

# City of Ogdensburg



## **Downtown Waterfront Core Brownfield Opportunity Area Plan Nomination Study**



December 2015

*This document was prepared for the City of Ogdensburg with funds provided by the NYS Department of State through the Brownfield Opportunity Areas Program.*

## EXECUTIVE SUMMARY

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The following report and appendices were prepared for the City of Ogdensburg, NY in order to satisfy the requirements of their *Brownfield Opportunity Area (BOA) Program Step 2: Waterfront Brownfields Opportunity Area Nomination Work Plan*. In addition to satisfying the requirements of the BOA Work Plan, the goal of this report and its associated activities was to help the City move beyond its BOA planning mandate towards physical implementation of projects by positioning the waterfront BOA districts for redevelopment.

In 2011, the City of Ogdensburg, New York initiated a planning process for the City's downtown waterfront core. The City secured funding through the U.S. Environmental Protection Agency (EPA) Brownfield Area-Wide Pilot (AWP) program and the New York State Department of State's Brownfield Opportunity Area (BOA) program in order to analyze the proposed study area and develop a brownfield action strategy. This strategy will guide and coordinate future waterfront redevelopment initiatives within the 330-acre study area with an emphasis on catalytic brownfield properties.

The following is a brief description of the activities that occurred during the approximately 4-year process.

1. Initially, the City carried out an extensive collection of background information and stakeholder engagement that included activities associated with the BOA and its USEPA Area-Wide Pilot.
2. Through a USEPA technical assistance program associated with the Area-Wide Pilot, a broad market analysis of the BOA areas was conducted. This work included collecting initial background data, conducting interviews, and providing general recommendations about the potential markets for the BOA districts.
3. Subsequently, the City of Ogdensburg completed a more definitive Market and Economic Trends Analysis for its BOA Step 2 work plan from August –November 2012. This report clearly defined the market area and identified specific potential uses for the BOA districts. This report has been used extensively in the feasibility analysis conducted in the completion of the BOA Step 2.
4. This BOA Step 2: Nomination Report is the final step in the completion of the BOA Step 2 process conducted from January – September 2013. This last step included in-depth feasibility analysis of strategic sites within the BOA and identification of catalytic projects and actions intended to move the waterfront forward towards a new future. This analysis has been based on a comprehensive review of site opportunities and constraints, including environmental conditions, financial feasibility based on a variety of engineering, market, and economic conditions, and stakeholder interests, including but not limited to, citizens, local elected officials, regional and state officials, private development interests, and non-profit stakeholders.

While this report documents all the requirements set forth in the BOA Step 2 Work Plan dated October 2009, the primary emphasis of this effort has been to move beyond planning towards physically catalyzing redevelopment of the waterfront.

## Community and Project Overview

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The study area for the waterfront BOA is approximately 330 acres located entirely within the municipal boundary of the City of Ogdensburg at the confluence of the St. Lawrence and Oswegatchie Rivers in the downtown core. The project area stretches from the westernmost edge of the City, east to Paterson Street and from the St. Lawrence River shoreline south to Lafayette Street, creating a concentrated area of strategic opportunity within the larger context of the City. The proposed BOA includes four *strategic districts* of brownfields, vacant and/or underutilized properties all located along the City's waterfront, spanning the St. Lawrence and Oswegatchie Rivers.

1. Diamond District
2. Fort District
3. Marina District
4. Augsbury District

These divisions ensure that recommendations address adjacent neighborhood-specific issues and opportunities. The four districts were identified based on physical conditions and access, general location, as well as the community's overall vision for waterfront revitalization. Each of the four strategic districts has a unique identity and role in the overall revitalization of Ogdensburg. These areas represent key components of the BOA, with portions of each district reliant on others for success.

## History

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The Ogdensburg waterfront has historically functioned as the industrial backbone of the City, supporting a vibrant fresh water port, milling and tannery operations, rail and ship yards, and later the Diamond International Paper Mill. The City's access to the Port of Ogdensburg (once the last port on the St. Lawrence River) together with the availability of rail services supported a thriving network of industrial, manufacturing, retail businesses. However, the advent of the St. Lawrence Seaway in the 1950s, the completion of the Ogdensburg-Prescott Bridge in 1960, and Urban Renewal during the 1970s resulted in the beginning of a dramatic decline for the City.

Today, the downtown waterfront area is comprised of vast stretches of vacant brownfields, remnant industrial buildings, and a legacy of contamination. The known and suspected environmental contamination on these vacant waterfront parcels within the City are thwarting critical economic redevelopment projects which could stimulate the local economy and create new jobs for residents of the greater Ogdensburg area.

## Existing Conditions

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The BOA contains 520 land parcels, 248 of which are contained within the four districts.

The Diamond/Shade Roller District, formed around two large brownfield sites consisting of five parcels of land, is the largest of the BOA districts, accounting for 46.2 acres (after factoring in right-of-way and water acreage). Approximately 26 acres are located on the St. Lawrence waterfront. The district is primarily vacant, but does include single-family homes contiguous with the City-owned Diamond and Shade Roller parcels. This district is more isolated than the other three, located off of the downtown arterial highway with undulating topography, generally sloped north toward the St. Lawrence River bank.

The Fort de La Presentation District is located just east of the Diamond/Shade Roller District along the Main Street Corridor and is roughly 34.9 acres. Of those 34.9 acres, over 59% is privately owned by Fort La Presentation Association, but remains undeveloped. This district includes one brownfield site composed of three parcels and roughly nine other vacant parcels.

The Marina District is due south of the Fort District and lies along the western banks of the Oswegatchie River. This 45.0 acre district accounts for over 26% of all BOA parcels, 139 in total. The Marina District is comprised of six suspected brownfield sites and approximately 47 vacant parcels of various sizes. It is suspected that some of these vacant parcels may contain contaminants, however lacking sufficient assessment data this remains unproven.

The Augsbury District is centrally located within the City, on the easternmost edge of the BOA between Caroline and Paterson Streets; and is the smallest in total acreage. This 26.2 acre district, containing one brownfield site, composed of three parcels, is situated on the St. Lawrence River, with the Port of Ogdensburg to the east and the Greenbelt Park system to the west with single-family homes on the south side of Riverside Ave. This district was formerly the “Augsbury Tank Farm”, a petroleum bulk storage facility. The brownfield site is wooded with some portions cleared around remnant buildings. There are no significant natural or physical attributes other than its frontage along the St. Lawrence River, which does boast a reinforced steel bulkhead.

Overall, the entire BOA contains a total of 38 parcels over an acre in size. Of these 38 parcels, 13 are vacant. The vacant sites account for a total of 76.4 acres or 23.4% of the BOA.

### Demographic Characteristics

The population of Ogdensburg has declined over the past 10 years by a total of 10%; from 12,364 in 2000 to 11,128 in 2010. This trend is forecasted to continue, albeit at a much slower rate. From 2010 to 2016 the decline is estimated at only 0.15%. Additional demographic characteristics include:

- Population centers are in the Canadian market area
- Canadian market area population and households are growing at over twice the rate of the United States
- 2011 Median Household Income – \$33,708
- 2011 Households making < \$15,000 – 22.6%
- 2012 Median Sales Price for Homes – \$59,950

Analysis of the demographics, educational attainment, and retail leakage indicates that the area faces the following social and economic disadvantages when compared to the larger market area:

- Significantly lower median household income compared to both U.S. and Canadian counterparts.
- Retail leakage in full-service food and drinking, automotive sales and service, and clothing and accessories.
- Overall market rental rate in retail is \$6-\$11 Net-Net-Net (NNN).

### Economic Trends

Economic analyses evaluated trends in employment and economic sectors for the City of Ogdensburg and the Canadian province of Ontario.

## Employment

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In 2010, the unemployment rate within Ogdensburg for the civilian population was estimated to be 8.6%; this is expected to decline to 7.0% by 2015. The current employment picture in Ogdensburg is dominated by the Services sector, which accounts for almost 60% of the total labor force. The Services sector represents those jobs that encompass non-manufacturing activities. The next largest employment sector, accounting for 9.7% of the workforce is Retail Trade, followed closely by Public Administration and Manufacturing.

## Strong Economic Sectors

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Ogdensburg has greatly benefited from its location on the international border with Canada, which has helped the City weather our current national recession. Its location on the U.S./Canadian border has made the City ideal for merchandise distribution operations and other industries that depend on contact with urban markets. Canadian markets including Toronto, Kingston, Ottawa, Montreal, and Quebec are all located within a 250-mile radius of Ogdensburg. Additionally, on the American side, Buffalo, Rochester, Syracuse, Utica, and Albany are also located within that same 250-mile radius.

## Potential Market Strategies

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Ogdensburg's economic strengths provide a foundation for the following potential market strategies:

- Intensify efforts to attract and retain new Canadian businesses.
- Collaborate with the Ogdensburg Bridge and Port Authority (OBPA), Chamber of Commerce, and Local Development Corporation to market and promote Ogdensburg as a point of origin.
- Enhance job training outcomes with stronger ties to business demand.
- Improve housing stock and create housing options on the waterfront to encourage people to move back to the City (and to encourage Canadians to move to Ogdensburg).

## Public Participation

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During the spring and summer of 2011, planning staff analyzed existing conditions throughout the BOA study area and gathered information about properties and areas potentially impacted by contamination and or blight. A project Steering Committee was formed consisting of adjacent property owners, entrepreneurs and business owners, local not-for-profit representatives, and otherwise interested community residents. Throughout a series of summer public summer workshops and steering committee meetings, staff convened stakeholder discussions and community feedback on existing conditions, strengths, weaknesses, and opportunities that led to the development of a community vision. With an established vision, the City established a set of revitalization strategies and an action plan for the downtown waterfront study area.

## Land Use Challenges

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Ogdensburg's waterfront faces a range of social, economic, and land use challenges; stakeholder discussions and analysis of existing conditions identified the following challenges to redevelopment of the study area:

- The waterfront is not visible from main thoroughfares, including State Highway 37 and Route 68.
- Inadequate linkages and signage/wayfinding to existing community assets, including the Remington Museum, Dobisky Visitor Center and municipal marina, Maple City Trail, and public boat launches.
- Commercial uses are dispersed and fragmented; there is no central business district, or “downtown”.
- Poorly-regulated multifamily conversions compromise housing quality and neighborhood pride.

## Land Use Assets

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Participants felt reuse strategies can build on the following assets and opportunities:

- Proximity to waterfront and natural scenic value.
- Strong cultural heritage and cross-border connections.
- Existing infrastructure and capacity to accommodate development.
- Significant public land and open space.
- Historical building details and varying architectural styles.

The Steering Committee analyzed public feedback and developed an approach that would establish targeted revitalization strategies; develop revitalization concepts that take into account the needs of community residents along with market considerations and physical site conditions; and develop a funding matrix that could be used as a reference guide to advance priority projects. This approach focused on five main objectives:

1. Identify catalytic brownfield properties;
2. Define priority infrastructure improvements, and catalytic projects;
3. Address challenges and build on local assets;
4. Outline strategies in a unified concept plan; and
5. Build community capacity for implementation.

## Community Vision

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### Vision

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The public participation meetings laid the groundwork for a series of community visioning excises that took place in the fall of 2011. The City utilized visual preference surveys to collect the public’s perspective. Participants indicated their preferences among a series of images used to illustrate various options for development, infrastructure, streetscape and open space, light standards, screening, landscape features, and other elements which might be found within the BOA study area. The value of the survey is in the range of opinions, the shared common ground, and the desire expressed by the public, giving a sense of what they would like to see in their community. The objective was to further define the vision for the future development of catalytic sites and the BOA as a whole. Through this series of public workshops, with help from the BOA Steering Committee, vision statements were developed for the entire BOA and each of the strategic districts. The community vision provides a framework for future redevelopment efforts and defines a role for

each strategic district within the BOA. The outlined vision statements aim to capitalize on the City's waterfront location, strong culture and heritage assets, and its proximity to large Canadian markets (population and wealth centers).

*"The downtown waterfront Brownfield Opportunity Area is a destination in northern New York where individuals and families can live, work, visit, and play. The downtown waterfront core is an essential urban experience with a sustainable employment base, mixed-use neighborhoods, and a vibrant collection of housing options. The St. Lawrence and Oswegatchie riverfronts offer a full spectrum of amenities and services to enhance the quality of life for residents and visitors alike."*

The catalytic short-term projects and zoning and tourism recommendations discussed in the Section 3 of this report are grounded by this framework of a complete and holistic vision for the future. Section 3 provides additional details addressing the long-term plans within which short-term projects can be defined so that collectively these projects will re-envision and ultimately develop an Ogdensburg waterfront that welcomes current, future, and returning residents, as well as visitors. This community vision establishes projects that can be completed in the next one to five years, and focuses on the subsequent six to fifteen year time frame.

In addition to a mix of residential, commercial, and institutional uses, a key aspect of all new developments and activity along the waterfront is the improvement of public waterfront access for all Ogdensburg residents. It is crucial for citizens to be able to benefit and enjoy their waterfront, whether by boat, foot, or on bike. As such, all short-term and long-term initiatives are designed to ensure that sizeable waterfront areas, that are presently largely inaccessible, are returned to active use by citizens.

### Catalytic Projects

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The development of the former Diamond/Shade Roller properties to welcome current residents and former residents returning after retirement to a unique location that allows for "aging in place" all along an unrivaled view of the St. Lawrence. It is expected that the 1,200 SF condos will have a sales price of approximately \$288,000 and the commercial space will lease for \$10/SF.

In the Marina District, the roadway realignment of West River Street and Main Street sets the stage for more significant development opportunities. This realignment improves traffic flow and pedestrian safety throughout the district and creates additional opportunities for future development.

The Fort property is an important link between the Diamond District, the Marina District, and the Augsbury District. Its potential long-term development will depend on private and civic resources, as well as public sector assistance. However, this district has the potential to be a cultural anchor and significant attraction.

The Augsbury District is strategically located in the downtown core, adjacent to the City's Greenbelt and public marina. The vision to redevelop these properties into "The Rambles", a mixed residential, commercial, and institutional hub on the St. Lawrence River, is hindered by the need for additional environmental investigation. Here again, like at Diamond, it is expected that 1,200 SF condominiums will have a sales price of approximately \$288,000 and that commercial space will lease for \$10/SF. "The Rambles" is intended to encourage meandering through the site and invoke a sense of whimsy as one takes in the waterfront setting.

These catalytic projects are those where strategic public investment in the short-term will help leverage new privately-funded development and build momentum for the transformation of

Ogdensburg's entire waterfront. These projects are designed to galvanize stakeholders, attract private sector investment, and create new areas of economic vitality.

The goals of these catalytic projects are three-fold:

1. Create a destination or place on the Ogdensburg waterfront where people live and spend money;
2. Increase tourism within Ogdensburg, along the waterfront and throughout the City; and
3. Increase commerce in Ogdensburg on the waterfront.

The first goal, encouraging development of multi-family housing on the waterfront, is the foundational goal as it will increase the economic base of the City and increase spending on goods, services, and entertainment within Ogdensburg. Based on current analysis, developments occurring in Phase I (considered to be the Diamond/Shade active senior housing and Pilot Site projects) 55 additional full-time equivalent jobs and approximately 200 temporary construction jobs will be created.

In the absence of a real property tax policy for multiple story waterfront condominiums, officials in the City of Ogdensburg are currently considering proposing to City Council adoption of a revised tax code. The revisions will provide a competitive tax rate for the waterfront condominiums slated for the Pilot Site and Diamond/Shade active senior housing sites as a marketing and economic incentive to spur waterfront development throughout the remainder of the BOA. A resolution to this effect will ultimately provide a per unit real estate tax rate on the Pilot Site that equates to approximately \$5,300 per unit. Adoption of this resolution will position Ogdensburg to offer waterfront condominiums at a real estate tax price point that:

- Is competitive for potential Canadian buyers who are comfortable with tax rates on the northern side of the St. Lawrence River that are approximately half of the current tax rate in Ogdensburg;
- Is competitive with established tax rates for Morristown's Dockside Resorts; Morristown capped the assessment rates for their multi-story townhouse condominium units at \$145,000;
- Provides the municipality with annual taxes on the Pilot Site in excess of \$200,000; and
- Is sensitized to account for various factors including unit size, view, and amenities and will have applicability to the remainder of the BOA area.

The second and third goals build off of the first and generate crucial spin-off commerce and revenue. However, without first establishing Ogdensburg as a destination to **live**, subsequent goals are unreachable. Therefore, the catalytic projects first focus on developing places that attract people to live along the water.

## ACTION PLAN

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### Recommendations & Near-Term Actions

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The waterfront BOA and accompanying reuse strategy offer a strategic approach to community renewal that can inform the city's capital improvements, programing and site-specific redevelopment efforts.

The projects' steering committee and community residents have prioritized potential strategies and identified the near-term actions listed below to advance economic development, improve quality of life, and enhance open space and connects within the study area.

#### Economic Development

- Advocate for the efficient regulation of the PILOT site and prepare for marketing and reuse.
- Amend zoning map and code within study area to increase certainty in development process.
- Promote marine sales and service, and entertainment within Marina District.

#### Quality of Life

- Improve streetscape and pedestrian amenities at critical gateways.
- Develop a plan for selective acquisition, demolition, property maintenance and reuse.
- Increase housing options.

#### Open Space and Connectivity

- Improve public access to waterfront areas.
  - Develop signage and linkages from the Maple City trail and community assets.
  - Integrate green infrastructure techniques with routine street improvements and capital improvements.
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Appendix 1: Community Participation Plan

Appendix 2: Brownfield and Strategic Property Inventory

Appendix 3: Economic and Market Trends Analysis

Appendix 4: Map Series

## SECTION 1: DESCRIPTION OF THE PROJECT AND BOUNDARY

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### Lead Project Sponsors

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The Mayor and the City Council shall be the local official and the lead agency, respectively, responsible for this waterfront BOA program and will work in cooperation with all city departments. Additionally, the City of Ogdensburg formed a partnership with the community through various workshops and community gatherings to establish a greater sense of community investment and civic pride. While the City of Ogdensburg has a number of active civic and fraternal organizations, it is lacking in community-based organizations, particularly those geared toward revitalization. As such, staff has worked directly with the public to involve, educate, and imagine Ogdensburg's future. The following represents a list of community organizations involved:

- Amvets Post 19
- Association for Neighborhood Rehabilitation
- Benevolent & Protective Order of the Elks
- Claxton Hepburn Board of Directors/P&D Comm.
- Claxton Hepburn Foundation
- Independent Order of the Oddfellows
- International Association of the Lions Club
- Ogdensburg Kiwanis Club
- Knights of Columbus
- Ogdensburg Moose Lodge 814 Loyal Order
- Ogdensburg Boys & Girls Club
- Ogdensburg Bridge and Port Authority
- Ogdensburg Chamber of Commerce
- Ogdensburg Command Performance
- Ogdensburg Garden Club
- Ogdensburg Public Library
- Ogdensburg Volunteer Rescue Squad
- Rotary International
- Society of the United Helpers
- St. Joseph's Foundation
- St. Joseph's Home
- St. Lawrence County IDA
- St. Lawrence County Administrator
- St. Lawrence County Planning
- St. Lawrence Valley SPCA
- St. Lawrence Valley Sportsmen's Club
- United Helpers Management Company
- Fort La Presentation Association
- United Methodist Church
- Zonta International

More specifically, the roles of these and other parties are:

- Mayor: Provide overall program supervision and management.
- City Council Members: Execute program responsibilities, in coordination with the Mayor, oversee involvement of volunteer and private organizations, and ensure local government cooperation.
- City Manager: As chief executive officer responsible to the City Council, provide direct supervision of all City affairs relating to program policies, uses, and projects.
- City Clerk: Handle correspondence, communications, and record keeping for City government actions pertaining to the waterfront.
- City Comptroller: Serve as chief fiscal officer for government actions pertaining to the waterfront.
- Director of Planning and Development: Work with City Manager, city departments and boards, and the public in providing direction in the execution of program policies, uses, and projects.
- Planning Board: Provide advice and assistance to the City Council and the public in prioritizing program projects and activities, provide input to the City Council on the compatibility of waterfront activities with program policies and objectives, review and approve site plans for new development

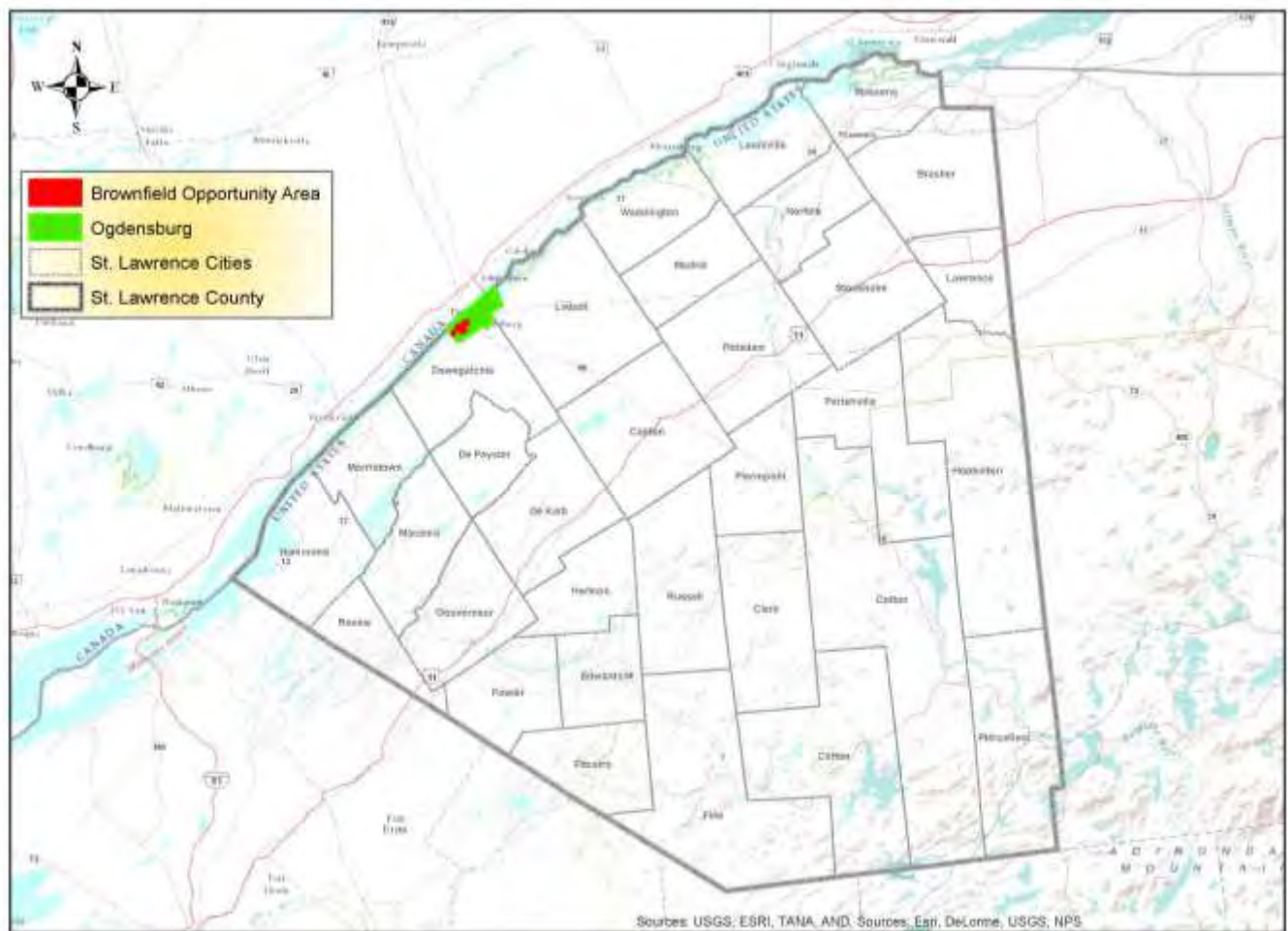
within the waterfront, and participates in consistency reviews in conjunction with lead agency reviews.

- Zoning Board of Appeals: Hear and render decisions on variances, special permits, and appeals from any requirement or determination made by the Director of Buildings and Assessment pertaining to the waterfront.
- City Engineer: Provide technical coordination and assistance as needed on program uses and projects.
- Director of Buildings and Assessment: Provide initial review of proposed coastal area development proposals to determine compliance with the City zoning ordinance, work with City Planning Board and lead agency in expediting all necessary reviews, issues permits, and enforce zoning ordinance.
- Director of Public Works: Manage, maintain, and operate all public works and physical properties pertaining to the waterfront.
- Director of Parks and Recreation: Provide assistance to City Manager and City Council in planning and executing recreational programs and development of recreational facilities pertaining to the waterfront.
- Recreation Commission: Serve in an advisory capacity to the Director of Parks and Recreation in planning and executing recreational programs and development of recreational facilities pertaining to the waterfront.
- City Office of Rehabilitation and Development (CORD): Execute community development and housing rehabilitation programs pertaining to the waterfront.
- Ogdensburg Housing Authority: Oversee development and program coordination for assisted housing within the waterfront.
- Ogdensburg Chamber of Commerce: Coordinate merchant and private sector involvement in the process, assist in soliciting donations for smaller waterfront projects, and promote public and private interest and support for revitalization activities.
- Ogdensburg Steering Committee: Provide community input and guidance in the BOA, Local Waterfront Revitalization Program (LWRP), and USEPA Area-Wide Planning Initiative processes.

## Project Overview and Description

The City of Ogdensburg's first Brownfield Opportunity Area (BOA) is 330 acres at the confluence of two rivers: the St Lawrence and Oswegatchie containing approximately 45 brownfield sites. The study area includes a mixture of residential, industrial, commercial and retail land uses entirely within the municipal boundaries. The BOA includes some of the City's primary cultural resources, including the Frederick Remington Art Museum, and war of 1812 battle field, now owned by Fort La Presentation Association. The study area is composed of 520 land parcels, 38 of which are over one acre, and four miles of undeveloped waterfront that provide significant opportunities for revitalization and reinvestment.

The BOA is strategically divided into four sub-districts: Diamond/Shade Roller District, Marina District, Fort La Presentation District, and the Augsburg District. These four districts represent the critical areas for focus redevelopment efforts within the greater study area, each with known contamination. Furthermore, each district contains at least one legacy user that left behind a glimpse into Ogdensburg's industrial past through visible vacant manufacturing buildings, underground storage tanks in contaminated soil, remnants of above ground storage tanks, and otherwise blighted sites primarily located on prime waterfront property.



**BOA Community Context**

Within the Ogdensburg BOA, the community identified four strategic sub-districts, defined to assist with the preparation of the inventory and analysis and to ensure that goals and objectives address neighborhood-specific issues and opportunities. The sub-districts were identified based on physical characteristics of both the built and natural environments, as well as the community's vision for future redevelopment. Each of the sub-districts has a unique identity and role in the community's vision for revitalization.

1. The **Diamond District**, formed around three large brownfield sites consisting of five parcels of land, is the largest of the BOA districts, accounting for 46.2 acres (after factoring in right-of-way and water acreage). Approximately 26 acres are located on the St. Lawrence waterfront.



**Strategic BOA Districts**

2. The **Fort de La Presentation District** is located just east of the Diamond/Shade Roller District along the Main Street Corridor and is roughly 34.9 acres. Of those 34.9 acres, over 59% is privately owned by Fort La Presentation Association. This district includes one brownfield site composed of three parcels and roughly nine vacant parcels.
3. The **Marina District** is due south of the Fort District and lies along the western banks of the Oswegatchie River. This 45.0 acre district accounts for over 26% of all BOA parcels, 139 in total. The Marina District is comprised of six suspected brownfield sites and approximately 47 vacant parcels of various sizes. It is suspected that some of these vacant parcels are likely brownfields.
4. The **Augsbury District** is centrally located within the City, on the easternmost edge of the BOA boundary and is the smallest in total acreage. This 26.2 acre district, containing one brownfield site, is composed of three parcels situated on the St. Lawrence River, with the Port of Ogdensburg to the east and the Greenbelt Park system to the west.

These sub-districts represent key components of the BOA, with portions of each district reliant on others for success. Furthermore, these districts work together with the existing city fabric to provide all the necessary functions and amenities necessary to support a vital urban center.

The BOA is the City's culminating effort, combining planning, economic development, and marketing to rehabilitate its former industrial and manufacturing core into a sustainable, mixed-use, urban waterfront with high-quality neighborhoods, diverse job opportunities, and accessible recreation alternatives. In essence, the BOA provides an area-wide roadmap for redevelopment within this "city on the river"; an opportunity to build on the success of recent years including the construction of the Dobisky Visitor Center and two New York State Main Street programs.

The ultimate goal of the BOA is to create the opportunity for investment and job prospects that will improve the quality of life for City residents and the entire St. Lawrence region. Through the BOA, Ogdensburg will identify development opportunities and financial resources that will accelerate smart and innovative growth that enables residents to once again live, work, and play along the City's waterfront. While the area-wide approach addresses brownfields at the community level, private property owners also experience benefits, including increased property values, and improved City services and amenities.

Specific, broader community benefits of the area-wide BOA program include:

- Establishment of a community vision and revitalization strategy
- Identification of catalytic sites
- Site inventory
- Defining realistic future uses
- Increased predictability
- Improvement of environmental quality
- Creating partnerships between communities and state agencies
- Advancing competitiveness for funding

In addition, the BOA project ties together a number of related projects and initiatives the City has undertaken in recent years. These include the Local Waterfront Revitalization Program (LWRP), administered by the New York Department of State and the U.S. Environmental Protection Agencies Area Wide Planning program (AWP). The programs are administered by different entities; each has unique rules, regulations, and expectations. The City is administering all three programs simultaneously so that brownfield redevelopment and coastal revitalization planning efforts are integrated and unified. While this approach maximizes efficiency and results, it may not be readily apparent which programs are responsible for the completion of specific, discrete tasks and deliverables.

To understand the interplay between the LWRP, BOA, and AWP, it may be useful to visualize a tiered wedding cake. In this analogy, the LWRP serves as the foundational bottom layer. The first major LWRP task is a City-wide inventory and analysis (I&A) of conditions, assets, and challenges. This step enables and informs policy development and later identification of priority projects. I&A is an essential component of any comprehensive planning initiative; accomplishing this work on a Citywide basis for the LWRP reduces the amount of resources that need to be expended for similar (and, in many cases, identical) work on the BOA and AWP.

After the I&A is completed, the next phase of LWRP completion is policy development. At the most basic level, local coastal policies are developed to ensure multiple, compatible, and sustainable productive uses of Ogdensburg's surface waters and landside areas. A successful policy framework clarifies the City's expectations – which is vital to attracting developers who prefer clarity and predictability to vague policies and procedures that effect development. As with the I&A phase, creation of a unified policy framework for land use, design, and public access helps to define and provide the context for potential design scenarios that are ultimately developed more thoroughly via the BOA and AWP processes.

It is necessary to create a tailored I&A that is more specific to the geography and programmatic focus of the BOA and LWRP. And it may be necessary to create an enhanced level of policy-related detail for both programs. But these efforts are vastly simplified through their integration with the LWRP planning process. Due to this integration, program monies can be spent more efficiently and with more emphasis on physical implementation (redevelopment).

The final major goal of the LWRP is to establish a broad list of priority projects and scenarios. In Ogdensburg's case, this phase has and will continue to provide a series of generalized land use concepts and models. Specific and refined site design will be reserved for those programs better suited to these tasks, namely the BOA and AWP.

Continuing with the wedding cake analogy, the BOA program represents the middle tier. As described above, the LWRP ideally gives the City a general sense of the desired “what” and “where” of future revitalization and redevelopment efforts. BOA planning adds additional detail to this process. Because the BOA program is especially oriented towards Step 3—implementation—it is logical to focus planning efforts on creation of potential redevelopment scenarios that follow the LWRP agenda to the extent possible. The BOA utilizes the policy framework established by the LWRP to build upon some of the generalized projects described by the LWRP for the purpose of creating specific development and design scenarios for catalyst sites and districts with emphasis on connecting brownfields through corridors and integrating redevelopment with the existing fabric of the City.

The AWP adds an additional level of refinement to the planning process. The City is positioned to create highly detailed master plans for key sites. Whereas LWRP visions will focus more on district concepts and character modeling, AWP planning builds on and refines these efforts to create more detailed development visions. The AWP will be used to produce development concept plans that include variables like square footage, unit size, land use mix, building height and setback, etc. Taken in tandem with the generalized design and land use guidelines produced through the LWRP, the AWP will create site-specific brownfield redevelopment concepts. These tailored concepts will be used by the City to target prospective developers.

Taken together, these programs represent a significant progress in implementation and brownfield revitalization by integrating fully-formed design and planning visions with funding and technical assistance priority and preference from a complement of state and federal agencies.

Over the past 12 years, Ogdensburg has leveraged more than \$6 million in federal, state and local funds used to investigate and remediate potential brownfield sites throughout the City. The most recent of which was \$300,000 in USEPA Supplemental Revolving Loan Funds awarded in the summer 2013. This targeted effort has resulted in demolition, remediation, and access improvements along the City's waterfront. An additional \$35,000 in New York State Department of State-Division of Coastal Resources

funding was secured in 2008 to update the City's 1987 Local Waterfront Revitalization Program (LWRP). This update will enable the City to attract appropriate development that will take advantage of, while respecting, the unique cultural and natural characteristics of the City's waterfront.

Given the size of the development sites, the locational advantages of their waterfront access and the available municipal infrastructure, the development of the BOA sites in Ogdensburg, like their counterparts on the Canadian side of the St. Lawrence River, will support a mix of residential and commercial uses. These uses must be designed and developed in a scale and manner which will provide a unique waterfront lifestyle for a combination of retirees, professionals working in Ogdensburg, as well as summer residents. The development of the waterfront BOA districts has the potential to help Ogdensburg, in part, redefine itself both historically, by virtue of the sites supporting and capitalizing on the history of the Fort de La Presentation experience, and by defining Ogdensburg as a vibrant waterfront community offering a range of activities that will attract both United States and Canadian residents and tourists.

## Community Vision and Goals and Objectives

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Through the initial series of public workshops, with help from the BOA Steering Committee, vision statements were developed for the overall BOA and each of the target areas. These vision statements provide an overview of the future role of each sub-district within the BOA. The overall BOA Vision Statement states:

**"The downtown waterfront Brownfield Opportunity Area is a destination in northern New York where individuals and families can live, work, visit, and play. The downtown waterfront core is an essential urban experience with a sustainable employment base, mixed-use neighborhoods, and a vibrant collection of housing options. The St. Lawrence and Oswegatchie riverfronts offer a full spectrum of amenities and services to enhance the quality of life for residents and visitors alike."**

The above vision statements led to the creation of a series of overall BOA goals, as well as specific goals for each of the individual sub-districts. These goals will help guide the future redevelopment and revitalization planning for the BOA and serve as a way for the community to evaluate the planning process to ensure it is moving forward in accordance with the vision.

### Overall Goals:

- Bring people to the waterfront
- Address environmental contamination through assessment and cleanup activities
- Generate employment opportunities

In addition, the BOA districts possess the development potential to generate employment opportunities within several sectors of the local economy. Direct jobs that could be created include:

- Construction jobs, which given the size of the development sites will provide multi-year employment;
- Retail employment opportunities related to waterfront commercial development which will compliment and support housing development;
- Tourism jobs created by capitalizing on the development of the Fort de La Presentation, as well as enhanced marketing and exposure of the Frederic Remington Museum; and

- Marine employment related to increased development of marinas in the area to attract boaters, as well as possible marine repair facilities in the area.

The waterfront BOA provides significant opportunities to grow and expand businesses, create new housing choices, and increase accessible recreation. The mix of uses will help to generate demand for goods and services that can be further supplemented by the existing business district and established neighborhoods.

## Brownfield Opportunity Area Boundary Description and Justification

Ogdensburg's waterfront BOA stretches from the western most edge of the City east to Paterson Street and is bound by the St. Lawrence River to the North. The primary streets comprising the southern border include Main Street, Layette Street, Green Street, and Ford Street. The primary organizing features of the study area include the St. Lawrence and Oswegatchie Rivers, Fort de la Presentation, Morrisett Park Greenbelt, Crescent Park, and the Maple City Trail. These elements define the project's districts and establish a framework for connecting neighborhoods, streets, and nodes. These boundaries were selected because they included the large clusters of brownfields within the City and followed the rights-of-way. In addition, these boundaries would allow redevelopment efforts to benefit the largest portion of the City through enhancing the neighborhood character.

The BOA focuses on the previously industrial waterfront, between Paterson Street and Woodford Avenue. The study area leverages the St. Lawrence and Oswegatchie Rivers as primary community assets by maximizing potential river frontage, terminating at logical boundaries: the Ogdensburg International Port (east), the former Diamond National property (west), and Lafayette Street (south).

Historically, the waterfront was the industrial backbone of the City, providing economic prosperity and social vitality. However, the decline of industry, completion of the St. Lawrence Seaway and the impact of urban renewal have all contributed to significant population and job loss, while simultaneously increasing the number of abandoned, vacant, and underutilized properties in and around the downtown waterfront core. These sites represent the definition of a brownfield and hold the promise of significant development opportunity, but also present a substantial impediment to future development.

Ogdensburg's brownfields are particularly unique, given that all of the City's



Boundary Map

undevelopable brownfields – comprising over 100 total acres – are located on the City’s waterfront, in the heart of downtown. The dilemma is unique because the brownfield properties should be the most prized real estate in the City, but in their present state they remain untapped asset.

The Ogdensburg BOA has been strategically divided into four districts, with connecting corridors. These divisions ensure that recommendations address neighborhood-specific issues and opportunities while simultaneously assisting with the completion of the inventory and analysis at a smaller, more concise, scale. The strategic districts were identified based on physical conditions and general location, as well as the community’s overall vision for revitalization.

***Diamond/Shade Roller District:*** The Diamond/Shade Roller District was selected as a BOA sub-district because it is a large, former industrial site that, while comprised of a few parcels, functions as a single property. Previously it was owned largely by a single entity. The district’s large size and key waterfront location make it ideal for consolidating development and environmental remediation endeavors.

***Fort de La Presentation District:*** The Fort de La Presentation District was chosen as a BOA sub-district because of its strategic location along the waterfront, near the downtown core, and its importance as a recreational and historical landmark within Ogdensburg. In addition, the district has a active Fort Association that is actively advocating for the district’s revitalization.

***Marina District:*** The Marina District is unique within the BOA sub-districts. While its waterfront location and history of industrial development make it similar to other districts, it contains 139 individual parcels, with a high percentage privately owned. The district was selected because of its proximity to downtown, cluster of brownfield sites, and its extensive waterfront access.

***Augsbury District:*** The Augsbury District was chosen as a sub-district because of its proximity to downtown, its industrial history, and its potential to link with the City’s existing Greenbelt Park system. The Augsbury District has the fewest individual parcels, but all the parcels are adjacent to each other along the waterfront, making it ideal to consolidate future development and remediation efforts.

By cleaning up and returning the brownfields and vacant/underutilized sites found throughout the districts to productive reuse through the projects discussed in the Reuse Vision and Reuse Strategy, section 3 of this report, the environmental quality of the BOA and the entire City will be enhanced. Remediation has already taken place on portions of the Diamond/Shade Roller District and is the planning phases for the Augsbury District. The City is working diligently with private property owners throughout the Marina District to utilize federal brownfields assessment funding. There have been some assessment and cleanup activities in the Fort de La Presentation District.



Study Area Context Map

## SECTION 2: COMMUNITY PARTICIPATION PLAN AND TECHNIQUES TO ENLIST PARTNERS

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### Community Participation

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The City of Ogdensburg Department of Planning and Development is overseeing the preparation and projects associated with its waterfront BOA Nomination. The Department, in partnership with the City Manager, has developed a Community Participation Plan (CPP) that actively engages various stakeholder groups and the general public (Appendix 1)

The process began with a public “kick-off” meeting on May 7, 2011 with design and planning students from Cornell University and included several public workshops, steering committee meetings, and targeted conversations with stakeholders. Through the last 3+ years, Ogdensburg has been engaged in this process, public participants provided valuable feedback and perspective in four main areas:

- community assets and opportunities;
- liabilities and constraints;
- priority areas and sites for redevelopment and cleanup; and
- site specific design preference.

The City utilized various means of public outreach to garner public feedback including public workshops, steering committee and stakeholder meetings, working sessions with City Council, surveys, local newspapers, social media, and the development of a project website. The use of such varied techniques resulted in a rich database of information, however, the single most useful, and well received exercise was the visual preference survey. This was conducted by City planning staff initially on August 18, 2011 and was so well attended a follow-up was held on September 22, 2011, a comment box was also provided along with images at a local wine and food event on August 20<sup>th</sup> and 21<sup>st</sup> to further supplement this exercise. People indicated their preferences among a series of images used to illustrate various options for development, infrastructure, streetscape and open space, light standards, screening, landscape features, and other elements which might be found within the BOA study area. The value of the survey is in the range of opinions, the shared common ground, and the desired expressed by the public, giving a sense of what they would like to see in their community. The objective is to further define the vision for the future development of the City’s waterfront BOA.





With this input, City staff was able to define strategic districts, sites and development opportunities and develop a comprehensive community vision for revitalizing Ogdensburg's Downtown Waterfront Core Brownfield Opportunity Area. The resulting community vision statement for the downtown waterfront core is: *a destination in northern New York where individuals and families can **live, work, visit, and play**. The downtown waterfront core is an essential urban experience with a sustainable employment base,*

*mixed-use neighborhoods, and a vibrant collection of housing options. The St. Lawrence and Oswegatchie riverfronts offer a full spectrum of amenities and services to enhance the quality of life for residents and visitors alike.* Furthermore, the opinions shared through this application contributed to the formation of district specific goals, projects and tailored vision statements that are described in detail in the **Reuse Strategy** portion of the nomination report.

In addition to the public workshops, an innovative tool employed by the City was the City Manager's *Community Participation Initiative (CPI)*. The CPI was developed to reach out to non-profit, civil, social, and service organizations throughout the City and initiate a conversation with a broader segment of the community (see Exhibit 2-1 for the CPI summary).

This CPI was created as a "community-wide conversation" and focused on three areas:

- Roles and responsibilities of citizens and city hall
- Future possibilities for the City of Ogdensburg
- How these possibilities require a community partnership

The CPI created an opportunity for a community discussion about building a better future. The conversation focused on collaborative ways to engage people in order to benefit the entire community while simultaneously improving and strengthening the social fabric.

As a way of breaking the ice at each CPI event, City staff asked participants a short series of questions regarding their perception of Ogdensburg. One of the key questions was: "What is the story you tell about Ogdensburg?" Many responses focused on the decline of Ogdensburg's downtown and vacant waterfront, while others were satisfied with the current conditions.

A follow-up series of questions focused the attendees on possibilities for Ogdensburg's future. This last series of questions engaged participants and encouraged thinking about the future and how participants could be influential, both as a group and as individuals, in realizing change.

- What are the crossroads the City faces?
  - How does the City attract jobs of the future (i.e., technology and green jobs)? Jobs that entice individuals with more disposable incomes.
  - City is focused on fear of loss and risk of failure.
- What possibilities can transform and inspire the community?
  - City must have a “grassroots” movement; things have to happen from the bottom up, by the people.
  - Find and create small successes and build on them. Celebrate success and share in failures. Failures will happen, but we must learn from our mistakes and move forward.
  - Ogdensburg must refocus to be more business friendly and residents need to take more pride and personal stake in local businesses; support local, build local, buy local.



As a conclusion to the conversation, staff spoke individually with groups regarding ongoing initiatives taking place throughout the City. The CPI was a step in encouraging the community to think about possibilities for Ogdensburg, and more importantly, the roles each citizen, business owner, and property owner can play in order to successfully implement revitalization efforts.

The CPI began in late 2010 and continued through 2011, taking place during the same period of time as the community workshops. The CPI was delivered to groups at regularly scheduled meetings to a more “captive” audience as a means of encouraging participation throughout the BOA process.

While formal public outreach has slowed to analyze feedback and data, and to craft the nomination report, the City continues to utilize the local newspaper and project website ([ogdensburgwaterfront.com](http://ogdensburgwaterfront.com)) to keep the public engaged and informed. Public outreach remains a critical component as the City works toward implementation of priority projects. As projects develop, planning staff will ensure ample opportunities for public input are provided that will connect developers with residents and shepherd projects through to completion. The [ogdensburgwaterfront.com](http://ogdensburgwaterfront.com) project website will remain a resource for both the community and developers into the foreseeable future as a “one-stop shop” for BOA related updates and developer information.

## Techniques to Enlist Partners

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Throughout the BOA process, a wide range of techniques have been used to solicit public participation and promote civic engagement that have defined a revitalization effort and identified catalytic projects. This section identifies Federal, State, County and local resources, banks, entrepreneurs, philanthropic organizations and developers that might have resources to contribute to this revitalization effort and how their support will be solicited.

The majority of identified catalytic sites within the BOA require additional environmental site assessment (ESA) and cleanup activities to prepare them as shovel ready sites. Fortunately, the City has secured both a hazardous and petroleum assessment grants totaling \$360,000 in the spring of 2012. Combined with other local efforts, the City has completed Phase I and Phase II ESA's within the Augsbury district, along with an EPA targeted brownfield assessment (TBA). Despite these investments, there remains outstanding need for assessment before cleanup can commence. Environmental assessment and cleanup activities along with other implementation initiatives require partners and support to continue the City's momentum and ensure waterfront redevelopment. Below are the strategies and techniques the City intends to use to identify, contact, and involve partners in the development and implementation of the BOA plan.

## Partners

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### *Federal Partners*

Federal agencies recognize the value of brownfields revitalization and the value of brownfields revitalization projects to community revitalization and economic redevelopment. Many federal government funding and technical assistance programs can promote and enhance environmental assessment and cleanup activities. Continued partnerships with the EPA are essential to securing funding and technical assistance to comply with the above listed recommended actions that will support the redevelopment vision for the Augsbury district. As a recipient of EPA revolving loan funds, the City can access additional funding through the supplemental RLF application. The RLF and supplemental RLF programs provide funding specifically targeted at site cleanup. Eligible costs may include demolition and/or site preparation, but may not be used for pre-cleanup environmental response activities, such as site assessment, identification, and characterization. Other Federal programs include additional EPA Brownfield Assessment grants, EPA Cleanup grants, EPA Workforce Development grants, HUD Brownfield Economic Development Initiative (BEDI), US Department of the Interior (Boating Infrastructure Grants (BIG), and the US Army Corps of Engineers Environmental Program.

### *National Non-Profit Partners*

National organizations like National Development Council (NDC) can also be a resource for technical assistance and training and can enhance the flow of capital for investment, jobs, and community development to underserved communities. Partnering with NDC can open opportunities for utilizing New Market Tax Credits (NMTCs), tax-exempt bond financed projects, and/or Low Income Housing Tax Credits (LIHTCs), all of which contribute to projects that make sense financially.

### *State Partners*

State response programs continue to be at the forefront of brownfields cleanup and redevelopment, as both the public and private markets recognize the responsibilities and opportunities of these response programs in ensuring protective and sustainable cleanups. The number of properties entering into New York's voluntary response program, the Brownfield Cleanup Program (BCP), emphasizes the

states' growing role in brownfields cleanup. Fortunately, New York State has recently extended the BCP through March 2017 in its present form, with tax credits available to developers. The tax credits are available to parties that voluntarily cleanup and then redevelop brownfields sites. The substantial tax benefits of the Program (22 to 50 percent of site preparation costs and 10 to 22 percent of redevelopment costs, or 3 to 6 times the cleanup costs) have been an effective tool attracting investment in brownfield sites and are essential in tertiary upstate communities, like Ogdensburg. The continuation of the BCP is necessary to continue momentum in BOA communities to realize redevelopment goals and successful implementation.

### *Local Private Sector Partners*

Local partners, including banks, philanthropic organizations, local development corporations, and industrial development organizations, along with entrepreneurs and developers are critical partners in brownfield cleanup and redevelopment. Not only do these institutions provide funding opportunities, but entities like the St. Lawrence County IDA can be a resource for additional incentives like payment in lieu of taxes (PIOLTs), and technical assistance. Currently, the City has been working closely with local private sector interests to encourage development within the BOA districts. This includes local developers within Ogdensburg, the North County, and across the border in Canada. The discussions are ongoing and meaningful progress and increased interest from these parties demonstrates that market opportunities exist within Ogdensburg.

To date City staff has formed a successful cross-border relationship with a Canadian development company, RMP Construction. The corporation has purchased property within the BOA adjacent to the City's greenbelt park and the former Augsburg properties. While not dates for construction have been set, the developer has a proven track record for redeveloping brownfields across the province of Ontario.

Additionally, City staff are working closely with the Development Authority of the North Country (the "Authority"), to identify and solicit developers for other catalytic and priority brownfield properties within the BOA.

### *Local Public and Non-Profit Partners*

Other local partners may include the Development Authority of the North Country (DANC), Sweet Grass Foundation, and Kinney Drugs Foundation.

Federal and State funding is primarily available through notice of funding availability (NOFA) announcements for which the City will continue to monitor for funding opportunities. New York has recently restructured the majority of state funding, streamlining the process through the consolidated funding application (CFA). The CFA serves as the single entry point for access to economic development funding which can be used to leverage private investment for brownfield development and catalytic projects including infrastructure, demolition and cleanup, and development of recreational amenities. Funding sources are detailed below and include both primary funding sources/partners, and alternative sources/joint efforts:

### *Primary Funding Source(s)*

- NCREDC Municipal Water and Wastewater Infrastructure Fund – The purpose of the Fund is to help provide final-gap financing for critical water and sewer enhancements that identify with the community's priorities and the NCREDC's Strategic Plan.

- EPA Building Blocks Sustainable Communities Grants – Provides quick, targeted technical assistance to selected local and/or tribal governments using a variety of tools that have demonstrated results and widespread application. The purpose of delivering these tools is to stimulate a discussion about growth and development and strengthen local capacity to implement sustainable approaches.
- EPA Environmental Workforce and Job Training – Through the link to on-the-ground cleanup activities, Environmental Workforce Development and Job Training Grants train predominantly unemployed low-income and minority residents of communities impacted by a variety of waste facilities, blighted properties, contaminated sites, and other environmental issues, for environmental jobs that contractors may otherwise fill from outside the affected community. Environmental Workforce Development and Job Training Grants help residents take advantage of the jobs created by the management, assessment, cleanup, and revitalization of solid and hazardous waste sites, as well as other environmental projects such as water quality improvement and chemical management, in their communities.
  - This funding source represents an area that Ogdensburg may utilize in partnership with local colleges, the County, and/or the Local Development Corporation(s).
- EPA Revolving Loan Fund – Currently Ogdensburg is a recipient of a 2010 \$1 Million RLF and was recently awarded \$300,000 in supplemental RLF funds. RLFs provide funding for a grant recipient to capitalize a revolving loan fund and to provide subgrants to carry out cleanup activities at brownfield sites. Through these grants, EPA seeks to strengthen the marketplace and encourage stakeholders to leverage the resources needed to clean up and redevelop brownfields. When loans are repaid, the loan amount is returned into the fund and re-lent to other borrowers, providing an ongoing source of capital within a community.
- Department of State Brownfield Opportunity Area Step III – The Implementation Strategy provides a description of the full range of techniques and actions, ranging from actions and projects that can be undertaken immediately to those which have a longer timeframe, that are necessary to implement the area-wide plan and to ensure that proposed uses and improvements materialize. Site assessments on strategic brownfield sites may be eligible for funding if environmental data is required.

### *Alternative Funding Source(s) and Joint Efforts*

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- Empire State Development Grant Funds – This program funds commercial development and funds businesses that will create new jobs or retain jobs at risk and provide infrastructure to projects that will create or retain jobs or promote overall economic growth. Funding is available annually through the CFA process.
- Clean Water State Revolving Fund Engineering Planning Grant Program – This grant program assists municipalities facing economic hardship with the engineering and planning costs of CWSRF-eligible water quality projects. Grants of up to \$30,000 (with a 20% required local match) will be provided to finance activities including engineering and/or consultant fees for engineering and planning services for the production of an engineering report.
- Green Innovation Grant Program – The GIGP provides grants on a competitive basis to projects that improve water quality and demonstrate green stormwater infrastructure in New York.
- New York Main Street New York State Housing Trust Fund Corporation – NYSMS endeavors to stimulate reinvestment in properties located within mixed-use commercial districts and adjacent neighborhoods by providing resources with the goal of establishing sustainable downtown and neighborhood revitalization. Key activities include building renovation and streetscape improvements.

- Local Waterfront Revitalization Program Grant Funding – Grant funding will be available for program planning, feasibility, design, or marketing of specific projects, including construction projects to advance preparing or implementing regional and local strategies for community and waterfront revitalization; redeveloping hamlets, downtowns, and urban waterfronts; planning or constructing land and water based trails; and preparing or implementing a watershed management plan.
- Federal Emergency Management Agency (FEMA) –
  - Preparedness (Non-Disaster) Grants - enhance the capacity of state and local emergency responders to prevent, respond to, and recover from a weapons of mass destruction terrorism incident involving chemical, biological, radiological, nuclear, and explosive devices and cyber attacks.
  - Hazard Mitigation Assistance - programs provide funding for eligible mitigation activities that reduce disaster losses and protect life and property from future disaster damages. Funds may be available to assist Ogdensburg’s desire to update flood plain mapping (FIRM: Flood Insurance Rate Maps).
  - Risk Mapping - NYS DEC and FEMA partnership for floodplain mapping of Great Lakes watershed communities ([www.floodsmart.gov](http://www.floodsmart.gov)). Part of Great Lakes Coastal Discovery Initiative.

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### Future Public Participation and Outreach

Ogdensburg will continue to participate in Interagency Roundtable Discussions as they have in the past, using these opportunities to pitch projects and necessary funding needs to state and local agencies. The New York State Consolidated Funding Application (CFA) remains the primary mechanism to access state funding, which the City will actively participate in through committees and applications. However, CFA awards alone are not sufficient to provide the required public support, without which this catalytic redevelopment effort will fall short. Developing the outlined partnerships with local and national foundations and not-for-profits like the National Development Council (NDC) are critical to securing the necessary financial framework and support on which these projects rely.

While the City does not have a regular schedule of planned public workshops, the Department of Planning will host period public meetings as the community works through the BOA adoption process and into implementation. Furthermore, as the City obtains various grants, including but not limited to EPA grants, the City will comply with public outreach requirements through public meetings and workshops. Additionally, the Department of Planning will continue to utilize their website, social media and the local newspapers to engage the citizenry as redevelopment efforts progress.

## SECTION 3: ANALYSIS OF THE PROPOSED BROWNFIELD OPPORTUNITY AREA

### Community and Regional Setting

Ogdensburg is located in upper New York State in St. Lawrence County. The City stretches for over seven miles along the southern shores of the St. Lawrence River, approximately midway along the River which spans the area between Lake Ontario and the Gulf of St. Lawrence. Ogdensburg is situated directly across the river from the Canadian towns of Prescott and Brockville, Ontario. The City itself is slightly over eight square miles in size, with a generally flat topography and is largely surrounded by farmlands. While Ogdensburg itself is a semi-rural city of approximately 11,000 residents, it is within an easy drive of a population of over 2.5 million people. The City's location has been the historical source of its significance, first as a strategic military outpost, then as a regional economic hub.<sup>1</sup>

Ogdensburg is home to the Ogdensburg-Prescott International Bridge which links New York State to Canada. The presence of the bridge means that Ogdensburg is accessible to the two major Canadian cities of Ottawa (62 miles) and Montreal (119 miles). To its south, Ogdensburg is also close to Syracuse, NY (128 miles), a major retail and university center..

The region was originally claimed by the Oswegatchie and Mohawk Indians. European settlement began in 1749 when the Sulpician missionary Francois

Piçquet established Fort de La Presentation as a base to educate and convert Indians and protect the area for the French. Piçquet's fledgling French and Indian settlement thrived until the Fort was destroyed to prevent its capture by the British in 1760. The British built Fort Oswegatchie in 1760 and maintained control of the area until 1796 when it was turned over to Nathan Ford, agent for landowner Colonel Samuel Ogden of New York City. The Fort was maintained illegally by the British for the protection of fur and lumber interests and as a stopping place for British soldiers traveling on the St. Lawrence River.

Under the development direction of Ogden and Ford, the village grew rapidly, populated by settlers from Canada, Europe, New England, and New York State. The village briefly fell under British control after the American defeat at the Battle of Ogdensburg in 1813. On April 5, 1817, Ogdensburg became the first incorporated village in St. Lawrence County. In the same year, the first Great Lakes steamboat made Ogdensburg a port of call. By the mid-1800s, Ogdensburg became the western terminus of the Northern Railroad and was known as "Maple City" and the "New York of the North." In 1868, Ogdensburg was established as the only City in St. Lawrence County. Due in large measure to its location at the confluence of the St. Lawrence and Oswegatchie Rivers, the City has been a seaport since the



<sup>1</sup> U.S. Census Bureau, 2010 Census, and Environics Analytics.

early 19<sup>th</sup> century. Throughout Ogdensburg's history, industry has relied on its rivers and the bountiful natural resources common to the North Country. These industries have included lumbering and paper production, boat-building, merchant and custom milling, foundry and machine work, tanning, stoves, and pump manufacturers.

Until the 1950s, Ogdensburg's physical character remained essentially unchanged, with dense concentrations of retail and business activity. An international ferry located downtown served these uses and made the City a magnet for cross-border traffic and trade. However, since the mid-20<sup>th</sup> century, downtown Ogdensburg has experienced dramatic changes. The St. Lawrence Seaway, which connects the Great Lakes to the Atlantic Ocean, produced unprecedented industrial growth. The completion of the Ogdensburg-Prescott International Bridge in 1960 triggered the demise of the international ferry and the construction of Routes 37 and 68 as part of the Crescent Urban Renewal Program in the 1970s resulted in considerable realignment of road traffic. Urban renewal also resulted in the demolition of numerous dilapidated buildings in the heart of downtown.

Despite these changes, Ogdensburg has not benefited from urban renewal, or from the creation of the Seaway, in the ways that were expected. Although the Seaway is an engineering marvel, the planned economic impact on New York's North Country was never realized. Additionally, urban renewal, intended to eradicate blight, resulted in tremendous job loss and population contraction even as enormous infrastructure projects came to fruition in Ogdensburg. The City experienced economic decline during the 1970s and 1980s, resulting in the loss of hundreds of jobs. Several industrial



**Regional Context**

waterfront parcels were left abandoned, vacant, or otherwise underutilized. These parcels today represent a significant development opportunity for the City of Ogdensburg and are the target of this BOA study area.

The latest demographic figures for the City of Ogdensburg reveal a declining population. The population of Ogdensburg has declined over the past 10 years by a total of 10%; from 12,364 in 2000 to 11,128 in 2010. This trend is forecasted to continue, albeit at a much slower rate. From 2010 to 2016 the decline is estimated at only 0.15%.<sup>2</sup>

Similarly, the number of households in Ogdensburg is also decreasing—a decline of 2.7% from 2000 to 2010. Projected growth in households from 2010 through 2016 is expected to be almost stagnant within the municipality (-0.10%).<sup>3</sup>

The median household income in Ogdensburg in 2011 was estimated to be \$33,708, well below the U.S. national average of \$50,227. Income is projected to increase by 14.5% over the period 2011-2016 to \$38,599 per annum.<sup>4</sup> Please see the main body of this report for further information on housing trends and needs.

In 2010, the unemployment rate within Ogdensburg for the civilian population was estimated to be 8.6%; this is expected to decline to 7.0% by 2015. The 2010 employment picture in Ogdensburg was dominated by the Services sector, which accounts for almost 60% of the total labor force. The Services sector represents those jobs that encompass non-manufacturing activities. The next largest employment sector, accounting for 9.7% of the workforce is Retail Trade, followed closely by Public Administration and Manufacturing.<sup>5</sup>

The 2010 estimates of educational attainment reveal that over 38% of the population has completed at least some college. Almost 36% have graduated from high school and 13% have received a bachelor's or professional/graduate degree.<sup>6</sup>

Ogdensburg's transportation network lacks direct highway access, but has a number of alternate transportation modes. These include Ogdensburg's deep water port facilities located on the St. Lawrence River, its local airport, and proximity of the Ogdensburg-Prescott International Bridge which connects the City to Canada. Location is Ogdensburg's greatest strength; located on the St. Lawrence and Owsega Rivers, its proximity to major Canadian markets, and easy accessibility via road, rail, air, and water highlight Ogdensburg's assets.

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<sup>2</sup> U.S. Census Bureau, Census 2000 and 2010, and ESRI forecasts.

<sup>3</sup> U.S. Census Bureau, Census 2000 and 2010, and ESRI forecasts.

<sup>4</sup> ESRI forecasts.

<sup>5</sup> ESRI forecasts.

<sup>6</sup> ESRI forecasts.

## Inventory and Analysis

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The following section provides an overview of the existing conditions, opportunities, and potential for the four Brownfield Opportunity Area (BOA) districts. This includes a broad description of the overall BOA study area, followed by specific analysis of the individual districts.

### Existing Land Use and Zoning

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#### *Land Use*

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Land use within the waterfront BOA is mixed, composed of eight of the nine primary land use classifications: residential, vacant, commercial, recreational/entertainment, community service, industrial, public service, and conservation/public lands. The only land use classification not present in the BOA is property class code 100, or agricultural lands. Vacant parcels account for over one-third of the total study area alone. While vacant lands may be viewed negatively, several of these properties also represent the greatest opportunity for redevelopment. While the study area includes a well-rounded mixture of residential, commercial, and community service, there is a deficiency in public service and recreation & entertainment opportunities. Morrisette Park and the City's Maple City Trail, both public park amenities are located within the BOA; when combined with supporting pocket parks account for approximately 25 acres of parkland within the study area.

**Residential:** Residential land uses occupy roughly 52.8 acres of the BOA's total land area, just over 16%. In Ogdensburg, residential land use takes three primary forms: detached single-family homes, multiple dwelling units, and high-rise public apartment buildings. Multiple dwelling units include townhouses, condominiums, converted older single-family structures, and multi-story buildings. Dense clusters occur on both sides of the Oswegatchie River, particularly south of the Spring Street Bridge, and along Lake, Main, Mill and Covington Streets.

The City's residential neighborhoods suffer from inconsistent maintenance and upkeep standards. Deferred maintenance has led to blight and disinvestment in some areas. The City's current strategic management plan includes a mandate to promote and sustain neighborhood reinvestment and stabilization. Progress on this objective will be necessary to support the City's concurrent goal of offering diverse and attractive housing options.

**Business:** Business/commercial uses cluster in several areas including Main, Ford, and State Streets. The largest cluster of commercial land parcels in the historic downtown area is the Ogdensburg Mall, a multi-building retail center created as an urban renewal project. Though the Mall has been intermittently successful in attracting and retaining retail tenants more recently, the mall area has transitioned to a location for social service providers. Currently, the mall houses the DMV, Social Services, Step-by-Step, and United Helpers Day Program, Mosaic. East of the Ogdensburg Mall, Ford Street tends to be characterized by commercial and mixed-use development, and especially restaurants, taverns, and other food service outlets.

Large-scale commercial uses and franchise uses tend to occur most heavily outside the BOA, along state highways at the periphery of the City amplifying the need for better signage to the City's downtown waterfront and cultural amenities.

West of the Oswegatchie River, areas along Main Street, the Arterial, and Lake Street were traditionally home to a variety of commercial businesses. Brownfield contamination and disinvestment

have heavily reduced the amount and diversity of commercial use on the west side of the City, particularly in the Marina District. However, retail and service uses still cluster along New York Avenue and Main Street.

The City should continue to encourage mixed-use development in the core business district. Sprawling commercial development on the periphery of the City has brought economic and employment activity, though sometimes at the expense of the traditional downtown. Market data suggests that additional significant retail opportunities exist within the Route 37 commercial corridor and further study is warranted. Moreover, the City should implement landscaping and design standards to improve the aesthetic appeal of existing strip mall developments.

A diversity of uses is a positive and distinguishing feature of many core urban areas. While the current economic and retail climate is difficult for existing and prospective owners and operators, active municipal support of mixed use is consistent with many of the economic, social, and environmental goals outlined in the City's Strategic Management Plan.

**Residential/Business:** Residential/Business or mixed-use tend to occur along primary thoroughfares such as Ford and State Streets. An additional Mixed-Use district along East River and Lake Streets in the Marina District suffers from high vacancy and brownfield-related blight and disinvestment.

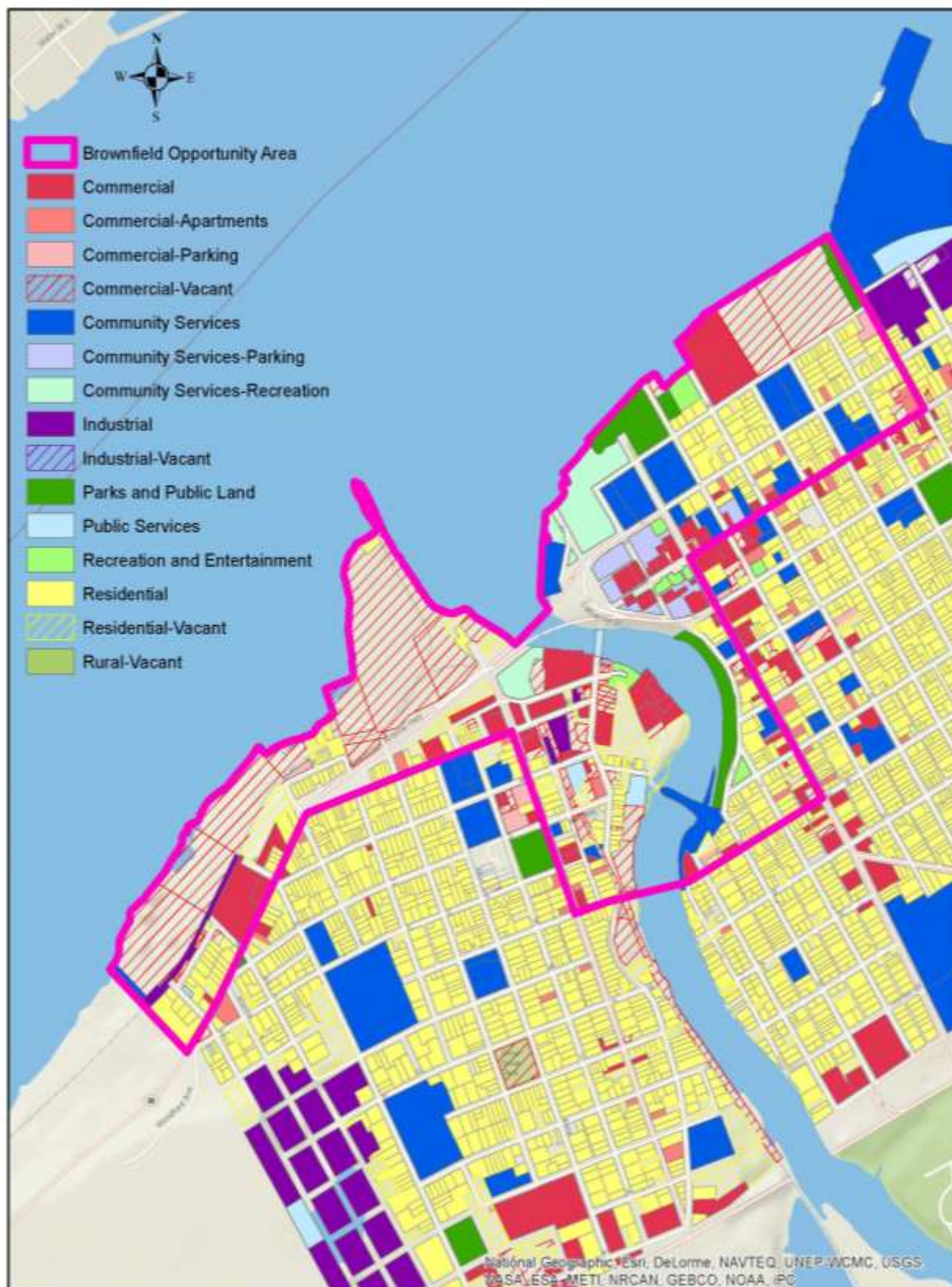
The City should continue to encourage mixed-use development in the core business district. A diversity of uses is a positive and distinguishing feature of many urban areas. While the current economic and retail climate is difficult for existing and prospective owners and operators, active municipal support of mixed use is consistent with many of the economic, social, and environmental goals outlined in the City's Strategic Management Plan. Design standards are critical to ensure the visual appeal of successful mixed-use areas. The City should work to create and enact such standards.

**Industrial:** Historically, Ogdensburg's location along two rivers and its proximity to rail attracted a variety of industries to the City. Evolving markets and trends shifted the geographic focus of the industrial sector from the waterfront to strategically located industrial parks at the City's edge. In the past several decades, industries along the waterfront have been shuttered. In some instances, buildings have been demolished and removed. However, other structures remain, and are a deterrent to prospective reinvestment. Several of the now vacant industrial properties are located in the BOA and are known to contain varying levels of contamination from petroleum products and hazardous materials. The remediation process is long and costly, and the nature of the contamination often limits the ability to make accurate cost predictions prior to the start of cleanup.

Most of the current industrial activity in Ogdensburg is located near the Ogdensburg Bridge and Port Authority's (OBPA) light industrial Commerce Park on NY Route 37, northeast of the City center, outside the BOA boundary. These businesses include light industrial firms, private and public offices and agencies, and associated and professional services. The OBPA has also sold space at its heavy industrial park outside the city boundary.

Active industrial operations within the BOA include:

- Ogdensburg Bridge and Port Authority: marine terminal and port operations; and
- Hoosier Magnetics: manufacturer of hard ferrite powders for permanent magnet applications



**Existing Study Area Land Use**

With easy access to the Canadian highway system and New York interstate routes, and availability of water, sewer and electric utilities, combined with minimal resource constraints to development, Commerce Park is a logical choice for incoming industries. The Park's Foreign Trade Zone designation enhances its attractiveness to Canadian investors. Although it is unlikely that Ogdensburg will regain its

former industrial prominence, it is important that the City maintain a hospitable climate for remaining industries and new industry, particularly green, light, and/or high tech, creative industry.

Though the City continues to make progress in remediating contaminated sites and preparing them for redevelopment, it is unlikely that the St. Lawrence River waterfront will regain its status as an industrial hub. In these areas, the City will promote dense, urban-scale, mixed uses, and other water-dependent and water-enhanced uses.

## *Zoning*

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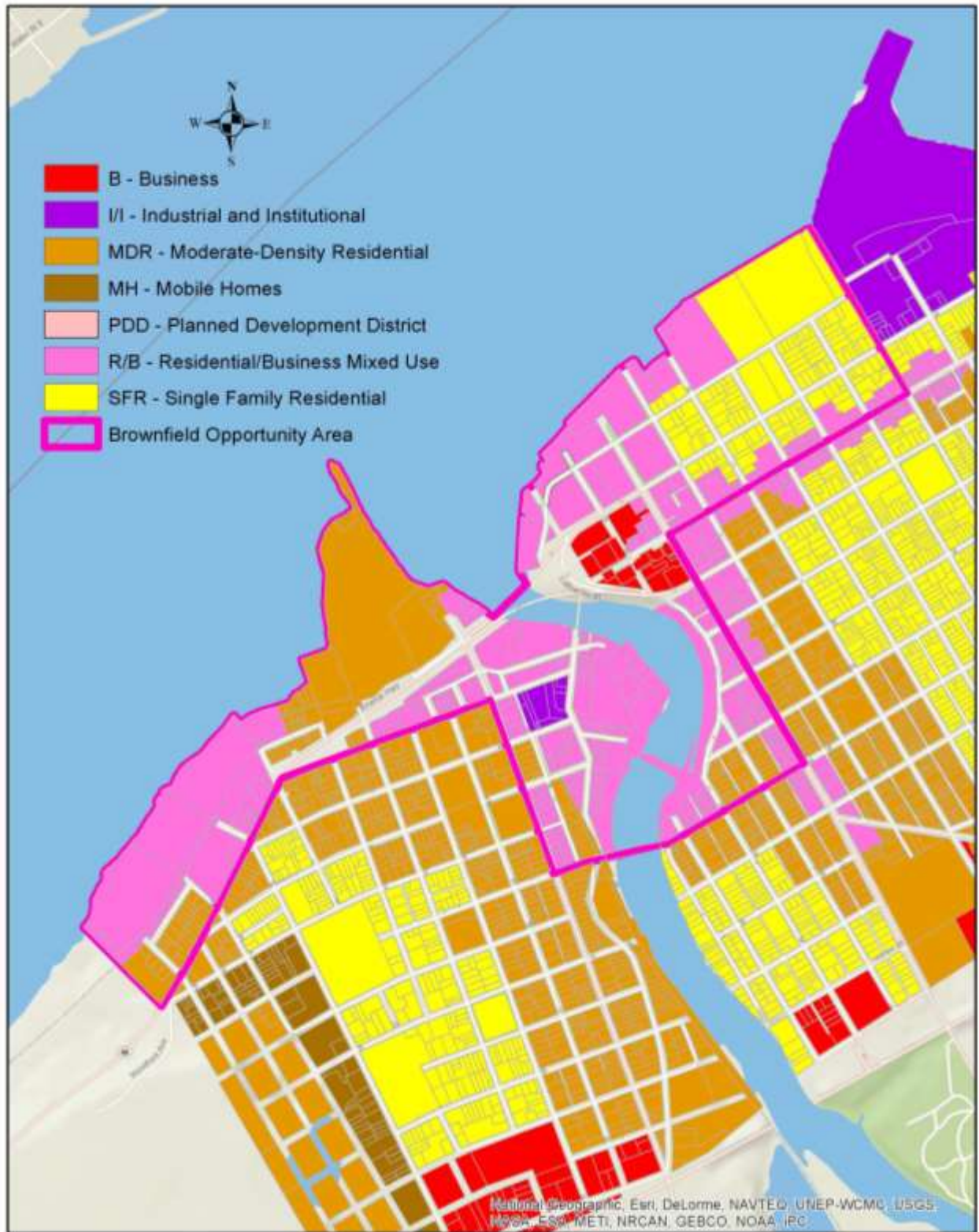
In the fall of 2011, the Ogdensburg Planning Board officially initiated an overhaul of the current zoning code, Chapter 221 of the Municipal Code. As this is an ongoing process, this section of the document will refer to “current zoning” as of January 1, 2013.

City-wide zoning is broken down into seven classifications: Single-Family Residential (SFR), Moderate-Density Residential (MDR), Residential/Business Mixed-Use (R/B), Business (B), Industrial and Institutional (I/I), Mobile Home (MH). In addition to these six classifications the City has an option for Planned Development District (PDD), and a Waterfront Overlay District (W). The intent of the waterfront overlay is to “add(s) an additional level of review, superimposed on the provisions of the existing or underlying districts, that specifically relates to the policies and purposes of the LWRP.” The City’s approved LWRP from 1986 is undergoing revision, with adoption anticipated during 2015. Currently, the approved LWRP Coastal Area contains the majority of all BOA parcels with few exceptions. However, the proposed Coastal Area is synonymous with the municipal boundary; therefore it will apply to all BOA parcels once officially adopted.

Five of the City’s six conventional zoning districts are present within the BOA study area; the City’s mobile home district is not located within the boundary. Brief descriptions of each of the five zoning districts within the BOA, as well as an existing zoning map, are included in Appendix C, Current Zoning. The distribution of zoning districts across the study area closely mirrors the pattern of existing land uses. While current zoning permits a wide variety of development types, existing regulations may inhibit the full realization of the overall BOA vision.

For example, three of the four waterfront parcels within the Augsbury district are currently zoned SFR. This zoning classification specifically prohibits mixed-use development, and only supports the development of single-family residences and or owner operated bed and breakfasts. Furthermore, the SFR district has a height restriction of 35’ that would severely limit redevelopment options.

Modifications to the existing zoning code will be necessary within the BOA to provide greater flexibility in order to achieve optimal waterfront revitalization efforts. Recommendations for such zoning modifications can be found in the *Reuse Vision* section of this report.



Study Area Existing Zoning

## Land Ownership Pattern

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The BOA study area is almost 50% municipally owned (48.9%) of which all notable parcels are owned by the City of Ogdensburg.

### Municipally Owned

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Municipally owned property can often represent a significant resource for community redevelopment and refers to lands not only owned by the City, but County, State, and Federal governments as well. While overall municipally owned lands exist in a constant state of fluctuation, municipalities have control over both acquisition and disposition and authority to dispose of land with greater flexibility when in the interest of the community.

The greatest opportunity for redevelopment of municipal lands within the study area is within the Diamond/Shade District. Here the City holds title to three contiguous waterfront parcels accounting for 54% of the district. With significant land holdings of strategic sites, the City has the ability to guide development toward the implementation of the community vision. In addition to these brownfield properties, the City also maintains ownership of significant parks space that can be programmed to support development of catalytic properties. These park lands are described fully in the Parks and Open Space section.

### Private Land Ownership

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While publicly owned lands have their advantages with regards to redevelopment, privately-owned lands account for the majority of the BOA. In these instances, the development of public-private partnership may be an essential tool to realizing redevelopment potential. The City is eager to work with the private sector to access funding that may not otherwise be available to the private individuals, but which is intended to support economic and business development. To this end the City will continue outreach efforts within the community and among the BOA study area to assist with redevelopment efforts consistent with the community vision.

## Brownfields, Vacant and Underutilized Sites

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The primary impediment to major redevelopment in Ogdensburg is the number of abandoned, vacant, and underutilized parcels, of which many qualify as brownfields. The waterfront BOA is composed of 520 land parcels, 248 of which are contained within the four strategic districts. The districts, formed around a cluster of brownfields have been used to aid in the development of a comprehensive reuse strategy and vision. Based on a review of existing environmental databases, reports and property assessment data, 158 parcels encompassing approximately 140 acres were identified as potential brownfields, vacant sites, or both. These parcels comprise over 40% of the total land area within the Ogdensburg BOA.

### What is a brownfield?

*A brownfield is a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.*

Source: <http://www.epa.gov/brownfields/>



**Study Area Land Ownership Pattern**



**Study Area Vacant, Underutilized and Brownfield sites**

The Diamond/Shade Roller District, formed around two large brownfield sites composed of five parcels and 13 vacant parcels, is the largest (after factoring in right-of-way and underwater lands) of the BOA districts, accounting for 46.2 acres. Approximately 26 acres are located on the St. Lawrence waterfront. The Fort de La Presentation District is located just east of the Diamond/Shade Roller District along the Main Street Corridor and is roughly 34.9 acres. Of the 34.9 acres, over 59% (or 20.5 acres) is privately owned by the Fort Association. This district includes one brownfield site composed of three parcels and roughly nine vacant parcels. The Lighthouse Point site within this district has been partially cleaned up with funding provided by the New York State Department of Environmental Conservation (NYSDEC) and Exxon/Mobil. Due south of the Fort District, along the western banks of the Oswegatchie River, is the Marina District. This 45.0 acre district accounts for over 26% of all BOA parcels, 139 in total. The Marina District is comprised of no less than six suspected brownfield sites and another 47 vacant parcels of various sizes. It is suspected that some of these vacant parcels are likely brownfields. Lastly, the Augsbury District is centrally located in the City, on the eastern most edge of the BOA boundary and is the smallest in total acreage. This 26.2 acre district containing one brownfield site composed of three parcels is situated on the banks of the St. Lawrence River, with the Port of Ogdensburg to the east and the Greenbelt Park system to the west.

Vacant lands or sites are classified by NYS Office of Real Property Services (NYSORPS) as “property that is not in use, is in temporary use, or lacks permanent improvement.” Since vacant sites present substantial opportunities for redevelopment, it is important to note that any property located within the waterfront BOA assigned to the *vacant* category was included in this analysis to assist in the identification of strategic sites. Overall, vacant sites account for approximately 95 acres within the BOA boundary.

- 32 parcels that have been identified as underutilized within the study area. These parcels are in some form of active use, but can achieve greater optimization (48.4 acres).
  - 9 of these parcels are also classified as brownfield sites.
- A total of 30 parcels have been identified as potential brownfields occupying 85 acres, over 25% of the study area.
- There are currently 32 sites accounting for ~48 acres, in some stage of environmental assessment or remediation. This includes strategic parcels in each of the four sub-districts.
- Municipally owned parcels account for 58 of the 158 categorized as potential brownfield, vacant, or underutilized parcels, 37% by number or 56.75 acres (17% of the 330 acres study area).
- 10 parcels are publicly-owned vacant brownfields.

While development activity on many of these parcels remains stagnant due to lack of environmental information, these sites represent the key opportunity for the revitalization and redevelopment of Ogdensburg’s waterfront core. Among the underutilized parcels within the BOA, there are several opportunities for strategic planning and feasibility studies to better determine the highest and best future use. Examples of underutilized properties include:

- The Oswegatchie Pump House: This National Register building served the City when potable water was still drawn from the Oswegatchie River. Today, the building is underused, serving as a parking and storage area for the City’s Department of Parks and Recreation. The isolated and remote location is a weakness of this parcel, but the waterfront setting and architectural features of the building are true assets waiting to be expressed.

- Former Ramada Hotel: Formerly a franchise hotel, the property contains two historic stone buildings, originally used as part of the thriving milling industry. More recently, these buildings were used for extended stay rooms as part of the hotel operation. The present owner has begun renovations to convert portions of the property to condos and a new marina. The property is aptly situated at the mouth of the Oswegatchie and St. Lawrence Rivers with good water depth and accessibility. While the property is highly visible for boaters, the property is difficult to find if traveling via the City Streets.
- 1 Franklin Street: Most recently, this property served both as a restaurant and marina, complete with marine fueling station and docking facilities. Located immediately adjacent to the Augsbury properties, next to the Greenbelt Park system, this property offers immense opportunity. This property was purchased recently by a Canadian development corporation, RMP Construction. The company specializes in brownfield redevelopment across the province of Ontario.
- Downtown Mall: The mall property is a combination of eight City-owned parcels (each with unique tax map numbers) located on Ford Street Extension in downtown Ogdensburg. The buildings on these parcels were constructed as part of urban renewal and offer great opportunity for creative rehabilitation and reuse in the heart of downtown.
- 30 Main Street: This former cheese processing plant is centrally located in the Marina District. This property is immediately adjacent to two other key properties (10 King Street and 101-113 Lake Street) comprising an entire block of underutilized land. While the actual condition of the cheese plant itself is unknown, the structure is in need of major roof repairs and the machinery is antiquated, making cheese production inefficient and unprofitable. Demolition would likely be required as part of any long-term reuse planning for this property.
- 10 King Street: This parcel was the site of a former manufactured gas plant that operated from 1854-1930. This property is immediately adjacent to 101-113 Lake Street and 30 Main Street (also listed here) for a combined total of 3.6 acres of underutilized or vacant land in the Marina District. Remedial work has been conducted on this parcel, but monitoring is ongoing; development restrictions may apply.
- 110 Lake Street: Also located in the Marina District, this 1.02-acre parcel is privately owned and contiguous with the single largest parcel within the Marina District, tax map parcel 48.078-4-25. While separately held, these properties are owned by the same family who has expressed an interest in selling and/or working with the City and developers to advance progress and reinvestment in this area. Together the two parcels account for over 4.5 acres of developable land.
- Duffy Properties—River Street: These five privately-owned, contiguous lots account for 3.24 total acres of waterfront property in the Marina District on the Oswegatchie River. These properties abut Hosmer's Marina to the west and the power dam to the east.

Additional descriptive information on the strategic brownfield, abandoned, or vacant sites was catalogued on individual Property Profile Sheets (Appendix B). The profiles include, where available, the following information:

- |                       |   |
|-----------------------|---|
| • Tax Map Number      | • Property History  |
| • Property Owner Name | • Structural Information                                      |
| • Property Address    | • Known or Suspected Contamination                            |
| • Municipality        | • Visual Evidence of Potential Contamination or Waste Storage |
| • Ownership           | • Other Parcel Information                                    |
| • Land Use and Zoning |   |

## Strategic Sites – Catalytic Opportunities for Brownfield Redevelopment

These strategic sites have been identified as areas where development is important to the community and where the sites can have a positive impact on development of the BOA as a whole. The individual strategic sites are an important factor in the short-term reuse strategy and long-term reuse vision for the entire BOA.

### *Diamond/Shade Roller District*

Containing over 46 land acres, and 75 parcels this is the largest of the four districts with two primary brownfield sites: the former Diamond International Paper Mill site, and the former Standard Shade Roller site. The district is over 54% municipally owned vacant waterfront property. Overall, the district is primarily composed of vacant parcels (61.6%), followed by residential uses (21.9%), and commercial (11.7%) land uses. Less than 2% is attributed to community and public service use.

St. Lawrence River borders this district to the north while the City municipal boundary line creates the western most edge. Due south of this district is primarily modest single family homes, with a mixture of business and commercial uses along Main Street. To the east single family homes create a buffer between the Diamond/Shade Roller and Fort Districts. Currently, there are no notable public parks or recreational amenities within the Diamond/Shade Roller District. Furthermore, the District is composed of only two zoning classifications: Mixed-Use (R/B) and Moderate Density Residential (MDR). The majority of which is zoned Mixed-Use (over 78%) with just over 20% Moderate Density Residential.



Diamond District Strategic Sites

### Strategic Brownfields:

### *Diamond International Paper Company*

The 16.5-acre Diamond International Paper Mill consisting of two parcels (TMN59.021-4-1.12 and 59.021-4-1.13) was acquired by the City through tax foreclosure in 1992. Since the turn of the century, the Diamond site was historically utilized for various operations which included a ship yard and log yard, and paper mill. The predominant use of the site from 1921 to 1987 was a paper mill. During this period, the site underwent several expansions and upgrades under the ownership/operation of a number of paper and pulp companies. Pulp and paper production ceased in 1987 and from 1987 to the early 1990's activities on the site stopped and the property was abandoned. After acquiring the site in 1992 the city conducted salvage operations to remove recyclable materials from the buildings. Salvage efforts ceased when asbestos and other hazardous materials were.

The discontinuation of operations at the site in 1987 left behind abandoned drums and underground tanks, sulfuric acid pits, asbestos containing material, and contaminated sludge. In addition, the past paper mill operations most likely contributed to the environmental conditions that were encountered during the site investigation. The primary environmental concerns associated with the site included: hazardous and non-hazardous industrial sludges and residuals in the former wastewater lagoon, abandoned wastewater treatment clarifiers, semi volatile organic compounds (SVOC), dioxin, and heavy metal contaminated soil at various locations across the site, residual contaminants and structures associated with underground storage tanks (USTs) and paper mill processing tanks, and buried building demolition debris.

Grant funds provided by the New York State Department of Environmental Conservation's Environmental Restoration Fund were used to perform remedial activities under the Department's Environmental Restoration Program. A record of decision was issued by the New York Department of Environmental Conservation in March 2010. Site remediation and stabilization activities were completed in 2010. The record of decision indicates that remedial action has been completed and the site is ready for redevelopment consistent with a site management plan that is currently being finalized. The site management plan is expected to include the following restrictions:

- 1) Land use is Restricted-Residential use which restricts the construction of single family homes and the use of groundwater for potable or process water without water quality treatment.
- 2) Site cover was placed where the upper two feet of exposed soil was above the restricted residential soil cleanup objectives. Disturbance of this cover will need to be addressed by replacing the two feet of clean fill, or the location of structures such as buildings, pavement, or sidewalks comprising the site development.
- 3) No foundations can be placed or excavations conducted on the former closed in place and capped retention basin in the northeast corner of the site.
- 4) Removal or capping may be needed in several "Hot Spot" areas remaining on the site depending on the development activity.

The City received its certificate of completion from the New York State Department of Environmental Conservation (NYSDEC) in April 2014. This certificate establishes the final site management plans and environmental easement that will provide institutional controls that will guide the future reuse of the site. In addition to the environmental restrictions associated with the site management plan, there are several areas of the property where soil conditions may not meet geotechnical requirements for foundations and other structures and where buried concrete debris or foundations may need to be removed. The issuance of the record of decision and the site management plan will allow the City to pass on liability protection to future developers.

### *Standard Shade Roller Site*

Immediately adjacent to the northeast of the former Diamond International Paper Mill site is the former Standard Shade Roller property, TMN 59.021-4-33. The Shade Roller site has supported a variety of industrial uses since the turn of the century. Previous site uses included boat manufacturing, match manufacturing, brewing, milling, and shade roller manufacturing. The predominant use of the site from approximately 1909 to 1997 was for shade roller manufacturing. During this period, the site underwent several expansions and upgrades under the ownership/operation of a number of companies. The site nearly doubled in area over the course of operations at the site, with fill materials placed along the shoreline to make room for storage areas and buildings erected along the shoreline. Window shade manufacturing operations ceased in 1997. Upon closing operations the property was sold to Newell Window Furnishings who primarily used the buildings for storage and warehousing until 2000 when the property was sold again to Waste Recycling, LLC. The 7+ acre site was acquired in 2007 by the City via tax foreclosure from Waste Recycling, LLC. Since acquiring the parcel the City has entered the site into the State's Brownfield Cleanup Program (BCP) and assessment and cleanup are ongoing.

A number of investigations have been completed on the property from 1991 through 2010. The primary environmental concerns associated with the site included: hazardous and non-hazardous industrial sludges and residuals from manufacturing operations, wastes derived from a zinc-cyanide electroplating process, volatile organic compounds (VOC), semi volatile organic compounds (SVOC), dioxins/furans in groundwater (possibly from former Diamond International Paper Mill site), and metals at various locations across the site. PCBs have also been identified in concrete debris associated with the building demolition.

Remedial investigation activities are progressing on the parcel owned by the City under the Brownfields Cleanup Program (BCP). Asbestos abatement and hazardous material removal activities were conducted prior to building demolition in 2012. The building slabs and foundations are still present on the site. A remedial investigation work plan was developed in October 2012 to include additional investigation and interim remedial action. The site is currently being evaluated based on Restricted-Residential use (restricts the construction of single family homes and the use of groundwater for potable or process water without water quality treatment). Impacts to surface soil and subsurface soil have been identified in the alley between buildings and under foundations, in sediments in dry wells and floor drains, and to groundwater underlying the parcel. Interim remedial measures have been identified and further investigation will be required. It is unclear at this point if additional remedial actions will be required.

In addition to the environmental impacts, a large percentage of the parcel owned by the City is covered by the foundations from demolished buildings. There is also a potential archaeologically sensitive area that was identified in the northeast portion of the parcel owned by the City and the parcel to the northeast owned by Joseph Basta (Parcel # 48.077-1-3.1). There is some question whether this is a valid issue; however, further investigation will be required. In addition, since the initial development of the site, the original shoreline of the St. Lawrence River has been extended a distance of 40 to over 100 feet in a northwesterly direction by the placement of fill material. This area may need addition geotechnical information to determine if the soil conditions meet the requirements for future foundations and other structures.

### *Marina District*

Containing more than 135 parcels and over a half mile of waterfront throughout the 50+ acre Marina District is centrally located within the BOA study area. The District is divided among three zoning classifications including Moderate-Density Residential (MDR), Residential/Business Mixed-Use (R/B), and Industrial/Institutional (I/I); nearly 85% is R/B. While I/I zoning is limited and clustered around the inactive cheese manufacturing plant, this zoning does promote uses not compatible with the community vision. Strategic review of this zoning and the long-term ramifications should follow at the local level.

The overall nature of this district is distinct; the parcels are much smaller, averaging .31 acre in size, and ownership is a mixture of 35% public/65% private. Despite having nearly 40% vacancy within the district, this portion of the BOA boasts the most diverse composition of land uses including 26% commercial, 17% residential, 7% community service, 4% public service, 3% industrial, and 4% recreational/entertainment. While 4% may seem low, this district has the highest concentration of recreational amenities and pedestrian infrastructure than any of the other districts. The district is located directly across the river from Crescent Park, a linear park along the east bank of the Oswegatchie, stretching from the Maple City Pedestrian Bridge to the historic Pump House. The Maple City Pedestrian Bridge also provides a connection from the Maple City Trail and Green Belt park system to the Marina District which features Trafalgar Park, and the City's new Stormwater Park.

#### *Strategic Brownfields:*

This district includes over 36 vacant parcels of varying sizes with both known and suspected contamination concerns. Wide-spread public perception of environmental contamination throughout this district has encouraged blight and disinvestment. Lacking in concise environmental assessment data, the City considers all of these parcels to be brownfields. To this end the City has been moderately successful utilizing EPA community-wide assessment grant funds to conduct several recent targeted site assessment and some private cleanup activities have been completed as recently as July 2015.

#### *10 King Street*

Pursuant to a 2002 voluntary consent order, National Grid has completed remedial activities at the site of a former manufactured gas plant at 10 King Street (TMN 48.078-5-19). From roughly 1855 until at least 1930, the site was used for coal heating and residential and commercial gas production. Subsequent site uses included aboveground propane storage. In 2010, the NYSDEC issued an approved site remedy. Pre-remedial actions to be performed under this plan include targeted soil borings and test pitting. Cleanup actions included soil excavation, enhanced attenuation of groundwater contamination, removal and replacement of 180 linear feet of city-owned sanitary sewer infrastructure.

This property is contiguous with 207-213 Lake Street also owned by National Grid, but listed under the previous ownership Niagara Mohawk Power Corp., (TMN 48.078-5-25.1). Collectively, these two properties are .95 acres within the Marina District.

#### Lake Street

The City of Ogdensburg owns over 240' of frontage at the corner of Lake Street and E. River Street. This large portion of land is composed of 9 individual parcels, (TMNs 48.078-4-16, 48.078-4-17, 48.078-4-18, 48.078-4-19, 48.078-4-20, 48.078-4-21, 48.078-4-22, 48.078-4-23, and 48.078-4-24) approximately .82 acres. The city assembled this property from multiple owners in an effort to remove dilapidated, condemned buildings and assess the remaining environmental conditions. The City has used RESTORE NY Round 1 funding to demolish six condemned former mixed-use buildings at this location. In late 2007, Round 2 funding awarded the necessary monies to complete additional demolition within the

Marina District. Part of a New York State Senate member item was used to complete building demolition.

In addition to building demolition at this location, the City has also completed remedial activities at 20 Lake Street. To achieve closure of a NYSDEC-listed spill, the City removed 300 tons of petroleum impacted soil associated with three underground storage tanks at this location. During soil excavation, a fourth tank was discovered, necessitating the removal of 60 additional tons of contaminated soil. Subsequent soil samples and confirmatory groundwater sampling revealed substantially lower VOC and SVOC readings. The City has requested a declaration of No Further Action for this site and intends to utilize EPA community assessment funds to conduct additional environmental site assessments to promote future reuse of these properties. Currently, all 9 of the properties are considered non-conforming lots, not meeting the minimum lot size as prescribed by the local zoning ordinance. Upon completion of ESA work, the city will need to consider option for subdividing and combining lots to create greater opportunity for redevelopment.

Adjacent to the City owned property on Lake Street is property that has been recently redeveloped by the private sector after completion of remedial activities. 54 E. River Street, now Hosmer's Marina was a former petroleum impacted site. The presence of on-site contamination necessitated removal of an aboveground storage tank and drums. Remedial investigation and cleanup was privately funding with NYSDEC oversight that has returned the property to productive economic reuse that has been a catalyst for additional private investment in the district.

Lastly, the Marina District is the site of one of the City's most significant brownfield site redevelopment projects to date: the 2001 opening of the Richard G. Lockwood Civic Center. Redevelopment and reuse of this site required implementation of engineering controls to attenuate on-site contamination. The City hopes to continue these neighborhood revitalization efforts through the development of public/private partnerships that focus on renovating remaining commercial buildings and promoting smart growth planning philosophy consistent with R/B zoning.

### *Fort de La Presentation District*

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The Fort District is located between the Diamond and Marian Districts at the confluence of the St. Lawrence and Oswegatchie Rivers. This 35 acre district offers scenic vistas and rich historic value as the location of Ogdensburg's original settlement. Today, Fort La Présentation Association owns over 20 acres of this district, all of which remain vacant. With over 90% of the district classified as vacant, the remaining 7% residential and 3% commercial.

The District is a combination of Moderate Density Residential (MDR) and Mixed-Use (R/B) zoning with a 90/10 composition, respectively. While the MDR zoning classification is somewhat restrictive, it does support the development of museums and outdoor recreation as principle uses both of which are key components of the Fort's master plan. Among the residential uses in the district, the most notable is the Ogdensburg Lighthouse (constructed in 1835), at the peninsula's northern end.

### *Strategic Brownfields:*

This district is comprised of 11 vacant parcels and five strategic brownfield sites totaling approximately 32.5 acres of which 1 parcel (4.4. ac.) is owned by the municipality. Each of the five brownfield sites including the parcel presently owned by the City was once owned by Exxon Mobile who maintains ownership of two parcels today. Under the ownership of Mobile Corporation, the collective site functioned as a petroleum bulk storage (PBS) facility.

#### *Fort La Présentation Company (TMN 48.078-1-34.11)*

Cleanup of the Fort de La Présentation property by the New York Department of Environmental Conservation began in September 2006 using funds from the New York State Spill Fund. By May 2007, 63,465 tons of petroleum-contaminated soil had been removed from the Fort and Exxon Mobil properties. The majority of impacted soil being removed from the Fort Association property. All contaminated soil was trucked to two regional solid-waste landfills. Cleanup of the eastern-portion of the Fort property has been completed, entailing the removal of 8,000 pounds of contaminated soil. Laboratory test of soil samples were reviewed for constituents which might warrant additional excavation. Confirmation test pits were dug at selected locations. No field indicators of petroleum contamination (odor, staining, or measurable organic vapors) were detected. Remediation was judged complete and the site was top dressed and seeded.

The only known petroleum contamination remains beneath the pavement of the Albany Avenue entrance, extending eastward in a less-than-10-foot-wide strip for 67 feet along the City of Ogdensburg's combined sanitary/storm sewer. On the north side, excavation of contaminated soil has proceeded to within five feet of the sewer. Test pits on the sewer's south side revealed no petroleum contamination. Further remediation of this area is on hold pending consideration of remedial options.

#### *Commerce Street (TMN 48.078-1-1.2)*

There is some question concerning remedial action on a 1.6 acre property owned by Thomas Duffy. This was the subject of a consent order entered into by Exxon Mobil and the New York Department of Conservation in 2006. The NYDEC terminated the consent order in 2006. It does not appear that the remedial action conducted by either Exxon Mobil or the state addressed this property. Reimbursement from Exxon Mobil to the state for moneys spent to conduct remedial action is currently the subject of litigation. The Fort La Presentation Association and Thomas Duffy have both submitted damage claims to the spill fund seeking compensation for losses resulting from contamination of their properties. This particular property is of interest as archeological surveying has reported findings of "material of archeological significance" thought to be remnants of the 1749 Fort compound.

#### *Jackson Street, City Owned (TMN 48.078-1-35)*

This 4.4 acre parcel owned by the City is contiguous with the Fort's property and the property owned by Mr. Duffy (TMN 48.078-1-1.2). In 2010 the City had applied to the State's Environmental Restoration Program (ERP) for funding to address required environmental assessment and cleanup activities, but funding for that round of applications was never awarded. ESA is still a necessity as this property to support redevelopment efforts.

#### *Albany Avenue (TMN 48.078-1-12.1 & 48.078-1-33.1)*

Collectively, TMN 48.078-1-12.1 and 48.078-1-33.1 make up 4.5 contiguous acres, but are owned by two separate parties the former by Mobile Corporation and the latter by Mr. Terrance Ryan. While Exxon Mobile has conducted some environmental site work on their property, little is known and no ESA is known to have been performed on the parcel owned by Mr. Ryan. Further complicating redevelopment of this portion is the existence of paper streets that bisect the *two* parcels in essence creating four as illustrated by figure 6.

#### *Augsbury District*

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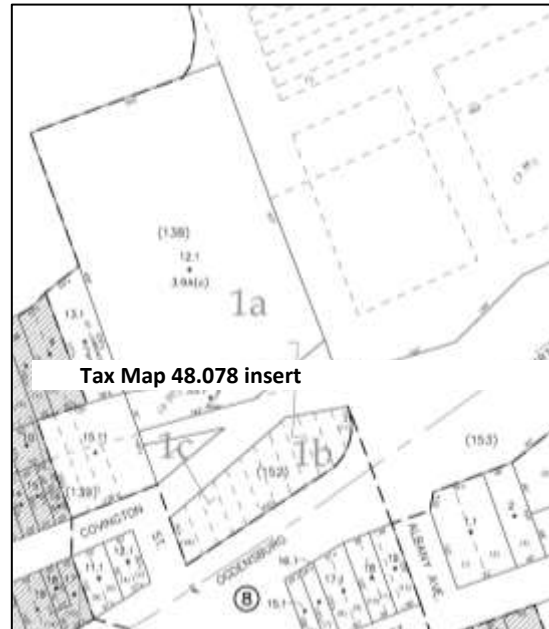
The Augsbury District is located on the north side of Riverside Avenue between Paterson Street and Franklin Street on the St. Lawrence River. The district is comprised of 11 separate parcels consisting of just over 26 acres. Roughly 23 acres of this district previously served as a petroleum bulk storage (PBS) facility and terminal that was used for the bulk storage of petroleum products in aboveground storage tanks (ASTs) and coal storage reportedly dating back to the 1930s. Today, the former PBS site is four parcels of which one is owned by the City. The remaining three parcels are more commonly referred to in the community as the “Augsbury Properties” and are owned (west to east) by MCYC, LLC (6.64 ac.), Ogdensburg Kiwanis Club (5 ac.), and Sybron Corp. (10 ac.). In addition to the small 1 acre parcel adjacent to the public boat launch, the City also owns two other park properties within the district. Like other BOA districts the Augsbury District is primarily classified as vacant at 85%. Residential uses account for 7% while conservation is 3%. Approximately 1 acre of this district is designated parkland through the Land and Water Conservation Fund (LWCF). The district is composed of single-family residential (SFR) (66.5%) and mixed-use (R/B) zoning (33.5%) districts exclusively. While the existing R/B zoning promotes mix-use development consistent with the community vision, SFR zoning doesn’t. Furthermore, SFR zoning is unlikely to be compatible with cleanup standards as established by NYSDEC. Therefore, the City will need to review this zoning, along with other areas of the BOA to ensure that zoning will support the established community vision.

### Strategic Brownfields

#### *Augsbury Properties (TMNs 48.071-2-1.2, 48.071-2-1.11, 48.071-2-2.1)*

Centrally located within the City, proximity to downtown and waterfront make these parcels particularly strategic and ideal for redevelopment. However, environmental contamination and public perception have halted opportunity.

In partnership with the property owners, the City has conducted several phases of environmental assessment at this location. A Phase I Environmental Site Assessment (ESA) of the entire 23-acre site was performed by in May 2009. A Phase II investigation was completed in June 2011 by Barton & Loguidice under contract with the City of Ogdensburg. A Target Site Assessment Phase II Report was completed in March 2012 by CDM Smith under contract with the USEPA Region 2. In general, the investigations did not identify concentrations of chemicals of concern above the cleanup objectives in soil or groundwater on the Sybron or City parcels; however, significant petroleum related issues were identified on the MCYC and Kiwanis parcels. These issues include potential abandoned underground storage tanks and possibly piping, petroleum related volatile organic compounds (VOC) and semi volatile organic compounds (SVOC) impacts to groundwater, surface soil, and subsurface soil, and non-aqueous phase liquids (NAPL) commonly referred to as “free product”. Additional investigation and interim remedial measures have since been performed under the City’s 2012 EPA Community Brownfield Assessment Grant during the summer and fall of 2015. However, the full extent of contamination has yet to be delineated on either the MCYC or Kiwanis sites.



Based on the environmental data available to date, it is anticipated that there will be a restriction on the use of groundwater as a potable water source. It is also anticipated that the land use will be Restricted-Residential which includes condominiums and townhouses, provided that there is a single owner/managing entity, and active recreational uses with a reasonable potential for soil contact. Following these activities, a Site Investigation/Remedial Alternative Report (SI/RAR) will need to be developed. The SI/RAR will include the results of the site investigation, evaluate alternatives for addressing contamination at the subject parcel, and provide recommendations for cleanup (if deemed necessary). These activities will need to be completed prior to redevelopment. Once the investigation is complete and a remedial action plan, if needed, is developed for the site, implementation of potential development opportunities can be evaluated to determine activities that can be conducted in conjunction with remedial action.

In addition to the environmental issues, fill material and wood chips were reported to depths of up to 10 feet on portions of the parcels adjacent to the river. The potential for this fill material appears to be likely for all four parcels. In addition, several structures remain on the MCYC parcel that will need to be demolished prior to any redevelopment. These structures were not evaluated for asbestos containing materials (ACM), other hazardous substances, or other potential materials requiring special handling and disposal. These evaluations will need to be conducted prior to demolition of these structures. In May 2015, both the Kiwanis and MCYC properties were accepted as volunteers into the NYS BCP. The intent is to assess and remediate these two properties as if they were one, together they represent the greatest redevelopment opportunity if developed as a single Planned Development District.

### *Opportunity District Conceptual Development Plans*

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Please see the **Reuse Vision** and **Reuse Strategy** sections of this report. The Reuse Vision section provides specific catalytic, or short-term, projects for each of the districts, while the Reuse Strategy section provides the longer-term framework for each district. See Maps 7a-d for graphic depictions of the conceptual development plans.

### *Parks and Open Space*

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The Ogdensburg BOA study area contains 24.1 acres of municipal park land, including the City's main public access and recreation facilities, the Greenbelt Park system, portions of the Maple City Trail system (MCT), a municipal marina, two City boat launches and the Ogdensburg dam canoe portage. Additionally, within a half mile of the BOA are approximately 15 acres of park land.

In recent years, the City has completed construction of the Dobisky Visitor's Center, the new Richard G. Lockwood Civic Center, and the Elsa M. Luksich Municipal Pool all located within the BOA study area. The City has recently completed an extension of the MCT from its original length of 1.8 miles to its current length of 2.2 miles and is continuing to enhance this trail system for year-round recreation and education.

One of the City's most important park systems is Greenbelt Park. This system extends from the Library Park area, through Morrisette Park, beneath the arterial bridges, through Crescent Park, to the Pump House. This greenbelt covers nearly 16.0 acres of waterfront just north of the historic city center. Greenbelt Park components include:

- **The Municipal Marina:** Located on Riverside Avenue, the marina includes docking and mooring facilities. Half of the slips at this marina provide power and water. Non-service slips are offered

at \$0.75 per foot, while full service berths are offered at \$0.85 per foot. Pump out services are offered for \$5.00. The marina's walkways contain benches and a gazebo, which feature unparalleled views of the St. Lawrence River and Canada. The City recently received a \$500,000 grant to enhance and expand marina facilities and services.

- **The Dobisky Visitor's Center:** Located at 100 Riverside Avenue, the Dobisky Visitor's Center opened in 2007. It features many amenities, including a boater's lounge with showers and laundry facilities, meeting rooms overlooking the St. Lawrence River, a large roofed outdoor deck, kitchen area for a food service concessionaire, and handicapped accessible restrooms.



**Parks and Open Space**

- **The Greenbelt Boat Launches:** The boat launches are located at the Municipal Marina, the Paterson Street Boat Launch, and at the end of Paterson Street.
- **Library Park:** This park is a 2.9-acre parcel on Washington Street that is part of the Library Park Historic District. Library Park contains a gazebo, landscaped and maintained grounds, and footpaths. The Soldiers and Sailors monument, erected in 1905 as a monument to Civil War veterans, sits in the middle of the park. The Markert Memorial Garden is also located in Library Park. This garden commemorates the city beautification efforts of two residents.
- **Morrisette Park:** This park contains picnic and summer playground facilities, as well as tennis courts, a skateboard park, and a paved shoreline trail, part of the Maple City Trail System. It features excellent views of the St. Lawrence River and Canada.
- **The Elsa M. Luksich Memorial Pool:** This facility was completed and opened in 1994 and includes two pools, bathrooms, locker rooms, and vending machines. Public usage has steadily increased.

- **Crescent Park:** This is a linear piece of land along the east bank of the Oswegatchie River. It extends from the Lake Street Pedestrian Bridge to the Pump House.

The City owns and maintains parkland and recreational areas outside of the Greenbelt Park system, but still within the BOA. These facilities include:

- **The Richard G. Lockwood Civic Center:** Located on West River Street, this multi-use recreation facility offers residents a large range of activities and events throughout the year. Public and private skating are offered during the winter months. In June 2011, installation of a photovoltaic power system on the roof of the Civic Center was completed.
- **The Ford Vault:** The vault is located on approximately 0.25-acres of greenspace between Lincoln Avenue and Lake Street and contains the Ford Family Vault. The Vault is one of the oldest burial sites in the City, with the location and design selected by Nathan Ford, one of the City's founders.

Park facilities located outside the BOA but within a half mile include:

- **Grove Park:** This park occupies the block between Oak and Grove Streets and Albany and Mansion Avenues. Grove Park features landscaped and maintained open space with a footpath and modest playground facilities.
- **Mansion Park:** The park occupies the full block between Rensselaer Avenue and Ogden Street and New York and Ford Avenues. Mansion Park features landscaped and maintained open space with footpaths, modest playground facilities, and a full asphalt-paved basketball court.
- **Flat Iron Park and Unnamed Park:** These parks occupy separate small triangular blocks along Main Street, at the intersection of Pearl Street and Harrison Avenue, respectively.

## *Building Inventory*

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This section provides a description and analysis of key buildings within the BOA. Key buildings are those buildings that represent the highest potential for reuse and rehabilitation with the potential for catalytic impact on the entire study area. The study area contains a number of defunct manufacturing facilities, remnants of Ogdensburg's industrial past. While some of these industrial properties have been remediated, either partially or completely, many areas of the City still contain buildings with high vacancy, and/or in need of repair/demolition, contributing to conditions of blight and general disinvestment. The table below entitled Key Building Inventory Table 1 categorizes 30 key buildings. This table notes the current use, if any, and includes a recommendation for action. The properties have been categorized by the following recommendations:

- Demolition
- Façade improvements
- Redevelopment Opportunity/Strategic Location
- Vacant building, reuse planning required

### Key Building Inventory

TAX MAP #	ADDRESS	SQUARE FEET	ACRES	USE	RECOMMENDATION
48.071-2-1.2	502 Riverside Ave.	13,748	6.52	Originally owned & operated by the Augsburg Corporation above-ground petroleum storage and distribution facility. Later sold to Atlantic Richfield, which removed the above-ground tanks.	Demolition
48.079-18-16.1	234 Ford St.	15,376	0.45	Mixed use, upper stories vacant.	Demolition
48.079-18-13	212 Ford St.	12,280	0.28	Former department store - vacant.	Demolition
48.078-4-6.1	7 & 9 Main St.	2,828 & 1,525	0.18	Former ice and soda distributor. Currently for sale, 2 buildings single story.	Demolition
48.078-4-32	30 Main St.	63,237	1.25	Former Cheese Manufacturing Plant	Demolition
48.078-4-40	Main St.	vacant lot part of cheese plant site	0.26	Former Cheese Manufacturing Plant	Demolition
48.078-4-33	36 Main St.	4,320	0.12	Former Cheese Manufacturing Plant	Demolition
59.021-1-15	Allen St.	5,458 5,782	2.33	Accessory storage for flower and landscape business, formerly outbuildings for the Standard Shade Roller Manufacturing site.	Demolition/Rehabilitation
48.078-4-4.11	17 Main St.	18,700	0.98	Originally constructed in 1925 to house a service station and minimart, along with car sales and service.	Demolition
48.078-1-4.1	119 W. River St.	3,240; 28,593; 10,103; 17,578	2.61	Former chain hotel. Contains multiple buildings, some with historic preservation potential.	Demolition/Rehabilitation
48.079-18-12	206 Ford St.	1,793	0.16	Apartments	Façade improvements required
48.079-18-22	102 Ford St.	15,145	0.33	Downtown Mall, Medical Clinic	Façade improvements required
48.079-18-19	219 Ford St.	9,000	0.18	Downtown Mall, Former movie theater	Façade improvements required
48.079-18-11	202 Ford St.	13,760	0.06	Downtown Mall, Accountant's office.	Façade improvements required
48.079-18-20.1	215 Ford St.	9,853	0.26	Downtown Mall, Amvets Post 19	Façade improvements required
48.079-18-20.2	207 Ford St.	13,836	0.31	Downtown Mall, Amvets Post 19	Façade improvements required
48.079-18-5	308 & 310 Isabella St.	1,138; 4,977; 1,937; 1,694	0.36	Downtown Mall, Vacant	Façade improvements required
48.079-18-21.1	101 Ford St.	15,929	0.41	Downtown Mall, Social Security	Façade improvements required
48.079-18-21.2	103 Ford St.	7,172	0.17	Downtown Mall, Step-by-Step	Façade improvements required
48.078-1-7.1	141 W. River St.	26,390	2.19	Municipal Arena	Façade improvements required
48.078-4-8	17 Lake St.	2,925	0.1	Apartments - in need of façade improvements.	Façade improvements required
48.078-4-1.1	49 Main St.	3,365	0.36	Gas and convenience store, located at the entrance to the Marina District.	Façade improvements required
48.078-4-28	101-113 Lake St.	6,806	0.18	Bar/Restaurant,	Façade improvements required
48.078-4-26.1	110 Lake St.	4,708	0.94	Former roller rink and night club. Currently underused, has possible links to marine sales/service.	Façade improvements required
48.071-13-26.2	420 Ford St.	10,000	0.43	Former grocery store, renovated mixed use/office space. Five storefronts are available for build out - 7,033 SF available.	Redevelopment Opportunity
48.078-1-9.21	20 Market St.	2,090 9,963	0.7	Freight House Restaurant	Strategic Location
59.021-1-13	22 Madison Ave.	76,443	3.7	Storage/Warehouse Facility	Redevelopment Opportunity
59.021-1-12	703 Main St.	5,613	0.47	Auto Service Station	Strategic Location
48.070-2-11	232 Washington St.	10,618	2.02	City owned, storage, Former Fire House	DPW Storage - reuse planning required
59.023-1-1	720 Mechanic St.	9,085	2.91	Historic pump house - currently used for storage by municipality.	Vacant Bldg. - reuse planning required

Not surprisingly, the Marina District and its immediate surroundings contain the highest concentration of key buildings and parcels. Among these is the former Oswegatchie Pump House, located at 720 Mechanic Street, the former cheese manufacturing plant at 30 Main Street, and former Garns Service Station and Minimart, located at 17 Main Street. Both Main Street properties have high visibility and significant redevelopment potential based on their proximity to downtown, Fort de la Presentation, and the Oswegatchie River. Additionally, the former franchise hotel complex located on the Oswegatchie River occupies significant frontage on West River Street – the gateway to the Marina District. Together these four properties comprise nearly nine (9) acres of prime real estate in the Marina District, within the heart of the City's BOA.



**Key Buildings**

Immediately east, across the Oswegatchie, is the second significant cluster of key buildings. These are located in the vicinity of the downtown mall. While many of these buildings are in use or in partial use, this cluster of buildings is the result of Urban Renewal efforts in the City. This collection of buildings represents a concentrated need for façade improvements. Together this cluster of 10 buildings and one vacant parcel comprise nearly three acres of prime downtown real estate, accounting for 62,380 square feet of underutilized or available building space.

There are several other more isolated underutilized or vacant commercial structures scattered across the BOA, including locations on Ford Street, Main Street, and Riverside Avenue. Recommendations for revitalization vary from demolition to redevelopment opportunity, but the overarching goal is to define and generate activity centers along the waterfront and within the existing downtown areas. Moreover, these activity centers need to be woven together with pedestrian connections and streetscape improvements to create the necessary critical mass to make Ogdensburg a thriving hub location.

Preliminary research indicates that many of the above listed sites, specifically those located in the downtown mall area, contain asbestos containing materials and lead based paint. Additionally, the former cheese manufacturing plant, constructed in 1929, has a known spill history (primarily for #6 fuel oil) and is suspected of having additional contamination around and beneath building foundations. Remedial work was completed in the fall of 2013 on the adjacent former manufactured gas plant (MGP) located at 10 King Street. In March of 2010, as part of this remediation, off-site sampling was conducted at the cheese plant and included one ambient air sample and three soil vapor points. Before any demolition or effective reuse planning can take place, a risk assessment should be conducted in consultation with NYSDEC to ensure the site conditions are suitable for intended future uses.

### *Historic or Archeologically Significant Areas*

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The City has identified preservation of historic resources as a major planning priority. Despite the collective effects of large-scale demolition for urban renewal projects and deferred maintenance and neglect of existing resources, the City still possesses a high number of significant historic resources. To promote long-term preservation of these sites, the City prepared a Historic Preservation Report. Following the recommendations of the report, the City has requested grant funding from the New York State Preservation League for the purpose of examining a designated study area for possible expansion of the National Register-designated Library Park Historic District.

### *Historic Sites, Structures, and Districts*

The City retains only a modest portion of the architectural and visual integrity present during its early 20<sup>th</sup> century heyday. Heavy urban renewal clearance in the early 1970s removed many downtown commercial buildings, replacing them with a one-story enclosed mall. The majority of Ogdensburg's documented historically and architecturally significant structures are large, individually important structures scattered throughout the City. The City is currently in the process of surveying and documenting buildings throughout the City with the hope of creating a local historic district. This preservation initiative is intended to promote local pride in Ogdensburg's heritage, while implementing safeguards to protect the City's endangered stock of remaining historic resources. Structures already listed on the National and State Registers of Historic Places within the BOA study area are described below.

**Robert C. McEwen Customs House** 127 North Water Street. The Customs House was built in 1809-10 as a store and warehouse for David Parish, a German-born financier and industrialist, and a major financier of the American military effort in the War of 1812. This massive limestone structure has been identified by the General Services Administration as the oldest federal government building presently in use in the United States. It is the oldest building in Ogdensburg. The building's core massing and roof are largely original. Extensive modifications to the building's interior and exterior in the 1930s reflect the then-popular Colonial Revival style. Listed on the National Register of Historic Places in 1974, the building was renamed to honor the late U.S. Congressman Robert McEwan in 1982.

**U.S. Post Office:** 431 State Street. Built between 1867 and 1870, this imposing stone building is an important example of 19<sup>th</sup> century civic architecture. The building was constructed after a design by Alfred B. Mullett, the Assistant Supervising Architect for the Department of the Treasury. The Post Office was also built to house customs and court facilities.

**Library Park Historic District:** 303-323 Washington Street; 100-112 Caroline Street; and Library Park. The Library Park Historic District is composed of several architecturally or historically significant

structures, a park, and a war memorial monument. It is primarily a 19<sup>th</sup> century district occupying a section of land immediately adjacent to the St. Lawrence River. One of the District's buildings, the Dillingham Residence (311 Washington Street), was purchased by, and is now a part of, the Remington Art Museum. The buildings and sites listed on the National Register since 1982 are:

- Remington Art Museum: 303 and 311 Washington Street. These buildings were constructed in 1809-10 and 1883-85, respectively. The older of the two buildings was built by David Parish and constructed in the Federal style.
- Ogdensburg Public Library: 312 Washington Street. Built in 1810 and reconstructed in 1888, the building was remodeled in the Greek Revival style in 1921.
- Newell Residence: 323 Washington Street. This house was built in 1888 and remodeled in 1931.
- Augsbury Residence: 112 Caroline Street. This house was built in 1891.
- Houston Residence: 108 Caroline Street. This house was built in 1880.
- Wheaton Residence: 100 Caroline Street. This house was built in 1880.
- Library Park: Bounded by Washington, Caroline, Riverside, and State Streets. This park was laid out in 1903 after the land was purchased from a private landholder who stipulated that the land must always remain a city park.
- Soldiers and Sailors Monument: Library Park. This Civil War monument was erected in 1905.

**Acker and Evans Law Office:** 315 State Street. Dating as early as 1830, this small stone Greek Revival structure originally served as a Railway Express agency office. It remains in use today as a law office. The building was listed on the National Register in 1983.

**Judge John Fine House:** 422 State Street. This two-story, three-bay Greek Revival home was added to the National Register in 1986.

**Oswegatchie Pump House:** 1 Mechanic Street. Located adjacent to the Ogdensburg Dam on the Oswegatchie River, this stone structure was erected in 1868, and served the City when the municipal water supply was derived from the Oswegatchie. The Dam was constructed in 1910. The City has targeted the building for adaptive reuse for several years. This building was listed on the National Register in 1990.



Historic Sites

**Fort de La Presentation Site:** Lighthouse Point. The original fortification was built on this site in 1749 by French missionaries. By 1751, a palisaded fort, flanked by four bastions, had been built. The fort was captured by the British in 1760, rebuilt as Fort Oswegatchie, and occupied by the British until their 1796 evacuation. After years of dedicated advocacy work, the Fort site was added to the National Register of Historic Places in 2011.

**New York State Armory (The Arsenal):** 100 Lafayette Street. This bluestone building was designed by Horatio Nelson White and constructed in 1858 by New York State for use as an armory. The building was subsequently used for a variety of municipal uses until passing into private ownership in 1960. The Armory was listed on the National Register in 1976.

Other historically, architecturally, or archaeologically significant sites within the BOA not listed on either the State or National Register, include the following:

**Ogdensburg Lighthouse:** Lighthouse (Van Rensselaer) Point. The original lighthouse structure was built in 1835. The current tower and keeper's home were added in renovations in approximately 1870. After being decommissioned in 1942, the lighthouse passed into private ownership. It now serves as a residence.

**Curtis Monument:** Adjacent to the Community Center in Greenbelt Park. This statue of Civil War General Newton Martin Curtis was dedicated in October 1913.

**Ford Tomb:** Northwest of the Lafayette-Spring Street Bridge. This quarter-acre parcel facing Lake Street and the Oswegatchie River between the N.Y. Central Railroad tracks and Lincoln Avenue contains the Ford family burial plot. Nathan Ford, the founder of Ogdensburg, is buried in the tomb. A monument was erected over the entrance to the vault in 1907.

**Morrisette Monument:** Morrisette Park. This 1934 statue is dedicated to former mayor Ralph J. Morrisette .

**Library Park Historic District Expansion:** The neighborhood south and east of the current Library Park Historic District contains several buildings and structures with potential local, state, or national significance. The City has applied for grant funding to perform a cultural resources survey of this neighborhood, which contains public architectural landmarks, cultural and spiritual landmarks, and a large number of homes dating to the late 19<sup>th</sup> century.

In view of its goals to promote tourism and civic interest in local history, the City should make every effort to protect and encourage revitalization of local housing stock, particularly, housing stock either on the waterfront or viewable from the waterfront. Many fine early residential structures remain, as well as several individual buildings of importance to the City's and region's history. In addition, some of the City's historically and architecturally significant sites and structures have potential as visitor attractions if developed and promoted appropriately.

The City's recent effort to promote either expansion of the existing Library Park Historic District or creation of a new district should be replicated in other areas of the City that still possess significant historical resources. Historic preservation and conservation of the built environment promote economic, social, and environmental sustainability. District expansion planning will foster greater public awareness

of extant historic resources, while simultaneously encouraging long-term preservation strategies for these properties.

## Transportation System

The City's transportation system includes a wide range of road, air, water, and train networks. Together these transportation assets can work to enhance Ogdensburg's and the study area's connections to the North County and to Canada.



**Transportation**

Ogdensburg's road network includes a number of local, county, and state roads. NY Route 812 crosses the Ogdensburg-Prescott International Bridge and connects north to the main route to Ottawa (Canadian Highway 16) and south to NY Route 11. Other major New York inter-city highways serving Ogdensburg include NY Routes 37 and 68. NY Route 37 parallels the St. Lawrence River and connects Ogdensburg with the Village of Massena to the northeast and the City of Watertown to the south. NY Route 37 runs east to the Village of Canton and NY Route 11. NY Route 37 skirts the southern part of the City. From NY Route 37, the main access routes to the central business district are Main Street from the west and Ford Street from the east. These streets funnel local traffic to the twin bridges over the Oswegatchie River. The Oswegatchie is the only main interruption in the northeast-southwest rectangular grid pattern. Major streets which provide access to the waterfront from NY Route 37 include Jefferson Avenue, New York Avenue, State Street, Paterson Street, Linden Street, and Champlain Street. The latter three, plus Ford Street, serve the Port of Ogdensburg. All public streets in the City of Ogdensburg permit vehicular traffic.

In June 2009, the City received a Federal-Aid Highway and Marchiselli-Aid Local Project Agreement and Authorization to Proceed with the Preliminary Design of the \$7.5 Million Paterson Street reconstruction project, which is being funded with Federal Coordinated Border Infrastructure funds. The project includes full reconstruction of Paterson Street, including new sidewalks, curbing, and the separation and replacement of sanitary and storm sewers from the City limits to the entrance to the Port of Ogdensburg. The project, slated to begin construction in the spring of 2014, will result in improving the primary access route to the Port of Ogdensburg.

In addition to its network of highways and surface streets, Ogdensburg serves a unique position in the county and region as a multimodal transportation hub. There is one active railroad line in the City. The OBPA owns the New York & Ogdensburg Railroad facilities extending from the marine terminal to the junction with the main Conrail line in the Village of Norwood. The New York and Ogdensburg Railway line provides freight service only. The OBPA estimates that 1,200 rail cars shipped on the railroad in 2009. The abandoned Penn Central line is still in the process of being converted to a multi-purpose recreation path, part of the Maple City Trail system.

The Ogdensburg Airport (located just outside the city limits) is a full-service commercial airport (upgraded from general aviation status in 2007) operated by the OBPA, and served by a scheduled certified air carrier under the U.S. Department of Transportation's Essential Air Service subsidy program. Currently, one-stop passenger service to Boston is offered three times daily via Albany. The airport has one paved runway 5,200 feet in length. The airport experienced increased passenger travel in 2010 with 2,329 passengers, an increase in ridership of 14.4% over the previous year.<sup>7</sup> The operator of the plane service estimates approximately 50% of passengers are business travelers. Other passengers generally include government employees, commuters (to work or school), pleasure shoppers, and those making other airline connections.<sup>8</sup>

The Port of Ogdensburg, also run by the OBPA is one of the closest American ports to Northern Europe. It is located 57 miles from Ottawa and is within 100 miles of both Kingston, Ontario and Montreal, Quebec.

With an airport, an enviably situated port, a freight railroad, access to state highways, proximity to major Canadian markets, as well as an improving local environment for pedestrians and cyclists, Ogdensburg counts many potential assets that can help develop and sustain an efficient and productive transportation network. As always, the challenge is to manage these features productively so that Ogdensburg captures its fair share of their value to consumers, travelers, shippers, and residents.

The rebuilding of Paterson Street will help the Port of Ogdensburg remain an important trade link in Northern New York. A strong, well-maintained road network is vital to the City's continued viability as a regional transportation and shipping hub. The City must also seek to capitalize on its regionally unique multimodal transportation assets.

Ogdensburg lacks adequate amenities and infrastructure for pedestrians and bicyclists. However, the City's compact size and dense layout make it an ideal location for a Complete Streets program, currently a collaborative effort with the St. Lawrence County Health Initiative (SLCHI). Through this partnership, the City can make progress in integrating its street network with its growing trail system

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<sup>7</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

<sup>8</sup> *Ogdensburg Waterfront Brownfields: Economic and Market Trends Analysis*, January 2012, Vita Nuova LLC.

and become an example for policy makers across the county. Increased pedestrian and recreational activity on the City's streets and trails will create a livelier climate for water-enhanced and water-dependent uses. Retailers and property owners will benefit from increased activity and from enhanced public safety, resulting from "eyes on the street."

## *Infrastructure*

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### *Electricity*

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The Ogdensburg Hydroelectric Generating Facility (OHGF) is located on the Oswegatchie River, approximately a quarter mile upstream of its confluence with the St. Lawrence. OHGF consists of the Ogdensburg Powerhouse and Dam. OHGF is a run-of-the-river facility rated at 3,675 kilowatts. The dam is a 350-foot long and 12-foot high concrete gravity dam that serves as the facility's main spillway. A sluice gate structure was constructed in 1987 to provide additional flood control. The powerhouse contains five double-regulated turbines, each with an intake gate.

The City owns the facility and Algonquin Power Company (APCo), an Ontario firm, is the operator on behalf of Trafalgar Power Inc. Until January 2008, power was subsequently sold to Niagara Mohawk, Inc.; it is now sold to National Grid.

### *Parking*

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Within the BOA, 20 parcels have been identified as parking lots, most of which are reasonably small – parking lot sizes range from roughly 0.03 acres to 1.6 acres with an average lot area of 0.50 acres.

The largest of these lots services the downtown, specifically, the mall area created during urban renewal. The mall lot is roughly 1.6 acres, located at the confluence of the Oswegatchie and St. Lawrence Rivers, directly across from the municipal pool and visitor center (both complete with separate parking).

Additionally, most study area roadways and streets allow free, on-street parking. Most residential properties include private driveways and/or garages to accommodate off-street parking. Many commercial and retail properties not serviced by on-street parking provide private parking lots onsite. Generally speaking, under present conditions, parking presents very few issues in both residential and commercial portions of the study area.

### *Water*

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Water supply for the City is pumped from the St. Lawrence River via an intake pipe located at the end of Monroe Street near the western corporate boundary. The water filtration plant is located outside the coastal area at Jefferson Street and Ogden Street. The plant's capacity is 4.8 million gallons per day. Average use is 3.2 million gallons per day. Three storage facilities supply a 2.5 million gallon water reserve.

The Department of Public Works maintains 80 miles of water main and 423 fire hydrants, and is responsible for turning on or shutting off water service. A recent independent study has confirmed that the City possesses adequate capacity to serve as a regional water supplier for the Towns of Oswegatchie and Lisbon and the Village of Heuvelton.

The City also has plans to remove the existing transmission main on the Lake Street pedestrian bridge and replace it with a new main on a proposed replacement bridge. An additional 16-inch

transmission main extension will be built from Spruce Street, across the Oswegatchie River, to Gilbert and Pickering Streets. The combined effect of these improvements will be to improve flow and pressure in the south side of the City. The City hopes to encourage investment and development of this area.

The municipal water system is capable of meeting current demand. Historic usage trends and current demographic trends suggest that the City's water system will be able to meet demand comfortably in the foreseeable future. As the City redevelops waterfront parcels, it should undertake regular analysis to ensure the continued sufficiency of the water supply.

### *Wastewater/Stormwater*

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The sewage treatment facility is located on Railroad Street, just east of the BOA boundary and south of the port. It discharges to the St. Lawrence River at the extension of Paterson Street. Public sewers service all of the developed areas of the waterfront (including abandoned and underdeveloped parcels). The plant was upgraded to secondary sewage treatment in 1980. It operates at an annual average volume of 4.2 million gallons per day, with a total plant capacity of 6.5 million gallons daily. Approximately half of the system is a combined storm and sewer sanitary system. Overflows periodically occur during heavy storms.

The Department of Public Works maintains 87 miles of sanitary sewer mains. The Department cleans storm sewers on an as needed basis. Sanitary sewers are also cleaned as needed; however, some areas receive monthly cleaning.

Construction of the new Lake Street pedestrian bridge in the fall of 2011 incorporated improvements to the City's water and sewer capacity throughout the western portion of the City. This new construction funded by the Development Authority of the North Country and the Empire State Development Corporation created a direct pedestrian connection between the Marina District and downtown while also providing increased sewer and water capacity to the western portion of the City. This capacity upgrade is significant because it enables development to occur on properties, including Diamond/Shade Roller District, that would not have otherwise been possible due to infrastructure constraints.

As with the water system, the municipal sewer system is currently capable of meeting demand. The City should continue its system separation projects as funds allow, preventing periodic overflows. Until the separation is complete, the City should monitor the overflow situation carefully. The availability of sewer, power, and water throughout the City, and particularly at the current vacant brownfield sites is an asset that should be marketed.

## *Natural Resources and Environmental Features*

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### *Water Bodies*

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The St. Lawrence River offers a vital water supply to the City. Within municipal limits, its waters are mostly designated as Class "A-Special" by the NYSDEC. With treatment, class "A-Special" waters are a "source of water supply for drinking, culinary or food processing purposes; primary and secondary contact recreation; and fishing." A roughly 55-acre area west of Lighthouse Point is designated as Class C, meaning that "best usage" is fishing.

Even as water quality and fishery resources have improved in recent decades, significant issues remain. The entire St. Lawrence River is considered impaired for fish consumption because of heavy metal sedimentary contamination, with regulations and advisories mandated by the NYSDEC. In addition, the New York State Department of Health has established consumption guidelines.

The lower main stem of the Oswegatchie River (from its mouth to Black Lake Outlet) is designated as Class “B,” suitable for fish propagation and survival, and for primary and secondary contact recreation. The classes for both the St. Lawrence and the Oswegatchie Rivers were upgraded in the early 1980s to reflect improved water quality and the enhanced capability of both rivers to support fisheries.

Though water quality is generally satisfactory in the project area, sites with potential for affecting water quality do exist. Point or “end-of-the-pipe” discharges exist at the City’s wastewater treatment plant outfall and 14 combined sewer overflow (CSO) outfalls. The number of discharge points has decreased from 17 to 14 as the City has separated once combined sewer and water systems and as several industries closed. Overflow sites are under permit by the NYSDEC and all are monitored on a regular basis. Past industrial uses at several of the BOA strategic sites along the St. Lawrence River created potential sources of non-point pollution; specifically, the Augsburg and Shade Roller properties. Environmental site investigation and remedial work at the Diamond property and others along the Oswegatchie River have addressed concerns relating to pollution and ground water contamination.

Potential contaminants include, but are not limited to, petroleum and petroleum-based products, stormwater runoff containing products associated with bulk cargos, and leachate from landfilled items. If stormwater bypasses the City’s treatment facility, it enters the Oswegatchie and/or St. Lawrence Rivers untreated and degrades water quality.

Water quality is also threatened by discharges of shipboard wastes from commercial and recreational watercraft, and the potential for oil and hazardous substance spills in the City and in the St. Lawrence and Oswegatchie Rivers. Substances transported on the Seaway include explosives, petroleum products, and hazardous wastes. Vessels occasionally become grounded on shoals as a result of navigational error or inclement weather. Resultant spills of oil or other hazardous substances pose threats to fish and wildlife, and have adverse impacts on drinking water supplies. Spills can result in significant degradation to wetland, aquatic, and benthic environments. Factors influencing the impact of spills include the quantity of substances released, existing and prevailing weather conditions, and water level and flow. The NYSDEC has recorded approximately 130 oil spills (of varying severity) in the City of Ogdensburg between 1999 and 2009. The City’s location on the St. Lawrence River and Seaway increases susceptibility to the dangers that result from the discharge of untreated vessel wastes and hazardous substance spills. Jurisdiction over the discharge of such pollutants lies with state and/or federal regulatory agencies.

Because the St. Lawrence River is a primary water supply for the City, it is imperative that the River not be negatively impaired or impacted with regard to water quality. New shoreline uses should be evaluated for their impact on water quality; changes may affect wildlife habitats and the overall recreational potential of the rivers. NYSDEC’s determination of impairment for fish propagation in the St. Lawrence River underscores the importance of continued vigilance in protecting the City’s groundwater resources. Ogdensburg’s tourism industry depends on the continued quality of the area’s fishing, boating, and recreational resources. Moreover, the City’s goal of reestablishing public waterfront swimming areas is predicated on acceptable water quality. The City should take care to

consider and accommodate these recreational and environmental resources and objective in future planning and construction projects.

At present, the existing water use classifications for the St. Lawrence River are deemed appropriate given their respective uses. The City has made progress in reducing pollution discharge points. Continued vigilance in this regard is necessary to ensure the rivers' ability to provide clean drinking water and clean habitat for edible fish.

Any activity that would substantially degrade water quality in the St. Lawrence and Oswegatchie Rivers would negatively affect Ogdensburg's biological productivity. Development of additional public access opportunities to the St. Lawrence and Oswegatchie riverfronts is highly desirable. Public access should be sited carefully; however, in order to minimize disturbance of productive shallow areas and other ecosystems. Significant human activity should be minimized in critical habitat areas. Substantial alteration of fluctuation of water levels in the St. Lawrence River could also affect fish and wildlife use of the area.

The City should continue to work to reduce the introduction of contamination into the St. Lawrence and Oswegatchie Rivers. Redeveloping targeted brownfield sites will require thorough investigations to determine what contaminants exist and to identify appropriate remediation techniques. Close coordination between the City, former and current property owners, and appropriate state and federal agencies will help mitigate problems as they arise. Minimization of impervious surfaces in new and existing development and eliminating runoff will improve the quality of stormwater runoff and decrease need for treatment.

### *Groundwater*

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Based on site investigations conducted on the former industrial properties along the St. Lawrence River, the groundwater aquifer underlying the area is the Ogdensburg Formation of the Beekmantown Group of Lower Ordovician age bedrock. The formation is reportedly over 120 feet thick and bedrock. Groundwater encountered during these investigations ranged from four to ten feet below the ground surface. Static water level elevations measured during these investigations indicated a general groundwater flow towards the St. Lawrence River. Specific information on the groundwater quality was not identified; however, a specific restriction on land use (Restricted-Residential Use) which does not allow single family homes or groundwater use has been placed on the former Diamond International site. Similar restrictions are expected for the former Shade Roller, ExxonMobil, and Augsburg Terminal sites.

Groundwater in the BOA is not anticipated to be used as a potable source of water. In addition to restrictions associated with the former industrial sites, the Ogdensburg City Code requires connection to the city water supply system.

§ 215-2.1. Connection to available public water service required. "The owner of all houses, buildings or properties used for human occupancy, employment, recreation or other purposes situated within the City of Ogdensburg and abutting on any street, alley or right-of-way in which there is now located or may in the future be located public water service of the City is hereby required, at the expense of the property owner, to install suitable piping and related equipment and to connect such piping and related equipment directly with the proper public water service in accordance with the provisions of this chapter, provided said public water service is located within

100 feet of the property line of the property to be served. Said property owner shall be required to install said piping and related equipment within 90 days after the date of notice from the Director of the Department of Public Works.”

Further, The city code requires that:

§ 193-7. Required improvements (Subdivisions). (G) “Water. Individual wells used as the major source of supply on an individual lot basis is prohibited. §215-2.1. Connection to available public water service required.”

### *Wetland Resources*

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National Wetland Inventory (NWI) and NYSDEC wetlands exist at scattered locations throughout the City, including a small area at the western edge of the Diamond property, as shown on Map 14. They are most heavily concentrated in the largely undeveloped southeastern section of the City.

Wetlands near the St. Lawrence River shoreline have been disturbed by the unnatural fluctuation of water levels created by hydroelectric dams.

The City should work to preserve and protect its remaining wetlands and should also explore funding opportunities to promote wetlands restoration in shoreline and littoral areas. This goal is particularly relevant, as improved aquatic health would benefit the City’s efforts to create a hospitable climate for recreational fishing and boating.

### *Fish and Wildlife*

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The coastal area is best known for its significant fisheries resources. Smallmouth bass, largemouth bass, walleye, northern pike, and muskellunge constitute the most fished species in the area. In this context, it is unsurprising that the St. Lawrence River is one of the leading areas in New York State for total angler days fished annually.

Both the U.S. Fish and Wildlife Service and the NYSDEC have identified May 15<sup>th</sup> through July 1<sup>st</sup> as the critical spawning period in the Ogdensburg area. Spawning and adult fish habitats vary by species and various habitat types are present. The State University of New York is conducting research that will culminate in the development of a management plan for the walleye population in the St. Lawrence River.

The underdeveloped and overgrown areas of the waterfront serve as habitat areas for a small number of mammals such as rabbits, raccoons, skunks, gray squirrels, rats, and mice. Over 265 species of birds have been observed in the Ogdensburg region, some native and other migratory. Shorebirds and other waterfowl are the dominant species close to the River. Although the immediate waterfront area offers little suitable habitat for the numerous migratory birds which follow the Lake Ontario-St. Lawrence River flyway, open waters of the St. Lawrence upriver from the mouth of the Oswegatchie River do serve as waterfowl wintering habitat.

Local and migratory wildlife populations have benefitted in recent years from improving habitat conditions and better wildlife management strategies. Since 2000, three species formerly listed as threatened or endangered have seen these labels amended in response to favorable conditions. The bald eagle was delisted as an endangered/threatened species in 2007 throughout the United States except for certain counties in Arizona. The lake sturgeon and common tern are now species of concern.

The common loon is still managed as species of concern, but the black loon has now been listed on the state endangered species list.

The coastal habitats described below should be considered one of Ogdensburg's greatest assets. Any activity that would significantly degrade water quality, reduce or alter water levels and flows, or increase turbidity or sedimentation could have a significant adverse impact on a variety of fish and wildlife species. The City should be especially aware of the impacts of development in areas where water quality is already insufficient to promote fish propagation.

The City should exploit the potential synergy between healthy wildlife habitats and recreational and touristic activity. The cooperative efforts of municipal and county officials and private business to facilitate sport fishing in the River can enhance local tourism.

## *Habitats*

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### *Oswegatchie River Designated Habitat*

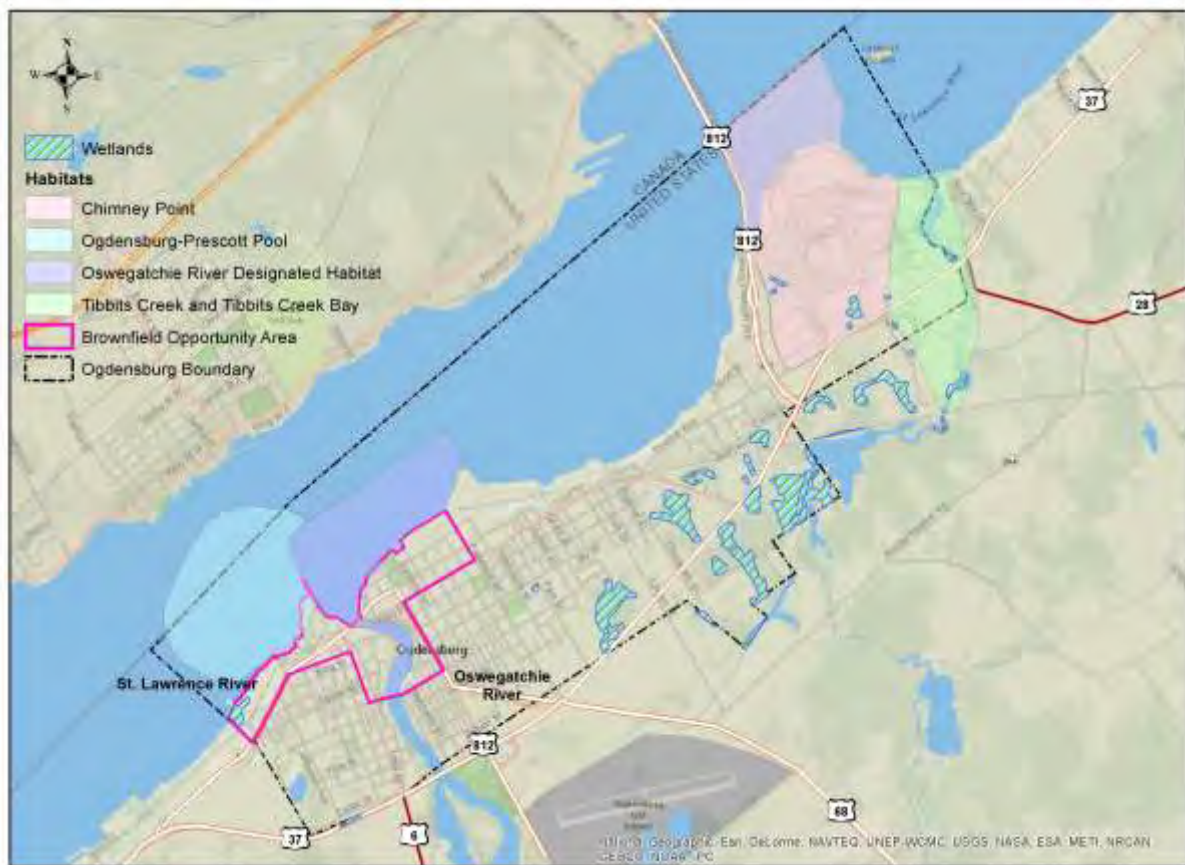
The Department of State has designated the Oswegatchie River Designated Habitat as one of its Designated Habitats of Statewide Significance. This habitat is the only significant area of riffle habitat on the lower St. Lawrence River. According to the Division of Coastal Resources:

*"The Oswegatchie River empties into the lower St. Lawrence River (Lake St. Lawrence), in the City of Ogdensburg, St. Lawrence County (7.5' Quadrangles: Ogdensburg West, NY; and Ogdensburg East, NY). The fish and wildlife habitat includes the one-half mile segment of river below Ogdensburg Dam, and an approximate 270 acre area at the river mouth, encompassing much of the Ogdensburg Harbor area. The Oswegatchie River has a drainage area of approximately 1,600 square miles and an average annual discharge in excess of 2,500 cubic feet per second.*

*Immediately below the dam, the Oswegatchie River is relatively shallow with a rock and rubble bottom, comprising a sizeable area of riffle habitat. However, recent power generation discharge facilities have degraded portions of the river bottom near the dam. Farther downstream, the channel is wider, deeper, and extensively bulkheaded in conjunction with dense urban waterfront development. A jetty has been constructed west of the Oswegatchie River mouth, creating a sheltered harbor area. Water depths in the harbor are generally less than 10 feet, except in dredged channels following the jetty and shoreline. Habitat disturbances in the Oswegatchie River include commercial and industrial uses of the harbor, discharges of stormwater and wastewater runoff into the river, and potential flow alterations and river bottom disturbances caused by upstream hydroelectric operations.*

*The Oswegatchie River is the largest New York tributary of the St. Lawrence River. Historically, the river may have provided some of the most important fish and wildlife habitats associated with the St. Lawrence. However, its value has been reduced by extensive human disturbance, including the construction of dams and impoundment of the St. Lawrence River itself. Despite these alterations, the Oswegatchie River area continues to support significant fisheries resources. The area provides habitat for a variety of warm water fish species, including northern pike, walleye, muskellunge, smallmouth bass, yellow perch, bluegill, rock bass, pumpkinseed, black crappie, brown bullhead, channel catfish, and white sucker. Records of lake sturgeon and mooneye exist for the area but the extent of their use of the area has not been adequately*

documented....Consequently, the river is considered an important potential spawning area for walleye, and attracts a major run of white sucker. Recent expansion of the St. Lawrence River walleye population has led to the development of new spawning runs in some Canadian waters and may lead to increased or resumed use of this site in the future. During the mid-1980's, runs of Chinook salmon also became established in the Oswegatchie River. Resident smallmouth bass also spawn in the riffle areas of the river. As a result of the abundant fisheries resources in the Oswegatchie River, this area attracts substantial recreational use by anglers from throughout the



Natural Resources Map

*Thousand Islands region of New York.*<sup>9</sup>

The St. Lawrence Valley Sportsmen's Club, in cooperation with the Canadian government, sponsors a walleye stocking program. Fish raised in a nearby hatchery are released into the St. Lawrence near Ogdensburg.

### Ogdensburg-Prescott Pool

This large open water pool, present during the ice-in period in varying size, extends between Ogdensburg and Prescott, Ontario. Several species of diving ducks, dabbling ducks, gulls, and herons use this pool in the winter. It is also a wintering ground for bald eagles. A few river-wide common fish

<sup>9</sup> Coastal Fish & Wildlife Habitat Rating Form, Oswegatchie River, May 15, 1994.

[http://www.dos.ny.gov/communitieswaterfronts/consistency/Habitats/GreatLakes/Oswagatchie\\_River.pdf](http://www.dos.ny.gov/communitieswaterfronts/consistency/Habitats/GreatLakes/Oswagatchie_River.pdf).

species have been recorded in the area. Little if any spawning occurs in the deep water area. Limited spawning occurs along the shoreline edge of the upper ground shoal area.

### *Tibbits Creek and Tibbits Creek Bay*

This habitat is a small, shallow bay containing open marshland. Tibbits Creek forms the eastern boundary of the City; Tibbits Creek Bay is in the town of Lisbon. Because portions of the creek are in the coastal area, its description is included here.

Numerous species of dabbling ducks use this area for breeding and post-breeding activities. Fair numbers of diving ducks use the mouth of the bay and nearby areas in migration. This habitat is also a productive spawning and use area for a wide variety of fish species, including northern pike and muskellunge. A diverse range of mammals has been recorded in the area.

### *Chimney Point*

The Chimney Point habitat includes the area between the Ogdensburg-Prescott International Bridge and Tibbits Creek Bay, including portions of the St. Lawrence Psychiatric Center property. Dabbling ducks, diving ducks, herons, geese, and hawks have been recorded in this area. A few river-wide common fish species, including northern pike, have been recorded in this area. Smallmouth bass, rock bass, sunfish, and yellow perch spawn in a narrow band approximately 2 to 15 feet offshore. The area includes an artificial spawning ground for lake sturgeon, heightening its significance.

These coastal habitats of local and statewide significance are important environmental and recreational assets. The Division of Coastal Resources has determined the Oswegatchie River Habitat to be irreplaceable. Particularly because the area's recreational fisheries attract considerable use by residents and tourists, careful management of these resources is necessary to balance the needs of recreational users against the area's continued ecological productivity. Development of managed public access should therefore be a priority in order to ensure appropriate interactions between the human population and wildlife.

Activities that might degrade water quality or reduce flow may harm these habitats. The NYSDEC has found that flow diversion and water level fluctuation may already be affecting warm water fish that spawn in habitat areas. Maintaining fishery health will require adequate flow levels during spawning and nursery periods. Careful habitat management strategies are also required to mitigate the impact of "normal" urban commercial and industrial uses in Ogdensburg. As the City returns brownfields to productive use, it should take care to minimize potential disturbances, flow alterations, and runoff by investing in innovative solutions including green roofs, rain gardens, and other low impact development (LID) practices.

### *Geology, Topography, and Soils*

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In general, the soils of the Ogdensburg waterfront area may be described as deeply laid soils comprised of either made lands (cut and fill) or post glacial material formed of lakelaid, deltaic, or fluvial sediments deposited principally from glacial meltwaters. The made lands (termed Uthordents) are mostly loamy soils occupying all of the port and most of the developed city-area west of the northern end of Linden Street. Post glacial soils cover the areas east of Linden Street with six soil types or series

being most prevalent: Flackville loamy fine sand, Croghan sand and loamy fine sand, Hailesboro silt loam, Raquette variant sandy loam, Mattoon silt loam, and Elmwood fine sandy loam.

Topography along the waterfront and in the City as a whole is mostly level to slightly rolling with the only distinctive changes in elevation occurring along the banks of the St. Lawrence and Oswegatchie Rivers. The terrain rises gently away from the shore of the St. Lawrence River with sections of the City situated 25 to 50 feet above the river level. From southwest to northeast, there is relatively little change in elevation in the waterfront except at the Oswegatchie River and, in a broad sense, in the lower lying depressions along NY Route 37, east of the more developed parts of the City.

Most of the waterfront area's soils present severe limitations to septic tank absorption fields and dwellings with basements. The erosion hazard of these soils is slight. The City's mostly level elevation poses little impediment to development or construction. Steeply sloped areas are limited and occur mostly in close proximity to the banks of the St. Lawrence and Oswegatchie Rivers. In general, steep slopes pose little or no impediment to development and construction in the City.

### *Vegetation*

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The New York Natural Heritage Program identifies four species of vascular plants deserving special attention. The sensitive nature of this information prevents its release to the public without permission from the New York Natural Heritage Program. Two of the four species have an Unprotected Status, one species has a Rare Status, and one species has an Endangered Status. The City has specific details regarding the species.

The City of Ogdensburg actively works to maintain its status as a "Tree City." The Tree City program is sponsored by the Arbor Day Foundation, in cooperation with the U.S. Department of Agriculture-National Forest Service and the National Association of State Foresters. The program provides direction, technical assistance, public attention, and national recognition for urban and community forestry programs in thousands of towns and cities nationwide. Ogdensburg has been a Tree City for the past 17 consecutive years. The City continues to meet the four quality standards required for membership in the Tree City program. These benchmarks are: an active tree commission; a tree care ordinance; a community forestry program with an annual budget of at least \$2 per resident; and an Arbor Day observance and proclamation. These standards ensure that every Tree City community has a viable tree management plan and program.

The City should continue to enhance the quality of its urban forestry. Properly located trees can reduce air pollution, improve water quality, lower heating and cooling costs, minimize stormwater runoff, decrease soil erosion, lessen the urban heat island effect, buffer noise pollution, provide habitat for wildlife, increase property values, and contribute to the psychological and social health of the community. For all of these reasons, updating the City's current Urban and Community Forest Strategic Plan (UCFSP) will help Ogdensburg attain its SMP goals of making a Beautiful City and Revitalizing Aging Neighborhoods and Commercial Areas.

### *Agricultural Land*

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Currently, there are no agricultural lands within the City limits and the City's zoning does not allow any agricultural land within its boundaries. As a result, no agricultural lands are anticipated for the City.

## *Flooding and Erosion*

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Areas of critical erosion have been identified in Ogdensburg near the area of the OBPA facilities and around the municipal dock and shoreline areas of the Greenbelt Park system. Additionally, ice damage, intermittent periods of high water levels and wave disturbances from the St. Lawrence Seaway shipping channel contribute to erosion action. The St. Lawrence Seaway Development Corporation has established speed limits for commercial vessels that it enforces to mitigate the negative effects of erosion. The OBPA maintains cribbing and a bulkhead northeast of the port, near the former site of the grain elevator. There are no Coastal Erosion Hazard Areas along the City's waterfront.

Areas of special flood hazard were identified and mapped in Ogdensburg by the Federal Insurance Administration in 1980. The natural sloping topography within the study area creates limited narrow bands along the banks of the Oswegatchie River, and at limited areas along the St. Lawrence River coastline. Land development in flood hazard areas is frequently precluded by soil limitations and high water tables. Currently, development is subject to City flood regulations.

Within the BOA, each of the four strategic districts include floodplains which will have impacts on redevelopment. However, the City's goal is to maintain the floodplain areas as open space to the greatest degree possible. The Fort District will have the greatest obstacles for redevelopment as it pertains to floodplain regulation as the majority of the district is within the flood hazard area. The *Reuse Vision* discusses in greater detail the impacts of floodplains on development and the community vision for utilizing these areas to preserve opportunity for public access.

## *Air Quality*

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St. Lawrence County did not report any air quality information to USEPA in 2011, the most recent full year of data. According to scorecard.org, diesel emissions are the predominant source of hazardous air pollutants for St. Lawrence County. The source includes both on-road vehicles (such as cars, trucks and buses) as well as off-road equipment (such as ships, airplanes, agricultural and construction equipment). However, there are no notable air quality concerns by the USEPA, for the County, City, or specific study area.

## *Economic and Market Trends Analysis*

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This Economic and Market Trends Analysis section includes information from the analysis completed in January 2012 through a USEPA technical assistance grant to the City of Ogdensburg, a subsequent report completed in November 2012 as part of the BOA Step 2 work plan, and additional information gathered through additional analysis and stakeholder interviews.

The effort documented in this report reflects the particular approach necessary to incent development in a third-tier real estate market where there is little current economic activity, as in the case of the City of Ogdensburg. As a result, traditional market indicators were used in conjunction with specialized indicators, tailored for third-tier markets, typically not used in first-tier market analysis.

The following lists the specialized approach Vita Nuova used during this analysis:

- Expanded 2-hour drive time market area; a geographic area that is larger than what would typically be considered in a traditional market study. The expansion is based on the fact that people drive farther in rural areas to obtain goods and services as well as carry out necessary activities.
- Many more and extensive in-depth stakeholder interviews for the purpose of identifying and connecting potential resources for development.
- Identification of latent demand by obtaining a greater understanding of the history, culture, and current activities of residents and their relations.
- Exploration of activities and commerce on the Canadian side of the border in order to understand potential impacts on the American side.

While solid market data is always necessary in third-tier markets, other factors contribute to the potential market and must be considered, especially in smaller rural or urban markets where historic activity may be limited but latent opportunity still exists.

## Demographic Analysis

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### *City of Ogdensburg Market Area: Economic and Population Challenges*

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#### Population

The population of Ogdensburg has declined over the past 10 years by a total of 10%; from 12,364 in 2000 to 11,128 in 2010. This trend is forecasted to continue, albeit at a much slower rate. From 2010 to 2016 the decline is estimated at only 0.15%.<sup>10</sup>

Similarly, the number of households in Ogdensburg is also decreasing—a decline of 2.7% from 2000 to 2010. Projected growth in households from 2010 through 2016 is expected to be almost stagnant within the municipality (-0.10%).<sup>11</sup>

	Ogdensburg
2000 Households	4,181
2010 Households	4,070
2016 Households	4,066
% Change 2000-2016	-2.8%

Source: U.S. Census Bureau and ESRI forecasts.

#### Labor Force and Earnings

Within the population of Ogdensburg 25 years of age and older, 38.4% of its residents have at least some college experience. 13.1% of the population has received a bachelor's or graduate/professional degree, and 35.7% has obtained a high school diploma.<sup>12</sup>

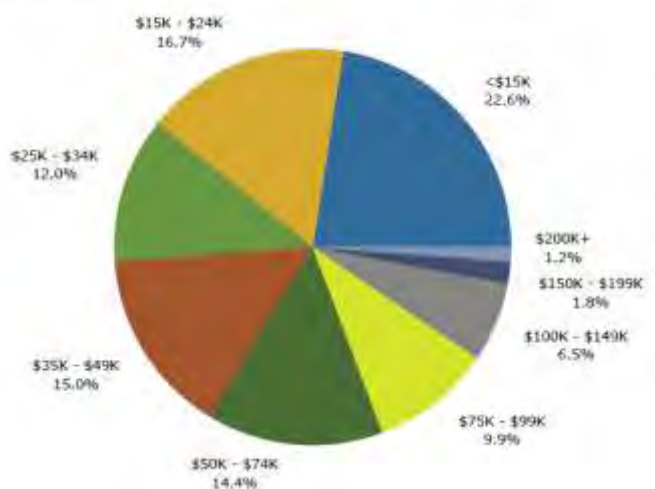
<sup>10</sup> U.S. Census Bureau, Census 2000 and 2010, and ESRI forecasts.

<sup>11</sup> U.S. Census Bureau, Census 2000 and 2010, and ESRI forecasts.

The median household income in Ogdensburg in 2011 was estimated to be \$33,708, well below the U.S. national average of \$50,227. Income is projected to increase by 14.5% over the period 2011-2016 to \$38,599 per annum.<sup>13</sup>

The pie chart illustrates income breakdown within Ogdensburg in 2011. The largest income category is comprised of households making less than \$15,000 (22.6%).<sup>14</sup>

2011 Household Income



## Employment

In 2010, the unemployment rate within Ogdensburg for the civilian population was estimated to be 8.6%; this rate is expected to decline to 7.0% by 2015. The current employment picture in Ogdensburg is overwhelmingly dominated by the Services sector, which accounts for almost 60% of the total labor force. The Services sector represents those jobs that encompass non-manufacturing activities. The next largest employment sector, accounting for 9.7% of the workforce is Retail Trade, followed closely by Public Administration and Manufacturing.<sup>15</sup>

2010 Employed Population Age 16+ by Industry	
Total	3,938
Agriculture/Mining	0.9%
Construction	3.8%
Manufacturing	7.9%
Wholesale Trade	1.4%
Retail Trade	9.7%
Transportation/Utilities	2.5%
Information	2.3%
Finance/Insurance/Real Estate	3.3%
Services	59.5%
Public Administration	8.7%

Source: ESRI forecasts

## Regional Market Area: Canadian Opportunities

In order to better understand the regional market forces that impact Ogdensburg, this report expands on the previous *Economic and Market Trends Analysis* report prepared by Vita Nuova, dated January 2012. As part of this analysis, the prior study's market area has been expanded from a 30-minute drive time to a two-hour drive time surrounding Ogdensburg. This market area was chosen since larger driving distances are more typical in the North Country region and the housing market, as well as regional shopping trips, trend towards a larger geographic area. For example, interviewees suggested

<sup>12</sup> ESRI forecasts.

<sup>13</sup> ESRI forecasts.

<sup>14</sup> ESRI forecasts.

<sup>15</sup> ESRI forecasts.

that Canadian shoppers residing as far north as Ottawa will routinely drive long distances, some to Syracuse's outlet centers, to shop for retail goods.<sup>16</sup>

As illustrated in the map below, the two-hour drive time market area extends into Canada, and encompasses Ottawa, as well as the outskirts of Montreal, the Adirondacks, and the suburbs of Syracuse in the United States.

### Population

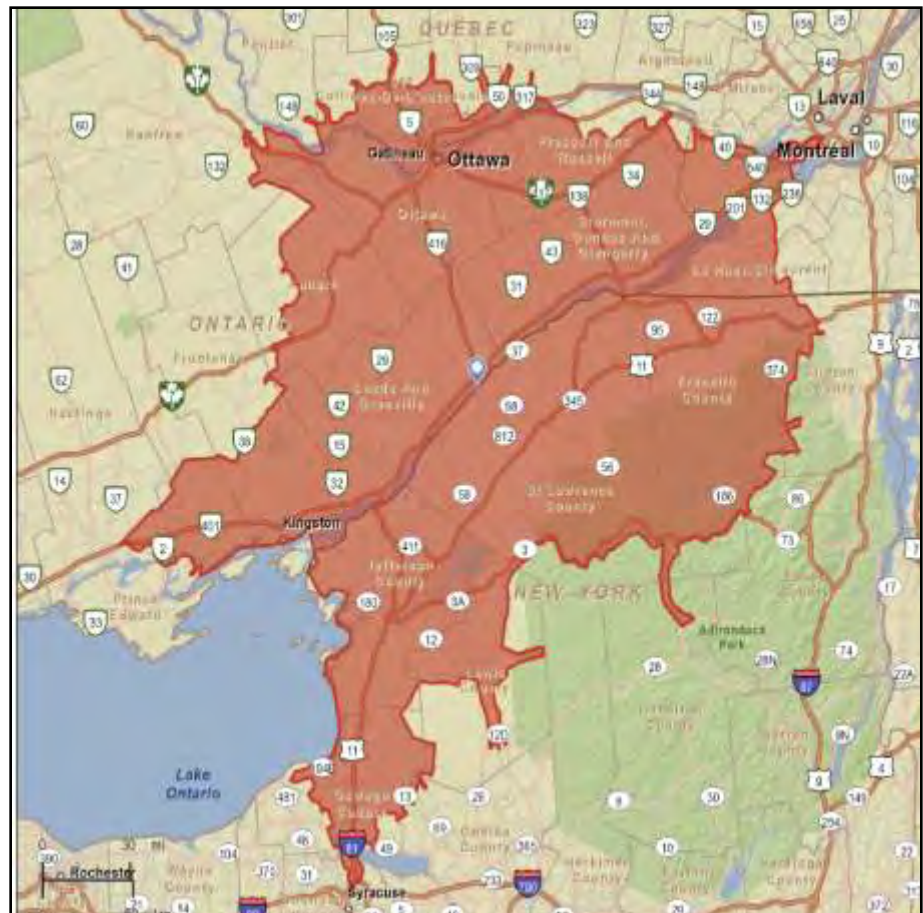
The two-hour drive time market area, which encompasses both the United States and Canada, has experienced an increase in population over the past five to ten years and this population trend

is projected to continue. While the population is increasing, the rate of growth has not been particularly large. Over the period 2000-2010, the population in the United States portion of the market area increased from 359,155 to 367,506, and this population is projected to increase to 374,856 by 2016. This represents a 4.4% increase in population from 2000 to 2016.<sup>17</sup>

In Canada, over the time period 2007-2012, the market area experienced an increase in population of 5.8% (from 2,095,204 to 2,217,147) and the population is expected to increase to 2,358,339 by 2017, a projected increase of 6.4%.<sup>18</sup>

The number of households in the United States portion of the market area surrounding Ogdensburg is projected to increase at a rate of 9.1% from 2000-2016, while households in the Canadian portion of the market area are expected to increase by a larger percentage—17% over the period 2007-2017.<sup>19</sup>

The following charts indicate the relative dominance of the Canadian portion of the market area within the two-hour drive time radius, in terms of both population density and income.



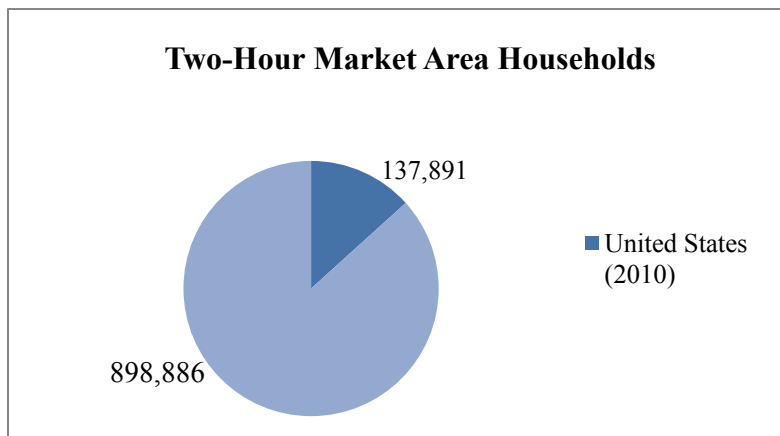
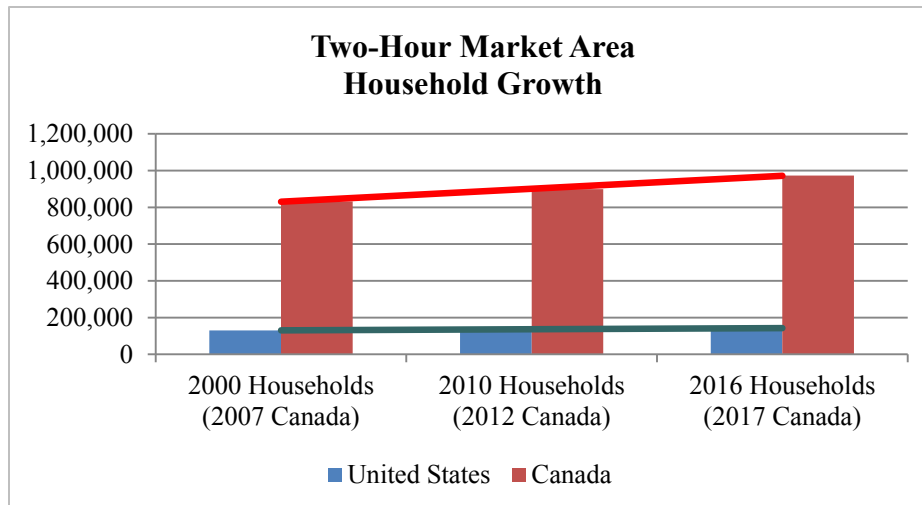
**Two-Hour Drive Time Market Area**

<sup>16</sup> Interview with Angela Augsbury, September 12, 2012.

<sup>17</sup> U.S. Census Bureau, Census 2000 and 2010, and ESRI forecasts.

<sup>18</sup> Environics Analytics.

<sup>19</sup> U.S. Census Bureau, Census 2000 and 2010, ESRI forecasts, and Environics Analytics.



### Labor Force and Earnings

Within the United States, the 2010 population residing in the two-hour drive time market area which is 25 years of age and older is generally well-educated, with almost half having completed some college (47.5%). Almost 20% of the population has a bachelor's or graduate/professional degree. In 2006, within the Canadian portion of the market area, over 80% of the population over 15 years of age earned a certificate, diploma, or degree, with 23.4% receiving a university certificate or degree.<sup>20</sup>

The median household income in the two-hour drive time in the United States was estimated to be \$42,831 in 2011, an amount that, while exceeding Ogdensburg's median income of \$33,708, is still below the nationwide United States and Canadian market area median income levels.<sup>21</sup>

	Two-Hour Drive Time United States (2011)	Two-Hour Drive Time Canada (2012)	United States Median (2011)
Median Household Income	\$42,831	\$73,394 CAD	\$50,227

Source: U.S. Census Bureau, ESRI forecasts, and Environics Analytics.

<sup>20</sup> ESRI forecasts and Environics Analytics.

<sup>21</sup> ESRI forecasts and Environics Analytics.

Within the United States market area, the median household income is expected to increase by 18.5% to \$50,753 in 2016 and in Canada to \$85,134 CAD (a 16% increase).

The charts below illustrate the income breakdown of households in the United States portion of the market area. The largest two categories fall within the \$50,000-\$74,999 (19.2%) and \$35,000-\$49,999 (16.2%) range, with the third largest category being those households making under \$15,000 (15.1%).<sup>22</sup>

In the Canadian portion of the market area, the largest income category in 2012 consisted of those households making over \$100,000 CAD a year (33.2%). The other categories have an almost equal portion of the households. This trend is expected to continue and in 2017 the over \$100,000 income category is expected to increase to 41.1%.

2011	US Two-Hour Market Area
Total Households	138,605
< \$15,000	20,943
\$15,000 to \$24,999	17,786
\$25,000 to \$34,999	16,990
\$35,000 to \$49,999	22,461
\$50,000 to \$74,999	26,615
\$75,000 to \$99,999	16,951
\$100,000 to \$149,999	12,512
\$150,000 to \$199,999	2,805
\$200,000+	1,533
Median Household Income	\$42,831

Source: ESRI forecasts.

2012	Canada Two-Hour Market Area
Total Households	898,886
< \$20,000	88,781
\$20,000 to \$29,999	63,599
\$30,000 to \$39,999	69,274
\$40,000 to \$49,999	70,601
\$50,000 to \$59,999	69,023
\$60,000 to \$69,999	66,786
\$70,000 to \$79,999	62,985
\$80,000 to \$99,999	109,829
\$100,000+	298,008
Median Household Income	\$73,394 (CAD)

Source: Environics Analytics

## Employment

In the United States portion of the two-hour drive time market area, the current employment in the region is dominated by the Services sector, accounting for approximately 51.0% of the employed population. The second largest sector is Retail Trade.<sup>23</sup>

In 2010, the civilian unemployment rate was 8.7% within the United States portion of the two-hour drive time area. The rate is projected to decrease to 7.1% by 2015.<sup>24</sup>

2010 Employed Population 16+ by Industry	
Total	151,701
Agriculture/Mining	3.0%
Construction	6.1%
Manufacturing	7.7%
Wholesale Trade	2.6%
Retail Trade	12.4%
Transportation/Utilities	4.8%
Information	1.8%
Finance/Insurance/Real Estate	3.7%
Services	51.0%
Public Administration	7.0%

Source: ESRI forecasts

<sup>22</sup> ESRI forecasts.

<sup>23</sup> ESRI forecasts.

<sup>24</sup> ESRI forecasts.

In the Canadian portion of the market area, the largest two occupation categories in 2012 were Sales and Service and Business, Finance, and Administration. In 2006 the unemployment rate in the Canadian market area was 5.8%.<sup>25</sup>

2012 Type of Occupation	
Management occupations	7.3%
Business, finance, and administration	13.0%
Natural and applied sciences and related	6.4%
Health	3.8%
Social sciences, education, government service, and religion	7.0%
Art, culture, recreation, and sport	2.4%
Sales and service	15.2%
Trades, transport/equipment operators, and related	7.5%
Primary industry	1.3%
Processing, manufacturing, and utilities	2.2%
Occupation Not Applicable	1.3%

Source: Environics Analytics.

### *Transportation Factors: Enhancing a Central Regional Location*

Access to a rapid and efficient transportation network is crucial to attracting new employment opportunities, as well as luring new visitors and residents to Ogdensburg. In the absence of a direct highway system to service the City, Ogdensburg must leverage the presence of its alternate transportation resources. These include Ogdensburg's deep water port facilities located on the St. Lawrence River, its local airport, and proximity of the Ogdensburg-Prescott International Bridge which connects the City to a readily accessible but largely untapped and deep Canadian market. The presence of these extraordinary assets can help mitigate the absence of a direct highway network, but they demand that the City pay particular attention to integrating these resources within the development plans and marketing of their BOA districts. The City should also take advantage of its port, rail, and airport connections to showcase the potential for the City to generate additional employment opportunities in the region.

A dominant force in the Ogdensburg community, the Ogdensburg Bridge and Port Authority (OBPA) owns, operates, and controls both the Ogdensburg-Prescott International Bridge, physically linking the municipality with Canada, as well as the Ogdensburg International Airport. In their continuing interest of expanding accessibility to Ogdensburg for commerce, tourism, and travel, the OBPA has commissioned a study to evaluate the means and methods necessary to expand economic development in Ogdensburg. Key findings of the report indicate airport expansion, for the purposes of enhancing air travel to the Ogdensburg area, as well as increasing ridership across the bridge, and tourism-related river travel could have a significant and important impact on Ogdensburg tourism. If successful, the OBPA's efforts will have a meaningful positive and lasting impact on Ogdensburg's growth.<sup>26</sup>

**Road Network:** Ogdensburg is located near a number of key New York and Canadian metropolitan areas; however, it lacks direct access to a multi-lane, high-speed highway system. Without direct highway access and the presence of the St. Lawrence River and Adirondack Mountains, Ogdensburg is

<sup>25</sup> Environics Analytics.

<sup>26</sup> *Development of an Economic Development Marketing and Attraction Strategic Plan, Final Report*, June 14, 2012, DCG Corplan Consulting LLC.

challenging to access via automobile from the United States side, but relatively easy to access via highway from the Canadian side of the market area. Canada has a modern highway system that easily services the Canadian market as far north as Montreal and Ottawa directly to the Ogdensburg-Prescott International Bridge.

Ogdensburg has access to three New York State intrastate roads:

- NY-37—An east-west route that runs along the southern edge of the City and parallel to the St. Lawrence River;
- NY-68—An east-west route through the City that connects to Canton and points east; and
- NY-812—A north-south route that connects to the Ogdensburg-Prescott International Bridge.<sup>27</sup>

Ogdensburg is also located between two major United States interstates, I-81 and I-87. I-81 is located approximately 40 miles to the southwest of Ogdensburg and provides access to the 1000 Islands Tourism Area, ON-401, as well as the New York towns of Watertown and Syracuse to the south. Interstate I-87 is the other major interstate in the North Country region providing access from New York City to Montreal. I-87 runs parallel along the Hudson River to Lake Champlain, terminating at the United States-Canadian border where it becomes Canadian Autoroute 15. ON-401 runs parallel to the St. Lawrence River on the Canadian side and connects to Autoroute 20 which links to a number of major Canadian cities. Canadian ON-416 serves as a convenient connection from Ogdensburg to Ottawa.

The Ogdensburg-Prescott International Bridge provides direct access to Canadian highways 401 and 416. Roughly 500,000 motorists cross the bridge annually; of this number approximately 400,000 vehicles are private automobiles. Over the past decade, commercial crossings have increased from 53,000 in 1999 to between 75,000 and 100,000 more recently.<sup>28</sup> Passenger cars pay a \$2.75 toll per trip in either direction of travel. Trucks pay according to number of axles. The bridge is open 24 hours a day and is owned and operated by the Ogdensburg Bridge and Port Authority.<sup>29</sup>

Airports: The Ogdensburg International Airport is a general aviation facility operated by the Ogdensburg Bridge and Port Authority. The airport is served by Cape Air and currently operates service to Albany with continuing flights to Boston. The airport experienced increased passenger travel in 2010 with 2,329 passengers, an increase in ridership of 14.4% over the previous year.<sup>30</sup> The operator of the plane service estimates approximately 50% of passengers are business travelers. Other passengers generally include government employees, commuters (to work or school), pleasure shoppers, and those making other airline connections.<sup>31</sup>

The OBPA is currently undertaking an evaluation of the feasibility of expanding its current runway capacity to accommodate the wider regional air traffic community, which is currently serviced by the Ottawa International Airport. If successful, the expansion of the current runway system will not only provide for growth in current Cape Air services but will allow new commuter and regional airlines to use Ogdensburg's airport allowing direct service for a much broader American and Canadian marketplace. The expansion will eliminate the need to rely solely on the Ottawa International Airport as a means to

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<sup>27</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

<sup>28</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

<sup>29</sup> Ogdensburg Bridge and Port Authority website. <http://www.ogdensport.com>. Accessed October 5, 2012.

<sup>30</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

<sup>31</sup> *Ogdensburg Waterfront Brownfields: Economic and Market Trends Analysis*, January 2012, Vita Nuova LLC.

access the North Country and Southern Canadian region. Expansion of the airport will directly translate into a savings of an additional one-hour drive from Ottawa to the United States border, as well as the elimination of customs inconvenience at the Ogdensburg-Prescott International Bridge. Over 4.6 million annual travelers currently go through the gates of the Ottawa International Airport, with over a million of those visitors coming either from the United States or other foreign locations. Services at the airport are provided by 13 Canadian and United States air carriers.<sup>32</sup> The expansion of the Ogdensburg International Airport will tap into a significant portion of this market.

**Rail:** Currently, there is one active rail line in Ogdensburg, owned by the Ogdensburg Bridge and Port Authority and operated by Vermont Rail Systems.<sup>33</sup> This line, the New York and Ogdensburg freight line, extends from the Marine Terminal in Ogdensburg to the main Conrail line in Norwood, NY. The OBPA also operates a multimodal facility at the Marine Terminal. Rail traffic has steadily increased in recent years, with approximately 1,200 rail cars using the line in 2009. These cars handle a variety of cargo, including fertilizer, road salt, feed grain, glass cullet, iron oxide, and paper.<sup>34</sup>

**Seaway:** The St. Lawrence Seaway, a portion of the St. Lawrence River, is an international navigation channel linking the Atlantic Ocean and the Great Lakes. The Ogdensburg Bridge and Port Authority, an arm of the U.S. Department of Transportation, manages the Port of Ogdensburg, one of the active seaports located along the Seaway.<sup>35</sup>

The Port of Ogdensburg has the advantage of being the closest American port to Northern Europe and is the only American port located on the St. Lawrence River. Cargo handling has increased over the past 40 years—growing from 5,000 tons in 1971 to between 165,000 and 175,000 tons a year in the 1990s. It is estimated that traffic grew at an average annual compounded rate of 2.5% over the past 15 years. Due to the Port's growth, in 2011 OBPA earned the Seaway Pacesetter award in recognition of increased international cargo shipments during their 2010 season.<sup>36</sup>

In addition to handling commercial cargo, the Port also accommodates river cruise tours during the spring and summer months. According to officials at the Ogdensburg Bridge and Port Authority, Ogdensburg averages approximately 12 major vessels per season. However, several of these vessels come to the Port strictly to clear United States customs, as opposed to stopping in the area for passengers to disembark. In a recent study commissioned by the OBPA, a key recommendation included the development of a riverboat CruisePort in Ogdensburg in order to increase tourism and economic development.<sup>37</sup>

### *Demographic Analysis Summary*

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- Population centers are in the Canadian market area – almost 900,000 households in the Canadian two-hour drive time area compared to slightly under 138,000 in the United States

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<sup>32</sup> Ottawa Macdonald-Cartier International Airport Total Passenger Volume (2008-2012). [http://ottawa-airport.ca/sites/default/files/yow/pax\\_stats\\_chart\\_-\\_july\\_12\\_eng.pdf](http://ottawa-airport.ca/sites/default/files/yow/pax_stats_chart_-_july_12_eng.pdf). Accessed September 15, 2012.

<sup>33</sup> Ogdensburg Bridge and Port Authority website. <http://www.ogdensport.com>. Accessed October 7, 2012.

<sup>34</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

<sup>35</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

<sup>36</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

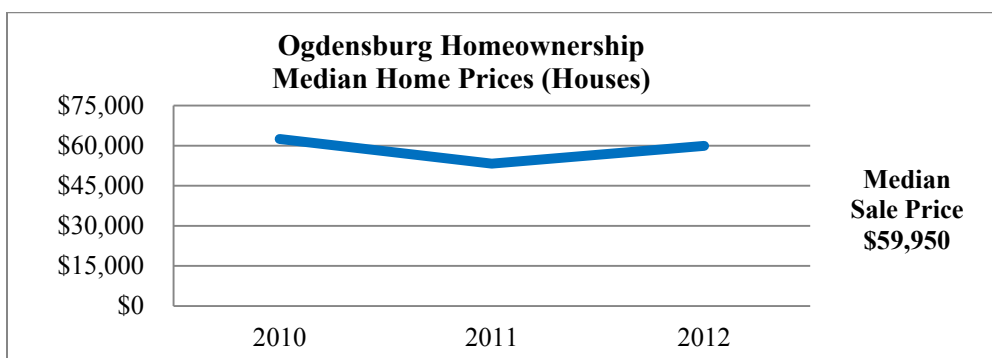
<sup>37</sup> *Development of an Economic Development Marketing and Attraction Strategic Plan, Final Report*, June 14, 2012, DCG Corplan Consulting LLC.

- Ogdensburg households declined at a rate of 2.7% from 2000 to 2010
- Canadian market area population and households are growing at a higher rate than in the United States
- Over 298,000 households in the Canadian market area make \$100,000 (CAD) or more, while less than 17,000 households make an equivalent amount in the United States market area
- Ogdensburg has robust transportation infrastructure that it must emphasize in marketing efforts

## Market Analysis

### *Housing Market: Leverage Canadian Opportunities*

As of September 2012 there were 62 homes listed for sale in Ogdensburg at a median price of \$59,900. The listing prices range from \$19,500 to \$239,900.<sup>38</sup> From 2010 through October 1, 2012, 240 homes were sold in Ogdensburg with sales prices ranging from \$7,500 to \$750,000. The volume of home sales in Ogdensburg has been consistent over the past years, with 79 homes sold through October 1, 2012, as compared to a total of 79 in 2010 and 82 in 2011. The median sales price of these homes was \$59,950.<sup>39</sup>



Rental units are a significant portion of the Ogdensburg housing market, comprising 38.2% of the housing stock in Ogdensburg. This differs only slightly from the United States market area, which is 31.2%.<sup>40</sup>

Currently, there are no condominiums within the City of Ogdensburg. While this represents a potential new market for homeownership along the waterfront, the City has no experience with this type of development. Nearby Canadian communities, such as Brockville, ON, have been extremely successful in revitalizing their waterfronts through condominium development and multi-family housing could be ideal for the BOA districts. However, before any development occurs, it is imperative that the City look closely at its tax structure to ensure that it adequately accounts for the increased density from condominiums and does not overburden municipal services. This process is underway at the current time and a methodology has been established which must be submitted to City Council for approval at the appropriate time.

<sup>38</sup> Ogdensburg MLS Report, September 25, 2012.

<sup>39</sup> Ogdensburg MLS Report, October 2, 2012.

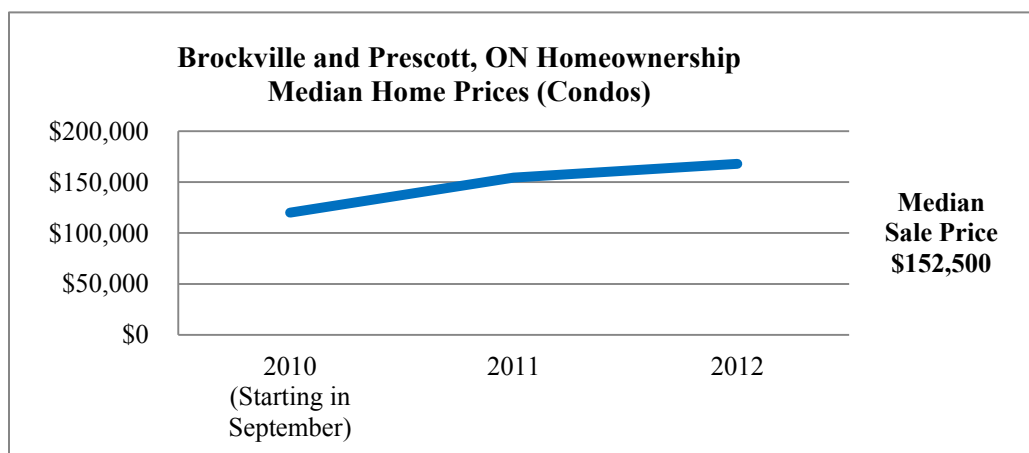
<sup>40</sup> U.S. Census Bureau, Census 2010.

Across the St. Lawrence River in Canada, since 2010, 101 condominium units have been sold in the Brockville and Prescott, ON area. The median price for these units was \$152,500 (CAD). In 2011, 50 condominiums were sold in the area. Based on sales through the first three quarters of 2012, condominium sales should be in line or actually increase as a result of new condominium development in the area.<sup>41</sup>



**Tall Ships Landing Development – Brockville, ON**

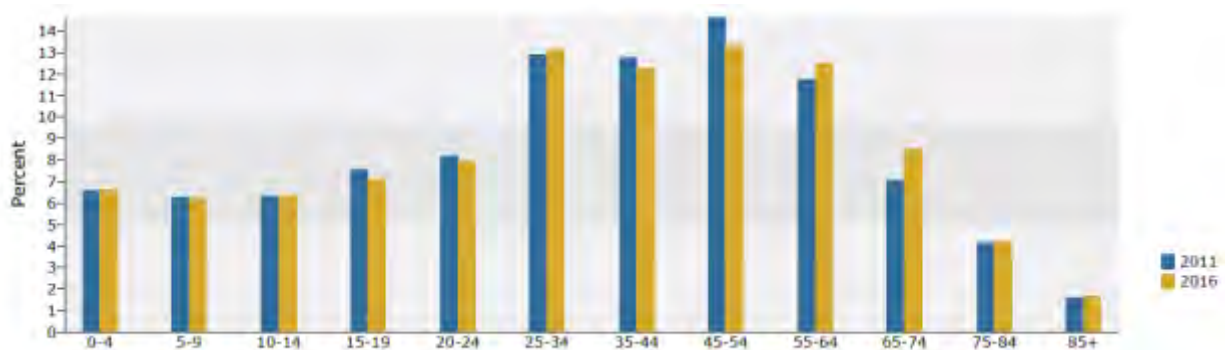
The most dramatic development in the condominium marketplace in the upper St. Lawrence area is Tall Ships Landing, developed by Ottawa-based Fuller Group of Companies. This development reflects the region's appetite for a waterfront condominium lifestyle. This 20-story, 90-unit waterfront development sets a dramatic precedent for condominium development and sales in the region and appears to have successfully tested the market for those higher income individuals seeking an alternative riverfront condominium lifestyle. According to the development's sales representatives, which is scheduled for occupancy at the end of 2013, 75% of the luxury units have been pre-sold with prices ranging from \$365,000 CAD to over \$1.35 million CAD. The facility has indoor/outdoor swimming pools, private boat slips, a clubhouse, restaurant, and gymnasium. Units range in size from a 995 square foot studio on the lower floors to a 2,513 square foot penthouse on the top floor.



<sup>41</sup> MLS Report, Ottawa Board of Realtors, September 20, 2012.

The demand for new high-quality multi-family units should increase over the next few years due to the aging population of Ogdensburg. By 2016 it is estimated that over 27.6% of the City's population will be 55 years of age or older.<sup>42</sup>

Age Breakdown in Two-Hour Market Area



In addition, local developers have said that Ogdensburg could be attractive to retirees and those seeking a second home from outside the region. To meet this potential demand, local developers have focused on rental apartments and condominiums.<sup>43</sup> These developers have created, or will be developing, approximately 25 units of new housing over the next few years. The for sale condominium units will have 1,700 square feet with a selling price around \$180,000. In one development located in the Marina District, rental prices are approximately \$910 per month, as stipulated under the terms of a development grant the developer received for those units. This developer estimated that if he were able to charge a market rent for these new units, it would be closer to \$1,200 a month. This differs from a local real estate agent who said that area one bedroom apartments range from \$375-\$550 a month and the rent for a single family home range from \$500 to \$1,000 a month.<sup>44</sup>

In contrast to the burgeoning Canadian condominium market, the United States side of the St. Lawrence River has yet to make significant inroads in this marketplace. The one exception is Dockside Resorts, a 50-unit condominium complex developed in Morristown in 2005. As the first condominium built within the Ogdensburg/Massena community, the complex sold out after completion at prices of upwards of \$295,000 for a 2-bedroom 1,100 square foot unit.<sup>45</sup> With the market downturn, asking prices for similar 2 bedroom units in today's market are closer to \$200,000.<sup>46</sup> Originally developed with a boat slip area adjacent to the development, design and related construction issues have resulted in unusable boat slips, a situation which in part may reflect on the current lower sales prices.

Product of this type or better would not necessarily serve only local city residents, but would attract those wanting to downsize along the coast, those that grew up in Ogdensburg or the area and want to

<sup>42</sup> ESRI forecasts.

<sup>43</sup> Interviews with Gilbert Jones, August 15, 2012 and May 1, 2013, and interviews with Billy Hosmer, August 16, 2012 and May 2, 2013.

<sup>44</sup> *Ogdensburg Waterfront Brownfields: Economic and Market Trends Analysis*, January 2012, Vita Nuova LLC.

<sup>45</sup> Taxes for a 2-bedroom unit in Dockside Resorts in 2012 are \$5,545 based on 1.8% of a capped assessed value of \$145,000.

<sup>46</sup> Trulia Real Estate website. <http://www.trulia.com/NY/Morristown/>. Accessed September 14, 2013.

retire or have a second home, and Canadians who are looking for comparable product for less money than can be purchased north of the border.



**Dockside Resorts – Morristown, NY**

It is often difficult to quantitatively measure the depth of this type of market demand; therefore, Vita Nuova developed an online survey, in conjunction with the BOA Steering Committee, in order to reach the target user group. The survey was sent to email lists provided by the Frederic Remington Museum and Fort La Presentation Association and was available for one month. The goal of the survey was to reach those who lived outside Ogdensburg, but had some connection to the City. Key target groups included alumni of the high schools, members of families that moved away from the City, as well as visitors from Canada and the United States.

The survey received 144 responses from individuals representing a variety of ages, incomes, and current locations. 90% of those surveyed reported they grew up in Ogdensburg and for those that once lived in Ogdensburg but have moved away, over 62% relocated for employment reasons, followed by 19% who decided Ogdensburg was no longer right for them. Of those 19%, the majority cited a lack of employment opportunities as the primary reason why they left Ogdensburg.

For those surveyed who have only visited Ogdensburg, 50% said they visited Ogdensburg to see friends or family. 44% also reported they visited to see area cultural attractions (reenactments, museums, festivals, etc.).

When survey participants were asked if they plan to relocate in the next five to ten years, only 26% of those surveyed said yes. A majority of that group (74%) said they are most likely to own their next home, as opposed to renting. When questioned about the type of community they would like to live in, 64% of participants selected waterfront, followed by walkable (50%), affordable (36%), and family centered (30%). When asked to choose attributes of a waterfront community where they could envision living, participants rated the following as most desirable: walking, running, biking trails (52%), boating (51%), cultural activities (46%), and entertainment (43%). Participants were also asked to select attributes that would most attract them to a waterfront home; the highest rated attributes were: natural beauty (67%), activities along the waterfront (47%), and access to a walkable community (40%). When asked if they would consider living on the Ogdensburg waterfront, 19% of responders said yes and an additional 21% said yes, if the sort of improvements discussed in the survey introduction were made.

The survey reveals that there are a large number of households and families with connections back to Ogdensburg that are interested in the waterfront. However, in order to capitalize on this market, the City must carefully structure the BOA districts development to meet the needs of these potential citizens, as well as current citizens.

Vita Nuova recommends that a follow-up survey be conducted with a larger mailing list in Step 3 of the BOA process.

### *Housing Market Summary*

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- Nearly 40% of housing units in Ogdensburg are rentals
- Current residential development in the Marina District, active developer interest, income and housing demographics indicate that multi-family housing is viable in the BOA districts
- Ogdensburg housing stock does not meet all market niche requirements
- Survey responses indicate that there is interest in former residents returning – if the developments are structured appropriately

### *Tourism Market: Establish Ogdensburg as both an Origin and a Destination*

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Ogdensburg is one of a series of waterfront communities that line both sides of the St. Lawrence River, each with a history firmly anchored in an industrial past. Unlike Ogdensburg, many of these former industrial cities successfully repositioned their waterfronts to capitalize on tourism and leisure travel for much of their economic activity. On the United States side, Ogdensburg is located in the geographic center of the 1000 Islands Tourism Area. However, the region's true center lies over 40 miles away in the bustling towns of Alexandria Bay and Clayton. Today Ogdensburg, despite its strategic location and resources such as the Frederic Remington Museum and Fort de La Presentation re-enactments, plays only a minor tourism role when compared to the surrounding regional communities.

While Ogdensburg would appear to have the inherent assets necessary for long-term success as a place to live, work, and visit, it lacks an overall sense of vitality which exists in the 1000 Islands community on both sides of the St. Lawrence River. To take full advantage of its waterfront potential, Ogdensburg will need to establish a sense of “place” – a distinctive waterfront community that provides the key ingredients required to catalyze ongoing change. These key ingredients include:

- Strong links to the past which stir a sense of continuity and belonging (e.g., redefining itself as a North Country area which offers tourists the places and activities that authentically represent the stories and people of the past and present). This will encompass historic, cultural, and natural resources, as well as more contemporary settings that provide distinctive, memorable, and enjoyable experiences. For example, vibrant commercial districts, lively waterfront areas, and a thoughtful mixed use development in the City's waterfront BOA districts that offer a blend of public and private spaces. Today's Ogdensburg offers several strong heritage tourism assets that provide satisfying visitor experiences to a wide range of audiences, including those available through the Frederic Remington Museum and Fort de La Presentation. With a steady stream of leisure visitors crossing the Ogdensburg-Prescott International Bridge, transient boaters plying the St. Lawrence River waters, and east- and west-bound vehicular traffic travelling along Route 37 and the Great Lakes Seaway Trail, the potential for additional tourism is significant.
- Awareness of the City's bright future, which fuels optimism and the desire to invest time, money, and ideas; and

- A distinctive built environment with the personality, services, and scale that evokes positive psychological responses.

Together, these ingredients will work to create a sense of place that grows stronger over time. While visitors will never understand a community's sense of place as deeply as life-long residents, they can recognize it within a very short time.

In this context, Ogdensburg presents a challenge. On one hand it offers many of the qualities inherent in healthy communities offering a strong sense of place. The qualities include:

- Compelling community heritage and champions devoted to sharing it, most notably the Frederic Remington Museum and Fort de La Presentation;
- Historic buildings and fabric, resulting in a scale that promotes walkability, especially along the waterfront;
- Stable area employment and reliable employers like the New York Corrections Department and basic sector manufacturing activity;
- Strong and direct linkages to Canada and distant markets;
- Network of infrastructure encompassing road, bridge, rail, air, and water transport;
- Strong market potential in part due to the draw the City exerts on rural communities in northern New York and southeast Canada; and
- Emerging plans to address the key waterfront BOA districts.

However, Ogdensburg suffers from impediments to fulfilling its tourism potential, including:

- Vacant and underperforming buildings and businesses, many of which need simple painting and refurbishing;
- Shuttered entertainment resources, such as the local movie theater located in the downtown;
- Inadequate linkages to the Frederic Remington Museum, which despite its excellent reputation and significant collection does not have a large impact on the City's downtown;
- Gaps in the retail menu, despite a market area that reaches across the border into Canada; and
- An economic climate that fails to generate enough return to justify rehabilitating many of the older historic buildings within the City.

A vibrant tourism market cannot rely on a single resource, such as the Frederic Remington Museum, to draw large numbers of visitors. Creating a robust tourism market requires a network—an interactive web of support, services, and activities that allows the community to reach its full potential of support in both the volunteer and paid employment sectors. Civic activities designed to prime the tourism pump that require modest capital sources, such as a schedule of waterfront concerts and farmers and flea markets, will draw visitors to the City at low cost.

Identifying, reaching out to, and establishing a cultural volunteer network can be a rewarding and uplifting experience for the community. The first steps of this effort were begun in early summer 2013 with the "Rediscovering the Waterfront" meeting. See the "Rediscovering the Waterfront" Community Meeting section for more information.

Formalizing this effort through the creation of a non-profit organization devoted to cultural activities can be achieved over time. Such an organization could potentially undertake development of the now

vacant movie theater, turning it into a profitable enterprise and using the proceeds to enhance arts throughout the community. Apart from providing access to current movies, under the stewardship of a non-profit, the theater could also offer a tourism theater experience. This theater experience could include informative films depicting the heritage of Frederic Remington and Fort de La Presentation.

Ogdensburg's distinct heritage resources and cultural activities can also enhance the City's more traditional economic development activities. Those communities that actively invest in culture exude can-do spirit and success, making them better choices for investments like conferences or business expansions. Heritage resources show that a community cares about itself and invests in quality of life. That powerful message resonates with business leaders, whose first exposure to an area may be as a tourist. Ogdensburg's investment in heritage assets can deliver a number of measurable benefits:

- **Benefits to Ogdensburg's citizens.** Heritage assets strengthen ties between residents and their community. Residents who understand their heritage appreciate how others created societies, forged economies, and used ingenuity to contend with the land, the water, and other resources. For Ogdensburg, this perspective fosters an awareness of the community's role in the formation and maturation of a state and a nation. Heritage assets immerse people in environments that foster learning and appreciation, making real what is at stake.
- **Benefits to Ogdensburg's local businesses and overall economy.** Heritage assets deliver both direct and indirect economic benefits. Heritage-motivated tourists, who spend about 22% more per person per trip than other leisure visitors, function as an export industry by bringing in outside dollars that circulate throughout the economy, create jobs, and generate local and state tax revenue. These dollars, and subsequent rounds of spending, cycle through the economy, disbursing benefits throughout the region. Given that border communities like Ogdensburg experience boom-bust cycles based on the strength of the Canadian and United States dollars, investments that increase the region's distinctiveness and appeal to high income travelers make economic sense.
- **Benefits to Ogdensburg's quality of life.** Heritage resources confer cultural, social, recreational, and aesthetic benefits, fostering community pride, civic engagement, and outdoor recreation. These benefits all correlate to personal well-being and validate the decision to choose Ogdensburg as a place to live and work.

### *Tourism Market Summary*

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- Ogdensburg has key tourism advantages:
  - Setting
  - Access to United States and Canadian markets
  - Robust affinity groups (heritage tourists, boaters, festival attendees, etc.)
- Challenges to building a thriving tourism market include:
  - Competition from existing well-known tourist destinations, such as the 1000 Islands
  - Undefined branding of the Ogdensburg market
  - Lack of local capacity (e.g., staffing, volunteers, funding sources)
- Ogdensburg has a number of potential actions that could increase tourism:
  - Capitalize on existing assets (cultural, heritage, and recreational)
  - Highlight and build upon waterfront activities with a unique brand
  - Focus on creating tourism infrastructure (e.g., exploring the creation of new attractions such as promoting the area's past railroad experience, scuba diving, and related water activities)

- Building interest within the City by creating a schedule of waterfront activities, including free concerts, antique auto shows, farmers markets, and flea markets

### Retail Market: Opportunities for Expansion

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Ogdensburg, like many older cities, has seen retail development shift from its historic downtown areas to suburban strip-style developments on the edge of its municipal boundaries. The Gateway Shopping Center and the Seaway Center are no exception and currently provide over 300,000 total square feet of retail space located along NY-37/NY-812. As of January 2012, there were only 19,500 square feet of available space between those two properties.<sup>47</sup>

Conversely, within downtown Ogdensburg, there are a number of vacant commercial properties for sale. The sales prices for these properties range from \$12.70 per square foot to \$144.38 per square foot.<sup>48</sup> While the redevelopment of the downtown commercial area may never reach its former glory—before failed Urban Renewal policies gutted much of the downtown area—the successful redevelopment and population of the BOA districts will promote new commercial activity along Ogdensburg’s “main street.” Design of the BOA districts must take into account their proximity to the heart of the Ogdensburg. The success of the BOA districts must, by definition, constitute success for the City as a whole.

Several developers within the Marina District have focused heavily on addressing the lack of services for boaters in the area through the development of additional boat slips and creation of facilities for boat repairs. New marina spaces are being rented at \$30 per linear foot for the season and winter storage space is renting at \$14 per foot, plus tax.

One Marina District owner noted that in its prime, the Marina District was home to two hotels and over 25 bars and restaurants and was anchored by a roller rink. A number of the district property owners have expressed a desire to bring a hotel back to the waterfront area along with restaurants.<sup>49</sup>

An Ogdensburg commercial real estate broker and property owner noted that current rental rates range from \$8 per square foot to \$10 per square foot depending on the tenant and location. National triple net tenants in the larger shopping centers pay on the lower end of the rental prices, while locations near to the waterfront can be as high as \$10 square foot, including utilities and taxes. Over the past few months the broker has begun to see an uptick in interest in businesses taking spaces in Ogdensburg and a decrease in the number of commercial vacancies.<sup>50</sup>

The residents of Ogdensburg and the surrounding communities within a two-hour drive on the United States side of the St. Lawrence River spend less than the average American household on most goods and services. The region’s shoppers tend to be more conservative in their shopping patterns; they tend to purchase brands and products that are familiar.<sup>51</sup>

However, their lack of purchasing power is offset by Canadians who take advantage of the cheaper prices and higher quality of goods that are available in the United States. Interviewees specifically noted

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<sup>47</sup> Ogdensburg Waterfront Brownfields: Economic and Market Trends Analysis, January 2012, Vita Nuova LLC.

<sup>48</sup> Ogdensburg Waterfront Brownfields: Economic and Market Trends Analysis, January 2012, Vita Nuova LLC.

<sup>49</sup> Interview with Ramona A. Breen, August 16, 2012.

<sup>50</sup> Interview with Connie Augsbury, September 21, 2012.

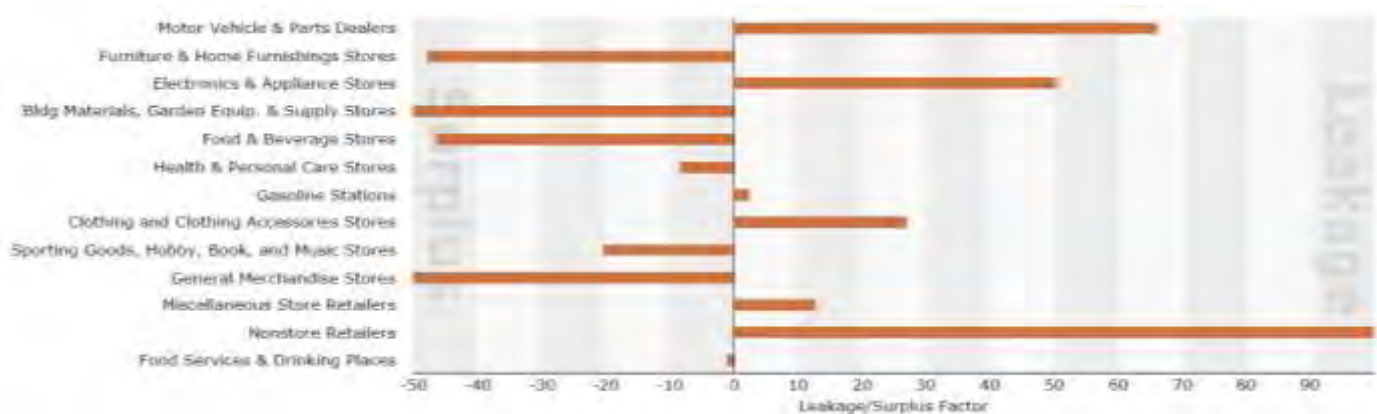
<sup>51</sup> ESRI Tapestry descriptions.

that Canadian shoppers purchase gas, select food products, and use the Ogdensburg UPS Store and post office for a United States address.

Ogdensburg serves as the primary shopping destination for goods in the region. However, a leakage analysis reveals there are still areas for improvement. These include:

- Motor vehicle and parts dealers
- Electronics and appliances
- Gasoline stations
- Clothing and clothing accessories
- Miscellaneous stores
- Nonstore retailers<sup>52</sup>

**Ogdensburg Leakage Analysis**



### *Retail Market Summary*

- Main shopping areas are the Gateway and Seaway Shopping Centers
- Additional analysis of Canadian buying trends could lead to additional retail opportunities
- Opportunity exists to capitalize on retail gaps and pent up demand in the BOA district, suggesting the need for a future evaluation of the potential to expand the retail menu along Route 37 (from the Ogdensburg-Prescott International Bridge to Route 68)

### *Development Analysis*

The Ogdensburg waterfront has a number of unique characteristics that are not provided elsewhere in the region. It is one of the few areas with large parcels of developable land, located on the waterfront, with access to existing infrastructure, and a year-round community.<sup>53</sup> The following analysis provides an in-depth look at comparable communities that can serve as models as Ogdensburg moves forward on its BOA development strategy, as well as additional land that is available for development outside of the BOA districts.

<sup>52</sup> ESRI and Infogroup.

<sup>53</sup> Interview with Jason Pfothauer, August 16, 2012.

## Other Land Available for Development

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Within the city limits of Ogdensburg, the largest tracts of developable land with access to infrastructure are the four key BOA districts, as well as a 37-acre parcel owned by the New York State Office of Mental Health (OMH). This 37-acre parcel is located along Route 37, adjacent to the Ogdensburg Correctional Facility and the St. Lawrence Psychiatric Center Hospital facilities. However, the entire facility may present a development opportunity as Governor Andrew Cuomo has announced the potential closing of the facility.

In addition to the OMH site, the Ogdensburg Bridge and Port Authority recently designated a surplus six-acre St. Lawrence River waterfront parcel as possible high-end residential or related development. The Port is currently studying the development potential for the site, as well as establishing market parameters.<sup>54</sup>

Despite the presence of other developable parcels of land, the BOA districts designated by the municipality as opportunities for development are unique within the larger region. During an interview, Jason Pfothenhauer, Deputy Director for the St. Lawrence County Planning Department, stated that there were no other large-scale development sites within the North Country region that offer the same development opportunity as Ogdensburg's waterfront properties. The attractive combination of unobscured water frontage, existing infrastructure, and large development sites, combined with the City's provision of essential services, make Ogdensburg, and the BOA districts in particular, a unique opportunity for development.<sup>55</sup>

## Comparable Communities

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While Ogdensburg stands alone in the region by virtue of possessing the unique development opportunities inherent in its BOA districts, there are a number of comparable and competing regional towns and cities. These towns and cities will all compete for the same pool of residential and commercial users which Ogdensburg must attract as it moves forward on its plan to develop and market its BOA districts. The communities discussed below can act as reference points for Ogdensburg; the City must learn from other area's successes and failures in order to create its own market strategies going forward—especially in developing a sense of place based on heritage and cultural resources important for bringing in tourists, attracting and retaining residents, and ultimately creating new jobs and economic development. The ultimate potential for development of the BOA districts will primarily rely on the City's ability to fully understand, reach, and attract a market that goes well beyond the community of Ogdensburg to the much deeper Canadian and southern American marketplace.

Within the North Country region, a number of competitive waterfront neighbors lie along the St. Lawrence River on both the United States and Canadian banks. These include Clayton and Alexandria Bay in New York and Brockville and Prescott in Ontario. The successes of these towns' waterfront redevelopments collectively demonstrate the importance of:

- Animating the waterfront and facilitating ease of water access for small craft;
- Fostering interaction between the maritime and leisure boating sectors;
- Consolidating commercial and maritime activity along the waterfront to create critical mass necessary to attract boaters;
- Encouraging the adaptive reuse of historic buildings and infill development;

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<sup>54</sup> Interview with Ramona Breen, August 16, 2012.

<sup>55</sup> Interview with Jason Pfothenhauer, August 16, 2012.

- Providing a steady stream of cultural programming to draw and engage residents and visitors;
- Balancing quality control via land use regulations with design freedom to create a distinctive built environment;
- Controlling how pedestrian and vehicular traffic interact; and
- Facilitating ease of customs procedures to make Ogdensburg's marinas "user friendly" for Canadian boaters.

Beyond these individual lessons, much of Ogdensburg's future will lie with the potential for regional tourism and cooperation rather than competition.

### *Clayton*

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Like Ogdensburg, Clayton benefits from a nearby bridge to Canada. Clayton's setting on a peninsula in the St. Lawrence River, approximately 48 miles up the St. Lawrence River from Ogdensburg, enables the community to divide its water frontage into multiple zones serving commercial, tourist, and leisure boating interests, along with public beaches for swimming and passive recreation. All of these uses take advantage of the water views. The land use pattern is dense and walkable and the peninsula funnels visitors towards the downtown crossing area. However, the majority of activities lie along the roads lining the bay. This pattern encourages pedestrians to explore. Transient slips for cruisers, excursion boats, commercial fishing vessels, and passing cargo ships help create activity on the waterfront during the summer months and provide visual interest.

Clayton's cultural amenities—principally the Antique Boat Museum and its vessels, the 1000 Islands Museum, the American Handweaving Museum, and the Clayton Opera House—are large draws for visitors and encourage return visits throughout the year in order to fully explore the area. The attractions themselves take ownership of key regional themes, including boating, fishing, and the 1000 Islands themselves. Clayton's festivals also take advantage of these themes, showcasing the area's food, drink, song, and recreational pastimes, such as fishing and artistic expression.

### *Alexandria Bay*

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Alexandria Bay, slightly over 10 miles up the St. Lawrence River from Clayton, benefits from its vibrant harbor and proximity of two of the most impressive island castles: the Boldt Castle on Heart Island and the Singer Castle on Dark Island. These castles are surrounded by a series of notable island compounds known as "Millionaire's Row." Alexandria Bay has chosen to distinguish itself as a place for fun and is considered by many to be a summer-only destination. That, coupled with its excellent transient boating accommodations and service facilities, has made Alexandria Bay a popular stop for summer boaters. Alexandria Bay is home to numerous restaurants and bars offering dining options at a variety of different price points. Live music is also a key draw for visitors.

The Alexandria Bay community emphasizes pure entertainment and recreation as opposed to promoting historic connections. For example, the islands are used to underscore the area's excellent fishing and boating. The captains of industry who built Millionaire's Row chose the area because of its excellent fishing and boating. Even the region's Iroquois and Algonquin lore has been repurposed to suggest the region played a role as their summer fishing grounds. In addition, Alexandria Bay's hospitality industry works collaboratively to position Alexandria Bay as a premier venue for weddings and other celebrations.

Like Clayton, Alexandria Bay features dense development patterns, but there are gaps in the urban fabric illustrating its organic evolution. Just a block or two off the central spine, the quality of the rehabilitation work on the older homes declines. At the same time, the community seems vibrant and engaged.

### *Prescott, ON*

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Prescott, ON, also heavily emphasizes history and culture. Prescott is seizing the opportunity to capitalize on its association with the War of 1812, its shipping heritage, and its relationship to the St. Lawrence River. In many ways, Prescott and Ogdensburg share the same history; however, Ogdensburg has not explored their past at the same level as Prescott. At Prescott's Fort Wellington, there is a theatrical show in the 1838 structure built on the remains of an 1812 fortification. Each summer the St. Lawrence Shakespeare Festival holds productions on the banks of the river near the marina serving transient boaters. It also stages shorter runs during the winter season. The Culture Festival is another example of how Prescott has leveraged its historical connections by promoting activities, like the Loyalist Days, that feature numerous historic reenactments at the Fort.

Prescott also emphasizes its shipping past with the Forwarders Museum and Visitor's Centre, located in a one-time warehouse. These attractions commemorate Prescott's significance as a shipping port and its role opening western Canada for settlement. Prescott features numerous attractive historic buildings and an intact downtown. Today, the downtown houses a mix of uses geared towards satisfying the needs of residents and visitors.

### *Brockville, ON*

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Brockville, ON is located west of Prescott along the St. Lawrence River. With the rejuvenation of its downtown waterfront, Brockville is a model of revitalization. Brockville also boasts a number of boating assets, including a deepwater municipal marina, a yacht club, repair facilities, and stores offering key boating provisions.

Brockville is the headquarters of RiverQuest, a regional tourism-focused program that celebrates the St. Lawrence as a whole with videos, tours, websites, and other public relations tools. The central 20-story mixed-use/residential tower at Tall Ships Landing will house a new Aquatarium tourism attraction starting in 2014 and is an iconic beacon – a riverfront landmark for miles around.

Over time, Ogdensburg has lost many of its connections to these Canadian communities as family ties lessened, the ferry was taken out of service and replaced by the Ogdensburg-Prescott International Bridge, and homeland security rules were strengthened. However, these communities demonstrate successful models that can be emulated and offer important networks as Ogdensburg seeks to revitalize its own waterfront.

### *BOA District Development*

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As referenced above, over the past decade, significant redevelopment efforts have been implemented in Canadian cities on the northern banks of the St. Lawrence River. Cities such as Brockville and Prescott, ON have created vibrant mixed-use communities along their formerly brownfield-strewn shorelines. Redevelopment has included creating multi-family housing combined with retail and recreational spaces. These uses all take advantage of the St. Lawrence River frontage and historical activities that are prominent throughout the region.

Given the size of the potential development sites, the locational advantages of their waterfront access, and the available municipal infrastructure, the development of the BOA districts in Ogdensburg, like their counterparts on the Canadian side of the St. Lawrence River, can support a mix of residential and commercial uses. These uses must be designed and developed in a scale and manner which will provide a tranquil waterfront lifestyle for a combination of retirees and professionals working in Ogdensburg, as well as summer residents. This can be done through the following:

- Historically, by virtue of the sites supporting and capitalizing on the history of Ogdensburg, from the Fort de La Presentation experience to the City's industrial heyday, to today's service and residential center;
- Culturally, by leveraging Ogdensburg's museum and performing arts strengths as a destination and its regional location to access other venues as an origin; and
- Recreationally, by expanding riverfront activity and linking with bikeways, parks, and indoor and arena year-round facilities.

The development of the waterfront BOA districts in this context has the potential to help Ogdensburg redefine itself as a vibrant waterfront community offering a range of activities that will attract both United States and Canadian residents and tourists.

In addition, the BOA districts possess the development potential to generate employment opportunities within several sectors of the local economy. Direct jobs created could include:

- Construction jobs, which given the size of the development sites will provide multi-year employment;
- Retail employment opportunities related to waterfront commercial development which will compliment and support housing development;
- Tourism jobs created by capitalizing on the development of the Fort de La Presentation, as well as enhanced marketing and exposure of the Frederic Remington Museum; and
- Marine employment related to increased development of marinas in the area to attract boaters, as well as possible marine repair facilities in the area.

Since the Economic and Market Trend Analysis conclusions were initially considered in November 2012, the City of Ogdensburg and Vita Nuova have worked to help bring the BOA districts' development to a reality. Using the market study and community input three key goals for implementing the BOA vision have been developed. These are provided below in priority order:

1. **Develop the Ogdensburg waterfront as a housing place of origin:** In order to create the demand for other services and strengthen the local economy, Ogdensburg must attract successful baby boomers that have moved away, provide alternative lifestyles for its aging population, attract Canadians looking for waterfront living, and attract other second home buyers looking for a waterfront, recreational lifestyle in a city with complete services.
2. **Attract visitors to the waterfront:** Through improved wayfinding on land and by water, improving tourist venues, services, and recreational opportunities, and coordinating its efforts with regional and international-cross border organizations, Ogdensburg must attract the significant local and regional recreational and vacation visitor market to its waterfront.
3. **Increase commercial, retail, and entertainment services:** A key benefit of housing and increased tourism on the waterfront is the opportunity to provide all types of services—from renting bikes and kayaks to boating and entertainment services, as well as other retail, food, and recreational services.

Using these goals as a framework, a reuse strategy for the BOA districts was developed which focuses on the identification of “catalytic projects.” These projects are intended to be those short-term initiatives that would appear to have the best ability to re-energize the private market in Ogdensburg and bring the resources necessary to help expand the marketplace for new development. Following the Reuse Strategy section is the Reuse Vision section. The Reuse Vision builds off of the short-term projects and provides an overall picture for development within the BOA. This section is grounded in the market trends discussed above and utilizes a feasibility analysis (discussed below) and stakeholder feedback to select the catalytic sites.

## Summary, Analysis, Findings, and Recommendations: Reuse Strategy

### Strategy Approach and Methodology

A two-stage analysis to evaluate and assess sites reuse and redevelopment potential was developed. Using the information gathered during evaluation of the strategic sites, and an in-depth study of the Ogdensburg development environment, catalytic projects for early action were identified. Using the strategic identified sites, the City focused the feasibility analysis on the need to catalyze redevelopment in the immediate future. These projects were put through a rigorous evaluation process that included the following:

- Several meetings with owners or key stakeholders of the properties;
- Opportunities and constraints analysis including flood plain, infrastructure, access, topography, and other physical site issues;
- Environmental issues including historic uses, environmental assessments, and remediation;
- Conceptual development modeling including different uses based on the market study, community input, and physical constraints;
- Financial feasibility modeling of the preferred or most likely options; and
- Review by stakeholders including the Steering Committee, community members, City Council, the Ogdensburg Growth Fund, the Ogdensburg Bridge and Port Authority, the Fort La Presentation Association, as well as many others.

The resulting catalytic projects are defined as those projects that can be acted upon relatively quickly in order to demonstrate short-term results, defined as the next one to five years. While not necessarily the same as the strategic sites, they nonetheless set the stage for development of those identified strategic sites, allowing the two to build off each other.

In addition to evaluation of redevelopment potential, the analysis of catalytic projects included a 15-year development and staging timeline. While specific short-term projects are discussed in detail in the following sections, after the first five years the assumed development is speculative. However, the following table provides a logical breakdown of the development that can be expected over the full 15-year timeframe.

PHASE	DEVELOPMENT POTENTIAL
<b>Phase I (Years 1-5)</b>	<ul style="list-style-type: none"> <li>• Residential/Mix-use development at 1 Franklin Street (Pilot Site)</li> <li>• 80-unit active senior housing/Residential/Mix-use development on the Diamond Property</li> </ul>
<b>Phase II (Years 6-10)</b>	<ul style="list-style-type: none"> <li>• 112 condos and 1,500 square feet of retail/commercial space in the Diamond/Shade Roller District</li> <li>• 64 condos and approximately 5,400 square feet of</li> </ul>

	commercial/retail space in the Augsbury District
<b>Phase III (Years 11-15)</b>	<ul style="list-style-type: none"> <li>• 113 condos and 1,500 square feet of retail/commercial space on the Diamond/Shade Roller District</li> <li>• 128 condos and 10,600 square feet of commercial/retail space in the Augsbury District</li> <li>• 30,000 square foot facility for institutional occupancy in the Augsbury District</li> </ul>

The strategic sites and catalytic projects are discussed in detail in the following **Reuse Strategy** section. Other development, including the full build-out for the majority of the BOA districts, is discussed in detail in the **Reuse Vision** section.

### Short-Term Waterfront Development: *Bringing People to the Waterfront*

As discussed earlier in this report, through the BOA Step 2 process, the City has developed both short-term, the next one to five years, and long-term, six to fifteen years, plans for the various districts and sites within the BOA boundaries. The reuse strategy for these sites includes recommendations for zoning changes, as well as program and design recommendations for several catalytic projects that have strong potential for redevelopment and revitalization. Catalytic projects are broken down into the following areas:

- Diamond/Shade Roller District
- Marina District
- Fort de La Presentation District
- Augsbury District
- Pilot Site<sup>56</sup>

The identified specific catalytic projects are those where strategic public investment in the short-term will help leverage new privately-funded development and build momentum for the transformation of Ogdensburg's entire waterfront. These projects are designed to galvanize stakeholders, attract private sector investment, and create new areas of economic vitality.

Using the process discussed in the previous section, in order to test the feasibility of potential development in the various districts, a proposed program for each catalytic project was defined and tested through alternative site plan development and evaluation, together with the creation of pro forma analysis based on conceptual site designs. While site plans were created for conceptualization purposes only, they nonetheless have provided a useful framework for proposed site zoning, described later in this report.

As mentioned above, the goals of these catalytic projects are three-fold:

1. Create a destination or place on the Ogdensburg waterfront where people live and spend money;
2. Increase tourism within Ogdensburg, along the waterfront and throughout the City; and
3. Increase commerce in Ogdensburg on the waterfront.

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<sup>56</sup> While technically part of the Former Augsbury Tank Farm District, for the purposes of this discussion, the Pilot Site has been separated.

The first goal, encouraging development of multi-family housing on the waterfront, is the foundational goal as it will increase the economic base of the City and increase spending on goods, services, and entertainment within Ogdensburg. Based on current analysis, developments occurring in Phase I (considered to be the Diamond/Shade Roller active senior housing and Pilot Site projects) 55 additional full-time equivalent jobs and approximately 200 temporary construction jobs will be created.

In the absence of a real property tax policy for multiple story waterfront condominiums, officials in the City of Ogdensburg are currently considering proposing to City Council adoption of a revised tax code. The revisions will provide a competitive tax rate for the waterfront condominiums slated for the Pilot Site and Diamond/Shade Roller active senior housing sites as a marketing and economic incentive to spur waterfront development throughout the remainder of the BOA. A resolution to this effect could ultimately provide a per unit real estate tax rate on the Pilot Site that equates to approximately \$5,300 per unit. Adoption of this resolution will position Ogdensburg to offer waterfront condominiums at a real estate tax price point that:

- Is competitive for potential Canadian buyers who are comfortable with tax rates on the northern side of the St. Lawrence River that are approximately half of the current tax rate in Ogdensburg;
- Is competitive with established tax rates for Morristown's Dockside Resorts; Morristown capped the assessment rates for their multi-story townhouse condominium units at \$145,000;
- Provides the municipality with annual taxes on the Pilot Site in excess of \$200,000; and
- Is sensitized to account for various factors including unit size, view, and amenities and will have applicability to the remainder of the BOA area.

Although job creation and taxes can be estimated for the Diamond/Shade Roller and the Augsburgy District developments, the greatest economic benefit to the City will ultimately be the amount of personal spending by new residents in these developments. Based on Department of Labor statistics, individuals are likely to spend 34% of income on personal goods, services, and entertainment in the local economy. The one caveat to the projected numbers is that these projections are based on year-round spending and a proportion of households are expected to be seasonal. Cumulative economic and benefits and additional information on job creation are also provided in the Cumulative Economic Benefits section.

The second and third goals build off of the first and generate crucial spin-off commerce and revenue. However, without first establishing Ogdensburg as a destination to live, subsequent goals are unreachable. Therefore, the catalytic projects first focus on developing places that attract people to live along the water. The following are detailed descriptions of each catalytic project, broken down by BOA district.

### *Diamond/Shade Roller District – Active Senior Housing Development*

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The Diamond/Shade Roller District is situated on the western end of the designated BOA. The feasibility analysis for the Diamond/Shade Roller District resulted in an integrated development project that incorporates opportunities for waterfront living, shopping, and boating that will require both public support and private investment.

Based on demographic analysis, market trends, discussions with local social services providers, and municipal representatives, successful development of the Diamond property could feature aging-in-place facilities with active senior housing developments surrounded by mixed-use moderate to high-end

residential/commercial buildings. These uses will complement, support, and build on the Fort de La Presentation and Marina developments that link with downtown.

The short-term catalytic project recommended for the Diamond/Shade Roller District is an Active Senior Lifestyle Community facility, preliminarily named St. Lawrence Shores. Such a development could feature 80 - 120 apartment units targeted for active seniors interested in leaving behind the demands of homeownership for a maintenance-free lifestyle. Options for age-restricted, 55-plus river front community show the greatest potential. Prospective residents will be able to select from a one- and two-bedroom apartments in a range of styles and layouts. Rental rates will be determined based upon unit configuration and style. The project is intended to be developed using a combination of commercial bank financing in conjunction with federal and state housing tax credits. Residential rents within the 55+ community should be consistent with market rents within the Ogdensburg community (i.e., predicated upon average median income criteria). A not-for-profit such as National Development Council (NDC) could serve as development advisor and financier of this project and ultimately partner with a social services provider to serve as the General Partner/Owner of the completed project. NDC estimates the project value to be approximately \$14 million.

The City will need to draft a Request for Proposal (RFP), Expression of Interest (EOI), or Request for Qualifications (RFQ) to identify a suitable developer for the proposed project. To further support redevelopment efforts the City should consider applying for State and Federal funding to prepare an engineering analysis for infrastructure requirements.



**Active Senior Housing Location in Diamond/Shade Roller District**



**Diamond/Shade Roller District Rendering**

**Program:**

Use	Units or Square Footage
Condominiums	225 units
Commercial Space	3,000 square feet
Active Senior Housing	80 units / 54,000 square feet

**Public Project Cost:**

The estimated cost of public infrastructure investment to facilitate the development of active senior housing in the Diamond/Roller Shade District is \$876,169. The following table breaks down the individual cost items and provides a requested total amount of funding.

Item	Cost
<b>Pre-Development Funds</b>	<b>\$150,000</b>
Roadway	\$174,441
Stormwater	75,757
Sanitary Sewer	57,736
Water	175,984
Electric/Cable	80,916
Landscaping	36,130
<b>Subtotal</b>	<b>\$600,964</b>

Watertown Cost Index Multiplier	0.959
<b>Subtotal</b>	<b>\$576,325</b>
Project Contingency – 5%	28,816
Design	46,106
Survey	17,290
Construction Inspection	57,632
<b>Total Estimate</b>	<b>\$876,169</b>
<b>REQUESTED TOTAL</b>	<b>\$900,000</b>

#### Timing:

This is a Phase One project that will take place within one to five years.

#### Economic Benefits:<sup>57</sup>

The following table illustrates the specific economic benefits that could result from the active senior housing. Please see Cumulative Economic Benefits section for more information.

<b>ESTIMATED LOCAL ANNUAL DISCRETIONARY SPENDING ACTIVE SENIOR HOUSING</b>	
Estimated Average Household Income	\$85,000
Percentage of Household Income for Discretionary Spending	34.0%
Estimated Discretionary Spending Per Household	\$28,900
Number of New Households	80
<b>Estimated Total Discretionary Spending</b>	<b>\$2,312,000</b>

#### Primary Funding Sources:

- NCREDC Municipal Water and Wastewater Infrastructure Fund – The purpose of the Fund is to help provide final-gap financing for critical water and sewer enhancements that identify with the community’s priorities and the NCREDC’s Strategic Plan.

#### Alternative Funding Sources:

- St. Lawrence County IDA Bond Financing – SLCIDA is authorized to issue both tax-exempt and taxable industrial bonds for the acquisition, construction, and equipping of manufacturing, commercial, and civic facilities. The purpose of the bonding program is to promote economic prosperity and job opportunities in the County.
- Empire State Development Grant Funds – This program funds commercial development and funds businesses that will create new jobs or retain jobs at risk and provide infrastructure to projects that will create or retain jobs or promote overall economic growth.
- New York Main Street New York State Housing Trust Fund Corporation – NYSMS endeavors to stimulate reinvestment in properties located within mixed-use commercial districts and adjacent neighborhoods by providing resources with the goal of establishing sustainable downtown and

<sup>57</sup> Analysis conducted by National Development Council.

neighborhood revitalization. Key activities include building renovation and streetscape improvements.

### Low-Income Housing Tax Credits

In order to construct the active senior housing complex, it is recommended that the developers use a combination of conventional financing leveraged via an allocation of Federal Low Income Housing Tax Credits (LIHTC) and NYS Low Income Housing Tax credits.

*The St. Lawrence Shores Project would be an approximately \$14 million development. The project is intended to be an Active Senior Lifestyle Community featuring 80 apartment units targeted to active seniors interested in leaving behind the demands of homeownership for a maintenance-free lifestyle in a 55-plus community. Prospective residents would be able to select from a one- and two-bedroom apartments in a range of styles and layouts. Rental rates would be determined based upon unit configuration and style. The project would be developed using a combination of commercial bank financing in conjunction with federal and state housing tax credits. Residential rents within the community would be consistent with market rents within the Ogdensburg community, despite being predicated upon economic criteria specifically area median income. It is estimated that the investor equity from the sale of the tax credits will bring in close to \$11 million in equity to support the development of the project.*

The St. Lawrence Shores project would be a mixed-income project financed using a combination of federal Low Income Housing Tax Credits (LIHTC) and New York State Low Income Housing Tax Credits (SLIHC). Despite the names of these two programs the project would largely serve what would be considered middle class residents. This is primarily a function of the manner in which rental rates on units will be computed. Because of the unique nature of the LIHTC and SLIHC programs and the underlying economic conditions of St. Lawrence County, the rental rates of the project would be consistent and in some cases could exceed the market rents existing in the City of Ogdensburg. The project would feature unit rents at the following configuration 20% of units at 50% of Area Median Income, or AMI, (16 units), 40% of units at 60% of AMI (32 units), and 40% of units at 90% of AMI (32 units). As provided below, the rents for these units will be based upon the LIHTC program criteria, which outline the maximum chargeable unit rents.

Project Unit Configuration		
Unit Type	Number of Units	Tax Credit Source
50% of AMI	16 (20% of Units)	Federal 9% LIHTC
60% of AMI	32 (40% of Units)	Federal 9% LIHTC
90% of AMI	32 (40% of Units)	NY State 9% LIHTC

Maximum rents are based on tenants at maximum income paying no more than 30% of their income for housing. Rent cannot exceed 30 percent of income qualifier (either 50 or 60 percent of Area Median Income for the assumed household size. Maximum rents for unit type are set by the expected occupancy, regardless of the number of people who actually live in the unit. Since Area Median Income is calculated according to an imputed household size of 4 persons AMI must be adjusted to reflect imputed unit occupancy. For example, minimum occupancy is for a 1 bedroom unit is 1.5 persons. It is important to note that adjusting the maximum incomes to expected occupancy totals requires additional calculation. Because of this computation the maximum monthly rental rates for a one-bedroom unit will exceed the 30% of AMI for 1 person. The net benefit of this calculation is that the unit

may have a maximum rent that is higher and therefore more likely to be consistent with market rental rates.

**Maximum Rent Limits Per Unit:**

<b>2013 LIHTC Rent Limits for Units at 50% of AMI – 16 Units</b>		
Unit Type (Imputed Person)	Restricted Rent	Fair Market Rent
Studio (1.0)	505	485
1 Bedroom (1.5)	541	550
2 Bedroom (3.0)	650	699

<b>2013 LIHTC Rent Limits for Units at 60% of AMI – 32 Units</b>		
Unit Type (Imputed Person)	Restricted Rent	Fair Market Rent
Studio (1.0)	606	485
1 Bedroom (1.5)	649	550
2 Bedroom (3.0)	780	699

<b>2013 LIHTC Rent Limits for Units at 90% of AMI – 32 Units</b>		
Unit Type (Imputed Person)	Restricted Rent	Fair Market Rent
Studio (1.0)	906	485
1 Bedroom (1.5)	929	550
2 Bedroom (3.0)	987	699

Source: U.S. Department of Housing & Urban Development FY 2013 Fair Market Rent Documentation System; figures are based upon Census data based upon the Ogdensburg MSA Area Median Income of \$54,800 for a 4-person household.

As illustrated in the table above, restricted unit rent under the LIHTC program often approximates or exceeds fair market value (FMR).

### *Marina District*

#### *Boat Launch*

In order to build upon the already increasing activity in the Marina District, the City should consider development of a new boat launch in the vicinity of the Marina District. This launch will increase boating access and activity for both larger and smaller boats on the Ogdensburg waterfront and provide a key link between the development on the western and eastern sides of the St. Lawrence River. A new boat launch will facilitate additional private development of commercial sales and repair of boats in the Marina District. Additionally, the City should make investments in the existing boat launches along the St. Lawrence River as well as the City's only Oswegatchie River launch located within the Marina District along the Maple City Trail. Combined with improved wayfinding, (community goal number 2) boat launch facilities will be an added draw for fisherman and boating enthusiasts.



**Marina District Boat Launch Location**



**Marina District Boat Launch Rendering**

*Project Cost:*

The estimated cost for the new boat launch is \$215,455. The following table breaks down the individual cost items and provides a requested total amount of funding.

<b>Item</b>	<b>Cost</b>
Roadway	\$51,174
Stormwater	36,383
Boat Launch	68,744
Water	
Electric/Cable	
Landscaping	22,006
<b>Subtotal</b>	<b>\$178,307</b>

Watertown Cost Index Multiplier	0.959
<b>Subtotal</b>	<b>\$170,996</b>
Project Contingency – 5%	8,550
Design	13,680
Survey	5,130
Construction Inspection	17,100
<b>Total Estimate</b>	<b>\$215,455</b>
<b>REQUESTED TOTAL</b>	<b>\$250,000</b>

#### *Timing:*

This is a Phase One project that will take place within one to five years.

#### *Primary Funding Source(s):*

- Office of Parks, Recreation and Historic Preservation–Environmental Protection Fund Municipal Grant Program – Funding is available under the EPF Municipal Grant Program for the acquisition, planning, development, and improvement of parks, historic properties, and heritage areas.

#### *Alternative Funding Source(s):*

- Local Waterfront Revitalization Program Grant Funding – Grant funding will be available for program planning, feasibility, design, or marketing of specific projects, including construction projects to advance preparing or implementing regional and local strategies for community and waterfront revitalization; redeveloping hamlets, downtowns, and urban waterfronts; planning or constructing land and water based trails; and preparing or implementing a watershed management plan.
- Empire State Development Grant Funds – This program funds commercial development and funds businesses that will create new jobs or retain jobs at risk and provide infrastructure to projects that will create or retain jobs or promote overall economic growth.
- Office of Community Renewal–Urban Initiatives – The purpose of the Urban Initiatives program is to provide financial/technical resources to New York communities for the restoration and improvement of housing, commercial areas and public/community facilities in urban neighborhoods. This program will provide grants to non-profit community based organizations and charitable organizations that have a direct interest in improving the health, safety and economic viability of a distressed urban neighborhood or other aspects of the area environment that are related to community preservation or renewal activities.

#### *Roadway Realignment*

The Marina District is located in the central part of the Brownfield Opportunity Area. Recent investments include the construction of a new pedestrian bridge to allow boat traffic, privately created marina facilities, and other commercial uses. The vision for the Marina District includes new market-rate residential, marina, and retail opportunities which would help to anchor downtown development.

A key catalyst project in the Marina District is the potential realignment of River Street into Main Street for the purposes of facilitating the flow of traffic in and out of the District, reclaiming waterfront

for public use, and enhancing access to future planned marine services. In addition to improving circulation, the road realignment will open up a large parcel of waterfront land that has been proposed for the development of amenities, including a potential amphitheater, at the base of the new pedestrian bridge.



**Marina District Roadway Realignment Location**

#### *Project Cost:*

The cost estimate for the road realignment project is \$404,274, an amount which does not include acquisition of the roadway easement. The following table breaks down the individual cost items and provides a requested total amount of funding.

<b>Item</b>	<b>Cost</b>
Roadway	\$142,030
Stormwater	46,450
Sanitary Sewer	24,626
Water	77,286
Electric/Cable	22,173
Landscaping	22,006
<b>Subtotal</b>	<b>\$334,570</b>
Watertown Cost Index Multiplier	0.959
<b>Subtotal</b>	<b>\$320,853</b>
Project Contingency – 5%	16,043
Design	25,668
Survey	9,626
Construction Inspection	32,085

<b>Total Estimate</b>	<b>\$404,274</b>
<b>REQUESTED TOTAL</b>	<b>\$415,000</b>

*Timing:*

This is a Phase One project that will take place within one to five years.

*Primary Funding Source(s):*

- NCREDC Municipal Water and Wastewater Infrastructure Fund – The purpose of the Fund is to help provide final-gap financing for critical water and sewer enhancements that identify with the community’s priorities and the NCREDC’s Strategic Plan.
- St. Lawrence County IDA Bond Financing – SLCIDA is authorized to issue both tax-exempt and taxable industrial bonds for the acquisition, construction, and equipping of manufacturing, commercial, and civic facilities. The purpose of the bonding program is to promote economic prosperity and job opportunities in the County.

*Alternative Funding Source(s):*

- Local Waterfront Revitalization Program Grant Funding – Grant funding will be available for program planning, feasibility, design, or marketing of specific projects, including construction projects to advance preparing or implementing regional and local strategies for community and waterfront revitalization; redeveloping hamlets, downtowns, and urban waterfronts; planning or constructing land and water based trails; and preparing or implementing a watershed management plan.
- NYSDOT Industrial Access Program – The New York State Industrial Access Program has been designed to complement economic development projects throughout the State where transportation access poses a problem or may offer a unique opportunity to the viability of a project.
- NYSDOT Local Street and Highway Improvement Program – A New York State funded program available to provide for bicycle, pedestrian and traffic calming measures.

*Fort de La Presentation District*

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*Sidewalks and Trails*

The Fort de La Presentation District is in the center of the BOA at the confluence of the St. Lawrence and Oswegatchie Rivers. The Fort La Presentation Association controls the majority of the district. The long-term vision for Fort de la Presentation is the creation of a historically accurate version of the mid-18<sup>th</sup> century French Colonial outpost combined with ancillary and complimentary facilities that will serve as a tourist attraction for both American and Canadian tourists.

Fort La Presentation Association has developed short-term concepts (recently refined in summer 2013) for new trails, sidewalks, and amenities to enhance public access and recreational opportunities. This project will construct Old Fort Trail on Lighthouse Point which will fill a missing trail segment linking the Ogdensburg Maple City Trail with trails planned to the west of Lighthouse Point. The project will also create a sidewalk parallel to, but inland of, the Downtown Arterial linking to existing and proposed trails with a short spur to provide enhanced public access to the Abbe Piquet memorial on Lighthouse Point.

Additional project benefits include a single lane emergency roadway to Lighthouse Point, a looped walking and bicycle trail, a small parking area, bike racks, picnic facilities, benches, and signage.

The figure below illustrates the proposed short-term development for the site, the subject of an independent grant request by the Fort La Presentation Association. It describes a concept for walkways and parking access, linking to the City's existing Maple City Trail, as well as the proposed development of a longhouse (discussed below), located adjacent to existing community gardens. The development would be punctuated by interpretive signage.



Fort de La Presentation Sidewalk, Signage, and Longhouse Map

#### Project Costs:<sup>58</sup>

The total estimated cost for the implementation of this project is \$280,280. The following table breaks down the individual cost items and provides a requested total amount of funding.

Item	Cost
SOFT COSTS	
Archeology	\$3,000
Phase I Environmental Site Assessment	3,000
Land Surveyor	1,000
Landscape Architect/Engineer (10% of Hard Costs)	19,800
Stormwater Pollution Prevention Plan	7,500

<sup>58</sup> The following project costs were developed independently by the Fort La Presentation Association for a State of New York grant proposal.

Legal Fees	2,772
Interpretive Signage Design and Project Management	30,000
Construction Management and Supervision	4,500
Audit	2,000
Administration	11,208
<b>Subtotal</b>	<b>\$84,780</b>
HARD COSTS	
Sidewalk at Downtown Arterial	40,500
Parking Area Construction	20,000
Emergency Driveway	78,000
Walking/Bicycle Trail	22,000
Kiosk and Interpretive Signage	25,000
Picnicking Facilities, Benches, Bicycle Racks	10,000
<b>Subtotal</b>	<b>\$195,500</b>
<b>Total Estimate</b>	<b>\$280,280</b>
<b>REQUESTED TOTAL</b>	<b>\$300,000</b>

*Timing:*

This is a Phase One project that will take place within one to five years.

*Primary Funding Source(s):*

- Office of Parks, Recreation and Historic Preservation–Environmental Protection Fund Municipal Grant Program – Funding is available under the EPF Municipal Grant Program for the acquisition, planning, development, and improvement of parks, historic properties, and heritage areas.

*Alternative Funding Source(s):*

- NCREDC Municipal Water and Wastewater Infrastructure Fund – The purpose of the Fund is to help provide final-gap financing for critical water and sewer enhancements that identify with the community’s priorities and the NCREDC’s Strategic Plan.
- St. Lawrence County IDA Bond Financing – SLCIDA is authorized to issue both tax-exempt and taxable industrial bonds for the acquisition, construction, and equipping of manufacturing, commercial, and civic facilities. The purpose of the bonding program is to promote economic prosperity and job opportunities in the County.
- Local Waterfront Revitalization Program Grant Funding – Grant funding will be available for program planning, feasibility, design, or marketing of specific projects, including construction projects to advance preparing or implementing regional and local strategies for community and waterfront revitalization; redeveloping hamlets, downtowns, and urban waterfronts; planning or constructing land and water based trails; and preparing or implementing a watershed management plan.

*Longhouse*

As discussed above, in addition to the above mentioned sidewalks and trails on the Fort de La Presentation site, the construction of an authentic longhouse will strengthen the Fort as a historical

tourism destination. The longhouse will draw the public and will provide interpretation on the history of the Iroquois Confederacy in upstate New York.

Current development on the site, adjacent to the memorial obelisk, includes a community garden area. Adjacent to these facilities is an ideal central location for a further attraction, highlighting the important Native American role in the City's and site's heritage—a historically accurate replica longhouse, which will strengthen the Fort as a historical tourism destination. The longhouse will draw the public and will provide interpretation on the history of the Iroquois Confederacy in upstate New York.



**Example of a Longhouse**

#### *Project Cost:*

The longhouse could possibly be built by the local Board of Cooperative Education Services (BOCES), which has an impressive construction and trade program, reducing overall project costs.

#### *Alternative Funding Source(s):*

- Regional Tourism Marketing Grant Initiative (I LOVE NEW YORK Fund) – Grant funds are available for projects which promote regionally themed marketing projects and promote tourism destinations, attractions, events, and other tourism-related activities that work to support the Regional Council long term strategic plans for economic growth in their regions, as well as to attract visitors to New York State.
- Office of Parks, Recreation and Historic Preservation–Environmental Protection Fund Municipal Grant Program – Funding is available under the EPF Municipal Grant Program for the acquisition, planning, development, and improvement of parks, historic properties, and heritage areas.

#### *Augsbury District*

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#### *Kiwanis Site Investigation*

The Augsbury District has been cleared of former industrial uses and is divided into large parcels that present significant redevelopment opportunities that will help the City achieve all three primary goals. Redevelopment recommendations for this area include a mix of retail, institutional, and residential uses combined with public open space.

The Kiwanis site is located in the center of the Augsbury District. The site was formerly part of the Augsbury Tank Farm and has not been redeveloped as a result of residual contamination. The City of



**Kiwanis Site Location in Augsbury District**

Ogdensburg has completed a site investigation on this and adjacent former tank farm parcels, which identified subsurface soil and groundwater contamination. However, additional investigation is needed and source areas should be removed. This next stage analysis will complete the needed investigation and provide the City with information needed to proceed with the full Augsbury project.

*Program:*

Use	Units or Square Footage
Condominiums	192 units
Commercial Space	16,000 square feet
Institutional Space	30,000 square feet

#### *Public Project Cost:*

Public funding is required for remedial investigation of environmental hot spots on the Kiwanis site.



**Augsbury District Rendering**

The estimated cost for this work is \$1.5 million; however, the City recently received a \$300,000 USEPA Supplemental Revolving Loan Fund grant. Ogdensburg will need to identify additional funds to complete the remediation. The requested amount is \$1.2 million.

#### *Timing:*

This is a Phase One project that will take place within one to five years.

#### *Primary Funding Source(s):*

- USEPA Brownfield Clean Up Grants/Revolving Loan Funds – Cleanup grants and revolving loan funds provide funding to carry out cleanup activities at brownfield sites.

#### *Pilot Site*

The Pilot Site, 1 Franklin Street is a 1.32-acre key parcel situated to the east of the municipal marina and visitor's center, within the Augsbury District. Due to its strategic location, this site forms a bridge to full development in the adjacent Augsbury District to the east, of which it is a part.

A multi-story, 40-unit residential/mixed-use building is conceptualized for this Site at a total estimated project cost of at least \$10.2 million. It is expected that the 1,200 square foot condos will have a sales price of approximately \$265,000 - \$288,000 and the commercial space will lease for \$10/square foot. Public investment in the form of infrastructure will help to leverage development of the building. The success of this site will confirm the viability for market-rate housing along the Ogdensburg waterfront and lead to larger private investments. The site is situated adjacent to federally designated park land that will require alienation by both the State and Federal legislators if it is to be sold. However, more conceivably, the City could develop this otherwise undeveloped park land as a supporting park amenity to future residential/mix-use development. To support future development

efforts the City will seek funding through the New York State Consolidated Funding Application process to provide public infrastructure development of roads and utilities for this purpose.

#### *Public Amenities:*

The site plan for the Pilot Site, as with all the BOA development sites, includes public access and enjoyment of the waterfront. A portion of the site is planned as open space, as well as portion is designated as a waterfront path that links the pilot site to the additional development on the Augsburgy District.



**Pilot Site Plan**

#### *Program:*

Use	Units or Square Footage
Condominiums	40 units
Commercial Space	1,000 square feet

#### *Public Project Cost:*

The estimated cost of public infrastructure investment for the Pilot Site project is \$622,133. The following table breaks down the individual cost items and provides a requested total amount of funding.

Item	Cost
<b>Pre-Development Funds</b>	<b>\$100,000</b>

Roadway	\$18,7699
Stormwater	52,099
Sanitary Sewer	32,294
Water	111,325
Electric/Cable	26,457
Landscaping	22,233
<b>Subtotal</b>	<b>\$432,108</b>
Watertown Cost Index Multiplier	0.959
<b>Subtotal</b>	<b>\$414,391</b>
Project Contingency – 5%	20,720
Design	33,151
Survey	12,432
Construction Inspection	41,439
<b>Total Estimate</b>	<b>\$622,133</b>
<b>REQUESTED TOTAL</b>	<b>\$625,000</b>

*Timing:*

This is a Phase One project that will take place within one to five years.

*Economic Benefits:*<sup>59</sup>

The following table illustrates the specific economic benefits that could result from the Pilot Site. Please see Cumulative Economic Benefits section for more information.

<b>Estimated Local Annual Discretionary Spending Pilot Site Condos</b>	
Estimated Average Household Income	\$85,000
Percentage of Household Income for Discretionary Spending	34.0%
Estimated Discretionary Spending Per Household	\$28,900
Number of New Households	40
<b>Estimated Total Discretionary Spending</b>	<b>\$1,156,000</b>

*Primary Funding Source(s):*

- NCREDC Municipal Water and Wastewater Infrastructure Fund – The purpose of the Fund is to help provide final-gap financing for critical water and sewer enhancements that identify with the community’s priorities and the NCREDC’s Strategic Plan.

*Alternative Funding Source(s):*

<sup>59</sup> Analysis conducted by National Development Council.

- Empire State Development Grant Funds – This program funds commercial development and funds businesses that will create new jobs or retain jobs at risk and provide infrastructure to projects that will create or retain jobs or promote overall economic growth.
- Clean Water State Revolving Fund Engineering Planning Grant Program – This grant program assists municipalities facing economic hardship with the engineering and planning costs of CWSRF-eligible water quality projects. Grants of up to \$30,000 (with a 20% required local match) will be provided to finance activities including engineering and/or consultant fees for engineering and planning services for the production of an engineering report.
- Green Innovation Grant Program – The GIGP provides grants on a competitive basis to projects that improve water quality and demonstrate green stormwater infrastructure in New York.
- New York Main Street New York State Housing Trust Fund Corporation – NYSMS endeavors to stimulate reinvestment in properties located within mixed-use commercial districts and adjacent neighborhoods by providing resources with the goal of establishing sustainable downtown and neighborhood revitalization. Key activities include building renovation and streetscape improvements.
- Local Waterfront Revitalization Program Grant Funding – Grant funding will be available for program planning, feasibility, design, or marketing of specific projects, including construction projects to advance preparing or implementing regional and local strategies for community and waterfront revitalization; redeveloping hamlets, downtowns, and urban waterfronts; planning or constructing land and water based trails; and preparing or implementing a watershed management plan.

#### *Next Steps:*

The Pilot Site is privately owned; therefore the City must play a supportive role. The City will continue discussions with the property owner to ascertain what support is needed and when. The City will take a proactive approach to maintaining communication with the property owner. While the current R/B zoning does support mix-use development, the Planning Board is reviewing the City's parking ordinance to ensure that parking along the City's waterfront properties is sufficient, but not burdensome to developers and the community vision.

In order to facilitate the development of the catalytic projects discussed above, zoning revisions are necessary. The following is a series of key zoning recommendations.

### **Setting the Stage for Implementation: Planning and Zoning:**

The purpose of creating a uniform regulatory framework for the Brownfield Opportunity Area sites is to provide a common approach on which all stakeholders—landowners, city staff and officials, community groups, and potential developers—can agree is feasible and appropriate site development.

### **Enhancing Existing Site Zoning through Planned Development Districts (PDDs):**

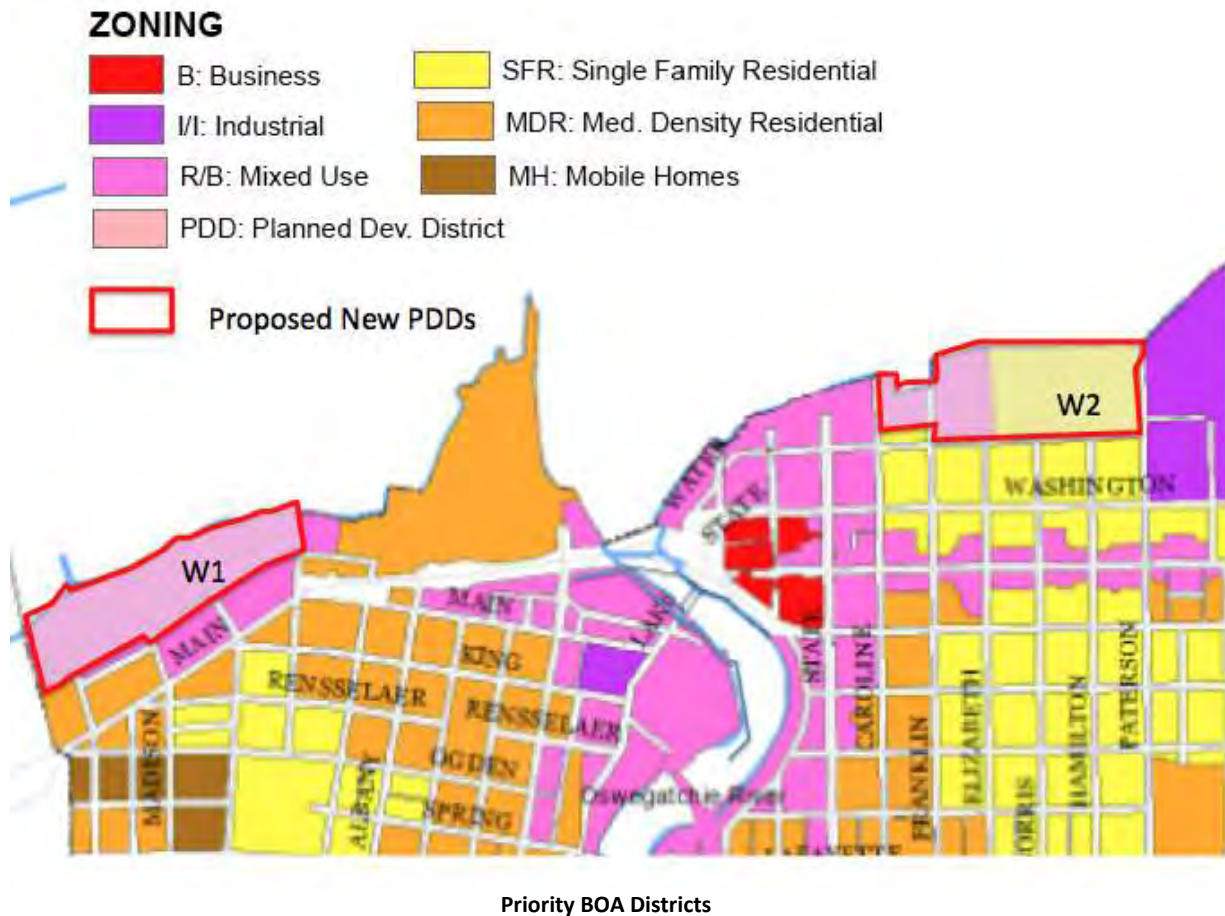
Existing site zoning, as shown on the following map, includes residential and mixed-use regulatory categories. However, closer examination by city officials, landowners, and consultants has confirmed that the allowable densities and mixes of uses as currently designated by the City does not allow for highest and best uses of the key BOA sites.

In its existing zoning ordinance, the City has in place the means to implement development in the BOA districts. Like other similar New York communities, Ogdensburg has the ability to create “Planned Development Districts,” with review and recommendation by the City’s Planning and Development Board, public hearings, and approval from City Council. Generally Planned Development District laws are based on state enabling legislation or model codes (sometimes also called “Planned Unit Developments”) that propose development of a tract of land as an integrated mixed-use unit, often phased over time. (For examples, see

[http://www.dos.ny.gov/lg/publications/Planned\\_Unit\\_Development\\_Guide.pdf](http://www.dos.ny.gov/lg/publications/Planned_Unit_Development_Guide.pdf).)

Utilizing this Planned Development District (PDD) tool, Council can initiate the establishment of new Planned Development Districts that embody the desired uses and densities, along with the planning and design criteria that will allow them to work in the larger community and city-wide context.

Illustrated below are the two proposed districts that correspond to the relevant priority Brownfield Opportunity Areas.



These two districts, and the development criteria that will accompany their implementation and approvals, will be described in detail in a later section.

The only proposed modification to the existing zoning language is to ensure that the PDDs, once created, will not prematurely expire, as current zoning is written. The addition of the following sentence (in bold) will address this issue:

§ 221-32. Expiration of permit. All permits shall become null and void, and the Zoning Map amendment revoked and restored to the zoning designation to which the district had been prior to the PDD application, if:

- A. Ground has not been broken within two years of the date of final site plan approval; or
- B. The development has not been completed in accordance with the approved site plan within four years of the date of final site plan approval.

***There shall be no expiration of the approval of the establishment of a PDD where the City Council establishes said PDD on its own motion, except by act of City Council.***

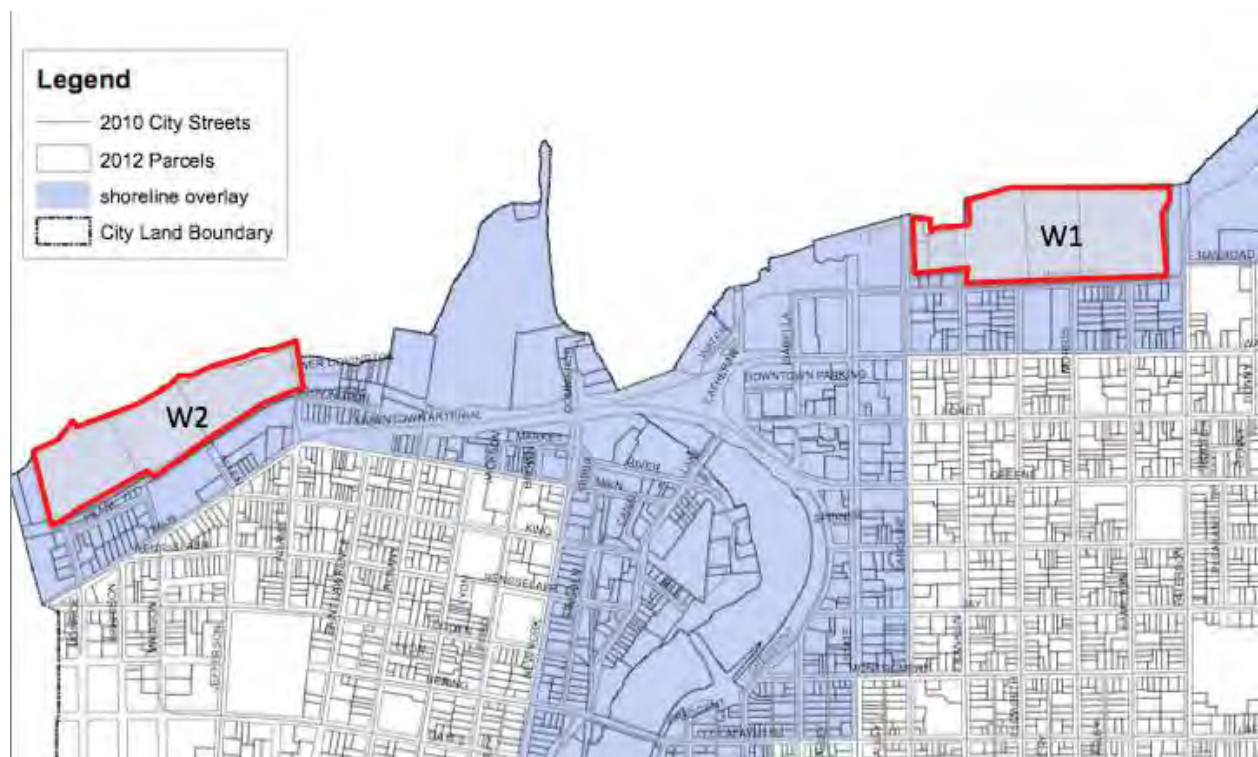
**Local Waterfront Revitalization Program (LWRP):** An additional regulatory mechanism now under development is the City's Local Waterfront Revitalization Program (LWRP). Ogdensburg is a state recognized Coastal Area and, since 1986, has in the place the associated LWRP policies. This policy

framework is currently being updated in concert with the development of this BOA plan. The proposed revision defines the entire city as the “Coastal Area,” and in so doing structures its summary report for the City as a whole in the form of the City’s Comprehensive Plan. The LWRP proposes as its riverfront-related implementation tool a “Shoreline Overlay District” (SOD). The SOD is a regulatory overlay zone that adds an additional layer of predominately environmental criteria, designed to protect the land at the water’s edge and the quality of the river and its tributaries.

However, some of the SOD’s proposed criteria, although a useful tool for the larger and mostly suburban or open space related city-wide riverfront land, needs refinement for the more urban conditions that are the subject of the detailed studies prepared for this BOA plan. For example, the setback requirements of 75’ from the water’s edge under the SOD would render impossible development approaches that emphasize 25 to 50’- setbacks for landscaped public esplanade corridors fronting higher-density residential development.

This and related similar conflicts between the SOD and City’s PDDs can be addressed by adding the following (bold) sentence to the proposed SOD regulations:

In the event that regulations imposed by this ordinance conflict with regulations of an underlying zoning district, the regulations established by this ordinance shall prevail to the extent of the conflict and no further. **The only exception shall be for sites within the central area of the City subject to specific Planned Development District (PDD) legislation, the standards of which shall govern.**



Key Waterfront Areas

### Proposed Framework for Planned Development Districts:

The following provides a proposed framework for the two proposed PDDs. This framework aims to facilitate the desired level and types of development conceptualized in this report for the remediated brownfield waterfront sites.

As discussed previously, the desired developments would be accomplished by the creation of two distinct Planned Development Districts (PDDs). This PDD designation, as explained below, will allow uses not otherwise allowed, if developed in the context of facilitating specific community objectives, responding to design guidelines, and providing specific transportation or infrastructure improvements as recommended in this report. This zone would cover the defined brownfield opportunity areas, incorporating multiple ownerships and allowing optimal integration of uses and sharing of parking and circulation elements. It operates as enabling legislation, defining feasible development ceilings as a 0.3 Floor to Area Ratio (F.A.R.) for each site. Other characteristics such as building configuration, height, relationship to parking, etc. would be utilized only if proposed developers, affected landowners, and the City or its designee agree on potential development.

In establishing a framework of potential uses and densities for desired development, which provide the means of evaluating appropriate development proposals, the PDD regulations should allow the following:

- New land uses to be allowed within the PDD boundary—for instance, Continuing Care Housing (including assisted living and/or nursing homes), townhouse, duplex, or fourplex freestanding residential units, rental or condominium apartments, or inn units and accessory facilities (controlling the size and nature of restaurant and bar);
- Building design and site plans reviewed by the City or designated body as part of the approvals process—new uses allowed under the PDDs described above will be subject to specific design review negotiation with the City as a function of the contextual relationship of specific use types, amount and location of usable open space, and circulation/infrastructure resolution;
- Making possible opportunities for additional waterfront public open space as an identified community benefit, established as a PDD requirement;
- Detailed definition of allowable sizes, hours, or other controls for associated or accessory uses, such as parking facilities, ratios, and sizes;
- Creation of shared access ways for autos and pedestrians, connecting adjacent sites, providing fire and public safety access; and
- Sharing of parking for adjacent uses such as residential, retail, institutional, recreational, and restaurant uses.

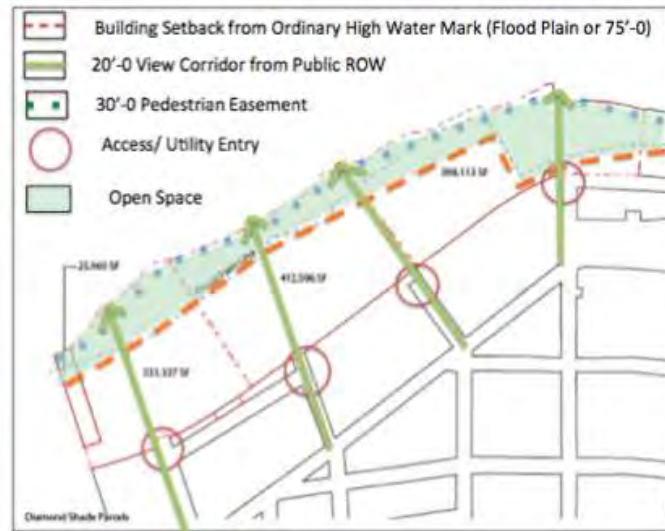
The intent of each PDD is to facilitate desired development, consolidating internal properties as relevant with enabling criteria not otherwise allowed, as a means of bringing the BOA districts back into productive use, building on and leveraging the opportunity to increase useable public open space along the waterfront.

**Design Criteria as PDD Framework:** The PDD framework will consist of a recommended design approach for waterfront development. This takes the form of guidelines specific to each development district, to be used for review of future projects.

It is recommended that development controls be kept to a minimum in order to provide maximum flexibility for development options that cannot be predicted at this stage, but left to discretionary review by the administering body (a local development corporation or planning board as relevant in the future).

The following plans describe the key placement standards for each parcel under potential development, the Diamond/Shade Roller and the Augsburg District.

## Zoning Recommendations: Diamond/ Shade Roller District



Placement Standards -- Diamond/Shade Roller District

## Zoning Recommendations: Augsburg District



Placement Standards -- Augsburg District

## Next Steps

In order to implement these recommendations, the City and Planning Board will need to move forward on refining the enabling legislation, approving the recommended zoning changes and defining administration procedures. This is beyond the scope of the Step 2 BOA process, but it is recommended that these occur during the Step 3 BOA process.

## *Tourism: Getting People to Enjoy the Waterfront*

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As has been discussed in detail in earlier sections, the creation of housing along the waterfront is the primary goal of the BOA. However, building Ogdensburg as a tourism destination is a crucial next goal for reinvigorating the waterfront. It is necessary to generate activity along the waterfront that will entice visitors and residents to *want* to live, work, visit, and play on the St. Lawrence River. As a result, Ogdensburg has begun to think strategically about tourism and its role in transforming the City's economy.

### *"Rediscovering the Waterfront" Community Meeting:*

One of the first steps the City took was to convene a meeting of local and regional organizations and businesses to discuss strategies for rebuilding the culture along the waterfront on May 2, 2013. Topics included ideas for increasing tourism, creating synergies among and between existing businesses, and implementing a regional and cross-border approach to place-making.

Key methods for improvement of waterfront tourism included:

- Promotion and celebration of existing activities
- Using history to promote our future
- Raising community pride
- Making Ogdensburg a destination through working together
- Working together with other communities to focus on economic development and tourism

Throughout the meeting, attendees generated hundreds of proposals for building Ogdensburg as a tourism destination. A few of the tourism-focused ideas included:

- Completion of the Fort complex
- Redevelop downtown and reuse abandoned buildings (e.g., movie theaters)
- Smarter tourism signage
- Curbs and street improvement
- Performing arts center
- Additional museums
- More hotels/motels/B&Bs
- More restaurants
- Shopping downtown
- Specialty shops along the water
- Patio bars and cafes along the St. Lawrence River
- Senior living complex on water
- Botanical garden
- Bike routes
- Well-maintained walking trails
- Better connections through Ford/Washington Street to make things more welcoming

- Entrances stand out with shops etc.
- Rewards program for visitors (shared with Canadians)
- Take advantage of passing cruise ships
- Opportunities for retirees (education, volunteerism, etc.)
- Walkable/bikable downtown (e.g., Complete Streets)
- Capitalize on uniqueness
- Enhance the Seaway festival
- Open the Oswegatchie River for boat traffic

The Rediscovering the Waterfront meeting was intended to be the first step in generating excitement and interest in re-energizing tourism based on Ogdensburg's greatest asset – the St. Lawrence River. While the meeting generated countless ideas, it also brought organizations together who have a common goal: making Ogdensburg a tourism destination.

A key take away from the meeting was the need to build connections both between organizations within the City of Ogdensburg, as well as outside of the city limits, both in the United States and Canada. These connections can build a mutually beneficial relationship that allows Ogdensburg, as well as the greater region, to thrive by building upon each other's successes and plans for the future.

### An Evolving Local Cultural and Heritage Tourism Strategy – The “Hub” Concept

One strategy that grew out of this approach was for Ogdensburg to act as a regional tourism hub. Discussions with surrounding cities have led to a realization that the North Country region is comprised of multiple spokes in need of integration. The formation of a local informal tourism committee, now evolving, will play an important part in this larger regional framework.

A focus on Ogdensburg's strengths—its history and its local arts venues—can lead to a focus on cultural and heritage tourism as a strategy for attracting visitors and retaining residents. The Frederic Remington Art Museum, Ogdensburg's key attraction, is an important facility. However, its focus on permanent exhibits rather than temporary shows leads to a drop-off of return activity after the first visit. New York and Connecticut have a series of small museums—the Cole Museum in the Catskills, Oleana on the Hudson, the Mattituck Museum in Waterbury, the Bruce Museum in Greenwich—that could be enlisted in an informal network of curating and lending works or shows, based on their own collection, into a traveling circuit of museums. Since the Remington has no excess space, finding another venue in Ogdensburg would be a priority. Another local opportunity is the City's evocative history, from the Fort de La Presentation days through industrial growth to river-oriented activities. A venue that could support local history exhibits of artifacts and interpretive panels, building on collections that already exist at the library or with other individuals, could complement the art shows described above. Discussions have already suggested possible locations, such as space available in the City's ornate Library – an opportunity that could be self-supporting and self-perpetuating, with benefits to all participants.

Other approaches could also evolve from the regional and local partnerships now coalescing. These will be instrumental in providing the needed support to the City's efforts to build the levels of demand needed to realize the residential and mixed-use programs described in this report.

### Wayfinding: Structuring the City for Access and Image

Wayfinding was described in the “Comprehensive Signage Project along Maple Traditions and Black Water Trail Scenic Byways” project application as (emphasis added):

“Wayfinding is the process by which one travels to a destination in an unfamiliar environment. This signage system will use navigational elements to **guide travelers** throughout the unique North Country communities while simultaneously **enhancing the community’s identity**. Coupled with the interpretive signage, these well-designed, well-placed wayfinding signs will **create an aesthetic harmony** in the communities, and **reinforce a positive sense of place** for visitors. Wayfinding signs are a vital component to communities in the North Country as they help new visitors **navigate through town and village centers**. Major roads throughout the North Country region create travel patterns that take visitors around downtowns and “main streets”. Wayfinding systems **help connect tourists and residents**, assisting travelers in locating destinations, goods, and services and business owners reach patrons.”<sup>60</sup>

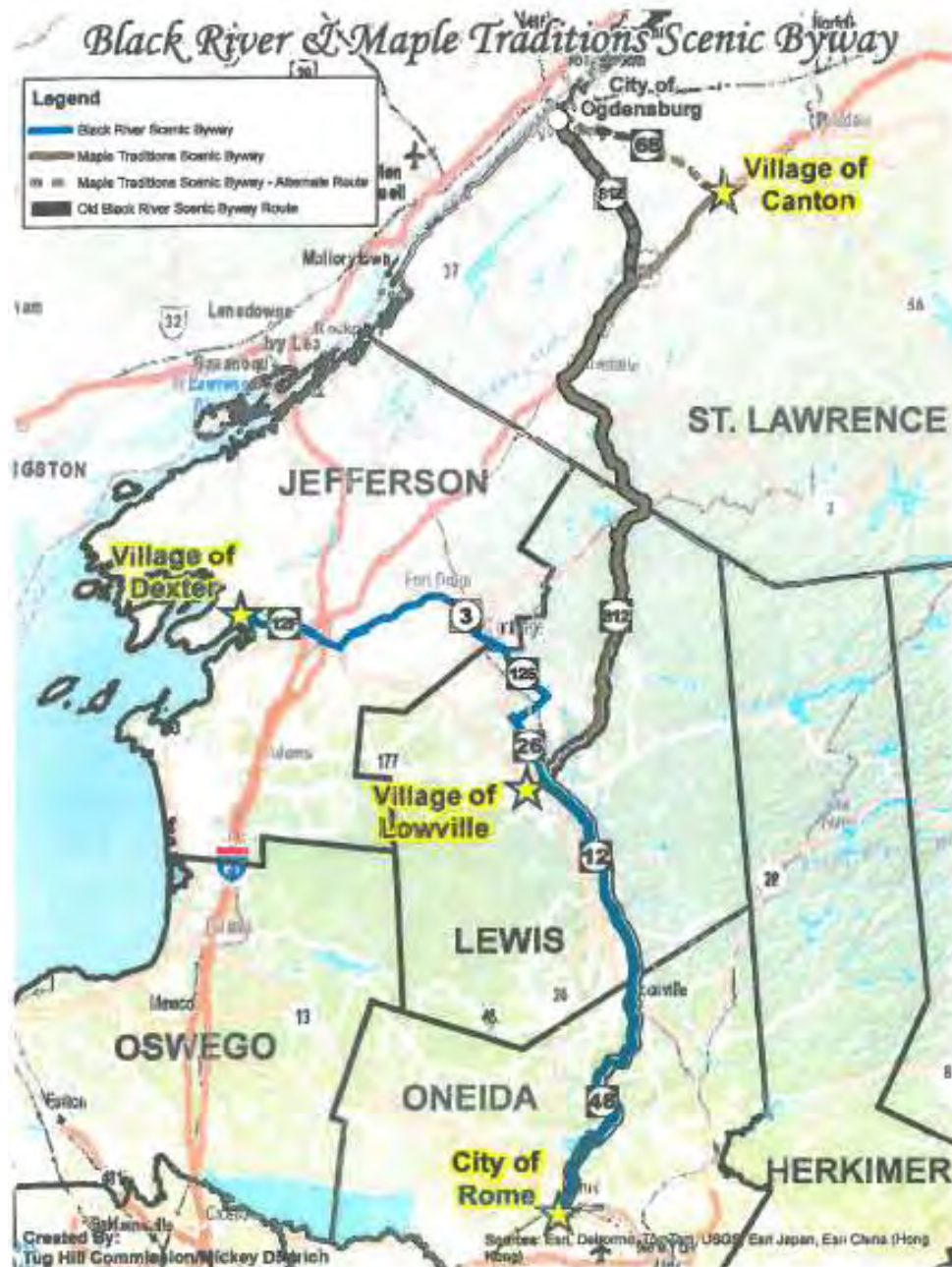
A wayfinding framework for corridors, destinations, and signage, prepared on behalf of this report, was the basis for the City of Ogdensburg’s portion of the above regional application.

The illustration below shows this framework, and the following illustration shows the regional context of the Maple Traditions Scenic Byway that terminates in Ogdensburg.



City of Ogdensburg Wayfinding Map

<sup>60</sup> New York State Transportation Enhancement Program grant, applied for by the Adirondack North Country Association and sponsored by the City of Ogdensburg.



Regional Wayfinding Map

Again quoting from the City's proposal, a description of the importance of a wayfinding system throughout Ogdensburg:

"One of Ogdensburg unique challenges dates back to the period of Urban Renewal and the creation of State Route 37 that by and large establishes the southernmost boarder of the City. This is a primary traffic route that serves to bring volumes of traffic by Ogdensburg without having to enter into the community or provide passersby with even a glimpse of our biggest asset – our waterfront and location on the Maple Traditions Byway. While planning efforts have focused on establishing the downtown waterfront core as a destination in northern NY where individuals and families can live, work, visit, and

play, the City is challenged with poor signage and lacking a cohesive wayfinding system to guide potential visitors through our downtown and to our waterfront. This project will identify Ogdensburg's paramount characteristics essential to establishing an image and identity that is truly unique and memorable.”<sup>61</sup>

A key part of the wayfinding may be a digital kiosk system, illustrated in the photo below. The system, developed by the RiverQuest group as a regional tourism network, describes activities in the various “Hub” communities along the St. Lawrence in both Canada and the United States.



Potential Kiosk

Another important part of the system is defining a way to enable visitors to actually use the system. Boaters or others who visit Ogdensburg may want to experience the waterfront and City in an intimate way. Due to its small size, Ogdensburg is ideal for walking and biking – these users could choose either bicycles or walking as a mode of transport, taking advantage of the City's complete streets efforts. These efforts include planned bike routes and sidewalk improvements.

Creating a “bike share” or “Rent-a-Bike” system can provide these potential users with the ability to visit shops, restaurants, other tourism attractions, or simply use the various riverfront or city-wide bikeway system, including the year-round Maple City Trail. Implementation of such a system will require finding a local entrepreneur and providing incentive funding for a start-up business.



Example of a Bike Share Program Bike

<sup>61</sup> New York State Transportation Enhancement Program grant, applied for by the Adirondack North Country Association and sponsored by the City of Ogdensburg.

## Reuse Vision

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The catalytic short-term projects and zoning and tourism recommendations discussed in the Reuse Strategy section must be grounded in the framework of a complete and holistic vision for the future. This Reuse Vision section provides additional details addressing the long-term plans within which short-term projects can be defined so that collectively these projects will re-envision and ultimately develop an Ogdensburg waterfront that welcomes current, future, and returning residents, as well as visitors. This section builds upon the projects that can be completed in the next one to five years, and focuses on the subsequent six to fifteen year time frame.

In addition to a mix of residential, commercial, and institutional uses, a key aspect of all new developments and activity along the waterfront is the improvement of public waterfront access for all Ogdensburg residents. It is crucial for citizens to be able to benefit and enjoy their waterfront, whether by boat, foot, or on bike. As such, all short-term and long-term initiatives are designed to ensure that sizeable waterfront areas, that are presently largely inaccessible, are returned to active use by citizens.



**Ogdensburg Waterfront Vision**

## Long-Term Waterfront Development: *ACTIVATING the Waterfront*

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### *Diamond/Shade Roller District – “The West End”*

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#### Programming and Pricing:

The short-term reuse strategy mentioned in the earlier sections focuses on the development of active senior housing that will sit amongst the larger development. In addition to the 80-unit active senior housing, the larger development will include the following:

- 225 condo units (1,200 square feet per unit)
- 3,000 square feet of commercial space
- Public space along the waterfront and a pier

The goal of the Diamond/Shade Roller development is to welcome current residents and former residents returning after retirement to a unique location that allows for “aging in place” all along an unrivaled view of the St. Lawrence.

It is expected that the 1,200 square foot condos will have a sales price of approximately \$288,000 and the commercial space will lease for \$10/square foot.

#### *Public Amenities:*

Through the development of the Diamond/Shade Roller District, public access will be created along large portions of the St. Lawrence. For decades the public has been restricted from enjoying direct access to the water from this area due to its industrial past. The current development plan calls for the creation of public space along the waterfront that provides connections with Fort de La Presentation due east of the Diamond/Shade Roller District. A pier is also proposed for the western edge of the property that could contain a restaurant or other new water-related commercial spaces, such as diving or kayaking amenities.



**Diamond/Shade Roller Site Plan**

#### *Marina District*

As discussed in the sections above, the Marina District contains numerous small, mostly privately-owned parcels that make larger-scale development difficult. However, the short-term roadway realignment project sets the stage for more significant development opportunities. This realignment improves traffic flow throughout the district and creates a large public development site on the

Oswegatchie River. This site, adjacent to the new pedestrian bridge, can create two longer-term projects in the district: creation of contiguous public open space/park and improvements to the existing city-owned area.

### Amphitheater

One such example of a park amenity is the concept of an outdoor amphitheater. A public amphitheater was mentioned in several public workshops as a desirable feature along the City's waterfront. The roadway realignment discussed in the Reuse Strategy section creates a unique parcel along the Oswegatchie River that could accommodate a public amphitheater. The amphitheater could be used for concerts and other community activities. The location of the amphitheater is ideal within the Marina District, near the proposed boat launch and is adjacent to recent private investments.



**Example of an Amphitheater**



**Marina District Amphitheater Location**

#### **Arena Improvements:**

The Lockwood Arena is located within the Marina District and is an important institutional anchor for the area. However, it is currently underutilized because it is not properly insulated for winter use or air conditioned for summer use. With well-planned improvements, the arena could become a catalyst for the entire district, as well as a tourism draw for the City as a whole. The arena could draw both local and regional residents to the district for sports, entertainment, and other civic activities.



**Marina District Arena Improvements Location**

## Fort de La Presentation District

The Fort property is an important link between the Diamond/Shade Roller District, the Marina District, and the downtown/Augsbury District. Its potential long-term development will depend on private and civic resources, as well as public sector assistance.

The figure below shows the long-term plan developed for the Fort La Presentation Association. It has been recently revised and updated but not essentially changed (a new graphic plan is not yet available). The proposed master plan shows a pattern of interpretive walkways that connect throughout the site and provide a framework for various building projects, including a long-term recreation of the Fort itself and an interpretive center.



Fort de La Presentation Master Plan

## *Augsbury District – The Rambles*

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### Property Acquisition and Assemblage:

The remainder of the primary Augsbury District, exclusive of the Pilot Site, is comprised of three large parcels of property as indicated on the map below. The current owners of the site are MCYC, LLC, Ogdensburg Kiwanis Club, and Sybron (Ny) Corporation. In order to develop the entire Augsbury District to its fullest potential, it is recommended that the entire area be developed as a unified project under the auspices of a single development entity. A Planned Development District can be used to accomplish this type of project; please see the previous Proposed Zoning Updates section for more information. This entity would be responsible for the remediation of the entire area, comprehensive design, finance, and ultimately development of an acceptable project. Under such a scenario, each current owner can elect to either sell their property outright to the development entity or participate in the development with their return based on the economics of the deal and their contribution to the project.



### Programming and Pricing

In order to prepare the Augsbury District for its proposed future as a mixed residential, commercial, and institutional hub, environmental investigations and any needed remediation must first be completed. The short-term reuse strategy discussed the first step in this process. Once the site is ready, the development can include upwards of:

- 192 condo units (1,200 square feet per unit)
- 30,000 square feet of institutional space
- 16,000 square feet of commercial space

It is expected that the 1,200 square foot condominiums will have a sales price of approximately \$288,000 and the commercial space will lease for \$10/square foot. The institutional space will be developed separately by the end institutional owner (e.g., school, non-profit).



**Augsburg Site Plan**

The site plan for The Rambles has been arranged to take advantage of the waterfront setting and allow for easy pedestrian travel through the area, from the Pilot Site on the west to the existing boat launch on the east. As a result of the path planned through the site, the development has been labeled the “The Rambles” to highlight the rambling nature that encourages visits and meandering through the site. The name also conveys the community’s vision for the district and begins to remove long-held associations with the former petroleum bulk storage facility.



**The Rambles Context Sketch**

*Public Amenities:*

The Rambles development takes advantage of the site's spectacular setting along the St. Lawrence. The plan creates a considerable waterfront park along the water's edge, as well as an esplanade path directly on the water. All the parks and pathways will be public and encourage public use. In addition, the location of pathways and buildings facilitate view corridors from adjacent parcels.

## Green Strategy Opportunities

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The following section provides analysis and recommendations regarding “green” design and sustainability, including the feasibility of incorporating green infrastructure and building elements into the City of Ogdensburg’s Brownfield Opportunity Area (BOA) redevelopment projects. The specific focus of this section is the Diamond/Shade Roller and Augsbury Districts. These districts offer the greatest opportunity for large-scale green and sustainable development by extending the urban fabric, creating density, and preserving open space along the St. Lawrence River.

The area-wide plan developed for the BOA, through funding from USEPA, included a series of important recommendations that should be implemented throughout the ongoing BOA initiative. These recommendations, which focused on streetscapes, green infrastructure, open space, and public access, are important in all phases of BOA development. This BOA Step 2 report echoes the recommendations for the area-wide plan and illustrates specific opportunities to implement many of these recommendations through the conceptual drawings. Please see the Reuse Strategy and Vision sections for the conceptual drawings. Specific recommendations include:

- All flood plain in the Augsbury sites and Diamond/Shade Roller Districts are to be preserved for open space and public access to the waterfront.
- Opportunities for green infrastructure exist throughout the BOA, including in parking lots, along roadways, and paths, as well as in open space along the waterfront.
- Moving a road segment in the Marina District in order to increase opportunities for public amenities through the development of a public park and possible amphitheater.
- A public pier planned for the southwestern corner of the Diamond/Shade Roller District.

## Sustainability Opportunities:

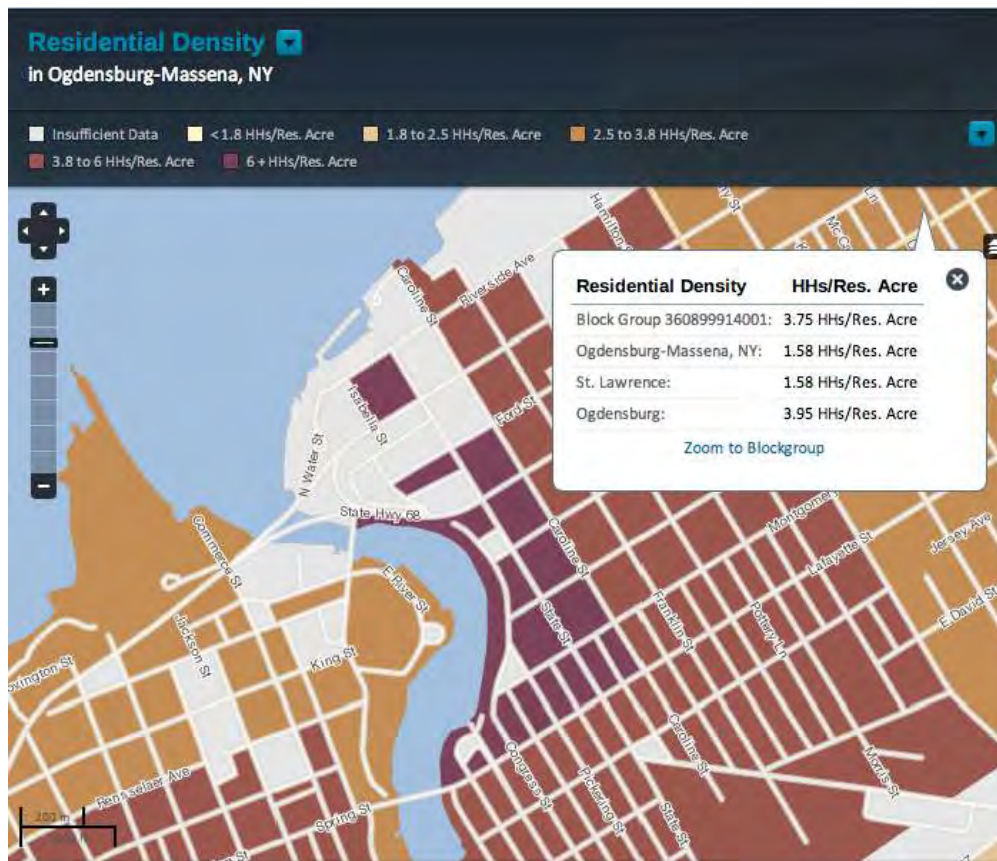
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In order to assess broad sustainability principles within Ogdensburg, including the impact of both location and type of development, a carbon footprint analysis was conducted.

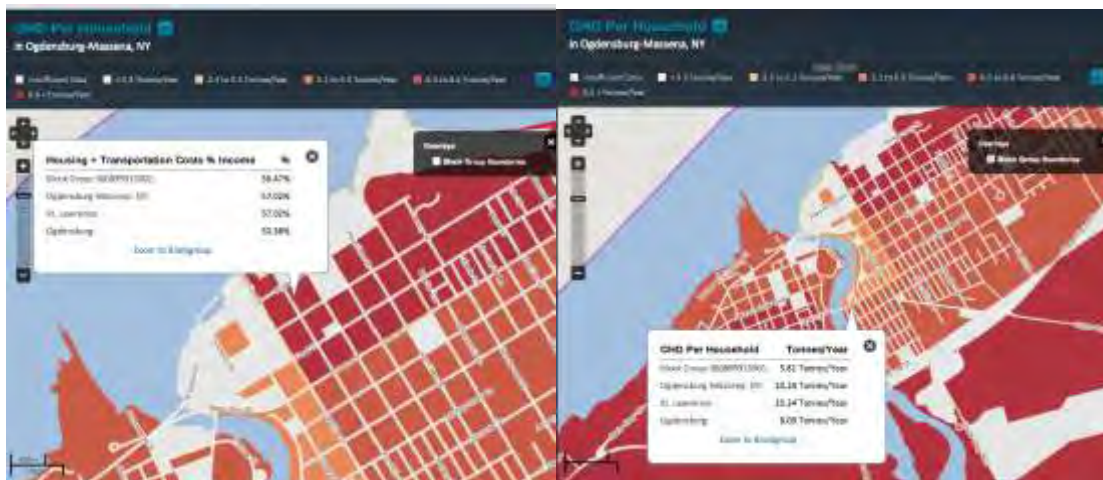
The “smart-growth” medium-density residential development proposed for the Ogdensburg waterfront in the BOA will have a positive effect on net carbon usage. To make a quantitative estimate requires a comparison of regional Housing and Transportation (H+T) use to local use. By minimizing the number of trips for errands, auto use can be drastically cut relative to walking to local services.

Ogdensburg’s regional (Ogdensburg–Massena area) H+T carbon score (greenhouse gas per household) is 10.25 tonnes/year/household, whereas in downtown Ogdensburg, in higher density neighborhoods similar to the proposed development, it is 5.1-6.5 tonnes/year/household—approximately half the regional average. This means attracting new households that may have located outside Ogdensburg in the region will save 5.1-6.5 tonnes/year for each new unit (with an average 5.8 tonnes/year). Even assuming half the new houses could have located elsewhere in the City (with an average 8.09 tonnes/year), comparing this average to the regional-city alternative location of approximately 9.0 tonnes/year will save 3.2 tonnes/year. For the long-term waterfront program, this is a savings of approximately 1,330 tonnes/year. The short-term program of 40 units in the Augsbury District would save 128 tonnes/year and the active living facility would save at least the same ratio (or 224

tonnes/year) and arguably much more, as residents in such complexes drive very infrequently. Typically these facilities have parking ratios of 0.4/bed as opposed to 1.5-2.0 per unit of market housing.<sup>62</sup>



## Residential Density Map



## Greenhouse Gas per Household Map

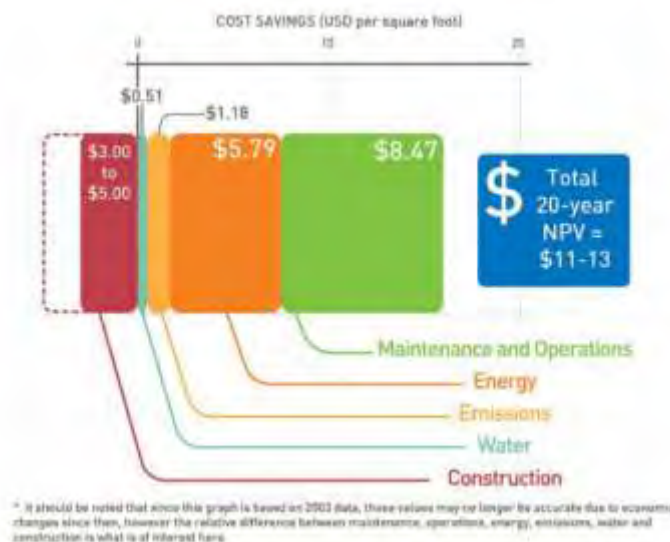
<sup>62</sup> H+T Affordability Index website. (<http://htaindex.cnt.org/map/>). Accessed September 20, 2013.

### Green Building Opportunities:<sup>63</sup>

While the location and setting of the Augsbury District and Diamond/Shade Roller Districts exemplify ideal locations for green practices, sustainability and building practices will largely be determined by the eventual site developers. However, the City can provide guidance to developers in order to encourage green practices.

In a tight margin environment, such as Ogdensburg, many green building elements are never considered. However, there are many reasons integration of green building elements should be considered. “Based on research findings from various sources, actual design and construction costs have been documented to be in the range of -0.4 to 12.5%, with the latter value corresponding to a zero carbon building project.”<sup>64</sup> There is usually an additional design cost and some building components may cost more. “It is critical to bear in mind that these upfront costs are often offset by a decrease in long-term life cycle costs, particularly in the case of green buildings that feature high performance façades and energy efficient building systems. The delivery of cost-effective buildings, more so for green building, is about taking the long-term view and translating that into short-term actions.”<sup>65</sup>

For example, “...a minimal upfront investment of 2% on top of the construction costs of a project yields savings of over ten times the initial investment, based on a life cycle of 20 years for 33 LEED-rated projects in the United States.”<sup>66</sup>



Net Present Value Analysis (Source: *The Case for Green Building*, World Green Building Council)

<sup>63</sup> “The Case for Green Building,” World Green Building Council.

[http://www.worldgbc.org/files/2513/6277/6014/Business\\_Case\\_For\\_Green\\_Building\\_WEB\\_2013-03-08.pdf](http://www.worldgbc.org/files/2513/6277/6014/Business_Case_For_Green_Building_WEB_2013-03-08.pdf).

<sup>64</sup> “The Case for Green Building,” World Green Building Council, page 22.

[http://www.worldgbc.org/files/2513/6277/6014/Business\\_Case\\_For\\_Green\\_Building\\_WEB\\_2013-03-08.pdf](http://www.worldgbc.org/files/2513/6277/6014/Business_Case_For_Green_Building_WEB_2013-03-08.pdf).

<sup>65</sup> “The Case for Green Building,” World Green Building Council, page 23.

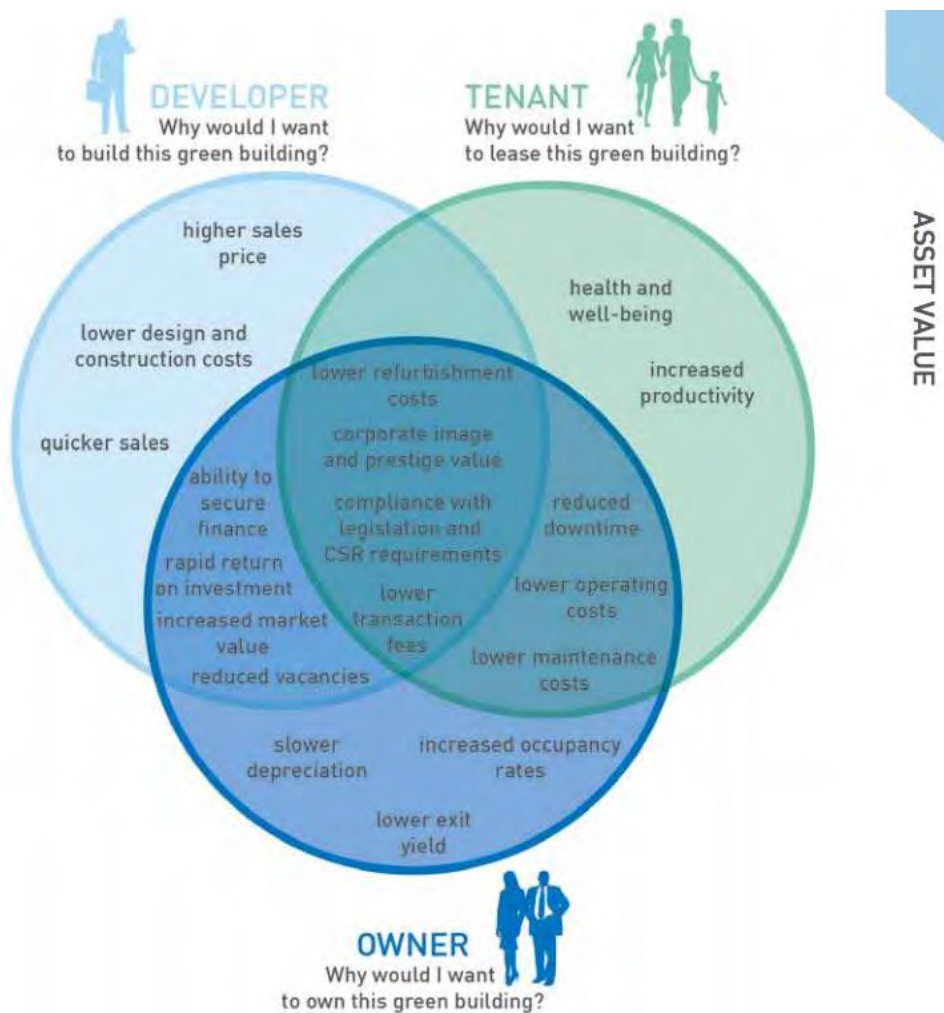
[http://www.worldgbc.org/files/2513/6277/6014/Business\\_Case\\_For\\_Green\\_Building\\_WEB\\_2013-03-08.pdf](http://www.worldgbc.org/files/2513/6277/6014/Business_Case_For_Green_Building_WEB_2013-03-08.pdf).

<sup>66</sup> “The Case for Green Building,” World Green Building Council, page 56.

[http://www.worldgbc.org/files/2513/6277/6014/Business\\_Case\\_For\\_Green\\_Building\\_WEB\\_2013-03-08.pdf](http://www.worldgbc.org/files/2513/6277/6014/Business_Case_For_Green_Building_WEB_2013-03-08.pdf).

Furthermore, "...green buildings tend to have higher asset values than their conventional code-compliant counterparts. This differential in asset value is evidenced by higher sale prices, which are in turn related to the following benefits: Higher rental/lease rates, lower operating expenses, higher occupancy rates and lower yields."<sup>67</sup>

In order to realize the life-cycle cost savings discussed above, rating systems, such as the United States Green Building Council (USGBC) Leadership in Energy and Environmental Design (LEED) program, are used by many cities and developers to analyze new developments. USGBC's pilot LEED for mid-rise multifamily developments offers a potential system for the new BOA developments. While still in the pilot phase, this guidance document builds upon the LEED for Homes 2008 Rating System and can provide important information for the City of Ogdensburg and future BOA developers while planning for infrastructure improvements and green building opportunities.



**Asset Value Chart (Source: *The Case for Green Building*, World Green Building Council)**

Any projects interested pursuing LEED for Homes multifamily mid-rise developments must contract with a LEED for Homes Provider and submit an informal request for participation to the LEED for Homes

<sup>67</sup> "The Case for Green Building," World Green Building Council, page 36.  
[http://www.worldgbc.org/files/2513/6277/6014/Business\\_Case\\_For\\_Green\\_Building\\_WEB\\_2013-03-08.pdf](http://www.worldgbc.org/files/2513/6277/6014/Business_Case_For_Green_Building_WEB_2013-03-08.pdf).

Program Director prior to construction. Buildings in the LEED for Homes mid-rise multifamily pilot must meet the following criteria:

- Each project must register through a designated LEED for Homes Provider.
- At least 50% of the occupied space must be residential. If more than 50% of the occupied space is non-residential, the building must pursue LEED for New Construction (LEED-NC) certification.
- Mixed-use buildings are subject to the LEED for Homes policy on mixed-used spaces.
- The building must include 4-6 above-grade occupiable stories. A building with fewer than 4 above-grade stories must pursue certification using the standard LEED for Homes Rating System.<sup>68</sup>

While LEED is a popular and well-known system, a more developed system has been created by Build it Green a non-profit located in Alameda County, California. This system offers comprehensive guidance on everything from building systems to materials, all focused on multifamily development.

The Build it Green system organizes the planning and development process of a project and assists in minimizing building expenses through careful analysis of initial management and lifecycle costs and benefits.

The Green Building Timetable shows each measure in each subcategory in these set guidelines in order to display when in the development process the measure becomes important. This table can be used for every part of the process and will assist greatly with planning.

	DEVELOPMENT PHASE	COMMUNITY PLANNING	SITE PLANNING	CONCEPTUAL DESIGN	DESIGN DEVELOPMENT	CONSTRUCTION DOCUMENTS	CONSTRUCTION	POST-CONSTRUCTION & OCCUPANCY
<b>STRUCTURE</b>								
C1 Acoustics: Noise and vibration control				✓	✓			✓
C2 Mixed-use design strategies			✓	✓	✓			
C3 Commissioning		✓	✓	✓				
D1 Reduced portland cement in concrete				✓	✓			
D2 Structural pest and rot controls				✓				
D3 Construction material efficiencies				✓				
D4 Engineered lumber				✓				

Green Building Timetable (Source: Build it Green)

By breaking down the analysis into individual categories, it is possible to very clearly see the benefits of each measure. It also makes the planning process easier by simply displaying the most important facts up front. Each measure breakdown (seen in the image below) is followed by a detailed explanation and applications of each topic. By laying out the details in this fashion, it is possible to create the most in-depth research process and put together a well-integrated green building design. Many of these

<sup>68</sup> LEED® for Homes Rating System, Multifamily Mid-Rise, October 2010.  
<http://www.usgbc.org/Docs/Archive/General/Docs7982.pdf>.

measures would simply be overlooked due to lack of time and budget constraints, but by creating an outline of reference information (which can be specified for each project) the research only needs to be done once. Running through these measures and timetable checklist could become the first thing the City and any potential developer complete before embarking on a project within the BOA.

## Green Building Measures

While separating green building strategies into individual measures may give the impression that they can be used in isolation, in reality each measure is closely integrated with many other design strategies. To encourage teams to work across disciplines and embrace an integrated design approach, each measure contains many cross-references to related measures. For example, the Heating Equipment measure (*Systems: HO*) contains a cross-reference to *Planning & Design: AA7—Passive Solar Design, Daylighting and Natural Ventilation*.

The individual measures are presented with a consistent layout so you can scan them for relevant information. Each measure begins with an “at-a-glance” graphic, as shown in the example below.



Build it Green – Green Building Measure Breakdown (Source: Build it Green)

## Green Infrastructure Funding Opportunities:

Below are potential sources for green infrastructure funding that could be used by the City of Ogdensburg.

### The New York State Energy Research and Development Authority ("NYSERDA")<sup>69</sup>

NYSERDA offers both technical and financial assistance to developers of multifamily housing in Ogdensburg, depending on the size and number of units in the buildings. The larger buildings with five or more units and four stories or more would be eligible for the Multifamily Performance Partners program ("MPP"). The MPP program is a recommendation program for developers to work with

<sup>69</sup> New York State Energy Research and Development Authority website.

<http://www.nyserda.ny.gov/BusinessAreas/Energy-Efficiency-and-Renewable-Programs/Multifamily-Performance-Program/Multifamily-Performance-Program/New-Construction.aspx>. Accessed October 10, 2013.

consultants who have been vetted by NYSEERDA. Those consultants are tasked to ensure that building design is able to maximize the various incentive programs, either through the New Multifamily Construction program or other programs and rebates for specific technologies. Incentives are available up to \$1,200 per unit for affordable housing units that meet the highest standards.

#### National Grid<sup>70</sup>

National Grid provides a number of economic development programs to both developers/property owners and municipalities to assist in the redevelopment of communities it serves in upstate New York. Programs include assistance for brownfield redevelopment, business attraction, and revitalization. Revitalization funding can be used for: electric and gas infrastructure and lighting installations, predevelopment construction drawings, and alternative fuel transportation infrastructure. The Strategic Economic Development and Cooperative Business Recruitment programs provide dollars to develop and implement a marketing strategy to attract new businesses to a city. The Brownfield Redevelopment Assistance Program can provide funding for Phase I and Phase II Environmental Site Assessments, costs associated with the BOA program, demolition of structures on a brownfield site that will be redeveloped, and/or electric and gas infrastructure improvements for a brownfield site.

#### New York State Department of Environmental Conservation<sup>71</sup>

Funding is available for municipalities, through the Water Quality Improvement Projects Program, to make green infrastructure for non-agricultural nonpoint source abatement and control. The funding can be used for:

- Permeable pavement (e.g., porous asphalt, concrete, or pavers)
- Bioretention (e.g., rain gardens or bioswales)
- Green roofs or green walls
- Construction or restoration of wetlands, floodplains, or riparian buffers
- Stream daylighting (i.e., removing streams from pipes and restoring the natural morphology)
- Stormwater harvesting and reuse (e.g., rain barrels or cisterns)

#### *Cumulative Economic Benefits*

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The following are the calculated cumulative economic benefits, including job creation, derived from the short-term catalytic projects. This information includes those projects where calculations were possible – Diamond/Shade Roller and the Pilot Site.<sup>72</sup>

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<sup>70</sup> National Grid Programs and Services website. <http://www.shovelready.com/programs.asp>. Accessed October 10, 2013.

<sup>71</sup> New York State Department of Environmental Conservation website. <http://www.dec.ny.gov/pubs/4774.html>. Accessed October 10, 2013.

<sup>72</sup> Analysis conducted by National Development Council.

<b>Derivation of Discretionary Spending as a Percentage of Household Income</b>	
<b>Category</b>	<b>% of All Expenditures</b>
<b>All Expenditures</b>	<b>100.0%</b>
• Housing	32.2%
• Transportation	15.7%
• Health Care	5.5%
Necessities Subtotal	53.4%
Percentage of Spending on Discretionary Items	46.6%
Assumed Ratio of Estimated Annual Expenditures to Income	0.75
<b>Discretionary Spending as Percentage of Household Income</b>	<b>34.0%</b>

Source: Consumer Expenditure Survey, 2011 for households reporting income of \$85,000 and over; U.S. Department of Labor, Bureau of Labor Statistics. Released September 25, 2012.

By using the BLS's discretionary figure for percentage of household income the following table can be used to estimate total household discretionary spending that could result from the proposed Ogdensburg projects. A breakdown of the individual Pilot Site and active senior housing benefits is provided in the project descriptions in the Reuse Strategy section.

<b>Estimated Local Annual Discretionary Spending Active Senior Housing &amp; Pilot Site</b>	
Estimated Average Household Income	\$85,000
Percentage of Household Income for Discretionary Spending	34.0%
Estimated Discretionary Spending Per Household	\$28,900
Number of New Households	120
<b>Estimated Total Discretionary Spending</b>	<b>\$3,468,000</b>

As can be observed from the table to the right, the estimated economic benefit of the new households discretionary spending could be close to \$3.5 million for the City and regional economy.<sup>73</sup>

### *Projected Job Creation Economic Benefit*

<b>Project Phase</b>	<b>Temporary Construction Jobs</b>	<b>Seasonal Employment</b>	<b>Permanent Full Time Equivalent Jobs (FTE)</b>
Phase I	200	30	34
All Subsequent Phases	750	70	50
<b>Total</b>	<b>950</b>	<b>100</b>	<b>84</b>

<sup>73</sup> The following figures are conservative estimates in order to take into account a number of factors, including seasonal living.

## **APPENDICES**

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Appendix 1: Community Participation Plan

Appendix 2: Brownfield and Strategic Property Inventory

Appendix 3: Economic and Market Trends Analysis

Appendix 4: Map Series

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## Appendix 1: Community Participation Plan

## **Appendix 1: Community Participation Plan and Techniques to Enlist Partners**

## A. COMMUNITY PARTICIPATION

### Planning Process Summary

The City of Ogdensburg Department of Planning and Development is overseeing the preparation and projects associated with its waterfront BOA Nomination. The Department, in partnership with the City Manager, has developed a Community Participation Plan (CPP) that actively engages various stakeholder groups and the general public (Appendix 1)

The process began with a public “kick-off” meeting on May 7, 2011 with design and planning students from Cornell University and included several public workshops, steering committee meetings, and targeted conversations with stakeholders. Through the last 3+ years, Ogdensburg has been engaged in this process, public participants provided valuable feedback and perspective in four main areas:

- community assets and opportunities;
- liabilities and constraints;
- priority areas and sites for redevelopment and cleanup; and
- site specific design preference.

The City utilized various means of public outreach to garner public feedback including public workshops, steering committee and stakeholder meetings, working sessions with City Council, surveys, local newspapers, social media, and the development of a project website. The use of such varied techniques resulted in a rich database of information, however, the single most useful, and well received exercise was the visual preference survey. This was conducted by City planning staff initially on August 18, 2011 and was so well attended a follow-up was held on September 22, 2011, a comment box was also provided along with images at a local wine and food event on August 20<sup>th</sup> and 21<sup>st</sup> to further supplement this exercise. People indicated their preferences among a series of images used to illustrate various options for development, infrastructure, streetscape and open space, light standards, screening, landscape features, and other elements which might be found within the BOA study area. The value of the survey is in the range of opinions, the shared common ground, and the desired expressed by the public, giving a sense of what they would like to see in their community. The objective is to further define the vision for the future development of the City’s waterfront BOA.

With this input, City staff was able to define strategic districts, sites and development opportunities and develop a comprehensive community vision for revitalizing Ogdensburg’s Downtown Waterfront Core Brownfield Opportunity Area. The resulting community vision statement for the downtown waterfront core is: *a destination in northern New York where individuals and families can **live, work, visit, and play**. The downtown waterfront core is an essential urban experience with a sustainable employment base, mixed-use neighborhoods, and a vibrant collection of housing options. The St. Lawrence and Oswegatchie riverfronts offer a full spectrum of amenities and services to enhance the quality of life for residents and visitors alike.* Furthermore, the opinions shared through this application contributed to the formation of district specific goals, projects and tailored vision statements that are described in detail in the **Reuse Strategy** portion of the nomination report.

In addition to the public workshops, an innovative tool employed by the City was the City Manager's *Community Participation Initiative* (CPI). The CPI was developed to reach out to non-profit, civil, social, and service organizations throughout the City and initiate a conversation with a broader segment of the community (see Exhibit 2-1 for the CPI summary).

This CPI was created as a “community-wide conversation” and focused on three areas:

- Roles and responsibilities of citizens and city hall
- Future possibilities for the City of Ogdensburg
- How these possibilities require a community partnership

The CPI created an opportunity for a community discussion about building a better future. The conversation focused on collaborative ways to engage people in order to benefit the entire community while simultaneously improving and strengthening the social fabric.

As a way of breaking the ice at each CPI event, City staff asked participants a short series of questions regarding their perception of Ogdensburg. One of the key questions was: “What is the story you tell about Ogdensburg?” Many responses focused on the decline of Ogdensburg’s downtown and vacant waterfront, while others were satisfied with the current conditions.

A follow-up series of questions focused the attendees on possibilities for Ogdensburg’s future. This last series of questions engaged participants and encouraged thinking about the future and how participants could be influential, both as a group and as individuals, in realizing change.

- What are the crossroads the City faces?
  - How does the City attract jobs of the future (i.e., technology and green jobs)? Jobs that entice individuals with more disposable incomes.
  - City is focused on fear of loss and risk of failure.
- What possibilities can transform and inspire the community?
  - City must have a “grassroots” movement; things have to happen from the bottom up, by the people.
  - Find and create small successes and build on them. Celebrate success and share in failures. Failures will happen, but we must learn from our mistakes and move forward.
  - Ogdensburg must refocus to be more business friendly and residents need to take more pride and personal stake in local businesses; support local, build local, buy local.

As a conclusion to the conversation, staff spoke individually with groups regarding ongoing initiatives taking place throughout the City. The CPI was a step in encouraging the community to think about possibilities for Ogdensburg, and more importantly, the roles each citizen, business owner, and property owner can play in order to successfully implement revitalization efforts.

The CPI began in late 2010 and continued through 2011, taking place during the same period of time as the community workshops. The CPI was delivered to groups at regularly scheduled meetings to a more “captive” audience as a means of encouraging participation throughout the BOA process.

While formal public outreach has slowed to analyze feedback and data, and to craft the nomination report, the City continues to utilize the local newspaper and project website (ogdensburgwaterfront.com) to keep the public engaged and informed. Public outreach remains a critical component as the City works toward implementation of priority projects. As projects develop, planning staff will ensure ample opportunities for public input are provided that will connect developers with residents and shepherd projects through to completion. The ogdensburgwaterfront.com project website will remain a resource for both the community and developers into the foreseeable future as a “one-stop shop” for BOA related updates and developer information.

## **B. TECHNIQUES TO ENLIST PARTNERS**

Throughout the BOA process, a wide range of techniques have been used to solicit public participation and promote civic engagement that have defined a revitalization effort and identified catalytic projects. This section identifies Federal, State, County and local resources, banks, entrepreneurs, philanthropic organizations and developers that might have resources to contribute to this revitalization effort and how their support will be solicited.

The majority of identified catalytic sites within the BOA require additional environmental site assessment (ESA) and cleanup activities to prepare them as shovel ready sites. Fortunately, the City has secured both a hazardous and petroleum assessment grants totaling \$360,000 in the spring of 2012. Combined with other local efforts, the City has completed Phase I and Phase II ESA's within the Augsbury district, along with an EPA targeted brownfield assessment (TBA). Despite these investments, there remains outstanding need for assessment before cleanup can commence. Environmental assessment and cleanup activities along with other implementation initiatives require partners and support to continue the City's momentum and ensure waterfront redevelopment. Below are the strategies and techniques the City intends to use to identify, contact, and involve partners in the development and implementation of the BOA plan.

**FEDERAL PARTNERS** - Federal agencies recognize the value of brownfields revitalization and the value of brownfields revitalization projects to community revitalization and economic redevelopment. Many federal government funding and technical assistance programs can promote and enhance environmental assessment and cleanup activities. Continued partnerships with the EPA are essential to securing funding and technical assistance to comply with the above listed recommended actions that will support the redevelopment vision for the Augsbury district. As a recipient of EPA revolving loan funds, the City can access additional funding through the supplemental RLF application. The RLF and supplemental RLF programs provide funding specifically targeted at site cleanup. Eligible costs may include demolition and/or site preparation, but may not be used for pre-cleanup environmental response activities, such as site assessment, identification, and characterization. Other Federal programs include additional EPA Brownfield Assessment grants, EPA Cleanup grants, EPA Workforce Development grants, HUD Brownfield Economic Development Initiative (BEDI), US Department of the Interior (Boating Infrastructure Grants (BIG), and the US Army Corps of Engineers Environmental Program.

**NATIONAL NON-PROFIT PARTNERS** – National organizations like National Development Council (NDC) can also be a resource for technical assistance and training and can enhance the flow of capital for investment, jobs, and community development to underserved communities. Partnering with NDC can open opportunities for utilizing New Market Tax Credits (NMTCs), tax-exempt bond financed projects, and/or Low Income Housing Tax Credits (LIHTCs), all of which contribute to projects that make sense financially.

**STATE PARTNERS** – State response programs continue to be at the forefront of brownfields cleanup and redevelopment, as both the public and private markets recognize the responsibilities and opportunities of these response programs in ensuring protective and sustainable cleanups. The number of properties entering into New York's voluntary response program, the Brownfield Cleanup Program (BCP), emphasizes the states' growing role in brownfields cleanup.

Fortunately, New York State has recently extended the BCP through March 2017 in its present form, with tax credits available to developers. The tax credits are available to parties that voluntarily cleanup and then redevelop brownfields sites. The substantial tax benefits of the Program (22 to 50 percent of site preparation costs and 10 to 22 percent of redevelopment costs, or 3 to 6 times the cleanup costs) have been an effective tool attracting investment in brownfield sites and are essential in tertiary upstate communities, like Ogdensburg. The continuation of the BCP is necessary to continue momentum in BOA communities to realize redevelopment goals and successful implementation.

**LOCAL PRIVATE SECTOR PARTNERS** – Local partners, including banks, philanthropic organizations, local development corporations, and industrial development organizations, along with entrepreneurs and developers are critical partners in brownfield cleanup and redevelopment. Not only do these institutions provide funding opportunities, but entities like the St. Lawrence County IDA can be a resource for additional incentives like payment in lieu of taxes (PIOLTs), and technical assistance. Currently, the City has been working closely with local private sector interests to encourage development within the BOA districts. This includes local developers within Ogdensburg, the North County, and across the border in Canada. The discussions are ongoing and meaningful progress and increased interest from these parties demonstrates that market opportunities exist within Ogdensburg.

To date City staff has formed a successful cross-border relationship with a Canadian development company, RMP Construction. The corporation has purchased property within the BOA adjacent to the City's greenbelt park and the former Augsbury properties. While not dates for construction have been set, the developer has a proven track record for redeveloping brownfields across the province of Ontario.

Additionally, City staff are working closely with the Development Authority of the North Country (the "Authority"), to identify and solicit developers for other catalytic and priority brownfield properties within the BOA.

**LOCAL PUBLIC AND NON-PROFIT PARTNERS** – Other local partners may include the Development Authority of the North Country (DANC), Sweet Grass Foundation, and Kinney Drugs Foundation.

Federal and State funding is primarily available through notice of funding availability (NOFA) announcements for which the City will continue to monitor for funding opportunities. New York has recently restructured the majority of state funding, streamlining the process through the consolidated funding application (CFA). The CFA serves as the single entry point for access to economic development funding which can be used to leverage private investment for brownfield development and catalytic projects including infrastructure, demolition and cleanup, and development of recreational amenities. Funding sources are detailed below and include both primary funding sources/partners, and alternative sources/joint efforts:

**Primary Funding Source(s)**

- NCREDC Municipal Water and Wastewater Infrastructure Fund – The purpose of the Fund is to help provide final-gap financing for critical water and sewer enhancements that identify with the community's priorities and the NCREDC's Strategic Plan.

- EPA Building Blocks Sustainable Communities Grants – Provides quick, targeted technical assistance to selected local and/or tribal governments using a variety of tools that have demonstrated results and widespread application. The purpose of delivering these tools is to stimulate a discussion about growth and development and strengthen local capacity to implement sustainable approaches.
- EPA Environmental Workforce and Job Training – Through the link to on-the-ground cleanup activities, Environmental Workforce Development and Job Training Grants train predominantly unemployed low-income and minority residents of communities impacted by a variety of waste facilities, blighted properties, contaminated sites, and other environmental issues, for environmental jobs that contractors may otherwise fill from outside the affected community. Environmental Workforce Development and Job Training Grants help residents take advantage of the jobs created by the management, assessment, cleanup, and revitalization of solid and hazardous waste sites, as well as other environmental projects such as water quality improvement and chemical management, in their communities.
  - This funding source represents an area that Ogdensburg may utilize in partnership with local colleges, the County, and/or the Local Development Corporation(s).
- EPA Revolving Loan Fund – Currently Ogdensburg is a recipient of a 2010 \$1 Million RLF and was recently awarded \$300,000 in supplemental RLF funds. RLFs provide funding for a grant recipient to capitalize a revolving loan fund and to provide subgrants to carry out cleanup activities at brownfield sites. Through these grants, EPA seeks to strengthen the marketplace and encourage stakeholders to leverage the resources needed to clean up and redevelop brownfields. When loans are repaid, the loan amount is returned into the fund and re-lent to other borrowers, providing an ongoing source of capital within a community.
- Department of State Brownfield Opportunity Area Step III – The Implementation Strategy provides a description of the full range of techniques and actions, ranging from actions and projects that can be undertaken immediately to those which have a longer timeframe, that are necessary to implement the area-wide plan and to ensure that proposed uses and improvements materialize. Site assessments on strategic brownfield sites may be eligible for funding if environmental data is required.

### **Alternative Funding Source(s) and Joint Efforts**

- Empire State Development Grant Funds – This program funds commercial development and funds businesses that will create new jobs or retain jobs at risk and provide infrastructure to projects that will create or retain jobs or promote overall economic growth. Funding is available annually through the CFA process.
- Clean Water State Revolving Fund Engineering Planning Grant Program – This grant program assists municipalities facing economic hardship with the engineering and planning costs of CWSRF-eligible water quality projects. Grants of up to \$30,000 (with a 20% required local match) will be provided to finance activities including engineering and/or consultant fees for engineering and planning services for the production of an engineering report.

- Green Innovation Grant Program – The GIGP provides grants on a competitive basis to projects that improve water quality and demonstrate green stormwater infrastructure in New York.
- New York Main Street New York State Housing Trust Fund Corporation – NYSMS endeavors to stimulate reinvestment in properties located within mixed-use commercial districts and adjacent neighborhoods by providing resources with the goal of establishing sustainable downtown and neighborhood revitalization. Key activities include building renovation and streetscape improvements.
- Local Waterfront Revitalization Program Grant Funding – Grant funding will be available for program planning, feasibility, design, or marketing of specific projects, including construction projects to advance preparing or implementing regional and local strategies for community and waterfront revitalization; redeveloping hamlets, downtowns, and urban waterfronts; planning or constructing land and water based trails; and preparing or implementing a watershed management plan.
- Federal Emergency Management Agency (FEMA) –
  - Preparedness (Non-Disaster) Grants - enhance the capacity of state and local emergency responders to prevent, respond to, and recover from a weapons of mass destruction terrorism incident involving chemical, biological, radiological, nuclear, and explosive devices and cyber attacks.
  - Hazard Mitigation Assistance - programs provide funding for eligible mitigation activities that reduce disaster losses and protect life and property from future disaster damages. Funds may be available to assist Ogdensburg's desire to update flood plain mapping (FIRM: Flood Insurance Rate Maps).
  - Risk Mapping - NYS DEC and FEMA partnership for floodplain mapping of Great Lakes watershed communities ([www.floodsmart.gov](http://www.floodsmart.gov)). Part of Great Lakes Coastal Discovery Initiative.

**FUTURE PUBLIC PARTICIPATION AND OUTREACH** – Ogdensburg will continue to participate in Interagency Roundtable Discussions as they have in the past, using these opportunities to pitch projects and necessary funding needs to state and local agencies. The New York State Consolidated Funding Application (CFA) remains the primary mechanism to access state funding, which the City will actively participate in through committees and applications. However, CFA awards alone are not sufficient to provide the required public support, without which this catalytic redevelopment effort will fall short. Developing the outlined partnerships with local and national foundations and not-for-profits like the National Development Council (NDC) are critical to securing the necessary financial framework and support on which these projects rely.

While the City does not have a regular schedule of planned public workshops, the Department of Planning will host period public meetings as the community works through the BOA adoption process and into implementation. Furthermore, as the City obtains various grants, including but not limited to EPA grants, the City will comply with public outreach requirements through public meetings and workshops. Additionally, the Department of Planning will continue to

# **City Manager's Community Participation Initiative**



Prepared by  
Department of Planning and Development  
for the City of Ogdensburg, NY  
July 2011

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Everyone should have the right and the opportunity to interact with our governing institutions. This is the basis of the City Manager’s Community Participation Initiative (CPI). The CPI was crafted as a follow up to the 2009 Community Planning and Economic Development Summit, a three day event hosted by the City of Ogdensburg. The summit was structured to solicit community involvement in implementing the City’s Organizational Goals laid out in the Strategic Management Plan (SMP), and to ensure the SMP and other efforts reflect what the citizens and business owners truly wanted: a revitalized downtown, a redeveloped waterfront, increased tourism, and new job opportunities. While the summit did accomplish its primary goal of attaining community input, it was obvious that the Summit was just the beginning of a conversation and the City would need to utilize several other methods to reach a broader spectrum of the public. The CPI was developed to reach out to non-profit, civil, social, and service organizations throughout the City (see **Appendix A** for a copy of the outreach letter).

The purpose of the CPI was to continue the Summit conversation with a broader segment of the community. This “community-wide conversation” was based around the notion that the traditional model of government where citizens are customers is not a blanket solution for all governing. The conversation focused on:

- The Roles and Responsibilities of Citizens & City Hall;
- Future Possibilities for the City of Ogdensburg; and
- How these Possibilities Require a Community Partnership.

As a result, the CPI created an opportunity for a community discussion about building a better future by focusing on collaborative ways to engage people in a manner that benefits the entire community while simultaneously improving and strengthening the social fabric.

As a way of breaking the ice at each CPI, City staff asked participants a short series of questions regarding their perceptions of Ogdensburg. One of the most telling of this series was the question: “What is the story you tell about Ogdensburg?” While this question may seem obvious, the responses were less so. The long history of expert-driven, one-way dissemination of ideas from the top that had resulted in the decline of Ogdensburg’s downtown and vacant waterfront had not been forgotten. Responses to this question ranged from one extreme to the other and included:

- Ogdensburg is depressed; physically the City is lacking investment and development, especially along the waterfront and socially, people’s attitudes have grown to reflect a growing sense of hopelessness.
- Ogdensburg is a great place to raise a family with relatively low crime, good schools, medical care and natural beauty.



- Ogdensburg is lacking in quality housing choices, retail venues and eateries and has little or no culture/cultural amenities.
- Ogdensburg is lacking an identity and doesn’t take advantage of marketing opportunities.
- Our City has a strong and committed network of service and social groups including OCP which does attract great theater and performance arts. We also have the Remington Art Museum, but it is underappreciated by the local community and often overlooked as a

cultural asset to capitalize on.

Each of the groups had a different composition of members which influenced their responses. Some of the groups were very optimistic and hopeful; others less positive. The conversation continued with some of the following questions and responses:



- Which of these “stories” do you take your identity from?

- ☐ City on the river, the beauty and majesty of the St. Lawrence; no other place like it anywhere else.
- ☐ Lack of opportunity has resulted in a shrinking city.
- ☐ City was once a vibrant, bustling center of commerce and attraction, the potential is there for it to be that once again.

- What is your attachment costing you?

- ☐ Population declines have caused our children, our youth to move away in search of jobs and a better future.

As a way of moving the conversation forward, staff then shifted gears toward the future with a series of questions aimed at getting people to think about what possibilities the future could hold for Ogdensburg.

- What are the cross roads the City faces?

- ☐ How does the City attract jobs of the future, i.e. technology and green jobs? Jobs that entice individuals with more disposable incomes.

- ☐ City is focused on fear of loss and risk of failure.

- What possibilities can transform and inspire the community?

- ☐ City must have a “grass-roots” movement; things have to happen from the bottom up, by the people.
- ☐ Find and create small successes and build on them. Celebrate success and share in failures. Failures will happen, but we must learn from our mistakes and move forward.

- ☐ Ogdensburg must refocus to be more business friendly and residents need to take more pride and personal stake in local businesses; support local, build local, buy local.

This last series of questions really engaged participants and encouraged thinking about the future of Ogdensburg and how the participants could be influential, both as a group and as individuals, in realizing the changes they want to see. At this point in the conversation, staff took the opportunity to talk with the groups about the ongoing initiatives taking place throughout the City and reminded participants that this was just the beginning of a sustained effort by its government to get people involved in a partnership with the City. Citizen engagement takes place over time and happens not only at public meetings, council meetings, or in City Hall, but also in our homes, around the dinner table, with friends, and family. The CPI is the another step in getting people to

think about the possibilities for Ogdensburg, and more importantly, the role each citizen, business owner, and property owner can play in order to successfully implement revitalization efforts.

A complete list of attendees to date can be found in **Appendix B**.



March 3, 2011  
*Ogdensburg Chamber of Commerce*

## **APPENDIX A**

### **Letter to service organizations**

# CITY OF OGDENSBURG, NEW YORK

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CITY HALL • 330 FORD STREET • OGDENSBURG, NEWYORK 13669

Office of the City Manager  
Arthur J. Sciorra, Manager

(315) 393-6100  
E-mail: [asciorra@ogdensburg.org](mailto:asciorra@ogdensburg.org)



November 30, 2010

**SUBJECT: Working together to revitalize Ogdensburg.**

Dear Members:

The City of Ogdensburg has a rich tradition of community service and this is no more evident than in the number and variety of non-profit and civic organizations that contribute so much to the quality of life in Ogdensburg. In honor of this great tradition, I am respectfully requesting an invitation to meet with your organization to discuss what we are each doing to improve the City of Ogdensburg and how we can strengthen our collective efforts to revitalize the City.

Last winter the City hosted a Summit and we invited people to attend and participate in this experience. We learned much from this encounter and now we want to continue this dialogue with you. Over the course of the next 6 months, I plan to meet with non-governmental organizations throughout the City to listen to your concerns and ideas about the City. In addition, I would appreciate the opportunity to make a presentation showcasing the projects we are working on to revitalize the City. It is our sincere hope that we identify ways we can work together to re-develop the City in a manner that can be embraced by all members of the community.

I sincerely hope you will take the time out of your busy agendas to allow me an opportunity to visit you. To schedule a meeting please contact Coralee Barrett in the City Manager's Office at 393-6100.

Thank you for your time, commitment and leadership to the City of Ogdensburg. I look forward to working with you to better position Ogdensburg for growth.

Sincerely,

Arthur J. Sciorra  
City Manager

## APPENDIX B

### CPI Attendees

Organization Name	No. of Attendees
UnitedHelpers.....	10
IOOF.....	3
Ogdensburg Volunteer Rescue Squad.....	7
Ogdensburg Command Performance.....	22
Claxton Hepburn Medical Center Board.....	10
St. Lawrence Valley Sportsman's Club.....	7
ZONTA.....	18
Fort de la Presentation.....	9
County Legislator.....	3
Ogdensburg Chamber of Commerce.....	10
United Methodist Church.....	24
SPCA.....	8
Knights of Columbus.....	12
Rotary Club.....	7
Friends of the Library.....	15
Elks Club.....	8
AMVETS.....	9
Kiwanis.....	15
<b>TOTAL No. of Participants.....</b>	<b>197</b>

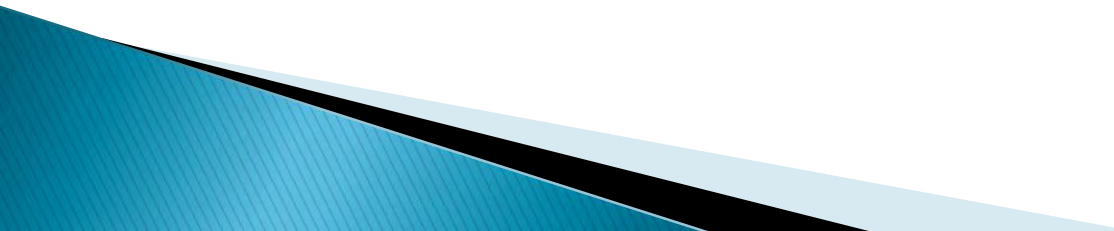
**APPENDIX C**  
CPI Presentation



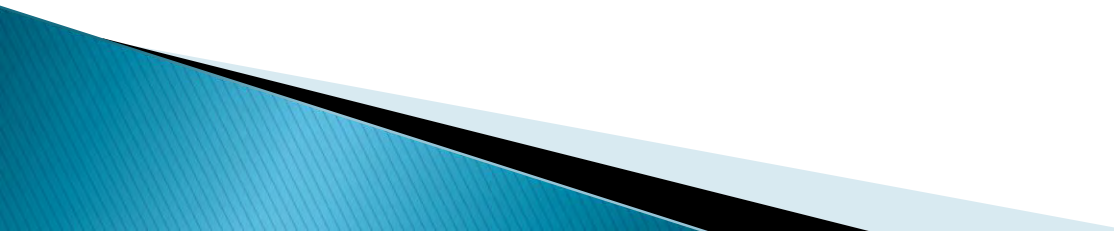
# **The City Manager's Community Partnership Initiative**

**“Community: Structure of Belonging”**

# Community Partnership Initiative

- ▶ Community Building Program/Process
  - ▶ Democratic Ideals
  - ▶ CPI is Designed to Engage Citizens
  - ▶ City Hall Shifting
    - Customer/Consumer Model to Partnership Model
    - Citizen Engagement/Involvement v. Citizen Input
    - Share Ownership, Commitment & Resources
- 

# Purpose of CPI Gatherings

- ▶ Community Wide Conversation
    - Roles/Responsibilities of City Hall
    - Roles/Responsibilities of Citizens
    - Discuss Future Possibilities and
    - & How We can do it together!
  - ▶ Important: Questions & Conversations
  - ▶ Create Advice-Free Zone (no solutions)
- 

# Strategic Management Plan



*“Would you tell me please,  
which way I go from here?”  
asked Alice*

*“That depends a good deal on  
where you want to get to,”  
said the Cat.*

*“I don’t much care where –”  
she said*

*“Then it doesn’t matter which  
way you go,” said the Cat.*

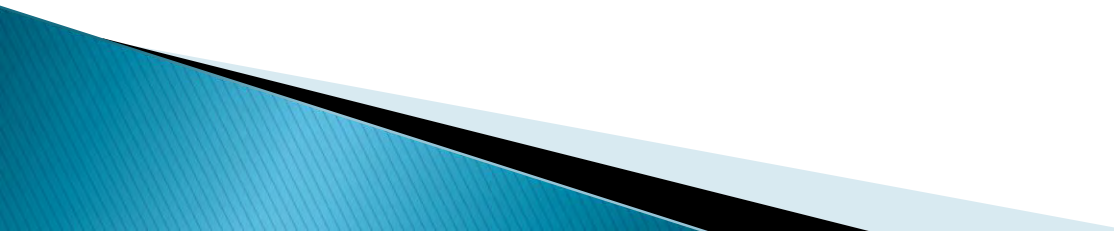


## OUR VISION :

**The City of Ogdensburg is a vibrant and vital commerce center in the St. Lawrence Region, with clean, safe and beautiful neighborhoods, streets and parks.**

# THE CPI OPPORTUNITY

To create the context for a community conversation about building a better future by transforming isolation and self interests into a social fabric that engages people in a manner that benefits the whole community.



# Your Perceptions of Ogdensburg

- ▶ What is the story you tell or hear about Ogdensburg?
- ▶ Which of these stories you are wedded to and maybe even take your identity from?
- ▶ What is your attachment to this story costing you?
- ▶ What is your contribution to the thing you complain about?

# Moving the Conversation Forward

- ▶ Ogdensburg: A Stuck Community
- ▶ Conversations focus on Fear & Fault
- ▶ Results:
  - Work harder at things not working
  - Disengage & Criticize
- ▶ CPI Models
  - New Model, Try New Ideas
  - Share Successes & Failures

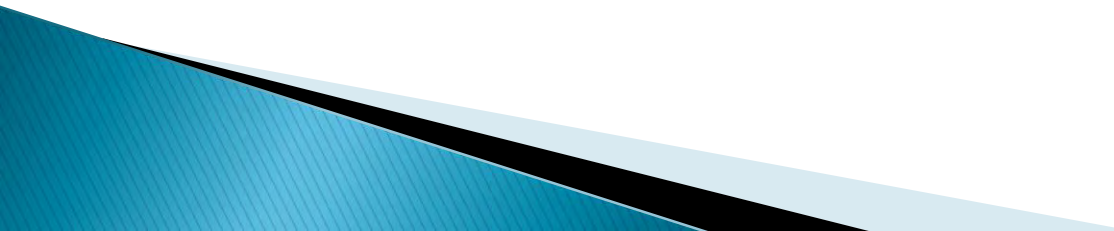
# A Conversation about Possibility

- ▶ What are the crossroads the City is faced with?
- ▶ What possibilities can transform and inspire the community?

# Ogdensburg Community & You

- ▶ How valuable a Community do you plan for Ogdensburg to be?
- ▶ How much risk are you willing to take?
- ▶ Are you invested in the well-being of the whole community?

# Community Partnership Initiative

- ▶ Old Paradigm Not Working
  - ▶ Frustrated
  - ▶ CPI Model About
    - Hope
    - Defining Future Possibilities
    - Working Together
    - Shared Responsibility for Success & Failures
- 

# Strategic Planning Initiatives

## 2010-2012 Planning Program Agenda

*a - Brownfield Opportunity Area Plan*

*b - Local Waterfront Revitalization Plan*

*c - Strategic Economic Development Plan*

*d - Downtown Revitalization Plan*

*e - Capital Improvement Plan*

*f - Housing Production Plan*

*g - Web Improvement Plan*

*h - Marketing Plan*

# We Can't Do it Without You!

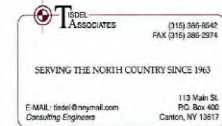
**Arthur J. Sciorra**  
**City Manager**

**J. Justin Woods**  
**Director of Planning &  
Development**

Phone (315) 393-7150  
Fax (315) 393-1136  
asciorra@ogdensburg.org  
jwoods@ogdensburg.org  
<http://ogdensburg.org>



**CITY OF OGDENSBURG**  
**LAKE STREET PEDESTRIAN BRIDGE**



utilize their website, social media and the local newspapers to engage the citizenry as redevelopment efforts progress.

## Appendix 2: Brownfield and Strategic Property Inventory

# OGDENSBURG BROWNFIELD AND STRATEGIC PROPERTIES

Property #	Tax id
1	59.021-4-1.13, 59.021-4-32, 59.021-4-32, 59.021-4-31
2	48.077-1-2
3	48.077-1-3.1
4	48.071-1-3
5	48.063-2-2.2
6	48.063-2-2.1
7	48.071-2-1.11
8	48.071-2-1.2
9	48.078-1-4.1
10	48.078-4-13.1
11	48.078-4-28
12	48.078-4-10
13	48.078-1-34.11
14	48.078-1-35
15	59.023-1-1
16	48.078-9-1, 48.078-9-14, 48.078-9-13, 48.078-9-4
17	48.078-4-31
18	48.078-4-32
19	48.078-4-25, 48.078-4-26.1
20	48.078-9-45, 48.078-4-47, 48.078-4-43, 48.078-4-44, 48.078-4-46
21	48.078-4-4.11
22	59.021-1-13
23	48.63-1-10
24	48.070-2-37
25	48.070-2-38



Brownfield and Strategic Parcels  
 Ogdensburg BOA Boundary

Produced by the NY DOS Office of Planning and Development, March 2016

City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	59.021-4-1.13, 59.021-4-32, 59.021-4-31		
Property Owner	City of Ogdensburg	Existing Buildings	0
Property Address	757 Main St.	Property Class ID	710, 330 (2), 652
Municipality	Ogdensburg	Property Class	vacant
Ownership	Public	Acres	17.67
Tax Delinquent	No	Zoning	R/B - Mixed Use
NYS Empire Zone		Urban Renewal Area	
NYS Environmental Zone		Business Improvement District	
		Site Visit	
Use Status:	Vacant		
Property Description:	Former Diamond National Paper Mill property. Site has been remediated per NYSDEC agreement and is ready for development.		
Potential Environmental Issues:	Hazardous and non-hazardous sludges, contaminated soils (PCB, dioxin, and heavy metals), underground storage tanks, and the presence of USTs.		
Environmental Remediation Efforts:	DEC issued certificate of completion April 2014		
PRIORITY RANKING CRITERIA:	ENVIRONMENTAL PRIORITY SCORE		
<u>LAND USE HISTORY</u>			
Registered PBS facility?	No	comments:	
Hazardous waste generating facility?	Yes	comments:	
Listed in NYSDEC remediation database?	Yes	Site Code:	E645027 ; Classification A
NYSDEC spill event site?	Yes	comments:	
Visual evidence of contamination of gas station	No		
Previous environmental investigations:	Phase I & II complete	remediation has been certified by NYS DEC	
<u>PLANNING CRITERIA</u>			
Priority in planning programs?	Yes	Critical	
Help implement BOA vision?	Yes	Critical, BOA Designation and tax credit required	
Strategic or high-profile location?	Yes	Strategic Waterfront Property	
Waterfront access?	Yes	St. Lawrence River	
Current Impact on surroundings?	Blight	Lingering perception of contamination	
<u>INFRASTRUCTURE CRITERIA</u>			
Road accessibility?	Good		
Condition of existing structures?	Vacant	buildings have been removed	
Rail accessibility?	1.6 miles	Limited Access Rail Line	
Proximity to port?	1.6 miles		
Proximity to airport?	3.4 miles		

DIAMOND NATIONAL SITE



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.077-1-2	Existing Buildings	0 (Foundation slabs only)
Property Owner	City of Ogdensburg	Property Class ID	710
Property Address	541 Covington St.	Property Class	Industrial
Municipality	Ogdensburg	Acres	7.32
Ownership	Public	Zoning	R/B - Mixed Use
Tax Delinquent	no	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status:

Property Description: Former Standard Shade Roller manufacturing facility. Currently undergoing demolition/removal of existing buildings.

Potential Environmental Issues: 133,300 sq. ft. of Asbestos containing material (removed), hazardous materials/waste, PCB's, VOCS, Metals contaminated Soils removal ongoing

Environmental Remediation Efforts: 2 UST Removed

PRIORITY RANKING CRITERIA:

ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	Yes	comments: 6-006572 05/23/1991, Unregulated
Hazardous waste generating facility?	Yes	comments:
Listed in NYSDEC remediation database?	No	comments:
NYSDEC spill event site?	Yes	comments: 9103133 06/17/1991, closed;
Visual evidence of contamination or gas station	No	
Previous environmental investigations:	Asbestos survey and hazardous waste survey, Targeted Site Assessment through the NYS DEC and	

PLANNING CRITERIA

Priority in planning programs?	Yes	
Help implement BOA vision?	Yes, critical	
Strategic or high-profile location?	Yes	waterfront
Waterfront access?	Yes	St. Lawrence River
Current Impact on surroundings?	Extreme Blight	

INFRASTRUCTURE CRITERIA

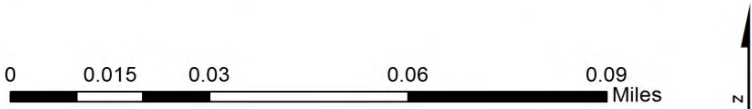
Road accessibility?	Good	
Condition of existing structures?	Slab Demo Required	remediation ongoing
Rail accessibility?	1.8 miles	Limited Access Rail Line
Proximity to port?	1.8 miles	
Proximity to airport?	3.4 miles	

Site Location Map, Former Standard Shade Roller Property,  
541 Covington Street, Ogdensburg, NY

- Legend
- Shade Roller Site
  - Parcels



Prepared by the City of Ogdensburg  
Department of Planning and Development  
7/21/2011



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.077-1-3.1	Existing Buildings	2 or more
Property Owner	Basta, Joseph	Property Class ID	330
Property Address	Covington St.	Property Class	vacant
Municipality	Ogdensburg	Acres	1.82
Ownership	Private	Zoning	MDR
Tax Delinquent	no	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status:	
Property Description:	Material storage for nursery/landscaping operation.
Potential Environmental Issues:	
Environmental Remediation Efforts:	

PRIORITY RANKING CRITERIA: ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	No	comments:
Hazardous waste generating facility?	No	comments:
Listed in NYSDEC remediation database?	No	comments:
NYSDEC spill event site?	No	comments:
Visual evidence of contamination or gas station	No	
Previous environmental investigations:		

PLANNING CRITERIA

Priority in planning programs?	Yes	Adjacent to Shade Roller Property
Help implement BOA vision?	Yes	
Strategic or high-profile location?	No	
Waterfront access?	Yes	St. Lawrence River
Current Impact on surroundings?	Blight	

INFRASTRUCTURE CRITERIA

Road accessibility?	Fair	
Condition of existing structures?	Poor	Accessory structures, demolition required
Rail accessibility?	1.5 miles	Limited Access Rail Line
Proximity to port?	1.5 miles	
Proximity to airport?	2.46 miles	

COVINGTON STREET: BASTA



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.071-1-3	Existing Buildings	0
Property Owner	RMP Construction	Property Class ID	571
Property Address	1 Franklin Street	Property Class	Recreation/Entertainment
Municipality	Ogdensburg	Acres	1.25
Ownership	Private	Zoning	R/B - Mixed Use
Tax Delinquent	2014/2015 - yes	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	yes, July 2013

Use Status:	Vacant
Property Description:	Previously operated as a marina/marine fuel station and Restaurant until <b>DATE</b>
Potential Environmental Issues:	Petroleum
Environmental Remediation Efforts:	none

PRIORITY RANKING CRITERIA:

LAND USE HISTORY

Registered PBS facility?	No	comments:	
Hazardous waste generating facility?	No	comments:	
Listed in NYSDEC remediation database?	No	comments:	
NYSDEC spill event site?	No	comments:	
Visual evidence of contamination or gas station	Yes	Fueling Dock Remaining	
Previous environmental investigations:	Phase I		Nov-13

PLANNING CRITERIA

Priority in planning programs?	Yes	Adjacent to Augsburg Properties
Help implement BOA vision?	Yes	BOA designation and tax incentive needed
Strategic or high-profile location?	Yes	Critical linkage location
Waterfront access?	Yes	St. Lawrence River
Current Impact on surroundings?	Neutral, vacant	Perception

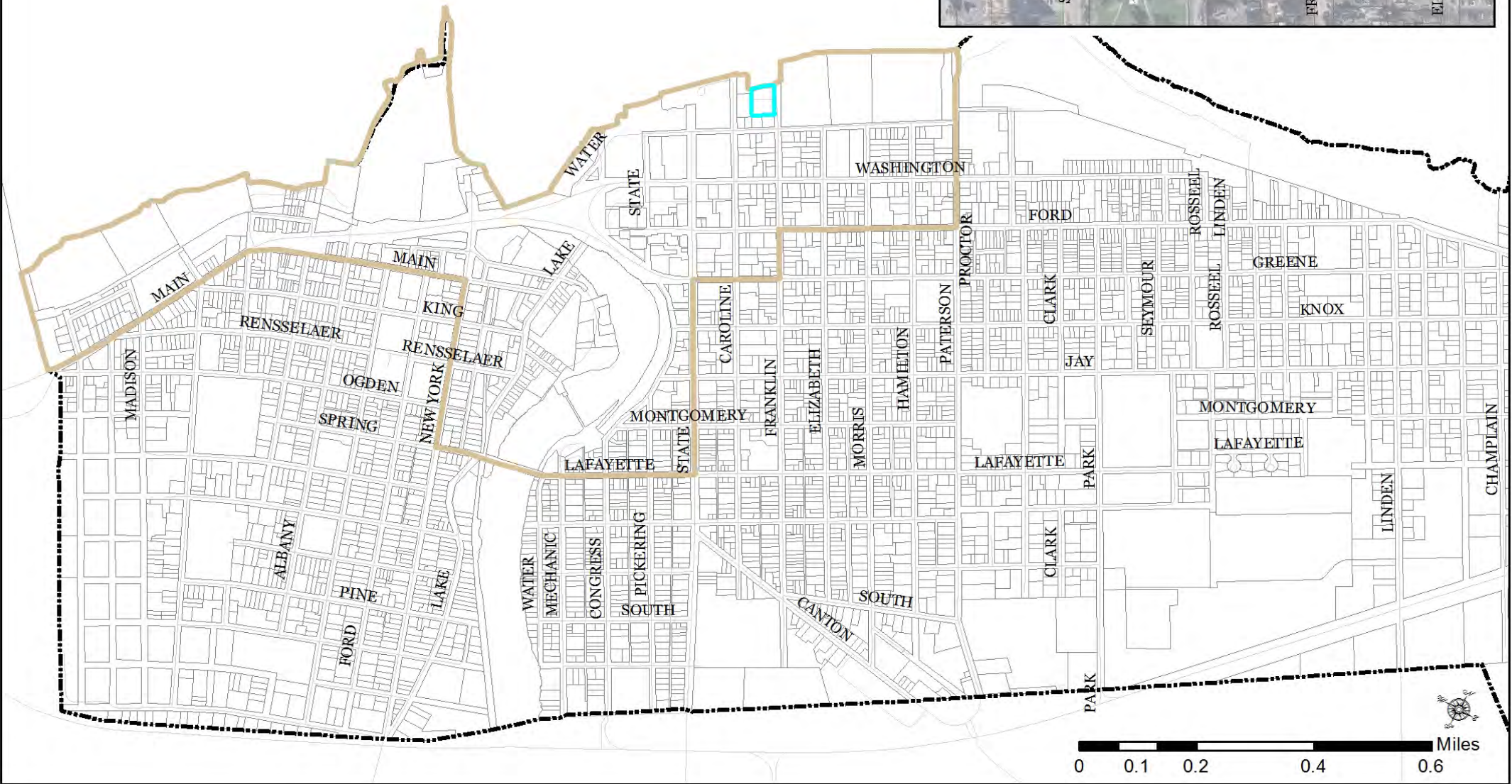
INFRASTRUCTURE CRITERIA

Road accessibility?	Good	
Condition of existing structures?	Vacant	
Rail accessibility?	.52 miles	Limited Access Rail Line
Proximity to port?	.52 miles	
Proximity to airport?	1.9 miles	

Pilot Site: 1 Franklin Street  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.063-2-2.1	Existing Buildings	0
Property Owner	City of Ogdensburg	Property Class ID	963
Property Address	Paterson St.	Property Class	Conservation/Pb. Park
Municipality	Ogdensburg	Acres	1.32
Ownership	public	Zoning	SFR - Single Family Res.
Tax Delinquent	no	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status:	Vacant
Property Description:	Originally owned and operated by the Augsbury Corporation as an above-ground petroleum storage and distribution facility. Later sold to Atlantic Richfield, which removed the above-ground tanks.
Potential Environmental Issues:	Metals contaminated soils
Environmental Remediation Efforts:	Phase I investigation 2008; Phase II Investigation 2009

PRIORITY RANKING CRITERIA: ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	Major Oil Storage Facility (MOSF)	comments: 6-1320, Inactive
Hazardous waste generating facility?	Yes	comments:
Listed in NYSDEC remediation database?	No	comments:
NYSDEC spill event site?	No	comments:
Visual evidence of contamination or gas station	Yes	

Previous environmental investigations:	Phase I investigation 2008; Phase II Investigation 2009 Assessment Grant awarded in 2004.
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PLANNING CRITERIA

Priority in planning programs?	Yes	
Help implement BOA vision?	Yes	BOA designation and tax incentive needed
Strategic or high-profile location?	Yes	Heart of Downtown Ogdensburg
Waterfront access?	Yes	St. Lawrence River
Current Impact on surroundings?	Neutral	extension of public boat launch

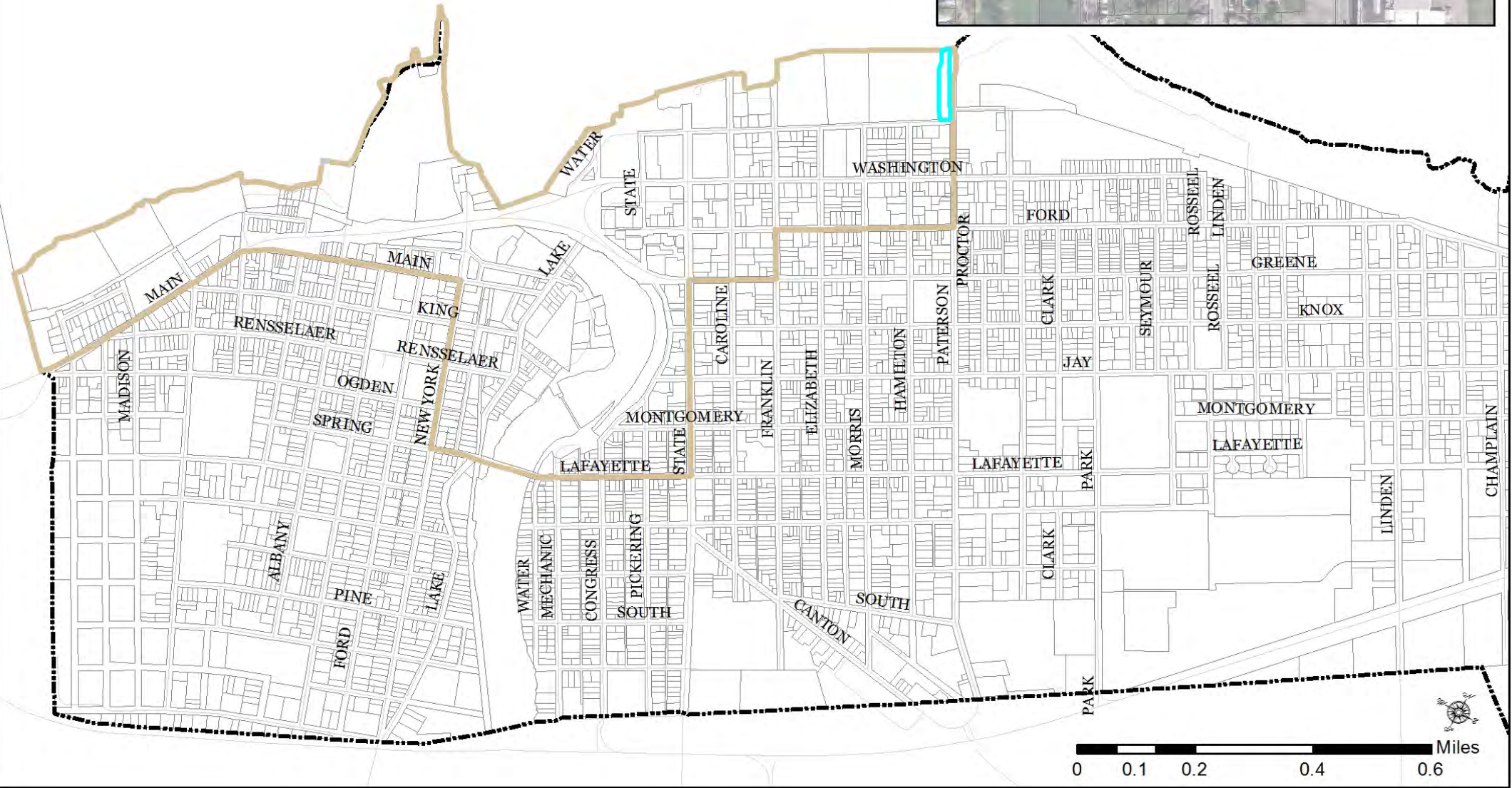
INFRASTRUCTURE CRITERIA

Road accessibility?	Good	
Condition of existing structures?	Vacant	
Rail accessibility?	<.1 miles	Limited Access Rail Line
Proximity to port?	<.1 miles	Very Good
Proximity to airport?	2 miles	

TMN 48.063-2-2.21  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.063-2-2.1	Existing Buildings	0
Property Owner	Syborn (NY) Corp.	Property Class ID	330
Property Address	Riverside Ave	Property Class	vacant
Municipality	Ogdensburg	Acres	9.59
Ownership	Private	Zoning	SFR - Single Family Res.
Tax Delinquent		Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status:	vacant
Property Description:	Originally owned and operated by the Augsbury Corporation as an above-ground petroleum storage and distribution facility. Later sold to Atlantic Richfield, which removed the above-ground tanks.
Potential Environmental Issues:	Metals contaminated soils
Environmental Remediation Efforts:	Phase I investigation 2008; Phase II Investigation 2009

PRIORITY RANKING CRITERIA: ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	Major Oil Storage Facility (MOSF)	comments: 6-1320, Inactive
Hazardous waste generating facility?	Yes	comments:
Listed in NYSDEC remediation database?	No	comments:
NYSDEC spill event site?	No	comments:
Visual evidence of contamination or gas station	No	
Previous environmental investigations:	Phase I investigation 2008; Phase II Investigation 2009 Assessment Grant awarded in 2004.	Site should enroll in NYS BCP

PLANNING CRITERIA

Priority in planning programs?	Yes	
Help implement BOA vision?	Yes	BOA designation and tax incentive needed
Strategic or high-profile location?	Yes	Heart of Downtown Ogdensburg
Waterfront access?	Yes	St. Lawrence River
Current Impact on surroundings?	Extreme Blight	

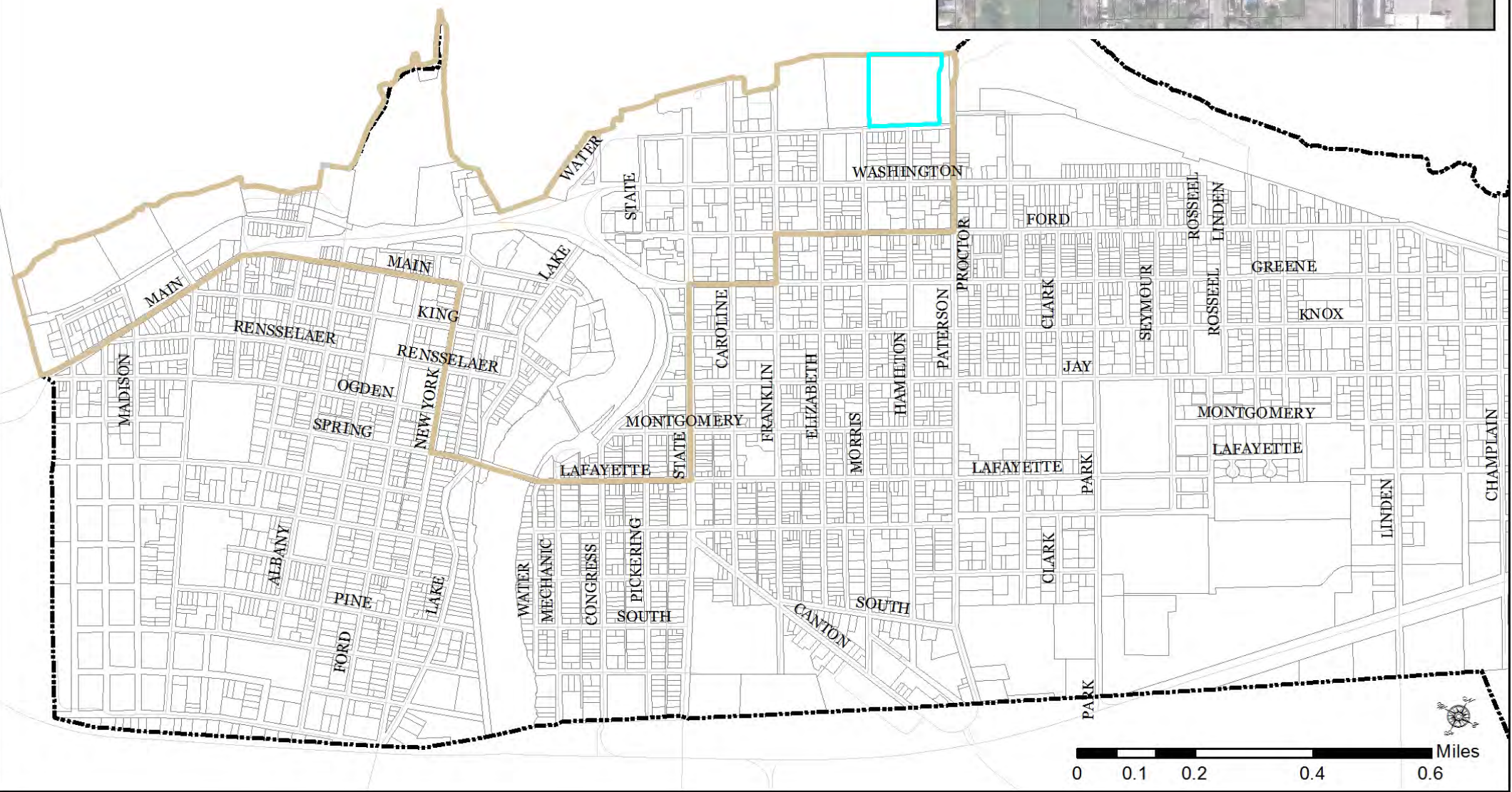
INFRASTRUCTURE CRITERIA

Road accessibility?	Good	
Condition of existing structures?	Vacant	
Rail accessibility?	<.25 miles	Limited Access Rail Line
Proximity to port?	<.25 miles	Very Good
Proximity to airport?	2 miles	

TMN 48.063-2-2.1  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
DescriptiveProfile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.071-2-1.11	Existing Buildings	0
Property Owner	Ogdensburg Kiwanis Club	Property Class ID	330
Property Address	Riverside Ave	Property Class	vacant
Municipality	Ogdensburg	Acres	5.83
Ownership	Private	Zoning	SFR - Single Family Res.
Tax Delinquet	No	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status:	vacant Originally owned and operated by the Augsbury Corporation as an above-ground petroleum storage and distribution facility. Later sold to Atlantic Richfield, which removed the above-ground tanks.
Property Description:	
Potential Envrionmental Issues:	Petroleum
Environmental Remediation Efforts:	Phase I investigation 2008; Phase II Investigation 2009

PRIORITY RANKING CRITERIA:ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	Major Oil Storage Facility (MOSF)	comments: 6-1320, Inactive
Hazardous waste generating facility?	Yes	comments:
Listed in NYSDEC remediation database?	No	comments:
NYSDEC spill event site?	No	comments:
Visual evidence of contamination or gas station	Yes	Covered Fueling Station Remaining

Previous environmental investigations:	Phase I investigation 2008; Phase II Investigation 2009 Assessment Grant awarded in 2004.	Site has been accpeted into the NYS BCP, 2015
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PLANNING CRITERIA

Priority in planning programs?	Yes	
Help implement BOA vision?	Yes	BOA designation and tax incentive needed
Strategic or high-profile location?	Yes	Heart of Downtown Ogdensburg
Waterfront access?	Yes	St. Lawrence River
Current Impact on surroundings?	Extreme Blight	

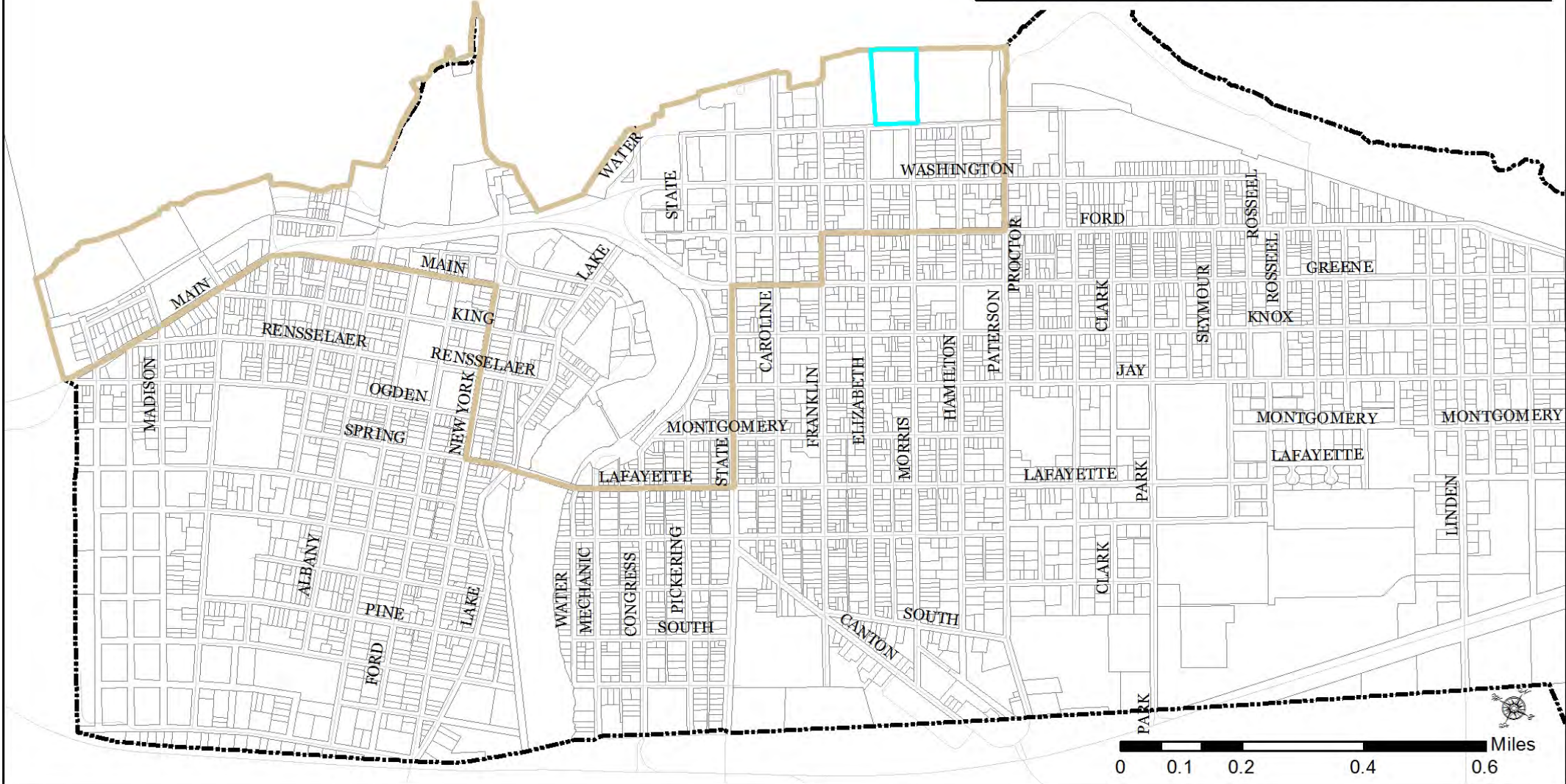
INFRASTRUCTURE CRITERIA

Road accessibility?	Good	
Condition of existing structures?	Poor	
Rail accessibility?	.35 miles	Limited Access Rail Line
Proximity to port?	.35 miles	Very Good
Proximity to airport?	2 miles	

Kiwanis Club of Ogdensburg, TMN 48.071-2-1.11  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



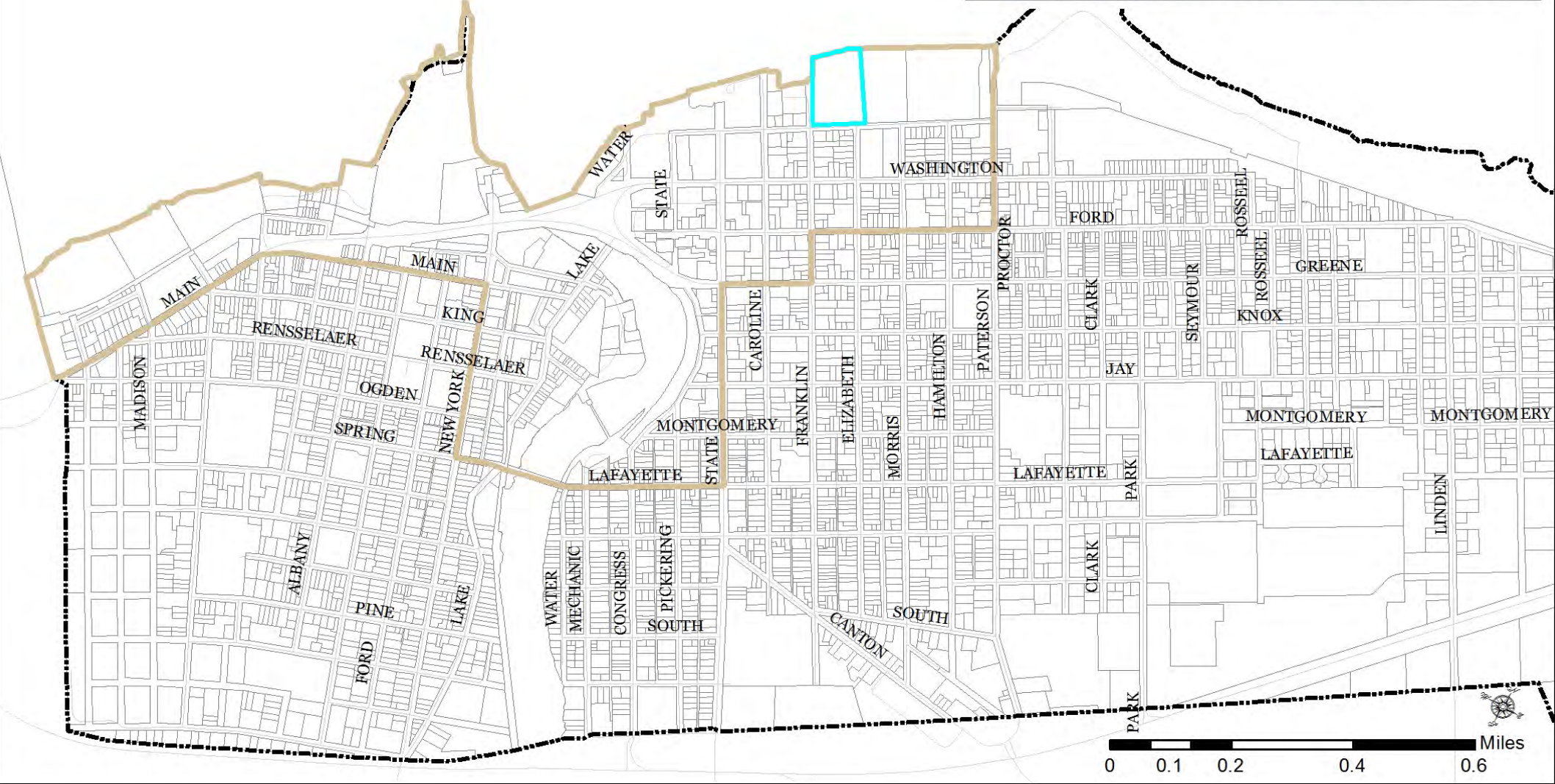
City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.071-2-1.2	Existing Buildings	1: 13,748 sq. ft.
Property Owner	MCYC, LLC	Property Class ID	464
Property Address	502 Riverside Ave	Property Class	Commercial
Municipality	Ogdensburg	Acres	6.52
Ownership	Private	Zoning	R/B - Mix Use
Tax Delinquent		Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	
Use Status:	vacant		
Property Description:	Originally owned and operated by the Augsbury Corporation as an above-ground petroleum storage and distribution facility. Later sold to Atlantic Richfield, which removed the above-ground tanks.		
Potential Environmental Issues:	Petroleum		
Environmental Remediation Efforts:	Phase I investigation 2008; Phase II Investigation 2009		
PRIORITY RANKING CRITERIA:	ENVIRONMENTAL PRIORITY SCORE		
LAND USE HISTORY			
Registered PBS facility?	Major Oil Storage Facility	comments:	6-1320, Inactive
Hazardous waste generating facility?	Yes	comments:	
Listed in NYSDEC remediation database?	No	comments:	
NYSDEC spill event site?	No	comments:	
Visual evidence of contamination or gas station	No		
Previous environmental investigations:	Phase I investigation 2008; Phase II Investigation 2009 Assessment Grant awarded in 2004.		Site has been accpeted into the NYS BCP, 2015
PLANNING CRITERIA			
Priority in planning programs?	Yes		
Help implement BOA vision?	Yes	BOA designation and tax incentive needed	
Strategic or high-profile location?	Yes	Heart of Downtown Ogdensburg	
Waterfront access?	Yes	St. Lawrence River	
Current Impact on surroundings?	Extreme Blight		
INFRASTRUCTURE CRITERIA			
Road accessibility?	Good		
Condition of existing structures?	Fair	Poor: Unattractive/Dated appearance	
Rail accessibility?	.37 miles	Limited Access Rail Line	
Proximity to port?	.37 miles	Very Good	
Proximity to airport?	2 miles		

MCYC, LLC, TMN 48.071-2-1.2  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



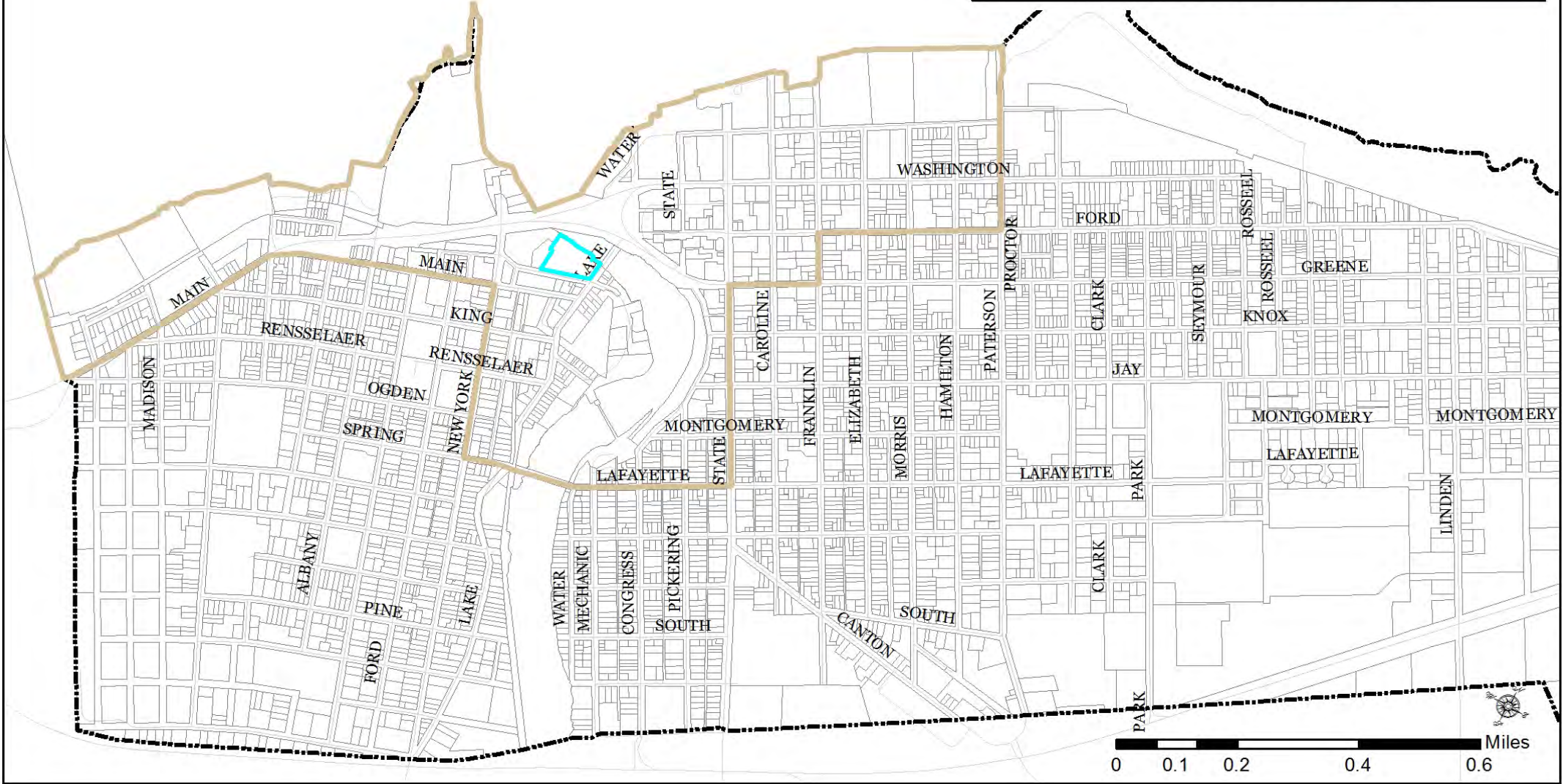
City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

			1: 3,240 sq. ft.
			1: 28,593 sq. ft.
			1: 10,103 sq. ft.
			1: 17,578 sq. ft.
Tax Map No.	48.078-1-4.1	Existing Buildings	
Property Owner	Jones-Trombley Dev. Corp.	Property Class ID	414
Property Address	119 River St.	Property Class	commercial
Municipality	Ogdensburg	Acres	2.61
Ownership	Private	Zoning	R/B - Mixed Use
Tax Delinquent	No	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	
Use Status:	Vacant		
Property Description:	Former Ramada Inn Hotel sold at auction to current owner		
Potential Environmental Issues:	Asbestos, Mold, Petroleum		
Environmental Remediation Efforts:	unknown, ESA suggested		
PRIORITY RANKING CRITERIA:		ENVIRONMENTAL PRIORITY SCORE	
LAND USE HISTORY			
Registered PBS facility?	Yes	comments:	6-600122, Active
Hazardous waste generating facility?	No	comments:	
Listed in NYSDEC remediation database?		comments:	
NYSDEC spill event site?	Yes	comments:	9213251 10/01/1991, closed; 0506684 08/31/2005, closed
Visual evidence of contamination of gas station			
Previous environmental investigations:			
PLANNING CRITERIA			
Priority in planning programs?	Yes		
Help implement BOA vision?	Critical		
Strategic or high-profile location?	Yes		
Waterfront access?	Yes		
Current Impact on surroundings?	Blight		
INFRASTRUCTURE CRITERIA			
Road accessibility?	Fair		
Condition of existing structures?	Poor		
Rail accessibility?	1.2 miles	Limited Access Rail	
Proximity to port?	1.2 miles		
Proximity to airport?	2 miles		

119 W. River Street, TMN 48.078-1-4.1  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.078-4-13.1	Existing Buildings	2
Property Owner	Hozmerica, Inc.	Property Class ID	570
Property Address	54 E. River St.	Property Class	Recreation/Entertainment
Municipality	Ogdensburg	Acres	0.78
Ownership	Private	Zoning	R/B - Mix Use
Tax Delinquent	no	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status: In water boat dockage.

Property Description: Historically, the site was the location of a flour and door mill. More recently, the property was the location of a bait and tackle marina which was destroyed by fire in the early 1990.

Potential Environmental Issues: USTs and ASTs, contaminated soil and possible VOCs/SVOCs.

Environmental Remediation Efforts: Removal of 2 UST

PRIORITY RANKING CRITERIA:

LAND USE HISTORY

Registered PBS facility?	Yes	comments: 6-418269, Unregulated
Hazardous waste generating facility?		comments:
Listed in NYSDEC remediation database?		comments:
NYSDEC spill event site?	Yes	comments: 0304529 07/29/2003, closed; 0807101 09/23/2008, closed
Visual evidence of contamination or gas station	Yes	
Previous environmental investigations:	Phase I & II complete (2006/2009)	

PLANNING CRITERIA

Priority in planning programs?	Yes, critical	
Help implement BOA vision?	Yes, critical	
Strategic or high-profile location?	Yes	
Waterfront access?	Yes	Oswegatchie River
Current Impact on surroundings?	Neutral	Undergoing Renovation

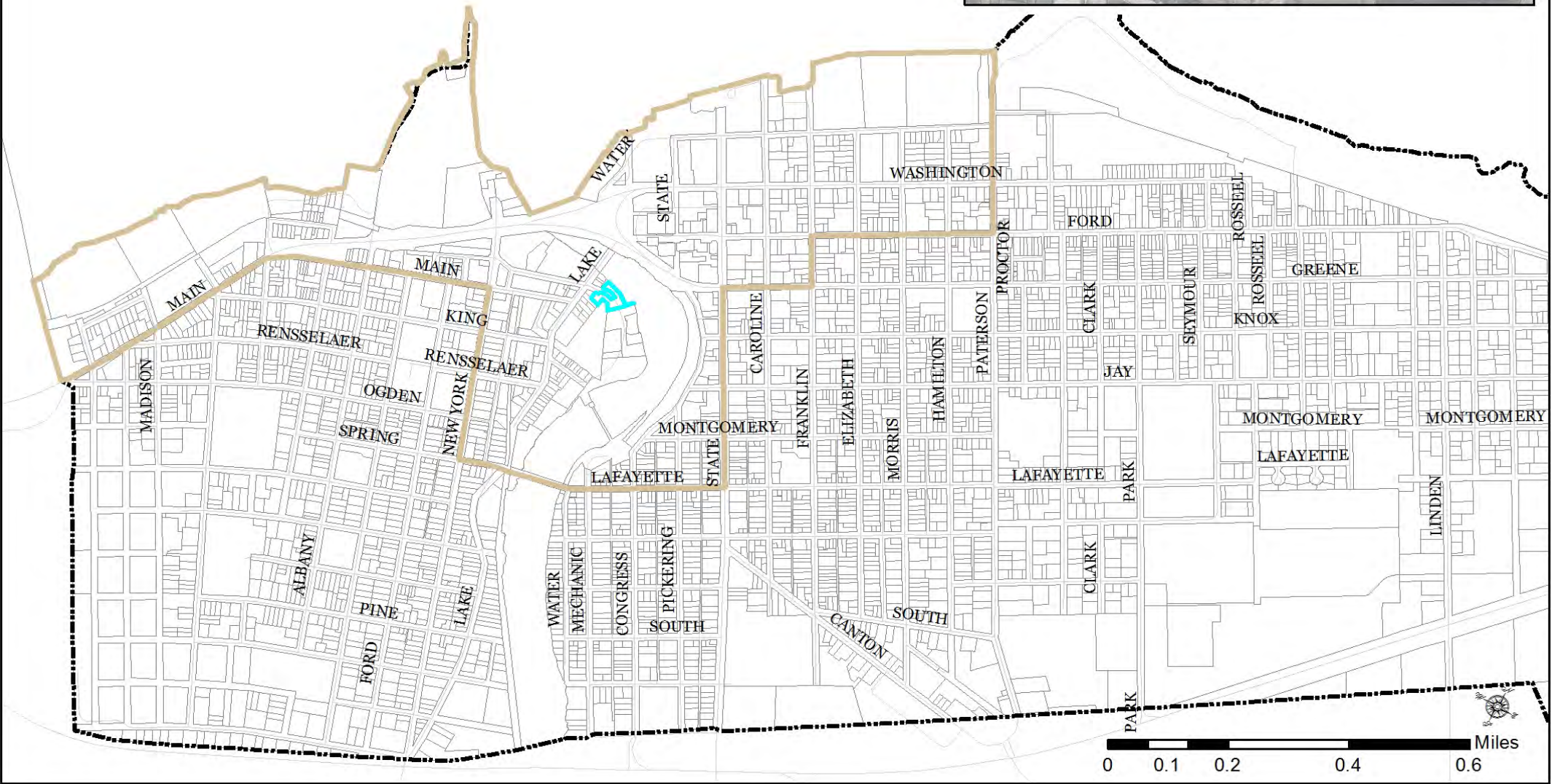
INFRASTRUCTURE CRITERIA

Road accessibility?	Poor	
Condition of existing structures?	Undergoing Renovations	
Rail accessibility?	1.25 miles	Limited Access Rail
Proximity to port?	1.25 miles	
Proximity to airport?	2 miles	

54 E. River Street, TMN 48.078-4-13.1  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.078-4-28	Existing Buildings	1: 6,806 sq. ft.
Property Owner	48.078-4-29	Property Class ID	425
Property Address	Club 1812, LLC	Property Class	Commercial
Municipality	101-113 Lake St.	Acres	0.18
Ownership	Ogdensburg	Zoning	I/I - Industrial
Tax Delinquent	Private	Urban Renewal Area	
NYS Empire Zone	No	NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status:	Bar/Tavern
Property Description:	Former Boneshakers nightclub/bar. This property is immediately adjacent to 30 Main Street and 10 King Street (other strategic properties) for a combined total of 3.6 acres of underutilized or vacant land in the Marina District with views of the Oswegatchie River.
Potential Environmental Issues:	
Environmental Remediation Efforts:	

PRIORITY RANKING CRITERIA:	ENVIRONMENTAL PRIORITY SCORE
LAND USE HISTORY	
Registered PBS facility?	Non comments:
Hazardous waste generating facility?	No comments:
Listed in NYSDEC remediation database?	Non comments:
NYSDEC spill event site?	 comments:
Visual evidence of contamination of gas station	Former auto service location
Previous environmental investigations:	Unknown

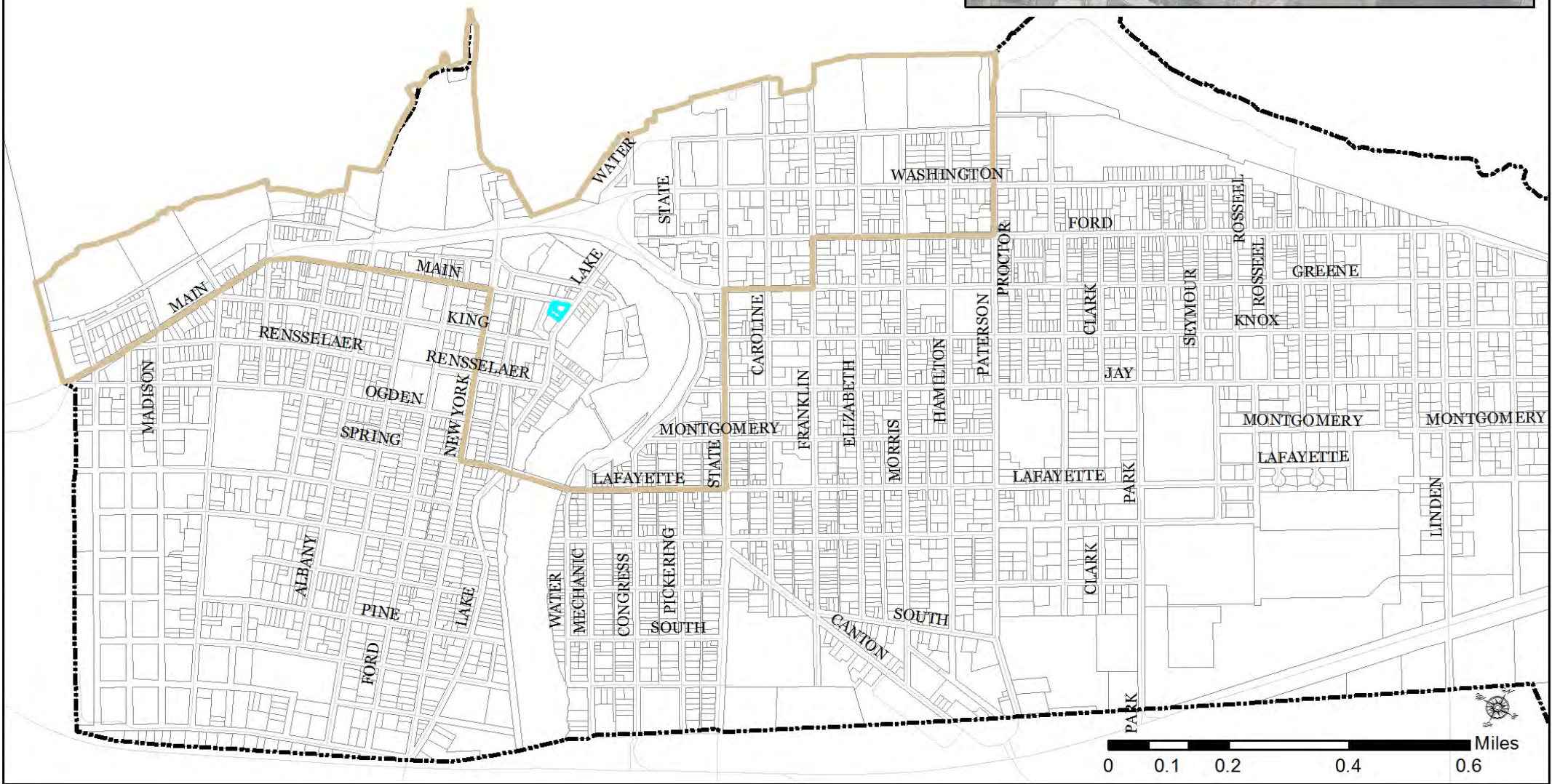
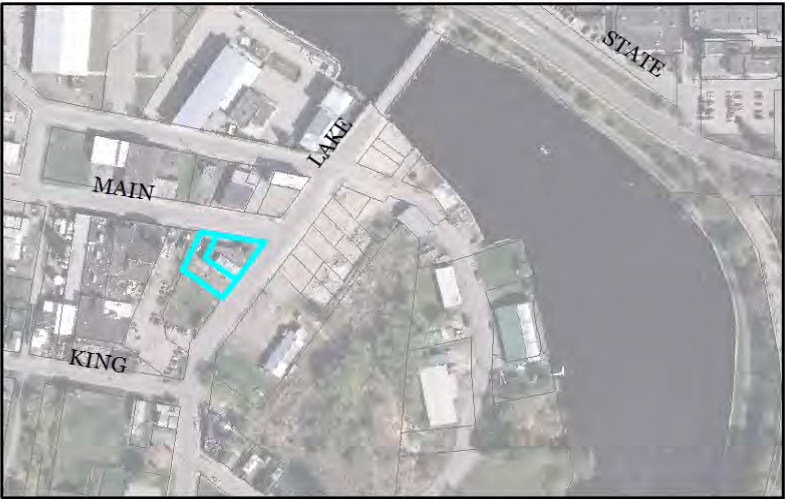
PLANNING CRITERIA	
Priority in planning programs?	Yes
Help implement BOA vision?	Yes Marina District
Strategic or high-profile location?	Yes Strategic to catalyze marina district redevelopment
Waterfront access?	No
Current Impact on surroundings?	Blight

INFRASTRUCTURE CRITERIA	
Road accessibility?	Poor
Condition of existing structures?	Poor In need of structural repair or demolition
Rail accessibility?	1.25 miles Limited Access Rail
Proximity to port?	1.25 miles
Proximity to airport?	2 miles

101-115 Lake Street, TMN 48.078-4-28 & 48.078-4-29  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

	48.078-4-24, 48.078-4-23, 48.078-4-22 48.078-4-21, 48.078-4-20, 48.078-4-19, 48.078-4-18 48.078-4-17, 48.078-4-16	Existing Buildings	0
Tax Map No.	City of Ogdensburg	Property Class ID	330
Property Owner	Lake St.	Property Class	vacant
Property Address	Ogdensburg	Acres	0.08
Municipality	Public	Zoning	R/B - Mixed Use
Ownership	No	Urban Renewal Area	
Tax Delinquent		NYS Main Street Area	
NYS Empire Zone		Site Visit	
NYS Environmental Zone			

Use Status:	Vacant
Property Description:	Former mixed-use area in the heart of the Marina District. The City has used RESTORE NY funding to demolish six condemned mixed-use buildings.
Potential Environmental Issues:	
Environmental Remediation Efforts:	

PRIORITY RANKING CRITERIA: ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	No	comments:
Hazardous waste generating facility?	No	comments:
Listed in NYSDEC remediation database?	No	comments:
NYSDEC spill event site?	No	comments:
Visual evidence of contamination of gas station	No	
Previous environmental investigations:	limited	Phase I ESA required

PLANNING CRITERIA

Priority in planning programs?	Yes	
Help implement BOA vision?	Yes	
Strategic or high-profile location?	No	
Waterfront access?	Yes	
Current Impact on surroundings?	Neutral	vacant land

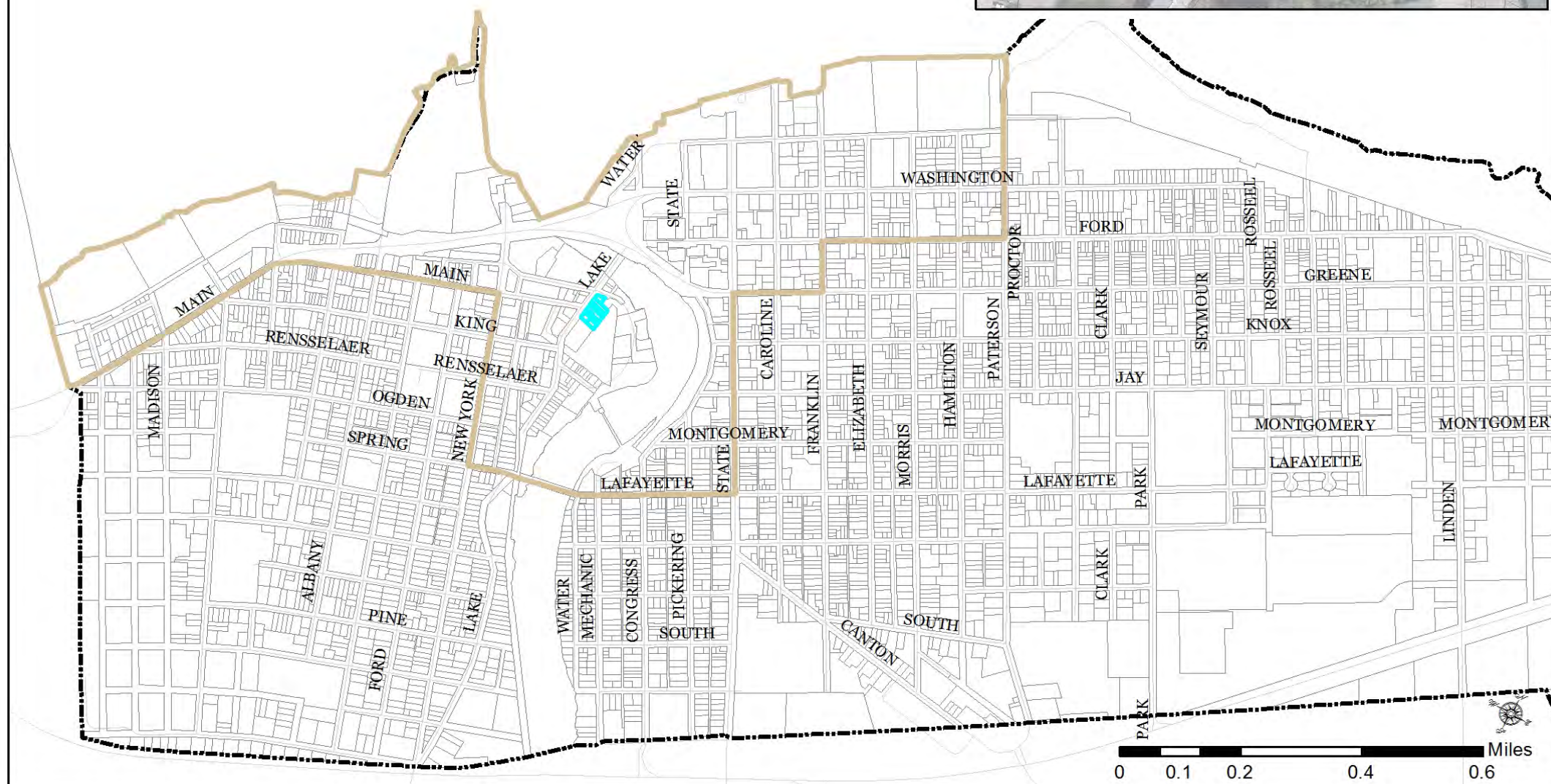
INFRASTRUCTURE CRITERIA

Road accessibility?	Fair	
Condition of existing structures?	Vacant	
Rail accessibility?	1.25 miles	Limited Access Rail
Proximity to port?	1.25 miles	
Proximity to airport?	2 miles	

City Owned, TMNs 48.078-4-24, 48.078-4-23, 48.078-4-22  
48.078-4-21, 48.078-4-20, 48.078-4-19, 48.078-4-18  
48.078-4-17, 48.078-4-16  
Ogdensburg, NY

### Legend

- BOA  
City Boundary  
2014 Parcels  
City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.078-1-34.11	Existing Buildings	0
Property Owner	Fort La Presentation Corp.	Property Class ID	330
Property Address	Albany Ave.	Property Class	vacant
Municipality	Ogdensburg	Acres	20.51
Ownership	Private - nonprofit	Zoning	MDR - Medium Density Res.
Tax Delinquent	No	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status:	Vacant
Property Description:	
Potential Environmental Issues:	
Environmental Remediation Efforts:	

PRIORITY RANKING CRITERIA: ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	No	comments:
Hazardous waste generating facility?	Yes	comments:
Listed in NYSDEC remediation database?	No	comments:
NYSDEC spill event site?	No	comments:
Visual evidence of contamination of gas station	No	
Previous environmental investigations:	Yes, cleanup complete	

PLANNING CRITERIA

Priority in planning programs?	Yes	
Help implement BOA vision?	Yes	
Strategic or high-profile location?	Yes	
Waterfront access?	Yes	St. Lawrence & Oswegatchie Rivers
Current Impact on surroundings?	Blight	Perception

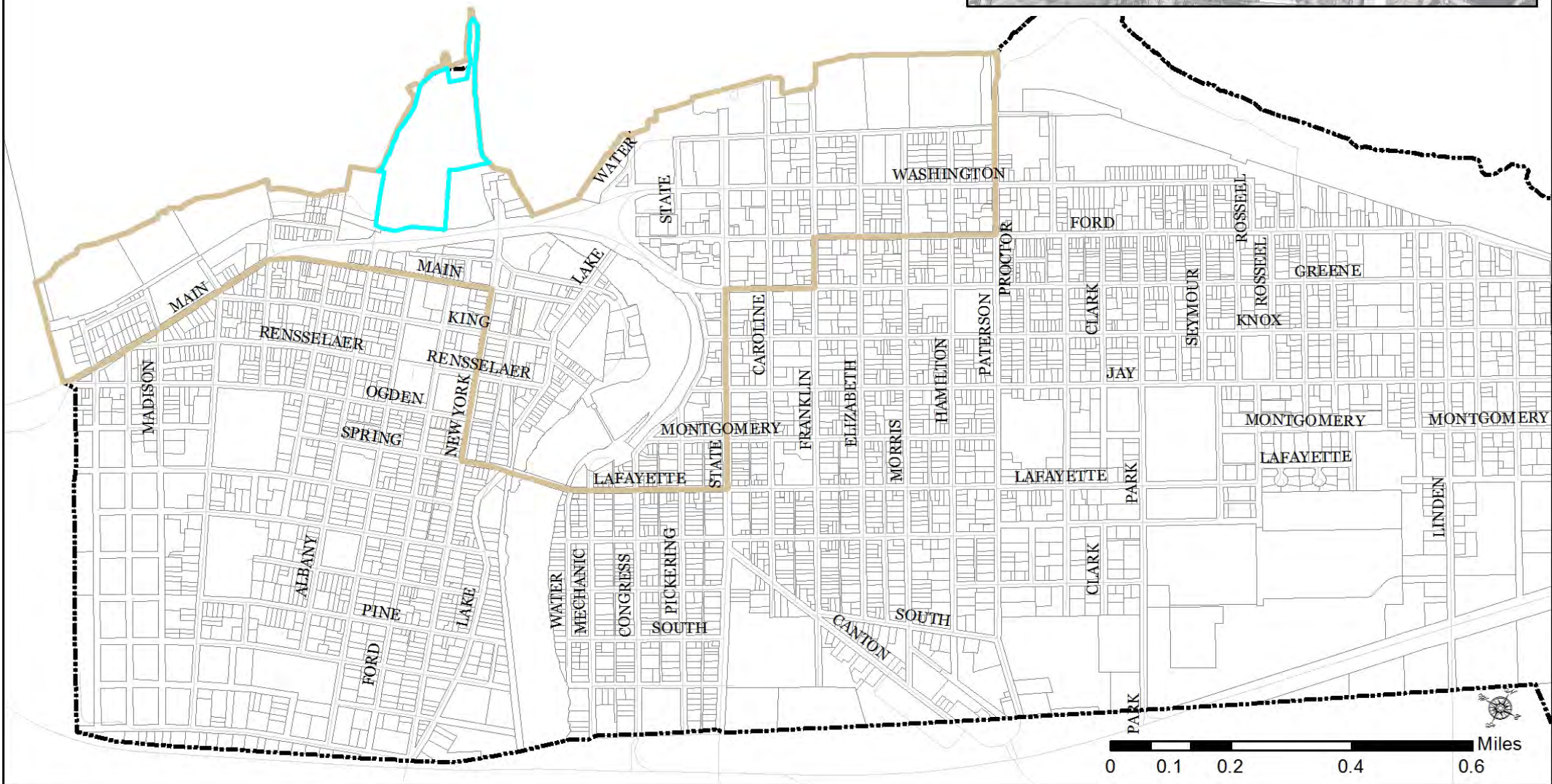
INFRASTRUCTURE CRITERIA

Road accessibility?	Good	
Condition of existing structures?	Vacant	
Rail accessibility?	1.25 miles	Limited Access Rail
Proximity to port?	1.25 miles	
Proximity to airport?	2 miles	

Fort Association, TMN 48.078-1-34.11  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.078-1-35	Existing Buildings	0
Property Owner	City of Ogdensburg	Property Class ID	330
Property Address	Jackson St.	Property Class	vacant
Municipality	Ogdensburg	Acres	4.42
Ownership	Public	Zoning	MDR - Medium Density Res.
Tax Delinquent	No	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status: Vacant

Property Description:

Potential Environmental Issues:

Environmental Remediation Efforts:

PRIORITY RANKING CRITERIA:

ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	No	comments:
Hazardous waste generating facility?	Yes	comments:
Listed in NYSDEC remediation database?	No	comments:
NYSDEC spill event site?	No	comments:
Visual evidence of contamination of gas station	No	
Previous environmental investigations:	No	Phase I planned Spring 2016

PLANNING CRITERIA

Priority in planning programs?	Yes	
Help implement BOA vision?	Yes	
Strategic or high-profile location?	Yes	
Waterfront access?	Yes	St. Lawrence & Oswegatchie Rivers
Current Impact on surroundings?	Blight	Perception of contamination

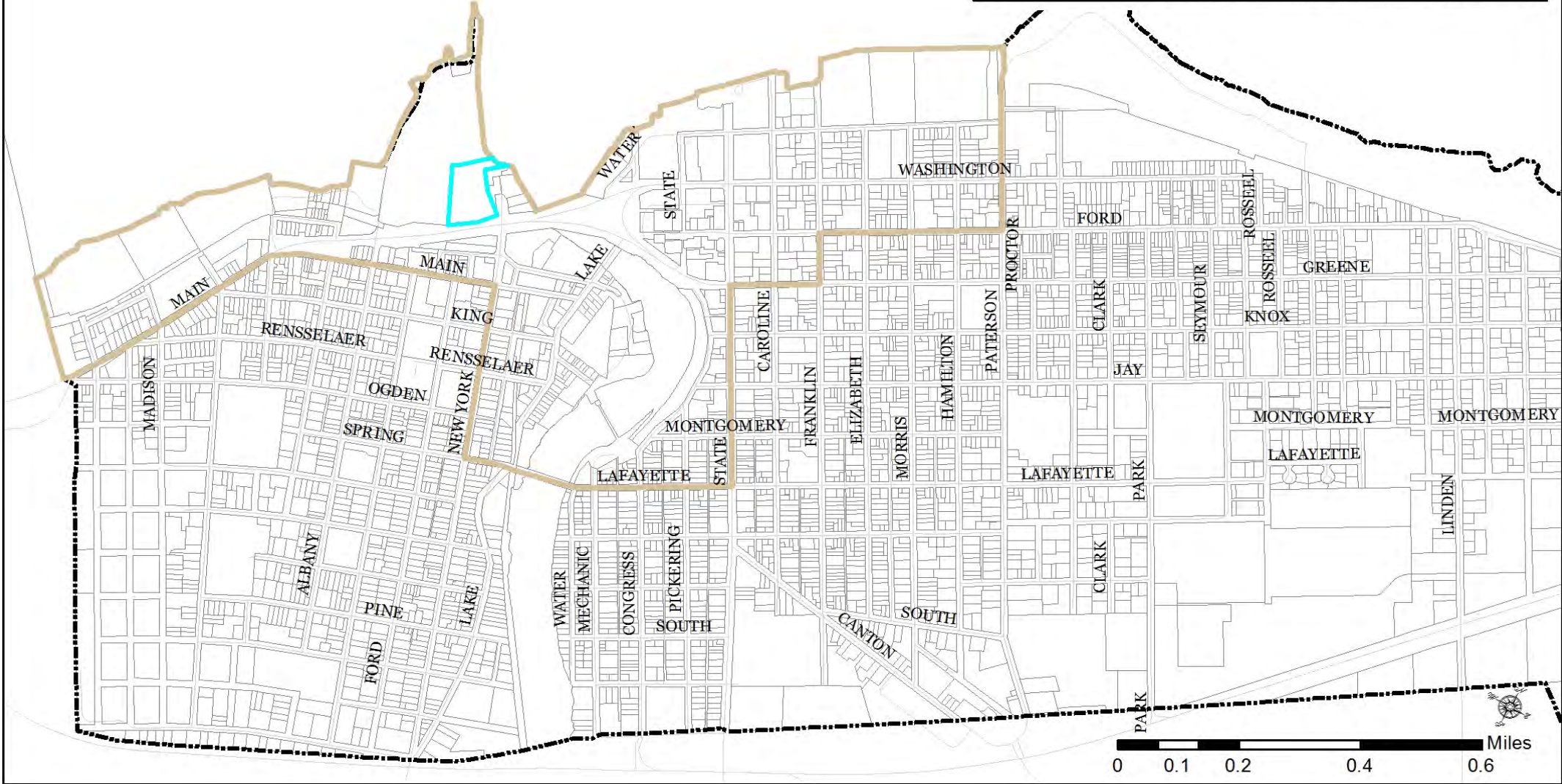
INFRASTRUCTURE CRITERIA

Road accessibility?	Good	
Condition of existing structures?	Vacant	
Rail accessibility?	1.25 miles	Limited Access Rail
Proximity to port?	1.25 miles	
Proximity to airport?	2 miles	

City Owned, TMN 48.078-1-35  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	59.023-1-1	Existing Buildings	1: 9,085 Sq. ft.
Property Owner	City of Ogdensburg	Property Class ID	652
Property Address	720 Mechanic St.	Property Class	community service
Municipality	Ogdensburg	Acres	2.91
Ownership	Public	Zoning	R/B - Mixed Use
Tax Delinquent	No	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status:	Vacant/Municipal storage
Property Description:	Historic Pump House
Potential Environmental Issues:	
Environmental Remediation Efforts:	

PRIORITY RANKING CRITERIA: ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	No	comments:
Hazardous waste generating facility?	No	comments:
Listed in NYSDEC remediation database?	No	comments:
NYSDEC spill event site?	Yes	comments: 0102039 05/22/2001 , closed
Visual evidence of contamination of gas station	No	
Previous environmental investigations:	No	

PLANNING CRITERIA

Priority in planning programs?	Yes	Historic Building
Help implement BOA vision?	Yes	
Strategic or high-profile location?	Yes	
Waterfront access?	Yes	Oswegatchie River
Current Impact on surroundings?	Underutilized asset	Located on Maple City Trail (MCT)

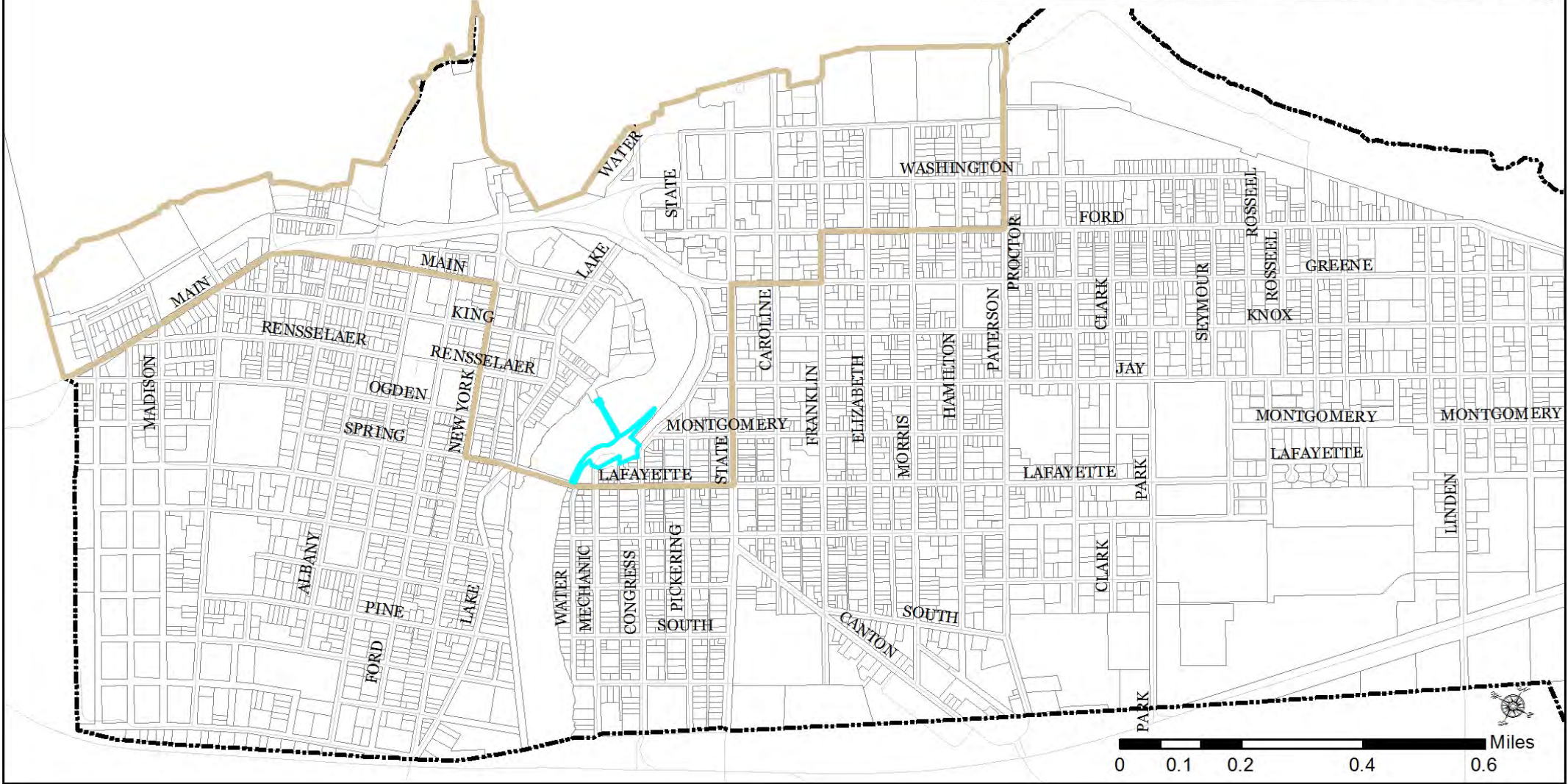
INFRASTRUCTURE CRITERIA

Road accessibility?	Poor	Signage needed
Condition of existing structures?	In need of restoration	use for parks and recreation storage
Rail accessibility?	1.5 miles	Limited Access Rail
Proximity to port?	1.5 miles	
Proximity to airport?	1.5 miles	

City Owned, TMN 59.023-1-1  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
DescriptiveProfile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.079-9-1,		0
Property Owner	48.079-9-4	Existing Buildings	1: 14,786 Sq. ft.
Property Address	City of Ogdensburg	Property Class ID	653 (5), 330, 460, 484
Municipality	Ford Street	Property Class	community services, vacant land, commercial
Ownership	Ogdensburg	Acres	4.89
Tax Delinquet	Public	Zoning	B - Business
NYS Empire Zone	No	Urban Renewal Area	Yes
NYS Environmental Zone		NYS Main Street Area	
		Site Visit	

Use Status:	Vacant
Property Description:	City owned "mall" properties and parking lot(s)
Potential Envrionmental Issues:	asbestos probable due to date constructed
Environmental Remediation Efforts:	

PRIORITY RANKING CRITERIA:ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	No	comments:
Hazardous waste generating facility?	No	comments:
Listed in NYSDEC remediation database?	No	comments:
NYSDEC spill event site?	No	comments:
Visiual evidence of contamination or gas station	No	
Previous environmental investigations:		

PLANNING CRITERIA

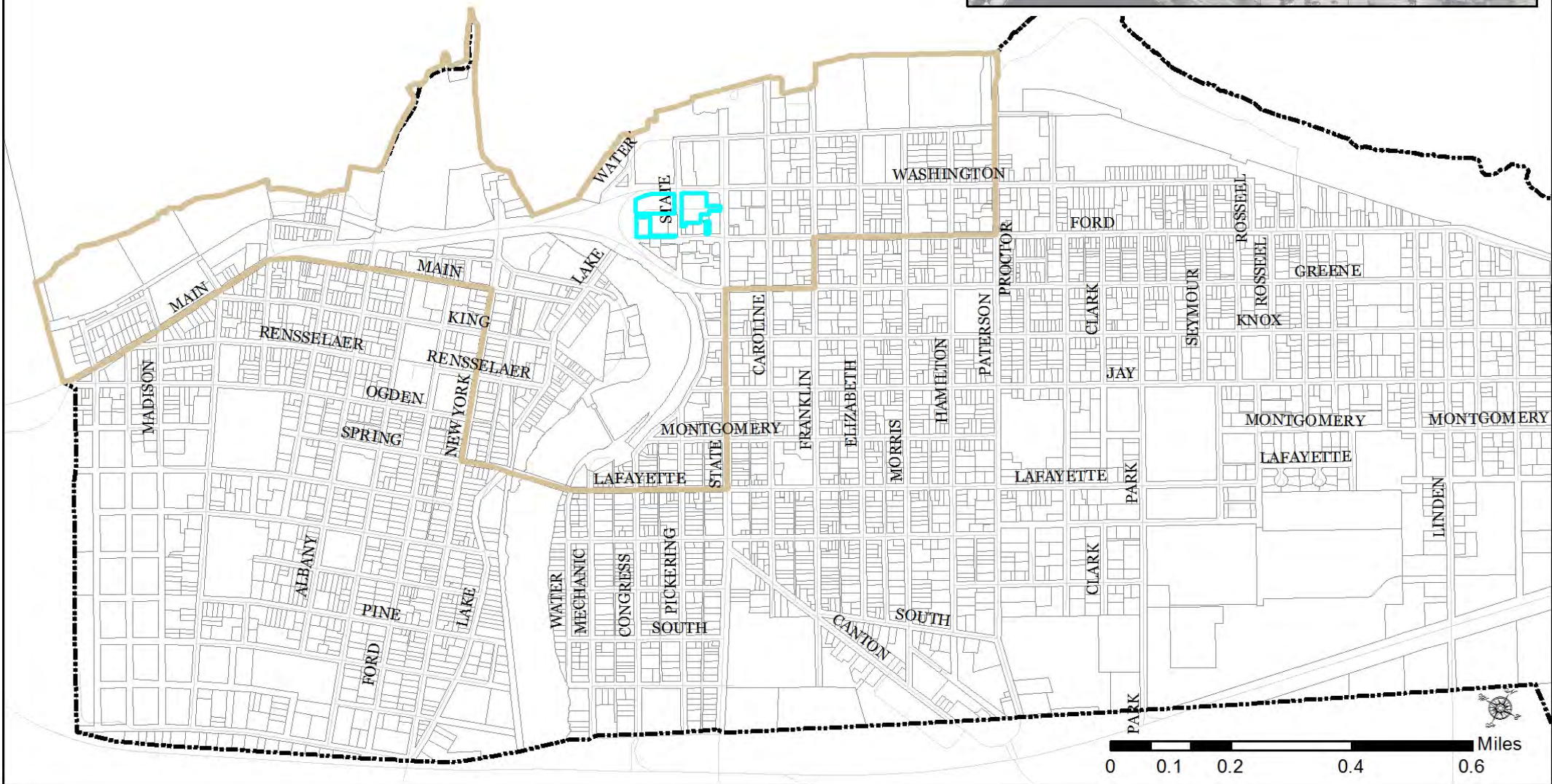
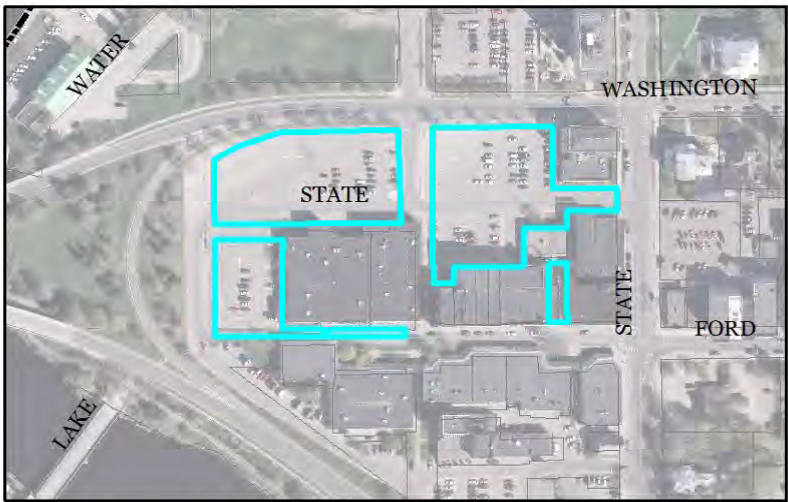
Priority in planning programs?	Yes	Façade program high priority
Help implement BOA vision?	Yes	
Strategic or high-profile location?	Yes	Downtown Ogdensburg
Waterfront access?	No	water views
Current Impact on surroundings?	Blighting influence	high presence of loitering; buildings may be structurely sounds, but are extremely unattractive; surrounded by massive, underused surface parking lots; located in the heart of Downtown Ogdensburg.

INFRASTRUCTURE CRITERIA

Road accessibility?	Good	
Condition of existing structures?	Major rehab or demo required	visually unattractive, high vacancy rate
Rail accessibility?	.8 miles	limited access rail
Proxcimity to port?	.8 miles	
Proxcimity to airport?	1.5 miles	

City Owned  
Downtown Mall, TMNs 48.078-9-1, 48.078-9-4  
Ogdensburg, NY

- Legend**
- BOA
  - City Boundary
  - 2014 Parcels
  - City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.078-5-19	Existing Buildings	0
Property Owner	Niagara Mohawk	Property Class ID	449
Property Address	10 King St.	Property Class	vacant
Municipality	Ogdensburg	Acres	0.22
Ownership	Public	Zoning	I/I - Industrial
Tax Delinquent		Urban Renewal Area	
NYS Empire Zone		1854-1930	
NYS Environmental Zone		Site Visit	

Use Status:	Vacant
Property Description:	Former manufactured gas plant 1854-1930. This property is immediately adjacent to 101-113 Lake Street and 30 Main Street (other strategic properties) for a combined total of 3.6 acres of underutilized or vacant land in the Marina District with views of the Oswegatchie River.
Potential Environmental Issues:	Coal Tar and benzene, toluene, ethyl benzene and xylenes (BTEX), polycyclic aromatic hydrocarbons (PAHs) and cyanide
Environmental Remediation Efforts:	Completed cleanup July 2015. Site currently being monitored

PRIORITY RANKING CRITERIA: ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	No	comments:
Hazardous waste generating facility?	Yes, previously	comments: Storage of above ground propane tanks
Listed in NYSDEC remediation database?	Yes	Site Code: V00479, Classification A
NYSDEC spill event site?	No	comments:
Visual evidence of contamination of gas station	No	
Previous environmental investigations:	Site Characterization (10/2004) and Remedial Investigation (9/2010)	

PLANNING CRITERIA

Priority in planning programs?	Yes	
Help implement BOA vision?	Yes	
Strategic or high-profile location?	No	
Waterfront access?	No	
Current Impact on surroundings?	vacant	perceived as contaminated BF site

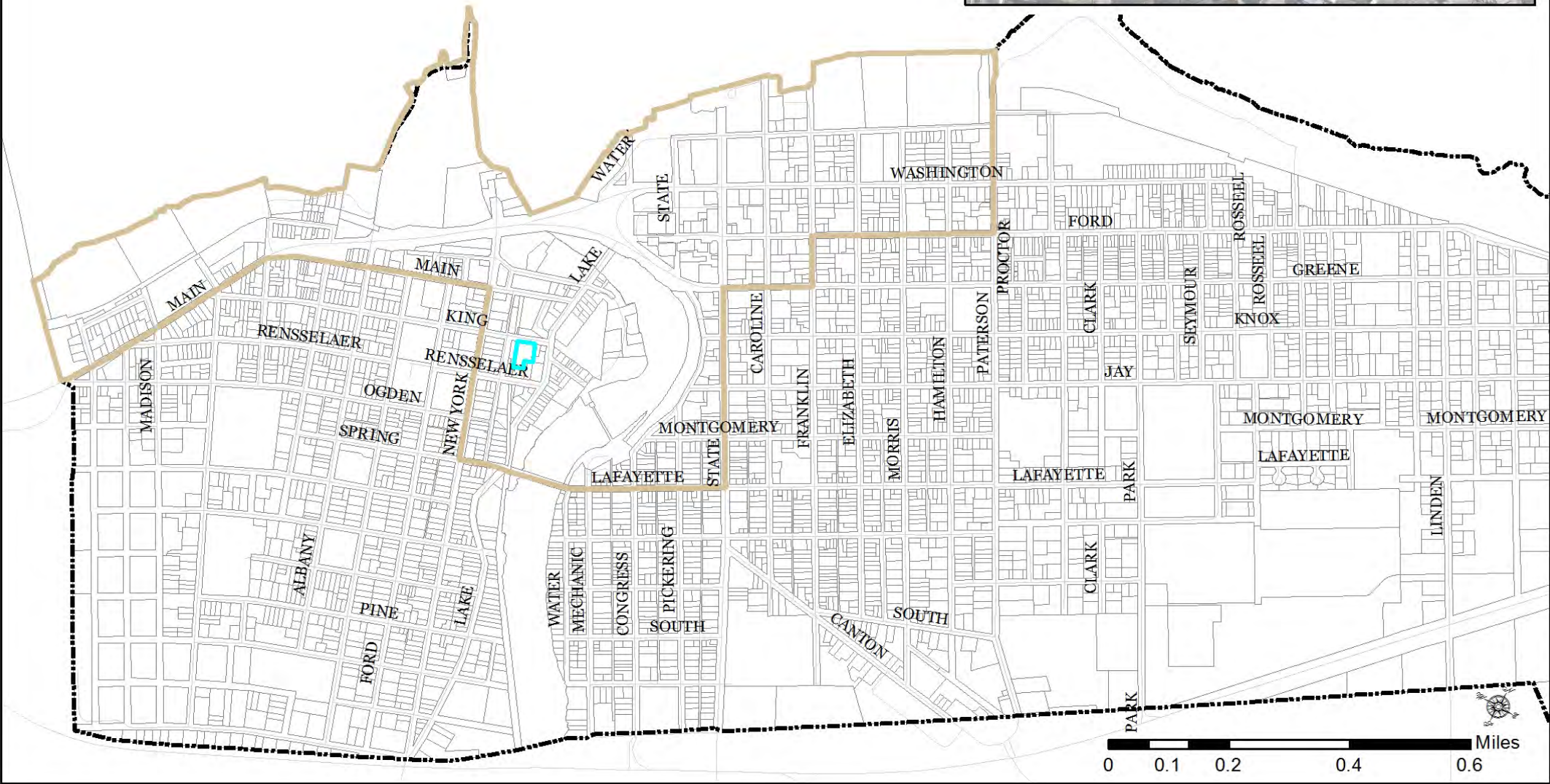
INFRASTRUCTURE CRITERIA

Road accessibility?	Good	
Condition of existing structures?	Demo. Required	
Rail accessibility?	1.3 miles	Limited Access Rail
Proximity to port?	1.3 miles	
Proximity to airport?	2 miles	

10 King St. TMN 48.078-5-19  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



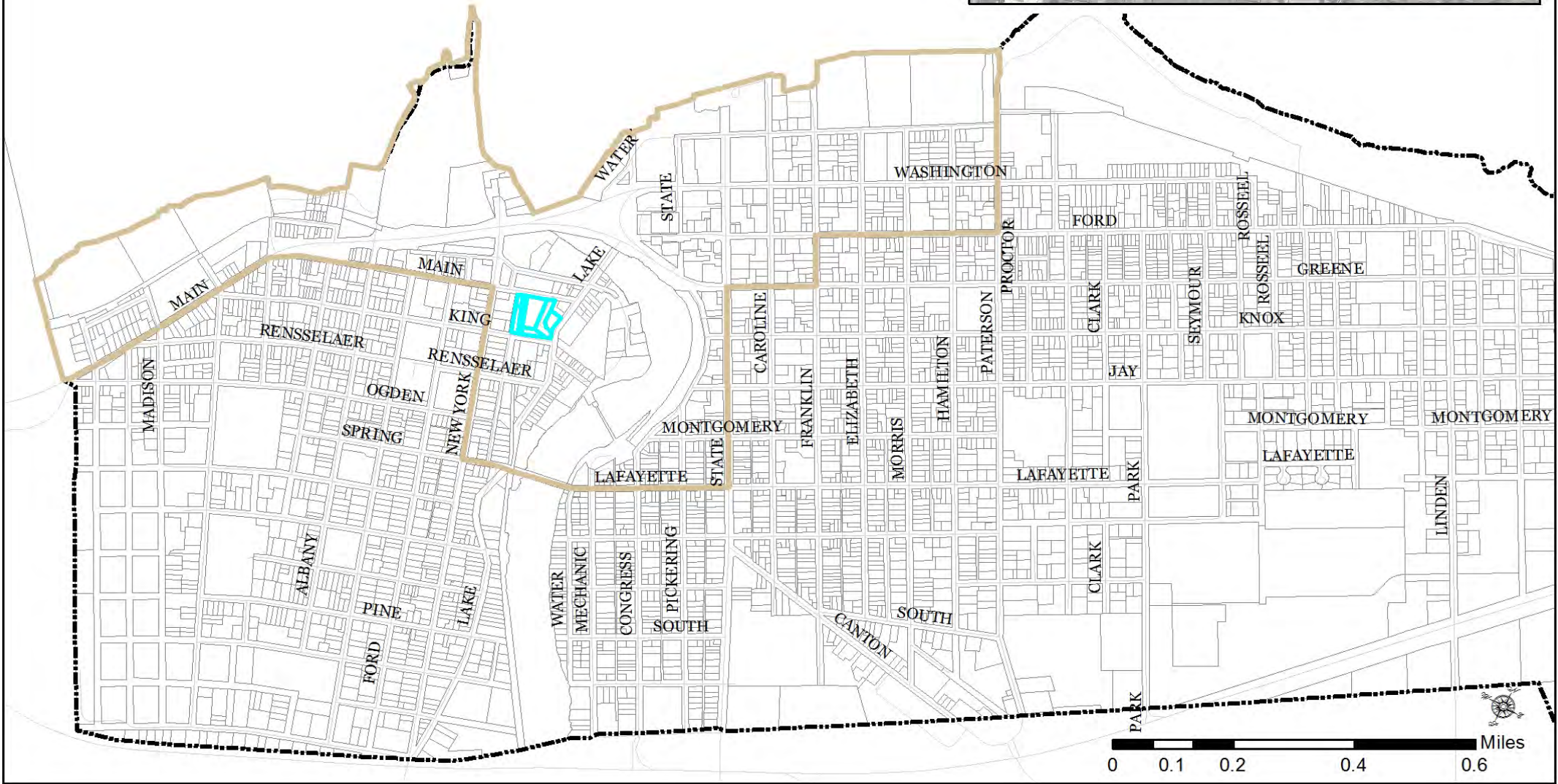
City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.078-4-30, 48.078-4-31, 48.078-4-32, 48.078-4-33, 48.078-4-40, 48.078-4-41, 59.022-4-58	Existing Buildings	multiple	
Property Owner	City of Ogdensburg	Property Class ID		330
Property Address	30 Main St.	Property Class	vacant	
Municipality	Ogdensburg	Acres		0.95
Ownership	Public	Zoning	I/I - Industrial	
Tax Delinquent	No	Urban Renewal Area		
NYS Empire Zone		NYS Main Street Area		
NYS Environmental Zone		Site Visit		
Use Status:	Vacant			
Property Description:	Former Cheese Processing Plant located immediately adjacent to 10 King Street and 101-113 Lake Street (other strategic properties) for a combined total of 3.6 acres of underutilized or vacant land in the Marina District with views of the Oswegatchie River.			
Potential Environmental Issues:	Yes, ESA REQUIRED			
Environmental Remediation Efforts:				
PRIORITY RANKING CRITERIA:	ENVIRONMENTAL PRIORITY SCORE			
LAND USE HISTORY				
Registered PBS facility?	Yes	Site No.: 6-000188, Active; 6-600636, Active; 6-600681, Unregulated		
Hazardous waste generating facility?		comments:		
Listed in NYSDEC remediation database?	No	comments:		
NYSDEC spill event site?	Yes	comments: 9001205, 0504547, 0507961		
Visual evidence of contamination of gas station				
Previous environmental investigations:				
PLANNING CRITERIA				
Priority in planning programs?	Yes			
Help implement BOA vision?	Yes			
Strategic or high-profile location?	Yes			
Waterfront access?	No			
Current Impact on surroundings?	Extreme Blight			
INFRASTRUCTURE CRITERIA				
Road accessibility?	Good			
Condition of existing structures?	In need of repair	Roof repair currently out for bid		
Rail accessibility?	1.2 miles	Limited Access Rail		
Proximity to port?	1.2 miles			
Proximity to airport?	2 miles			

Former Cheese Plant, 30 Main Street  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



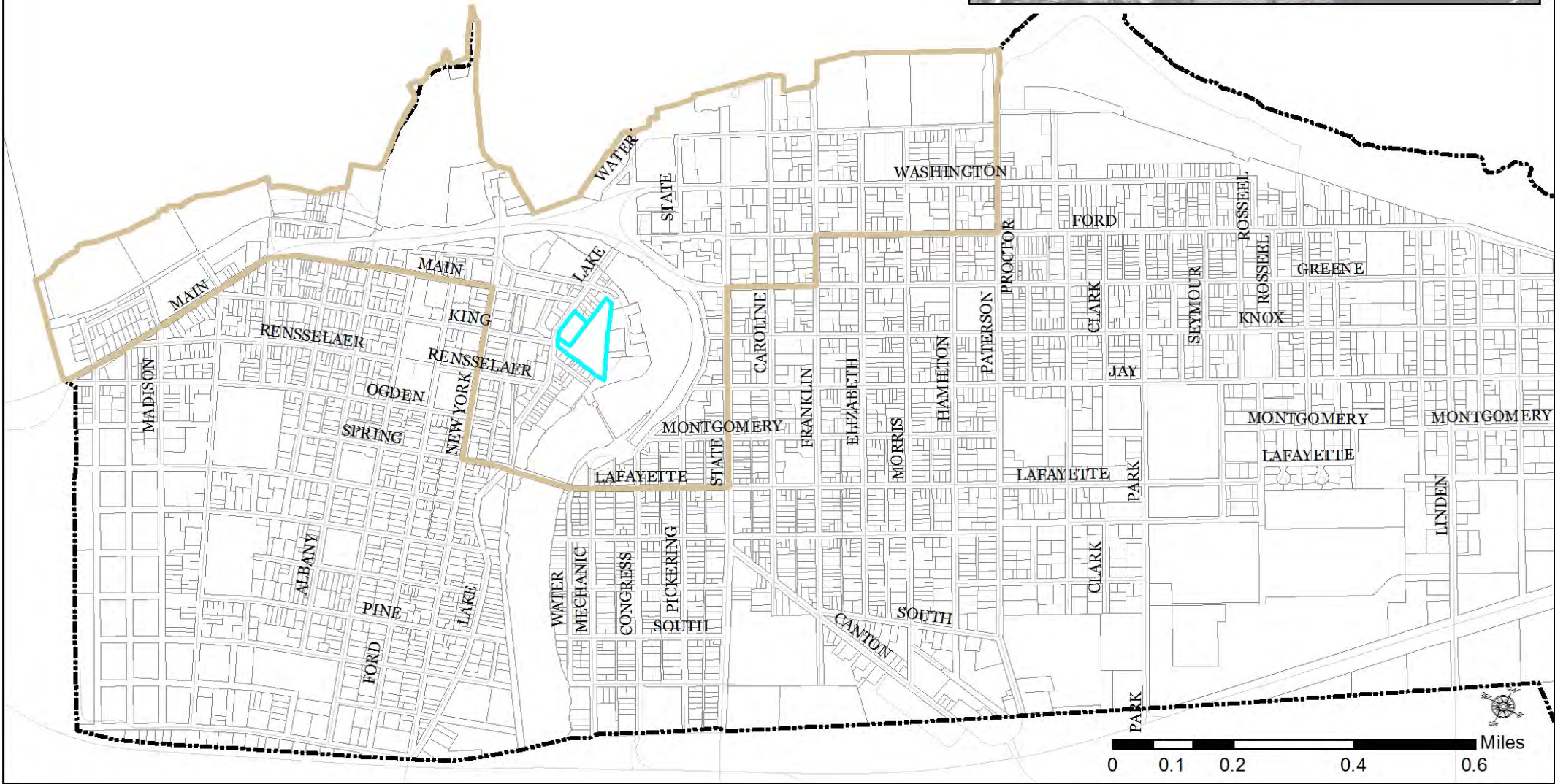
City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.078-4-25, 48.078-4-26.1	Existing Buildings	0
Property Owner	Karl Mayhew	Property Class ID	1: 4,429 sq. ft.
Property Address	110 Lake St.	Property Class	311 and 483
Municipality	Ogdensburg	Acres	Vacant/Commercial 4.43
Ownership	Private	Zoning	R/B - Mixed Use
Tax Delinquent	No	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	
Use Status:	Private Storage		
Property Description:			
Potential Environmental Issues:			
Environmental Remediation Efforts:			
PRIORITY RANKING CRITERIA:		ENVIRONMENTAL PRIORITY SCORE	
LAND USE HISTORY			
Registered PBS facility?	No	comments:	
Hazardous waste generating facility?	No	comments:	
Listed in NYSDEC remediation database?	No	comments:	
NYSDEC spill event site?	No	comments:	
Visual evidence of contamination of gas station	No		
Previous environmental investigations:	Phase I, July 2014	48.078-4-26.1 ONLY	Two recognized environmental conditions (RECs) in connection with the target site. The first is related to the former mill pond and canal, which appear to have been initially filled with unknown materials sometime prior to 1960. The second REC is related to the historic industrial development in the vicinity of the site.
PLANNING CRITERIA			
Priority in planning programs?	Yes, TMN 48.078-4-26.1		
Help implement BOA vision?	Yes		
Strategic or high-profile location?	No		
Waterfront access?	No	River Views	
Current Impact on surroundings?	Neutral		
INFRASTRUCTURE CRITERIA			
Road accessibility?	Poor		
Condition of existing structures?	Fair		
Rail accessibility?	1.3 miles	Limited Access Rail	
Proximity to port?	1.3 miles		
Proximity to airport?	2 miles		

Former Mill Pond, TMNs 48.078-4-25 & 48.078-4-26.1  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.078-9-45, 48.078-4-47, 48.078-4-43, 48.078-4-44, 48.078-4-46	Existing Buildings	1: 2,880 sq. ft. 0 1: 1,198 sq. ft.
Property Owner	East River Street LLC	Property Class ID	449, 444 (3), & 330
Property Address	Christopher Duffy	Property Class	Commercial/Vacant
Municipality	River Street	Acres	3.24
Ownership	Ogdensburg	Zoning	R/B - Mixed Use
Tax Delinquent	Private	Urban Renewal Area	
NYS Empire Zone	No	NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status:	Private
Property Description:	Combination of several adjacent parcels, all one ownership. Mix of building types and condition.
Potential Environmental Issues:	
Environmental Remediation Efforts:	

PRIORITY RANKING CRITERIA: ENVIRONMENTAL PRIORITY SCORE

LAND USE HISTORY

Registered PBS facility?	No	comments:
Hazardous waste generating facility?	No	comments:
Listed in NYSDEC remediation database?	No	comments:
NYSDEC spill event site?	No	comments:
Visual evidence of contamination of gas station	No	
Previous environmental investigations:	Unknown	

PLANNING CRITERIA

Priority in planning programs?	Yes	
Help implement BOA vision?	Yes	
Strategic or high-profile location?	No	
Waterfront access?	Yes	Oswegatchie River
Current Impact on surroundings?	Neutral	

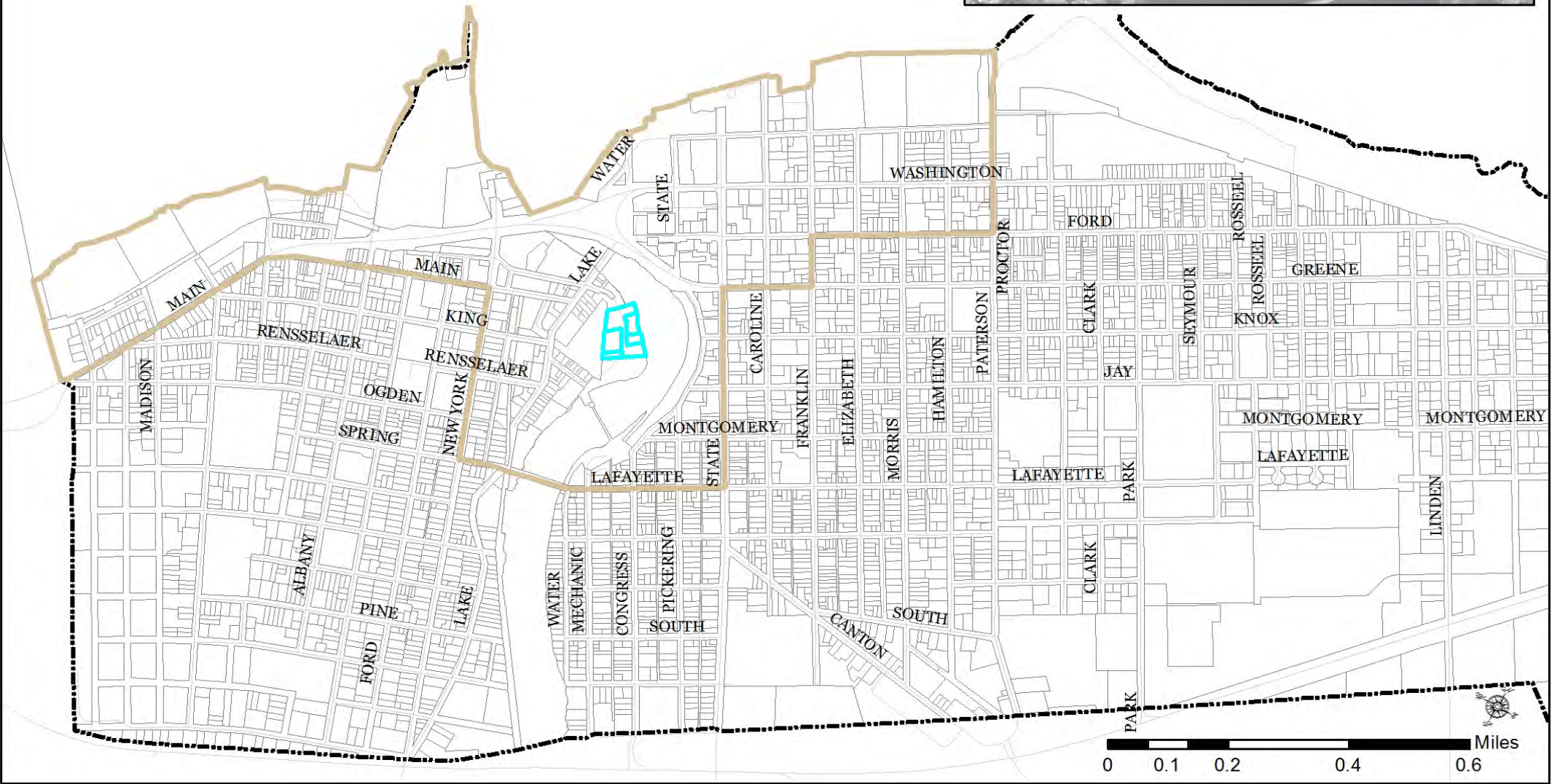
INFRASTRUCTURE CRITERIA

Road accessibility?	Poor	
Condition of existing structures?	Unknown	
Rail accessibility?	1.3 miles	Limited Access Rail
Proximity to port?	1.3 miles	
Proximity to airport?	2 miles	

East River Street, LLC  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



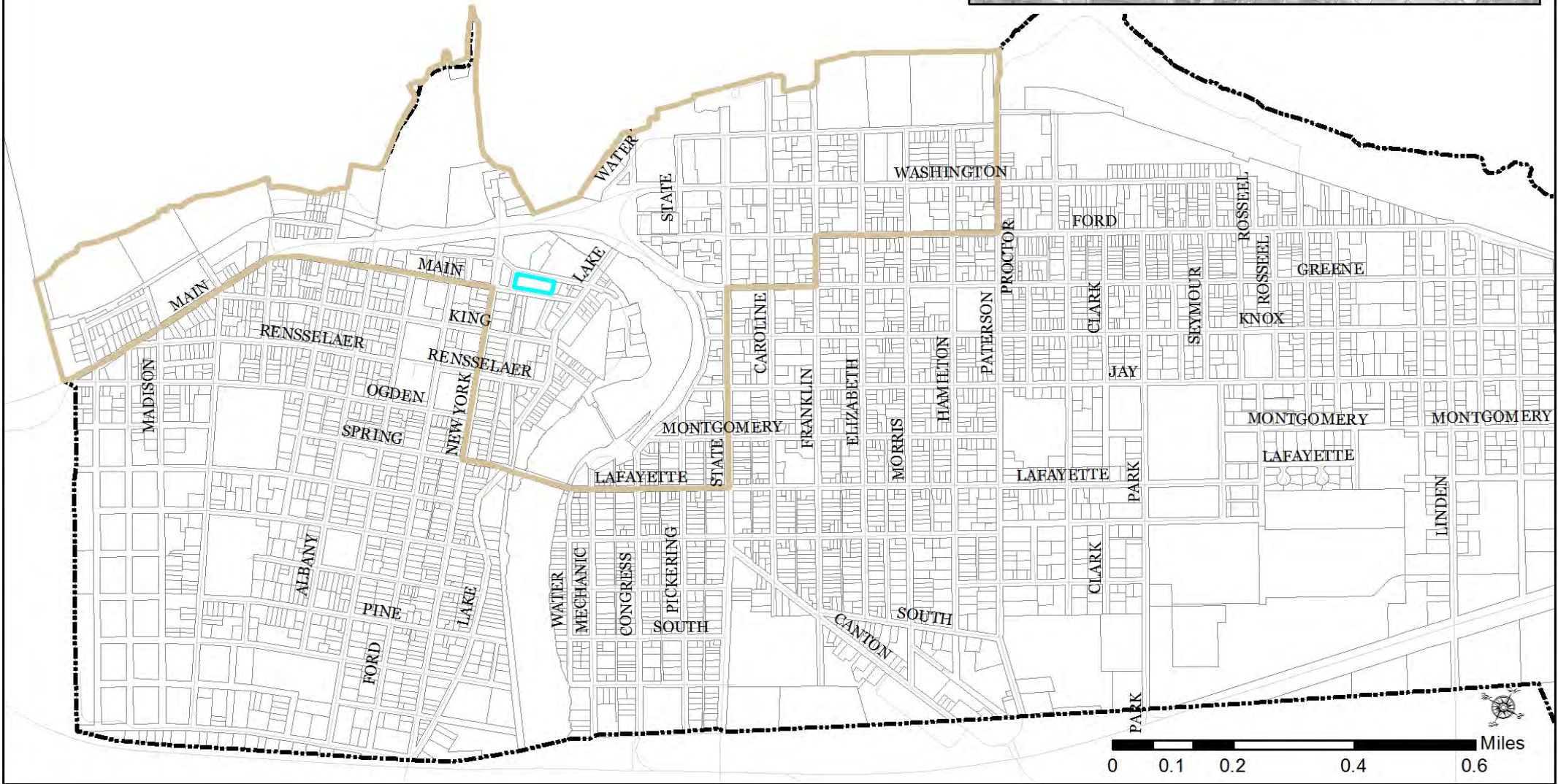
City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.078-4-4.11	Existing Buildings	1: 29,820 sq. ft.	
Property Owner	Bonnie O'Hare	Property Class ID		449
Property Address	17 Main St.	Property Class	vacant	
Municipality	Ogdensburg	Acres		0.9
Ownership	Private	Zoning	I/I - Industrial	
Tax Delinquent	No	Urban Renewal Area		
NYS Empire Zone		NYS Main Street Area		
NYS Environmental Zone		Site Visit	November 2015	
Use Status:	Vacant			
Property Description:	The property was historically used for various commercial and industrial processes. It has housed a railroad spur on the west side and had a raceway running through the middle of the property. A canal adjoined the property to the east and powered a water wheel used to generate electricity for the property and many neighboring industrial operations.			
Potential Environmental Issues:	contaminated soils and groundwater, and underground storage tanks			
Environmental Remediation Efforts:	None to date			
PRIORITY RANKING CRITERIA:	ENVIRONMENTAL PRIORITY SCORE			
<u>LAND USE HISTORY</u>				
Registered PBS facility?	Yes	Site No.: 6-465364, Unregulated		
Hazardous waste generating facility?		comments:		
Listed in NYSDEC remediation database?	No	comments:		
NYSDEC spill event site?	Yes	comments: 8908486, 10/19/1989 - not closed		
Visual evidence of contamination of gas station	No	Historical maps indcate filling station operated at the property at least between 1949 and 1962.		
Previous environmental investigations:	Yes	Asbestos Survey & Phase I, December 2015		
<u>PLANNING CRITERIA</u>				
Priority in planning programs?	Yes			
Help implement BOA vision?	Yes	BOA designation and tax incentive required		
Strategic or high-profile location?	No			
Waterfront access?	No	Potential waterfront views		
Current Impact on surroundings?	Extreme Blight			
<u>INFRASTRUCTURE CRITERIA</u>				
Road accessibility?	Fair			
Condition of existing structures?	Demo. Required			
Rail accessibility?	1.2 miles	Limited Access Rail		
Proximity to port?	1.2 miles			
Proximity to airport?	2 miles			

17 Main Street, TMN 48.078-4-4.11  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	59.021-1-13	Existing Buildings - 1	1: 72,132 sq. ft.
Property Owner	Robert J. Layng	Property Class ID	449
Property Address	22 Madison Ave.	Property Class	commercial
Municipality	Ogdensburg	Acres	3.7
Ownership	Private	Zoning	R/B - Mix Use
Tax Delinquent	No	Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	

Use Status:	Boat Storage Facility
Property Description:	single story metal building
Potential Environmental Issues:	
Environmental Remediation Efforts:	

PRIORITY RANKING CRITERIA:

LAND USE HISTORY

Registered PBS facility?

Hazardous waste generating facility?

Listed in NYSDEC remediation database?

NYSDEC spill event site?

Visual evidence of contamination of gas station

Previous environmental investigations:

ENVIRONMENTAL PRIORITY SCORE

comments:

comments:

comments:

PLANNING CRITERIA

Priority in planning programs? Yes

Help implement BOA vision? Yes

Strategic or high-profile location? Yes

Waterfront access? No

Current Impact on surroundings? Neutral

River view of St. Lawrence

High potential as a gateway enhancer

INFRASTRUCTURE CRITERIA

Road accessibility? Good

Condition of existing structures? Good

Rail accessibility? 1.6 miles

Proximity to port? 1.6 miles

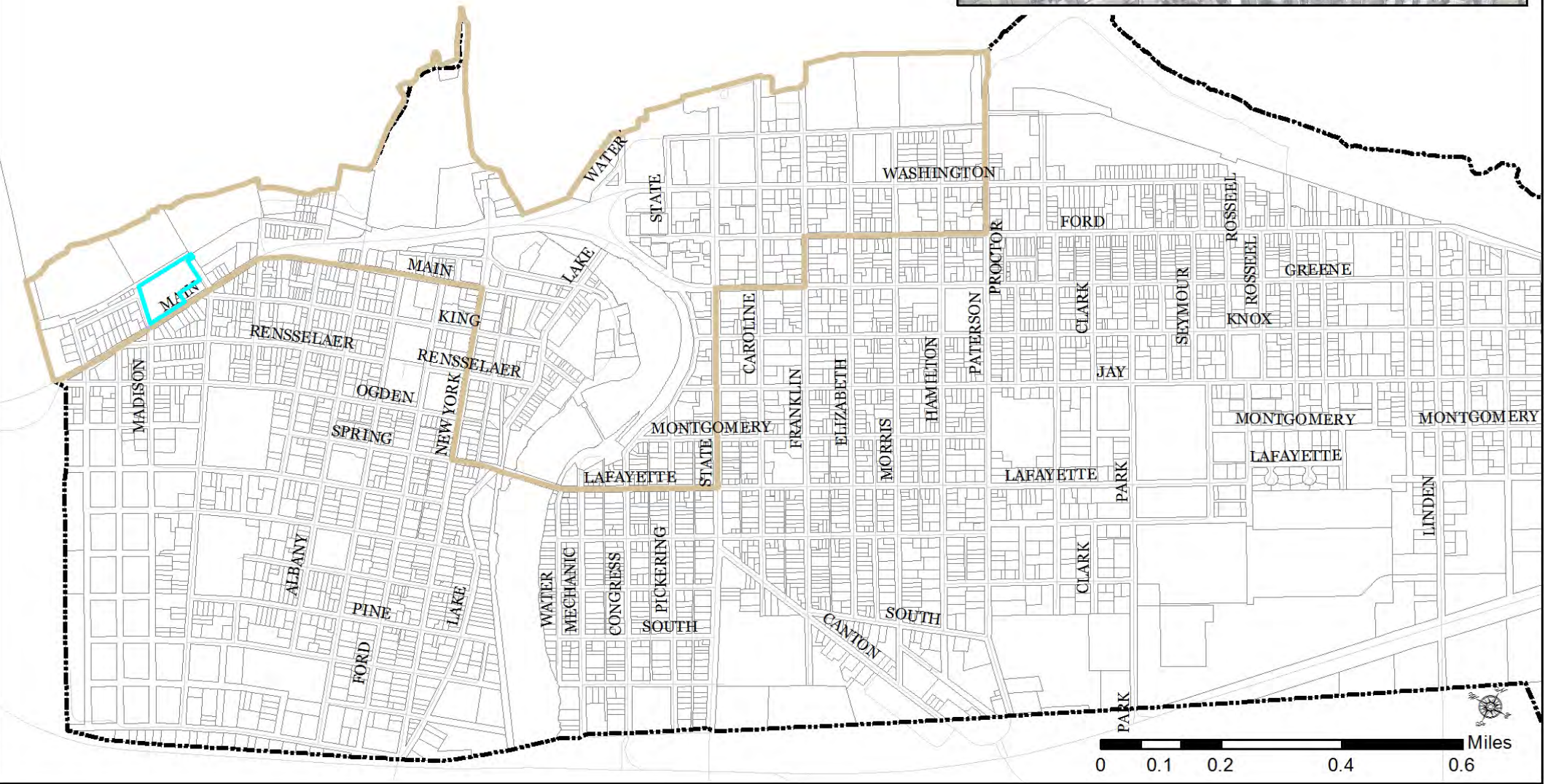
Proximity to airport? 3.4 miles

High potential for reuse/repurposing

22 Madison Ave., TMN 59.021-1-13  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



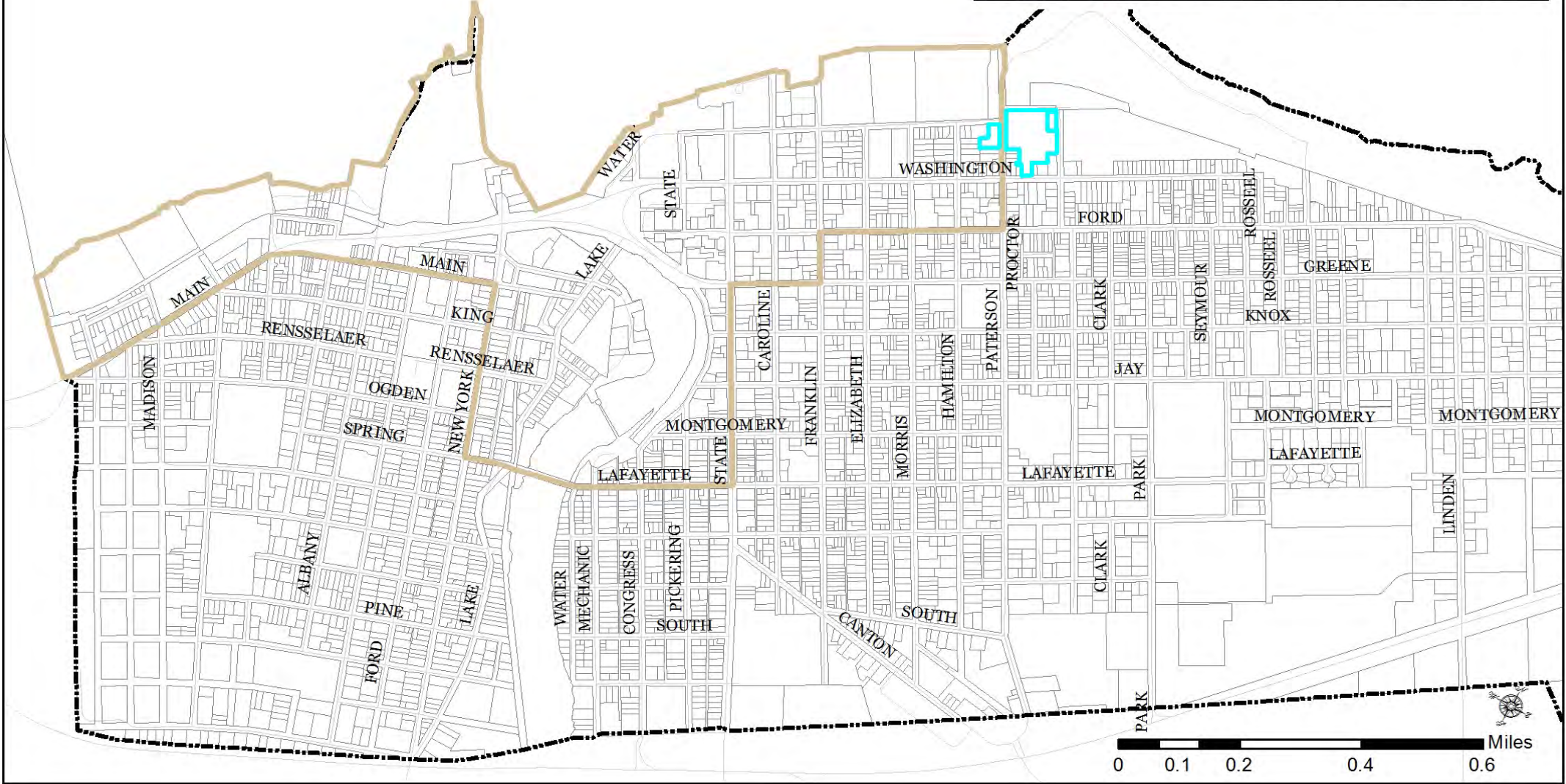
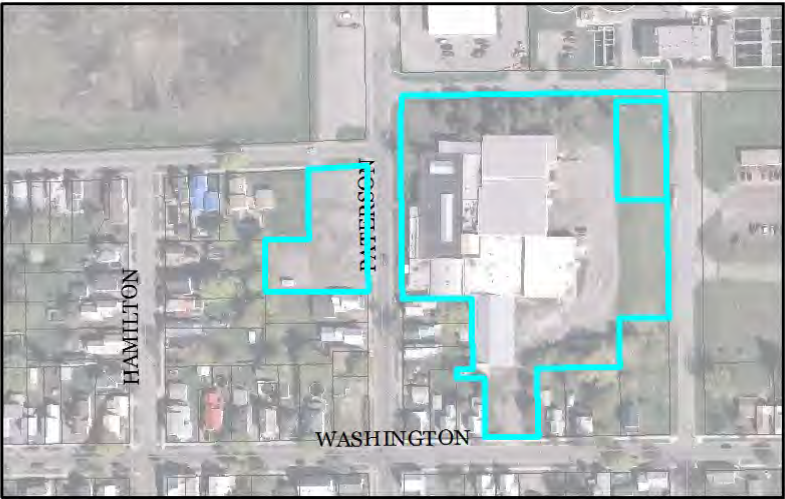
City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.			
Property Owner Property Address Municipality Ownership Tax Delinquent NYS Empire Zone NYS Environmental Zone	48.63-1-11, 48.071-3-15.1, 48.071-5-47	Existing Buildings - 2	Office - 3,600 SF
	City of Ogdensburg	Property Class ID	Manufacturing - 59,800 SF
	Paterson St.	Property Class	710
	Ogdensburg	Acres	5.02
	Municipal	Zoning	I/I Industrial
		Urban Renewal Area	
		NYS Main Street Area	
		Site Visit	
Use Status:		Vacant	
Property Description:		Former Newell Manufacturing, built 1912	
Potential Environmental Issues:		Asbestos	
Environmental Remediation Efforts:			
PRIORITY RANKING CRITERIA:		ENVIRONMENTAL PRIORITY SCORE	
<u>LAND USE HISTORY</u>			
Registered PBS facility?		No	
Hazardous waste generating facility?		No	comments:
Listed in NYSDEC remediation database?		No	comments:
NYSDEC spill event site?		Closed	comments:
Visual evidence of contamination of gas station		No	
Previous environmental investigations:		Asbestos survey, 7/8/2013	ACM is present
<u>PLANNING CRITERIA</u>			
Priority in planning programs?		Short- term	Private invement required
Help implement BOA vision?		yes	
Strategic or high-profile location?		yes	
Waterfront access?		No	
Current Impact on surroundings?		blighted	
<u>INFRASTRUCTURE CRITERIA</u>			
Road accessibility?		good	34 miles to Interstate 81
Condition of existing structures?		good	
Rail accessibility?		adjacent to property	
Proximity to port?		adjacent to property	
Proximity to airport?		2 miles	

Former Newell Manufacturing Facility  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



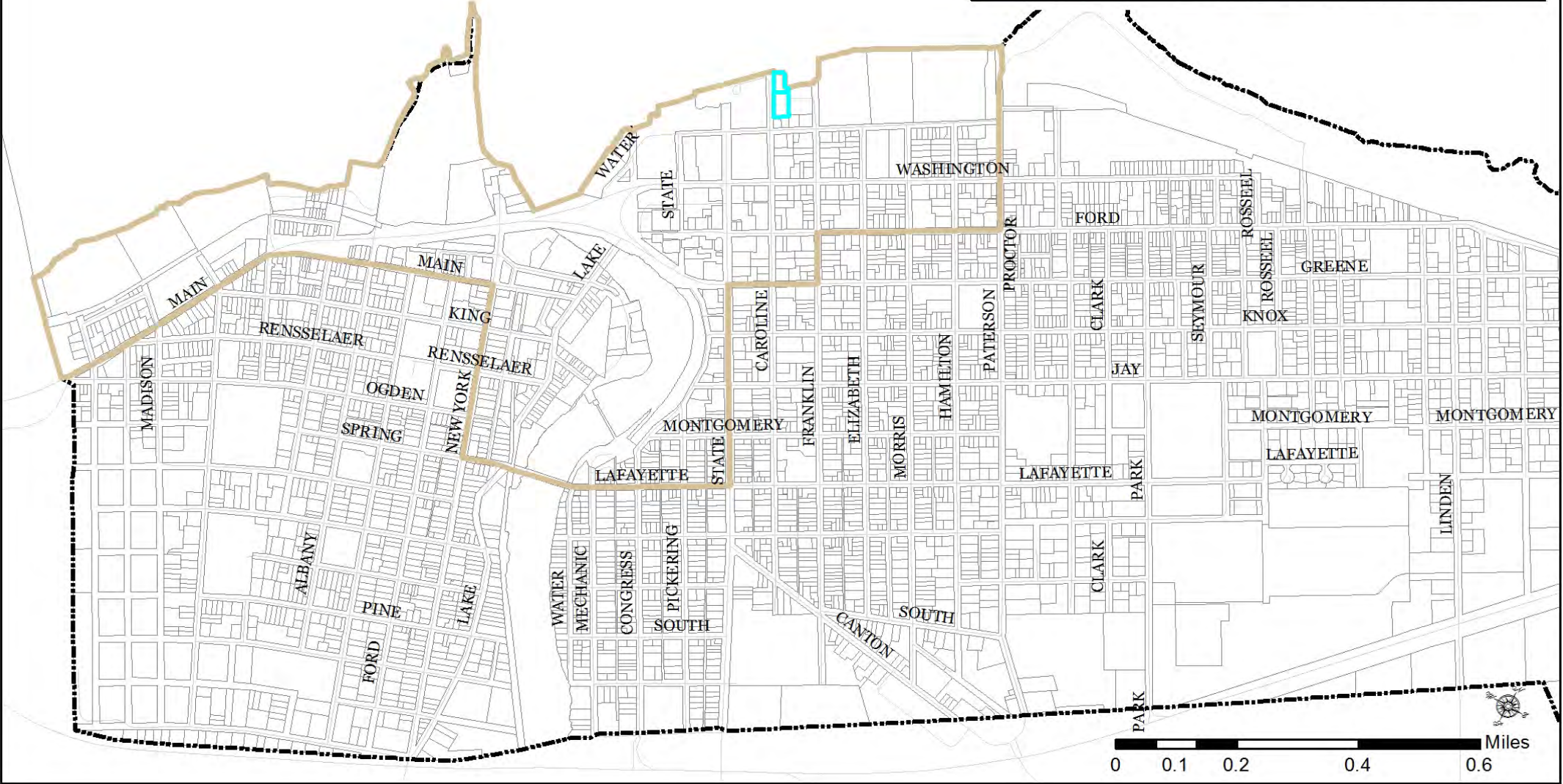
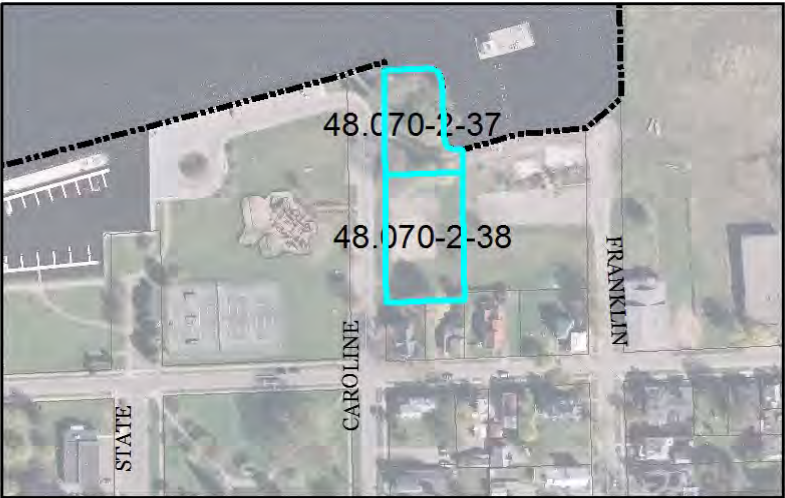
City of Ogdensburg Brownfield Opportunity Area Nomination Study  
Descriptive Profile of Relevant Brownfield and Strategic Properties

Tax Map No.	48.071-1-2.1	Existing Buildings	None
	48.071-1-2.2		963
Property Owner	City of Ogdensburg	Property Class ID	330
Property Address		Property Class	Parsks, open space/conservation
Municipality	Ogdensburg	Acres	
Ownership	Public	Zoning	R/B Mixed-use
Tax Delinquent		Urban Renewal Area	
NYS Empire Zone		NYS Main Street Area	
NYS Environmental Zone		Site Visit	
Use Status:	vacant, park land		
Property Description:			
Potential Environmental Issues:			
Environmental Remediation Efforts:			
PRIORITY RANKING CRITERIA:	ENVIRONMENTAL PRIORITY SCORE		
LAND USE HISTORY			
Registered PBS facility?	No		
Hazardous waste generating facility?	No	comments:	
Listed in NYSDEC remediation database?	No	comments:	
NYSDEC spill event site?	No	comments:	
Visual evidence of contamination of gas station	No		
Previous environmental investigations:	Phase I, November 2013	1 REC @ 2 Caroline St.	Given the historic site operations as a skirt and uniform manufacturing facility, a subsurface investigation may be warranted to determine whether there is any residual petroleum and/or hazardous substances contamination remaining onsite.
PLANNING CRITERIA			
Priority in planning programs?	Mid-Term Priority	Public Amenity Investment Required	
Help implement BOA vision?	Yes		
Strategic or high-profile location?	Yes		
Waterfront access?	Yes		
Current Impact on surroundings?	Park Land		
INFRASTRUCTURE CRITERIA			
Road accessibility?	Good		
Condition of existing structures?	N/A		
Rail accessibility?	N/A		
Proximity to port?	N/A		
Proximity to airport?	2 miles		

Caroline Street, Park Space  
Ogdensburg, NY

Legend

- BOA
- City Boundary
- 2014 Parcels
- City Roads



## Appendix 3: Economic and Market Trends Analysis

# **City of Ogdensburg, NY**

## **Economic and Market Trends Analysis**



**November 2012**

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## Project Overview

The following report, completed by Vita Nuova LLC, provides an in-depth look at the economic and market trends in the City of Ogdensburg and the surrounding region, both within the United States and Canada. This analysis was conducted to satisfy the requirements of the Economic and Market Trends Analysis section of the *City of Ogdensburg's Step 2: Waterfront Brownfield Opportunity Area Nomination Work Plan*. The scope of this work includes a regional economic analysis of the two-hour drive time market area around Ogdensburg and evaluates demographic and employment trends for potential opportunities, as well as a market analysis that focuses on the following markets: retail, multi-family housing, and tourism. In addition, as part of the scope of this work, Vita Nuova created an outreach website that provides information on the Brownfield Opportunity Area sites and general information on the City and region. The website can be found at: <http://www.ogdensburgwaterfront.com>. Due to the need to develop alternative development scenarios on some of the BOA sites, development impacts and a description of benefits, such as employment, impact on the area targeted for redevelopment, municipal tax revenues, economic benefits from construction and subsequent business operations, and economic multipliers to the municipality and region from desired end land uses, were not considered. Some of these economic indicators will be analyzed during the next phase of work as alternative development scenarios are developed.

In order to gather data and interview key stakeholders, Vita Nuova conducted a site visit on August 14-17, 2012. In addition to the site visit, Vita Nuova provided a presentation of conclusions to the Ogdensburg City Council on October 23, 2012.

### *Study Area*

The study area addressed in this report encompasses the waterfront property that the City of Ogdensburg has defined in their Brownfields Opportunity Area project. The BOA area is divided into the following four large districts or development sites:

- Marina District
- Fort de La Presentation
- Former Augsburg Tank Farm
- Diamond/Shade Roller District



**Figure 1: BOA Districts**

The New York State Brownfields Opportunity Areas (BOA) Program provides resources for municipalities and community-based organizations to develop revitalization and implementation plans for strategic brownfield areas. There are three steps to the BOA Program:

- Step 1 – Pre-Nomination Study: lays the foundation to select strategic brownfield sites for study.
- Step 2 – Nomination: targets planning, market, and strategic site analysis.
- Step 3 – Implementation Strategy: addresses advancement of a specific site in terms of remediation investigation and design.<sup>1</sup>

The City of Ogdensburg, NY has completed Step 1 and is currently undertaking Step 2, the Nomination process for the waterfront area along the St. Lawrence and Oswegatchie Rivers. This area is characterized by at least 13 brownfields and numerous vacant sites.

Ogdensburg's *Step 2: Waterfront Brownfield Opportunity Area Nomination Work Plan* defines the following anticipated benefits from the project:

- Cleanup of contaminated land and protection of groundwater resources;
- Infrastructure improvements to foster transit-based development;

<sup>1</sup> State of New York, Department of Environmental Conservation, Brownfields Opportunity Areas Program Fact Sheet. <http://www.dec.ny.gov/chemical/8650.html>. Accessed September 7, 2012.

- Pedestrian safety and transportation infrastructure;
- Creation of mixed-use, mixed-income neighborhoods, and living wage jobs;
- Increased tax revenues;
- Provision of recreational opportunities; and
- Demonstration of the viability of sustainable community and economic development.<sup>2</sup>

### *City of Ogdensburg*

Ogdensburg is located in upper New York State in St. Lawrence County. The City stretches for over seven miles along the southern shores of the St. Lawrence River, approximately midway along the River which spans the area between Lake Ontario and the Gulf of St. Lawrence. Ogdensburg is situated directly across the river from the Canadian towns of Prescott and Brockville, Ontario. The City itself is slightly over eight square miles in size, with a generally flat topography and is largely surrounded by farmlands. While Ogdensburg itself is a semi-rural city of approximately 11,000 residents, it is within an easy drive of a population of over 2.5 million people.<sup>3</sup>



**Figure 2: Ogdensburg Region**

<sup>2</sup> City of Ogdensburg, *Step 2: Waterfront Brownfield Opportunity Area Nomination Work Plan*.

<sup>3</sup> U.S. Census Bureau, 2010 Census, and Environics Analytics.

Ogdensburg is home to the Ogdensburg-Prescott International Bridge which links New York State to Canada. The presence of the bridge means that Ogdensburg is accessible to the two major Canadian cities of Ottawa (62 miles) and Montreal (119 miles). To its south, Ogdensburg is also close to Syracuse, NY (128 miles), a major retail and university center.

### *Region*

#### North Country

Ogdensburg is located in the northwest quadrant of the North Country region, a seven county area comprised of Clinton, Essex, Franklin, Hamilton, Jefferson, Lewis, and St. Lawrence counties. The region spans the eastern shores of Lake Ontario, bordered on the north by the St. Lawrence River and Canada, on the east by Vermont, and on the south by Adirondack Park. In an interview conducted with Jim Held, Director of Research for the Empire State Development Corporation, he stated that although it is one region, due to the lack of connecting thru-roads and the presence of Adirondack Park, there is a physical disconnect between the eastern and western portions of the North Country region.<sup>4</sup> Although the western portion of the region, which includes Ogdensburg, benefits economically from the spillover effects from the 1000 Islands Tourism Area, the year-round economic driver for that portion of the region is Fort Drum, a United States Army military post located an hour south of Ogdensburg near Watertown, NY.



**Figure 3: New York State Regions**

#### 1000 Islands Tourism Area

The 1000 Islands Tourism Area is an international tourism destination that spans both sides of the United States-Canada border, following the St. Lawrence River and the shores of Lake

<sup>4</sup> Interview with Jim Held, Director of Research, Empire State Development Corporation, December 9, 2011.

Ontario. The name of the area comes from the numerous small islands that are found within the lake and river. The 1000 Islands Tourism Area is generally considered to encompass the area from Kingston to Cornwall, in Canada, and Oswego to Massena, in the United States. The foothills of the Adirondack Mountains and the area to the west and north of the Adirondack Park, as well as the four New York counties of Oswego, Jefferson, Lewis, and St. Lawrence are all considered part of the 1000 Islands Tourism Area. Ogdensburg sits in the middle of this area.<sup>5</sup>

## Demographic Analysis

### *City of Ogdensburg Market Area*

#### Population

The population of Ogdensburg has declined over the past 10 years by a total of 10%; from 12,364 in 2000 to 11,128 in 2010. This trend is forecasted to continue, albeit at a much slower rate. From 2010 to 2016 the decline is estimated at only 0.15%.<sup>6</sup>

Similarly, the number of households in Ogdensburg is also decreasing—a decline of 2.7% from 2000 to 2010. Projected growth in households from 2010 through 2016 is expected to be almost stagnant within the municipality (-0.10%).<sup>7</sup>

	<b>Ogdensburg</b>
2000 Households	4,181
2010 Households	4,070
2016 Households	4,066
% Change 2000-2016	-2.8%

*Source: U.S. Census Bureau and ESRI forecasts.*

#### Labor Force and Earnings

Within the population of Ogdensburg 25 years of age and older, 38.4% of its residents have at least some college experience. 13.1% of the population has received a bachelor's or graduate/professional degree, while 35.7% has obtained only a high school diploma.<sup>8</sup>

The median household income in Ogdensburg in 2011 was estimated to be \$33,708, well below the U.S. national average of \$50,227. Income is projected to increase by 14.5% over the period 2011-2016 to \$38,599 per annum.<sup>9</sup>

<sup>5</sup> 1000 Islands Website. <http://www.1000islands.com/>. Accessed August 31, 2012.

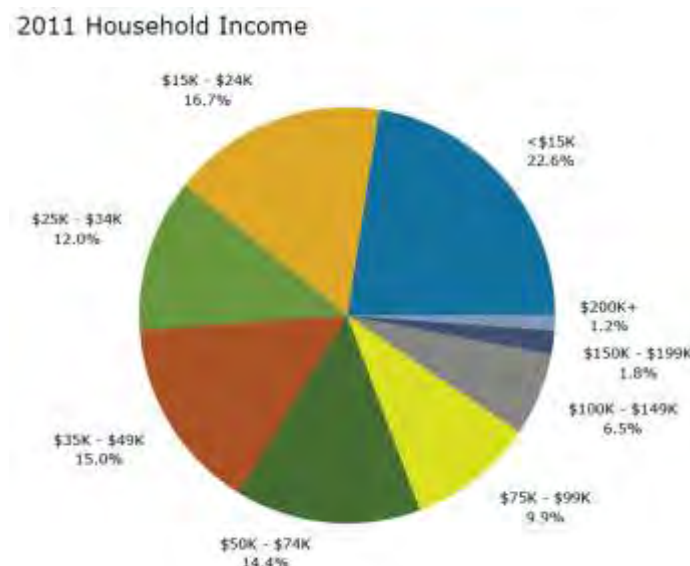
<sup>6</sup> U.S. Census Bureau, Census 2000 and 2010, and ESRI forecasts.

<sup>7</sup> U.S. Census Bureau, Census 2000 and 2010, and ESRI forecasts.

<sup>8</sup> ESRI forecasts.

<sup>9</sup> ESRI forecasts.

Below is a pie chart illustrating income breakdown within Ogdensburg in 2011. The largest income category is comprised of households making less than \$15,000 (22.6%).<sup>10</sup>



### Employment

In 2010, the unemployment rate within Ogdensburg for the civilian population was estimated to be 8.6%; this is expected to decline to 7.0% by 2015. The current employment picture in Ogdensburg is dominated by the Services sector, which accounts for almost 60% of the total labor force. The Services sector represents those jobs that encompass non-manufacturing activities. The next largest employment sector, accounting for 9.7% of the workforce is Retail Trade, followed closely by Public Administration and Manufacturing.<sup>11</sup>

2010 Employed Population Age 16+ by Industry	
Total	3,938
Agriculture/Mining	0.9%
Construction	3.8%
Manufacturing	7.9%
Wholesale Trade	1.4%
Retail Trade	9.7%

<sup>10</sup> ESRI forecasts.

<sup>11</sup> ESRI forecasts.

Transportation/Utilities	2.5%
Information	2.3%
Finance/Insurance/Real Estate	3.3%
Services	59.5%
Public Administration	8.7%

Source: ESRI forecasts.

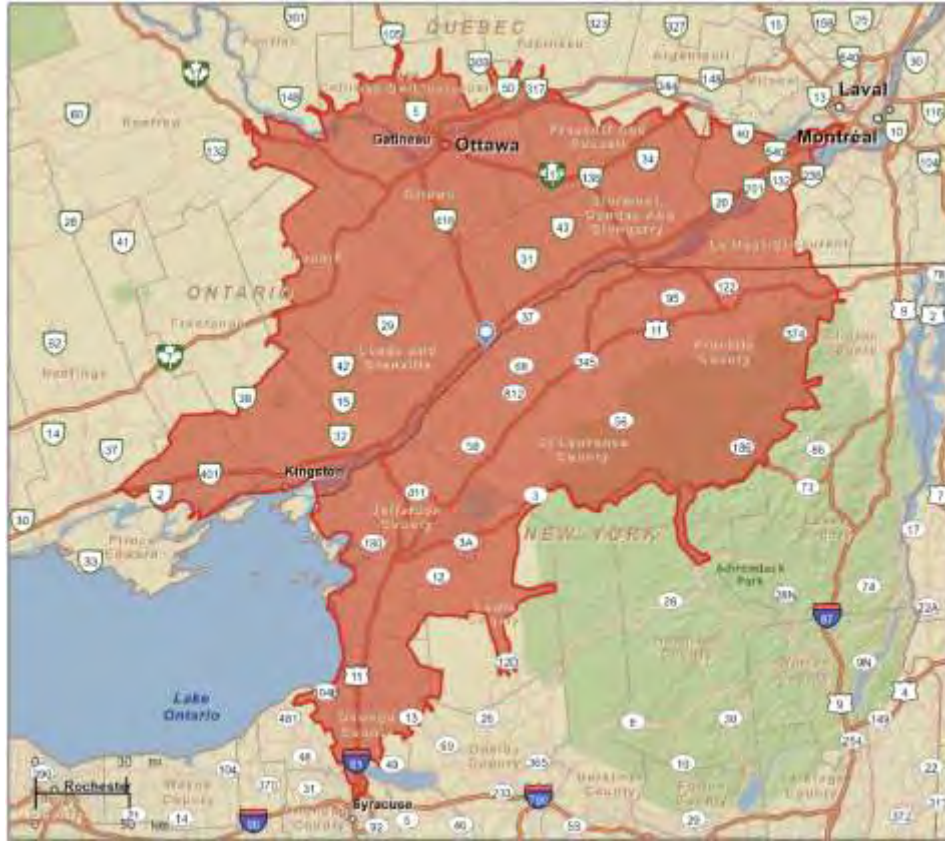
### *Regional Market Area*

In order to better understand the regional market forces which impact Ogdensburg, this report expands on the previous *Economic and Market Trends Analysis* report, dated January 2012. The current market area has been expanded from a 30-minute drive time to a two-hour drive time surrounding Ogdensburg. This market area was chosen because larger driving distances are more typical in the North Country region and the housing market, as well as regional shopping, trend towards a larger geographic area. For example, interviewees suggested that Canadian shoppers residing as far as Ottawa will routinely drive long distances, some to Syracuse's outlet centers, to shop for retail goods.<sup>12</sup>

As illustrated in the map below, the two-hour drive time market area extends into Canada, and encompasses Ottawa, as well as the outskirts of Montreal, the Adirondacks, and the suburbs of Syracuse in the United States.

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<sup>12</sup> Interview with Angela Augsbury, September 12, 2012.



**Figure 4: Two-Hour Drive Time Market Area**

### Population

The two-hour drive time market area, which encompasses both the United States and Canada, has experienced an increase in population over the past five to ten years and this population trend is projected to continue. While the population is increasing, the rate of growth has not been particularly large. Over the period 2000-2010, the population in the United States portion of the market area increased from 359,155 to 367,506, and this population is projected to increase to 374,856 by 2016. This represents a 4.4% increase in population from 2000 to 2016.<sup>13</sup>

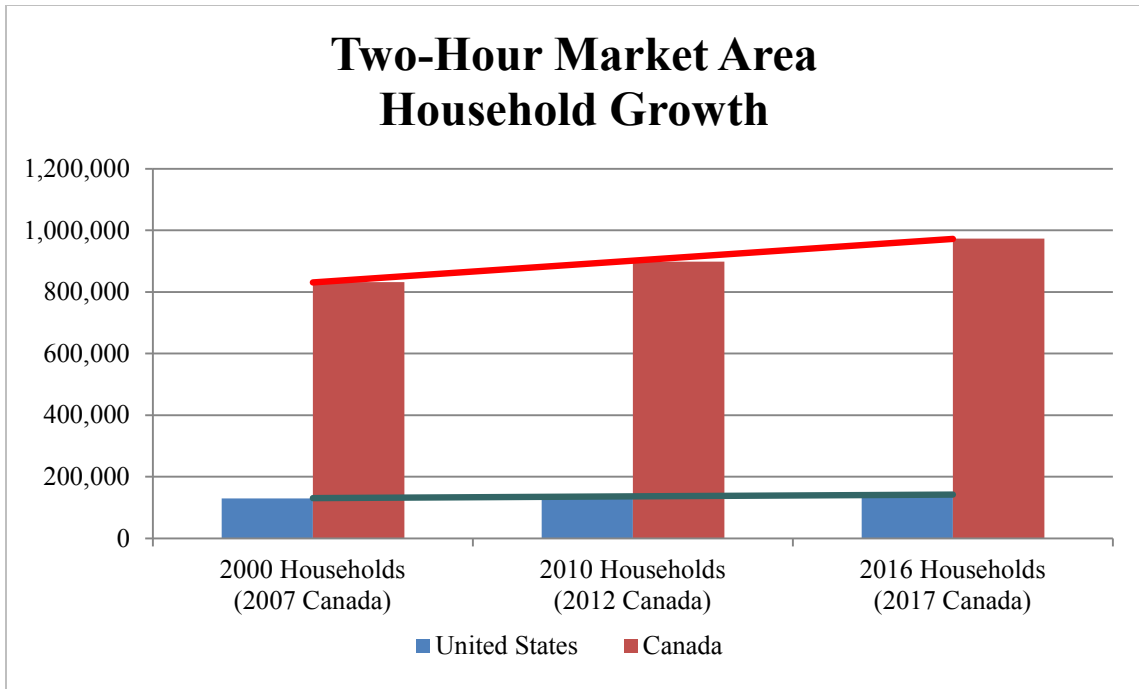
In Canada, over the time period 2007-2012, the market area experienced an increase in population of 5.8% (from 2,095,204 to 2,217,147) and the population is expected to increase to 2,358,339 by 2017, a projected increase of 6.4%.<sup>14</sup>

The number of households in the United States portion of the market area surrounding Ogdensburg is projected to increase at a rate of 9.1% from 2000-2016, while households in the Canadian portion of the market area are expected to increase by a larger percentage—17% over the period 2007-2017.<sup>15</sup>

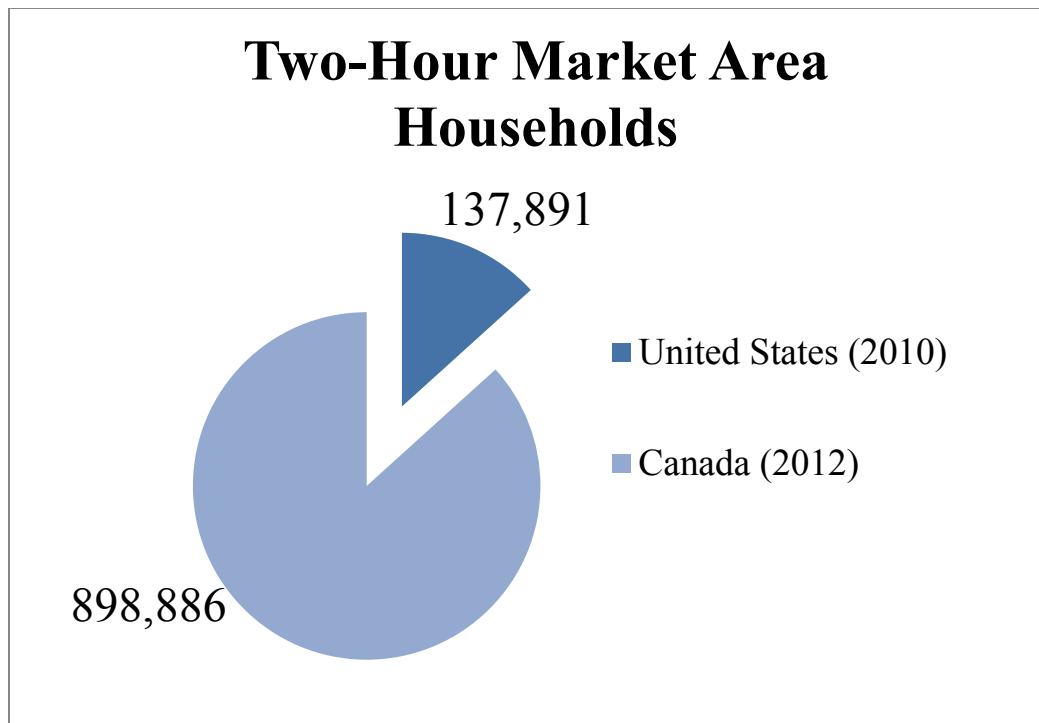
<sup>13</sup> U.S. Census Bureau, Census 2000 and 2010, and ESRI forecasts.

<sup>14</sup> Environics Analytics.

<sup>15</sup> U.S. Census Bureau, Census 2000 and 2010, ESRI forecasts, and Environics Analytics.



The following chart indicates the relative dominance of the Canadian portion of the market area within the two-hour drive time radius.



### Labor Force and Earnings

Within the United States, the 2010 population in the two-hour market area 25 years of age and older is generally well-educated, with almost half having completed some college (47.5%). Almost 20% of the population has a bachelor's or graduate/professional degree. In 2006, within the Canadian portion of the market area, over 80% of the population over 15 years of age earned a certificate, diploma, or degree, with 23.4% receiving a university certificate or degree.<sup>16</sup>

The median household income in the two-hour drive time in the United States was estimated to be \$42,831 in 2011, an amount that, while exceeding Ogdensburg's median income (\$33,708), is still below the nationwide United States and Canadian market area median income levels.<sup>17</sup>

	<b>Two-Hour Drive Time United States (2011)</b>	<b>Two-Hour Drive Time Canada (2012)</b>	<b>United States Median (2011)</b>
Median Household Income	\$42,831	\$73,394 CAD	\$50,227

*Source: U.S. Census Bureau, ESRI forecasts, and Environics Analytics.*

Within the United States market area, the median household income is expected to increase by 18.5% to \$50,753 in 2016 and in Canada to \$85,134 CAD (a 16% increase).

The following chart illustrates the income breakdown of households in the United States portion of the market area. The largest two categories fall within the \$50,000-\$74,999 (19.2%) and \$35,000-\$49,999 (16.2%) range, with the third largest category being those households making under \$15,000 (15.1%).<sup>18</sup>

<b>2011</b>	<b>US Two-Hour Market Area</b>
<b>Total Households</b>	138,605
< \$15,000	20,943
\$15,000 to \$24,999	17,786
\$25,000 to \$34,999	16,990
\$35,000 to \$49,999	22,461

<sup>16</sup> ESRI forecasts and Environics Analytics.

<sup>17</sup> ESRI forecasts and Environics Analytics.

<sup>18</sup> ESRI forecasts.

\$50,000 to \$74,999	26,615
\$75,000 to \$99,999	16,951
\$100,000 to \$149,999	12,512
\$150,000 to \$199,999	2,805
\$200,000+	1,533
Median Household Income	\$42,831

Source: ESRI forecasts.

In the Canadian portion of the market area, the largest income category in 2012 consisted of those households making over \$100,000 CAD a year (33.2%). The other categories have an almost equal portion of the households. This trend is expected to continue and in 2017 the over \$100,000 income category is expected to increase to 41.1%.

<b>2012</b>	<b>Canada Two-Hour Market Area</b>
<b>Total Households</b>	898,886
< \$20,000	88,781
\$20,000 to \$29,999	63,599
\$30,000 to \$39,999	69,274
\$40,000 to \$49,999	70,601
\$50,000 to \$59,999	69,023
\$60,000 to \$69,999	66,786
\$70,000 to \$79,999	62,985
\$80,000 to \$99,999	109,829
\$100,000+	298,008

Median Household Income	\$73,394 (CAD)
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Source: Environics Analytics.

### Employment

In the United States portion of the market area, the current employment in the region is dominated by the Services sector—approximately 51.0% of the employed population. The second largest sector is Retail Trade.<sup>19</sup>

<b>2010 Employed Population 16+ by Industry</b>	
Total	151,701
Agriculture/Mining	3.0%
Construction	6.1%
Manufacturing	7.7%
Wholesale Trade	2.6%
Retail Trade	12.4%
Transportation/Utilities	4.8%
Information	1.8%
Finance/Insurance/Real Estate	3.7%
Services	51.0%
Public Administration	7.0%

Source: ESRI forecasts.

In 2010, the civilian unemployment rate was 8.7% within the United States portion of the two-hour drive time area. The rate is projected to decrease to 7.1% by 2015.<sup>20</sup>

In the Canadian portion of the market area, the largest two occupation categories in 2012 were Sales and Service and Business, Finance, and Administration. In 2006 the unemployment rate in the Canadian market area was 5.8%.<sup>21</sup>

<sup>19</sup> ESRI forecasts.

<sup>20</sup> ESRI forecasts.

<sup>21</sup> Environics Analytics.

<b>2012 Type of Occupation</b>	
Management occupations	7.3%
Business, finance, and administration	13.0%
Natural and applied sciences and related	6.4%
Health	3.8%
Social sciences, education, government service, and religion	7.0%
Art, culture, recreation, and sport	2.4%
Sales and service	15.2%
Trades, transport/equipment operators, and related	7.5%
Primary industry	1.3%
Processing, manufacturing, and utilities	2.2%
Occupation Not Applicable	1.3%

*Source: Environics Analytics.*

### *Transportation Factors*

Access to a rapid and efficient transportation network is crucial to attracting new employment opportunities, as well as luring new visitors and residents to Ogdensburg. In the absence of a direct highway system to service the City, Ogdensburg must leverage the presence of its alternate transportation resources. These include Ogdensburg's deep water port facilities located on the St. Lawrence River, its local airport, and proximity of the Ogdensburg-Prescott International Bridge which connects the City to a readily accessible but largely untapped and deep Canadian market. The presence of these extraordinary assets can help mitigate the absence of a direct highway network, but they demand that the City pay particular attention to integrating these resources within the development plans and marketing of their BOA districts. The City should also take advantage of its port, rail, and airport connections to showcase the potential for the City to generate additional employment opportunities in the region.

Road Network: Ogdensburg is located near a number of key New York and Canadian metropolitan areas; however, it does not have direct access to a multi-lane, high-speed highway system. Without direct highway access and the presence of the St. Lawrence River and Adirondack Mountains, Ogdensburg is challenging to access via automobile from the

United States side, but relatively easy to access via highway from the Canadian side of the market area using the Prescott/Ogdensburg International Bridge.

Ogdensburg has access to three New York State intrastate roads:

- NY-37—An east-west route that runs along the southern edge of the City and parallel to the St. Lawrence River;
- NY-68—An east-west route through the City that connects to Canton and points east; and
- NY-812—A north-south route that connects to the Ogdensburg-Prescott International Bridge.<sup>22</sup>

Ogdensburg is also located between two major United States interstates, I-81 and I-87. I-81 is located approximately 40 miles to the southwest of Ogdensburg and provides access to the 1000 Islands Tourism Area, ON-401, as well as the New York towns of Watertown and Syracuse to the south. Interstate I-87 is the other major interstate in the North Country region providing access from New York City to Montreal. I-87 runs parallel along the Hudson River to Lake Champlain, terminating at the United States-Canadian border where it becomes Canadian Autoroute 15. ON-401 runs parallel to the St. Lawrence River on the Canadian side and connects to Autoroute 20 which links to a number of major Canadian cities. Canadian ON-416 serves as a convenient connection from Ogdensburg to Ottawa.

The Ogdensburg-Prescott International Bridge provides direct access to Canadian highways 401 and 416. Roughly 500,000 motorists cross the bridge annually, of this number approximately 400,000 vehicles are private automobiles. Over the past decade, commercial crossings have increased from 53,000 in 1999 to between 75,000 and 100,000 more recently.<sup>23</sup> Passenger cars pay a \$2.75 toll per trip in either direction of travel. Trucks pay according to number of axles. The bridge is open 24 hours a day and is owned and operated by the Ogdensburg Bridge and Port Authority (OBPA).<sup>24</sup>

Airports: The Ogdensburg International Airport is a general aviation facility operated by the Ogdensburg Bridge and Port Authority. The airport is served by Cape Air and currently operates service to Albany with continuing flights to Boston. The airport experienced increased passenger travel in 2010 with 2,329 passengers, an increase in ridership of 14.4% over the previous year.<sup>25</sup> The operator of the plane service estimates approximately 50% of passengers which are business travelers. Other passengers generally include government employees, commuters (to work or school), pleasure shoppers, and those making other airline connections.<sup>26</sup>

Regionally, Ogdensburg is an approximately 45-minute drive from the Ottawa International Airport. Over 4.6 million annual travelers go through the gates of the Ottawa International Airport, with over a million of those visitors coming either from the United States or other

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<sup>22</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

<sup>23</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

<sup>24</sup> Ogdensburg Bridge and Port Authority website. <http://www.ogdensport.com>. Accessed October 5, 2012.

<sup>25</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

<sup>26</sup> *Ogdensburg Waterfront Brownfields: Economic and Market Trends Analysis*, January 2012, Vita Nuova LLC.

foreign locations. Services at the airport are provided by 13 Canadian and United States air carriers.<sup>27</sup>

Rail: Currently, there is one active rail line in Ogdensburg, owned by the Ogdensburg Bridge and Port Authority and operated by Vermont Rail Systems.<sup>28</sup> This line, the New York and Ogdensburg freight line, extends from the Marine Terminal in Ogdensburg to the main Conrail line in Norwood, NY. The OBPA also operates a multimodal facility at the Marine Terminal. Rail traffic has steadily increased in recent years, with approximately 1,200 rail cars using the line in 2009. These cars handle a variety of cargo, including fertilizer, road salt, feed grain, glass cullet, iron oxide, and paper.<sup>29</sup>

Seaway: The St. Lawrence Seaway, a portion of the St. Lawrence River, is an international navigation channel linking the Atlantic Ocean and the Great Lakes. The Ogdensburg Bridge and Port Authority, an arm of the U.S. Department of Transportation, manages the Port of Ogdensburg, one of the active seaports located along the Seaway.<sup>30</sup>

The Port of Ogdensburg has the advantage of being the closest American port to Northern Europe and is the only American port located on the St. Lawrence River. Cargo handling has increased over the past 40 years—growing from 5,000 tons in 1971 to between 165,000 and 175,000 tons a year in the 1990s. It is estimated that traffic grew at an average annual compounded rate of 2.5% over the past 15 years. Due to the Port's growth, in 2011 OBPA earned the Seaway Pacesetter award in recognition of increased international cargo shipments during their 2010 season.<sup>31</sup>

In addition to handling commercial cargo, the Port also accommodates river cruise tours during the spring and summer months. According to officials at the Ogdensburg Bridge and Port Authority, Ogdensburg averages approximately 12 major vessels per season. However, several of these vessels come to the Port strictly to clear United States customs, as opposed to stopping in the area for passengers to disembark.

### **Demographic Analysis Summary**

- Population centers are in the Canadian market area – almost 900,000 households in the Canadian two-hour drive time area compared to slightly under 138,000 in the United States
- Ogdensburg households declined at a rate of 2.7% from 2000 to 2010
- Canadian market area population and households are growing at over twice the rate of the United States
- Over 298,000 households in the Canadian market area make \$100,000 (CAD) or more, while less than 17,000 households make an equivalent amount in the United States market area

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<sup>27</sup> Ottawa Macdonald-Cartier International Airport Total Passenger Volume (2008-2012). [http://ottawa-airport.ca/sites/default/files/yow/pax\\_stats\\_chart\\_-\\_july\\_12\\_eng.pdf](http://ottawa-airport.ca/sites/default/files/yow/pax_stats_chart_-_july_12_eng.pdf). Accessed September 15, 2012.

<sup>28</sup> Ogdensburg Bridge and Port Authority website. <http://www.ogdensport.com>. Accessed October 7, 2012.

<sup>29</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

<sup>30</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

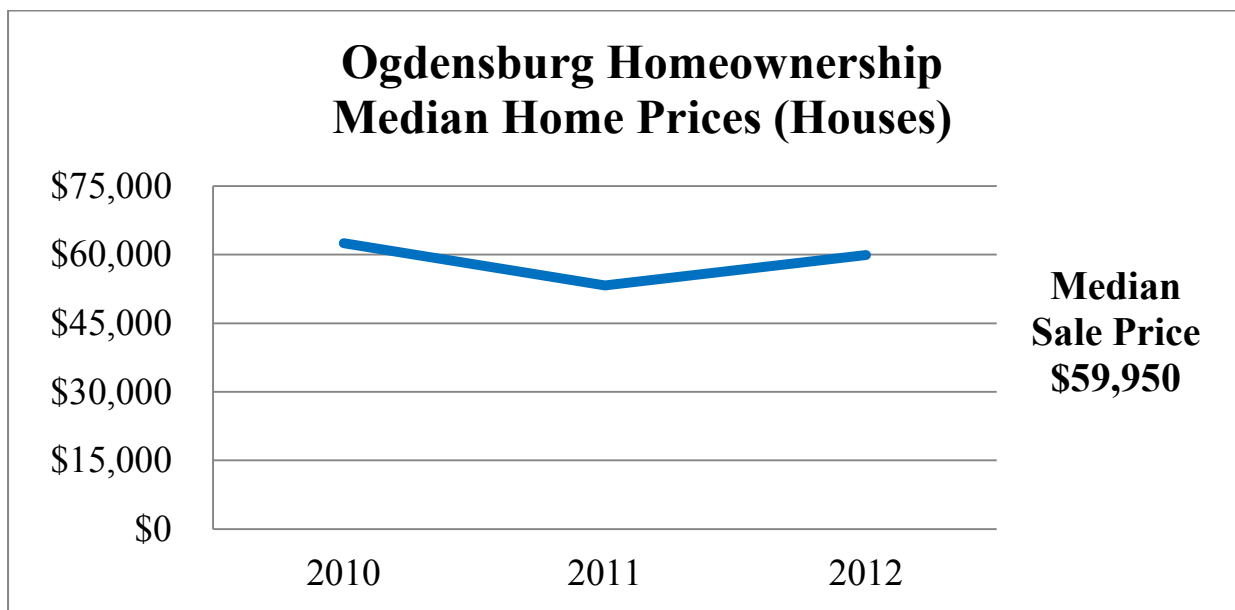
<sup>31</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

- Ogdensburg has robust transportation infrastructure that it must emphasize in marketing efforts

## Market Analysis

### *Housing Market*

As of September 2012 there were 62 homes listed for sale in Ogdensburg at a median price of \$59,900. The listing prices range from \$19,500 to \$239,900.<sup>32</sup> From 2010 through October 1, 2012, 240 homes were sold in Ogdensburg with sales prices ranging from \$7,500 to \$750,000. The volume of home sales in Ogdensburg has been consistent over the past years, with 79 homes sold through October 1, 2012, as compared to a total of 79 in 2010 and 82 in 2011. The median sales price of these homes was \$59,950.<sup>33</sup>



Rental units are also a significant portion of the Ogdensburg housing market, comprising 38.2% of the housing stock in Ogdensburg. This differs only slightly from the United States market area, which is 31.2%.<sup>34</sup>

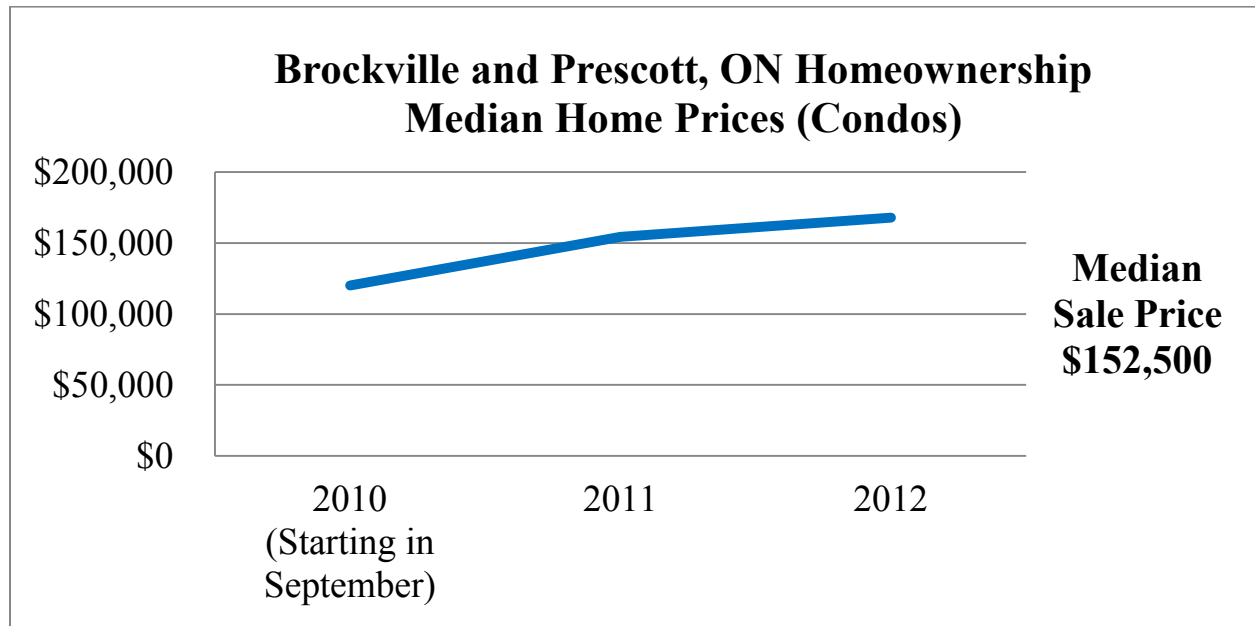
Currently, there are no condominiums within the City of Ogdensburg. While this represents a potential new market for homeownership along the waterfront, the City has no experience with this type of development. Nearby Canadian communities, such as Brockville, ON, have been extremely successful in revitalizing their waterfronts through condominium development and multi-family housing could be ideal for the BOA districts. However, before any development occurs, it is imperative that the City look closely at its tax structure to ensure that it adequately accounts for the increased density and does not overburden potential developments.

<sup>32</sup> Ogdensburg MLS Report, September 25, 2012.

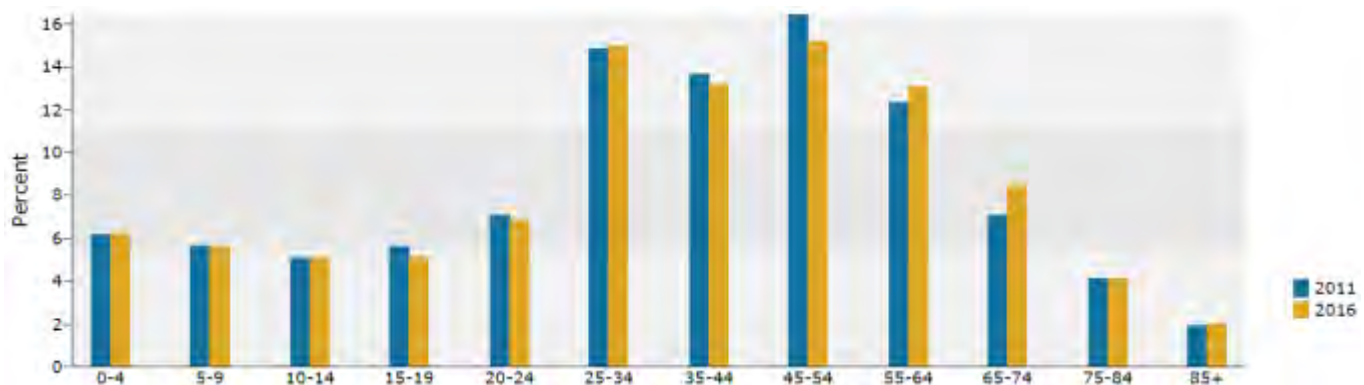
<sup>33</sup> Ogdensburg MLS Report, October 2, 2012.

<sup>34</sup> U.S. Census Bureau, Census 2010.

Across the St. Lawrence River in Canada, since 2010, 101 condominium units have been sold in Brockville and Prescott, ON. The median price for these units was \$152,500 (CAD). In 2011, 50 condominiums were sold in the area. Based on sales through the first three quarters of 2012, condominium sales should be in line with 2011. Sales prices are also increasing.<sup>35</sup>



The demand for new high-quality multi-family units should increase over the next few years due to the aging population of Ogdensburg. By 2016 it is estimated that over 27.6% of the city's population will be 55 years of age or older.<sup>36</sup>



**Figure 5: Age Breakdown in Two-Hour Market Area**

In addition, numerous local developers have said that Ogdensburg could be attractive to retirees and those seeking a second home from outside the region. To meet this potential

<sup>35</sup> MLS Report, Ottawa Board of Realtors, September 20, 2012.

<sup>36</sup> ESRI forecasts.

demand, local developers have been focusing on rental apartments and condominiums.<sup>37</sup>

These developers have created, or will be developing, approximately 25 units of new housing over the next few years. The for sale condominium units have 1,700 square feet with a selling price around \$180,000. The rental prices for those units are \$910 per month, as stipulated under the terms of a development grant the developer received for those units. This developer estimated that if he were able to charge a market rent for those new units, it would be \$1,200 a month. This differs from a local real estate agent who said that area one bedroom apartments range from \$375-\$550 a month and the rent for a single family home range from \$500 to \$1,000 a month.<sup>38</sup>

### **Housing Market Summary**

- Nearly 40% of housing units in Ogdensburg are rentals
- Anecdotal evidence suggests that multi-family housing is viable on the BOA districts
- Housing developers in the United States and Canada have expressed interest in BOA districts
- Ogdensburg housing stock does not meet all market niche requirements
- At this point, the depth of the market has not been estimated

### *Tourism Market*

Ogdensburg is one of a series of waterfront communities lining both sides of the St. Lawrence River whose history is firmly anchored in an industrial past. Unlike Ogdensburg, many of these cities have now repositioned their waterfronts to capitalize on tourism and leisure travel for much of their economic activity. On the United States side, Ogdensburg is located in the geographic center of the 1000 Islands Tourism Area. However, the region's true center lies over 40 miles away in the bustling towns of Alexandria Bay and Clayton. Today Ogdensburg, despite its strategic location and resources such as the Frederic Remington Museum and Fort de La Presentation re-enactments, plays only a minor tourism role when compared to the surrounding regional communities.

While Ogdensburg would appear to have the inherent assets necessary for long-term success as a place to live, work, and visit, it lacks an overall sense of vitality which exists in the 1000 Islands community on both sides of the St. Lawrence River. To take full advantage of its waterfront potential, Ogdensburg will need to establish a sense of “place” – a distinctive waterfront community that provides the key ingredients required to catalyze ongoing change. These key ingredients include:

- Strong links to the past which stir a sense of continuity and belonging (e.g., redefining itself as a North Country area which offers tourists the places and activities that authentically represent the stories and people of the past and present). This will encompass historic, cultural, and natural resources, as well as more contemporary settings that provide distinctive, memorable, and enjoyable experiences. For example, vibrant commercial districts, lively waterfront areas, and a thoughtful mixed use development in the City's waterfront BOA districts that offer a blend of public and private spaces. Today's Ogdensburg offers several strong heritage tourism assets that

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<sup>37</sup> Interview with Gilbert Jones, August 15, 2012 and interview with Billy Hosmer, August 16, 2012.

<sup>38</sup> *Ogdensburg Waterfront Brownfields: Economic and Market Trends Analysis*, January 2012, Vita Nuova LLC.

provide satisfying visitor experiences to a wide range of audiences, including those available through the Frederic Remington Museum and Fort de La Presentation. With a steady stream of leisure visitors crossing the Ogdensburg-Prescott International Bridge, transient boaters plying the St. Lawrence River waters, and east- and west-bound vehicular traffic travelling along Route 37 and the Great Lakes Seaway Trail, the potential for additional tourism is significant.

- Awareness of the City's bright future, which fuels optimism and the desire to invest time, money, and ideas; and
- A distinctive built environment with the personality, services, and scale that evokes positive psychological responses.

Together, these ingredients will work to create a sense of place that grows stronger over time. While visitors will never understand a community's sense of place as deeply as life-long residents, they can recognize it within a very short time.

In this context, Ogdensburg presents a challenge. On one hand it offers many of the qualities inherent in healthy communities offering a strong sense of place. The qualities include:

- Compelling community heritage and champions devoted to sharing it, most notably the Frederic Remington Museum and Fort de La Presentation;
- Historic buildings and fabric, resulting in a scale that promotes walkability, especially along the waterfront;
- Stable area employment and reliable employers like the New York Corrections Department, New York Office of Mental Health, and basic sector manufacturing activity;
- Strong and direct linkages to Canada and distant markets;
- Network of infrastructure encompassing road, bridge, rail, air, and water transport;
- Strong market potential in part due to the draw the City exerts on rural communities in northern New York and southeast Canada; and
- Emerging plans to address the key waterfront BOA districts.

However, Ogdensburg suffers from impediments to fulfilling its tourism potential, including:

- Vacant and underperforming buildings and businesses, many of which need simple painting and refurbishing;
- Shuttered entertainment resources, such as the local movie theater located in the downtown;
- Inadequate linkages to the Frederic Remington Museum, which despite its excellent reputation and significant collection does not have a large impact on the City's downtown;
- Gaps in the retail menu, despite a market area that reaches across the border into Canada; and
- An economic climate that fails to generate enough return to justify rehabbing many of the older historic buildings within the City.

A vibrant tourism market cannot rely on a single resource, such as the Frederic Remington Museum, to draw large numbers of visitors. Creating a robust tourism market requires a network—an interactive web of support, services, and activities that allows the community to

reach its full potential of support in both the volunteer and paid employment sectors. Civic activities designed to prime the tourism pump that require modest capital sources, such as a schedule of waterfront concerts and farmers and flea markets, will draw visitors to the City at low cost.

Identifying, reaching out to, and establishing a cultural volunteer network can be a rewarding and uplifting experience for the community. Formalizing this effort through the creation of a non-profit organization devoted to cultural activities can be achieved over time. Such an organization could potentially undertake development of the now vacant movie theater, turning it into a profitable enterprise and using the proceeds to enhance arts throughout the community. Apart from providing access to current movies, under the stewardship of a non-profit, the theater could also offer a tourism theater experience. This theater experience could include informative films depicting the heritage of Frederic Remington and Fort de La Presentation.

Ogdensburg's distinct heritage resources and cultural activities can also enhance the City's more traditional economic development activities. Those communities that actively invest in culture exude can-do spirit and success, making them better choices for investments like conferences or business expansions. Heritage resources show that a community cares about itself and invests in quality of life. That powerful message resonates with business leaders, whose first exposure to an area may be as a tourist. Ogdensburg's investment in heritage assets can deliver a number of measurable benefits:

- **Benefits to Ogdensburg's citizens.** Heritage assets strengthen ties between residents and their community. Residents who understand their heritage appreciate how others created societies, forged economies, and used ingenuity to contend with the land, the water, and other resources. For Ogdensburg, this perspective fosters an awareness of the community's role in the formation and maturation of a state and a nation. Heritage assets immerse people in environments that foster learning and appreciation, making real what is at stake.
- **Benefits to Ogdensburg's local businesses and overall economy.** Heritage assets deliver both direct and indirect economic benefits. Heritage-motivated tourists, who spend about 22% more per person per trip than other leisure visitors, function as an export industry by bringing in outside dollars that circulate throughout the economy, create jobs, and generate local and state tax revenue. These dollars, and subsequent rounds of spending, cycle through the economy, disbursing benefits throughout the region. Given that border communities like Ogdensburg experience boom-bust cycles based on the strength of the Canadian and United States dollars, investments that increase the region's distinctiveness and appeal to high income travelers make economic sense.
- **Benefits to Ogdensburg's quality of life.** Heritage resources confer cultural, social, recreational, and aesthetic benefits, fostering community pride, civic engagement, and outdoor recreation. These benefits all correlate to personal well-being and validate the decision to choose Ogdensburg as a place to live and work.

### **Tourism Market Summary**

- Ogdensburg has key tourism advantages:

- Setting
- Access to United States and Canadian markets
- Robust affinity groups (heritage tourists, boaters, festival attendees, etc.)
- Challenges to building a thriving tourism market include:
  - Competition from existing well-known tourist destinations, such as the 1000 Islands
  - Undefined branding of the Ogdensburg market
  - Lack of local capacity (e.g., staffing, volunteers, funding sources)
- Ogdensburg has a number of potential actions that could increase tourism:
  - Capitalize on existing assets (cultural, heritage, and recreational)
  - Highlight and build upon waterfront activities with a unique brand
  - Focus on creating tourism infrastructure (e.g., exploring the creation of new attractions such as promoting the area’s past railroad experience, scuba diving, and related water activities)
  - Building interest within the City by creating a schedule of waterfront activities, including free concerts, antique auto shows, farmers markets, and flea markets

### *Retail Market*

Ogdensburg, like many older cities, has seen retail development shift from its historic downtown areas to suburban strip-style developments on the edge of its municipal boundaries. The Gateway Shopping Center and the Seaway Center are no exception and currently provide over 300,000 total square feet of retail space located along NY-37/NY-812. As of January 2012, there were only 19,500 square feet of available space between those two properties.<sup>39</sup>

Conversely, within downtown Ogdensburg, there are a number of vacant commercial properties for sale. The sales prices for these properties range from \$12.70 per square foot to \$144.38 per square foot.<sup>40</sup> While the redevelopment of the downtown commercial area may never reach its former glory—before failed Urban Renewal policies gutted much of the downtown area—the successful redevelopment and population of the BOA districts will promote new commercial activity along Ogdensburg’s “main street.” Design of the BOA districts must take into account their proximity to the heart of the Ogdensburg. The success of the BOA districts must, by definition, constitute success for the City as a whole.

Several developers within the Marina District have focused heavily on addressing the lack of services for boaters in the area through the development of additional boat slips and creation of facilities for boat repairs. New marina spaces are being rented at \$30 per linear foot for the season and winter storage space is renting at \$14 per foot, plus tax.

One Marina District owner noted that in its prime, the Marina District was home to two hotels and over 25 bars and restaurants and was anchored by a roller rink. A number of the

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<sup>39</sup> *Ogdensburg Waterfront Brownfields: Economic and Market Trends Analysis*, January 2012, Vita Nuova LLC.

<sup>40</sup> *Ogdensburg Waterfront Brownfields: Economic and Market Trends Analysis*, January 2012, Vita Nuova LLC.

district property owners have expressed a desire to bring a hotel back to the waterfront area along with restaurants.<sup>41</sup>

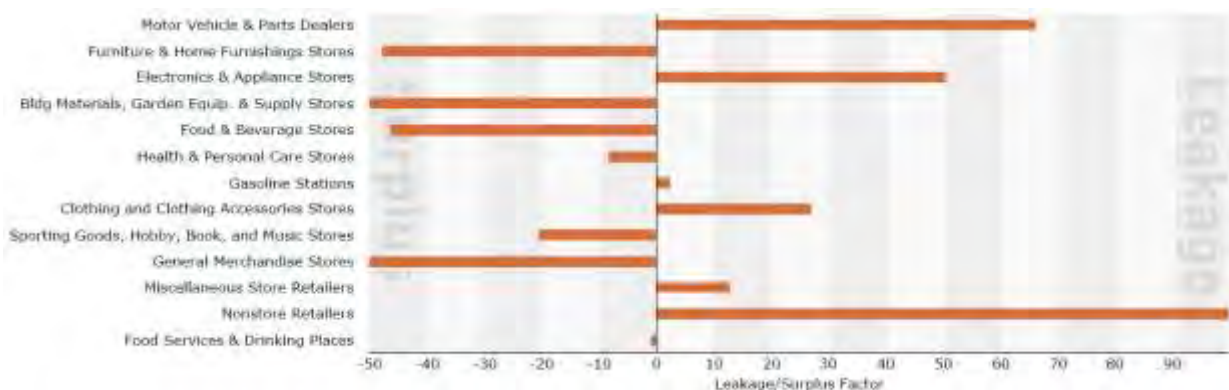
An Ogdensburg commercial real estate broker and property owner noted that current rental rates range from \$8 per square foot to \$10 per square foot depending on the tenant and location. National triple net tenants in the larger shopping centers pay on the lower end of the rental prices, while locations near to the waterfront can be as high as \$10 square foot, including utilities and taxes. Over the past few months the broker has begun to see an uptick in interest in businesses taking spaces in Ogdensburg and a decrease in the number of commercial vacancies.<sup>42</sup>

The residents of Ogdensburg and the surrounding communities within a two-hour drive on the United States side of the St. Lawrence River spend less than the average American household on most goods and services. The region's shoppers tend to be more conservative in their shopping patterns; they tend to purchase brands and products that are familiar.<sup>43</sup>

However, their lack of purchasing power is offset by Canadians who take advantage of the cheaper prices and higher quality of goods that are available in the United States. Interviewees specifically noted that Canadian shoppers purchase gas, select food products, and use the Ogdensburg UPS Store and post office for a United States address.

Ogdensburg serves as the primary shopping destination for goods in the region. However, a leakage analysis reveals there are still areas for improvement. These include:

- Motor vehicle and parts dealers
- Electronics and appliances
- Gasoline stations
- Clothing and clothing accessories
- Miscellaneous stores
- Nonstore retailers<sup>44</sup>



<sup>41</sup> Interview with Ramona A. Breen, August 16, 2012.

<sup>42</sup> Interview with Connie Augsbury, September 21, 2012.

<sup>43</sup> ESRI Tapestry descriptions.

<sup>44</sup> ESRI and Infogroup.

## **Retail Market Summary**

- Main shopping areas are the Gateway and Seaway Shopping Centers
- Additional analysis of Canadian buying trends could lead to additional retail opportunities
- Opportunity exists to capitalize on retail gaps and pent up demand in the BOA district

## *Market Survey*

In an attempt to begin gathering information on the potential depth of the market of users for the Ogdensburg waterfront, Vita Nuova developed an online survey, in conjunction with the BOA Steering Committee. The survey was sent to email lists provided by the Frederic Remington Museum and Fort de La Presentation Association and was available for one month. The goal of the survey was to reach those who lived outside Ogdensburg, but had some connection to the City. Key target groups included alumni of the high schools, members of families that moved away from the City, as well as visitors from Canada and the United States.

The survey received 144 responses from individuals representing a variety of ages, incomes, and current locations. 90% of those surveyed reported they grew up in Ogdensburg, while 29% currently live in Ogdensburg, and 58% have lived in Ogdensburg in the past, but currently live elsewhere. For those that once lived in Ogdensburg but have moved away, over 62% relocated for employment reasons, followed by 19% who decided Ogdensburg was no longer right for them. Of those 19%, the majority cited a lack of employment opportunities as the primary reason why they left Ogdensburg.

For those surveyed who have only visited Ogdensburg, 50% said they visited Ogdensburg to see friends or family. 44% also reported they have visited to see area cultural attractions (reenactments, museums, festivals, etc.).

When survey participants were asked if they plan to relocate in the next five to ten years, only 26% of those surveyed said yes. A majority of that group (74%) said they are most likely to own their next home, as opposed to renting. When questioned about the type of community they would like to live in, 64% of participants selected waterfront, followed by walkable (50%), affordable (36%), and family centered (30%). When asked to choose attributes of a waterfront community where they could envision living, participants rated the following as most desirable: walking, running, biking trails (52%), boating (51%), cultural activities (46%), and entertainment (43%). Participants were also asked to select attributes that would most attract them to a waterfront home; the highest rated attributes were: natural beauty (67%), activities along the waterfront (47%), and access to a walkable community (40%). When asked if they would consider living on the Ogdensburg waterfront, 19% of responders said yes and an additional 21% said yes, if the sort of improvements discussed in the survey introduction were made.

The survey reveals that there are a large number of households and families with connections back to Ogdensburg that are interested in the waterfront. However, in order to capitalize on this market, the City must carefully structure the BOA districts development to meet the needs of these potential citizens, as well as current citizens.

## Development Analysis

The Ogdensburg waterfront has a number of unique characteristics that are not provided elsewhere in the region. It is one of the few areas with large parcels of developable land, located on the waterfront, with access to existing infrastructure, and a year-round community.<sup>45</sup> The following analysis provides an in-depth look at additional land that is available for development outside of the BOA districts, as well as comparable communities that can serve as models as Ogdensburg moves forward on its BOA development strategy. It then analyzes the BOA districts' development potential, focusing on key strategic sites within each individual district.

### *Land Available for Development*

Within the city limits of Ogdensburg, the largest tracts of developable land with access to infrastructure are the four key BOA districts, as well as a 37-acre parcel owned by the New York State Office of Mental Health (OMH). This 37-acre parcel is located along Route 37, adjacent to the Ogdensburg Correctional Facility and the St. Lawrence Psychiatric Center Hospital facilities.

This property is now being evaluated by the OMH as a possible location for new residential housing to replace the antiquated and inefficient residential buildings located on the hospital campus. The OMH indicates that the majority of their psychiatric staff are foreign born with no family or other connections to the City of Ogdensburg or North Country region. As such, the OMH has used their aging housing stock as a recruitment tool to attract psychiatric staff who otherwise would have no ties to the community. Having on-campus housing facilities gives the hospital the opportunity to attract high-level professional staff to the area by providing them not only with essential housing which is proximate to their work, but allows the OMH to provide their staff with a sense of community.

There are currently seven private residences and one five-unit apartment building on the hospital campus providing a mix of one, two, and three bedroom units. These out-dated units present constant maintenance challenges for the OMH. In response, the OMH is now considering the development of their 37-acre property as a potential solution to their housing problems. The OMH is looking to develop a public-private partnership with a developer to build 12 units of professional staff housing combined with additional market-driven units. Given the fact that the land is State-owned, it is likely that issues affecting alienation of the property will preclude development of the additional market driven units as condominiums. Determining the ownership form of development will be one of the initial tasks the OMH will have to resolve as they move forward with their public/private venture.

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<sup>45</sup> Interview with Jason Pftonehauer, August 16, 2012.



**Figure 6: Office of Mental Health Developable Land**

In addition to the OMH site, the Ogdensburg Bridge and Port Authority recently designated its surplus six-acre St. Lawrence River waterfront parcel as possible high-end residential development. The Port is currently studying the development potential for the site, as well as establishing market parameters.<sup>46</sup>

Despite the presence of other developable parcels of land, the BOA districts designated by the municipality as opportunities for development are unique within the larger region. During an interview with Jason Pftonehauer, planner for St. Lawrence County, he stated that there were no other large-scale development sites within the North Country region that offer the same development opportunity as Ogdensburg's waterfront properties. The attractive combination of unobscured water frontage, existing infrastructure, and large development sites, combined with the City's provision of essential services, make Ogdensburg, and the BOA districts in particular, a unique opportunity for development.<sup>47</sup>

### *Comparable Communities*

While Ogdensburg stands alone in the region by virtue of possessing the unique development opportunities inherent in its BOA districts, there are a number of comparable and competing regional towns and cities. These towns and cities will all compete for the same pool of residential and commercial users which Ogdensburg must attract as it moves forward on its plan to develop and market its BOA districts. The communities discussed below can act as reference points for Ogdensburg; the City must learn from other area's successes and failures in order to create their own market strategies going forward. The ultimate potential for development of the BOA districts will primarily rely on the City's ability to fully understand, reach, and attract a market that goes well beyond the community of Ogdensburg to the much deeper Canadian marketplace.

<sup>46</sup> Interview with Ramona Breen, August 16, 2012.

<sup>47</sup> Interview with Jason Pftonehauer, August 16, 2012.

Within the North Country region, a number of competitive waterfront neighbors lie along the St. Lawrence River on both the United States and Canadian banks. These include Clayton and Alexandria Bay in New York and Brockville and Prescott in Ontario. The successes of these towns' waterfront redevelopment collectively demonstrate the importance of:

- Animating the waterfront and facilitating ease of water access for small craft;
- Fostering interaction between the maritime and leisure boating sectors;
- Consolidating commercial and maritime activity along the waterfront to create critical mass necessary to attract boaters;
- Encouraging the adaptive reuse of historic buildings and infill development;
- Providing a steady stream of cultural programming to draw and engage residents and visitors;
- Balancing quality control via land use regulations with design freedom to create a distinctive built environment;
- Controlling how pedestrian and vehicular traffic interact; and
- Facilitating ease of customs procedures to make Ogdensburg's marinas "user friendly" for Canadian boaters.

Like Ogdensburg, Clayton benefits from a nearby bridge to Canada. Clayton's setting on a peninsula in the St. Lawrence River, approximately 48 miles up the St. Lawrence River from Ogdensburg, enables the community to divide its water frontage into multiple zones serving commercial, tourist, and leisure boating interests, along with public beaches for swimming and passive recreation. All of these uses take advantage of the water views. The land use pattern is dense and walkable and the peninsula funnels visitors towards the downtown crossing area. However, the majority of activities lie along the roads lining the bay. This pattern encourages pedestrians to explore. Transient slips for cruisers, excursion boats, commercial fishing vessels, and passing cargo ships help create activity on the waterfront during the summer months and provide visual interest.

Clayton's cultural amenities—principally the Antique Boat Museum and its vessels, the 1000 Islands Museum, the American Handweaving Museum, and the Clayton Opera House—are large draws for visitors and encourage return visits throughout the year in order to fully explore the area. The attractions themselves take ownership of key regional themes, including boating, fishing, and the 1000 Islands themselves. Clayton's festivals also take advantage of these themes, showcasing the area's food, drink, song, and recreational pastimes, such as fishing and artistic expression.

Alexandria Bay, slightly over 10 miles up the St. Lawrence River from Clayton, benefits from its vibrant harbor and proximity of two of the most impressive island castles: the Boldt Castle on Heart Island and the Singer Castle on Dark Island. These castles are surrounded by a series of notable island compounds known as "Millionaire's Row." Alexandria Bay has chosen to distinguish itself as a place for fun and is considered by many to be a summer-only destination. That, coupled with its excellent transient boating accommodations and service facilities, has made Alexandria Bay a popular stop for summer boaters. Alexandria Bay is home to numerous restaurants and bars offering dining options at a variety of different price points. Live music is also a key draw for visitors.

The Alexandria Bay community emphasizes pure entertainment and recreation as opposed to promoting historic connections. For example, the islands are used to underscore the area's excellent fishing and boating. The captains of industry who built Millionaire's Row chose the area because of its excellent fishing and boating. Even the region's Iroquois and Algonquin lore has been repurposed to suggest the region played a role as their summer fishing grounds. In addition, Alexandria Bay's hospitality industry works collaboratively to position Alexandria Bay as a premier venue for weddings and other celebrations.

Like Clayton, Alexandria Bay features dense development patterns, but there are gaps in the urban fabric illustrating its organic evolution. Just a block or two off the central spine, the quality of the rehabilitation work on the older homes declines. At the same time, the community seems vibrant and engaged.

Across the St. Lawrence River from Ogdensburg, Prescott, ON, also heavily emphasizes history and culture. Prescott is seizing the opportunity to capitalize on its association with the War of 1812, its shipping heritage, and its relationship to the St. Lawrence River. In many ways, Prescott and Ogdensburg share the same history; however, Ogdensburg has not explored their past at the same level as Prescott. At Prescott's Fort Wellington, there is a theatrical show in the 1838 structure built on the remains of an 1812 fortification. Each summer the St. Lawrence Shakespeare Festival holds productions on the banks of the river near the marina serving transient boaters. It also stages shorter runs during the winter season. The Culture Festival is another example of how Prescott has leveraged its historical connections by promoting activities, like the Loyalist Days, that feature numerous historic reenactments at the Fort.

Prescott also emphasizes its shipping past with the Forwarders Museum and Visitors Centre, located in a one-time warehouse. These attractions commemorate Prescott's significance as a shipping port and its role opening western Canada for settlement. Prescott features numerous attractive historic buildings and an intact downtown. Today, the downtown houses a mix of uses geared towards satisfying the needs of residents and visitors.

Brockville, ON, located west of Prescott along the St. Lawrence River, is a city of approximately 21,000. With the rejuvenation of its downtown waterfront, Brockville is a model of revitalization. Brockville also boasts a number of boating assets, including a deepwater municipal marina, a yacht club, repair facilities, and stores offering key boating provisions.

Over time, Ogdensburg lost many of its connections to these Canadian communities as family ties lessened, the ferry was taken out of service and replaced by the Ogdensburg-Prescott International Bridge, and homeland security rules were strengthened. However, these communities demonstrate successful models that can be emulated and offer important networks as Ogdensburg seeks to revitalize its own waterfront.

### *BOA District Development*

As mentioned above, over the past decade, significant redevelopment efforts have been implemented in Canadian cities on the northern banks of the St. Lawrence River. Cities such as Brockville and Prescott, ON have created vibrant mixed-use communities along their formerly brownfield strewn shorelines. Redevelopment has included creating multi-family housing combined with retail and recreational spaces. These uses all take advantage of the St. Lawrence River frontage and historical activities that are prominent throughout the region.

Given the size of the development sites, the locational advantages of their waterfront access and the available municipal infrastructure, the development of the BOA districts in Ogdensburg, like their counterparts on the Canadian side of the St. Lawrence River, will support a mix of residential and commercial uses. These uses must be designed and developed in a scale and manner which will provide a unique waterfront lifestyle for a combination of retirees, professionals working in Ogdensburg, as well as summer residents. The development of the waterfront BOA districts has the potential to help Ogdensburg, in part, redefine itself both historically, by virtue of the sites supporting and capitalizing on the history of the Fort de La Presentation experience, and by defining Ogdensburg as a vibrant waterfront community offering a range of activities that will attract both United States and Canadian residents and tourists.

In addition, the BOA districts possess the development potential to generate employment opportunities within several sectors of the local economy. Direct jobs created could include:

- Construction jobs, which given the size of the development sites will provide multi-year employment;
- Retail employment opportunities related to waterfront commercial development which will compliment and support housing development ;
- Tourism jobs created by capitalizing on the development of the Fort de La Presentation, as well as enhanced marketing and exposure of the Frederic Remington Museum; and
- Marine employment related to increased development of marinas in the area to attract boaters, as well as possible marine repair facilities in the area.

The following sections provide an overview of each BOA district and identify strategic sites for each area. The BOA program defines strategic sites as those parcels of property where development will act as a catalyst to spur adjacent development throughout the larger BOA district. In this regard, Vita Nuova has identified strategic sites it recommends the City pursue as potential early action projects intended to set the stage for development of surrounding areas.

#### Marina District

The Marina District consists of over 42 acres of land in the central part of the BOA. With dozens of separate parcels, comprehensive development in the Marina District is especially challenging due to multiple ownership of the parcels. The Marina District currently has a high vacancy rate, although new private residential/commercial investment is beginning to occur along the Oswegatchie River.

One owner/developer purchased a waterfront property in a bank foreclosure proceeding and has recently completed development of a new residential and commercial building fronting the Oswegatchie River. The building now contains two rental apartments and a ground floor tackle shop connected to a bar and restaurant. The owner purchased the property in 2007 and has put considerable equity into the project. The City also provided some subsidy for the housing development, as well as a façade grant. In addition to the building, the owner has developed docking facilities for 40 boats up to 26 feet in length. This marina was 60-75% full during the summer of 2012 and the owner expects to add an additional dock and reach capacity in 2013. The docking facility is one of the few in the area that offers gas for boaters.

Another adjacent owner/developer purchased the former Ramada Inn and adjoining historic power plant and is actively refurbishing the buildings for residential condominium sale. He expects to develop a total of 23 units of approximately 1,700 square feet each. The expected sales price for the units is \$180,000. This owner has already refurbished the existing marina serving the property and built a restaurant/bar along the waterfront. The marina was 20% full in summer 2012.

Three of the owners interviewed indicated the need and desire to see the Marina District develop boat repair facilities (the nearest such facility is 18 miles away). Historically, the district contained numerous manufacturing plants, as well as nearly 25 bars or restaurants together with two hotels. A skating rink located in the district was a key attraction for residents until it closed in the 1970's.<sup>48, 49</sup>

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<sup>48</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

<sup>49</sup> Interview with Gilbert Jones, August 15, 2012 and interview with Billy Hosmer, August 16, 2012.



**Figure 7: Marina District Strategic Sites Map**

**Strategic Sites:** The above highlighted properties are suggested as strategic sites for development within the Marina District. Over five acres in size, privately owned, and strategically located in the heart of the district, the successful planning and implementation of a development plan for these sites, which is sensitive to the City and owners' needs, will help catalyze development of all adjacent vacant properties within the district. Reflecting its maritime heritage, complimentary boat-oriented activities, including repair, should be considered at some level in the analysis. The appropriate redevelopment of these sites will serve as a catalyst for the revitalization of the rest of the area.

#### Fort de La Presentation

The Fort de La Presentation district is almost 35 acres in the center of the BOA at the confluence of the St. Lawrence and Oswegatchie Rivers. At the center of the district is the former Fort de La Presentation site, where the Fort de La Presentation Association, a non-profit dedicated to sponsoring "the historically accurate reconstruction of Fort de la Presentation in close proximity to the original site, and to administer an ongoing presence".<sup>50</sup> The Fort de La Presentation Association is currently working to construct a replica of the Fort, an interpretive center, as well as complementary water-related uses. Throughout the year, the Fort de La Presentation Association holds periodic battle re-

<sup>50</sup> Fort de La Presentation website. <http://www.fort1749.org>. Accessed November 7, 2012.

enactments at the site and has an annual Founders Day festival in mid-summer. These events attract hundreds of visitors each year.

Currently, a large portion of the district is vacant; however, there are several residences on the peninsula, including the Ogdensburg Lighthouse. The City owns four acres fronting the arterial road and the remaining land is privately owned.<sup>51</sup>

**Strategic Sites:** While development of Fort de La Presentation will encompass almost the entire peninsula, constraints on the area, such as floodplain, may render the current conceptual master plan unachievable. Further analysis of the floodplain and options for raising it should be part of the next phase of the BOA work. In addition, alternative strategies need to be developed should the constraint of the floodplain be insurmountable. Finally, because attracting visitors to the waterfront is crucial, benefits from any new adjacent private development should accrue to the Fort development. This could include the completion of some form of Fort interpretation, such as a Mohawk “long house,” a smaller interpretive center, or interpretive signage. See the Strategic Issues and Opportunities section for more information.



**Figure 8: Fort de La Presentation Strategic Sites Map**

<sup>51</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

### Former Augsbury Tank Farm

As the name suggests, the Augsbury district was previously a storage facility and terminal for bulk storage of petroleum products in aboveground storage tanks, as well as coal storage. These uses were reported as far back as the 1930s.<sup>52</sup>

The primary Augsbury district consists of approximately 26 acres located on the north side of Riverside Avenue between Paterson Street and Franklin Street. The City owns the northern most parcel, a slim sliver of land adjacent to the Ogdensburg Bridge and Port Authority property, and is currently under contract with the Kiwanis Club to purchase a key intervening parcel which sits in the middle of the primary development site (parcel #57). The contract with Kiwanis is subject to the City procuring funds to remediate the site from a State funding source that no longer exists.

A Canadian developer has expressed continued interest in developing a portion of the Augsbury district bounded by the St. Lawrence River on the north, Franklin Street on the east, Riverside Street on the south, and Caroline Street on the west. This portion of the Augsbury district lies directly adjacent to the City's marina walkway and park area, which is home to the new Visitors Center. Comprised of seven separate parcels owned by the City and one private owner, the developer envisions the approximately 3.5-acre site as residential condominiums with adjacent boat slips. This would be handled through an easement along the waterfront, thus connecting the remainder of the Augsbury district to the Visitors Center park and marina.

Averaging 1,200 square feet to 1,300 square feet, the developer envisions construction costs with infrastructure totaling approximately \$180 per square foot. This developer, who builds extensively in Canada, considers this construction price to be extremely competitive with Canadian pricing and largely attributes the pricing to lower construction labor costs in the United States. He views labor costs as being approximately 25% lower in the United States than on the Canadian side of the St. Lawrence River. With a price point of approximately \$180,000 per unit as his target, including a boat slip, the developer is evaluating construction of upwards of 35 units, 25% of which he anticipates will be purchased as second homes by Canadians.

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<sup>52</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.



**Figure 9: Former Augsburg Tank Farm Strategic Sites Map**

**Strategic Sites:** The yellow highlighted parcel in the center of the Augsburg district represents a strategically located development parcel. Privately owned, this parcel bisects the entire site and steps must be taken to assure the development of this and surrounding parcels are done contextually. This strategic site should not be considered for development on its own, but its development should be linked with the surrounding privately-owned parcels via a development agreement binding all three property owners. An in-depth development study of the entire area is recommended to determine how best to efficiently develop the properties in a manner that reflects the highest and best use of the entire area from both the City and private owners' perspectives. It may be possible to carry out a pilot redevelopment on the westernmost parcels.

#### Diamond/Shade Roller District

The Diamond/Shade Roller District is a 45-acre area situated on the southwestern edge of the designated BOA districts. The Diamond site is bounded on the southwest by the City's water supply facility, to the southeast by Pearl Street and an adjacent warehouse, to the northeast by the Shade Roller site, and to the northwest by the St. Lawrence River. Historic uses of the site included industrial operations, including a shipyard, log yard, and paper mill. The pulp and paper mill closed in 1987 and from then until the early 1990s, the site underwent salvage operations, removing recyclables from the buildings. The City acquired the site in 1992. A privately-owned 72,000 square foot former warehouse

building formally serving the Diamond plant is still in use as a winter boat storage facility and, according to the owner, is largely used by Canadians. This building abuts the City-owned Shade Roller site that fronts the St. Lawrence River. During the past century, the Shade Roller site was used for mostly industrial purposes, including boat and matchstick manufacturing, brewing, shade roller manufacturing, and milling.<sup>53</sup>

**Strategic Sites:** The entire Diamond/Shade Roller District is, by definition, a strategic site. Its development as a Planned Unit Development cannot be subdivided without compromising its full development potential. While early action strategies would suggest developing fully remediated properties first, careful economic analysis of this district in terms of infrastructure, development, and related soft costs will determine how to efficiently stage development, an effort that is beyond the scope of this study.



Figure 10: Diamond/Shade Roller Strategic Sites Map

## Strategic Issues and Opportunities

Ogdensburg has a number of unique challenges and opportunities with its BOA districts. The following are five key areas in which the City could take advantage and capitalize on this unique waterfront area.

<sup>53</sup> *Local Waterfront Revitalization Plan: Preliminary Draft*, August 3, 2012, edr Companies.

1. **Fort de La Presentation** – The Fort de La Presentation restoration project is directly adjacent to the Diamond/Shade Roller District. The success of the Fort restoration project will impact the development potential of the Diamond/Shade Roller District and vice versa. It is standard practice today for developers of large sites like the Diamond/Shade Roller District to enter into “Host Community Agreements” with the local municipality in exchange for the rights to develop municipal land. Essentially a Host Community Agreement (HCA) is nothing more than a contract between a developer and the local governing body providing development land, whereby the developer agrees to provide the municipality with certain benefits in exchange for obtaining development rights to the land. In this regard, the City could conceivably require the successful bidder on the Diamond/Shade Roller District, using an HCA, to develop a historically accurate “long house” on the Fort de La Presentation site on behalf of the Fort de La Presentation Association. Alternatively, the developer could provide another type of development assistance for the Fort project.
2. **EB-5 Financing** – The waterfront development sites in Ogdensburg are attractive and will, given upticks in the economy, become viable development sites in the near term. One of the vehicles to further enhance the development potential of the sites may be for the City to work with the Regional Economic Development Council to qualify Ogdensburg for the federal EB-5 financing program. This would create a pool of funding to jump start development of the waterfront sites.

*“A program under the immigration laws known as EB-5 is a hot topic in the construction world as developers learn how to fund projects through foreign investment capital. EB-5 (short for the fifth preference employment based category for immigrant investors) has been around since 1990. Coined as the “Million Dollar” visa, Congress created the program to stimulate the U.S. economy and to generate U.S. jobs. The creation of this program marked the first time in the history of immigration law that a foreign national could acquire Lawful Permanent Resident Status (“Green Card”) through investment.*

*In order for a foreign national to qualify under the EB-5 Program, the investor must demonstrate that he or she has invested, or is actively in the process of investing in a new commercial enterprise within a government-designated Regional Center. The required investment is \$1 million of foreign capital unless the investment is made in an area experiencing high unemployment or in a rural area (collectively known as Targeted Employment Areas (TEA.) Investments located in a TEA are reduced to \$500,000. Additionally, whether the area is a TEA area or not, the investment must be shown to benefit the U.S. economy and create at least 10 full-time (35 hours) jobs.*

*As an adjunct to the EB-5 program, Congress later created a Pilot Program under the EB-5 mantle allowing foreign nationals to invest the required capital in government-designated commercial enterprises known as “Regional Centers.” A Regional Center is any economic unit, public or private, engaged in the*

*promotion of economic growth, improved regional productivity, job creation, and increased domestic capital investment.*

*Fortunately, EB-5 Regional Centers (as opposed to the basic EB-5 program where jobs must be direct jobs only), have significant latitude in calculating job creation. That is, jobs may be either direct (those jobs that establish an employer-employee relationship; indirect jobs (these jobs include employees of the producers of materials, equipment, and services that are used by the commercial enterprise) or induced jobs (those jobs created when direct and indirect employees go out and spend their increased incomes on consumer goods and services.) All EB-5 investors must prove the source of the investment funds, and put those funds at total risk. If the project fails, the investor's loses the investment. Or, if the investment does not result in creation of the required ten jobs, the investor does not obtain the green card".<sup>54</sup>*

In an interview with Tony Collins, Vice-Chairman of the North Country Regional Economic Development Council, it became apparent that the North Country has yet to avail themselves of the EB-5 financing vehicle. The development sites in Ogdensburg could likely be an impressive vehicle to introduce the EB-5 program to the region.

3. **Vacant Ogdensburg Movie Theater Development** – In an interview with Gilbert Jones, a local property owner and developer in the Marina District, he stated that an offer had been put on the table to deed the currently vacant movie theater he owns to the City. The City, which is not structured to either receive or manage such a facility, may wish to consider assisting in the formation of a non-profit intermediary or use other existing non-profits to take title to the property, develop it, and operate the theater for the benefit of the local community. Excess revenues earned could fund needed cultural programs along the Ogdensburg waterfront. Resources to write a business plan to explore the concept feasibility are available at the SUNY-Canton.
4. **Housing Stock Appearance** – A recurring theme during interviews was the poorly maintained exterior condition of the City's housing stock. Block after block of houses throughout Ogdensburg have peeling paint, despite the community having many fine examples of Victorian and period architecture. Several interviewees indicated that this general lack of exterior building maintenance was intentional and attributable to a fear of additional tax assessment for individual homeowners by the municipal authorities. However, according to the City Assessor, painting and general exterior refurbishing of homes would not, in fact, trigger a reassessment of property. To address this issue, the City should consider promoting a pilot project within a prominent five block area of the City, possibly underwritten through a grant, for the purpose of painting and providing a much needed visual uplift to the area. Sponsors for the project could include local hardware suppliers, as well as New York State Main Street funding sources. It must be acknowledged that in marketing the BOA districts, the general appearance of the City

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<sup>54</sup> "Developers Apply For EB-5 Regional Center Designation As A Viable Alternative To Traditional Bank Financing," *Construction Ink*, Winter 2010. <http://www.hackleyrobertson.com/Developers-Apply-For-EB-5-RC-Designation.html>. Accessed October 3, 2012.

must not be ignored. While the BOA districts themselves can be developed as insulated theme “villages,” the marketing of the districts to developers could be greatly expedited if the surrounding community’s general appearance improved.

5. **Marina District Boat Repair** – In discussions with key Marina District owners, a number mentioned the need to develop marine repair facilities in the district area. This could be a vital service; boaters are now required to travel 18 miles for repairs at Black Lake. As the Marina District increases its visibility in the boating community through additional dock capacity and availability of gasoline, the potential to mechanically service the boating community becomes increasingly feasible. This new opportunity could create new jobs and spur activity throughout the district. It is recommended, at a minimum, that land use decisions for the Marina District under the Local Waterfront Revitalization Program take a candid look at marine repair to see if this type of development would interfere or enhance other development opportunities. Additionally, the Local Waterfront Revitalization Program should review requirements for waterfront developments to provide mandatory dock space, similar to those requirements in Brockville, ON.

## Next Steps

In the next phase of the BOA, there are several necessary activities not specifically addressed in the current approved BOA scope. Below is a list of specific activities to be considered:

- Develop two supplemental alternatives to Local Waterfront Revitalization Program renderings;
- Develop pro forma analysis on alternatives;
- Analyze and understand economic drivers for inducing Canadian investment;
- Identify need for public subsidy to spur development; and
- With the City, perform a fiscal impact analysis that includes jobs and taxes resulting from waterfront development.

As a part of the next phase, the BOA consultant should work directly with Planning Department staff in conjunction with City Council. Close contact is necessary to keep City Council fully-informed and up-to-date on the options for moving forward as key decisions arise regarding property disposition.

In addition, the next phase should explore alternatives for disposition of property, management of that process, and recommend alternatives. A potential role for the consultant could be to support the City in conducting a “pilot” request for proposal process on a small site. This action would help establish the parameters for moving forward on larger sites. Also, because moving forward with Fort de La Presentation area is crucial, we recommend the BOA consultant work directly with the Fort de La Presentation Association, in partnership with Planning Department staff, to resolve issues and develop a plan for next steps.

Finally, helping develop form-based zoning codes for the BOA districts will help ensure that what is eventually developed is, in fact, what the City desires and provides the most revenue over the long-term.

The appropriate development of the waterfront, its reconnection to Canada, its front-door neighbor, and the rejuvenation of a culture established in 1748 by Abbe Picquet will lead to the economic resurgence and stability the City of Ogdensburg deserves.

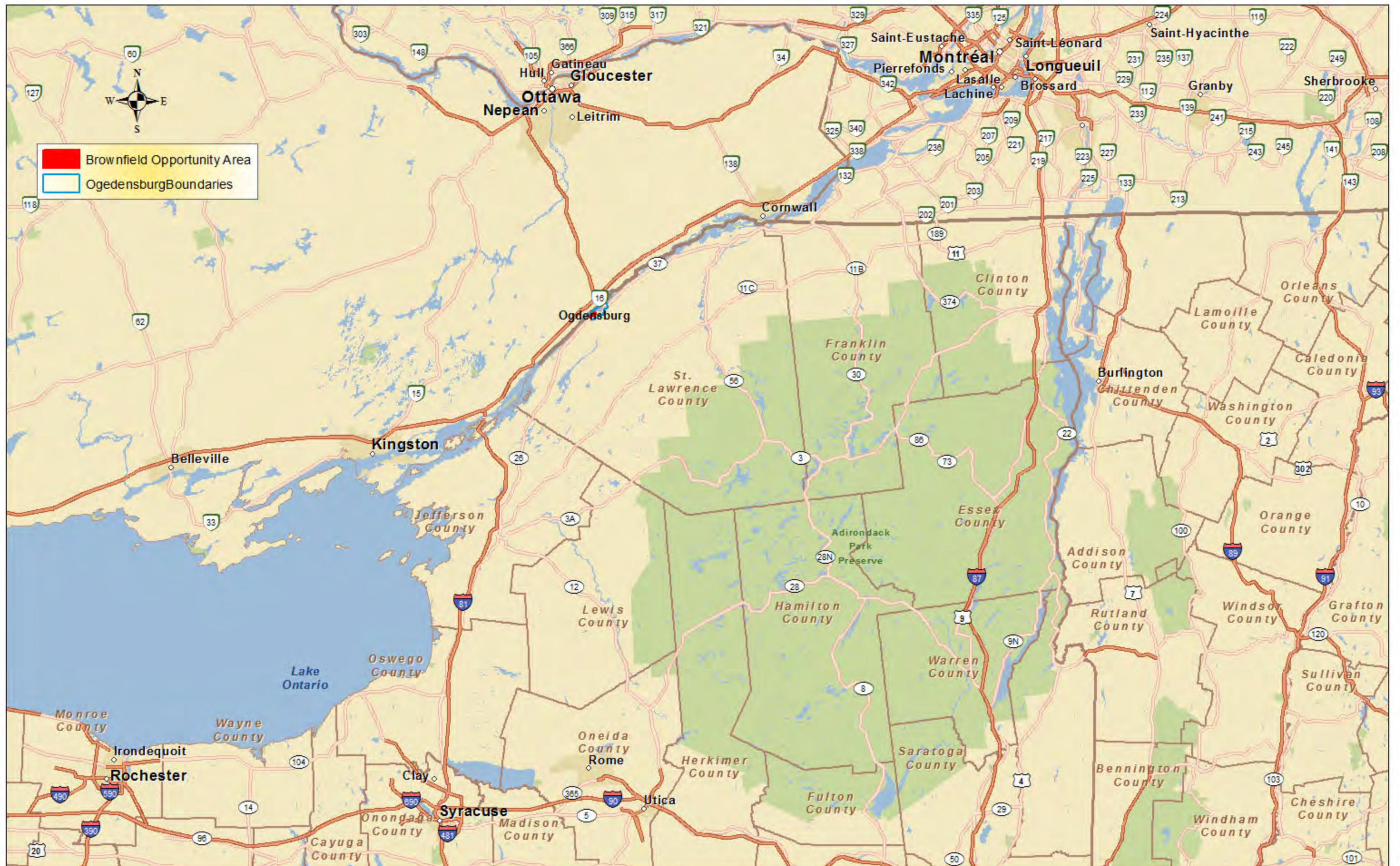
## Appendix 4: Map Series

## MAP LIST

Map 1a.....	Community Context, New York State
Map 1b.....	Community Context, Region
Map 2.....	Study Area Context
Map 3.....	Study Area Boundary
Map 4 .....	Existing Land Use
Map 5.....	Existing Zoning
Map 6.....	Underutilized Sites
Map 7a.....	Proposed Diamond Redevelopment
Map 7b.....	Proposed Augsburg Redevelopment
Map 7c.....	Proposed 'Pilot' Site Redevelopment
Map 7d.....	Proposed Fort Site Improvements
Map 8.....	Land Ownership
Map 9.....	Parks and Open Space
Map 10.....	Building Inventory
Map 11.....	Historic and Archeologically Significant Sites
Map 12.....	Transportation Systems
Map 13a.....	Proposed Public Infrastructure Improvements, Diamond
Map 13b.....	Proposed Public Infrastructure Improvements, Pilot Site
Map 14.....	Natural Resources and Environmental Resources
Map 15.....	Anticipated Future Land Use

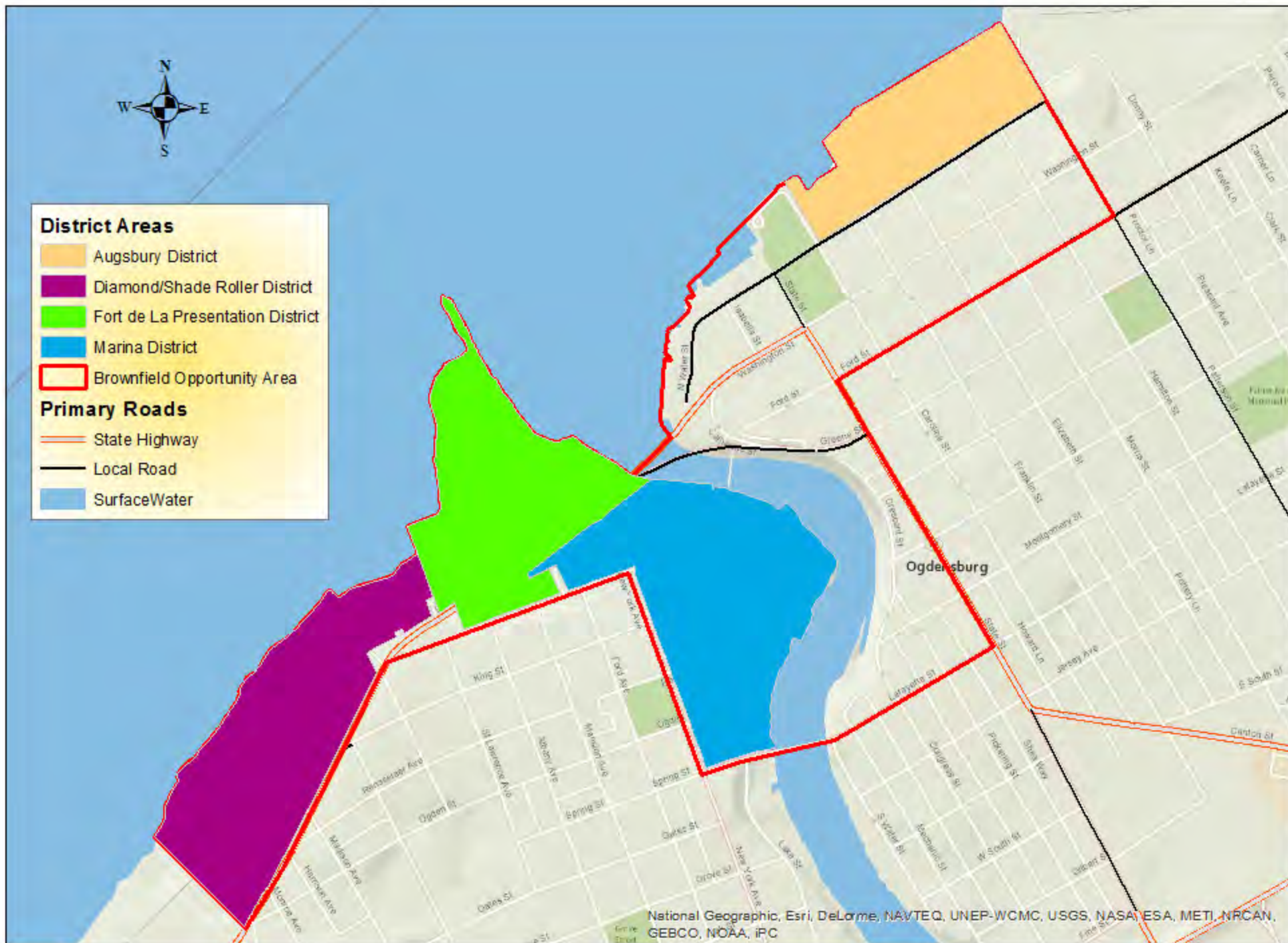


Map 1a: Community Context

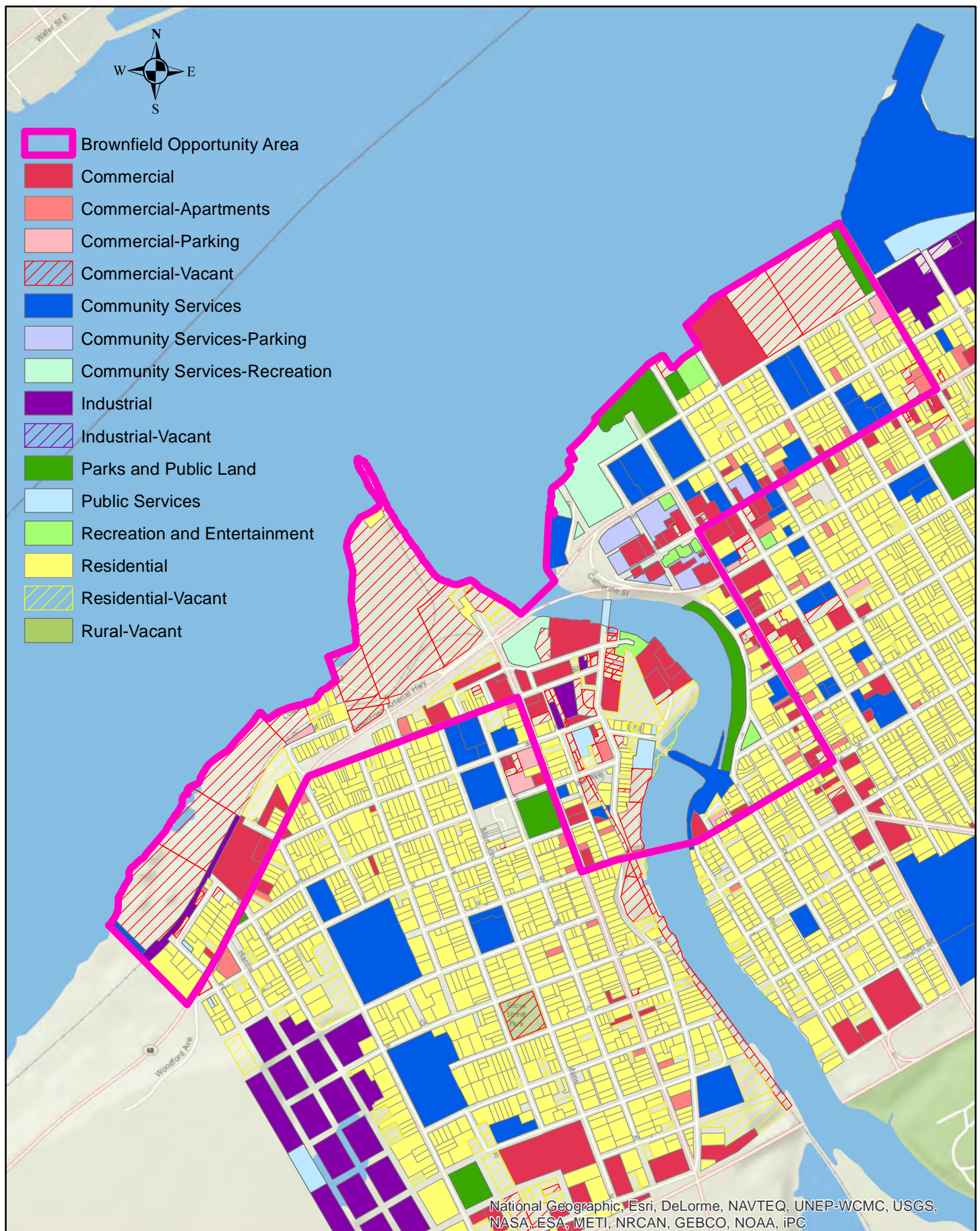


Map 1b: Community Context

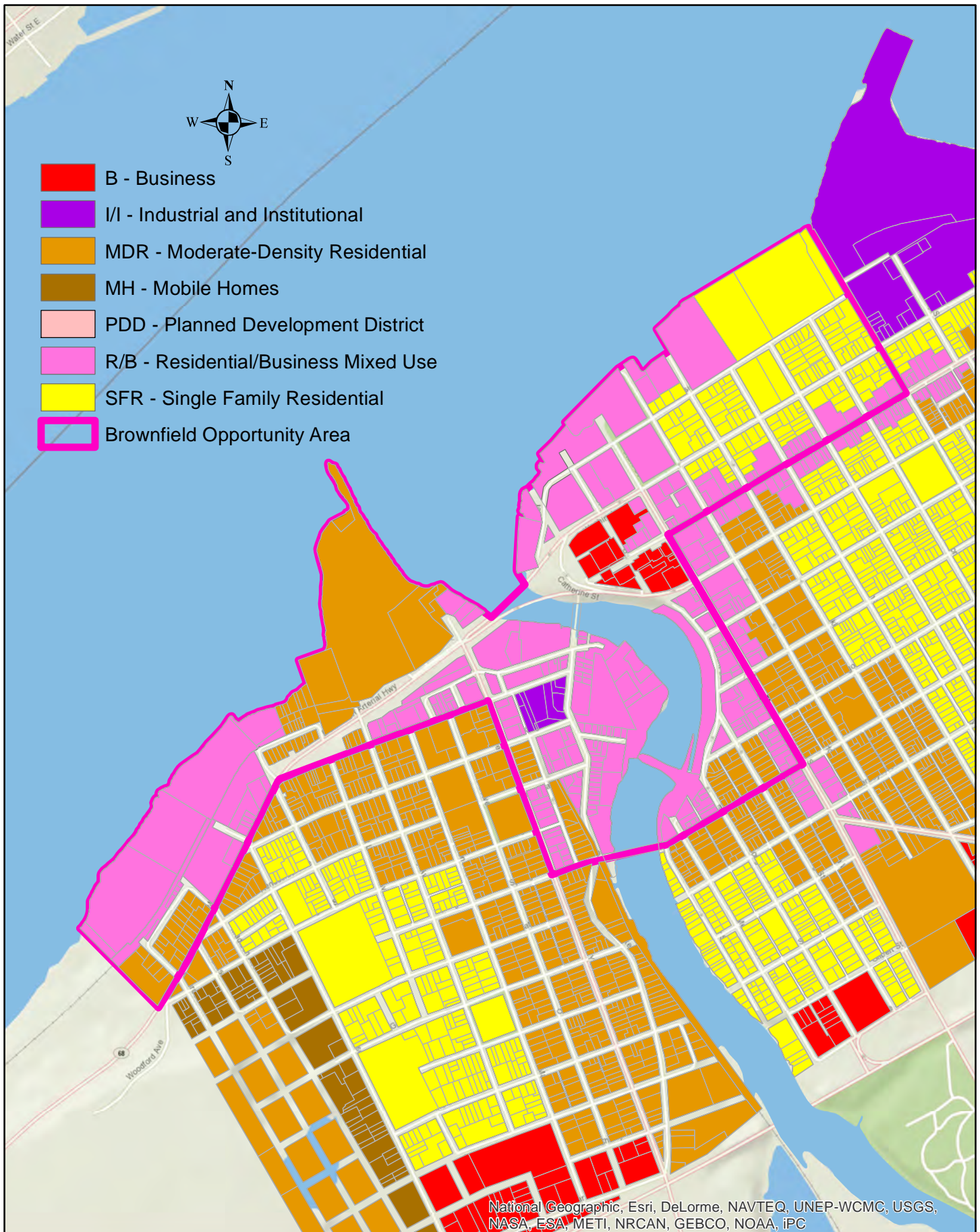




### Map 3: Brownfield Opportunity Area



Map 4: Existing Land Use Map



Map 5: Existing Zoning





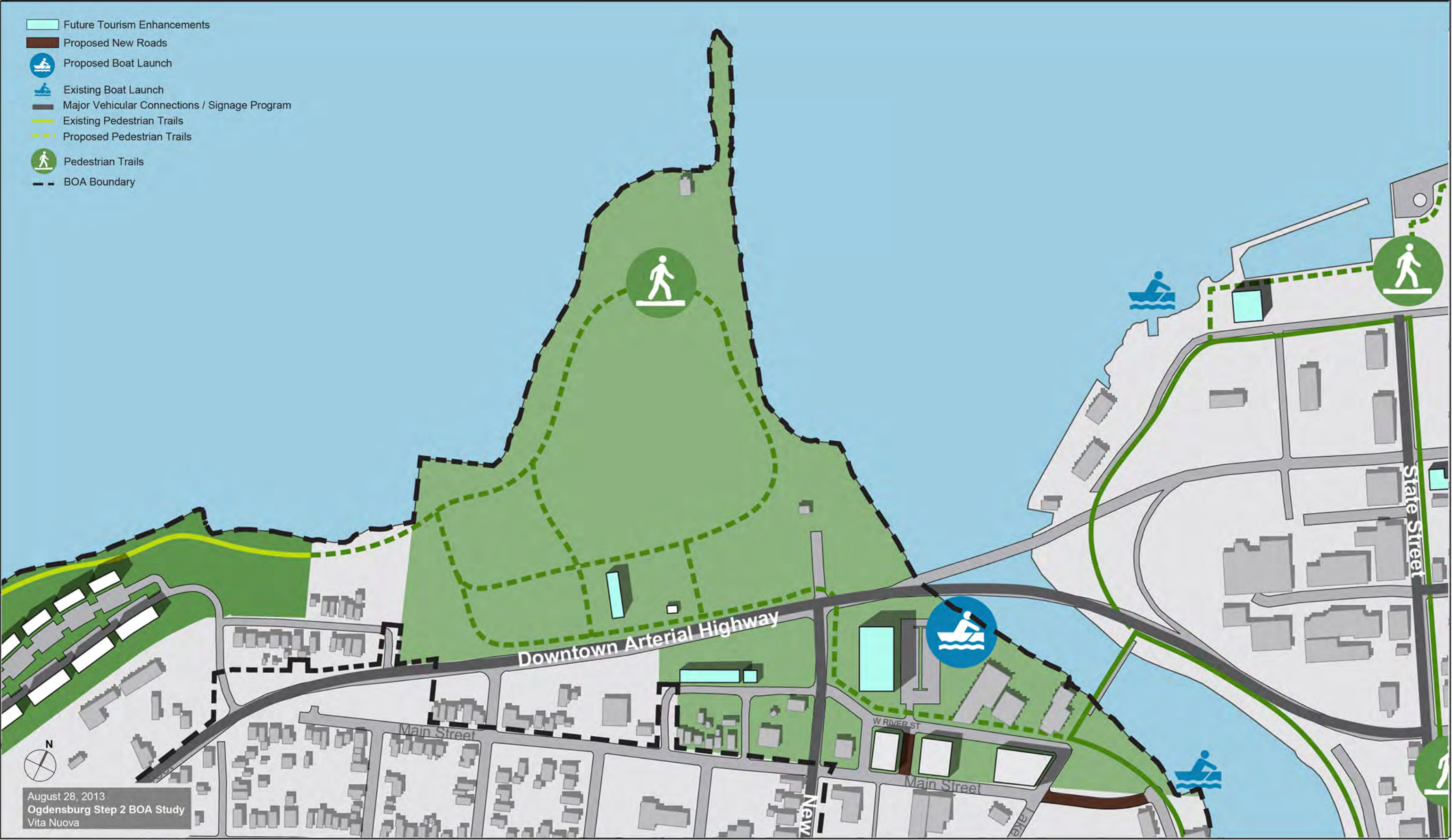
Map 7a: Development at Diamond/Shade Roller District



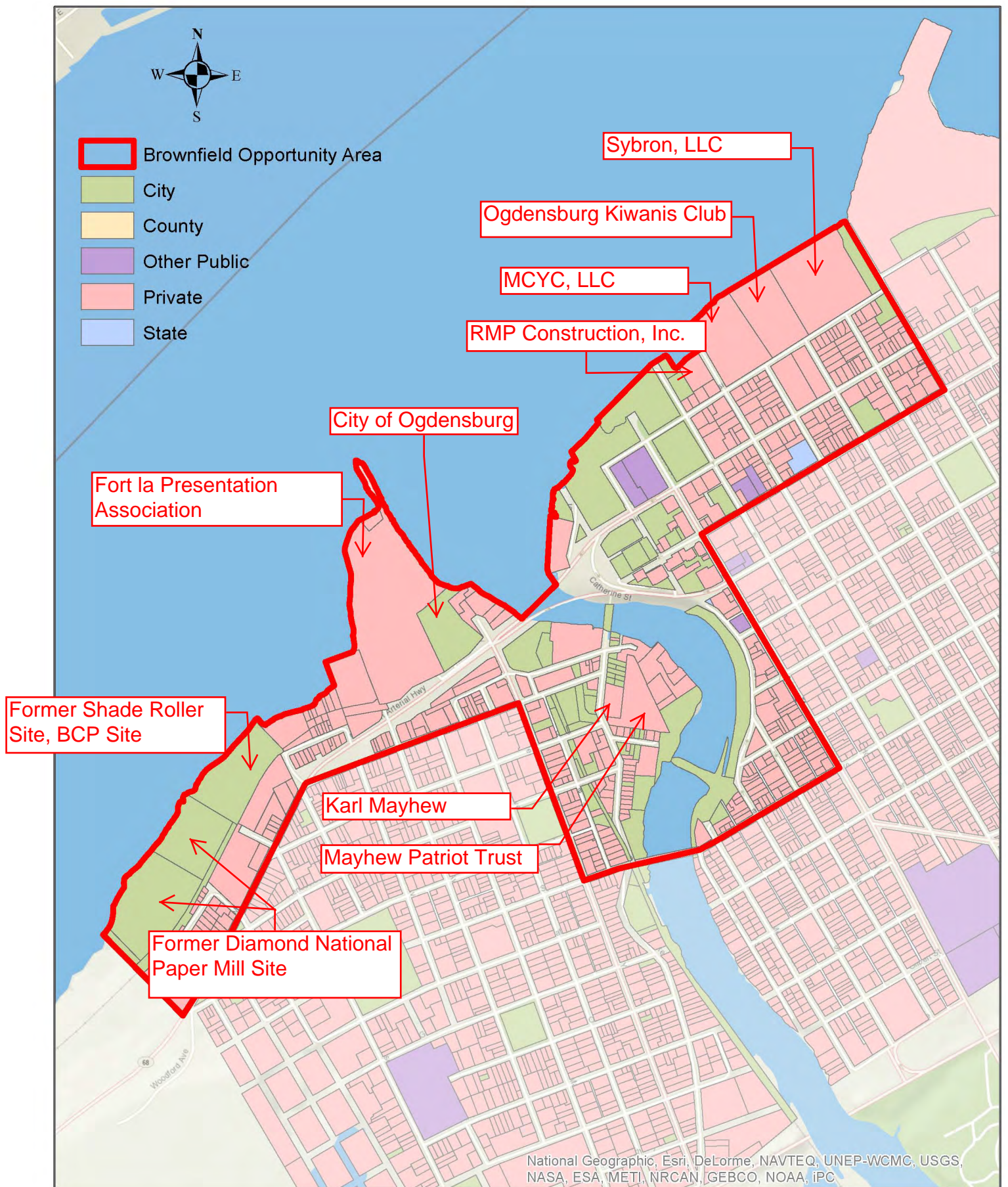
Map 7b: Development at Former Augsbury Tank Farm District



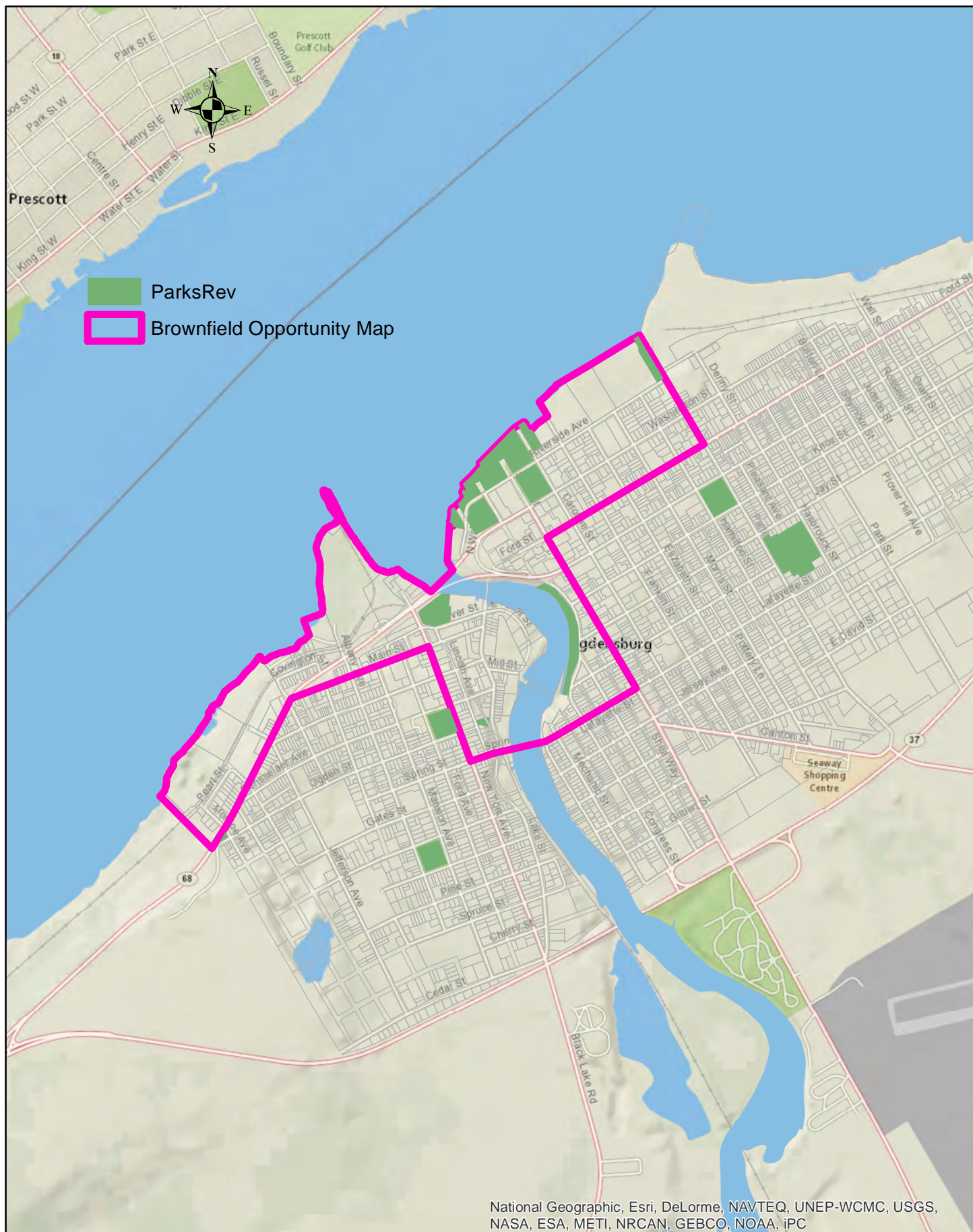
Map 7c: Pilot Development Site



Map 7d: Improvements at Fort de La Presentation and Marina Districts



Map 8: Land Ownership

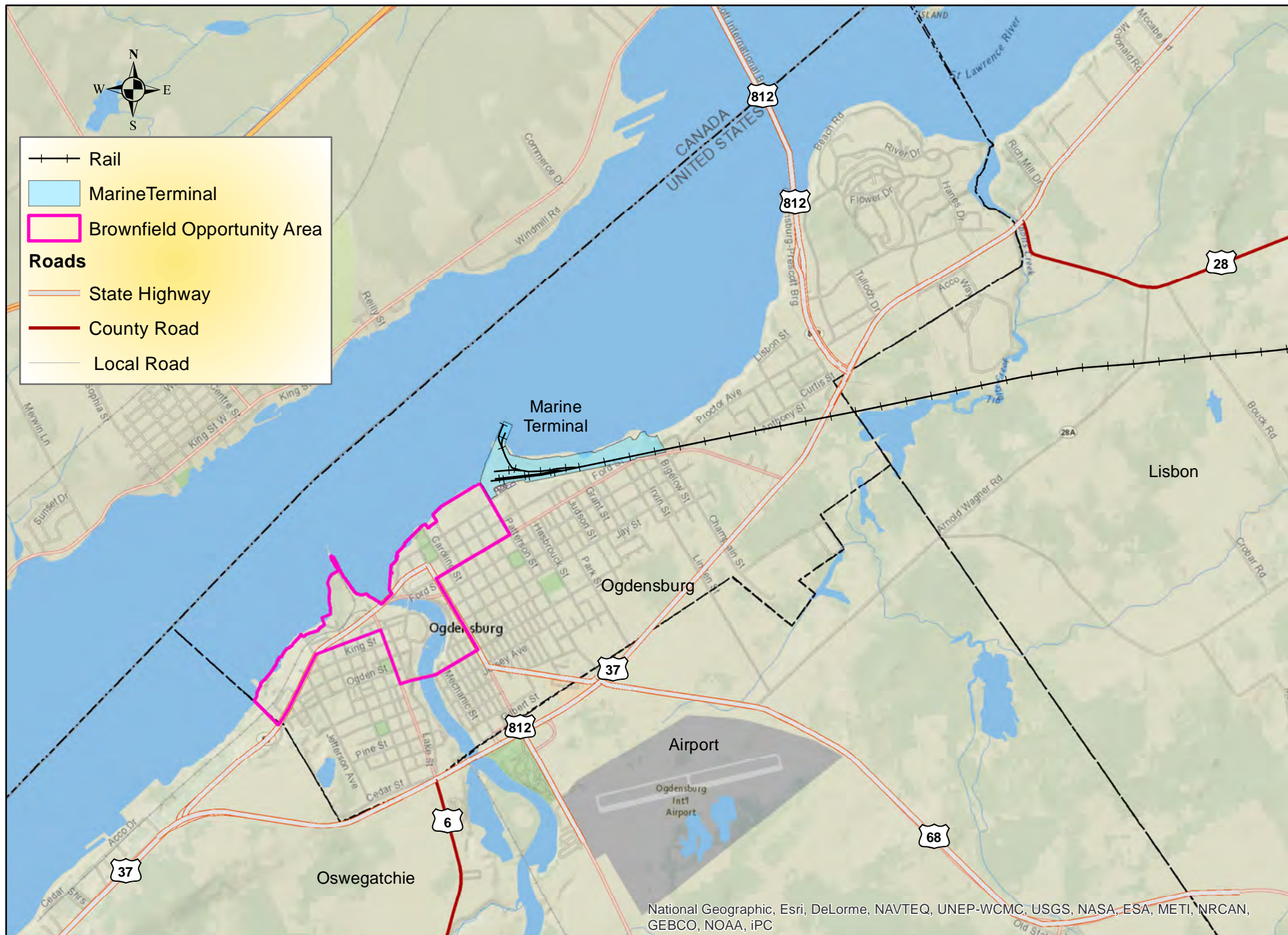


Map 9: Parks and Open Space

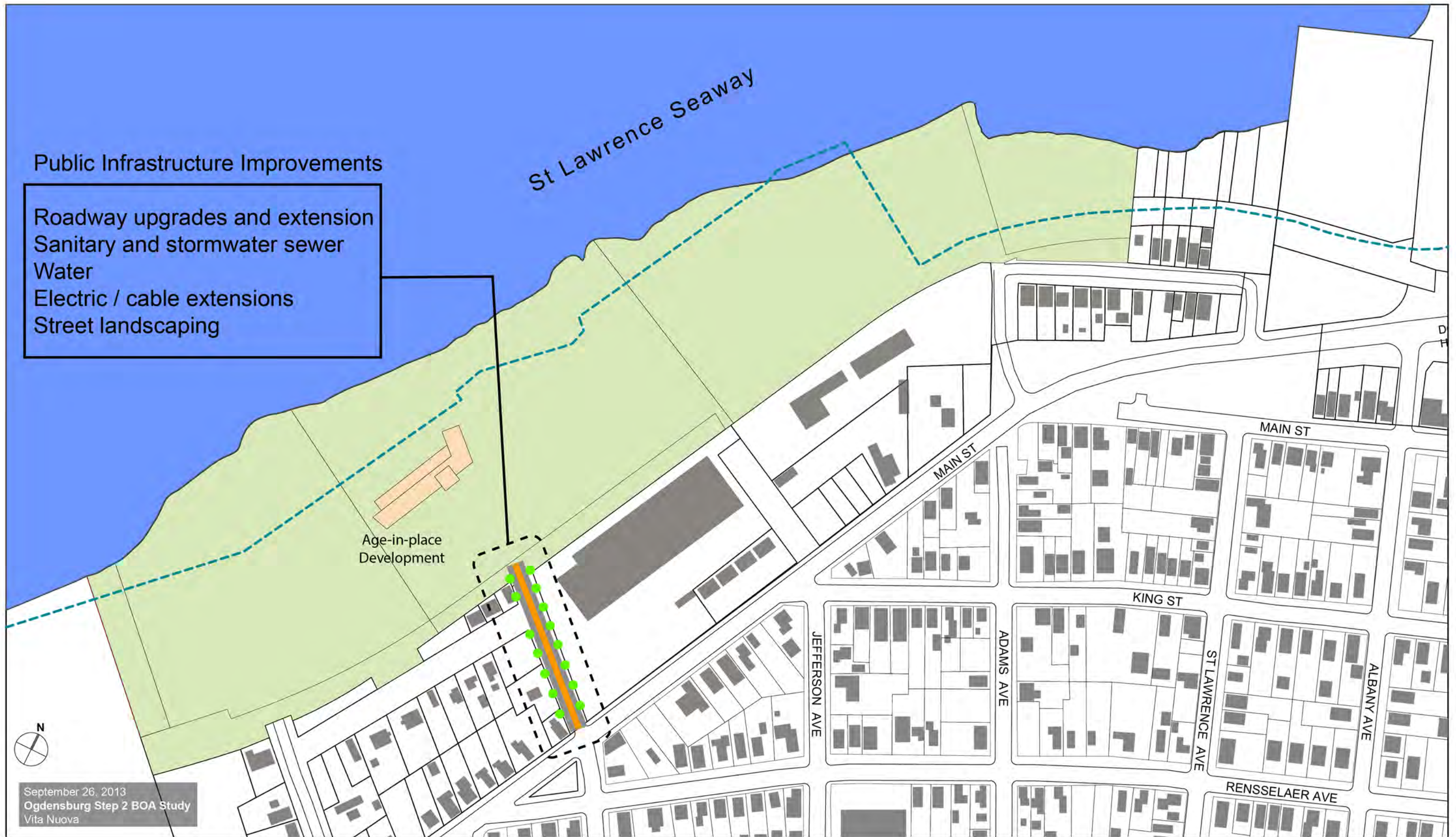


Map 10: Building Inventory





Map 12: Transportation Systems



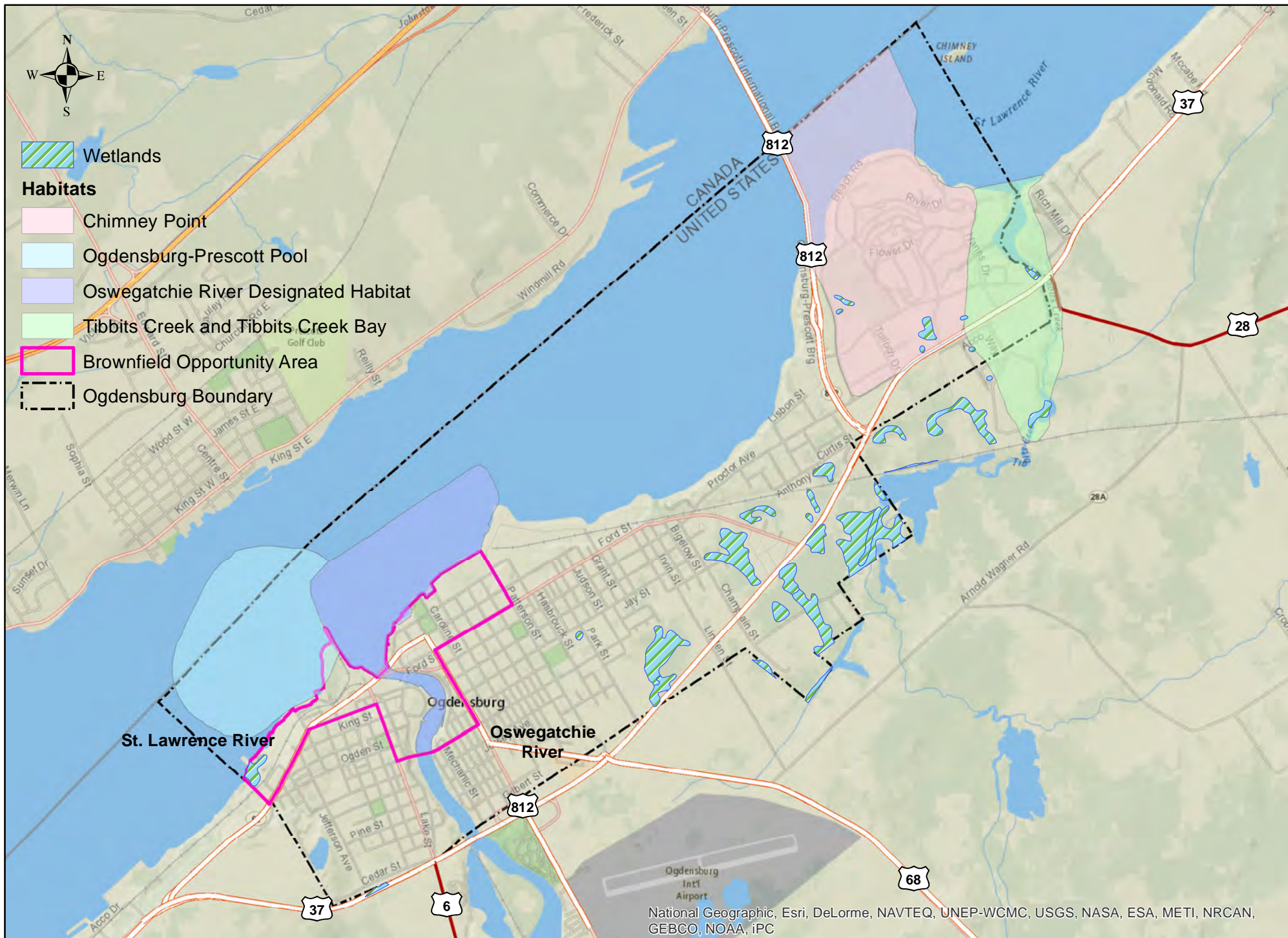
Map 13a: Public Infrastructure Improvements for the Diamond/Shade Roller District

Note: Infrastructure and utility information was not available electronically.

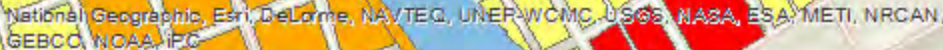


Map 13b: Public Infrastructure Improvements for Pilot Development Site

Note: Infrastructure and utility information was not available electronically.



Map 14: Natural Resources and Environmental Features



### Map 15: Anticipated Future Land Use