

# Willard Campus Reuse Study

## Final Presentation

November 14, 2023



# Who is Working on the Study?



## Who is involved with planning for the site?

**Local Lead:** Seneca County IDA



## Consultant Team:

- MRB Group
- EDR
- HRP Associates
- Bero Architecture



## Willard Task Force Members:

- Kyle Barnhart, Town of Lodi Supervisor
- Ave Bauder, Cornell Cooperative Extension
- Joseph Borst, Town of Ovid Supervisor
- Tom Bouchard, Town of Romulus Planning Board
- Sarah Davis, Seneca County IDA
- Michael Enslow, Seneca County Chairman
- Ben Guthrie, Seneca County IDA
- David Hayes, Town of Romulus Supervisor
- Jill Henry, Seneca County Planning Department
- Dave Hewitt, Seneca County IDA
- Theresa Lahr, STEPS
- Joe McGrath, Seneca County Planning Department
- Bruce Murray, Boundary Breaks Vineyard
- Elizabeth Partee, Town of Tyre Supervisor
- Kyle Lovell, Seneca County Manager
- Jeff Shipley, Seneca County Chamber of Commerce
- Craig Williams, Romulus Historical Society

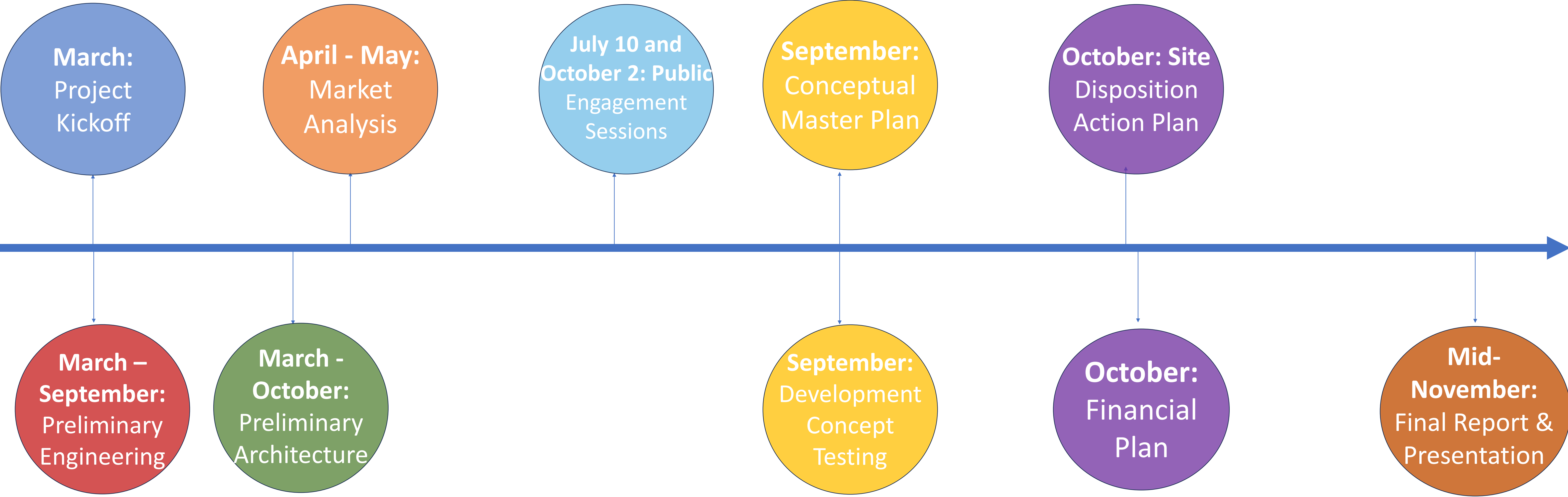
# Why Undertake the Study?



Given the scale and scope of the campus, there is not one easy and obvious solution for its future. As such, it is prone to prolonged vacancy unless there are proactive measures taken to plan for and advance its redevelopment. The reuse study will help to:

- Position the local community to take an active role in the future of the site
- Clarify and communicate the community's vision for the site's redevelopment to the state and potential developers
- Provide a conceptual master plan to aid in visualizing the ideal scenario
- Analyze the local economic impact of the proposed redevelopment plan
- Offer clear and actionable steps that local community partners can take to encourage redevelopment at the site

# Scope & Timeline



# History of the Site

1857-1860

NYS Agricultural College

1869-1890

Willard Asylum for the Chronic Insane

1890-1974

Willard State Hospital

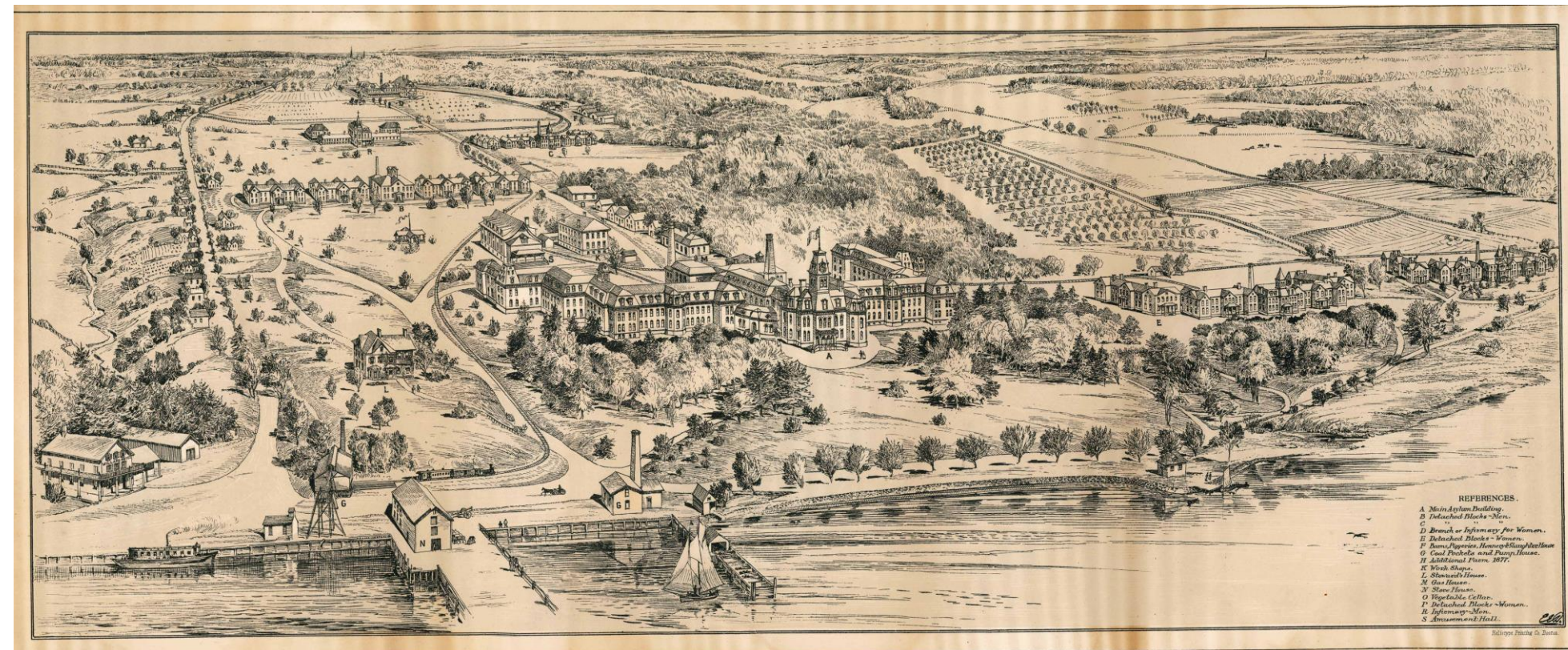
One of many state hospitals drawing from the region

1974-1995

Willard Psychiatric Center

1996-2022

Willard Drug Treatment Campus

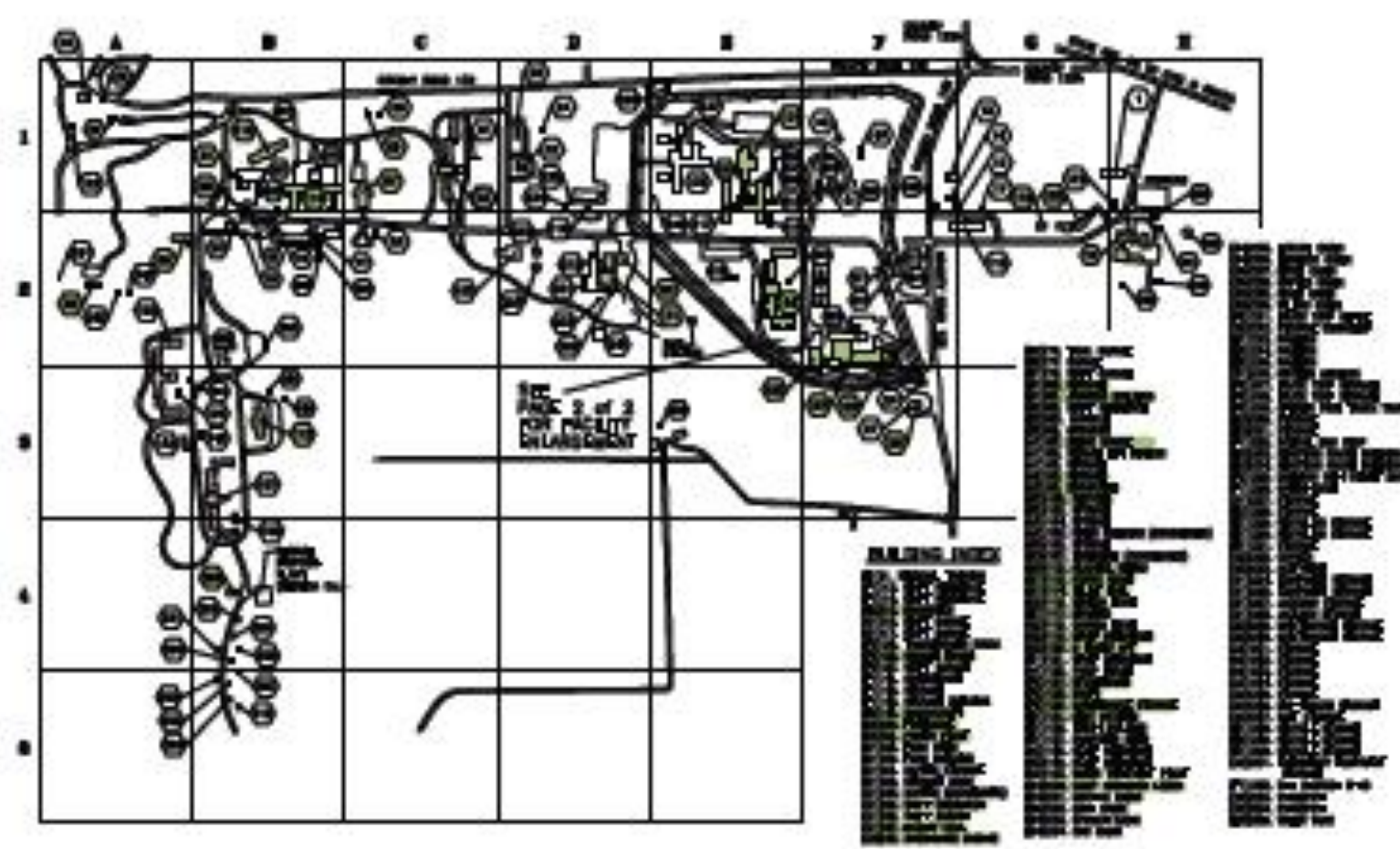


# Building Inventory



**MRB group**  
 Engineering, Architecture & Surveying, D.P.C.  
 1" = 200'

- Condemned - To be Removed
- Contributing Building / Renovate and Reuse



# Architectural Review



- “REHAB”: Buildings identified as prioritized candidates for redevelopment fall in this category.
- “DEMO”: Buildings identified for demolition, limited to buildings that have already been “condemned” due to safety concerns.
  - **Interpretation, rehabilitation, or reuse of portions of these buildings are encouraged.**
- All Others “SECONDARY”: Buildings that could either be redeveloped if an appropriate use is developed. Building relocation and/or partial or full demolition are possibilities if a use/demand is not identified.

#	Existing Building	Area	Date(s) of Construction	Date Vacant (if known)	Status
105	Pines Building	1	1876		DEMO
107	Edgemere	1	1880	1985	DEMO
63	Maples	4	1873	1995	DEMO
96	Storage (Suitcase Bldg.)	3	1896		REHAB
98	Brookside	3	1889		REHAB
96	Storage (Suitcase Bldg.)	3	1896		REHAB
98	Brookside	3	1889		REHAB
241	Brookside Boathouse/Storage	3	1950		REHAB
64	Staff Residence/Chief Engineer's	4	1820s		REHAB
67	Hadley Hall	4	1892		REHAB
68	Recreation Center	4	1874		REHAB
78	Staff Garage	4	1900		REHAB
80	Storage	4	1875		REHAB
81	Jackson Building	4	1883		REHAB
113	North Home	4	1929	1980	REHAB
114	Elliot Hall	4	1928	2023	REHAB
50	Firehouse	5	1894		REHAB
51	Power Plant	5	1894		REHAB
116	Seneca Home	5	1933	2022	REHAB
25	Grange House	6	1845		REHAB
44	Sunnycroft	6	1878	2022	REHAB
117	Birches	6	1934	2022	REHAB
127	Storage House	6	1956	2023	REHAB
15	Grandview	7	1858; 1886	Occupied	REHAB
119	Staff Residence	7	1933		REHAB
120	5 Family Apartment	7	1933		REHAB
121	Staff Residence	7	1933		REHAB

# What we heard from the community

Question: What type of development do you want to see at the Willard Campus?

## Historical Preservation

- Keep historical landmarks
- Museums
  - Walking museums
  - Mental Health Museums
  - History of Asylums - reflecting mental health history that is tied into community history.
- Recognition of Native people's history and traditions

## Community

- Community gardens, farmer's markets
- Community centers
- Reopen Willard Daycare center
- Pickleball courts
- Parks/trails
- Public waterfronts
- Childcare

## Environment

- Impact, wildlife refuge, reuse center
- Animal shelters, dog parks
- Cleaning up lake for public use and giving public lake access

## Others

- Renovate Hadley Hall – turn it into a community center
- More affordable housing



# What we heard from the community



Question: What type of development do you want to see at the Willard Campus?

Note: Result of sticker dot exercise. Size of word indicates number of dots. The larger the word, the more times people mentioned



# Market Study Findings

## Industrial

- Food and Beverage
  - Dairy Product Manufacturing
  - Beverage Manufacturing
- Commercial Printing
- Warehouse & Storage

## Accommodation & Food Service, Entertainment

- Restaurant & Bars
- Traveler Accommodation (e.g., Hotels, motels, inns, etc.)
- Amusement & Recreation (e.g., mini-golf, sports & recreation clubs, laser tag, escape rooms, skate parks, etc.)

## Health Care & Social Assistance

- Dentists
- Vocational Rehabilitation Services
- Other health practitioners (e.g., acupuncturists, respiratory therapists, dieticians, midwives, etc.)

## Housing

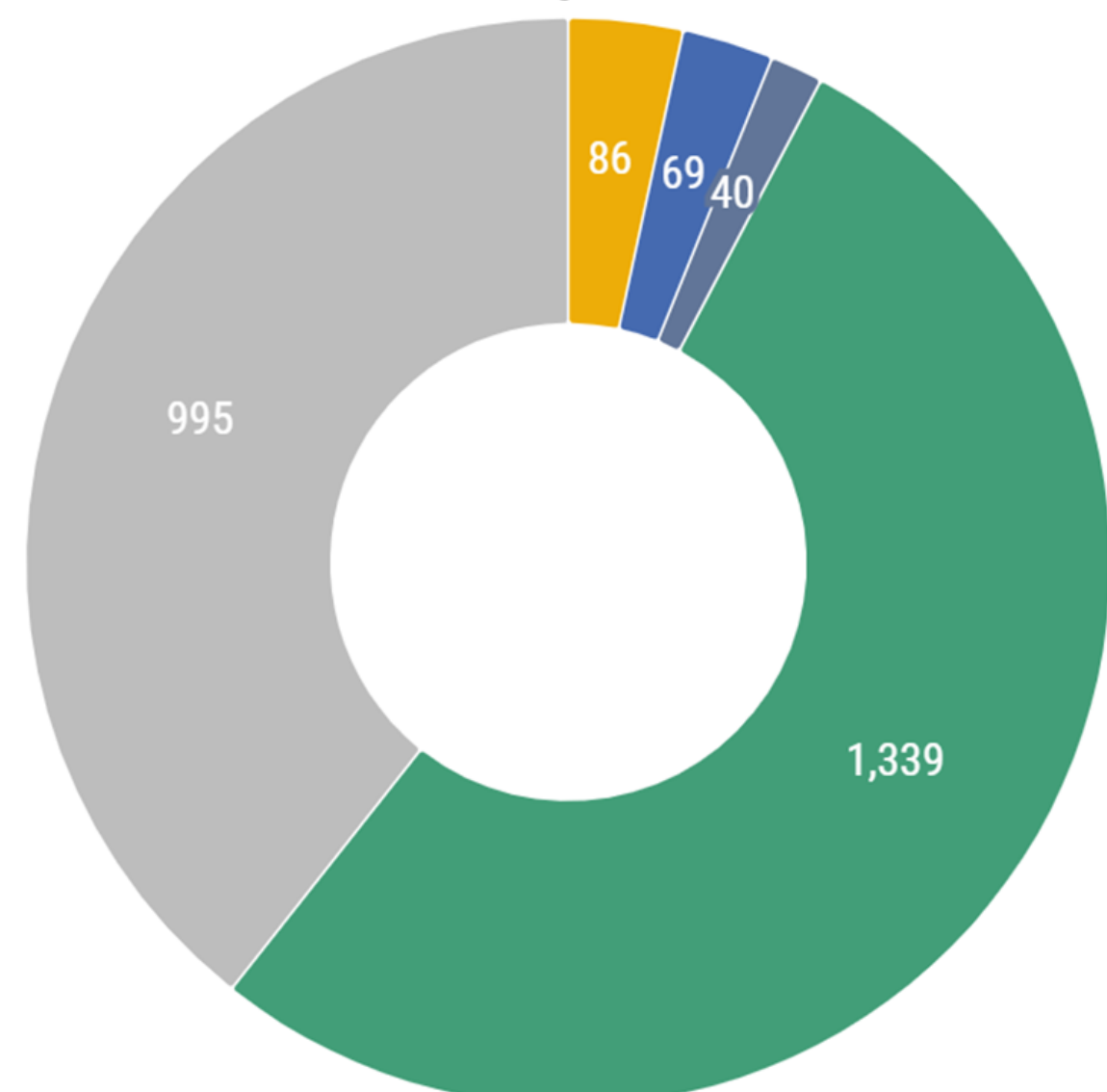
Indication of Housing Demand in Seneca County

- 52% of vacant housing is seasonal/occasional use
- Home values have been increasing, and anticipated to continue increasing
- Low inventory of homes for sale
- Multi-family units in the Co-Star database experience low vacancy and increasing rent rates. Important to address affordability for workforce and low-income families as housing and construction costs continue to increase.

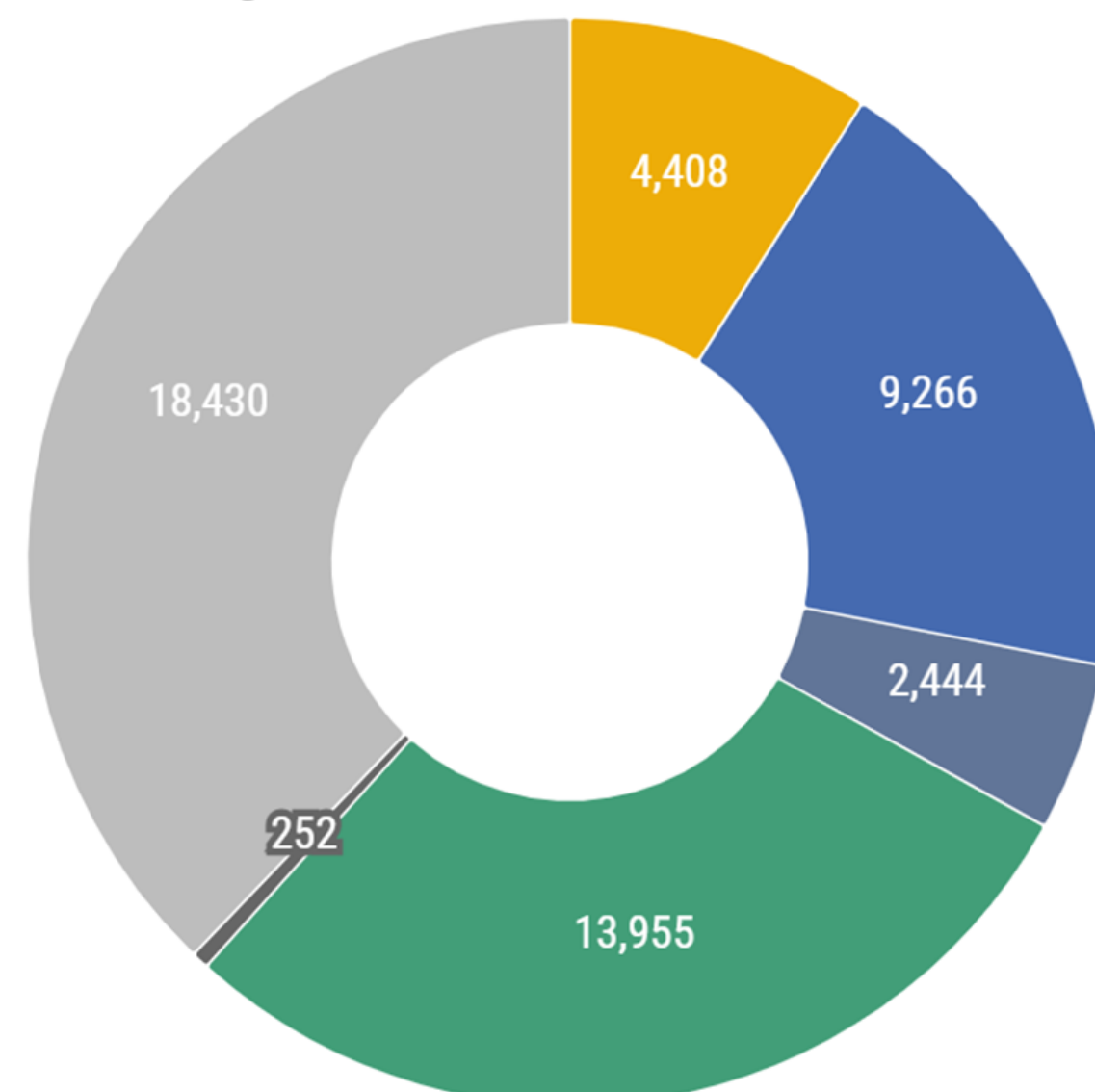
### Vacant Housing Units

- For Sale/Sold
- For Rent
- Rented, not occupied
- Seasonal/Occasional
- Migrant Worker Housing
- Other

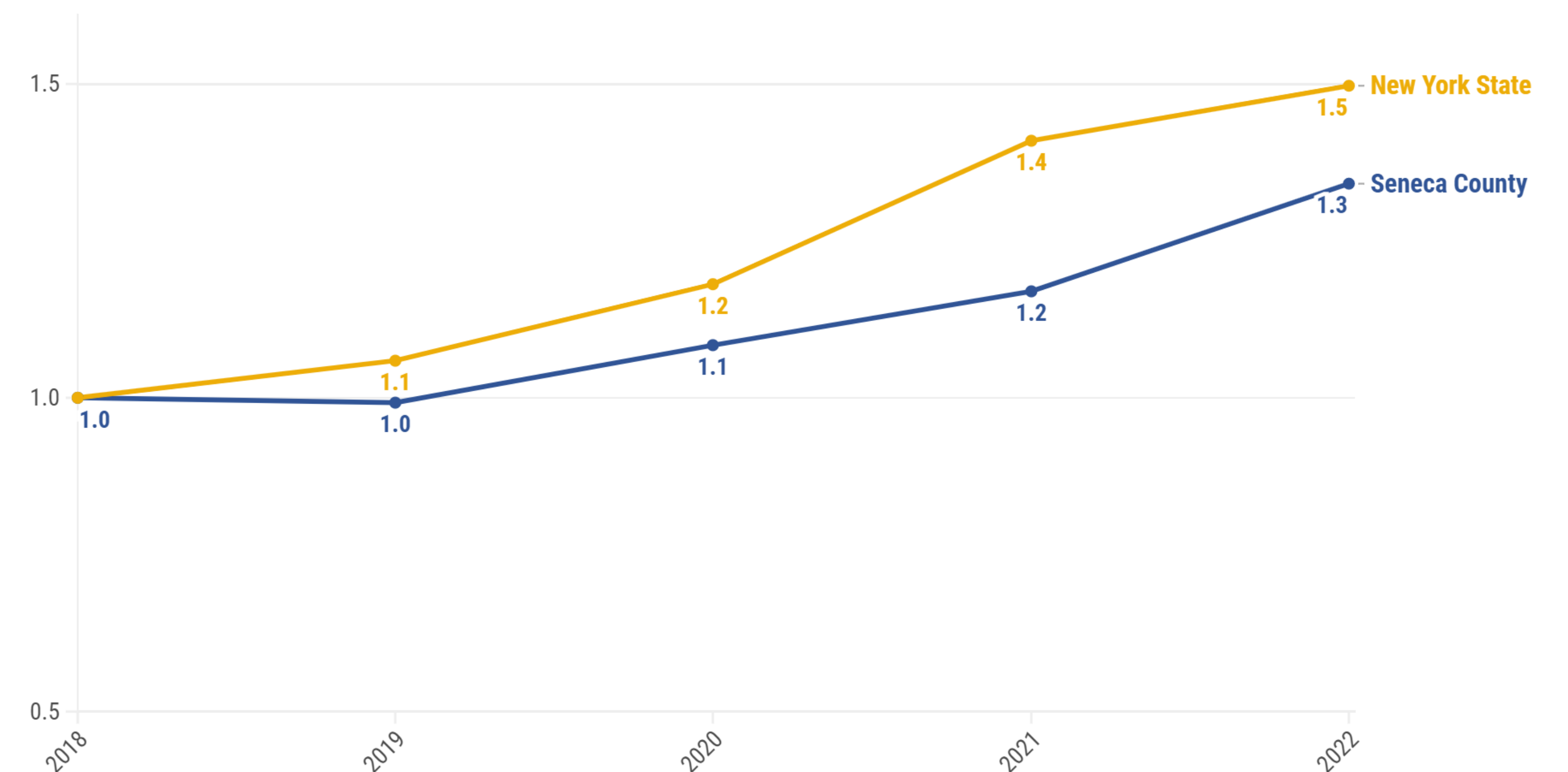
Seneca County - 2,529 Units



Finger Lakes - 48,755 Units



### Historical Median Prices Index: 2018 = 1.0

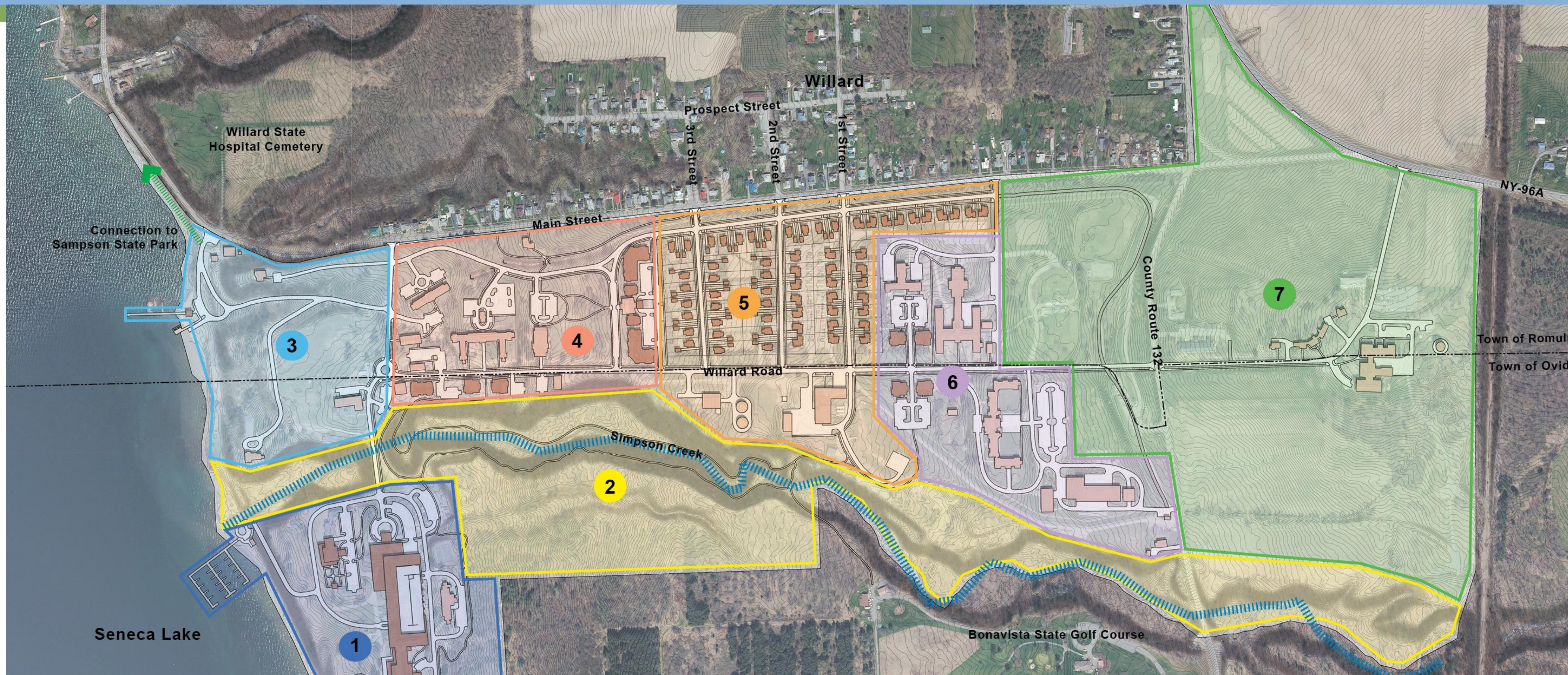


Source: NYSAR Annual Real Estate Report, 2022

## **How was the Conceptual Master Plan Created?**

- Multiple site visits by the consultant team (architects, landscape architects, engineers, real estate/market analysts)
- Review of existing documents for existing buildings and infrastructure
- Completed market study to determine highest and best use
- Public input from session held on July 10<sup>th</sup> and October 2<sup>nd</sup>
- Understanding of various items:
  - ‘Fixed’ assets such as certain buildings and infrastructure (i.e., roads, bridges, wastewater, water, power, etc.)
  - Topography of the land (i.e., steep slopes, streams, lake, views, etc.)
  - Regional context (i.e., golf course, cemetery, Willard hamlet/Main Street, Sampson State Park, waterfront trail, etc.)

# Ideas for Reuse



**DISCLAIMER:** This is a conceptualization of various uses that could exist on the Willard Campus. These are not recommendations or actual plans for redevelopment.

- |   |   |   |  |  |
|---|---|---|--|--|
| <p><b>1</b></p> <ul style="list-style-type: none"> <li>Resort Development/ Conference Facility</li> <li>Resort Marina/Waterfront Access</li> <li>Flexible Open Space for Resort Use</li> <li>Maintain Existing Wastewater Treatment Plant</li> </ul>        | <p><b>3</b></p> <ul style="list-style-type: none"> <li>Public Lake Access off Main St</li> <li>Adaptive Reuse of Storage Bldg</li> <li>Waterfront Public Parking and Pavilion</li> <li>Small Watercraft / Kayak Launch</li> <li>Bleak House and Brookside Building as a Bed &amp; Breakfast (B&amp;B)</li> <li>Open Park Space / Event Lawn</li> <li>Adaptive Reuse of General Storage Building (Suitcase Building) as a Museum / Event Center</li> </ul> | <p><b>4</b></p> <ul style="list-style-type: none"> <li>Preservation of the Staff Residence (Romulus Historical Society)</li> <li>Extension and Creation of a Linear Public Park and Trail along Main Street</li> <li>Restoration and Adaptive Reuse of Storage, Jackson, North, Staff Residences, Elliot, Hadley, and center tower of Maples Buildings</li> <li>Mixed Use Community Development (Commercial &amp; Residential) with parking</li> <li>Opportunities for Restaurants, Tasting Rooms, Bars and Cafés overlooking Simpson Creek Gorge with Trail Connections</li> </ul> | <p><b>5</b></p> <ul style="list-style-type: none"> <li>Private Single-Family Homes (.25 Acres - .10 Acres)</li> <li>Sidewalk connectivity</li> <li>Maintain Existing Water Treatment Plant, and Firehouse</li> </ul> | <p><b>7</b></p> <ul style="list-style-type: none"> <li>Adaptive Reuse of Grandview as a Resort Hotel Venue</li> <li>Single Family Homes</li> <li>Mixed-Use Agriculture/ Entertainment/Tourism</li> </ul> |
| <p><b>2</b></p> <ul style="list-style-type: none"> <li>Simpson Creek Gorge Trail Access</li> <li>Native Hardwoods and Plant Species</li> <li>Overlooks to Support and Enhance Adjacent Development and Lifestyle</li> <li>Adventure Ropes Course</li> </ul> | <p><b>6</b></p> <ul style="list-style-type: none"> <li>Educational Campus</li> <li>Dormitories</li> <li>Assisted Living Facilities</li> <li>Restoration and Adaptive Reuse of Birches, Cent Kitchen, Sunnycroft, Draft, Storehouse, Grange House Buildings</li> <li>Opportunities for Brew Pub, Tasting Rooms, and Cold Storage</li> </ul>  |   |  |  |

# Technical Review



## Utilities

- Water, sewer, stormwater and electrical infrastructure is available throughout most of the site.
- Generally good condition, no need for significant upgrades or replacement considering the conceptualized development. Some minor extension may be necessary.

## Architecture

- Overview: 550 acres, approx. 75 buildings with 856,823 square feet.
- Buildings utilized by state in recent years have been upgraded to include modern accessibility and safety features, increasing feasibility of reuse.
- Many of the buildings are generally in good structural condition.
- Three buildings have partially or fully collapsed and are recommended for demolition, although some form or rebuilding, reuse, or interpretation could be encouraged.

# Environmental Review

- A Phase 2 Environmental Site Assessment identified two areas of known or likely contamination. Neither are likely to be disturbed under the conceptual plan, so no additional action is needed at this time.
- It is likely that many buildings contain hazardous building materials, specifically asbestos.
  - Asbestos abatement costs will depend on the type and amount of material present, so cannot be estimated until surveys are completed.
  - Comprehensive asbestos surveying: \$322,250



*Conceptual rendering of exhibit inside the Suitcase Building*

# Financial Plan – Short Term



## Carrying & Maintenance Costs

Item	Annual Labor Cost	Annual Equipment & Material Cost	Total Annual Carrying Cost	Minimum Necessary
Mowing and Landscaping	\$ 480,000	\$ 174,000	\$ 654,000	\$ 100,000
Snow Clearing	Labor included in item #1	\$ 198,000	\$ 198,000	\$ 100,000
Building Repairs and Maintenance	\$ 480,000	\$ 60,000	\$ 540,000	\$ 540,000
Paving and Sidewalk Repairs	\$ -	\$ 100,000	\$ 100,000	\$ 10,000
Water System Maintenance - Pipes & Hydrants	\$ 80,000	\$ 50,000	\$ 130,000	\$ 70,000
Sewer System Maintenance - Pipes & Pump Station	\$ 80,000	\$ 20,000	\$ 100,000	\$ 60,000
Electrical System Maintenance	\$ -	\$ 50,000	\$ 50,000	\$ 50,000
Electrical Purchase Cost	\$ -	\$ 90,000	\$ 90,000	\$ 85,000
Water and Sewer Costs	\$ -	\$ 16,000	\$ 16,000	\$ 12,000
Regulatory Compliance Costs	\$ -	\$ 100,000	\$ 100,000	\$ 100,000
Specialty Contractors	\$ -	\$ 100,000	\$ 100,000	\$ 80,000
Security	\$ 480,000	\$ 100,000	\$ 580,000	\$ 870,000
Staff Support Costs	\$ -	\$ 200,000	\$ 200,000	\$ 25,000
Staff Administrative Costs - Payroll, Benefits & Liability Insurance	\$ -	\$ 200,000	\$ 200,000	\$ 200,000
Facility Manager	\$ -	\$ 150,000	\$ 150,000	\$ 150,000
	<b>Total Annual Cost</b>		<b>\$3,208,000</b>	<b>\$2,452,000</b>

**Total Annual Carry Cost (\$3.2m) = Best practice, critical to preserving facilities.**

**Minimum Necessary (\$2.45m)= Absolute minimum level of maintenance to carry the property for three years, some deterioration of facilities could result.**

# Financial Plan – Mid Term



## Facilitating Redevelopment – Predevelopment Costs

These activities are unknown, but could include:

- GEIS - \$150,000
- Hazardous Materials Assessments – \$322,250
- Water & Sewer Expansion - \$615,000-\$1m
- Building Demolition – up to approximately \$2.8m



*Conceptual rendering of Hadley Hall exterior*

*All amounts are estimated and subject to change dependent on final scale, scope, and negotiation.*



# Financial Plan – Long Term



## Redevelopment as Conceptualized

*All amounts are estimated and subject to change dependent on final scale, scope, and negotiation.*

Area	Description	Demolition	Rehabilitation	New Construction	Infrastructure & Site Work	TOTAL
1	Resort Facility	\$742,600	\$2,051,450	\$121,800,000	\$5,190,264	\$129,784,314
2	Interactive Nature Trail	\$0	\$0	\$0	\$875,056	\$875,056
3	Waterfront, Historic & Public Amenities	\$113,600	\$5,969,825	\$300,000	\$2,752,391	\$9,135,816
4	Main Street & Mixed Use	\$520,400	\$26,265,925	\$17,100,000	\$8,712,656	\$52,598,981
5	Homes & Public Services	\$685,255	\$11,427,450	\$22,500,000	\$8,446,444	\$43,059,149
6	Institutional	\$2,137,520	\$46,374,800	\$6,000,000	\$6,869,179	\$61,381,499
7	Hospitality & Agricultural Tourism	\$1,257,650	\$19,293,200	\$0	\$5,535,332	\$26,086,182
TOTAL		\$5,457,025	\$111,382,650	\$167,700,000	\$38,381,322	\$322,920,997

Source: MRB Group, Bero Architecture, HRP Associates & EDR

# Economic Impact Analysis



## Redevelopment as Conceptualized

*All amounts are estimated and subject to change dependent on final scale, scope, and negotiation.*

### Summary of Impacts by Area

Area	Total Construction Jobs	Total Construction Wages	Construction Period Tax Revenue	Total Ongoing Jobs	Total Ongoing Wages	Annual Tax Revenue
Area 1	355	\$16,354,996	\$114,485	60	\$2,005,437	\$2,380,937
Area 2	8	\$362,342	\$2,536	-	-	-
Area 3	25	\$1,155,160	\$8,086	8	\$264,454	\$265,750
Area 4	144	\$6,619,165	\$46,334	36	\$601,049	\$1,520,394
Area 5	146	\$5,425,378	\$37,978	19	\$1,146,551	\$1,258,795
Area 6	168	\$7,761,264	\$54,329	144	\$6,692,759	\$1,826,784
Area 7	140	\$5,690,997	\$23,089	55	\$2,076,132	\$1,148,238

\* Note that these figures should not be summed across areas. Instead, the figures presented for each area are representative of that kind of development regardless of where it is located on the site.

# Next Steps – Action Plan



1. Submit plan to ESD
2. Issue a Request for Expressions of Interest (RFEI) to developers to get initial input, based on the study's findings.
3. Establish a Memorandum of Understanding with New York State
4. Issue a Request for Proposals (RFP) for developers.
  - a. In this process, identify local resources that county and towns are willing to commit or apply for to advance public projects on the site (e.g. lake access, trails, etc.)
5. Community considers development proposals, with consideration for uses, design, community benefit, and timeline of development.
6. Developer selection and negotiation.
7. Predevelopment Work based on negotiation with preferred developer(s).
  - a. This could include additional studies, a GEIS, selective demolition or stabilization, etc.
8. Finalize community's decision regarding property transfer and entity to facilitate that transfer, then immediately transfer relevant portions to new owners. Community at this time can retain any portions for public use (e.g. infrastructure, recreational space, boat launch, etc.).

# Financial Plan – Immediate



## Action Plan Costs

Action	Est. Cost
Submit Highest & Best Use Study	\$0
Issue RFEI	\$10,000
MOU with NYS (legal)	\$30,000
Issue RFP	\$10,000
Developer/Buyer Selection & Negotiation (legal/broker)	\$50,000
<b>TOTAL ESTIMATED COST</b>	<b>\$100,000</b>

# Questions



*Conceptual rendering of Grandview exterior*