



CENTRAL TERMINAL RESTORATION CORPORATION

BUFFALO CENTRAL TERMINAL MASTER PLAN

SMITHGROUP

August 2021

“...It might be better
for Buffalo or any other
city to rehabilitate
what it already has...
rather than to build at
tremendous cost new
towers on the horizon
in the midst of blight
and deterioration.”

**Architect Robert Traynham
Coles, FAIA, 1963**

Cover Image Source: Central Terminal Restoration Corporation
Interior Image Source: Carol Highsmith (via Library of Congress)





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A LETTER FROM THE CENTRAL TERMINAL RESTORATION CORPORATION

The Buffalo Central Terminal is the people's palace. As the most loved building in Buffalo and Western NY, it represents more than just a building to save — it represents hope and possibility.

We are deeply grateful to the State of New York and East Side Avenues for their support and guidance in creating this launch into the future; the City of Buffalo for their strong partnership; to our volunteers for sharing their time and a wealth of valuable information on the building and grounds; to our consultant team for their deep care, skill and knowledge; and to our Community Advisory Group for creating a partnership within the Broadway-Fillmore neighborhood and for sharing their time, insight and expertise.

The Master Plan presented here is the most in-depth guide ever created on the future reuse of this iconic building and property. **Together with you, we conceived of a new future rooted in equity, knowledge, and a shared vision for a path forward.**

Sincerely,

The Central Terminal Restoration Corporation

Monica Pellegrino Faix, Executive Director

Paul Lang, Chair

Stephanie Clark, Chair of the Planning & Development Committee

01 EXECUTIVE SUMMARY



CTRC's Promise

The Buffalo Central Terminal can be revived as a welcoming location with a mix of active uses inside and out, and vibrant with diverse, creative and economically sustainable uses and users.



Women ride by Buffalo Central Terminal during Slow Roll

Source: Jud Weiksner

WHY IS THIS IMPORTANT?

This project is reflective of a pivotal and transformative moment for the Broadway-Fillmore Neighborhood and the Buffalo Central Terminal.

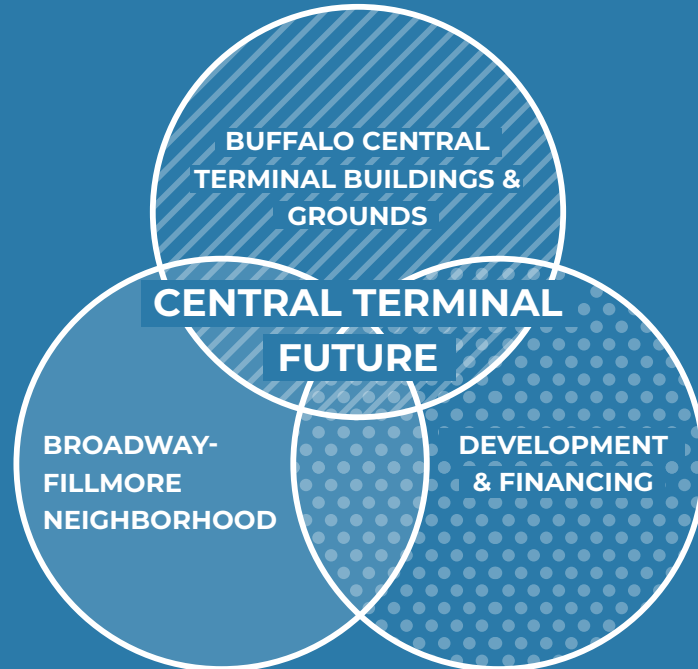
Over the last 20 years, the broad and sweeping recovery of many urban areas has fundamentally repositioned the social and economic potential of cities. As growing opportunities have emerged, we've collectively confronted the grip of a global pandemic and a profound reckoning regarding racial equity. As a result the need for greater impact related to affordability, economic opportunity and identity has been reinforced. Today, policy makers, planners, designers and economic development experts recognize the imperative to create shared places in which individual interests, cultures and capacities may find a common home. Doing so would yield the fertile ground upon which diverse perspectives and interests may be born and nurtured.

In many ways, the adaptive reuse and redevelopment of the Buffalo Central Terminal present a seminal opportunity to cultivate shared authorship in recovery where the rising tide of investment, innovation and opportunity can be formed and realized by the very people who have made the community what it is today. From the dedicated stewardship of long-time residents, to the impact of young entrepreneurs and dynamic businesses, the larger arc of this community in transition means the Buffalo Central Terminal Plan offers an opportunity to outline a shared strategy for an integrated and collective recovery.

With the Terminal as a catalyst, propelling future growth to its surrounding neighborhood and community, this thoughtful, ambitious and inclusive framework is capable of integrating significant potential of emergent investment with community aspiration, civic leadership and dedication to a shared future.

WHAT IS THIS ALL ABOUT?

This project redefines the Buffalo Central Terminal's future as a vibrant local and regional destination providing economic and social benefits to the Broadway-Fillmore neighborhood, Buffalo's East Side and the Greater Buffalo community.



The Terminal can serve as an economic, social and cultural hub — accommodating large scale events, local businesses and institutions, as well as cultural and community functions and programming. To do this, the planning process considered three distinct but interconnected components to inform the overall Master Plan approach:

1. BROADWAY-FILLMORE NEIGHBORHOOD FRAMEWORK

A high-level framework that identifies key assets, opportunities and challenges within Broadway-Fillmore that can inform broad revitalization efforts across the neighborhood, while improving quality of life and attracting thoughtful investment and interested visitors.

2. BUFFALO CENTRAL TERMINAL MASTER PLAN

An overarching vision for the Terminal's reuse, including building program considerations, exterior grounds revitalization and other opportunities for flexible and responsive events and redevelopment.

3. DEVELOPMENT OPTIONS & FINANCING GUIDELINES

Financial strategies and materials to support the Buffalo Central Terminal Restoration Corporation's vision for reuse and tools to solicit and evaluate development proposals and financing options.

These planning and design efforts were informed by input from community stakeholders including neighborhood residents, business owners, developers, non-profit community organizations and local and regional governments.

The preservation and reuse strategies for the Buffalo Central Terminal — outlining key reinvestment and redevelopment efforts to reactivate the building and improve quality of life across the Broadway-Fillmore neighborhood — can take the critical steps to stabilize, preserve and reactivate the building and grounds while also continuing to celebrate and foster community voice.

In doing this, the Buffalo Central Terminal can become a progenitor for opportunity, linking the Broadway Market, small businesses, institutions and residents to create mutually supportive relationships that grow robust opportunity while building shared authorship and identity.

The overarching goal is to reestablish the Buffalo Central Terminal as a year-round, regional venue that leverages the diversity of spaces to reflect both the cultural and economic assets of the Broadway-Fillmore Neighborhood. This document outlines a road map for the Buffalo Central Terminal's future and aims to:

- Prioritize the restoration and preservation of the Buffalo Central Terminal and other neighborhood assets.
- Reposition the Buffalo Central Terminal as a hub of activity — as a beacon and a destination that attracts a range of investment sources and fosters interest from local, regional and national visitors
- Define ways to support the physical, programmatic and organizational decisions required for the Terminal's sustained redevelopment
- Establish stronger physical, economic and emotional connections between the Broadway Market and the Terminal — as well as other anchoring institutions, programs, facilities and infrastructures that form the neighborhood fabric
- Support future developments that benefit both the Buffalo Central Terminal and the Broadway-Fillmore neighborhood
- Inspire residents and local leaders to identify new, fun and innovative initiatives that supports the longevity of Broadway-Fillmore
- Expand on the previous efforts of leading organizations and agencies in the area to demonstrate ongoing success

HOW WOULD IT COME TOGETHER?

While the development and implementation of any master plan can take many forms and must respond to shifting realities, the Buffalo Central Terminal Restoration Corporation (CTRC) has outlined an overall guiding structure to ensure key tasks and outcomes can be fully coordinated and actionable, while maintaining flexibility and clear objectives.

This guide can also help to signal intent with public and private partners, funders and stakeholders, while helping to align objectives for shared benefit and coordination across the Broadway-Fillmore neighborhood. Now, more than ever, an organized, thoughtful approach must be taken to address the inherent complexity of the tasks ahead while maintaining a long-term course that would yield a fully reutilized Buffalo Central Terminal.

In order to achieve this ambitious plan, the planning process outlines a phasing plan that identifies key activation opportunities to bring the Buffalo Central Terminal to its new life.

The early activation of the Terminal would rest largely on activation and engagement — bringing people back to the Terminal to remember the past and imagine the many futures. The later phases focus on the expansion of these programs through tenancy and activation of other parts of the building long vacated.

With this initial phasing strategy, in alignment with the priorities of the 2020 Property Conditions Survey, the Terminal would be restored to a stronger community assets that leverages its unique spaces to support local and regional enterprise, tourism and cultural exchange.

INITIAL IMPLEMENTATION STEPS

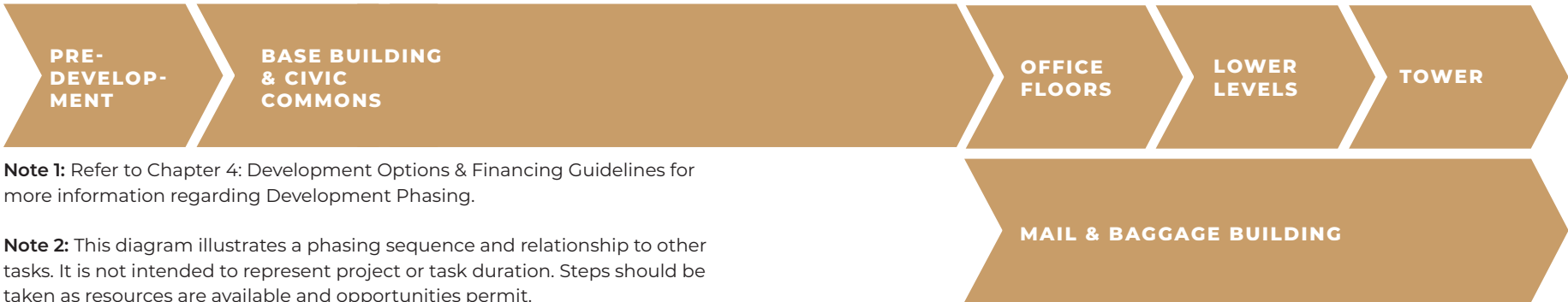
PROJECT PHASING



ACTIVATION PHASING



DEVELOPMENT PHASING



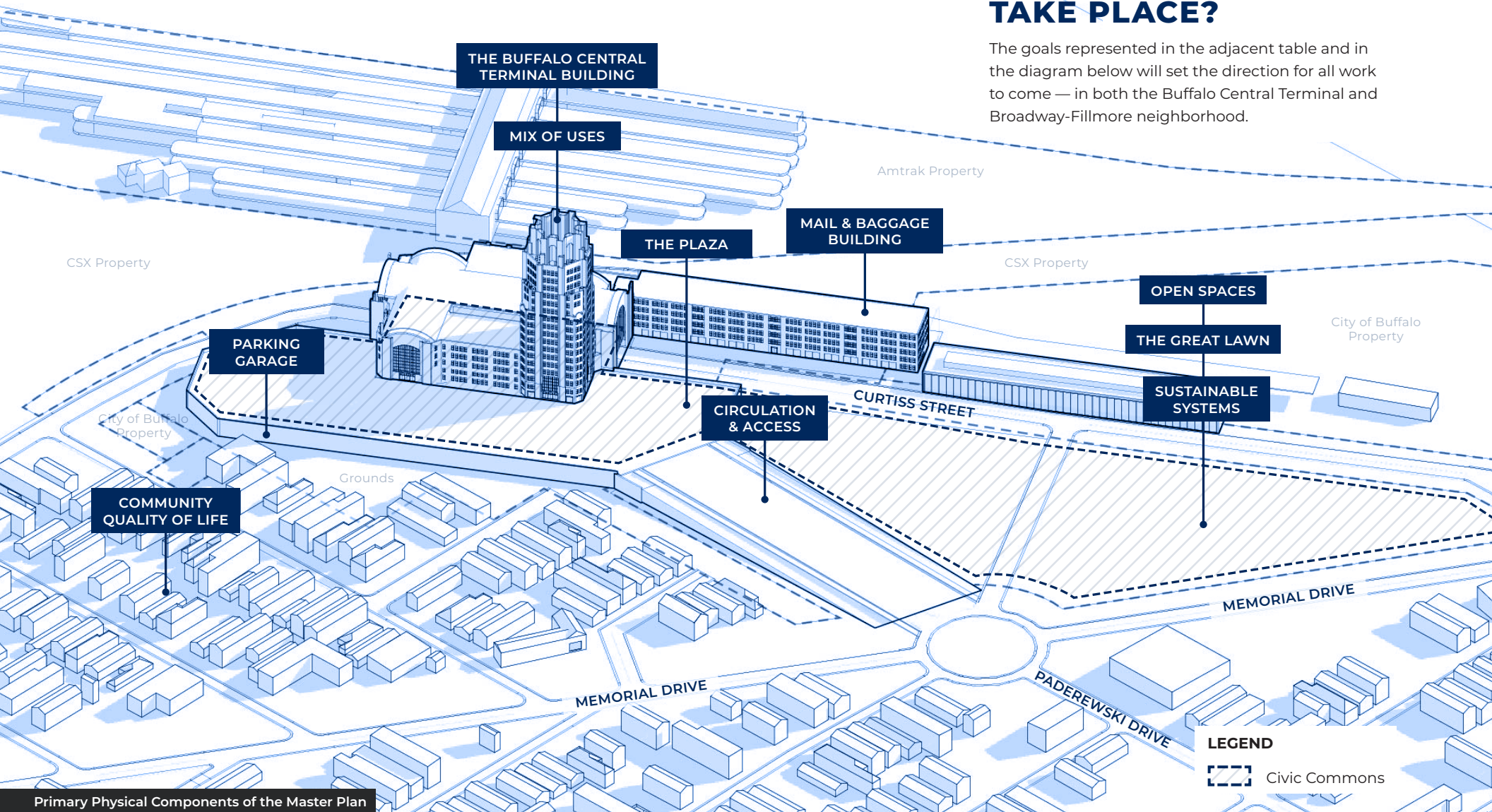
Note 1: Refer to Chapter 4: Development Options & Financing Guidelines for more information regarding Development Phasing.

Note 2: This diagram illustrates a phasing sequence and relationship to other tasks. It is not intended to represent project or task duration. Steps should be taken as resources are available and opportunities permit.

	WHAT	WHERE	HOW
	Engaging Civic Commons Create a Civic Commons with a year-round venue of events and activities centered the Passenger Concourse — and a public plaza and adjacent grounds.	A Civic Commons centered around the Passenger Concourse.	Revitalize the Passenger Concourse, the historic Waiting Room, the Restaurant, the Plaza and grounds to create an inviting, cohesive and unified Civic Commons experience that serves local residents and visitors alike with event and gathering space.
	Welcoming Open Spaces Create a welcoming green space for year-round public use, including recreational activities and for small and large events.	Activated grounds drive interest and support future building uses.	Through early activation of the welcoming open spaces of the grounds — including the Great Lawn and Plaza — the Buffalo Central Terminal can reach local residents and attract regional visitors to this iconic historic structure. The grounds would reflect the renewed grandeur of the Buffalo Central Terminal, and the Grand Staircase directs event-goers into the Civic Commons and provide a stage for future events. Programming and activation of the grounds will be strengthened through partnerships with local organizations and groups to celebrate local initiatives and culture.
	Community Quality of Life Be an important part of quality of life throughout the Broadway-Fillmore neighborhood.	The Broadway-Fillmore neighborhood and connections to local context.	Partner with local civic, arts, education and business groups to program and activate spaces that are conceived and designed for locals, with locals and by locals. Continue the CTRC's commitment to community engagement and involvement to date, while also advocating for locally-driven reinvestment and diverse community identity.
	Circulation & Access Improve circulation and access with a welcoming street entry, seamless parking and pedestrian access and interior circulation that allows visitors and tenants to navigate easily throughout the Terminal.	The Parking Garage & Plaza which frame visitors' arrival and invite them to visit and return to the Buffalo Central Terminal.	Facilitate access by providing safe and clear motorized and non-motorized circulation and providing ample parking resources ensure that visitors have access to user-friendly parking that is secure and readily accessible by car, while providing easy access to both interior and exterior areas of the Terminal complex once people arrive. Ensure non-motorized pedestrian access is also prioritized via the Great Lawn, grand stair and plaza level open space amenities.
	Dynamic Mix of Uses Support a range of complementary uses to create a mix of creative, entrepreneurial and civic enterprises such as: Innovation Hub; Film Industry; Cultural Center; Community and Non Profit Anchor; Housing	Unique office floors with loft-like space well-suited to attract start-ups and non-profits. The Iconic Tower with views across Western New York. The Mail & Baggage Building with potential for light industrial and workforce training space.	Expand upon the activated Civic Commons to create an iconic destination with a dynamic mix of uses. Uses that are diverse — yet complementary — will provide opportunities for local entrepreneurship and start-ups, while attracting visitors with an experience that is unique to the Buffalo Central Terminal.
	Sustainable Systems Utilize sustainable systems and practices while respecting historic identity of the buildings and grounds.	Consider the use of sustainable systems throughout the Terminal and Grounds, with a focus on the grounds "Great Lawn" and the former passenger platforms.	Employ sustainable system strategies across the site and structures. Deploy a geothermal field below the grounds to support heating and cooling needs throughout the year and utilize south-facing photovoltaic solar panels deployed along east-west running former passenger platform, coordinate lease agreement with adjacent land owners.

HOW AND WHERE WILL THESE ACTIONS TAKE PLACE?

The goals represented in the adjacent table and in the diagram below will set the direction for all work to come — in both the Buffalo Central Terminal and Broadway-Fillmore neighborhood.



PUBLIC PROCESS

Ask, Listen, Document, Repeat.

Public engagement is essential to any thoughtful planning and development process, especially those focused on buildings and sites — such as the Terminal — that reflect remarkable local significance and potential impact. The engagement process empowers residents, business owners, stakeholders, organized collectives and concerned groups to inform the overall vision for the Terminal building and grounds to reflect community perspectives, aspirations and values, while building shared authorship.

Active, creative and exciting public engagement is essential for the inclusive growth and equitable impact of economic development and investment in our neighborhoods. In historically disinvested communities such as the Broadway-Fillmore neighborhood, public engagement must transcend transactional interactions to reach the deeper emotional roots of perception, fear, desire and hope.

At its core, public participation centers around the sharing of information, and ensuring neighborhood stakeholders can outline their preferences and visions for the future. It is the people of Broadway-Fillmore who contribute to its longstanding vibrancy and mix of cultures, from residents to small business owners and institutional leaders, and their aspirations should remain paramount.

Beyond informing the Terminal redevelopment and the outcomes of such an effort, the goal of the public engagement process has been to facilitate constructive conversations that reflect on transformative opportunities, build sustainable networks, recognize and build from the resilience of residents and finally, celebrate the people, stories, culture and accomplishments of the neighborhood. The public engagement process goals were to:

- Produce exciting and interactive community meetings that are inclusive, participatory and creative.
- Strengthen connections between existing residents and community leaders
- Utilize a range of meeting types to generate a full spectrum of community input, needs, concerns and desires, particularly for underrepresented residents
- Pursue knowledge sharing over one-sided “information dumping.”

To achieve these goals, the engagement process was executed in a 3-step plan. This plan was guided by a volunteer Community Advisory Committee (CAC) composed of neighborhood residents, institutional leaders and business owners.

Step 1

VISIONING, SHARING AND LEARNING

The goal of this first step was to build a foundation for the overall project and set a direction for the work to come. This step also provided a platform for participants to share their experiences in and around the neighborhood and express their early visions for what the Buffalo Central Terminal can be.

Step 2

IDEAS AND OPPORTUNITIES

The goal of the second step was to collectively develop design ideas around community-driven desires and aspirations. This step also provided a platform for participants to identify interventions and programs that they believed would not serve the community well or would challenge the existing strengths of the area.

Step 3

DIRECTION AND CELEBRATION

The goal of the third step was to collectively review the community-informed plans and opportunities and identify steps that need to be taken to bring these ideas to life. This step completes the public engagement process for this project and celebrates the shared vision for the future of the Buffalo Central Terminal.

← FOCUS GROUP SESSIONS →

CAC #1	CAC #2	PUBLIC MEETING #1	CAC #3		PUBLIC MEETING #2	CAC #4	CAC #5	PUBLIC MEETING #3
2020					2021			
AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER	JANUARY	FEBRUARY	MARCH	APRIL

SEEKING COMMUNITY INPUT FOR THE TERMINAL AND NEIGHBORHOOD

A variety of engagement tools and methods were used throughout this process in order to reach the widest audience possible. Given the rise of the COVID-19 pandemic and the subsequent government-ordered shutdowns, the planning team shifted most of these engagement methods online or by phone. These tools included:

COMMUNITY ADVISORY COUNCIL

The Community Advisory Council (CAC) is a group of volunteers from and nearby Broadway-Fillmore that were selected to represent various interests across the neighborhood. As business owners, leaders and residents, the CAC worked as a resource group to understand longstanding neighborhood issues, current plans and proposals, vet ideas that emerged from the project process. The CAC was engaged through 5 small-group sessions throughout the planning process.

PUBLIC MEETINGS

A total of three public meetings were held virtually throughout the planning process in order to give project updates and solicit general feedback from a broad group of community members at major project milestones. The first meeting introduced the project and process and confirmed community priorities; the second identified key place-based ideas based on character and quality; the final meeting solicited feedback on planning recommendations and timelines.

FOCUS GROUPS

Small focus groups were organized to gain deeper insight to inform community-driven priorities, ideas and opportunities. Participants included Buffalo leaders in transportation, housing, economic development, arts & culture and placemaking. Other groups were organized to provide alternative means of engagement for underrepresented groups within the Broadway-Fillmore area, including Southeast Asian communities, faith-based groups and others.

ONE-ON-ONE INTERVIEWS

One-on-one interviews were conducted with groups across the city of Buffalo and Western New York that lead organizations with a focus on historic preservation, regional economic development and quality of life for historically disinvested communities. Their insight helped to identify important funding sources, business models, and phasing timelines that greatly informed the planning recommendations and programmatic approach.

ONLINE FEEDBACK LOOP

To maintain a transparent process with all stakeholders and participants, an online website was developed as a main source to share and archive information developed throughout the planning process. In addition to sharing presentation and meeting recaps, the website hosted online surveys and activities to continue the conversation beyond the scheduled meetings.

PUBLIC MEETINGS

3 PUBLIC MEETINGS WITH MORE THAN **325** PARTICIPANTS

ONLINE PORTAL

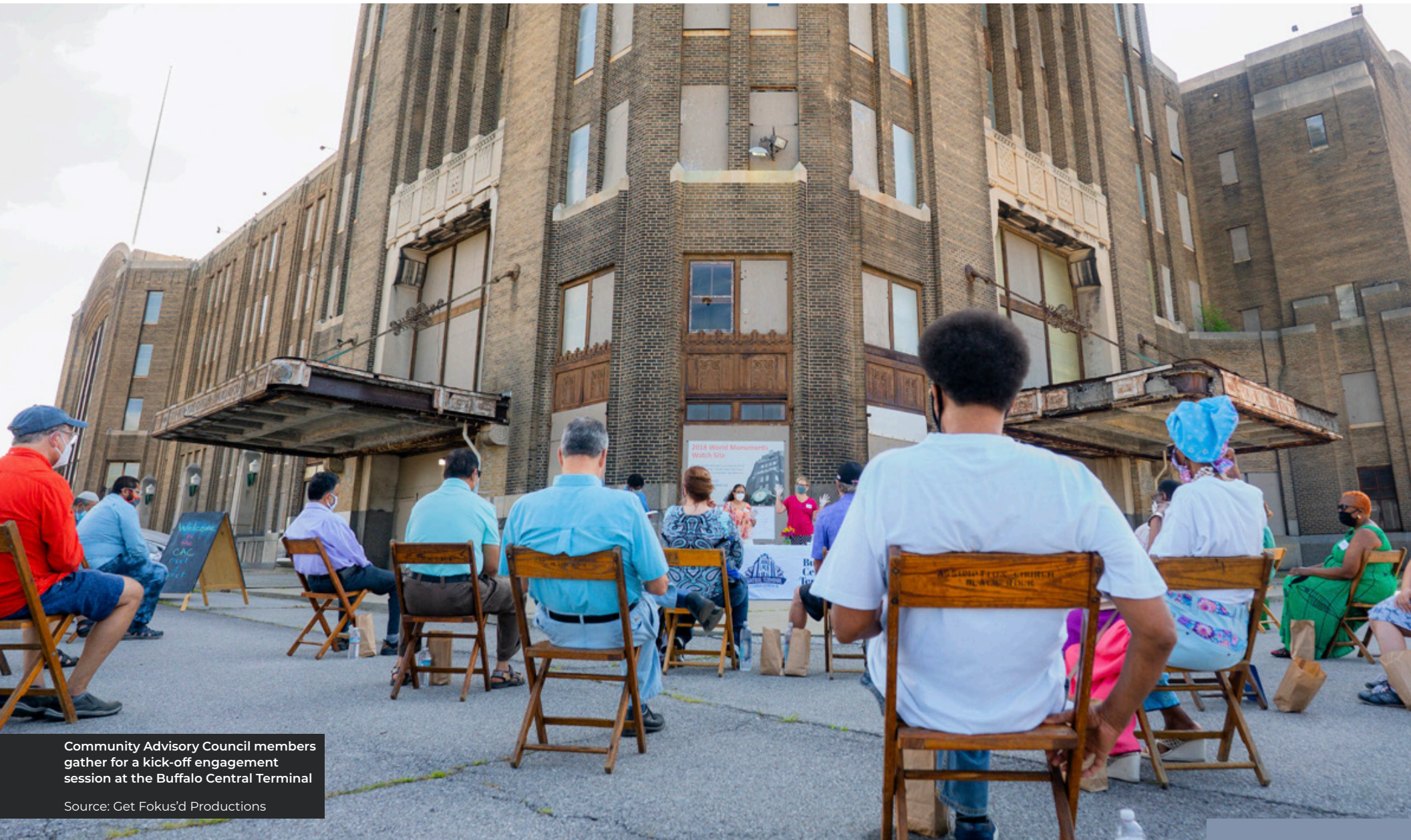
MORE THAN **200** SURVEY RESPONSES AND MORE THAN **3K** WEBSITE VISITS

FOCUS GROUPS

60 FOCUS LEADERS IN **6** FOCUS GROUP SESSIONS

COMMUNITY ADVISORY COUNCIL

25 CAC MEMBERS DEDICATING TIME, INSIGHTS AND EXPERTISE



Community Advisory Council members gather for a kick-off engagement session at the Buffalo Central Terminal

Source: Get Fokus'd Productions

PROJECT COMPONENTS | PART 1

BROADWAY-FILLMORE NEIGHBORHOOD FRAMEWORK PLAN

The planning process considered three distinct but interconnected segments to inform the overall Master Plan approach, one of which is the Broadway-Fillmore Neighborhood Framework Plan. The Broadway-Fillmore Neighborhood Framework Plan is a high-level strategy to identify and support key connections of core assets in Broadway-Fillmore that can shape broader revitalization efforts across the neighborhood, improve quality of life and attract investment and visitors to the area.

To ensure Broadway-Fillmore is well-positioned to maximize the benefit of the proposed investments into

the Buffalo Central Terminal — and to translate perceived liabilities into assets — the planning team has identified Strategic Opportunities that leverage the neighborhood's human capital, existing organizations, infrastructure, natural amenities and its communities.

These principles reflect the public engagement process and identified local priorities, looking to strengthen the connection between the Buffalo Central Terminal and other important assets throughout the neighborhood. Recommendations included in the Neighborhood Framework Plan are outlined here.

ENHANCE MOBILITY ACCESS & OPTIONS

Improve circulation and access for all mobility types to and around the Terminal with a priority for pedestrian, bicycle and transit through the creation of complete streets.

INCREASE ACCESS TO OPEN SPACE

Leverage vacant and underutilized land to expand on the neighborhoods park, recreation and open space network to provide amenities for residents.

CELEBRATE CULTURAL IDENTITY

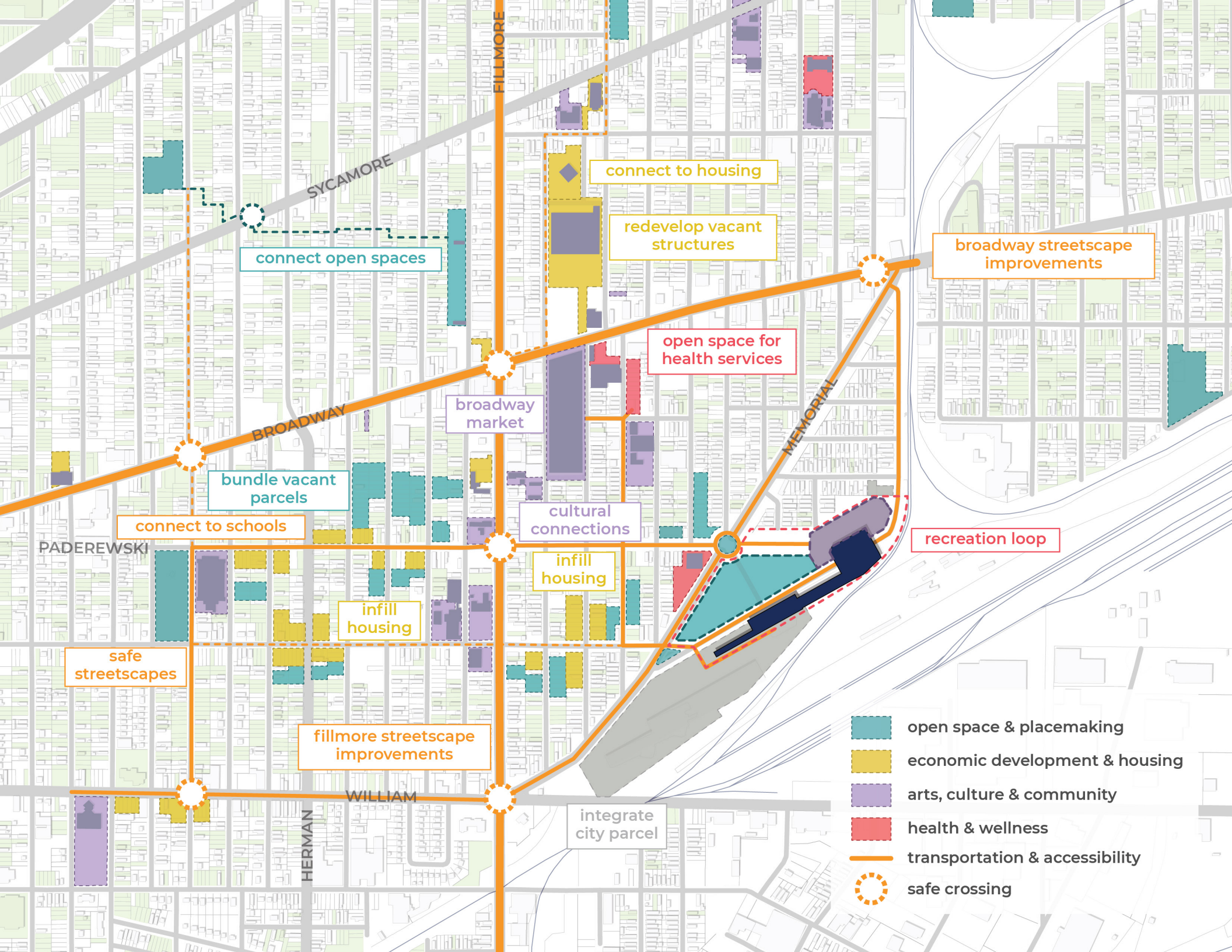
Preserve and activate cultural nodes to celebrate community diversity with events and activities to expand accessibility throughout the neighborhood.

EXPAND NEIGHBORHOOD SERVICES

Improve wraparound services for residents through partnerships with neighborhood organizations to help promote a healthy, sustainable quality of life.

PROVIDE EQUITABLE HOUSING & WORKFORCE OPPORTUNITIES

Provide accessible training, employment and entrepreneurial opportunities — and housing sizes, types and tenure alternatives to meet resident affordability needs.



connect open spaces

connect to housing

redevelop vacant structures

broadway streetscape improvements

open space for health services

broadway market

bundle vacant parcels

connect to schools

cultural connections

recreation loop

infill housing

infill housing

safe streetscapes

fillmore streetscape improvements

integrate city parcel

- open space & placemaking
- economic development & housing
- arts, culture & community
- health & wellness
- transportation & accessibility
- safe crossing

Note: If necessary, outdoor plaza amenities outlined in the Master Plan may be temporary or seasonal features.

PROJECT COMPONENTS | PART 2

BUFFALO CENTRAL TERMINAL MASTER PLAN

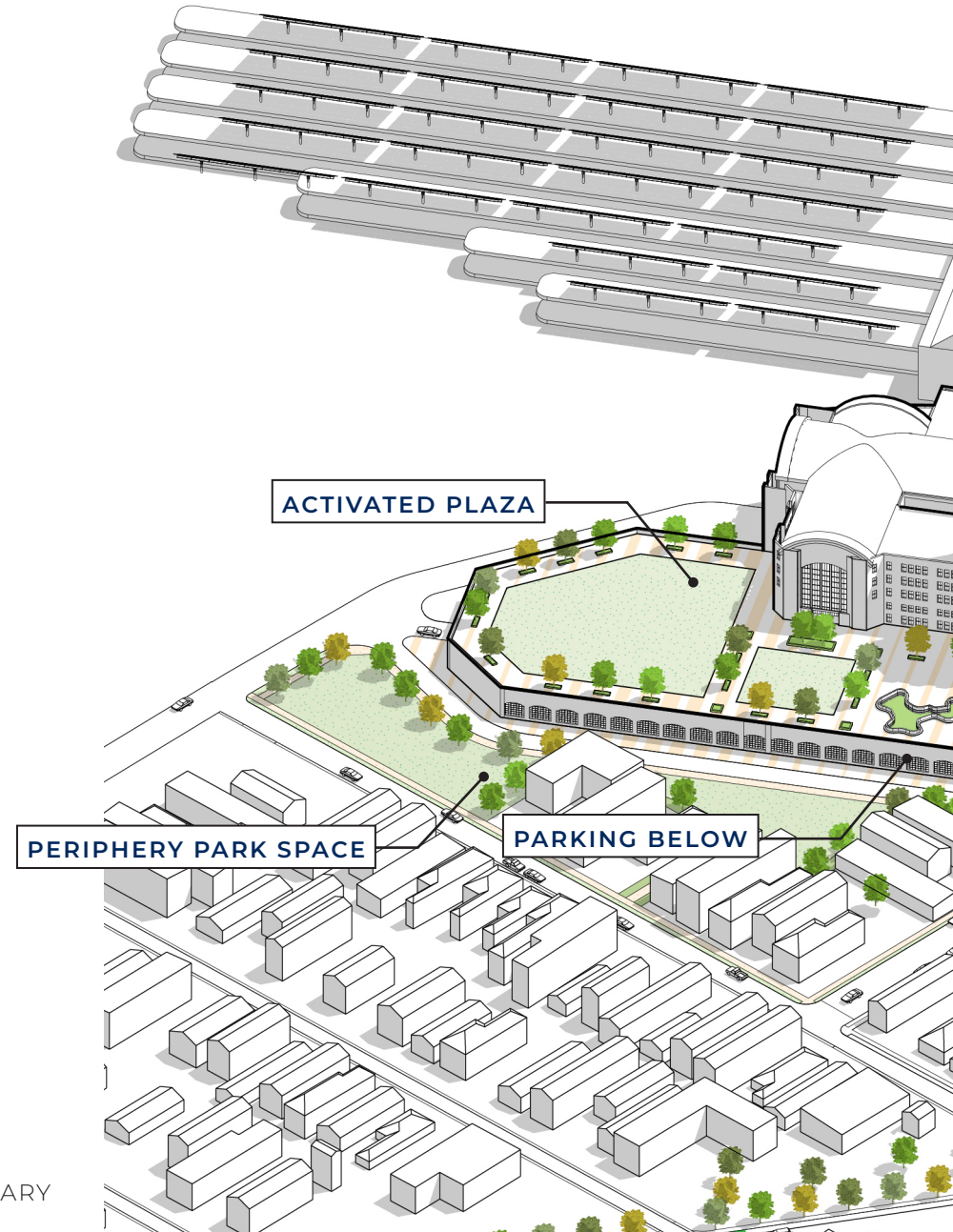
The planning process considered three distinct but interconnected segments to inform the overall Master Plan approach: one of which is the Buffalo Central Terminal Site Master Plan — an overarching vision for the Terminal's reuse, including building program considerations, exterior grounds revitalization and other opportunities for flexible and responsive events and redevelopment.

To ensure a fully activated future for the Buffalo Central Terminal — one in which activities and uses are diverse, engaging and inclusive — the Master Plan describes a holistic strategy for reuse:

- Adapt and reuse the Terminal and grounds as part of a comprehensive preservation

and redevelopment strategy that supports activities and programs to serve the needs of local residents, stakeholders and visitors.

- Reposition interior spaces to support programmatic and economic opportunities for residents of Buffalo and the region.
- Support local businesses with synergistic uses to create mutually beneficial relationships that yield employment opportunities and additional investment surrounding the Terminal.





SOLAR ROOF

GREEN ROOF

GRAND STAIRS

URBAN HABITAT

GREAT LAWN

BIKE LANES

ENTRY DRIVE

ENTRY PLAZA

RECREATIONAL LOOP

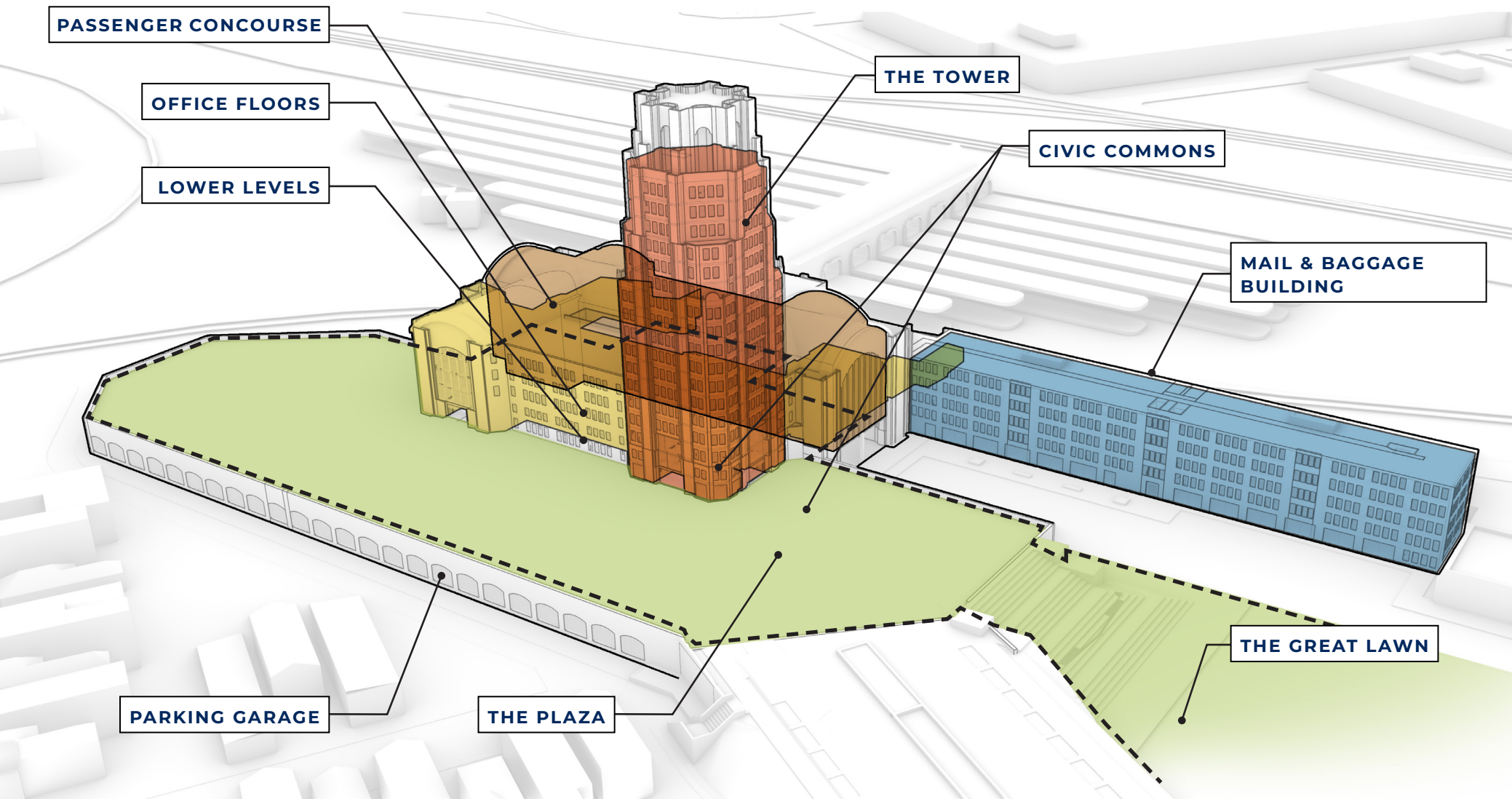
PROJECT COMPONENTS | PART 3

DEVELOPMENT OPTIONS AND FINANCING GUIDELINES

The planning process also considered the Development & Financing Structure of the overall Master Plan approach, which describes an assortment of financial strategies and fundable programs to support the Buffalo Central Terminal Restoration Corporation's vision for reuse and tools to solicit and evaluate development proposals and financing options.

The Buffalo Central Terminal complex is large enough to accommodate some scale of all or most of the opportunities identified by residents, community members and industry experts within it, depending upon the interest from partners as redevelopment proceeds. At a high level, however, there are a few major programmatic elements which comprise a preferred scenario for the redevelopment:

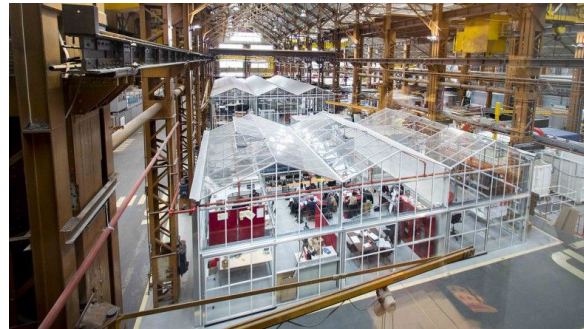
- **Civic Commons:** Spaces with year-round events and activities centered the Passenger Concourse, the Plaza and adjacent grounds
 - **Passenger Concourse:** This space is the most iconic of those in the Terminal Building
 - **The Plaza:** The Plaza welcomes visitors and provides space for outdoor programming
 - **The Grounds:** The grounds of the Buffalo Central Terminal include all outdoor spaces, as well as circulation routes that create welcoming and dynamic user experiences
- **Office Floors:** These spaces are well-suited to attract start-ups and non-profits alike
- **The Tower:** This iconic structure has views across Western New York
- **Lower Levels:** These spaces can both support the rest of the Terminal and be a space for creators
- **Mail & Baggage Building:** The Mail & Baggage Building has potential for light industrial and workforce training space
- **Parking Garage:** The Parking Garage accommodates visitors' arrival through easy access and parking
- **The Great Lawn:** This green space can become an asset for year-round public use, including recreational activities and for small and large events



PROJECT COMPONENTS | PART 3

DEVELOPMENT OPPORTUNITY AREAS

As part of the Development and Financing strategy for the Buffalo Central Terminal, there are a number of opportunities for adaptive reuse and redevelopment of the Buffalo Central Terminal that can be combined in a number of ways over time. Each of these opportunities responds to local and regional needs identified through the master planning process, including demographic and market data analysis; interviews with local brokers, developers and industry leaders; and perspectives of neighborhood and community residents, businesses and civic organizations. A review of five opportunity areas is repeated here to provide context.



INNOVATION HUB

With the city's industrial history and recent state investments in fostering a startup ecosystem, the Buffalo Central Terminal can become a node of Buffalo's entrepreneurial scene. Small business step-up offices in the distinctive, loft-like floors overlooking the Passenger Concourse could appeal to graduates of the 43North program and local tech startups, putting the Central Terminal on the cutting edge. Meanwhile, workforce training and light manufacturing opportunities in the Mail & Baggage Building and robust infrastructure that supports a variety of users large and small can support neighborhood jobs and make the Terminal a fulcrum of a "Fillmore Avenue Innovation Corridor" from Buffalo Niagara Medical Campus to the Tesla Gigafactory 2.



FILM INDUSTRY

Buffalo has a burgeoning film industry, in which the Central Terminal has already played an occasional starring role. Hosting film industry activities of all sorts could be a natural fit for the venue. With a variety of spaces at the Terminal, co-work spaces with conferencing facilities and business support services, post-production studios, screening rooms, workforce training for support industries, even short-term let apartments or extended-stay hotel rooms for teams visiting from out of town could be accommodated.

In particular, the historic Waiting Room can be transformed into an unmatched screening room for film premiers and inspirational speakers, making it the region's destination events center.



CULTURAL CENTER

The restoration of rail stations across the country has proven that cultural institutions make a strong anchor for such an effort. During community engagement sessions, a variety of local partners expressed interest in helping to activate the space — including hosting exhibitions and public art in partnership with local museums and galleries, national-caliber concerts from local promoters and potential for artist studios and maker spaces in a creative hub.

The sheer variety of spaces at the Central Terminal — from the Grand Passenger Concourse to the uniquely accessible lower levels along Curtiss Street — make the Terminal a perfect location for both the creation and enjoyment of arts, culture and other creative economy work.



COMMUNITY & NONPROFIT ANCHOR

With the needs of the local community at the fore, the co-location of non-profit organizations, a great digital resource center or library and other spaces dedicated to supporting neighborhood residents would be a valuable contribution to Broadway-Fillmore and to Buffalo more broadly.

As a campus of mission-driven nonprofits that contribute to the life of Buffalo and Western New York as a whole, the Central Terminal could create the type of excitement, collaboration and sharing that happens at tech offices, with an emphasis on ensuring that the work being done is building a stronger East Side in collaboration with residents and a stronger Buffalo as a whole.



HOUSING FOCUS

There is a need for quality, attainable housing in the Broadway-Fillmore neighborhood and in the city of Buffalo at large — and the Buffalo Central Terminal is well-positioned to help to meet that need.

In partnership with an experienced affordable housing developer (such as a national builder and operator of affordable artist housing) the Mail & Baggage Building could be redeveloped with housing on upper floors and a creator and / or light industrial space on the ground floor (taking advantage of loading docks and high ceiling clearances). Such a use could add up to 80 or so residential units and would start to build activity on the site and add a local population density to help support small businesses and services on- and off-site. Other potential residential adaptive reuse space at the Terminal includes the tower, but such use should be weighed against commercial use options and benefits.

PROJECT COMPONENTS | PART 3

ILLUSTRATIVE DEVELOPMENT STEPS

PRE-DEVELOPMENT

Prior to the beginning of any redevelopment, CTRC should build capacity and conduct a preparatory studies and analyses to collect the necessary site information to undertake subsequent development steps, as outlined in the 2020 Property Conditions Survey (refer to Appendix B for more information).

DEVELOPMENT PHASE 1

In addition to describing necessary studies and analyses to be conducted, the 2020 Property Conditions Survey outlines critical repairs that must be prioritized to ensure the safety of the site and structure.

Through renovation of the Civic Commons, this phase would enable the Terminal to return to life as a community civic center and could accommodate events to help fund operations and build momentum for subsequent phases. This phase includes the majority of upfront capital investments for

the Terminal, from building stabilization to entrance plaza renovations.

DEVELOPMENT PHASE 2

With the major capital investments completed, the next step would be to bring the office floors and other nearby spaces online. This includes an expansion of the first floor retail offerings, the mezzanine spaces above and the three large office floors.

DEVELOPMENT PHASE 3

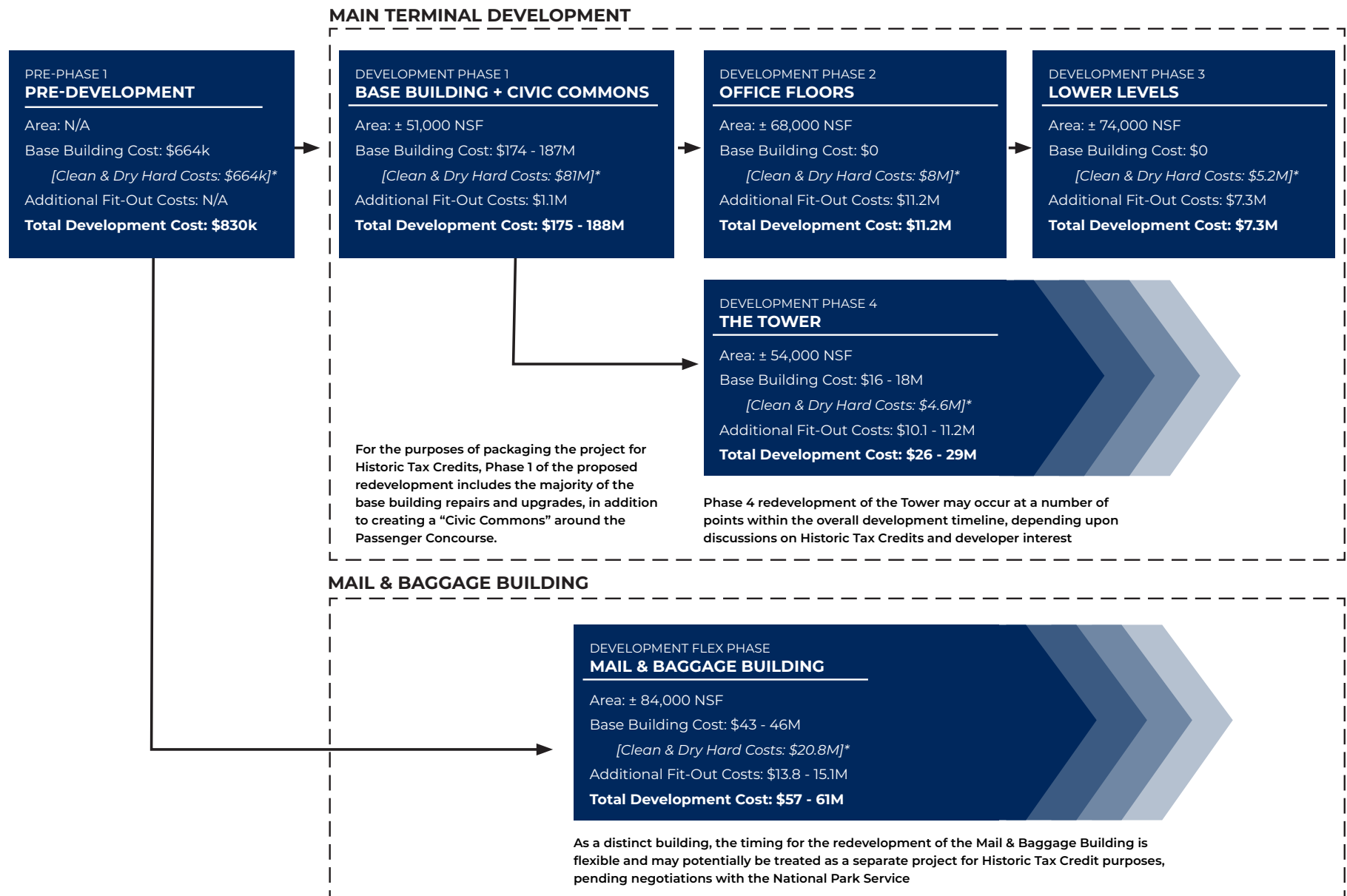
This phase of redevelopment focuses on activation of the Lower Levels of the Terminal Building. While these spaces would have received the capital investment necessary to be put into use, they are of lower priority as they lack the attractive views and light of the similarly-sized office floors above the Passenger Concourse. To the extent needed for the daily operations of event spaces, these floors should be used as such.

DEVELOPMENT PHASE 4

With a dedicated elevator, the floor plates give the Tower flexibility to be developed in its entirety as either an office tower or residential project. In either case, the penthouse floor could be reserved as a food & beverage / events space. Additionally, either program could accommodate a few floors reserved as a hotel, potentially serving both events and long-term out-of-town business visitors.

MAIL & BAGGAGE BUILDING

The Mail & Baggage Building could be treated individually, brought online in parallel to the Main Terminal or left dry and secure until there is adequate market interest. Given its high ceiling heights and loading dock accessibility, the first floor of the building could be reimagined as light industrial space, while the three floors above could be suitable as either office or residential space.



* The estimated value shown in the Clean & Dry phase is reflective of the overall total from the Property Conditions Survey. This number is included in the costs shown in other phases and is not additive.

It should be noted that this value only reflects hard costs whereas the values

shown for other phases in this chapter include a 25% soft cost assumption. This value also does not include cost escalation over time. Refer to page 93 of Appendix B: Property Conditions Survey for more details regarding soft costs and cost escalation.

PROJECT COMPONENTS | PART 3

RELATIONSHIPS IN DEVELOPMENT

The implementation of programming and activation of the Buffalo Central Terminal and Grounds would likely require the CTRC to partner with a variety of public and private partners. In particular, the structures that would be required for the CTRC to take advantage of a range of tax credits to fund the redevelopment would require a number of collaborators and a relatively complex legal structure.

This report examines the business deal structure options, legal structure options, and considerations on whether to engage one or more developers for the redevelopment. It also offers a conceptual overview of the formal relationships needed, including relationships with actual development partners, financing partnerships and a variety of contracted third-party services supporting both Terminal operations and the day-to-day operations of the CTRC itself.

Additionally, ongoing partnerships with the local community and the public sector at local and state levels is essential for the development process.

ILLUSTRATIVE RELATIONSHIPS BETWEEN PARTIES INVOLVED IN REDEVELOPMENT

FINANCING PARTNERSHIPS



INVESTORS

- Tax Credit Investors
- Traditional Finance
- CDFIs
- Public Agencies
- Events Management Company

DEVELOPMENT PARTNERSHIPS



ADDITIONAL SUPPORT

Additional third-party support, via contracts with CTRC:

- CTRC organizational administration (HR, etc.)
- Corporate Attorney
- Tax Credit Law Firm
- Tax Credit Accounting Firm
- Environmental Consultant
- Environmental Law Firm
- Events Management Company



THIRD-PARTY CONTRACTED SERVICES