

MASSENA BOA

Brownfield Opportunity Area Revitalization Plan

Executive Summary Report



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BROWNFIELD OPPORTUNITY AREA (BOA) PROGRAM

Prepared for St. Lawrence County by Skeo Solutions, with funding provided by the New York State Department of State Brownfield Opportunity Area (BOA) program.

The BOA program provides resources for New York communities to establish effective revitalization strategies that return dormant and blighted parcels into productive properties and that help to revitalize communities.

Acknowledgments

The organizations and entities below contributed to the Massena Brownfield Opportunity Area Revitalization Plan and the findings presented in this executive summary.

STEERING COMMITTEE

- St. Lawrence County
- St. Lawrence County Industrial Development Agency
- Town of Massena
- Greater Massena Business Development Corporation
- St. Regis Mohawk Tribe Office of Economic Development
- Revitalizing Auto Communities Environmental Response Trust

REGIONAL PARTNERS

- Village of Massena
- Empire State Development, North Country Region
- Development Authority of the North Country
- Workforce Development Institute
- New York Power Authority
- New York State Department of State
- New York State Department of Environmental Conservation
- New York State Department of Transportation
- St. Regis Mohawk Tribe Planning and Infrastructure Division
- St. Regis Mohawk Tribe Environmental Division
- Mohawk Council of Akwesasne Economic Development
- U.S. Environmental Protection Agency
- U.S. General Services Administration



Background

With funding from the New York State Department of State's Brownfield Opportunity Area (BOA) grant program, St. Lawrence County has developed a revitalization plan for a 415-acre Study Area in the Town of Massena, New York.

The GM Massena site, the former General Motors Powertrain plant, is the primary strategic site and focus of the Massena BOA. EPA is overseeing remediation of the GM Massena site to address poly chlorinated biphenyl (PCB) contaminants in soil, sediments and groundwater.

In 2007, General Motors announced plans to close its Massena Powertrain plant. In response, representatives from municipal and tribal governments, federal and state agencies and economic development organizations formed the North Country Redevelopment Task Force to track cleanup efforts, and to evaluate and promote redevelopment options for the site.

Following the closure of the plant in 2009, the Revitalizing Auto Communities Environmental Response Trust (RACER Trust) assumed ownership of the property through a 2011 bankruptcy settlement and is performing the site's cleanup under EPA's oversight. EPA's required remedial activities are expected to be complete in 2018. RACER Trust and project partners are eager to return the site property, known as the RACER Trust Massena property, to an appropriate and productive use.

Study Area

The Massena BOA Study Area is situated in a strategic location along the St. Lawrence River and at the foot of the St. Lawrence Seaway International Bridge connecting Massena and Cornwall, Ontario, Canada.

The Study Area encompasses the RACER Trust Massena property, related infrastructure corridors, the U.S. Border Station and vacant areas. The Study Area borders the St. Lawrence and Raquette rivers, the Akwesasne territory of the St. Regis Mohawk Tribe, and an inactive aluminum smelting facility.

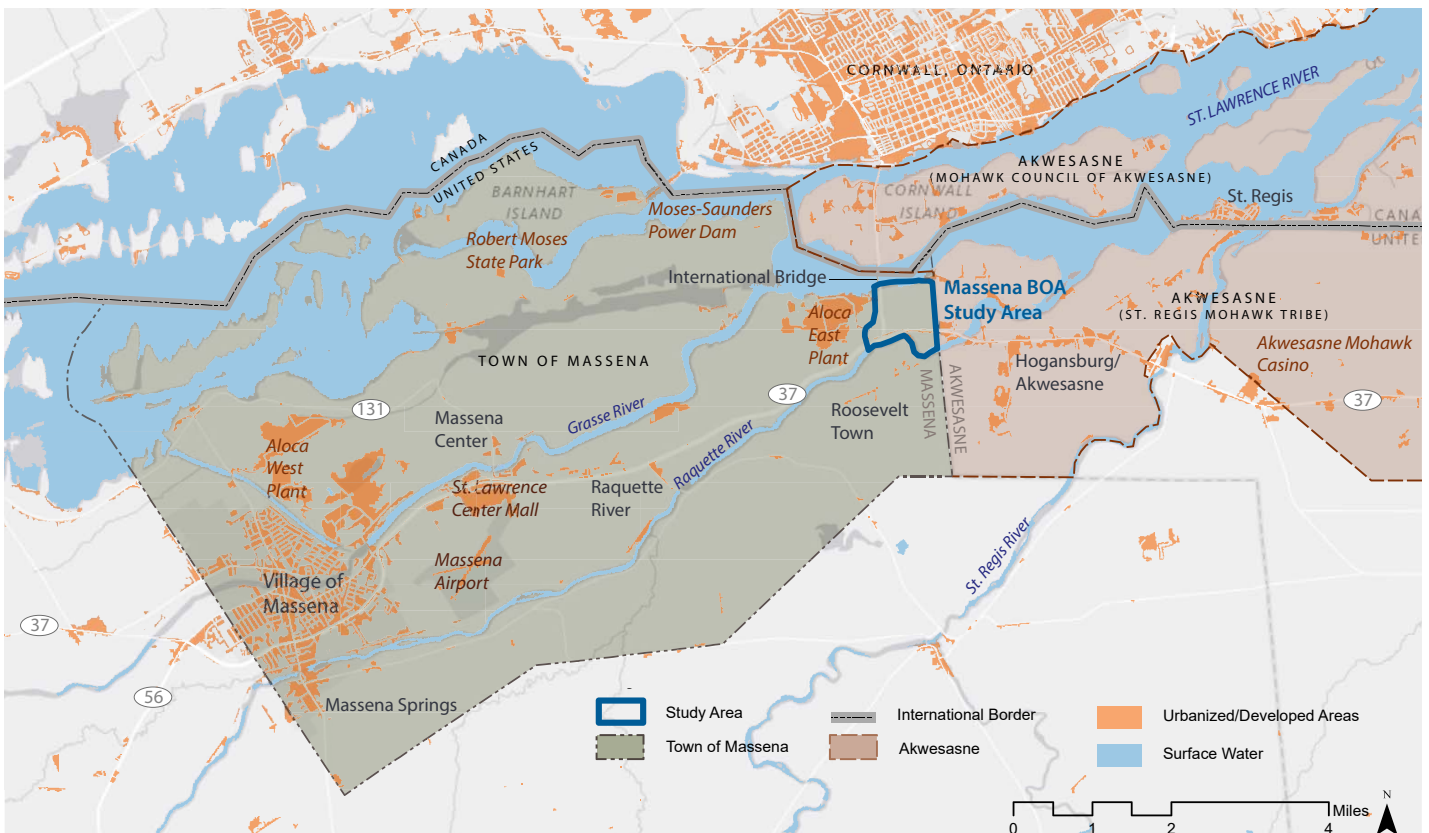


Figure 1. Study Area Context

PROCESS

This revitalization plan was developed by the Massena BOA Steering Committee. As listed below, the Steering Committee is comprised of representatives from the North Country Redevelopment Task Force's primary municipal and tribal governments, economic development organizations, as well as the majority property owner in the Study Area.

STEERING COMMITTEE

- St. Lawrence County
- Town of Massena
- St. Regis Mohawk Tribe Office of Economic Development (SRMT)
- St. Lawrence County Industrial Development Agency (IDA)
- Greater Massena Business Development Corporation (BDC)
- RACER Trust

REVITALIZATION GOALS

- Leverage site assets.
- Create jobs and contribute to the local tax-base.
- Balance environment and economy.
- Maintain flexibility to accommodate multiple use or one single use.
- Pursue a phased approach to allow for redevelopment over time.
- Establish partnerships to support a unified vision.



International Bridge and the St. Lawrence River.

Community Vision

The vision of the Massena BOA is a productive use that provides employment and tax revenue that contribute to the economic health of the region, while also improving environmental and public health conditions for people living, working and recreating nearby.

Revitalization Plan Process

The Massena BOA Steering Committee developed the revitalization plan through the 2-year process highlighted below.

VISION + OPPORTUNITIES (2015)

- Existing conditions.
- Massena and Akwesasne community forums identified vision, assets and opportunities.
- Market and economic sector trends study.
- Infrastructure and redevelopment feasibility studies.

COALITION BUILDING + STRATEGY DEVELOPMENT (2016)

- Revitalization case studies.
- Partnership building for redevelopment concepts.
- Job and tax generation benefits for concepts.
- November regional partners and community forums held to vet concepts.

PRIORITY ACTIONS (2017)

- Prioritized near-term actions to advance range of revitalization opportunities.
- Coalition and partnership building among regional partners for revitalization strategy.

Location

The Study Area is strategically located at the foot of the St. Lawrence Seaway International Bridge providing access to nearby Canadian population centers.

DISTANCE FROM CANADIAN CITIES

- Cornwall, ON (pop. 46,340)
3 mi/5 km
- Ottawa, ON (pop. 883,391)
75 mi/120 km
- Montreal, QC (pop. 1,649,519)
87 mi/140 km

Land Uses

Uses and features in the Study Area include the U.S. Border Station, vacant industrial land, transportation/utility corridors and sparsely forested areas.

NEARBY USES & FEATURES

- Alcoa - East Plant (inactive aluminum smelter).
- St. Regis Mohawk Tribe land (mixed commercial/rural residential).
- St. Lawrence River and Raquette River.

Assets

The Study Area offers several key assets to support revitalization.

- High quality, skilled labor force.
- Akwesasne cultural heritage.
- Access to St. Lawrence and Raquette river corridors.
- Proximity to St. Lawrence County's university-based innovation centers.
- Access to low cost power, natural gas, fiber optic lines.
- Access to International Bridge and CSX rail line.

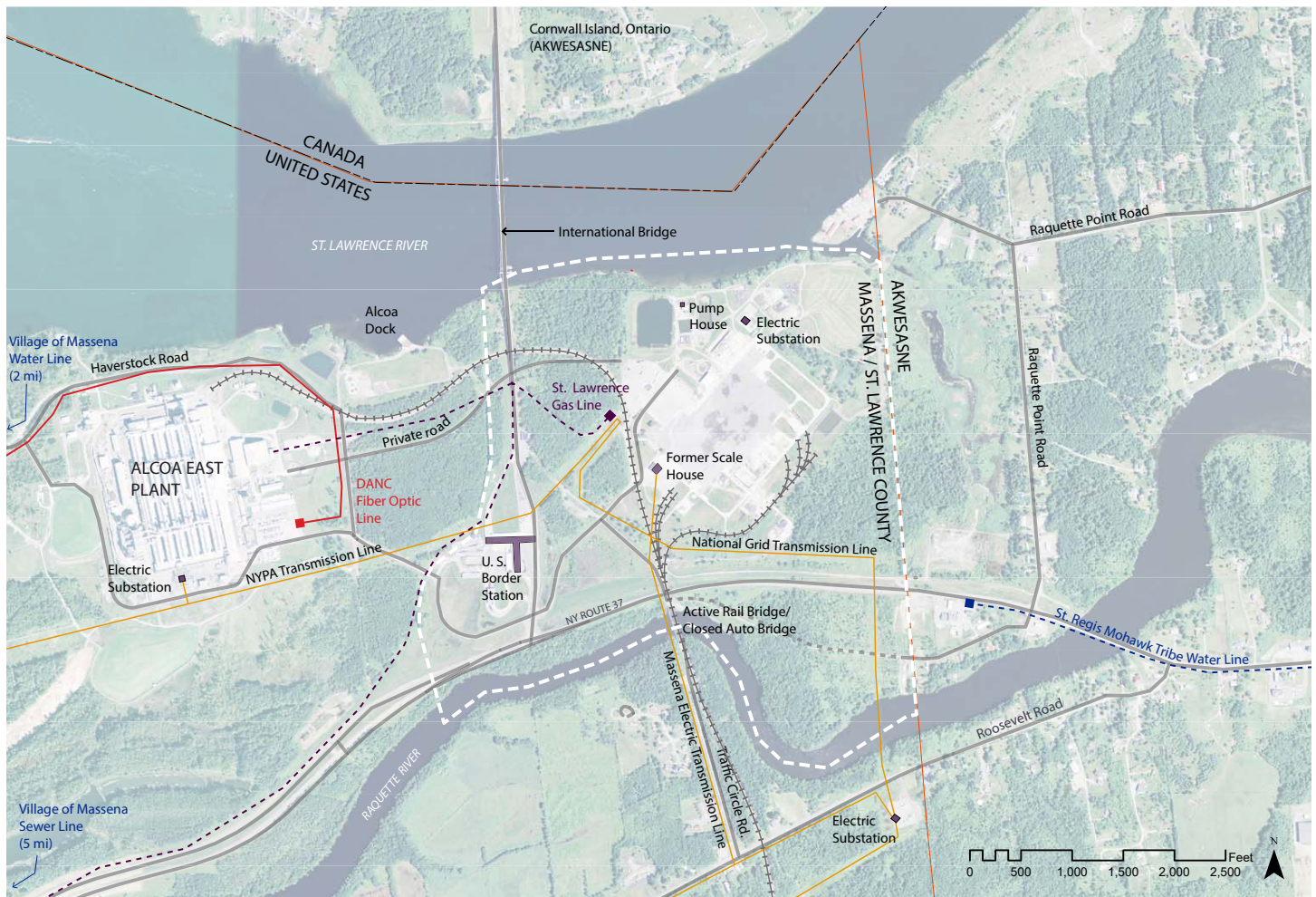


Figure 2. Study Area and Assets

REUSE SUITABILITY

Strategic Sites

Based on an evaluation of existing conditions in the Study Area, sites with the greatest reuse potential have been identified in a set of zones. Figure 3 outlines reuse suitability zones based on environmental cleanup, current use, and ownership factors.

A. COMMERCIAL, INDUSTRIAL & TOURISM

Zones A-1 and A-2 include approximately 122 acres at the RACER Trust Massena property north of Route 37. Zone A-3 includes additional 40 acres of RACER Trust Massena property south of Route 37.

B. OPEN SPACE & UTILITY CORRIDORS

Zone B includes 48 acres owned by Alcoa between the RACER Trust Massena property and International Bridge. The area includes private access roads, a rail line and utility corridors for electric and gas distribution. These areas are not currently available for new development but will continue to serve as utility and transportation corridors.

C. CONTINUED USE

Zone C includes 75-acres encompassing the U.S. Border Station and the International Bridge approach. These public service uses serve vital national security and transportation functions. No changes to current use are anticipated; few development opportunities exist within this area.

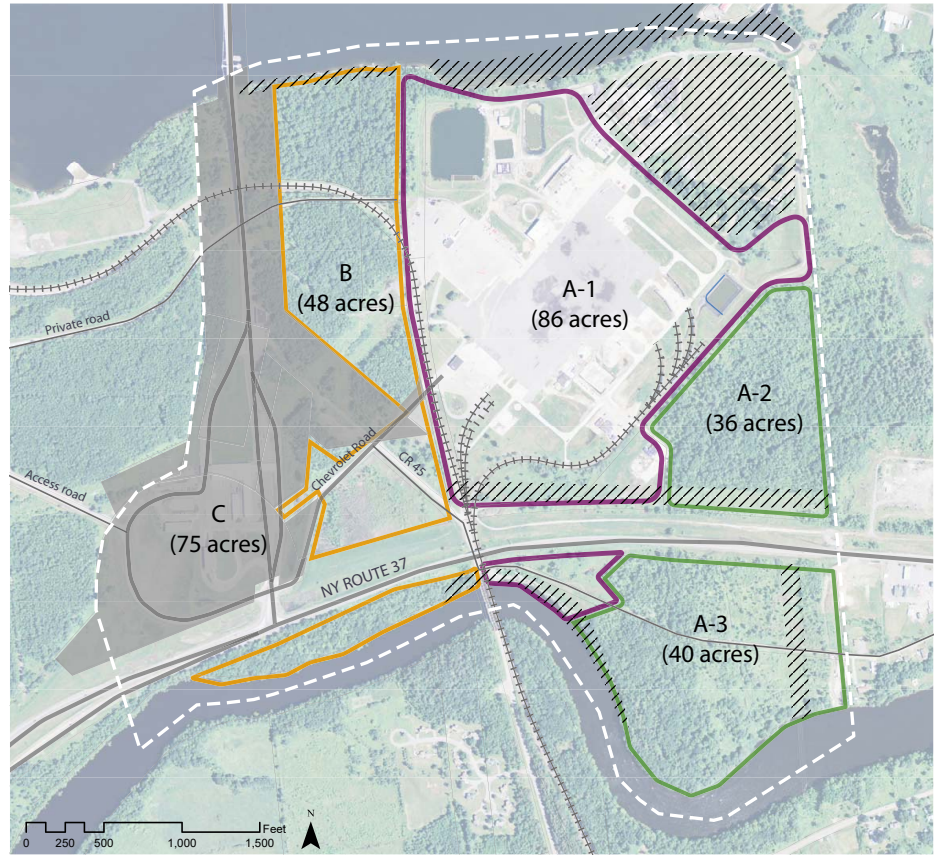


Figure 3. Reuse Suitability Zones

DEVELOPMENT LIMITATIONS

Utility easements, steep slopes and environmental land use restrictions limit future uses at certain locations within the Study Area (hatched pattern)

EPA requires land use restrictions as part of the GM Massena cleanup plan to protect a capped on-site landfill and prevent sediment disturbance.

Restrictions will limit development and access within approximately 25 acres in the northeast corner of the Study Area, and across approximately 7 acres along the St. Lawrence River shoreline (underwater sediments).

In addition, restrictions due to PCB and VOC groundwater impacts prevent groundwater extraction and use.

Reuse Suitability Zones

- A Commercial/Industrial/Tourism**
 - Cleanup complete
 - Final stormwater management grading layer planned for 2017
- A Commercial/Industrial/Tourism**
 - Areas outside former facility operations
 - No further cleanup planned
- B Open Space/Utility Corridor**
 - Alcoa property
 - Potential commercial/industrial
- C Continued Use**
 - U.S. Border Station/Customs
 - International Bridge Approach
- Development Limitations**
 - Site Remedy Operation & Maintenance
 - Transmission easements
 - Steep slopes
- Other Features**
 - - - - BOA Study Area
 - - - - Roads
 - + + + + Rail Line (CSX)/Rail Spur (RACER)

REVITALIZATION SCENARIOS



Figure 4. Aerial view of Study Area (2013)

Based on the BOA analysis, including community vision and goals, the site profile and market opportunities, this section outlines a range of potential scenarios, including:

- A. Business Park
- B. Technology Park
- C. Tourism Center
- D. Regional Tourism/Sports Complex
- E. Mixed-Use Tech & Tourism
- F. Mixed-Use Business Park & Waterfront Flex Space

More detail for each scenario is provided on the following pages including sectors, site configurations, phasing and strategic value.

MARKET OPPORTUNITIES & ECONOMIC SECTORS

Based on a detailed market and sector trends analysis (Revitalization Plan Section 4 and Appendix A), the following strategic economic opportunities are identified for the Massena BOA.

LIGHT MANUFACTURING

- Light manufacturing (advanced materials, aluminum and glass).
- Logistics and warehousing.
- Value-added forest products and wood processing.

TECHNOLOGICAL INNOVATION

- Space for start-up businesses growing out of research, innovation centers at nearby universities.
- Office space or flex space for Canadian companies seeking a U.S. presence.

TOURISM

- Akwesasne Cultural Tourism Center.
- Multi-sport complex.
- Regional destination facility.



BUSINESS & TECHNOLOGY

Business Park

85-acre light industrial flex space.

150,000 - 300,000 s.f. occupied by one or two users.

Rail and truck access, storage, parking, space for moderate expansion and surface water management.

Potential for co-locating Environmental Center of Excellence.

Technology Park

Advanced materials, emerging technologies cluster.

40-60 acres.

Phased construction
200,000-400,000 s.f.

Flex space for R&D, office, lab, light manufacturing, indoor recreation, waterfront amenities.

Potential for co-location with a 40 or 60-acre rail-accessible business park.

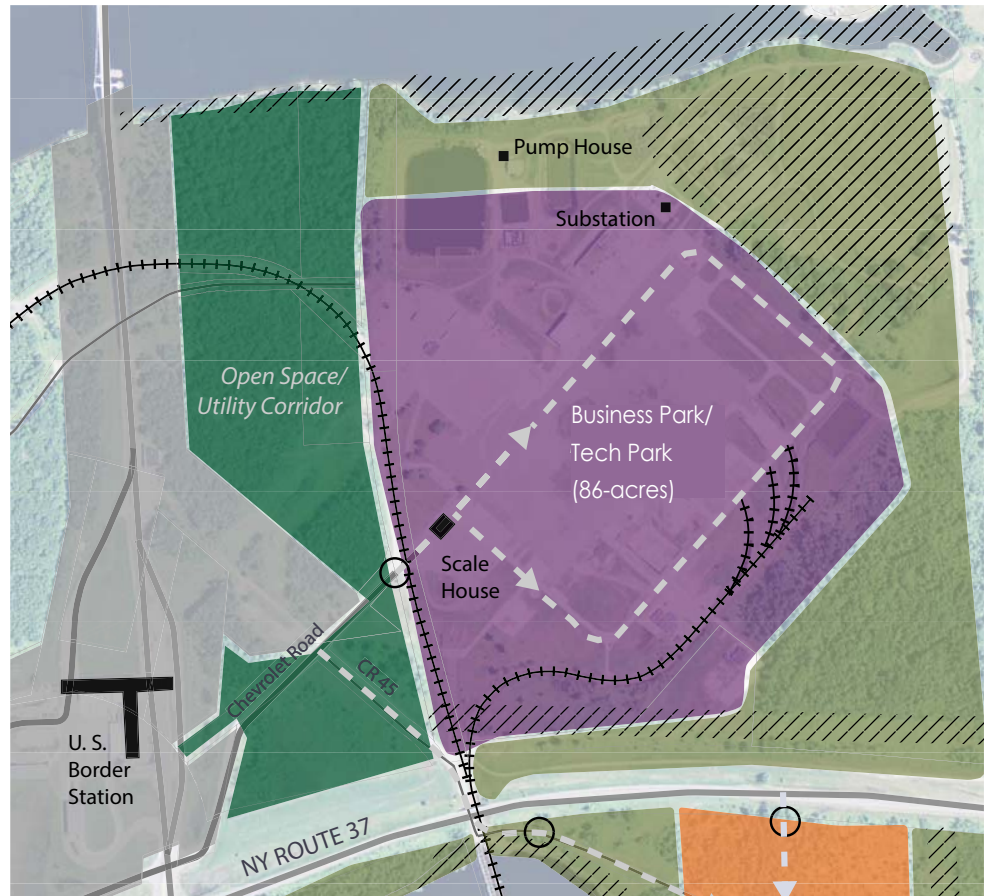


Figure 5. Business Park/Technology Park Concept

A. Business Park

OPPORTUNITY: The Massena BOA offers available acreage, rail, power and transportation access that make the site a desirable location for a rail-accessible business park.

Focuses on 86-acres at the RACER Trust Massena property north of Route 37, utilizing existing internal road and rail spurs for strategic opportunities advanced materials, metals, forest products, biomass and value-added wood processing; light manufacturing; dairy or food processing; and logistics and warehousing sectors.

STRATEGIC VALUE: Light industrial park leverages existing power, rail and proximity to bridge with the potential to generate manufacturing jobs utilizing locally-available inputs (bulk milk, agriculture products, timber, wood chips, aluminum). This concept relies on generating products for sale in external markets, sustaining jobs and bringing revenues into the community.

B. Technology Park

OPPORTUNITY: Emerging start-up businesses are growing out of St. Lawrence County's universities (Clarkson, St. Lawrence, SUNY Canton and SUNY Potsdam, Wanakena Ranger School). Spurred by engineering, applied research and a small business incubator at Clarkson, new enterprises in materials science, technology and manufacturing are defining a growing economic sector in the North Country.

The RACER Trust Massena property north of Route 37 provides a suitable location for R&D and light industrial space to support new businesses that have outgrown incubator space at university-affiliated innovation centers.

STRATEGIC VALUE: Provides a flexible space to retain and expand the emerging businesses. Leverages proximity to Canadian innovation centers providing space for businesses seeking a U.S. presence. The Study Area provides significant acreage that can accommodate multiple land uses and user needs.

Cultural Center

25-acre tourism center with trails and river access.

10,000-15,000 s.f. facility.

Akwesasne cultural museum, archive facility, gallery, art market-space, event space, artist business incubator space, café.

Massena/St. Lawrence County/
North Country Region
Welcome Center.

Regional Destination

Water park or sports complex.

100+ acres.

Indoor water park (120,000 s.f.)
Hotel (50,000 s.f.),
Retail amenities (100,000 s.f.).

Indoor sports complex
(120,000 s.f.)
Multi-field tournament venue +
parking (40-80 acres)

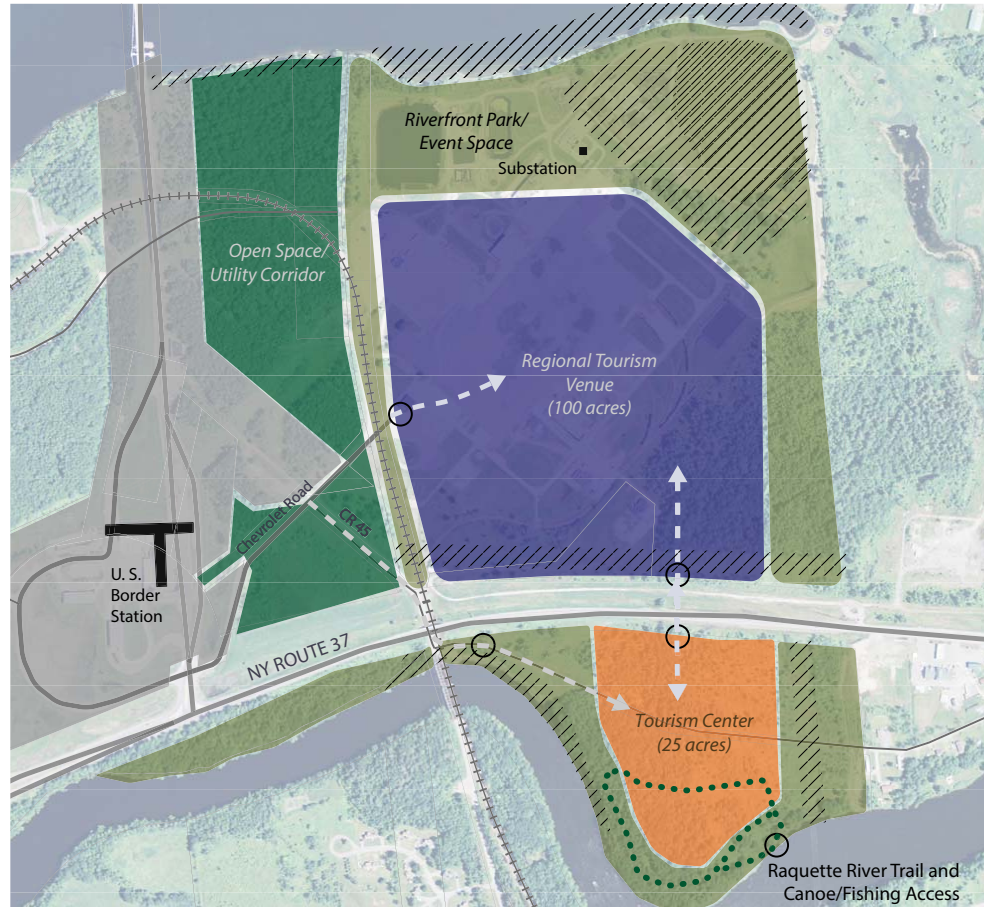


Figure 6. Tourism Concept

The business park, technology park and tourism concepts could be scaled, implemented in phases and combined together using a range of configurations.

C. Tourism Center

OPPORTUNITY: The St. Regis Mohawk Tribe's Cultural Tourism Strategic Plan identifies the need for a strategically located cultural tourism attraction on the U.S. side of the border. The concept envisions a multi-function facility that celebrates Akwesasne culture and connects visitors with local businesses and the history of Akwesasne, and a North Country Welcome Center.

The RACER Trust Massena property south of Route 37, along the Raquette River, offers suitable location for a tourism center with the potential to capture cross border traffic from Canada and support the envisioned Akwesasne Cultural Tourism Center, as well as a North Country Welcome Center.

STRATEGIC VALUE: Builds awareness of the area, expands tourism infrastructure and volume. The concept is in direct alignment with the SRMT Cultural Tourism Strategic Plan and offers potential to generate shared benefits for the North Country.

D. Regional Tourism/Sports Complex

OPPORTUNITY: The Town of Massena and Village of Massena are working to diversify the local economy through tourism investments.

The Town of Massena funded a tourism marketing study and recommendations, provided by Venue Strategies in 2015, identified an opportunity to locate a regional tourism destination in the Town of Massena centered around a water park, hotel and retail amenities.

Stakeholders identified that a sports-oriented tourism concept aligned well with local priorities in Massena and Akwesasne. A year-round multi-sport complex

MIXED-USE

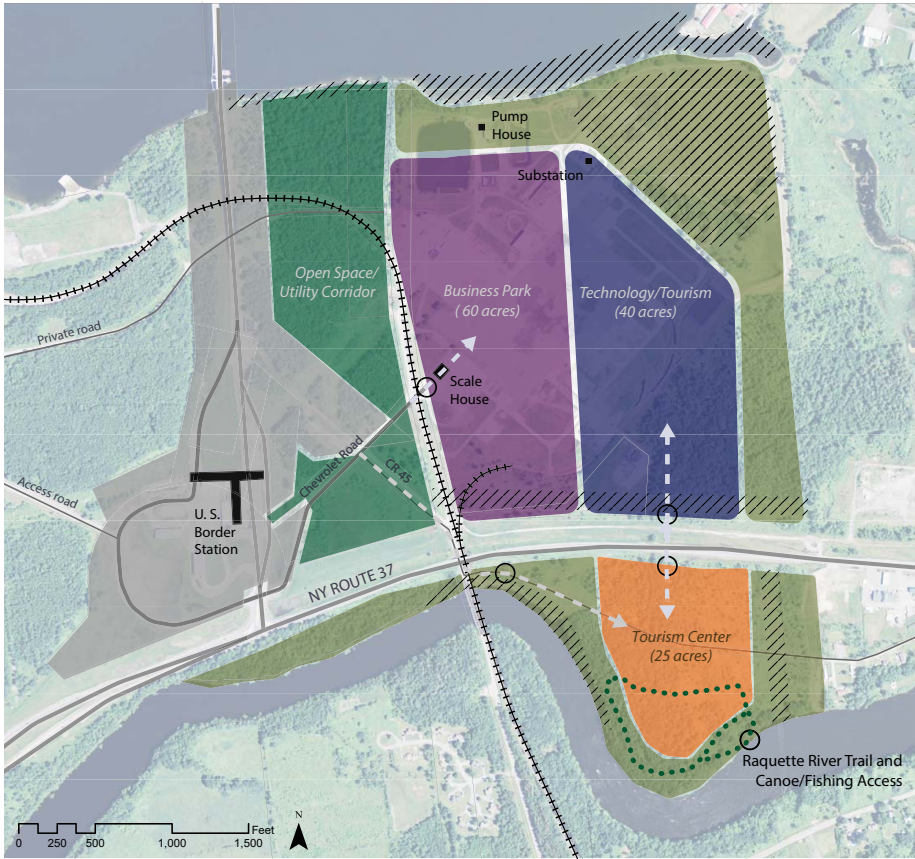


Figure 7. Mixed-Use Business Park + Technology/Tourism Concept

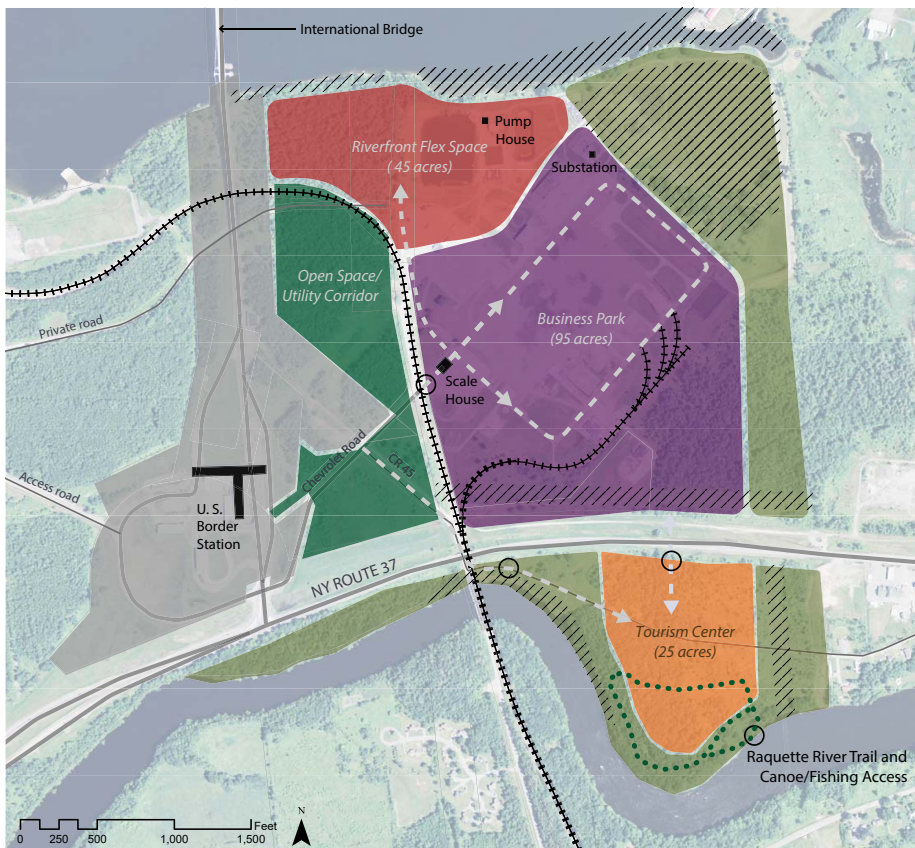


Figure 8. Mixed-Use Business Park + Waterfront Flex Space Concept

could accommodate lacrosse, soccer and field- and ice hockey in an indoor facility with outdoor multi-sport fields for tournaments and competitions.

STRATEGIC VALUE: Tourism concepts offer potential to expand visitor spending, create new jobs and build on shared local priorities, sports and cultural identity.

E. Business Park + Technology/Tourism

OPPORTUNITY: Figure 7 offers a mixed-use configuration that combines a smaller footprint business park with a technology park, or tourism facility.

Leverages rail access with a smaller footprint, and maintains potential for technology or tourism uses.

STRATEGIC VALUE: Compatible with range of economic sectors and multiple stakeholder interests.

F. Business Park + Riverfront Flex Space

OPPORTUNITY: Figure 8 offers an alternate configuration of business park and tourism or technology sector opportunities.

Maintains full 75-acre business park with three rail spurs to accommodate larger foot print uses, along with flexible technology or tourism and event space along the St. Lawrence River waterfront.

STRATEGIC VALUE: Leverages existing infrastructure assets and creates attractive waterfront campus for tourism or technology uses. Compatible with a range of economic sectors and stakeholder interests.

SECTOR EVALUATION



FEASIBILITY FACTORS

Table 1 presents a comparison of the benefits and feasibility considerations for each opportunity, including: potential for job creation and revenue generation; infrastructure requirements and investments; market feasibility; and compatibility with stakeholder goals and interests. See Revitalization Plan, Section 5.10 for further details.

CONCEPT	JOBS/WAGE POTENTIAL	TAX REVENUE POTENTIAL	UTILITY COSTS	MARKET FEASIBILITY	STAKEHOLDER INTERESTS
Business Park	\$1,750,000 - \$11,000,000 (50-200 jobs)	\$51,000 - \$103,000	\$2,200,000- \$2,700,000	Few large modern industrial buildings available; faces competition from shovel-ready sites with interstate access	Offers flexibility to meet range of stakeholder interests
Technology Park	\$2,750,000 - \$12,000,000 (50-200 jobs)	\$100,000 - \$200,000	\$2,200,000- \$2,700,000	Isolation from innovation centers; limited local amenities to support startups	Offers flexibility to meet range of stakeholder interests
Cultural Tourism Center/ Welcome Center	\$525,000 - \$1,050,000 (15 - 30 jobs)	N/A	\$850,000 - \$1,700,000	Builds on unique cultural identity of Akwesasne + Massena	Requires commitment from municipal/ tribal entities
Tourism Destination	\$8,750,000 - \$15,400,00 (250-280 jobs)	N/A	\$2,200,000- \$2,700,000	Lack of tourism infrastructure and interstate access; retail market challenges	Collaboration needed among developers, local and tribal governments and tourism organizations
Sports Complex	\$525,000 - \$1,650,000 (15-20 jobs)	\$20,000 - \$40,000	\$2,200,000- \$2,700,000	Builds on strong sports culture and brand in lacrosse and growth of the sport; other locations available	Requires commitments and regional cooperation from municipal, tribal, State and sports organizations

Table 1. Reuse Concept Evaluation Summary
October 2017

ACTION PLAN

The following pages outline a set of near-term actions and steps that could be taken to advance a range of opportunities for the study area.

Priorities

Based on the opportunities evaluation, the following concepts and sectors stand out as priorities.

PRIORITY CONCEPTS

- The Business Park, Technology Park and Cultural Tourism/Welcome Center each have the potential to balance economic benefits with infrastructure investments, market realities and stakeholder interests.
- These concepts could be pursued in parallel or in sequential phases.

ADDITIONAL OPPORTUNITIES

Due to greater uncertainty, further collaboration and evaluation are needed to determine viability for the concepts below.

- The Regional Tourism Destination and Sports Complex opportunities rely heavily on participation and investment from a specific set of developers or partners whose interests and buy-in are currently uncertain.
- Further coordination among regional tourism destination partners and Akwesasne's LAX360 initiative is warranted to determine interests and potential commitments.



Areas south of Route 37 need road and access improvements.

Infrastructure

Each of the reuse concepts requires new water and wastewater service, along with certain vehicular access improvements. The following infrastructure studies and coordination activities are needed to advance a range of revitalization opportunities for the study area.

WATER SUPPLY

U.S. General Services Administration (GSA) is considering extending a Village of Massena waterline along Haverstock Road to the U.S. Border Station in the near-term. An additional waterline extension is needed to connect the available RACER Trust Massena properties to the waterline connection planned for U.S. Border Station.

- RACER Trust Property north of Route 37: Extend waterline from US Border Station connection RACER Massena property.
Estimated cost: \$900,000 - \$1,200,000 .
- RACER Trust property south of Route 37: Evaluate options for extending water supply south of highway via Route 45/Indian Road or nearby SRMT waterline.
Estimated cost: \$200,000 - \$400,000.

WASTEWATER SERVICE

The RACER Trust properties and the nearby Alcoa East facility both require new wastewater treatment facilities.

- Evaluate design, permitting, cost and feasibility options for prepackaged wastewater treatment systems with potential for phased expansion at RACER Trust Massena properties.
- Estimated cost for wastewater service: \$1,300,000 - \$1,500,000 (North); \$250,000 - \$750,000 (South)

VEHICULAR ACCESS

The RACER Trust Massena property south of Route 37 lacks adequate road access to support a Tourism Center over the long-term.

- Begin discussions with NYSDOT for direct access to Route 37. Estimated cost: \$150,000 - \$500,000 + ROW acquisition.

Marketing

Successful revitalization requires a strategy that balances local initiatives and priorities, along with targeted business attraction. The near-term actions outlined below focus on coordinating such efforts, and strengthening partnerships.

COORDINATION + PARTNERSHIPS

- Support RACER Trust in continued marketing efforts to a range of potential users as identified in the Business Park, Technology Park and Tourism Center concepts.
- Pursue a mixed-use strategy that builds on the cultural heritage of Akwesasne and Massena, and the location's assets—power, rail, natural gas, access to Canada, and riverfront property.
- Coordinate business attraction strategies for RACER Trust and Alcoa East properties through regional economic development organizations; consider redevelopment potential of both facilities.
- Coordinate near-term opportunities with potential tourism center tenants, including SRMT Office of Economic Development, Town of Massena, local governments and North Country tourism partners.
- Soil cleanup levels and allowable land uses will need to be considered in future development plans. Prospective purchasers will need to work directly with RACER Trust and agencies to ensure compatibility between proposed plans and the site's remedy.

The Study Area is zoned for Industrial Manufacturing, a designation that does not currently allow for tourism, recreation or office uses. The Town of Massena is maintaining this zoning, which is consistent with zoning for other large, nearby parcels. However, the Town has indicated a willingness to review and/or modify zoning if necessary to accommodate preferred uses.

Ownership and Management

RACER Trust is the entity responsible for promoting the site's redevelopment. RACER Trust has been working to market the property for reuse since its formation in 2011. RACER Trust is solely responsible for selecting a

buyer, referencing guidance provided by the sales criteria that the Trust must consider in evaluating all prospective property sales, including a common community vision.

In coordination with marketing efforts and the RACER Trust, an ownership or management entity needs to be identified that can raise funding, finance improvements and implement redevelopment. Several ownership and management options are outlined below.

DIRECT SALE: Direct sale to one or two businesses seeking long-term ownership of real estate assets could eliminate the need for an intermediate owner or management entity.

LOCAL DEVELOPMENT CORPORATION: Smaller businesses typically need to lease land, buildings or space in a business or technology park built and managed by a local development corporation, or a private developer.

MASTER DEVELOPER: Strategies with multiple development programs, such as mixed-use concepts or a tourism destination, often require a private-sector master developer that oversees financing and construction, then either sells or manages the property.

RACER TRUST SALES CRITERIA

RACER Trust considers the six criteria listed below for marketing properties and for evaluating purchase offers and development proposals.

1. The sufficiency of the purchase price.
2. The potential for job creation in the affected community, state.
3. Other benefits to the affected community, state and Tribe, such as increasing tax revenue, generating economic activity, reducing blight, and providing a sense of renewal.
4. Avoidance of interference with the environmental cleanup or an increase in the cost of the work.
5. The views of the affected communities, the Tribe, and the state.
6. The reputation and credibility of prospective buyer.

Massena

Brownfield Opportunity Area

Revitalization Plan

October 2017

Massena, New York

Prepared for St. Lawrence County with funding from the New York State Department of State Brownfield Opportunity Areas Grant program.

For More Information

Please visit the project website:

www.skeo.massenaboa.com

or

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