilled labor work force which will address America's skilled labor shortage.



The **welding labor** field is expected to **grow** at a steady rate of about **6%** until at least 2026. (Source: AWS)



The American Welding Society estimates a shortage of nearly **400,000** welding operators by 2024.



Welding pays an average of \$17.66/hr, or **\$44,940** annually, and often includes medical and dental benefits.



**05**

# Commission Recommendations

# Commission Recommendations

## Recommendations to Get the Word Out



### Recommendation 1

Prioritize the release of RFPs for two sites and provide resources to support ESD through the RFP process.

To build off the momentum created by the Prison Redevelopment Commission and to mitigate the post-closure deterioration of prisons, the Commission recommends that **ESD intends to first release RFPs for Downstate CF and Watertown CF.**

In addition, the Commission recommends that ESD support its Real Estate Division with the resources (e.g., staff) needed to facilitate the RFP process.

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
ESD will initiate this process in 2023	ESD	No



### Recommendation 2

Launch a creative marketing/public relations campaign for prison sites.

The Commission recommends launching a creative marketing/public relations campaign to support the disposition and redevelopment of sites.

In terms of content, the campaign would highlight the **unique assets of each site**, include links to **site-specific information and funding opportunities**, and incorporate **narrative regarding the importance of prison redevelopment** to continued criminal justice reform.

The campaign would **cast a wide net**, including outreach to relevant state agencies, national or international trade missions, and industry groups.

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
ESD will initiate this process in 2023	ESD	No



### Recommendation 3

Develop a comprehensive “one stop shop” website for all prison site information.

Each prison is unique in terms of location, size, number of buildings, infrastructure and utilities, age, etc. The Commission recommends **publicizing this information in a navigable online form** for interested parties to access at any time. Implementation considerations include:

- The website could include **links to funding sources, case studies** for successful redevelopment, and **drone footage** or other site visualization.
- The website should be **continuously maintained**.
- The website’s information should be **accessible through commercial real estate databases** (e.g., CoStar).

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
ESD will initiate this process in 2023	ESD; OGS; DOCCS	No

## Recommendations to Connect Interested Parties to Redevelopment Resources



### Recommendation 4

#### Launch the Prison Redevelopment Fund.

To support the costly redevelopment of former prisons, the Commission recommends launching the Prison Redevelopment Fund (PRF) – **a capital grant program that makes funding available to developers and/or localities that acquire the sites from the State**. Funds may be used for a broad range of pre-development and construction costs.

To optimize fund utilization, ESD should ensure that the **program is flexible to evolving situations and needs** (e.g., allowable costs, eligible recipients, etc.) and that the **application process is efficient and accessible**.

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
ESD submitted this program as a 2023 State of the State proposal	ESD	Yes – budgetary ask



### Recommendation 5

#### Create a municipal technical assistance program.

In addition to site-specific capital funding, the Commission recommends **making a technical assistance fund available to communities with closed prisons**. Funds may be used toward the **costs associated with operating closed prisons** (e.g., infrastructure acquisition and maintenance).

To optimize fund utilization, ESD should ensure that the program is **flexible to evolving situations and needs** (e.g., allowable costs, eligible recipients) and that the **application process is efficient and accessible**. ESD may also identify lead agencies (e.g., LDCs) and support their application process.

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
ESD submitted this program as part of the Prison Redevelopment Fund as a 2023 State of the State proposal	ESD	No



### Recommendation 6

#### Prioritize prison redevelopment projects throughout all relevant state agency funding programs and initiatives.

The Commission recommends **prioritizing prison redevelopment projects among relevant state agency funding programs and initiatives** (e.g., REDC CFA programs; ESD venture and business competition programs). These programs and initiatives could include language that **offers prison redevelopment projects bonuses or extra points during the scoring process**.

Relevant agencies should also continue to **ensure that the scoring process considers how funding would impact disadvantaged communities** (including formerly incarcerated populations).

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
ESD is coordinating with relevant agencies and staff on program/initiative language updates	All relevant NYS agencies	No

## Recommendations to Support an Effective and Inclusive Redevelopment Process



### Recommendation 7

**Establish a community engagement process to support outreach and consensus-building in impacted communities.**

The Commission's early stakeholder engagement work has demonstrated that local jurisdictions are eager to support the redevelopment of these sites, although there are often disparate views regarding the best disposition strategy or use. The Commission recommends that ESD engage consultants to **support outreach and consensus-building efforts in impacted communities**. Key components of an effective process might include:

- Participation of local leaders while consultants are engaged
- Alignment with the local market and developer timelines
- Publication of a roster of local stakeholders in each area
- Capacity building and compensation of local leaders so they can continue to carry the process after the engagement ends

Commission members including developers and economic development professionals stressed that getting on the same page early in the process usually expedites the overall redevelopment timeline in the long run.

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
ESD will initiate this process in 2023	ESD	No



### Recommendation 8

**Leverage workforce development partnerships to identify regional needs and develop creative solutions.**

The Commission recommends that **ESD continue to leverage workforce development partnerships** formed over the course of the Prison Redevelopment Commission. ESD's new Office of Workforce Development will coordinate with DOL and other stakeholders to **establish workforce training programs that respond to the needs of prison redevelopment plans**. Key workforce program components include:

- Prioritization of communities impacted by prison closures, former prison employees, and formerly incarcerated individuals
- Use of apprenticeship models that allow trainees to "earn while they learn"
- Provision of childcare, transportation, and potentially temporary housing
- Close coordination through any RFP processes to coordinate with local providers to prepare workforce training opportunities ahead of redevelopment
- An understanding of how closure impacted the broader economies surrounding the prisons

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
ESD and their Office of Workforce Development will coordinate with DOL and continue to brief the Commission in 2023	ESD; DOL	No





### Recommendation 9

Review maintenance protocols for closed prisons.

The Commission recommends a **reconsideration of strategies for preserving the prisons' buildings and infrastructure** between the time of closure and redevelopment; new initiatives could include:

- **Establishment of criteria to prioritize warm vs. cold prison closures;** examples of criteria are proximity to population centers, location in relationship to other facilities, security level, heating/utility issues, staffing needs, and cost
- **Removal of key prison signage and other identifying characteristics** (e.g., razor wire) to improve marketing of the sites
- **Hiring an engineering firm to assess how to appropriately bank buildings to minimize loss and save money;** this could include an assessment of which buildings are “underwater” – likely to cost more money to redevelop than they are worth in order to identify potential demolition candidates

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
DOCCS has committed to keeping Ogdensburg, Moriah and Willard warm based on requests from local elected officials	ESD; OGS; DOCCS	No



### Recommendation 10

Divide large sites into smaller parcels to encourage diverse uses.

Many of the prison sites are expansive, contain different types of buildings, and include undeveloped land. To optimize the development potential of each site, the Commission recommends **splitting some sites into smaller parcels and marketing them individually**. Prior to making specific parcel recommendations, ESD will consider the following:

- Bonding or infrastructure issues that would complicate site division
- The position of roads, infrastructure, or other site features that would make site division more seamless (e.g., Camp Gabriels has two roads that split the site naturally)

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
ESD is reviewing this process with OGS and bond counsel	ESD; OGS; DOCCS	No



## Recommendation 11

Prioritize housing in future prison RFPs or other prison redevelopment efforts.

Given recent **housing shortages across the State** OGS has been tasked with identifying State-owned properties that are well-suited for affordable, supportive, and/or market rate housing. **The prisons sites**, especially those which are adjacent to municipalities and well-connected to transportation networks, **may support housing developments**.

The Commission recommends that redevelopment efforts and RFPs include **housing as a priority consideration**.

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
ESD is coordinating with OGS and counsel to determine next steps	ESD	No



## Recommendation 12

Investigate renewable energy opportunities and partnerships.

The Commission recommends that ESD partner with NYSERDA's Build-Ready program to **assess prison sites for renewable energy opportunities** and to **identify paths forward** for sites that could support solar farms, wind farms, etc. This initiative could also leverage the **NYS Climate Act**, which requires for **disadvantaged communities** to receive at least **35% of benefits of spending on clean energy**.

In addition, the Commission recommends that ESD **prioritize clean energy components in all RFPs for prison sites**.

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
NYSERDA has assessed all 12 sites' ability to support solar farms and will continue to work with ESD to determine next steps	ESD; NYSERDA	No



## Recommendation 13

Partner with state agencies and communities to support redevelopment of sites adjacent to or within the Adirondack Park.

Some of the sites **overlap with or border the Adirondack Park** and are **subject to laws that limit redevelopment**. The Commission recommends working with relevant state agencies and local communities to identify legal paths forward for affected sites.

- Mt. McGregor is in a county adjacent to the Adirondack Park, meaning only parcels of state-owned land under 100 acres can be transferred for redevelopment. ESD will work with relevant state agencies to designate an appropriate parcel.
- Moriah and Camp Gabriels are located within the Adirondack Park, so their redevelopment is barred by the NYS constitution. ESD will work with each community to identify a redevelopment plan that may be supported by the legislature and pass as constitutional amendments.

Status/Timing	Key Agencies	Statutory/Regulatory Changes Needed? (Y/N)
ESD is coordinating with OGS and counsel to determine next steps,	ESD	Yes

**06**

# Future Role of the Commission

# Future Role of the Commission

The Commission members weighed in on their role after the issuance of this report – in calendar year 2023 and beyond. Below are the categories of activities the Commission anticipates completing moving forward.

## Commission Members Outreach and Engagement

Commission members commit to leveraging their vast contacts to distribute marketing materials and RFPs. These range from the Business Council's member companies, local chambers of commerce, and professional and trade associations and the Economic Development Council's network of industrial development agencies, local development corporations, and economic development professionals to the Ford Foundation's orbit of philanthropies and arts organizations, to the internal network of State agencies beyond those represented on the Commission. Most importantly, Commission members would like to ensure that future RFPs reach underrepresented communities that may not be the typical respondents with the understanding that prison redevelopment will take creative problem solving.

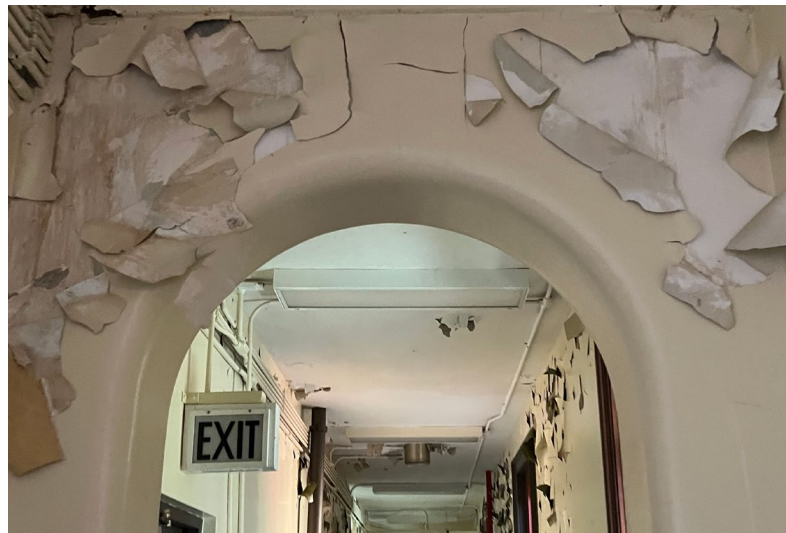
In addition, Commission members with key specialties will continue to offer their professional expertise and services. For example, architects on the commission will continue to provide feedback or guidance on the physical specifications of the redevelopment process, especially in the instances of transfers to public ownership where capacity may be more limited on the local level. They can provide ideation or charrettes to help further marketing efforts to developers or private sector companies. They can also provide renderings to demonstrate the reuse of a specific building on a site, with the goal of pushing an investor over the finish line and completing a deal.

## Prison Redevelopment Documentation

The Commission hopes this report is useful as a tool or guide for prison redevelopment in New York State and across the country. ESD will continue to document, package, and publish information on prison redevelopment projects, streamlining the process for other municipalities. This will establish a blueprint for continued prison closures, create avenues for redevelopment, and mitigate the impact of prison closure on local economies. The goal of this work is to give local communities that currently depend on prisons the confidence that their community can thrive without a prison. Commission members or ESD staff may participate in national conferences to spread the word about these efforts in New York State.

## Prison Redevelopment Updates

ESD and partner agencies will commit to providing the Commission members, and the public, with regular updates on dispositions, programming and funding opportunities, and partnerships moving forward.





07

# Conclusion

# Conclusion

The Prison Redevelopment Commission has resulted in a wealth of information to facilitate the process of transitioning the closed prisons to other uses. ESD and partner agencies have compiled and discussed current site conditions, legal and regulatory challenges, and past redevelopment attempts, bridging across agencies that may have been siloed in the past to expedite solutions for these facilities.

The Commission and its members have provided invaluable time, energy, effort, and input into generating a set of recommendations to further advance prison redevelopment in New York State. These recommendations reflect the creative thinking the Governor requested when forming the Commission.

One of the primary outcomes of the Commission's work is the increased understanding of how important these sites are to the communities in which they reside. They drove the economy when they were open, and they left massive gaps once they closed. The Commission's stakeholder engagement meetings, tours, and informal conversations provided valuable insight into the impact of these closures and the importance of community involvement in future development plans.

In addition to the recommendations detailed above, the work of the Commission can also be summarized in terms of likely prison transition outcomes and characteristics that can contribute to successful prison redevelopment. The ESD team identified the following categories of transition types or outcomes:

- Potential to transition to a **private sector user** via a Request for Proposals (RFP) process
- Potential to transition to **public and private sector users** in the case that a site is subdivided into multiple parcels or redeveloped under a public private partnership
- Potential to transition to a **private sector user via a public auction** – this is a last resort given that the State has less control over what occurs on the prison site
- Potential to transition to a **public sector user** via internal negotiation
- **No feasible transition** at this time

Through the Commission's process, the following characteristics or considerations that contribute to successful redevelopment potential were also identified:

- **Market momentum** - including growing population, employment, or business activities
- **Conducive physical characteristics** - such as proximity to transportation, existing site infrastructure, or ability to reposition an existing building
- **Strong local leadership** - to provide a vision for redevelopment and shepherd and champion the site and project through the many hurdles it is likely to encounter

- **Stated developer interest** - in the instances where there is not an interested public sector party, redevelopment will rely on a partnership with a private developer; where there is existing interest, a redevelopment is more likely to occur
- **Available funding programs** - whether at the local, state, and/or federal level, these projects will likely require a lot of public support and funding programs can guide and support a project

The Commission and ESD team are confident that these findings, when paired with the recommendations above, will pave the way for successful prison redevelopment and reuse. Additionally, the recognition that these communities have historically been undersupported in the aftermath of these closures has driven recommendations that support and empower the communities themselves. New York State looks forward to being a model for continued prison closure and redevelopment as the needs of the criminal justice system change.



**08**

# Prison Profiles



# Mt. McGregor Correctional Facility

## 1. Site Context

### 1.1 Site Overview

Mt. McGregor Correctional Facility (Mt. McGregor CF or the Site) is a former minimum- and medium-security prison campus located at 1000 Mt. McGregor Road, Wilton, NY 12831.

The Site opened in 1976, on the grounds of a former luxury hotel (destroyed in an 1897 fire), tuberculosis sanatorium (1910 to 1945), rest camp for veterans returning from World War II (1945 to 1960), and developmental care center (1960 to 1976). It closed in July 2014 along with a number of other prisons in response to a shrinking prison population.

### 1.2 Site Plan & Building Inventory

The Site is split between a medium-security facility and minimum-security camp that collectively cover approximately 325 acres of land. The perimeter security includes a double fence with multiple razor coils.

There are 60 buildings on the property, totaling 286,000 square feet. The Site has 10 housing units with capacity for around 900 incarcerated individuals. In addition, there is one housing unit for correctional officers and other staff. The Site also has various commons, maintenance, storage, and grounds structures, as well as a chapel and shooting range. The buildings surround Artist's Lake, a man-made lake that was carved when stone was quarried for building construction in the early 1900s.

Given the Site's diversity of former uses, the existing buildings were constructed in waves between 1905 and 2003. Most of the Site's largest buildings, including incarcerated individual housing and common spaces, date back to the early 1900s. Those structures built after 1960 include storage and maintenance facilities.

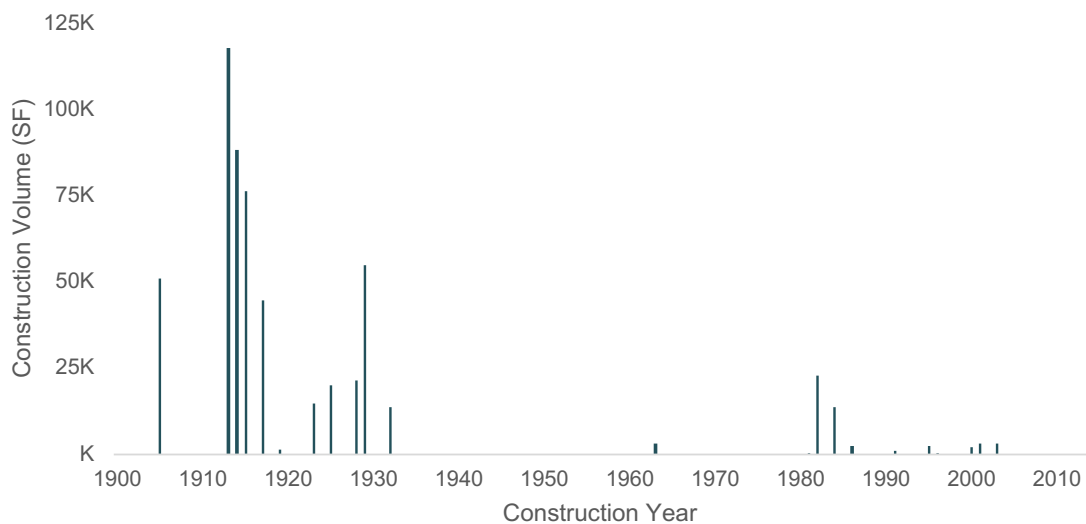
The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site's structures and layout.



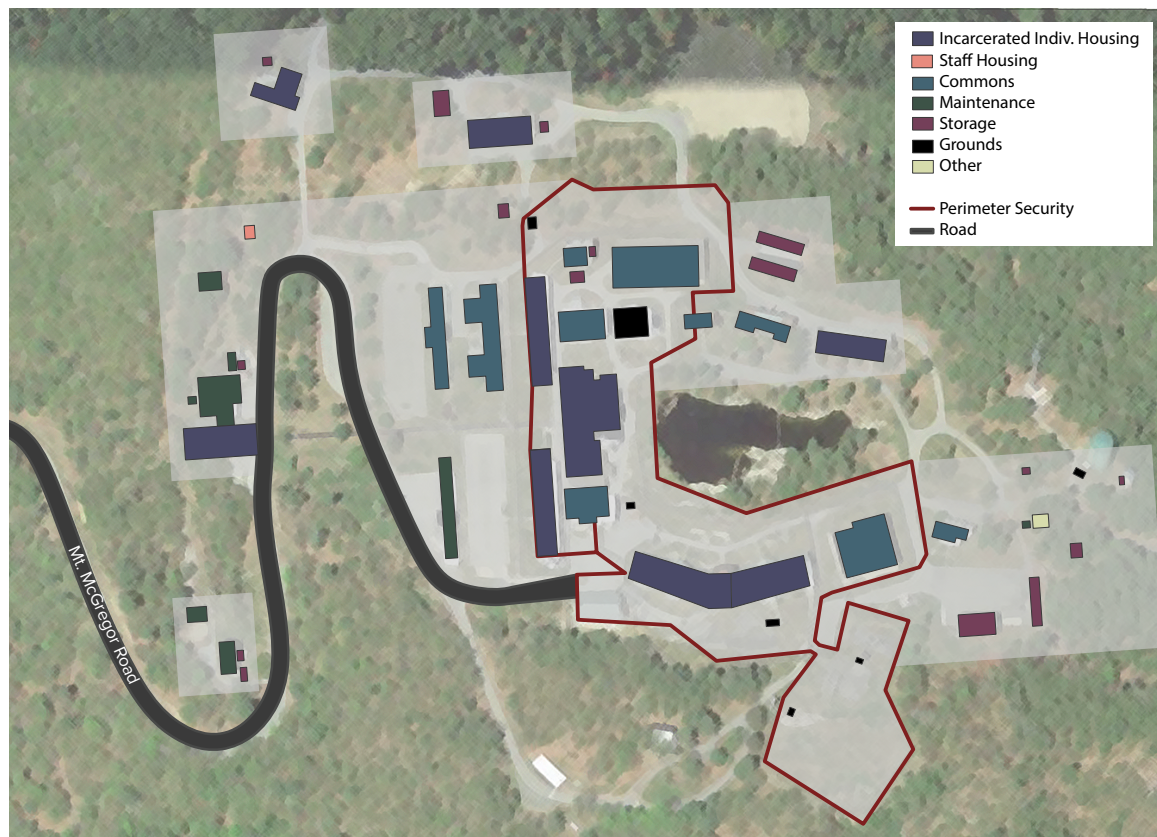
**Table 9: Mt. McGregor  
CF Building Inventory  
Summary**  
Source: DOCCS; BJH  
Analysis

Building Type	No. Buildings	Total SF	Avg. SF
Incarcerated Individual Housing	10	310,000	31,000
Staff Housing	1	1,000	1,000
Commons	13	174,000	13,000
Maintenance	9	34,000	4,000
Storage	19	20,000	1,000
Grounds	7	2,000	300
Other	3	16,000	5,000
<b>TOTAL</b>	<b>62</b>	<b>558,000</b>	<b>9,000</b>

**Figure 7: Mt. McGregor  
CF Building  
Construction Timeline**  
Source: DOCCS; BJH  
Analysis



**Figure 8: Mt. McGregor  
CF Site Plan**  
Source: DOCCS; BJH  
Analysis



### 1.3 Site Infrastructure

Mt. McGregor CF's infrastructure and utility systems are all located onsite and not shared with other facilities.

- **Water Distribution System:** Water is pumped from the nearby Lake Bonita reservoir to a 1,300,000-gallon water storage tank and filtration facility located onsite. Water is then distributed throughout the Site.
- **Sanitary Sewer System:** The Site is served by underground sanitary sewer piping and manholes throughout the property.
- **Electrical Distribution:** Electric service for the Site is provided by National Grid. The Site has backup emergency generators.
- **Heating:** A central steam plant provides heating for the Site via an underground steam tunnel.

### 1.4 Transportation Access

The Site is located on Mt. McGregor Road, a cul de sac that branches off of State Route 9 and is about one mile from Exit 16 off Interstate 87. The Site parking lot has spaces for roughly 100 cars.

The Site has some access to public transportation via rail – it is located 10 miles north of Saratoga Springs and 13 miles south of Fort Edward, both of which are serviced by Amtrak's Ethan Allen Express Line. In addition, a freight railway operated by the Delaware & Hudson Railway Co. runs about four miles east of the Site.

The Site is about 10 miles from a Saratoga Corinth & Hudson Railway access point, a scenic railway that offers passenger excursions through the Adirondack Park.

### 1.5 Legal and Land Use

The Site is located within the Towns of Corinth, Wilton, and Moreau. The Town of Corinth and Town of Wilton presently identify the Site's zoning as "State" and the Town of Moreau identifies the zoning as R4 (Agriculture, one and two family residential). The Site may be eligible for a zoning variance, subject to the Zoning Board of Appeals under the Towns of Corinth, Wilton, and Moreau.

The Site is currently owned by the State and is exempt from property taxes but would be assessed by local jurisdictions if transferred to a private owner.

Certain easements may be required prior to a sale or transfer of ownership from the State to other public or private entities. The Saratoga County Office of Emergency Services (Saratoga EMS) rents a parcel on the eastern edge of the Site to support a 3,500 square foot public safety communications tower and will require continued access. In addition, the Site is accessed by and includes Mt. McGregor Road, a one-mile, two-lane roadway that is fronted by private residences and leads to the Ulysess S. Grant Cottage (a National Historic Landmark owned by the State and serviced by the Department of Parks, Recreation, and Historic Preservation (Parks)). This road will remain accessible to the public.

Finally, the Site is adjacent to the Adirondack Park and is therefore subject to the Public Lands Law, which prohibits the transfer of property over 100 acres. Barring a legislative change, the parcel boundary may have to be redrawn prior to a private disposition.

## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

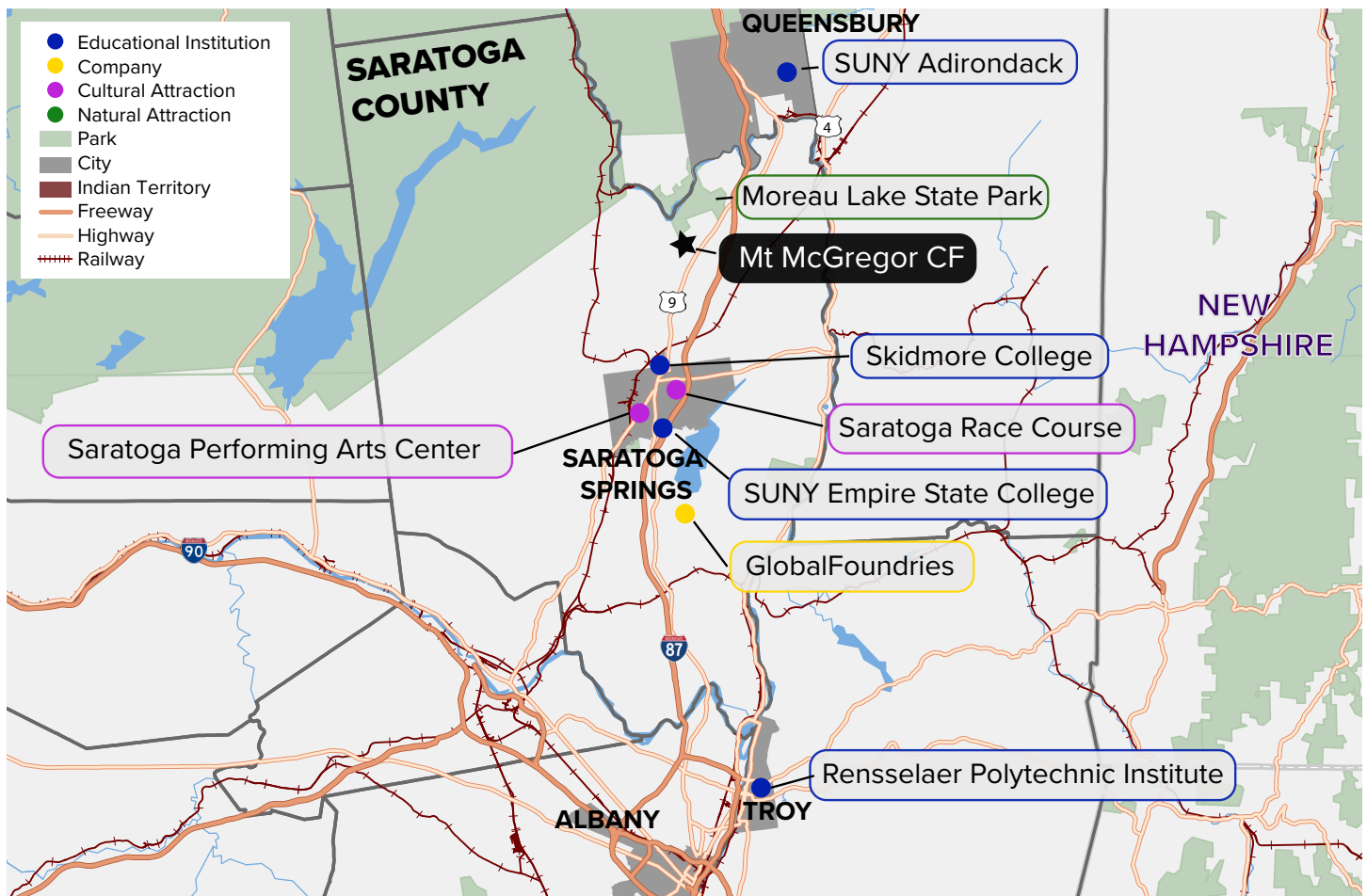


Figure 9: Mt. McGregor CF Regional Assets Map  
Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is located within the Towns of Wilton, Corinth, and Moreau in Saratoga County. It is approximately 50 miles north of Albany, NY and 10 miles north of Saratoga Springs, NY.

During the 19th century, Saratoga County was an important industrial center that benefitted from its proximity to Albany on the Delaware and Hudson Railway, as well as to hydropower from the Hudson River and the Kayaderosseras Creek. Some of the most industrial employers were paper mills, tanneries, foundries, and textile mills.

Today, Saratoga County is one of the fastest growing areas in New York State and is bolstered by the emergent

semiconductor industry. The area also has a strong creative and cultural economy featuring attractions like the Saratoga Race Course and Saratoga Performing Arts Center. These industries are strengthened by proximity to several institutions of higher education, including the State University of New York (SUNY) Adirondack, SUNY Empire State College, Skidmore College, and Rensselaer Polytechnic Institute (RPI).

Saratoga County also serves as the southern gateway to the Adirondack Park and is home to several state parks and forests. The Site neighbors Moreau Lake State Park, which is known for its trails, hardwood forest, beach, and other outdoor recreational opportunities.



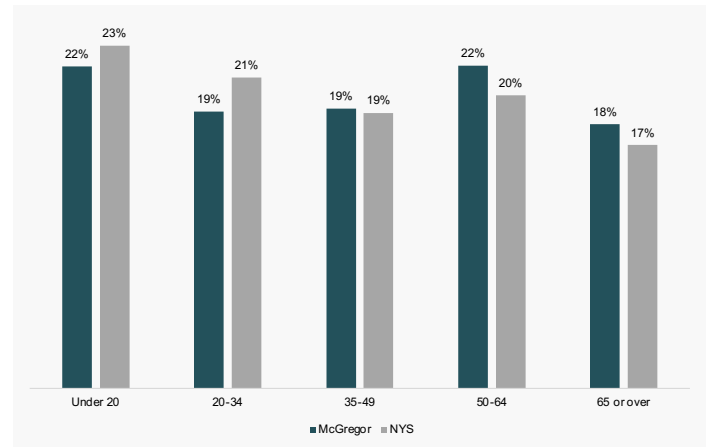
## 2.2 Demographic Trends

As of 2020, there were approximately 107,500 individuals residing within a 10-mile radius of the Site. The population has grown since 2010 at a CAGR of 0.4%.

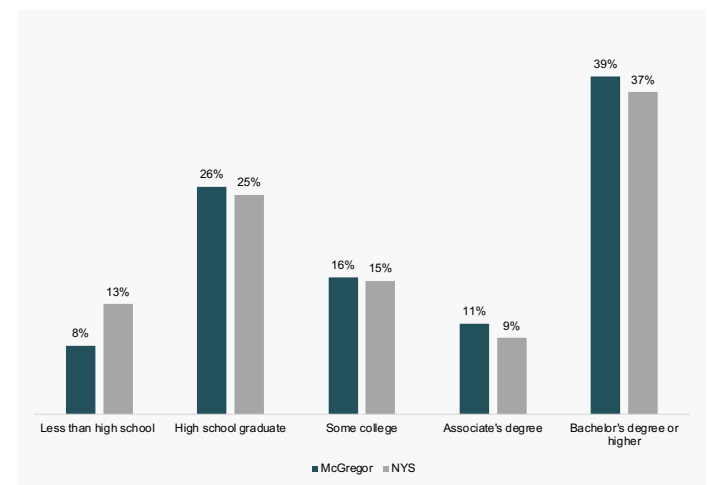
The Study Area has a slightly older population than NYS. Forty percent of residents are aged 50 or older (compared to 37% for NYS) and 60% are under 50 (compared to 63% for NYS).

The Study Area's population is relatively well educated, with 39% of residents over the age of 25 having achieved a bachelor's degree or higher (compared to 37% of New York State's population). As mentioned in the prior subsection, the Site is proximate to various higher education institutions, including SUNY Adirondack, SUNY Empire State College, Skidmore College, and RPI.

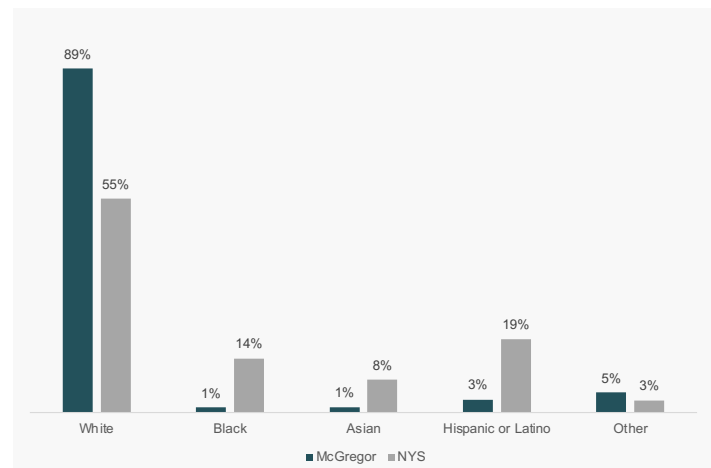
The Study Area's population is predominantly White (89%, compared to 55% for NYS). The Study Area has a significantly lower share of residents who identify as Asian (1%), Black (1%) and Hispanic or Latino (3%) than NYS (8%, 14%, and 19%, respectively).



*Figure 10: Population by Age Group for Mt. McGregor CF Study Area, 2020*  
Source: American Community Survey



*Figure 11: Population by Educational Attainment for Mt. McGregor CF Study Area, 2020*  
Source: American Community Survey



*Figure 12: Population by Race/Ethnicity for Mt. McGregor CF Study Area, 2020*  
Source: American Community Survey





## 2.3 Industry Trends

As of 2019, there were approximately 49,100 jobs within the Study Area. The employment base grew more quickly (CAGR of 1.3%) than the population base (CAGR of 0.4%) between 2010 and 2019.

The Study Area's five largest sectors are Health Care & Social Assistance (10,601 jobs, 22% of total employment), Accommodation & Food Services (6,376, 13%), Retail Trade (5,897, 12%), Manufacturing (4,255, 9%), and Administrative & Waste Services (3,188, 6%). The Study Area's high share of Accommodation & Food Services employment is driven by its concentration of restaurants, and its Retail Trade sector includes a range of big box retailers (Walmart, BJ's Wholesale Club, Home Depot, and Lowe's), both of which reflect demand from a relatively dense population center.

The Study Area also has a high share of Manufacturing employment, which is driven by both food and beverage manufacturing (e.g., Stewart's manufacturing, which services the Stewart's restaurant chain) and by the emerging semiconductor industry (e.g., GlobalFoundries).

## 2.4 Real Estate Trends

The Study Area experienced strong retail absorption between 2010 and 2020 (+470K SF). The largest retail lease over this period was by Target for 130,000 SF at the Aviation Mall in Queensbury.

The Study Area also experienced net positive office and industrial absorption between 2010 and 2020, although to a lesser degree (+267K SF and +60K SF, respectively) than for the industrial supply.

The Study Area has approximately 51,000 housing units. The housing supply increased at a CAGR of 0.8% between 2010 and 2020, more quickly than for the Study Area's population (CAGR of 0.4%) over the same period.

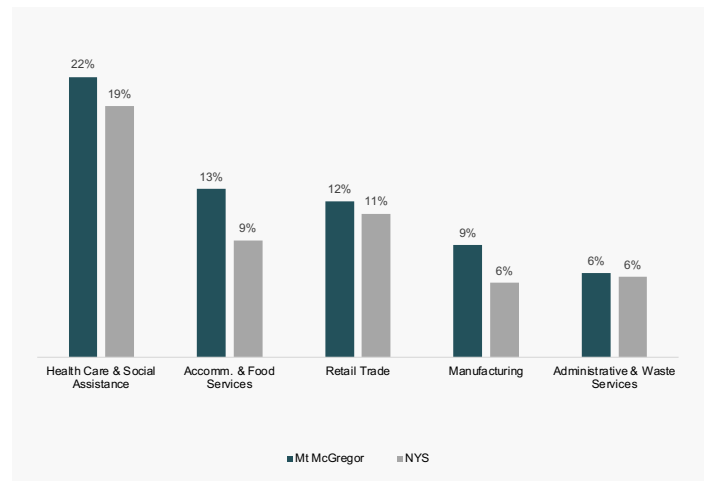


Figure 13: Top Five Sectors by Share of Total Jobs for Mt. McGregor CF Study Area, 2019

Source: On the Map

	2010-2020	2019-2020
Office (SF)	267,000	(33,000)
Retail (SF)	470,000	119,000
Industrial (SF)	60,000	162,000

Table 10: Office, Retail, and Industrial Net Absorption for Mt. McGregor CF Study Area, 2015-2020

Source: CoStar

	2020	2010-2020 CAGR
No. Units	51,000	+0.8%

Table 11: Housing Units for Mt. McGregor CF Study Area, 2010-2020

Source: American Community Survey

### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section V. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

Regional incentives are available through the Mid-Hudson Regional Economic Development Council (MHREDC) and local incentives are available through the Dutchess County Industrial Development Agency (DCIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research and Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

According to NYSERDA, a Build-Ready project is not viable on the Site due to limited buildable area outside of the perimeter fence.







# Livingston Correctional Facility

## 1. Site Context

### 1.1 Site Overview

Livingston Correctional Facility (Livingston CF or the Site) is a former medium-security prison campus located on Sonyea Road, Sonyea, NY 14556.

The Site opened in 1991 as a feeder to other Comprehensive Alcohol and Substance Abuse Treatment (CASAT) facilities and later became a general confinement facility. The Site closed in September 2019 along with a number of other prisons in response to a shrinking prison population.

### 1.2 Site Plan & Building Inventory

The medium-security Site covers approximately 118 acres of land, 56 of which are within the perimeter security and 62 of which are outside. The perimeter security includes a double fence with multiple razor coils.

There are 37 buildings on the property, totaling 286,000 square feet. The Site has eight housing units with capacity for around 900 incarcerated individuals; seven of the units are barrack-style dormitories with identical footprints and one is a smaller special housing unit. The Site also has various commons, maintenance, storage, and grounds structures, as well as a 4,000 square foot greenhouse.

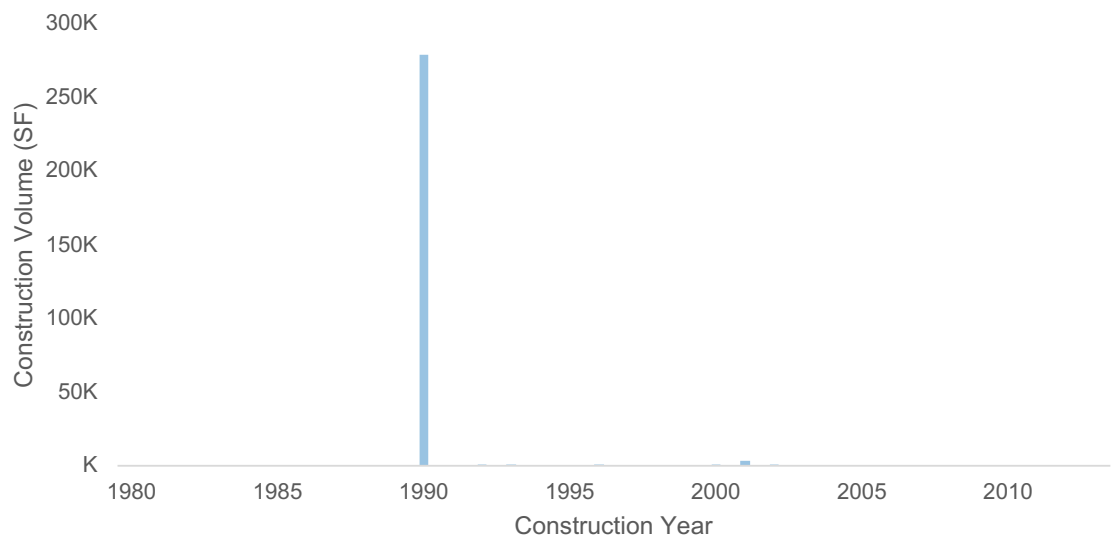
Almost all of the buildings were purpose-built in 1990, prior to the prison's opening in 1991. Some ancillary structures were constructed between 1990 and 2001.

The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site's structures and layout.

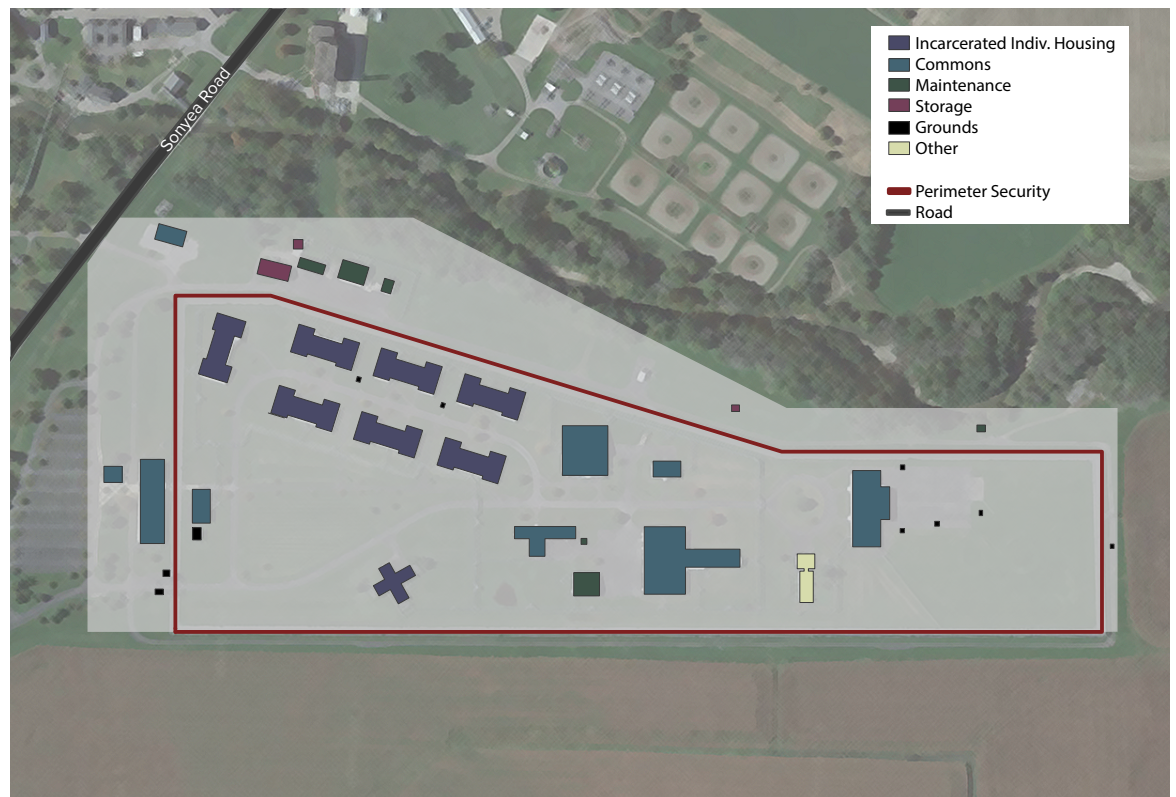
*Table 12: Livingston  
CF Building Inventory  
Summary*  
Source: DOCCS; BJH  
Analysis

Building Type	No. Buildings	Total SF	Avg. SF
<b>Incarcerated Individual Housing</b>	8	122,000	15,000
<b>Commons</b>	9	133,000	15,000
<b>Maintenance</b>	6	18,000	3,000
<b>Storage</b>	3	6,000	2,000
<b>Grounds</b>	10	2,000	200
<b>Other</b>	1	4,000	4,000
<b>TOTAL</b>	<b>37</b>	<b>286,000</b>	<b>8,000</b>

*Figure 14: Livingston  
CF Building  
Construction  
Timeline*  
Source: DOCCS; BJH  
Analysis



*Figure 15: Livingston  
CF Site Plan*  
Source: DOCCS; BJH  
Analysis





### 1.3 Site Infrastructure

Most of Livingston CF's infrastructure systems are shared with Groveland Correctional Facility (Groveland CF), which is half of a mile west of the Site. The Site does have its own electrical distribution system and emergency generators.

- **Water Distribution System:** Water is provided by Livingston County Water and Sewer Authority.
- **Sanitary Sewer System:** The Site's sewage is directed to a wastewater treatment plant at Groveland CF.
- **Electrical Distribution:** Electric service for the Site is provided by National Grid. The Site also has emergency generators in Building 20 that cover the whole facility.
- **Heating:** The Site is supplied with steam from the Groveland CF centralized steam plant. The steam is converted to heat at Livingston CF's Building 21, the energy conversion building.

### 1.4 Transportation Access

The Site is located on Sonyea Road, which is also New York State Route 36, and is less than two miles from the nearest freeway, Interstate 390. The Site parking lot has spaces for roughly 300 cars.

The Site does not have access to passenger rail but is proximate to the Genessee & Wyoming Railroad's freight line. The railway runs one mile east of the Site and has a freight terminal eight miles south of the Site.

### 1.5 Legal and Land Use

The Site is located in the Town of Groveland's Agricultural/Residential zoning district and is predominately surrounded by farmland, as well as the Sonyea State Forest to the south. The Site may be eligible for a zoning variance, subject to the Zoning Board of Appeals under the Town of Groveland.

The Site is currently owned by the State and is exempt from property taxes but would be assessed by local jurisdictions if transferred to a private owner.

Certain easements may be required prior to a sale or transfer of ownership from the State to other public or private entities since the Site's infrastructure is largely shared with Groveland CF.

## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

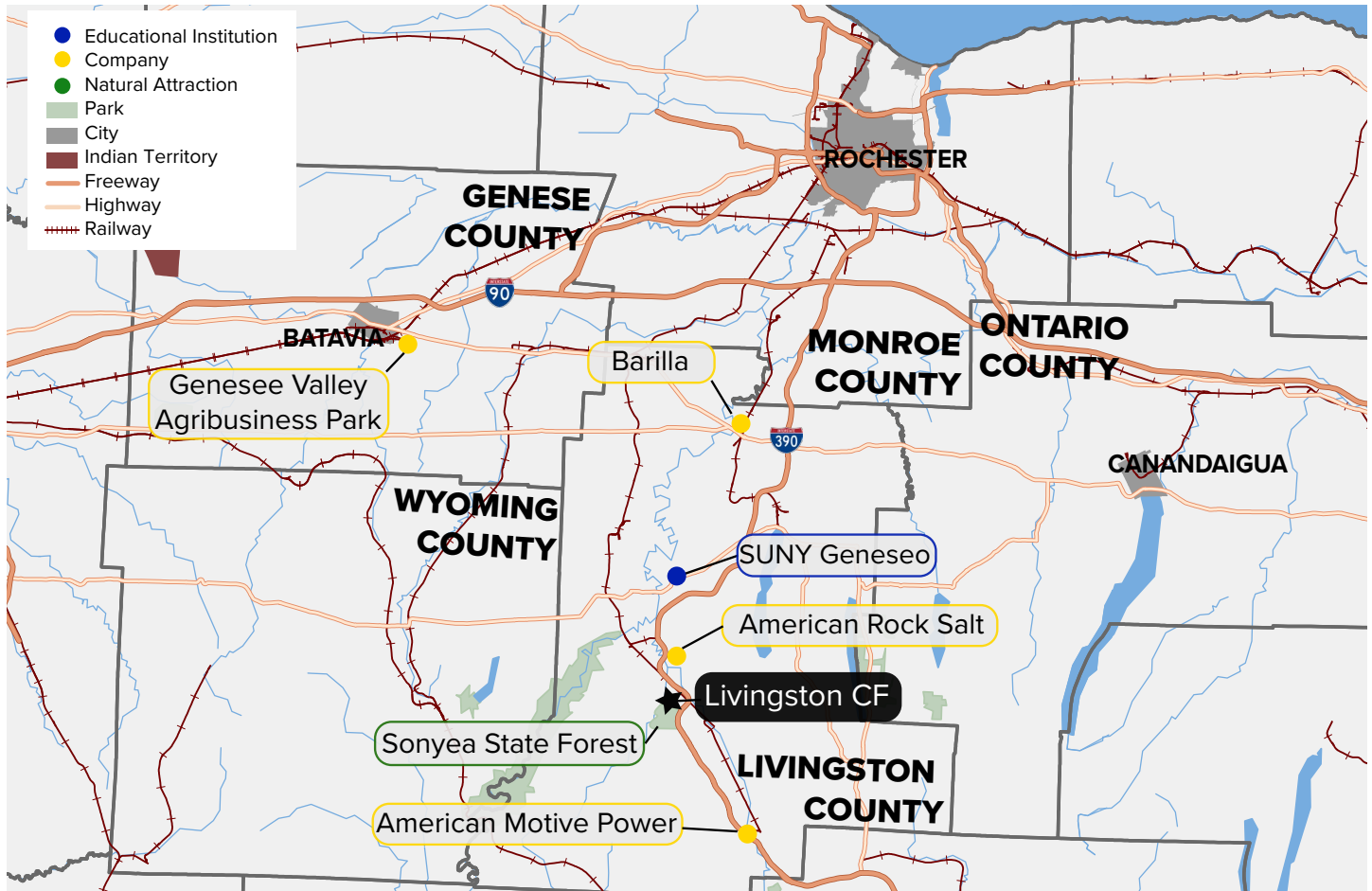


Figure 16: Livingston CF Regional Assets Map

Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is located in the Town of Groveland (Groveland) in Livingston County. It borders Sonyea State Forest and is approximately 47 miles south of Rochester, NY.

Groveland and the greater Livingston County have historically been rural places with agricultural economies. The Livingston County Flag, adopted in 1971, features a gold stripe for the golden grain grown in the northern townships, a green stripe for the forests and nursery industry of the southern townships, and a blue stripe through the center that represents the Genessee River. The flag also has two white borders representing the County's mineral resources of salt and limestone.

The Livingston County Industrial Development Agency (LCIDA) has successfully developed multiple business parks in the area whose tenants include major national companies such as Barilla, American Rock Salt, and American Motive Power. Both Barilla and American Rock Salt leverage the county's agricultural and natural resources (wheat and salt).

The area is also home to the State University of New York (SUNY) Geneseo, a small liberal arts college that attracts students from all over the state.

## 2.2 Demographic Trends

As of 2020, there were approximately 20,000 individuals residing within a 10-mile radius of the Site. The population has declined since 2010 at a CAGR of -0.6%.

The Study Area has a slightly younger population than NYS. Forty-nine percent of residents are under 35 (compared to 44% for NYS) and 50% are 35 or older (compared to 56% for NYS).

A high share of the Study Area's residents are associate degree holders or have some college experience (collectively 30%, compared to 24% for NYS), but a low share have achieved a bachelor's degree or higher (24%, compared to 37% for NYS).

The Study Area's population is predominantly White (84%, compared to 55% for NYS). The Study Area has a significantly lower share of residents who identify as Asian (2%), Black (3%) and Hispanic or Latino (7%) than NYS (8%, 14%, and 19%, respectively).

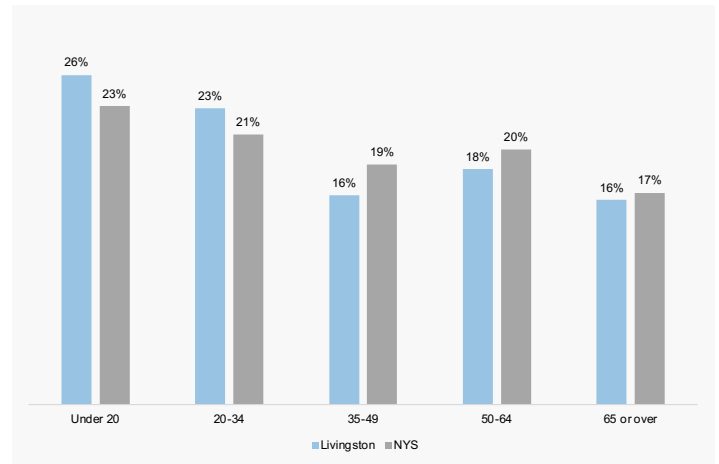


Figure 17: Population by Age Group for Livingston CF Study Area, 2020

Source: American Community Survey

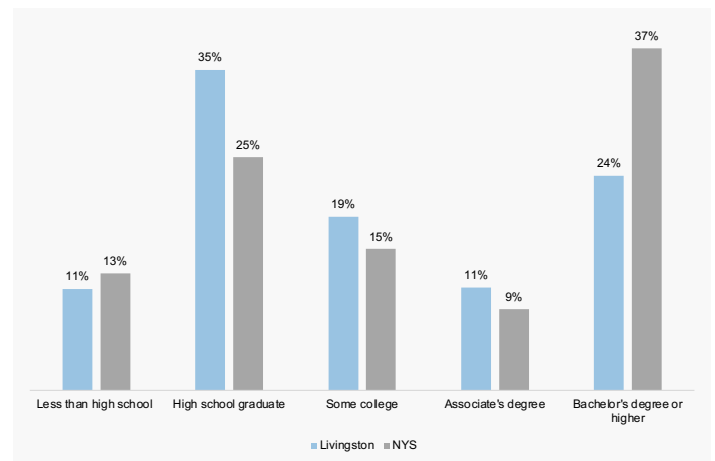


Figure 18: Population by Educational Attainment for Livingston CF Study Area, 2020

Source: American Community Survey

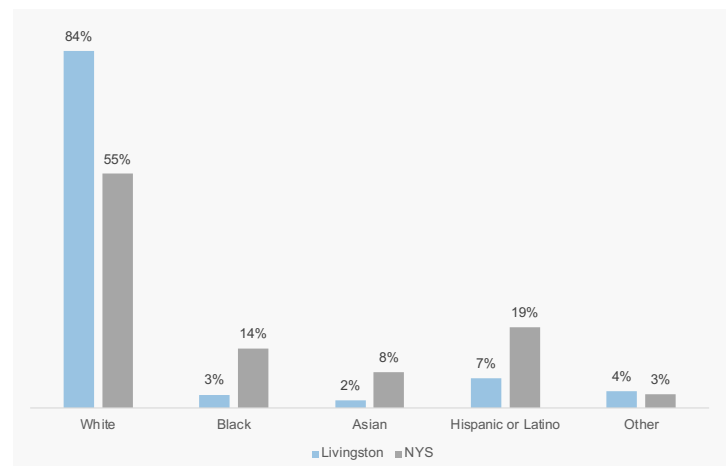


Figure 19: Population by Race/Ethnicity for Livingston CF Study Area, 2020

Source: American Community Survey

## 2.3 Industry Trends

As of 2019, there were approximately 6,800 jobs within the Study Area. While the Study Area's population base declined between 2010 and 2019 (CAGR of -0.6%), its employment base grew over the same period (CAGR of 2.8%).

The Study Area's five largest sectors are Retail Trade (1,346 jobs, 20% of total employment), Accommodation & Food Services (1,277, 19%), Health Care & Social Assistance (818, 12%), Manufacturing (733, 11%), and Administrative & Waste Services (708, 10%). The Study Area's Accommodation & Food Services sector represents an especially large share of total jobs when compared to New York State (9% of statewide jobs) and is driven by Campus Auxiliary Services, a not-for-profit company that provides all food services for SUNY Geneseo. In addition, as discussed in [Section 2.1. Regional Assets](#), the success of local business parks has contributed to strong Manufacturing employment in the area.

## 2.4 Real Estate Trends

The Study Area experienced net positive retail, office, and industrial absorption between 2010 and 2020 (+91K SF, +84K SF, and +62K SF, respectively). The retail market has also proven to be strong in recent years, having experienced net positive absorption between 2019 and 2020 (+32K SF). Walmart contributed to this trend by leasing 204,000 SF for its supercenter in Geneseo.

The Study Area has approximately 7,000 housing units. While the Study Area experienced population decline between 2010 and 2020 (CAGR of -0.6%), its housing stock remained stable over the same period (CAGR of 0.6%).

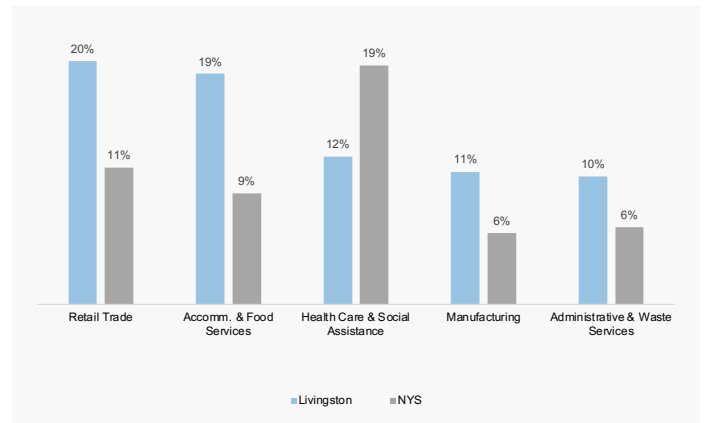


Figure 20: Top Five Sectors by Share of Total Jobs for Livingston CF Study Area, 2019

Source: On the Map

	2010-2020	2019-2020
Office (SF)	84,000	-
Retail (SF)	91,000	32,000
Industrial (SF)	64,000	-

Table 13: Office, Retail, and Industrial Net Absorption for Livingston CF Study Area, 2015-2020

Source: CoStar

	2020	2010-2020 CAGR
No. Units	7,000	+0.0%

Table 14: Housing Units for Livingston CF Study Area, 2010-2020

Source: American Community Survey



### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section IV. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

Regional incentives are available through the Finger Lakes Regional Economic Development Council (FLREDC) and local incentives are available through the Livingston County Industrial Development Agency (LCIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research & Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

NYSERDA has identified Livingston CF as a potentially viable Build-Ready site with 140 total buildable acres, 65 of which are inside the perimeter fence.





# Willard Drug Treatment Campus

## 1. Site Context

### 1.1 Site Overview

Willard Drug Treatment Campus (Willard DTC or the Site) is a former drug treatment campus located at 7116 County Route 132, Willard, NY 14588.

The Site opened in September 1995 on land formerly owned by the Willard Psychiatric Center and served as a drug treatment campus for men and women. The three-month treatment program, which was operated by the Department of Corrections and Community Supervision (DOCCS) in collaboration with the Division of Parole and the Office of Alcohol and Substance Abuse Services (OASAS), provided a sentencing option for individuals convicted of a drug offense and parole violators who may have otherwise returned to prison for a year or more. The Site closed in March 2022 along with a number of other prisons in response to a shrinking prison population.

### 1.2 Site Plan & Building Inventory

The Site covers approximately 550 acres of land, 110 of which are within the perimeter security and 440 of which are outside. The perimeter security includes a double fence with multiple razor coils.

There are 107 buildings on the property, totaling 930,000 square feet. The Site has three large housing units with an overall capacity for around 700 incarcerated individuals. In addition, there are 25 smaller units that housed correctional officers and other staff – these structures range from single occupancy cabins to multi-family apartments. There are also various common spaces, storage structures (most of which are small sheds),

maintenance facilities, and grounds structures across the Site. In addition, the Site has a greenhouse, morgue, and shooting range.

The Site's structures were constructed over several decades. Some buildings date back to 1920 and were constructed as part of the former Willard Psychiatric Center. Other buildings were renovated and/or constructed after the Site's opening in 1995.

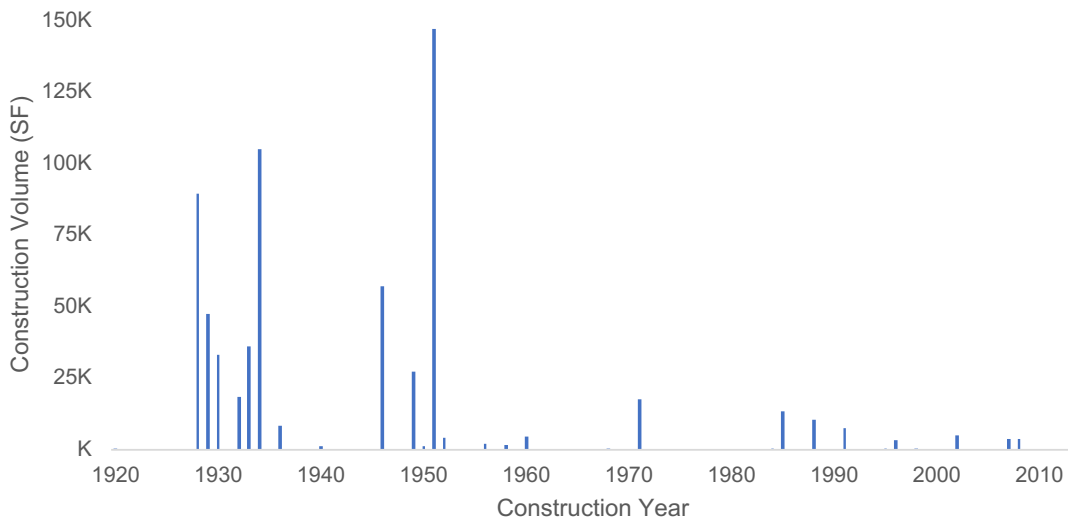
The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site's structures and layout.



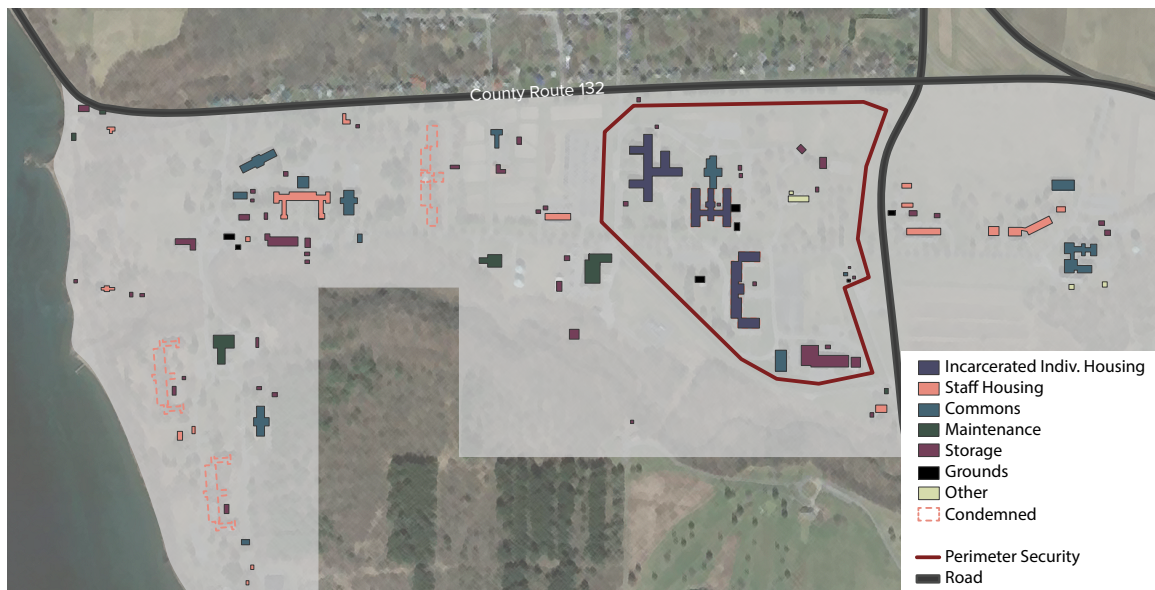
**Table 15: Willard DTC Building Inventory Summary**  
Source: DOCCS; BJH Analysis

Building Type	No. Buildings	Total SF	Avg. SF
Incarcerated Individual Housing	3	325,000	108,000
Staff Housing	25	181,000	7,000
Commons	13	226,000	17,000
Maintenance	7	48,000	7,000
Storage	50	141,000	3,000
Grounds	5	5,000	900
Other	4	5,000	1,000
<b>TOTAL</b>	<b>107</b>	<b>930,000</b>	<b>9,000</b>

**Figure 21: Willard DTC Building Construction Timeline**  
Source: DOCCS; BJH Analysis



**Figure 22: Willard DTC Site Plan**  
Source: DOCCS; BJH Analysis



### 1.3 Site Infrastructure

Most of Willard DTC's infrastructure and utility systems are located onsite and not shared with other facilities. However, Willard DTC's water treatment and distribution system also services nearby residences, the Seneca County Sewage Treatment Plant, and the Bonavista NYS Parks Golf Course.

- **Water Distribution System:** Surface water from Seneca Lake is pumped via the Site's pumping station (Building 122) to the 630,000-gallon raw water tank and the water treatment plant (Building 163). After the water is treated, it is pumped to the 630,000-gallon finished water tank, followed by the 300,000-gallon elevated water tank. From the elevated water tank, water is distributed throughout the Site, as well as to residences in the Town of Romulus, the Seneca County Sewage Treatment Plant, and the Bonavista NYS Parks Golf Course.
- **Sanitary Sewer System:** The Site is served by underground sanitary sewer piping and manholes throughout the property. Sewage for most of the Site flows by gravity to the Seneca County Wastewater Treatment Plant; however, due to the slope of the Site, sewage from Buildings 87 and 98, two staff housing units, is first directed to the sewage lift station (Building 89) then to a manhole located on the gravity portion of the system.
- **Electrical Distribution:** Electric service for the Site is provided by New York State Electric & Gas (NYSEG). Power is supplied from an onsite NYSEG substation to the switchgear within the powerhouse (Building 51) at 13.2 kV. The main facility switchgear is also supplied power by one 1,500 kW emergency generator.

### 1.4 Transportation Access

The Site is located on County Route 132, which branches off of New York State Route 96A, and is about 22 miles from the nearest freeway, Interstate 90. The Site parking lot has spaces for roughly 200 cars.

The Site does not have access to passenger rail, but is about two miles south of a freight terminal serviced by the Finger Lakes Railway Co.

### 1.5 Legal and Land Use

The Site is located in the Institutional Governmental (I/G) and Hamlet Residential (HR) district, pursuant to the Town of Romulus's zoning code. The surrounding neighborhood is composed of single-family residential houses and plots of farmland. The Site may be eligible for a zoning variance, subject to the Zoning Board of Appeals under the Town of Romulus.

The Site is currently owned by the State and is exempt from property taxes but would be assessed by local jurisdictions if transferred to a private owner. Certain easements may be required prior to a sale or transfer of ownership from the State to other public or private entities. The Town of Romulus intends to purchase the Site's water treatment and distribution, which services nearby residences, the Seneca County Sewage Treatment Plant, and the Bonavista NYS Parks Golf Course, and will therefore require continued access.



## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

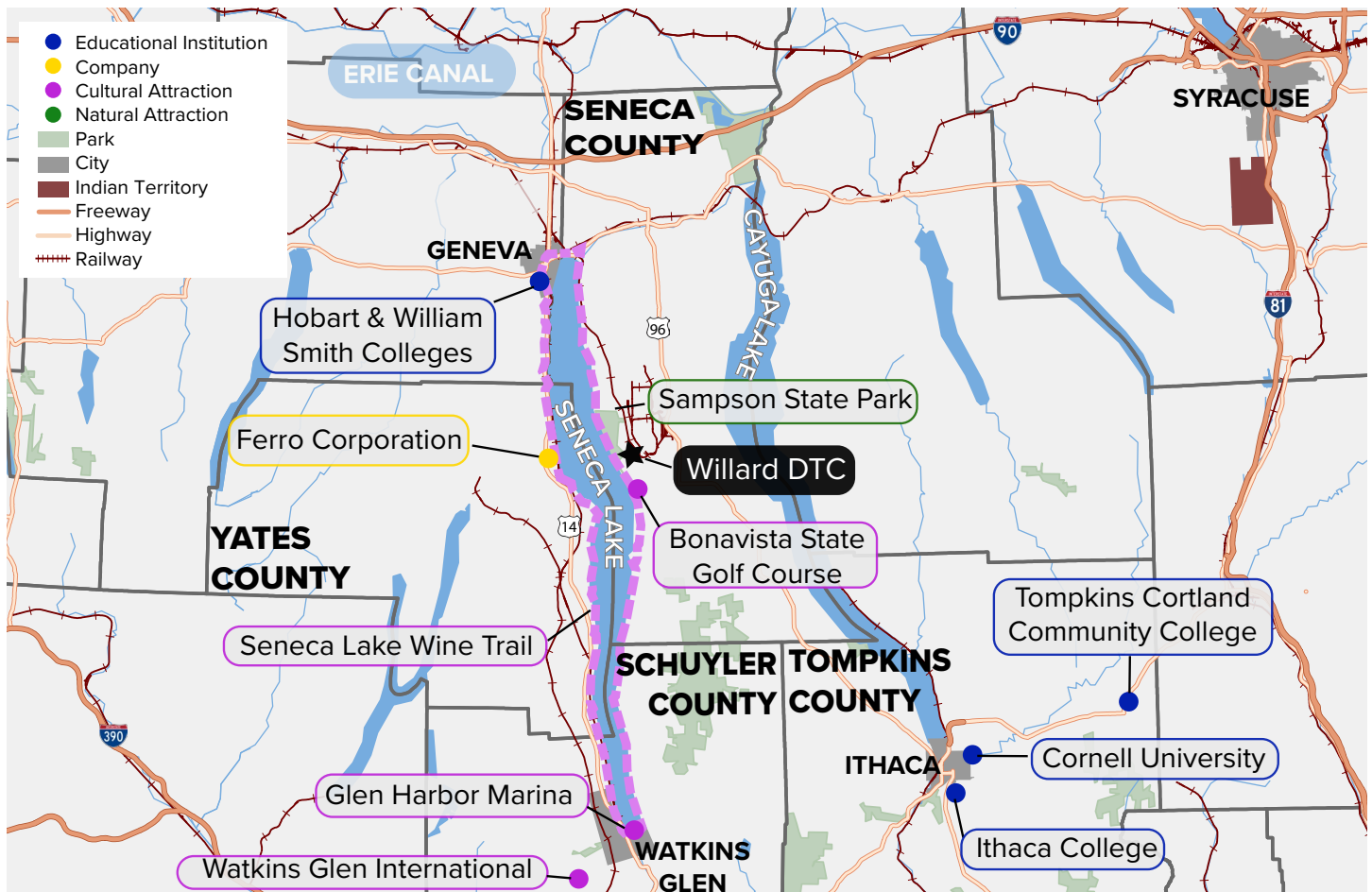


Figure 23: Willard DTC Regional Assets Map

Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is located on Seneca Lake in the hamlet of Willard, which is part of the Town of Romulus (Romulus), Seneca County. It is approximately 18 miles south of Geneva, NY and 30 miles northeast of Ithaca, NY.

Romulus was controlled by Seneca and Cayuga Indians prior to becoming part of the Central New York Military Tract, which designated land for veterans of the Revolutionary War. The town remained an asset for US military efforts through World War I when the Seneca Army Depot opened on 10,587 acres of land between Seneca Lake and Cayuga Lake. The property was used as a munitions storage and disposal facility from 1941 until the 1990s and was formally shut down in 2000; it has

since been transferred to the Seneca County Industrial Development Agency (SCIDA).

Today, the town's economy is driven by an emerging agrotourism industry. Several vineyards form a "wine trail" along Seneca Lake, in addition to other lakes in the greater Finger Lakes region. The agrotourism industry is strengthened by several other nearby attractions, including the Bonavista State Golf Course, the Glen Harbor Marina, and Watkins Glen International (an automobile race track). According to local economic development professionals, many tourists stay in short-term rentals when visiting the area due to a low supply of hotel rooms, increasing pressure on housing affordability.

## 2.2 Demographic Trends

As of 2020, there were approximately 10,300 individuals residing within a 10-mile radius of the Site. The population has grown since 2010 at a CAGR of 0.6%.

The Study Area has a slightly younger population than NYS. Thirty-three percent of residents are aged 50 or over (compared to 37% for NYS) and 69% are under 50 (compared to 63% for NYS).

The Study Area's population has low levels of educational attainment, with 25% of residents over the age of 25 having less than a high school degree or equivalent (compared to 13% for NYS). In addition, only 17% of Study Area residents over 25 are bachelor's degree holders, relative to 37% across the broader state.

The Study Area's population is predominantly White (81%, compared to 55% for NYS). The Study Area has a significantly lower share of residents who identify as Asian (0%) and Hispanic or Latino (5%) than NYS (8% and 19%, respectively), but only a slightly lower share of Black residents (9%, compared to 14% for NYS).

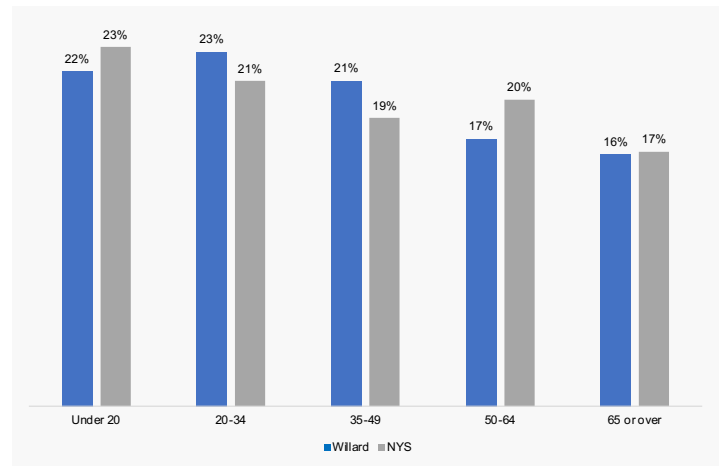


Figure 24: Population by Age Group for Willard DTC Study Area, 2020

Source: American Community Survey

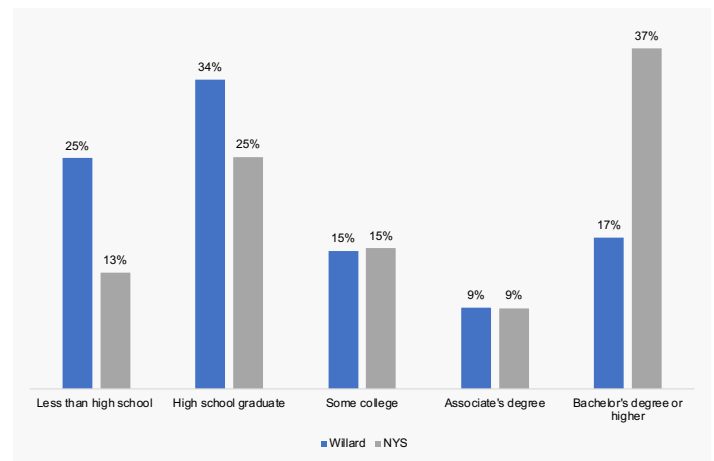


Figure 25: Population by Educational Attainment for Willard DTC Study Area, 2020

Source: American Community Survey

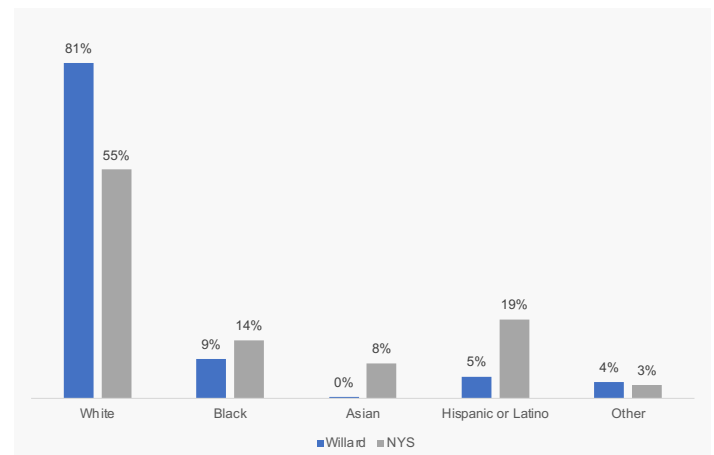


Figure 26: Population by Race/Ethnicity for Willard DTC Study Area, 2020

Source: American Community Survey

2.3 Industry Trends

As of 2019, there were approximately 4,700 jobs within the Study Area. The employment base grew more quickly (CAGR of 2.6%) than the population base (CAGR of 0.6%) between 2010 and 2019.

The Study Area’s five largest sectors are Manufacturing (1,525 jobs, 33% of total employment), Health Care & Social Assistance (871, 19%), Retail Trade (577, 12%), Accommodation & Food Services (463, 10%), and Educational Services (226, 5%). The Study Area’s Manufacturing sector represents an especially large share of total jobs when compared to New York State (6% of statewide jobs), which is driven by the concentration of wine production facilities around Seneca Lake.

2.4 Real Estate Trends

The Study Area experienced strong industrial absorption between 2010 and 2020 (+666K SF). The largest lease was by Ferro Corporation, a technology-based performance materials manufacturer (e.g., pigments, porcelain enamel, tile coating systems), for 235,000 SF of space on land across from the Site on Seneca Lake.

On the other hand, the Study Area experienced net negative retail absorption over the same period, despite having a large and growing Retail Trade sector. This could be due to demolitions, conversions to other uses, and/or Covid-related closures, though no specific data on CoStar could be pinpointed.

The Study Area has approximately 4,000 housing units. The housing supply increased at a CAGR of 0.9% between 2010 and 2020, more quickly than for the Study Area’s population (CAGR of 0.6%) over the same period.

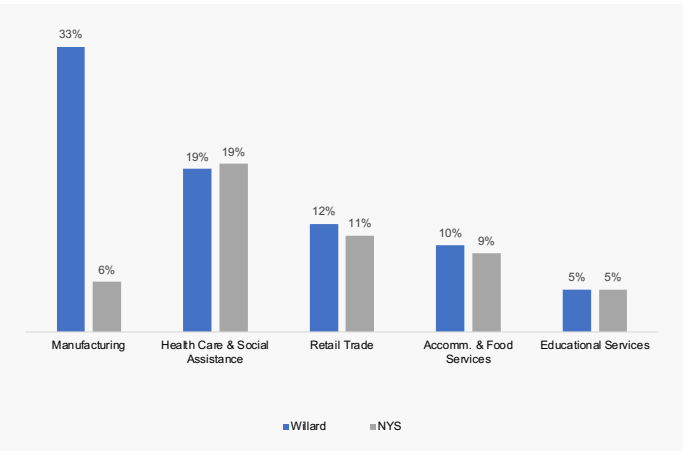


Figure 27: Top Five Sectors by Share of Total Jobs for Willard DTC Study Area, 2019  
Source: On the Map

	2010-2020	2019-2020
Office (SF)	-	-
Retail (SF)	(43,000)	(32,000)
Industrial (SF)	666,000	-

Table 16: Office, Retail, and Industrial Net Absorption for Willard DTC Study Area, 2015-2020  
Source: CoStar

	2020	2010-2020 CAGR
No. Units	4,000	+0.9%

Table 17: Housing Units for Willard DTC Study Area, 2010-2020  
Source: American Community Survey

### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section IV. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

Notably, the Site has a diverse mix of historic buildings and may be eligible for listing on the National Register of Historic Places, which would enable use of Federal and State Historic Tax Credit programs.

Regional incentives are available through the Finger Lakes Regional Economic Development Council (FLREDC) and local incentives are available through the Seneca County Industrial Development Agency (SCIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research & Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

NYSERDA has identified Willard DTC as a potentially viable Build-Ready site with 131 total buildable acres, 50 of which are inside the perimeter fence.







# Butler Correctional Facility

## 1. Site Context

### 1.1 Site Overview

Butler Correctional Facility (Butler CF or the Site) is a former minimum- and medium-security prison campus located at 14003 Westbury Cut Off Road, Red Creek, NY 13143.

The Site originally opened in January 1989 as the Butler Shock Incarceration Facility before converting into a dual minimum-/medium-security facility. The minimum- and medium-security complexes opened on adjacent parcels of land and are separated by a paved road. The Site closed in July 2014 along with a number of other prisons in response to a shrinking prison population.

### 1.2 Site Plan & Building Inventory

The Site is composed of adjacent minimum-security and medium-security correctional facilities.

- The minimum-security complex, located in the southern portion of the Site, covers approximately 50 acres of land, 22 of which are enclosed by a four-foot chain link fence and 28 of which are outside the perimeter security.
- The medium-security complex, located in the northern portion of the Site, covers approximately 101 acres of land, 23 of which are enclosed by fencing topped with coiled razor ribbon and 78 of which are outside the perimeter security.

There are 44 buildings across both the minimum- and medium-security complexes, totaling 183,000 square feet.

The Site has six barrack-style housing units with capacity for around 1,200 incarcerated individuals. The Site also has various commons, maintenance, storage, and grounds structures, as well as a shooting range.

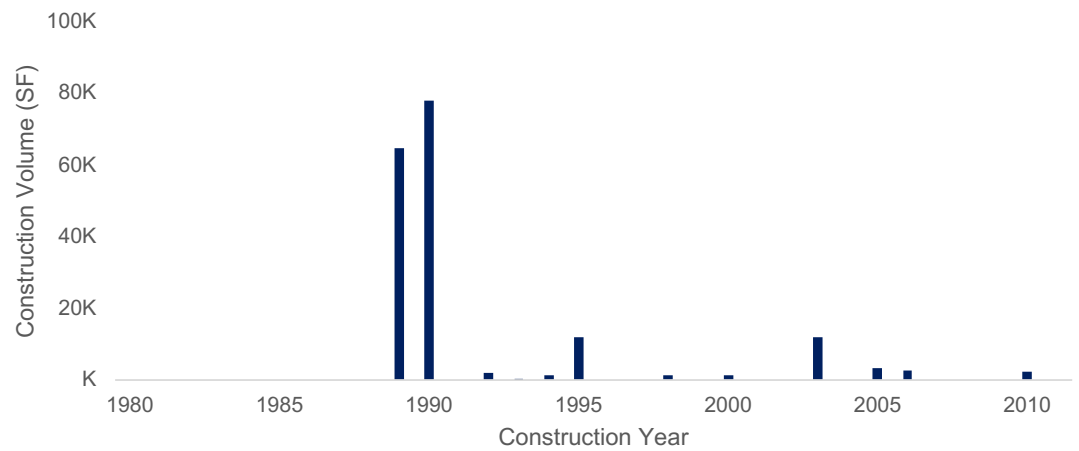
Many of the buildings were purpose-built in 1989, prior to the opening of the minimum-security complex. Construction also took place through 1990 as the Site expanded to include the medium-security complex. Other structures were constructed over the next two decades, through 2010.

The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site's structures and layout.

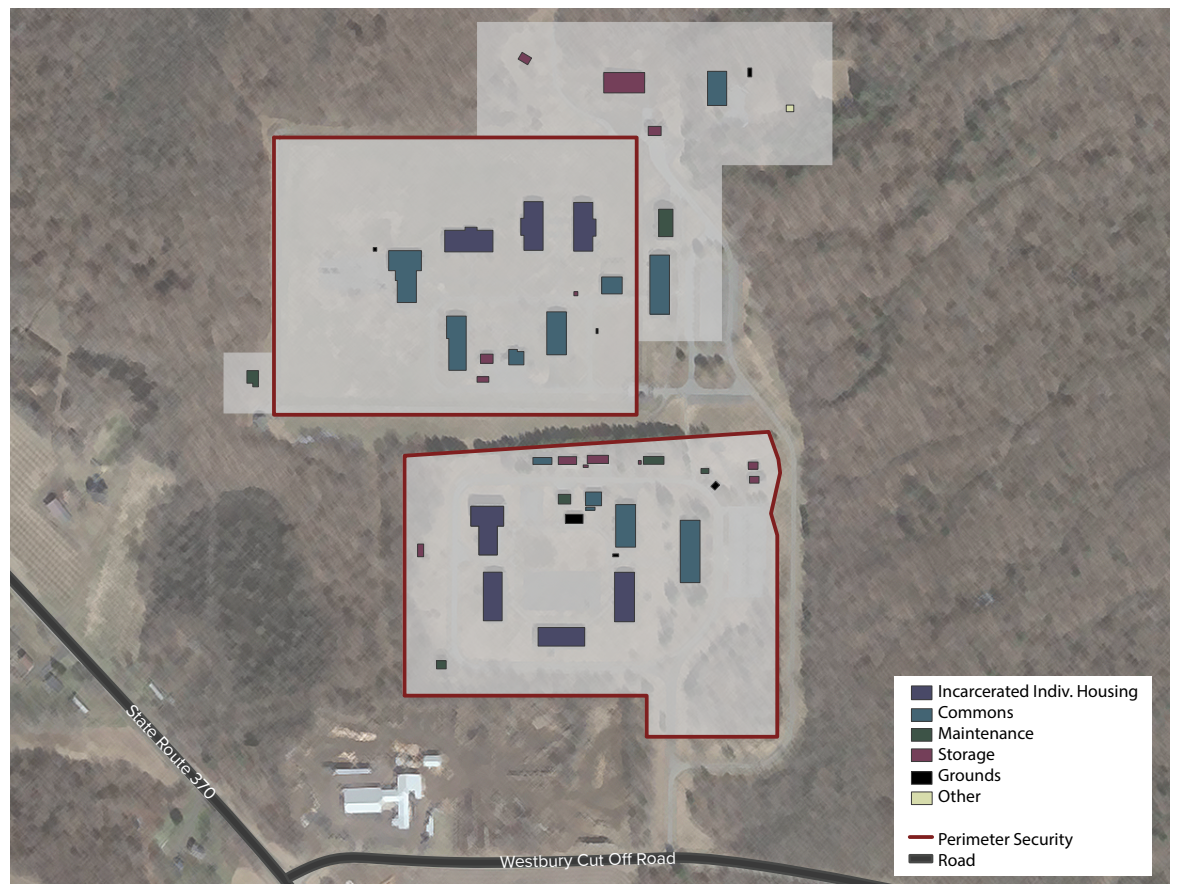
*Table 18: Butler CF Building Inventory Summary*  
Source: DOCCS; BJH Analysis

Building Type	No. Buildings	Total SF	Avg. SF
Incarcerated Individual Housing	6	60,000	10,000
Commons	12	89,000	7,000
Maintenance	7	15,000	2,000
Storage	12	17,000	1,000
Grounds	6	3,000	400
Other	1	200	200
<b>TOTAL</b>	<b>44</b>	<b>183,000</b>	<b>4,000</b>

*Figure 28: Butler CF Building Construction Timeline*  
Source: DOCCS; BJH Analysis



*Figure 29: Butler CF Site Plan*  
Source: DOCCS; BJH Analysis





### 1.3 Site Infrastructure

Butler CF's infrastructure and utility systems are all located onsite and not shared with other facilities.

- **Water Distribution System:** Water is provided by the Wayne County Water and Sewer Authority through a water main that loops around the Site.
- **Sanitary Sewer System:** The Site is served by underground sanitary sewer piping and manholes throughout the property. Sewage is directed to the Wayne County Water and Sewer Authority.
- **Electrical Distribution:** Electric service for the Site is provided by New York State Electric & Gas (NYSEG). Each complex has a diesel-powered emergency generator that covers most buildings.

### 1.4 Transportation Access

The Site is located on Westbury Cut Off Road, which spans between New York State Route 370 and Westbury Road. It is about 18 miles from the nearest freeway, Interstate 90. The Site parking lot has spaces for roughly 200 cars.

The Site does not have access to passenger rail, but is about five miles east of a freight railway owned by the Wayne County Industrial Development Agency (WCIDA) and operated by Buffalo Southern Railroad.

### 1.5 Legal and Land Use

The Site is located within the Towns of Wolcott and Butler, neither of which currently have zoning regulations. However, future site development on land within either of the Towns would require site plan review by the respective Town's governing board. Land uses around the Site are primarily residential and agricultural with ancillary agricultural uses (e.g., propane distribution businesses and agricultural supply stores) along the main roads.

The Site is currently owned by the State and is exempt from property taxes. Under a private purchase of the Site, property taxes would be assessed by Wayne County, the Towns of Butler and Wolcott, and the North-Rose Wolcott School District.

## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

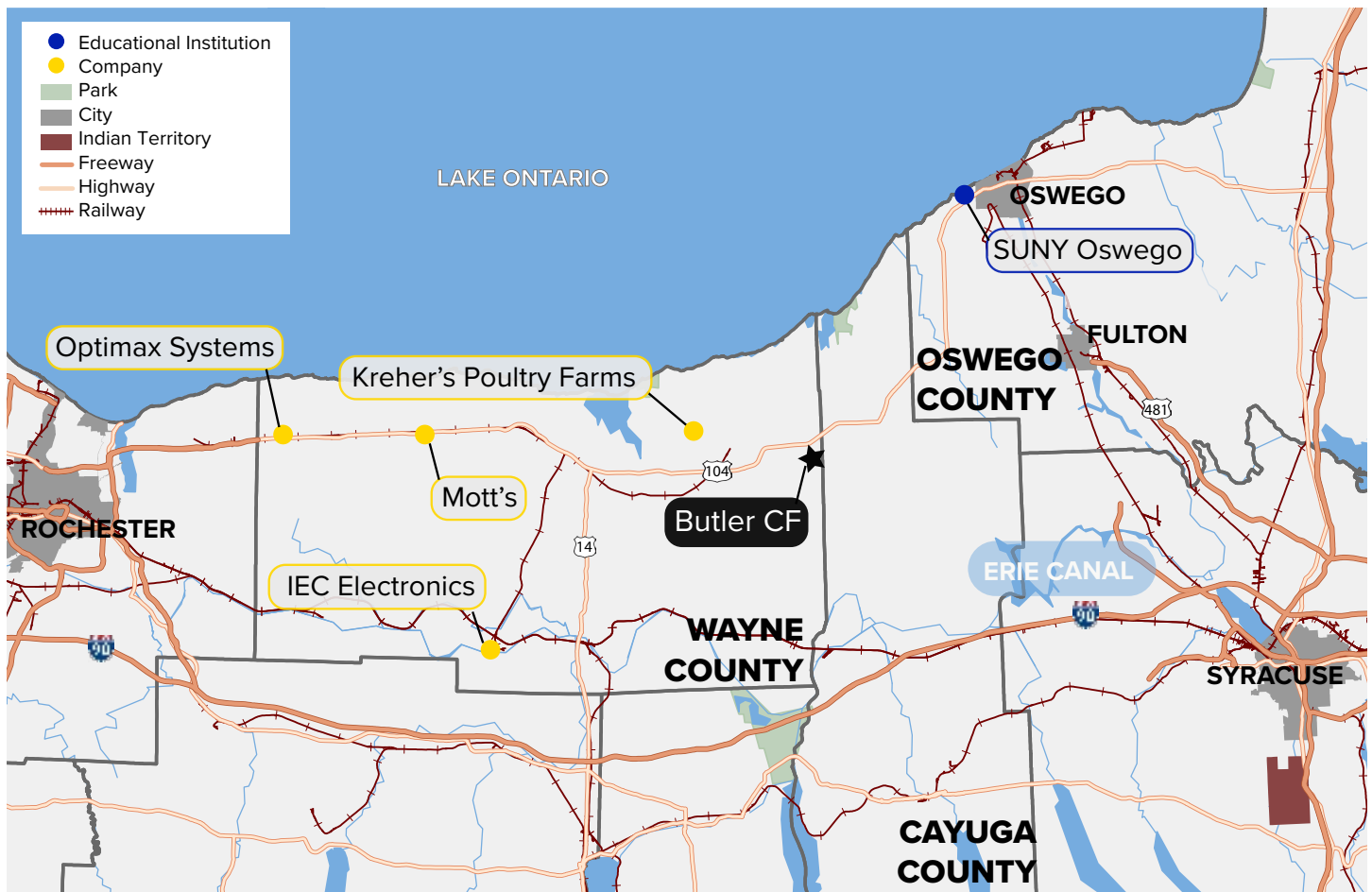


Figure 30: Butler CF Regional Assets Map  
Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is located in the Town of Wolcott (Wolcott) in Wayne County, which sits on the northern end of the Finger Lakes Region and borders Lake Ontario. The Site is also approximately 40 miles northwest of Syracuse, NY and 50 miles east of Rochester, NY.

The area is composed of ridges and valleys with fertile, clay soil and has been an agricultural hub since the early nineteenth century. Wayne County has also benefited from its proximity to Lake Ontario and the Erie Canal for trade and commerce purposes.

Today, Wayne County is one of the nation's main apple producers and is home to Mott's among other major apple farms and apple-product suppliers. The area has also successfully attracted manufacturing companies such as Optimax Systems (aerospace engineer) and IEC Electronics (electronics products manufacturer) given its proximity to major cities (Syracuse and Rochester) and strong transportation network.



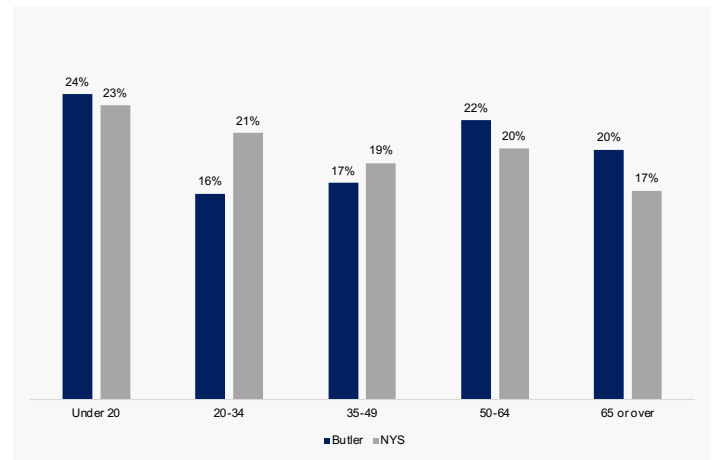
## 2.2 Demographic Trends

As of 2020, there were approximately 19,100 individuals residing within a 10-mile radius of the Site. The population has declined since 2010 at a CAGR of -0.6%.

The Study Area has a slightly older population than NYS. Forty-two percent of residents are aged 50 or older (compared to 37% for NYS) and 57% are under 50 (compared to 63% for NYS).

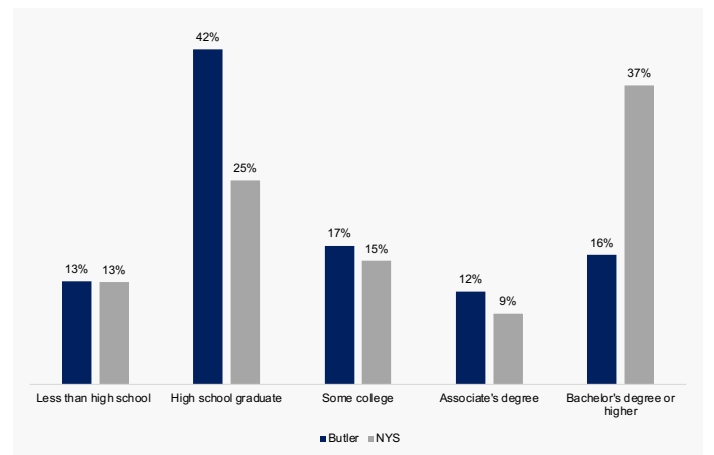
The Study Area's population has low levels of educational attainment, with only 45% of residents over the age of 25 having enrolled in college or pursued an associate degree (compared to 62% for NYS).

The Study Area's population is predominantly White (92%, compared to 55% for NYS). The Study Area has a significantly lower share of residents who identify as Asian (0%), Black (1%) and Hispanic or Latino (3%) than NYS (8%, 14%, and 19%, respectively).



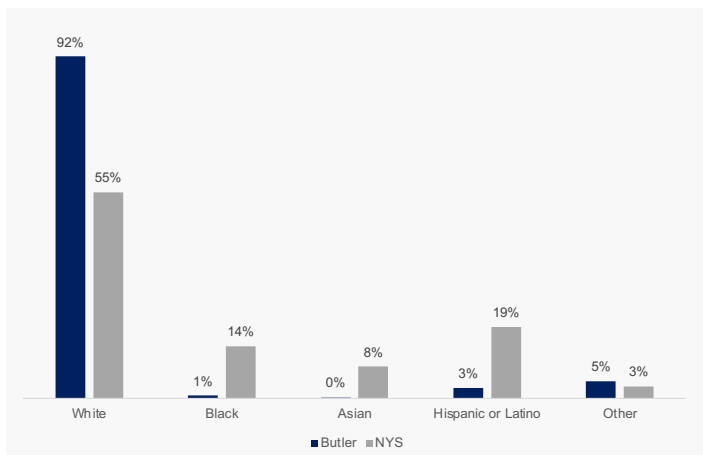
**Figure 31: Population by Age Group for Butler CF Study Area, 2020**

Source: American Community Survey



**Figure 32: Population by Educational Attainment for Butler CF Study Area, 2020**

Source: American Community Survey



**Figure 33: Population by Race/Ethnicity for Butler CF Study Area, 2020**

Source: American Community Survey

## 2.3 Industry Trends

As of 2019, there were approximately 2,200 jobs within the Study Area. While the Study Area's population base declined between 2010 and 2019 (CAGR of 0.6%), its employment base grew over the same period (CAGR of 1.9%).

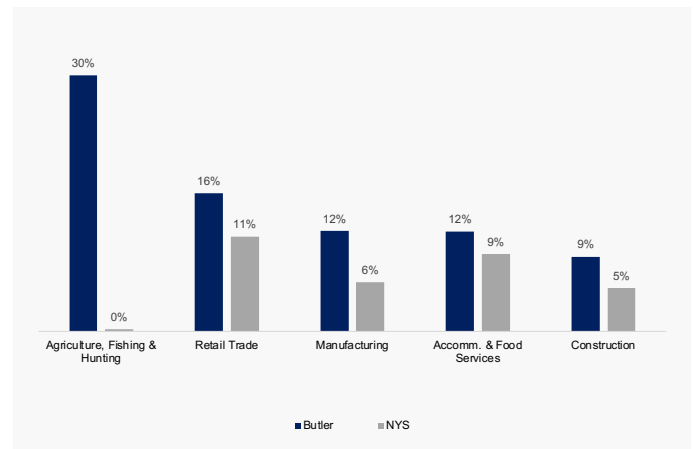
The Study Area's five largest sectors are Agriculture, Fishing & Hunting (668 jobs, 30% of total employment), Retail Trade (360 jobs, 16% of total employment), Manufacturing (262, 12%), Accommodation & Food Services (261, 12%), and Construction (196, 9%). The Study Area's Agriculture, Fishing, & Hunting sector represents an especially large share of total jobs when compared to New York State (less than 1% of statewide jobs) and is driven by Wayne County's concentration of apple orchards. Kreher's Poultry Farms, which primarily produces eggs, is also one of the larger employers near the Site.

## 2.4 Real Estate Trends

The Study Area experienced net positive industrial and office absorption between 2010 and 2020 (+14K SF and +4K SF, respectively).

However, the retail supply saw net negative absorption between 2010 and 2020 (-61K SF), a trend that was driven by substantial negative absorption between 2019 and 2020 (-65K SF). This could be due to demolitions, conversions to other uses, and/or Covid-related closures, though no specific data on CoStar could be pinpointed.

The Study Area has approximately 10,000 housing units. While the Study Area experienced population decline between 2010 and 2020 (CAGR of -0.6%), its housing stock increased over the same period (CAGR of 0.3%).



*Figure 34: Top Five Sectors by Share of Total Jobs for Butler CF Study Area, 2019*  
Source: On the Map

	2010-2020	2019-2020
<b>Office (SF)</b>	4,000	-
<b>Retail (SF)</b>	(61,000)	(65,000)
<b>Industrial (SF)</b>	14,000	-

*Table 19: Office, Retail, and Industrial Net Absorption for Butler CF Study Area, 2015-2020*  
Source: CoStar

	2020	2010-2020 CAGR
<b>No. Units</b>	10,000	+0.3%

*Table 20: Housing Units for Butler CF Study Area, 2010-2020*  
Source: American Community Survey



### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section IV. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

Notably, the Site is located in a Census Tract (36117021600) that is eligible for New Market Tax Credits (NMTC), a federal program that provides equity to projects that promote economic development in distressed areas.

Regional incentives are available through the Finger Lakes Regional Economic Development Council (FLREDC) and local incentives are available through the Wayne County Industrial Development Agency (WCIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research & Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

According to NYSERDA, a Build-Ready project may be viable on the Site, but would require building demolition, forest clearing, and in-fence design.





# Downstate Correctional Facility

## 1. Site Context

### 1.1 Site Overview

Downstate Correctional Facility (Downstate CF or the Site) is a former maximum-security prison campus located at 121 Red Schoolhouse Road, Fishkill, NY 12524.

The Site opened in June 1979 and served as one of the Department of Corrections and Community Supervision (DOCCS)'s four receiving and classification centers. Newly incarcerated individuals were typically housed at the Site for a few weeks before being assigned to a permanent facility. The Site closed in March 2022 along with a number of other prisons in response to a shrinking prison population.

### 1.2 Site Plan & Building Inventory

The maximum-security Site covers approximately 80 acres of land, 50 of which are within the perimeter security and 30 of which are outside. The perimeter security is composed of an earthen berm surrounding the entire facility and two rows of fencing topped with razor ribbon.

There are 34 buildings on the property, totaling 558,000 square feet. The Site is improved with four nearly identical and symmetrical housing structures (core buildings) that are connected by tunnels to a central reception and commons structure (reception center). The core buildings are composed of single-occupancy cells with a collective capacity for approximately 1,200 incarcerated individuals; each core building also has a small library. The reception center houses the kitchen and cafeteria, medical offices,

chapel, and commissary among other services. Other structures on the Site include guard stations, storage sheds, and mechanical rooms.

Most buildings, including the core buildings and reception center, were built in 1979 – the same year the prison opened and was first occupied. Some guard stations, storage sheds, and mechanical rooms were built over the next few decades, through 2003.

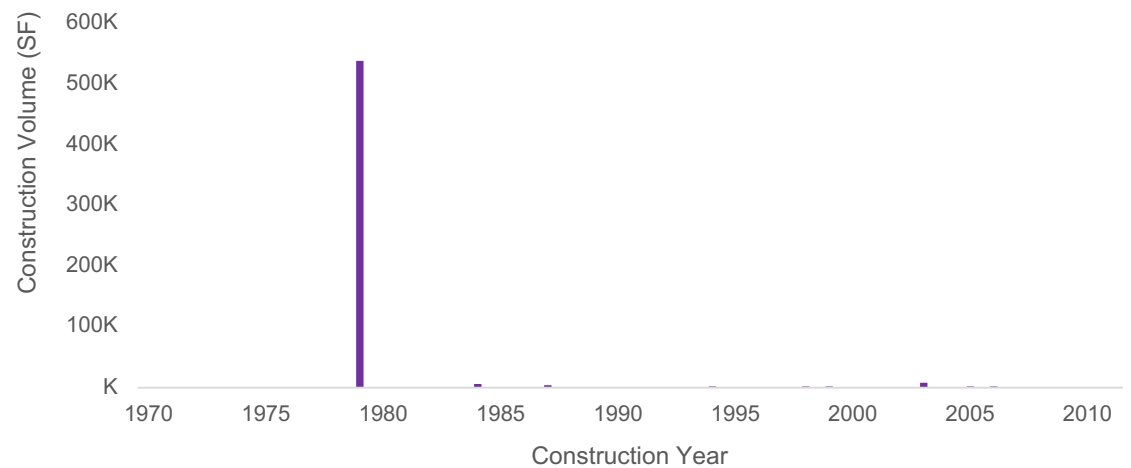
The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site's structures and layout.



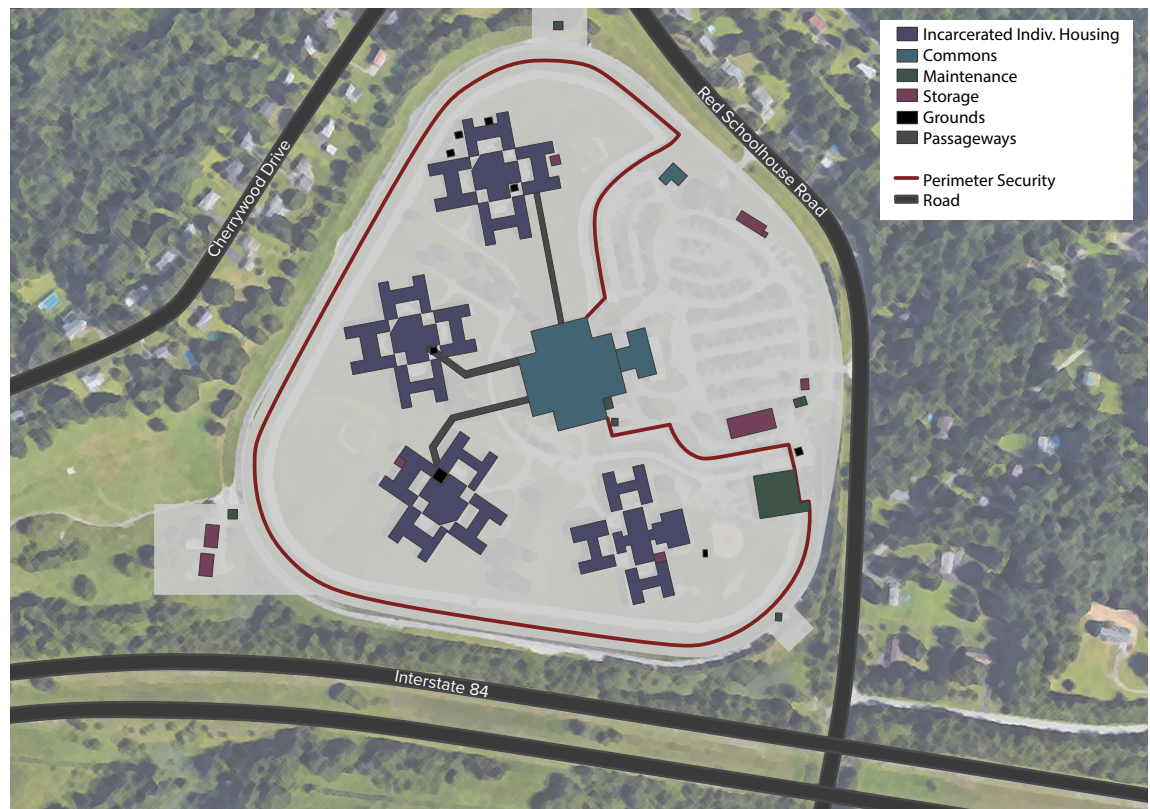
**Table 21: Downstate CF Building Inventory Summary**  
Source: DOCCS; BJH Analysis

Building Type	No. Buildings	Total SF	Avg. SF
Incarcerated Individual Housing	4	342,000	86,000
Commons	3	167,000	56,000
Maintenance	7	24,000	3,000
Storage	9	13,000	1,000
Grounds	8	900	100
Passageways	3	10,000	3,000
<b>TOTAL</b>	<b>34</b>	<b>558,000</b>	<b>16,000</b>

**Figure 35: Downstate CF Building Construction Timeline**  
Source: DOCCS; BJH Analysis



**Figure 36: Downstate CF Site Plan**  
Source: DOCCS; BJH Analysis



### 1.3 Site Infrastructure

The Site's infrastructure and utility systems are primarily located onsite and not shared with other facilities, though water and sewage pass through the neighboring Fishkill Correctional Facility (Fishkill CF).

- **Water Distribution System:** Water is provided by the City of Beacon (Beacon) via Fishkill CF. The water is delivered from Fishkill CF's elevated storage tank to the basement of Building 21, the salt shed.
- **Sanitary Sewer System:** The Site is served by underground sanitary sewer piping and manholes throughout the property. All sewage is directed to the facility sewer pump station located near Building 7, a supply and storage building. It is then pumped to the Fishkill CF and delivered via gravity to Beacon.
- **Electrical Distribution:** Electric service for the Site is provided by Central Hudson. Power is distributed through underground conduits and duct banks. Power first goes to Building 6, the powerhouse, where the utility meter is located. It is then distributed at 13.2 kV (3-phase) to the main disconnect switch inside each of the core buildings, where the secondary voltage of 208 is converted by dry type transformers.

### 1.4 Transportation Access

The Site is located on Red Schoolhouse Road, which spans between New York State Route 9D and New York State Route 52 (Fishkill Avenue). In addition, the Site is only two miles from Interstate 84 which connects the Site to other

major highways and destinations. The Site parking lot has spaces for roughly 400 cars.

The Site also has strong access to public transportation via rail -- it is located four miles northeast of Beacon and 14 miles south of the City of Poughkeepsie (Poughkeepsie), both of which are serviced by the Metro-North Railroad's Hudson line. Poughkeepsie's train station is also serviced by Amtrak's Empire Service line, which runs between New York City (NYC) and Niagara Falls.

The Site is across the river from the City of Newburgh (Newburgh), which is served by New York Stewart International Airport.

### 1.5 Legal and Land Use

The Site is located in a single-family residential zoning district (R-40). Red Schoolhouse Road is lined with single-family residences, as is the adjacent Cherrywood Drive. The neighborhood is low-density with a substantial amount of undeveloped, wooded land. The Site may be eligible for a zoning variance, subject to the Town of Fishkill Zoning Board of Appeals (ZBA) process.

The Site is currently owned by the State and is exempt from property taxes but would be assessed by local jurisdictions if transferred to a private owner.

The entire Site, including all the buildings detailed in [Section 1.2. Site Plan & Building Inventory](#), are eligible for sale or ownership transfer.<sup>5</sup>

5. Upon closure of Downstate CF, four buildings (QWL building, QWL shed, and two warehouses) were transferred to Fishkill CF. These buildings are not included in the building inventory list in this report.

## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

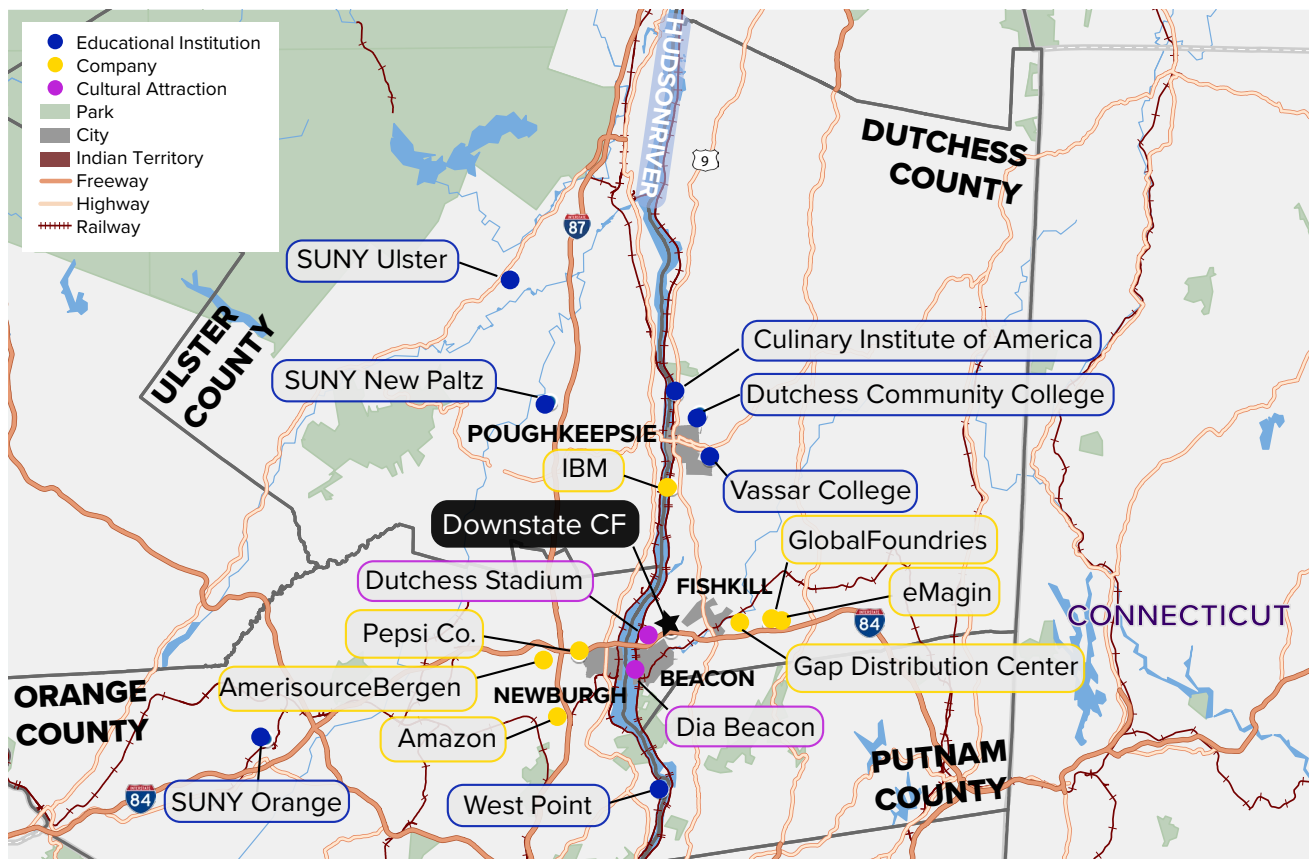


Figure 37: Downstate CF Regional Assets Map  
Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is located in the Town of Fishkill (Fishkill) and is adjacent to the City of Beacon (Beacon). It is approximately 70 miles north of New York City and approximately 95 miles south of Albany, NY.

Fishkill, positioned along the Hudson River, has a rich history as a strategic north-south passageway. The town is home to the first Post Office in New York State and was one of the largest supply depots during the Revolutionary War. Today, the town is primarily composed of residential neighborhoods but has a few commercial hubs. Fishkill is home to a 3.2 million SF distribution center operated by Gap, Inc. that employs over 1,500 New Yorkers. The town has also seen a surge in technology/advanced manufacturing companies in recent years. GlobalFoundries, a multinational semiconductor manufacturing and design company, opened a facility in a former IBM office in East Fishkill in 2015. In addition, Dutchess Stadium, which has a seating capacity of 4,500 and is home to the Hudson

Valley Renegades minor league baseball team, is in West Fishkill, just a mile southwest of the Site.

Beacon was a regional manufacturing hub with several brick and hat factories and printing facilities until it experienced a period of commercial decline in the 1960s. However, the city saw an artistic resurgence in the 1990s, followed by the opening of major cultural institutions like Dia Beacon. The city has also become a popular weekend destination, given its proximity to New York City and the Hudson Valley's outdoor recreation opportunities, including hiking trails.

As illustrated by the above map, the Site is also proximate to several higher education institutions, including the Statue University of New York (SUNY) Orange, SUNY New Paltz, SUNY Ulster, Vassar College, Dutchess Community College, the Culinary Institute of America, and United States Military Academy (West Point).



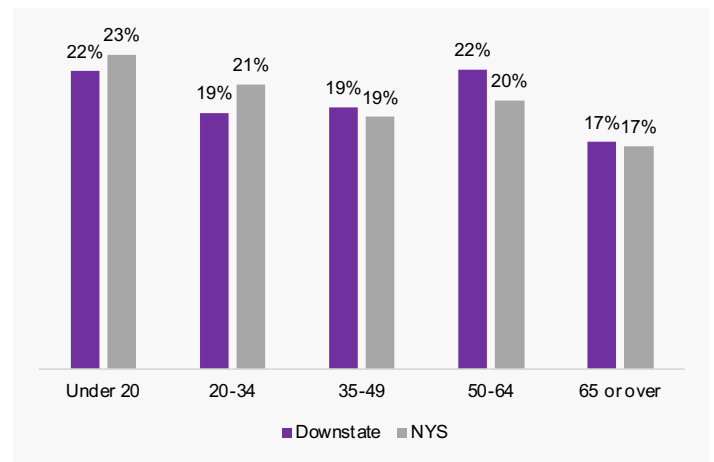
## 2.2 Demographic Trends

As of 2020, there were approximately 214,000 individuals residing within a 10-mile radius of the Site (the Study Area). The population has remained relatively static since 2010, growing at a CAGR of 0.1%.

Twenty-two percent of the Study Area's population is under 20 years old, relative to 23% of New York State's population. The Study Area's cohort aged 50 to 64 also represents 22% of the overall population, relative to 20% for New York State. The Study Area and broader state have the same share of residents aged 35 to 49 (19%) and 65 or over (17%).

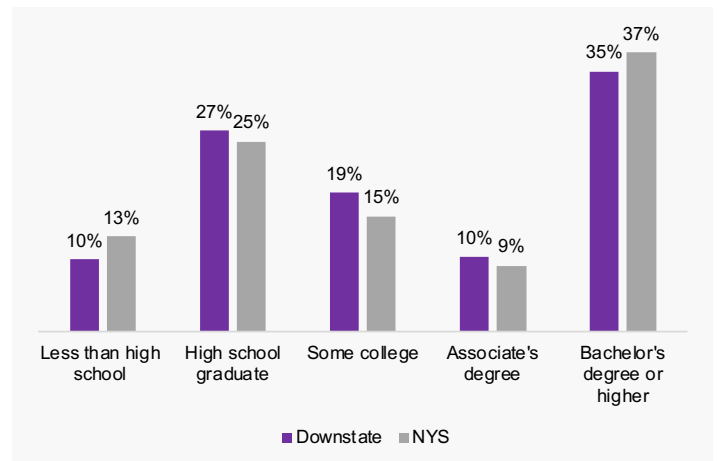
The population residing within a 10-mile radius of the Site is relatively well educated, with 35% of residents over the age of 25 having achieved a bachelor's degree or higher (compared to 37% of New York State's population).

The Study Area's population has a similar racial/ethnic composition to the broader state. Fifty-eight percent of the population is White, relative to 55% for New York State. The Study Area has a slightly smaller share of Black and Asian residents than New York State, but a slightly greater share of Hispanic or Latino residents.



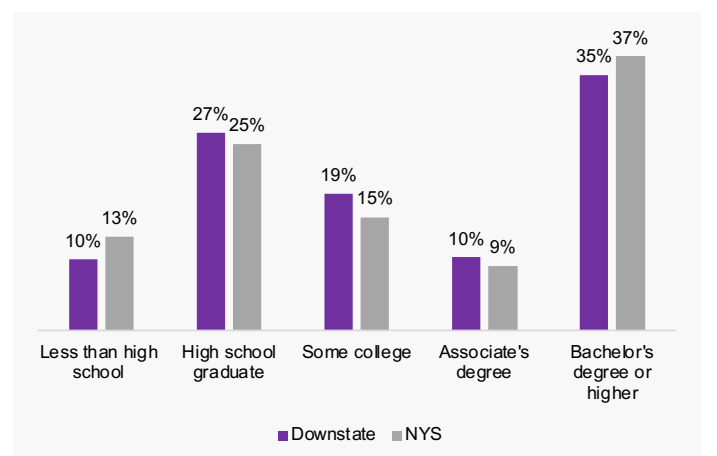
**Figure 38: Population by Age Group for Downstate CF Study Area, 2020**

Source: American Community Survey



**Figure 39: Population by Educational Attainment for Downstate CF Study Area, 2020**

Source: American Community Survey



**Figure 40: Population by Race/Ethnicity for Downstate CF Study Area, 2020**

Source: American Community Survey





## 2.3 Industry Trends

As of 2019, there were approximately 71,800 jobs within a 10-mile radius of the Site. The employment base grew more quickly (CAGR of 1.2%) than the population base (CAGR of 0.1%) between 2010 and 2019.

The Study Area's five largest sectors are Retail Trade (11,300 jobs, 16% of total employment), Health Care & Social Assistance (9,900, 14%), Manufacturing (9,200, 13%), Accommodation & Food Services (7,000, 10%), and Administrative & Waste Services (6,600, 9%). The Retail Trade sector is driven by the Gap distribution center, one of the Study Area's largest employers. In addition, the Manufacturing sector represents an especially large share of total jobs when compared to New York State (6% of statewide jobs) and reflects a concentration of advanced manufacturing (e.g., GlobalFoundries) and food manufacturing (e.g., Pepsi Co.) companies.

## 2.4 Real Estate Trends

The Study Area experienced strong retail absorption between 2010 and 2020 (+693,000 SF), despite reporting negative retail absorption between 2019 and 2020 (-400,000 SF). Recent negative retail absorption may be attributed to the closure of JC Penny at the Galleria mall in Poughkeepsie, among other COVID-19-related retail closures.

The Study Area also experienced positive industrial and office absorption between 2010 and 2020, although to a lesser degree (+403,000 SF and +339,000 SF, respectively) than for the retail supply.

- The largest industrial leases were by GlobalFoundries for 371,000 SF of semiconductor manufacturing space in Hopewell Junction and by AmerisourceBergen for 317,000 SF of warehousing and distribution space (for pharmaceutical products) in Newburgh. In addition, Amazon leased 189,400 SF in New Windsor (adjacent to Stewart International Airport) for general warehousing and distribution, Newburgh Metals leased 107,00 SF in Newburgh for sheet metal manufacturing, and eMagine leased 71,000 SF in Hopewell Junction (adjacent to GlobalFoundries) for semiconductor manufacturing.
- The largest office leases were by healthcare providers for medical offices (e.g., Cornerstone Family Healthcare – 56,000 SF in Newburgh; CareMount Medical – 54,000 SF in Poughkeepsie).

The area around the Site has approximately 88,000 housing units. The housing supply increased at a CAGR of 0.6% between 2010 and 2020, more quickly than for the area's population (CAGR of 0.1%) over the same period.

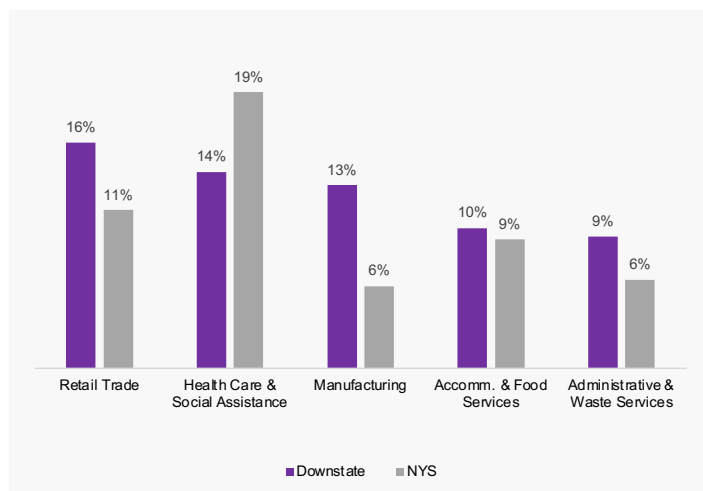


Figure 41: Top Five Sectors by Share of Total Jobs for Downstate CF Study Area, 2019

Source: On the Map

	2010-2020	2019-2020
<b>Office (SF)</b>	339,000	94,000
<b>Retail (SF)</b>	693,000	(400,000)
<b>Industrial (SF)</b>	403,000	217,000

Table 22: Office, Retail, and Industrial Net Absorption for Downstate CF Study Area, 2015-2020

Source: CoStar

	2020	2010-2020 CAGR
<b>No. Units</b>	88,000	+0.6%

Table 23: Housing Units for Downstate CF Study Area, 2010-2020

Source: American Community Survey

### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section V. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

Regional incentives are available through the Mid-Hudson Regional Economic Development Council (MHREDC) and local incentives are available through the Dutchess County Industrial Development Agency (DCIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research and Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

According to NYSERDA, a Build-Ready project is not viable on the Site due to limited buildable area outside of the perimeter fence.







# Oneida Correctional Facility

## 1. Site Context

### 1.1 Site Overview

Oneida Correctional Facility (Oneida CF or the Site) is a former medium-security prison campus located at 6100 School Road, Rome, NY 13440.

The Site opened in 1988 on the northern half of the grounds of the former Rome Developmental Center, which originally opened in 1893 when New York State purchased the former Oneida County Poorhouse. The Site housed nearly 1,000 incarcerated individuals before its closure in October 2011.

### 1.2 Site Plan & Building Inventory

The medium-security Site covers approximately 85 acres of land, 65 of which are within the perimeter security and 20 of which are outside. The perimeter security includes a double fence with multiple razor coils.

There are 75 buildings on the property, totaling 886,000 square feet. The Site has seven housing units with capacity for around 1,200 incarcerated individuals. In addition, there are five housing units for correctional officers and other staff. The Site also has various commons, maintenance, storage, and grounds structures, as well as a piggery, cow barn, and grains silo.

Most of the buildings were constructed between 1905 and 1933 as part of the former Rome Development Center. Other ancillary structures were constructed following Oneida CF's opening in 1988.

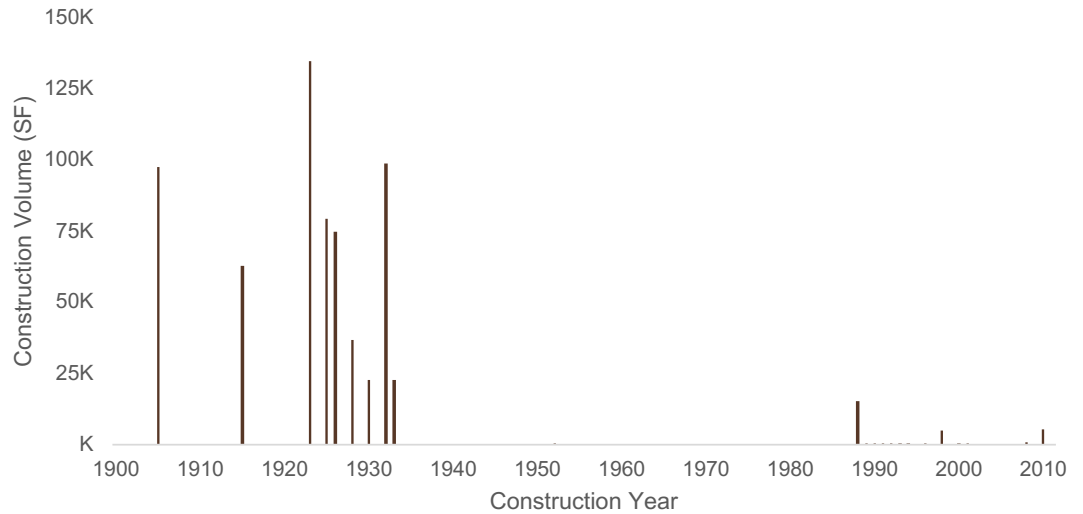
The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site's structures and layout.



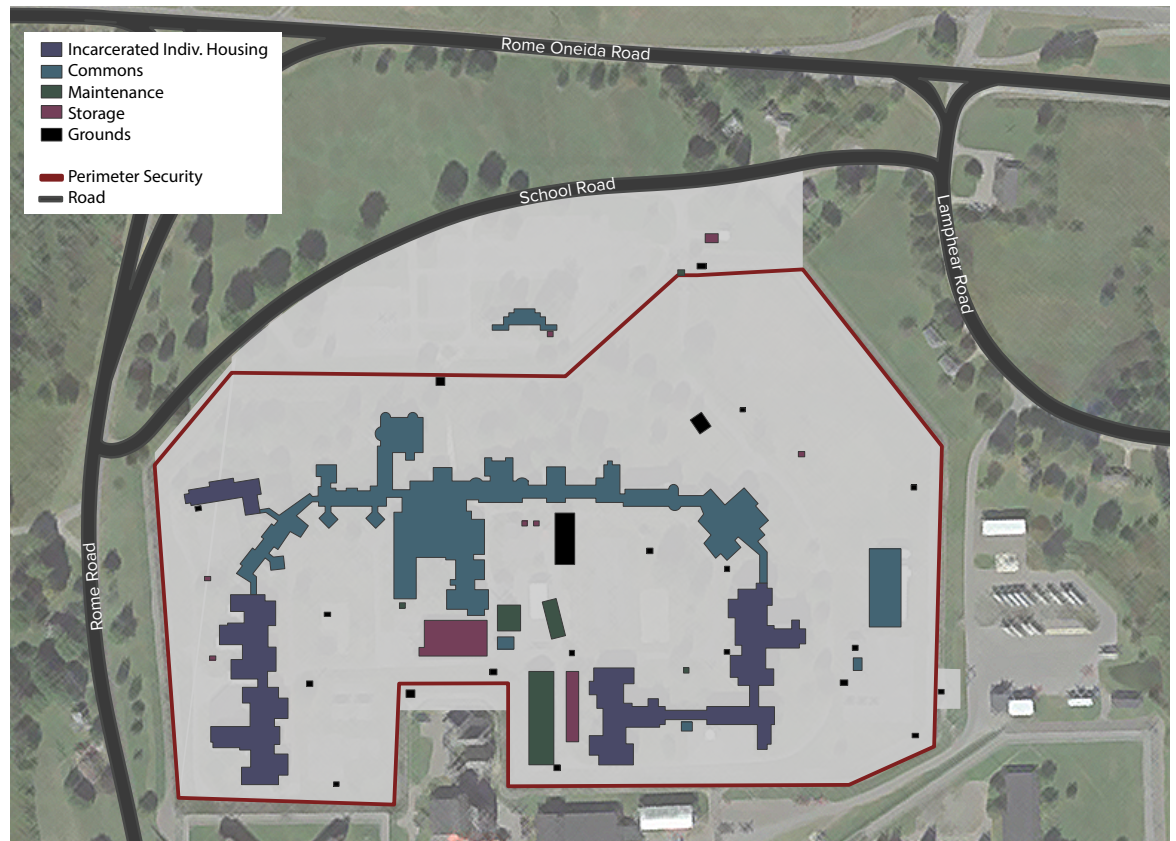
**Table 24: Oneida CF Building Inventory Summary**  
Source: DOCCS; BJH Analysis

Building Type	No. Buildings	Total SF	Avg. SF
Incarcerated Individual Housing	6	362,000	60,000
Staff Housing	5	24,000	5,000
Commons	15	388,000	28,000
Maintenance	6	42,000	7,000
Storage	18	46,000	3,000
Grounds	21	7,000	300
Other	4	18,000	4,000
<b>TOTAL</b>	<b>75</b>	<b>887,000</b>	<b>12,000</b>

**Figure 42: Oneida CF Building Construction Timeline**  
Source: DOCCS; BJH Analysis



**Figure 43: Oneida CF Site Plan**  
Source: DOCCS; BJH Analysis



### 1.3 Site Infrastructure

Oneida CF's infrastructure and utility systems are primarily provided by Mohawk Correctional Facility (Mohawk CF), which is located less than a mile south of the Site.

- **Water Distribution System:** Water is delivered by the City of Rome to a 1,200,000-gallon ground tank at Mohawk CF, where it is re-chlorinated, as needed, before being pumped to 2,500,000-gallon elevated storage tank on the Site. Water is then distributed throughout the Site.
- **Sanitary Sewer System:** The Site is served by underground sanitary sewer piping and manholes throughout the property. Sewage from Oneida CF and Mohawk CF are combined, directed through a screening system, then sent to the City of Rome's wastewater treatment plant.
- **Electrical Distribution:** Electric service for the Site is provided by National Grid via Mohawk CF. The Site has a 125 kW diesel-powered emergency generator for Building 7, a program building, and a 900 kW diesel-powered emergency generator for the food production center in Building 20, one of the incarcerated individual housing units. However, backup electricity is primarily supplied by a 1,500 kW diesel-powered generator at Mohawk CF.

### 1.4 Transportation Access

The Site is located on School Road, which can be accessed off State Route 365 and is about 18 miles from the nearest freeway, Interstate 90. The Site parking lot has spaces for roughly 100 cars.

The Site has some access to public transportation via rail – it is located one mile south of Rome's train station, which is serviced by Amtrak's Empire Service line. In addition, a freight railway operated by CSX transportation runs about one mile north of the Site.

### 1.5 Legal and Land Use

The Site is located in the Town of Rome's Agriculture (AG) zoning district. It is immediately surrounded by the Rome Wildlife Management Area, farmland, and Mohawk CF. Zoning variances are subject to the Zoning Board of Appeals under the Rome Code of Ordinances.

The Site is currently owned by the State and is exempt from property taxes but would be assessed by local jurisdictions if transferred to a private owner.

Certain easements may be required prior to a sale or transfer of ownership from the State to other public or private entities, since the Site's infrastructure is largely shared with Mohawk CF.

## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

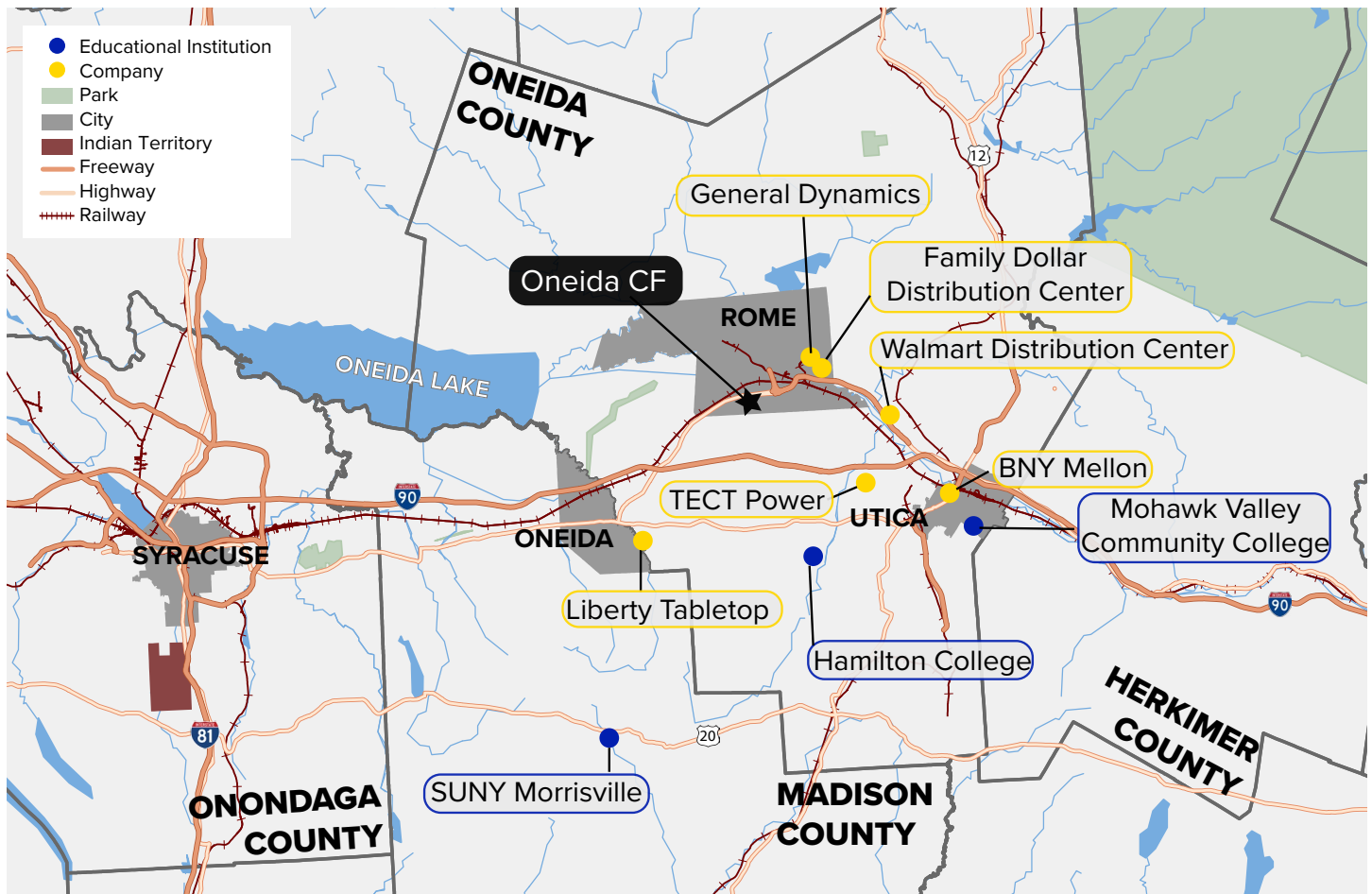


Figure 44: Oneida CF Regional Assets Map

Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is located in the City of Rome (Rome) and is 13 miles northeast of Oneida, NY and 17 miles northwest of Utica, NY. It is also 40 miles east of Syracuse, NY.

Rome holds a history as a major east-west trade corridor and was the birthplace of the Erie Canal. Construction of the Erie Canal commenced in Rome in the early 19th century, and the city marks the canal's highest elevation point (420 feet). The area has a rich commercial and industrial past – it was home to the nation's first cheese factory and an abundance of dairy farms in the 1850s, then became a hub for copper manufacturing in the early twentieth century. At one time, 10 percent of all copper products used in the United States were manufactured in Rome.

Today, the area's economy is strengthened by a cluster of advanced manufacturing companies, financial services firms, and logistics companies, as discussed in greater detail in [Section 2.3. Industry Trends](#). These industries are strengthened by their proximity to various higher education institutions, including Mohawk Valley Community College, Hamilton College, and the State University of New York (SUNY) Morrisville.



## 2.2 Demographic Trends

As of 2020, there were approximately 68,700 individuals residing within a 10-mile radius of the Site. The population has declined since 2010 at a CAGR of -0.6%.

The Study Area has a slightly older population than NYS. Forty-one percent of residents are aged 50 or older (compared to 37% for NYS) and 59% are under 50 (compared to 63% for NYS).

The population residing within a 10-mile radius of the Site has a high share of associate degree holders and residents with some college experience (collectively 34%, compared to 24% for NYS), but low share of residents who have achieved a bachelor's degree or higher (24%, compared to 37% for NYS).

The Study Area's population is predominantly White (84%, compared to 55% for NYS). The Study Area has a significantly lower share of residents who identify as Asian (1%), Black (5%) and Hispanic or Latino (5%) than NYS (8%, 14%, and 19%, respectively).

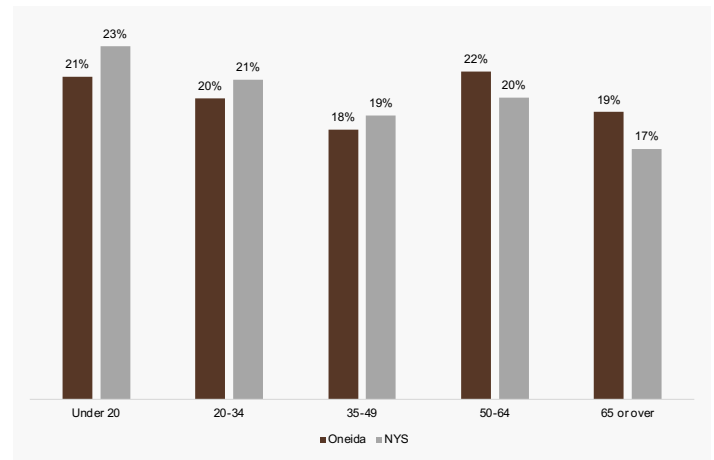


Figure 45: Population by Age Group for Oneida CF Study Area, 2020

Source: American Community Survey

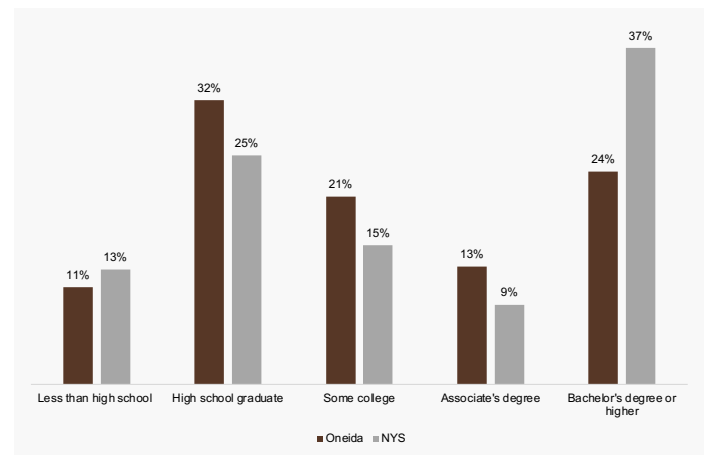


Figure 46: Population by Educational Attainment for Oneida CF Study Area, 2020

Source: American Community Survey

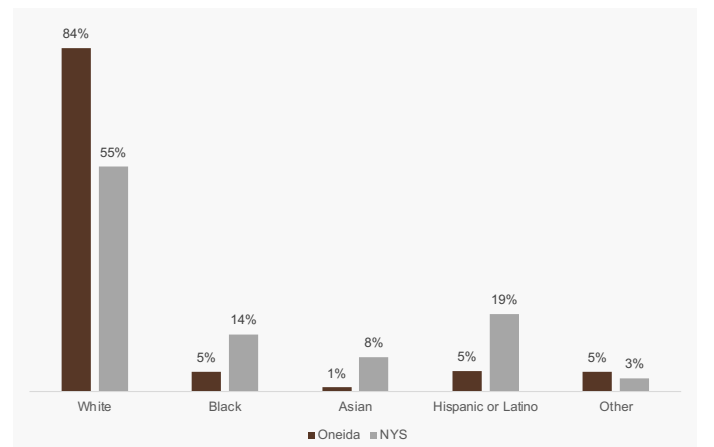


Figure 47: Population by Race/Ethnicity for Oneida CF Study Area, 2020

Source: American Community Survey



## 2.3 Industry Trends

As of 2019, there were approximately 22,200 jobs within a 10-mile radius of the Site. The employment base declined at a similar rate (CAGR of -0.5%) to the population base (CAGR of -0.6%) between 2010 and 2019.

The Study Area's five largest sectors are Manufacturing (3,673 jobs, 17% of total employment), Health Care & Social Assistance (2,814, 13%), Finance & Insurance (2,774, 13%), Retail Trade (2,404, 11%), and Transportation & Warehousing (2,396, 11%). The Study Area's Manufacturing sector represents an especially large share of total jobs when compared to New York State (6% of statewide jobs) and is driven by a cluster of aerospace and defense manufacturers (e.g., TECT Power, General Dynamics) as well as semiconductor manufacturers (e.g., Indium Corporation). In addition, the Study Area has a strong Finance & Insurance sector due to its concentration of commercial banks (e.g., BNY Mellon) and credit unions (e.g., AmeriCU). Finally, the high share of Transportation & Warehousing employment can be attributed to the Griffis International Airport and a cluster of distribution centers (e.g., Family Dollar distribution center, Walmart distribution center).

## 2.4 Real Estate Trends

The Study Area experienced strong industrial absorption between 2010 and 2020 (+364K SF), despite having recorded net negative industrial absorption between 2019 and 2020 (-121K SF). The largest industrial lease over this period was by Sherill Manufacturing (DBA Liberty Tabletop), a flatware manufacturer, for 300,000 SF in the Silver City Industrial Park.

The Study Area also experienced net positive retail and office absorption between 2010 and 2020, although to a lesser degree (+183K SF and +82K SF, respectively) than for the industrial supply.

The Study Area has approximately 30,000 housing units. While the Study Area experienced population decline between 2010 and 2020 (CAGR of -0.6%), its housing stock increased over the same period (CAGR of 0.2%).

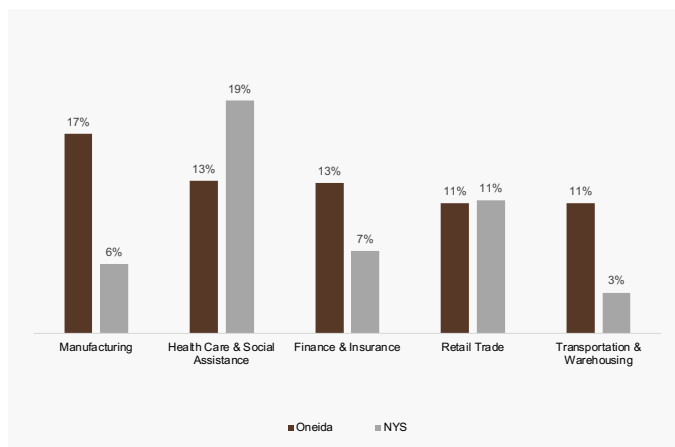


Figure 48: Top Five Sectors by Share of Total Jobs for Oneida CF Study Area, 2019

Source: On the Map

	2010-2020	2019-2020
<b>Office (SF)</b>	82,000	13,000
<b>Retail (SF)</b>	183,000	8,000
<b>Industrial (SF)</b>	364,000	(121,000)

Table 25: Office, Retail, and Industrial Net Absorption for Oneida CF Study Area, 2015-2020

Source: CoStar

	2020	2010-2020 CAGR
<b>No. Units</b>	30,000	+0.2%

Table 26: Housing Units for Oneida CF Study Area, 2010-2020

Source: American Community Survey



### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section IV. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

Regional incentives are available through the Mohawk Valley Regional Economic Development Council (MVREDC) and local incentives are available through the Oneida County Industrial Development Agency (OCIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research & Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

According to NYSERDA, a Build-Ready project may be viable on the Site, but would require building demolition, forest clearing, and in-fence design.







# Moriah Correctional Facility

## 1. Site Context

### 1.1 Site Overview

Moriah Correctional Facility (Moriah CF or the Site) is a former minimum-security prison campus located at 75 Burhart Lane, Mineville, NY 12956.

The Site opened in March 1989 on the grounds of a former iron ore mine and became the Department of Corrections and Community Supervision (DOCCS)'s third Shock Incarceration Facility. Incarcerated individuals at the Site would go through a six-month program that included substance abuse treatment, academic education, and other services to promote reintegration into society. The Site is one of the few facilities without a perimeter wall. The Site closed in March 2022 along with a number of other prisons in response to a shrinking prison population.

### 1.2 Site Plan & Building Inventory

The minimum-security Site covers approximately 62 acres of unenclosed land – there are no fences or other forms of perimeter security.

There are 17 buildings on the property, totaling 114,000 square feet. The Site's only housing unit is a 52,000 SF dormitory-style building with capacity for up to 300 individuals. Other notable common spaces include an administrative building, food service and laundry building, and multi-purpose building. The Site also has several maintenance and storage structures.

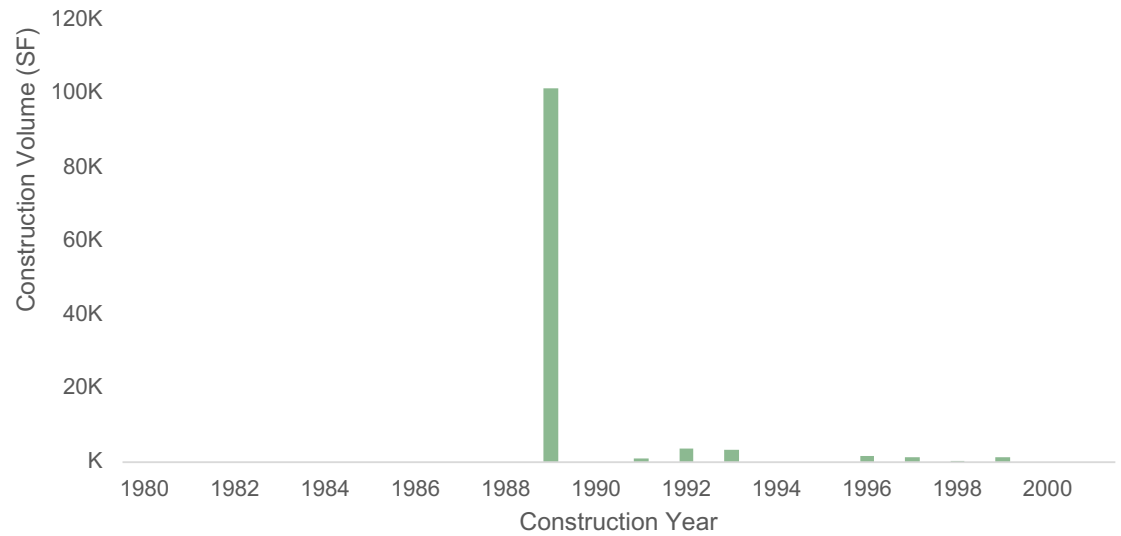
Most buildings, including the housing unit and common spaces, were constructed in 1989 – the same year the prison opened and was first occupied. Some maintenance and storage structures were built over the next couple decades.

The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site's structures and layout.

*Table 27: Moriah CF Building Inventory Summary*  
Source: DOCCS; BJH Analysis

Building Type	No. Buildings	Total SF	Avg. SF
<b>Incarcerated Individual Housing</b>	1	52,000	52,000
<b>Commons</b>	3	51,000	17,000
<b>Maintenance</b>	7	6,000	800
<b>Storage</b>	6	6,000	1,000
<b>TOTAL</b>	<b>17</b>	<b>114,000</b>	<b>7,000</b>

*Figure 49: Moriah CF Building Construction Timeline*  
Source: DOCCS; BJH Analysis



*Figure 50: Moriah CF Site Plan*  
Source: DOCCS; BJH Analysis



### 1.3 Site Infrastructure

Moriah CF's infrastructure and utility systems are all located onsite and not shared with other facilities.

- **Water Distribution System:** Water is drawn from a well located on the facility property and piped to Building 5, the water treatment plant. After treatment, the water is pumped to the 300,000-gallon elevated tank, then fed by gravity throughout the facility.
- **Sanitary Sewer System:** The Site is served by underground sanitary sewer piping and manholes throughout the property. All sewage is directed to a pumping station which conveys it to the Port Henry Sewer Authority.
- **Electrical Distribution:** Electric service for the Site is provided by National Grid. Power is distributed throughout the Site via overhead pole-mounted wires, underground conduits, and duct banks. Power first goes to Building 5, the water treatment plant, then is distributed at 13.2 kV (3-phase) to various transformers throughout the facility. The secondary voltage of 208 is converted by pad- and pole-mounted transformers and distributed throughout the Site. The Site also has four emergency generators.
- **Heating:** Low temperature hot water is distributed throughout the facility by underground piping from the central heat plant.

### 1.4 Transportation Access

The Site is located on Burhart Lane, a cul de sac that branches off of a two-lane country road: Fisher Hill Road. The closest freeway, Interstate 87, is about 10 miles from the Site. The Site parking lot has spaces for roughly 100 cars.

The Site has some access to public transportation via rail – it is located seven miles northwest of Port Henry and 12 miles southwest of Westport, both of which are serviced by Amtrak's Adirondack Line.

### 1.5 Legal and Land Use

While the Site is located in the Town of Moriah, which does not currently have zoning regulations, it falls within the Adirondack Park and is subject to the park's land use classifications. The Site is on land classified as State Administrative, which restricts any non-State use barring a constitutional amendment.

The Site is currently owned by the State and is exempt from property taxes. If a constitutional amendment passed and the Site were transferred to a private owner, it would be assessed by local jurisdictions.

In addition, certain easements would be required if the Site were transferred to another owner. A gravel road near the end of Burhart Lane provides access to a parcel that is north of the Site; access rights to this road will be further investigated by DOCCS and/or the Office of General Services (OGS). In addition, former mining caves that are now used for research purposes may overlap with the Site's boundaries.



## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

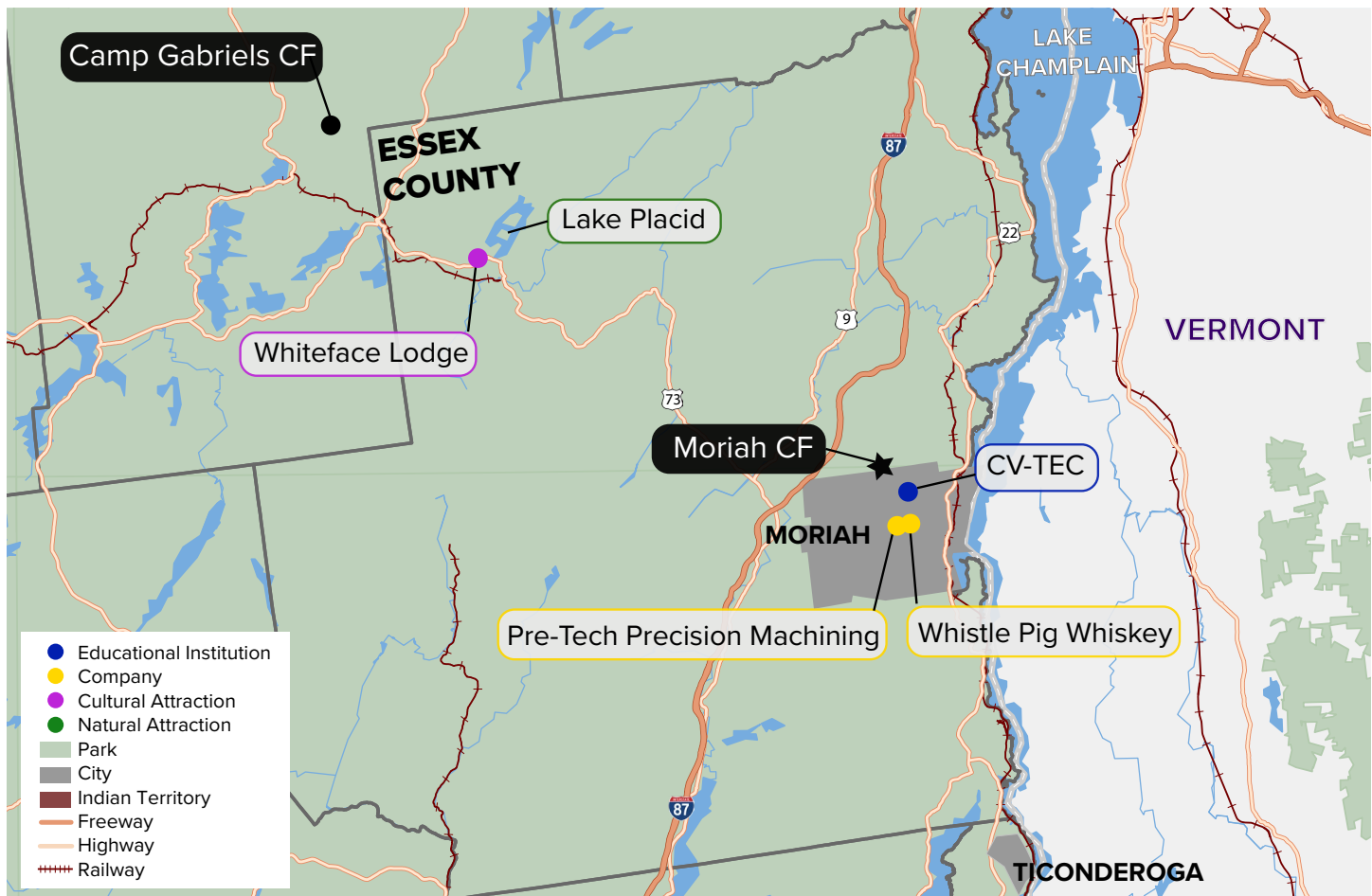


Figure 51: Moriah CF Regional Assets Map  
Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is in the hamlet of Mineville, which is a part of the Town of Moriah (Moriah) in Essex County. It is on the New York-Vermont border, approximately 121 miles north of Albany, NY and 51 miles southwest of Burlington, VT.

Mineville is named after the iron ore mines that drove the hamlet's local economy from the early 1800s to the 1970s. Iron ore was mined and smelted locally, then steel products were shipped from Port Henry on Lake Champlain. The Site itself is located on a former mining facility and inactive caves can still be found on and around the parcel.

While the closure of mines preceded a period of economic decline, the Essex County Industrial Development Agency (ECIDA) drove the successful expansion of business parks

throughout the 1990s. The Moriah Business Park, located 2 miles south of the Site, has attracted major companies with headquarters in Vermont, including WhistlePig (a whiskey distillery) and Pre-Tech Precision Machining (a machine components manufacturer). The area's business attraction efforts have been supported by CV-TEC, a vocational school based in Plattsburgh, NY with a campus in Mineville.

Mineville is also a part of the Adirondack Park, a 6.1-million-acre forest preserve that is mostly located in the state's North Country Region. Lake Placid, one the Adirondack Park's major tourism destinations with a high concentration of hotels and outdoor recreation offerings, is about 35 miles northwest of the Site.

## 2.2 Demographic Trends

As of 2020, there were approximately 7,800 individuals residing within a 10-mile radius of the Site. The population has declined since 2010 at a CAGR of -1.0%.

The Study Area has an older population than NYS; 30% of residents are aged 65 or over (compared to 17% for NYS) and 28% are aged 50 to 64 (compared to 20% for NYS). On the other hand, the Study Area has a lower share of residents who are 49 and younger at 42% (compared to 63% for NYS).

The population residing within a 10-mile radius of the Site is relatively well-educated, with 30% of residents over the age 25 having achieved a bachelor's degree or higher (compared to 37% of New York State's population). The Study Area has a slightly higher share of associate degree holders (10%) and residents with some college experience (16%) than does New York State (9% and 15%, respectively). Local economic development organizations noted CV-TEC, a vocational college in Moriah, as an important educational resource for the area.

The Study Area's population is predominantly White. Ninety-one percent of the population is White, relative to 55% for New York State. The Study Area has a significantly lower share of people of color than New York State.

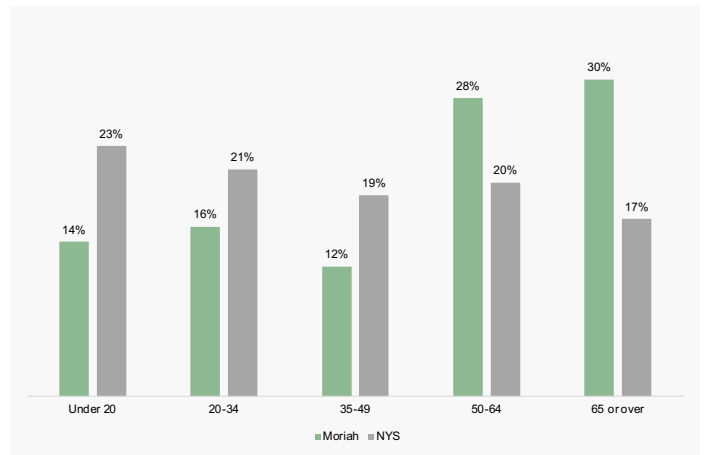


Figure 52: Population by Age Group for Moriah CF Study Area, 2020  
Source: American Community Survey

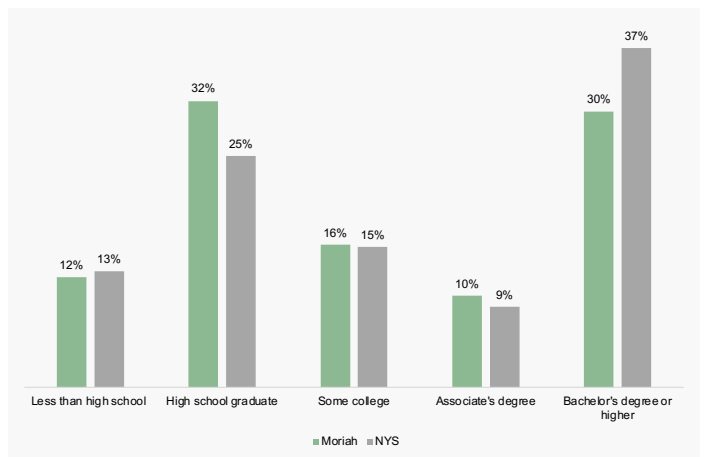


Figure 53: Population by Educational Attainment for Moriah CF Study Area, 2020  
Source: American Community Survey

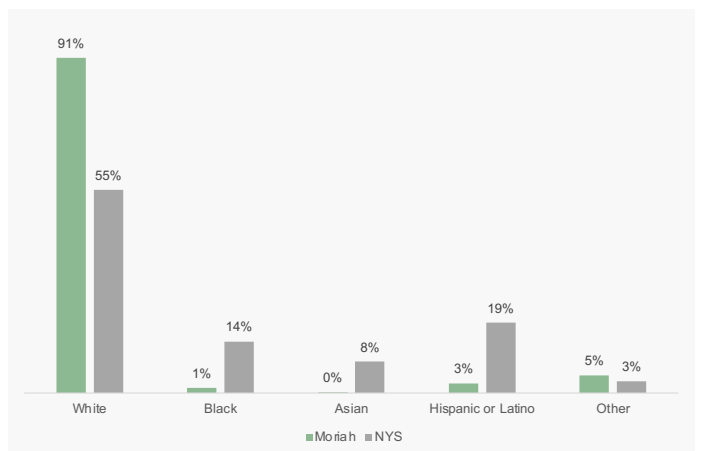


Figure 54: Population by Race/Ethnicity for Moriah CF Study Area, 2020  
Source: American Community Survey





### 2.3 Industry Trends

As of 2019, there were approximately 1,900 jobs within a 10-mile radius of the Site. While the Study Area’s population base declined between 2010 and 2019 (CAGR of -1.0%), its employment base grew over the same period (CAGR of 1.0%).

The Study Area’s five largest sectors are Health Care & Social Assistance (905 jobs, 48% of total employment), Retail Trade (252 jobs, 13%), Other Services (121, 6%), Accommodation & Food Services (107, 6%), and Information (83, 4%). The Study Area’s Health Care & Social Assistance sector represents an especially large share of total jobs when compared to New York State (19% of statewide jobs) and is driven by a concentration of nursing home and elder care facilities. As discussed in [Section 2.2. Demographic Trends](#), the Study Area’s population is also relatively old.

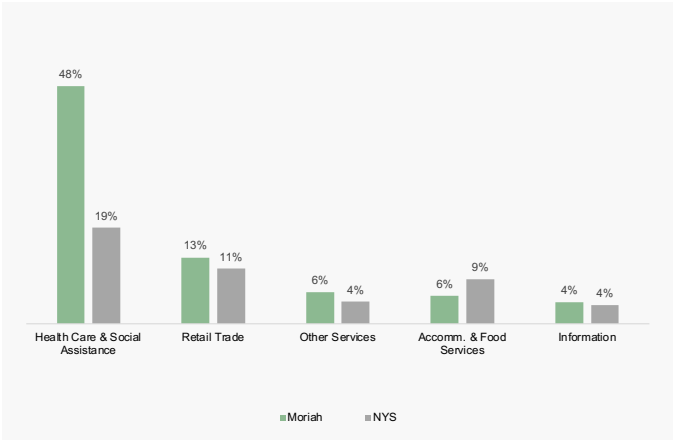


Figure 55: Top Five Sectors by Share of Total Jobs for Moriah CF Study Area, 2019  
Source: On the Map

### 2.4 Real Estate Trends

CoStar does not log any absorption data surrounding the Site across office, retail, and industrial asset classes between 2010 and 2020. However, the Essex County Industrial Development Agency (ECIDA) recently invested in the expansion of the Moriah Business Park to accommodate the anticipated growth of both Whistle Pig Whiskey and Pre-Tech Precision Machining, suggesting that the area will experience higher levels of industrial absorption in coming years.

The Study Area has approximately 5,000 housing units. While the Study Area experienced population decline between 2010 and 2020 (CAGR of -1.0%), its housing stock increased over the same period (CAGR of 0.6%).

	2020	2010-2020 CAGR
No. Units	5,000	+0.6%

Table 28: Housing Units for Moriah CF Study Area, 2010-2020  
Source: American Community Survey



### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section IV. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

Regional incentives are available through the Mohawk Valley Regional Economic Development Council (MVREDC) and local incentives are available through the Oneida County Industrial Development Agency (OCIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research & Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

According to NYSERDA, a Build-Ready project may be viable on the Site, but would require building demolition, forest clearing, and in-fence design.





# Camp Gabriels Correctional Facility

## 1. Site Context

### 1.1 Site Overview

Camp Gabriels Correctional Facility (Camp Gabriels CF or the Site) is a former minimum-security prison campus located at 737 State Route 86, Gabriels, NY 12939.

The Site opened in 1982 on the grounds of a former tuberculosis sanatorium (1897 through the early 1960s) and satellite campus for Paul Smith's College's forestry program (1965 through 1982). To honor the Site's position within Adirondack Park on "Forever Wild" Forest Reserve Land, the Department of Corrections and Community Supervisions (DOCCS) formed a partnership with the Department of Environmental Conservation (DEC), whereby incarcerated individuals contributed to state park maintenance. The Site closed in July 2009 along with a number of other prisons in response to a shrinking prison population.

### 1.2 Site Plan & Building Inventory

The minimum-security Site covers approximately 144 acres of land, 72 of which are within the perimeter security and 72 of which are outside.

There are 47 buildings on the property, totaling 167,000 square feet. The Site has six housing units with capacity for around 300 incarcerated individuals. The Site also has various commons, maintenance, storage, and grounds structures, as well as a chapel, shrine, greenhouse, and pheasant farm.

Many of the buildings were built between 1905 and 1927 as part of the Site's former tuberculosis sanatorium. These older buildings, which include six of the housing units, are distinct in architectural character given their masonry and stone construction. The Site also some substantial new construction between 1983 and 1990, following the prison's opening 1982.

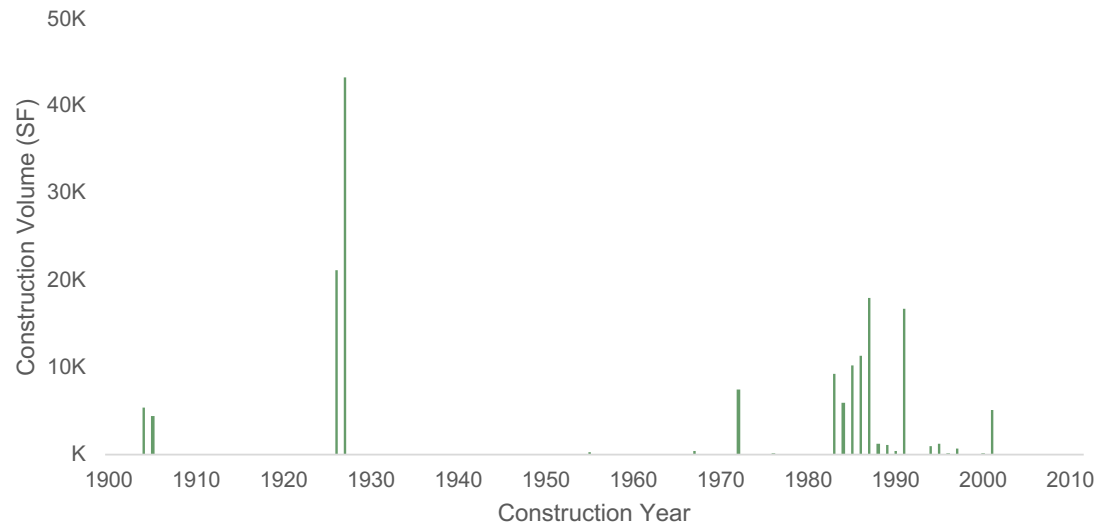
The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site's structures and layout.



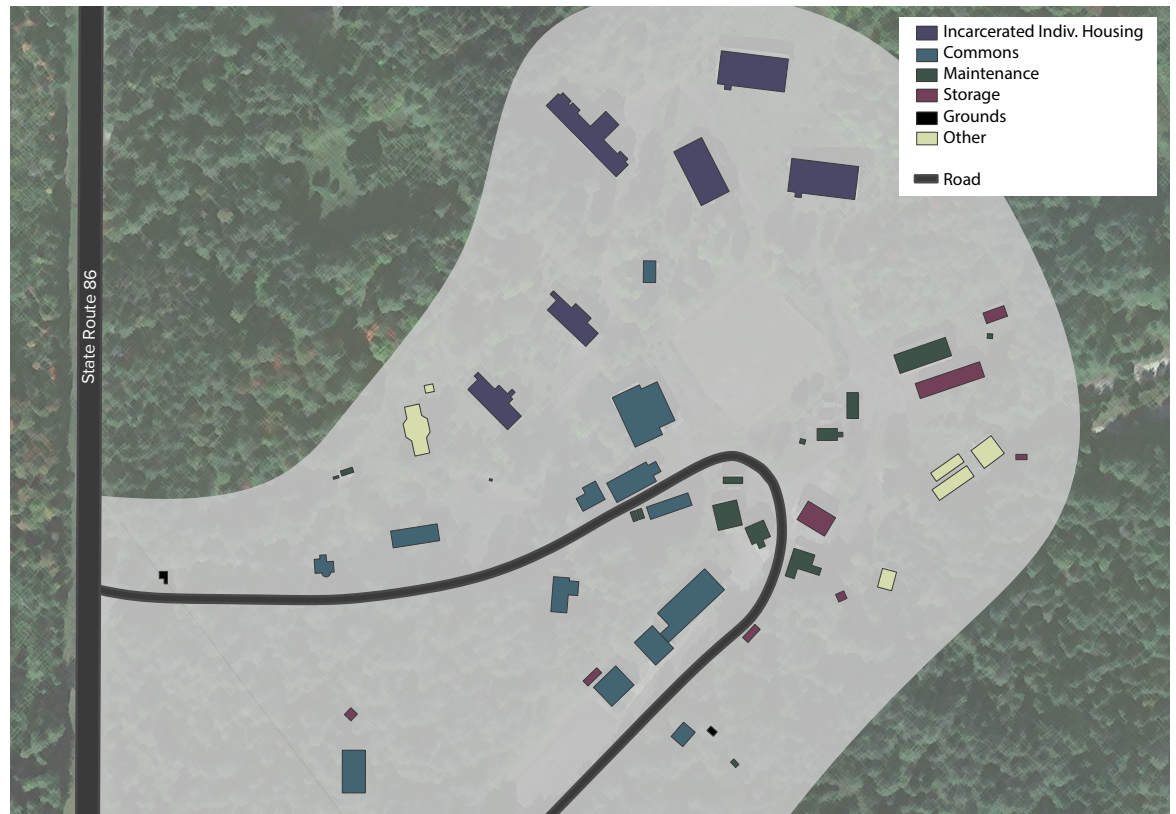
*Table 29: Camp Gabriels CF Building Inventory Summary*  
Source: DOCCS; BJH Analysis

Building Type	No. Buildings	Total SF	Avg. SF
<b>Incarcerated Individual Housing</b>	6	73,000	12,000
<b>Commons</b>	13	54,000	4,000
<b>Maintenance</b>	13	17,000	1,000
<b>Storage</b>	9	10,000	1,000
<b>Grounds</b>	2	100	100
<b>Other</b>	4	13,000	3,000
<b>TOTAL</b>	<b>47</b>	<b>167,000</b>	<b>3,000</b>

*Figure 56: Camp Gabriels CF Building Construction Timeline*  
Source: DOCCS; BJH Analysis



*Figure 57: Camp Gabriels CF Site Plan*  
Source: DOCCS; BJH Analysis





### 1.3 Site Infrastructure

Camp Gabriels CF's infrastructure and utility systems are all located onsite and not shared with other facilities.

- **Water Distribution System:** Water is pumped from a drilled well on the property and is stored in a 120,000-gallon tank before being distributed throughout the Site.
- **Sanitary Sewer System:** The Site is served by underground sanitary sewer piping and manholes throughout the property. Sewage is treated at the sewage treatment plant (Building 13) and converted to sludge that was historically removed by Morrisonville Septic LLC.
- **Electrical Distribution:** Electric service for the Site is provided by National Grid. Power enters the facility at 2.4 kV. The Site also has emergency generators in Building 48 that cover most of the facility.

### 1.4 Transportation Access

The Site is located on State Route 86 and is about seven miles from Interstate 81. The Site parking lot has spaces for roughly 50 cars.

The Site has limited access to passenger and freight rail. However, it is only seven miles from the Adirondack Regional Airport.

### 1.5 Legal and Land Use

The Site is located in the town of Gabriels, in the Adirondack Park, and is subject to the park's land use classifications. The Site is on land classified as State Administrative, which restricts any non-State use barring a constitutional amendment.

The Site is currently owned by the State and is exempt from property taxes. If a constitutional amendment passed and the Site were transferred to a private owner, it would be assessed by local jurisdictions.

## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

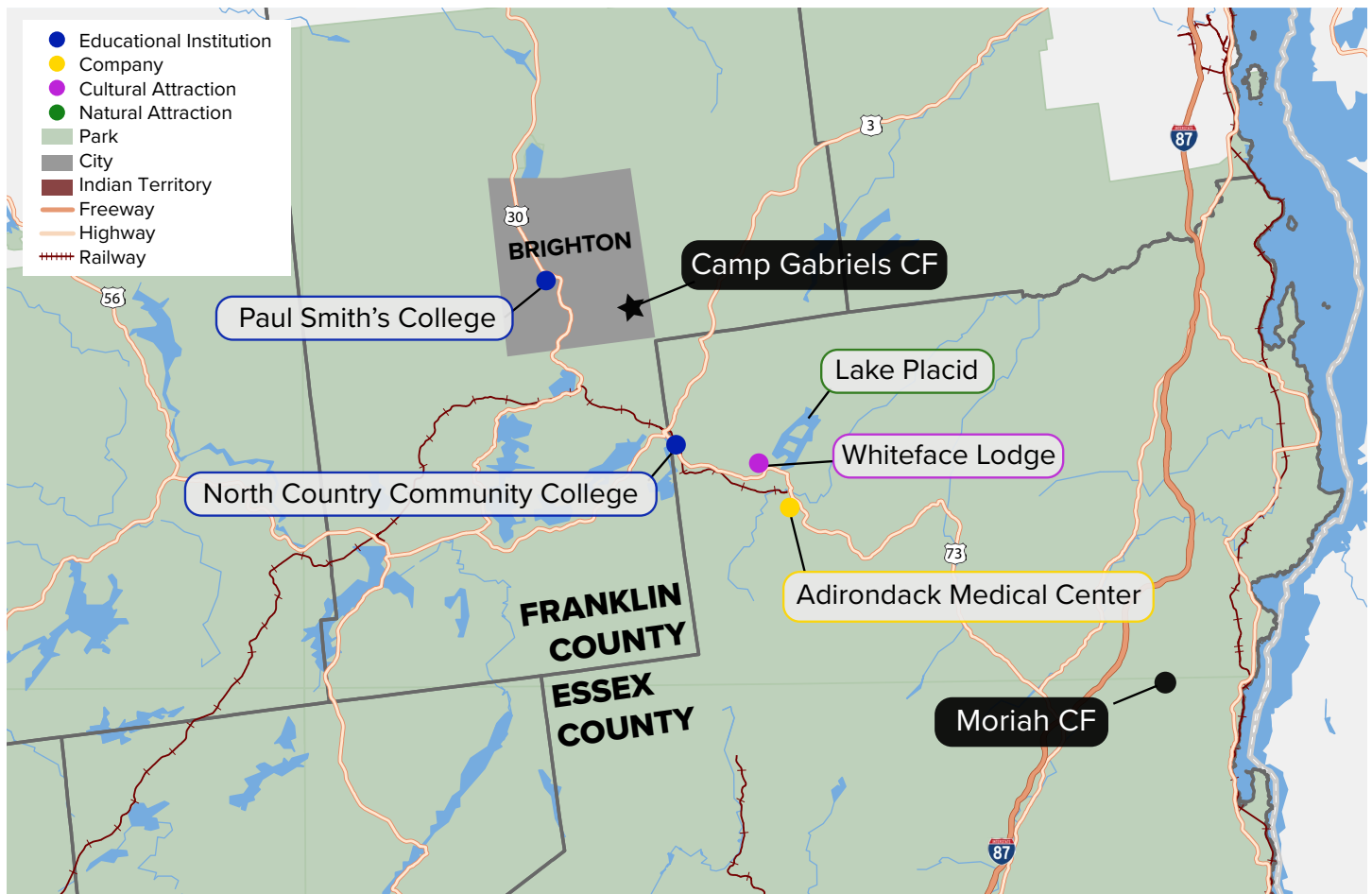


Figure 58: Camp Gabriels CF Regional Assets Map  
Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is located in the village of Gabriels in the Town of Brighton (Brighton) in Franklin County. The closest larger metropolitan area is Burlington, VT, which is about 75 miles east of Gabriels. Plattsburgh, NY is about 50 miles northeast of the Site.

Throughout the nineteenth century, Brighton's economy was driven by three summer resort hotels in McColloms, Rainbow Lake, and Paul Smiths, a tuberculosis sanatorium, and a handful of other small businesses. Most of these institutions have since closed, although one of the summer resort hotels became Paul Smith's College, which serves as the only 4-year college in Adirondack Park today.

Gabriels is part of the Adirondack Park, a 6.1-million-acre forest preserve mostly in the state's North Country Region. Lake Placid, one of the Adirondack Park's major tourism destinations with a high concentration of hotels and outdoor recreation offerings, is about 18 miles southeast of the Site.

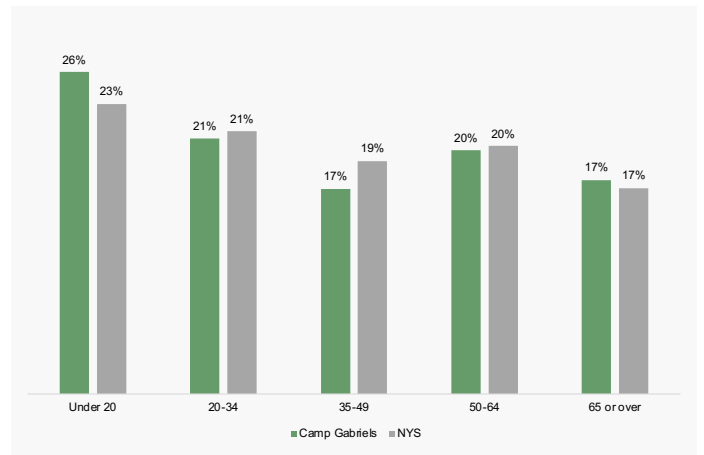
## 2.2 Demographic Trends

As of 2020, there were approximately 5,600 individuals residing within a 10-mile radius of the Site. The population has grown since 2010 at a CAGR of 0.7%.

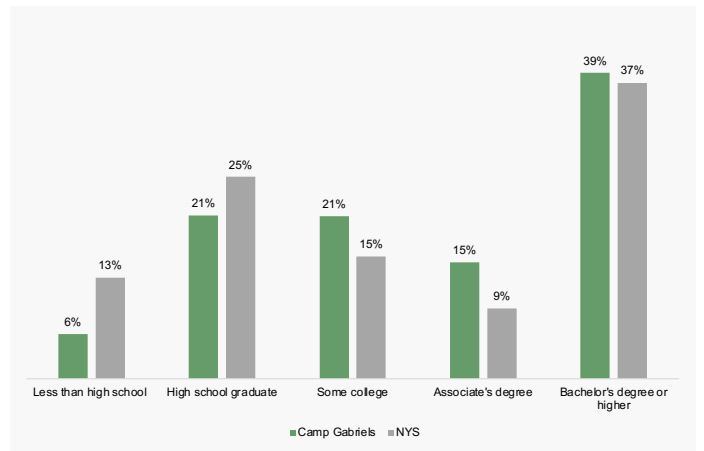
The Study Area has a slightly younger population than NYS. Forty-seven percent of residents are under 35 (compared to 44% for NYS) and 55% are 35 or older (compared to 56% for NYS).

The population residing within a 10-mile radius of the Site is relatively well educated, with 39% of residents over the age of 25 having achieved a bachelor's degree or higher (compared to 37% of New York State's population). This may be attributed to the Site's proximity to Paul Smith's College, the only four-year college in the Adirondack Park and one of the Study Area's largest employers.

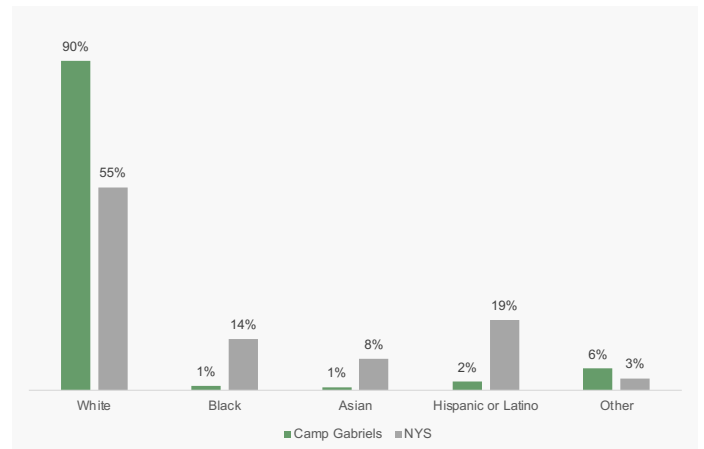
The Study Area's population is predominantly White (90%, compared to 55% for NYS). The Study Area has a significantly lower share of residents who identify as Asian (1%), Black (5%) and Hispanic or Latino (2%) than NYS (8%, 14%, and 19%, respectively).



*Figure 59: Population by Age Group for Camp Gabriels CF Study Area, 2020*  
Source: American Community Survey



*Figure 60: Population by Educational Attainment for Camp Gabriels CF Study Area, 2020*  
Source: American Community Survey



*Figure 61: Population by Race/Ethnicity for Camp Gabriels CF Study Area, 2020*  
Source: American Community Survey







### 2.3 Industry Trends

As of 2019, there were approximately 3,100 jobs within a 10-mile radius of the Site. The employment base grew at a similar rate (CAGR of 0.6%) to the population base (CAGR of 0.7%) between 2010 and 2019.

The Study Area’s five largest sectors are Health Care & Social Assistance (1,155 jobs, 37% of total employment), Educational Services (512, 17%), Accommodation & Food Services (356, 12%), Retail Trade (351, 11%), and Professional & Tech. Services (153, 5%). The Study Area’s Manufacturing sector represents an especially large share of total jobs when compared to New York State (19% of statewide jobs) and is driven by the Adirondack Medical Center, the Study Area’s largest employer. In addition, the Study Area has a strong Educational Services sector that includes Paul Smith’s College, the only 4-year college in the Adirondack Park and the Study Area’s second largest employer.

### 2.4 Real Estate Trends

The Study Area did not experience net absorption across office, retail, and industrial asset classes between 2010 and 2020. However, a small uptick in retail absorption (+7K) was recorded between 2019 and 2020.

The Study Area has approximately 4,000 housing units. The housing supply increased at a CAGR of 2.1% between 2010 and 2020, more quickly than for the Study Area’s population (CAGR of 0.7%) over the same period.

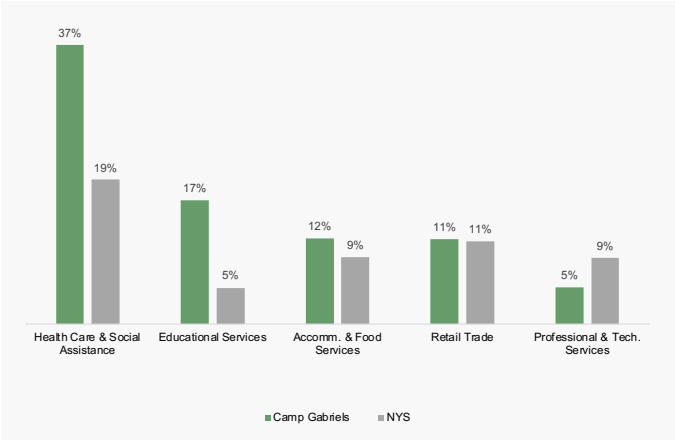


Figure 62: Top Five Sectors by Share of Total Jobs for Camp Gabriels CF Study Area, 2019  
Source: On the Map

	2010-2020	2019-2020
Office (SF)	-	-
Retail (SF)	-	7,000
Industrial (SF)	-	-

Table 30: Office, Retail, and Industrial Net Absorption for Camp Gabriels CF Study Area, 2015-2020  
Source: CoStar

	2020	2010-2020 CAGR
No. Units	4,000	+2.1%

Table 31: Housing Units for Camp Gabriels CF Study Area, 2010-2020  
Source: American Community Survey



### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section IV. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

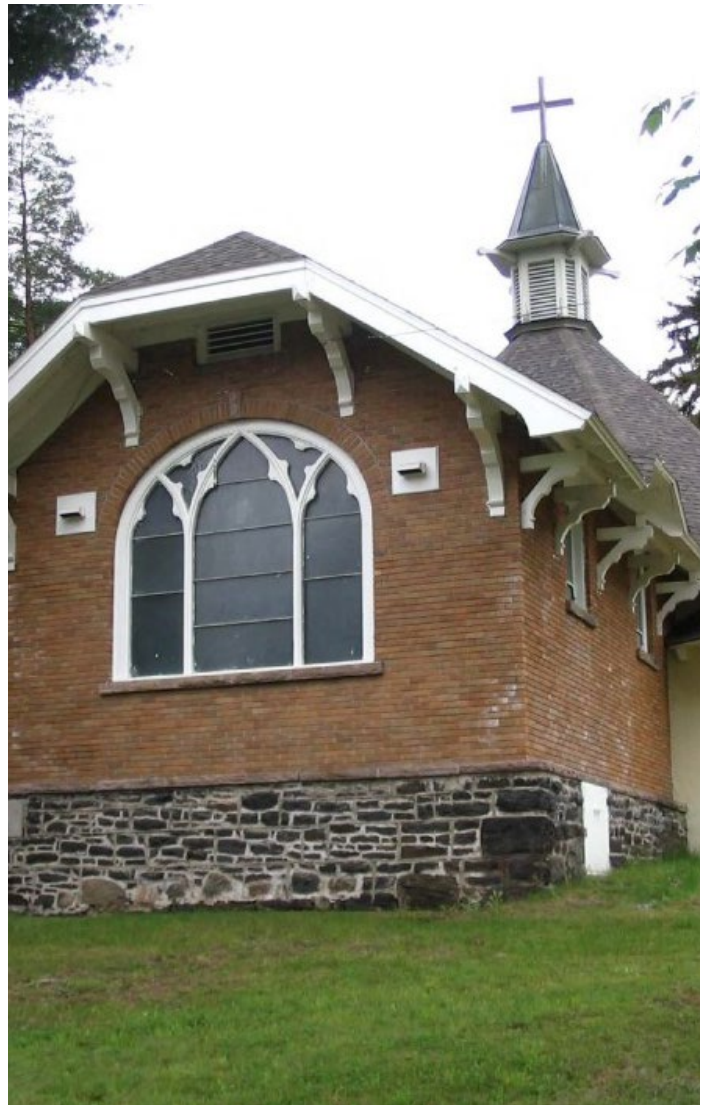
Notably, the Site has a diverse mix of historic buildings and may be eligible for listing on the National Register of Historic Places, which would enable use of Federal and State Historic Tax Credit programs.

Regional incentives are available through the North Country Regional Economic Development Council (NCREDC) and local incentives are available through the Franklin County Industrial Development Agency (FCIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research & Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

According to NYSERDA, a Build-Ready project is not viable on the Site due to limited buildable area outside of the perimeter fence.







# Watertown Correctional Facility

## 1. Site Context

### 1.1 Site Overview

Watertown Correctional Facility (Watertown CF or the Site) is a former medium-security prison campus located at 23147 Swan Road, Watertown, NY 13601.

The Site opened in 1982 at the request of the Watertown community on a former United States Air Force base (closed in 1980). The prison housed individuals over the age of 16 and offered alcohol and substance abuse treatment. The Site closed in March 2021 along with a number of other prisons in response to a shrinking prison population.

### 1.2 Site Plan & Building Inventory

The medium-security Site covers approximately 113 acres of land, 40 of which are within the perimeter security and 73 of which are outside. The perimeter security includes a double fence with multiple razor coils.

There are 85 buildings on the property, totaling 353,000 square feet. The Site has 11 housing units, including six newer barrack-style dormitories, with a total capacity for around 600 incarcerated individuals. In addition, there are 28 housing units for correctional officers and other staff that are positioned around a quad, directly outside the perimeter security. The Site also has various commons,

maintenance, storage, and grounds structures, as well as a 3,000 square foot greenhouse.

Many of the buildings were constructed before 1980 as part of the former air base. A major renovation and expansion also took place between 1982 and 1984 as the correctional facility was open. Other ancillary structures were built between 1984 and 2005.

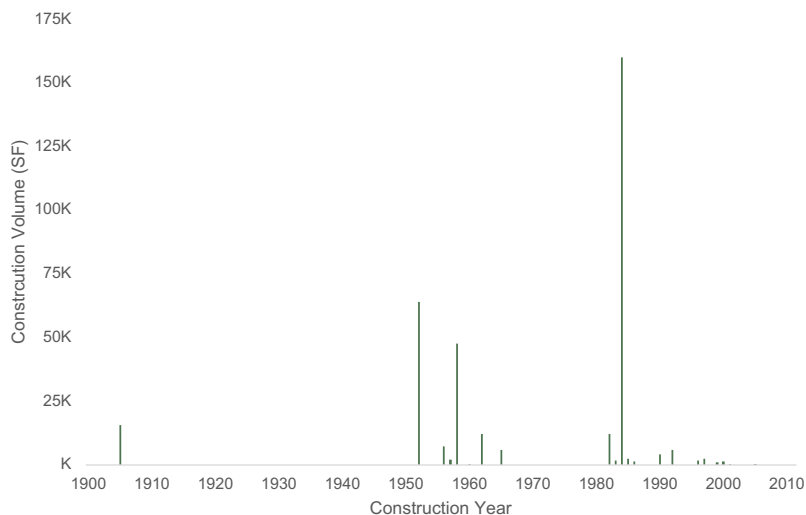
The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site's structures and layout.



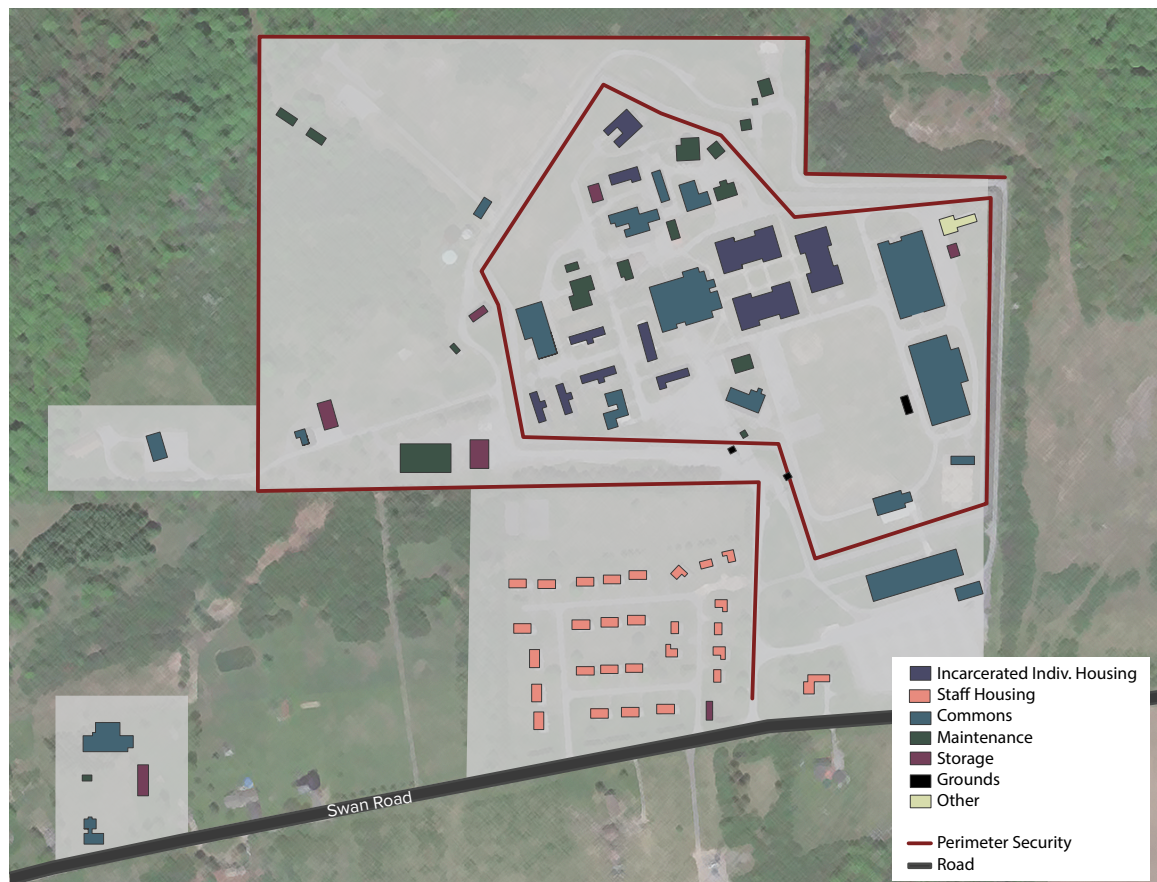
**Table 32: Watertown CF Building Inventory Summary**  
Source: DOCCS; BJH Analysis

Building Type	No. Buildings	Total SF	Avg. SF
Incarcerated Individual Housing	11	86,000	8,000
Staff Housing	28	52,000	2,000
Commons	18	157,000	9,000
Maintenance	16	38,000	2,000
Storage	8	16,000	2,000
Grounds	3	2,000	700
Other	1	3,000	3,000
<b>TOTAL</b>	<b>85</b>	<b>353,000</b>	<b>4,000</b>

**Figure 63: Watertown CF Building Construction Timeline**  
Source: DOCCS; BJH Analysis



**Figure 64: Watertown CF Site Plan**  
Source: DOCCS; BJH Analysis



### 1.3 Site Infrastructure

Most of Watertown CF's infrastructure and utility systems are located onsite and not shared with other facilities. However, Watertown CF's water distribution system is also connected to and services over 40 private residences.

- **Water Distribution System:** Water is provided by the City of Watertown to the pump station (Building 100). The water is then pumped to a 100,000-gallon ground storage tank outside the Site's perimeter wall, then to a 350,000-gallon elevated storage tank, before being distributed throughout the Site. In addition, there are over 40 private residences that are connected to the waterline between Building 100 and the 100,000-gallon ground storage tank – these homes receive both water supply and static pressure from the tank.
- **Sanitary Sewer System:** The Site is served by underground sanitary sewer piping and manholes throughout the property. Sewage is directed to the sewage pump station (Building 73A), then to the sewage pump house (Building 114), before it is pumped to the City of Watertown Waste Treatment Plant.
- **Electrical Distribution:** Electric service for the Site is provided by National Grid. Power is distributed throughout the Site via overhead pole-mounted wires, underground conduits, and duct banks. Power enters the facility from outside the perimeter fence then is distributed at 4.1 kV (3-phase) to the main disconnect switchgear in Building 113, the emergency generator building. The secondary voltage of 208nis converted by pad- and pole-mounted transformers and distributed throughout the Site.

### 1.4 Transportation Access

The Site is located on Swan Road, which spans between Brookside Drive and Dry Hill Road, and is about six miles from the nearest freeway, Interstate 81. The Site parking lot has spaces for roughly 200 cars.

The Site does not have access to passenger rail but is less than three miles from a freight yard operated by CSX transportation.

The Site is about 15 miles from the Watertown International Airport.

### 1.5 Legal and Land Use

The Site is located in the City of Watertown's R-1 (Residential) zoning district. The Site may be eligible for a zoning variance, subject to the Zoning Board of Appeals under the Town of Watertown.

The Site is currently owned by the State and is exempt from property taxes but would be assessed by local jurisdictions if transferred to a private owner.

Certain easements may be required prior to a sale or transfer of ownership from the State to other public or private entities. The Site's water distribution system services over 40 nearby residences that will require continued access. In addition, a 14-acre parcel that formerly served as air force staff housing will be transferred to the US General Services Administration.

## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

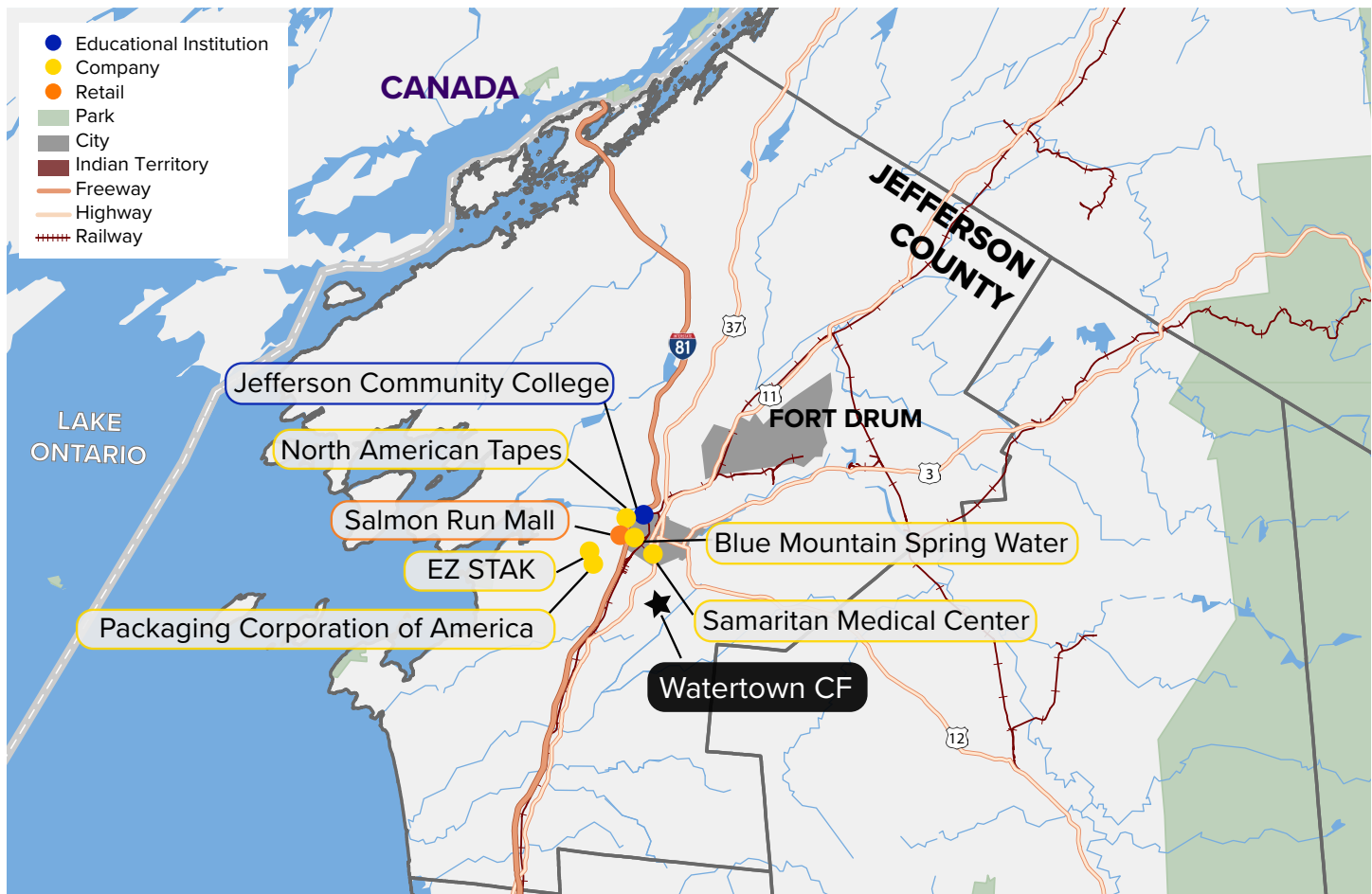


Figure 65: Watertown CF Regional Assets Map  
Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is located in the City of Watertown (Watertown) in Jefferson County. It is on the New York-Canada border, approximately 68 miles north of Syracuse, NY and 75 miles southeast of Kingston, a city in the Ontario province of Canada.

Watertown was settled after the Revolutionary War by pioneers who sought to create an industrial center off the Black River, a 125-mile-long blackwater river (a river with dark water due to natural tannic acid) that empties into the eastern end of Lake Ontario. The river served as a hydropower source for the city's businesses, including Black River Cotton and Wollen Manufacturing Company. Watertown also became a popular location for transporting supplies into Canada.

Watertown's economy is still bolstered by its proximity to Canada, today. The city has attracted several businesses from the Ontario province, including North American Tapes (athletic tapes supplier) and EZ Stak (trailer products supplier). In addition, the Salmon Run Mall is a popular shopping destination for Canadians.

Fort Drum, a US Army military base located outside Watertown that provides planning and support for the mobilization and training of almost 80,000 troops annually, has also had a notable impact on the region. As discussed in the following sub-sections, the military base contributes to Watertown's relatively youthful population and supports key industries like Health Care & Social Assistance.



## 2.2 Demographic Trends

As of 2020, there were approximately 46,300 individuals residing within a 10-mile radius of the Site. The population has declined since 2010 at a CAGR of -0.5%.

The Study Area has a slightly younger population than NYS. Forty-nine percent of residents are under 35 (compared to 44% for NYS) and 51% are aged 35 or older (compared to 56% for NYS). The Fort Drum military base contributes to the Study Area's younger population, as the majority of Armed Forces personnel are under the age of 30.

The population residing within a 10-mile radius of the Site has a high share of associate degree holders and residents with some college experience (collectively 33%, compared to 24% for NYS), but low share of residents who have achieved a bachelor's degree or higher (22%, compared to 37% for NYS). The Study Area's low share of college graduates may be attributable to its concentration of Armed Forces personnel, who typically do not have a bachelor's degree.

The Study Area's population is predominantly White (81%, compared to 55% for NYS). The Study Area has a significantly lower share of residents who identify as Asian (2%), Black (4%) and Hispanic or Latino (6%) than NYS (8%, 14%, and 19%, respectively).

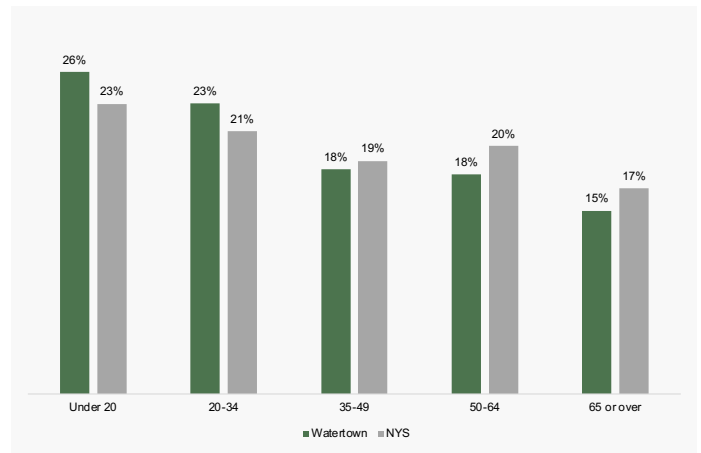


Figure 66: Population by Age Group for Watertown CF Study Area, 2020

Source: American Community Survey

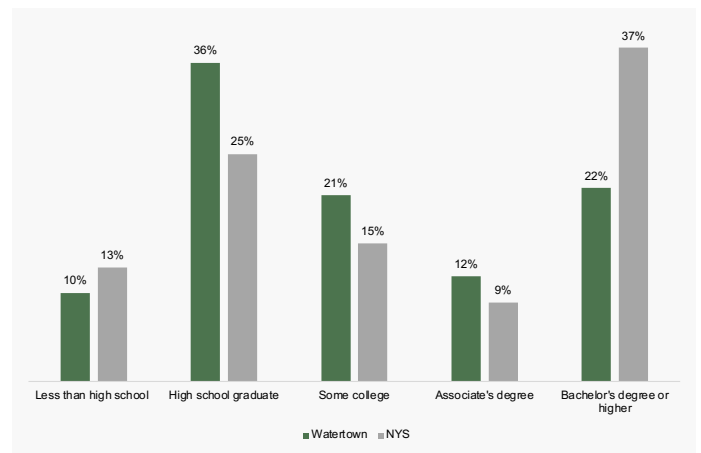


Figure 67: Population by Educational Attainment for Watertown CF Study Area, 2020

Source: American Community Survey

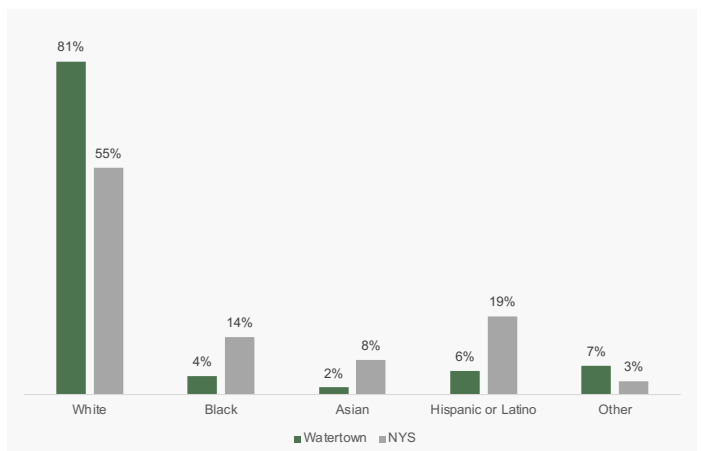


Figure 68: Population by Race/Ethnicity for Watertown CF Study Area, 2020

Source: American Community Survey



## 2.3 Industry Trends

As of 2019, there were approximately 20,000 jobs within a 10-mile radius of the Site. The employment base declined more gradually (CAGR of -0.1%) than the population base (CAGR of 0.5%) between 2010 and 2019.

The Study Area's five largest sectors are Health Care & Social Assistance (5,524 jobs, 28% of total employment), Retail Trade (3,575, 18%), Accommodation & Food Services (2,560, 13%), Manufacturing (1,609, 8%), and Administrative & Waste Services (986, 5%). The Health Care & Social Assistance sector is strengthened by the nearby Samaritan Medical Center, a hospital that services both the Watertown community and soldiers stationed at Fort Drum (Fort Drum is the only US Army installation without its own inpatient hospital). In addition, as discussed in [Section 2.1. Regional Assets](#), Watertown has successfully attracted a number of Manufacturing companies from the Ontario province, including North American Tapes (athletic tapes supplier) and EZ Stak (trailer products supplier).

## 2.4 Real Estate Trends

The Study Area experienced net positive industrial, office, and retail absorption between 2010 and 2020 (+212K SF, +104K SF, and +82K SF, respectively), despite having experienced net negative absorption across all three asset classes between 2019 and 2020 (63K SF, -5K SF, -51K SF, respectively).

Major industrial tenants include Packaging Corporation of America, a packaging materials supplier, and Blue Mountain Spring Water, a bottled water supplier, who leased 69,000 SF and 39,000 SF of manufacturing space, respectively, between 2010 and 2020. Most office absorption over this period is attributable to long-term leases by public entities, including Watertown High School (112,000 SF) and Jefferson County (44,000 SF). Finally, the largest retail tenants are big box retailers (e.g., Target, Burlington Coat Factory, and Dick's Sporting Goods), each of which lease over 50,000 SF.

The Study Area has approximately 22,000 housing units. While the Study Area experienced population decline between 2010 and 2020 (CAGR of -0.5%), its housing stock increased over the same period (CAGR of 0.5%).

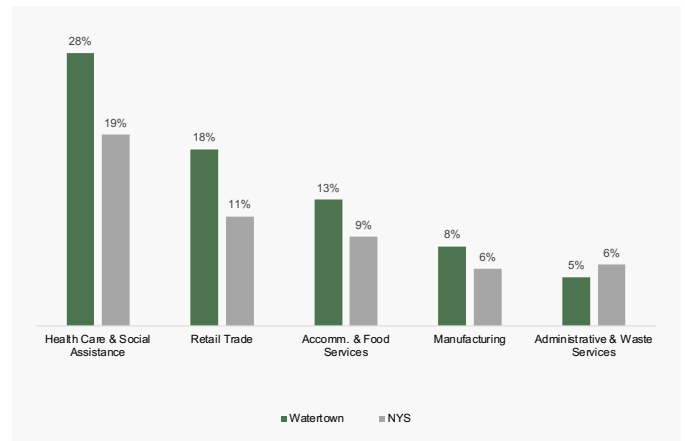


Figure 69: Top Five Sectors by Share of Total Jobs for Watertown CF Study Area, 2019  
Source: On the Map

	2010-2020	2019-2020
Office (SF)	104,000	(5,000)
Retail (SF)	82,000	(51,000)
Industrial (SF)	212,000	(63,000)

Table 33: Office, Retail, and Industrial Net Absorption for Watertown CF Study Area, 2015-2020  
Source: CoStar

	2020	2010-2020 CAGR
No. Units	22,000	+0.5%

Table 34: Housing Units for Watertown CF Study Area, 2010-2020  
Source: American Community Survey



### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section IV. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

Regional incentives are available through the North Country Regional Economic Development Council (NCREDC) and local incentives are available through the Jefferson County Industrial Development Agency (JCIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research & Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

According to NYSERDA, a Build-Ready project is not viable on the Site due to limited buildable area outside of the perimeter fence.







# Ogdensburg Correctional Facility

## 1. Site Context

### 1.1 Site Overview

Ogdensburg Correctional Facility (Ogdensburg CF or the Site) is a former medium-security prison campus located at One Correction Way, Ogdensburg, NY 13669.

The Site opened in 1982 on grounds that were formerly part of the St. Lawrence Psychiatric Center and served as one of New York State's centers for civilly committed sex offenders. The Site closed in March 2022 along with a number of other prisons in response to a shrinking prison population.

### 1.2 Site Plan & Building Inventory

The medium-security Site covers approximately 33 acres of land, 26 of which are within the perimeter security and seven of which are outside. The perimeter security is composed of two rows of fencing topped with coiled razor ribbon and an electronic detection system.

There are 41 buildings on the property, totaling 525,000 square feet. The Site has six housing units with capacity for around 600 incarcerated individuals. The housing units include a combination of 100-bed dormitory style buildings, 23-bed dormitory style buildings, and small rooms ranging from two to six beds. In addition to commons, maintenance, storage, and grounds structures, the Site has a 3,000 square foot greenhouse within the perimeter security.

Most buildings were constructed between 1982 and 1983, following the Site's opening in 1982. Some ancillary structures were built over the next couple decades. The Site also has a cluster of Victorian-style stone buildings constructed in 1892, a legacy of the St. Lawrence Psychiatric Center.

The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site's structures and layout.

Table 35: Ogdensburg CF Building Inventory Summary  
Source: DOCCS; BJH Analysis

Building Type	No. Buildings	Total SF	Avg. SF
Incarcerated Individual Housing	6	231,000	38,000
Commons	15	256,000	17,000
Maintenance	4	2,000	600
Storage	12	31,000	3,000
Grounds	3	3,000	800
Other	1	3,000	3,000
<b>TOTAL</b>	<b>41</b>	<b>525,000</b>	<b>13,000</b>

Figure 70: Ogdensburg CF Building Construction Timeline  
Source: DOCCS; BJH Analysis

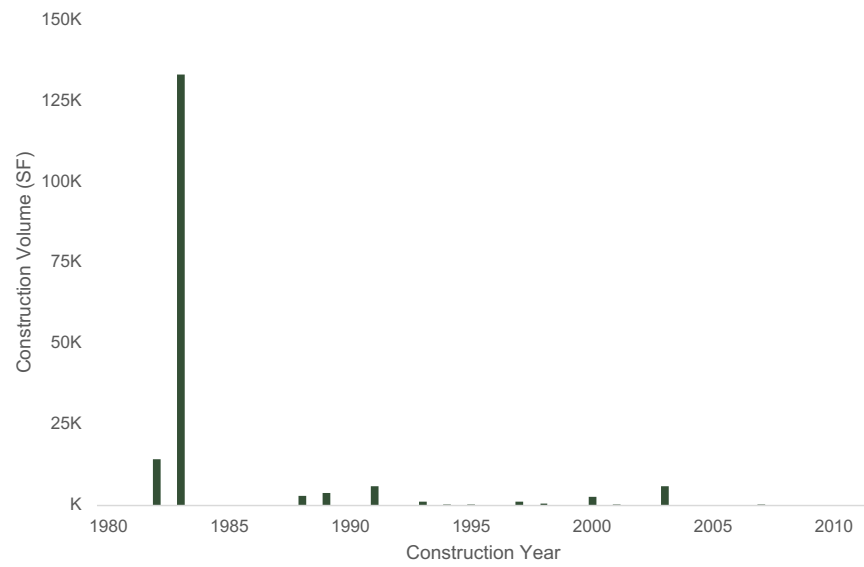
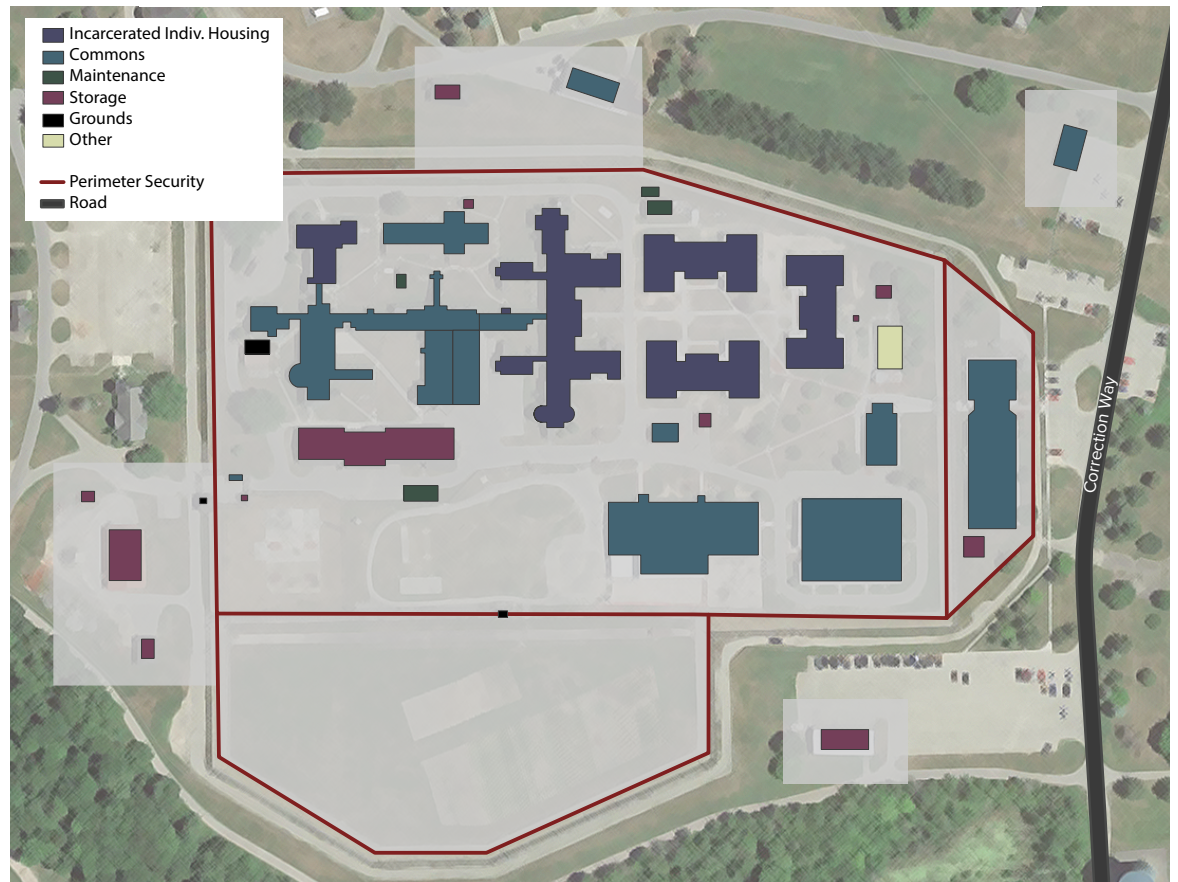


Figure 71: Ogdensburg CF Site Plan  
Source: DOCCS; BJH Analysis



### 1.3 Site Infrastructure

Most of Ogdensburg CF's infrastructure and utility systems are located onsite and not shared with other facilities. However, its water tank also services the adjacent St. Lawrence Psychiatric Center.

- **Water Distribution System:** Water is provided by the City of Ogdensburg to the Site's 750,000-gallon elevated water tank. The water is then pumped and distributed throughout the Site. The tank also services the St. Lawrence Psychiatric Center.
- **Sanitary Sewer System:** The Site is served by underground sanitary sewer piping and manholes throughout the property.
- **Electrical Distribution:** Electric service for the Site is provided by National Grid. Power is distributed through underground conduits and duct banks. Power enters the facility from outside the perimeter fence near Building 10, an administration building, then is distributed at 13.2 kV (3-phase) to the main disconnect switchgear in Building 144, the switchgear building, before the secondary voltage of 204 is converted through pad-mounted transformers.

### 1.4 Transportation Access

The Site is located on Correction Way, which is part of a network of circuitous roads servicing Ogdensburg CF and St. Lawrence Psychiatric Hospital. The complex is accessible via New York State Route 37 and about 43 miles from the nearest freeway, Interstate 81. The Site parking lot has spaces for roughly 250 cars.

The Site does not have access to passenger rail but is about half a mile south of the Ogdensburg Bridge & Port Authority's freight railway.

The Site is about four miles from the Ogdensburg International Airport.

### 1.5 Legal and Land Use

The Site is located in a Public and One-Family Residence (PR) district, pursuant to the City of Ogdensburg's zoning code. It is adjacent to several other public institutions, including the St. Lawrence Psychiatric Hospital, Riverview Correctional Facility, US Customs and Border Protection, and Ogdensburg Bridge and Port Authority. The Site may be eligible for a zoning variance, subject to St. Lawrence County's Zoning Board of Appeals.

The Site is currently owned by the State and is exempt from property taxes but would be assessed by local jurisdictions if transferred to a private owner.

Certain easements may be required prior to a sale or transfer of ownership from the State to other public or private entities. The Site's 750,000-gallon elevated water tank also services the St. Lawrence Psychiatric Center and would be transferred to the Office of Mental Health (OMH) unless the psychiatric center identified a different water source.



## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

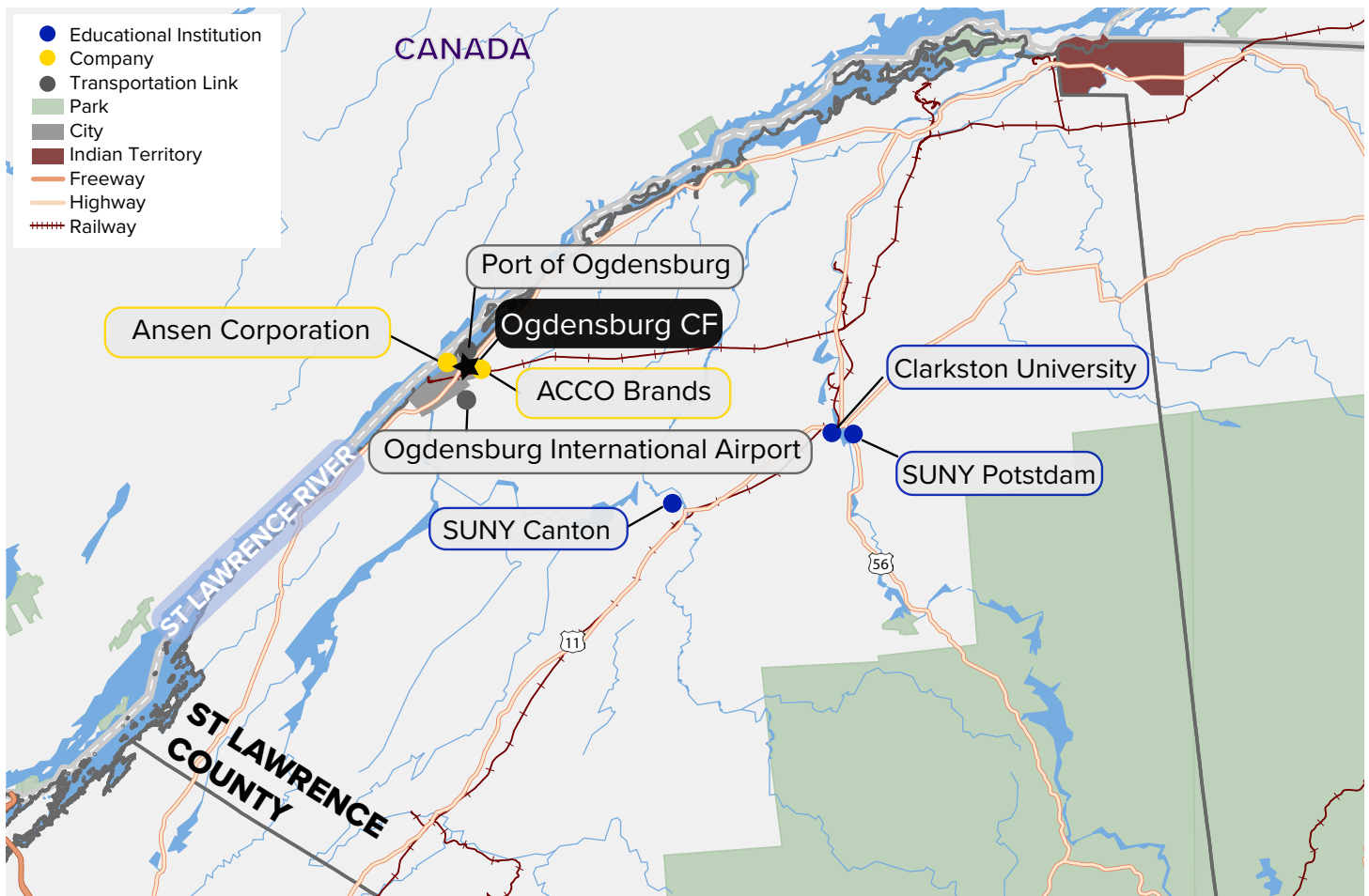


Figure 72: Ogdensburg CF Regional Assets Map

Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is located in the northeast corner of the City of Ogdensburg (Ogdensburg), next to the St. Lawrence River. Ogdensburg is part of St. Lawrence County and is approximately 130 miles north of Syracuse, NY and 60 miles south of Ottawa, Ontario, Canada.

Ogdensburg served as a strategic location during the War of 1812 and subsequently became a significant border community, with an economy driven by river traffic and shipping centers. After the Civil War, the community was known as “the Maple City” and “New York of the North” for attracting people from Canada and parts of New England. Ogdensburg continues to benefit from its geographic position; today, the Port of Ogdensburg, operated by the Ogdensburg Bridge and Port Authority, is the only US

recognized port on the St. Lawrence Seaway. The port holds three acres of warehousing real estate, typically receives six cargo ships in a year, and is accessible by rail. The Ogdensburg Bridge and Port Authority also operates the Ogdensburg-Prescott International Bridge (a suspension bridge connecting Ogdensburg and Johnstown, Ontario, Canada) and the Ogdensburg International Airport. Ogdensburg is also referred to as the “gateway” to the thousand islands region, an outdoor recreation and tourism destination.

The Site is proximate to the State University of New York (SUNY) Canton and SUNY Potsdam, as well as Clarkston University, a private research university that specializes in technological education.

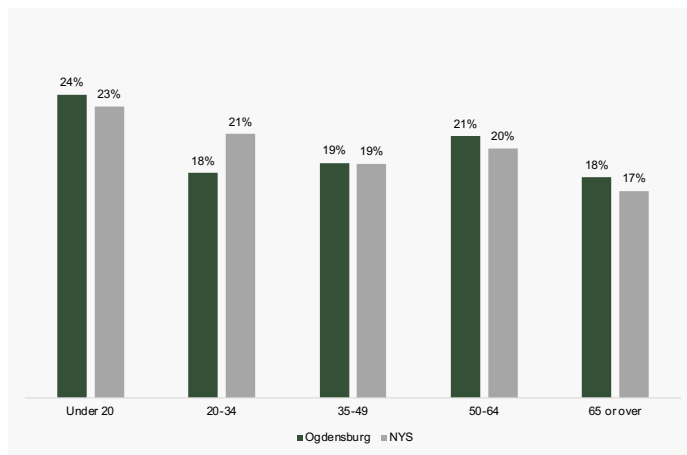
## 2.2 Demographic Trends

As of 2020, there were approximately 18,900 individuals residing within a 10-mile radius of the Site. The population has declined since 2010 at a CAGR of -0.5%.

The Study Area's population and New York State's population are similarly distributed across age groups. Thirty-nine percent of the Study Area's population is aged 50 or over (compared to 37% for NYS) and 61% is under 50 years old (compared to 63% for NYS).

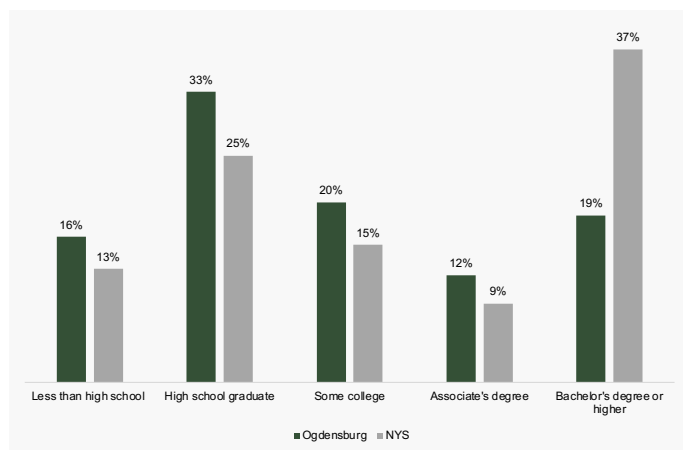
The population residing within a 10-mile radius of the Site has a high share of associate degree holders and residents with some college experience (collectively 53%, compared to 24% for NYS), but low share of residents who have achieved a bachelor's degree or higher (19%, compared to 37% for NYS).

The Study Area's population is predominantly White (90%, compared to 55% for NYS).



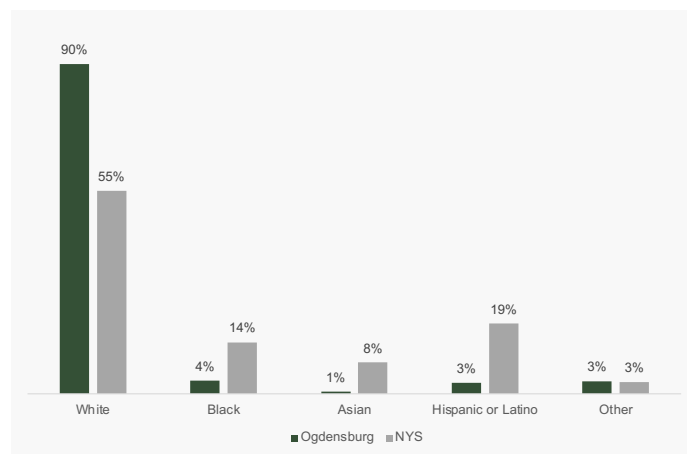
*Figure 73: Population by Age Group for Ogdensburg CF Study Area, 2020*

*Source: American Community Survey*



*Figure 74: Population by Educational Attainment for Ogdensburg CF Study Area, 2020*

*Source: American Community Survey*



*Figure 75: Population by Race/Ethnicity for Ogdensburg CF Study Area, 2020*

*Source: American Community Survey*



## 2.3 Industry Trends

As of 2019, there were approximately 4,200 jobs within a 10-mile radius of the Site. The employment base declined at a similar rate (CAGR of 0.3%) to the population base (CAGR of 0.5%) between 2010 and 2019.

The Study Area's five largest sectors are Health Care & Social Assistance (1,584 jobs, 38% of total employment), Retail Trade (729, 17%), Manufacturing (550, 13%), Accommodation & Food Services (297, 7%), and Other Services (182, 4%). The Study Area's Health Care & Social Assistance sector represents an especially large share of total jobs when compared to New York State (19% of statewide jobs), which reflects the Site's proximity to the St. Lawrence Psychiatric Hospital. The Study Area also has a relatively high share of Manufacturing given the presence of strong computer and electronic product manufacturing companies such as Ansen Corp.

## 2.4 Real Estate Trends

The Study Area experienced strong industrial absorption between 2010 and 2020 (+204K SF). The largest lease was by ACCO Brands for 280,000 SF of warehousing space on land adjacent to the Site. In addition, Ansen Corporation leased a 16,000 SF building across from the Ogdensburg Bridge & Port Authority for electronic parts manufacturing.

The Study Area also experienced net positive retail and office absorption between 2010 and 2020, although to a lesser degree (+61K SF and +3K SF, respectively) than for the industrial supply.

The Study Area has approximately 8,000 housing units. The housing supply decreased at a CAGR of -1.3% between 2010 and 2020, a steeper rate than for the Study Area's population (CAGR of -0.5%) over the same period.

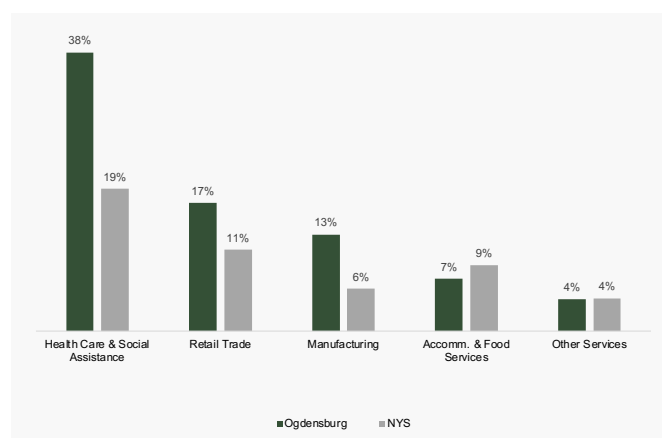


Figure 76: Top Five Sectors by Share of Total Jobs for Ogdensburg CF Study Area, 2019

Source: On the Map

	2010-2020	2019-2020
Office (SF)	3,000	(5,000)
Retail (SF)	61,000	1,000
Industrial (SF)	204,000	-

Table 36: Office, Retail, and Industrial Net Absorption for Ogdensburg CF Study Area, 2015-2020

Source: CoStar

	2020	2010-2020 CAGR
No. Units	8,000	-1.3%

Table 37: Housing Units for Ogdensburg CF Study Area, 2010-2020

Source: American Community Survey



### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section IV. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

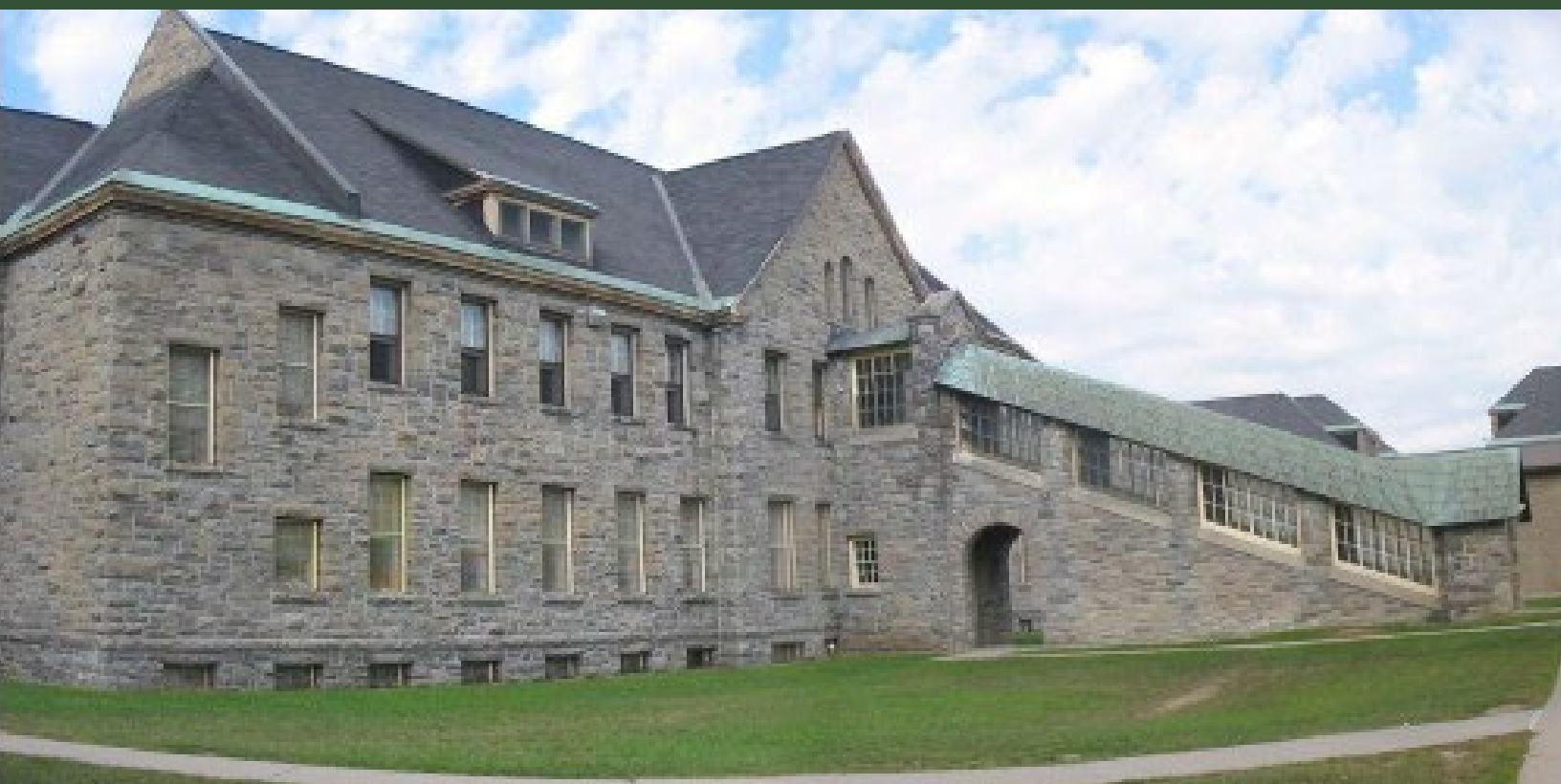
Notably, the Site has a diverse mix of historic buildings and may be eligible for listing on the National Register of Historic Places, which would enable use of Federal and State Historic Tax Credit programs.

Regional incentives are available through the North Country Regional Economic Development Council (NCREDC) and local incentives are available through the St. Lawrence County Industrial Development Agency (SLCIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research & Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

NYSERDA has identified Ogdensburg CF as a potentially viable Build-Ready site with 138 total buildable acres, 80 of which are inside the perimeter fence.





# Southport Correctional Facility

## 1. Site Context

### 1.1 Site Overview

Southport Correctional Facility (Southport CF or the Site) is a former maximum-security prison campus located at 236 Bob Masia Drive, Pine City, NY 14871.

The Site opened in 1988 and served as a “supermax” prison where incarcerated individuals arrived after committing a serious disciplinary infraction at another prison. The Site closed in March 2022 along with a number of other prisons in response to a shrinking prison population.

### 1.2 Site Plan & Building Inventory

The maximum-security Site covers approximately 408 acres of land, 39 of which are within the perimeter security and 369 of which are outside. The perimeter security includes a double fence with multiple razor coils.

There are 43 buildings on the property, totaling 430,000 square feet. The Site has five housing units, three of which have identical footprints, and a total capacity for around 700 incarcerated individuals. An enclosed corridor runs between the housing units and various common spaces, including an administrative building, visitors center, food service building, and laundry/commissary. Outside of the perimeter security are various commons, maintenance, storage, and grounds structures, as well as a shooting

range that is used by staff at Elmira Correctional Facility (Elmira CF) for training and qualifications.

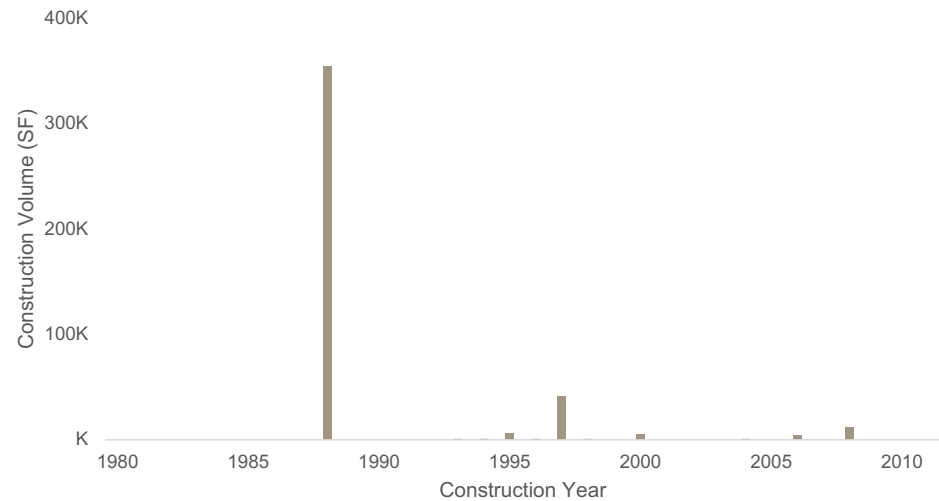
Most buildings, including four of the housing units, were constructed in 1988, the same year the prison opened and was first occupied. One of the housing units (Housing E) was constructed in 1997. Other ancillary structures were also built between 1988 and 2008.

The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site’s structures and layout.

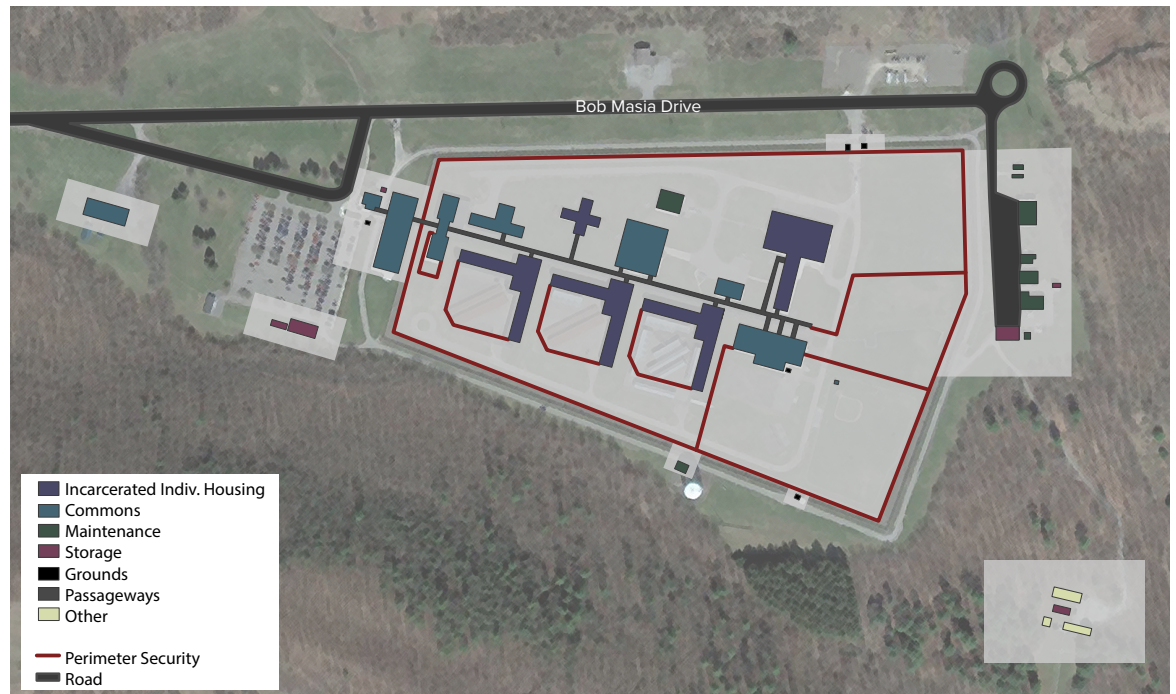
*Table 38: Southport  
CF Building Inventory  
Summary  
Source: DOCCS; BJH  
Analysis*

Building Type	No. Buildings	Total SF	Avg. SF
<b>Incarcerated Individual Housing</b>	5	261,000	52,000
<b>Commons</b>	10	109,000	11,000
<b>Maintenance</b>	9	23,000	3,000
<b>Storage</b>	7	8,000	1,000
<b>Grounds</b>	8	2,000	200
<b>Passageways</b>	1	23,000	23,000
<b>Other</b>	3	5,000	2,000
<b>TOTAL</b>	<b>43</b>	<b>430,000</b>	<b>10,000</b>

*Figure 77: Southport  
CF Building  
Construction Timeline  
Source: DOCCS; BJH  
Analysis*



*Figure 78: Southport  
CF Site Plan  
Source: DOCCS; BJH  
Analysis*





### 1.3 Site Infrastructure

All of Southport CF's infrastructure and utility systems are located onsite and not shared with other facilities.

- **Water Distribution System:** Water is provided by the Elmira Water Board. It is first treated at Site's soft water plant (Building 25), then moves to the water pumping station (Building 22) before it is pumped to a 750,000-gallon elevated storage tank and distributed throughout the Site.
- **Sanitary Sewer System:** The Site is served by underground sanitary sewer piping and manholes throughout the property. Sewage flows to the sewage pumping station (Building 21) before being directed to the Chemung County Sewer District.
- **Electrical Distribution:** Electric service for the Site is provided by New York State Electric & Gas (NYSEG). Power enters the facility at Building 20, the switchgear building, then is distributed underground at 13.2 kV to a series of pad-mounted high voltage switches and transformers. The secondary voltage of 208 is connected to the main distribution panels in each building. The Site also has a 2,000 kW emergency generator located in Building 20.

### 1.4 Transportation Access

The Site is located on Bob Masia Drive, a cul de sac that branches off of New York State Route 14 (or South Broadway), and is about 10 miles from the nearest freeway,

Interstate 86. The Site has a high parking capacity, with space for roughly 400 cars.

The Site does not have access to passenger rail, but is about four miles north of a freight terminal serviced by Norfolk Southern Railway Co.

The Site is about 17 miles south of the Elmira/Corning Regional Airport.

### 1.5 Legal and Land Use

The Site is located in the Town of Southport's Industrial zoning district and is surrounded by land classified as a Conservation zoning district. Appeals for an area variance are made to the Zoning Board of Appeals under the Town of Southport.

The Site is currently owned by the State and is exempt from property taxes but would be assessed by local jurisdictions if transferred to a private owner.

Certain easements may be required prior to a sale or transfer of ownership from the State to other public or private entities. The Department of Corrections and Community Supervision (DOCCS) intends to maintain access to the Site's shooting range, as well as any utilities that service the range. In addition, a 17-acre parcel at the center of the Site was sold in 2016 to a separate entity that will require continued access to the land.

## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

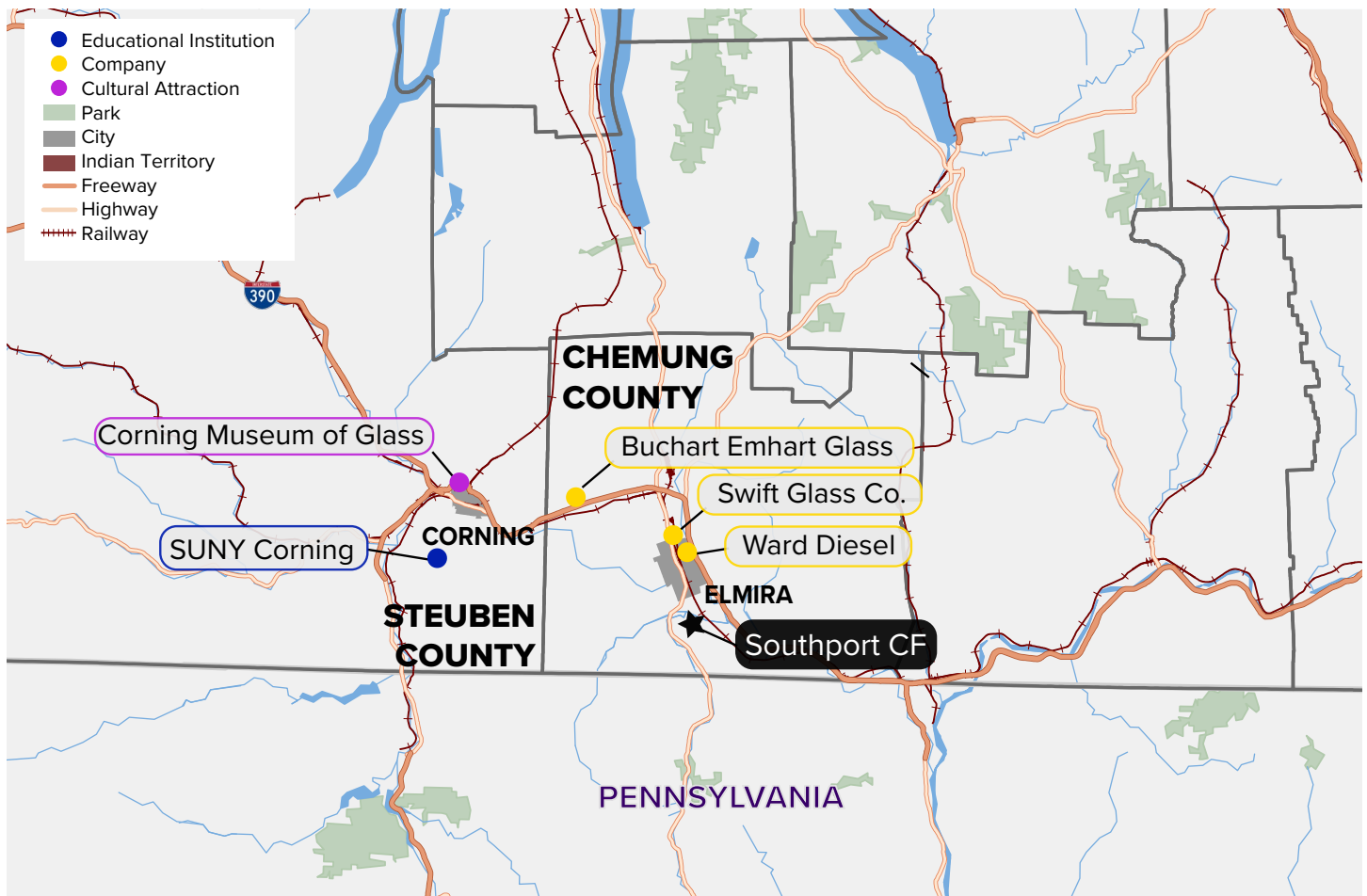


Figure 79: Southport CF Regional Assets Map  
Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is located in Pine City, a hamlet in the Town of Southport (Southport) in Chemung County. It is about six miles north of the New York-Pennsylvania border and about 40 miles south of Ithaca, NY.

Southport attracted early settlers throughout the late 18th and early 19th centuries for its strong agricultural potential. The Chemung River and a valley of smaller streams have contributed to a landscape of plains with alluvial soil, wetlands, and floodplains. Today, the Town of Southport's zoning code designates much of this land as a conservation district and its Comprehensive Plan encourages redevelopment on areas where infrastructure already exists.

Southport's unique landscape has also historically attracted manufacturing companies, given the potential to leverage hydroelectric power. Manufacturing continues to drive the area's economy, including glass production in nearby Elmira, NY and Corning, NY. In fact, Corning, NY is home to the Corning Museum of Glass, the world's largest space dedicated to the display of contemporary art and design in glass.

## 2.2 Demographic Trends

As of 2020, there were approximately 75,000 individuals residing within a 10-mile radius of the Site. The population has declined since 2010 at a CAGR of -0.7%.

The Study Area has a slightly older population than NYS. Forty percent of residents are aged 50 or over (compared to 37% for NYS) and 60% are under 50 (compared to 63% for NYS).

The population residing within a 10-mile radius of the Site has a high share of associate degree holders and residents with some college experience (collectively 31%, compared to 24% for NYS), but low share of residents who have achieved a bachelor's degree or higher (24%, compared to 37% for NYS).

The Study Area's population is predominantly White (82%, compared to 55% for NYS). The Study Area has a significantly lower share of people of color than New York State, especially Hispanic or Latino residents (4%, compared to 19% for NYS).

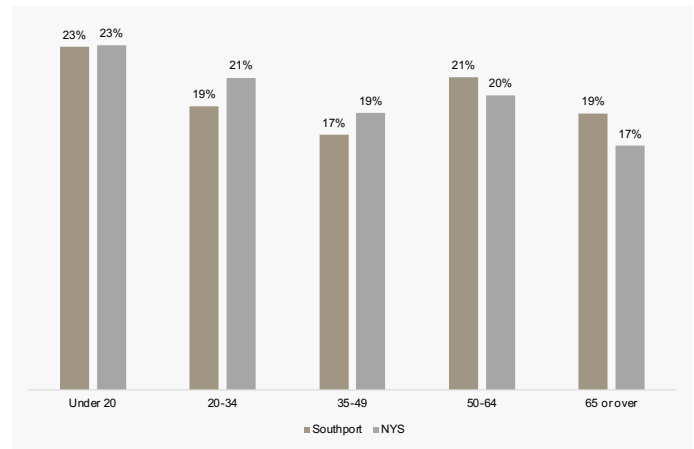


Figure 80: Population by Age Group for Southport CF Study Area, 2020  
Source: American Community Survey

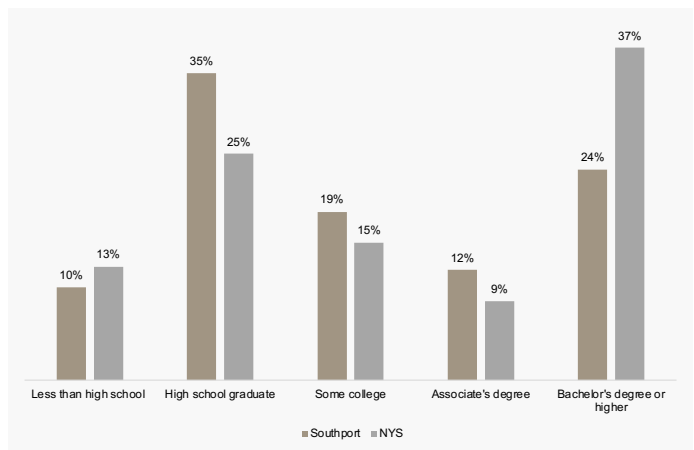


Figure 81: Population by Educational Attainment for Southport CF Study Area, 2020  
Source: American Community Survey

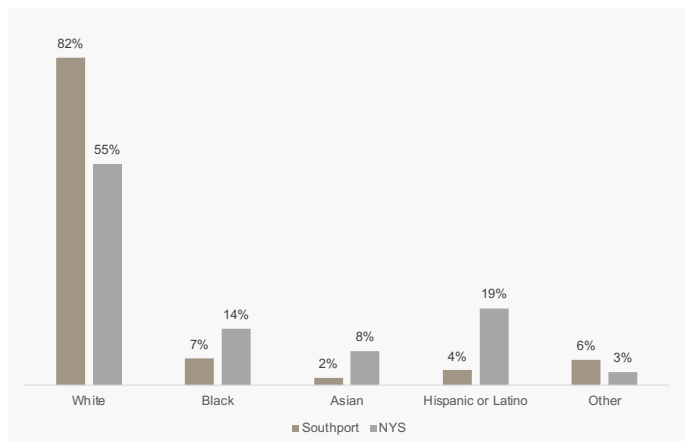


Figure 82: Population by Race/Ethnicity for Southport CF Study Area, 2020  
Source: American Community Survey







### 2.3 Industry Trends

As of 2019, there were approximately 25,100 jobs within a 10-mile radius of the Site. The employment base declined more quickly (CAGR of -1.2%) than the population base (CAGR of -0.7%) between 2010 and 2019.

The Study Area's five largest sectors are Health Care & Social Assistance (5,567 jobs, 23% of total employment), Manufacturing (4,380, 17%), Retail Trade (3,981, 16%), Accommodation & Food Services (2,592, 10%), and Construction (1,193, 5%). The Study Area's Manufacturing sector represents an especially large share of total jobs when compared to New York State (6% of statewide jobs), which is driven by a concentration of machinery manufacturers such as Swift Glass Co. (custom cut glass fabrication).

### 2.4 Real Estate Trends

The Study Area experienced strong industrial absorption between 2010 and 2020 (+829K SF). The largest lease was by Ward Diesel, an exhaust filter manufacturing company, for 188,000 SF of space in a former aircraft manufacturing building in Elmira. In addition, Bucharth Emhart Glass leased a 101,000 SF building near the Elmira-Corning regional airport for its glass manufacturing operation.

The Study Area also experienced net positive retail and office absorption between 2010 and 2020, although to a lesser degree (+92K SF and +41K SF, respectively) than for the industrial supply. The Study Area's negative retail absorption was driven by tenancy losses between 2019 and 2020 (-91K SF), likely due to COVID-19-related closures.

The Study Area has approximately 35,000 housing units. While the Study Area experienced population decline between 2010 and 2020 (CAGR of -0.7%), its housing stock increased over the same period (CAGR of 0.2%).

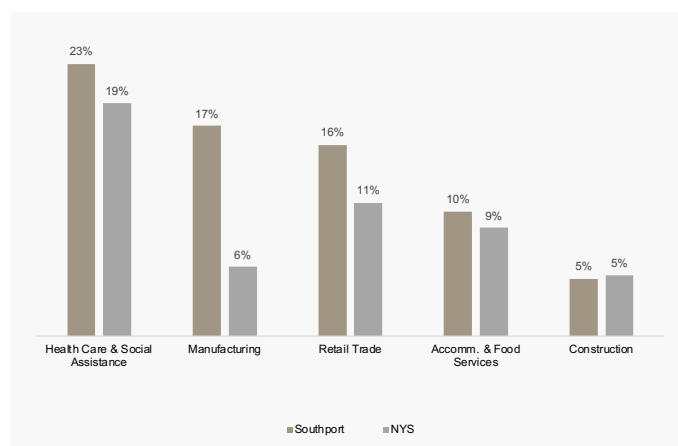


Figure 83: Top Five Sectors by Share of Total Jobs for Southport CF Study Area, 2019

Source: On the Map

	2010-2020	2019-2020
<b>Office (SF)</b>	41,000	40,000
<b>Retail (SF)</b>	92,000	(91,000)
<b>Industrial (SF)</b>	829,000	258,000

Table 39: Office, Retail, and Industrial Net Absorption for Southport CF Study Area, 2015-2020

Source: CoStar

	2020	2010-2020 CAGR
<b>No. Units</b>	35,000	+0.2%

Table 40: Housing Units for Southport CF Study Area, 2010-2020

Source: American Community Survey



### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

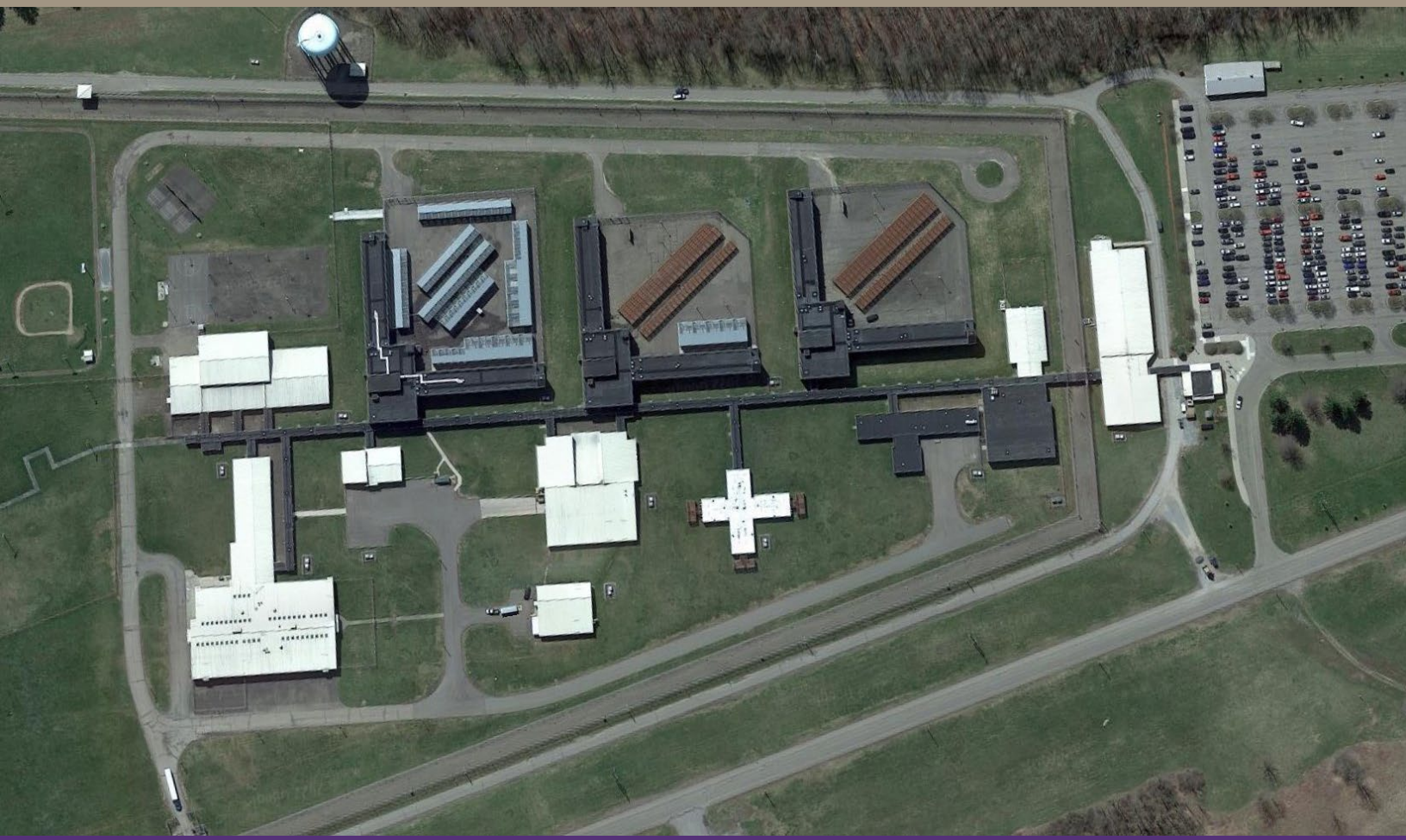
Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section IV. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

Regional incentives are available through the Southern Tier Regional Economic Development Council (STREDC) and local incentives are available through the Chemung County Industrial Development Agency (CCIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research & Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

According to NYSERDA, a Build-Ready project may be viable on the Site, but would require building demolition, forest clearing, and in-fence design.







# Gowanda Correctional Facility

## 1. Site Context

### 1.1 Site Overview

Gowanda Correctional Facility (Gowanda CF or the Site) is a former medium-security prison campus located at South Road, Gowanda, NY 14047.

The Site opened in 1994 on land formerly owned by the Gowanda Psychiatric Center. The Site housed more than 1,700 individuals and was the second largest prison in New York State. The Site closed in March 2021 along with a number of other prisons in response to a shrinking prison population.

### 1.2 Site Plan & Building Inventory

The medium-security Site covers approximately 68 acres of land, 29 of which are within the perimeter security and 39 of which are outside.

There are 55 buildings on the property, totaling 882,000 square feet. The Site has four housing units with capacity for up to 1,700 incarcerated individuals. The three largest housing units are connected to each other and to common spaces by an enclosed corridor. The fourth housing unit is a special housing unit on the eastern portion of the Site. The Site also has several commons, maintenance, storage, and grounds structures, as well as four greenhouses and a baseball stadium.

Most of the Site's buildings were constructed between 1932 and 1957 as part of the former Gowanda Psychiatric Center. Additional buildings were purpose-built between 1994 and 1992, following the prison's opening in 1994.

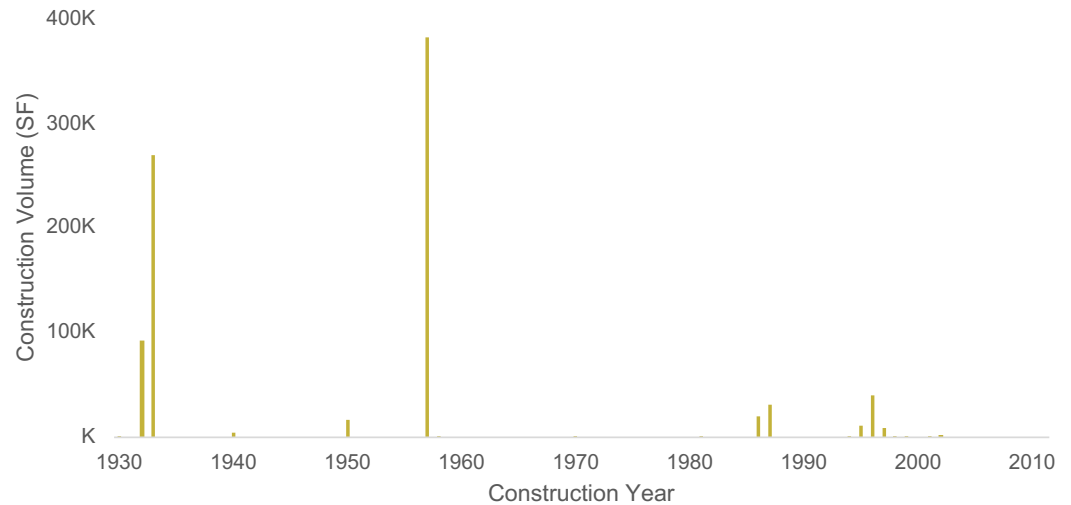
The building inventory summary, building construction timeline, and site plan include more detailed information regarding the Site's structures and layout.



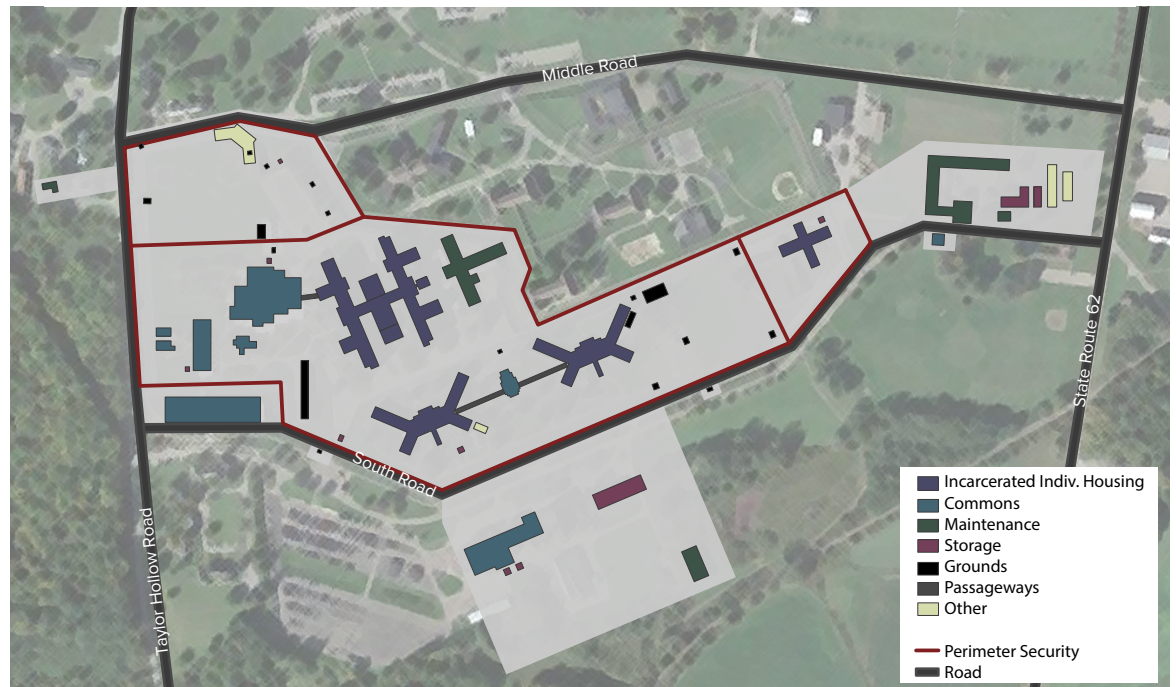
*Table 41: Gowanda  
CF Building Inventory  
Summary  
Source: DOCCS; BJH  
Analysis*

Building Type	No. Buildings	Total SF	Avg. SF
<b>Incarcerated Individual Housing</b>	4	599,000	150,000
<b>Commons</b>	10	121,000	12,000
<b>Maintenance</b>	5	80,000	16,000
<b>Storage</b>	10	41,000	4,000
<b>Grounds</b>	20	11,000	600
<b>Passageways</b>	1	6,000	6,000
<b>Other</b>	5	24,000	5,000
<b>TOTAL</b>	<b>55</b>	<b>882,000</b>	<b>16,000</b>

*Figure 84: Gowanda  
CF Building  
Construction Timeline  
Source: DOCCS; BJH  
Analysis*



*Figure 85: Gowanda  
CF Site Plan  
Source: DOCCS; BJH  
Analysis*



### 1.3 Site Infrastructure

Gowanda CF's infrastructure and utility systems are primarily provided by Collins Correctional Facility (Collins CF), which shares a border with the Site.

- **Water Distribution System:** Water is delivered from Collins CF's Water Treatment Plant to the Site through an underground water main that loops around the facility.
- **Sanitary Sewer System:** The Site is served by underground sanitary sewer piping and manholes throughout the property. Sewage is collected at Collins CF then flows to the Village of Gowanda Wastewater Treatment Plant.
- **Electrical Distribution:** Electric service for the Site is provided by National Grid through a 34.5 kV utility feed at Collins CF. The utility feed reduces the voltage to 13.2 kV then distributes the power to individual building switchgears at Gowanda CF through an underground tunnel system. Collins CF also provides Gowanda CF with backup energy from three emergency diesel-powered generators.
- **Heating:** The Site is supplied with steam for heating from the Collins CF centralized steam plant.

### 1.4 Transportation Access

The Site is located on South Road, which spans between Taylor Hollow Road and New York State Route 62. It is about 12 miles from the nearest freeway, Interstate 90. The

Site has a high parking capacity, with space for roughly 700 cars.

The Site does not have access to passenger rail but is directly adjacent to a freight railway owned by the Erie County Industrial Development Agency (ECIDA) and operated by Buffalo Southern Railroad. In addition, the Site is about two miles from a New York & Lake Erie Railroad access point, a scenic railway that offers passenger excursions.

### 1.5 Legal and Land Use

The Site is located in the Town of Collins' Residential/Agricultural zoning district. The Site may be eligible for a zoning variable, subject to the Zoning Board of Appeals under the Town of Collins.

The Site is currently owned by the State and is exempt from property taxes but would be assessed by local jurisdictions if transferred to a private owner.

Certain easements may be required prior to a sale or transfer of ownership from the State to other public or private entities since the Site's infrastructure is largely shared with Collins CF.

## 2. Local Market

The following sub-section includes information on the Site's regional context, including proximate commercial, cultural, and educational assets. It also evaluates the demographic, industry, and real estate trends within a 10-mile radius of the Site (the Study Area).

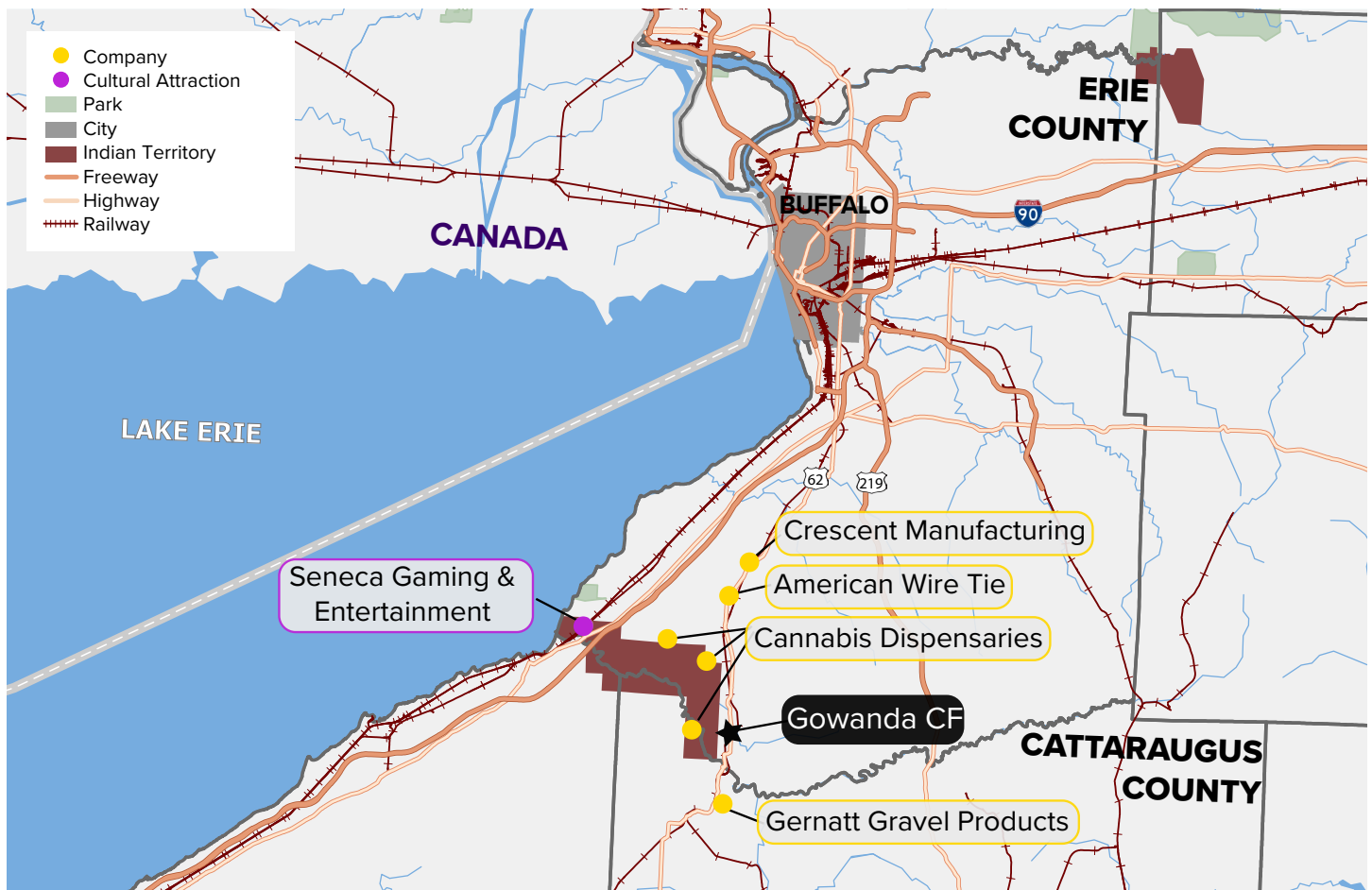


Figure 86: Gowanda CF Regional Assets Map  
Source: Desktop research; BJH Analysis

### 2.1 Regional Assets

The Site is located in the village of Gowanda, which is part of the Town of Collins (Collins), Erie County. It is approximately 30 miles south of Buffalo, NY and 15 miles east of Lake Erie.

The name Gowanda originates from the Seneca native phrase, “a valley among the hills”, referring to the village’s location below the Zoar Valley gorge. The village is situated next to the Cattaraugus Reservation (represented by the brown shaded area on the above map), which is

a part of the Seneca Nation of Indians and is the second largest Indian territory in New York State. Seneca-owned businesses, including a Seneca Gaming & Entertainment casino and various tobacco shops and cannabis dispensaries, are located throughout the reservation.

The area’s economy is also driven by a cluster of manufacturing companies, as described the following [Section 2.3 Industry Trends](#).



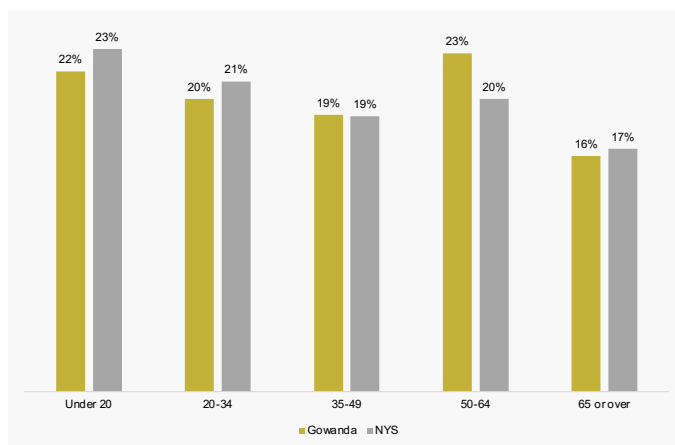
## 2.2 Demographic Trends

As of 2020, there were approximately 21,200 individuals residing within a 10-mile radius of the Site. The population has experienced moderate decline since 2010 (CAGR of -0.3%).

The Study Area has a slightly older population than NYS. Thirty-nine percent of residents are aged 50 or over (compared to 37% for NYS) and 61% are under 50 (compared to 63% for NYS).

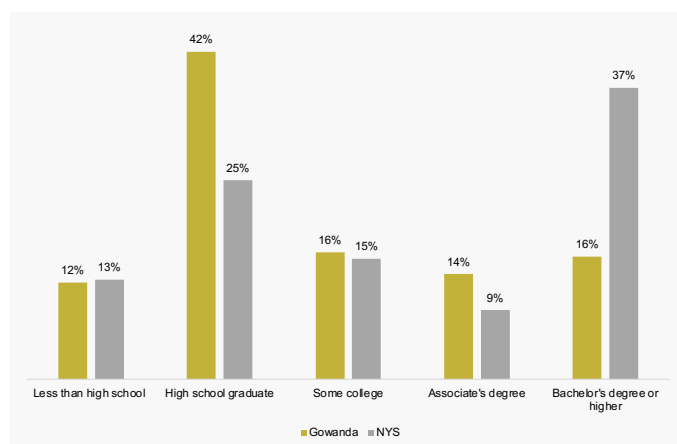
The population residing within a 10-mile radius of the Site has a high share of associate degree holders and residents with some college experience (collectively 30%, compared to 24% for NYS), but low share of residents who have achieved a bachelor's degree or higher (16%, compared to 37% for NYS).

The Study Area's population is predominantly White (76%, compared to 55% for NYS). The Study Area has a lower share of residents who identify as Black, Asian, and Hispanic or Latino than does the broader state. However, 14% of residents residing within a 10-mile radius of the Site identify as Other, which includes Native Americans, compared to 3% for NYS. The Site is adjacent to the Cattaraugus Indian Territory, the second largest Native American reservation in the state.



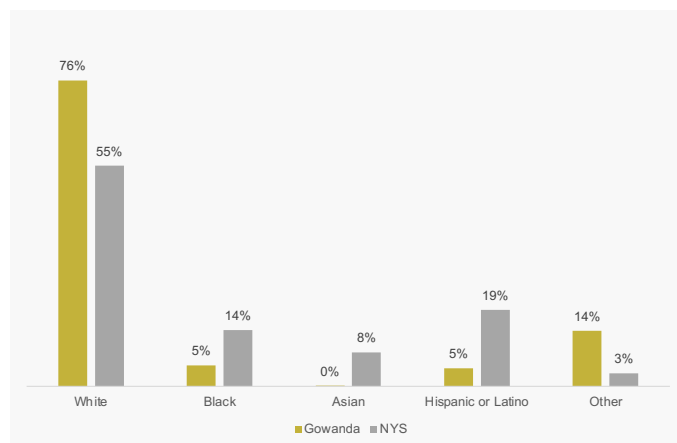
*Figure 87: Population by Age Group for Gowanda CF Study Area, 2020*

*Source: American Community Survey*



*Figure 88: Population by Educational Attainment for Gowanda CF Study Area, 2020*

*Source: American Community Survey*



*Figure 89: Population by Race/Ethnicity for Gowanda CF Study Area, 2020*

*Source: American Community Survey*





### 2.3 Industry Trends

As of 2019, there were approximately 2,100 jobs within a 10-mile radius of the Site. The employment base declined more quickly (CAGR of -2.5%) than the population base (CAGR of -0.3%) between 2010 and 2019.

The Study Area's five largest sectors are Manufacturing (466 jobs, 23% of total employment), Retail Trade (449, 22%), Health Care & Social Assistance (291, 14%), Construction (203, 10%), and Accommodation & Food Services (139, 7%). The Study Area's Manufacturing sector represents an especially large share of total jobs when compared to New York State (6% of statewide jobs). The Site is proximate to a cluster of specialized manufacturing companies: Gernatt Gravel Products, which produces sand, gravel, asphalt, and other rock products; American Wire Tie, which produces wire fasteners; and Crescent Manufacturing, a precision fastener supplier.

### 2.4 Real Estate Trends

The Study Area experienced net positive retail and industrial absorption between 2010 and 2020 (+17K SF and +16K SF, respectively). The largest retail leases were by Rite Aid for 11,000 SF of general retail space on Gowanda's Main Street and by Towne Chevrolet Buick for a 10,000 SF automobile dealership in North Collins. The largest industrial lease was by Gowanda Electronics for 40,000 SF of manufacturing space, south of downtown Gowanda. The Study Area's retail supply saw net negative absorption between 2019 and 2020 (-10K SF), likely due to COVID-19-related closures.

The Study Area has approximately 9,000 housing units. While the Study Area experienced population decline between 2010 and 2020 (CAGR of -0.3%), its housing stock increased over the same period (CAGR of 0.1%).

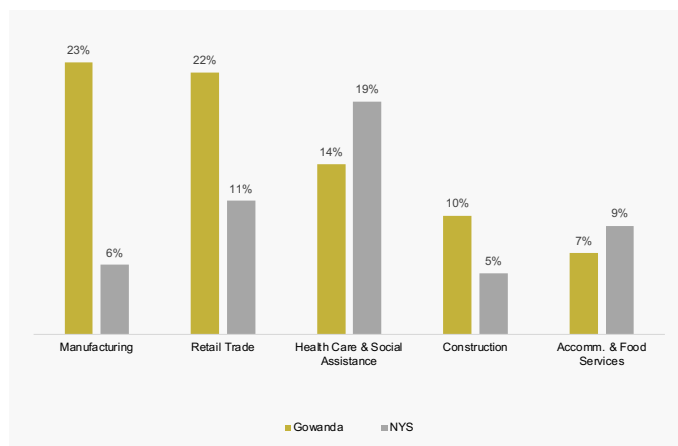


Figure 90: Top Five Sectors by Share of Total Jobs for Gowanda CF Study Area, 2019

Source: On the Map

	2010-2020	2019-2020
Office (SF)	(5,000)	-
Retail (SF)	17,000	(10,000)
Industrial (SF)	16,000	-

Table 42: Office, Retail, and Industrial Net Absorption for Gowanda CF Study Area, 2015-2020

Source: CoStar

	2020	2010-2020 CAGR
No. Units	9,000	+0.1%

Table 43: Housing Units for Gowanda CF Study Area, 2010-2020

Source: American Community Survey



### 3. Redevelopment Assets

#### 3.1 Funding Sources & Programs

Various funding sources and programs are available at the federal, state, and local levels to support redevelopment initiatives, as summarized in [Section IV. Analysis and Findings, Table 8](#). Redevelopment initiatives may be eligible for these incentives, depending on the proposed use, the jurisdiction's economic development goals, and other site/applicant eligibility criteria.

Regional incentives are available through the Western New York Economic Development Council (WNYREDC) and local incentives are available through the Erie County Industrial Development Agency (ECIDA).

#### 3.2 Renewable Energy Potential

The New York State Energy Research & Development Authority (NYSERDA)'s Build-Ready Program advances large-scale renewable energy projects by (1) identifying sites that are consistent with the State's standards and are at least 30 acres in size and (2) undertaking pre-construction development activities on eligible sites.

According to NYSERDA, a Build-Ready project may be viable on the Site but would require building demolition and in-fence design.





**09**

# Appendix

# Appendix

## Appointed Members of the New York State Prison Redevelopment Commission



**Hope Knight, Co-Chair**  
President and CEO  
*Empire State Development*

Hope Knight currently serves as President and CEO of Empire State Development (ESD). Prior to her appointment, Ms. Knight served as President and CEO of Greater Jamaica Development Corporation, where she advanced economic growth, community-building, and sustainable real estate development throughout the Southeast Queens region. Additionally, from 2015 to 2021 she served as a Commissioner on the New York City Planning Commission. She also previously served as Vice President at Morgan Stanley in the Institutional Equities Division, U.S. and the Strategic Planning and E-Commerce Division, Japan.

Ms. Knight holds a BA from Marymount Manhattan College and an MBA from the Graduate School of Business of the University of Chicago.



**Roberta Reardon**  
Commissioner  
*NYS Department of Labor*

Commissioner Reardon was appointed in 2015 to oversee the Department's more than 3,300 employees. Prior to her appointment, she served as President of the American Federation of Television and Radio Artists (AFTRA) from 2007-2012. She was the founding Co-President of SAG-AFTRA, a 165,000-member union for the entertainment industry, when the Screen Actors Guild (SAG) merged with AFTRA in 2012. She is also a Worker Institute Fellow at Cornell University and sits on the Board of Trustees for the Actors Fund of America.

Commissioner Reardon graduated from the Cornell Industrial and Labor Relations School's New York State AFL-CIO/Cornell Union Leadership Institute and holds a BA from the University of Wyoming.



**Darren Walker, Co-Chair**  
President  
*Ford Foundation*

Darren Walker is President of the Ford Foundation, a \$16 billion international social justice philanthropy. He is a member of the Reimagining New York Commission and co-chair of NYC Census 2020. He chaired the philanthropy committee that brought a resolution to the city of Detroit's historic bankruptcy. Under his leadership, the Ford Foundation became the first non-profit in US history to issue a \$1 billion designated social bond in US capital markets for proceeds to strengthen and stabilize non-profit organizations in the wake of COVID-19. Darren has served on the Independent Commission on New York City Criminal Justice and Incarceration Reform. Before joining Ford, Mr. Walker was vice president at The Rockefeller Foundation.

Mr. Walker received BA, BS, and JD degrees from the University of Texas at Austin.



**Anthony Annucci**  
Commissioner  
*NYS Department of Corrections and Community Supervision*

Anthony Annucci currently serves as Commissioner of the NYS Department of Corrections and Community Supervision (DOCCS). Mr. Annucci oversees the agency's 44 correctional facilities, approximately 30,500 incarcerated individuals, 27,000 parolees, and 26,000 staff. He has successfully implemented various new laws and is also committed to increased educational and vocational opportunities for incarcerated individuals.

Mr. Annucci earned his BS in Psychology at Fordham University, his MA in Criminal Justice at John Jay College of Criminal Justice, and his JD at Brooklyn Law School.



**Jeanette Moy**  
Commissioner  
*NYS Office of General Services*

Appointed by Governor Hochul in October 2021 and unanimously confirmed by the New York Senate in February 2022, Commissioner Moy brings over a decade of executive experience transforming and modernizing public and non-profit institutions to her role as OGS Commissioner. Prior to her appointment, Commissioner Moy served as the Executive Vice President and Chief Operating Officer for Public Health Solutions (PHS), an organization committed to reducing health inequities in New York City. She has also held roles as Chief Operating Officer at the NYS Office of the Attorney General and as the first Chief Strategy Officer at the Brooklyn Public Library.

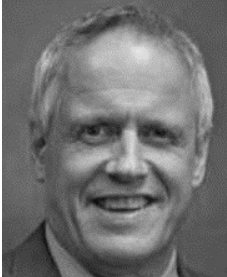
Commissioner Moy received her BA in Political Science and MS in Management from the University of Rochester.



**Robert Mujica**  
Director  
*NYS Division of Budget*

In his current role, Robert Mujica is responsible for the overall development and management of the State's fiscal policy, including overseeing the preparation of budget recommendations for all State agencies and programs, economic and revenue forecasting, tax policy, fiscal planning, capital financing and management of the State's debt portfolio. Mr. Mujica also serves on the boards of more than 30 organizations, including the Board of Trustees of The City University of New York, the Metropolitan Transportation Authority Board, and the Financial Restructuring Board for Local Governments.

Mr. Mujica received his Master's degree in Government Administration (MGA) from the University of Pennsylvania and holds a JD from Albany Law School.



**Erik Kulleseid**  
Commissioner  
*NYS Office of Parks, Recreation,  
and Historic Preservation*

In his current role, Mr. Kulleseid has led State Parks through the challenges of the COVID-19 pandemic, as well as major capital initiatives. He has prioritized the expansion of diversity, equity, and inclusion objectives, including Shirley Chisholm State Park, the dedication and overhaul of Marsha P Johnson State Park in Brooklyn, the recently opened Sojourner State Park in Kingston, and the opening of the nation's first nature trail devoted to welcoming visitors with autism spectrum disorder. Previously, he served as Senior Vice President, Parks and Policy Program for the Open Space Institute. Erik has also served as Deputy Commissioner for Open Space Protection at State Parks and NYS Program Director for Public Land.

Mr. Kulleseid holds a JD from Stanford Law School.



**Ryan Silva**  
Executive Director  
*NYS Economic  
Development Council*

Mr. Silva currently serves as Executive Director of the New York State Economic Development Council (NYSEDC), the state's principal organization representing economic development professionals with nearly 1,000 members. The NYSEDC promotes economic vitality in New York State through advocacy, education, and policy development. Previously, Mr. Silva served as Director of Government Relations in the Office of the President at the University at Albany. He also served as Vice President of Regional Economic Development for Empire State Development (ESD) and Deputy Director of New York State's Regional Economic Development Council (REDC) Initiative.

Mr. Silva holds a BA in public communications from The College of Saint Rose.





**Heather Briccetti**  
President and CEO  
*The Business Council of  
New York State*

Ms. Briccetti joined The Business Council in 2007 as vice president of government affairs and has since become President and CEO. Prior to The Business Council, she was a consultant and lobbyist for Powers and Company, where she supported a range of economic development projects such as the Javits Center expansion and the new Yankee Stadium. She has also served as an assistant counsel to the New York State Senate majority and legislative aide and counsel to the New York State Assembly majority committee on Racing and Wagering. Ms. Briccetti has also served on the Rensselaer County Alternatives to Incarceration Board.

Ms. Briccetti holds a JD from Albany Law School.



**Steve Acquario**  
Executive Director  
*NYS Association of Counties*

Mr. Acquario has served as Executive Director of the New York State Association of Counties (NYSAC) since 2004. NYSAC's mission is to educate, represent and advocate in a bi-partisan political manner for New York's 62 counties. Prior to this appointment, Acquario served as the association's legislative director and general counsel. He also serves as a board member for several organizations, including the Government Law Center at Albany Law School and the Public Employer Risk Management Association (PERMA).

Acquario holds a BA from the State University of New York College at Potsdam and a JD from Albany Law School.



**Penny Hill**  
Dean of Economic Dev't &  
Workforce Initiatives  
*Hudson Valley Community College*

Ms. Hill was named Dean of Economic Development and Workforce Initiatives at Hudson Valley Community College in 2018 after serving as the lead administrator at the college's Training and Education Center for Semiconductor Manufacturing (TEC-SMART). She previously held positions as associate dean of TEC-SMART at the NYSERDA Saratoga Technology and Energy Park in Malta and as the Capital District Regional Director of the Workforce Development Institute of New York.

Ms. Hill holds a BA in biology from the University at Albany and an MBA from Russel Sage College.



**Elizabeth Gaynes**  
Senior Advisor  
*Osborne Association*

Elizabeth Gaynes recently stepped down as President and CEO of the Osborne Association, a multiservice nonprofit that implements and champions solutions that reduce the damage caused by crime and incarceration. During her 38- year tenure, Osborne has grown to offer diversion, prison, treatment and reentry programs, with programs in NYC, Newburgh, Buffalo, and 30 state prisons and Rikers Island. Osborne acquired the decommissioned Fulton Correctional Facility in 2015, redeveloping it into a community reentry center, set to open 135 beds of transitional housing for recently released adult men this summer.

Ms. Gaynes is a graduate of Syracuse Law School, and began her legal career in Buffalo as a criminal defense lawyer.



**Christa Hines**  
Executive Director  
*Hudson River Housing*

Ms. Hines has served as Executive Director of Hudson River Housing since 2017. She has also held positions as Chief Accountant, Director of Finance, Chief Financial Officer, and Associate Executive Director at Hudson River Housing over the past 24 years. Hudson River Housing, as a real estate developer and manager, has developed over 1,500 units of various types of housing through new construction, historic preservation and rehab. The organization also operates supportive housing units dedicated to facilitating community re-entry among formerly incarcerated individuals. In addition, Hudson River Housing currently operates an emergency shelter facility on the grounds of Dutchess County jail.

Ms. Hines holds a BS in Accounting and Finance from the State University of New York at Binghamton.



**Deanna Van Buren**  
Founder  
*Designing Justice and  
Designing Spaces*

Deanna Van Buren is an award-winning architect and co-founder of Designing Justice + Designing Spaces, an architecture and design firm with the mission of dismantling the punitive infrastructure of the prison system by producing new concepts, designs, and buildings informed by restorative justice principles. The firm is an Oakland, California-based multi-disciplinary organization. Van Buren is recognized as a national leader in the development and building of restorative justice centers, innovative mobile architecture for re-entry housing as well as local workforce development, holistic needs hubs, and infrastructure that unbuilds the architecture of today's criminal legal system.

Ms. Van Buren holds a BS in Architecture from the University of Virginia and an M. Arch from Columbia University.



**Deborah Berke and Arthi Krishnamoorthy**  
Founding Partner and Partner  
*Deborah Berke Partners*

Deborah Berke Partners is a New York-based architecture firm led by a 11-person partnership. Their architecture captures the values and aspirations of the institutions and communities they serve; strives to enrich the world around it through enduring design; and is mindful of the distinctive qualities of each place. Following an international competition, Deborah Berke Partners was selected to design The Women's Building, a new global hub for the women's and girls' rights movements. The project planned to transform the former Bayview Correctional Center, an abandoned women's prison in Manhattan, into a place of activism and action.

Arthi has led the firm's largest and most complex projects. Her work is most often mission-driven. Together with Deborah and an impassioned team, she led the design for The Women's Building. Arthi has designed all the firm's projects for foundations, including for International Planned Parenthood Federation and the Wallace Foundation. Arthi serves on the board of the Queens community-based historic organization, The Forest Hills Gardens Foundation. Deborah founded the practice in 1982. In 2016, Deborah became the first woman dean of the Yale School of Architecture, where she has been a professor since 1987. Additionally, she was a founder and vice president of DesignNYC, a founding trustee of the Design Trust for Public Space, and vice president of the AIA New York Chapter. She currently serves as a member of the Pritzker Architecture Prize jury.



**Jeff Buell**  
Principal  
*Redburn Development*

Jeff Buell is a Principal with Redburn Development Partners, which has completed more than \$250 million in development in Upstate New York since 2018. The company focuses on urban cores, building out and reconnecting communities in predominately historic places. Mr. Buell is also the Chairman of the Capital Region Chamber of Commerce and is a board member at a multitude of educational institutions including the University of Albany Center for Leadership and Catholic Central High School. Prior to working in real estate, he was the Director of Economic Development for the City of Troy. He is also the founder of “Do The Next Good Thing,” a philanthropic kindness project that has received national media attention.

Mr. Buell holds a BS of Communications and History from the College of Saint Rose.



**Stanley Richards**  
Deputy CEO  
*The Fortune Society*

Stanley Richards is the Deputy Chief Executive Officer of The Fortune Society, a service and advocacy non-profit organization in New York City. The Fortune Society’s mission is to support successful reentry from prison and promote alternatives to incarceration. Stanley is a formerly incarcerated man of color with decades of experience in the criminal justice field. In 2014, Stanley was recognized by the Obama administration as a Champion of Change for his commitment to helping individuals impacted by the justice system. He also became the first formerly incarcerated person to be appointed to the NYC Board of Correction.

Stanley is a graduate of Medaille College, Columbia University’s Graduate School of Business: Institute for Not-For-Profit Management Executive Level Program, and the Robert Wood Johnson Fellowship Program.



**David Buicko**  
President and CEO  
*Galesi Group*

Mr. Buicko was appointed COO of the Galesi Group in 1986 and elected as President and CEO in 2016. He oversees all the real estate company’s divisions including commercial real estate, industrial parks, distribution, and logistics. He is also a Director and former Chairman of the Center for Economic Growth, a regional economic development organization. In 2013 Mr. Buicko was selected by Governor Cuomo to serve as a member of the Capital Regional Economic Development Council and the Reimagine Canal Task Force.

Mr. Buicko holds a BBA in Accounting from Siena College.



