

REUSE FRAMEWORK

GM Massena Site, Massena, New York

FINAL
FEBRUARY 2011



OVERVIEW

EPA Region 2, EPA Superfund Redevelopment Initiative and EPA Office of Technology Innovation & Field Services have sponsored a reuse assessment for the GM Massena Site. The purpose of the reuse assessment is to clarify reuse goals, identify potential future uses for the site that are consistent with the proposed cleanup, and to facilitate discussion regarding ownership and long-term stewardship options. This document summarizes the findings of the reuse assessment and recommendations from the GM Massena Redevelopment Task Force Working Session held on December 2nd, 2010.

GOALS

- Identify income-generating uses for the site that create jobs and contribute to local tax-base.
- Prioritize a set of site uses that are compatible with site context and regional markets.
- Define a site reuse configuration that provides a mix of uses to diversify the local economy.
- Outline a phasing plan to effectively coordinate cleanup, utility access, and near-term redevelopment.
- Identify or establish a local entity that can assume ownership and oversee redevelopment of the site.

ASSETS

- Availability of low cost, reliable electricity generated from local, renewable sources.
- Proximity to Canadian infrastructure and markets.
- Proximity to research and technology innovation centers.
- Skilled workforce.

OPPORTUNITY

- Forest Products - capitalize on proximity to forest/agricultural resources and emerging markets for low-grade timber.
- Technology Innovation - leverage regional demand for flexible facilities and skilled workforce to support commercialization of new product development.
- Supply Chain Cluster - co-locate anchor industry and associated supply chain manufacturers.
- Tourism - develop a regional cross-governmental (municipal and tribal) tourism strategy that could include the development of the North Country Welcome Center.

Regional Context Map



GM Massena Site Reuse Planning Area



PHASING & OWNERSHIP

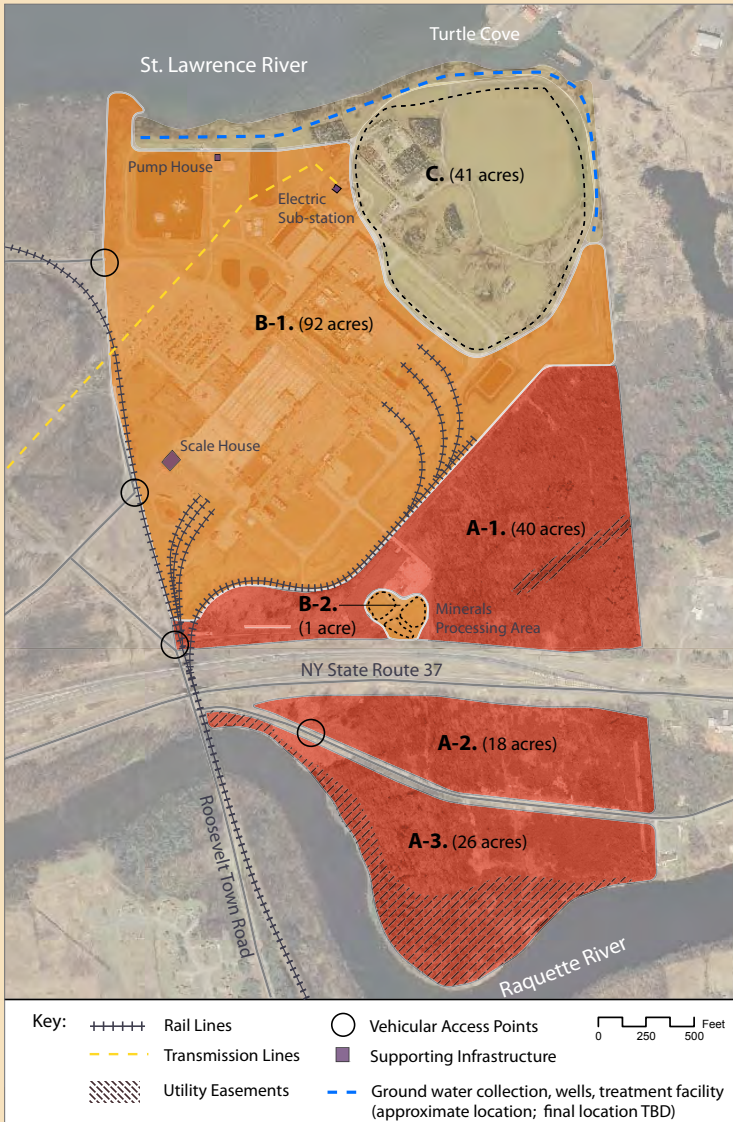
- Cleanup activities at the site are underway and portions of the site are currently available for reuse.
- Site owner Motors Liquidation Company has finalized a bankruptcy settlement; ownership is scheduled to transfer to an Environmental Response Trust in 2011.

REUSE SUITABILITY ZONES

Zones highlight three categories of suitability based on existing and planned remedies for the site.

- **Suitable for Commercial/Industrial - Near-term**
 - Remedial considerations: no physical remedy constraints.
- **Suitable for Commercial/Industrial - Post-remediation/2014 or later**
 - Remedial Considerations: removal of Minerals Processing Area soils; soil cover and drainage conveyance requirements; potential need for vapor mitigation.
- **Suitable for Open Space - Post-remediation / 2014 or later**
 - Remedial Considerations: permanent capped consolidation area; development and excavation restrictions.

* Residential land use restrictions and ground water use restrictions will likely apply to all or most of the Site.



Development Approaches

CONCEPT ONE

Forest Products Cluster

This scenario proposes co-locating a forest or agricultural processing complex (bio-refinery, biomass power plant, fiber processing) and related manufacturing industries at the site, with a highway-accessible tourism center located south of Route 37.

- **Materials Processing Complex - Post-Remediation/2014 or later**
 - Processing area (biorefinery, boiler, wood storage, rail load-out) and infrastructure / utility zone (water, waste water, electric)
- **Industrial Park/Technology Park - Near-term**
 - Phase 1a Commercial/Light Industrial - up to 100,000 s.f.
 - Phase 1b Heavy/Light Industrial - up to 200,000 s.f.
- **Tourism Center - Near-term**
 - Welcome Center - up to 40,000 s.f.
 - Parking and amenities
- **Open Space - Post-Remediation/2014 or later**
 - Open space; restricted access



CONCEPT TWO

Technology Innovation Cluster

This scenario positions the site for sectors focused on the commercialization of new technology and allocates approximately 108 acres for high-tech manufacturing providing up to 900,000 square feet of flexible industrial/commercial space. Shared highway access serves technology park and tourism center uses south of Route 37.

- **Technology/Commerce Park Phase 1 - Near-term**
 - Phase 1a Commercial/Light Industrial - up to 100,000 s.f.
 - Phase 1b Heavy/Light Industrial - up to 200,000 s.f.
- **Technology/Commerce Park Phase 2 - Post-Remediation/2014 or later**
 - Phase 2 Light Industrial - up to 600,000 s.f.
 - Water, waste water, stormwater and electric utilities
- **Tourism Center - Near-term**
 - Welcome Center - up to 40,000 s.f.
 - Parking, trails, habitat restoration and amenities
- **Open Space - Post-Remediation/2014 or later**
 - Open space; restricted access



CONCEPT THREE

Technology Innovation / Tourism

A variation on the technology cluster positions approximately 96 acres for high-tech manufacturing, providing up to 800,000 square feet of flexible industrial/commercial space. A tourism center is located south of Route 37 with trails and habitat restoration enhancing access to the St. Lawrence River and the capped landfill.

- **Technology/Commerce Park Phase 1 - Near-term**
 - Phase 1a Commercial/Light Industrial - up to 100,000 s.f.
 - Phase 1b Commercial/Light Industrial - up to 200,000 s.f.
- **Tourism Center - Near-term**
 - Welcome Center - up to 40,000 s.f.
 - Parking, trails, habitat restoration and amenities
- **Technology/Commerce Park Phase 2 - Post-Remediation/2014 or later**
 - Phase 2 Light Industrial - up to 500,000 s.f.
 - Water, waste water, stormwater and electric utilities
- **Open Space - Post-Remediation/2014 or later**
 - Open space; trails, river access and river overlook.



REDEVELOPMENT CONSIDERATIONS

- **Future Land Use:** The site can accommodate a mix of commercial, industrial, open space and tourism-related uses that may be phased in over time. The development concepts offer a range of site configurations that can inform further research into market opportunities, infrastructure and utility development.
- **Phasing:** The site includes approximately 70 acres that can be returned to use in the near-term with an additional 80 acres that can be phased in as remedial activities are completed.
- **Infrastructure:** Developing a coordinated infrastructure plan for the Site could help ensure appropriate access and utility service across a mix of compatible uses providing increased jobs and tax base to the region.
- **Near-term redevelopment:** Collaboration among the St. Regis Mohawk Tribe (SRMT), Town of Massena and St. Lawrence County could help to establish a regional North Country Welcome Center at the Site.
- **Funding Opportunities:** There is an opportunity for co-application among St. Lawrence County, Town of Massena and SRMT to the New York State Brownfield Opportunity Area grant program. Cross-governmental collaboration will position the Site more competitively for state and federal funding.

RECOMMENDATIONS

The following activities could be completed through public funding and private investment to ensure the Site is redevelopment ready:

- **Consider Additional Outreach** - to refine goals, reuse concepts, market sectors or redevelopment approaches.
- **North Country Welcome Center** - Initiate coordination among representatives from St. Lawrence County, Town of Massena and SRMT to secure funding to develop the North Country Welcome Center.
- **Conduct Infrastructure Feasibility Study** - Identify options and cost estimates for serving all portions of the Site with utilities (e.g., water, sewer, electric and broadband). Consider the needs of multiple stakeholders that would use or benefit from site infrastructure improvements.
- **Conduct Focused Marketing Effort** - Identify specific opportunities within the range of sectors outlined to date.
- **Entity to Oversee Site's Redevelopment** - Identify or create an entity, with representation of local and tribal governments and economic development organizations, to oversee and facilitate redevelopment of the Site.

IMPLEMENTATION RESOURCES

- New York State Brownfield Opportunity Area Grant Program (www.dec.ny.gov/chemical/8650.html)
- St. Lawrence River Redevelopment Agency (www.slcldc.com/slrsvra.html)
- Empire State Development Corp. Excelsior Jobs Program (www.empire.state.ny.us/BusinessPrograms/Excelsior.html)
- Seaway Private Equity Corporation (www.specinvest.org/)
- Clarkson University - Shipley Center for Innovation (www.clarkson.edu/shipley/)

ACKNOWLEDGEMENTS

The following organizations and entities contributed to the findings of the reuse assessment:

- Curran Renewable Energy, LLC.
- Clarkson University - Shipley Center for Innovation
- EPA Region 2
- GM Massena Site Redevelopment Task Force
- Greater Massena Business Development Corporation
- Massena Electric Department
- Motors Liquidation Company
- Town of Massena, New York
- Village of Massena, New York
- New York State Economic Development - Empire State Development
- St. Lawrence County - County Administration, Planning Department, Environmental Counsel
- St. Lawrence County Industrial Development Agency
- St. Regis Mohawk Tribe - Tribal Council, Environmental Division and Office of Economic Development
- SUNY College of Environmental Science & Forestry / Applied Bio-Refinery Sciences, LLC

ADDITIONAL INFORMATION

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Funded by the EPA Superfund Redevelopment Initiative and EPA Office of Technology Innovation & Field Services

