

US EPA

Brownfields Revolving Loan Fund Proposal

CITY OF OGDENSBURG, ST. LAWRENCE CO., NEW YORK

Prepared for

United States Environmental Protection Agency

FY10 BROWNFIELDS PROGRAM

Submitted October 16, 2009



A. Threshold Criteria

1. Applicant Eligibility:

The applicant is the **City of Ogdensburg**, a General Purpose Unit of Local Government, eligible for application under EPA guidelines for Brownfields Cleanup Grants.

1.a. The City of Ogdensburg affirms that it does not currently have an existing Brownfields RLF cooperative agreement.

2. Description of Jurisdiction

The boundaries of the jurisdiction pertaining to this grant application is the city limits of the City of Ogdensburg. However, the City is targeting the Waterfront Brownfield Opportunity Area as defined in its Application for a Nomination Study to the New York State Department of State as the priority area for funding. Properties within this area will be given priority for funding consideration.

3. Letter from the State: The attached letter from the **New York State Department of Environmental Conservation** acknowledges that the City of Ogdensburg plans to establish a revolving loan fund and conduct cleanup activities, and is planning to apply for federal grant funds.

4. Oversight Structure and Legal Authority to Manage a Revolving Loan Fund

4.a Through its standard competitive procurement process, the City of Ogdensburg will select an engineering consultant to oversee cleanup at sites. The City will issue a RFQ or RFP, and will select a firm that has proven expertise and experience in brownfield cleanup programs. The City has worked with a consultant in cleaning up the former Diamond International brownfield site, and is experienced in the process and activities connected with brownfield cleanup projects.

During the individual cleanup projects, the cleanup will follow required methodologies specified by the New York State Department of Environmental Conservation and the New York State Department of Health (NYSDOH). As the excavation proceeds, the contaminated soil will be staged on-site on reinforced plastic sheeting and covered, and then transported via dump truck to a permitted disposal facility in accordance with local, state, and federal regulations. Various institutional controls will be used to reduce potential risk to humans and the environment. A Community Air Monitoring Program will be utilized during cleanup to ensure compliance with NYSDOH regulations for releases of volatile organic compounds (VOCs) and particulate downwind of intrusive site activities such as excavation.

4.b. Legal Opinion from the City's Counsel regarding the authority of the City of Ogdensburg is attached.

5. Cost Share

5.a The City of Ogdensburg will use \$200,000 of general City funds to meet the required cost share.

5.b The City of Ogdensburg is not requesting a hardship waiver of the cost share..

B. Ranking Criteria for Revolving Loan Fund Grant

1. Community Need [15 Points]

1.a. Health, Welfare and Environment [8Points]

The City of Ogdensburg, New York, a small community of 12,364, is located on the St. Lawrence River -- the international boundary with Canada. As an international port city, Ogdensburg was once a vibrant hub of industrial and commercial activities. However, as with many northeastern cities in the late 20th century, the City lost its industrial base, leaving vast wastelands at the heart of the city. Over the last decade the City has embarked on a strategic planning process to turn around the City's economy and capitalize on the redevelopment potential for these lands. The Brownfield area is planned to become a major mixed use waterfront complex, and an important tourist attraction in the St. Lawrence River Seaway Trail, a designated federal scenic highway. The area has been the focus of the *Local Waterfront Redevelopment Plan*, (1989 updated in 2001), the *Waterfront Redevelopment Action Plan* (2004), and the proposed *Waterfront Brownfield Opportunity Area (WFBOA)* (2008).

Much of the City's three-mile shoreline sits vacant since its prime waterfront properties are contaminated, a blighted victim of its industrial past. There are approximately 330 acres of waterfront property, characterized by at least 13 identified contaminated Brownfield sites (70 acres), and many more suspected of contamination. Key properties include the St. Lawrence Psychiatric Center, the former Diamond International site, the former Shade Roller site, the former Mobil Oil tank farm site, the former Augsburg tank farm, the Oswegatchie Pumping Station site, the Municipal Greenbelt Park and Lighthouse Point.

Most of the sites are clustered together, and have therefore been organized into the following four districts of strategic opportunity. Site plans and detailed cost estimates have been developed for each of these main districts:

- **The Diamond International / Standard Shade Roller District** in the western section of the WFBOA. (33 acres) This district is planned as a marina and boat launch, public park and campground, public waterfront greenspace with multi-use trail, and residential development in the eastern section of the district. The Diamond International property has been recently cleaned up.
- **The Marina District** in the central part of the WFBOA. (18 acres) This district is planned as a mixed-use commercial and recreational area with an existing ice rink, and future waterfront community park.
- **Fort La Presentation** in the central part of the WFBOA. (35 acres) This district is planned as a mixed-use residential and recreation center featuring a nautical museum, a visitor center, open space for reenactments, and waterfront boardwalk. The Lighthouse Point site within this district has been partially cleaned up through NYSDEC and Exxon/Mobil. The remediation work is 80% complete.
- **Former Augsburg Tank Farm District** in the eastern section of the WFBOA. This district is planned as a mixed-use residential and recreational area with emphasis on two boat basins and a waterfront promenade. Part of this site has been cleaned up and redeveloped.

Cleanup of the Waterfront Area is critical to the health and welfare of adjacent neighborhoods, the economic health of the City, as well as to the ecological health of the St. Lawrence River watershed. In tests done for specific waterfront sites, groundwater quality has been found to be contaminated with heavy metals, (lead, zinc, cadmium, chromium, and barium) in exceedance of the applicable NYS Department of Environmental Conservation Water Quality Standards. Throughout the waterfront area, on-site soil contamination has been found to be leaching to groundwater. Moreover, sewer systems from former industrial facilities are potential carriers of subsurface contamination. The St. Lawrence River is a significant source of water for drinking recreational and fishing purposes. The City regards the cleanup of groundwater contaminants as one of the most significant goals in its waterfront redevelopment initiative.

Immediately to the south of the Waterfront Brownfield Area lies a low-income residential neighborhood. The table below shows Block Group figures for the three Census Tracts in the City – 99140, 99150, and 99160. The Brown field Area and surrounding neighborhood contain some of the highest percentages of LMI residents -- Census Tract 99160, Block Group 2 has 537 individuals or 62.8% that are LMI, Block Group 3 has 481 individuals or 53% that are LMI, and Census Tract 99150, Block Group 1 has 447 individuals or 69.7 % that are LMI.

These residents are disproportionately impacted by the waterfront brownfields. Instead of a safe and sanitary waterfront public park, their children are tempted by vacant lands filled with debris, contaminated soils and buildings filled with asbestos and lead paint. The value of their homes is also affected by the nearness of the blighted area. The neighborhood residents must cross these devastated properties to access the St. Lawrence River for fishing or other recreational purposes. Instead of a vibrant waterfront district, the City has a devastated waterfront that is a detriment to the neighborhood, and more broadly to the City's social, economic and environmental health.

LMI Percentages at Block Group Level for all CDBG Eligible Towns and Cities

COUNTY NAME	PLACE NAME	TRACT	BG	POP 100	LOW MOD	LMI UNIV	LMI PCT
St. Lawrence	Ogdensburg City	991400	1	1153	559	1215	49.3
St. Lawrence.	Ogdensburg City	991400	2	969	364	940	38.7
St. Lawrence	Ogdensburg City	991400	3	1487	826	1434	57.6
St. Lawrence	Ogdensburg City	991400	4	2171	0	0	0
St. Lawrence	Ogdensburg City	991500	1	685	447	641	69.7
St. Lawrence	Ogdensburg City	991500	2	789	357	797	44.8
St. Lawrence	Ogdensburg City	991500	3	1044	279	964	28.9
St. Lawrence	Ogdensburg City	991500	4	794	353	791	44.6
St. Lawrence	Ogdensburg City	991500	5	764	463	766	60.4
St. Lawrence	Ogdensburg City	991600	1	734	327	670	48.8
St. Lawrence	Ogdensburg City	991600	2	877	537	855	62.8
St. Lawrence	Ogdensburg City	991600	3	897	481	904	53.2
	Ogdensburg City Total			12364	5033	9977	50.4

Source: 2008 HUD LMI Table page 85 <http://www.huduser.org/datasets/il/il09/index.html>

1.b Financial Need [7 Points]

1.b.i) Economic Impact

The economic impact of the brownfields on the City of Ogdensburg is severe. The known and suspected environmental contamination on these vacant waterfront parcels in the City of Ogdensburg are thwarting critical economic redevelopment projects that are designed to stimulate the local economy and create new jobs for low and moderate income persons in the City of Ogdensburg. There are several factors that severely limit the City’s ability to draw on other sources of funding for the cleanup of brownfield sites including:

- the poor fiscal condition of the City, due to a declining population and industry, and a limited tax base.
- the relatively small size of the City compared to the brownfields problem
- the vast number of sites, and the percentage of waterfront property that is contaminated. the absence of State funds for cleanup projects

1.b.i)(a) Poor Fiscal Condition of the City

The City of Ogdensburg has not shared in the significant economic gains that have impacted other communities across New York State and the nation over the past decade. Despite efforts to stimulate development, retain businesses and industry, and to capitalize upon the City’s assets and resource the economy has remained stagnant and the population has declined. The number of manufacturing jobs as declined dramatically as well as number of retail and service sector jobs. These declines in business activity have led to the decline of tax revenues, which in turn lace further strains on the City’s ability to maintain the aging infrastructure that typifies older, development communities.

Ogdensburg, New York is classified as a fiscally distressed city by the New York State Comptroller’s office and a distressed urban center as designated by Housing and Urban Development (HUD). The City’s current Low-Moderate Income (LMI) percentage is 50.4% as published in the HUD-issued 2008 LMI Census Table (see LMI table above). Moreover, the City has been steadily losing population over the last two decades, with a decline from 13, 521 in 1990, to 12,364 2000, and a further estimated decline to 11,119 in July, 2008 based on US Census Bureau, Population Estimates Program. The City’s median household income of \$27,954 is considerably lower than that of New York State’s \$43,393. The statistics presented in the following table chart reinforce the City’s designation as distressed area and amplifies the City’s need for sustainable economic development, living wage jobs and strategic community revitalization.

Comparative Economic Indicators

Economic Indicator	NYS	St. Lawrence Co.	City of Ogdensburg	Census Tract 9916	Census Tract 9915
Population	18,976,457	111,931	12,363	2,502	4,076
Population Living Below Poverty Level	14.6%	16.9%	18.3%	19%	15.6%
Median Household Income	\$43,393	\$32,346	\$27,954	\$26,216	\$28,875
Per Capita Income	\$23,389	\$15,728	\$16,650	\$14,044	\$17,506
In Labor Force	61.1%	56%	46.7%	58.9%	59.1%
Median Owner Occupied Housing Unit	\$148,700	\$60,200	\$48,200	NA	NA

Source: 2000 Census

1.b.i)(b) Small size of the City compared to the Brownfield Area

While Ogdensburg, New York is a small community, few communities can document as severe a brownfields problem based on the vast numbers of acres that are contaminated. The City's brownfield problem is without question, its largest impediment to future development.

1.b.i)(c) Vast Number of Sites on Waterfront

Ogdensburg's brownfield problem is also extremely unique given the fact that all of the City's undevelopable brownfields – comprising over 70 acres – are located on the City's waterfront. The brownfields dilemma is unique because the brownfields properties happen to be the most expensive real estate in the City, but in their present state they represent a gold mine that is environmentally inaccessible and, therefore, untapped. According to the City Assessor, 80% of the City's waterfront is comprised of polluted/contaminated sites and/or city, state or authority owned tax exempt properties.

1.b.i)(d) State Funds Unavailable

Funding that was formerly available through the Environmental Restoration Program (ERP) sponsored by the New York State Department of Environmental Conservation (DEC) is no longer available. The \$200 Million originally allocated to the ERP Program from the 1996 Clean Water / Clean Air Bond is exhausted. With the lack of local and State funds, the City of Ogdensburg is seeking federal funding for its comprehensive waterfront revitalization program. If funding is secured for brownfields cleanup, the City has a partnership of property owners and organizations ready to develop these properties as prime urban waterfront venues for residential, commercial, and recreational uses.

2. Project Description and Feasibility of Success [45 Points]

2.a. Program Description [15 Points]

2.a.i) Brownfield Redevelopment Program

The Waterfront Brownfields Area will be the focus of the Revolving Loan Fund program. There are approximately 330 acres of waterfront property, characterized by at least 13 identified contaminated Brownfield sites (70 acres), and many more suspected of contamination

The City of Ogdensburg already has a functional agency in place that will administer the RFL program. The Ogdensburg Growth Fund Development Corporation has been created by the City to provide low-interest loans for a wide range of projects such as acquisition, construction and renovation.

The RLF program will be used for cleanup projects for known brownfields in the Waterfront Brownfield Area. The City plans to use two-thirds of its RLF for low interest loans, and one-third for a grant. Based on a total loan budget of \$1,116,000, the City intends to initially offer three loans at approximately \$248,000 each, and one or two grants at \$186,000 each for 2 grants or \$372,000 for one grant, depending on the demonstrated need of the property owners.

[STRUCTURE OF LOANS AND LEVERAGING SITE FUNDING PACKAGES
INFORMATION REQUIRED]

2.a.ii) Types of Applicants

Successful applicants will be those whose properties are located in the Waterfront Brownfield Area, who have completed a Phase I and Phase II site assessment prior to the application, and have a viable plan for site redevelopment. No applicant will be enrolled in the program if the redevelopment plan has not been thoroughly researched and documented.

The marketing plan will follow the Public Outreach Plan as detailed in Section 3. As part of its ongoing program to involve the public in all aspects of community development, the City will host special meetings to discuss the Revolving Loan Fund Program. The program will be advertised in the local newspapers, and posted on the City's Website. Two preliminary public meetings are planned. At the first meeting the City will introduce the staff of the Ogdensburg Growth Fund Development Corporation and explain how the program will fit into the strategic development program of the City. Staff will present their approach to site selection, cleanup decisions, and reuse planning. An overview of the City's plans to date will be presented, and the specific site plans from the Waterfront Redevelopment Action Plan will be reviewed. The city will solicit the public for membership on a Steering Committee that act as an oversight committee for the program.

Program guidelines and application forms will be developed by the Ogdensburg Growth Fund Development Corporation in anticipation of the second public meeting. This public meeting will be advertised and held to answer questions about the application process and help potential applicants with particular issues. The Steering Committee members will be introduced, an invitation will be given to apply for loans or grant, and preliminary applications will be solicited. The Steering Committee members will be chosen from the broad community, and should include representatives from the finance industry, the local business community and community organizations.

As applicants submit their proposals, City staff will review each proposal for completeness, adherence to the program guidelines, and appropriateness of the redevelopment plan. The City of Ogdensburg Waterfront Redevelopment Action Plan (2004) will be used to judge the capacity of the redevelopment plan to meet the goals of the Action Plan. The Steering Committee will meet to review each application, and make final recommendations to the City.

2.a.iii) Level of commitment

The City of Ogdensburg currently has the highest level of commitment to insure program success. The Ogdensburg Growth Fund Development Corporation has successfully operated similar loan programs, and has the expertise in house to manage this program. Having many years of experience with grant and loan programs, the management team described in Section 2.C.is fully qualified to handle this program.

[TEXT NEEDED ON REASONABLE, EFFECTIVE, AND PRUDENT LENDING PRACTICES.]

All cleanup projects will be overseen by an engineering consultant selected through a competitive procurement practice regularly practiced by the City of Ogdensburg. The appropriateness and safety of cleanups will be ensured through this oversight and the enrollment of each project in the State Program provided by the New York State Department of Environmental Conservation.

2.b. Budget [10 Points]

2.b.i) Budget Table

BUDGET CATEGORIES					
(Programmatic costs only)	Task 1: Programmatic Activities	Task 2: Community Relations	Task 3: Loan Funds	Task 4: Monitoring & Enforcement	TOTAL
Personnel	6,000	2,000			8,000
Fringe Benefits	2,000	667			2,667
Travel	2,000				2,000
Equipment					0
Supplies	450				450
Contractual				33,333	33,333
Loans			620,000		620,000
Other (specify)					0
Subtotal	10,450	2,667	620,000	33,333	666,450
Cost Share	10,450	2,667	124,000	6,667	133,290
BUDGET CATEGORIES (Programmatic costs only)	Task 1: Programmatic Activities	Task 2: Community Relations	Task 3: Grant Funds	Task 4: Monitoring & Enforcement	TOTAL
Personnel	3,000	1,000			4,000
Fringe Benefits	1,000	330		0	1,330
Travel					0
Equipment					0
Supplies	220				220
Contractual				16,665	16,665
Grants			310,000		310,000
Other (specify)					0
Subtotal	4,220	1,330	310,000	18,000	333,550
Cost Share	4,300	1,330	62,000	3,600	66,710
Total Grant Request	14,670	3,997	930,000	51,333	1,000,000
Total Cost Share	14,670	3,997	186,000	10,267	200,000

Task 1: Activities in this task will include programmatic activities including program development and programmatic management of the grant. Supplies will include computer software, filing cabinets and office supplies. Travel expenses to brownfield-related training conferences is included.

Task 2: Two Public Information Meetings are planned at which several City staff will present program information and answer questions.

Task 3: The City plans to use two-thirds of its RLF for low interest loans, and one-third for one or two grants based on need. Based on a total loan budget of \$1,116,000, the City intends to initially offer three loans at approximately \$248,000 each, and one or two grants at \$186,000 each for 2 grants, or \$372,000 for one grant, depending on the demonstrated need of the property owners.

Task 4: Monitoring and Enforcement tasks will be handled by an Engineering Consultant selected through the City's standard competitive procurement process. Oversight, site assessment, monitoring of site remediation and coordination with the New York State Department Environment Program are included in this task.

City 20% Match: Ogdensburg will contribute \$200,000 from its general funds for the 20% required match.

2.b.ii) Leveraging [5 Points]

Ogdensburg aggressively seeks cleanup funds from local, state and federal sources for the Waterfront Brownfield Area. Prior funding included a \$500,000 grant from Empire State Development Corp and \$71,500 NYS Department of Environmental Conservation grant for cleanup of the Diamond International Site. The City also received a grant from the NYS Department of Transportation in the amount of \$2,305,000 for site remediation.

The City of Ogdensburg has recently received an ESDC Restore NY grant in the amount of \$700,000 for cleanup activities for one of the former Standard Shade Roller property. This property would be prioritized for one of the loans or grants to complete cleanup. In the near to mid term, the City will continue to seek additional funding of sources to ensure the successful revitalization of brownfield sites.

2.c Programmatic Capability [20 Points]

2.c.i) Has Ever Received an EPA Brownfields Grant [8 Points]

• **Prior EPA Brownfields grants**

Agreement No. BP992907-01-0 - Brownfield Redevelopment (Diamond International, Arena, Augsbury, Lighthouse Point.

This was a \$200,000 grant; all funds were expended. The budget period for this project started on August 15, 1998, and the Final Status Report was accepted on January 31, 2007. All reports were submitted in a timely manner. This pilot covered four sites: Diamond International, Arena, Augsbury, Lighthouse Point.

The Diamond site was the City's priority. Funding was used for pre-remedial activities geared toward preparing the mill superstructure for demolition, including preparation of the site

evaluation report, preparation of specifications for building demolition and preparation of bid packages to address removal the PCB, lead and asbestos containing materials required prior to demolition of the mill. Subsequent funding (\$500,000 - ESDC; \$71,500 - State grant) was utilized for the demolition of the mill. The City also received a grant from the NYS DOT (State Assistance Grant 90% - \$2,305,000 / City match \$245,000) for site remediation.

With regard to the Arena site, the City addressed and closed out spill numbers associated with that site with the completion of the Exposure Evaluation and Post-Remedial Monitoring Report and the Operation and Maintenance Plan for Pavement/Soil Cap. The City completed the final requirements of the Order on Consent and on October 16, 2001, the NYS DEC issued a No Further Active Remediation is Required letter and the parking areas was capped as per the remedial plan. This former brownfield site has been cleaned and redeveloped.

With regard to the Augsbury site, the former Augsbury tank farm property was sold in separate parcels. The site is now comprised of three separate parcels with three separate owners. A portion of the site referenced as the City's portion is owned by the Kiwanis Club. No site investigations were performed by the City on the City's portion; however adjacent properties that were part of the Tank Farm have been investigated. The City's consultant, Camp Dresser McKee (CDM), prepared an evaluation report summarizing investigation activities on adjacent sites and submitted the final evaluation report to the NYS DEC and USEPA. In 2004 the City was awarded an EPA Brownfields Assessment grant, \$180,000 of which was designated for this site.

With regard to the Lighthouse Point site (original site of Fort LaPresentation), this site was the former location of the Mobil Oil bulk petroleum storage facility and adjacent property has been subject to ongoing investigation associated with contamination from Mobil Oil. The City and CDM met with Exxon/Mobil in 2000 to discuss their involvement if additional contamination is found on the City's portion of Lighthouse Point. The City completed to additional investigation or remediation activities. The Fort LaPresentation Company, owners of a majority of Lighthouse Point, successfully convinced NYS DEC to compel Exxon/Mobil to develop a cleanup plan for the site. The City worked with DEC and interested parties to facilitate a consent agreement with Exxon/Mobil for testing and cleanup. Due to lengthy, unending negotiations between DEC and Exxon/Mobil, DEC announced its intentions to undertake investigation and cleanup of the Mobil site. The remediation work was approximately 80% completed when DEC stopped work due to lack of funds.

Agreement #BF-97287204 - Brownfield Assessment (Augsbury and Quick Rite Sites)

This was a \$200,000 grant; the current balance remaining is \$177,476. The budget period for this project started on September 16, 2004. All reports have been submitted in a timely manner. This grant covered two sites: Augsbury (\$180,000) and Quik Rite (\$20,000).

Quik Rite - The City took ownership of this site through a tax sale. Subsequent investigation by DEC discovered hazardous materials on the site. These materials were identified, packaged at the site and disposed of. The site was sold at public auction and has been renovated and is being reused as a dentist's office. This former brownfield site has been cleaned and redeveloped.

Augsbury - The City has negotiated easements with the owners of the two adjacent sties to allow access for Phase I & II environmental testing. Barton & Loguidice was selected through an RFP process to complete this testing. The Phase I Environmental Site Assessment has been submitted

to EPA for approval, along with recommendations for a Phase II work plan. Work continues on preparation of an EPA Phase II Site Investigation Work Plan.

- **Management System [8 Points]**

The Revolving Loan Fund will be administered as a sub-grant, deferred payment or low interest loan program through the Ogdensburg Growth Fund Development Corporation, a local development corporation that maintains and delivers the City's other economic development grant and revolving loan fund programs. Ogdensburg Growth Fund Development Corporation is staffed by the Department of Planning & Development, including the following:

J. Justin Woods, Director of Planning and Development/City Planner will be responsible for programmatic activities. The DPD Director has nearly ten years of experience as professional planner in various communities and has worked as private consultant on many land use, planning, community and economic development, and management issues. Mr. Woods graduated, cum laude, with dual Bachelor's degrees in Environmental Science & Public Policy from Green Mountain College and studied at Cornell University's City & Regional Planning Graduate Program

Kimberly DesChamp, Economic Development Program Manager. Ms. DesChamp is the Coordinator for the Ogdensburg Empire Zone, a New York State Empire Zones Program and is also the Administrative Director of the Ogdensburg Growth Fund Corporation, a local development corporation and recent recipient of a New York Main Street Program. Ms. DesChamp has extensive project management experience and has several years of mortgage banking experience.

Mark E. Jacobs, Community Development Coordinator has 25 years of experience with on-going community development programs including the New York State Office of Community Renewal, New York State Division of Housing and Community Renewal Programs and various HUD programs.

Cindy Ghize, Community Development Clerk has 24 years experience with City of Ogdensburg Housing Rehabilitation, Code Enforcement, Planning and Assessment Departments. Ms. Ghize's Duties will include project disbursements and general accounting of client funds, client intake, preparing payment requests forms, and client screening.

The City's Comptroller also serves as the Finance Officer of the Growth Fund.

The number of professional employees involved in the RLF program demonstrates the capacity of the City to retain project leadership should employee turnover occur. The City will use its standard employee recruiting system to recruit qualified staff if a position is vacated

- **Adverse Audit Findings [4 Points]**

There have been no adverse audit findings.

3. Community Engagement and Partnerships [20 Points]

3.a. Plan for Involving the Affected Community [10 Points]

The City of Ogdensburg has embarked on a comprehensive Planning Process for community revitalization. Prior planning initiatives include the following:

- *The Local Waterfront and Harbor Management Plan (1986 updated in 2001),*
- *Brownfields Revitalization Project (1997),*
- *Waterfront Redevelopment Action Plan (2004)*
- *Strategic Management Plan (2009),* and
- *Pre-Nomination Study for the Waterfront Brownfield Opportunity Area (2008).*

Each of these planning initiatives included a comprehensive public outreach, including public meetings, stake holder interviews, and focus groups. Specifics are discussed below. The City of Ogdensburg uses only the English language at meetings since there are no specific ethnic groups that require translation services. According to the 2000 Census, the vast majority of the City's residents were born in the United States (94.8%) or have entered the United States since 1990 (1.2%). The City of Ogdensburg does not currently have a large influx of immigrants.

Plan for the Involving the community in the Revolving Loan Fund Program

Building on the Strategic Planning Process discussed below, the Revolving Loan Fund will be highlighted as an integral part of the Waterfront Redevelopment Program. As part of its ongoing program to involve the public in all aspects of community development, the City will host special meetings to discuss the Revolving Loan Fund Program. The program will be advertised in the local newspapers, and posted on the City's Website. Two preliminary public meetings are planned. At the first meeting the City will introduce the staff of the Ogdensburg Growth Fund Development Corporation and explain how the program will fit into the strategic development program of the City. Staff will present their approach to site selection, cleanup decisions, and reuse planning. An overview of the City's plans to date will be presented, and the specific site plans from the Waterfront Redevelopment Action Plan will be reviewed. The city will solicit the public for membership on a Steering Committee that act as an oversight committee for the program.

A second public meeting will be advertised and held to answer questions about the application process and help potential applicants with particular issues. The Steering Committee members will be introduced, an invitation will be given to apply for loans or grant, and preliminary applications will be solicited.

Strategic Management Plan (SMP)& Economic Development Summit (2009)

In 2006, the City of Ogdensburg undertook a Strategic Management Planning process to ensure quality services to citizens while continually improving the way services are delivered. The SMP is based on the Vision, Mission, Values and Organizational Goals established by public input through citizen survey, interaction with boards, commissions, agencies, public at large, along with Departmental Business Plan; Department Heads, the Mayor and City Council, and the City Manager. Updated annually, the *2009 SMP* has been presented to the public in a community survey, and results will be considered in the preparation of the City

Budget and Capital Improvement Plan. The Waterfront Area is currently a key component of the Ogdensburg Strategic Plan.

- **Waterfront: clean, developed, mixed public/private use, psychiatric center, international use**
- Tax Base: expanded
- Economic Development: port, downtown revitalization, plazas, jobs
- Infrastructure: improved, support growth
- Technology: expanded service, utilization of internet
- Tourism: 4-land highway, cultural opportunities
- Housing Stock: improved

The City of Ogdensburg has recently hosted a **Community Planning & Economic Development Summit, “Defining Ogdensburg’s Future”** which was held at City Hall on Saturday, September 26, 2009. The City also hosted a number of focus groups on the City’s Planning & Economic Development Issues and Housing Programs on Thursday, September 24, and Friday, September 25, as a lead up to the summit. The meetings were advertised on the City’s website and residents were invited to participate in focus groups sessions, and were given a contact and phone number.

Waterfront Redevelopment Action Plan 2004

The objective of this plan is to capture the significant redevelopment opportunity these sites represent, aimed at new job creation, business growth, tax revenues and overall revitalization. The final draft is a market-oriented Vision Plan that builds upon local strengths and resources, and forms a basis for further discussion among the City, business leaders and the community to reach its objectives.

The preferred plan is a mixed-use waterfront complex, including a scuba diving center, a nautical museum, public parks and multi-use trails, marina. Site plans developed for the plant detail development for each of the 4 districts in the Brownfields Opportunity Area including land use, site design, building location, infrastructure and landscaping. Details of the Waterfront Redevelopment Action Plan are presented in Section 4.

Waterfront Brownfield Opportunity Area

In October 2008, the City of Ogdensburg submitted an application for funding in the amount of \$395,000 through the New York State Department of State for a Nomination Waterfront Brownfield Opportunity Area. This project will most likely be funded. The Waterfront Brownfields Area will be analyzed, and conceptual development proposal will be completed, subject to a rigorous market and real estate analysis. The result of this overall effort will be a revitalization plan based on smart growth principles that is economically viable. A Steering Committee will be created to include elected officials, citizens, local planning, real estate, design, and development experts, neighborhood, business, non-governmental organizations and governmental partners and stakeholders.

An in-depth Public Participation Process will be conducted to involve all residents in the planning process. The SMP Vision statements will serve as the framework for the WFBOA, including a minimum of two public visioning sessions / design workshops that will be

undertaken to garner public input in the planning and programming of the WFBOA's future redevelopment strategies. Each session will include a short presentation summarizing project goals and approach, schedule, and anticipated results of the session, followed by a facilitated discussion designed to progress ideas and enfranchise the public. The City will organize all meeting locations and public notices for each of the public visioning sessions

3.b Efforts and Plans to Develop Partnerships with Local and State environmental and health agencies, and other relevant governmental agencies. [5 Points]

A vast network of partners has developed in response to the Strategic Management Plan and the Waterfront Redevelopment Action Plan. At the state level the City of Ogdensburg has formed partnerships with the New York State Department of Environmental Conservation NYS DEC, the Empire State Development Corporation (ESDC), the New York State Department of Transportation (NYS DOT). These agencies were instrumental in providing funding and oversight for brownfield assessment, cleanup and/or monitoring. See Section 2.c for a discussion of prior partnership activities in the Waterfront Brownfields Area. The identity of the partners ranges from state and regional organization to local agencies and individual property owners. Listed below are governmental agencies that have been instrumental in planning and remediation activities for Ogdensburg's Waterfront Redevelopment. Support letters are attached.

Empire State Development Corp.(ESDC) is New York State's lead economic development agency. This agency awarded the FY08 Restore NY funds to demolish building on one of the brownfields --: the Shade Roller site. ESD, with co-headquarters in Albany, Buffalo and New York City, is supported by a network of 18 additional ESD locations throughout the state and around the world. Their mission is to provide the highest level of assistance and service to businesses in order to encourage economic investment and prosperity in New York State. They provide the services to business who wish to relocate to NYS or expand already existing operations in NYS. A support letter from the ESD North Country Regional Office is attached.

St. Lawrence County Planning Office provides research and support services to the County Board of Legislators and other departments, provides staffing services for the County Planning Board and the Environmental Management Council, provides technical assistance and research on many topics to local governments, including preparing grant applications, and assists businesses, agencies and individuals with census and other data and information.

The St. Lawrence County Industrial Development Agency is a public benefit corporation created by New York State legislation to promote, encourage, attract and develop job opportunities and economically sound commerce and industry in St. Lawrence County. As a full-service development agency, SLCIDA works to ensure that businesses maximize the services available to help start, expand and maintain business in St. Lawrence County. They also provide funding for selected projects.

The Ogdensburg Growth Fund Development Corporation has been created by the City to provide low-interest loans for acquisition, construction, renovation, equipment and working capital. This agency will most likely be the administrator of any awarded revolving loan funds.

3.c. Community –Based Organizations and other interested parties [5 Points]

North Country Alliance (NCA) is a private company categorized under Trade associations and located at Clarkson University in Potsdam, NY. NCA is a consortium of economic development organizations working in New York's North Country counties of Clinton, Essex, Franklin, Jefferson, Lewis, and St. Lawrence. NCA strives to offer a single point of access to the resources businesses need to locate or expand in the North Country. The NCA's members are most interested in the potential employment opportunities that might be created by the RLF program.

The St. Lawrence County Industrial Development Agency is a public benefit corporation created by New York State legislation to promote, encourage, attract and develop job opportunities and economically sound commerce and industry in St. Lawrence County. As a full-service development agency, SLCIDA works to ensure that businesses maximize the services available to help start, expand and maintain business in St. Lawrence County.

St. Lawrence County Chamber of Commerce plays an important role in maintaining the economic health of St. Lawrence County. The primary purpose of the Chamber is to serve as the voice of business in improving St. Lawrence County. It sponsors business seminars, assists Small Business Start-ups, host a comprehensive website with information about county businesses and services. The Chamber also works on countywide tourism promotion and is the designated Tourism Promotion Agent for the county. This organization will be instrumental in promoting the redeveloped Ogdensburg Waterfront.

Greater Ogdensburg Chamber of Commerce. As a local chamber, their mission is to advance civic, commercial, industrial and agricultural interests in the City and the promotion of the general welfare and prosperity of the City of Ogdensburg. Their website carries information about City government and activities including new stories regarding current issues and events and helps spread the news about the Strategic Planning Process now underway.

Thomas J. Duffy, owner of land on Lighthouse Point. Mr. Duffy was involved in the development of Ogdensburg's Local Waterfront Redevelopment Program and owns land in Lighthouse Point that remains contaminated.

Joseph Basta, business owner and owner of land adjacent to the Shade Roller brownfield site.

4. Program Benefits [20 Points]

4.a Welfare and/or Public Health [5 Points]

The Vision for the revitalization of the Waterfront Brownfield Sites is most clearly detailed in the *Waterfront Redevelopment Action Plan*:

Ogdensburg is a small town community with a prime location on the St. Lawrence River and excellent recreational opportunities. The City will create a waterfront destination that will attract residents, businesses, and visitors. Waterfront development will result in a mix of uses that will contribute positively to the City's tax roll.

The focus of the Waterfront Redevelopment Program is to return brownfield, vacant and underutilized sites to productive economic and social use within an innovative strategy for waterfront revitalization. Since all of the identified brownfields are in the waterfront area, the

health and condition of each and every property affects the whole area. A revitalization of one property is a boon to all. Anticipated community benefits resulting from this project include:

- Clean-up of contaminated lands and protection of groundwater resources.
- Infrastructure improvements to foster transit-based development.
- Pedestrian safety and transportation infrastructure.
- Creation of mixed-use mixed-income neighborhoods and living wage jobs.
- Increase in tax revenues to the City of Ogdensburg.
- Provision of recreational opportunities.
- Economic development and a sustainable economy in the City of Ogdensburg.
- Redevelopment of a centrally located area using smart growth principals

As part of the St. Lawrence Sea Way Trail, the City intends for its Waterfront to become one of the main attractions. The Seaway Trail, a 504 miles line scenic byway along the St. Lawrence River (Seaway), Lake Ontario, the Niagara River, and Lake Erie; is designated as one of "America's Byways" for great American road trips. It meets all requirements set by the U.S. Federal Highway Administration; in categories of scenic, natural, historic, cultural, archaeological and recreational values. Current attraction include Niagara Falls, lighthouses, museum, parks, fishing, campgrounds, B&Bs and more.

The amenities in the planned sub districts will be enjoyed by the adjacent neighborhood, but will also serve the greater community by providing waterfront greenspace and amenities for all of the residents of Ogdensburg and visitors.

- **The Diamond International / Standard Shade Roller:** a marina and boat launch, public park and campground, public waterfront greenspace with multi-use trail, and residential development
- **The Marina District :** mixed-use commercial and recreational area with an existing ice rink, and future waterfront community park.
- **Fort La Presentation** in the central part of the WFBOA. mixed-use residential and recreation center featuring a nautical museum, a visitor center, open space for reenactments, and waterfront boardwalk.
- **Former Augsbury Tank Farm District** mixed-use residential and recreational area with emphasis on two boat basins and a waterfront promenade.

Funding will be used to cleanup brownfields that pose a threat to the health and safety of adults and children who cross the fields to swim and fish in the waters of the St. Lawrence River. The goal of the remediation at each site is to reduce contamination at the site to below 6 NYCRR Part 375 Soil Cleanup Objectives for Residential, Commercial and Recreational Uses. During the cleanup activities for each site, the cleanup method proposed in this application will follow required methodologies specified by the New York State Department of Environmental Conservation and the New York State Department of Health (NYSDOH), who will oversee the project. As the excavation proceeds, the contaminated soil will be staged on-site on reinforced plastic sheeting and covered, and then transported via dump truck to a permitted disposal facility in accordance with local, state, and federal regulations. Various institutional controls will be

used to reduce potential risk to humans and the environment. A Community Air Monitoring Program will be utilized during cleanup to ensure compliance with NYSDOH regulations for releases of volatile organic compounds (VOCs) and particulate downwind of intrusive site activities such as excavation.

4.b Economic Benefits and Greenspace [5 Points]

4.b.i) Economic Benefits

A Fiscal Impact Analysis was prepared as a key part of the city of Ogdensburg Waterfront Redevelopment Plan. The analysis included potential increased property tax revenues likely to be derived from major new construction and redevelopment projects, the potential increase and sales tax revenue that might result from the commercial / retail activity planned.

The financial impact analysis of the City of Ogdensburg Waterfront Redevelopment Plan relied on two key measurements of economic impact – capital investment and property tax revenues. The analysis evaluates the cumulative impacts of these factors as the various development proposals are implemented over a 15-year build-out period. The Action Plan schedule is in three district phases; short term for those projects that can be implemented in the first three years, medium term for project to be implemented in year 4 – 7 and long term project expected to be implemented within an 8-15 year time frame.

Total new revenues projected from the implementation of Short term actions are \$540,000. Annual tax revenues should increase on average by about \$323,000 per year during years 4-7 based on tax base expansion. Total tax base expansion in terms of tax revenues generated by the end of Year 7 is estimated at \$2 million. In the Long Term, annual tax revenues should increase by an average of \$459,000 per year during years 8-15 based on tax base expansion. Total tax base expansion in terms of tax revenues generated by the end of Year 15 is estimated at \$6million.

Summarizing the fiscal benefits of Plan implementation to the City – for an investment of \$4.3 million, the City will stimulate \$55.4 million in additional investments resulting in projected property tax revenues of \$6 million or about 140% of the City's investment. In addition, revenues would continue at \$459,000 annual thereafter.

4.b.ii) Other non-economic benefits

The Waterfront Redevelopment is planned as a high amenity, mixed-use complex with public parks, open greenspace, multi-use trails and public access to the St. Lawrence River. Proposed site plans show the following greenspaces:

- Open green areas
- Landscaped waterfront park
- Landscaped and wooded camping area
- Waterfront multi-use trail
- Public waterfront Green
- Landscaped promenade

4.c Environmental Benefits [5 Points]

4.c Environmental Benefits [5 Points]

Beyond the remediation of contaminants, the cleanup of brownfield sites in the Waterfront Area will have considerable environmental benefits by implementing smart growth and sustainable redevelopment principles.

- **Use of Existing Infrastructure**

Located on the St. Lawrence River in the heart of the City, the waterfront area is well served with existing infrastructure. There is water, sewer, electric and natural gas service at each site. The site is also located in the City's Empire Zone

- **Green Buildings**

Green Building techniques and materials will be encouraged by the City in redevelopment proposals. The City intends to sell the property to a developer for redevelopment as a mixed use, LEED certified project.

- **Energy Efficiency**

[TECHNICAL ENGINEERING LANGUAGE REQUIRED]

- **Water Managements**

[TECHNICAL ENGINEERING LANGUAGE REQUIRED]

- **Green Remediation**

[TECHNICAL ENGINEERING LANGUAGE REQUIRED]

- **Construction and Demolition Materials Recycling**

Excavated soil that is determined by the soil assessment to be "clean" will be used in conjunction with granular fill to backfill the excavation to its original grade.

- **Renewal energy**

Where possible, solar energy etc [TECHNICAL ENGINEERING LANGUAGE REQUIRED]

4.d Tacking and Measuring Progress [5 Points]

Monitoring of browfield cleanup will be provided by a consultant engineering firm which will be selected through the City's standard competitive procure process. The engineering firm will oversee the site clean up, monitor the progress and coordinate with the New York State Department of Environmental Conservation (NYSDEC) and the New York State Department of Health (NYSDOH). The

For soil clean-up, the methodologies for all sites, the cleanup method proposed in this application will follow typical contaminated soil excavation methods prescribed by NYSDEC. Visual observation combined with use of a PID (Photo-Ionization Detector) will allow the engineer to assess the excavation in order to determine which soils require removal. Excavation will cease when visual and PID assessment no longer indicate contamination; at this time, the engineer will

collect composite clearance samples from each wall of the excavation and submitted for laboratory analysis. Excavated soil that is determined by the soil assessment to be “clean” will be used in conjunction with granular fill to backfill the excavation to its original grade. Groundwater wells disturbed during excavation will be restored, and a monitoring program will commence for a period of time outlined by NYSDEC.

Various institutional controls will be used to reduce potential risk to humans and the environment. A Community Air Monitoring Program will be utilized during cleanup to ensure compliance with NYSDOH regulations for releases of VOCs and particulate downwind of intrusive site activities such as excavation.

In terms of outputs, a minimum of four and a maximum of five brownfield sites will be cleaned up through this RLF program, **and will be** free from contaminants which have the potential to pose a threat to human health and result in adverse impacts to the environment. The remediation proposed will:

Eliminate (or lower to within acceptable standards) the presence of semi-volatile organic compounds and metals in surface soils;

Eliminate (or lower to within acceptable standards) the presence of volatile organic compounds, semi-volatile organic compounds, and metals in subsurface soils; and

Eliminate (or lower to within acceptable standards) the presence of volatile organic compounds, semi-volatile organic compounds, and metals in the site’s groundwater regime.

In terms of **outcomes**, the results that will occur from the carrying out the activities under the grant will accrue over an extended time period. Starting in the first funding year, on a semi-annual basis, the City will track the number of jobs and other funding leveraged through the economic use of sites; the number of acres made ready for reuse, or acres of greenspace created for communities. The elimination of hazardous substances will be measured as described above.